



**DATE:** September 12, 2012  
**TO:** Board of Commissioners  
**FROM:** Patrick Quinton, Executive Director  
**SUBJECT:** Report Number 12-32  
Review of Draft Central City 2035 Concept Plan and Draft N/NE Quadrant Plan, Including Related I-5 Broadway/Weidler and Rose Quarter District Plans

### **BOARD ACTION REQUESTED**

No action is requested, information only.

### **SUMMARY**

On June 13, 2012, the PDC Board authorized the Executive Director to execute a final \$900,000 Intergovernmental Agreement (IGA) between the Portland Development Commission (PDC), the Bureau of Planning & Sustainability (BPS) and the Bureau of Transportation (PBOT) to complete work for two of three remaining fiscal years of the project. As part of the IGA, the Bureau of Planning & Sustainability is to inform the Portland Development Commission during the planning process. This presentation will include a review of the two referenced completed plans including two sub-plans, as well as an outline of the work plan for the remainder of FY 2012-13.

### **BACKGROUND AND CONTEXT**

For the past three years, the Bureau of Planning & Sustainability has been leading the public process to update the City's 1988 Central City Plan (See Attachment A for Plan area). The updated Central City Plan will guide public and private investment for the next 25 years, produce new guiding policies and update land use, transportation and urban design plans. It will be incorporated into the City's Comprehensive Plan update, including legislative changes to zoning and entitlements, expected to be completed in 2015. The work thus far has been funded by the City's general fund, the Oregon Department of Transportation (ODOT) and tax increment financing from the seven urban renewal areas that have boundaries within the Central City. In future fiscal years, anticipated funding will come from the City's general fund, Metro and Tri-Met.

The first work products are now complete and under review for approval by the Bureau of Planning and Sustainability Commission and City Council including the Central City 2035 Concept Plan and the North/Northeast Quadrant Plan.

The Central City 2035 Concept Plan is consistent with the City's Economic Development Strategy, emphasizing the Central City as the "Center of Innovation and Exchange." This document is a policy

framework for the more specific quadrant plans. It is expected to be refined once all the quadrant plans are complete.

The North/Northeast Quadrant Plan furthers PDC objectives by proposing zoning changes for the Portland Public Schools Blanchard site, adds an additional employment overlay for broader job creation, integrates the PDC-led Rose Quarter District Plan and adds economic development incentives for the central Lloyd District, especially in proximity to the Oregon Convention Center.

A significant accomplishment in the North/Northeast Quadrant Plan is a plan for improvements to the I-5 Broadway/Weidler Interchange that for the first time was done in partnership with the Oregon Department of Transportation. This transportation facility plan integrates land use, urban design and economic development considerations with a future transportation project that addresses freeway safety and operations and will, among other objectives, improve freight movement.

Work begins this fall on the Westside quadrants of the Central City with the goal of completing those plan updates by the end of 2013. The Southeast quadrant will be completed in 2015, after which the Concept Plan will be completed and legislative changes will be proposed in conjunction with an update to the City's Comprehensive Plan.

#### **ATTACHMENTS**

- A. Central City Boundary Map
- B. Central City 2035 Draft Concept Plan
- C. Stakeholder Advisory Recommendations on the North/Northeast Quadrant and I-5 Broadway/Weidler Plans
- D. Proposed Draft North/Northeast Quadrant Plan
- E. Revised Draft I-5 Broadway/Weidler Interchange Facility Plan
- F. Draft 2012 Rose Quarter District Plan

**PORTLAND DEVELOPMENT COMMISSION**

Portland, Oregon

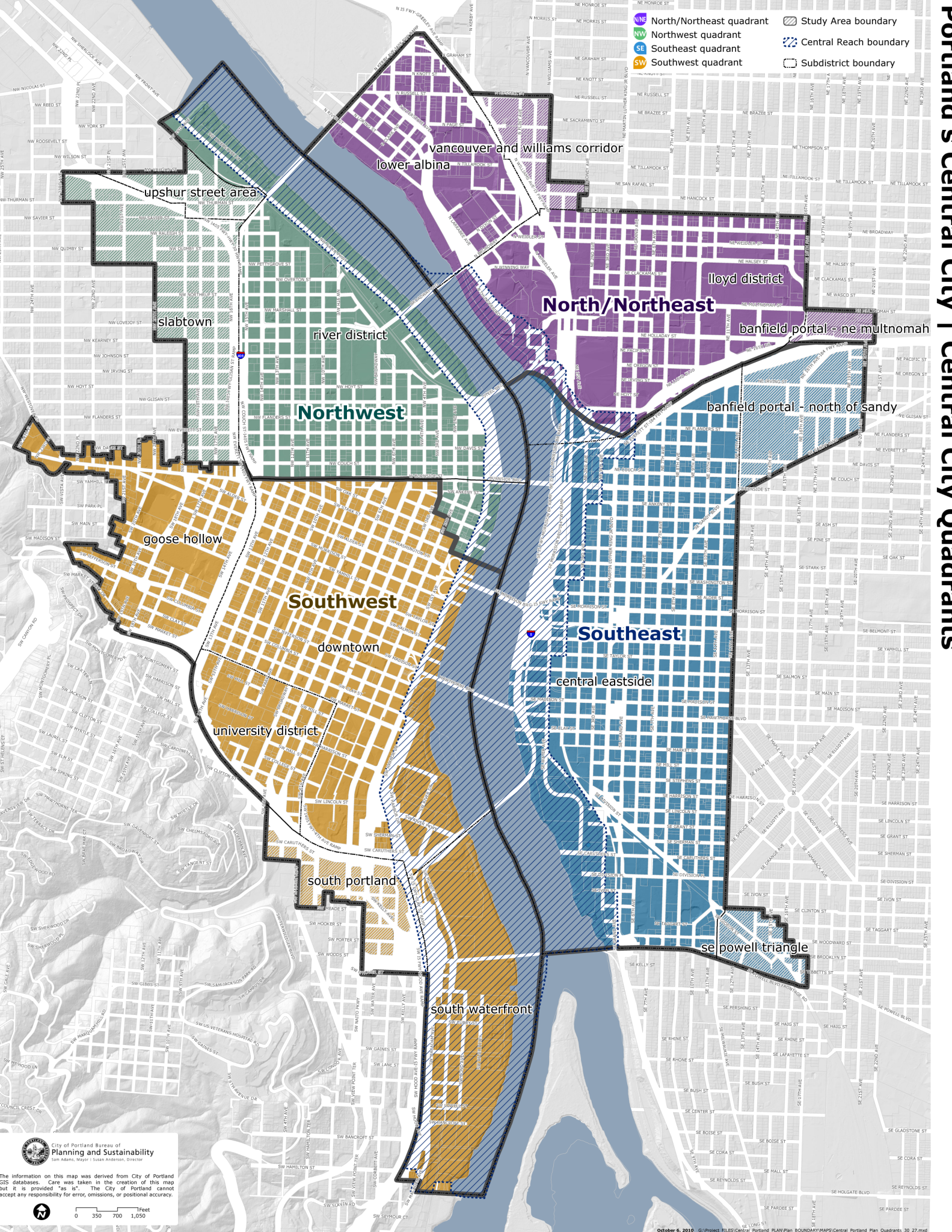
**REPORT NO. 12-32**

**ATTACHMENT A**

**REVIEW OF DRAFT CENTRAL CITY 2035 CONCEPT PLAN AND DRAFT N/NE  
QUADRANT PLAN, INCLUDING RELATED I-5 BROADWAY/WEIDLER AND  
ROSE QUARTER DISTRICT PLANS**

Exhibit A includes this cover page and contains 2 pages:

- Central City Boundary Map



**City of Portland Bureau of Planning and Sustainability**  
 Sam Adams, Mayor | Susan Anderson, Director

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

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**PORTLAND DEVELOPMENT COMMISSION**

Portland, Oregon

**REPORT NO. 12-32**

**ATTACHMENT B**

**REVIEW OF DRAFT CENTRAL CITY 2035 CONCEPT PLAN AND DRAFT N/NE  
QUADRANT PLAN, INCLUDING RELATED I-5 BROADWAY/WEIDLER AND  
ROSE QUARTER DISTRICT PLANS**

Attachment B includes this cover page and contains 59 pages:

- Central City 2035 Concept Plan – Public Review Draft

CENTRAL CITY 2035

# CONCEPT PLAN

PUBLIC REVIEW DRAFT



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Innovation. Collaboration. Practical Solutions.



# ACKNOWLEDGEMENTS

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**PORTLAND'S CENTRAL CITY:  
CENTER OF INNOVATION AND EXCHANGE**



## THE UNIQUE CENTRAL CITY

The Central City is more than tall buildings and commerce—it's a rich cultural and civic center. It is an expression of how Portlanders view their place in the Pacific Northwest—a place that 1) supports the growth of local talent, industry and institutions, 2) connects with the stunning surrounding landscape and 3) advances a prosperous, healthy, educated and equitable community.

These ideals are seen in the intentional design and development decisions that have produced a walkable Central City, an attractive and sustainable built and natural environment and support for those most in need. They also can be seen in how the challenge of planning and managing the Central City was approached.

## INTENTIONAL AND PARTICIPATORY

Portland's city center is an intentional place, crafted through a participatory process with the belief that planning, done publicly and acted on collectively, is a critical ingredient to success. The Central City is also a place of purposeful experimentation, a learning city where new ideas about reshaping the traditional urban landscape and civic involvement have been actively pursued.

The 1972 *Downtown Plan*, the early predecessor of Central City 2035 (CC2035), took significant strides to restore the city center as a place where the serendipity of urbanity can be experienced by all. Two major efforts during the 1970s laid the groundwork and provide examples of how Portlanders charted a unique future.

In 1972, Portland closed Harbor Drive and replaced it with Tom McCall Waterfront Park. A few years later, the proposed Mount Hood Freeway was rejected; in its stead Portland residents and businesses embraced the development of the transit mall and eastside light rail.

These moves reconnected the downtown to its historic waterfront, helped to preserve neighborhoods and communities, and established a new recreational amenity and transportation network that continue to serve people throughout the region. Indeed, these were bold moves in a decade when the rest of America was embracing freeway expansions and suburban sprawl.

These actions continue to provide benefits today as well as a framework for decision-making around all large scale public efforts. Importantly, these civically inspired actions show Portlanders that they have the ability to shape how their city looks, operates and changes over time.

## FUTURE DIRECTION

As Portland considers the future for the Central City, the newly adopted *Portland Plan* provides a broad 25-year framework, three integrated strategies and a set of goals to be addressed. A prosperous city center will be essential to reaching these goals, not only for central city residents and businesses, but for Portlanders citywide.

The Central City 2035 planning project is intended to help preserve our existing assets and guide us on a path to a truly livable, sustainable city center—a place where 1) equity is reflected in actions and decisions, 2) youth can thrive and emerge as future leaders, and 3) the heart of the city is prosperous, healthy and connected to the rest of the city and the region.

# CENTRAL CITY 2035



Central City 2035 is a long-range comprehensive planning and district planning effort that will create a new plan for the Central City to guide development, decision-making and investment through the coming decades.

CC2035 will contain new goals, policies and actions for the Central City, but will still build upon and enhance the direction and vision proposed by both the 1988 *Central City Plan* and 1972 *Downtown Plan*.

Lastly, CC2035 will explore the various ways the Central City plays a role in fulfilling the vision of *The Portland Plan*. CC2035 will also identify specific steps that can be taken only in the region's center to address the citywide priorities of *The Portland Plan*.

## THE PROJECT APPROACH

### Phase I – Issue Identification and Goal Setting

During this initial phase (June 2010–June 2011) a 21-member stakeholder Advisory Group (AG) worked with project staff to review existing conditions and identify the issues they believed needed to be addressed by CC2035. A series of public symposiums were held to broaden the discussion on the topics identified by the AG. The information from these symposiums was used to establish draft CC2035 goals and objectives.

### Phase II – Concept Plan

The development of the Concept Plan engaged a 20-member Steering Committee charged with establishing a draft policy framework and preferred urban design direction for the Central City which built off the work of the Advisory Group and Symposium Series.

This Concept Plan provides high-level guidance for the city center's growth and development. It is intended to guide development of four more detailed quadrant plans. It emphasizes the important role the city center plays for the region. The Concept Plan has two primary parts:

- A **Policy Framework** that sets the desired goals to achieve and directions to pursue, and;
- An **Urban Design Direction** that uses a set of diagrams to illustrate where and how the Central City will grow and change, highlighting key places and connections. It will guide future decision-making and prioritize public investments.

The Urban Design Direction represents several years work of stakeholder outreach and vetting of ideas.

The work started with *Design Central City, Volume I*, a discussion draft on the future of urban design in the Central City until 2035. The themes from this document were tested through a series of interviews, presentations and discussions and the Central City 2035 Symposium series.

Overall, there was broad support for the design themes and direction proposed in *Design Central City*. These three refined themes are:

- **Central River** – The Willamette River as the central feature of the Central City, with vibrancy, access, activities and riverfront districts
- **Distinct Districts** – A diverse array of districts with linkages to the river and surrounding community
- **Connected Public Realm** – Connection through a series of loops and a variety of street types

The direction is presented through two key graphics: a simpler urban design “concept” diagram describing the three main urban design goals; and a more detailed “framework” map that brings the concept to the ground, highlights key areas of change and provides ideas to test and explore through the quadrant plans.



**N/NE QUADRANT**



**NW QUADRANT**



**SE QUADRANT**



**SW QUADRANT**

**Phase III – Quadrant Plans**

In Phase III, specific plans are being developed for each quadrant of the Central City based on guidance of Phases I and II. The quadrant plans will focus on issues unique to those individual geographic areas and recommend district-specific policies to address these issues.

Ideally the Concept Plan would be completed before the start of the first quadrant plan. Phase III actually began in the fall of 2010 with the initiation of the North/Northeast Quadrant Plan. This early start was necessary to ensure that land use considerations be coordinated with a major freeway improvement project being conducted by the Oregon Department of Transportation.

**Phase IV – Central City 2035 Plan**

The Concept Plan is expected to be refined based on the findings of the quadrant plans. These changes will be reflected in the final Central City 2035 Plan, to be adopted with the adoption of the Comprehensive Plan.

The final phase of the CC2035 planning effort is focused on plan implementation. At the conclusion of this phase, the CC2035 Plan will be adopted by the City Council. This plan will include Central City-specific amendments to the:

- Comprehensive Plan policies;
- Zoning map;
- Zoning code;
- Transportation System Plan; and
- Possibly urban renewal or capital improvement plans.

**Central City 2035 Planning Project**

<b>TIMELINE</b>		2010	2011	2012	2013	2014	2015
<b>2010–11</b>	<b>Issues and Goals</b>	█					
<b>2011–12</b>	<b>Concept Plan</b>		█				
<b>2010–14</b>	<b>Quadrant Plans</b>	█					
<b>2014–15</b>	<b>Final Central City 2035 Plan</b>					█	

## IMPLEMENTING THE PORTLAND PLAN

*The Portland Plan* is a strategic plan with measurable objectives for the City of Portland and its more than 20 local agency partners. The plan, which was built with extensive public involvement, focuses on four priorities:

### **Prosperity, education, health and equity.**

It sets the framework for near-term action through a Five-Year Action Plan and sets long-range goals through Guiding Policies.

*The Portland Plan* emphasizes partnerships and equity as being essential to meeting its goals. It identifies measurable results and integrated approaches that break down typical policy silos. *The Portland Plan* is a plan for people, not just land use.

*The Portland Plan* will be implemented in a number of ways, including: legislative advocacy at the state and federal levels, revisions to the City budget process, inter-governmental agreements between and among agencies and through the Comprehensive Plan.

The Comprehensive Plan is a state-mandated long-range plan that guides land use, transportation, conservation and capital projects. The Comprehensive Plan will implement *The Portland Plan* policies that relate to these topics. When complete, it will include a new land use map, policies related to the statewide planning goals and a capital projects list.

The CC2035 project is part of the update of the City's Comprehensive Plan. It will embrace the priorities and specific goals of *The Portland Plan* and incorporate the spirit of cooperation and partnerships that are at its heart.

As the regional center of governance, business and commerce, institutions and education, arts and culture, and a rapidly growing and diversifying population center, the Central City is integral to the success of *The Portland Plan*. Conversely, the long-term prosperity of Central City residents and businesses depends on successful implementation of *The Portland Plan*.

All phases of CC2035 will involve considering the unique role that the Central City can play in achieving the integrated strategies of *The Portland Plan*, including:

- Advancing equity in the Central City, citywide and the region through decisions made as part of CC2035.
- Acting on the integrated strategies and policies of *The Portland Plan*.
- Enhancing existing educational resources in the Central City to ensure greater educational success of youth, as well as creating a culture of life-long learning.
- Facilitating business success and growth in the Central City and leveraging prosperity here to the benefit of Portlanders everywhere.
- Maximizing employment and household growth in the city center, better connecting and improving access, and improving human and environmental health, while protecting and enhancing the livability of the Central City and surrounding neighborhoods and districts.

## CONDITIONS AND TRENDS

The Portland metropolitan region is growing, and the Central City will play a major role in supporting this growth. The projected growth and demographic shifts expected in the Central City indicate a need to expand the range of services in the city center to respond to evolving and diversifying market demands for business and residents.

### Current Central City Conditions: 2012

- **Households and Population:** Approximately 23,000 households and 32,300 residents.
- **Employment** in the Central City:
  - More than 127,000 employees.
  - 35 percent of all jobs in Portland.
  - 13 percent of the jobs in the region.
  - Portland gained 900 jobs and 270 firms between 2002 and 2009.

### Metro Growth Projections for 2035

- **Regional Household Growth:** The metropolitan area will grow by 402,400 additional households to 1,294,000 total households, with the Central City growing by 37,528 households for a total of 58,976 households (7% of region's growth).
- **Regional Employment:** Employment in the metropolitan area will grow by 537,244 additional jobs to 1,486,940 total jobs, with the Central City growing by 42,484 jobs for a total of 169,169 jobs.

### Demographics Trends

- **Families With Children**
  - 8 percent of Central City residents are ages 0–19 (2,600 people).
  - 221 children were born to families in the Central City in 2010.
  - To date only one housing project has been designed for families with children.
  - About 80 percent of all Central City housing consists of studio and one-bedroom units.
- **College Age**
  - More than 26,000 students attend colleges and universities in the Central City.
  - The student population is expanding at all campuses.
  - There is a need for housing affordable to students and student families close to campus.
  - Portland State University is working to accommodate 5,000 students (or 20 percent of its student population) by 2030.
- **Seniors**
  - 16 percent of Central City residents are age 60 or older (5,189 people).
  - This age group is expected to significantly increase as “baby boomers” shift into retirement age.
  - Currently, there are only five housing projects specifically operated for seniors exist within or immediately outside of the Central City, with only one qualifying as “affordable housing.”
- **Affordability In the Central City**
  - 37 percent of all housing and 54 percent of all rental units are affordable to households earning less than 60 percent of median family income (MFI).
  - 8,425 rental units are considered affordable. This is a significant figure, but there is still a growing need for such housing.
  - Workforce housing, affordable to people earning between 61 percent and 120 percent MFI, is virtually nonexistent in the Central City.

## SUMMARY OF ISSUES AND DIRECTION

While developing the CC2035 Concept Plan input and opinions from a broad array of people and stakeholders was included. They were asked to identify big issues and what policies would guide the ideal future direction. For more information about all public involvement efforts, please see Appendix A. Below is a brief summary of these issues and ideas.

### **Economic Vitality**

The economic prosperity of a region is reflected in the condition of its city center. By this measure, the Portland Metropolitan Region is doing well and has a bright future. The Central City is home to professional service industries that support the entire region, as well as a growing number of colleges and universities. The Central City has maintained a manufacturing base and hosts a number of emerging business sectors that diversify the economy, support regional prosperity and increase Portland's exposure on the global stage.

To keep the Central City the economic center of the region, stakeholders identified a need to support the growth of traded sector industries, tap into the ability of higher education institutions to support economic and central city growth, increase the support for and attractiveness of the city center for entrepreneurship and business innovation, address economic barriers to development of space for small and start-up firms, protect industrial and employment districts, optimize the efficiency and use of the transportation network, all while providing amenities and maintaining the vibrancy and livability of the city center.

### **Housing and Community Development**

The Central City has become a place where a lot of people want to live. After a mid-century decline, efforts to encourage residential development over the last four decades have significantly increased the number of housing units in the city center, including for those in greatest need of housing. As the city center population continues to grow and diversify, there is a need to look beyond housing production alone and address the needs of families with children, university students, seniors and people with disabilities.

Stakeholders noted the need to keep providing housing for all income scales, while expanding efforts to ensure the workforce can find housing within or close to the Central City. People have also asked that housing begin to include units with two or more bedrooms, even if the units are not large, and that projects be designed with families in mind. Lastly, in addition to housing, people want access to public schools, community centers, child care and playgrounds, as well as neighborhood-serving retail and commercial services.

### **Mobility**

The Central City's diverse multi-modal transportation system is one of the best in the U.S. and is critical to its prosperity and livability. Between now and 2035, there is a need to maximize the efficiency and safety of the network and manage the capacity of this system with emphasis on bikes, pedestrians and freight. Improvements will be needed keep pedestrians and bicyclists safe and comfortable traveling to and through the Central City. The safe and efficient transport of freight through and within the Central City is needed to support both local and regional business.

Parking will remain important to support a vibrant economy and an inviting, livable city center, and the management of parking should be made more simple and flexible to optimize use of the limited supply.

Opportunities to increase the use of the Willamette River as an access way for people and commerce should be pursued.

### **Public Safety**

The Central City is experiencing unprecedented low levels of crime. Bike and pedestrian safety has greatly improved in the last two decades. New construction is being built to the highest seismic codes in the state's history. Despite these achievements, many perceive the Central City unsafe due to the presence of street families, pan handlers and the mentally ill. Others are concerned about their safety as pedestrians or cyclists walking or biking through traffic.

These perceptions can have a major impact on who chooses to live, shop or do business in the city center. Further, many of the Central City's older buildings, bridges and major regional infrastructure could be compromised during a significant seismic event.

There is a need to maintain low crime rates and enhance perceived and actual safety to ensure all people find the Central City an inviting place to be. Discouraging panhandling, transitioning people from homelessness, and providing assistance to the mental ill and those afflicted by substance abuse should be priorities. Lastly, stakeholders feel strongly the City needs to develop funding strategies and partnerships to retrofit buildings and critical infrastructure to protect human life and regional resiliency during a seismic event.

## Urban Design

The Central City is recognized as one of the most walkable, vibrant and attractive urban centers in North America. It is set in a stunning natural landscape and has a rich combination of new and historic buildings and districts. New development enriches the overall design quality and contributes to this success. The Central City connects to the rest of the city and the region in a “hub and spoke” pattern, which reinforces the sense of it being the center for commerce, entertainment and civic life.

The Central City will be the location for much of the region’s new growth through 2035. This growth presents an opportunity to amplify the city center’s urban design qualities through infill development which also complements the past. Introducing new and innovative architectural styles can incorporate a more diverse collection of development uses, which will increase the vibrancy of the city center.

Stakeholders identified various areas that should receive the attention of future efforts. They expressed a desire to preserve and enhance significant historical properties and districts. There is support to activate vacant and underutilized properties to achieve consistent, high quality design, while also providing more open space opportunities. Building on the pedestrian scale and significant historic fabric of the Central City, the public realm should offer a complementary mix of new building types. The Willamette River should become connected and relevant to more of the Central City through greater accessibility (physical and visual) and use.

## Willamette River

More than other feature in the regional landscape, the Willamette River has influenced the development of the city of Portland and its urban center. People live here because of a historic need to be near the river for food, water or commerce. However, proximity to the river has become less of an issue to the city’s long-term survival than in the past and, as a result, the river has often been forgotten in the daily life of the city.

Universally, there is yearning to restore the connection with the Willamette. The reasons are varied; a desire for greater economic use of the river and waterfront and increased recreational use top the list. Stakeholders want to elevate the river to a significant positive element in the urban form of the city and increase opportunities for people to use the river’s edge and be on the water itself. There is a need to identify how and where best to enhance critical habitat intended to restore river health while expanding the use of the river and riverfront for economic growth.

## Civic and Cultural Life

City centers are more than just centers of commerce. They are barometers of the regional economy, incubators of great ideas and invention, reflections of a community’s social conditions, forums to showcase local cultural diversity and stages of artistic expression. Portland’s Central City is all this and more. It contains a broad array of venues, cultural assets and features making it the heart of the region’s civic and cultural life. Yet, as the city and region continue to grow and diversify, the Central City must play a more significant role to become a center for all Portlanders.

Stakeholders have noted more can be done to elevate the presence and identity of the Cultural District and better link the amenities it already contains. There was also support for the needs of artists working in the city center, including affordable facilities, housing options and venues that meet a variety of artists’ needs.

There was interest in having the cultural role of the Central City reach more diverse audiences. Ideas for accomplishing this included having more art and cultural events that are more affordable a larger segment of the community and making the city center the showcase of art and culture for all Portlanders. Public safety concerns need to be addressed in and around entertainment venues and districts.

## Environmental Health

The Central City has great potential to be a high performance district in terms of resource conservation and environmental quality. Already, public and private development has begun to create a city center that integrates energy conservation with energy production, storm water management with urban habitat, and transportation alternatives that lower our regional carbon footprint and promote human health.

Although one can’t envision all the challenges a changing climate presents or the new technologies that will emerge to mitigate the impacts, there can be continual cooperation with agency, business and community partners to develop new projects and approaches that address these challenges. While doing so, stakeholders have noted, Portland’s Central City is well positioned to play a leadership role by demonstrating how a city center can become more livable, prosperous and attractive through urban development that embraces environmental and human health. Stakeholders have also suggested the need to continue to implement and experiment with new infrastructure that contributes to environmental health while improving the aesthetics of the urban form, and that food systems and access to healthy food become a new focus within the Central City.





# STRATEGIC DIRECTION

## A CENTER OF INNOVATION AND EXCHANGE

### CENTRAL CITY 2035 IS FOCUSED ON ESTABLISHING THE CENTRAL CITY AS A CENTER OF INNOVATION AND EXCHANGE. WHAT DOES THIS MEAN, AND HOW IS IT ACHIEVED?

It can be easy to overlook a city center, to consider it merely as a dense concentration of businesses, facilities and housing. But a successful urban core is more than that, leveraging its ability to support efficient, opportunistic and synergistic interaction and exchange among people, businesses and institutions to a competitive advantage. This is why cities and downtowns everywhere have been centers of commerce, civic and cultural life, creativity and innovation.

CC2035 aims to use Portland's intellectual, institutional and development assets to transform the Central City into an exceptional and unique center for this interaction. The Central City is already well positioned for this transformation; its sheer number of uses, activities and people establishes an environment rich with potential. This density of activity cannot be generated elsewhere in the state and, therefore, the Central City's positive impact on economic development, creativity, civic engagement and livability of the region is significant.

Portland has a growing number of creative firms and businesses that are changing how the world operates, looks and functions. In the nurturing of local talent and creative energy, these businesses have both benefitted from and support the various universities and colleges located in the Central City.

Portland State University, Oregon Health Science University, the Pacific Northwest College of Art, Le Cordon Bleu College of Culinary Arts, the University of Oregon, Oregon State University and Oregon College of Oriental Medicine have all made the Central City the regional center for higher education. While educating future entrepreneurs, scientists, researchers and other workers, these institutions support a culture of lifelong education.

This didn't just happen by accident. Forty years of planning, partnerships and investments have led us here. The recently adopted *Portland Plan* establishes a framework that builds on past success, while providing a new lens for how to view ourselves as a people and the desired future city. Ultimately, CC2035 seeks to leverage all of this to position Portland's Central City as a globally recognized center of equity, innovation and exchange.

## **POLICY FRAMEWORK**

### **BACKGROUND**

The following framework was developed over a two-year period and reflects the work of hundreds of stakeholders, an Advisory Group that scoped the range of issues to be addressed, and a Steering Committee that refined all of this input into a succinct outline of goals and policies. This framework identifies what the people of Portland want their Central City to be by the year 2035.

### **HOW TO USE THE FRAMEWORK**

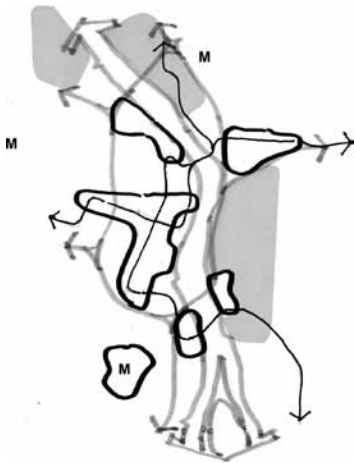
This policy framework provides an integrated set of goals and policies to guide future decisions, development and investments in the Central City for the coming decades.

Initially this framework will be used to guide the development of quadrant plans. During this phase the framework will be tested, and some goals and policies may be refined. As quadrant plans are developed, additional goals and policies could be added to this framework. At the conclusion of the CC2035 planning effort, the final version of this framework will be formally adopted as part of Portland's new Comprehensive Plan.

In the meantime, as quadrant plans are developed, the CC2035 goals and policies will guide decision-making on how current approaches to land use, urban design, transportation, environmental stewardship and other issues should be modified and eventually codified.

Because each quadrant and their districts have different predominate land use patterns and conditions, implementation of these goals and policies should be sensitive to the unique characteristics of each quadrant, the extent to which each goal or policy may apply, and how the proposed directions can best be achieved.

## REGIONAL CENTER: ECONOMY AND INNOVATION



*Potential focus areas for economic development*

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

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

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

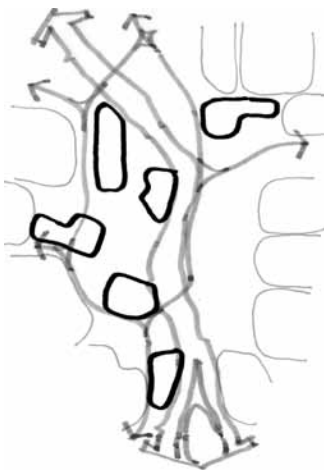
**Goal D:** Support efforts to enhance and maintain the urban character, livability and experience of the Central City to ensure it remains the pre-eminent location in the region for business and commercial activities, and an attractive location for new development.

### POLICIES TO REACH THESE GOALS

- 1. Traded sector growth.** Focus business development efforts and assistance on targeted industry clusters and high-growth sector companies.
- 2. Center of higher education.** Support the ability of the major universities in the Central City (e.g., Portland State University, Oregon Health Science University) and other higher education institutions to strengthen the Central City as a center of learning, business and innovation.
- 3. Center of urban innovation.** Increase the role and stature of the Central City as a laboratory and showcase for innovative urban development and a regional leader in the development of businesses related to clean technology, green practices and design, and resource conservation.
- 4. Entrepreneurship and business innovation.** Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and supporting economic development strategies and programs intended to facilitate economic growth in the Central City.
- 5. Next generation of industrial/employment sanctuaries.** Preserve and provide for the long-term success of Central City industrial districts, while supporting their evolution into places with a broader mix of businesses with higher employment densities.
- 6. Tourism, retail and entertainment.** Support the incorporation of tourism and related activities in the Central City that are complementary to its economic success, vibrancy and livability, including retail, cultural events and institutions, arts and entertainment venues.
- 7. Regional transportation hub.** Strengthen the Central City as the hub for moving people and goods, reinforcing its regional center roles, enabling successful high density employment and housing development, and thereby affirming its role in Metro's Region 2040 Framework Plan.
- 8. Optimized street network.** Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the mobility needs of businesses, shoppers, residents and visitors. Establish a system and standards that provide for automobile access, but also emphasize freight access, transit, and pedestrian and bicycle facilities.
- 9. Parking.** Use parking management strategies to support commercial and housing development while optimizing the use of the limited parking supply, encouraging the use of alternative transportation and simplifying the parking regulations.
- 10. Safe and secure Central City.** Maintain adequate public safety and security services and reduce sources of conflict and nuisance crime through design, regulation and management.
- 11. Resilient Central City.** Use planning and design in the Central City to mitigate the impacts of natural hazards.
- 12. Affordability.** Support efforts to make the Central City a competitive location for development and for businesses to locate and operate.
- 13. Equity and the economy.** Support greater access to and expansion of economic opportunities in the Central City for all groups facing barriers to education and employment and longstanding disparities so that they can share in employment and economic prosperity.



## HOUSING AND NEIGHBORHOODS



*Mixed-use residential clusters and emerging neighborhoods*

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

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

### POLICIES TO REACH THESE GOALS

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

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

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

**17. Housing diversity.** Provide a more diverse stock of housing to support a diversifying Central City population that includes housing compatible with the needs of families with children, people with special needs, students, seniors and the Central City workforce.

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

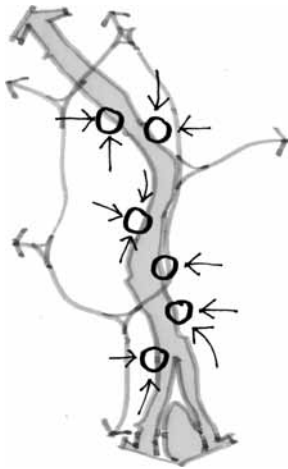
**19. Transitional housing and services.** Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.

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

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



## WILLAMETTE RIVER



*Potential riverfront activation zones*

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

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

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

### POLICIES TO REACH THESE GOALS

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

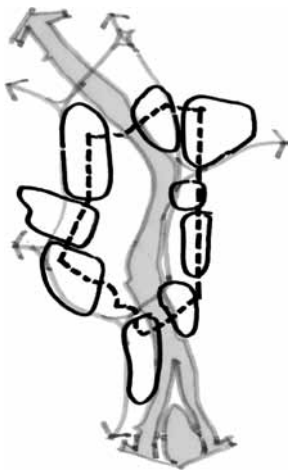
**23. Portland's commons.** Promote improvements and activities on the waterfront to strengthen the physical, visual and cultural connections between the river and the rest of the Central City. Support recreational use, enhance the system of trails and destinations, and increase public awareness of the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

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

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



## URBAN DESIGN



*Emerging districts and connections*

**Goal J:** Highlight the Willamette River as the Central City’s defining feature by framing it with a well-designed built environment, celebrating views to the larger surrounding landscape, improving east-west access and orientation and encouraging a range of river-supportive uses.

**Goal K:** Strengthen the quality of existing places and encourage the development of diverse, high-density districts that feature spaces and a character that facilitate social interaction and expand activities unique to the Central City.

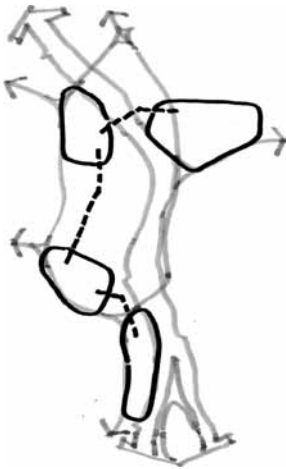
**Goal L:** Enhance the public realm with human-scaled accessible streets, connections and open spaces that offer a range of different experiences for public interaction.

### POLICIES TO REACH THESE GOALS

- 26. Experimentation and innovation.** Support the design of new places and uses, both permanent and temporary, that promote innovation, experimentation and exchange in the Central City.
- 27. Regional corridors and connections.** Elevate the presence, character and role of physical and visual corridors such as trails, transit lines, busy streets and significant public views, helping to bridge neighborhoods across physical and psychological barriers.
- 28. Bridgehead redevelopment.** Redevelop bridgehead sites to elevate the importance of these locations, link east- and westside districts of the Central City, and create dynamic places that bring a diversity of residents, workers and visitors to the riverfront.
- 29. Street diversity.** Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand open space functions.
- 30. Signature open spaces.** Advance the Central City’s iconic system of parks and open spaces by offering a wide range of social, recreational and respite functions to serve an increasingly diverse population of residents, workers and visitors.
- 31. Historic resources and districts.** Enhance the identity of historically, culturally and architecturally significant buildings and places, while promoting infill development that builds upon the character of established areas.
- 32. Neighborhood transitions.** Establish transitions between the Central City’s denser, taller and more commercial and industrial land uses and adjacent neighborhoods, while highlighting key gateway locations.



## HEALTH AND THE ENVIRONMENT



*Potential ecodistricts and connections*

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

### POLICIES TO REACH THESE GOALS

- 33. Buildings and energy.** Increase the energy efficiency of buildings, the use of onsite renewable energy systems, and the development of low-carbon district energy systems. Conserve resources by encouraging the reuse of existing building stock and recycling materials from construction and demolition.
- 34. Green infrastructure.** Expand the use of green infrastructure, such as trees, vegetation, swales and ecoroofs, as a component of the Central City's overall infrastructure system.
- 35. Watershed health.** Improve watershed health by reducing effective impervious surfaces, increasing the quality and diversity of the tree canopy, and protecting and restoring riparian and upland habitat.
- 36. Human health.** Encourage the use of active modes of transportation by creating and enhancing a network of bike and pedestrian paths and greenways that provide access to services and destinations including natural areas. Improve access for all people to locally grown and healthy foods. Encourage the use of building construction materials and products that do not have harmful effects on human health and the environment. Encourage social health by fostering community in a hospitable public realm.



# URBAN DESIGN DIRECTION

The practice of urban design involves the physical features of the built and natural environment that define the character of a place. It can be thought of as the art of making places for people. It works at a variety of scales, including the design of the buildings, streets, open spaces, districts and city. Good urban design direction is essential for building an attractive, well-functioning and sustainable city that can comfortably accommodate future growth.

## 1 A CENTRAL RIVER

Focusing new development, attractions and public amenities on and along the Willamette River will highlight and celebrate the Central City's most prominent geographic feature.

## 2 SOUTHERN "BOOKEND"

Organizing a new employment and education hub around the river amenities will anchor the southern Willamette "bookend" at South Waterfront and OMSI.

## 3 NORTHERN "BOOKEND"

Stepping the Rose Quarter and North Pearl districts up to the river and connecting bridges with signature development and public spaces will anchor the northern Willamette "bookend."

## 4 EASTSIDE CENTER

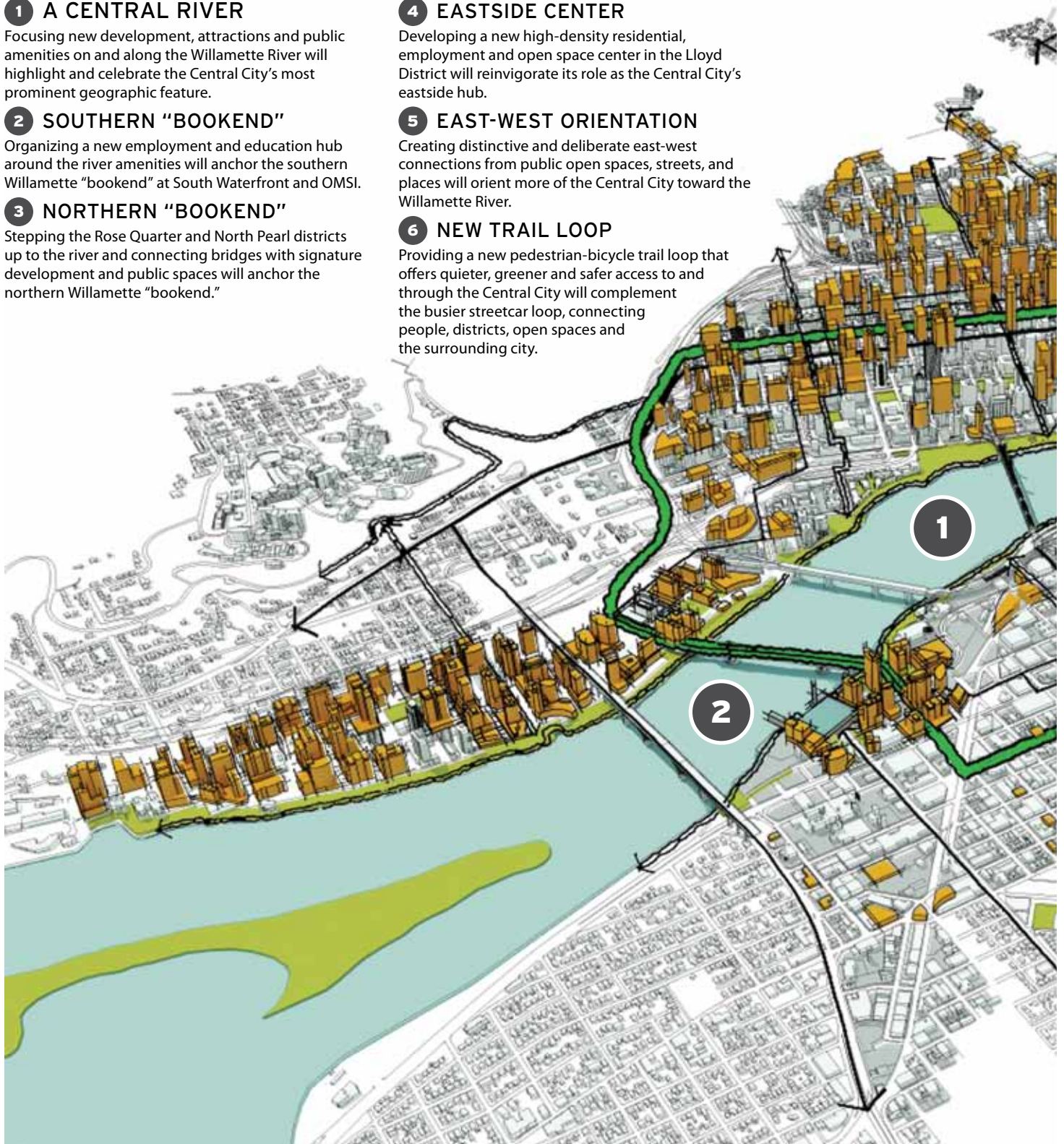
Developing a new high-density residential, employment and open space center in the Lloyd District will reinvigorate its role as the Central City's eastside hub.

## 5 EAST-WEST ORIENTATION

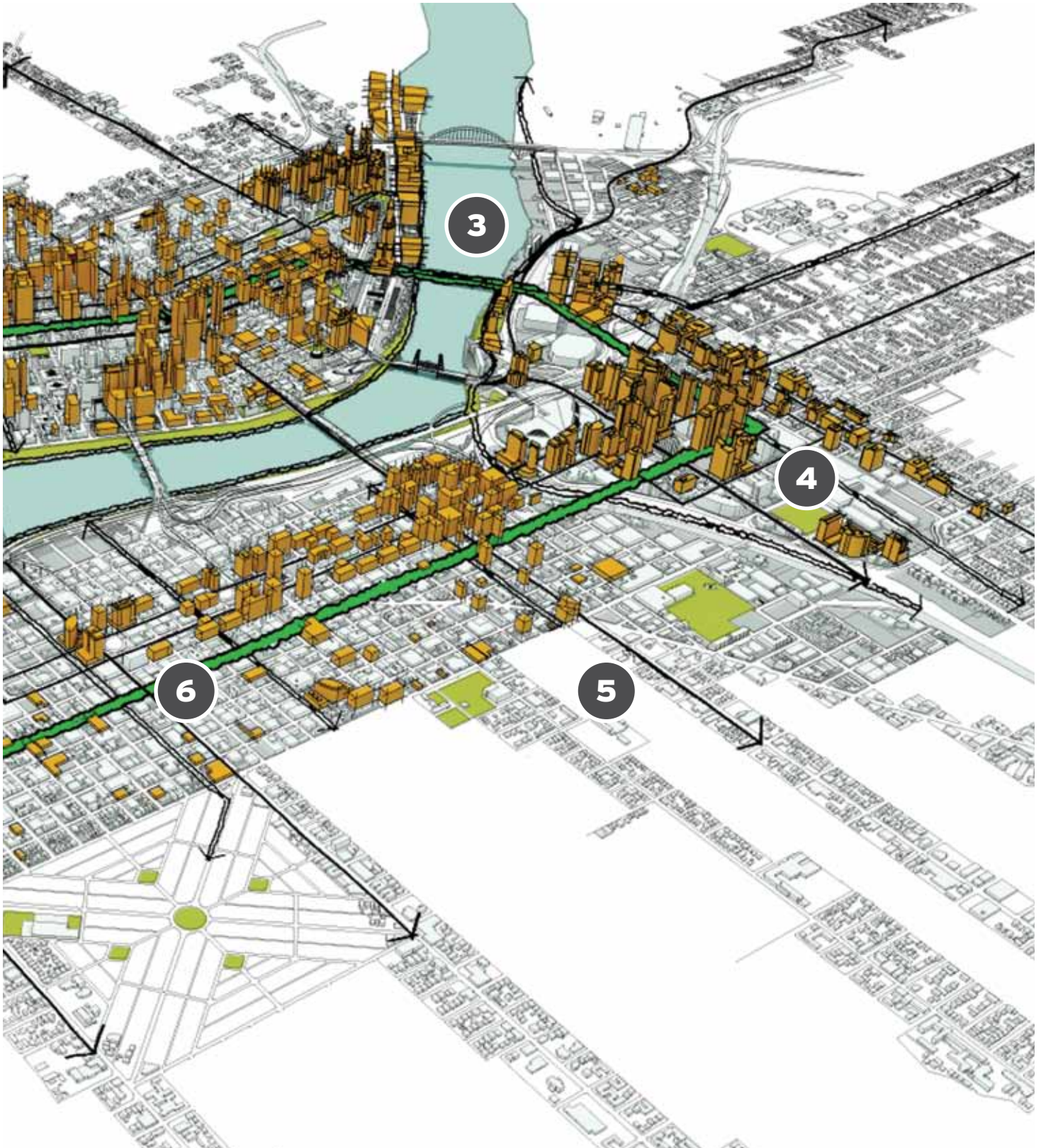
Creating distinctive and deliberate east-west connections from public open spaces, streets, and places will orient more of the Central City toward the Willamette River.

## 6 NEW TRAIL LOOP

Providing a new pedestrian-bicycle trail loop that offers quieter, greener and safer access to and through the Central City will complement the busier streetcar loop, connecting people, districts, open spaces and the surrounding city.



The illustration on these pages depicts what a potential “Center for Innovation and Exchange” could look like in the future. It provides a three-dimensional view of what the urban design diagrams on the following pages are intended to produce. As more specific quadrant planning work is completed, this graphic will be updated to reflect more local aspirations and directions.



The Central City 2035 Concept Plan includes two urban design diagrams: the Urban Design Concept and the Urban Design Framework. The purpose of the Urban Design Concept is to quickly and simply identify the biggest design and development themes that will shape the Central City through 2035. The Urban Design Framework brings the themes of the concept to the ground with more specificity, identifies key areas of change and presents design issues for the quadrant plans to test. Because many decisions require understanding a larger context, it is important to see the whole Central City before studying individual quadrants, districts, corridors, blocks and places.

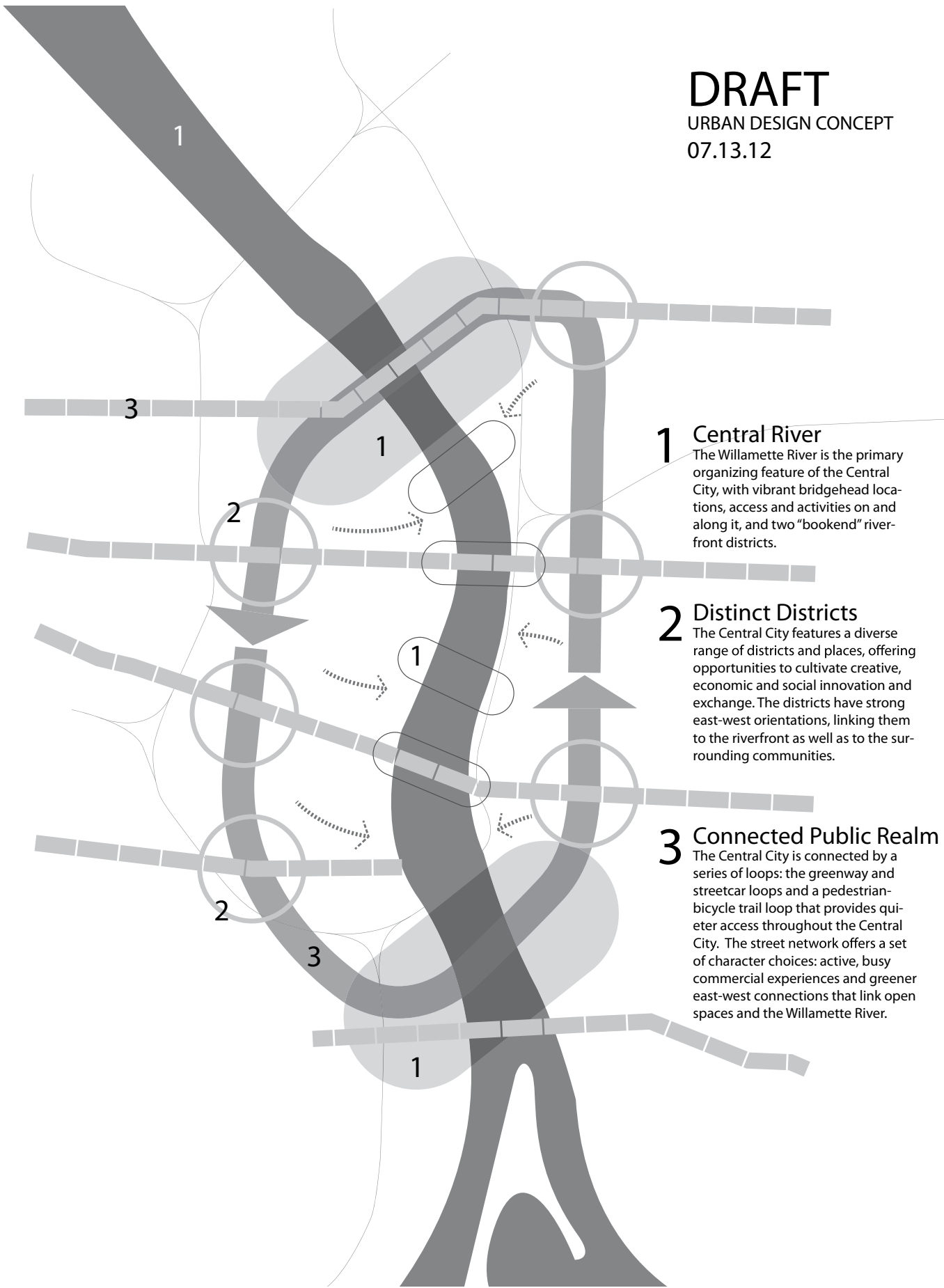
### URBAN DESIGN CONCEPT

The Urban Design Concept describes three big picture themes that support the Central City's strategic direction of becoming the Center for Innovation and Exchange. These themes are:

- **A Central River:** The Willamette River has always been the Central City's primary organizing feature. It is the largest and most central open space, yet many adjacent districts are not oriented to it. The river represents an unrealized placemaking asset and should become the future focal point of the Central City.
- **Distinct Districts:** There are many distinct districts in the Central City today, and there is potential for many more. This variety gives the city center its identity—a richer character—and is part of its competitive advantage. Existing districts should be enhanced, and new ones should offer different functions and opportunities for innovation.
- **Connected Public Realm:** Almost 40 percent of the Central City's land area comprises streets, so how these spaces are designed and used affects the experience, vitality and potential of the city center and its districts. The Urban Design Concept proposes a new defining element for the city center that uses existing streets and open spaces to create a new loop, in addition to the waterfront trail and streetcar loops. Together these link the different districts, parks and destinations on the east and west sides. This loop could offer an additional safe and attractive way for residents, workers and visitors to circulate in the Central City while adding a new experience and attraction.

# DRAFT

URBAN DESIGN CONCEPT  
07.13.12



**1 Central River**  
The Willamette River is the primary organizing feature of the Central City, with vibrant bridgehead locations, access and activities on and along it, and two “bookend” riverfront districts.

**2 Distinct Districts**  
The Central City features a diverse range of districts and places, offering opportunities to cultivate creative, economic and social innovation and exchange. The districts have strong east-west orientations, linking them to the riverfront as well as to the surrounding communities.

**3 Connected Public Realm**  
The Central City is connected by a series of loops: the greenway and streetcar loops and a pedestrian-bicycle trail loop that provides quieter access throughout the Central City. The street network offers a set of character choices: active, busy commercial experiences and greener east-west connections that link open spaces and the Willamette River.

## URBAN DESIGN FRAMEWORK

The Urban Design Framework brings the three themes from the Urban Design Concept to the ground in more detail as a way to visualize the implications of the concept for quadrants and districts in the Central City. The framework highlights the areas expected to undergo the most change over the coming decades, and it identifies specific districts, places and connections for testing in the future quadrant planning process. As the framework is more specific, it describes the future Central City in more detail. Its legend components include:

### PUBLIC REALM

**Civic Streets** – Active, busy streets with high volumes of cars, transit, bikes and pedestrians. Most will have a retail/commercial emphasis with consistent ground level storefronts, while some will have a greener, boulevard character.

**Flexible Streets** – These streets and spaces make up a system of connections that typically offer quieter, “low-stress” experiences distinctly different from busier streets. The form and character of these connections can vary considerably, ranging from typical low volume streets and pedestrian- and bicycle-focused streets, to open spaces or plazas.

**Pedestrian/Bicycle Trail Loop** – This new loop will offer more protected walking and bicycling facilities around a set of inner streets and open space connections, adding to the existing greenway loop from the Steel to Hawthorne Bridges. It will work as a complementary alternative to the busier and more commercial retail-oriented streetcar loop streets.

**New or Reconfigured Open Space** – These are key public open spaces along the Willamette River and the adjacent districts. Many of the new open spaces shown in the concept were identified in previous processes or plans, such as the Thunderbird site on the Rose Quarter waterfront. Some existing open spaces would benefit from being improved and/or reconfigured, such as Tom McCall Waterfront Park, which has a master plan calling for new improvements to better respond to new uses and opportunities.

### TRANSFORMATIVE DISTRICTS

**More Change** – Areas best situated to experience growth and change as a result of a combination of recent public or private investments, catalytic projects, and new planning efforts. These areas feature the intersections of both light rail and streetcar lines, signature open spaces, as well as larger and taller mixed-use buildings. Examples of these areas include OHSU’s Schnitzer Campus, the Central Lloyd district, the North Pearl District and the emerging OMSI district in the Central Eastside.

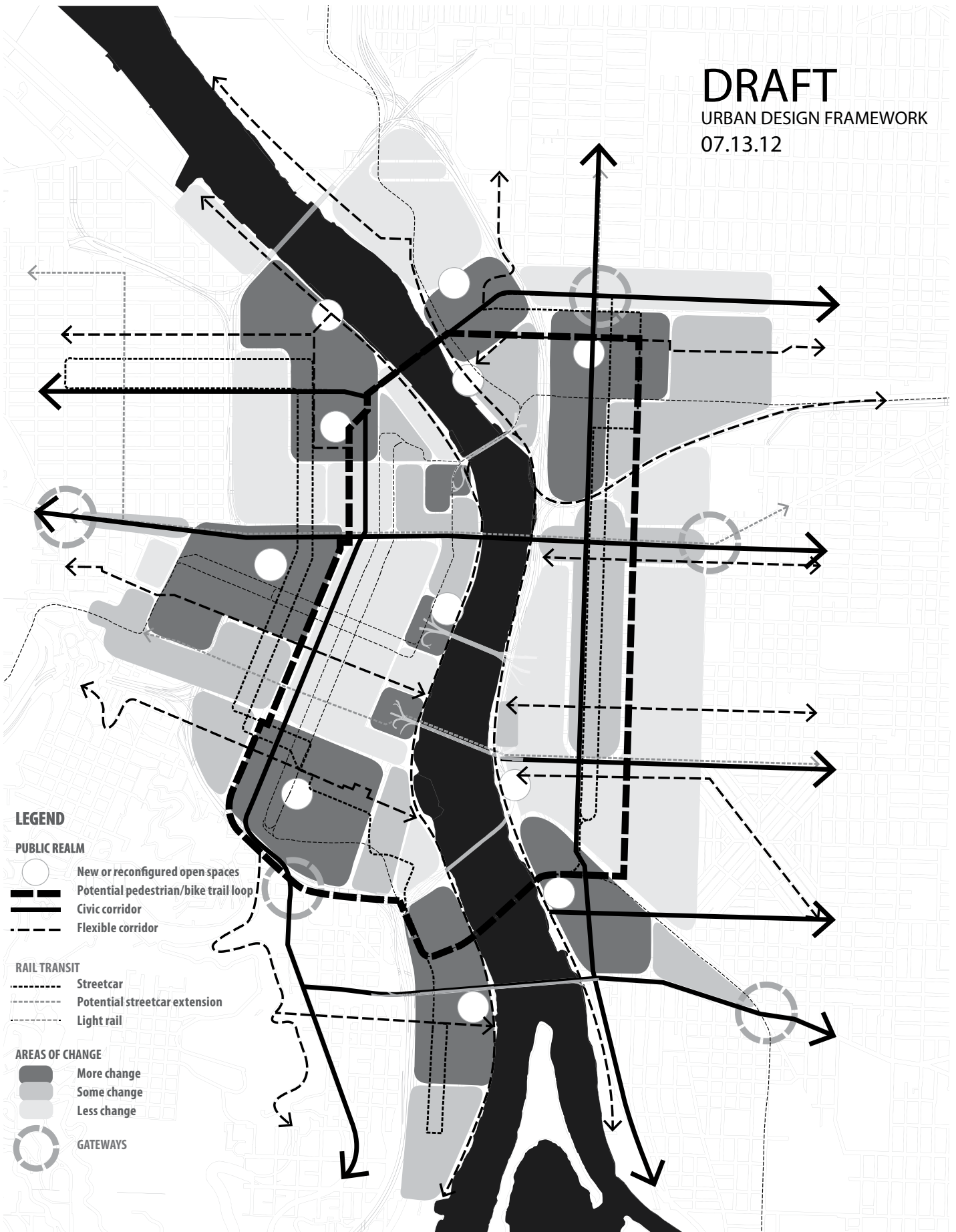
**Some Change** – Areas with the potential for growth and change. Examples of these areas include Goose Hollow, portions of the West End and PSU, and areas around the United States Postal Service site at the northern end of the North Park Blocks.

**Less Change** – Areas where continued investment is encouraged but where transformative change is not expected. These areas are already largely built out or are historic areas, where smaller scale change and development are more appropriate, or established industrial districts. Examples of these areas include the downtown core, the Pearl District south of NW Lovejoy St., west side historic districts and the east side industrial areas.

**Rail Transit** – These include existing MAX light rail and Portland Streetcar lines, as well as potential new Streetcar lines.

**Gateways** – Points of transition into or out of the Central City. The specific experience will be determined by the character of each location and enhanced by public sector improvements, private development design approaches or a combination of both.

**DRAFT**  
URBAN DESIGN FRAMEWORK  
07.13.12



**LEGEND**

**PUBLIC REALM**

- New or reconfigured open spaces
- ▬ Potential pedestrian/bike trail loop
- ▬ Civic corridor
- - - Flexible corridor

**RAIL TRANSIT**

- - - Streetcar
- - - Potential streetcar extension
- - - Light rail

**AREAS OF CHANGE**

- More change
- Some change
- Less change

**GATEWAYS**





## **APPENDICES**

APPENDIX A: CITY COUNCIL RESOLUTION

APPENDIX B: PUBLIC INVOLVEMENT PROCESS

APPENDIX C: SYMPOSIUM SERIES RECOMMENDATIONS

APPENDIX D: BACKGROUND REPORTS AND STUDIES





# APPENDIX A: CITY COUNCIL RESOLUTION

[To be included in adopted document]



## APPENDIX B: PUBLIC INVOLVEMENT PROCESS

Tools and events outlined here include those occurring from June 2010–July 2012 and do not include those occurring in conjunction with the release of the public review draft of the Concept Plan in late summer and fall 2012. For more detailed information on goals of public involvement please review the CC2035 Public Involvement Plan available online at [www.portlandoregon.gov/bps/cc2035](http://www.portlandoregon.gov/bps/cc2035).

### SUMMARY OF COMMUNICATIONS AND INFORMATION DISTRIBUTION

#### Project Website

A project website was created and regularly updated throughout the planning process. It serves as a primary source of information for the public and as a means to solicit and receive public feedback. The website includes a project description, planning documents, project schedule, calendar of events, meeting agendas and minutes, links to other related planning efforts and other information. The site also contains multiple options for staying informed about the project. Periodic updates are provided as news items on the main page of the website. These updates are also distributed via an RSS feed. A list of the updates is provided below:

- Draft Public Involvement Plan — posted Aug 27, 2010 at 11:04 AM
- Design Central City, Volume I — posted Aug 27, 2010 at 11:08 AM
- Central City 2035 Kicks Off With Public Open House — posted Oct 4, 2010 at 4:25 PM
- Announcing: Central City 2035 Symposium Series — posted Oct 19, 2010 at 1:43 PM
- CC2035 Symposium: Housing 2 This Friday — posted Nov 10, 2010 at 4:52 PM
- CC2035 Advisory Group Meeting, Tuesday, December 7 — posted Dec 6, 2010 at 11:56 AM
- Recap: Housing and Community Development Symposiums — posted Dec 7, 2010 at 2:05 PM
- Updated — CC2035 Events: Your chance to learn, contribute — posted Jan 25, 2011 at 9:32 AM
- CC2035 Events — Willamette River Symposium #2 — posted Feb 24, 2011 at 11:00 AM
- Central City 2035 Events — Symposium Series Update — posted Mar 7, 2011 at 10:51 AM
- CC2035 Events — Civic and Cultural Life Symposium #1 — posted Apr 1, 2011 at 11:06 AM
- Safety In Portland's Central City — posted Apr 15, 2011 at 4:45 PM
- Symposium Explores Civic and Cultural Life — posted Apr 15, 2011 at 4:46 PM
- Public Safety Symposium Shakes Up Conversation — posted May 5, 2011 at 4:29 PM
- The Once and Future Central City — posted May 17, 2011 at 12:08 PM
- Planning Creatively for the next 25 Years — posted May 17, 2011 at 12:08 PM
- Past, Present, and Future for Historic Resources — posted Jun 9, 2011 at 2:09 PM
- CC2035 Steering Committee will guide direction — posted Nov 1, 2011 at 4:43 PM
- CC2035 Steering Committee considers "What works in the proposed policy framework?" — posted Nov 29, 2011 at 3:23 PM
- What Makes Portland's Central City Unique? — posted Dec 20, 2011 at 3:36 PM
- CC2035 Steering Committee to Discuss Themes — posted Feb 2, 2012 at 2:07 PM
- Central City as a Center for Innovation and Exchange — posted Feb 27, 2012 at 1:40 PM
- CC2035 Steering Committee to Address Regional Center, Housing and Neighborhoods — posted Mar 5, 2012 at 1:46 PM
- CC2035 Steering Committee Reviews Goal 1 of Policy Framework — posted Mar 15, 2012 at 12:31 PM
- CC2035 Steering Committee to Review Concept Plan Storyboards — posted Apr 2, 2012 at 8:36 AM
- CC2035 Steering Committee Visualizes the Concept Plan — posted Apr 17, 2012 at 2:30 PM
- CC2035 Steering Committee — Revising Goals and Policies — posted May 14, 2012 at 4:49 PM
- CC2035 Steering Committee Revises Housing, River, and Green Goals — posted Jun 6, 2012 at 3:47 PM
- CC2035 Steering Committee to Discuss Urban Design Concept — posted Jun 6, 2012 at 3:47 PM
- CC2035 Gives Thumbs Up to Policy Framework and Urban Design Concept — posted Jun 18, 2012 at 2:25 PM
- CC2035 Steering Committee to Endorse Concept Plan — posted Jul 5, 2012 at 1:23 PM

### Mailings and Newsletters

An electronic mailing list was used to provide frequent updates to interested parties regarding meetings, events and new products. Additionally, occasional articles and notices were distributed through the BPS bimonthly electronic newsletter.

Monthly email announcements were sent to a mailing list of roughly 500 interested stakeholders on the following dates:

- July 13, 2010
- September 20, 2010
- September 24, 2010
- October 11, 2010
- October 19, 2010
- January 11, 2011
- January 28, 2011
- March 3, 2011
- March 28, 2011
- May 3, 2011
- June 2, 2011
- July 1, 2011
- November 1, 2011
- November 29, 2011
- January 1, 2012
- February 2, 2012
- March 5, 2012
- March 30, 2012
- May 1, 2012
- June 1, 2012
- July 3, 2012

Articles were distributed to an email list of roughly 9,000 subscribers through the BPS bimonthly electronic news, which is also posted on the BPS website, on the following dates:

- Aug 13, 2010 at 5:47 PM: BPS E-news Issue 7  
Central City 2035: A new plan for Portland's hub
- Oct 20, 2010 at 6:15 PM: BPS E-news Issue 8  
Central City 2035 Symposium Series: Addressing challenges, brainstorming solutions
- Dec 21, 2010 at 4:38 PM: BPS E-news Issue 9  
Portland's urban design issues, explained
- Dec 21, 2010 at 4:40 PM: BPS E-news Issue 9  
CC2035 Symposium Series: Your chance to learn, contribute
- Mar 4, 2011 at 4:25 PM: BPS E-News Issue 10  
Central City 2035 continues symposium series
- Apr 12, 2011 at 9:40 PM: BPS E-News Issue 11  
Panel of local experts discusses the future of the Willamette River
- Jun 16, 2011 at 6:55 PM: BPS E-News Issue 12  
CC2035 Symposium Series Completion, N/NE Quadrant Open House
- Nov 18, 2011 at 2:42 PM: BPS E-News Issue 14  
Central City looks to the future
- Jan 25, 2012 at 9:58 PM: BPS E-News Issue 15  
What makes Portland's central city unique?
- Jul 27, 2012 at 4:01 PM: BPS E-News Issue 18  
Portland's heart in 25 years: A healthy, vibrant Central City

### Media

Announcements for key events and document releases were distributed to local media outlets including the Oregonian, Daily Journal of Commerce, neighborhood newspapers and other outlets. Included here is a selection of media coverage regarding the CC2035 process.

- Neighborhood Notes — September 28th, 2010: Central City 2035 Kicks Off With Public Open House
- Eliot Neighborhood Blog — October 11, 2010: The Central City Plan—And So It Begins
- Portland Architecture Blog — February 8, 2011: Notes from Willamette River Symposium #1
- KATU.com — April 13, 2011: Panel discusses the future of the Willamette River (Bureau of Planning and Sustainability)
- Portland Architecture Blog — May 23, 2011: Making historic preservation (hopefully) part of the 2035 Plan
- Daily Journal of Commerce — May 21, 2012: Replacing Portland's Central City Plan

## SUMMARY OF EVENTS

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### Meetings Hosted by Central City 2035 Team:

- Advisory Group (November 2010–June 2011)
- Steering Committee (November 2011–July 2012)
- Urban Design Subcommittee (February 2012–July 2012)

### Commission Briefings:

- Portland Design Commission (9/2/10, 6/21/12)
- Portland Historic Landmarks Commission (9/27/10, 7/24/12)
- Planning and Sustainability Commission (11/9/10, 6/12/12)

### Public Events Hosted by Central City Team:

Event	Date	Approx Attend
Symposium Series	Oct 2010–Jun 2011	360
CC2035 and N/NE Quadrant Open House	Oct 2010	100
Urban Design Workshop	Nov 2010	35
Urban Design Workshop	Apr 2011	20
Urban Design Workshop	Jun 2011	20
<b>Total Estimated Attendance at CC2035 Public Events</b>		<b>535</b>

### Other Meetings Attended by Central City 2035 Team:

- Mayor's Design Subcabinet
- AIA Urban Design Panel
- Downtown Neighborhood Association Land Use Subcommittee
- Portland Bicycle Advisory Committee
- Public Safety Working Group
- AHC/Bosco-Milligan Preservation
- Sullivan's Gulch Land Use Committee
- Dill Pickle Club
- Lloyd District Community Association
- Portland Business Alliance Transportation Committee
- Sullivan's Gulch Neighborhood Association Meeting
- Eliot Neighborhood Association Meeting
- Irvington Neighborhood Association
- Portland Business Alliance
- River In Focus Brownbag Presentation
- NE Coalition of Neighborhoods
- Portland Plan Citizen Involvement Committee

### Estimate of Meeting and Event Attendance:

- Central City 2035: 798
- N/NE Quadrant: 2,177
- River Plan: 169
- Multi-Project: 631
- Total Reach: 3,775 people

## EVENT DETAILS

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### CENTRAL CITY 2035 ADVISORY GROUP MEETINGS

Central City Advisory Group members were appointed by the City of Portland Bureau of Planning and Sustainability (BPS) to serve, on a volunteer basis, for approximately one year. Members were identified to represent stakeholders or stakeholder groups with experience in different issues and/or interests in the future of the Central City. All meetings of the Advisory Group were open to the public and meeting agendas included time for public comment.

- **Location:** Bureau of Planning and Sustainability, 1900 SW 4th Avenue
- **Participants:** CC2035 Advisory Group members (see below)
- **Format:** Varied
- **Intent:** To review and provide feedback on the work of City staff, which is informed and guided by the process' symposiums, working groups, interviews, and public input.
- **Meetings:**  
June 8, June 24, July 15, October 5, November 16 and December 7, 2010  
January 18, February 15, March 15, April 5, April 19, May 17 and June 8, 2011

#### Co-Chairs:

Chet Orloff, *Oregon History Works and Portland State University*

Michelle Rudd, *Portland Planning Commission*

#### CC2035 Advisory Group Members:

Andre Baugh, *Portland Planning Commission*

Ed Blackburn, *Central City Concern*

Nancy Davis, *Zimmerman Community Center and Central City Families*

Andrew Frazier, *Frazier Hunnicutt Financial*

Mike Houck, *Urban Greenspaces Institute*

Scott Langley, *Ashforth Pacific*

Brad Malsin, *Beam Construction*

Mike McCulloch, *Urban Design Professional*

Tad Savinar, *Artist and Urban Design Professional*

Ethan Seltzer, *Portland State University*

Stuart Smith, *Goose Hollow Foothills League and Vestas*

Nancy Stueber, *Oregon Museum of Science and Industry*

Craig Sweitzer, *Urban Works Real Estate*

Carl Talton, *Portland Family of Funds*

Rick Williams, *Lloyd Transportation Management Association*

Dr. Phillip Wu, *Kaiser Permanente*

### CENTRAL CITY 2035 STEERING COMMITTEE MEETINGS

The Central City 2035 Steering Committee met eight times to develop a Concept Plan to guide development and decision-making for the heart of the Portland metropolitan region. All meetings of the Steering Committee were open to the public and meeting agendas included time for public comment.

- **Location:** Bureau of Planning and Sustainability, 1900 SW 4th Avenue
- **Participants:** CC2035 Steering Committee members (see below)
- **Format:** Varied
- **Intent:** To review and provide feedback on the work of City staff, which is informed and guided by the process' symposiums, working groups, interviews, and public input.
- **Meetings:**  
November 10 and December 1, 2011  
February 9, March 8, April 5, May 17, June 12 and July 10, 2012

**Co-Chairs:**

Chet Orloff, *Oregon History Works and Portland State University*

Michelle Rudd, *Portland Planning Commission*

**CC2035 Steering Committee Members:**

Andre Baugh, *Portland Planning and Sustainability Commission*

Ethan Seltzer, *Portland State University*

Mike Zokoych, *Central Eastside Industrial Council*

Paddy Tillett, *Zimmer Gunsul Frasca Architects*

Ethan Seltzer, *PSU Urban Studies Program*

Amy Lewin, *Hosford-Abernethy Neighborhood Development*

Linda Nettekoven, *Hosford-Abernethy Neighborhood Development (Alternate member)*

Patricia Gardener, *Pearl District Neighborhood Association*

Bernie Bottomly, *Portland Business Alliance*

Wink Brooks, *Urban Land Institute/Former Planning Director, Hillsboro*

Veronica Rinard, *Travel Portland*

Erin Flynn, *Portland State University*

Heather Hoell, *Venture Portland*

James McGrath, *AIA Urban Design Panel*

Bill Scott, *Small Business Owner*

**CENTRAL CITY 2035 OPEN HOUSE**

The CC2035 Open House provided an opportunity for the public to speak with City staff about the CC2035 project, learn about ongoing work, ask questions and find out how to stay involved and informed.

- **Location:** Main Lobby at 1900 SW 4th Avenue
- **When:** Tuesday, October 12, 2010, 4:00 p.m.–7:00 p.m.
- **Participants:** Members of the public (100)
- **Format:** 17 boards were placed around the lobby and CC2035 staff was available for question or comment. Cards were additionally available for public comment.
- **Intent:** To educate the public about the CC2035 process and ongoing work.
- **Issues Addressed:**
  - What is the Central City?
  - What’s on the books?
  - What are the challenges?
  - What is Central City 2035?
  - What will CC2035 address?
  - How does CC2035 connect with the Portland Plan?
  - How is CC2035 planning for the Willamette River?
  - What is the CC2035 Advisory Group?

**PLANNING AND SUSTAINABILITY COMMISSION BRIEFINGS**

Central City 2035 Staff briefed the Portland Planning and Sustainability Commission on CC2035 and N/NE Quadrant work.

- **Location:** Bureau of Planning and Sustainability, 1900 SW 4th Avenue
- **When:** November 9, 2010 and June 12, 2012
- **Participants:** Portland Planning Commission members, the public
- **Format:** Presentation followed by brief question and answer period
- **Intent:** Inform the Commission and the public about Central City 2035 work and public involvement activity, both completed and planned



### CENTRAL CITY 2035 SYMPOSIUM SERIES

Symposiums were held focused on seven topics relevant to the Central City 2035 Plan: housing and community development; the Willamette River; mobility; economic vitality; public safety; civic and cultural life; and historic resources. Topic-specific experts and stakeholders were selected for each symposium and all meetings were open to the public.

- **Location:** Bureau of Planning and Sustainability, 1900 SW 4th Avenue and Portland Development Commission, 222 NW 5th Avenue
- **Participants:** Topic-specific stakeholders and interested parties; the public
- **Background reports located at:** <http://www.portlandoregon.gov/bps/cc2035>

Housing and Community Development: October 22nd and November 12th, 2010

Willamette River: February 4th and February 25th, 2011

Mobility: February 11th and March 11th, 2011

Economic Vitality: February 17th and March 29th, 2011

Public Safety: April 22, 2011

Civic and Cultural Life: April 8th and 28th, 2011

Historic Resources: May 20th and June 17th, 2011

Detailed information about the recommendations of the Symposium Series can be found in Appendix C: Symposium Series Recommendations.

### CENTRAL CITY 2035 URBAN DESIGN WORKSHOPS

Central City 2035 Urban Design Workshops were held in November 2010, April and June 2011. Workshops were hosted by the Bureau of Planning and Sustainability's (BPS) Urban Design Studio and Central City 2035 team members and focused on urban design issues and opportunities. Prior to the first workshop, City staff interviewed more than a dozen stakeholder groups consisting of designers, developers, and community leaders to discuss the three issues outlined in the "Design Central City" document (i.e., the river, east and west sides, and the public realm). Feedback from these briefings and interviews helped to influence the workshop formats.

Stakeholders Interviewed Prior to Workshops:

- Portland Design Commission
- Historic Landmarks Commission
- AIA Urban Design Panel
- ASLA Mount Hood Chapter
- Mayor's Design Subcabinet
- PDX Explore
- ZGF Architects
- Communitecture
- Portland Farmer's Markets
- Merryman Barnes Architects
- Lloyd Lindley, AIA Portland/ASLA Portland
- SERA Architects
- DAO Architecture
- OTAK
- Allied Works Architecture
- Works Partnership Architecture
- Various City Bureaus

### Workshop I

- **Location:** Bureau of Planning and Sustainability, 1900 SW 4th Avenue
- **Participants:** City agency partners, five members of the Central City 2035 Advisory Group and 1–3 representatives from each of the following associations: Portland Design Commission, Portland Historic Landmarks Commission, the Mayor’s Design Subcabinet, American Institute of Architects (AIA) Urban Design Panel, and the American Society of Landscape Architects’ Mt. Hood Chapter (35 attendees)
- **When:** November 5, 2010
- **Format:** Small discussion groups centered on the three key issues—the river, the east and west sides, and the public realm.

### Workshop II

- **Location:** Bureau of Planning and Sustainability, 1900 SW 4th Avenue
- **Participants:** City agency partners, five members of the Central City 2035 Advisory Group and 1–3 representatives from each of the following associations: Portland Design Commission, Portland Historic Landmarks Commission, the Mayor’s Design Subcabinet, American Institute of Architects (AIA) Urban Design Panel, and the American Society of Landscape Architects’ Mt. Hood Chapter (20 attendees)
- **When:** April 4, 2011
- **Format:** General discussion and small table work about place and character within the Central City.

### Workshop III

- **Location:** Bureau of Planning and Sustainability, 1900 SW 4th Avenue
- **Participants:** City agency partners, five members of the Central City 2035 Advisory Group and 1–3 representatives from each of the following associations: Portland Design Commission, Portland Historic Landmarks Commission, the Mayor’s Design Subcabinet, American Institute of Architects (AIA) Urban Design Panel, and the American Society of Landscape Architects’ Mt. Hood Chapter (20 attendees)
- **When:** June 3, 2011
- **Format:** General discussion and small table work about the public realm within the Central City.

*Detailed information about the recommendations of the Urban Design Workshops can be found in Appendix C: Symposium Series Recommendations.*



## **APPENDIX C: SYMPOSIUM SERIES RECOMMENDATIONS**

During 2011, the project team and CC2035 Advisory Group conducted a series of symposiums to scope the range of issues that CC2035 needed to address. At each symposium a group of experts on the topics considered existing conditions, opportunities and constraints to addressing the topic discussed, and recommended strategies and objectives to better achieve the desired outcomes they identified. These symposiums were open to the general public who also had the opportunity to provide input.

Following each symposium, a draft set of goals, objectives, and sometimes strategies were outlined and then endorsed by the CC2035 Advisory Group. These are presented in the following appendix.

It should be noted that these served as the basis for the more refined policy framework presented earlier in this document, even though the objectives and strategies are often more specific and address issues at a greater level of detail or geographic specificity than the goals and policies of the framework. This is because the framework needs to address issue important at a Central City-wide scale. However, to ensure these ideas remain alive and provide guidance where appropriate and when applicable during the development of individual quadrant plans, they are included here and will be referenced throughout the entirety of the CC2035 planning process.

## ECONOMIC VITALITY

**Symposiums Held:** February 17th and March 29th, 2011

**Facilitator:** Joe Zehnder

### Symposium Panelists:

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**Scott Andrews**, PDC Chair

**David Lorati**, CEIC President

**Jonathan Fink**, Portland State University

**Bernie Bottomly**, Portland Business Alliance

**E. Walter Van Valkenburg**

**Tad Savinar**, Urban Designer

**Michelle Rudd**, Planning and Sustainability Commission

**Andre Baugh**, Planning and Sustainability Commission

**Jeff Borlaug**, Norris Beggs and Simpson

**C.J. Sylvester**, Portland Public Schools

**Andrew Frazier**, Frazier/Hunnicut

**Wade Lange**, Langely Property Investments

**Arundee Pradham**, Oregon Health Sciences University

**Andy Cotugno**, Metro

**Jeff Miller**, Travel Portland

**Ryan Buchanan**, eROI

**Gale Castillo**, Hispanic Chamber of Commerce

**Craig Sweitzer**, Urban Works

**Greg Baldwin**, ZGF Architects

**Brad Malsin**, Bean Development

**Jennifer Nolfi**, Portland Development Commission

### Draft Goals:

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*Improve the economic competitiveness and meet the commercial growth potential of the Central City relative to West Coast and regional markets.*

*Through Central City development add to the region's prosperity and livability, business innovation, and the efficient use of capital and resources.*

### Draft Strategies:

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- A. Business Development** – Implement initiatives to support business development and thereby increase demand for Central City commercial space from business sectors for which the Central City has competitive advantages.
- B. Sub-District and Commercial Space Development** – Promote the competitive advantage of the Central City as a business location and the strength of the market for private real estate development in the Central City to meet a diversifying business demand.

### Draft Objectives:

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#### Growth Targets

- 1. Regional Job Share:** Over the next 25 years, achieve an average of 10% of 7-county regional job growth in the Central City. Based on the Metro forecast, this would add an estimated 60,000 new jobs from 2010 to 2035.
- 2. Capacity:** Over the next 25 years, provide land, development and infrastructure capacity to accommodate 15% of 7-county regional job growth in the Central City. This would add capacity for up to 90,000 new jobs from 2010 to 2035 based on the Metro forecast.

#### Business Development

- 3. Traded Sectors and Targeted Clusters:** Increase traded sector job growth in the region and in the Central City through focusing business development efforts on target clusters that drive regional prosperity, particularly in expanding small businesses and headquarters offices.
- 4. Economic Competitiveness:** Support the competitiveness of the Central City's as:
  - a. A regional center for professional, business, financial, government and information services;
  - b. A location for industrial businesses especially businesses with high employment densities; and,
  - c. An incubator for business startup activity and innovation.

- 5. Higher Education:** Expand the economic impact of higher education institutions in the Central City through:
  - a. Supporting the growth and development needs of the institutions;
  - b. Promoting opportunities for commercialization of research and business development; and,
  - c. Promoting the contributions the institutions can make to the regional workforce and vitality of the Central City.
- 6. Urban Innovation:** Foster urban innovation in the Central City as a laboratory and showcase for sustainable design and urban livability, supporting the region's position as a leader in the expanding sustainability and technology sectors.
- 7. Broadband Network:** Plan and create an incentive for very high bandwidth broadband deployment through clustering and collocating very large capacity users.
- 8. Business Support:** Support management, marketing, programming and place-making activities that maintain and improve the attractiveness and vitality of the Central City as a destination for entertainment, culture, shopping and tourism

### Sub-District and Commercial Space Development

- 9. Cost of Development:** Improve the cost-competitiveness of the Central City in the regional office market with emphasis on growth opportunities in midrise office construction, rehabilitation and expansion of older buildings instead of demolition, and reuse of underutilized buildings.
  - a. Use targeted business assistance to reduce occupancy and access costs;
  - b. Make strategic commercial space development assistance; and
  - c. Undertake investments and programs that improve and market the value of a Central City location for business tenants and workers.
- 10. Livability and the Economy:** Maintain and improve the qualities of the Central City that make it competitive as a location for business and that support the competitiveness of Portland as a whole. These qualities include:
  - a. Dense, multi-use development,
  - b. Distinctive and active sub-districts,
  - c. Efficient and safe access, and
  - d. A safe, attractive and active public realm.
- 11. Infrastructure:** Prioritize infrastructure investments that create conditions supportive of business productivity and job growth in the Central City including telecommunications, district energy, freight connections, and transit, bike and pedestrian access.
- 12. Retail Environment:** Expand retail opportunities to reinforce the Downtown Retail Core as a destination shopping district.
- 13. Housing:** Promote student and workforce housing development, except in industrial zones.
- 14. Edge Areas:** In the Central City's east and west side lower density Edge areas:
  - a. Promote opportunities for development of a diversity of types of commercial space,
- 15. Leverage infrastructure investments for business and job growth through timely implementation of land use regulations, investments and programs.**
  - a. Market and strengthen the distinctive advantages offered by these sub-districts,
  - b. In industrial areas, maintain access and other conditions necessary for success of industrial uses.
  - c. In all areas, provide for conditions beneficial to workers and others including safe pedestrian, bike and transit access and some ground floor commercial uses.

## HOUSING AND COMMUNITY DEVELOPMENT

**Symposiums Held:** October 22nd and November 12th, 2010

**Facilitator:** Doug Zenn

### Panelists in attendance:

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**Kate Allen**, Portland Housing Bureau

**Katherine Schultz**, GBD Architects

**Kim McCarty**, Portland Housing Bureau

**John Carroll**, Carroll Investments

**Brett Horner**, Parks and Recreation

**Tom Dichiaro**, Mill Creek Residential Trust

**Gary Warren**, Calaroga Plaza

**Doug Shapiro**, Hoyt Street Properties

**Ed McNamara**, Turtle Island Development

**Carl Talton**, Portland Family Funds

**C.J. Sylvester**, Portland Public Schools

**Nancy Davis**, Zimmerman Community Center

**Amy Lewin**, Hosford-Abernethy Neighborhood Association

**Michelle Haynes**, REACH

**Ed Blackburn**, Central City Concern

**Brian Owendoff**, CB Richard Ellis

**Paul Cathcart**, Portland Public Schools

**Peter Englander**, Portland Development Commission

**Karen Beninati**, We Village

**Dee Walsh**, REACH

**Phil Beyl**, GBD Architects

### Draft Goal:

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*Realize the full potential of the Central City as the densest and prosperous, vibrant and livable urban center in Oregon through the development of sustainable and diverse neighborhoods that support the needs of people of all ages, incomes and abilities.*

### Draft Strategy:

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Focus the development of housing, and a range of public services and neighborhood supporting amenities in areas where these investments best support and leverage the establishment of sustainable urban communities in the Central City.

### Draft Objectives:

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#### Housing Production and Preservation

- 1. Diversity:** Develop a diversity of housing types compatible with the needs of families with children, students, seniors and special needs residents.
- 2. Low-Income Housing:** Continue development of low-income housing by prioritizing public investments on most critical unmet needs.
- 3. Affordability:** Incent increased participation of private sector in participating in strategies to increase supply of workforce, student and senior housing in and near Central City.
- 4. Quality:** Develop healthy and safe housing that incorporates green and energy efficient technologies.

#### Essential Neighborhood Services

- 5. Public Services:** Increase access to and stabilize funding for transportation systems, parks and recreation facilities, schools, and other public services essential to support sustainable urban communities in the Central City.
- 6. Commercial Uses:** Encourage development of a range of neighborhood serving retail and commercial services that support urban living and reduce the need to leave the Central City to access these services.
- 7. Social Services:** Support social services by aligning strategies and funding for services that directly support those most at risk and people transitioning out of homelessness.

## WILLAMETTE RIVER

**Symposiums Held:** February 4th and February 25th, 2011

**Facilitator:** Joe Hertzberg

### Symposium Panelists:

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**Peter Mayer**, Vancouver Parks and Recreation

**Bob Sallinger**, Audubon Society

**Mike McCabe**, Oregon Department of State Lands

**Wayne Kingsley**, Central Eastside Industrial Council

**Patricia Gardner**, Pearl District Neighborhood Association

**Nancy Stueber**, Oregon Museum of Science and Industry

**Kate Ross**, Willamette Riverkeeper

**Lloyd Lindley**, Landscape Architect

**Clark Balcom**, 40-Mile Loop

**Randy Henry**, Oregon State Marine Board

**Susan Anderson**, Bureau of Planning and Sustainability

**Linda Nettekoven**, Hosford-Abernethy Neighborhood Association

**Lisa Bluelake**, Confederated Tribes of the Grand Ronde

**Chet Orloff**, CC2035 Advisory Group Co-Chair

**Julie Weiss**, Confederated Tribes of the Siletz

**Mike Houck**, Urban Greenspaces Institute

**Kim Kranz**, National Marine Fisheries Service

**Andy Jansky**, Flowing Solutions

**Tom Shimota**, Portland Business Alliance

**Joesph Readdy**, Architect

**Ken Vigil**, Agrimis Design Professionals

**Charles Steinwandel**, Ross Island Sand and Gravel

**Debi Sommars-Rosenbaum**, Commercial Realty Advisors

**Barry Messer**, Portland State University

**Connie Ashbrook**, Ground Portland/Oregon Tradeswomen Inc.

### Draft Goal:

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*Ensure that the Willamette River, and the land along the river, supports a diverse array of economic opportunities, community spaces and activities, and a healthy, functioning environment in the heart of the Central City.*

### Draft Strategy:

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- A.** Integrate development (residential, commercial, industrial, institutional and recreational) and watershed health improvements in the Central Reach to support the goals of:
  - A strong economy;
  - Vibrant and diverse civic spaces;
  - A connected, accessible and inviting riverfront;
  - A healthy river and riparian area; and
  - Partnerships, leadership, stewardship and education.
- B.** While every goal will be achieved in the Central Reach, not every goal will be achieved at every location along the river. Parts of the Central Reach will integrate nature into the experience of being in the city and others will prioritize people and active uses.

### Draft Objectives:

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#### Clean and Healthy River

**1. Environmental Conditions:** Improve the environmental conditions of the river to achieve:

- a. Healthy and functional habitat;
- b. A swimmable and fishable river; and,
- c. Compliance with regional, state and federal laws.

**2. Environmental Improvements:** Achieve environmental improvements by:

- a. Incorporating habitat enhancements into development projects;
- b. Restoring key riverfront sites to improve overall system functions;
- c. Encouraging riverbank improvements, including altering the seawall, that allow more natural hydrology while maintaining flood protection; and,
- d. Coordinating river restoration and stewardship efforts with upstream communities.



- 3. Green Development:** Encourage green building and site development practices that also integrate green infrastructure and nature into the experience of being in the city including:
- Innovative stormwater treatments;
  - Bird and wildlife-friendly design; and,
  - Ecoroofs and living walls.

### **Vibrant and Prosperous Waterfront Districts**

- 4. Industrial and Commercial Development:** Increase industrial and commercial business development and employment by
- Supporting existing industrial and commercial uses;
  - Encouraging new development especially on underutilized land at bridgeheads and brownfield sites;
  - Treating the river as an asset supportive of employment uses in the Central City; and,
  - Encouraging employment uses that capitalize on riverside locations.
- 5. Distinctive Waterfront Districts:** Reinforce the distinctive character of the Central City's different waterfront districts. Strengthen each districts unique relationship to the river building on the residential, commercial, employment, recreational and habitat opportunities that each district presents.

### **Portland Commons: Public Uses and Spaces**

- 6. Strengthen Connections:** Strengthen physical and visual connections between the river and the rest of the Central City.
- 7. Recreational Uses:** Increase opportunities for recreational use of the river. Ensure that active and passive recreational needs are served such as fishing, swimming, boating and scenic views.
- 8. Distinctive Destinations:** Encourage development of a network of distinctive destinations along the waterfront that reflect the character or unique features of each area.
- 9. Seasonal Ferry System:** Encourage the establishment of a seasonal ferry system that circulates between important destinations along the river in the Central Reach.
- 10. Trail System:** Complete a system of trails along, across and to the river establishing continuous interconnected loops.
- 11. Celebrate Portland's bridges:** Support activities that highlight the unique qualities of each bridge.
- 12. Arts Programs:** Encourage development of arts, education and entertainment activities.
- 13. Historic and Cultural Awareness:** Increase public awareness of the historical and cultural aspects of the Willamette River.

## MOBILITY

**Symposiums Held:** February 11th and March 11th, 2011

**Facilitator:** David Knowles

### Symposium Panelists:

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**Mia Birk**, Alta Planning and Design

**Rob Sadowsky**, Bicycle Transportation Alliance

**William Palmer**, Brooks Brothers

**Amy Lewin**, CC2035 Advisory Group

**James McDermott**, Web Trends

**Carly Riter**, Portland Business Alliance

**Bernie Bottomly**, Portland Business Alliance

**Susan Anderson**, Bureau of Planning and Sustainability

**Roger Averbeck**, Bicycle Transportation Alliance

**Gwenn Baldwin**, Baldwin Consulting

**Bob Buchanan**, Pioneer Place

**Rob Burchfield**, Portland Bureau of Transportation

**Andy Cotugno**, Metro

**Chris Kopca**, Downtown Development Group

**Alan Lehto**, TriMet

**Jessica Roberts**, Alta Planning and Design

**Michelle Rudd**, CC2035 Advisory Group Co-Chair

**Phil Selinger**, Willamette Pedestrian Coalition

**Bill Scott**, Zipcar

**Chris Smith**, Planning and Sustainability Commission

**Peter Stark**, Central Eastside Industrial Council

**Craig Sweitzer**, Urban Works Realty

**Dan Zalkow**, Portland State University

### Symposium Working Group:

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**Steve Iwata**, Bureau of Planning and Sustainability

**Troy Doss**, Bureau of Planning and Sustainability

**David Knowles**, CH2MHill

**Chris Smith**, Planning and Sustainability Commission

**Bill Scott**, Zipcar

**Mauricio Leclerc**, Bureau of Transportation

**Grant Morehead**, Bureau of Transportation

**Roger Geller**, Bureau of Transportation

**Alan Lehto**, TriMet

**Chris Kopca**, Downtown Development Group

**Carly Riter**, Portland Business Alliance

**Rob Burchfield**, Portland Bureau of Transportation

**Peter Englander**, Portland Development Commission

**Todd Juhasz**, Oregon Department of Transportation

### Draft Goal:

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*Improve the competitive advantage, economic development potential and livability of the Central City by increasing the accessibility of people and goods via a world class, safe, affordable, equitable, health-promoting and energy efficient transportation system.*

### Draft Strategies:

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- A.** Support the Central City as the Portland region's transportation hub, by increasing access to it via regional and local investments in transportation facilities that reinforce the region's compact urban form and enhance the role of the Central City as the region's highest density center for economic development, education, retail, tourism, and recreation.
- B.** As a destination of state- and region-wide significance, provide a complete and balanced transportation system that can accommodate the diversity of access needs to, from and within the Central City.
- C.** Support the Central City as an equitable, active and vibrant place for a diversity of people to work, live, shop, learn and play by providing for affordable transportation access throughout the day and evening hours on weekdays and weekends.
- D.** Support transportation strategies and public-private partnerships to bring more people and commerce by increasing the use of walking, bicycling and transit to reduce Central City vehicle miles traveled per capita and greenhouse emissions.
- E.** Support integrated transportation and land use strategies that aim for a balancing of jobs and housing to encourage shorter trips that can be attractive for travel by foot, bicycle, and transit.
- F.** Integrate parking strategies as important elements of the transportation system to support economic vitality policies and to support strategies to reduce congestion and encourage the use of walking, bicycling and transit.

**Draft Objectives:**

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**System Management**

1. Support the Central City's high density, economic and land use goals by increasing the people carrying capacity and efficient and balanced use of all transportation modes: pedestrians, bicycles, buses, light rail, streetcar, tram, automobiles, freight and passenger rail, and trucks.
  - a. Central City Transportation Portals—Manage the entry points (portals) into the Central City to ensure efficient and safe movement and access for all transportation modes.
  - b. Provide for a balanced transportation system to support a wide variety of Central City activities, including single occupancy vehicle (SOV) trips that have economic utility to the Central City, leading to an overall increase in non SOV trips.
    - Key strategies include job-housing balance, transportation investments that can leverage maximizing Central City development potential, investments in non SOV transportation modes, parking and demand management.
    - Invest in Intelligent Transportation System technologies to manage the transportation system, such as telecommunications that improve wayfinding for access and parking, as well as personal and data communication (including wireless) in the Central City.
  - c. Provide for a Central City roadway system that strengthens the role of the Central City by increasing the ease of access and circulation within the Central City instead of facilitating trips through the Central City.

**Street Hierarchy System**

2. Provide for a clear street hierarchy that integrates land use with the transportation modes to ensure efficient Central City access and circulation, support land use activities and provide for safe movement for people and goods.
  - a. Multi-modal access. Establish a street system that provides for a balance between auto and freight access with increasing needs for transit, pedestrian and bicycle facilities.
  - b. Pedestrian realm. Ensure that the highest priority for the public realm is a safe and pleasant pedestrian experience in all parts of the Central City.

**System Investments**

3. Invest in resolving key transportation bottlenecks that limit access to and through the Central City, including the I-5/405 Freeway Loop and barriers for safe and efficient access for all transportation modes.
4. Invest in non-SOV transportation measures to increase the people carrying capacity of the transportation system.
5. Leverage transportation improvements to stimulate economic development and private investment in support of the CC2035 land use and economic development goals.
6. Invest in transportation improvements that enhance the quality and livability of urban places.
  - a. Improve safety
  - b. Provide amenities that enhance the pedestrian experience
  - c. Improve the retail experience.

**Parking**

7. Manage the supply of off- and on-street parking to support economic development, improve mobility, promote non-SOV modes and minimize impacts to adjacent neighborhoods.
  - a. Explore strategies for more flexible parking management for on- and off-street parking to better utilize the parking supply.
  - b. Continue to discourage undedicated surface parking.

**Performance Targets**

- 8. Establish the following performance targets for the year 2035.
  - a. Trip Activity. Target a 50% increase in trips as a result of increased economic activity and number of jobs and residents expected by 2035.
  - b. Central City land use and transportation strategies should aspire to achieve a target of 25 percent SOV trips in and out of the Central City; and 75 percent by other modes.
  - c. Subdistrict targets for commute auto person trips (including carpool) to be no more than:

Downtown:	30%
River District:	30%
Goose Hollow:	40%
South Waterfront:	40%
Lloyd:	45%
Central Eastside:	65%
Lower Albina:	75%

- d. VTM Per capita. Establish a VMT per capita reduction target for Central City trips of at least 40 percent from today's levels.
- e. GHG Emissions. Establish a target of keeping GHG emissions from automobiles and trucks constant from today's levels, thus making the growth of the Central City "carbon free" and supported primarily by non auto modes.

## PUBLIC SAFETY

**Symposium Held:** April 22, 2011

**Facilitator:** Doug Zenn

### Panelists in attendance:

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**Patty Rueter**, Portland Office of Emergency Management

**Linda Nettekoven**, Hosford-Abernethy Neighborhood Association

**Patricia Gardner**, Pearl District Neighborhood Association

**Havilah Ferschweiler**, Office of Neighborhood Involvement

**Norm Sharp**, Portland Business Alliance

**Austin Raglione**, Portland Police Bureau

**Amit Kumar**, Bureau of Development Services

**Nate Takara**, Portland Fire and Rescue

**Jacob Brostoff**, Bureau of Development Services

**Vince Jarmer**, Portland Police Bureau

**Mark Lear**, Bureau of Transportation

**Michael Zokoych**, Central Eastside Industrial Council

**Jeff Miller**, Travel Portland

**Erin Janssens**, Portland Fire and Rescue

**Peter Englander**, Portland Development Commission

### Draft Goal:

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*Provide a safe and hospitable physical environment throughout the Central City supported by an effective law enforcement and emergency response network.*

### Draft Strategy:

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Law enforcement and emergency service resources will reflect the increasing population of the area and be maximized through coordination between public agencies and private interests. Investments will be made to create a resilient physical infrastructure and educate the Central City population to increase their self reliance.

### Draft Objectives:

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- 1. Crime Prevention:** Provide a robust public law enforcement presence throughout the Central City augmented through collaboration with private security providers. Reduce the sources of conflict and nuisance crime through appropriate zoning and environmental design techniques.
- 2. Fire and Emergency Rescue:** Maintain fire and emergency response capability as density and congestion increase in the Central City. Emphasize fire/injury prevention through best practices and enforcement of modern fire codes. Encourage retrofitting existing (older) structures to modern fire/life safety and seismic standards.
- 3. Emergency Preparedness:** Engage and educate the public about what to expect and what to do in case of a wide spread emergency. Continue to retrofit existing critical infrastructure to provide the greatest city operational resiliency. Retrofit private unreinforced masonry structures (URMs).
- 4. Transportation Safety:** Reduce the sources of conflict by reducing motor vehicle speeds and providing protected routes for bicyclists and pedestrians.

## CIVIC AND CULTURAL LIFE

**Symposiums Held:** April 8th and 28th, 2011

**Facilitator:** Doug Zenn

### Panelists in attendance:

---

**Alan Alexander**, Regional Arts and Culture Council

**J.S. May**, Portland Art Museum

**Alicia Hammock**, Director Park

**Nim Xuto**, Colored Pencils

**Keith Daly**, Creative Advocacy Network

**Cindy Knapp**, YU Contemporary

**Sue Metzler**, Oregon Historical Society

**Jeff Miller**, Travel Portland

**Lori Kramer**, Portland Center for the Performing Arts

**Ron Paul**, Portland Public Market

**Trudy Toliver**, Portland Farmers Market

**Curtis Knapp**, Regional Arts and Culture Council

**Jarkko Cain**, Holocene

**Greg Abbott**, Whiffies Food Cart

**Cary Clarke**, Mayor's Office

**Caryn Brooks**, Mayor's Office

**Gus Baum**, Pacific Northwest College of Art

**Tad Savinar**, Urban Designer

**Mike McCulloch**, Architect

**Vince Porter**, Governors Office of Film and Video

**Jose Gonzalez**, Miracle Theater Group

**Judy Siemssen**, Regional Arts and Culture Council

**Chet Orloff**, Portland State University

**Jeff Hawthorne**, Regional Arts and Culture Council

**Rebecca Gates**, Musician Advocate

**Bill Foster**, Northwest Film Center

**Tim DuRoche**, World Affairs Council

**Brad Malsin**, Beam Development

**Ronault Catalani**, Office of Equity and Human Rights

### Draft Goal:

---

*Support the role of the Central City as the regional center for civic and cultural activities characterized by: easy affordable access, rich opportunities and attractions, a distinct identity, and as a place that stimulates the creative economy and artistic and artisanal activity where those benefits are shared by all.*

### Draft Strategy:

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Focus investments and initiatives that foster unique, identifiable districts that facilitate and support diverse artistic and entrepreneurial activities in the Central City.

### Draft Objectives:

---

#### Public Spaces and Venues

1. Support current and develop future public spaces and venues which:
  - a. Are safe, attractive, and accessible for both organizers and users, and
  - b. Meet the programmatic needs of a broad array of activities and functions.

#### Places and Districts

2. Focus investments and efforts that foster the establishment of distinct districts, stimulate neighborhood and economic development, and maximize use of and connections to the Willamette River as a central focus for arts, entertainment, and cultural activities.

#### Identity and Development

3. Sustain and foster a culturally and artistically inclusive identity for the Central City which encourages economic development through:
  - a. Increasing tourism opportunities,
  - b. Stimulating activities and a sense of pride, and
  - c. Supporting the creative economy.

**Artistic Infrastructure**

4. Support the work and livelihood of artists and artisans through public and private initiatives that:
  - a. Enhance information sharing and communication through increased access to technological infrastructure,
  - b. Make affordable housing, live/work options, studios, exhibit, and performance spaces available, and
  - c. Address transportation and everyday needs.

## URBAN DESIGN

**Workshops Held:** November 5th 2010, April 4th and June 3rd 2011

**Facilitator:** Mark Raggett

### Workshop Participants:

---

**Nick Barham**, Wieden + Kennedy

**Rick Bastach**, Office of Healthy Working Rivers

**Ann Beier**, Office of Healthy Working Rivers

**David Berniker**, Urban Design and Planning

**Kevin Brake**, Portland Development Commission

**Amy Chomowicz**, Bureau of Environmental Services

**John Cole**, Bureau of Planning and Sustainability

**Troy Doss**, Bureau of Planning and Sustainability

**Ivy Dunlap**, Bureau of Environmental Services

**Tim Eddy**, Hennebery Eddy Architects

**Sallie Edmunds**, Bureau of Planning and Sustainability

**Brian Emerick**, Emerick Architects

**Peter Englander**, Portland Development Commission

**Kara Fioravanti**, Bureau of Development Services

**Randy Gragg**, Portland Magazine

**Darrell Grant**, Portland State University

**Elisa Hamblin**, Bureau of Planning and Sustainability

**Jane Hansen**, Portland Design Commission

**Tim Heron**, Bureau of Development Services

**Brett Horner**, Parks and Recreation

**David Horsely**, DOA Architecture

**Mike Houck**, Urban Greenspaces Institute

**Joyce Jackson**, American Society of Landscape Architects

**Marie Johnson**, Bureau of Environmental Services

**Ben Kaiser**, Portland Design Commission

**Kevin Kilduff**, Office of Healthy Working Rivers

**Clive Knights**, Portland State University

**Mark Lakeman**, Communitecture

**Trang Lam**, Portland Development Commission

**Mauricio Leclerc**, Bureau of Transportation

**Amy Lewin**, CC2035 Advisory Committee

**Lloyd Lindley**, Landscape Architect

**Mike McCulloch**, Architect

**James McGrath**, ZGF Architects

**Doug Macy**, Walker-Macy Landscape Architects

**Joseph Readdy**, Architect

**Carol Mayer-Reed**, Mayer-Reed Landscape Architects

**Gwen Millius**, Portland Design Commission Chair

**Marc Moscato**, Dill Pickle Club

**Ben Ngan**, Nevue Ngan Associates

**Rodney O'Hiser**, Urban Designer

**Rick Potestio**, Architect

**JP Reuer**, Pacific Northwest College of Art

**Michelle Rudd**, Portland Planning Commission

**Ethan Selzer**, Portland State University

**Jeff Schnabel**, Portland State University

**Katherine Schultz**, GBD Architects

**Chris Smith**, Portland Planning Commission

**David Soderstrom**, Soderstrom Architects

**Paul Solimano**, Willamette Cultural Associates

**Turhan Sonmez**, Bureau of Planning and Sustainability

**Don Stastny**, Architect

**Jeff Stuhr**, Holst Architecture

### Draft Goal:

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*Enliven the Central City as a vibrant place that enables social interaction at a variety of urban scales, encouraging new investments and stewardship by residents, workers and visitors.*

### Draft Strategy:

---

Expand and diversify the urban experiences for people in the Central City, highlighting connections to regional natural and built systems and landmarks, unique civic and cultural districts, and other public spaces framed by dynamic urban forms.

### Draft Objectives:

---

#### Connect to the Regional Context

- 1. Willamette River:** Increase visual and physical access to the Willamette River, building upon the distinctive urban edges of the Central City, the history of the Willamette River, and diversifying the riverfront spaces, activities and experiences.
- 2. Significant Public Views:** Protect and enhance significant and important public views and corridors that define the setting of the Central City in the landscape of the city and region as a whole.



- 3. Regional Corridors and Connections:** Elevate the stature and presence of the Central City by strengthening the character of multimodal routes to and through the Central City, including:
- Freeways, highways, boulevards, and bridges;
  - Regional pedestrian/bicycle trails, and:
  - The rail transit system, including alignments/routes, overpasses, stations, and other significant system elements.

### Enliven Central City Places and Districts

- 4. Existing Character:** Enhance and preserve the character of the Central City's distinct places through new development that complements existing patterns and character.
- 5. Evolving Urban Form:** Pursue a variety of urban patterns, scales, and intensities in areas subject to significant redevelopment, to diversify the Central City's urban experiences, opportunities for new and different development types, and a flexible urban form that celebrates the past while embracing the future.
- 6. Environmentally Resilient:** Integrate public and private "green" infrastructure and buildings to reduce resource depletion; waste and carbon generation; improve environmental and human health; and increase the livability and prosperity of the city center.

### Diversify the Public Realm

- 7. Street Hierarchy:** Establish a clear and diverse system of street typologies that recognizes a hierarchal system of access to the Central City, serving a broad range of land uses and activities by enhancing wayfinding, accommodating an array of travel modes, and incorporating environmental systems.
- 8. Design Character and Pedestrian Experience:** Integrate the design of the public realm (streets and public spaces) with the lower floors of adjacent buildings (especially ground floor uses) to enhance pedestrian experience the character of the public realm.
- 9. Parks and Open Space:** Expand the range of functions, programs, and recreational opportunities offered by public parks and open spaces throughout the Central City by strategically repurposing facilities and developing new facilities in areas that are underserved or are likely to experience significant growth.
- 10. Integrated Public Spaces:** Where appropriate, integrate the design, character, and functions within public parks and open spaces with strategic streets and trails to increase system diversity, environmental function, safety, recreational opportunities, accessibility, and the overall vitality of the public realm.
- 11. Organizing Loops:** Develop and strengthen series of multimodal and organizing framework "loops" around regional trails, the streetcar lines, and freight/trucking routes that link different places and districts of the Central City to each other and the larger region.

## HISTORIC RESOURCES

**Symposiums Held:** May 20th and June 17th, 2011

**Facilitator:** Doug Zenn

### Symposium Panelists:

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**Sean Hubert**, Central City Concern

**Cathy Galbraith**, Bosco-Milligan Foundation

**Mike Tesky**, Historic Preservation League of Oregon

**Ross Plambeck**, Portland Development Commission

**Jessica Engeman**, Historic Landmarks Commission,  
Venerable Properties

**Nicole Nathan**, Oregon Nikkei Legacy Center

**Paul Falsetto**, Carlton Hart Architects

**Jim Heuer**, Architectural Historian

**Don Genasci**, University of Oregon

**Christine Yun**, Buckman Neighborhood Association

**Denyse McGriff**, Portland Development Commission

**Patty Gardner**, Pearl District Neighborhood Association

**Peter Meijer**, Architect

**Anne Naito-Campbell**, Bill Naito Company, Oregon  
Historical Society

**Jack Bookwalter**, Historic Preservationist

**Richard Ross**, Historian

**Chrissy Curran**, Oregon Historic Preservation Office

**Carin Carlson**, Portland Historic Landmarks Commission

**Peter Englander**, Portland Development Commission

**Rick Michaelson**, Oregon Advisor, National Trust for  
Historic Preservation

**Roger Roper**, Oregon Historic Preservation Office

**Art DeMuro**, Venerable Properties

**Bing Sheldon**, SERA Architects

**Chet Orloff**, Portland State University

**Tim Heron**, Bureau of Development Services

### Draft Goal:

---

*Enhance the Central City's urban fabric and civic identity by preserving and rehabilitating its historically, culturally and architecturally significant buildings and places, while encouraging contextually-sensitive infill development and the creation of a new architectural legacy for future generations.*

### Draft Objectives:

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1. Identify, protect, improve and promote the Central City's historically and architecturally important buildings, structures, districts, landscapes and sites.
2. Strengthen the vitality of historic districts by incorporating infill development that responds to the surrounding historic context and preserves the integrity of the district, while reflecting contemporary design values and practices.
3. Create legible transitions between historic districts and surrounding neighborhoods.
4. Foster inclusive historic preservation and public history activities that embrace Portland's diverse communities, cultures and history.
5. Increase the long-term viability of historic structures and improve public safety through seismic retrofits and structural upgrades.
6. Promote historic preservation as a sustainable development strategy through adaptive reuse of historic buildings, energy upgrades and the reuse of historic materials.
7. Preserve and celebrate publicly-owned historic structures as our common civic heritage.
8. Use a broad set of historic preservation tools and incentives, including regulatory, financial, educational and promotional elements.

## URBAN ECOSYSTEMS

### Contributors:

---

**Susan Anderson**, Bureau of Planning and Sustainability  
**Michael Armstrong**, Bureau of Planning and Sustainability  
**Mindy Brooks**, Bureau of Planning and Sustainability  
**Shannon Buono**, Bureau of Planning and Sustainability  
**Amy Chomowicz**, Bureau of Environmental Services  
**Linda Dobson**, Bureau of Environmental Services

**Troy Doss**, Bureau of Planning and Sustainability  
**Robertta Jortner**, Bureau of Planning and Sustainability  
**Alisa Kane**, Bureau of Planning and Sustainability  
**Kevin Kilduff**, Office of Healthy Working Rivers  
**Kaitlin Lovell**, Bureau of Environmental Services  
**Vinh Mason**, Bureau of Planning and Sustainability  
**Marie Walkiewicz**, Bureau of Environmental Services

### Draft Goal:

---

*Transform the Central City environment by incorporating and enhancing natural systems and processes that increase energy efficiency, minimize resource consumption, pollution and waste, provide wildlife habitat, clean and cool the air and water, and improve stormwater management, while actively sustaining a vibrant urban center.*

### Draft Strategy:

---

Implement strategies that integrate the natural and built elements of the urban core. At the district-wide scale:

- A. Reduce consumption and waste.** Integrate strategies to reduce energy and water consumption as well as waste and pollution into all public and private development projects during the design, construction and operation phases.
- B. Improve watershed health.** Incorporate natural resources, tree canopy, and innovative landscaping and stormwater enhancements into development and infrastructure projects.
- C. Public/private partnerships.** Create and sustain public/private partnerships that provide shared economic and environmental benefits.

### Draft Objectives:

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- 1. Green Buildings and Districts:** Transform the built environment at the building and district scale to manage resource inputs and outputs efficiently and use functions natural systems provide to improve the environment and provide multiple benefits. (For example, effective use of vegetated systems can improve stormwater management, reduce urban heat island effect, improve air and water quality, and contribute to human health and well-being.)
- 2. Sustainable Urban Form:** Continue to build upon the walkability of the city center by expanding multi-modal transportation connections and increasing the ability for residents and employees to access most of their daily needs without the need of an automobile once they are within the Central City.
- 3. Waste Stream Management:** Reduce the amount of waste generated in and transported from the Central City by developing and expanding programs to reuse, recycle, and compost waste, and where appropriate convert waste to energy.
- 4. Urban Forestry and Biodiversity:** Expand the urban forest and natural ecosystems in the city center by restoring riparian and upland vegetation, increasing tree canopy, and integrating green infrastructure, bird and wildlife-friendly designs, ecoroofs, and living walls into development projects while decreasing impervious areas.
- 5. Air Quality:** Improve air quality throughout the Central City District and inside buildings to: reduce the amount of greenhouse gases (GHG) released; increase the amount of GHG sequestered in the urban environment; and, improve human and environmental health within and exterior to the built environment.
- 6. Water Resources:** Reduce the use of potable water, capture and reuse rain-water and waste-water, and manage stormwater by applying methods to reduce per capita water use and improve the quality of water entering local rivers and streams. Incorporating water as a design element in buildings, streets, and urban open spaces, creates opportunities for the public to see, learn from and enjoy water in our urban landscapes.
- 7. Human Health:** Expand opportunities for people who live and work in the Central City to walk, bike, recreate, and live more active lifestyles. Enhance access to healthy food and improve the indoor environment of all Central City buildings. Provide visual and physical connections between more urban parts of the Central City and the Willamette River.

## APPENDIX D: BACKGROUND REPORTS AND STUDIES

As part of the background work for the CC2035 Concept Plan a number of reports and studies were prepared by both City of Portland staff and consultants. Following is a list of some of the most relevant work. In most instances copies of these reports can be found online at [www.portlandoregon.gov/bps/cc2035](http://www.portlandoregon.gov/bps/cc2035).

### PREPARED BY CITY OF PORTLAND STAFF (LISTED CHRONOLOGICALLY)

#### *Freeway Loop Study – Project Summary Report, July 2005*

A collaborative study by BPS, PBOT and ODOT on the I-5/405 Freeway Loop. Initiated in Fall 2003, the study assessed how the loop performs today and its likely performance in the future.

#### *Central Portland Plan Assessment, July 2008*

An assessment of conditions in the Central City that serves as a basis for early work completed under the Central Portland Plan.

#### *Central Portland Plan Transportation Assessment, July 2008*

An assessment of transportation conditions in the Central City that serves as a basis for early work completed under the Central Portland Plan.

#### *Central Portland Plan: Urban Design Assessment, July 2008*

This assessment discusses urban form, quality, and identity and how they can develop in the future, and provides references that inform community deliberations.

#### *Central City 2035 Subdistrict Profiles – Public Review Draft, May 2010*

An encyclopedia of information about existing conditions, policy, and trends for Central City as a whole and its eight planning subdistricts.

#### *Central City 2035: Introduction, June 2010*

For discussion: This report is part of a trio of documents prepared for phase one of the Central City 2035 Plan.

#### *Design Central City: Volume 1 – Discussion Draft, July 2010*

Working closely with BPS's Central City team, the Urban Design Studio authored Design Central City, Volume I, as a starting point to discuss some of the key urban design issues facing Portland's Central City.

#### *Background Reports prepared for the Symposium Series October 2010–June 2011:*

Civic and Cultural Resources – Background Report

Economic Vitality – Background Report

Historic Resources – Background Report

Housing and Community Development – Background Report

Mobility – Background Report

Public Safety – Background Report

Urban Design – Background Report

Urban Ecosystems – Background Report

Willamette River – Background Report

#### *Draft Report: Central City Natural Resource Inventory, June 2011*

The CCNRI will be used to inform the Central City 2035 and N/NE Quadrant projects, as well as an update of the Willamette Greenway Plan.

#### *Central City Development Capacity Study, June 2012*

A study regarding available land for development in the Central City. An update to the 2007 Central Portland Development Capacity Study.

**PREPARED BY CONSULTANTS FOR THE CITY OF PORTLAND  
(LISTED CHRONOLOGICALLY)**

*Central City Real Estate Market Briefing Book: Recent Trends and Current Conditions, January 2007*

Prepared by Johnson and Gardener

An overview of recent real estate market trends in the Portland metropolitan area's Central City.

*Evaluation of Entitlement Bonus and Transfer Programs in Portland's Central City, November 2007*

Prepared by Johnson and Gardener

A market-based evaluation of the development entitlement bonus and transfer programs that apply in the Central City, including an evaluation of the relative public and private benefits of the bonus and transfer options and recommendations on improving the system's effectiveness.

*Central City Parking Analysis, November 2008*

Prepared by Kittelson and Associates, Inc.

A report is to provide technical analysis in support of the update of the Central City Plan and the Central City Transportation Management Plan.

*Central Portland Retail Research and Analysis Study, April 2009*

Prepared by ERA and Marketek

A study of retail districts in Central Portland, their potential for growth over the next 20 years, how they relate to and complement each other.

*Downtown Portland Office Space Trends, September 2010*

Prepared by Bay Area Economics

This report analyzes the pattern of office space development downtown and across the region, and assesses changes in downtown Portland's capture of new office space over time.

*Cost Competitiveness of the Central City, July 2011*

Prepared by ZGF and ECONorthwest.

Report on the cost competitiveness factors for office development between Central City and suburban office areas with strategies to attract jobs to the Central City.





**PORTLAND DEVELOPMENT COMMISSION**

Portland, Oregon

**REPORT NO. 12-32**

**ATTACHMENT C**

**REVIEW OF DRAFT CENTRAL CITY 2035 CONCEPT PLAN AND DRAFT N/NE  
QUADRANT PLAN, INCLUDING RELATED I-5 BROADWAY/WEIDLER AND  
ROSE QUARTER DISTRICT PLANS**

Attachment C includes this cover page and contains 29 pages:

- Stakeholder Advisory Recommendations on the North/Northeast Quadrant and I-5 Broadway/Weidler Plans





**N/NE Quadrant and I-5 Broadway/Weidler Plans**

# **STAKEHOLDER ADVISORY COMMITTEE RECOMMENDATIONS**

**AUGUST 29, 2012**

**We are committed to providing equal access to information and hearings.  
If you need special accommodation, call the Bureau of Planning and  
Sustainability at 503-823-7700 (TTY 503-823-6868).**

## **FOR MORE INFORMATION:**

Please see the project website at: [www.portlandoregon.gov/bps/cc2035/nneq](http://www.portlandoregon.gov/bps/cc2035/nneq)

### **Or contact:**

<b>Portland Bureau of Planning and Sustainability</b>	<b>Portland Bureau of Transportation</b>	<b>Oregon Department of Transportation</b>
Karl Lisle, Project Manager 1900 SW 4th Avenue, Suite 7100 Portland, Oregon 97201-5380 503-823-7700 nnequadrant@portlandoregon.gov	Mauricio Leclerc, Project Manger 1120 SW Fifth Ave, Suite 800 Portland, OR 97204 503-823-5185 nnequadrant@portlandoregon.gov	Todd Juhasz, Project Manager 123 NW Flanders Street Portland, Oregon 97209-4037 503-731-8200 Todd.JUHASZ@odot.state.or.us

August 28, 2012

Portland City Council  
City Hall  
1221 SW 4th Avenue  
Portland, OR 97204

Oregon Transportation  
Commission  
1158 Chemeketa Street NE  
Salem, OR 97301

Planning and Sustainability  
Commission  
1900 SW 4th Avenue, Suite 7100  
Portland, OR 97201

Greetings:

The North/Northeast Quadrant Stakeholder Advisory Committee (SAC) is pleased to present our final recommendations for the N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange Plan. These two documents provide an integrated vision for an intensely vibrant urban district in the Lloyd District, growing employment and economic activity in Lower Albina with a much safer, friendlier, and a more efficient I-5 freeway interchange at NE Broadway and NE Weidler Street that better meets both regional and local mobility needs.

From the fall of 2010 to the summer of 2012, we had the honor of chairing the diverse and inclusive 30-member SAC as it developed its recommendations. The process was a collaborative effort between the City of Portland, represented by the Bureau of Planning and Sustainability (BPS) and the Bureau of Transportation (PBOT), and the Oregon Department of Transportation (ODOT). As co-chairs, we would like to acknowledge this unique effort and that SAC members embraced this challenge and the opportunity to engage with the staff from BPS, PBOT and ODOT on this project to develop our recommendations.

When we started, we set out to do something that had not been done before in this region: integrating a major freeway project with a long-range land use and transportation plan. The working assumption for this effort arose from the history of developing land use and freeway plans independent of one another. Inevitably, the previous planning efforts resulted in plans that addressed particular issues related to agency priorities, but left many other complex issues in the area unresolved and lacking the necessary public and inter-agency support to be implemented. This process set out to concurrently develop two separate, but integrated plans that address the needs for livability and urban vitality of this quadrant of the Central City, as well as the regional safety and mobility needs of I-5 as a key facility for the region and state.

Doing this together was not always easy, but the rewards more than compensate for the hard work of SAC members, staff, and public at large. We believe by working together we have plans that are not only consistent but integrated, that support and reinforce each other in physical and symbolic ways we hope will facilitate implementation. Early on, the SAC developed a comprehensive list of project goals to guide the development of the plans. They are found on page 6.

After two years of education about issues in the quadrant from staff, expert consultants, stakeholders and the public, plus attending numerous meetings and participating in SAC discussions, the final votes of the process were taken on June 7, 2012 and August 2, 2012. The questions asked were:

- 1) Do you endorse the Joint Facility Plan, as revised?
- 2) Do you endorse the Draft N/NE Quadrant Plan, as revised?
- 3) Do you endorse the SAC Recommendations transmittal document?

A summary of the votes follows. Please see Section VI., Final Votes for details.

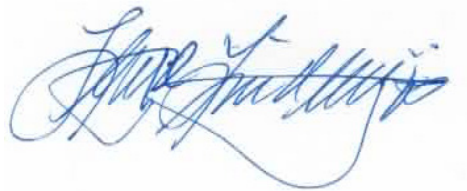
	<b>"1" Full Support</b>	<b>"2" Support, but Prefer Modifications</b>	<b>"3" Do Not Support</b>	<b>Result</b>
<b>1) ODOT Facility Plan (6-7-12)</b>	<b>12</b>	<b>4</b>	<b>3</b>	<b>Pass by Majority/Minority</b>
<b>2) N/NE Quadrant Plan (8-2-12)</b>	<b>17</b>	<b>4</b>	<b>0</b>	<b>Pass by Consensus</b>
<b>3) SAC Recommendations Transmittal (8-2-12)</b>	<b>21</b>	<b>0</b>	<b>0</b>	<b>Pass by Consensus</b>

We believe that these plans offer a comprehensive framework that will guide public and private investment in the next decades. By working together, we have accomplished a great deal more than had we done these plans independent of each other.

Following this letter is an overview of the process and key outcomes. We would like to call your attention to two items in particular: 1) Appendix B, which contains letters and minority reports from SAC members, and 2) Section VIII., Conclusion and SAC Recommendations, which contains additional an SAC recommendation encouraging the City of Portland and ODOT to act immediately to address high priority safety concerns.

We now have the blueprints for positive change. It is our next collective task and commitment led by the City and state, to continue the work to make the recommendations in these plans a reality.

Respectfully Submitted,



Lloyd D. Lindley, II  
SAC Co-Chair



Tracy Ann Whalen  
SAC Co-Chair

On behalf of the current Stakeholder Advisory Committee Voting Members:

Matt Arnold  
Wynn Avocette  
Pauline Bradford  
Daniel Deutsch  
Malina Downey  
Debra Dunn  
Gary Eichman  
Dean Gisvold  
Carol Gossett

Heidi Guenin  
Damien Hall  
Sean Hubert  
Wayne Kingsley  
Wade Lange  
Eric Lovell  
Jenny Lyman  
Gary Marschke  
Brock A. Nelson

Jodi Parker  
Owen Ronchelli  
Wanda Rosenbarger  
William Ruff  
Bob Sallinger  
Phil Selinger  
Gary Warren  
Mike Warwick  
Justin Zeulner

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## I. Introduction, Goals and Process Overview

### A) Introduction

In the summer of 2010, ODOT, PBOT and BPS (“the Project Team”) initiated a partnership to begin co-developing land use and transportation concepts for the North/Northeast quadrant of the central city (N/NE Quadrant) through an iterative process involving the public and area stakeholders. (See, Figure 1.)



Figure 1: Study Area for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project

This joint effort provides a new collaborative land use and transportation approach to integrate land use planning with urban freeway interchange improvements. This approach combined the planning of local strategies for land use, urban design and local transportation improvements, typically a City responsibility, with the planning of interstate freeway improvements, which is an ODOT responsibility.

The N/NE Quadrant Plan is part of overall process to update the 1988 Central City Plan. The SAC identified the following key issues to be addressed: 1) the Lloyd District’s lack of vibrant pedestrian activity, 2) support the industrial uses in the Lower Albina, 3) support the recent designation of the Lloyd EcoDistrict, and 4) acknowledge and develop strategies to address the impacts of past large scale public project.

The project’s approach for freeway improvements was to address long-demonstrated safety and operational issues that, if scaled according to community aspirations, would contribute to the continued vitality of the Central City and the mobility needs of the region and state. Due to multiple constraints, freeway improvements were to focus on existing safety and efficiency scenarios instead of solutions that increase capacity to meet future travel demands.

The Stakeholder Advisory Committee (SAC) was established to provide feedback and direction to the Project Team. It and the SAC met regularly for over two years to discuss issues, brainstorm, develop draft concepts, and examine transportation and land use solutions concurrently through a five-phase process designed to explore multiple alternatives to address complex land use and transportation issues. For additional information, please see Appendix A for the Project Overview.

## B) Goals

The following jointly developed project goals were approved by the SAC in January 2011. The goals state:

This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.

Our recommendations will be guided by our desire for:

- A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;
- A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
- Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;
- Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;
- Equitable access to community amenities and economic opportunities;
- Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;
- Protection and enhancement of the cultural heritage of the area and its sub-districts; and
- Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.

## C) Process Overview

The land use changes and urban design strategies for the City are documented in the North/Northeast Quadrant Plan (as part of the 2035 Central City Plan) and are interdependent and mutually supportive of the transportation changes documented ODOT's Facility Plan. Though developed within the same process, the land use and transportation improvements resulted in two different groups of documents for the two partnering agencies as shown in Figure 2.

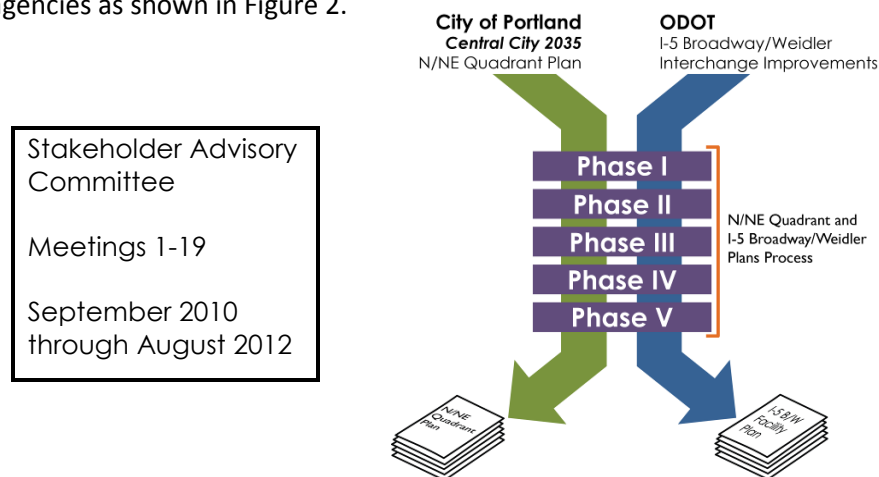


Figure 2: Joint Effort for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project: Examining Land Use and Transportation Elements Concurrently

In the end, this process resulted in land use and transportation changes in the quadrant that are mutually agreeable to both the City of Portland and to ODOT. The voting members of the SAC largely endorsed the proposed plans, with some members submitting minority reports explaining why they oppose portions of the plans. See section VI, below for a summary of the votes and Appendix B for letters and minority reports.

## II. Stakeholder Advisory Committee, Collaboration Principles, and Public Involvement Overview

### A) Stakeholder Advisory Committee

The SAC was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see, Table 1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of Transportation Region 1 Office. The SAC was made up of 30 voting and 8 non-voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design, and multi-modal transportation. Local, regional and state public agencies were represented on the committee as non-voting members. The SAC also considered non-member testimony and correspondence submitted during each meeting.

*Table 1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)*

Voting Members			
Representative	Interest	Organization	Alternate
Matt Arnold	Transportation-Bicycle	Bicycle Advisory Committee	Heather McCarey
Wynn Avocette	At-large		
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Carol Gossett	Neighborhood Association	Sullivan’s Gulch Neighborhood Association	Britt Brewer
Phil Selinger Carolyn Briggs (past)	Transportation-Pedestrian	Pedestrian Advisory Committee	Doug Klotz Erin L Kelley (past)
Daniel Deutsch	Small Developer	Alora Development	Joanna Agee
Malina Downey	Regional Access	UPS	
Debra Dunn	Transportation-Trucking	Oregon Trucking Association	Bob Russell
Gary Eichman (co-chair) Tracy Whalen (co-chair)	Transportation-Freight	Portland Freight Committee	
Dean Gisvold	Neighborhood Association	Irvington Neighborhood Association	Ed Abrahamson
Cynthia Gomez (past)	Environmental Justice / Economic Equity	Latino Network	Andrea Marquez-Horna
Heidi Guenin	Community Health	Upstream Public Health	Steve Bozzone
Damien Hall	At-large		
Sean Hubert	Affordable Housing	Central City Concern	Martin Soloway
Wayne Kingsley	Adjacent Businesses	Central Eastside Industrial Council	
Wade Lange	Property Owner/Business-	Langley Investment Properties	Mike Bernatz



	Lloyd District		
Lloyd Lindley (co-chair)	Urban Design	AIA Portland / ASLA Portland	
Eric Lovell	Lower Albina Businesses	Uroboros Glass Studio	Kurt Widmer
Jenny Lyman	Transit Riders		
Gary Marschke	NNE business association	NNE Business Association	Joice Taylor
Brock A. Nelson	Transportation-Rail	Union Pacific Railroad	
Midge Purcell (past)	Community / Civic Org	Urban League	
Jodi Parker Paul Riggs (past)	Labor Organization	Building Trades/Columbia Pacific BCTC	
Owen Ronchelli	Transportation-Local TMA	Lloyd TMA	Lindsay Walker
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	Dennis Henderson
William Ruff	Architect/Developer	LRS Architects	
Bob Sallinger	Environment	Audubon Society	Kelly Rodgers
Gary Warren	Neighborhood Association	Lloyd District Community Association	
Mike Warwick	Neighborhood Association	Elliot Neighborhood Association	Laurie Simpson
Justin Zeulner J. Isaac (past)	Property Owner/Business- Rose Quarter	Portland Arena Management	Chris Oxley
<b>Non-Voting Members</b>			
John Williams		Metro	Chris Deffebach
Teri Dresler Jeff Blosser (past)		Oregon Convention Center	Karen Totaro
Rian Windsheimer		Oregon Department of Transportation	Andy Johnson
Susie Lahsene		Port of Portland	
Joe Zehnder		Portland Bureau of Planning and Sustainability	Steve Iwata
Paul Smith		Portland Bureau of Transportation	John Gillam
Lew Bowers/ Peter Englander		Portland Development Commission	Sara King
Alan Lehto		TriMet	Jessica Engelmann

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations to the Portland City Council, the Portland Planning and Sustainability Commission and the Oregon Transportation Commission. SAC members were expected to solicit input from their stakeholder groups and constituencies, report back to the committee, represent the broader interests of those groups at meetings, and promote public involvement in project events.

Subcommittees of the SAC met periodically to address specific issues, such as transportation, land use and urban design. Members of the public were invited to join the subcommittees to have more in-depth participation in the process.

In all, 19 full SAC meetings and 13 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment. For additional information, please see Appendix C for the SAC Meeting Notes.

## **B) Collaboration Principles**

Early in the process, SAC members developed and adopted collaboration principles that governed decision making for the committee. The document can be found in Appendix D. It contains the agreements of the participants in the North/Northeast Quadrant I-5 Broadway Weidler Plans process.

The SAC made decisions by “consensus.” Consensus decision-making allows SAC members to distinguish underlying values, interests, and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, “*taken as a whole.*” This means that a member, through straw polling, may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of “*give and take,*” of finding common ground and developing creative solutions in a way that a strong majority of interests can support. Consensus is reached if members at the table support an idea or say, “*I can live with that.*” If that did not happen, the result was a “Majority/Minority” vote.

## **C) Public Involvement**

There is a long history of large redevelopment and infrastructure projects that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

The public involvement efforts for the N/NE Quadrant Project were guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the long-range planning effort for the City as a whole, which was taking place when the quadrant plan process began. Incorporating these public involvement goals provided for consistent public involvement efforts that:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough instruction that they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and ensure community members are being heard

In addition, the N/NE Quadrant project strove to:

- Provide a process that is open and transparent, with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive meeting formats and ensure balanced and fair issue discussion

What follows is a summary of public involvement activities. For a complete overview, please see Appendix F: N/NE Quadrant Plan, Appendix F.

**Public Events Hosted by N/NE Quadrant Team:**

<b>Event</b>	<b>Date</b>
CC2035 & N/NE Quadrant Open House	Oct 2010
N/NE Quadrant & Rose Quarter Open House	Nov 2010
N/NE Quadrant Open House	Jun 2011
N/NE Quadrant Open House	Feb 2012
Land Use Charrette	Feb 2011
Transportation Charrette	April 2011
Lower Albina and Lloyd District Community Walks	Sep 2010
N/NE Quadrant Community Walk	April 2012
Development Forum	Feb 2012
Stakeholder Meetings with Project Staff Present	Throughout

**Commission Briefings:**

- Portland Design Commission (6/2012)
- Portland Historic Landmarks Commission ( 7/2012)
- Planning Commission (6/2012)

**III. City of Portland Central City N/NE Quadrant Plan Highlights**

The Central City 2035 project is a multi-phased, long-range comprehensive and district planning effort to update the 1988 Central City Plan and provide updated guidance on development, decision-making, and investment in the center of the Portland metropolitan region. Metro’s regional employment and housing forecasts predict significant growth in the Central City. The Lloyd District has the highest development capacity in the Central City. It is expected that demand will drive significant new mixed use development. Collaboratively developed through a nearly two- year public process, the project includes the Central City 2035 Concept Plan, which provides a high-level framework of goals, policies, and an urban design diagram to guide the development of more detailed, quadrant-level plans.

The N/NE Quadrant Plan (Appendix F) is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure, and development entitlements in the Lloyd District and Lower Albina sub-districts of the Central City. It provides new goals, policies, urban design/land use diagrams, and implementation actions that will direct and manage change over the next 25 years.

Highlights of the Draft Plan include:

- A) Preserving the industrial employment character of Lower Albina
- B) Foster the growth of the Lloyd District into the intensely urban east side center of the Central City, with a focus on new residential development that will add activity and vibrancy to the district
- C) Providing amenities, such as parks, street improvements and green infrastructure to support and encourage new development
- D) Sensitive transitions to historic neighborhoods
- E) Improving regional access and local street safety and connectivity for all modes

- F) Continue public-private partnerships with the Lloyd TMA to increase use of alternative transportation modes
- G) Encouraging sustainable development that supports the Lloyd EcoDistrict and goals for improved environmental performance
- H) Incorporated the concerns of displacement, potential loss of historic and cultural resources

#### **IV. ODOT I-5 Broadway/Weidler Interchange Improvements and Facility Plan Highlights**

The Recommended Concept is the result of two years of work and discussions, refining what began as public process that developed over 70 concepts. Screening reduced the concepts to 5 fundamental alternatives the SAC narrowed down to one cohesive proposal to improve safety and operations on I-5. The Facility Plan for the I-5 Broadway/Weidler Interchange (Appendix G) is a technical and state-required document that specifically outlines ODOT's intentions relative to this segment of the I-5 facility and the interchange. The State of Oregon agencies are required to prepare facility plans for state-owned infrastructure so that they and decision-makers may effectively manage, maintain, and prioritize potential additions to, or expansion of, this infrastructure.

Highlights of the Recommended Concept, organized into four subsections of the study area, include:

##### **A) The I-5 Broadway/Weidler Interchange Area**

- Mainline Freeway Safety Elements
- Three Rebuilt Freeway Structures and the Broadway/Weidler/Williams Lid
- I-5 Broadway/Weidler Interchange Improvements
- Relocation of Southbound I-5 Entrance Ramp to Weidler/Williams
- Reverse Traffic Flow on Williams and improve bicycle access and safety
- Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies

##### **B) North of Broadway Area - North of Broadway Option 3. Vancouver + Hancock/Dixon**

- Rebuild Vancouver in current location
- Remove Flint south of Tillamook and replace with new pedestrian/bike paths
- Add Hancock/Dixon Overcrossing and Hancock/Vancouver Lid
- Actively pursue Freeway Lid Connecting Hancock Overcrossing to the Broadway/Weidler Structures

##### **C) South of Weidler Street Area**

- Clackamas Pedestrian/Bike Overcrossing
- Continue Flint between Parking Structures

##### **D) Freeway Mainline Improvements Near the Rose Quarter Transit Center**

- Add an auxiliary lane and full width shoulders to north-bound and south-bound I-5 within the boundaries of the study area
- Move the south-bound on-ramp to I-5 from Wheeler/Winning Way to Weidler

## V. Integration of City of Portland and ODOT Plans

The N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange and Facility Plan were developed as a joint public planning effort to integrate the long range land use plans with current safety and operational problems on the freeway and at the interchange. The SAC participated in this unique effort to balance the economic vitality of N/NE Quadrant businesses and the livability of area residents with the larger regional travel needs for safe and efficient freeway movement. This joint partnership resulted in creative solutions that support high-density development, safer and convenient places for walking, bicycling, and access to transit that should help increase the use of these transportation modes while accommodating safer regional freeway operations.

The diagram below illustrates the opportunities to coordinate the two planning efforts, shown in five discrete areas. Accompanying the map is a summary of the complimentary relationships between the freeway improvements and the N/NE Quadrant land use-transportation-urban design elements

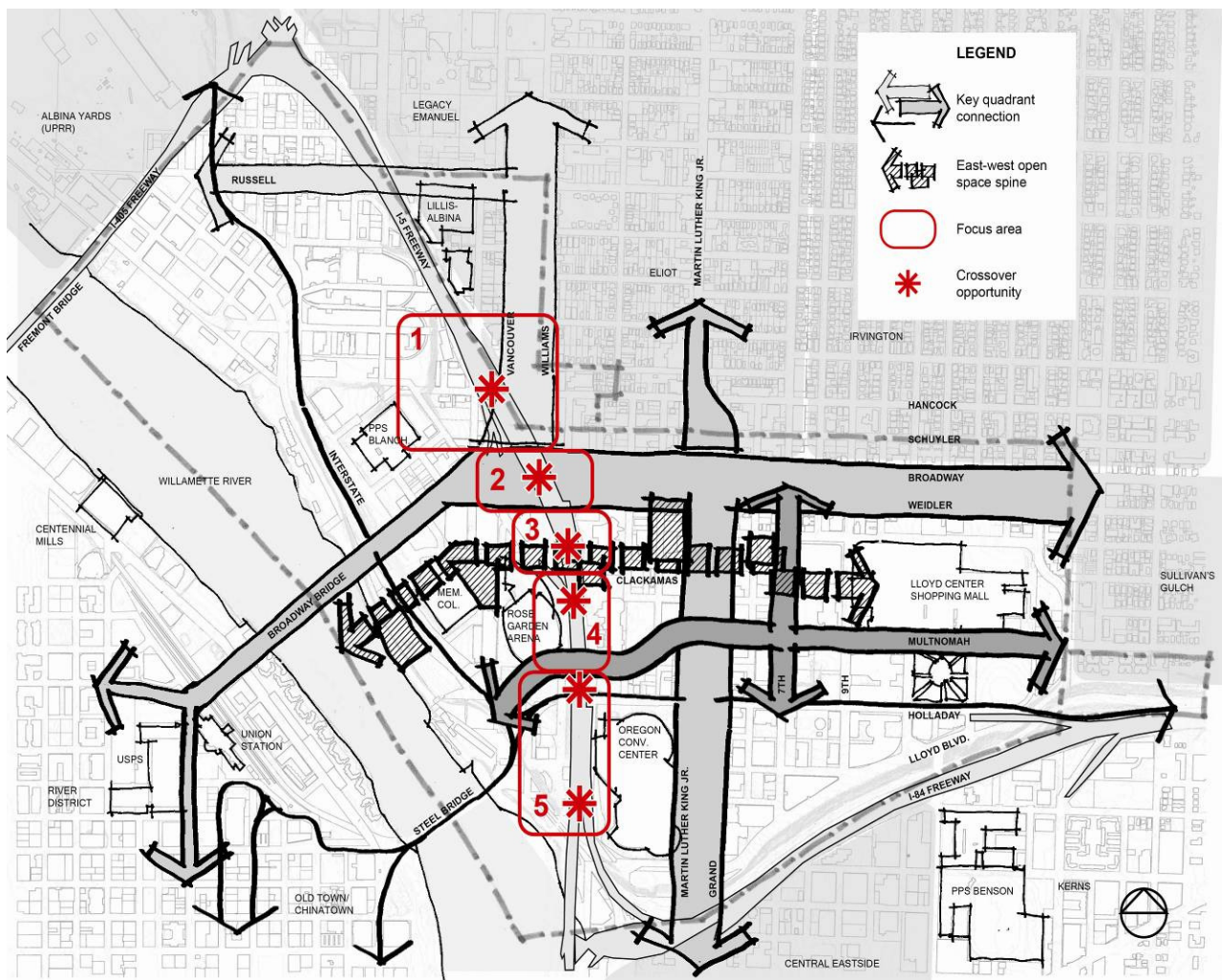


Figure 3: Coordinated Land Use and Transportation planning efforts, in five discrete areas

### **Area 1: North of Broadway**

The Vancouver/Williams neighborhood collector couplet intersects the I-5 Broadway-Weidler Interchange at one of the highest crash locations in Portland. The proposed improvement would provide for safer interchange operations and provide alternative bicycle and pedestrian routes to avoid the freeway interchange and improve access to potential redevelopment area north of N. Broadway.

- New connection over I-5 at Hancock and a potential second lid over freeway: This new connection would provide greater connectivity and safer route for pedestrians and bicyclists from N and NE Portland to the Broadway Bridge and across the Willamette River. A lid would further enhance crossing of the freeway and provide space for community amenities. This Hancock connection would reinforce the N/NE Quadrant Plan calls for greater connectivity across I-5 and improved access, particularly to the Portland Public School's Blanchard site, which the plan calls to be rezoned to allow for higher density mixed use development.
- Recommendations include addressing Eliot Neighborhood concerns about potential traffic diversion with the proposed Hancock connection.

### **Area 2: Broadway-Weidler**

The current interchange is a major problem for safe passage for pedestrians and cyclists, and highly congested for motor vehicles, including streetcar and bus. The improvements would strengthen east-west transportation and land use connectivity as well as strengthen the economic connectivity with the Vancouver/Williams corridor.

- Reconstruction of the Broadway, Weidler, Vancouver, and Williams overcrossings: The Facility Plan calls for these structures to have better bicycle and pedestrian facilities. Traffic flow is addressed on surface streets via better access to the freeway, clarification of vehicular patterns and additional signalization.
- Lid over I-5 at Broadway/Weidler/Williams: The Facility Plan identifies a lid as a cost effective way to stage, mobilize and manage traffic during the reconstruction of the Broadway/Weidler/Williams structures over I-5. After construction the lid could be used to permanently protect the area from noise and visual disruption by providing space for potential active community uses such as open space or public or private development.
- Relocating the I-5 on ramp from Winning Way to Weidler: The Facility Plan recommends that access to the freeway take place directly from Weidler to increase the distance between interchange ramps on I-5 and clarifying the vehicular pattern along Weidler. Traffic flow is also improved for bikes and pedestrians through the inclusion of a new "reverse traffic flow lane" design on Williams, between Broadway and Weidler

The NE Quadrant Plan encourages the development of this lid as a way to reinforce Broadway's role as a continuous commercial spine, while encouraging redevelopment along the Broadway/Weidler and Vancouver/Williams corridors. Accomplishing these tasks will better serve to integrate the two sides of the district over I-5.

### Area 3: Clackamas Crossing

The improvements to Area 2, especially the relocation of the current I-5 southbound on-ramp at N. Wheeler would provide for greater place making, redevelopment opportunities with a new connection at Clackamas-Winning Way that would establish a new link between the Willamette River, Rose Quarter and Central Lloyd subarea.

- Clackamas Overcrossing: This pedestrian and cyclist connection over I-5 identified in the Facility Plan will connect the Rose Quarter area with the Lloyd District area to the east. In addition, the NE Quadrant Plan calls for Clackamas to be a “flexible street,” which would emphasize pedestrian and cyclist travel from Lloyd District to the River, orient development toward the street and be an opportunity to extend district energy system from the Rose Quarter to future high-density mixed use development in the Central Lloyd area.

### Area 4: Rose Quarter and Area 5: Rose Quarter Transit Center and Peace Memorial

The I-5 Freeway segment between the Rose Quarter and the Sullivan’s Gulch is elevated and has had negative impacts to this area. The proposed freeway improvements will present an opportunity to explore innovative stormwater and urban design treatments under the freeway to strengthen the connections between the Rose Quarter and Oregon Convention Center.

### Freeway Improvements

The Facility Plan calls for adding auxiliary lanes and shoulders to increase safety of existing traffic operations in this segment. All improvements occur within the existing freeway right-of-way.

## **VI. Final Votes**

### **A) Voting Results**

At the June 7, 2012 and August 2, 2012 SAC meetings, the voting members were polled on the Facilities Plan for the I-5 Interchange, the N/NE Quadrant Plan, and contents of this transmittal. The questions asked were:

- 1) Do you endorse the Joint Facility Plan as revised?
- 2) Do you endorse the Draft N/NE Quadrant Plan as revised?
- 3) Do you endorse the SAC Recommendations transmittal document?

The SAC’s collaboration Principles defines the 1-2-3 voting protocol as follows:

- **“One”** indicates **full support** for the proposal as stated.
- **“Two”** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it full support**. Nevertheless, the member will support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal is worthy of general support, as written.
- **“Three”** indicates **refusal to support** the proposal as stated.

Please note, not all members who were seated on the SAC participated in the full process. The vote tally below contains the names of all voting members, whether they participated or not. Some members submitted formal resignations during the process, and their names have been removed.

Voting Members (Alternate)	Interest Represented	Final Votes		
		1) ODOT Facility Plan 6-7-12	2) N/NE Quadrant Plan 8-2-12	3) SAC Recommendations Transmittal 8-2-12
Matt Arnold	Trans: Bicycle	2	1	1
Wynn Avocette	At-large	Absent	Absent	Absent
Pauline Bradford	Cultural Heritage	Absent	1	1
Daniel Deutsch (Joanna Agee voted)	Small Developer	Absent	2	1
Malina Downey	Trans: Freight	Absent	Absent	Absent
Debra Dunn	Trans: Trucking	Absent	Absent	Absent
Gary Eichman	Trans: Freight	Absent	Absent	Absent
Dean Gisvold	Neighborhood Assoc.	3	2	1
Carol Gossett	Neighborhood Assoc.	1	1	1
Heidi Guenin (Steve Bozzone voted)	Community Health	3	Absent	Absent
Damien Hall	At-large	2	2	1
Sean Hubert	Affordable Housing	1	1	1
Wayne Kingsley	Business Org: Adjacent	1 (via email)	1 (via email)	1 (via email)
Wade Lange	Prop/Bus/Dev: Lloyd District	Absent	1	1
Lloyd Lindley	Urban Design	1	1	1
Eric Lovell	Business Org: Lower Albina	1	1	1
Jenny Lyman	Transit Rider	Absent	1	1
Gary Marschke	Business Org: N/NE	Absent	Absent	Absent
Brock A. Nelson	Trans: Rail	1	Absent	Absent
Jodi Parker	Labor Organization	1	1	1
Owen Ronchelli	Trans: Local TMA	1	1	1
Wanda Rosenbarger	Major Retailer	1	1	1
William Ruff	High-Density Residential	Absent	Absent	Absent
Bob Sallinger	Environment	2 (via email)	2 (via email)	1
Phil Selinger	Trans: Pedestrian	1	1	1
Gary Warren	Neighborhood Assoc.	1	1	1
Mike Warwick	Neighborhood Assoc.	3	1	1
Tracy Whalen	Trans: Freight	1	1	1
Justin Zeulner	Prop/Bus/Dev: Rose Qtr.	2	1	1



## B) Summary of Final Votes

	<b>"1" Full Support</b>	<b>"2" Support, but Prefer Modifications</b>	<b>"3" Do Not Support</b>	<b>Result</b>
<b>1) ODOT Facility Plan (6-7-12)</b>	<b>12</b>	<b>4</b>	<b>3*</b>	<b>Pass by Majority/Minority</b>
<b>2) N/NE Quadrant Plan (8-2-12)</b>	<b>17</b>	<b>4</b>	<b>0</b>	<b>Pass by Consensus</b>
<b>3) Transmittal of SAC Recommendations (8-2-12)</b>	<b>21</b>	<b>0</b>	<b>0</b>	<b>Pass by Consensus</b>

*\* Indicates support for the "No Build" option. A "1" vote rejected the "No Build" option.*

## C) SAC Letters and Minority Reports

All members had the opportunity to submit letters of support or additional information if they voted "1" or "2," or a "minority report" if they voted a "3." Please see Appendix B for letters and minority reports. The letters discuss the following topics:

- Adverse impacts on African American communities and historical landmarks
- Bicycle and pedestrian safety improvements as part of an overall area bikeway network
- Bird friendly building design
- Building heights
- Expansion of I-5
- Lack of focus on public health
- Local transportation impacts on the Eliot and Irvington neighborhoods, including increased traffic on neighborhood streets
- Parks and natural areas
- Plans do not go far enough to improve safety and operations for trucks
- River restoration and eco-districts versus landscape scale restoration
- Timeline for implementation
- Tree canopy; other green infrastructure

## VIII. Conclusion and SAC Recommendations

The SAC recommends to the Portland City Council, Planning and Sustainability Commission, and the Oregon Transportation Commission that they accept the ODOT Facility Plan and the City's Draft N/NE Quadrant Plan as a package.

In addition, the SAC strongly urges the City of Portland and ODOT to take immediate action to prioritize, seek funding for, and address the most pressing safety concerns that have been identified. These actions should be coordinated with the larger changes that will follow as the Facility Plan and N/NE Quadrant plans are adopted and implemented.

Thank you for the opportunity to serve.

## IX. Appendix

	<b>Document</b>	<b>Web Link</b>
A)	Project Overview	<a href="http://www.portlandoregon.gov/bps/article/312603">http://www.portlandoregon.gov/bps/article/312603</a>
B)	Stakeholder Advisory Committee Letters and Minority Reports	Included in this report.
C)	Stakeholder Advisory Committee Meeting Notes	<a href="http://www.portlandoregon.gov/bps/53257">http://www.portlandoregon.gov/bps/53257</a>
D)	Stakeholder Advisory Committee Collaboration Principles	<a href="http://www.portlandoregon.gov/bps/article/340184">http://www.portlandoregon.gov/bps/article/340184</a>
E)	Public Involvement Plan	<a href="http://www.portlandoregon.gov/bps/article/313842">http://www.portlandoregon.gov/bps/article/313842</a>
F)	N/NE Quadrant Plan	<a href="http://www.portlandoregon.gov/bps/article/408845">http://www.portlandoregon.gov/bps/article/408845</a>
G)	Facility Plan for the I-5 Broadway/Weidler Interchange	<a href="http://www.portlandoregon.gov/bps/article/406037">http://www.portlandoregon.gov/bps/article/406037</a>

## **Appendix B: Letters and Minority Reports**

Included in this document are the letters and minority reports received from SAC Members at the conclusion of participating in the N/NEQ I-5 Broadway-Weidler Plans process.

The comments come from the following organizations:

- Audubon Society
- Bicycle Advisory Committee
- Eliot Neighborhood Association
- Irvington Neighborhood Association
- Oregon Trucking Association
- Upstream Public Health



**Date:** August 24, 2012

**From:** Bob Sallinger, Audubon Society of Portland

**To:** Bureau of Planning and Sustainability

**Re:** Final Comments on Central City NE Quadrant Plan Review Draft (July 2012)

Audubon Society of Portland appreciates the opportunity to serve in the Central City NE Quadrant Plan Citizen Advisory Committee. We were represented during this process by Bob Sallinger and Kelly Rogers. We support moving the plan forward to the Planning and Sustainability Commission and appreciate the extensive work by stakeholders and the city in developing this plan. There are some exciting ideas and opportunities contained within the plan.

Audubon's support however is qualified. There are several areas pertaining to natural resources, parks access and sustainable development where we believe the plan could be significantly strengthened and also brought into better alignment with already adopted plans such as the Watershed Management Plan, Climate Change Action Plan and the Urban Forest Action Plan. We hope as the plan proceeds through the adoption phase and is integrated with the overall Central City Plan that opportunities to strengthen these areas with be further examined.

Specifically we would highlight the following areas for further consideration:

1. **Tree Canopy:** We do not believe that the plan goes far enough to achieve the City's overall target of 33% tree canopy coverage. While we recognize that 33% coverage will not be evenly distributed across the entire landscape, we are concerned as new area plans emerge the City is setting low targets on an increasingly large percentage of the landscape. The overall target will not be attainable if we continue this pattern. More importantly, the city is setting low targets in areas that should be priority areas for significant improvement. Currently existing tree deficiencies should be viewed as opportunities for significant improvement rather than precedent to perpetuate deficiencies into the future. We view the NE Quadrant as one of the most important areas to make significant forward progress. Improving tree canopy with help address significant stormwater issues in this quadrant, reduce urban heat island effects, mitigate air pollution, improve neighborhood livability, and increase permeability for wildlife. It is exactly the neighborhoods that are most hard-scaped where we need to aggressively focus tree planting as these neighborhoods generate excessive stormwater and heat, are park and nature deficient and have high levels of air pollution. Trees often provide the most efficient and realistic approach to addressing these concerns in heavily developed areas. We would urge the city to aggressively

pursue 33% tree coverage within the NE Quadrant. To the degree that the city falls back on the argument that the Urban Forestry Plan anticipates uneven distribution of trees across the landscape, we would urge the City to apply that principle at a quadrant scale rather than Citywide scale---In other words while specific neighborhoods within the quadrant may have varying levels of coverage, the overall goal average within the quadrant should be 33%. As a matter of equity, livability, sustainability and ecological health it is critical that we restore the canopy within the NE Quadrant.

2. **Other Green Infrastructure (in addition to trees):** In addition to the above comments regarding trees, we would strongly encourage the city to be much more explicit and specific regarding other green infrastructure objectives such as bioswales, green roofs and green streets within the NE Quadrant. While integration of green infrastructure is clearly a goal of the Plan, the actual strategies and objectives remain for the most part vague and aspirational. We believe that it is important to set specific and ambitious targets for green infrastructure, develop aggressive incentive-based and regulatory programs to achieve those objectives and monitor outcomes so that efforts can be adaptively managed to ensure success.
3. **Parks and Natural Areas:** The concept of a series of parks along NE Clackamas Street is a lovely aspirational goal and we support its inclusion in the plan. However, we would urge the city to prioritize ensuring that all residents within the district are within 1/4 mile of a park or natural area. We are concerned that the basic need for access seems to get lost in this plan relative to the more grandiose concept of a series of interconnected parks. We would recommend a much more substantive treatment of how access can be improved through smaller, more dispersed acquisitions as well the types of park amenities that are most needed within the quadrant. We would specifically encourage the city to explore nature themed parks---access to nature does not necessary require a Forest Park type experience; it can be achieved through amenities such as nature play areas, bird and butterfly gardens, and even art installations such as the Host Analog Tree at the Oregon Convention Center. Given the intensity of development in parts of the NE Quadrant, the City should also be looking at innovative strategies to find openspace such as publicly accessible ecoroofs. Audubon is strong supportive of developing incentive based programs such as exchanging increased FAR in return for making privately held lands accessible for openspace uses, provided that the openspace is truly publicly accessible.
4. **Bird Friendly Building Design:** Bird collisions with structures is the number one cause of bird deaths in the United States after habitat loss and fragmentation. City's across the United States and Canada have been adopting program to reduce unnecessary nighttime lighting and to promote bird friendly building design to reduce avian collisions. In 2012, the City working with Audubon and the US Fish and Wildlife Service developed a Resource Guide For Bird Friendly Building Design <http://audubonportland.org/issues/metro/bsafe/bfbdd>. We would encourage the City to adopt policies and objectives to specific promote bird-friendly building design and reduced nighttime lighting consistent with this guide. We would note that City staff

appear to have tried to achieve this objective in a few places with the inclusion of the term "habitat-friendly design." While we strongly support incorporating habitat features into the built environment, this is actually a very different concept from the one we are discussing when we talk about reducing collision hazards. It is important that both concepts be integrated throughout the plan and the "bird friendly building design" and "reduced nighttime lighting" be specifically referenced.

5. **River Restoration:** Audubon urges the City to be more aggressive and creative in terms of identifying opportunities to restore the riverbanks in the NE Quadrant. Juvenile salmon need healthy shallow water habitat (including gently sloping vegetated banks and adjacent uplands) approximately every quarter mile as they make their way to the ocean. While the NE Quadrant is heavily constrained, we would urge the City to use this criteria as a core objective along this stretch of river in terms of seeking restoration opportunities. We would also strongly encourage the city to look for opportunities to provide as much continuity in planting along the edge of the river to provide for migrating birds that follow the Willamette River.
6. **Ecodistricts versus landscape scale restoration:** Audubon supports the concept of Ecodistricts but we are concerned that too often an assumption is made that we can simply take care of the environment by concentrating green infrastructure and sustainable building within these very limited geographies. While it make sense to set up specific areas to explore cutting edge strategies such a co-generation of power, reuse of water, etc, it is also critical to recognize a per the 2005 Watershed Management Plan that trees other green infrastructure strategies such as trees, ecoroofs, green streets, bioswales, backyard habitat restoration, and establishment of parks and naturals areas have to be distributed across the entire landscape. This is necessary to achieve both our equity and ecological health objectives. This City long ago moved beyond "pilot" projects to achieve ecosystem health and sustainable stormwater management. Ecodistricts are great to begin implementing the next generation of cutting edge strategies, but they should not take us backwards from a landscape scale approach to existing and well tested green strategies.

We appreciate the opportunity to be involved in this process as well as your consideration of these comments.

Respectfully,

A handwritten signature in black ink that reads "Bob Sallinger". The signature is written in a cursive, slightly slanted style.

Bob Sallinger  
Conservation Director  
Audubon Society of Portland

## Letter from Matt Arnold, Bicycle Advisory Committee

**From:** Matthew Arnold

**Sent:** Wednesday, August 22, 2012 6:03 PM

**To:** Melissa Egan

**Cc:** 'Leclerc, Mauricio'; 'JUHASZ Todd'; Heather McCarey

**Subject:** RE: NNEQ SAC - confirmation of your votes & comments

MELISSA:

My vote on the Facility Plan should be a “2” – with the understanding that it would be a “1” if there were some guarantee that *all* of the bike infrastructure would be built as part of an overall bikeway network for this area. Said differently, it is significant and of the utmost importance that the bike features be built as a redundant network that, together, appeals to all types of riders, especially the “interested but concerned.” If key features – such as the bike/ped overcrossing -- were removed, thereby eliminating comfortable cycling options for our most concerned or vulnerable riders, then I would drop my support (as would the Portland Bicycle Advisory Committee).

As far as the language to insert, I’m going to leave it to the actual plan writers to massage this a bit (and to determine the best spot for it within the document), but here goes:

*The bikeway infrastructure presented within this Facility Plan represents a networked solution for moving cyclists of all ages and abilities through this high-intensity area of our city. This bikeway network is redundant by design, and provides a variety of on-street and off-street options engineered to not only appeal to the strongest and most confident riders, but also to entice the “interested but concerned” who make up the largest portion of our populace. Any future refinement of this Plan should bear this fact in mind, and any resulting designs should be checked to ensure that they will provide safe and efficient bicycle access to and through the district for the largest possible range of cyclists.*

Thanks, and please let me know if you all have any further questions/concerns.

MATTHEW.

**Matthew C. Arnold, AICP**

d: 503.445.7340

twitter@SERAmatt

## Eliot Neighborhood Comments on the Final NE Quadrant Plan

Plans are needed for planning, naturally, but also for agencies to program, budget, and coordinate actions. This plan fulfills that purpose well while presenting a broadly supported compromise among many interests. It is a good plan and given thought, analysis, and consensus behind it; maybe even a great plan. It is worth noting that several of the Plan's proposed street improvements to improve bike and pedestrian safety are already being studied for early implementation. This is indicative of the value of having a well-thought out plan that enjoys broad support. The final plan has two component plans; a Facility Plan for transportation and a Land Use plan for zoning and planning. Our position on each follows.

Eliot supports the proposed Land Use plan. We have some quibbles with specific zoning applied to specific lots and blocks, but we believe those are largely administrative matters that can be addressed with staff.

The Facility Plan enjoys Eliot's general support, however; as previously noted, this support is not without reservations. Our earlier reservations were regarding the proposed connection between Eliot's Historic core and the Rose Quarter/Blanchard areas and Lower Albina to the west via a new Hancock/Dixon overcrossing and the freeway expansion itself. The current plan retains the overcrossing Eliot opposed, however; our opposition was premised on a fear the City would not stand by the plan's proposed physical and other barriers to prevent by-pass around Broadway/Weidler feeding traffic directly onto Hancock, indirectly facilitating traffic on Tillamook, and forcing traffic that would back up at the signals on Russell to diffuse through local streets that are far too narrow to handle it. The language in the report now indicates the City is committed to "preventing" this, rather than simply "minimizing" it. This will require physical measures to divert and control traffic that are far more likely to be effective than signage that might have been allowed as a "minimization" measure.

As noted in the opening paragraph, recommendations for changes to surface streets to improve bike and pedestrian safety are already under consideration. Eliot fully supports not only the proposed changes, but an accelerated schedule for their implementation, including establishing a new east-west connection between Eliot's Historic core and the area west of I-5 from Flint to Dixon. Not only will this connection be less expensive to implement, it significantly reduces the risk that Hancock will become a by-pass. Threats to the use of Tillamook as a thoroughfare and overloading of Russell during the evening commute remain and will need to be addressed with traffic diversion and calming measures. Providing this connection will not only clean up the five-way intersection at Broadway to improve safety, it will also facilitate circulation between Eliot and the area to the west in a constructive way; one that facilitates bike and pedestrian access and access to and from the commercial enterprises west of Williams that will be allowed to expand with the proposed new zoning.

With respect to the significant investment in freeway expansion, Eliot continues to question the value of this investment compared to the stated objectives and estimated benefits. I see the trucking industry has already begun to attack the plan for just the opposite reason: *expanding the freeway enough*. Clearly there will be future opportunities to continue this debate, so Eliot's opposition at this point should not be seen as a condemnation of the final plan.



## **Minority Report -- Dean Gisvold, SAC member, Irvington neighborhood, August 13, 2012**

N/NE Quadrant Plan

### **I. The I-5 Broadway Weidler Freeway Improvements Section of the Plan.**

**The freeway "improvements" should not go forward. The best option is the no build option, and here's why.**

Let's start with a public comment from the process: "You can't build your way out of congestion," which is exactly what the City and ODOT propose.

Forty years ago, the City said no to the Mt. Hood freeway and the Rose City freeway, and instead invested in the first light rail line. Forty years ago, the City said no to more cars and parking downtown and invested in a pedestrian friendly, transit-oriented downtown. I was privileged to participate in those decisions, which have, in my opinion, served us well. For years, Portland has and continues to invest in transit, light rail and streetcars, investing in the future. Portland still has an in migration of folks who want to live here, and I am convinced that the quality of life we enjoy will continue to attract businesses with permanent jobs and new residents.

The freeway proposal turns back the clock and is inconsistent with forty years of progress toward a transit-oriented city with 20-minute neighborhoods. It favors cars and freight over people and small businesses, such as the Paramount Apartments, the Left Bank development, the Madrona, and the medical clinic, all located in the study area. These businesses and other businesses like them represent significant public and private investments, a real effort to make this part of town pedestrian friendly and transit oriented. These are the very businesses this proposal should assist, not isolate, by bringing more traffic to their very doorsteps.

This proposal has the potential to cause significant problems to the operation of the east side streetcar system. This proposal was adopted without any environmental impact review and without any study of alternative transit options.

This proposal will further divide the Rose Quarter area and its development from the Lloyd District and many people who will live and work in this area.

This proposal will further impact the African-American community remaining in the area.

Finally, the time period for planning and construction, a 5- to 10-year period, will cause uncertainty for businesses thinking about relocating and investing in the area, and major problems for those who live and work in the area.

Another public comment is relevant here: **"Doesn't serve neighbors well, just cars, don't build it." My feeling as well. Don't build it.**

**II. The land use part of the Quadrant Plan makes more sense with several exceptions. I include those exceptions here as part of my minority report.**

Regarding the Goals, Policies, and Actions for the Lloyd District area, pages 25-46, as supplemented by Appendix A and Appendix B.

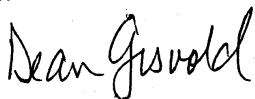
**Lloyd RC 3, App A, Map A2, and App B, RC3.** I do not support the additional height limits for the Broadway Bridgehead, the Steel Bridgehead, MLK/Union Avenue Gateway, and the Thunderbird site. The term "gateway" does not carry with it an automatic increase in height so tall buildings can frame the approach to the Broadway Bridge. This approach was not followed on the west side of the Broadway Bridge, nor does this approach further Broadway as a "main street" as contemplated by Policy 4 on page 32 of "Successful Neighborhood Business Districts," which I support. Can we create a main street NE Broadway, and a high density N. Broadway? What we do in one part of Broadway will affect other parts of Broadway. To the extent this increase in height is also an increase in overall density, I see greater demand on Broadway to carry even more traffic through the neighborhoods, which may also increase the barriers to overall connectivity and travel by bike and walking.

**Lloyd Urban Design Goals, page 39.** A gateway location (third paragraph) does not require tall buildings to "emphasize the civic significance of these places." I am opposed to this goal. See comments above on RC 3.

**Map A 2, Alt B.** I do not support the increases in the height limits as set forth in this map. The major justification put forward for such increases is that it should spur new development because the old limits did not. This argument is pure speculation, and way too simplistic.

**Map A 3.** I question whether the Civic designation for Broadway is consistent with the further development of Broadway as a "main street" and whether such designation meets the objectives of the NE Broadway Business group and the comments from Murray Koodish dated May 20, 2012.

Respectfully submitted:



Dean Gisvold  
August 13, 2012



June 27, 2012

Dear SAC Members,

On behalf of the Oregon Trucking Associations' members, I would like to provide the following comments regarding the N/NE Quadrant and I-5 Broadway Weilder Plan. The Oregon Trucking Associations, Inc (OTA)., the only association representing trucking in Oregon and has members with many different types of operations, including general commodities, sand and gravel, forest products, household goods, bulk, heavy haulers, warehouse, and local cartage. OTA members are part of a network of carriers that drive Oregon's highways to deliver freight and the project area is a critical corridor where the reliability has significantly deteriorated.

Over the last six months I have discussed with OTA members in every corner of the state that the end product of this two year process is the possibility of a future addition of a north and south bound auxiliary lane in this section of the corridor. A corridor that according to the American Transportation Research Institute Bottleneck Report is ranked 35<sup>th</sup> out of the top 250 bottlenecks in the country. They expressed the same fundamental concerns that OTA outlined in our comments on March 13, 2013. OTA members put safety first, investing in improved driver training programs and advanced safety technologies. They actively participate in industry safety initiatives at the local, state and national levels and the direction the committee has taken to address our mutual safety goals in the project area are disappointing.

Today I want to reiterate OTA's concerns by reminding the committee that the project team's research (presented on December 8, 2011) indicated that the crash rate in the project area is three times what it is in the Terwilliger curves. From 2005 - 2009, there were 472 crashes reported in the study area and the crashes are due to short weaving sections, conflicting movements and friction from through movements, problems which are only minimally being addressed through the current plan. On page 2 of the June 7, 2012 - Facility Plan the data presented describes the problems in the project area and again confirms our safety concerns. Unfortunately the safety and reliability needs of the freight community and the motorists that travel the corridor have been seriously discounted throughout this process.

OTA has long supported a balanced transportation system throughout Oregon and has been actively involved in discussions in the Portland region where significant investments have been made in alternative transportation. While we applaud these efforts, we believe it's time to balance the investments in our transportation system and invest in improving safety in the I-5 Broadway Weidler/N/NE Quadrant.

The trucking industry in Oregon plays a significant role in the economy. There are over 6,190 trucking companies based in Oregon, most of which are small and locally owned. These companies provide one out of 16 jobs (85,050) in Oregon, paying wages totaling over \$3.8 billion. The trucking industry also 'invests' over \$486 million in federal and state roadway taxes and fees each year. For OTA and its members, the facts are clear: We need to invest in the asset. It's time to relieve the pressure this quadrant is under by improving safety and reliability in the project area. This will ultimately enhance the economic strength of the region.

Sincerely,

Debra Dunn  
President

---

***Oregon Trucking Associations, Inc.***

4005 SE Naef Rd., Portland, OR 97267

Phone: 503.513.0005 Fax: 503.513.9541

[www.ortrucking.org](http://www.ortrucking.org)

I wanted to share a few thoughts as part of the evaluation, with the recognition that I was less engaged toward the end of the process than I was towards the beginning. These only reflect my concerns. Steve Bozzone, who was designated my alternate a little late in the process, participated in different stages but will likely not be able to submit an evaluation within the prescribed deadline.

\*\*\*

It's still unclear to me why I was asked to join the committee. When I recognized that the process wasn't open to examining health impacts in a way that would utilize my expertise, I removed myself from the committee with the understanding that I would return when the project had advanced enough for my time to be used effectively. When staff asked me to return, I found that the process still wasn't open to **really** examining health impacts, particularly the disparities that the proposed solutions might exacerbate. At the same time, however, Upstream organized meeting with project staff for those partner organizations represented on the SAC to help keep all of us on the same page. I stayed engaged largely in part to facilitate these meetings.

I do very much appreciate that staff (especially Andy Johnson and Todd Juhasz from ODOT and Mauricio Leclerc and Steve Iwata from the City of Portland) were willing to make time for small group meetings, which did end up being much more helpful for me and several of the partners who have not traditionally been at the table. Andy and Todd were very responsive to my need for clarification around the ODOT portions of the project.

On the other hand, the SAC meetings seemed to work well for the old-hand players but didn't feel productive for me and some of the partners from whom I suspect you might not receive an evaluation. Because I hadn't seen much willingness to expose the project to a meaningful health analysis, the only thing that was really keeping me engaged on the SAC was when I could be a support for our partners. Once they no longer felt the process could serve their constituents, I could not justify continuing to spend much time with the project, especially since my organization never did have any resources to dedicate to me participating.

To be honest, I remain unconvinced that expanding a freeway in the heart of our city can be justified at all. Local improvements are desperately needed, but this project seems like a poison pill. The inability to examine the serious upstream and downstream impacts and possible solutions was very frustrating. At a time when it's especially important that our limited transportation dollars are spent to support as many of our state and community goals as possible, we need to be able to approach problems in ways that might at first seem "radical" and put all of the options through their paces. That so many issues were off the table from the beginning made it hard to believe that the process wasn't mostly cooked from the get-go.

**PORTLAND DEVELOPMENT COMMISSION**

Portland, Oregon

**REPORT NO. 12-32**

**ATTACHMENT D**

**REVIEW OF DRAFT CENTRAL CITY 2035 CONCEPT PLAN AND DRAFT N/NE  
QUADRANT PLAN, INCLUDING RELATED I-5 BROADWAY/WEIDLER AND  
ROSE QUARTER DISTRICT PLANS**

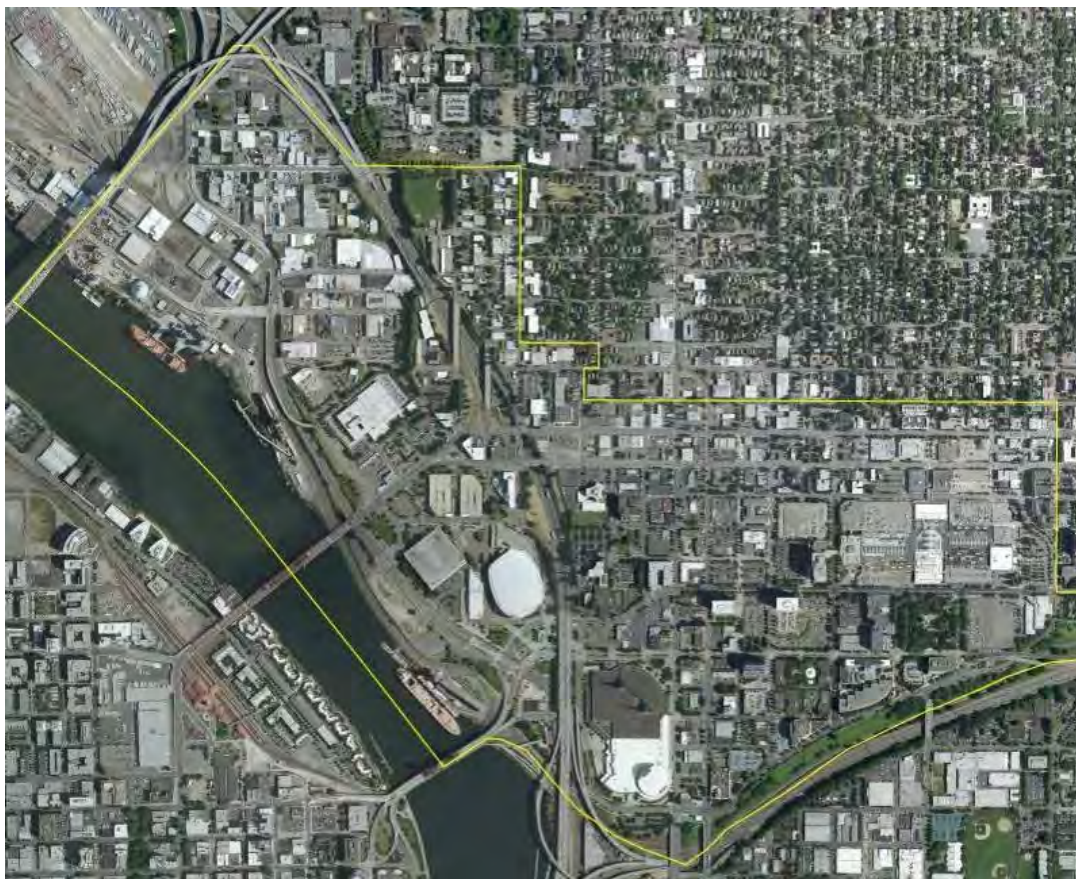
Attachment D includes this cover page and contains 131 pages:

- North/Northeast Quadrant Plan

# Central City N/NE Quadrant Plan

Revised Stakeholder Advisory Committee Review Draft

July 2012



The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings.

If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

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Special thanks to Calaroga Terrace for hosting many SAC meetings

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Wynn Avocette  
Pauline Bradford  
Carol Gossett  
Phil Selinger  
Carolyn Briggs (past)  
Daniel Deutsch  
Malina Downey  
Debra Dunn  
Dean Gisvold  
Cynthia Gomez (past)  
Heidi Guenin  
Damien Hall  
Sean Hubert  
Wayne Kingsley  
Wade Lange  
Eric Lovell  
Jenny Lyman  
Gary Marschke  
Brock A. Nelson  
Midge Purcell (past)  
Jodi Parker

Paul Riggs (past)  
Owen Ronchelli  
Wanda Rosenbarger  
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Bob Sallinger  
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Mike Warwick  
Justin Zeulner  
J. Isaac (past)

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Susie Lahsene  
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Paul Smith  
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Thanks to the many property owners, community groups, individuals, businesses and public agencies who participated in the process, and whose input contributed to this plan.

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# CHAPTER 1: INTRODUCTION

## Purpose

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

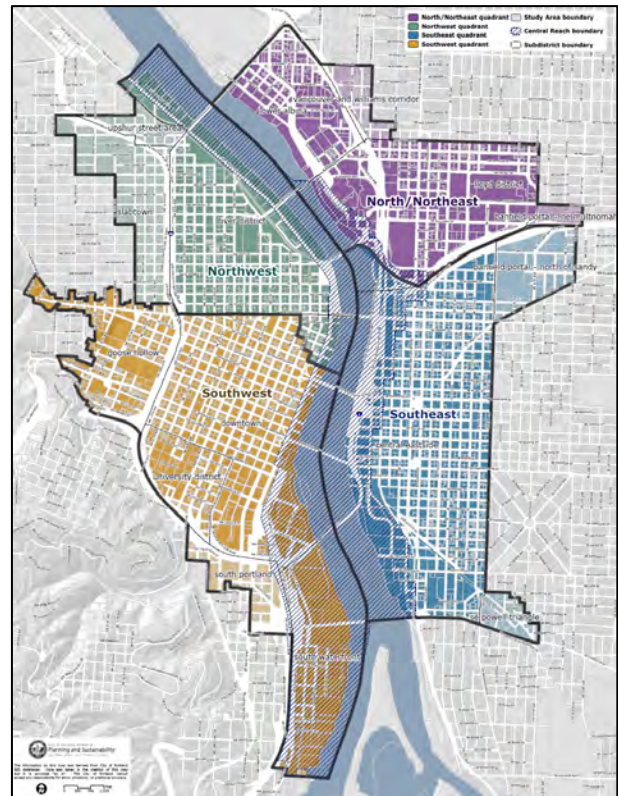
The CC2035 Plan will include new guiding policies, updated land use and urban design plans, and more detailed plans for specific Central City districts. The Plan will replace the 1988 Central City Plan as the primary guiding policy document for the Central City. The Central City 2035 plan will be part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

The N/NE Quadrant Plan is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure and development entitlements in the Lloyd District and Lower Albina subdistricts of the Central City.

The planning area also includes two study areas: the North Banfield Portland and the Vancouver Williams Corridor. These areas, which are outside of the Central City, were included in the plan boundary because of the potential for land use and transportation proposals in the quadrant to affect them and to address long-identified land use and zoning issues in these areas.

The N/NE Quadrant contains significant facilities and functions of state-wide and regional significance, including the industrial

Map 1: Central City 2035 Plan Boundaries



Map 2: N/NE Quadrant Planning Area



working waterfront in Lower Albina and major event, office and retail facilities in the Lloyd District. However, this area as a whole has not fully realized economic development goals and targets related to jobs and housing set in the Central City Plan. Both the Lloyd District and Lower Albina have the potential to continue to grow and evolve as unique elements of a vital Central City.

A major transportation facility in the N/NE Quadrant is the I-5 Freeway. While the freeway provides regional access to Lloyd and Lower Albina and serves industrial uses and regional attractions well, the history of the construction of the Interstate Freeway System in Portland has been controversial, including impacts to neighborhoods, families, and in particular to the African-American community in Portland. Today, the freeway and Broadway/Weidler interchange are congested, with the highest crash rates in Oregon on the freeway and a high number of crashes, particularly involving pedestrians and bicyclists on surrounding local streets. The freeway corridor running through the district also acts as a barrier disconnecting the land use and communities east and west of the freeway. To address these issues, the City of Portland and Oregon Department of Transportation (ODOT) engaged in a joint effort in the N/NE Quadrant planning process to develop an I-5 Broadway/Weidler Interchange Plan concurrently with the N/NE Quadrant Plan. This interchange plan was intended to establish a new type of framework that integrates the high-density, pedestrian emphasis for the Broadway/Weidler corridor with an urban freeway interchange.

## Planning Process

The N/NE Quadrant Plan was developed through a unique collaborative partnership between the City of Portland and the Oregon Department of Transportation to address land use, urban design and local transportation issues for the quadrant at the same time as major transportation issues related to the I-5 freeway. Over a nearly two-year period, a diverse, 30-member Stakeholder Advisory Committee (SAC) worked with interested community members and staff to develop this plan and the recommended concept for I-5 Broadway/Weidler Interchange Improvements. The SAC met 19 times and held 13 subcommittee meetings. Several public events were held at key milestones in the process to encourage broad participation and input. The project team also attended regular meetings of community groups such as neighborhood and business associations, organized meetings with stakeholders and conducted an on-line survey to obtain feedback on plan proposals. The resulting products of this effort represent a careful balance between land use and transportation improvements and have received broad support from the SAC and community at large.

Additional information about the planning process is contained in Chapter 2: *Developing the Plan* and Appendix F: *Public Involvement Summary*.

### N/NE Quadrant Plan Timeline

PROJECT TIMELINE						
September 2010	Fall 2010	Winter 2010	Spring/Summer 2011	Fall/Winter 2011/2012	Spring/Summer 2012	Fall 2012
Project Start-up	Background and Existing Conditions	Set Project Goals and Scope Identify Issues, Opportunities and Constraints	Develop Concept Alternatives	Select Preferred Concept	Develop Plan	Adoption/ Approval Process
PUBLIC EVENTS						
	Community Walks September 2010	Public Open House November 2010	Charrettes February/April 2011 Public Open House June 2011	Public Open House February 2012	Extended Public Comments SAC Meetings June 2012	Planning & Sustainability Commission September 2012 City Council October 2012

## Background

The N/NE Quadrant is made-up of two Central City districts, Lower Albina and the Lloyd District. Each is a very distinct place, with different urban characters, development patterns, and land uses. Lower Albina is primarily an industrial district, with a working harbor area, an important living-wage job base and a small mixed-use historic area along N Russell Street. The Lloyd District is characterized by a number of large region-serving facilities, including the Rose Garden, Oregon Convention Center and the Lloyd Center shopping mall, as well as a concentration of large office buildings and neighborhood serving retail on the eastern portion of NE Broadway.

## History

For centuries prior to first contact with Europeans and Americans, Chinookan-speaking peoples, including the Clackamas and the Multnomah, inhabited the lower Columbia basin in the vicinity of the area now known as Portland. Chinookan villages were located on both sides of the Columbia River near the mouth of the Willamette, with additional villages, resource areas, and trade routes located along the lower Willamette. By the time Portland was founded in the mid-1840s, disease had reduced the area's indigenous population by as much as 90 percent. By the 1850s, encroachment by white settlers and forced removal to reservations further devastated indigenous societies and few Native Americans remained in the Portland area.

The Lloyd District and Lower Albina share aspects of their histories as east side communities that grew-up near, but not in, the City of Portland. Growth on the east side was initially slower than on the west, as development was hampered by swamps and sloughs along the waterfront. Eventually, two communities with separate and distinct identities grew up, Albina and East Portland, each of which grew over time and became incorporated cities in their own right.

From the 1850s to the 1870s, East Portland, covering the southern portions of the Lloyd District, was largely rural, with timbered areas, giving way to small farms and residential growth over time. It was connected to Portland with several ferries. By the early 1880s it had a strong commercial spine running along Grand Avenue and a growing trade-oriented working waterfront.

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina. First platted in 1873, Albina grew up with two distinct sections, upper and lower. Lower Albina was a working industrial and waterfront area, which really took-off with the coming of the Union Pacific Railroad and the big terminal yards in the 1880s. In its early years Albina was populated by a large number of first and second generation European immigrants. The White Eagle Saloon, opened by Polish immigrants in 1905, is a reminder of the area's ethnic history. In 1891, the cities of Albina, East Portland and Portland consolidated into a new unified City of Portland.

By the turn of the century, most of the inner east side was platted, and rapidly growing in population and economic activity. In 1910, the total population on the eastside reached 120,000. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and a growing streetcar network. The first bridge in the N/NE Quadrant itself was the first Steel Bridge in 1888, located about 3 blocks north of the current Steel Bridge, which was completed in 1912. Both carried freight rail and street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, it too carried a streetcar line.

The black population on the east side had steadily increased in the first part of the 20th century, especially after 1919 when organized residential segregation was instituted by Portland real estate

agents, and Albina became one of the few areas in the city where African Americans could readily obtain housing. World War II drew thousands of African Americans to Portland to work in the ship yards. Following the war there was a large housing shortage, and the situation was much worse for African-Americans, whose housing options were limited. The situation reached crisis levels after the Vanport flood displaced 17,000 people in 1948. After the flood many African Americans moved to Albina.

The heart of mid-century African-American Albina stretched from the area where the Coliseum is now to north of Russell Street, with N Williams Avenue serving as a commercial, institutional and social spine for the community. One of Portland’s hottest jazz clubs in the 1940s, the Dude Ranch, was located in the area. The building is the recently rehabilitated Leftbank Building, which is one of the few surviving buildings of the southern Albina African-American neighborhood. Another significant surviving structure is the Mount Olivet Baptist Church, located at 1<sup>st</sup> and Schuyler, which served as an important gathering place for the African-American community.

While the industrial character of Lower Albina has remained relatively stable, the Lloyd District area changed dramatically in the last half century, its form and character shaped by several major public infrastructure projects and large public and private developments. Beginning in the 1950s and continuing throughout the late twentieth century, major freeway projects, including I-84 (1965) and I-5 (1966), and large developments such as the Veterans Memorial Coliseum (1960) and the Lloyd Center (1960), resulting from Ralph Lloyd’s grand vision for the area, re-made the fabric of the area. These and other projects entailed the demolition of large swaths of housing and small-scale commercial buildings, disproportionately impacting Portland’s African-American community. The Coliseum project entailed the demolition of 476 housing units, half of which were inhabited by African-Americans, and dozens of businesses, essentially razing the southern anchor of a vital African-American neighborhood.

It should also be noted that, over time, development completely changed the physical landscape and hydrology of the area. The shoreline along the Willamette River was filled. Small streams were filled or put into pipes, and vegetation has been removed and replaced with buildings and paved surfaces.

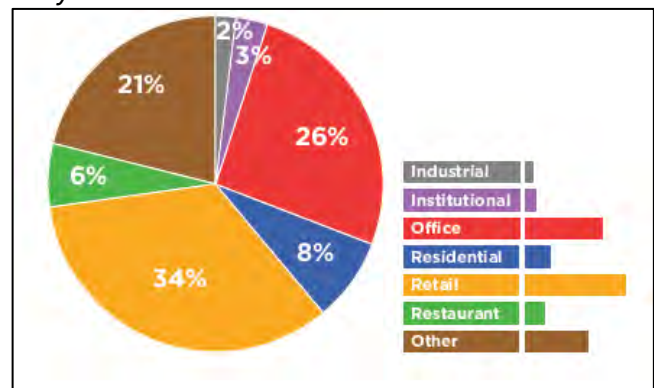
Additional information about the history of the N/NE Quadrant is contained in Appendix D: *History*.

**Existing Conditions**

**Lloyd District**

The Lloyd District today is predominantly a commercial area, with 26% of the area in office use, 16% in retail/major event entertainment and 14% in retail/shopping. Hotels make up about 10% and residential uses 8%. Another 10% is in parking structures (excluding surface parking). Retail activity is mainly focused around three areas, the Rose Quarter, the Lloyd Center area and the Broadway/Weidler couplet. Offices are concentrated in the southern and central portions of the Lloyd District. The most significant public open space is four-acre Holladay Park, south of the Lloyd Center.

*Lloyd District Land Uses*



The Lloyd District had 70 acres of redevelopable land identified in a 2007 study of vacant and underutilized land in the Central City. Those 70 acres have enough development potential under current entitlements to nearly triple the amount of built space in the district.

The district was estimated to have about 16,800 jobs in 2010, accounting for approximately 14% of the total in the Central City. Some of the biggest employment sectors in 2006 were: Services (30%); Retail, Arts, and Accommodation (30%); and Public Sector (12%).

In terms of residential population, the Lloyd District is one of the smaller districts in Central City. The 2010 Census recorded approximately 1,500 residents, making up less than five percent of the Central City’s population. The district contains approximately 1,000 housing units. A 2008 housing inventory found that 87% of the housing in the Lloyd District was rental, with an average rent per square foot of \$1.09, and a majority of rental units falling within the 81–120 percent Median Family Income (MFI) bracket, meaning they are moderately affordable.

*Table 1: N/NE Quadrant Population, Housing and Employment, 2010*

	<b>Lloyd District</b>	<b>% of CC</b>	<b>Lower Albina</b>	<b>% of CC</b>	<b>Central City</b>
<b>Population</b>	1,535	4.7%	139	0.4%	32,362
<b>Housing Units</b>	1,056	4.7%	88	0.4%	22,653
<b>Jobs</b>	16,799	13.6%	3,379	2.7%	123,565

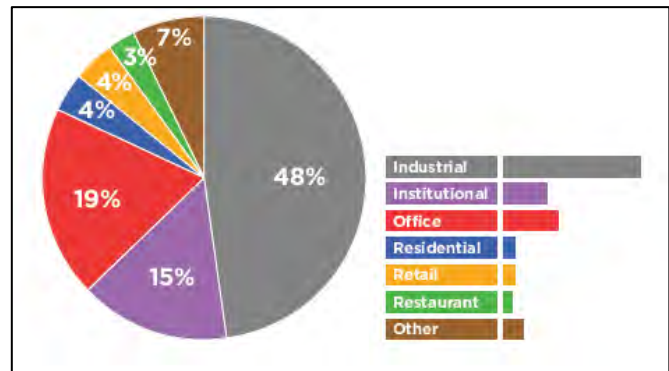
Zoning is very flexible in most of the Lloyd District. The Central Commercial (CX) zone is a high-density, mixed use zone covering 87% of area. It allows a range of uses such as office, retail, institutional, and residential. Related development standards such as maximum height and floor area ratio (FAR) are generous, resulting in development entitlements comparable to those in the downtown core. Roughly five blocks of Central Residential (RX) zoning is located in the center of the district. An area of General Industrial 1 (IG1) is located near the river, at the site of the Louis Dreyfus grain elevators.

The Lloyd District has well-developed transportation infrastructure. It is served by two interstate freeways, four MAX light rail lines, the Portland Streetcar and eight bus lines. Some of the most heavily-trafficked auto streets include two major couplets: Broadway-Weidler and MLK-Grand. The abundant parking available in the Lloyd District is a highly visible characteristic. There are roughly 23,000 parking spaces, with roughly 21,000 spaces in surface lots or multi-story structures. The Lloyd District serves as a major conduit for bicycle routes to and from North and Northeast Portland, particularly the Broadway-Weidler and Vancouver-Williams couplets. The Eastbank Esplanade, a popular route for commuting and recreational cyclists, connects the District to Downtown and the Central Eastside.

**Lower Albina**

Today, Lower Albina remains primarily an industrial and employment district, with nearly half of its area devoted to industrial land uses and another 35% in office or institutional uses. In 2010 there were approximately 3,400 jobs in the district. Some of the biggest employment sectors in 2006 were: Education and Health (52%, primarily due to the Portland Public Schools Blanchard facility); Transportation, Warehousing, and Wholesale (14%); and Manufacturing (13%).

*Lower Albina Land Uses*





Lower Albina has a very low resident population, with 139 residents in 2010, making up less than one percent of the Central City population. It contains 88 housing units, of which nearly all are rental units. Most of the housing is in the small mixed-use area in the vicinity of the historic Russell Street Conservation District, a concentration of historic structures, several of which have been rehabilitated in the last decade.

There is no public open space in the district, however Lillis Albina park is just outside of the district on the east side of the I-5 freeway.

The industrial character and low population of Lower Albina is a reflection of its zoning pattern; 76% of the district is zoned General Industrial 1 (IG1) and 16% is Heavy Industrial (IH). Both zones strictly limit non-industrial uses and generally prohibit residential development. Mixed-use zones total only a few acres each: Central Employment (EX) along Russell Street, accounts for 4% of the district, and Central Commercial (CX) makes up 3%, concentrated at the southern boundary of the subdistrict adjacent to the Rose Quarter.

Freight movement by trucks and trains is an important part of the economic well being of Lower Albina. The access route to I-5 North is N Interstate Avenue to the N Going Street interchange. The access to I-5 South and I-84 is NE Broadway to the Wheeler on-ramp. Interstate Avenue is the major north/south arterial in Lower Albina and is used for automobiles, trucks, light rail, transit, bicycles, and pedestrians. Russell Street is the main east-west connection. The nearby Union Pacific rail yard is classified as a Freight District.

## ***Previous Planning***

### **Lower Albina**

Planning efforts from the last few decades in Lower Albina have focused on retaining and enhancing the industrial and employment functions of the district. Both the 1988 Central City Plan and the 1993 Albina Community and Eliot Neighborhood plans called for ongoing support of the district's industrial activities and freight movement, while preserving the mix of uses and historic character of the Russell Street area and seeking better connections to the Willamette River. More recently, the River Plan/North Reach planning process reconfirmed the value of the industrial development and operations in Lower Albina.

### **Lloyd District**

The Lloyd District has been the focus of a number of planning efforts in the past few decades, many seeking to build on the district's existing assets, such as its regional transportation connections and concentration of regionally significant event facilities and services. One of the key intentions of the 1988 Central City Plan was to connect the Lloyd District with the Downtown core, creating a continuous swath of high-density commercial development and downtown activity. Other goals called for improving the pedestrian environment, reinforcing the Lloyd Center as the eastern anchor of Central City retail, and enhancing major focal points such as the Convention Center and the Memorial Coliseum.

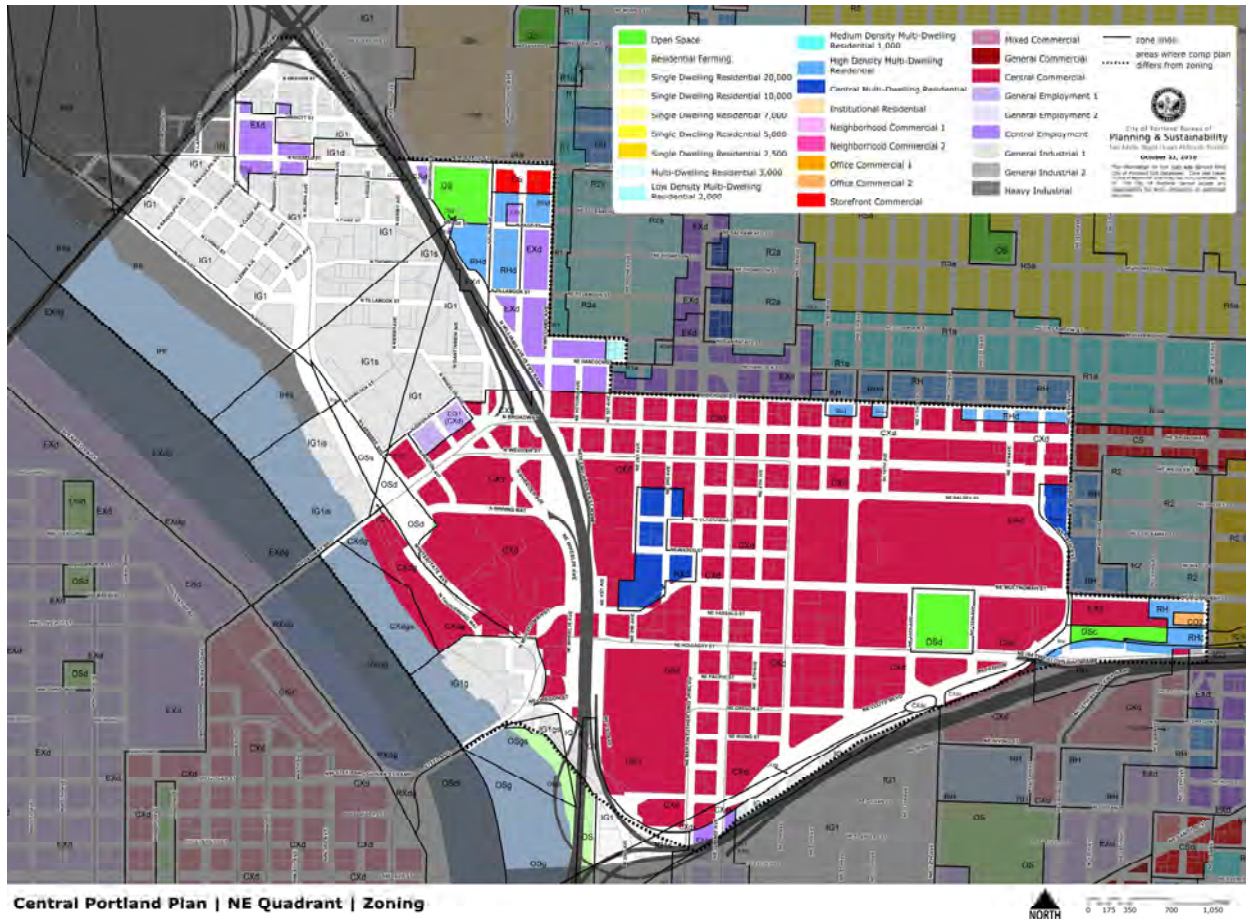
More recent efforts such as the Portland Development Commission's Lloyd District Development Strategy (2001) and Lloyd District Housing Strategy (2002) focused on increasing the amount of high-density housing. The 2006 Development Vision for the Oregon Convention Center described an vibrant 24-hour entertainment district, with new hotels, housing developments, entertainment and retail venues in the sixteen block area adjacent to the Convention Center.

The Lloyd District has been identified as an “EcoDistrict”, which is reflected in more recent planning efforts and this plan. It was first envisioned as a “green district” in the 2004 Lloyd Crossing study, that envisioned a new urban district that would maximize development potential while achieving environmental goals such as carbon neutrality, habitat restoration and reliance on solar energy. A formal Lloyd EcoDistrict partnership was initiated in 2011 to implement projects that accelerate sustainable development on a district-scale.

While some progress has been made towards achieving the goals of previous plans, the Lloyd District still contains an enormous amount of development potential and unique opportunities for place-making. As the district redevelops, there will also be opportunities to integrate nature into a densely developed urban area and to become a model of urban sustainable development.

Additional information on existing conditions and previous planning, including information on the two study areas included the N/NE Quadrant planning area, is contained in the *Central City 2035 Subdistrict Profiles* report.

Map 3: N/NE Quadrant Zoning



## **Relationship to the Central City 2035 Concept Plan and Portland Plan**

### ***CC2035 Concept***

The Central City 2035 Concept is a 25-year concept plan that will guide the updates to the 1988 Central City Plan. It defines the overall direction for the Central City as a "Center for Innovation and Exchange" within the context of city-wide goals established through the Portland Plan and Comprehensive Plan. The Concept recognizes the Central City as the center of the economy for the Portland metropolitan region and the Columbia River Basin. It is also the regional center for arts and cultural activities, retail, entertainment, tourism, higher education and lifelong learning, urban living and the region's multimodal transportation network.

The density of uses, activities and people has established an environment of excitement, interest, vibrancy and synergy. It encourages a level of interaction between people, businesses and institutions that can not be generated elsewhere in the state. The positive impact this environment has on economic development, creativity, civic engagement, and the livability of the region as a whole is significant.

Within the N/NE Quadrant, the Lloyd District and Lower Albina are important components of the Central City and will be critical to meeting the strategic directions set by the Concept. To this end, the N/NE Quadrant Plan includes detailed goals, policies, and action item updates for these two districts. Key among these goals is to capitalize on the Lloyd District's development potential, transportation investments and EcoDistrict designation to create a vibrant, sustainable and mixed-use district that becomes an extension of downtown and strong eastside urban center. Lower Albina will continue to be home to an important close-in industrial job base and small business incubators, with an eclectic mix of uses that contributes to the diversity and character of the Central City. Future quadrant plans, for the SW, NW and Central Eastside, will similarly help implement the Central City 2035 Concept throughout the Central City.

### ***Portland Plan and the Comprehensive Plan***

Portland's Comprehensive Plan is currently being updated based on the guidance provided by the Portland Plan, a strategic plan for the City of Portland adopted by Council in 2012. It sets broad goals for improving equity, prosperity, educational outcomes and human and environmental health in Portland. The Comprehensive Plan will implement the Portland Plan policies that relate to state-mandated long-range plan requirements that guide land use, transportation, conservation, and capital projects. The Portland Plan places key emphasis on achieving success citywide in four key areas: a framework for equity, thriving educated youth, economic prosperity and affordability, and a healthy connected city. While at its core it is a land use planning policy document, the N/NE Quadrant Plan is relevant to the Portland Plan's equity focus and integrated strategies in a variety of ways as outlined below.

### **Framework for Equity**

Broad outreach and engagement has been a major focus of the N/NE Quadrant Plan process. A diverse 30-member Stakeholder Advisory Committee (SAC) advised staff throughout the development of both the Quadrant Plan and the I-5 Broadway/Weidler Interchange Improvement planning process. This committee included representatives from equity and health-oriented organizations, businesses, property owners, transportation advocates, adjacent neighborhood organizations and other perspectives. In addition, a range of public events and outreach activities including open houses, design charrettes, and surveys provided opportunities for input from a broad constituency. In addition

to SAC meetings and larger public events, staff attended more than 75 individual meetings on the project with area groups and interested individuals.

The goals, policies and actions included in the N/NE Quadrant Plan are in many ways intended to help repair a neighborhood that has been done significant harm by large public projects of the past. Neighborhood connectivity, housing production and preservation of historic and cultural resources are key areas in which the plan attempts to correct damage done in the past. Policies are included that attempt to discourage displacement, while allowing for significant new development. Limited change is recommended in Lower Albina where business displacement risk is high. However, in the Lloyd District, which has few residents today and significant vacant and underutilized lands, the plan suggests a high level of change. This approach is intended to accommodate substantial new development will access to transit, jobs and other Central City amenities with very limited displacement. However, it will be important to monitor potential impacts on adjacent areas that could be at risk for displacement, such as the Eliot neighborhood.

### **Thriving Educated Youth**

Centrally located and well-served by all transportation modes, the Central City and N/NE Quadrant are highly accessible to youth from around the region. The N/NE Quadrant Plan emphasizes job growth and residential development, both of which could increase youth access to these important opportunities. Further, in the Lloyd District the plan seeks to provide new open space and outdoor recreation opportunities that are important to support families and youth activities. The plan also recognizes and supports existing major regional facilities such as the Lloyd Center Mall and the Rose Quarter, which are important recreational and social facilities for youth providing critical opportunities for community interaction. The plan seeks to balance the episodic nature of these activity centers and improve neighborhood vitality, diversity and safety through encouraging mixed-use, urban development.

### **Economic Prosperity and Affordability**

The N/NE Quadrant Plan places significant emphasis on capacity for job development – in both Lower Albina and the Lloyd District. Together the districts provide opportunities for business growth in a wide range of sectors from industrial and manufacturing to retail and professional services. In addition, the transportation policies and actions, including the recommended I-5 Broadway/Weidler Interchange Improvements developed in conjunction with this plan, recognize the importance of a robust and diverse transportation system to serve this crucial employment district in the future. The plan seeks to provide a full range of housing options and affordability levels in the Lloyd District and establishes ambitious goals for housing production, including affordable units. However, new resources and tools will need to be identified in order to achieve affordability goals.

### **Healthy Connected City**

Few other areas in the region share the Lloyd District's combination of transportation system access and degree of development opportunity. The Quadrant Plan envisions a fully-developed, cutting-edge, sustainable, livable, mixed-use community of some 30,000 jobs and perhaps 10,000 residents in the Lloyd District. It lays out a concept for open space, local pedestrian connections and regional trails, as well as tree canopy and green infrastructure enhancements, to improve watershed function and habitat vitality and provide a healthier urban environment for people and wildlife.



## CHAPTER 2: DEVELOPING THE PLAN

Community involvement was a critical part of the development of the N/NE Quadrant Plan. Extensive work was completed in 2010 and 2011, including SAC meetings, stakeholder meetings, community walks, charrettes and open houses resulting in four products that guided development of the district concept diagrams, goals, policies and implementation actions in Chapter 3 that will become part of the updated Central City Plan. This chapter describes these products, which include:

**Project Goals:** Overall project goals developed and adopted by the Stakeholder Advisory Committee to guide development of the plan. The project goals are outlined on page 12.

**Urban Design Principles:** Five organizing principles for quadrant-wide urban form that informed the development of concept alternatives and the eventual proposed concept for the N/NE Quadrant. These principles, listed below, are described in detail beginning on page 13.

- Two distinct places
- Fill in the central core
- Strengthen connectivity
- Take advantage of urban form
- Celebrate the crossroads

**Proposed Concept:** A series of five concept diagrams for the quadrant that illustrate the preferred future direction for land use, building height, street and development character, open space and green systems. The proposed concept formed the basis for the district concept diagrams and detailed policies and actions in Chapter 4. The proposed concept is described in detail with accompanying diagrams beginning on page 16.

**Integration with the I-5 Freeway Project:** A description of how improvements proposed for the I-5 Broadway/Weidler Interchange can support the growth and development of the local area envisioned in the proposed concept. Integration with the freeway project is described in detail on page 23.

## Project Goals

The following are the overall project goals were developed and adopted by the Stakeholder Advisory Committee (SAC) in January 2011. The goals guided development of the plan and provided general criteria for periodic evaluation of draft concepts, policies and action items.

*“This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.*

*Our recommendations will be guided by our desire for:*

- *A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;*
- *A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;*
- *Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;*
- *Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;*
- *Equitable access to community amenities and economic opportunities;*
- *Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;*
- *Protection and enhancement of the cultural heritage of the area and its sub-districts; and*
- *Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.”*



## Urban Design Principles

In Spring 2011, the project team developed concept alternatives for the quadrant that were used to illustrate choices and solicit input from the SAC and public. One of the resulting products of this input were the urban design principles described below, which established organizing principles and big picture ideas regarding the quadrant-wide urban form.

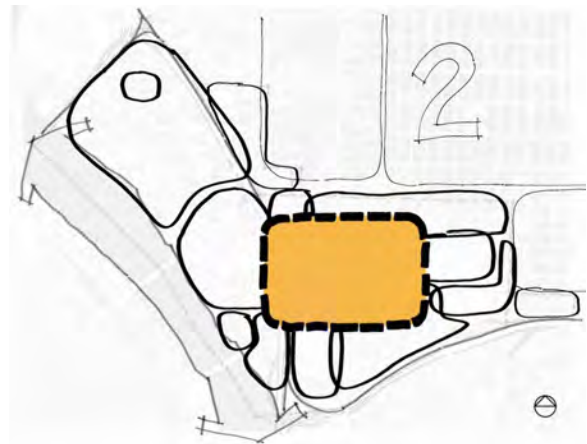
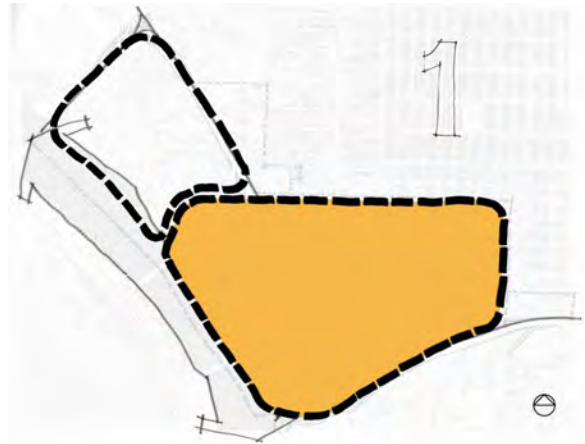
**Two Distinct Places:** The N/NE Quadrant study area includes two distinctly different areas, headed in different directions.

Lower Albina is an active industrial and employment district not anticipated to dramatically change in its form, function or character between now and 2035. Incremental infill development in and around Russell Street is expected to continue along with gradual growth of the district's industrial and commercial businesses.

The second area is the Lloyd District, including the Rose Quarter, an area with long-held expectations for considerable redevelopment and change. Around its edges, the Lloyd District has seen slow-paced change over the past decades, including expansion of the Rose Quarter/Oregon Convention Center, new mixed use residential buildings along the eastern Broadway/Weidler corridor, and a steady increase in new office buildings in the office core area along NE Holladay. Notably still missing from the Lloyd is a critical mass of high-density residential development, while significant new residential communities rapidly emerged over the last two decades in other areas of the Central City.

**Fill in the Central Core:** Physical transformation of the landscape is highest in this area.

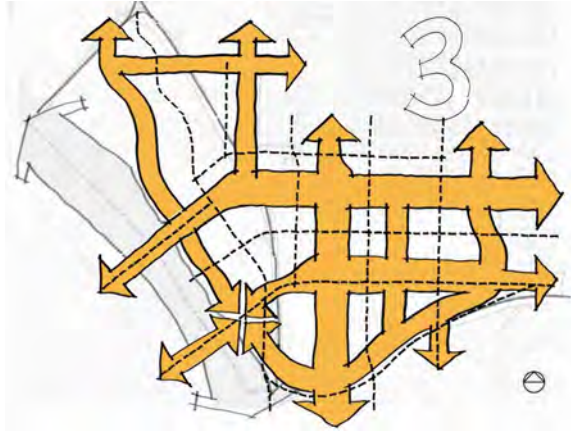
For the success of the quadrant and specifically the Lloyd District, the "Central Core" area should transform into a high-density, high-amenity urban place that features a mix of residential and commercial/ employment uses organized around a new, signature public open space system. Currently this area is notable for its lack of a defined identity and sense of place, somewhat different from the other areas surrounding it. New development in the Central Core has the opportunity to help craft a new, marketable image or brand for the Lloyd District. The new streetcar alignment along 7<sup>th</sup> Avenue could represent a new, transit and pedestrian-oriented focal point, providing a human-scaled, storefront retail center for the Central Core area.





**Strengthen Connectivity:** Strengthen connectivity to and through the quadrant area.

The N/NE Quadrant enjoys good regional auto and transit connections for its residents, workers and visitors. However, the two freeways – I-5 and 84 – while providing vital regional access to and from the quadrant, create challenges to local connectivity, both within the quadrant area and to adjacent districts. The Broadway/Weidler, MLK/Grand and Vancouver/Williams corridors all serve the quadrant area and offer access to different parts of the Central City and inner neighborhoods, but feature few distinguishing qualities, and in most cases act as boundaries or edges, rather than focal points or centers. The quadrant also features an expanding set of transit corridors, bicycle facilities and some discontinuous segments of a flexible pathway system through and among the larger blocks.



Some of the biggest streets or corridors will be enhanced and designed to reflect their “civic” roles, becoming focal points for development and urban, active places by both day and night. Other streets or corridors could take on more of a “boulevard” function, having less adjacent storefront retail activity but more landscape plantings and a much stronger tree canopy presence. In-between the Quadrant’s busy streets, the large blocks and quiet street in the quadrant create the potential for a continuous system of quieter pedestrian and bicycle-oriented streets and sometimes public, sometimes private pathways that when completed could provide a unique district amenity in Portland.

**Take Advantage of Urban Form:** The different urban form, pattern and character of the area present a unique alternative for Central City redevelopment.

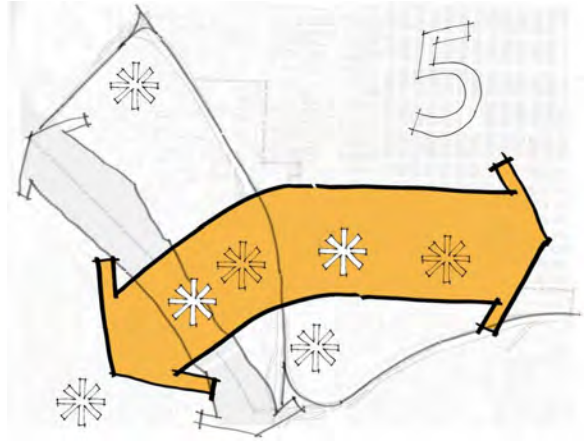
The larger scale of blocks and buildings in the quadrant, coupled with significant development entitlements present special opportunities not available everywhere in the Central City. The Lloyd District offers many large blocks that present an alternative development platform to the prevalent small block pattern of the rest of the Central City. Larger office/employment (or other) businesses and uses that require specialized connections between multiple buildings, need larger floorplates, or prefer campus-like arrangements could take advantage of large blocks in the district.



The larger block pattern also offers new options for public spaces and overall quadrant connectivity. Today, there are several pedestrian and bicycle-oriented pathway segments, and current regulations require new public connections through the larger blocks. New development, especially on the large blocks, could add new, similarly oriented links to these existing segments, turning the network into a viable pathway system, simultaneously increasing mobility choices for quadrant residents, workers and visitors and providing a major new development attracting amenity.

**Celebrate the Crossroads:** Connect the quadrant across barriers to the river, the rest of the Central City and adjacent neighborhoods along a signature system of public spaces.

Today, the quadrant features a series of regionally-scaled facilities. While serving important functions, these facilities present physical and psychological barriers between central parts of the quadrant and north/northeastern neighborhoods and the rest of the Central City and the Willamette River. A new, centrally-located east-west system of public spaces and improved multi-modal connections would help quadrant residents, workers and visitors reach destinations south and west of the freeways and large event facilities.



The open space system would also provide compelling amenities around which to organize new development. To date, the district has seen public event, some streetscape, transit and other transportation-related improvements, but few new public parks or open spaces to augment Holladay Park. New, high density employment, institutional and residential uses in the quadrant will need to be supported by new parks and open spaces offering opportunities for recreation, relaxation and respite. Linking new facilities to each other and existing open spaces like Holladay will increase the functionality of the overall system and its service to a variety of potential new users.

## Proposed Quadrant Concept for Land Use, Urban Design and Local Transportation

The project team developed quadrant-wide concept alternatives in spring 2011, intended to describe different future development scenarios and highlight key choices for this planning process. Ideas in the concept alternatives were drawn from a number of sources, including existing conditions, issues, opportunities and constraints, feedback from Stakeholder Advisory Committee (SAC) and subcommittee meetings and a charrette held in 2011.

The ideas gathered from these sources were grouped into three quadrant-wide concepts based on broad land use options: residential, employment, and a residential/employment blend. The concept alternatives were illustrated by three related infrastructure systems: mobility, open space and green systems. Finer grained ideas and issues were grouped into eight geographic subareas, such as Historic Russell Street or the Rose Quarter.

Following extensive outreach to stakeholders and community groups, a draft proposed concept was developed and presented to the Stakeholder Advisory Committee (SAC) in fall 2011. The SAC endorsed a revised concept in February 2012, which formed the basis for the district concept diagrams and detailed policies and actions in Chapter 3 of this plan. The proposed quadrant concept contains five layers: land use, building height, street and development character, open space and green systems.



### **Predominant Land Use and Building Height**

Each “bubble” on the land use diagram below reflects the predominant land uses that would be encouraged under that development type. With the exception of industrial areas, other uses would generally continue to be allowed, and some mixing of uses would be expected in all areas.

The building height diagram on the next page indicates approximate maximum building height in different areas of the quadrant under the proposed concept.

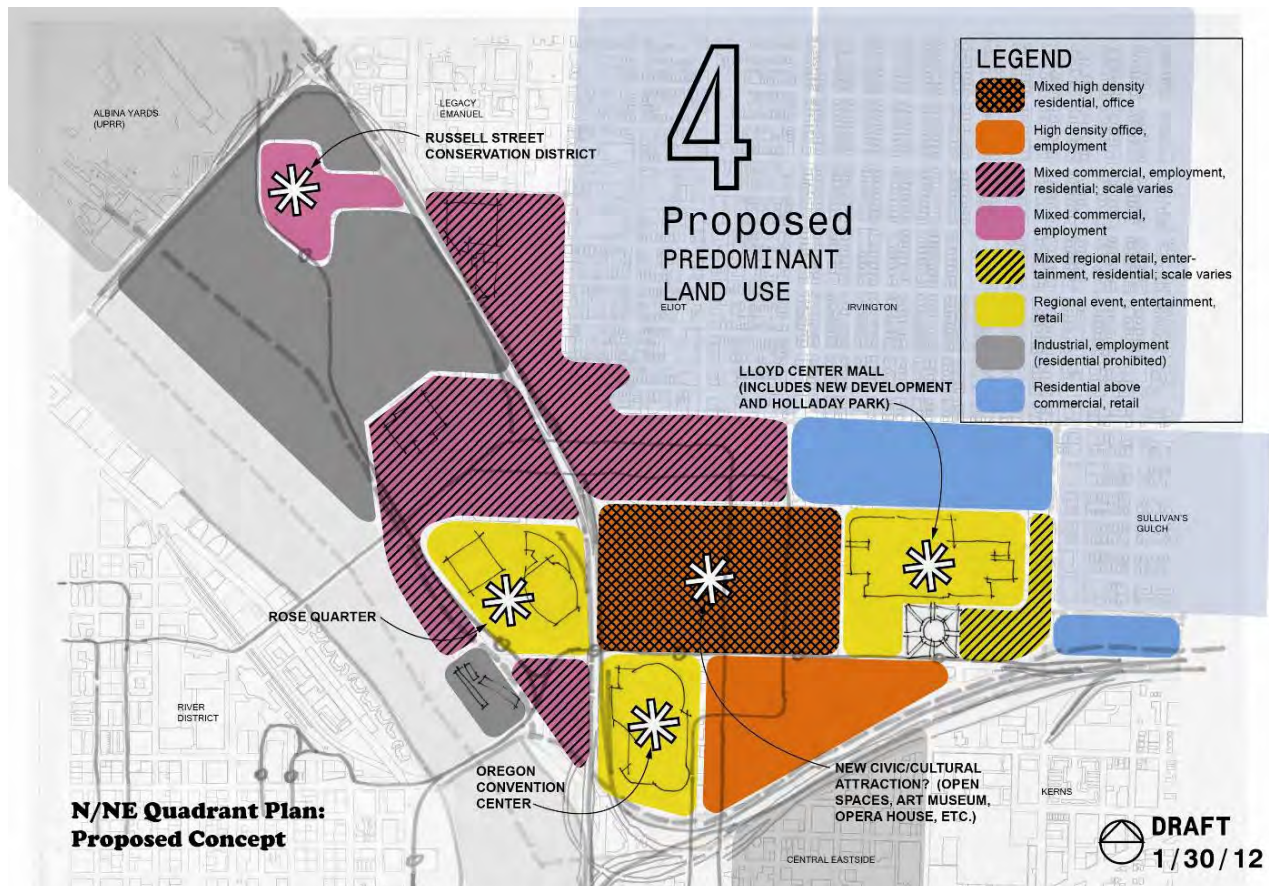
Key elements of land use concept in quadrant subareas include:

**Lower Albina:** Support the continued success of the industrial district, with additional flexibility for compatible employment uses, intended to gradually increase employment density and reuse of older structures, and an expanded mixed use area adjacent to historic Russell Street.

**Central Lloyd:** Significant redevelopment to achieve a vibrant, high-density mixed- use district, with an emphasis on new housing development.

**Office Core and Regional Attractions:** Reinforce existing employment centers and regional attractions, including the office core, Lloyd Center Mall, Convention Center and Rose Quarter, through continued employment growth and complimentary mixed-use development in adjacent areas including increased flexibility at the Public Portland Schools Blanchard site.

(cont. on next page)

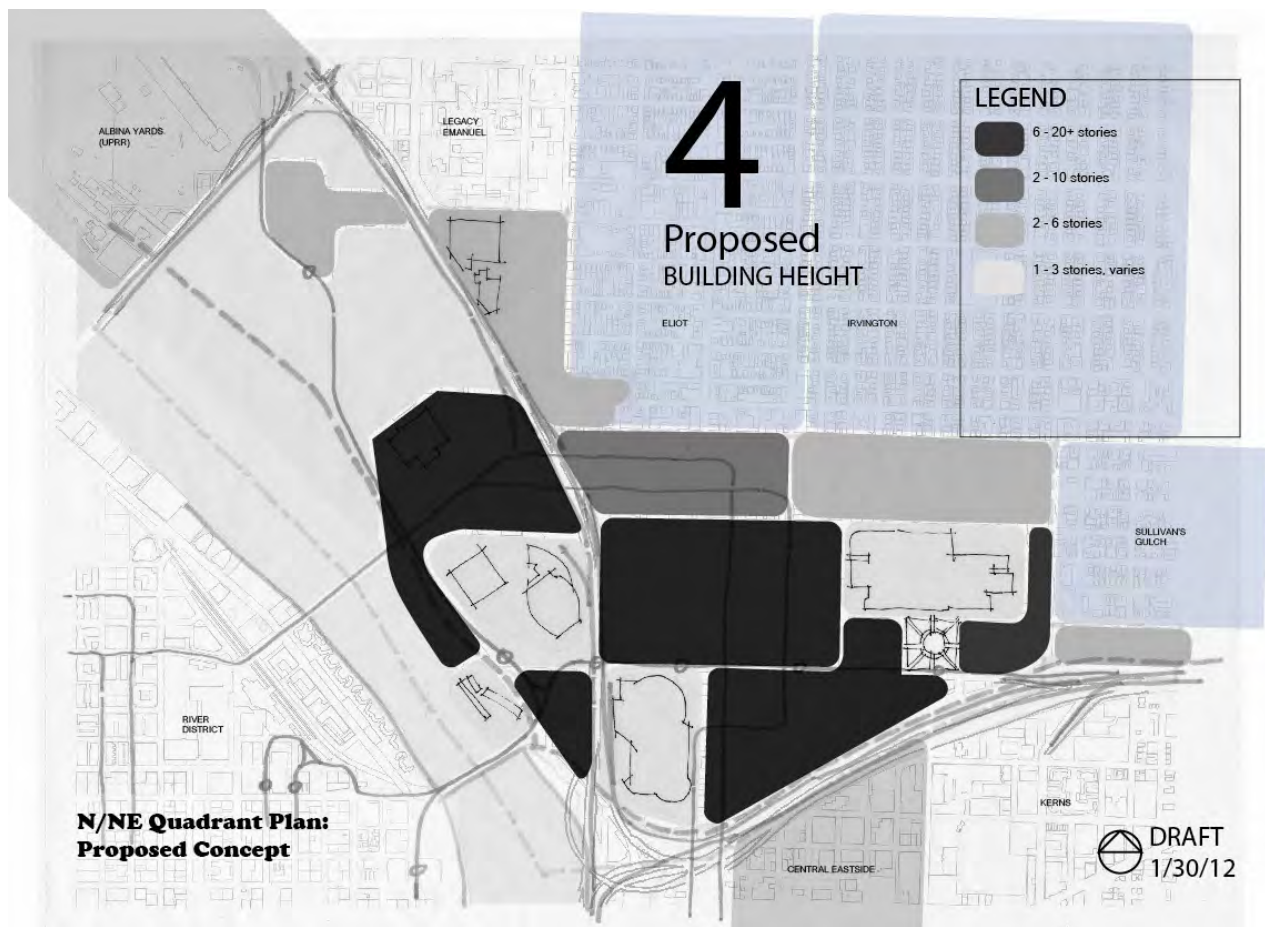


**Predominant Land Use and Building Height (cont.)**

**Broadway/Weidler Corridor:** Reinforce the existing main street character of NE Broadway and providing a sensitive transition to adjacent neighborhoods through lower scale development along the Central City edge. Emphasis on housing over retail east of NE 7<sup>th</sup>; mixed use west of NE 7<sup>th</sup>.

**Vancouver/Williams Corridor:** Increase flexibility to allow more commercial and employment uses to support existing uses and employment growth.

**Eastern Edge/Multnomah:** Focus on residential development around Lloyd Center mall, with a potential expansion of mall-related regional retail. Increase flexibility to allow mixed use development on NE Multnomah and 21<sup>st</sup> to encourage investment.



### Street and Development Character Concept

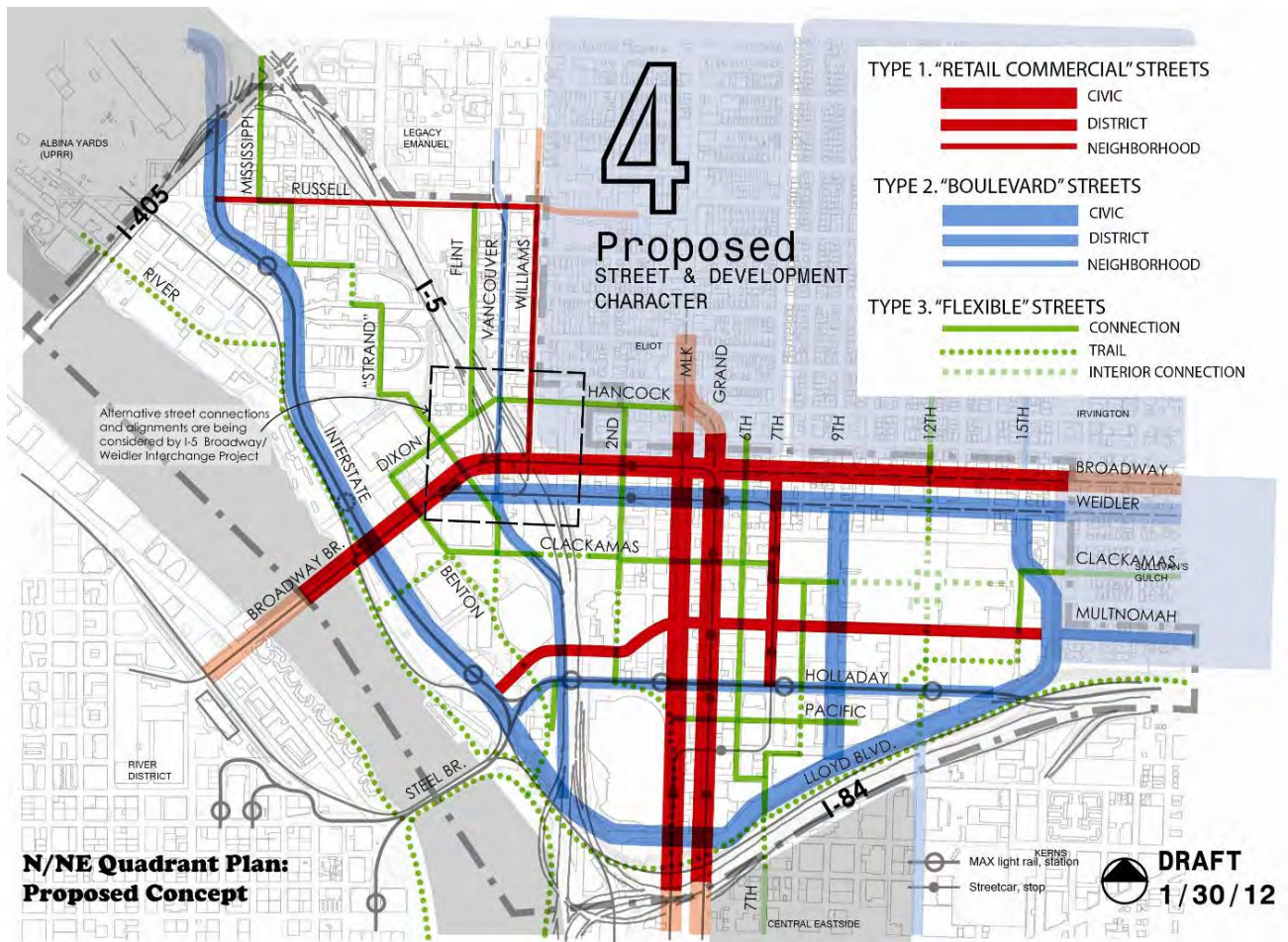
The street and development character concept outlines a more intentional approach for the quadrant’s street network, uniting streetscape design with adjacent land uses and building forms, and recognizing the different scale of streets. While the concept proposes a new way of envisioning the design character of these public streets and connections, it does not imply changes to the City’s existing system of modal classifications that define the functional roles streets play in moving people and goods throughout the quadrant.

It is assumed that all streets would continue to have active adjacent ground floors, good sidewalks with safe crossings, attractive public amenities and furnishings and stormwater management functionality. It is also assumed that adjacent development, along with the street character, would respond to the local geography, surrounding context and envisioned character.

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

**Retail Commercial Streets:** Busy, continuous streets with retail activity throughout the day, evenings and weekends that provide for multi-modal access for vehicles, transit, bicycles and pedestrians. Ground-floor retail uses are required or strongly encouraged. Multi-level or specialized retail is encouraged along with “green features” that support retail street visibility. The following are three tiers for the retail/commercial streets:

- Civic – Busy high-volume city streets with connections beyond the quadrant.
- District - Central to the quadrant with opportunities for new community activity centers.
- Neighborhood - Local focal points with infill and continuation of existing character and patterns.



### ***Street and Development Character Concept (cont.)***

**Boulevard Streets:** Busy, continuous streets with emphasis on access and flow that provide multi-modal access and circulation for vehicles, transit, bicycles and pedestrians. The streetscape includes visible “green” features, encouraging large canopy trees, swales, and landscaping. Ground floor retail uses allowed, and encouraged at key locations. The following are the three tiers for boulevard streets:

- Civic – High volume city streets that could be part of a couplet corridor, and extend beyond the quadrant.
- District - Central to the quadrant with opportunities for distinctive corridors, some offering specialized transit or other mobility facilities.
- Neighborhood - Local streets with continuation of existing character and patterns.

**Flexible Streets:** Highly specialized localized street designs responsive to community needs and adjacent land uses and development that could be in public or private ownership. Key public features would include low-volume, low speed quiet streets that are part of a connected, primarily pedestrian and local bicycle network. Visible “green” features are encouraged. Three types of flexible streets include:

- Connection - Pedestrian and bicycle connections on existing public streets to open spaces, key destinations within and beyond the N/NE Quadrant.
- Trail - Off street paths connecting to the regional trail network.
- Interior Connection - Primarily pedestrian connections, including connections within buildings on private property, that facilitate movement within the district.



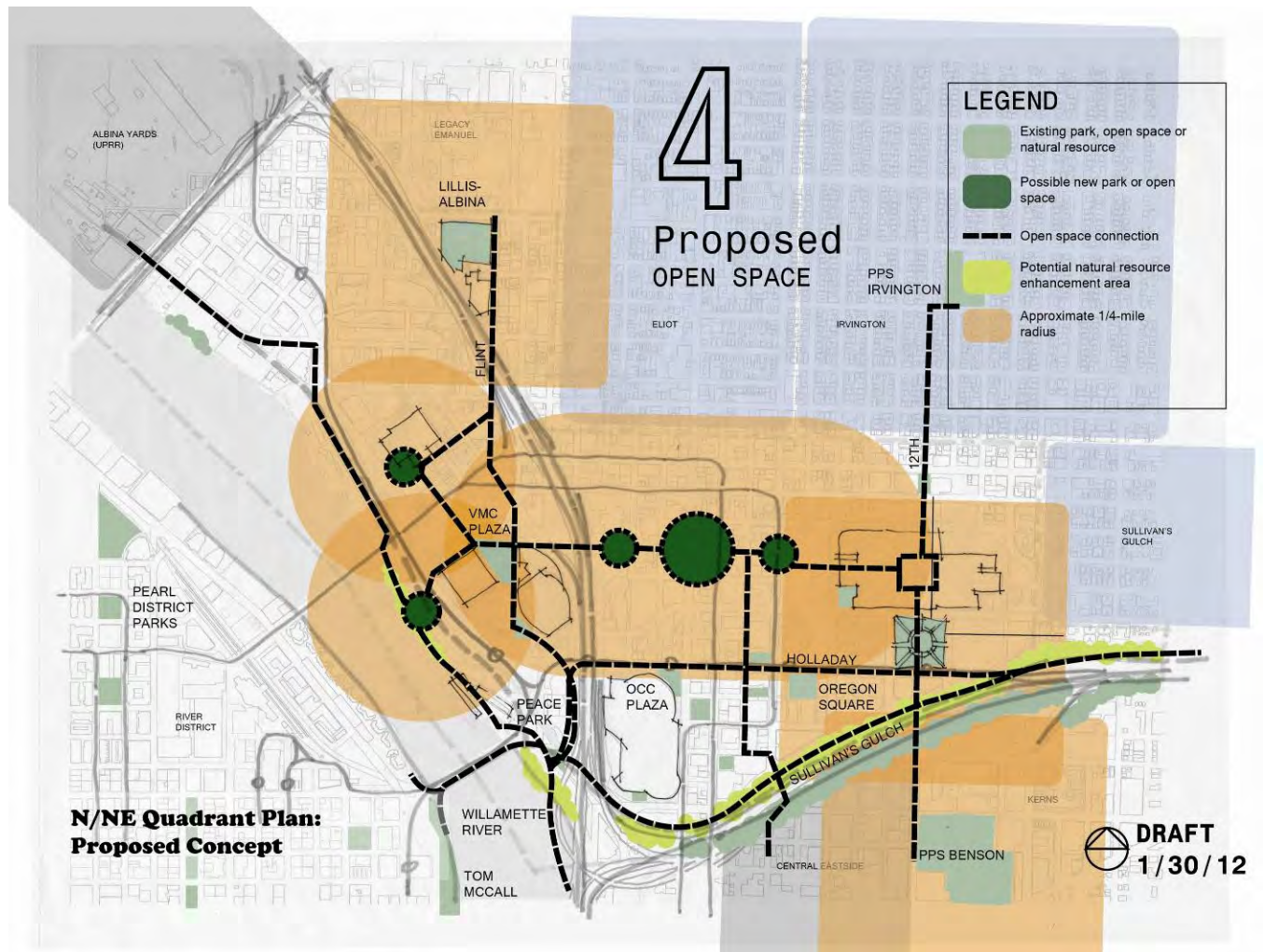
*Conceptual rendering showing NE 7<sup>th</sup> Avenue as a district scale, retail/ commercial street.*

## Open Space

The proposed open space concept illustrates a potential framework for parks and open space within the quadrant, an area that is currently park deficient. The only significant public open space in the Lloyd District today is Holladay Park, located in the eastern portion of the district. There are also a number of small public and privately owned plaza spaces primarily located in the office core area. Lillis Albina park is located just outside of the Central City in the Vancouver/Williams study area.

The concept envisions a series of new parks organized along an improved NE Clackamas Street linking to a new open space adjacent to the Willamette River. Clackamas would be a flexible street that prioritizes pedestrian access, creating a safe and inviting space for people to gather, play and socialize.

The proposed parks would likely range in size and function, and could be augmented by privately owned pocket parks and plazas. The open space concept also proposes enhancement to natural resources along the riverbank and within Sullivan's Gulch.





## Green Systems

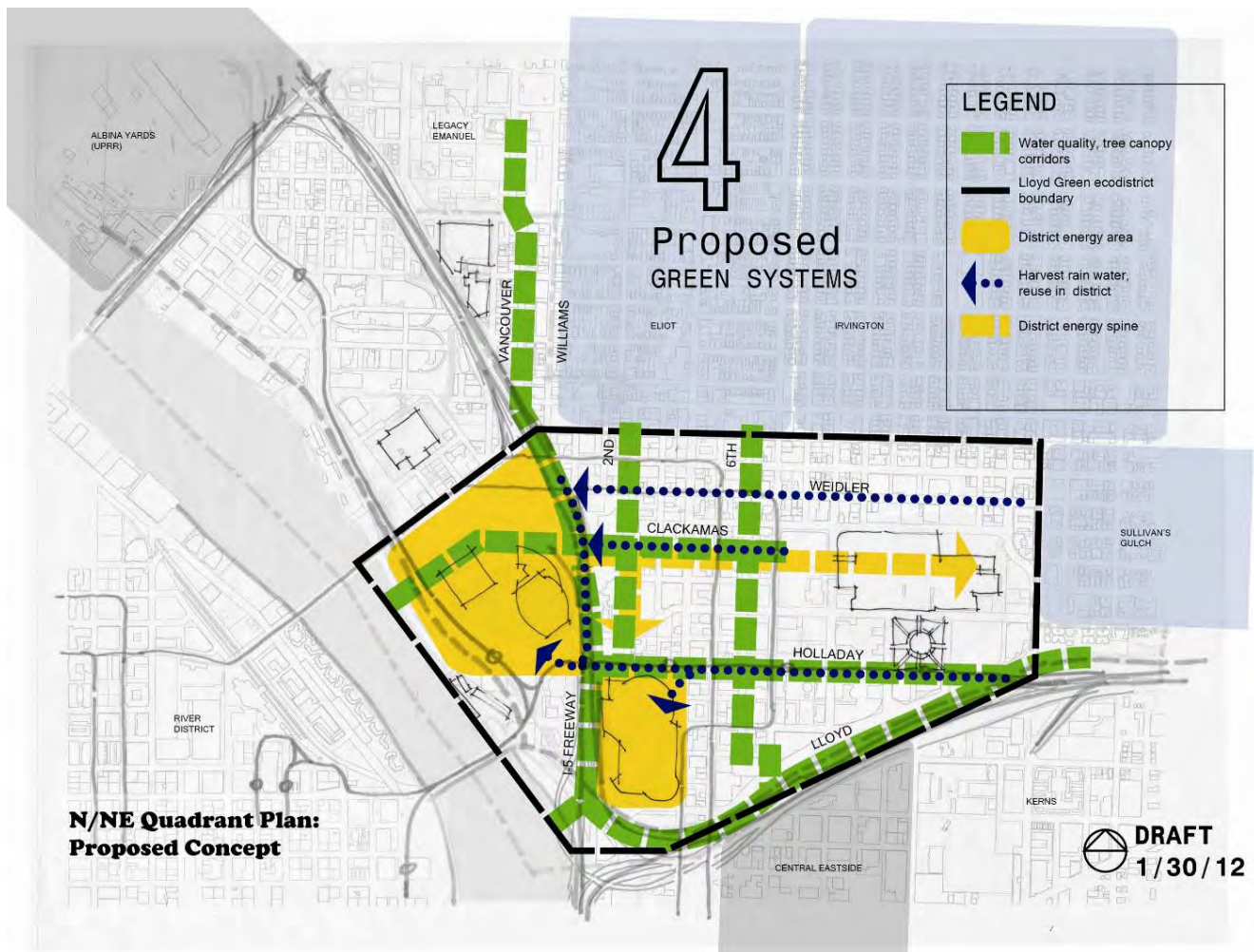
The Lloyd EcoDistrict is a public-private partnership designed to transform the Lloyd District into a showcase sustainable district that integrates nature into the built environment and uses restorative development approaches where new development enhances the environment and protects human health. Potential elements include improved energy performance, enhanced tree canopy, sustainable stormwater management strategies, and green building techniques. The green systems map illustrates how the following components could be integrated into the quadrant:

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

**District Energy:** A system that could facilitate shared energy production and distribution between different businesses, residential uses and facilities.

**Rainwater Harvesting:** A system that would facilitate capture and reuse of rainwater.

Other opportunities to support goals for sustainable development include the use of native vegetation, ecoroofs, vegetated walls, bird-friendly buildings and other green building techniques.



## Integration with the I-5 Broadway/Weidler Interchange Project

The proposed concept for the N/NE Quadrant was developed concurrently with recommended improvements to the I-5 Freeway and Broadway/Weidler Interchange. The joint process ensured that the resulting plans are mutually supportive. The regional employment and housing growth since the completion of the Interstate System has dramatically increased the traffic volumes on the freeway. Both I-5 in the study area and the Broadway/Weidler corridor have high incidents of crashes. Additionally, the freeway is a barrier to connections between areas north and south of the interchange. This partnership established a framework that addresses both improved safety on I-5, while supporting high-density, mixed-use development with safer and greater pedestrian and bicycle connectivity. The framework also addressed previous freeway impacts to improve livability and vitality in the area.

The diagram below shows five geographic areas where the freeway project has the potential to directly support the proposed concept for the N/NE Quadrant.

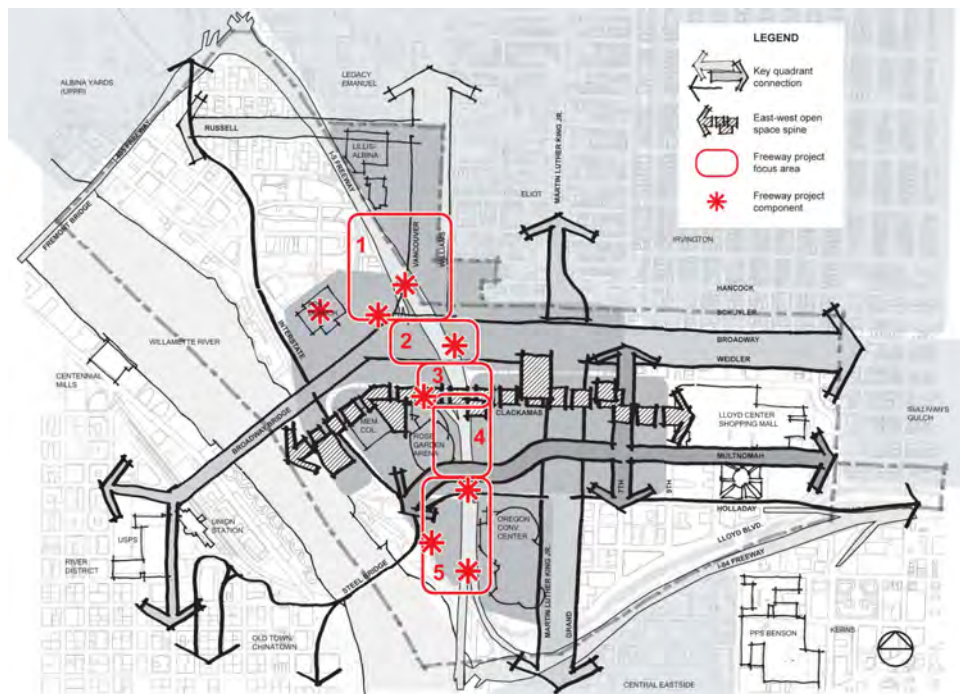
**Area 1, North of Broadway:** Rebuilding bridges over the freeway presents opportunities to improve existing pedestrian and bicycle conditions and create new connections between Vancouver/Williams and the Portland Public School’s Blanchard site, a key redevelopment opportunity.

**Area 2, Broadway/Weidler Lid:** Rebuilding bridges provides opportunities to simplify traffic movements to and from the freeway, improve local access and safety for all modes and improve pedestrian and bicycle facilities. Creating a lid over the freeway could potentially be used for new open space, development and/or to reconfigure local multi-modal circulation.

**Area 3, Clackamas Crossing:** The proposed new pedestrian/bike connection over I-5 supports the creation of a flexible connection and open space system along Clackamas Street that would stretch from Lloyd Center to the Willamette River and could provide supporting infrastructure for a proposed district energy system linking facilities in the Rose Quarter with the remainder of the Lloyd District.

**Area 4, Rose Garden:** Freeway improvements in this area could include improvements to bicycle routes between the Rose Quarter Transit Center and Broadway/Weidler, innovative stormwater management opportunities and improvements to the undercrossing at Multnomah.

**Area 5, Rose Quarter Transit Center & Peace Memorial:** Improvements could include innovative design treatments under the bridges to improve pedestrian connections between the Rose Quarter and the Convention Center, and improvements to upgrade conditions and mitigate impacts to the MAX station and Peace Memorial.





## CHAPTER 3: GOALS, POLICIES AND IMPLEMENTATION ACTIONS

This plan chapter is organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A district goal and concept diagram convey the overarching vision for each district, followed by a series of policies, which provide more specific direction on issues associated with the larger goal. The district goals and policies reflect the project goals and objectives adopted by the Stakeholder Advisory Committee to guide the overall planning process. The district concept diagrams are based on the N/NE Quadrant Concept diagrams, which were developed through a planning process that included a stakeholder charrette, several public events and detailed review by the SAC. The SAC goals and the quadrant concept diagrams are described in Chapter 2: Developing the Plan.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to the Lloyd District and Lower Albina. The policy topics are as follows:

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

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a “Housing and Neighborhoods” section.

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

Implementation actions, such as changes to regulations, future work items, projects, programs or studies, are proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. Implementers are identified, including public agencies, private and non-profit entities and other community partners, with the lead implementing agency noted in **bold**. A list of implementers and abbreviations used in the action tables is provided at the end of this document.

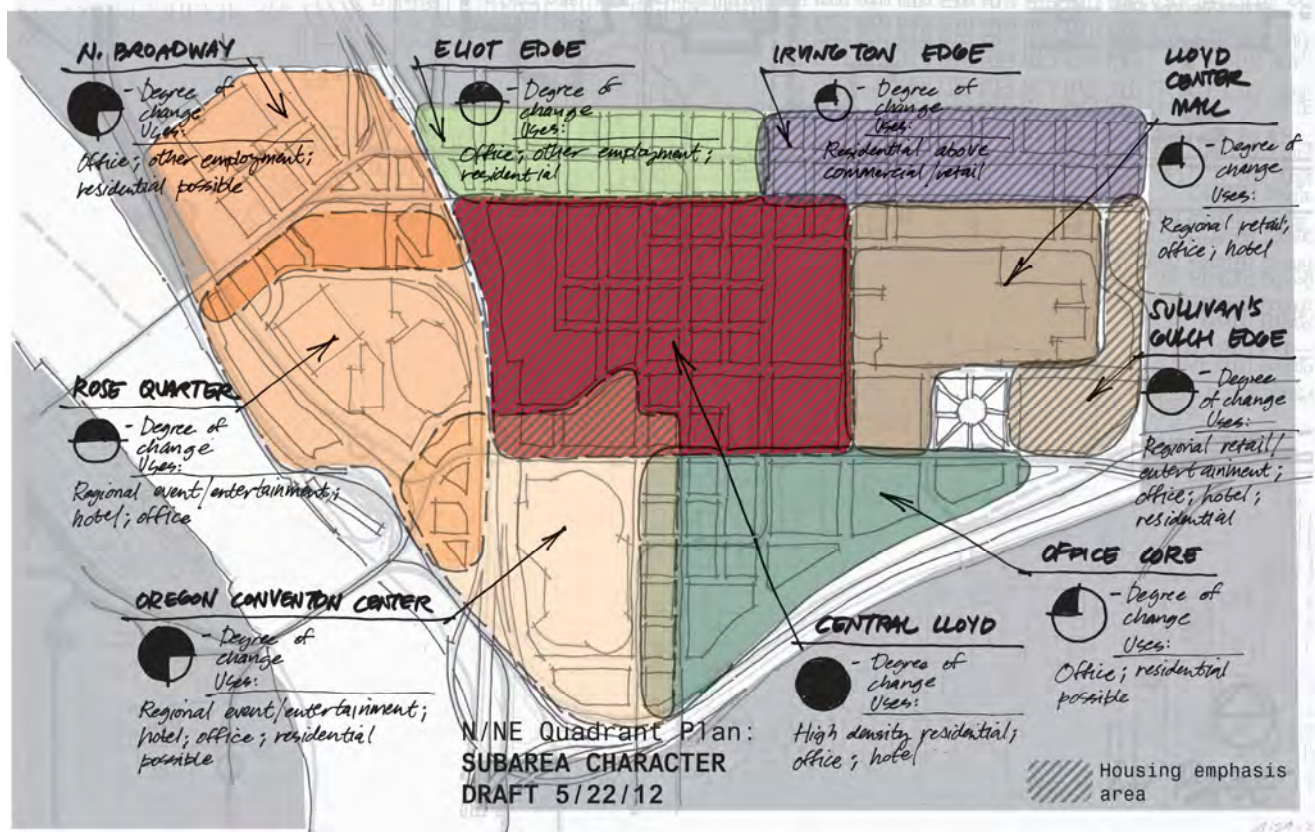
A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2014. Other actions are intended to be completed 2 to 5 or 6 to 10 years beyond that, and some are ongoing.

## Lloyd District

### District Goal

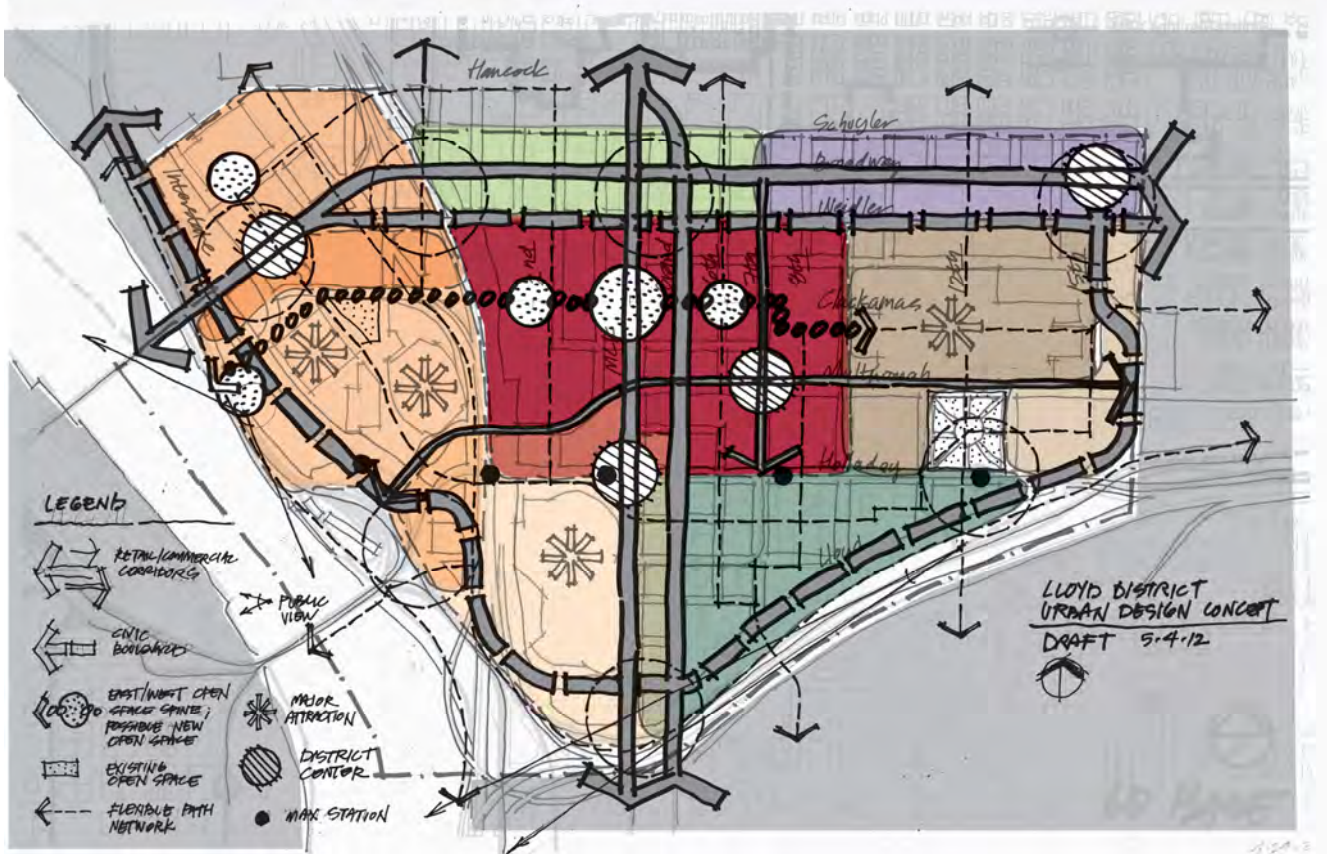
Foster the growth of the Lloyd District into the intensely urban eastside center of the Central City. Capitalize on the district's regional attractions, high quality transit and connections to create one of the most vital and livable districts in the Central City, with a strong employment base, successful residential community and a variety of urban amenities. Develop the district as a complete and sustainable community with well-designed open space, streets, and high-performance green buildings and infrastructure.

### Subarea Character Diagram



This diagram illustrates the types of uses planned for the different “subareas” of the Lloyd District, as well as the degree of change expected in those areas as the district develops. For example, major redevelopment with high-density, mixed-use development is envisioned within the Central Lloyd area, which is expected to have the highest degree of change. Other areas that are currently well established, such as the Office Core and Irvington edge, are expected to have a relatively low degree of change. This diagram also identifies “housing emphasis areas” where development of new housing is a priority.

## Lloyd District Concept Diagram



### Key Elements of the Concept

**Street and Development Character:** The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors.** Busiest streets with high visibility by motor vehicles, transit, bikes and pedestrians and generally consistent ground level retail storefronts. These corridors are broken down in three scales: “civic,” which make connections to other parts of the city; “district,” which are important within the boundaries of the Lloyd District; and “neighborhood,” which are smaller and found usually outside the Central City. Off of retail/commercial corridors, retail would not be required or encouraged.
- **Boulevards.** These corridors can also be some of the busiest in the district – they can be the “second” street of a couplet or define a district edge -- but they offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. These corridors are broken down in three scales: “civic,” which make connections far beyond the district; “district,” which are important within the boundaries of the district; and “neighborhood,” which are smaller and found usually outside the Central City.
- **Flexible Network.** These streets and spaces make up a system of local, pedestrian-friendly connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. The forms and characters of these connections can vary

considerably – some can be typical streets, some could be through open spaces or plazas, and others could be through building interiors. Visible green features are encouraged where appropriate to the setting. Local streets within the flexible network would continue to meet the access needs of adjacent residents and businesses.

**East-West Open Space Spine:** This is a series of connected open spaces offering different characters and functions, running from the Lloyd Center Shopping Mall west to the Willamette River. The connection could be obvious, such as the Park Blocks; it could be evident, like the boardwalk along NW 10<sup>th</sup> Avenue in the Pearl District; or it could be described by a subtler set of wayfinding clues. This signature series of parks and open spaces would become the organizing system for a new high-density, mixed-use community in the Central Lloyd area.

**Major Attraction:** Regional event, entertainment and/or retail facility that brings in thousands of people to the district annually. These currently include the Veteran’s Memorial Coliseum, the Rose Garden Arena, the Oregon Convention Center and the Lloyd Center Shopping Mall.

**District Center:** High-visibility hubs of retail and commercial activity in the different areas of the district. Locations with concentrations of restaurants, hotels and other similar retail/commercial businesses, generating high levels of pedestrian movement and crossings.

**Gateway:** Point of transition into or out of the district. Specific experience determined by character of identified location, and could be enhanced by public sector improvements, private development design approaches or a combination of both.

**Public View:** Currently designated public viewpoint and view cone, as described in the *Scenic Resources and Protection Plan* of 1992.

**Sustainable Development:** While it does not specifically show up on the concept diagram, sustainable development, including green buildings, green infrastructure, habitat enhancement, and embracing the designation of the Lloyd EcoDistrict, is also a key element of the overall concept for the Lloyd District. See the Green Systems diagram in Chapter 2: Developing the Plan.

See Appendix A, Additional Urban Design Diagrams, for more details on the street and development character, gateways and building height elements of the concept.

## District Policies and Implementation Actions

### ***Regional Center: Economy and Innovation***

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street small business and retail-oriented character along NE Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd and North Broadway will support job growth and enliven the district. The formation of the Lloyd EcoDistrict presents additional opportunities to create a district that is more attractive to new businesses, employees, residents and visitors due to its leadership in sustainability and the resulting improvements in the physical environment.

## Policies

1. **Employment.** Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.
2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.
3. **Core Employment Uses.**
  - a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.
  - b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.
  - c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the NE Broadway corridor. Encourage and support retail development on retail/commercial streets identified in the district concept diagram.
  - d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include a convention hotel and centers for arts, culture, history or science.
4. **Innovation: Sustainable District.** Promote the Lloyd District as a center for innovation and application of sustainable business and development practices, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

## 2035 Performance Target: Jobs

Add 10,000 new jobs within the Lloyd District.

### *Current Conditions*

Based on a 2010 estimate, there are approximately 18,000 existing jobs in the Lloyd District (with revised district boundary, see action RC1). The addition of 10,000 new jobs would result in a total of 28,000 jobs. This would require a 55 percent growth in jobs over 25 years.



<b>Implementation Actions:</b> Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1*	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				<b>BPS</b>
RC2*	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses.	X				<b>BPS</b>
RC3*	Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities, and desired uses in the following areas: <ul style="list-style-type: none"> <li>▪ N. Broadway near the Broadway Bridgehead</li> <li>▪ Riverfront (“Thunderbird” site)</li> <li>▪ Central Lloyd area</li> </ul>	X				<b>BPS</b>
RC4*	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	X				<b>BPS, PDC</b>
RC5	Develop a strategy to promote the development of new hotels and the improvement of existing hotels in the vicinity of the Oregon Convention Center.		X			<b>Metro, PDC, City, Private</b>
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	<b>City, Private</b>
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	<b>EcoDistrict, PDC, Private</b>

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

## ***Housing and Neighborhoods***

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, park and recreation facilities and schools in a clean and healthy environment. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive regionally available alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

Development of housing affordable to low and middle income households within the Lloyd District is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility. There are currently very limited public resources to fund housing projects. It will be necessary to develop new tools to meet goals for affordable housing in the Lloyd District and citywide. It is also important to provide a diverse range of housing types and sizes within the district, including housing suitable for workforce, seniors, special needs and families.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses due to increasing costs – an issue that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

## **Policies**

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.
2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ages, household sizes and special needs. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.

3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.
4. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail districts.
5. **Community Building.** Encourage public spaces, public art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.
6. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.
7. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

### 2035 Performance Targets

#### Housing

Develop 5,000 new housing units and reduce the jobs to housing ratio to 5 to 1 within the Lloyd District. Seek to provide a full range of housing types and affordability options, including 50 percent of new units affordable to households with incomes below the median family income (MFI) of the city, distributed across affordability levels.

##### *Current Conditions*

Based on the 2010 Census, there are approximately 1,100 existing housing units in the Lloyd District and it has a jobs to housing ratio of 17 to 1. The addition of 5,000 units and 10,000 jobs would result in a total of 6,100 housing units and a jobs to housing ratio of 5 to 1.

#### Complete Neighborhood

At least 80 percent of Lloyd District residents live within ¼ mile of a public park and within ½ mile of a full service grocery store.

##### *Current Conditions*

As shown in Table 2 below, none of the existing population is within ¼ mile of public parks and 64 percent of the population is within a ½ mile of a grocery store. Because the existing population in the district is currently quite low, the amount of land area in proximity to parks and grocery stores is also provided.

	Within ¼ mile of parks	Within ½ mile of parks	Within ½ mile of grocery store
Population	0%	81%	64%
Land Area	30%	87%	41%

<b>Implementation Actions:</b> Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN1*	Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas (see subarea character diagram).	X				<b>BPS</b> , PHB, BDS
HN2*	Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area.	X				<b>BPS</b>
HN3	Develop affordable rental housing through investment of TIF Set Aside funds and other PHB programs.  Possible tools include: Limited Tax Exemption program, System Development Charge Exemption Program.		X			<b>PHB</b>
HN4	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.		X			<b>PPR</b> , BID, Private
HN5	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art.		X			<b>LDCA</b> , TMA, EcoDistrict City
HN6	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.		X			<b>PHB</b> , Private
HN7	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.				X	<b>PPS</b> , Private

HN8	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs developed as part of the Comprehensive Plan. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement.				X	<b>BPS, PHB, PDC, POE</b>
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

## ***Transportation***

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The Lloyd District contains a number of major traffic corridors, including the MLK/Grand and Broadway/Weidler corridors, which carry large volumes of traffic into and through the district. These streets are important for supporting large and small businesses and regional attractions. However, because of the high volume of traffic and limited signalized crossing, these streets have also been identified as barriers to overall connectivity and to travel by walking and biking.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional transit, auto and freight access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to support business and residential uses, incentivize development and encourage the use of non-auto transportation modes; leveraging street improvements with future development; and providing strong pedestrian and bicycle linkages between the district and the Willamette River. It is important to note that residents of Portland have transportation choices, and that active transportation may not be the solution for all. Therefore, providing optimum regional access for all modes will be key to realizing the goal of developing the Lloyd District as a high density Central City district and assuring its long-term success.

## **Policies**

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.
2. **Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.
3. **Transportation Demand Management.** Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use active transportation and non-single occupant vehicle modes.
4. **Transit.** Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.
5. **Parking.**
  - a. **Off-Street.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips, while supporting development of more parking options for retail-focused streets.

- b. **On-Street.** Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.
- 6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District’s streetscape.
- 7. **Connectivity.** Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.
- 8. **Transportation System Management.** Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for vehicle and freight access to and within the Lloyd District.
- 9. **Regional Attractions.** Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.

**2035 Performance Target: Mode Split**

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

*Current Conditions*

The current Lloyd District mode split is approximately 44 percent by non-single occupancy vehicle (SOV) for the district. Members of the Lloyd TMA have an improved mode split of 60 percent non-SOV.

<b>Implementation Actions:</b> Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				<b>PBOT</b>
TR2*	Develop and revise parking management strategies.		X			<b>PBOT</b> , TMA, Private
TR3	Update the <i>Lloyd District Standard Plans and Details within the Right-of-Way</i> document to implement the Street and Development Character Concept for the district (see Appendix A, Map A3).		X			<b>PBOT</b> , BPS, BES, PPR/UF, PWB

<b>Implementation Actions:</b> Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			<b>PBOT, TMA</b>
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a “retail/commercial street” environment.		X			<b>TMA, PBOT</b>
TR6	Review the 1996 <i>Broadway-Weidler Corridor Plan</i> to identify any needed updates to implement the N/NE Quadrant Plan, as well as the stretch of the corridor east of 16th to the Hollywood area. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals and maintenance of parking supply.		X			<b>PBOT</b>
TR7	Install electric vehicle charging stations in the Lloyd District.		X			<b>PBOT, PDC</b>
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan improvements.		X			<b>ODOT, PBOT</b>
TR9*	Implement a 7 <sup>th</sup> Ave pedestrian/bike bridge over I-84 connecting to either 7 <sup>th</sup> or 8 <sup>th</sup> in the Central Eastside.			X		<b>PBOT, ODOT</b>
TR10*	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9 <sup>th</sup> Avenue via a new pedestrian/bicycle bridge over I-5.			X		<b>PBOT, BPS, PDC, ODOT, EcoDistrict, Private</b>
TR11	Complete the Sullivan’s Gulch Trail Concept Plan and implement its recommendations.			X		<b>PPR, PBOT, ODOT, UPRR, Private</b>
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		<b>TriMet, PBOT, BPS</b>



<b>Implementation Actions:</b> Lloyd District – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR13*	Work with property owners to confirm the benefits and feasibility of straightening the “s-curve” in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the “Thunderbird” site. See related action UD8.			X		<b>ODOT,</b> UPRR, Private, BPS
TR14*	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplande, and development opportunities			X		<b>TriMet,</b> TMA, PBOT, BPS, Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		<b>OHWR,</b> PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions, as opportunities arise to add or replace signage.				X	<b>OHWR,</b> PBOT, PPR, Private
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	<b>PBOT,</b> TMA
TR18	Complete the North Portland Greenway Feasibility Study (see also EN2, Update of the Willamette Greenway Plan).	X				<b>PPR,</b> PBOT
TR19	Study and implement near term bicycle and pedestrian safety enhancements in the "box," especially along N Broadway, that address major safety needs and advance the long range plan.	X				<b>PBOT</b>

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

## ***Urban Design***

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different compared to the west side of the Central City. The area features a series of existing places with established character that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high-density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets. The high-quality transit service in the area provides an opportunity to shift the Lloyd District from a focus on auto access and auto-oriented uses, to a more pedestrian-oriented development pattern and streetscape.

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces will be linked by a system of pathways, multi-use trails and quiet streets that are enhanced with vegetation and together create a set of lower stress and quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside. A desire for better access and connections to the river were expressed throughout the planning process. Connections to the river can be achieved visually, through views or a trail along the river, or physically through direct access via a trail, steps or dock. Both types of access are desired, however direct access will be difficult due to limited availability of riverfront property and the location of the Union Pacific train tracks along the river bank. There are only two riverfront sites in the Lloyd District. The Dreyfus grain terminal is a long-established industrial business that is expected to continue operation for the foreseeable future. Opportunities for open space and potential river access may exist on the vacant “Thunderbird” site. See additional discussion of the Thunderbird site under Lloyd actions UD8 and TR13.

The Lloyd District includes a number of entry points or “gateway” locations, such as the Broadway and Steel Bridgeheads, the Lloyd Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. An update to the Lloyd District’s design guidelines will describe more clearly the City’s intentions for the desired experience at each gateway, and how new development can support the targeted character. While many of the gateways will be reinforced by buildings that are taller than the surrounding context to emphasize the civic significance of these places, others may feature special landscaping or trees, unique works of public art, and/or combinations of the above (see Lloyd action UD6).

At its edges, the scale of new development in the Lloyd District will provide a transition to established lower density neighborhoods and historic districts by providing a “step down” to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.

## **Policies**

1. **Diverse and Distinctive Urban Places.** Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.

2. **Better Connected District**

- a. **More Seamless Connections.** Improve the character of connections across transportation barriers in the district - freeways, major arterials and rail facilities.
- b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.

- 3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.
- 4. **Open Space.** Develop a signature sequence of open spaces, linked through a pedestrian wayfinding system, that serves the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.
- 5. **Riverfront Development.** Encourage development along the Willamette River that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, improves visual and physical access to the river, and enhances natural resources.
- 6. **Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of drive-throughs and large surface parking lots with development that is oriented to the street and enhances the pedestrian environment.
- 7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale and pattern of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

**2035 Performance Target: Active Street Edges**

At least 40 percent of street frontages within the Lloyd District are occupied by buildings oriented to the street, measured by the amount of retail storefront and partial fenestration (windows and doors) facing the street.

*Current Conditions*

*Table 3: Central City Groundfloor Edge Conditions (2011 estimate based on BPS inventory)*

	Lloyd District	River District	Downtown
% of street frontage with buildings oriented to street*	22%	51%	55%

\* Measured by linear feet of retail storefront and partial fenestration (windows and doors) facing the street.

*Map 4: Ground Floor Street Edge Conditions*



REVISED GFC REVIEW DRAFT

1/27/15

<b>Implementation Actions:</b> Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and auto access restrictions related to street car.	X				<b>BPS</b>
UD2*	Revise height regulations along Broadway on the Eliot and Irvington neighborhood edges to provide a step down from taller heights allowed in the rest of the Lloyd District.	X				<b>BPS</b>
UD3	Develop regulatory tools to encourage the provision of open space, including public open space, publicly-accessible private open space on large blocks, and multifunctional private courtyard spaces with new high density residential development.  Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.	X				<b>BPS, BDS, PPR</b>
UD4	Evaluate existing view designations and potential new view designations in the Lloyd District as part of a Central City-wide analysis of scenic resources.  Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12 <sup>th</sup> Ave bridge and from Lillis Albina park.	X				<b>BPS</b>
UD5	Develop a strategy to acquire, masterplan, build and improve public parks, plazas and open spaces consistent with the district concept diagram and policies. Seek to time the development of the signature open space system on or near Clackamas concurrent with significant residential development in the district. <b>[Note: the scope and timeline of this action is under discussion with City bureaus]</b>		X			<b>PPR, BPS, PDC</b>

<b>Implementation Actions:</b> Lloyd District – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD6*	Update the Lloyd District’s 1991 design guidelines: <i>Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan</i> to reflect the district concept.		X			<b>BPS</b> , BDS, BES, PBOT, PDC
UD7	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.		X			<b>LDCA</b> , EcoDistrict, TMA, Private, PPR, PBOT, BPS, PDC
UD8*	Work with the property owner/developer of the “Thunderbird” site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. See related action TR13.		X			<b>BPS</b> , PPR, BPS, OHWR, ODOT, Private
UD9	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Lloyd Blvd and Multnomah, Holladay and Oregon Streets.			X		<b>PBOT</b> , TriMet, ODOT, TMA
UD10	Recommend that the existing 75’ height limit between NE Schuyler and NE Hancock and NE 7 <sup>th</sup> and NE 16 <sup>th</sup> in the Irvington Historic District be reduced to 45’ as part of the Comprehensive Plan update process. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor.		X			<b>BPS</b>
UD11	Work with property owners and developers to further the development of NE 7 <sup>th</sup> and NE Multnomah as district retail/commercial streets.				X	<b>BPS</b> , PDC
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

## **Environment**

The combination of significant potential for new development, extensive transit, pedestrian and bicycle networks and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan capitalizes on that potential by promoting district-wide sustainability strategies that result in significant improvements in the environmental performance of the district. The plan calls for green buildings, green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation, climate and livability.

A key component to realizing the goals for improving environmental conditions in the district will be to better use space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency. More detailed policies and implementation tools related to the Willamette River and Sullivan's Gulch will be developed in the next phase of CC2035 process that includes the update of the Willamette Greenway Plan and analysis of central city natural resource protection options (see Lloyd actions EN1 and EN2).

This plan embraces the formation of the Lloyd EcoDistrict and supports its goals for restorative development that improves environmental conditions, a connected district, and to be climate positive. To this end, the green systems concept developed as part of the planning process is considered a starting place that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district—high density, mixed-use development that is well served by transit and facilities for biking and walking--will also make a significant contribution to sustainability goals. This will encourage the use of active transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

## **Policies**

1. **Sustainable District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate change resiliency. Support partnerships that facilitate district-wide strategies.
2. **Green Infrastructure and Tree Canopy.** Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of green elements and habitat-friendly design on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.
3. **Green Buildings and Energy.** Encourage the development of high performance buildings, renewable energy systems, district energy, and energy retrofits that reduce greenhouse gas emissions.

4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to improve habitat and watershed health, while also meeting Citywide goals and policies regarding recreation, views, access to the river, and riverfront development.
5. **Sullivan’s Gulch.** Protect and enhance natural resources within Sullivan’s Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

**2035 Performance Target: Tree Canopy**

Plant or preserve trees, where appropriate, within the Lloyd District sufficient to achieve 18 percent canopy coverage once the trees mature.

*Current Conditions*

The current tree canopy coverage in the Lloyd District is ten percent. To achieve 18 percent coverage, approximately 30 additional acres of canopy would need to be added through tree planting and growth of existing trees.

<b>Implementation Actions:</b> Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN1*	Evaluate natural resource protection and management options for Sullivan’s Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.	X				<b>BPS, BES, OHWR</b>
EN2*	Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study.	X				<b>BPS, BES, OHWR, PPR, PDC, Federal, State and Regional agencies, UPRR, Private</b>
EN3	Explore approaches to improve the environmental performance of the district.  Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy. Seattle’s “Green Factor” is an example of flexible regulations geared toward green infrastructure.		X			<b>BPS, BDS, BES, EcoDistrict</b>

<b>Implementation Actions:</b> Lloyd District – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			<b>PDC</b> , BPS, PPS
EN5	Design and implement a water quality/tree canopy corridor strategy for the Lloyd District. The strategy should evaluate streets initially identified in the concept for feasibility and potentially add additional streets where opportunities are identified.			X		<b>BES</b> , PBOT, BPS, PPR/UF, PDC, OHWR, PWB
EN6	Develop and implement a tree planting strategy for the Lloyd District. The strategy should identify available planting locations including streets and underutilized space within public rights-of-way and could result in fine tuning the tree canopy target for the district.			X		<b>BES, BPS</b> , PPR/UF, BES, BPS, PBOT, PWB, Private
EN7	[Action deleted: tree planting addressed under EN6. Stormwater facilities addressed under EN5.]					
EN8	Develop a management strategy addressing multiple objectives for the Sullivan’s Gulch natural resource area, including re-vegetation, trail development, environmental education, special habitat area and maintenance.		X			<b>BES</b> , PBOT, PPR, OHWR, BPS, ODOT, Private
EN9	Continue to support the Lloyd EcoDistrict work program.				X	<b>EcoDistrict</b> , City
EN10	Coordinate capital improvements and “green systems” planning with the work of the Lloyd EcoDistrict.				X	<b>City</b> , EcoDistrict
EN11*	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	<b>PBOT</b> , ODOT, PDC
EN12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	<b>BES</b> , PBOT, Private

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

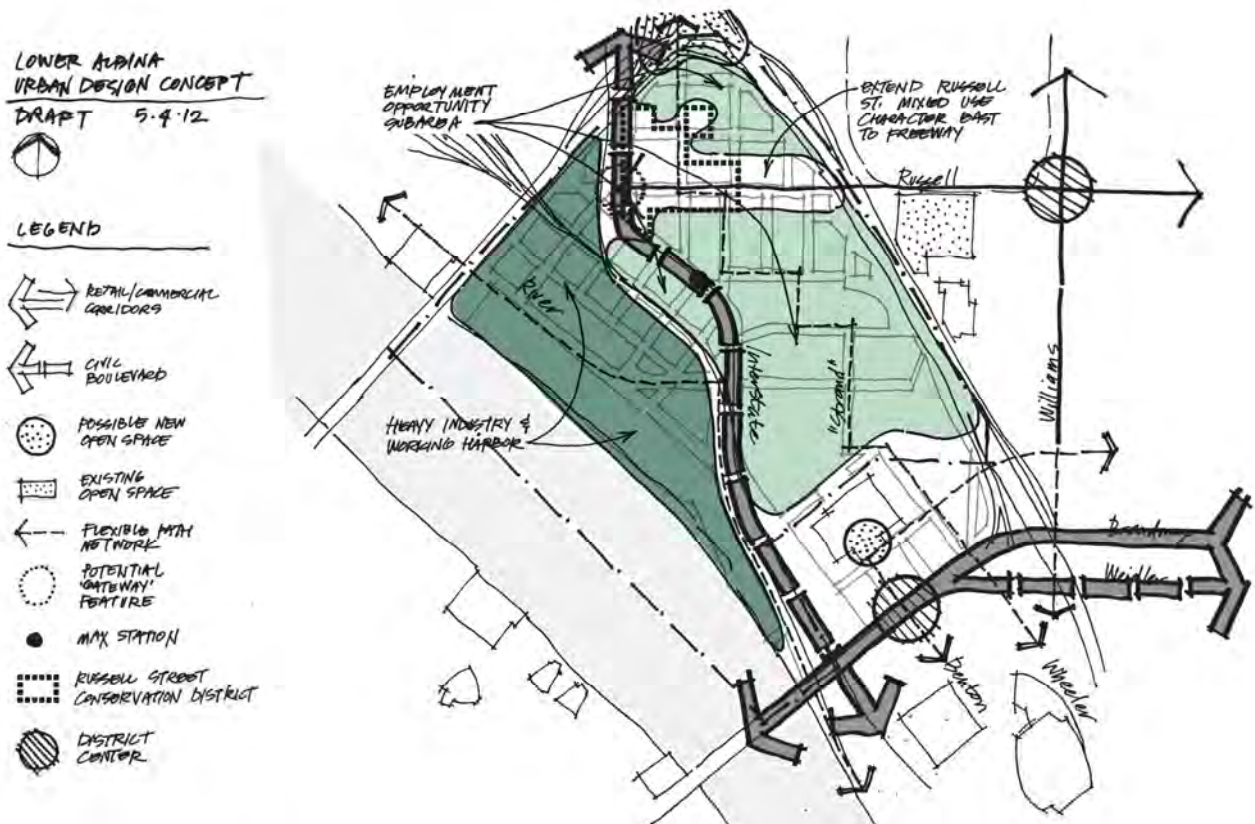


## Lower Albina

### District Goal

Strengthen Lower Albina as an industrial and employment area by reinforcing the working harbor and providing for diverse employment and development opportunities. Enliven historic Russell Street with mixed-use and commercial activities that are compatible with industrial and employment uses.

### Lower Albina District Concept Diagram



### Key Elements of the Concept

**Russell Street Mixed Use Area:** This area includes the existing commercial node within the Russell Street Conservation District and suggests an expansion of retail and commercial uses to the east, reestablishing the historic connection between Lower Albina and the Vancouver/Williams corridor.

**Employment Opportunity Subarea:** This area remains industrial, but has additional flexibility for commercial uses as a means of increasing employment density. Commercial uses are restricted to those that are less service-oriented and therefore are more compatible with industrial businesses.

**Heavy Industry and Working Harbor:** This area is regionally significant industrial land and remains a heavy industrial area and working harbor.

**Street and Development Character:** The character and function of three main street types shown in the concept diagram are described below. A more detailed description of the street types is provided

in a separate report, N/NE Quadrant Plan: Street and Development Character Concept (2/1/12 Draft).

- **Retail/Commercial Corridors.** These corridors are generally busy streets with high visibility for motor vehicles, transit, bikes and pedestrians. They should generally have consistent ground level retail storefronts. In Lower Albina, Russell Street is designated a “neighborhood” retail/commercial street because of its smaller scale. Russell Street connects with the Williams retail/commercial street at the historic neighborhood center at the intersection of Russell and Williams.
- **Boulevards.** These corridors are often busy streets that offer a more landscaped, green character, with fewer retail storefronts than the retail/commercial type. In Lower Albina, Interstate Avenue is designated as a “civic” boulevard because it makes connections to North Portland.
- **Flexible Network.** These streets and spaces make up a system of local, pedestrian-friendly connections through the district that offer quieter, “low-stress” experiences distinctly different from the busier streets serving the area. In Lower Albina, “the Strand” is designated as a flexible street connection that meanders through the district. The North Portland Greenway Trail would also pass through the district. Local streets within the flexible network would continue to meet the access needs of local residents, businesses and industry.

**Gateway:** These areas designate a point of transition into or out of the district. The specific experience is determined by the character of the location, and could be enhanced by public sector improvements, private development design approaches or a combination of both. In Lower Albina, a gateway is designated at the intersection of Interstate and Russell.

## District Policies and Implementation Actions

### ***Regional Center: Industrial and Employment Sanctuary***

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district’s mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district’s existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density. Housing is currently allowed within the Russell Street Conservation District, which is zoned for mixed use. The plan proposes to extend the mixed-use zoning east on Russell, however new housing will not be allowed in that area.

### **Policies**

1. **Working Harbor.** Protect the Lower Albina working harbor and support river-dependant uses.
2. **Industry and Employment.** Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.
3. **Incubator.** Support existing businesses and foster the district as an industrial and employment incubator.

4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

**2035 Performance Target: Jobs**

Add 1,000 new jobs within Lower Albina.

*Current Conditions*

Based on a 2010 estimate, there are approximately 2,000 existing jobs in Lower Albina (with revised district boundary, see Action RC1). The addition of 1,000 new jobs would result in a total of 3,000 jobs. This would require a 50 percent growth in jobs over 25 years.

<b>Implementation Actions:</b> Lower Albina – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
RC1*	Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.	X				<b>BPS</b>
RC2*	Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.	X				<b>BPS</b>
RC3*	Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. Implementation of the Employment Opportunity Subarea regulations is contingent on developing a Lower Albina parking strategy that explores off-street parking facilities for workers and visitors and on-street parking strategies.	X				<b>BPS, PDC, PBOT, Private</b>
RC4	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.		X			<b>BPS, PDC, BES, Private</b>
RC5	Assist small businesses and property owners through storefront grants, Development Opportunity Services grants, loans for tenant improvements, start-up and equipment, and other programs.				X	<b>PDC</b>

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

**Transportation**

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement associated with the working harbor, freight railroad, and trucks are essential for the economic vitality of this district, City and region. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

**Policies**

1. **Freight System.** Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.
2. **Multi-Modal Connectivity.** Improve connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.
3. **Rail and Marine.** Preserve rail and inter-modal access to the Albina Rail Yards, marine freight facilities and local industries.
4. **Freeway Access.** Maintain or improve access from industrial areas to the regional freeway system.
5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

**2035 Performance Target: Mode Split**

At least 40 percent of commute trips to and from Lower Albina are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

*Current Conditions*

The current Lower Albina mode split is approximately 18 percent by non-single occupancy vehicle (SOV) for the district.

<b>Implementation Actions:</b> Lower Albina – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				<b>PBOT, BPS</b>

<b>Implementation Actions:</b> Lower Albina – Transportation						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2	Complete the North Portland Greenway Feasibility Study.	X				<b>PPR</b> , PBOT,
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.		X			<b>PBOT</b> , PPR
TR4*	Develop a street design plan for the "the Strand" and alternative routes to provide a lower stress connection between N. Russell Street and the Rose Quarter.		X			<b>PBOT</b> , BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		<b>PBOT</b>
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		<b>PBOT</b> , TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	<b>PBOT</b>
TR8*	Implement the I-5 Broadway/Weidler Interchange Plan Improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.			X		<b>ODOT</b> , PBOT

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

**Urban Design**

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, with the exception of retail and commercial uses largely clustered within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area. To that end, policies focus on preserving the existing industrial character of the majority of Lower Albina, enhancing the unique character of the Russell Street area and preserving historic buildings in the district in general.

Actions also call for repurposing, reconfiguring and improving the appearance of spaces underneath and adjacent to freeways and ramps to the north and east. This would offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed-use neighborhoods, in addition to enhancing the district’s function as a “gateway” into the Central City from North Portland. Multi-modal connectivity would also be enhanced with “The Strand,” a lower stress connection and way-finding system between the Russell Street commercial area and the Rose Quarter. See Transportation action TR4 for more information on the Strand.

**Policies**

1. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.
2. **Russell Street.** Strengthen the character of Russell Street and reestablish the historic connection between Lower Albina and the Vancouver/Williams Corridor by encouraging new mixed uses, rehabilitated buildings and a nighttime orientation.
3. **Industrial Character.** Preserve and enhance the industrial character and functionality of the Lower Albina industrial area.

<b>Implementation Actions:</b> Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			<b>AHC, BPS</b>
UD2*	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.		X			<b>BPS, BDS</b>

<b>Implementation Actions:</b> Lower Albina – Urban Design						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD3	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.			X		<b>City</b> , ODOT
UD4	Improve the character of N Russell under the I-5 freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent publically-owned storage yards.			X		<b>PBOT</b> , ODOT
UD5*	Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.				X	<b>BPS</b> , AHC, SHPO, Eliot NA
UD6	Improve the appearance of publically-owned storage yards located under and adjacent to the I-5 and I-405 freeways.		X			<b>PBOT</b> , ODOT

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

**Environment**

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure Central City-wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels. Increasing green building and infrastructure could also contribute to business development by making the area more attractive to tenants and employees.

**Policies**

1. **Willamette River Resources.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.
2. **Sustainable Design.** Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.

**2035 Performance Target: Tree Canopy**

Plant or preserve trees within Lower Albina sufficient to achieve ten percent canopy coverage once the trees mature.

*Current Conditions*

The current tree canopy coverage in Lower Albina is six percent. To achieve ten percent coverage, approximately seven additional acres of canopy would need to be added through tree planting and growth of existing trees.

<b>Implementation Actions:</b> Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN1	Update the Willamette Greenway Plan for Lower Albina, building on concepts from the North Portland Greenway Feasibility Study and provisions contained in the River Plan / North Reach, once a final court decision is made. The update will address habitat, mitigation sites, trails and access, and river dependent and river related development.	X				<b>BPS</b> BES, BDS, OHWR, PPR, PBOT, PDC, Federal, State and Regional agencies, Private

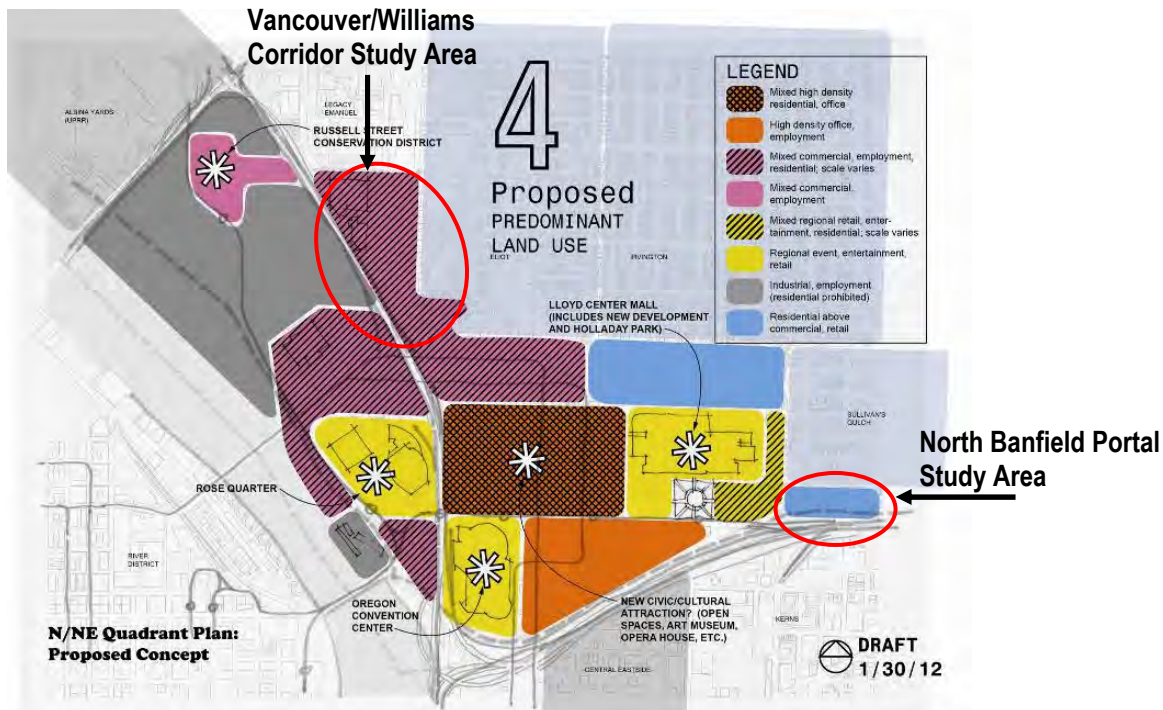


<b>Implementation Actions:</b> Lower Albina – Environment						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
EN2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		<b>BES</b> , PPR/UF, PBOT, PWB, ODOT, Private
EN3	Explore approaches to improve the environmental performance of the industrial district.  Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		<b>BPS</b> , BDS, BES
EN4	Target outreach to industrial businesses regarding sustainable business practices.				X	<b>BPS</b>
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

## Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan's study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development or support existing uses. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.



### North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City's higher density commercial and residential development to lower density residential in the Sullivan's Gulch neighborhood.

Sullivan's Gulch provides valuable natural resources in central Portland where habitat areas are less common. Enhancement of the gulch resources and development of the Sullivan's Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, and connect the Willamette River with areas to the east. New redevelopment opportunities along Multnomah Street will bring additional residents and new neighborhood-oriented commercial services to the area. The Sullivan's Gulch Trail offers a unique opportunity to enhance and strengthen transportation options in the Lloyd District and Sullivan's Gulch neighborhood by incorporating bike and pedestrian linkage to existing MAX, auto, bus, and streetcar options in the area.

The N/NE Quadrant Plan will increase flexibility and encourage neighborhood-serving, mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

<b>Implementation Actions:</b> North Banfield Portal						
#	Action	Timeline				Implementers (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB1*	Apply CXd zoning to the sites south of Multnomah St. and west of NE 21 <sup>st</sup> Ave. Existing environmental conservation (c) overlay zoning will remain.	X				<b>BPS</b>
NB2*	Evaluate natural resource protection and management options for Sullivan’s Gulch as part of the Central City-wide natural resource analysis.	X				<b>BPS, BES</b>
NB3	Complete the Sullivan’s Gulch Trail Concept Plan and implement the trail connection through the area.			X		<b>PPR, PBOT, ODOT, UPRR, Private</b>
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

**Vancouver/Williams Corridor**

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and does not allow mixed-use development. It also contains a large concentration of significant buildings identified in the Bosco-Milligan Foundation’s Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing high-density residential zoning (RHd) to central employment (EXd). The EXd zoning allows a broad range of uses, including commercial, light industrial and residential uses, consistent with the mix of current land uses in the area. This additional land use flexibility will support reinvestment and expansion of existing employment uses in the area, which are currently nonconforming uses. It will also support the rehabilitation of cultural resources by providing a broader range of uses allowed within existing buildings.

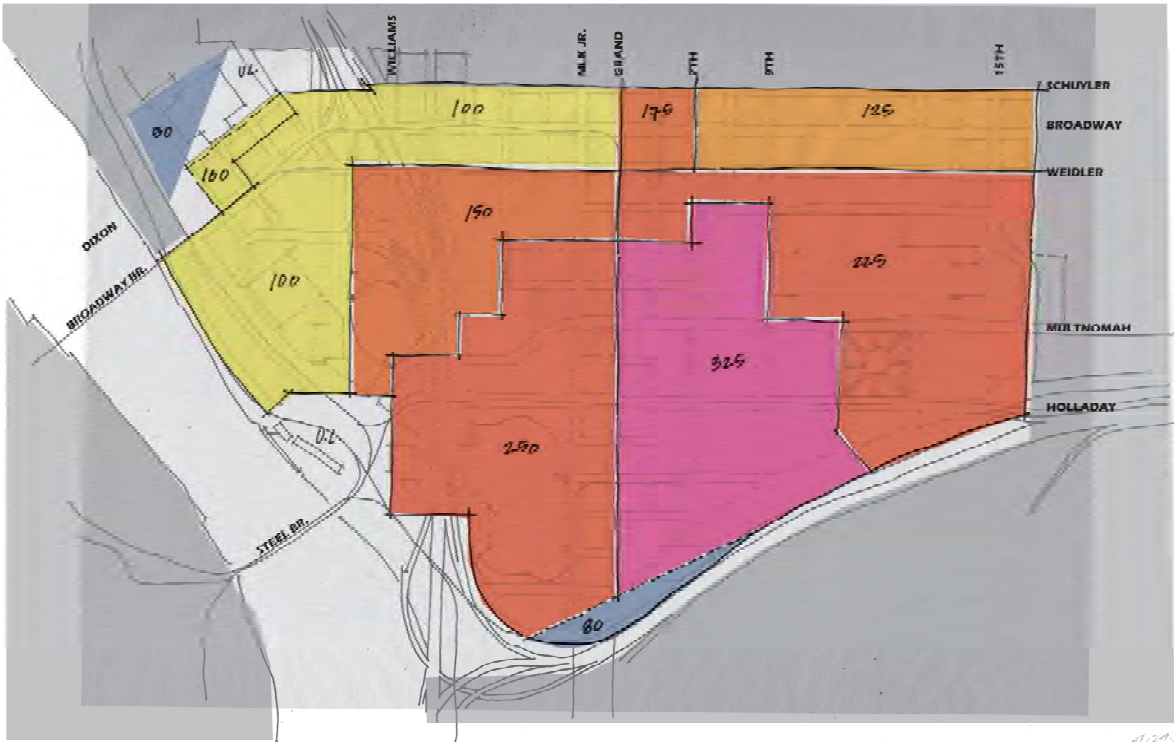
<b>Implementation Actions: Vancouver/Williams Corridor</b>						
#	Action	Timeline				Implementer (lead in <b>bold</b> )
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1*	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				<b>BPS</b>
VW2*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			<b>AHC, BPS</b>
VW3	Ensure that any reconfiguration of surface streets in conjunction with I-5 freeway improvements maintain and enhance connectivity of the surface street system between and within the N/NE Quadrant and the Eliot neighborhood and minimizes traffic impacts on the Eliot neighborhood.			X		<b>ODOT, PBOT, BPS</b>
*Additional details for selected action items are included in Appendix B, Implementation Action Details.						

*Table 4: List of Implementers*

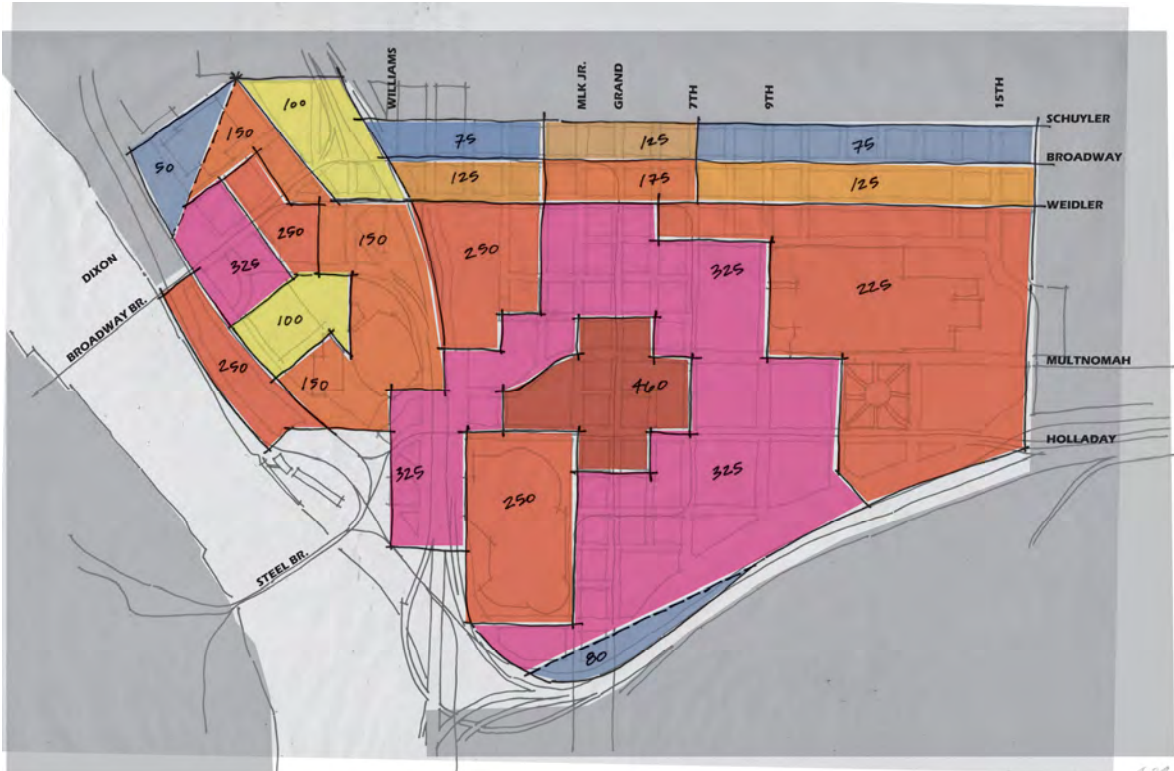
AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BID	Lloyd Business Improvement District
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
EcoDistrict	Lloyd EcoDistrict
Eliot NA	Eliot Neighborhood Association
LDCA	Lloyd District Community Association
Metro	Metro
POE	Portland Office of Equity
ODOT	Oregon Department of Transportation
OHWR	Portland Office of Healthy Working Rivers
PBOT	Portland Bureau of Transportation
PCC	Portland Community College
PDC	Portland Development Commission
PHB	Portland Housing Bureau
PPR	Portland Bureau of Parks and Recreation
PPR/UF	Portland Bureau of Parks and Recreation/Urban Forestry
PPS	Portland Public Schools
Private	Private property owners, businesses or non-profits
PWB	Portland Water Bureau
SHPO	State of Oregon Historic Preservation Office
TMA	Lloyd Transportation Management Association
TriMet	TriMet
UPRR	Union Pacific Railroad

# APPENDIX A: ADDITIONAL URBAN DESIGN DIAGRAMS

## Map A1: Lloyd District - Existing Maximum Heights

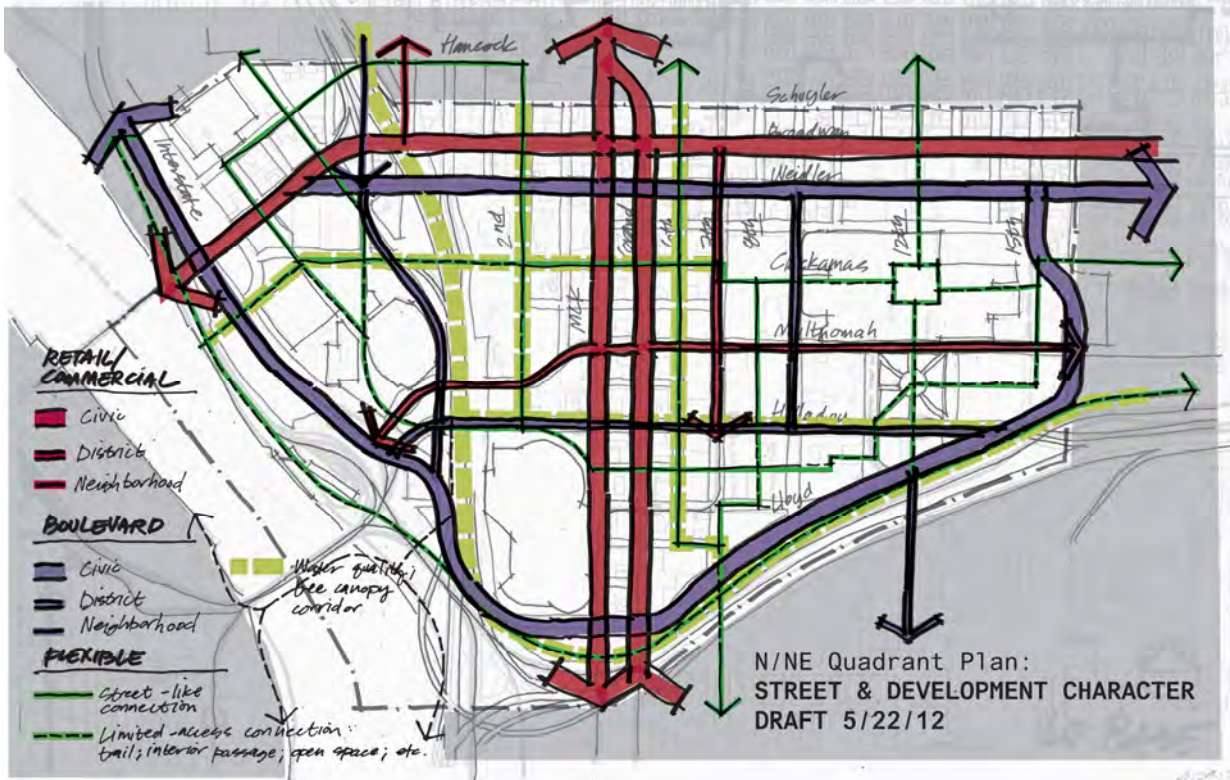


## Map A2: Lloyd District - Proposed Maximum Heights

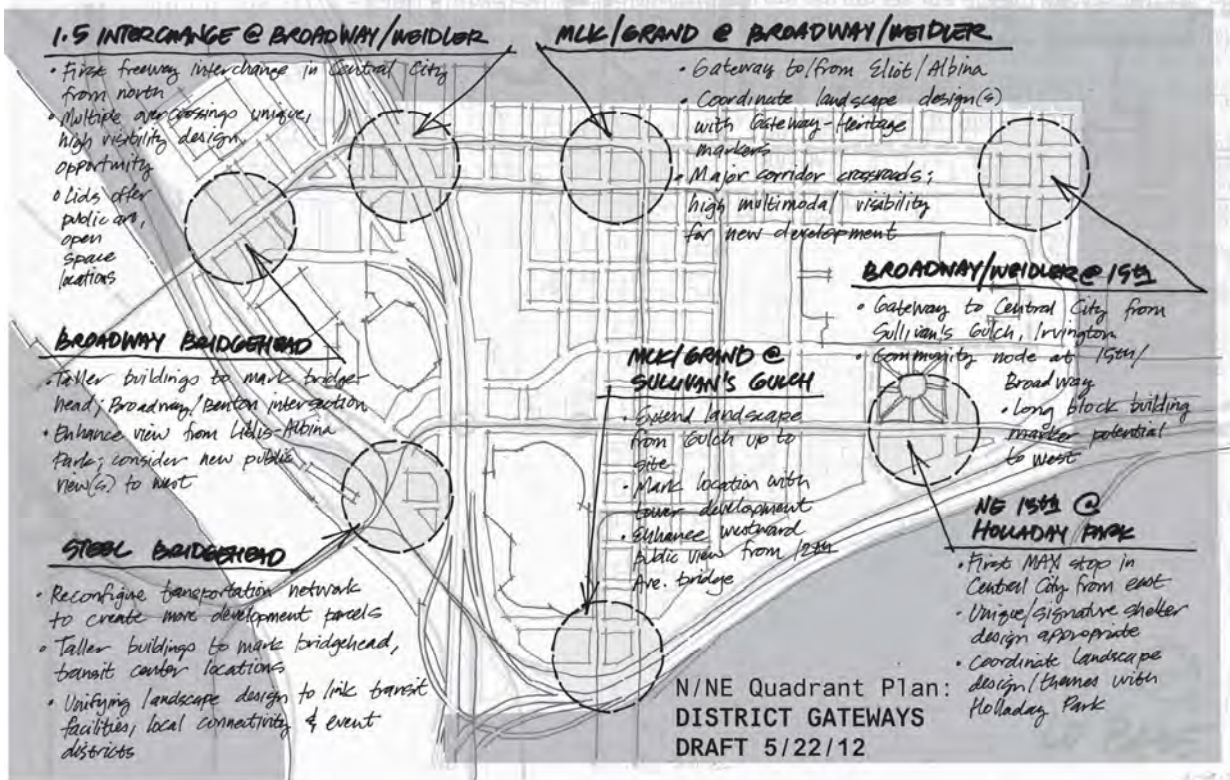


Note: Proposed maximum heights are inclusive of any potential bonuses.

Map A3: Lloyd District – Street and Development Character



Map A4: Lloyd District – Gateways







**RC2 Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment.**

**Background:** Although one of its primary uses is office space, Portland Public Schools' (PPS) headquarters building, the Blanchard Educational Service Center is currently zoned for industrial use. The building is oversized and inefficient for the services it provides and, given its age and state of repair, major future improvements may not be a good long-term investment. The school district has expressed interest in eventually moving to another location, which would open up the approximately 12 acre site for redevelopment. New development at the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the *Rose Quarter District Plan*. A zoning change for the Blanchard site and some adjacent parcels would be required to accommodate most redevelopment scenarios. Several development options for redevelopment of the area were explored in the *North of Broadway / Blanchard Site Development Study* (2010).

**Existing Zoning:** Map B2 shows the existing and proposed zoning for the site and Table B1 summarizes existing and proposed zoning provisions. The area contains 25 taxlots with approximately 12 acres.

Approximately 10 acres are zoned General Industrial (IG1). The IG1 zone is intended for industrial development, with sites that generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street. The northwest portion of the site has a Scenic Resource (s) overlay accompanying a viewpoint from Lillis Albina Park, with a 50 foot height limit.

Approximately 2 acres are zoned General Employment 1 (EG1) with a comprehensive plan designation of CXd. This area has a 45 ft height limit and an FAR of 4:1. The EG zones allow a range of employment uses, emphasizing industrial uses and limiting office, retail and residential development. EG1 areas generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street, similar to IG1.

The areas to the south and east of the Blanchard site have flexible commercial zoning (CXd) and are occupied by surface parking lots, a storage building and an apartment building. Areas to the north of the site are part of the Lower Albina subdistrict, and are zoned for industrial use with active industrial businesses in operation. A slope on the North side of the site helps form a natural transition between the Blanchard site and the industrial district to the North.

**Proposed Zoning** - Map B2 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area currently zoned General Industrial (IG1/IG1s) is proposed to change to Central Employment (EX), with a design overlay (d) and the continuation of the Scenic Resource overlay (s) on a portion of the area. The EXd zone is a flexible employment zone intended for mixed-use areas of the central city with industrial character. Light industrial, office, retail and residential uses are allowed. The proposed maximum height limit in the EXd area is 100' east of Wheeler and 150' west of Wheeler. The EXds area would continue to have a 50' maximum height to reflect the view of the west side from Lillis Albina Park.

Because of the large size and unique opportunity presented by redevelopment of the main Blanchard site, staff proposes to require a master plan process on the area shown on Map B1 as part of its redevelopment. This process will be developed prior to changing the zoning on the site. The master plan for this site will need to address the following issues:

- a. public views over the site and from the site
- b. future street network and traffic – for all modes
- c. open space opportunities

- d. sensitive transitions to industrial land uses to the north – particularly regarding siting of any residential uses to avoid nuisance issues
- e. height, bulk and design of proposed structures

The master plan process would not be required for adjacent smaller parcels also included in this rezoning proposal as their small size limits the need to consider the issues above and beyond the normal land use and design review process.

Commercial zoning with a design overlay (CXd) and a height limit of 150’ east of Ross and 250’ west of Ross is proposed for the area currently zoned General Employment (EG1). The CXd zone is consistent with the city’s existing Comprehensive Plan designation of this area and would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design overlay would require new development to go through a discretionary review process.

*Table B1: Summary of N Broadway Existing and Recommended Zoning Provisions*

Provision	Existing IG1	Existing EG1	Recommended CXd	Recommended EXd/EXds
Land Uses	Primarily Industrial uses only.	Industrial, institutional and some commercial. Limitations on office, retail and residential.	Wide range of residential, office and retail allowed.	Wide range of residential, office, retail and industrial allowed.
Height limit	No limit	100’	100’-250’*	50’-150’*
FAR limit	No limit	4:1	4:1	3:1
Design overlay	No	No	Yes. Discretionary design review required.	Yes. Discretionary design review required.

\* See proposed maximum height map in Appendix 1: *Additional Urban Design Diagrams*.

**RC3 Adjust and increase maximum allowed heights to support high density development and encourage the provision of public amenities and desired uses in the following areas: Broadway Bridgehead, Riverfront (“Thunderbird” site) and Central Lloyd area.**

Existing and proposed height maps are located in Appendix A: *Additional Urban Design Diagrams*. The heights shown on Map A2: *Proposed Maximum Heights* are maximums inclusive of any potential bonus height provisions. The specifics of the bonuses required to reach these maximums have not yet been developed but depending on location, they will emphasize providing housing, providing parks and open spaces, and providing Convention Center-supportive uses. Bonuses may also be developed for green buildings and the use of green infrastructure.

For related information see the following actions:

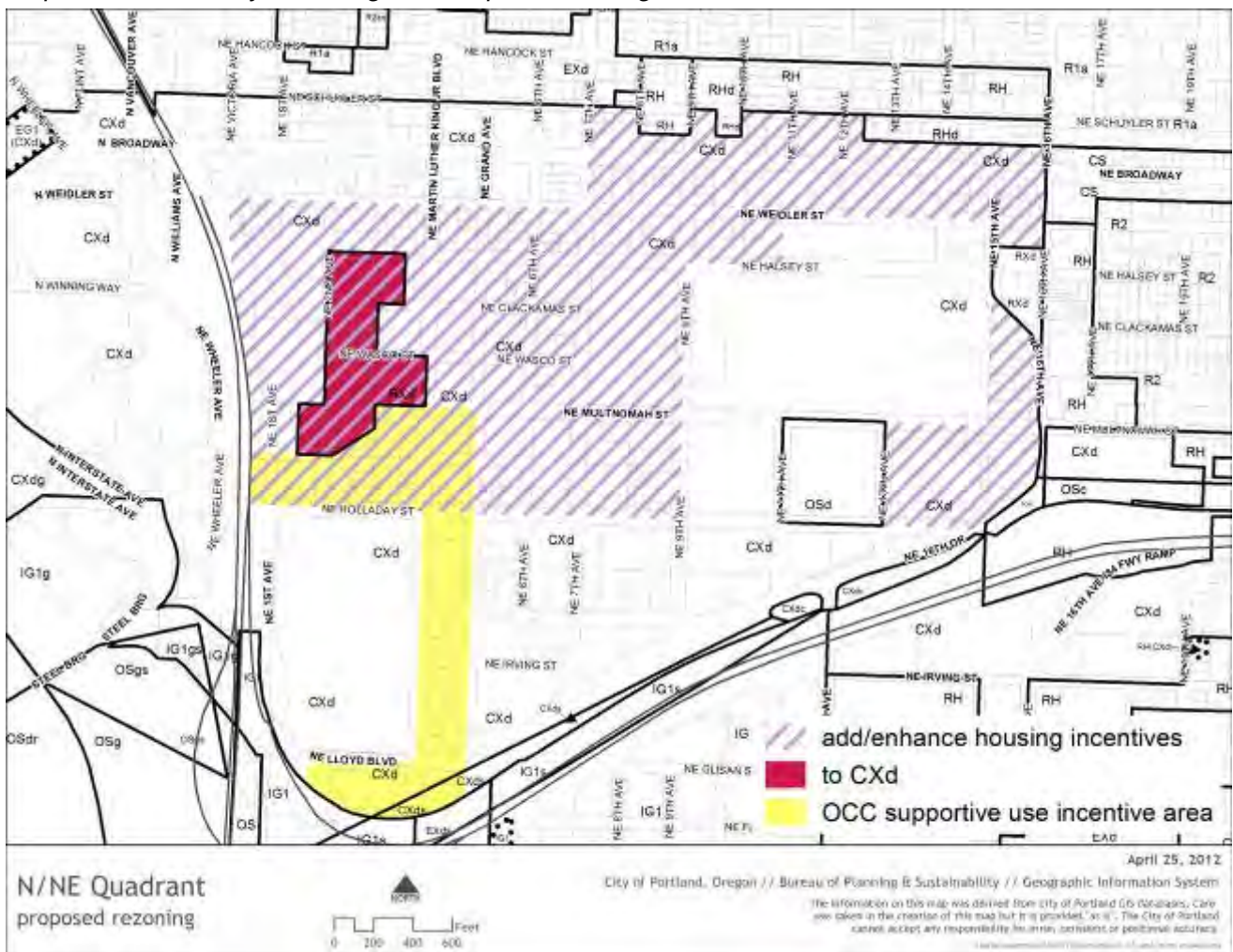
- Central Lloyd – Lloyd actions RC4, HN1 and HN2
- Riverfront – Lloyd action UD8

**RC4 Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.**

There is a long-held desire to increase activity and vitality in the area surrounding the Oregon Convention Center. The *Lloyd District Development Strategy* (2001) and the *Development Vision for the Oregon Convention Center Blocks* (2006) both sought to create an exciting entertainment-oriented district on the blocks directly adjacent to the facility. This action calls for implementation of regulatory bonuses and incentives on these blocks that would encourage future development to incorporate entertainment-related uses to help realize this vision. See Map B2: *Central Lloyd Existing and Proposed Zoning* for the recommended area of implementation.

Desirable uses in this area include retail spaces (perhaps multi-story), restaurants and bars, entertainment and meeting venues, hotels and cultural facilities including galleries and museums. Prominent architecture, with significant night lighting and public art installations may also be encouraged in this area to enrich the pedestrian experience. Bonuses could be made available for additional building height (up to the proposed maximum heights) or additional floor area ratio (pending revision of the Central City’s FAR bonus and transfer program). Other regulatory incentives should also be considered. See Appendix A: *Additional Urban Design Diagrams*, for existing and proposed maximum height maps.

Map B2: Central Lloyd Existing and Proposed Zoning



**HN1 Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas.**

The Lloyd District Goal includes an emphasis on developing a high-density mixed-use residential and employment district in the Central Lloyd, with sensitive transitions to the historic main street on NE Broadway and to the surrounding neighborhoods. To help achieve this goal, this action calls for refocusing available residential incentives (regulatory and financial) for both market rate and subsidized housing to apply in the areas shown on Map B2: *Central Lloyd Existing and Proposed Zoning*. Few, if any housing incentives or requirements would be provided outside the area illustrated on the map.

Potential incentives to encourage housing development include allowing additional building height (up to the maximums on the proposed height map) or additional floor area ratio (pending revision of the Central City's FAR bonus program). In certain areas where some housing is seen as essential, housing requirements may be applied – at least until a specified threshold of units have been built in the district. Changes to superblock regulations to encourage or require housing should also be explored.

**HN2 Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area.**

This action implements the desire for a high-density mixed-use residential and employment district in the Central Lloyd by uniformly applying the flexible Central Commercial Zone with a Design Overlay (CXd) to the area shown on Map B2: *Central Lloyd Existing and Proposed Zoning* and applying a variety of housing incentives as described in Lloyd action HN1. It is intended to increase land use flexibility and encourage investment in the district without losing sight of housing objectives. The majority of new housing development in the Central City since 1990 has been in CXd and EXd zoned areas. For example, Pearl District is largely zoned EXd and Downtown and South Waterfront are largely CXd.

**TR2 Develop and revise parking management strategies.**

Parking policy is a key component of a successful high density urban area. In the Central City, parking policy serves many purposes. It includes managing the supply of parking to encourage non auto trips, managing congestion, supporting retail uses, protecting livability, addressing air quality issues, supporting growth in the Central City and protecting historic buildings from underuse and demolition. As the Central City parking policy is updated as part of Central City 2035, the City will address the following in relation (though not exclusively) to the Lloyd District:

- Incentivizing mixed use development through the provision of shared parking facilities.
- Promoting the use of transit and active transportation modes by reducing the amount of parking spaces per capita in the district over time.
- Maintaining and enhancing parking to serve retail focused areas and streets.
- Addressing event parking issues through flexible options such as the use of variable pricing and event parking management. An example of this is the current parking plan for Jeld-Wen Field during Portland Timbers games.

**TR8 Implement the I-5 Broadway-Weidler Interchange Plan improvements.**

See Appendix C: *I-5 Facility Plan*, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering.

**TR9 Implement a 7<sup>th</sup> Ave pedestrian/bike bridge over I-84 connecting to either 7<sup>th</sup> or 8<sup>th</sup> in the Central Eastside.**

The Lloyd District is surrounded in the south and west by natural and man made barriers. To the south there is Sullivan’s Gulch, the active Union Pacific line, the light rail line and the I-84 freeway separating Lloyd from the Central Eastside.

Three bridges connect these two areas: the overpasses at MLK and Grand and the 12th Avenue bridge. These bridges serve the needs of all modes, concentrating high numbers of vehicles with transit lines, trucks, pedestrians and cyclists. The Grand and MLK overpasses are loud and have substandard sidewalks and fast moving vehicles. Conflicts between vehicle and pedestrian needs are most present at Grand and Everett, where there is an on-ramp onto I-84 with a free right turn for vehicles. Pedestrian crossing is not allowed at this leg of the intersection.

There are no bicycle lanes on the MLK and Grand bridges. Streetcar tracks have been installed as part of the Streetcar Loop project, which precludes adding bike lanes adjacent to the curbs. The 12th Avenue Bridge has recently received bicycle infrastructure improvements; however, the 12<sup>th</sup> Avenue bridge is located too far east to serve most travelers to and through the district.

These factors support the need for an additional crossing to serve pedestrians and cyclists with a safe and convenient new connection with direct access to the heart of the Lloyd District. Given the presence of existing bicycle lanes on NE 7th in the Lloyd District and of a building in good condition at the end of NE 9th in the Central Eastside that would need to be demolished to provide a 9th Avenue to 9th Avenue connection, the best alternative routes are from NE 7th in the Lloyd District to either 7th or 8th (shortest distance) in the Central Eastside.



*Conceptual rendering looking east from Lloyd Blvd showing a potential design option for the 7<sup>th</sup> Avenue pedestrian/bicycle bridge. This rendering shows existing bike lanes on Lloyd Blvd. It does not depict the proposed Sullivan’s Gulch Trail.*

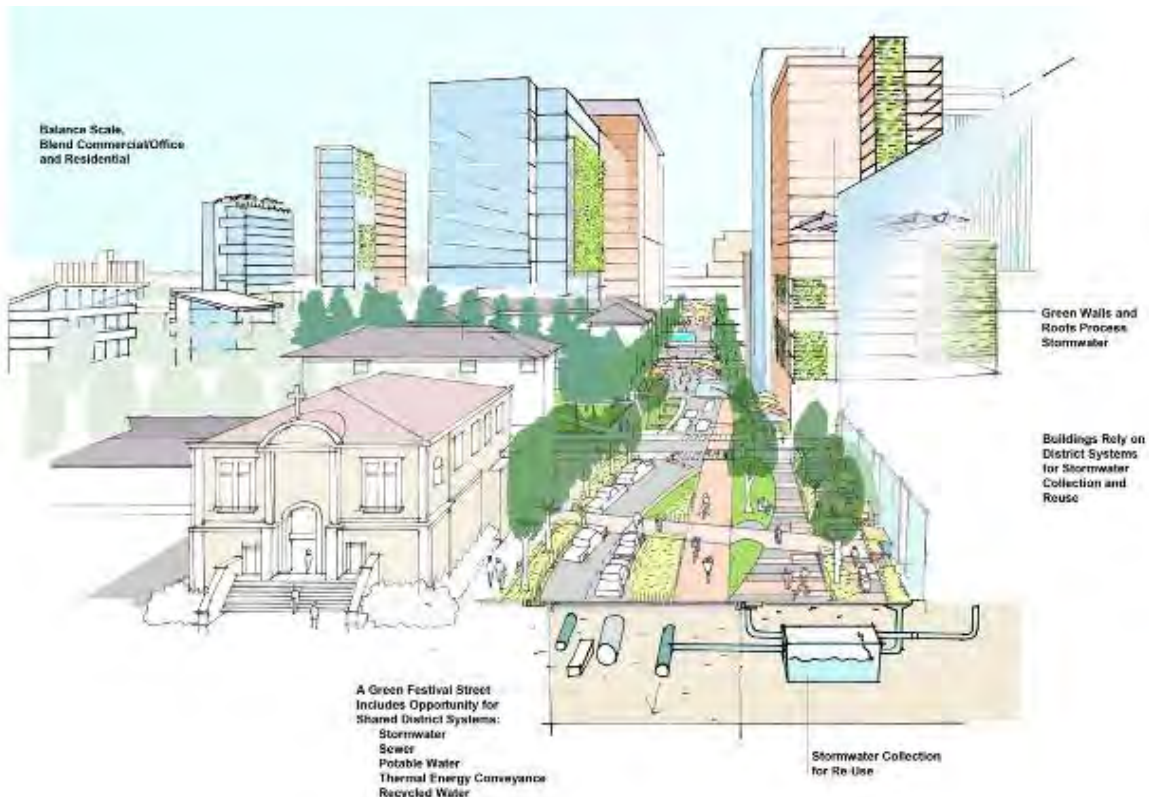
**TR10 Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.**

The concept for a Clackamas Flexible Street would create an intimate urban street that provides for a safe and pleasant place for people to gather, play, and socialize. The street would provide for slow local vehicle access, bicycle access, and street amenities geared toward improving the pedestrian experience and creating a district amenity. This project should showcase the Lloyd EcoDistrict as a sustainable district that would include district energy infrastructure, enhanced tree canopy, improved stormwater strategies and green building technologies. The project should be a public-private partnership effort that leverages public infrastructure investments to obtain private investments in high-density, mixed-use development that contribute to the goal of creating an urban neighborhood in the Central Lloyd area.

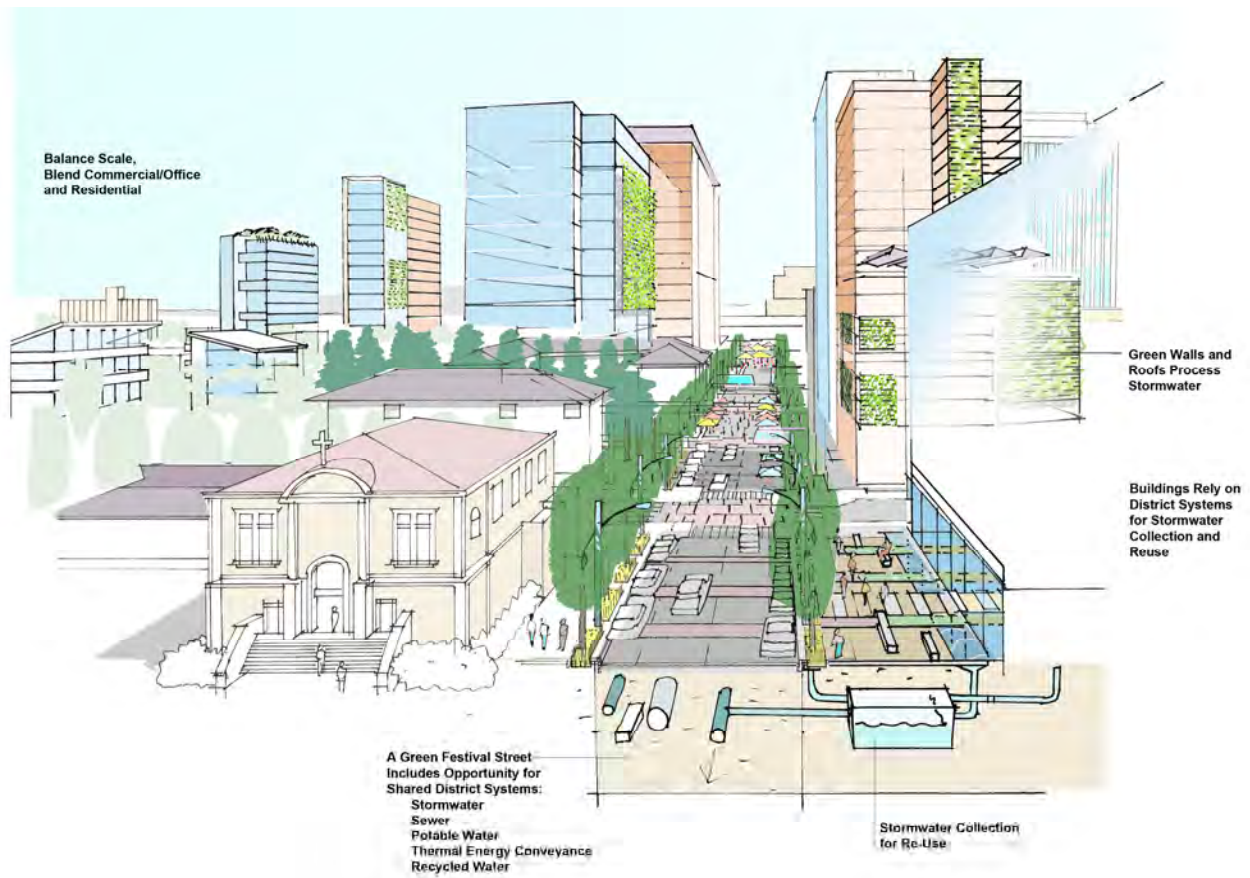
Development agreements may be part of this project’s implementation program and should address public investments, private development, and sustainable design elements.

Additional plan elements that would increase the positive impact of the Clackamas Flexible Street include the parks and open space strategy called for in action UD5 and the proposed Clackamas Pedestrian and Bicycle I-5 Overcrossing included in the I-5 Broadway/Weider Interchange Improvements Facility Plan (See Lloyd action TR8) that would link NE Clackamas Street with the Rose Quarter and potentially to the Willamette River. The Clackamas Flexible Street Project can occur separately from the bridge project.

The conceptual renderings below show two possible ways that Clackamas Street could be improved. There will be a future process to engage property owners and other stakeholders on design alternatives, access and parking needs.



*Conceptual rendering of the Clackamas Flexible Street with a unique design and shared district systems.*



*Conceptual rendering of Clackamas Street as a festival street and with a decorative paving treatment.*

**TR13 Confirm the benefits and feasibility of straightening the “s-curve” in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the “Thunderbird” site.**

Currently, the “Thunderbird” site is separated from the riverbank by the Union Pacific Railroad mainline tracks. The tracks currently have a series of sharp curves around the Louis Dreyfus grain elevators near the Steel Bridge that dramatically slow train traffic. There may be mutual gain in a scenario that straightens the curves by placing the tracks in a trench or tunnel closer to Interstate Avenue. This would speed train traffic, reducing rail system congestion around the Steel Bridge. Relocating the train tracks would also open up the opportunity for public access to the riverbank at the Thunderbird site while still preserving some development potential. See Lloyd action UD8 for a conceptual illustration of the site with trenched railroad tracks.

**TR14 Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplanade, and development opportunities**

The present configuration of the Rose Quarter Transit Center (RQTC) is an evolution from a simple bus transfer center recommended by the City of Portland’s Industrial Access Study in the late 1970’s to a major transit center for light rail and buses and a multi-modal hub to accommodate the spectators attending events at the Rose Quarter. The Interstate MAX Project was the most recent project to reconfigure the transit center.

With the construction of the Interstate MAX Project, City and TriMet staff acknowledged that the at-grade transit center was an interim solution and that a longer term solution would likely be needed in the future. In particular, as a transportation hub, the signal system would not have sufficient capacity to accommodate anticipated long-term growth in demand by any mode - light rail, bus and vehicle traffic, pedestrians, and bicyclists.

A key challenge for the RQTC also has been the need to better activate the center itself. This is particularly an issue as it relates to public safety. The current arrangement of the transit center and local streets inhibits development opportunities that would help activate the area.

The goals of this future work include exploring alternative configurations of street and rail infrastructure that:

- Improve the quality, safety and experience of the public realm, particularly for pedestrians, bicyclists and transit users.
- Improve transit capacity, readability, reliability and safety of the area – for MAX light rail and bus, as necessary.
- Improve development potential, creating developable parcels in the area of reasonable size and with good access and visibility.
- Increase access to and through the area – for vehicles, bikes and pedestrians.

**UD2 Revise height regulations along Broadway along the Eliot and Irvington neighborhood edges to provide a step down from taller heights allowed in the rest of the Lloyd District.**

Existing and proposed maximum height maps are located in Appendix A, *Additional Urban Design Diagrams*. The N/NE Quadrant recommends sensitive neighborhood transitions in building height between the Lloyd District and the Eliot and Irvington neighborhoods to the north. The proposed maximum heights map shows maximum heights of 75' north of Broadway with the exception of between NE 3rd and NE 7th where heights up to 125' are allowed to reflect the commercial nature of the area around the Broadway and MLK intersection and to acknowledge it as an important gateway into the Central City. Maximum heights are inclusive of any bonus provisions. Proposed changes to allowed heights along the Broadway/Weidler corridor within the N/NE Quadrant do not imply a precedent for revising height limits in the corridor between NE 15th and 33rd avenues, outside the Central City. Any such change would require further study and analysis as part of a future project.

This plan is also recommending that the existing 75' height limit between NE Schuyler and NE Hancock in the Irvington Historic District, an area that is outside the Central City Plan boundary, be reduced to 45' as part of the update to the City's Comprehensive Plan. The height limit change is in response to the creation of the Irvington Historic District in 2010 and the policy need to retain multi-family housing potential in this corridor. See Lloyd action UD10 in the implementation action table.



**UD6 Update the Lloyd District’s 1991 design guidelines: *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* to reflect the district concept.**

The *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* is recommended to be amended to reflect the design direction described in the district plan’s urban design concept and supporting information. The existing document will be extensively revised and updated to feature new formatting, new illustrative examples of how to meet the guidelines and a new structure based on the Central City Fundamental Design Guidelines. New design issues to be addressed by the guidelines will include different street and development characters; incorporating/integrating green elements in site and building designs; and transitions to adjacent neighborhoods.

The “Street & Development Character” concept (see Appendix A) describes more intentional direction for the different streets in the Lloyd District. The concept proposes changes in both the street design standards as well as the adjacent building edges. The concept proposes three different types of street characters: retail/commercial, boulevard and flexible. New content in the design guidelines will address building edges of proposals along the different street types, illustrated with examples of desired building edge responses for each of the different street types. In addition, as some of the flexible network moves through private property, new design guidelines will speak to the character and orientation of new connections through these large blocks. More information is also available in a separate report: *N/NE Quadrant Plan: Street and Development Character Concept (2012)*.

New design guidelines will address the incorporation of “green” site and/or building elements. These elements could include, but are not limited to, native vegetation, bird-friendly design approaches for larger buildings, building orientation to maximize solar performance, energy production systems and stormwater management facilities. The content of these design guidelines would be developed in coordination with the Lloyd Ecodistrict planning and infrastructure implementation efforts.

In addition to maximum floor area ratio (FAR) and height regulations that limit building form(s), new design guideline content will address desired transitions from the Lloyd District to adjacent neighborhoods including Eliot and Irvington. The guidelines will be crafted to speak to the unique characteristics of the edges along each of these neighborhoods, and how new development proposals should respond accordingly. Design issues described by the guidelines, with narrative and illustrative examples, will range from site/building patterns, façade articulation, attention to detail, quality of construction, and potential building step-downs to existing historically, culturally or architecturally significant resources. In addition, existing guidelines that address specific locations in the district, such as the Broadway/Weidler corridor, would be updated to reflect the Irvington Historic District designation and boundary change. Language in the guidelines would provide clearer direction for design compatibility with adjacent contributing properties.

**UD8 Work with the property owner/developer of the “Thunderbird” site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront.**

On the Thunderbird site located between the Veterans’ Memorial Coliseum and the Willamette River additional height above the 100’ current maximum would be allowed in exchange for providing public open space – preferably in front of the Coliseum. In exchange for providing significant public open space, buildings would be allowed to be up to 250’. The existing floor area ratio (FAR) would remain at 4:1, therefore the total amount of development potential on the site would remain the same.

As described in Lloyd action TR13, one option being considered in this area is the relocation of the Union Pacific railroad tracks to improve freight and passenger rail operations. It will be important to work with ODOT rail and Union Pacific to ensure that any plans developed for rail relocation maintain access, the development potential of the site and provide park and riverbank enhancement opportunities. Also see related Lloyd action RC3 regarding height changes proposed.



*Thunderbird site with full build-out of existing current maximum height (100') and 4:1 FAR. Conceptual rendering only.*



*Thunderbird site with buildout to ~250' and 4:1 FAR, incorporating a new waterfront open space. The railroad tracks have been moved to accommodate riverfront access and increase rail efficiency in this conceptual rendering.*

**EN1 Evaluate natural resource protection and management options for Sullivan’s Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis.**

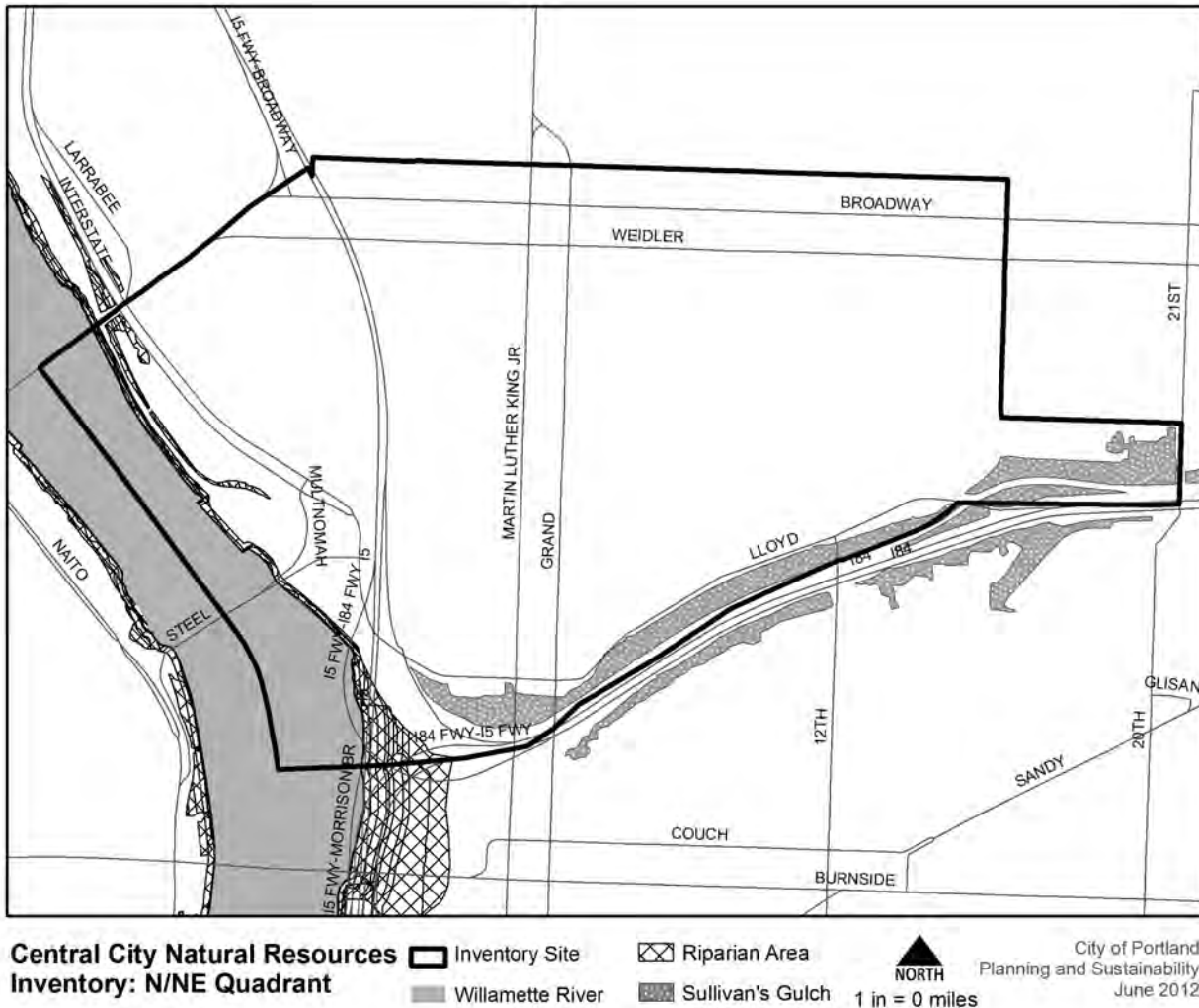
As part of comprehensive planning projects, the City updates the existing Environmental Program. This update is needed to help protect and enhance natural resources, meet watershed health goals and advance the City’s compliance with local, regional and state goals and regulations. The steps to update the Environmental Program include 1) inventory existing natural resources; 2) evaluate the economic, social, environmental and energy trade-offs of different levels of resource protection; and 3) apply appropriate programmatic tools.

In 2011, staff updated the inventory of natural resources in the N/NE Quadrant. The inventory includes documentation regarding the location, extent and relative quality of the existing resources. The two primary natural resource features identified in the inventory are the Willamette River and its riparian area and Sullivan’s Gulch (see Map B3: *Central City Natural Resources Inventory: N/NE Quadrant*). The river and riparian area are important to wildlife and fish, including ESA-listed species, and provide functions like flood storage and nutrient cycling. Sullivan’s Gulch is a unique feature that is used by wildlife. It is also susceptible to slope failure due to its steep grade and risk of wildfire.

The next steps will be to complete the inventory for the other quadrants and release an updated Central City Natural Resources Inventory (NRI) for the entire Central City 2035 Plan area. Next, staff will perform the Economic, Social, Environmental and Energy (ESEE) Analysis for the entire Plan area to evaluate the trade-offs associated with different levels of environmental protection. The ESEE will consider development potential, housing goals, public health, commerce, recreation, watershed health and other topics. The result will be recommendations about when, where and how to protect and manage natural resources in the plan area. The City uses different tools to protect, enhance, and

restore natural resources including environmental conservation and protection overlay zones, agreements with property owners, revegetation programs, education and best management practices. Existing overlay zones, such as the conservation overlay zone currently applied to parts of Sullivan’s Gulch, will be reviewed and may be refined through the Central City project. The owners of potentially affected properties will be notified and invited to comment prior to the finalization of the Central City Natural Resource Inventory, the ESEE and program recommendations.

Map B3: Central City Natural Resources Inventory: N/NE Quadrant



**EN2 Update the Willamette Greenway Plan for the Lloyd District as part of the River Plan / Central Reach process, building on concepts outlined in the N/NE Quadrant Plan and the North Portland Greenway Feasibility Study.**

The River Plan is a comprehensive, multi-objective plan for the land along the Willamette River. It involves the update of the 1987 Willamette Greenway Plan, greenway zoning code and greenway design guidelines. The River Plan is being completed in three phases with each phase focusing on a different “reach” of the Willamette River: North Reach, Central Reach and South Reach. The North Reach makes up Portland's working harbor, stretching from Willamette's confluence with the Columbia River to the Broadway Bridge on the east side to the river, including Lower Albina within the N/NE Quadrant Plan area. The River Plan / North Reach was completed in 2010, however subsequent appeals have not yet been resolved (see also Lower Albina action EN1).

Planning for the Central Reach, which stretches from the Broadway Bridge to Ross Island Bridge on the east side of the river, is being conducted as part of the Central City plan update. The Lloyd District riverfront is included in the Central Reach. The River Plan / Central Reach process will address habitat, restoration sites, design guidelines, trails and access, and river dependent and river related development. Enhancement and restoration sites within the Lloyd District could include the area of shallow water near the I-5/I-84 interchange and the riverbank below the “Thunderbird” site. Other potential opportunities to improve the riverbank include addition of large wood along the river margins to add complexity and cover for juvenile salmonids, bio-engineering of existing rip-rap and revetments to add native plantings for cover and food sources for aquatic and terrestrial wildlife.

**EN11 Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.**

As of June 2012, the City of Portland, the Portland Development Commission, and the Portland Trailblazers are currently in the design process to develop an initial district energy node. Corix Utilities was selected to plan a phased Rose Quarter Shared Thermal Energy System (district energy). In its first phase, the system will provide heating and cooling services to the Rose Garden Arena and Veterans Memorial Coliseum. These services would be extended to the Oregon Convention Center in the second phase through underground piping. In the third phase, the system will expand east toward the Lloyd Center providing heating and cooling services through a network of pipe infrastructure. For this expansion to the greater Lloyd District, crossing I-5 poses a significant challenge that could be resolved by a Clackamas pedestrian/bike overcrossing. Connection to the Rose Quarter Shared Thermal Energy System would contribute to the redevelopment of Clackamas as a high performing green street. Additional district energy and water opportunities in the Lloyd District are also under consideration and could complement the Rose Quarter system.

## Lower Albina

### **RC1 Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.**

This action along with Lloyd District action RC2, recognizes the current major use (office) of the Portland Public Schools Blanchard Building and its desired future as a mixed-use, flexible urban redevelopment opportunity. Because the current office use and desired future uses for the site are non-industrial in nature, and because the natural topographical transition from the area around N Broadway and the Rose Quarter happens at a steep bluff north of the Blanchard site, the boundary between the Lloyd District and Lower Albina should be adjusted as shown in Map B1: *N Broadway Existing and Proposed Zoning*. Future redevelopment of the Blanchard site would complement proposed redevelopment in and adjacent to the Rose Quarter called for by the Rose Quarter District Plan. See Lloyd action RC2 for detailed information on the proposed zone change for the area.

### **RC2 Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.**

**Background:** The majority of the Lower Albina district is zoned for industrial uses. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use historic area along lower Russell Street, where retail activity is especially active in the evening.

**Existing Zoning:** Map B4 shows the existing and proposed zoning for the site and Table B2 summarizes existing and proposed zoning provisions. The area fronting NE Russell from N Albina to the I-5 overpass contains 17 tax lots covering approximately two acres. It is currently zoned General Industrial 1 (IG1) with a design (d) overlay zone and has several additional development standards, such as a 50 foot height limit, a maximum 3:1 FAR, and ground floor active use and residential bonus target designations. Many of these requirements are inconsistent with the underlying industrial zoning, make the economic use of these properties difficult, and complicate potential redevelopment. Immediately to the east of this area is the Russell Street Conservation District, which is zoned EXd, allowing a mix of industrial, commercial and residential uses. No zoning changes are proposed in the conservation district.

**Proposed Zoning:** Staff proposes rezoning the properties fronting N Russell between the Russell Street Conservation District and the I-5 overpass from IG1d to EXd, with a new provision that would prohibit residential development. This would continue to allow industrial uses, while also allowing office and retail uses. The existing 50 foot height limit and 3:1 maximum FAR would be retained. No changes are proposed in the existing EXd zoned area, where housing would continue to be allowed. Increasing zoning flexibility to allow a wider range of uses will support the existing retail node and encourage investment in existing buildings and help recreate the connection between Lower Albina and the Vancouver/Williams Corridor.

Table B2: Summary of Lower Albina Existing and Proposed Zoning Provisions (EXd)

Provision	Existing IG1	Proposed EXd (no residential)
<b>Office: Allowed</b>	1 Office (or Retail) use per site, up to 3,000 SF	Allowed, limited by FAR (3:1 proposed)
<b>Office: Conditional Use</b>	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	NA
<b>Retail: Allowed</b>	1 Retail (or Office) use per site, up to 3,000 SF	Allowed, limited by FAR (3:1 proposed)
<b>Retail: Conditional Use</b>	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	NA
<b>Residential</b>	Generally not allowed	Not allowed (proposed)

Map B4: Lower Albina Existing and Proposed Zoning



**RC3 Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside. Implementation of the Employment Opportunity Subarea regulations is contingent on developing a Lower Albina parking strategy that explores off-street parking facilities for workers and visitors and on-street parking strategies.**

**Existing Zoning:** Map B4 shows the existing and proposed zoning for the site and Table B3 summarizes existing and proposed zoning provisions. The area generally east of the Union Pacific railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map B4), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

**Proposed Zoning:** Staff proposes applying Employment Opportunity Subarea (EOS) provisions to the IG1 area generally east of the Union Pacific rail line and west of the freeway (hatched area on map B4). This would allow some additional flexibility for commercial and employment uses that are compatible with industrial activities. The EOS provisions have the potential to increase job density, capture growing industry sectors, and foster the continued vitality of Lower Albina as an employment center and business incubator. Staff believes this targeted approach is less likely to result in land use conflicts with industrial activities than applying an employment base zone, which would have broader allowances for office and retail uses and the potential for residential development. The existing Scenic Resource (s) overlay would remain on a portion of the area.

Implementation of the EOS regulations is contingent on developing a Lower Albina parking strategy. Outcomes may include but not be limited to a parking inventory and strategies to provide additional parking or better manage existing supply to maximize its utility. Examples include employee permit programs, partnerships to create additional parking, time limitations/pricing, development of a Transportation Management Association/parking coordinator, enforcement strategy, and funding options, among others.

*Table B3: Summary of Lower Albina Existing and Proposed Zoning Provisions (EOS)\**

Provision	Existing IG1	Proposed IG1 with Employment Opportunity Subarea (EOS)
<b>Traditional Office: Allowed</b>	1 Office (or Retail) use per site, up to 3,000 SF	5,000 SF per site
<b>Traditional Office: Conditional Use</b>	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 5,000 SF, max of 60,000 SF
<b>Industrial Office: Allowed</b>	NA	60,000 SF per site
<b>Industrial Office: Conditional Use</b>	NA	More than 60,000 SF
<b>Retail: Allowed</b>	1 Retail (or Office) use per site, up to 3,000 SF	5,000 SF per site
<b>Retail: Conditional Use</b>	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None
<b>Residential</b>	Generally not allowed	Generally not allowed

Traditional Office Designation:

- Focus on business, government, professional, medical, or financial services.

- Examples: Professional services, lawyers, accountants, real estate agents; financial, bank HQs, brokerage houses; sales offices; government offices; medical and dental clinics.

Industrial Office Designation:

- Conducted in an office-like setting but more compatible with industrial activities & districts. Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials. Primarily provide products to other businesses. Do not require customers or clients to visit the site.
- Examples: Software and internet content development & publishing; computer design & programming; graphic & industrial design; engineers & architects; telecommunication providers & data processing; TV, video, radio, internet studios & broadcasting; scientific & technical services; medical & dental labs.

\* *The specific EOS zoning proposal described above is consistent with the provision as applied in the Central Eastside Industrial District. The allowances above may be modified based on input from Lower Albina Stakeholders.*

**TR4 Develop a street design plan for the "the Strand" and alternative routes to provide a lower-stress connection between N. Russell Street and the Rose Quarter.**

The Lower Albina district concept calls for “the Strand”, which would provide a supplementary north-south, lower-stress connection between Lower Albina’s Russell Street commercial area and the Rose Quarter to the south and the Mississippi main street to the north. The Strand was developed as part of the Land Use Charrette for the N/NE Quadrant Plan held in February 2011.

Map B5: Proposed Strand Alignment



Today, N Interstate Avenue is the main connection, but it is a high volume traffic street and has narrow sidewalks and an unpleasant pedestrian environment. The Strand is envisioned as a wayfinding system that is compatible with the industrial activities that take place in the southern portion of the Lower Albina’s industrial district. Potential design features of the Strand could include pedestrian and bicycle enhancements, such as continuous sidewalks and/or pavement markings that do not conflict with industrial operations. It could also celebrate the industrial heritage of the district through public art, murals and historical markers along its path. Possible elements of the wayfinding system could include signage, special street paving and art.

The route identified for the Strand generally runs in the north-south direction and zig-zags through the district on existing streets (see map B5). The one exception is a segment between N Page and N Thompson Streets, where the route would need to cross private property via an easement or acquired right-of-way. This private segment presents an additional challenge due to the grade.

The Strand should be pursued as a preliminary streetscape project to determine its feasibility and cost. The study should consider non-traditional streetscape treatments that integrate with the industrial character of the area and examine other possible routes that would provide the same benefit of a lower-stress connection through the district.



*Conceptual rendering of the Strand in Lower Albina. Art murals and special paving provide a wayfinding system through the district.*



**TR8 Implement the I-5 Broadway/Weidler Plan improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.**

See Appendix C: *I-5 Facility Plan*, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering.

**UD1 Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.**

In 1998, the Bosco-Milligan Foundation (Architectural Heritage Center) completed “Cornerstones of Community,” a historical context statement and inventory of over 3,000 properties associated with African-American history in Portland. In 2010, as part of the N/NE Quadrant Plan process, Bosco-Milligan updated the inventory, reflecting recent demolitions, correcting information, and converting the data so that it may be used in computer-based Geographic Information Systems. The context statement and updated inventory are powerful preservation planning tools that can assist in public education and historic preservation efforts in the N/NE Quadrant and through-out the city. They can serve as the basis for the development of a Multiple Property Documentation (MPD) form for African-American historic resources in Portland. Such an MPD would provide contextual information about the African-American community and evaluation criteria that would assist property owners who wish to list their historic properties in the National Register of Historic Places.

**UD2 Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.**

The Community Design Guidelines are currently used as the approval criteria for historic design reviews in the Russell Street Conservation District. This is the only situation in the Central City where the Central City Fundamental Design Guidelines are not used as historic design review criteria (in some cases, other criteria are used in addition to the Central City Fundamentals). In addition, Lower Albina is the only Central City area outside of the downtown core that lacks a district-specific set of design guidelines. In the area east of the conservation district proposed for EXd zoning, the Central

City Fundamentals are the approval criteria. This results in a situation where different criteria are used in directly abutting areas that have similar characteristics

In general, the Community Design Guidelines were intended to be used in areas outside the Central City and may not be the most appropriate criteria in a Central City conservation district. Options to consider include: developing a new set of sub-district design guidelines for Lower Albina that would speak to the characteristics of the Russell Street area specifically; amending the Central City Fundamentals and applying them within the conservation district; or amending current language in the Community Design Guidelines to better address the character of the conservation district.

**UD5 Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.**

Two sources of information can assist Lower Albina property owners to list their properties in the National Register of Historic Places. The existing Multiple Property Documentation (MPD) form “Historic and Architectural Properties in the Eliot Neighborhood” provides historical context and evaluation criteria for historic resources within the Eliot Neighborhood, including Lower Albina. The MPD reduces the National Register documentation requirements for properties that meet the criteria laid out in the MPD. This document is available from the Bureau of Planning and Sustainability.

Another helpful source is the historic resources inventory completed for the Albina Community Plan. This multi-volume set completed in the mid 1990s updated information in the City’s 1984 adopted Historic Resources Inventory. It contains information on hundreds of historic properties in N and NE Portland, including the Lower Albina area. The inventory is housed at the Bureau of Planning and Sustainability.

## Study Areas

### North Banfield Portal

**NB1 Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Avenue. Existing environmental conservation (c) overlay zoning will remain.**

**Background:** Two sites at the corner of NE Multnomah and NE 21st Avenue are currently occupied by a courtyard apartment building and several older single-family homes. Stakeholders are interested in seeing redevelopment in the area with a mix of uses, but much of the area is zoned for residential and one of the sites is currently split-zoned with a mix of residential and commercial office zoning, complicating redevelopment. The staff proposal is to rezone the site to better meet future redevelopment desires.

**Existing Zoning:** Map B6 shows the existing and proposed zoning for the site and Table B4 summarizes existing and proposed zoning provisions. The sites contain nine tax lots totaling approximately 3 acres.

Approximately 1.6 acres is zoned High Density Residential (RH), with a 75 ft height limit and a floor area ratio (FAR) of 4:1. The RH zone is a high density, multi-dwelling zone. New housing in this zone is expected to be medium-rise apartments and condominiums.

Approximately .8 acres is zoned RH with an Environmental Conservation Overlay (RHc), with a 75 ft height limit and an FAR of 4:1. The 'c' overlay zone is intended to conserve important resources while allowing development that is environmentally sensitive. The 'c' overlay does not prohibit development.

Approximately .6 acres is zoned Commercial Office (CO2) with a 45 ft height limit. The CO2 zone is a low and medium intensity office zone that generally allows uses in the office and institutional categories, but not other commercial uses. Retail uses are limited to 10% of the total floor area.

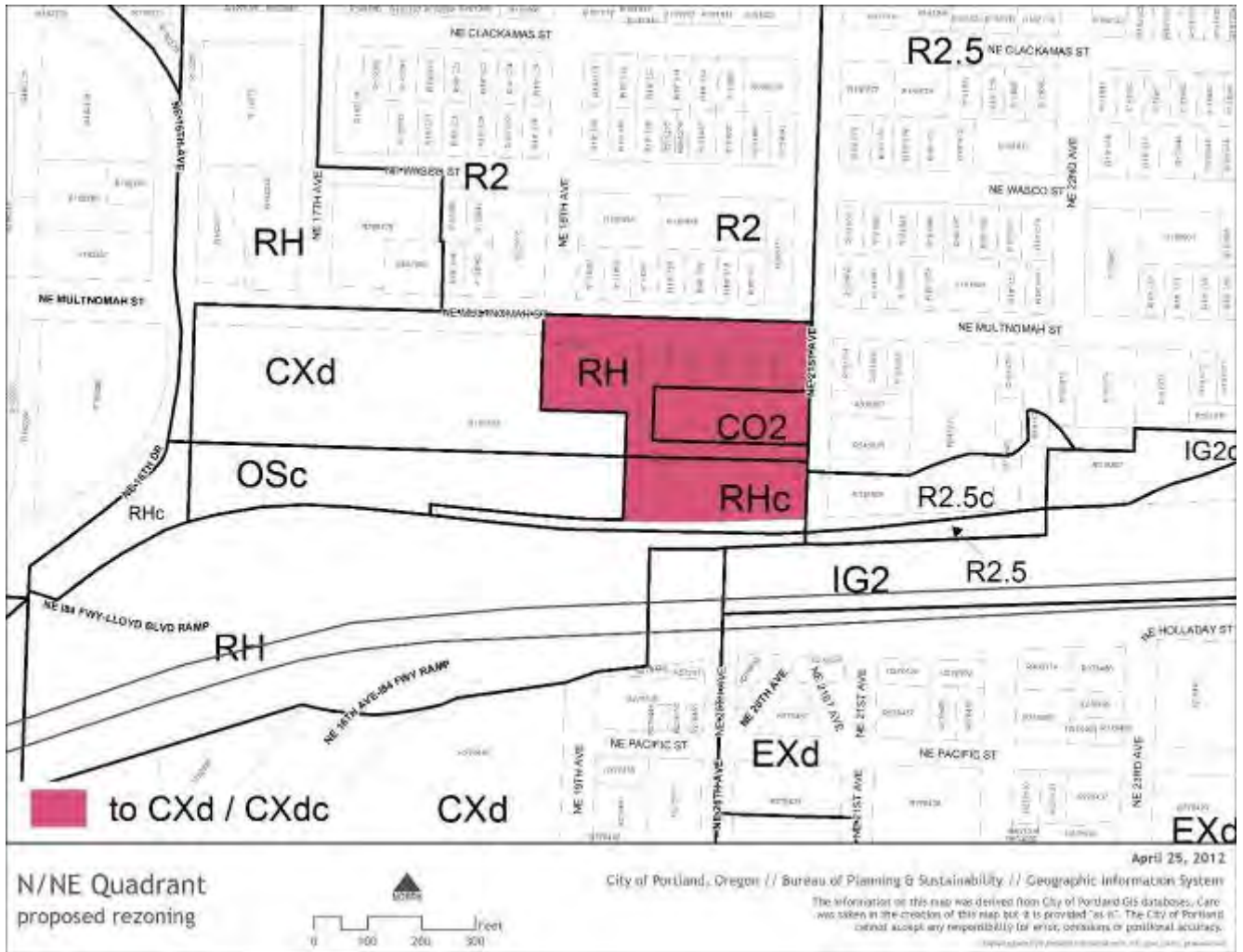
The area to the west has flexible commercial zoning (CXd) and is occupied by the Marriott Residence Inn Hotel. Areas to the north and east are zoned for medium density residential development with a height limit of 35 (R2.5) or 40 (R2) feet; commercial uses are not allowed.

**Proposed Zoning:** Central Commercial zoning with a design overlay (CXd) with a height limit of 75 feet and an FAR limit of 4:1 is proposed for both sites. The CXd zone would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design (d) overlay would require new development to go through a discretionary review process or meet Community Design Standards. The environmental 'c' overlay zone would remain on the southerly portion of the site, however changes could be proposed through a separate analysis of natural resources in the Central City planning area. See Lloyd action EN1 for more information.

*Table B4: Summary of N Banfield Portal Existing and Proposed Zoning Provisions*

Provision	Existing RH	Existing CO2	Proposed CXd
Land Uses	Primarily residential only.	Office and residential allowed, retail limited.	Residential, office and retail allowed. Mixed uses allowed.
Height limit	75'	45'	75'
FAR limit	4:1	2:1	4:1
Design overlay	No	No	Yes. Discretionary design review or use of Community Design Standards required.

Map B6: N Banfield Portal Existing and Proposed Zoning



**NB2 Evaluate natural resource protection and management options for Sullivan’s Gulch as part of the Central City-wide natural resource analysis.**

Sullivan’s Gulch has been identified as a resource in the City’s 2011 update of the Natural Resource Inventory for the Central City plan area. Evaluation of these resources will be addressed through a Central city-wide analysis. See Lloyd action EN1 for a more detailed description of this process.

## Vancouver/Williams Corridor

### VW1 Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.

**Background:** This area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional uses. Some of the area is zoned for high density housing that doesn't allow most other uses and can limit the ability of existing, commercial and light industrial uses to expand. The Harriet Tubman School comprises almost half of the developed square footage in the area; of the remaining area, approximately half of the developed square footage is in non-residential use. There is also a large concentration of structures with significant historical associations identified in the "Cornerstones of Community: Portland's African-American Heritage" inventory completed by the Bosco-Milligan Foundation (see Lower Albina action UD1 for more information). Staff is proposing to rezone the area to better meet neighborhood desires, eliminate the regulatory conflicts for existing businesses and reflect the historic mix of uses.

**Existing Zoning:** Map B7 shows the existing and proposed zoning for the site and Table B5 summarizes existing and proposed zoning provisions. The area contains thirty-eight tax lots totaling approximately 6.5 acres.

Approximately 6.5 acres is zoned High Density Residential with a design overlay (RHd), with a 75 ft height limit and an FAR of 4:1. The RH zone is a high density multi-dwelling zone. New housing in this zone is expected to be medium-rise apartments and condominiums. The design overlay requires new development to go through a discretionary review process or meet community design standards.

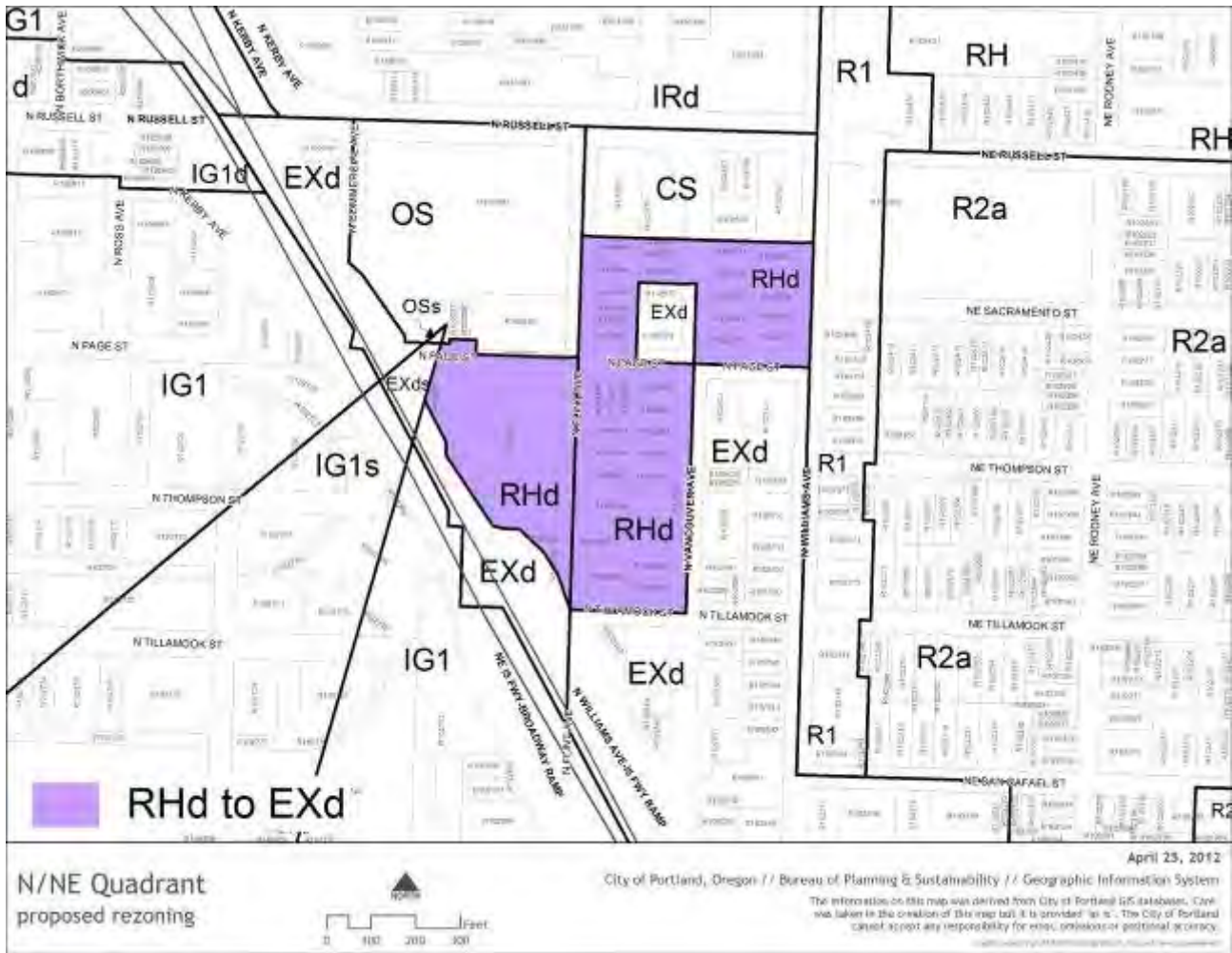
Most of the area between the I-5 freeway and N Williams Avenue has mixed employment zoning with a design overlay (EXd). Lillis Albina Park borders the area to the NW, a small area of storefront commercial (CS) zoning is located to the north along Russell St. and multi-dwelling residential (R1) zoning is across N Williams to the east.

**Proposed Zoning:** Staff proposes Central Employment zoning with a design overlay (EXd), which includes a height limit of 65 feet and a maximum FAR of 3:1. The EXd zone allows industrial and commercial uses suited for a central location, in addition to residential uses. This change would allow a more flexible mix of uses than is currently allowed and will support the maintenance and expansion of existing businesses. The design overlay would continue to require new development to go through a discretionary review process or meet Community Design Standards. The combination of increased zoning flexibility, reduced overall development potential (FAR), and no minimum residential density requirements will encourage reinvestment in culturally significant structures by providing a wider array of potential economic uses and development options.

*Table B5: Summary of Vancouver/Williams Existing and Proposed Zoning Provisions*

Provision	Existing RHd	Proposed EXd
Land Uses	Primarily residential only.	Residential, office and industrial allowed. Mixed uses allowed.
Height limit	75'	65'
FAR limit	4:1	3:1
Design overlay	Yes. Discretionary design review or use of Community Design Standards required.	Yes. Discretionary design review or use of Community Design Standards required.
Minimum Density	1 unit per 1,000 SF of site area	None

Map B7: Vancouver/Williams Existing and Proposed Zoning



**VW2 Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.**

A number of properties identified on the Bosco-Milligan Foundation’s “Cornerstones of Community” inventory are located in the Vancouver/Williams Corridor study area. See the appendix entry for Lower Albina action UD1 for a more complete description of this action.



## **APPENDIX C: I-5 FACILITY PLAN**

The Facility Plan is under development. Please see the project website, [www.portlandonline.com/bps/cc2035/nneg](http://www.portlandonline.com/bps/cc2035/nneg), for the latest draft of the plan. It is anticipated that the final draft version of the Facility Plan will be included the Proposed Draft of the N/NE Quadrant Plan (anticipated August, 2012).





## APPENDIX D: N/NE QUADRANT HISTORY

For centuries prior to first contact with Europeans and Americans, Chinookan-speaking peoples, including the Clackamas and the Multnomah, inhabited the lower Columbia basin in the vicinity of the area now known as Portland. Chinookan villages, made-up of multi-family cedar plankhouses, were located on both sides of the Columbia near the mouth of the Willamette, with additional villages, camps, resource areas, and trade routes located along the lower Willamette, making the Portland Basin one of the most densely populated areas in the American West prior to white settlement. Chinookan societies relied on the bounty of the region's temperate climate, rich forests and plains, and extensive river systems. Active social, familial and trade networks were maintained among the inland, valley and coastal cultures of the area.

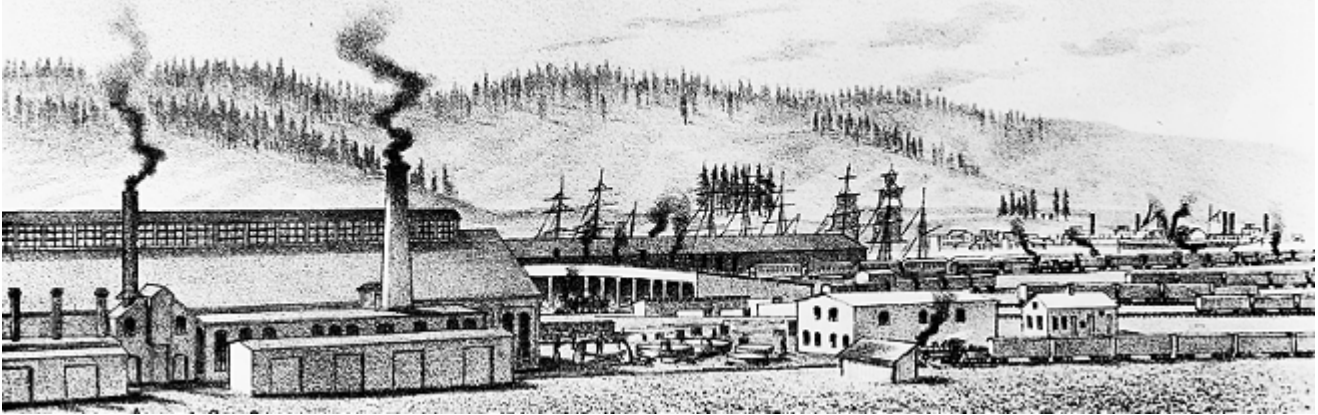
By the time Asa Lovejoy and Francis Pettygrove founded Portland in the mid-1840s, introduced diseases such as small pox and malaria had reduced the area's indigenous population by as much as 90 percent. In the 1850s, accelerating encroachment by white settlers on Indian lands and forced removal to reservations further devastated indigenous societies and few Native Americans remained in the Portland area.

Incorporated in 1851, the City of Portland was still limited to the west bank of the Willamette River in the 1850s and 1860s. The town grew rapidly, with multi-storied masonry buildings, an active trade-oriented waterfront, a growing street network and other aspects of urbanization. In contrast, the east side of the river and what was to become Lower Albina and the Lloyd District remained relatively rural. Extensive wetlands and sloughs made development along the east bank difficult and much of the area was still covered in forest. A few farms were in cultivation, notably those of the Loring, Shelton and Wheeler families, who had filed Donation Land Claims along the river in the 1850s.

By the 1870s, residential development had begun to accelerate, aided by a growing network of roads and several ferries that linked the east side to Portland. Two distinct east side communities began to coalesce, East Portland and Albina. East Portland, the northern portions of which covered parts of the Lloyd District, was first platted in 1865 and was incorporated as an independent city in 1870. In 1871, early settler Jacob Wheeler sold several hundred acres to wealthy transportation magnate and developer Ben Holladay, who platted Holladay's Addition using a 200-foot by 200-foot grid, following the pattern established on Portland's west side. In 1868, Holladay had sold his stage coach business in California to Wells Fargo and moved to Portland to get involved in the railroad business. He lost his railroad in 1876, and died in Portland in 1887. Holladay included as part of his East Portland residential development two large hotels and more than four acres for Holladay Park, the first public park on the east side, which remains one of the Lloyd District's most important open spaces. By the early 1880s development was booming; East Portland had over 3,000 residents, a strong commercial spine running along Grand Avenue and an active working waterfront linked to regional and international markets by ocean-going ships and rail lines.

To the north of East Portland and covering a good part of the N/NE Quadrant was Albina, platted in 1873 by prominent Portland businessmen Edwin Russell, William W. Page and George H. Williams. It was sparsely populated in the early years and development along the waterfront was hampered by large swampy areas. Eventually incorporated in 1887, the City of Albina covered some 13 square miles. From the beginning it developed as two distinct sections, upper and lower, separated by steep geography. Lower Albina was the smaller area, covering 200 acres and including railroad yards and industry along the Willamette River. Lower Albina grew in the 1880s as a working-class neighborhood and industrial area, initially inhabited mainly by first- and second-generation Germans, Scandinavians, Poles and other Northern and Eastern Europeans.

A river ferry linked Lower Albina to Downtown, landing at the foot of Russell Street, which became the main street of the Lower Albina area. The east-west-oriented Russell Street which extended up the hill to upper Albina, and north-south-oriented Williams Avenue, were Albina's primary commercial corridors. Russell Street had a rough character, with some 30 saloons along its length from the ferry slip to what is now Martin Luther King Jr. Boulevard.



*Lower Albina, 1887*

Albina's development was closely tied to the Oregon Railroad and Navigation Company (OR&N), which owned the extensive Albina railroad yards. Directed by Henry Failing and William S. Ladd, the company was a dominant presence in Albina and one of the most powerful corporations in Oregon. In real estate alone, the OR&N owned nearly two miles of waterfront property and controlled nearly 40 city blocks of track and terminal operations along Albina's streets. As many as 900 rail cars passed through the area each day. The coming of the Union Pacific transcontinental railroad in 1883 further spurred commercial and industrial growth in both East Portland and Albina.

The year 1887 marked the opening of the Morrison Bridge, the first to cross the Willamette, linking Downtown to the east side. The bridge spurred further growth in both East Portland and Albina which were now linked to each other and Portland by streetcars. The same year, nearby Irvington was platted. Of a different character than more working- and middle-class Albina and East Portland, Irvington was intended to be an inward-looking, middle- to upper-class residential district and it came to have some of Portland's grandest homes.

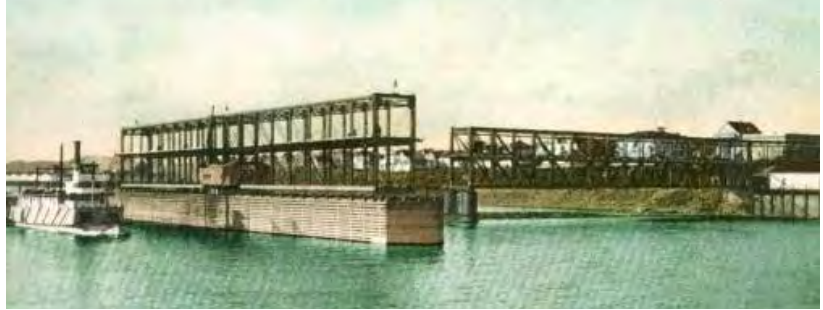
In 1891, East Portland, Albina and Portland residents voted to consolidate into a new unified and expanded City of Portland, with an area of 25 square miles and a population of more than 63,000. By the turn of century most of the inner east side was platted, and rapidly growing in population and economic activity. By 1910, the total population on the east side reached 120,000. Transportation networks and facilities have long been key aspects of east side history. Economic growth was fueled by maritime activity and the confluence of five rail lines. Residential development was aided by connections to the west side via multiple bridges and a growing streetcar network. The first bridge in the



*Portland-Albina Streetcar*

N/NE Quadrant itself was the first Steel Bridge in 1888, located about three blocks north of the current Steel Bridge, which was completed in 1912. Both were primarily intended as freight rail bridges but

also carried street cars that served East Portland and Albina. The Broadway Bridge was completed in 1912, and it too carried a streetcar line, as it will once again late in 2012. The streetcars linked residential areas to jobs and defined major commercial corridors, including Union Avenue (now Martin Luther King Jr. Blvd.) and Broadway.



*First Steel Bridge, 1888*

In 1910, California oilman Ralph Lloyd began acquiring property in the inner east side. Over the next four decades, he and his family continued to purchase property, including large tracts of single-family homes and undeveloped lots, eventually accumulating 100 city blocks. Lloyd had a grand vision for the east side, wanting to transform it into a self-sufficient civic, commercial and residential center to rival the west side. Although the Great Depression and sustained opposition from west side commercial interests thwarted his plans somewhat, Lloyd and his descendants built many multi-story apartments and new commercial buildings in the early and mid-twentieth century, eventually culminating in the Lloyd Center mall in 1960, one of the defining features of the Lloyd District today.



*N Broadway at Larrabee Ave and Interstate looking east, 1930s*

The Depression was hard on Portland, as in all American cities, and growth slowed on the east side in the 1930s. A sign of the times was the large “Hooverville” or shantytown built by unemployed workers in Sullivan’s Gulch.



*Hooverville in Sullivan's Gulch, late 1930s*

The black lack population in Albina had steadily increased in the first part of the twentieth century, especially after 1919 when organized residential segregation was instituted by local real estate agents and “redlining” cut off bank loans for African Americans. Albina became one of the few areas in the city where African Americans could readily obtain housing. World War II drew thousands of African Americans to Portland to work in the ship yards.

Many lived in Vanport, the massive war housing development near the ship yards. Following the war, there was a large housing shortage, and circumstances were much worse for African-Americans, whose housing options were limited. The situation reached crisis levels after the Vanport flood displaced 17,000 people in 1948. After the flood many African Americans moved to Albina.

The heart of mid-century African-American Albina stretched from the area where the Veterans Memorial Coliseum is now to north of Russell Street, with N Williams Avenue serving as the commercial, institutional and social spine for the community. Here were the social clubs, bars, barbecue joints, markets, theaters, businesses and institutions that supported and reflected African-American life in the city.

Albina had a vital music scene. One of Portland's hottest jazz clubs in the 1940s was the Dude Ranch on Broadway between Vancouver and Wheeler owned by Pat Patterson and Sherman Pickett. Local and national jazz talent performed here, including Coleman Hawkins, Thelonius Monk, and Louis Armstrong. Recently rehabilitated as the Leftbank Building, it is one of the few surviving buildings of

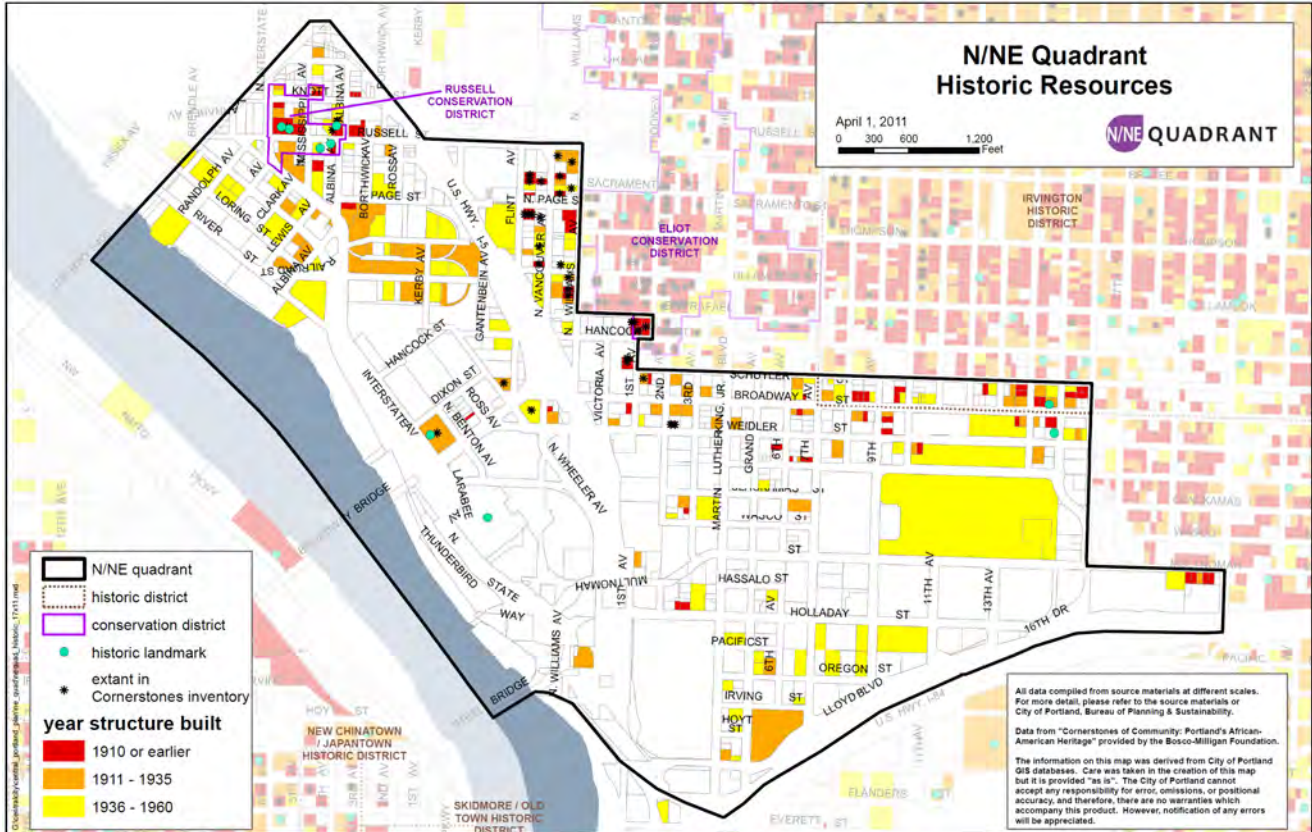


N Williams at the corner of Russell, looking north

Louis Armstrong at the Dude Ranch with club owners Pat Patterson and Sherman Pickett.

the southern Albina African-American neighborhood which was largely razed by public improvement projects. This and other structures associated with Portland's African-American history are documented in *Cornerstones of Community*, a historic context statement and inventory prepared by the Bosco-Milligan Foundation in 1998 and recently updated as a part of the N/NE Quadrant Planning process.

Map H1: N/NE Quadrant Historic Resources



The existing character and form of the N/NE Quadrant has been shaped by a number of mid-twentieth century large-scale public infrastructure and urban renewal projects, including major auto and freight related transportation facilities. Among the first was the completion in 1955 of the Banfield Freeway (which eventually became Interstate 84) along Sullivan's Gulch. Also completed in the 1950's were improvements to Highway 99W, including new connections from the Steel Bridge to Interstate Avenue which necessitated several building demolitions. These disruptions were dwarfed by projects that soon followed.

The Veterans Memorial Coliseum, completed in 1960, was financed by an \$8 million bond measure approved by voters in 1954. Land clearance started around the same time as the Lloyd Center was being constructed, in the mid-1950s. The project entailed the demolition of 476 housing units, half of which were inhabited by African-Americans, and dozens of businesses. Devastating for those directly affected, the dislocations of this project also had the effect of cutting-out the southern anchor of African-American Albina and shifting the social and commercial center of the community northward.



*Veterans' Memorial Coliseum, ca. 1960s*

The Coliseum is an icon of Portland modernist architecture, designed by internationally known architecture firm Skidmore, Owings and Merrill. It is monumentally sited on the bluff above the Willamette, a glass-curtain-walled box with a freestanding concrete seating bowl inside. It was listed in the National Register of Historic Places in 2009.

The Coliseum development was prototypical of urban renewal projects across the country in this era, with large land-clearances in older, often minority neighborhoods that were declared blighted or sub-standard. This mid-century urban renewal paradigm was optimistically (or perhaps cynically) envisioned as a solution to multiple urban problems, from crime and poverty to inner-city decline spurred by growing suburbanization. In the 50s and early 60's urban renewal was widely supported by community leaders and the general public, even to some extent by communities heavily impacted by the ground-scraping approach. These perceptions would change as the 1960s and 1970s unfolded.

Opening the same year as the Coliseum, the Lloyd Center was completed by Ralph Lloyd's daughters, finally implementing a somewhat different version of his long-held east side vision, seven years after his death. It covered 90 city blocks, 56 of which were occupied by shops and offices, including 200 tenants, 100 of which were in the open-air retail mall itself. Blocks not covered by buildings were used for parking, providing some 8,000 free parking spaces. Lloyd Center was one of the first large-scale, open-air shopping malls in the country, and was a regional market draw. Close to, but not in, the existing downtown retail core, the expected result (according to a Planning Commission report in the 1950s recommending approval of the project), would be that "Portland would in effect have a split central shopping core." At the juncture of two freeways and served by acres of free parking, Lloyd Center proved to be a serious challenge to traditional downtown retail establishments.



*Ralph Lloyd's east side vision, ca 1930s*



*Lloyd Center, ca. 1960s*

Major transportation projects were also completed in the 1960s. Following passage of the Interstate and Defense Highways Act in 1956, two big freeways were planned to converge in Portland, I-84, along the Banfield route and I-5 along the east bank and running through N/NE Portland. Improvements to the Banfield were largely completed by 1963. Interstate 5 was completed in 1966. The Minnesota Freeway, the part of I-5 through N/NE Portland removed about 125 residences and businesses in Albina. The Fremont Bridge opened in 1973, the final link of Portland's "Inner Loop."



*I-5 construction near Broadway/Weidler, 1962. Paramount Apartments and Leftbank Building at center*

In 1970 the Portland Development Commission and Emanuel Hospital initiated an urban renewal project to expand the hospital. About nine square blocks were cleared and 188 mostly black-occupied homes were demolished. The once vital Williams/Russell African-American commercial center was essentially razed. However, in a cruel irony, after 200 people and 20 businesses were removed, work on the project abruptly stopped in April 1973, as Congress failed to fund the planned new construction. The project had been heavily opposed by the African-American community. The scar of vacant, cleared land remained for decades as a potent reminder of successive postwar construction projects that ate away at the fabric of Albina and disproportionately impacted the African-American population.

Large-scale commercial buildings were constructed in the Lloyd District in the 1960s and into the next decades, sprinkling the area with an assortment of corporate office towers, medical buildings and hotels, each accompanied by surface parking lots or parking structures. The new construction greatly contributed to the amount of Class A office space available in the city, much of it comparable to parts of Downtown. In the early 1970s, the Lloyd Corporation built two prominent office towers on NE Multnomah, one at 5<sup>th</sup> Ave., the other at 7<sup>th</sup> Ave. The large hotel tower that stands prominently near the I-5 freeway and Holladay Park dates from 1970. The Holladay Park Medical Center (now part of the Legacy system) was built in 1981. Another large office tower rose in 1981 at Multnomah and 9<sup>th</sup> and the federal government built an office tower in 1985 at the southern edge of the district, on Lloyd Boulevard at 9th Ave. Other major buildings include the Bonneville Power Authority, State Office Building, and the Metro renovation of the Sears building.

In 1990 the Oregon Convention Center opened, a large, public facility drawing large numbers of people from outside the area. In 1995 the Rose Garden opened, the region's premier indoor sports and entertainment facility, a symbol of Portland's ambition to be a "Major League" city. The district's high-density development and region-serving facilities are supported by major transportation investments from the past few decades, including MAX light rail lines and the soon-to-open east side Portland Streetcar line.



*Oregon Convention Center today*

While the Lloyd District experienced tremendous changes in the twentieth century, the essentially industrial character of Lower Albina, first established in the nineteenth century, has remained relatively constant, a result in part from Portland's Industrial Sanctuary policies and zoning. The steep hill separating the industrial area and working waterfront from nearby residential neighborhoods also has helped maintain the stability of industrial uses. Lower Albina—with few housing units, greater proximity to industrial activity and the bisection of Interstate 5—has been little affected by the gentrification and transition caused by the 1990s-era economic boom in the nearby, more residential neighborhoods of North and Northeast Portland.

Today, Lower Albina includes a small mixed-use area that corresponds to the Russell Street Conservation District, a collection of historically and architecturally significant buildings that recalls the rough and tumble working-class history of the district. It includes several historic properties that have been rehabilitated in recent years including the Widmer Brothers Gasthaus (the historic Smithson & McKay Bros. Block) at the corner of Russell and Interstate. The White Eagle Saloon and Hotel, which was opened in 1905 by Polish immigrants Barney Soboleski and William Hryszko has been renovated and is now operated by the local McMenamin's chain of brewpubs. Opening in 2004, the MAX yellow line along Interstate Ave. serves the district.



*White Eagle Saloon, early 20<sup>th</sup> century*



*White Eagle Saloon, today*





Lloyd District, 1950



Lloyd District, 2009

## **APPENDIX E: ISSUES, OPPORTUNITIES AND CONSTRAINTS**

This appendix section is the N/NE Quadrant *Issues, Opportunities and Constraints* report from February 2012. It summarizes a range of comments and ideas from a broad spectrum of stakeholders, including: the Stakeholder Advisory Committee; verbal and written comments collected at public events; comments submitted during the brainstorming sessions with the two project subcommittees, public agency partners; and individuals contacting the project staff through the project website and/or email.

The project goals and quadrant concept diagrams described in Chapter 3, and the goals, policies and actions contained in Chapter 4 were informed by the issues and ideas identified during this phase of the project.



## N/NE Quadrant and I-5 Broadway/Weidler Plans

DRAFT

# PRELIMINARY ISSUES, OPPORTUNITIES AND CONSTRAINTS

Over the past few months, N/NE Quadrant and I-5 Broadway/Weidler Plans (N/NE Quadrant Project) staff from involved state and city agencies have gathered a wide range of issues and ideas from a broad spectrum of stakeholders. Major sources of input to date have included one-on-one interviews with members of the Stakeholder Advisory Committee, verbal and written comments collected at public events (community walks held in September and public open house held in November), comments submitted during the brainstorming session with the two project subcommittees on December 1<sup>st</sup> and 2<sup>nd</sup>, and individuals contacting the project staff through the project website and/or email. In addition, project staff has identified some issues for discussion that are included here. This compilation of comments represents a good starting place for the next phase of the process - developing options or alternatives to guide future development and investments in the study area.

This document sorts the comments received so far by geography (see attached map), and groups similar comments together. It also begins to differentiate between general issues and specific opportunities, constraints or ideas that may lead to proposals in the upcoming alternatives development phase of work. Several issues suggested that are beyond the scope of this project are briefly listed at the end.

This is not a final product, but summarizes the issues identified thus far. **It is intended to move the discussion forward.** Additional issues can still be considered in the process as appropriate.

## GENERAL QUADRANT-WIDE ISSUES

Staff received a great number of general comments that seem to apply to most or all of the N/NE Quadrant study area. These can generally be grouped into five main categories. These are increasing the area's **urban vibrancy and vitality**, increasing **economic prosperity** in the area, **improving human and environmental health**, seeking **balance and equity**, and improved **access and connectivity**.

### 1. Urban Vibrancy and Vitality

This category includes statements encouraging increased development (particularly on current surface parking lots) including retail, office and housing to provide better/more interesting pedestrian experiences, and new amenities like pocket parks and pedestrian routes. Introducing a diverse range of new uses was suggested to help overcome the highly episodic nature of activity in many parts of the district. It was suggested that an updated urban design strategy will help achieve these goals. A more robust and integrated open space

system is seen as needed in parts of the study area. Public safety is seen by some as a major issue threatening livability and investment.

## 2. Economic Prosperity

This category includes numerous references to increasing employment and business growth in the quadrant – particularly by supporting expansion of existing businesses and building on existing major attractors like the Oregon Convention Center, Rose Quarter, and Lloyd Center Mall. Several stakeholders voiced strong support for continuing efforts to locate a new major hotel near the convention center in the future. Several people suggested that districts within the study area would benefit from stronger identities – more “there there”.

## 3. Human and Environmental Health

Topics related to human and environmental health include supporting the Lloyd Green pilot EcoDistrict concept currently under development, improving habitat conditions, continuing progress on stormwater management, expanding access to parks and natural areas, finding opportunities for urban gardens, improving air quality, reducing noise pollution, and pioneering green building technologies including measures to improve migratory bird-friendliness in new and existing buildings. Specific opportunity sites mentioned for improving or creating new natural habitat areas include the banks of the Willamette River in the Rose Quarter and the northern slope of Sullivan’s Gulch stretching the length of the study area’s southern edge. However, the heavy rail lines and grain terminal along the Rose Quarter riverfront, and the heavy traffic on I-84 along Sullivan’s Gulch do present challenges to these opportunities. Improving the jobs to housing ratio in the district by encouraging more housing at appropriate affordability levels along with job growth is also seen as a means to improve environmental performance in the study area through commute trip reduction.

## 4. Balance and Equity

Issues identified generally focused on finding room in the quadrant for new people, business, development, etc. while retaining the existing population, businesses and culturally/historically significant buildings, etc. at the same time. Minimizing or mitigating negative impacts on surrounding areas and important local structures is a key goal. Specifically mentioned for preservation were buildings appearing in the *Bosco-Milligan Cornerstones of Community* inventory as well as the retention of existing affordable housing. Building new affordable and middle-income (often referred to as “workforce”) housing is also seen as important to maintain a diverse and equitable community in the study area. A “concentric circles” model of economic development that prioritizes local sourcing of goods and talent was suggested. Finally, desire was expressed to see more multi-cultural gathering places in the study area - community centers and marketplaces were mentioned specifically.

## 5. Connectivity and Access

Issues applicable to the entire study area included maintaining and improving access to, within, and through the quadrant for all modes of transportation including pedestrian, bicycle, auto, transit (bus, light rail and streetcar), and truck/freight. I-5 and I-84 are seen as significant pedestrian/bike barriers. Current and future trails should be included as part of the

future transportation network. Improving safety across all transportation modes and reducing conflict between different modes is highly desirable. Considering a variety of ways to safely improve connectivity for bicycles and pedestrians, including options that exceed anticipated funding, is also desired. There is a general desire to increase the overall efficiency of our transportation system while adequately serving current and future facilities, businesses and residents and reducing emissions and climate impact. Specific measures to improve efficiency mentioned include: increasing trips by bicycle and walking, increasing transit capacity and use, reducing single-occupant vehicle travel, eliminating vehicles from certain areas, promoting motor cycles and scooters, improving signage, and increasing the use of alternative fuel vehicles. Increasing housing in the quadrant was suggested as an important opportunity to increase bike and walk commute trips.

The general sentiment related to *parking* is that there are too many surface parking lots in the area, but there is acknowledgement that a constrained parking supply may be discouraging new development and business growth. Regional traffic access to and parking available for major regional event attractors in the quadrant (Rose Garden, convention center, etc.) remains extremely important both now and in the future. Addressing conflicts between local resident parking and event parking, considering new parking facilities for MAX riders and establishing minimum parking requirements for new development were also suggested topics.

## SUBAREA ISSUES

### 1. Subarea 1 and 1a - Lower Albina and Russell Street

- a. Most of the issues identified specific to this area focused on one of two themes: preserving and enhancing the viability of industrial nature of the district, and revitalizing and improving the historic Russell Street main street.
- b. Key issues related to preserving and enhancing the **industrial viability of Lower Albina** included:
  - Improving **freight access** and parking;
  - Continuing **industrial sanctuary** policies, though possibly with some increased flexibility with regards to allowed office uses
- c. On **Russell Street**, numerous opportunities for renovation and preservation of historic structures exist. These projects could increase retail and restaurant activity on Russell. Several stakeholders have commented that more mixed use development (possibly including housing) would improve the vitality of the main street. Others have noted that there are several vacant parcels adjacent to the **MAX light rail station** and that mixed-use, transit-oriented development might be appropriate in a limited area around the station - targeted zoning changes may be needed to facilitate mixed use development. Improving connections from Russell Street up to N. Mississippi Street and up Russell to Emanuel Hospital also were suggested.
- d. This being a predominantly industrial area, **freight capacity and movement** is extremely important including truck-friendly street/intersection design and freeway access.

- e. Additional issues raised specific to this area were:
- Poor access to the **Willamette River** and potential future greenway trails; and
  - A potential opportunity to do more with the lands under the elevated I-5/I-405 freeway interchange.
  - Improving pedestrian conditions, bicycle/pedestrian connectivity through the district and bicycle parking were also mentioned.
  - While a few people expressed interest in limiting industrial expansion along the riverfront, reexamining the industrial zoning between Interstate Avenue and I-5, and allowing wide-spread redevelopment including tall residential towers, those voices seem to be a minority opinion.

## 2. Subarea 2 -Vancouver/Williams Corridor

- a. Most comments specific to this area supported efforts for **gradual redevelopment** of the area, while preserving important historic and culturally-significant buildings. Some blocks within this area currently have a residential zoning designation, complicating mixed use redevelopment that includes significant non-residential uses. It has been suggested that **zoning should be more flexible**, however preserving existing housing and encouraging new residential construction in this area continues to be important to the Eliot Neighborhood. Generally, lower scale development seems to be the desired urban form in this area. It should help transition from the single family character in Eliot to the taller buildings allowed in the Rose Quarter and Lloyd District.
- Should **incentives** be developed to encourage, but not require, residential construction?
  - Should the current high density residential zoning in parts of this area be relaxed to allow more non-residential development?
- b. **Access** is an important issue in this area – particularly as potential reconfigurations of I-5 and the over-crossings at Flint, Broadway, Vancouver, and Williams are considered. Multiple, pedestrian- and bike-friendly access options are desirable - including access from this area to the Eastbank Esplanade and future greenway trail.
- Could there be an additional bike/ped crossing at Hancock?
- c. **Views** from the area across Lower Albina and the Rose Quarter to the west side were identified as a potential issue. In particular, the current public view mapped from the southwest corner of Lillis Albina Park is fully obstructed by trees and could be impacted by some development scenarios under consideration in the Rose Quarter / Blanchard Building area.
- How important is this viewpoint?
  - Should it be improved or relocated?

## 3. Subarea 3 -Rose Quarter

- a. The N/NE Quadrant Project will seek to support and coordinate with the results of the **Rose Quarter Development Project**. To this end, there appears to be substantial support for considering redevelopment at the **School District’s Blanchard Building** site. This would likely require a zoning change from the site’s current industrial zoning

designation to commercial/mixed use zoning. Other changes to development regulations might also be recommended by the Rose Quarter work. Additionally, the theme emerged of supporting and strengthening the current role of the Veteran’s Memorial Coliseum and Rose Garden arena while encouraging new uses. It was also suggested that public investment and/or disposition of publicly owned land could spur private redevelopment throughout the area.

- b. The **Willamette riverfront** is seen as a key opportunity in the Rose Quarter. Suggestions emphasize a desire for:
  - Better access to and along the river (both physical and visual);
  - Increasing water recreation and transportation opportunities; and
  - Creating riverfront habitat, although this may prove challenging as the Rose Quarter riverfront now has heavy rail lines serving an active grain terminal located between two heavily trafficked bridges.
  
- c. The CLD Pacific **Dreyfus grain terminal** is likely to remain in place during the foreseeable future and is seen as a challenge to redevelopment in the area. Some suggested that even if this facility were no longer in use as a grain terminal, it would be an interesting opportunity for historic preservation and repurposing.
  
- d. **Safe, multi-modal access** to and through the Rose Quarter is an important issue – particularly to the riverbank and Eastbank Esplanade as well as across I-5. The current configuration of the I-5/Broadway/Weidler “Box” is viewed as dangerous and unpleasant for all modes (see also freeway/interchange-specific issues below). Specific transportation ideas to consider here include:
  - A new separate bike/ped bridge over I-5 (possibly at Clackamas);
  - Bringing N. Dixon Street across I-5 to connect to Flint; and
  - Reversing or decoupling the direction on N Vancouver and N Williams Avenues to improve the flow in the “Box”.
  - Improve pedestrian and bicycle connections under I-5 (with an emphasis on Holladay Street) between the Rose Quarter and Convention Center areas through streetscape and strategic development.
  - Ensure that essential freight access to the Rose Garden and Memorial Coliseum is maintained.
  
- e. Improvements or reconfigurations to the **Rose Quarter Transit Center** could be an opportunity to reduce the distance between the MAX platforms and create a safer environment for pedestrians, create new development areas and increase multi-modal access to the area. There is also some desire to consider eventual realignment of the **heavy rail line** along the riverbank inland to reduce the Steel Bridge bottleneck caused by the current s-curve and also allow public access to the river, habitat restoration, and future development along the river.

#### 4. Subarea 4 - Broadway/Weidler Corridor and transition to Irvington and Eliot neighborhoods

- a. Most comments received specific to this area relate to improving the **main street character** of the district and achieving a **respectful transition** from the Central City to the Irvington Historic District to the north. Specifically, it was suggested that the main street qualities present on the eastern portion of NE Broadway should continue through the entire study area to the Broadway Bridge.
- b. Transportation issues have also been raised. Some stakeholders are interested in looking at changes to the current **one-way street traffic configuration on Broadway and Weidler**. Several stakeholders mentioned that there are several **difficult pedestrian crossings** (without signals) on NE Broadway and that improving bicycle safety along the length of the corridor is a priority. Providing controlled intersections for bikes and pedestrians every 2 blocks was one suggestion for resolving this issue. It was also suggested that benefits may arise from de-coupling Broadway and Weidler and creating a 2-way thoroughfare.
- c. Other specific transportation issues mentioned for consideration include:
  - Looking at ways to improve multi-modal safety at the intersections of Broadway/Weidler at MLK/Grand and Broadway/Weidler at 15<sup>th</sup>/16<sup>th</sup>;
  - Reducing the number of driveways on Weidler; and
  - Untangling the situation at the “Box”.

#### 5. Subarea 5 - Central Lloyd

- a. Many issues raised specific to this area focus on the opportunity to support both the development and continued success of the **Oregon Convention Center** and the established office district immediately to the east. Opportunities to help support the convention center include the headquarters hotel and entertainment-related development around the facility. **Opportunities in the office core** include unique potential for development with distinctive amenities on the superblocks in the area. Holladay Park Medical Center was also seen as a potential opportunity for growth. The need for a stronger district identity and improved public safety were identified as crucial to supporting this sub-area.
- b. **Residential development** – and the general lack thereof – is frequently cited as a major issue in this part of the study area. Streetcar construction is seen as a major opportunity to help encourage more residential construction here, but questions remain about the market-readiness of the area for housing. There is clear desire for new housing at a wide range of affordability levels – ideally to roughly match the employment profile of the study area. Some questions to think about include:
  - Are the **limited parks and open space amenities** in the area sufficient to support large-scale residential construction?
  - Is the current zoning working to encourage housing?
  - What parking strategies are appropriate? Currently, parking in the area is challenging, discourages residential development, and is a burden to existing



- residents as new development makes use of the already limited supply. Some residents would like a residential parking permit program in this area.
- c. Other issues raised specific to this area include:
- A lack of clear **urban form and street hierarchy** (i.e large blocks and buildings). Traversing the district does not provide enough clues as to which are of the streets serves the highest priority. A clear positive outcome for this sub-district is to determine ways to support a delineation of street hierarchy. The proposed Holladay green street improvements were cited as a successful attempt at creating hierarchy in one geographic location.
  - The many **large blocks** in the district are seen as a challenge to access and pedestrian connectivity, but are also seen as a unique opportunity in the Central City with typically much smaller blocks because they provide an opportunity for a different urban pattern for redevelopment. Including pocket parks in new development was suggested as a way to achieve new green/open space amenities incrementally.
- d. Regarding transportation and access, **improved pedestrian and bike access** on MLK and Grand and across/under I-5 was frequently suggested as was the importance of maintaining efficient truck access to the Rose Quarter, Convention Center and surrounding office buildings. Specific ideas suggested included providing controlled intersections for bikes and pedestrians every 2 blocks along MLK/Grand, considering new pedestrian crossings to the Rose Quarter at Clackamas and to the Central Eastside at 7<sup>th</sup> Avenue (over I-84).

## 6. Subarea 6 and 6a -Lloyd Center Mall, Office Core, Holladay Park and Sullivan’s Gulch transition

- a. The poor quality of the **pedestrian experience** and limited street-level activity is cited as a challenge to be addressed in this plan. **Increasing vitality** through redevelopment and new development is a common desire. Some specific suggestions include:
- Improving the facade of the Lloyd Mall with aesthetic improvements would create a more inviting interface between the inside and outside of the structure and would serve to ‘invite’ people into the mall.
  - Developing the **Lloyd Cinema parking lot** to potentially include a mix of residential, retail and other uses to help activate the space.
- b. The predominance of **large property owners** and **large blocks** was noted as both a challenge and an opportunity in this area. Existing residential development in this area is limited and typically has little or no parking. Residents are interested in residential permit programs.
- c. Public safety concerns in **Holladay Park** are widespread and a variety of measures to improve conditions there have been suggested. These range from near-term actions like increased tree trimming and more active programming of the park to longer-term ideas, such as improving surrounding development conditions with new buildings facing (embracing) the park and adding additional design features to the park to attract a wider variety of users.

- d. Increasing **pedestrian connectivity and safety** both within this part of the study area and between this and adjacent areas was cited as an important issue. Suggestions for improvements include:
- A new pedestrian bridge between this area (somewhere around NE 9<sup>th</sup> Ave) and the Central Eastside (across I-84),
  - Adding bicycle lanes to the 12<sup>th</sup> Avenue bridge; and
  - Continuing bike lanes on Multnomah all the way to NE 21<sup>st</sup> Ave.
- e. The properties at the SW corner of **NE Multnomah and NE 21<sup>st</sup>** are seen as an interesting development opportunity. There are concerns about possible demolition of older homes on portions of the site, but generally there seems to be interest in looking at redevelopment scenarios for the corner. There appear to be differing opinions on what scale of building would be appropriate here. The site currently has split zoning, and may need to be rezoned to accommodate desired development. This area could also provide a convenient access point to the potential future Sullivan's Gulch Trail.
- One opportunity that arises from the charrette process would include ideas for the type of design solutions and/or development that would be most appropriate and desirable?

## 7. The Freeway and Interchanges

- a. Freeway related issues mentioned by study participants have focused on three themes: **safety, operational issues** as related to the freeway and overpasses, as well as **improved freight movement**.
- b. Expressed **safety** related issues have included a desire to reduce weaving and improve merge lengths on I-5 as a way to help reduce the incidence of rear end and sideswipe collisions. On overpasses and interfaces with the local street network, there is a desire to improve safety especially by clarifying vehicular patterns and/or to separate vehicular, bikes and pedestrian traffic at identified conflict areas. The Broadway/Weidler box and the intersection of Vancouver and Larrabee were singled out as particularly problematic areas, especially during major events in the Rose Quarter. Some stakeholders would like safety to be explicitly prioritized over capacity expansion when evaluating changes to I-5 and "the box".
- c. Comments related to freeway **operational issues** generally focused on:
- Improvements related to the reliability of traffic flow;
  - Reducing delay;
  - Increasing levels of service; and
  - A desire to increase average freeway speeds through the district.
  - A desire to reduce the impact of freeway traffic on the neighborhood
- d. It was also suggested that the reconfiguration or removal of some or all of the **on and off ramps** to limit the number of intersections that feed onto the local street grid is desirable. Spreading the ramps and reducing the number of lights in specific locations to improve traffic flow was also mentioned, as was a desire to lengthen specific on ramps to

minimize traffic bound for the freeway from backing up on local streets. Finally, a strong desire was expressed to **avoid impacts on key cultural sites** when looking at proposed freeway improvements.

- e. **Freight movement** in support of local and regional economies was highlighted as a desired outcome of this process. Maintaining and improving freight movement and distribution on the freeways, as well as to locally designated freight routes, such as Lower Albina, are needed to ensure the reliable flow of goods. Freight movement improvements may take the form of reconfigured freight geometries on local streets and at on ramps, especially in areas like the Broadway/Weidler “box”.
- f. A desire to increase the **reliability of travel times** and to increase capacity for freight movements on the freeways was also expressed. It was suggested that this study should identify alternative freight access routes to and from Lower Albina, Swan Island and NW industrial areas.

## ISSUES BEYOND THE SCOPE OF THIS PROJECT

Staff prepared a scope document to clarify the types of issues the N/NE Quadrant and I-5 Broadway/Weidler Plans will consider. The Stakeholder Advisory Committee reviewed the document at their December 9<sup>th</sup> meeting and is expected to approve a revised version at their meeting on January 20<sup>th</sup>. Using that document as guidance, a number of issues have been raised that are clearly not within the scope of this project. As a result they have not been included above in this document. Issues commonly raised in this category include but are not necessarily limited to:

- Questions about the future of the I-5 Eastbank Freeway in the Central Eastside and removing I-5 from the study area.
- Issues pertaining to possible future high speed rail system needs in the quadrant.
- Determining future streetcar system priorities or alignments.
- Decisions on current or future Urban Renewal Areas.

### N/NE QUADRANT SUB AREAS MAP (Freeway – not shown – is area 7)





# APPENDIX F: PUBLIC INVOLVEMENT SUMMARY

## Public Involvement Goals

There is a long history of large redevelopment and infrastructure project that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The N/NE Quadrant Plan strives to repair the community fabric, and to this end the public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

The public involvement efforts for the N/NE Quadrant Project were guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the long-range planning effort for the City as a whole, which was taking place when the quadrant plan process began. Incorporating these public involvement goals provided for consistent public involvement efforts:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough education so they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and implementation, ensure community members are being heard

In addition, the N/NE Quadrant project strove to:

- Provide a process that is open and transparent, with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive formats for meetings and ensure a balanced and fair discussion of issues

## Key Stakeholders and Project Advisory Committees

The Bureau of Planning and Sustainability, working with the other project partners Oregon Department of Transportation and the Portland Bureau of Transportation, involved a variety of stakeholders and interested parties in the N/NE Quadrant planning process. These stakeholders had varying levels of interest in the planning process, ranging from property owners who will be directly impacted by the plan outcomes to members of the general public who wanted to stay informed about what is happening in the Central City.

### ***Stakeholder Advisory Committee***

A Stakeholder Advisory Committee (SAC) was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see table F1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of

Transportation Region 1 Office. The SAC was made up of 30 voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design and transportation. Local, regional and state public agencies were also represented on the committee as non-voting members.

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations about the project to the Portland Planning and Sustainability Commission and the Oregon Transportation Commission. SAC members were expected to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups at meetings and promote public involvement in project events. Early in the process SAC members developed and adopted collaboration principles that governed decision making for the committee.

Subcommittees of the SAC met periodically to address specific issues, such as transportation, land use and urban design. Members of the public were invited to join the subcommittee to have more in-depth participation in the process.

In all, 19 full SAC meetings and 13 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment.

*Table F1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)*

<b>Voting Members</b>			
<b>Representative</b>	<b>Interest</b>	<b>Organization</b>	<b>Alternate</b>
Matt Arnold	Transportation-Bicycle	Bicycle Advisory Committee	Heather McCarey
Wynn Avocette	At-large		
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Carol Gossett	Neighborhood Association	Sullivan's Gulch Neighborhood Association	Britt Brewer
Phil Selinger Carolyn Briggs (past)	Transportation-Pedestrian	Pedestrian Advisory Committee	Doug Klotz Erin L Kelley (past)
Daniel Deutsch	Small Developer	Alora Development	Joanna Agee
Malina Downey	Regional Access	UPS	
Debra Dunn	Transportation-Trucking	Oregon Trucking Association	Bob Russell
Gary Eichman/Tracy Whalen (co-chairs)	Transportation-Freight	Portland Freight Committee	
Dean Gisvold	Neighborhood Association	Irvington Neighborhood Association	Ed Abrahamson
Cynthia Gomez (past)	Environmental Justice / Economic Equity	Latino Network	Andrea Marquez-Horna
Heidi Guenin	Community Health	Upstream Public Health	Steve Bozzone
Damien Hall	At-large		
Sean Hubert	Affordable Housing	Central City Concern	Martin Soloway

Wayne Kingsley	Adjacent Businesses	Central Eastside Industrial Council	
Wade Lange	Property Owner/Business- Lloyd District	Ashforth-Pacific	Mike Bernatz
Lloyd Lindley (co-chair)	Urban Design	AIA Portland / ASLA Portland	
Eric Lovell	Lower Albina Businesses	Uroboros Glass Studio	Kurt Widmer
Jenny Lyman	Transit Riders		
Gary Marschke	NNE business association	NNE Business Association	Joice Taylor
Brock A. Nelson	Transportation-Rail	Union Pacific Railroad	
Midge Purcell (past)	Community / Civic Org	Urban League	
Jodi Parker Paul Riggs (past)	Labor Organization	Building Trades/Columbia Pacific BCTC	
Owen Ronchelli	Transportation-Local TMA	Lloyd TMA	Lindsay Walker
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	Dennis Henderson
William Ruff	Architect/Developer	LRS Architects	
Bob Sallinger	Environment	Audubon Society	Kelly Rodgers
Gary Warren	Neighborhood Association	Lloyd District Community Association	
Mike Warwick	Neighborhood Association	Elliot Neighborhood Association	Laurie Simpson
Justin Zeulner J. Isaac (past)	Property Owner/Business- Rose Quarter	Portland Arena Management	Chris Oxley
<b>Non-Voting Members</b>			
John Williams		Metro	Chris Deffebach
Teri Dresler Jeff Blosser (past)		Oregon Convention Center	Karen Totaro
Rian Windsheimer		Oregon Department of Transportation	Andy Johnson
Susie Lahsene		Port of Portland	
Joe Zehnder		Portland Bureau of Planning and Sustainability	Steve Iwata
Paul Smith		Portland Bureau of Transportation	John Gillam
Lew Bowers/ Peter Englander		Portland Development Commission	Sara King
Alan Lehto		TriMet	Jessica Engelmann



### **Technical Advisory Committee**

A Technical Advisory Committee (TAC) representing public agencies with specialized expertise related to the plan and implementation served as a resource for the planning process. TAC members were responsible for reviewing project proposals, providing comments to project staff and reporting back to their agencies throughout the planning process. The TAC met six times, in addition to individual coordination meetings with City bureaus and other public agencies that occurred during the process.

*Table F2: N/NE Quadrant Project Technical Advisory Committee Members (June, 2012)*

<b>Organization</b>	<b>Representative(s)</b>
Metro	Ted Reid
Multnomah County	Karen Schilling, Maya Bhat
Oregon Dept. of Transportation	Mark Johnson, Cahn Lam, Chi Mai, Simon Eng
Oregon Dept. of Environmental Quality	Cory Wind, Keith Johnson
Port of Portland	Susie Lahsene
Portland Bureau of Development Services	Kara Fioravanti, Tim Heron
Portland Bureau of Environmental Services	Amy Chomowicz, Rick Bastasch, Emily Hauth
Portland Bureau of Fire & Rescue	Erin Janssens
Portland Bureau of Planning & Sustainability	Lora Lillard, Leslie Lum, Sallie Edmunds, Shannon Buono, Vinh Mason
Portland Bureau of Transportation	John Gillam, Mauricio Leclerc, Grant Morehead, Roger Geller, April Bertelsen, Bob Hillier, Lewis Wardrip, Ellen Vanderslice
Portland Housing Bureau	Kim McCarty, David Sheern
Portland Office of Healthy Rivers	Ann Beier, Kevin Kilduff
Portland Office of Management and Finance	Claudio Campuzano
Portland Office of Neighborhood Involvement	Judith Mowry, Jeri Williams
Portland Bureau of Parks and Rec	Brett Horner, Kathleen Wadden, Sarah Coates Huggins
Portland Water Bureau	Stan VandeBergh, Cheri Warnke, Mike Saling, Tom Carter
Portland Public Schools	Paul Cathcart
Portland Development Commission	Kia Selley, Sara King, Kevin Brake, Irene Bowers, Denyse McGriff
Portland Streetcar	Vicky Diede
TriMet	Alan Lehto, Jessica Tump

## Public Involvement Events and Tools

### **Events**

**SAC Meetings:** SAC and its subcommittee meetings were held approximately monthly, and served as ongoing opportunities to share information and receive feedback from stakeholders and members of the general public. SAC meeting materials and minutes were posted on the project website.

**Public Workshops/Charrettes:** Two design charrettes were held during the concept development phase of the project focused on land use/urban design and the I-5 Freeway improvements. Charrette participants, including technical experts, SAC members and the general public, discussed issues and opportunities in the quadrant and explored possible solutions. Approximately 65 people attended the charrettes.

**Open Houses:** Four open houses were held at key points in the process to inform the public and get feedback. Staff presented recommendations, answered questions and took public comments. Approximately 450 people attended the open houses.

**Community Walks:** Community walks were conducted during the existing conditions phase of the planning process in September 2010 and before the SAC was asked to endorse the recommended I-5 freeway concept in April 2012. Staff and community members shared their knowledge of the N/NE quadrant with the SAC and other members of the public, and the groups discussed potential issues and opportunities related to the concept proposals. Approximately 40 people attended the walks.

**Community Group Meetings:** The project team attended meetings of existing community groups, such as neighborhood and business associations, advocacy groups and other organizations, to share information and get feedback throughout the process. In the summer of 2011, the project team made a significant effort to obtain feedback on plan proposals, attending 20 separate outreach meetings in less than 3 months.

**Commission Briefings and Public Hearings:** Project briefings were provided to the Portland Community Involvement Committee, Planning and Sustainability Commission, Historic Landmarks Commission and Design Commission during the process. The plan will undergo a formal public hearing process before the Portland Planning and Sustainability Commission and City Council prior to adoption.

In addition to the events outlined above, staff met with individual businesses, property owners and other interested stakeholders throughout the process. A complete list of events and meetings is outlined in Table F3: *N/NE Quadrant Project Outreach Log*.

### **Communication/Information Tools**

**Project Website:** The project website served as the primary source of information for the public and as a means to solicit and receive public feedback. The website included project information and regular updates, documents, a calendar of events, meeting agendas and minutes, links to other related planning efforts and staff contact information.

**Survey:** In the summer of 2011, an on-line survey was developed to get feedback on three concept alternatives developed by staff in coordination with SAC members. Survey responses helped inform development of a proposed concept, which was eventually endorsed by the SAC, and formed the

basis for the goals, policies and implementation actions included in the quadrant plan. Approximately 140 survey responses were received.

**Mailings and Newsletters:** An electronic mailing list was used to provide frequent updates to interested parties regarding meetings, events and new products. Occasional articles and notices were distributed through the BPS bimonthly e-newsletter. A hard copy notice announcing the project and the first open house was mailed to businesses and residents within the N/NE Quadrant planning area and other interested parties.

**Media:** Announcements for key events and document releases were distributed to local media outlets (Oregonian, Daily Journal of Commerce, neighborhood newspapers and other outlets).

*Table F3: N/NE Quadrant Plan Outreach Log (Draft as of July, 2012. To be Updated)*

*Note. The project staff listed in the Outreach Log includes the following members from the three partner agencies. The attendance figures do not include project staff.*

- *Portland Bureau of Planning and Sustainability: Susan Anderson, Stephanie Beckman, Shannon Buono, Debbie Bischoff, Mindy Brooks, Tyler Bump, Nick Byers, Troy Doss, Sallie Edmunds, Diane Hale, Kathryn Hartinger, Steve Iwata, Roberta Jortner, Karl Lisle, Lindsey Menard, Mark Raggett, Nicholas Starin, Nan Stark, Joel Stein, Michelle Van Tijen, Spencer Williams, Joe Zehnder*
- *Oregon Department of Transportation: Fred Eberle, Andy Johnson, Todd Juhasz, Tim Wilson*
- *Portland Bureau of Transportation: John Gillam, Mauricio Leclerc, Grant Morehead, Paul Smith*

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
9/16/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #1	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36
9/22/10	N/NE Coalition of Neighborhoods Land Use Committee	Bischoff	25
9/25/10	N/NE Quadrant Community Walk: Lloyd District	Beckman, Eberle, Hale, Iwata, Juhasz, Johnson, Leclerc, Lisle, Raggett, Starin, VanTijen, Wilson	10
9/28/10	Rose Quarter Stakeholder Advisory Committee	Lisle	50
9/28/10	N/NE Quadrant Community Walk: Lower Albina	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, VanTijen, Wilson	10
10/6/10	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin, Wilson	15
10/11/10	Eliot Neighborhood Association	Starin	28
10/12/10	Portland Bicycle Advisory Committee	Iwata, Leclerc	25
10/12/10	Sullivan's Gulch Neighborhood Association	Eberle, Lisle	40

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
10/12/10	CC2035 & N/NE Quadrant Open House	Beckman, Bueno, Doss, Edmunds, Hale, Iwata, Leclerc, Lisle, Morehead, Raggett	100
10/14/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #2	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	40
10/28/10	Irvington Neighborhood Association Land Use Committee	Iwata	9
11/15/10	N/NE Quadrant and Rose Quarter District Plan Open House	Beckman, Bueno, Eberle, Edmunds, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Michelle VanTijen, Wilson	150
11/16/10	Portland Business Alliance	Beckman, Iwata, Juhasz	33
12/1/10	N/NE Quadrant SAC Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/2/10	N/NE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	18
12/9/10	N/NE Quadrant Stakeholder Advisory Committee Meeting #3	Beckman, Bueno, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	34
12/15/10	Portland Plan Citizen Involvement Committee	Beckman, Iwata, Starin	10
12/15/10	NE Coalition of Neighborhoods	Beckman, Starin	2
1/20/11	N/NE Quadrant Stakeholder Advisory Committee Meeting #4	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle	34
2/1/2011	Series of Stakeholder Interviews	Eberle, Juhasz, Leclerc, Lisle, Raggett, Wilson	17
2/9/11	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	25
2/22/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Juhasz, Iwata, Leclerc, Lisle, Morehead, Raggett, Starin, Wilson	17
2/23/11	N/NE Quadrant Charette: Land Use and Local Transportation	Beckman, Eberle, Hale, Iwata, Juhasz, Morehead, Leclerc, Lisle, Raggett, Starin, Wilson, Zehnder	18
3/2/11	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
3/2/11	N/NE Quadrant Technical Advisory Committee	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	17
3/10/11	N/NE Quadrant Stakeholder Advisory Committee Meeting #5	Beckman, Eberle, Gillam, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
3/20/11	AHC/Bosco-Milligan Preservation & Portland Plan event	Starin	25
3/23/2011	NE Coalition of Neighbors Land Use and Transportation Committee	Beckman, Eberle	14
3/30/2011	N/NE Quadrant SAC Land Use and Transportation Subcommittee Meeting	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	21
4/7/2011	Lloyd District Community Association	Lisle, Juhasz	25
4/11/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Opening Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	38
4/12/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	60
4/12/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Check-in Session	Beckman, Hale, Eberle, Iwata, Juhasz, Leclerc, Lisle, Raggett, Wilson	14
4/13/2011	N/NE Quadrant I-5 Freeway and Local Transportation Interface Charrette: Closing Session	Beckman, Eberle, Gillam, Hale, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Wilson	22
4/20/2011	N/NE Quadrant SAC Land Use and Transportation Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Leclerc, Lisle, Juhasz, Wilson	20
5/26/2011	N/NE Quadrant Project Stakeholder Advisory Committee Meeting #6	Beckman, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson	31
6/16/2011	N/NE Quadrant Project Stakeholder Advisory Committee (SAC) Meeting #7	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	19
6/23/2011	Eliot Neighborhood Association	Eberle, Juhasz, Leclerc, Lisle	1
6/29/2011	N/NE Quadrant Open House	Beckman, Eberle, Hale, Hartinger, Iwata, Juhasz, Leclerc, Lisle, Morehead, Starin, Stein, Williams, Wilson	102
6/30/2011	Irvington Neighborhood Association Land Use Committee	Juhasz, Leclerc, Lisle	12
7/7/2011	Portland Freight Committee	Juhasz, Leclerc	25
7/11/2011	Oregon Convention Center Urban Renewal Advisory Committee	Iwata	16
7/12/2011	Bicycle Advisory Committee	Juhasz, Leclerc	25
7/12/2011	Eliot Neighborhood Association Land Use Committee	Eberle, Iwata, Juhasz, Leclerc	5

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
7/13/2011	N/NE Quadrant SAC Transportation and Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson	18
7/18/2011	Eliot Neighborhood Association Land Use Committee	Beckman, Iwata	4
7/19/2011	Pedestrian Advisory Committee	Juhasz, Leclerc	10
7/26/2011	N/NE Quadrant Technical Advisory Committee	Beckman, Hale, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin	12
7/27/2011	Calaroga Terrace	Eberle, Juhasz, Leclerc, Lisle	2
7/28/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #8	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	27
7/28/2011	Leftbank Building Tenants	Eberle, Starin, Juhasz	10
8/1/2011	Travel Portland Community Action Committee	Eberle, Iwata	10
8/2/2011	Lloyd District and Sullivan's Gulch National Night Out	Hale	30
8/15/2011	Calaroga Terrace	Beckman, Juhasz, Lisle	2
8/18/2011	Lloyd Community Association	Beckman, Leclerc, Lisle	13
8/25/2011	Ashforth Pacific	Leclerc, Lisle, Raggett	2
9/1/2011	Lloyd Transportation Management Association	Juhasz, Leclerc, Lisle	15
9/6/2011	Sullivan's Gulch Neighborhood Association Land Use Committee	Beckman	6
9/7/2011	Lower Albina Businesses	Beckman, Juhasz, Leclerc, Starin	6
9/8/2011	NE Broadway Business Association	Beckman	7
9/13/2011	Portland Business Alliance Transportation Committee	Iwata, Juhasz, Leclerc	15
9/14/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin, Wilson	14
9/18/2011	Dill Pickle Club - "How the City is Planned" walking tour	Starin	35
9/29/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #9	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	25
10/4/2011	Central Eastside Industrial Council Land Use Committee	Iwata, Juhasz	24
10/12/2011	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	12
10/13/2011	N/NE Quadrant Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Lisle, Raggett, Starin, Stark	10
10/14/2011	N/NEQ Agency Director's Check-in	Anderson, Hale, Iwata, Johnson, Juhasz, Leclerc, Zehnder	4

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
10/20/2011	Lloyd Ecodistrict Board Meeting	Iwata, Lisle	12
10/25/2011	LRS Architects	Beckman, Buono, Doss, Hale, Iwata, Raggett, Starin, Stark	2
10/27/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #10	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Wilson	33
11/3/2011	Eliot Neighborhood Association	Beckman, Starin	1
11/8/2011	N/NEQ Stakeholders (Rose Quarter Management, Langley Investments, Lloyd TMA)	Lisle, Raggett	3
11/8/2011	Oregon Trucking Association	Juhasz	1
11/9/2011	N/NE Quadrant Technical Advisory Committee	Eberle, Juhasz, Starin, Wilson	9
11/10/2011	Streimer Sheetmetal Works, Inc.	Starin	2
11/15/2011	Audubon Society	Beckman, Brooks	1
11/16/2011	Alora Development (Leftbank Project)	Iwata, Juhasz, Wilson	3
11/17/2011	N/NE Quadrant Stakeholder Advisory Committee Meeting #11	Beckman, Eberle, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett, Starin, Williams	36
11/30/2011	Rose Quarter Stakeholder Advisory Committee	Lisle	40
12/1/2011	Portland Freight Committee	Juhasz, Leclerc, Wilson	25
12/2/2011	Lower Albina Businesses (Stan Herman, Ray Kutch)	Lisle, Starin	5
12/2/2011	Matt Arnold (SAC member, Bicycle Adv. Committee)	Juhasz, Leclerc, Wilson	15
12/8/2011	N/NE Quadrant SAC Transportation Subcommittee meeting	Eberle, Iwata, Juhasz, Lisle, Wilson	32
1/4/2012	Neighborhood Representatives (Eliot, Irvington, Sullivan's Gulch)	Iwata, Johnson, Juhasz, Leclerc, Lisle	6
1/5/2012	Lloyd Transportation Management Association	Iwata, Eberle	10
1/5/2012	Portland Freight Committee	Johnson, Leclerc	10
1/6/2012	Rose Quarter Arena Management	Johnson	2
1/10/2012	Calaroga Terrace (Gary Warren), Urobos Glass (Eric Lovell), Oregon Trucking Association (Debra Dunn)	Iwata, Johnson, Leclerc	3
1/11/2012	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Byers, Eberle, Hale, Iwata, Lisle, Starin, Raggett, Wilson	15
1/13/2012	N/NE Quadrant SAC Co-Chairs Meeting	Gillam, Iwata, Johnson	3
1/17/2012	Betsy Reese (Owner, Paramount Apartments)	Eberle, Juhasz	2
1/17/2012	Willamette Pedestrian Coalition	Johnson, Leclerc	1
1/19/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #12	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
1/19/2012	Broadway Toyota	Iwata, Juhasz	1
1/20/2012	TriMet	Iwata, Lisle	2
1/27/2012	Compass Oncology	Iwata	4
1/31/2012	Legacy Health	Iwata	3
2/2/2012	Latino Network, Upstream Public Health, Urban League	Iwata, Leclerc	6
2/2/2012	N/NE Quadrant Open House	Beckman, Bump, Byers, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Lisle, Menard, Raggett, Starin, Williams, Wilson	100
2/6/2012	N/NE Business Association	Beckman, Juhasz	10
2/7/2012	Central Eastside Industrial Council	Gillam, Iwata, Juhasz	21
2/9/2012	Langley Investment Properties	Hale, Iwata, Lisle, Zehnder	6
2/9/2012	Lloyd Transportation Management Association	Eberle, Lisle, Morehead	1
2/10/2012	Lloyd District Development Forum	Doss, Hale, Iwata, Lisle, Zehnder	14
2/10/2012	Portland Business Alliance	Doss, Lisle	1
2/14/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Johnson, Juhasz	3
2/16/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #13	Bischoff, Eberle, Hale, Iwata, Johnson, Juhasz, Lisle, Raggett, Starin, Zehnder	29
2/24/2012	Bicycle Transportation Alliance (BTA) & BEST	Gillam, Iwata, Johnson	2
2/29/2012	Portland Public Schools (PPS)	Iwata, Lisle	2
3/1/2012	Lloyd Transportation Management Association Annual Meeting	Beckman, Eberle, Iwata, Johnson, Morehead	30
3/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
3/5/2012	Tracy Whalen (SAC member, Portland/Oregon Freight Committee)	Juhasz	1
3/6/2012	Joe Angel	Beckman, Brooks, Buono, Lisle	1
3/8/2012	Legacy Health	Lisle, Iwata	3
3/8/2012	Peter Finley Fry	Beckman, Iwata, Lisle	1
3/9/2012	Leftbank Building Tenants	Eberle, Hale, Iwata, Johnson	15
3/13/2012	Leftbank Project - Alora Development	Eberle, Lisle	1
3/13/2012	N/NE Quadrant SAC Co-chairs meeting	Gillam, Iwata, Johnson, Juhasz, Smith	2
3/13/2012	Portland Business Alliance	Iwata, Juhasz	15
3/15/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #14	Beckman, Eberle, Hale, Iwata, Johnson, Juhasz, Leclerc, Wilson, Zehnder	34
3/20/2012	N/NE Quadrant Stakeholder Advisory Committee Worksession	Lisle, Iwata, Wilson	6
3/21/2012	N/NE Quadrant SAC Land Use Subcommittee meeting	Beckman, Hale, Iwata, Lisle, Raggett, Wilson	7
3/22/2012	E. John and Cleo Rumpakis	Hale, Jortner, Starin	2
3/22/2012	N/NE Broadway Business Association	Bump, Lisle	40



<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
4/5/2012	N/NE SAC Walking Tour	Beckman, Iwata, Johnson, Juhasz, Leclerc, Lisle	17
4/5/2012	Betsy Reese (Owner, Paramount Apartments)	Juhasz, Leclerc, Lisle	1
4/5/2012	Sullivan's Gulch Neighborhood Association	Beckman, Hale	1
4/11/2012	Bike Advisory Committee	Leclerc	8
4/11/2012	Eliot Neighborhood Association	Iwata, Lisle, Zehnder	10
4/12/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #15	Beckman, Hale, Iwata, Juhasz, Leclerc, Lisle, Starin, Wilson, Zehnder	36
4/18/2012	N/NE Quadrant Technical Advisory Committee	Beckman, Buono, Hale, Juhasz, Leclerc, Lisle, Starin, Wilson	4
4/19/2012	Sullivan's Gulch Neighborhood Association Charrette	Beckman, Bump	50
4/24/2012	Trimet	Iwata, Juhasz, Leclerc, Lisle	4
4/27/2012	E. John and Cleo Rumpakis	Anderson, Hale, Zehnder	2
5/1/2012	Sullivan's Gulch Neighborhood Association	Hale, Starin	12
5/2/2012	N/NE Quadrant SAC Co-chairs meeting	Iwata, Juhasz, Johnson	3
5/10/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #16	Beckman, Bischoff, Iwata, Johnson, Leclerc, Lisle, Starin	32
5/15/2012	Portland Business Alliance Central City Committee	Iwata, Juhasz, Lisle	25
5/18/2012	Kurt Widmer / Lower Albina	Starin, Zehnder	1
5/22/2012	Eric Lovell / Lower Albina	Starin, Zehnder	1
5/23/2012	NNE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin	13
5/24/2012	Legacy Health	Lisle, Zehnder, Raggett	2
5/29/2012	NNE Quadrant SAC Land Use Subcommittee Meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett, Starin	11
5/31/2012	Planning and Sustainability Commission Officer's Briefing	Doss, Iwata, Lisle, Zehnder	8
6/5/2012	Eliot Neighborhood Association	Lisle, Zehnder	1
6/7/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #17	Beckman, Eberle, Hale, Johnson, Juhasz, Leclerc, Lisle, Morehead, Wilson	43
6/12/2012	Irvington Neighborhood Association	Zehnder, Starin	4
6/12/2012	Portland Planning and Sustainability Commission	Beckman, Doss, Hale, Iwata, Johnson, Lisle, Raggett, Starin	15
6/20/2012	Lower Albina Property Owners	Starin, Iwata, Zehnder	3
6/21/2012	Portland Design Commission	Lisle, Iwata, Raggett	12
6/25/2012	Lloyd District Community Association	Lisle, Zehnder	1
6/26/2012	Leftbank Building Tenants	Iwata, Johnson, Juhasz, Leclerc	9
6/26/2012	Portland Arena Management (Rose Quarter)	Iwata, Lisle, Raggett	3

<b>Date</b>	<b>Organization/Event</b>	<b>Project Staff</b>	<b>Attendance (Approximate)</b>
6/27/2012	N/NE Quadrant SAC Co-chairs meeting	Beckman, Hale, Iwata, Leclerc, Lisle, Raggett	1
6/28/2012	N/NE Quadrant Stakeholder Advisory Committee Meeting #18	Beckman, Hale, Iwata, Juhasz, Leclerc, Lisle, Raggett	38
6/30/2012	Bosco-Miligan Foundation/Architectural Heritage Center	Iwata	28
7/12/2012	Planning and Development Directors	Anderson, Iwata, Lisle, Zehnder	8
7/13/2012	Alora Development (Leftbank Project)	Lisle, Zehnder	1
7/17/2012	Sullivan's Gulch Neighborhood Association	Juhasz	20
7/23/2012	Historic Landmarks Commission	Beckman, Hale, Iwata, Starin	15



## APPENDIX G: BIBLIOGRAPHY

Project documents produced during the N/NE Quadrant planning process are listed first, followed by background documents and reports produced for related projects. Items are listed in order of publication date.

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**PORTLAND DEVELOPMENT COMMISSION**

Portland, Oregon

**REPORT NO. 12-32**

**ATTACHMENT E**

**REVIEW OF DRAFT CENTRAL CITY 2035 CONCEPT PLAN AND DRAFT N/NE  
QUADRANT PLAN, INCLUDING RELATED I-5 BROADWAY/WEIDLER AND  
ROSE QUARTER DISTRICT PLANS**

Attachment E includes this cover page and contains 19 pages:

- I-5 Broadway Weidler Interchange Facility Plan



# N/NE Quadrant and I-5 Broadway/Weidler Plans

## Facility Plan

### I-5 Broadway/Weidler Interchange Improvements



August 21, 2012  
Revised Draft

Informational/Discussion  
**DRAFT**



**Facility Plan:**  
**I-5 Broadway/Weidler Interchange Improvements**

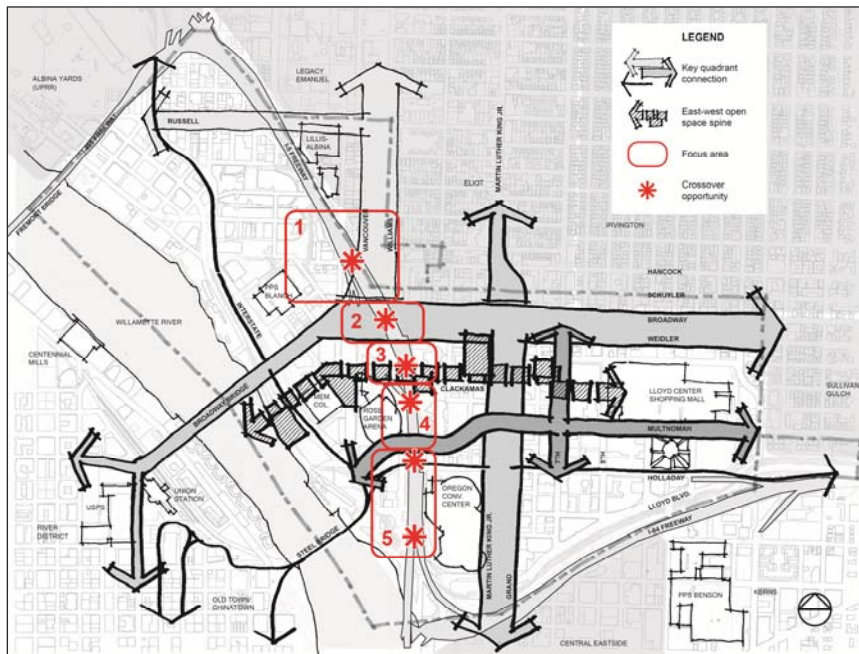
**The overall project purpose is to...**  
Improve safety and operations on I-5  
in the vicinity of the Broadway/Weidler  
interchange.

**OBJECTIVES:**  
ODOT and the City of Portland,  
through the Stakeholder Advisory Community (SAC) and  
extensive public outreach, explored and found solutions  
to meet the following objectives:

**EASE CONGESTION LEVELS AND IMPROVE SAFETY**

**ENHANCE PEDESTRIAN AND BICYCLE ROUTES**

**IMPROVE FREIGHT MOVEMENT**



**Integration of Transportation and Land Use Concepts in the N/NE Quadrant Plan**

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## Acronyms and Abbreviations

BPS	Bureau of Planning and Sustainability, City of Portland
CoP	City of Portland
MMA	Multimodal Mixed-use Area
ODOT	Oregon Department of Transportation
PBOT	Portland Bureau of Transportation, City of Portland
SAC	Stakeholder Advisory Committee
TDM	Transportation Demand Management
TMA	Transportation Management Area
TMP	Traffic Management Plan
TSM	Transportation System Management

## The Facility Plan

### Study Area

The project study area is at the crossroads of the Portland freeway system, as shown in Figure 1. I-5 is the north-south freeway facility and extends through the metropolitan area; in fact, it runs the full length of the west coast of the United States from Canada to Mexico. Within the project area, I-84 intersects I-5 and extends east across the U.S. A mile and a quarter north of I-84, I-405 connects to I-5 at the Fremont Bridge interchange. This interchange is the northerly connection of the I-405 loop around the west side of downtown Portland, with the southerly connection at the west end of the Marquam Bridge. Within the overlap section, I-5 serves through traffic as well as connecting traffic between I-84 and I-405.

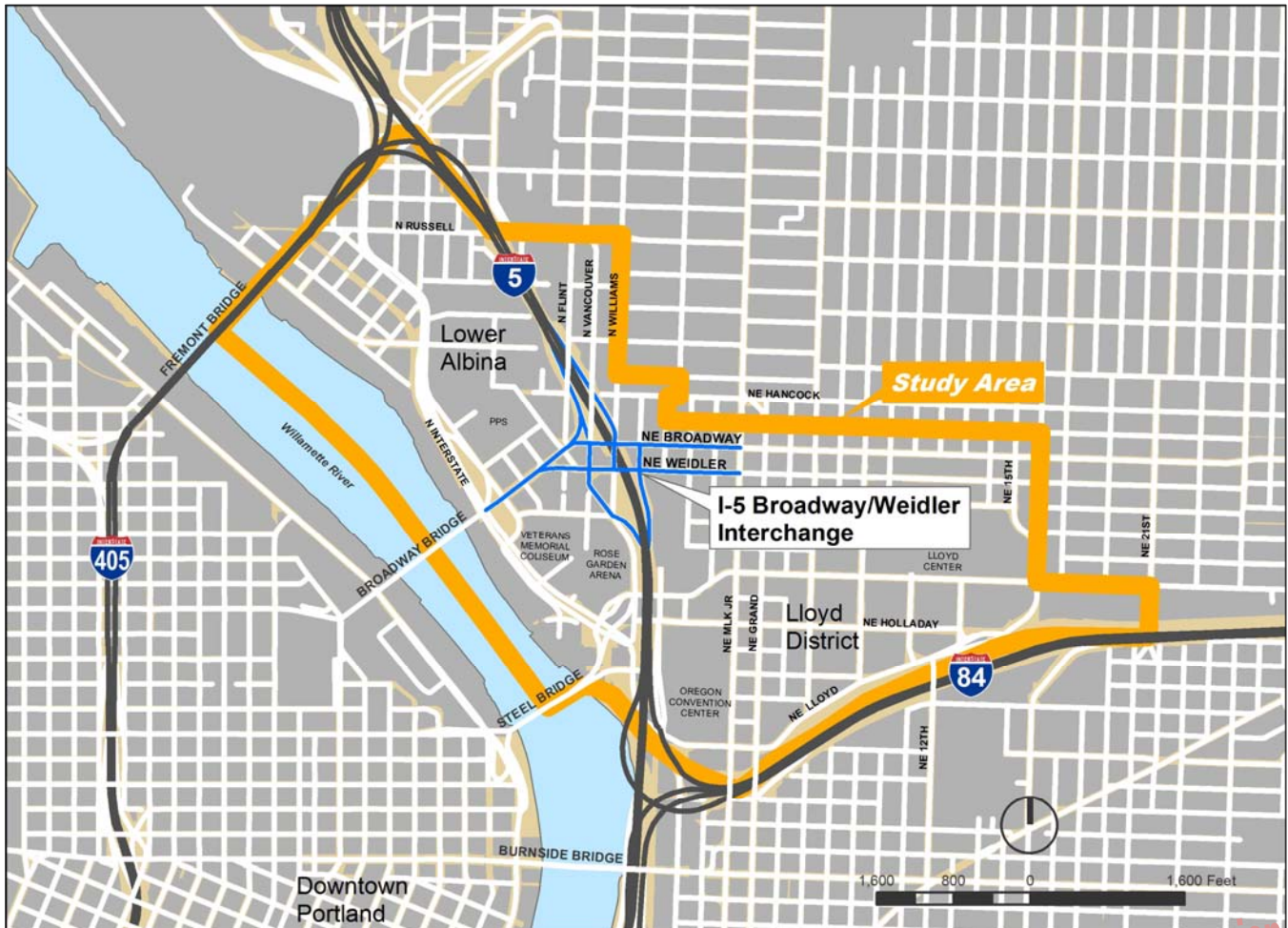


Figure 1: Study Area and Vicinity Map

Informational/Discussion  
**DRAFT**

### Facility Function

- I-5 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-84 is classified as an Interstate facility and is both a Freight Route and a Truck Route.
- I-405 is classified as an Interstate facility and is both a Freight Route and a Truck Route.

## Interchange Function

The I-5 Broadway/Weidler Interchange is located on I-5, in between I-405 to the north and I-84 to the south. The function of the I-5 Broadway/Weidler Interchange is to serve the Portland central city, which includes the industrial area of Lower Albina and the commercial activity along the Broadway/Weidler corridor, regional attractions such as the Rose Garden Arena and the Lloyd Center mall, and the surrounding community.

## Purpose

The purpose of the I-5 Broadway/Weidler Interchange Improvement Plan is to improve the safety and operations on I-5 in the vicinity of the I-5 Broadway/Weidler Interchange.

## Project Problem/Issues

### Congestion and Bottleneck

In the context of the regional freeway network, the city's N/NE Quadrant sits at a crossroads of three regionally-significant freight and commuter routes. As a result, the freeway interchanges experience some of the highest traffic volumes in the state. Table 1 shows the average daily traffic volumes entering and exiting I-5 over the two-mile segment within the N/NE Quadrant.

**Table 1: Average Daily Traffic Volumes Entering and Exiting I-5 in the Study Area**

I-5 Direction	Total Ramp Volumes Entering I-5	Total Ramp Volumes Exiting I-5
<b>Northbound</b>	29,970	37,530
	Includes entrance ramps from: <ul style="list-style-type: none"> <li>• I-84</li> <li>• Broadway/Williams Avenue</li> </ul>	Includes exit ramps to: <ul style="list-style-type: none"> <li>• Weidler Street/Victoria Avenue</li> <li>• I-405</li> <li>• Greeley Avenue</li> </ul>
<b>Southbound</b>	34,020	47,200
	Includes entrance ramps from: <ul style="list-style-type: none"> <li>• Greeley Avenue</li> <li>• I-405</li> <li>• Wheeler/Winning/Williams</li> </ul>	Includes exit ramps to: <ul style="list-style-type: none"> <li>• Broadway/Vancouver Avenue</li> <li>• I-84</li> <li>• Morrison Bridge/Hwy 99E</li> </ul>

## Highest Accident Rate in the State of Oregon

An analysis of the reported crashes on I-5 in the study area was performed for the five-year period from 2005 through 2009. Both frequency (number of crashes) and crash rate (number of crashes per million vehicle miles) were calculated per 1/10-mile segments.

- I-5 Southbound direction has more frequency of crashes than I-5 Northbound
- The top three locations with highest frequency of crashes and crash rates are:
  - 1) I-5 Southbound at Holladay Street (weave between the Winning/Wheeler On-ramp and the I-84 Eastbound Off-ramp)
  - 2) I-5 N at Multnomah (weave between the I-84 W On-ramp and the Weidler Off-ramp)
  - 3) I-5 S at Thompson Street (weave between the I-405 on-ramp and the Broadway Off-ramp)
- I-5 within the study area has the highest crash rate within the entire state
- Three times the crash rates at the I-5 Terwilliger curves
- The type of crashes in order of ranking from highest are: rear-end, sideswipe, fixed and other.

The attributing factors to the high number of crashes and safety problems in the study area are:

- Heavy congestion
- Short weaving distances
- Lack of shoulders for accident/incident recovery



## Operational Friction and Congestion Caused by Heavy Weaving

Weaving analysis and field observations were performed for the four weaving sections on I-5 within the study area:

- I-5 Northbound between I-84 Westbound and Weidler Off-ramp
- I-5 Northbound between Broadway On-ramp and I-405 Off-ramp
- I-5 Southbound between I-405 On-ramp and Broadway Off-ramp
- I-5 Southbound between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp



**I-5 Northbound Weaving Section between Broadway On-ramp and I-405 Off-ramp**

Two weaving sections currently perform at failing level-of-service during the AM and PM Peak periods:

- I-5 Southbound between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp
- I-5 Northbound between I-84 Westbound and Weidler Off-ramp



**I-5 Southbound Weaving Section between Winning/Wheeler On-ramp and I-84 Eastbound Off-ramp**

The failing operations will be exacerbated in the future, with the most critical failure being the weave from I-5 Southbound from the Winning/Wheeler On-ramp to the I-84 Eastbound Off-ramp. This bottleneck will cause queuing that extends beyond the weaving section to the north and onto the Fremont Bridge.

## The Land Use-Transportation Connection

The N/NE Quadrant of the central city includes considerable multimodal infrastructure to support all types of travelers on all modes. In addition to the I-5 freeway and the local street network, four light rail transit (LRT) lines run through the area, converging on the Rose Quarter Transit Center next to the Rose Garden Arena. The City of Portland is constructing streetcar lines on Broadway/Weidler to connect with the Pearl District and the central east side of Portland. Eight TriMet bus lines also connect at the transit center.

The I-5 Broadway/Weidler Interchange Improvements Facility Plan proposes many new crosswalks that will improve pedestrian safety and connections to and from these major transit amenities. Two major bicycle commute routes run through the area: 1) the major east-west route along Broadway and Weidler, and 2) the major north-south route along Williams and Vancouver. The plan proposes a new east-west pedestrian and bicycle overcrossing at Clackamas Street to connect the Lloyd District with the Rose Quarter. The plan also includes a new Hancock/Dixon overcrossing structure and freeway lid that will allow for effective construction staging, improve viability of the PPS Blanchard site and provide a supplementary crossing to the north of “the Box” near the I-5 Broadway/Weidler Interchange.

The Lloyd Transportation Management Area (TMA) is one of the most successful TMAs in the Portland metropolitan region. The area is currently predominantly commercial and industrial. However, the proposed changes to land use designations in the N/NE Quadrant Plan will encourage a much greater mix of uses, especially in the central Lloyd District where significant density and mix of uses are anticipated.

The City of Portland and ODOT have jointly developed this freeway and local transportation plan, and have integrated the transportation and land use components. The transportation components were developed assuming existing zoning, except for changes at the Portland Public Schools (PPS) Blanchard site and some changes to allow more diverse uses in the central Lloyd District. The overall trip vehicle trip generation for the district is expected to be the same or lower than under previous zoning entitlements. The changes related to land use and the transportation recommended by this plan have been analyzed, and queues are not anticipated on the I-5 exit ramp deceleration areas (see Table 2).

**Table 2: Available Storage and Predicted Queues for Exit Ramps at I-5 Broadway/Weidler Interchange**

Direction	Storage Available	Predicted Queue
Southbound	955 feet	500 feet
Northbound	1130 feet	350 feet

## Multimodal Mixed-use Area

The I-5 Broadway/Weidler Interchange is within ¼-mile of an existing interchange. ODOT staff concurs that the Multimodal Mixed-use Area (MMA) designation is appropriate for the city’s companion N/NE Quadrant Plan and ODOT must be consulted prior to any future plan amendments within the MMA boundary and will remain in effect as long as progress is being made towards the implementation of project elements.

## Summary of the Recommended Concept and Elements

The Recommended Concept, supported by a majority of the Stakeholder Advisory Committee (SAC) via a consensus-driven process, and its elements are based on technical assessments of bicycle and pedestrian operations, urban design/land use potential, traffic operations and safety. Table 3 describes the Facility Plan elements and their outcomes and Figure 2 and Figure 3 illustrate the extent of improvements included in the Recommended Concept. Figure 4 shows aerial perspectives of the existing conditions in the Rose Quarter and how the area would look with the improvements included in the Recommended Concept.

The Facility Plan Element 1, **Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies**, is designed to optimize the overall performance of the transportation system and to reduce vehicle demand, especially for commuter trips in the peak periods.

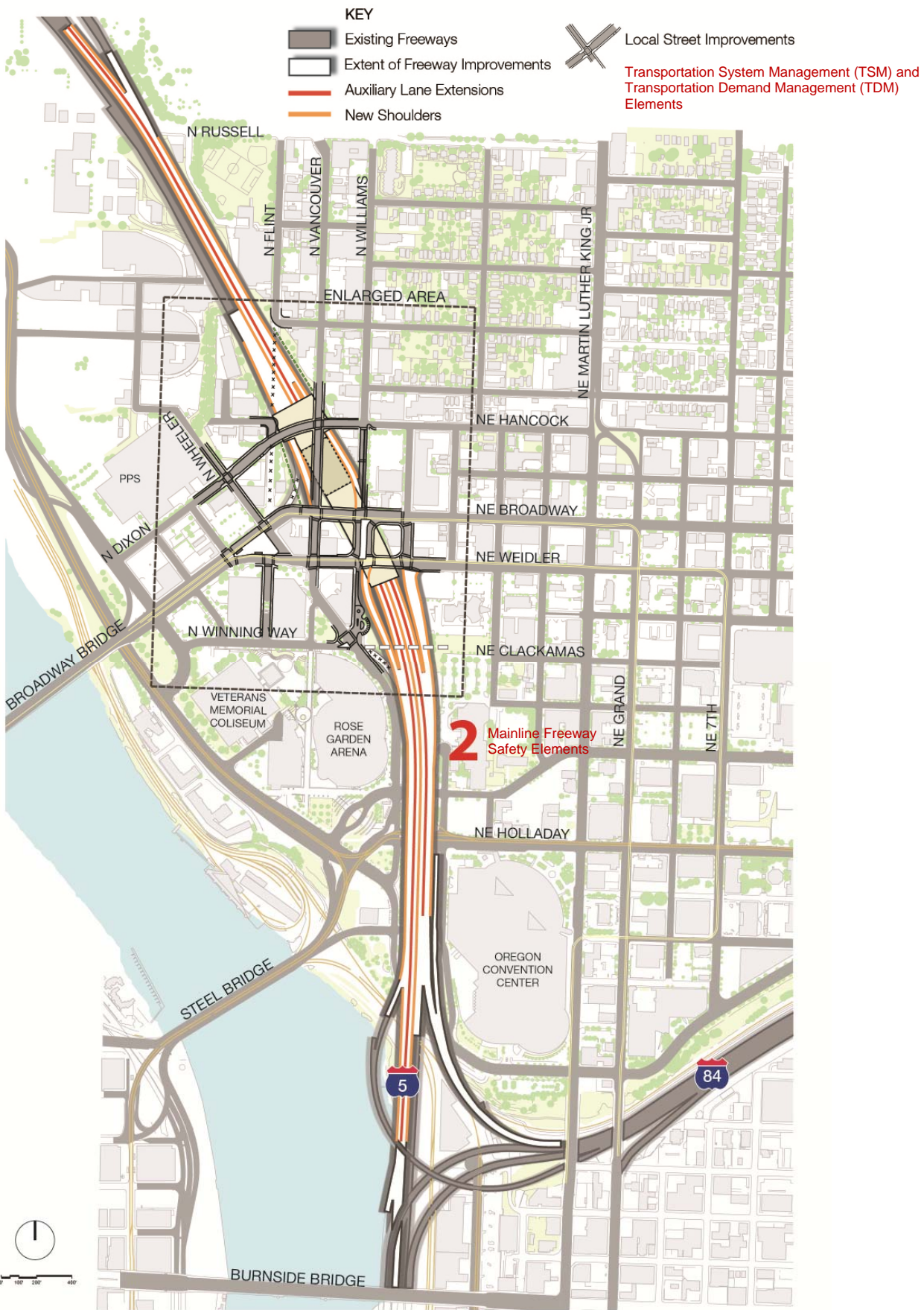
TSM measures are designed to make maximum use of existing transportation facilities, and include:

- Traffic engineering measures (e.g., such as signal timing changes, provision of turn lanes, turn restrictions and restriction of on-street parking to increase the number of travel lanes without road widening) that improve the operations and efficiency of streets and intersections;
- System monitoring and traveler information systems (e.g., Intelligent Transportation Systems (ITS), variable message signs, etc.);
- Facility management systems (e.g., ramp meters, special use lanes, signal priority for special users such as transit); and
- Incident management systems (e.g., incident response and recovery teams).

TDM strategies are most effective in areas with high concentrations of employment and where a robust transit system exists. Generally, the strategies are easiest to implement where there are large employers or where a TMA has been established to pool the efforts of many smaller employers. TDM measures include strategies that: 1) shift modes like carpooling, vanpooling, transit, bicycling and walking programs; 2) shift trips to non-peak periods, such as flexible work schedules and off-peak shifts; and 3) include telecommuting, which eliminates trips.

Components of these TSM and TDM measures are in use today. The City of Portland and ODOT will continue to monitor, adjust and implement the strategies as needed.

Informational/Discussion  
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**Figure 2: Overall Project Extent of the Recommended Concept**

**Table 3: I-5 Broadway/Weidler Interchange Recommended Concept Facility Plan Elements**

Facility Plan Elements	Outcome
<b>1. Implement Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies</b>	Improve freeway operations and reduce automobile trips.
<b>2. Construct Mainline Freeway Safety Elements</b> a. Extend auxiliary lanes in both directions. b. Add full-width shoulders in both directions.	Improve freeway operations and reduce accidents 30-50 percent.
<b>3. Re-construct Three Freeway Structures and Lid</b> The Mainline Freeway Safety Elements require rebuilding the Weidler, Broadway and Williams structures over I-5; the new structures will be designed to meet seismic and clearance standards.	The new structures improve facilities for all modes; the lid allows for more effective construction staging, improves the urban design of the interchange area and improves the area’s development potential.
<b>4. Relocate I-5 Southbound On-Ramp to Weidler/Williams</b> (from current location at Wheeler/Winning Way/Williams)	Increases weave distance, removes ramp traffic from local streets, Wheeler and Winning Way. Allows pedestrian/bicycle-only overcrossing at Clackamas.
<b>5. Convert Williams to a Reverse Traffic-Flow Connection between Broadway and Weidler</b> Includes a barrier-separated pedestrian/bicycle path in the middle.	Allows more efficient signal timing, improves bike and pedestrian connections through interchange and simplifies vehicular movements.
<b>6. Construct Clackamas Pedestrian/Bicycle Overcrossing</b> Establishes connection over I-5 from Winning Way to Clackamas.	Increases multimodal connectivity across I-5, links central Lloyd District to the Rose Quarter, provides supplementary crossing south of “the Box.”
<b>7. Re-construct the Vancouver Structure; Remove the Flint Structure; Reconfigure streets North of Broadway to include Hancock/Dixon Structure and Lid</b>	The Vancouver structure must be replaced to accommodate mainline freeway improvements. The Hancock/Dixon structure and freeway lid allow for effective construction staging, improve viability of the PPS Blanchard site and provide a supplementary crossing to the north of “the Box.”
North of Broadway elements include: 1. Rebuild Vancouver Avenue structure 2. Implement traffic calming at Williams/Hancock 3. Remove Flint between Tillamook and Broadway 4. Maintain Wheeler in front of the Leftbank as one-way 5. Connect Flint as a two-way street south of Weidler 6. Add signals at Broadway/Wheeler and Broadway/Ross	

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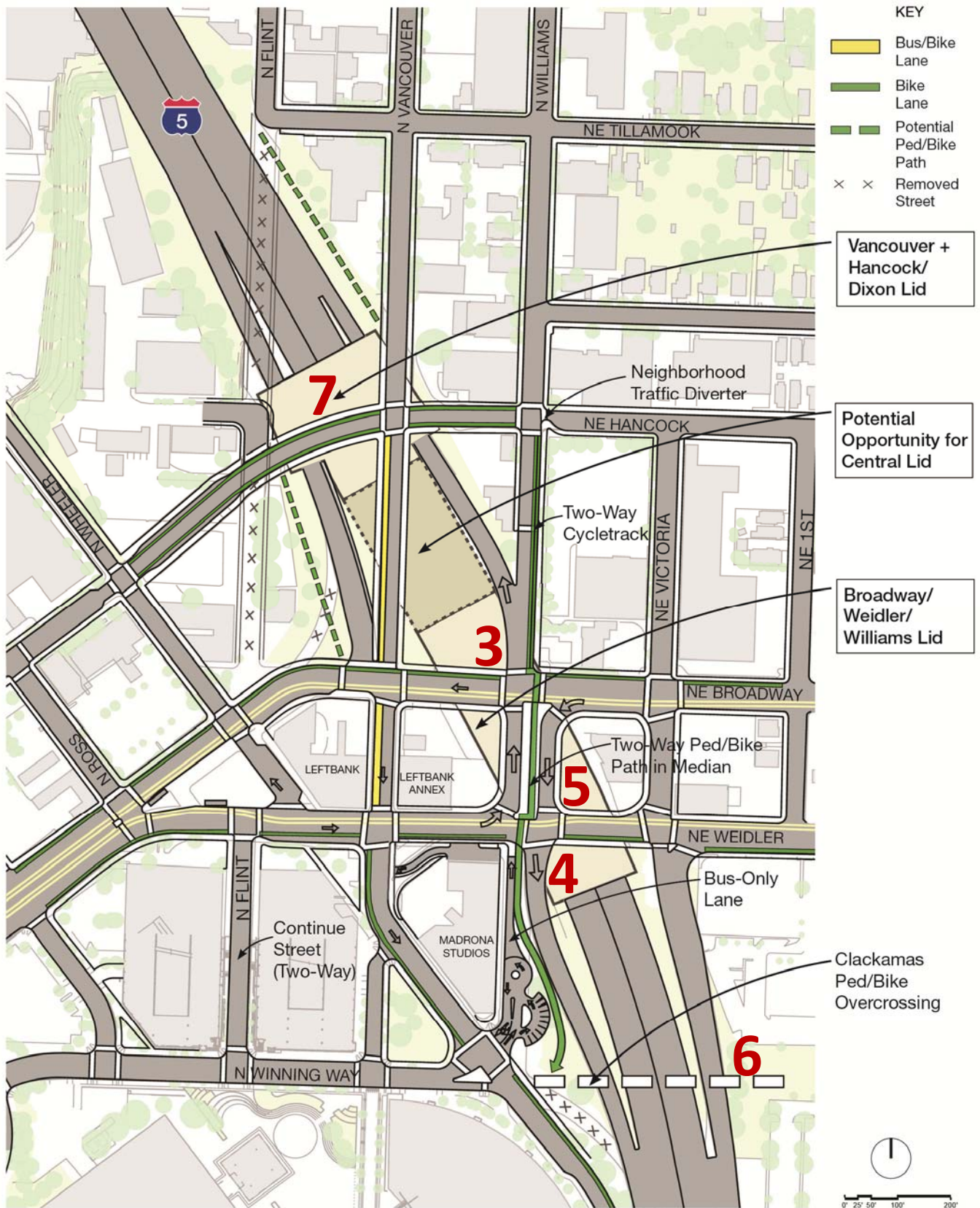
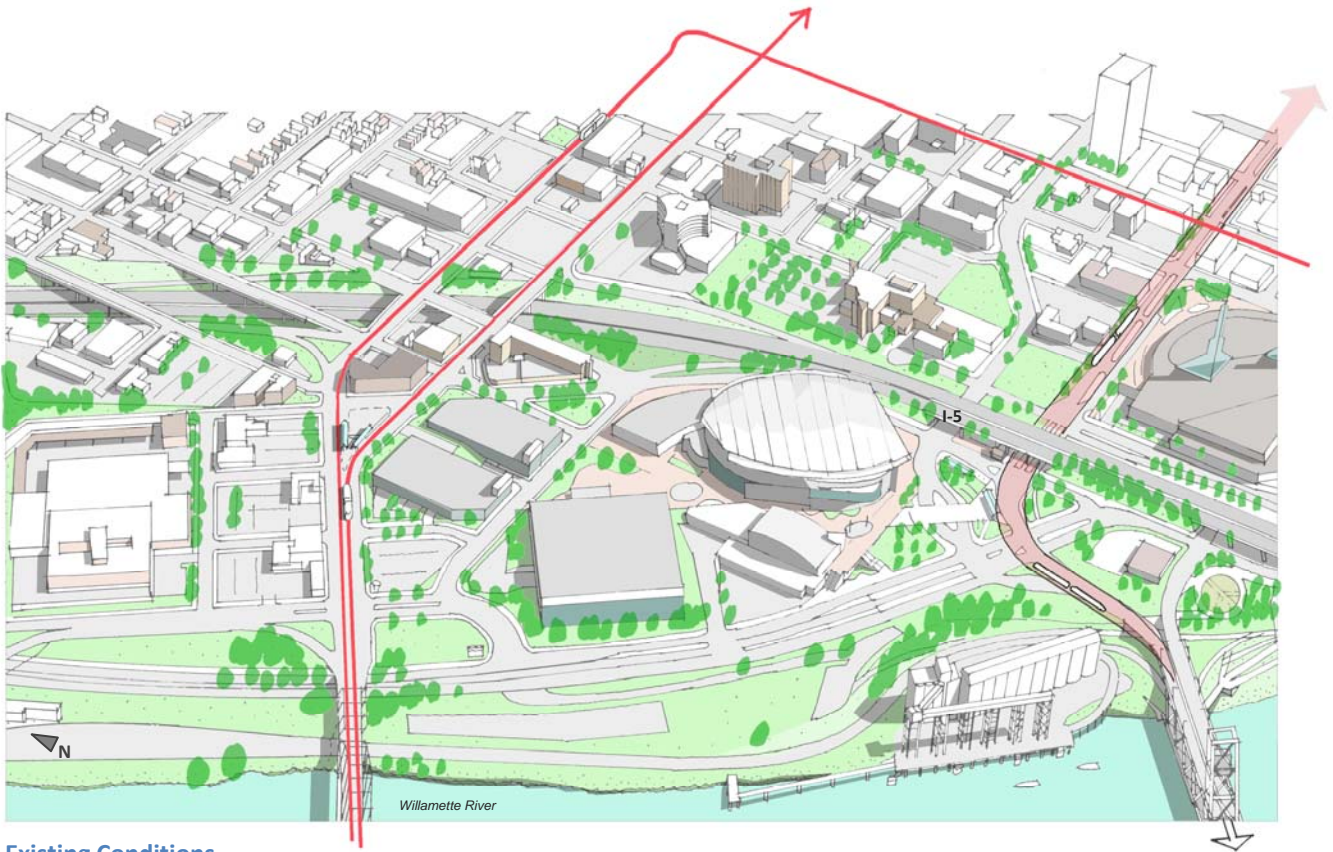
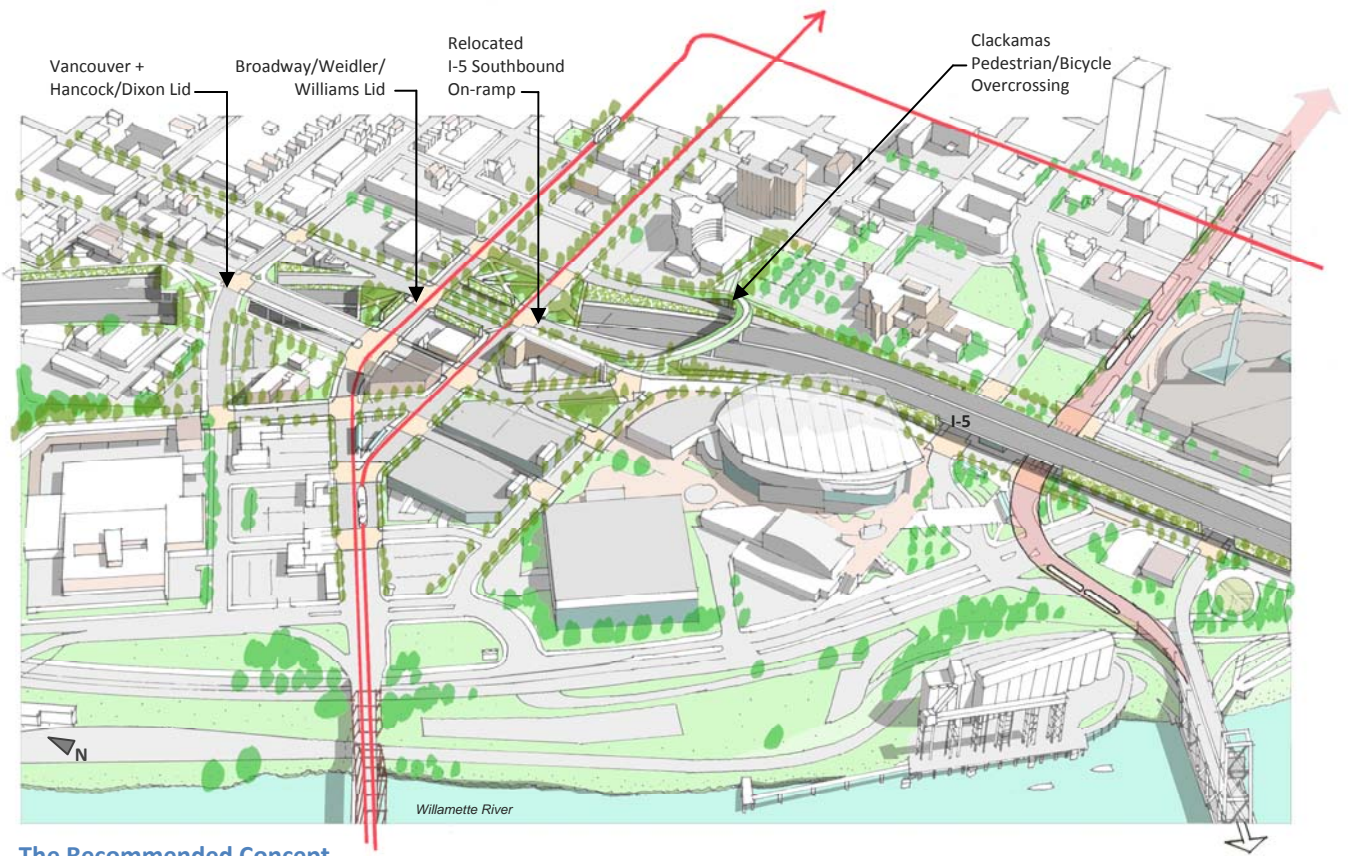


Figure 3: Enlarged “Box” Area of the Recommended Concept



Existing Conditions



The Recommended Concept

Figure 4: Aerial Perspectives of Existing Conditions and the Recommended Concept

## Project Monitors and Future Project Development

The Facility Plan elements of the Recommended Concept (Table 3) are expected to significantly improve I-5 mainline operations and safety as well as improve interchange operations at the I-5 Broadway/Weidler Interchange. Once the Facility Plan elements are completed, ODOT and the City of Portland will continue to monitor the freeway operations in the I-5 Broadway/Weidler Interchange area (refer to Table 4).

**Table 4: Project Monitors and Future Project Development**

Project Monitors	Notes
<p><b>1. Safety and Operational Performance</b>  <b>- Southbound Braided Ramp or other freeway safety improvements</b></p>	<p>Upon completion of the Recommended Concept Facility Plan elements described above, ODOT and the City of Portland will monitor the performance of the completed project for achieving safety and operational goals.</p> <p>If safety and operational issues remain on the freeway after construction of the Recommended Concept Facility Plan elements, ODOT will work with the City of Portland to initiate a public process to consider additional measures such as a southbound braided ramp from Broadway to I-84 or other options developed through a public process. A southbound braided ramp should not be precluded by the construction of the Recommended Concept Facility Plan elements.</p>



## Implementation Actions

### Project Development and Project Management

1. Proceed with next phase of project development and complete Preliminary Engineering (PE) and environmental phases for federal funding.
2. Continue project management partnership between the City of Portland and ODOT.
  - Develop work scope and schedule.
  - Define environmental process
  - Develop intergovernmental agreement for completion of PE/environmental studies.
3. Develop public involvement process for PE/environmental phase and actions to resolve issues identified in the I-5 Broadway/Weidler Interchange Improvement Plan.
4. Special considerations will be discussed and identified during Preliminary Engineering and recommended as part of the Final Design/Engineering. These include:
  - Construction management strategies that can provide incentives to minimize construction periods, impacts, and costs;
  - Incentives for minority hiring; and
  - Strategies to support local businesses.

### Preliminary Engineering

The following are key products at the completion of Preliminary Engineering:

1. Complete PE level of engineering:
  - Develop project cost estimates.
  - Complete environmental documentation.
  - Identify potential construction phasing.
  - If phasing is required, the City of Portland and ODOT will work together to match phases to the funding sources available.
2. Project agreements at the completion of PE:
  - Signals will continue to be timed so as to avoid queues backing up into the deceleration area of the I-5 Southbound exit ramp at Broadway.
  - Crosswalks will be provided at all signalized locations and should be provided at all safe and feasible locations.
  - The Rose Quarter Traffic Management Plan (TMP) should be updated with the participation of ODOT, City of Portland and the Rose Garden Arena prior to construction.
  - A preliminary construction mitigation plan will be developed that would include efforts to minimize impacts, support local businesses and support minority hiring.

### Specific Design Coordination

Property impacts are of great concern to the neighborhoods, businesses and agencies working in this area. The following are issues that will require further examination by ODOT and the City of Portland as part of Preliminary Engineering with community involvement:

1. Seek a viable single lid design solution over I-5 between Weidler and Hancock by exploring mitigation measures for freeway noise and vehicle emissions, and by addressing the need for open space and economic development.
2. Develop specific measures to address property and parking impacts to the Paramount Apartments, the Portland Public Schools Blanchard site and other sites related to the proposed Hancock/Dixon connection. The number of parking spaces should be the same or more than existing conditions at the Paramount Apartments, the Leftbank Building, the Leftbank Annex and the Madrona Studios.

3. Develop a network of alternative safe and convenient bicycle/pedestrian connections to include:
  - a. Enhanced facilities (including bicycle lanes, two-way cycle track, sidewalks and protected marked crossings) along Broadway, Weidler Street, Vancouver Avenue and Williams Avenue to include a wide, grade-separated multi-use path for Williams Avenue between Broadway and Weidler.
  - b. The development of a new pedestrian/bicycle connection between the Flint Avenue/Tillamook Street intersection to the proposed Hancock/Dixon overcrossing.
  - c. The development of a new pedestrian/bicycle connection from Hancock Street to Broadway while providing for potential parking mitigation, open space and redevelopment opportunities.
4. Define appropriate Eliot neighborhood traffic mitigation measures for the recommended Hancock/Dixon connection between Vancouver Avenue and Dixon Street to discourage cut-through traffic.
5. Refine a street design and circulation plan for the area in the vicinity of the I-5 Broadway/Weidler Interchange. The refined street design and circulation plan should address the following issues:
  - a. Develop design elements that provide for safe and convenient access to the Leftbank Building and the Leftbank Annex.
  - b. Develop and evaluate circulation alternatives and design elements for the area north of Broadway, south of North Wheeler Place and west of I-5 to:
    1. Address the changes to access and circulation around the Paramount Apartments by Investigating treatments for Wheeler Avenue, between Broadway and Hancock Street, in order to minimize cut through traffic at the west side of the Paramount but maintain access to the Lower Albina industrial district.
    2. Enhance bicycle access and safety to the proposed Hancock/Dixon connection over I-5 to the Broadway Bridge.
    3. Determine appropriate multimodal access and circulation to this area and Lower Albina.
  - c. Develop and evaluate circulation alternatives for Wheeler Avenue, Winning Way, Center Court, Flint Avenue and Williams Avenue to:
    1. Enhance circulation in the area for all modes.
    2. Provide flexibility to manage event ingress and egress.
    3. Open up opportunities for redevelopment and placemaking.
  - d. Develop design elements that address the changes to access and circulation to the Madrona Studios:
    1. Refine street design for Williams Avenue between Weidler Street and Wheeler Avenue to address access and circulation and on-street parking needs for the Madrona while also providing for bus, bike and pedestrian circulation.
    2. Provide for sufficient pedestrian and vehicle access to the Williams Avenue entrance to the Madrona Studios.
    3. Prepare an appropriate design treatment for the Weidler Street/Williams Avenue intersection for safe pedestrian and bicycle crossing.
    4. Visual or acoustic screening will be examined, designed and implemented between the Madrona Studios and the relocated on-ramp to I-5 at Weidler/Williams.
6. Develop design plans with TriMet for safe transit operation through the I-5 Broadway/Weidler Interchange.
7. Refine and finalize design for the Clackamas Overcrossing structure.
  - a. Coordinate design with future access connections east of I-5.
  - b. Coordinate design with future changes to traffic circulation west of I-5 and the relocation of the I-5 southbound on-ramp to Weidler/Williams.
  - c. Study and implement an event parking management plan for the Rose Quarter area, including the area adjacent to the future Clackamas Pedestrian/Bicycle Overcrossing on the east side of I-5. The exact boundaries and scope of the study will be determined at a later date.
8. Evaluate visual and environmental impacts of the proposed widening of the elevated segment of the I-5 freeway, including over the Rose Quarter Transit Center and near Peace Park, and identify mitigation measures as needed.

**PORTLAND DEVELOPMENT COMMISSION**

Portland, Oregon

**REPORT NO. 12-32**

**ATTACHMENT F**

**REVIEW OF DRAFT CENTRAL CITY 2035 CONCEPT PLAN AND DRAFT N/NE  
QUADRANT PLAN, INCLUDING RELATED I-5 BROADWAY/WEIDLER AND  
ROSE QUARTER DISTRICT PLANS**

Attachment F includes this cover page and contains 47 pages:

- 2012 Rose Quarter District Plan

# Rose Quarter District Plan

**DRAFT**

**June 12, 2012**

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**Portland Development Commission**

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**Rose Quarter Location In The Central City**

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- 5 Urban Design Opportunities
- 6 Plazas, Greenway Connections and Open Space
- 7 Transportation and Infrastructure
- 8 Rose Quarter District Plan Images
- 9 Summary and Recommendations

## Appendix

- Planning Processes
- Development Sketches

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## Introduction

The Portland Development Commission (PDC) initiated a process in 2010 to prepare a District Plan for the Rose Quarter located in northeast Portland, Oregon.

Mayor Sam Adams initiated a planning process in 2009 by engaging the Rose Quarter Stakeholders Advisory Committee, a group that looked at the future of the Veteran's Memorial Coliseum (VMC) and the Rose Quarter. Public input on the VMC project has resulted in strong support for the renovation and retention of the building as a community gathering space and a tribute to our veterans. The committee provided input into this plan and supports integration of this work into the Central City 2035 planning process.

The district has had a history of debates about proposed uses and identity; and it was recognized that the Rose Quarter and its centerpieces, the VMC and the Rose Garden Arena are in need of a long term plan for re-invigoration. There is a strong need and many opportunities to create a strategy for attracting both public and private development. The overall goals of this plan are to describe a vision for the whole district and identify a strategy that is achievable in phases. The plan must address the needs of the on-going businesses, stakeholders and landowners while attracting complimentary new activities and facilities that it serves the needs of the community.

Given its reputation as a sports-focused district, Mayor Sam Adams chaired the Stakeholders Advisory Committee and led it to a larger vision of what a "District of Sport" might be. This vision is an authentic expression of the region's active athletic lifestyle, including all levels of sport from amateur to professional. The district is an opportunity to combine existing sports and entertainment facilities with a mixed-use community which could include indoor and outdoor venues for training and exercise, innovative retail space for marketing sports products, and housing. Housing in adjacent areas is key to activate the area at times other than the current episodic activities. The overall vision paints a picture of a stimulating new urban environment in the central city that showcases and integrates living, working, entertainment and recreation, all emblematic of Portland's livability. This "District of Sport" is active, creative and integrates lifestyle and work, and it is inclusive of all ages, abilities and incomes.

The Rose Quarter currently is undergoing analysis, planning and infrastructure design by nearly every public agency that affects the district. The City's Central City 2035 Plan is currently in progress and has focused on this NE Quadrant of the Central City as the first area to receive detailed attention. In addition, the city is examining ways to support the development of a new Lloyd EcoDistrict that includes the Rose Quarter. Efforts are currently underway to implement a district energy system to serve the VMC and Rose Garden Arena.

Bordered by Interstate-5 and the Willamette River, and adjoined by the Oregon Convention Center and the Lloyd Center shopping mall, the Rose Quarter is generously served by nearly all forms of transportation, namely highway, heavy and light rail, streetcar, bus, bicycle, and pedestrian. This confluence of planning and design will result in an opportunity for the Rose Quarter to be largely developed and transformed within the next decade.

The Rose Quarter District Plan lays out a long term vision to accommodate incremental change with a minimum of back-tracking or redundancy. The following report outlines the challenges and opportunities facing the district in both the near and long terms. It is both propositional and optimistic, while making every effort to be realistic. It anticipates a collaboration of public and private interests and demonstrates some of the potential that could result from such partnerships. The VMC renovation project is a public/private partnership that will renovate a regional community asset and assure the long term viability of the structure.

This is a powerful moment for a district that has received so much scrutiny and faced so many challenges. The goal of this plan is to honor the past investments, celebrate the strong armature of existing facilities and spaces, and to visualize a future of exciting growth as a "District of Sport."

## Executive Summary

Portland's Rose Quarter presently feels like an island within the city. Located on the Willamette River between two bridges, it is an important transportation hub and home to two of the city's largest entertainment venues, the Rose Garden Arena and the Veteran's Memorial Coliseum (VMC). It is close to the city's core, yet the area often feels uninhabited except for the episodic activity created by these large facilities. Only then is the Rose Quarter filled with throngs of activity. The nearby Oregon Convention Center poses similar patterns of use. Intermediate and small size commercial venues have difficulty surviving in the district due to the "boom or bust" level of traffic that is directly influenced by the schedule of game days or special events. This island in the city needs more off-hour activity and a 24-hour life.

The Rose Quarter is located at an exceptional transportation nexus with direct connections to the I-5 and I-84 freeways, street car on the north and light rail transit and major bus lines running through the district. Situated on a bluff above the Willamette River, the Rose Quarter remains cut off from the river's edge by busy north-south freight rail lines. The Rose Quarter can be a challenge to approach in a car, on a bicycle, or on foot. Surface parking lots flanked by multi-story normally vacant parking garages on the north and the busy transit center on the south make the area feel unoccupied and questionable to navigate as a pedestrian or a bicyclist. Local automobile traffic circulates around its perimeter.

Presently there are no reasons to go there other than to attend scheduled events.

Given these conditions, bringing life and energy to the district has many challenges. How to attract more activity is linked to the nature of those activities. It raises questions such as the following:

- What should this area become besides a collection of large entertainment arenas? What are its other dimensions and potentials?
- How do we take strategic steps to create the vibrant district that city leaders and residents visualize for the Rose Quarter's future?
- How do we capitalize on the investments that have already been made in the roads, utilities, transit, and facilities to get a district that will succeed at all levels?
- How do we encourage private investment to amplify the effects of public dollars invested?
- How can we create a new identity and ensure that it will be successful?
- How can greater local transportation connectivity further benefit the district?

As we look at the existing conditions of the Rose Quarter its unique characteristics – both positive and negative – need to be taken into account. The 20,000 seat Rose Garden and the 12,000 seat VMC combine as a unique pair of venues for gathering and entertainment. They share nearby parking facilities and balance one another to provide

venues for a variety of civic activities, concerts, and sport events. With strong private franchises occupying both places and coordinated under one management entity, they offer wide appeal to the market. The central control of Portland Arena Management (PAM) coordinates scheduling and programming and minimizes conflict between operations that allows complimentary function and programming. The plaza and the exhibit hall below the plaza between these two venues have the capability to accommodate a variety of activities throughout the year. This "District of Sport" has great potential to be acknowledged and strengthened as a community activity center. It needs an identity consistent with Portland's regional culture.

The revitalization of the VMC is currently underway. Recently listed on the National Historic Landmarks Register and an icon of mid-century modern architecture, this renovation is seen as the turning point for the entire district. It represents the city's commitment to the VMC, which will continue to play a strong role in the Rose Quarter as a community gathering space. Bringing this venue into the 21st century and addressing deferred maintenance, this project is aimed at illuminating the VMC as a prominent beacon on the east riverbank. Its plaza will become an active hub of Portland's east side. With renewed attention, energy and programming, the VMC will be a civic focal point that encourages more private development in the district.



New private investment in this district is essential to making the Rose Quarter a success. In order to have a lively and 24 hour cultural center a mix of uses is both desirable and necessary. Additional housing, live-work offices, retail, light manufacturing, clubs and cafes, and visible street life are needed to create an atmosphere that attracts all segments of the population to spend time there. The current successes of the Winterhawks, Trailblazers, and the Oregon Convention Center need to be supplemented with a greater identity as a neighborhood with more visitors, residents, and confidence for the Rose Quarter to achieve its potential as a vital and robust district.

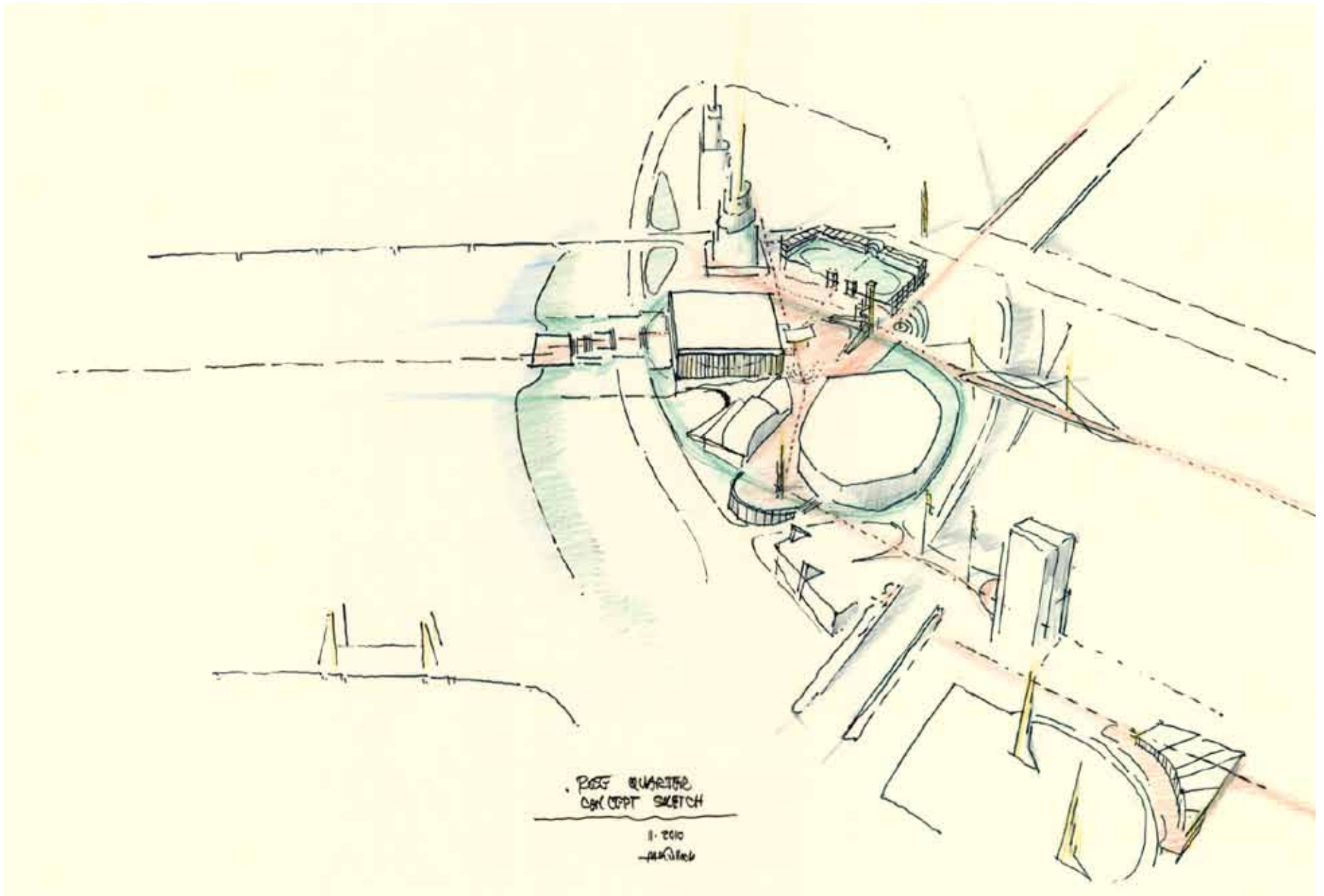
This master plan sets forth a vision for future uses as well as a strategy for a sequence of development that allows the district's potential to build over time. Key points for the Rose Quarter to develop into an authentic example that reflects Portland's vitality and regional culture include:

- Leveraging the success of the current sports franchises;
- Building upon the revitalization of the VMC as a focal point of the district;
- Developing new connections and strengthening existing connections between the river and the Lloyd District;
- Providing improvements to the pedestrian and bicycle infrastructure making sense of the many transit modes serving the district;
- Catalyzing the initial development and future expansion of district-scale heating and cooling services;

- Establishing planning surety that will serve as a catalyst for continued private investment and development; and
- Demonstrating environmental and planning ingenuity worthy of our region's international reputation.

This document is aimed at proposing a vision that can be achieved. As the Central City 2035 Plan proceeds, it is anticipated that this vision of the Rose Quarter and its environs will be seen as a bold step towards a re-invigorated Portland.





**Initial Concept Sketch**

## Rose Quarter District Plan

The overall concept plan for the district envisions a vital sector of the central city dedicated to sports at all levels. This “District of Sport” is seen as an expression of the culture in the Portland region, including aspects of education, the arts, health and fitness, food, industry, and entertainment. It is a new, authentic vision that contributes to a strong urban identity and sense of place, unique to Portland.

Key to the revitalization of the Rose Quarter, the VMC project of 2012- 2014 is a first step in taking the district into the 21st century. The VMC will be the beacon of this district as seen from the west hills, downtown and the surrounding bridges and roadways. This project will signal a new generation of life in sports culture. This first project, managed as a public/private collaboration, will return the VMC to its former status as a memorable venue. It will give Portland a strong collection of facilities that can accommodate a myriad of activities from amateur to professional, from team sports to individual artistic events, including local, regional and international events. By saving the VMC, Portland will continue to offer a unique combination of venues for sports and entertainment in its downtown.

The VMC will also renew itself as a memorial to war veterans with improved gardens. Inside the VMC, improved seating, lighting, electronics, and enhanced acoustics will better accommodate the Portland Winterhawks and all other users. This public/private commitment to the VMC

represents an action that is crucial to neighboring development plans and strategies. With the VMC firmly re-establishing its role as an important venue for all types of performances, projects adjacent to this facility can be planned with greater confidence. This district plan envisions a sector of the city that attracts visitors and locals alike while it evolves into a rich mix of housing, office, commercial and retail spaces, exhibition and performance halls, sport courts and tracks.

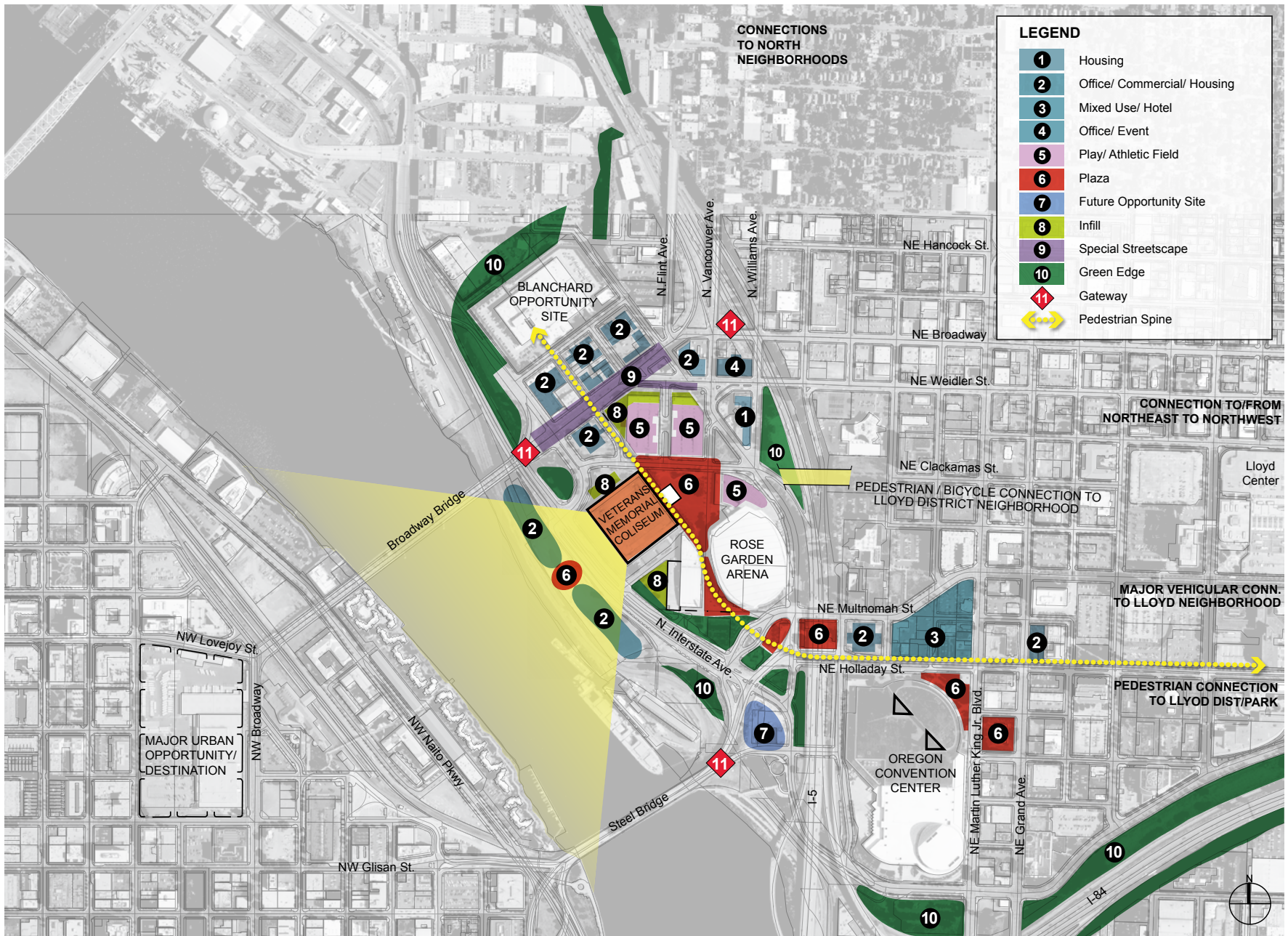
The Rose Quarter District Plan diagram is an assembly of patterns intended to show what the district might become as it addresses the urban planning principles discussed among the PDC, Rose Quarter, Stakeholders Advisory Committee, the city, and its planners. Looking ahead several decades, the plan includes the improvement of roadways, railroads, and other infrastructure as well as infilling the district with desired land uses. The district plan is a collective aspiration; but is aimed at an achievable result, understanding the trend that public financial contribution will diminish and private development will increase. This district, laden with an abundance of public investments in streets and transit, will need to reach a critical threshold of development pressure in order to succeed.

Centering on the VMC, the Rose Quarter shows dramatic potential for internal and external connections to the city. The central plaza; outdoor lobby to both the VMC and the Rose Garden; forms the heart of the district. Connecting into this space the N. Benton Street alignment forms a new pedestrian route that links sites to the north

of the Broadway-Weidler couplet to the central plaza through the Rose Quarter and the TriMet transit center to the south. From the central plaza, it connects to the east on NE Holladay Street linking to the Oregon Convention Center, Lloyd Center and Holladay Park. This pedestrian spine is considered the “yellow brick road” of the district, connecting major facilities, transit and a series of distinctive places along the way.

On the west flanking the VMC, future pedestrian connections link to the Willamette River across Interstate Avenue. A pedestrian bridge over Interstate-5 at NE Clackamas Street links the Lloyd District to the Rose Quarter, enabling a linear parkway to bisect this area. At the junction of the main transit paths is an expanded plaza at the Rose Quarter Transit Center. This plaza is an important bus and light rail transit hub, and it must improve the environment for pedestrians. This plaza connects the Rose Garden to the Oregon Convention Center with a curbless urban plaza. The plaza is flanked with the LRT tracks with bollards and signals providing for safe operations of the trains, buses, and cars. This continuous plaza extends east along Holladay under the freeway providing well-lit places for food vendors to be located out of the sun and rain.

The focal point of the transit plaza vicinity is a new public interpretive center located at the east end of the Steel Bridge. This site offers extraordinary views of the city. The topics of the interpretive center include the history of the Portland, the river and city's water resources and infrastructure. It includes stories about Portland's natural resources,



## Rose Quarter District Plan

hydrologic cycles and its commitment to water quality treatment and conveyance through the city. The interpretive center is located adjacent to the portal of the Big Pipe, a recently completed infrastructure project that now conducts all of the city's eastside wastewater to a treatment plant on the Columbia River.

Imagine the Interstate-5 corridor being improved to make a better local street interchange between NE Weidler and Hancock Streets and Flint across to Williams Street. The local cross streets are redesigned to be more bike and pedestrian friendly. Along the re-sculpted banks of the freeway are vegetated bio-swales, improving the visual quality and practical in their water treatment functions. For more information see the discussion under transportation and infrastructure.

In addition, this vision for the new Rose Quarter embraces the Willamette River. An improved edge along the river has hotels, offices and institutions located adjacent to a continuous public greenway. The river edge could provide public access and views of the river, in addition to links to the existing Vera Katz Eastbank Esplanade and the future North Portland Greenway and Sullivan's Gulch multi-use trail. The Rose Quarter's revitalized VMC also has river overlooks and is connected over the freight rail (placed in a tunnel) and Interstate Avenue.

Within the VMC is a 200-meter track capable of hosting international competitions. The parking structure attached to the Rose Garden and the central plaza support temporary tent-like structures

that extend the use of these facilities from spring through fall.

The individual sites have great potential as described below. Zoning, height limitations, and density requirements will need to be adjusted to accommodate these new uses:

### **Blanchard Opportunity Site**

This 6+ acre site is currently home to the Portland School District headquarters. Relocation of the school district headquarters is contemplated due to outdated facilities; and development of the site is proposed to upgrade this key and under-utilized urban property. As the new interchange at I-5 is reconfigured, the Blanchard's super-block will have improved access and therefore increased redevelopment potential. It is envisioned to be a part of a mixed-use development that anchors a new revitalized neighborhood.

### **Storage Warehouse Site**

This storage facility and adjacent property can become an urban gateway in concert with the Benton Block site. Envisioned as a tall residential complex, this tower and base could be re-purposed for apartments and live-work units above community or retail functions.

### **Benton Block**

Adjacent to both the VMC and the existing parking garages, this block is part of an urban gateway marking the entrance to the NE quadrant of the city. It could act as a new icon of offices and activities that are associated with the new "District of Sport." This parcel is available for development

through city ownership and can be integrally linked to the existing facilities and activities of the Rose Quarter.

### **Parking Structure Sites**

These parking structures were designed to accommodate building additions as the demand for development proceeds in the Rose Quarter. They are setback from the public right of way to allow expansion at the property lines tight to the streets. In addition, they are structured to accommodate additional floors atop the existing levels. These structures could accommodate housing or office over retail within the setbacks and could host athletic fields or courts atop the parking decks. These parking structures, which are full during evening events, can support daily parking for office and retail uses. The potential for a 400 meter track atop these structures is also envisioned.

### **Athletic Office Spaces and Terraces**

These buildings could accommodate more diverse uses as the Rose Quarter evolves. Presently home to the Blazers offices, the ground floors could become hospitality venues such as a collection of NW beverage producers of wine, beer, spirits or tea in order to build the populations of visitors to the Rose Quarter, VMC, and Oregon Convention Center. Additional terrace spaces overlooking the river to the west could enhance the Rose Quarter experience and create stronger connections of the Rose Quarter to the Willamette River.



## Development Blocks in the Vicinity

In the Rose Quarter and its immediate vicinity, there are a number of blocks with unique qualities that are potential sites for future development. Nearly all these sites are well served by transit, utilities, and roadways that favor development. These blocks are identified by major land uses but could be multi-use parcels as well. Given that the VMC is the first project to proceed, it is anticipated that collateral development will begin as markets recover from the current economic recession.

The following paragraphs provide more information regarding the development blocks. Numbered paragraphs relate to the Legend on the plan.

1. These blocks, including the Blanchard site north of the Rose Quarter, are seen as largely mixed-use. The intent is to create a unique neighborhood over time as vacant or under utilized parcels fill in around existing uses. These urban sites have potential to become a new village with retail and services at the ground floors and housing or live/work spaces above. It is desirable to seek a mix of incomes and housing types from ownership to rental. At the blocks closest to the Broadway Bridge, taller towers should be encouraged to create an urban gateway along N. Broadway. Height limits should step down quickly to the east.

2. These parcels align along N. Broadway Street opposite the mixed-use neighborhood to the north on the Blanchard site. The Benton block is

designated for a signature tower structure to act in tandem with the tower to the north, contributing to the gateway effect at the head of the Broadway Bridge. The set-back from N. Weidler on the Block 8 parcel to the east allows for new retail at ground level to wrap the parking structures with housing or live/work above. These may be five or six story structures, while allowing the N. Flint Avenue right-of-way to pass between the parking structures for a direct connection of the streetcar station and bus stops to the Rose Quarter Commons on the south.

3. This block is seen as office or institution. It is situated between the high traffic couplet of Broadway and Weidler Streets and has excellent I-5 freeway access. It is part of the gateway to and from Elliot/Irvington Neighborhoods and the Rose Quarter.

4. This site at the entrance to the Rose Garden has potential for enhanced arrival and reception functions for the Rose Quarter. Abutting the light rail transit and bus lines, this parcel could also accommodate a hospitality venue, retail, or offices associated with the Rose Quarter.

5. Across the river and outside the Rose Quarter in the Pearl District, this unique 12 block site is presently occupied by the US Post Office. In the future, it will be linked with streetcar and is a walkable connection to the Rose Quarter via the Broadway Bridge. Development on this site will certainly complement the Rose Quarter whether it becomes housing or office, a sports venue or other civic amenity.

6. This three-block parcel would ideally

accommodate a hotel, office, housing, retail, or entertainment facilities that complement the Oregon Convention Center. This parcel could take advantage of the proximity of light rail, streetcar, and roadway access. Originally the preferred location for a major convention hotel, this site is pivotal in establishing a link between the Rose Quarter and the Lloyd District to the east. With opportunity for tall towers, this site offers river and downtown views and prominence unequalled in either district.

7. These riverside sites have great potential for water access. Extending between the Steel and Broadway Bridges, this multi-acre parcel could host civic facilities, office, hotel, and recreational facilities associated with the "District of Sport", the river, or the broader city beyond. With the rail lines relocated in a tunnel along Interstate Avenue, this parcel offers a powerful opportunity for the Rose Quarter to engage the river.

8. These sites adjacent to the VMC have the best opportunity to be developed with athletic or entertainment facilities that support the broader vision of the Rose Quarter. The roofs of the adjacent parking structures could be activated with sport courts. At ground level, the block perimeters across from the VMC should encourage as many active retail and commercial uses as possible.

9. This small site at the southeast corner of the Broadway Bridge head is seen as a potential skateboard park, possibly linked to the signature tower to the east. In public ownership and laced



## Development Blocks



with a complex underground utility infrastructure, the site is not designated for multi-level private development or structures. However, it is a suitable site for stormwater treatment; and its surface development may include active uses. The site would be an important point of access if and when TriMet adds a light rail transit station beneath the Broadway Bridge in the future.

10. Depending on the final configuration of the I-5 interchange from Broadway/Weidler Streets, there may be opportunity to cover the freeway with a cap. It is critical to connect the pedestrian realm of the Rose Quarter across the freeway. Development of these blocks will be constrained by the fact that they sit atop a federal transportation facility, making private development a challenge. If the blocks can't be developed with buildings, certainly an urban plaza or civic green space over the cap would help pedestrian connectivity and give greater identity to the transition between the Rose Quarter and the Lloyd District to the east and marking the arrival into the district.

11. Open spaces to the south of the Rose Garden could be re-designed to form an improved pedestrian oriented transit plaza similar to the Urban Plaza at Portland State. The adjacent open spaces at the margins have potential to become a combination of stormwater treatment and rose gardens that reinforce the identity of the Rose Quarter and Portland as the Rose City. These spaces that are now fragmented must be coordinated into a complete design that is safe, accepts the pulses of event activation and encourages people to be there

on a daily basis. The design of the spaces must take advantage of the multiple modes of transit that will continue to converge here.

12. These office sites have been considered for design for some time and are ready for mixed-use development. Included because of their potential to share in the reinvigoration of the area, their development will give additional strength as major east-west links in Portland's downtown.

13. Prominently centered on the Steel Bridge axis and adjacent to light rail, bus, auto, and bike paths this is a special opportunity site. It sits directly adjacent to the Big Pipe facility and has spectacular views of the river. A public interpretive center focused on the river, water management and city planning would be well-suited to this central location.

14. New high density housing towers combined with an existing office tower in a super block development is currently in design and development by a private developer. This project, currently called the Lloyd Blocks is seen as a new prototype for development within the Lloyd District and eco-district, it will bring approximately 750 new housing units to the district.

15. These sites are ideal for civic gestures such as urban monuments, points of focus that reinforce identity of the district. Already underway is a work of public art at the streetcar station at the fork of Broadway and Weidler Streets. This sculpture will mark an important portal to the Rose Quarter.

The site along Clackamas Street also marks a key focal point that has great potential to celebrate the confluence of the major axial of the shift in the urban block grid that intersects in the District.



## Urban Design Opportunities

### Focal Points

The Rose Quarter District Plan describes a place that is rich with a series of interesting focal points. These focal points give clues as to where the key elements of the area are located. Most can be readily seen from public rights-of-way and from distances that allow them to be recognized as distinctive parts of the city fabric. Along a visual and pedestrian spine a series of urban markers such as sculpture, transit shelters, towers, fountains, bridges, and main building entries attract and help orient both visitors and residents alike. They reinforce the distinctive identity of the Rose Quarter. They are recognized by the public and mark specific places for people to meet and gather.

The VMC is the centerpiece of this urban collage, acting as a beacon or lantern above the river bank. When revitalized this unique structure will re-establish its prominence internally to the Rose Garden and externally to the river, Lloyd EcoDistrict and city beyond. With complimentary outdoor terraces and open spaces to its west, the VMC will become a jewel on the green necklace formed by the natural bluff and its greenway described the Plazas, Greenway Connections and Open Space sections of this plan.

Significant towers creating a gateway on N. Broadway form a strong marker and focal point of the district, announcing the main center of activity and marking the cross-axis to Broadway at

Benton Street. A spine of open spaces originating from this place connects all the major facilities along this central pedestrian spine to the south and east through the Rose Quarter. The N. Benton Street alignment runs from the Blanchard building southeast through the central plaza, past the VMC and Rose Garden to the TriMet plaza. Then it runs east along Holladay Street connecting to the Lloyd District and Oregon Convention Center under the I-5 freeway.

Connecting over the I-5 freeway, a new pedestrian/bicycle bridge at N. Clackamas St, creates a focal point of the Rose Quarter as seen from the I-5 freeway. It connects the neighborhood immediately west of the Lloyd Center to the Rose Quarter and the Willamette River greenway.

It is intended that the Rose Quarter have a series of pedestrian scaled urban markers with maps and artwork or displays that call attention to local activities as well as big events. The streetcar station at N. Weidler and Flint is designed as a work of public art that will be seen by thousands daily. It will give identity to the Rose Quarter, and announce the many sports and retail offerings that will be easily accessed by pedestrians.



**Focal Points / Urban Armature**

## Urban Gateways and Markers

The Rose Quarter will have a stronger presence with several strategically placed gateways that mark entries into and out of the area. Bordered or bisected by multiple roadways and visual axes, the Rose Quarter has many opportunities to celebrate and call attention to these points that help orient visitors, direct large crowds, and mitigate the impacts of the large buildings and plazas that characterize the district.

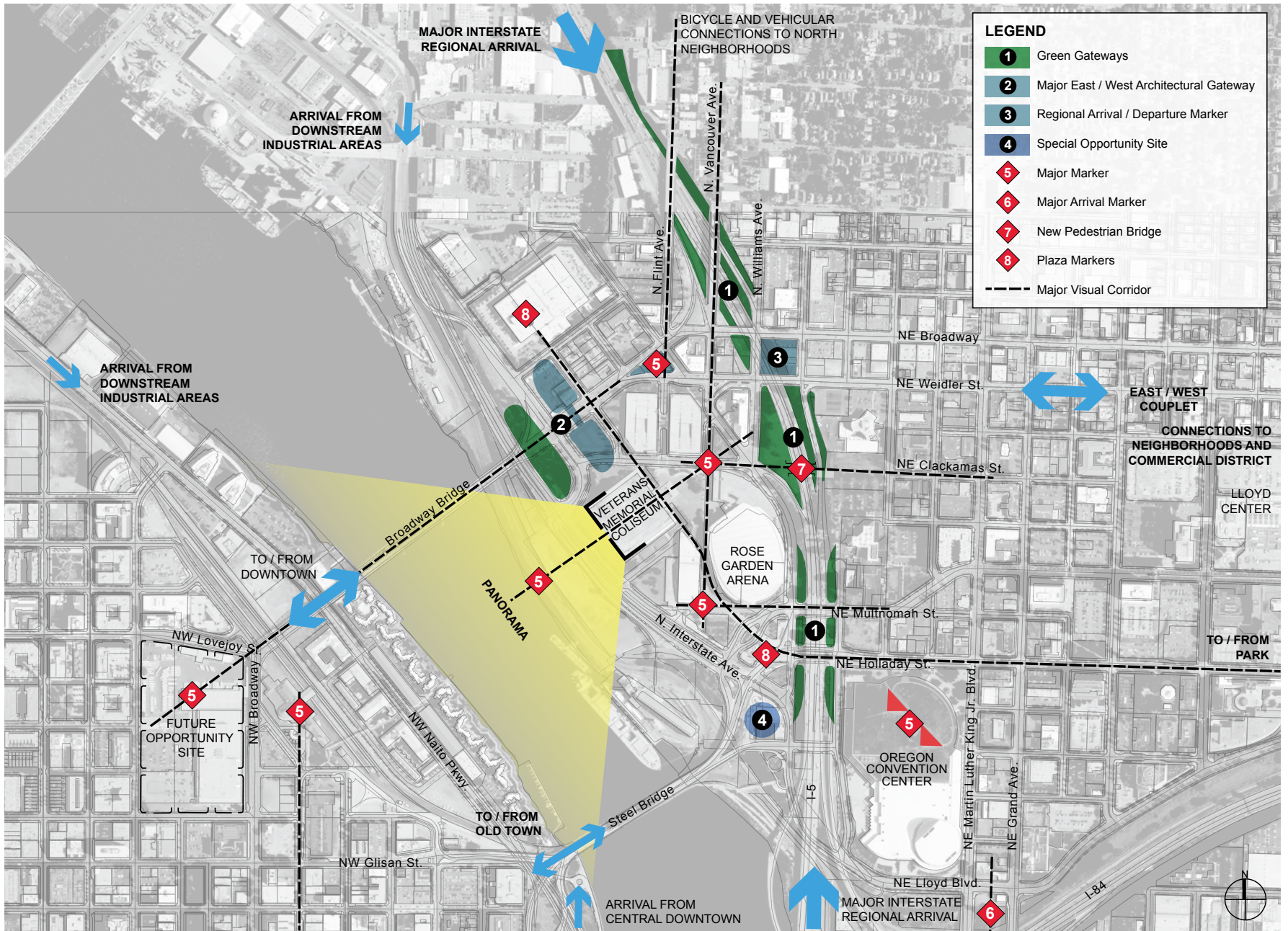
First is the gateway to and from the I-5 freeway to the east. This important interchange is undergoing redesign to improve safety and operations. The project, if built, offers numerous opportunities to improve multi-modal access and development conditions in the vicinity.

Secondly, the Broadway and Steel Bridges act as gateways into and out of the Rose Quarter. The Broadway Bridge is envisioned to be flanked at N. Benton Street by two tall, multi-story mixed-use private development towers. As architectural markers and gateways, the towers announce the district and underscore the importance of Broadway as the main connector between northeast and northwest Portland.

At the east end of the Steel Bridge, a unique district energy plant and/or interpretive center for the city's accomplishments in renewing the river becomes a distinctive architectural marker.

The third major gateway is recognized in the reach of river between the Broadway and Steel Bridges.

This area currently contains the Dreyfus Grain elevators and a deep water dock that serves ocean-going vessels from many international destinations around the Pacific Rim. In the future, this stretch of the Willamette River may be developed with facilities that host water-related events, naval ceremonies, or competitive sport activities.



## Urban Gateways and Markers

## Plazas, Greenway Connections and Open Space

The Rose Quarter is located on a distinct topographic bluff left by a meander in the Willamette River as it flows through downtown Portland. There is an average of 50 feet of grade change from this bluff edge to the river level, giving it a prominent location in the city. The edge of the bluff continues south and east into Sullivan's Gulch, the ravine that now contains the I-84 freeway. An opportunity exists to create a continuous greenway along these bluff edges parallel to Lloyd Boulevard on the south around to Interstate Avenue on the west. In conjunction with the river's edge, this greenway has potential to become a pedestrian and bike promenade within the Willamette Greenway that would border both the upper and lower boundaries of the Rose Quarter.

The proposed greenway along the river's edge is difficult to envision at this time due to several existing conditions: the various modes of transportation coming together at the Rose Quarter Transit Center; the industrial grain terminal; and the Union Pacific freight rail lines that presently hug the river's edge. A northward extension of the Eastbank Esplanade is facilitated by moving the rail lines closer to the western edge of Interstate Avenue. This alignment seems to be favored by the railroad because it eliminates a tight S-curve that slows train traffic significantly. In order to maintain the existing grades above, the relocated tracks are placed in a tunnel. This tunnel's cover, in turn, allows on-grade access between the Rose Quarter proper and the river.

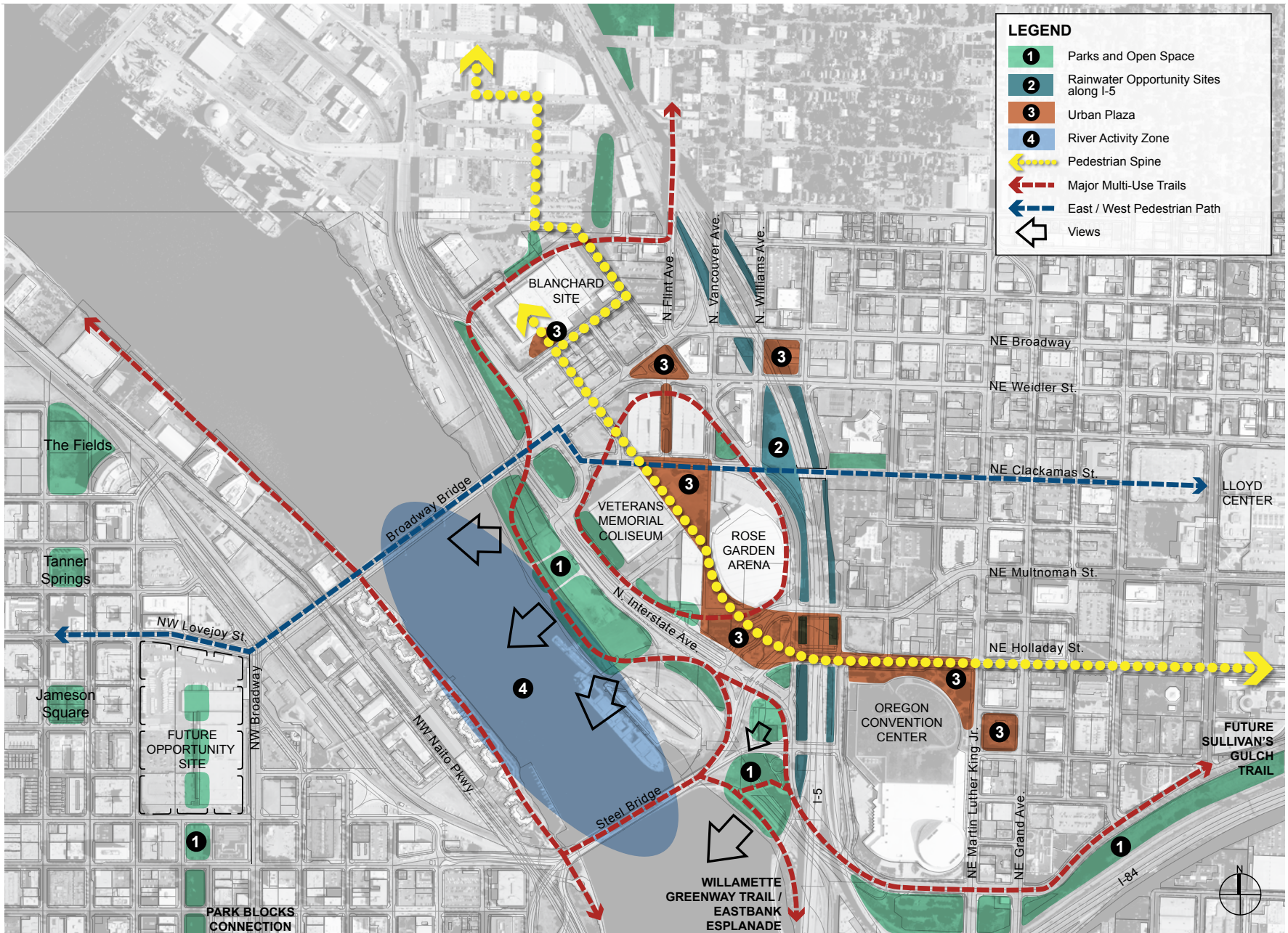
This direct connection to the river's edge and its spectacular views of downtown and the West Hills, makes the riverfront parcel a unique property for private development and public access to the river in Portland. Without a sea wall or a freeway as a barrier this waterfront land has potential to make a remarkable urban connection between the Rose Quarter and the Willamette River.

This zone of the river shown with the blue ellipse is a distinct "room" bounded on all sides by river development. Water related activities are centered here with the VMC being the central focal point.

The open spaces that occur along the south and west edges of the district occupy the topographic transitions. The bluff edge must be reinforced and highlighted with trails, open spaces and overlooks that clarify the position of the Rose Quarter within the central city.

The Rose Quarter Commons is shared by the VMC and the Rose Garden will become a more active and programmed space in the future. This space is envisioned to be similar to Pioneer Square on the east side; with potential to offer wide variety of programmed sports and community events throughout the year, in addition to every day use.

The Rose Quarter Commons has potential to link both northward to the Broadway/Weilder couplet and east to the convention center. For more information about pedestrian plazas, see discussions under Transportation and Infrastructure.



**Plazas, Greenway Connections and Open Space**



## Transportation and Infrastructure

### Bike Routes

The Rose Quarter is a confluence of the growing bicycle commuter and recreational rider population in Northeast Portland. With important connections to the Vera Katz Eastbank Esplanade at the south, and the Broadway Bridge and future North Portland Greenway multi-use trail at the north end, bicycle traffic moving through the district should be simple, safe and clear, with minimal interaction with vehicular traffic. Instead, bikers presently moving through the district encounter the east side's busiest transit hub where two light rail lines, numerous bus routes and presently cross multiple lanes with periodic traffic snarls.

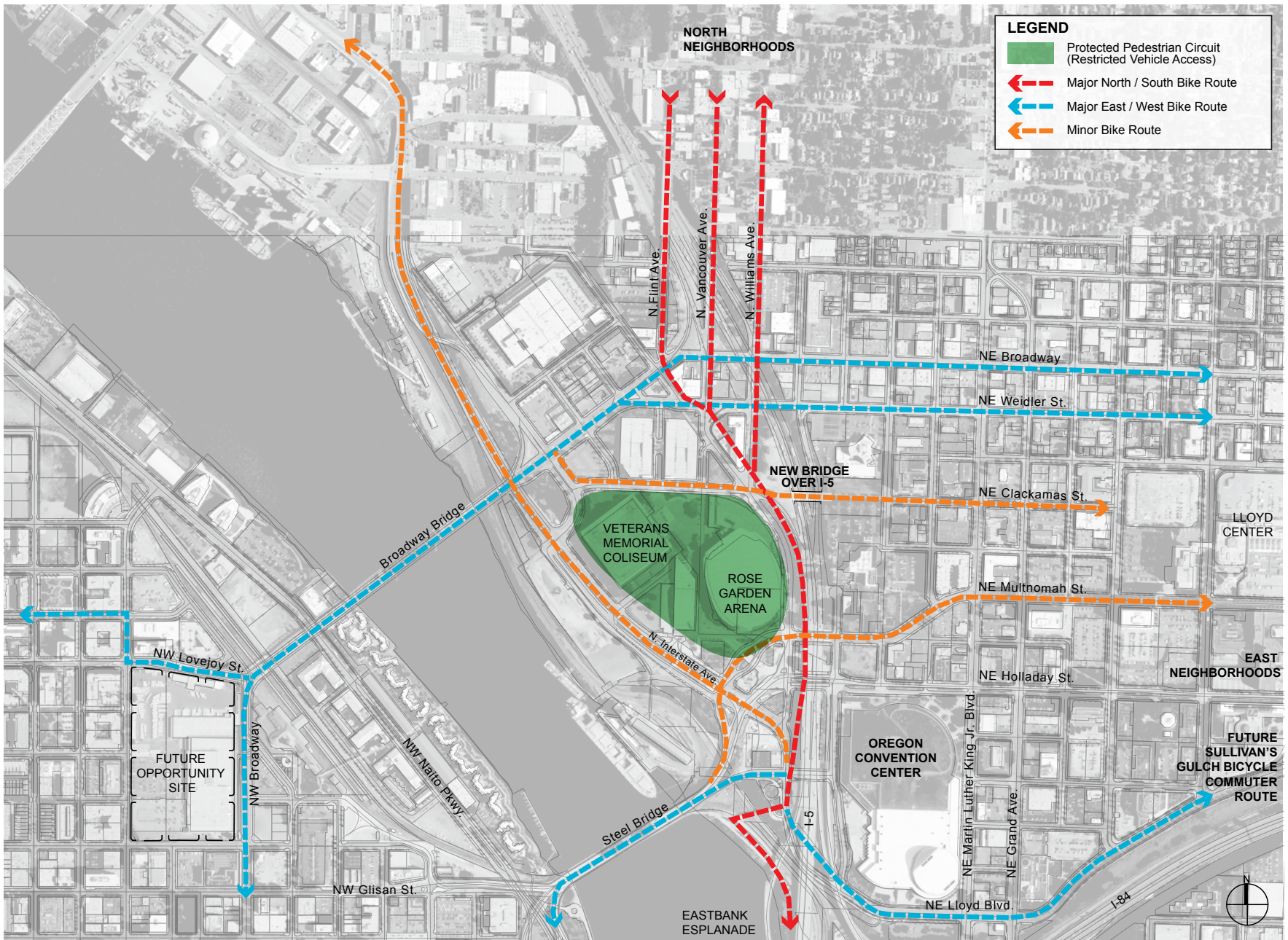
The north-south bike route shown in red parallels the I-5 freeway then crosses at N. Williams, Vancouver or Flint. Dedicated bicycle lanes are maintained along this route. The east-west connection shown in blue brings bicycle traffic across the highway on Broadway and continues over the Broadway Bridge into northwest Portland. These two routes intersect at the fork in the Flint/Broadway-Weidler couplet. Bicyclists are not encouraged to ride in the proposed protected pedestrian circuit for the safety of pedestrians. Urban markers are placed at key intersections as wayfinding aids will help to direct traffic and simplify navigation.

The orange route designations show the supporting bicycle routes that feed into the major routes

shown in red and blue. Connections on surface streets as well as a new pedestrian/bicycle bridge over I-5 at N. Clackamas Street link the district to the east and improve the anticipated circulation through the district when the future Sullivan's Gulch trail on the east side of the Rose Quarter is completed. Connections to the north along N. Interstate will continue to carry increased bicycle traffic.

As this "District of Sport" gets developed it is intended to be a model of bicycle safety and navigational clarity.





## Bike Routes

## Transit Systems

Served well with transit options, the Rose Quarter District is located at the intersection of major lines for light and heavy rail, two interstate highways, bus lines and streetcar. The area is challenged with ways to maximize the effectiveness of its many transit options rather than adding more. Private auto traffic is a significant challenge throughout the Rose Quarter. With the addition of increased bicycle usage and more pedestrian traffic, the district will continue to need careful planning and urban design to allow these various modes to coexist in a safe and convenient manner.

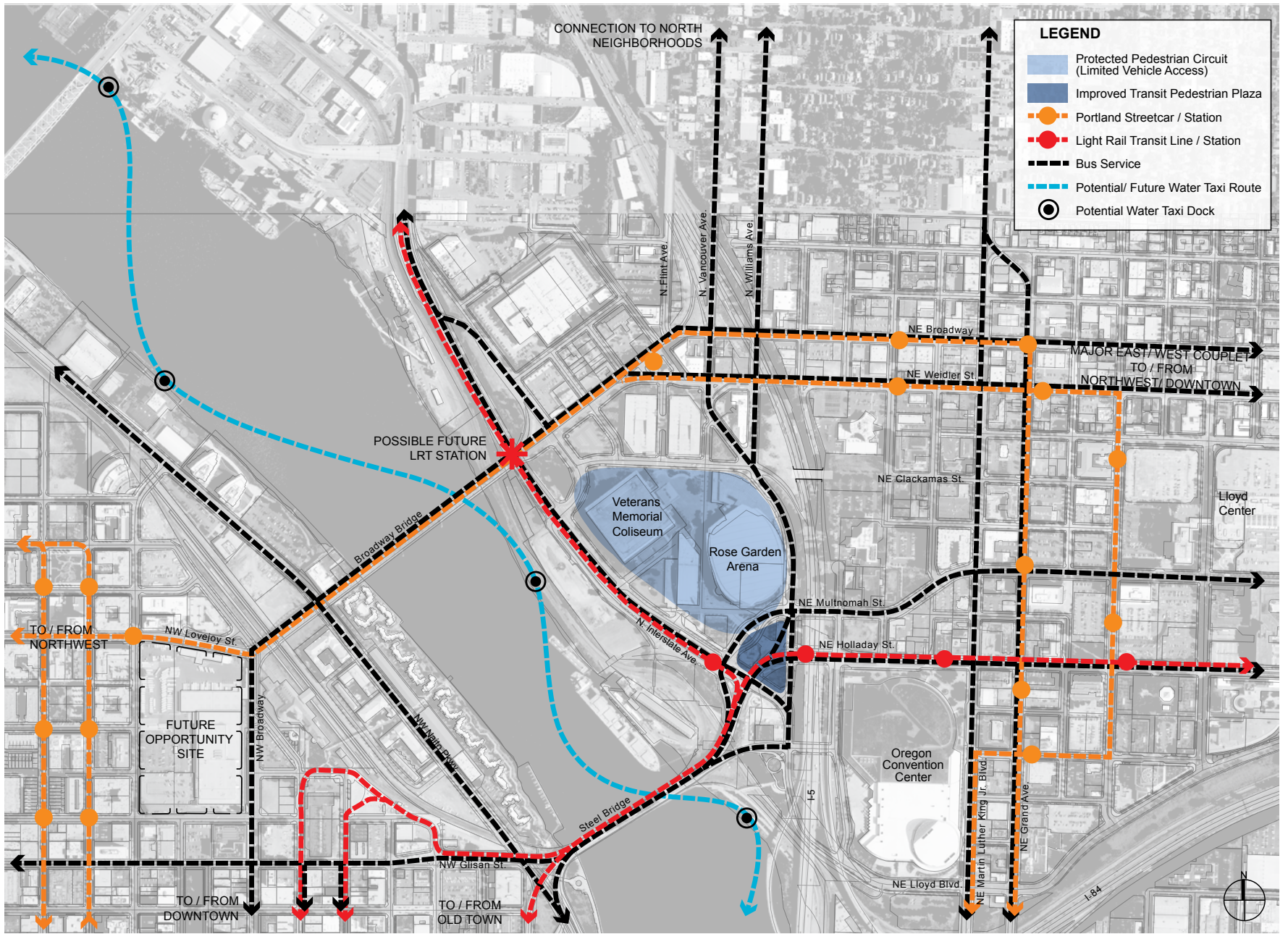
In 2012 the streetcar arrives using the alignment shown in orange. With a new “station as art” arrival at the fork in the couplet of Broadway and Weidler Streets, the northern section of the district is further connected with northwest and northeast Portland. The Broadway/Weidler couplet is currently the main auto and bus east-west connection, and it will increase in prominence as the central transit connection of the district.

Light rail transit lines on the Steel Bridge, Holladay and Interstate Avenue do a great job connecting the Rose Quarter regionally. The Steel and Broadway Bridges form “transit bookends” within the district and are heavily used on a daily basis as well as during Rose Quarter events. A new light rail station may one day be contemplated near the Broadway Bridge. Feasibility of a station in this location, as well as cost and funding strategies have not been ascertained. However a new station

in this vicinity would facilitate transfers to other modes, increase access to events, and support significant walk-able mixed-use redevelopment north off of Broadway. This potential station also provide a connection with the streetcar station just two blocks to the east between Broadway and Weidler.

The potential for a water taxi on the Willamette River is envisioned at some time in the future as riverfront development increases. This presents a further reason for the Rose Quarter and the VMC to focus on the river.

As the overall transit system connects the west and east sides of the city, the Rose Quarter will increasingly be in the center of the city, rather than at downtown’s eastern edge across the river.



## Transit Systems

## District Energy Plan

As part of the Lloyd District and Rose Quarter master planning, a district energy plan is under consideration. As new buildings are considered and planned, and current facilities being re-modeled, ideas about coordination and energy sharing have emerged. Area-wide policies would reduce energy consumption, maximize sharing of heating and cooling resources and offer future capacity to proposed facilities.

PDC offered an opportunity for a private entity to analyze and address the energy needs of the facilities within the Rose Quarter and Lloyd Districts. A private firm was selected to provide the engineering and planning services for this district utility. The VMC is the first project within the district the group focused on.

Due to its aging mechanical system and current need to re-build its refrigeration ice system for the hockey rink, the VMC renovation project must either build or find capacity to address these needs. By looking area-wide it was determined that the nearby Rose Garden arena had excess capacity and could become the source for some or all of the mechanical needs.

In addition this excess Rose Garden capacity could be combined with the systems of the Oregon Convention Center two blocks away to strengthen the area-wide system even further. As of 2012 this set of considerations is being actively pursued. The potential of creating a District Energy Plan could encourage additional development by lowering

both the initial and on-going costs of heating and cooling systems. Eventually connections could stretch to the Lloyd Center and beyond.

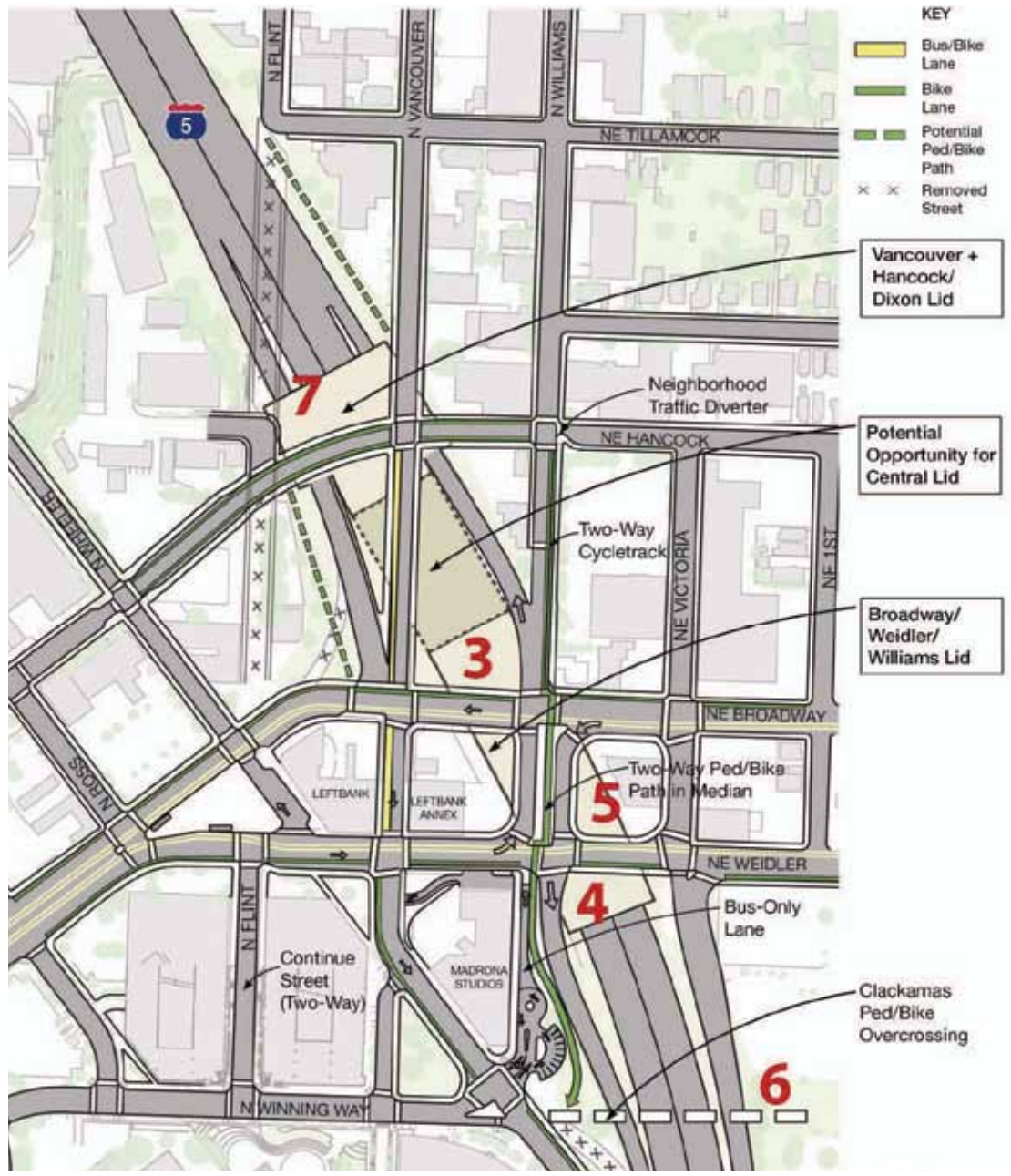
## I-5 Broadway-Weidler Interchange Improvements

I-5 and I-84 form important boundaries to the Rose Quarter and Lloyd District. Under consideration are safety, capacity, ease of navigation, and various environmental impacts. The crossings over and below these highways affect the connectivity between the adjacent districts. The character and scale of these connections affect pedestrians, bicyclists, auto and truck circulation, and ultimately the aesthetic feeling of the areas.

In that the Rose Quarter is something of an “island” due to its boundary conditions of river and highways, connecting to adjacent areas is crucial to creating better access and improved safety. Proposed improvements include new or rebuilt bridges and have the potential to greatly improve safety and access to the Rose Quarter and Blanchard site.

A pedestrian and bicycle bridge over I-5 at Clackamas Street is proposed to connect the Rose Quarter to the Lloyd District and encourage additional development between I-5 and MLK Boulevard, an area that has great potential for a mixture of uses including housing. This bridge is mid-way between bridges at Weidler and Multnomah, connecting the Rose Quarter and Lloyd Districts and allowing east to west linkage to the river.

The underpasses at Multnomah and Holladay Streets also need improvement. This plan envisions a continuous plaza from the Oregon Convention Center to the Rose Garden. This “plaza” must serve many purposes and host many modes of transportation. In their current form these underpasses inhibit rather than encourage east-west movement by pedestrians. As the I-5 bridges and ramps get re-designed attention must be paid to this important link between the Rose Quarter and Lloyd Districts. The plan proposes a pedestrian spine that encourages pedestrian movement along its length, stretching from Lloyd Center and the Park to the east to the re-developed Blanchard site at the north-west. In the center of this spine are the Oregon Convention Center and the Rose Garden/ VMC which will form the heart of the district.



### I-5 Broadway-Weidler Interchange Improvements

## Rose Quarter District Plan Images

The three aerial sketches labeled A, B and C show possible site development and massing of buildings. No specific architecture or style is intended. An attempt has been made to preserve as many existing structures as is practical. The overall strategy is one of additive and supplementary design and construction, taking advantage of the history and existing structures as the “armature” for the district.

## Planning Process

The Rose Quarter began in the mid-1960s with clearing the neighborhoods to build the VMC. Methods of urban renewal during that era cleared a canvas for mid-century modern development while erasing the neighborhoods, context and history of the sites.

Initially centered around the VMC the area was designed to maximize its connections to the transportation networks, namely the interstate highways and the Broadway and Steel Bridges to facilitate connections to downtown. Standing alone in a sea of parking the VMC as a modernist monument was designed to be visible from the west hills of Portland and appreciated from a distance, as well as functioning as a state-of-the-art venue for regional sports and entertainment. Surrounded by convenient parking and easy delivery access the VMC was host to many of the significant

cultural and sports events of the 1960s through the '90s.

The VMC's role began to change and its prominence, both physically and culturally, began to diminish when the larger Rose Garden Arena was built. Additional facilities to support these two venues were added, and the Rose Quarter became an assembly of structures more focused on serving the events inside the buildings rather than creating activity and “life” around these big boxes. While the area retained its connections to major arterials and remained visible to the city, the Rose Quarter became the venue entertainment sector of the city. But similar to other large civic sport and entertainment venues, it hosts big events yet remains dark and vacant at all other times.

In this context, the area stakeholders convened to analyze what was happening and discuss what could be done. There has long been a desire to have the Rose Quarter engage the city more meaningfully and a desire to expand the singular-use effects of the current facilities. There has also been a desire to make the Rose Quarter into a more true expression of the regional culture. Discussions and proposals regarding major changes to achieve these desires have lead, over the years, to an atmosphere of uncertainty as to the future of the area. And that uncertainty has minimized development – both public and private – that could re-invigorate the Rose Quarter.

In 2008 discussions began between the city and new ownership of the local baseball and soccer

franchises. These sports organizations needed dedicated facilities for their teams to compete in their leagues and to function effectively as business entities. As the existing baseball stadium, Civic Stadium in NW Portland evolved into a soccer and football only venue, the city looked for sites for a minor league stadium to house the baseball team displaced by soccer. The Rose Quarter was viewed as capable of absorbing and servicing another major facility if the VMC was removed.

In 2009 Portland's mayor proposed its demolition and unveiled conceptual plans for a new baseball stadium. This proposal then galvanized a local group of citizens to defend the VMC on its architectural merits, and war veterans on its memorial merits, all maintaining that the building has unique and extraordinary qualities that should be preserved. Eventually the VMC building was placed on the National Register of Historic Places, ensuring its future and contribution to Portland's collection of distinguished buildings.

Given the community outpouring of support for saving the building the city leaders changed course and asked for ideas about potential future uses of the VMC. In an open call for ideas over a hundred proposals were reviewed. The three finalists assembled teams to present schemes with varied elements and approaches to the building and the area. However, in the end none of the proposals were accepted.

In 2009 the Portland Development Commission worked with the mayor to undertake a process to

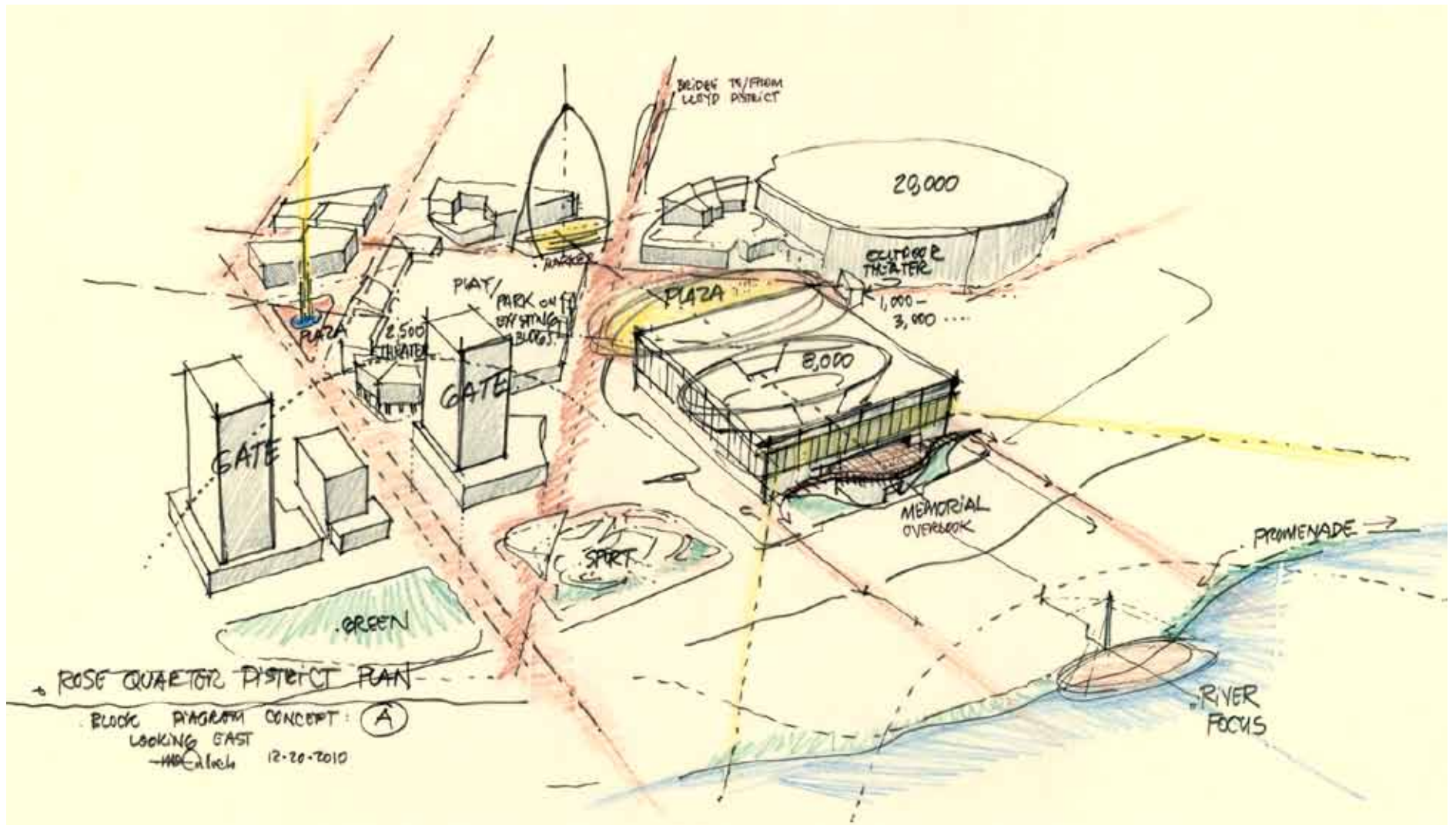
address these questions regarding the future of the area. This planning process was intended to look forward 50 years and envision an improved Rose Quarter. It should highlight its links to the city, leverage the major infrastructure investments already in place, be respectful of the evolving market fluctuations, and address needed highway and transportation infrastructure improvements. The charge of this master planning effort was to work with the solid existing urban armature while proposing improvements that would lead to a desirable Rose Quarter without backtracking.

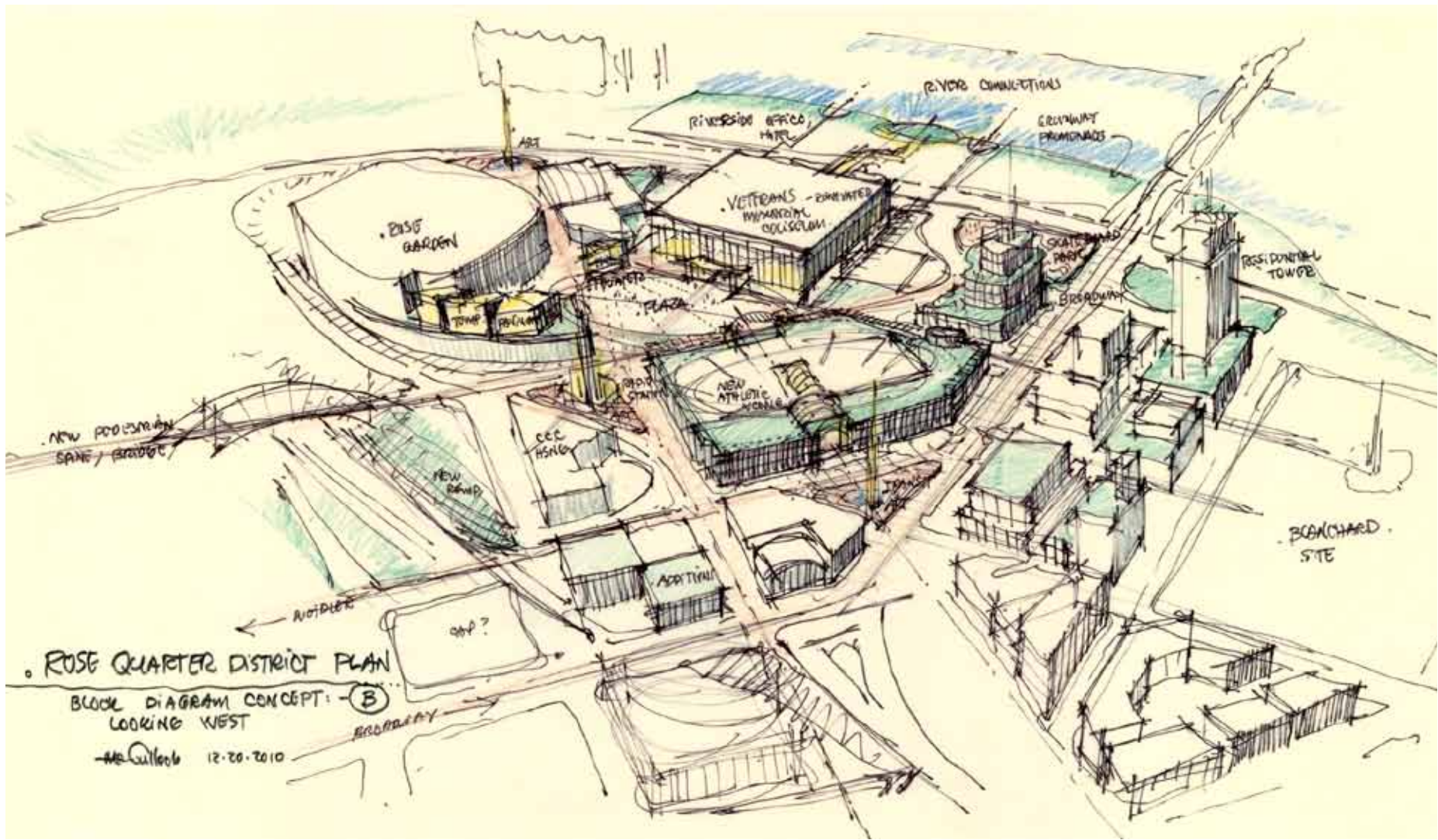
There would be every effort to honor the strengths of the existing franchises and their buildings, look to exploit the unique contributions of VMC and Rose Garden Arena, and to begin a strategy to add more investors to grow the district organically and with authenticity to the regional culture.

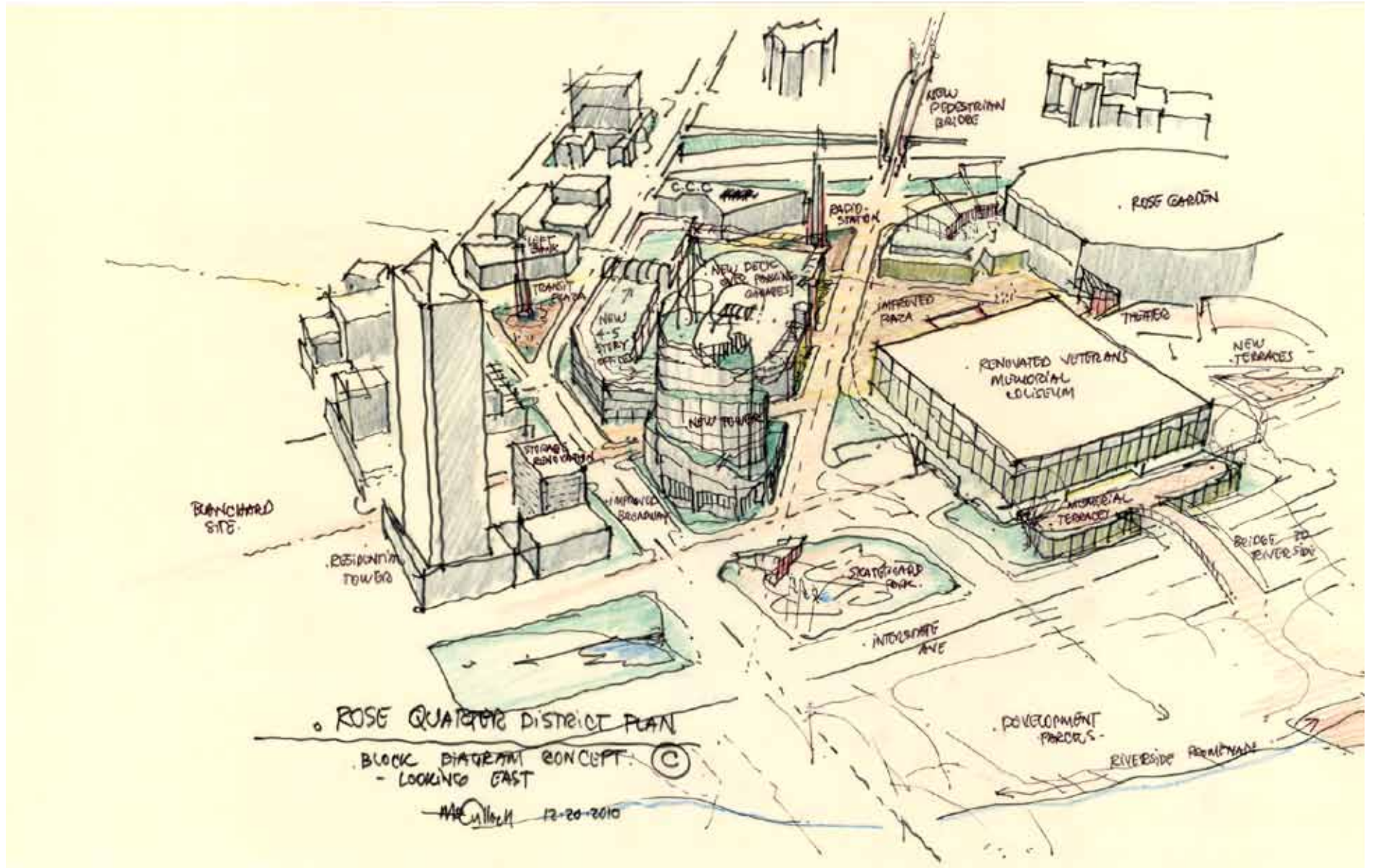
Mayor Sam Adams chaired the meetings of the Stakeholder Advisory Committee from 2009 through 2011. This committee assembled a series of goals and aspirations to lead the process. This document is a result of a myriad of players collaborating to set forth a new vision for the Rose Quarter. It is designed to be propositional and flexible.











## Summary and Recommendations

The Rose Quarter's future is ready to be realized through public and private initiatives. With the determination to save and renovate the VMC the direction towards the "District of Sport" was established. By using this crucial centerpiece as a beginning, the Rose Quarter is poised to accept the subsequent developments summarized below. This master plan concept attempts to capitalize on the cumulative investments made over several decades and to focus those into the creation of a vibrant and growing segment of the city. This new Rose Quarter – "The District of Sport" – can represent the region by reflecting its cultural and economic values in its buildings and activities.

### Key Steps

- Discuss and review the "District of Sport" plan with stakeholders and the City to establish a consensus about the current and future direction for development and investment.
- Continue to refine the plans to re-vitalize the VMC and bring it up to 21st century standards using both public and private initiatives.
- Focus the efforts of the area's veterans to re-create a strong and vibrant memorial at the VMC that honors its past and invites a new future of both sport and cultural gathering.
- Continue to improve the considerable infrastructure investments in the district such

as highway improvements, heavy and light rail, streetcar, bicycle pathways, pedestrian plazas, and open spaces to attract activity at all hours and all seasons.

- Create parkways along the bluff edge and along the river to connect to Sullivan's Gulch and the East Bank Esplanade.
- Improve the I-5 interchange from Hancock to Weidler to simplify arrival and departure from the Rose Quarter and Lloyd District by re-building the bridges and ramps. Open and improve the connections to the Blanchard site area to increase access to these blocks.
- Continue to develop a district energy plan that connects new and older development in a network of services that minimizes energy consumption by sharing utilities. By capitalizing on the variety of facilities the districts will be able to lower the thresholds to development and become exemplary of our region's concerns regarding energy.
- Encourage the railroads to re-locate the tracks in a tunnel along the river to align more closely with Interstate Avenue to allow development and encourage connection between the Rose Quarter and the river.
- Improve the transit confluence at the intersection of I-5 and Holladay Street to better accommodate pedestrians and strengthen the connection between the Rose Quarter and the Oregon Convention Center.
- Develop a convention hotel close to the intersection of MLK and Holladay Streets.
- Create an iconic pedestrian and bicycle bridge over I-5 at Clackamas Street to further connect the Rose Quarter and Lloyd District. This bridge should become a marker for travelers on the interstate highway as well as encouraging visitors to move through both areas while connecting to improved facilities along the river.
- Surround the existing parking structures along Broadway with structures that hold offices, retail, and possibly housing. Create better access into the heart of the Rose Quarter with an open walk between the structures that could be lined with small cafes to serve the district.
- Encourage re-development of the blocks between Broadway and the Blanchard site to become a new mixed-use neighborhood. This area could serve as the residential center serving both commercial and recreational activities of the district.
- Extend a pedestrian spine from the Blanchard site to Holladay Park that connects Benton Street to Holladay Street. Improvements such as paving, lighting, and furnishings should be consistent along the length of this spine to encourage visitors and residents to use it at all hours and all seasons.

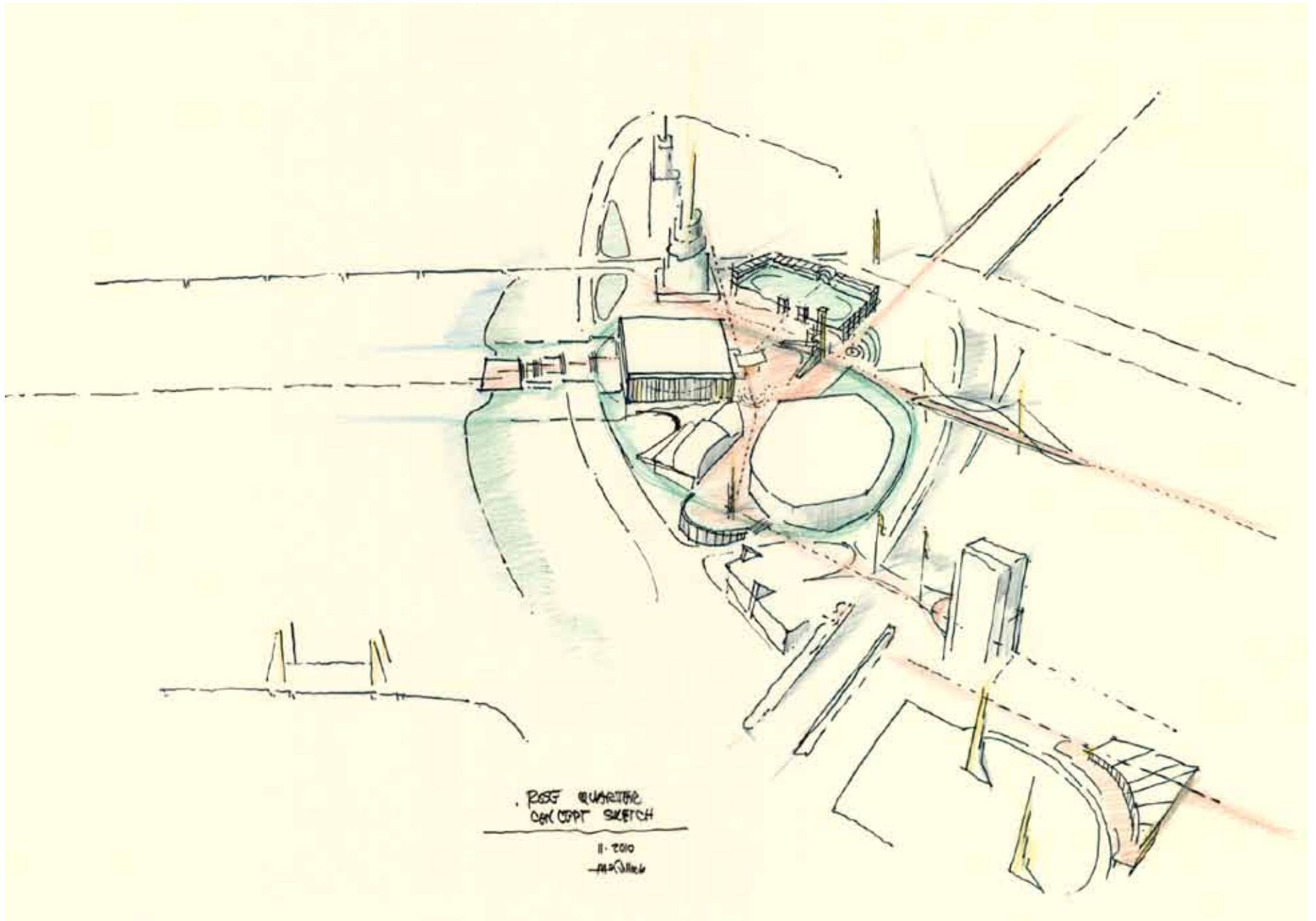
- Explore visitor center possibilities for the site at the east end of the Steel Bridge considering its unique and prominent position with views both up and down river.
- Encourage riverfront development on the old Thunderbird Hotel site. This development should allow river access along its length and create a center on axis with the VMC. This development should allow views of the VMC to and from downtown with taller structures at the north and south ends. This parcel has great potential for civic and water-related facilities that could capitalize on the transit and parking facilities already in place in the Rose Quarter.
- Encourage private development on the vacant block at Benton Street and Broadway. In combination with planned development to the north, a tower would be part of a gateway into the “District of Sport”.
- Enliven the central plaza adjacent to the VMC and Rose Garden with a new plaza level entry to the exhibition hall below this plaza. This structure could be a marker for the center of the district.

## Summary

This planning and visualization effort is intended to create an overall vision for the Rose Quarter. It is also intended as a strategy for development that allows a variety of initiatives to support one another as the area evolves and grows. Care has been taken to honor the investments made over the recent decades and to attempt to capitalize on those investments.

This “District of Sport,” centered on the VMC can become a beacon of activity for the region, due to its functions and unique location on the river and along the interstate highways. By encouraging incremental development and carefully coordinated infrastructure improvements the “District of Sport” will become the center of activity for Portland’s east side.

This plan tries to capture the essence of the work done by the Mayor’s Office, PDC and City staff with the Rose Quarter Stakeholder Advisory Committee between 2009 and 2011. However, it has not been adopted, reviewed or formally endorsed by any City committee or commission.



ROSE QUARTER  
CONCEPT SKETCH

11-2010  
MAYER/REED



**Appendix**  
Planning Processes  
Development Sketches





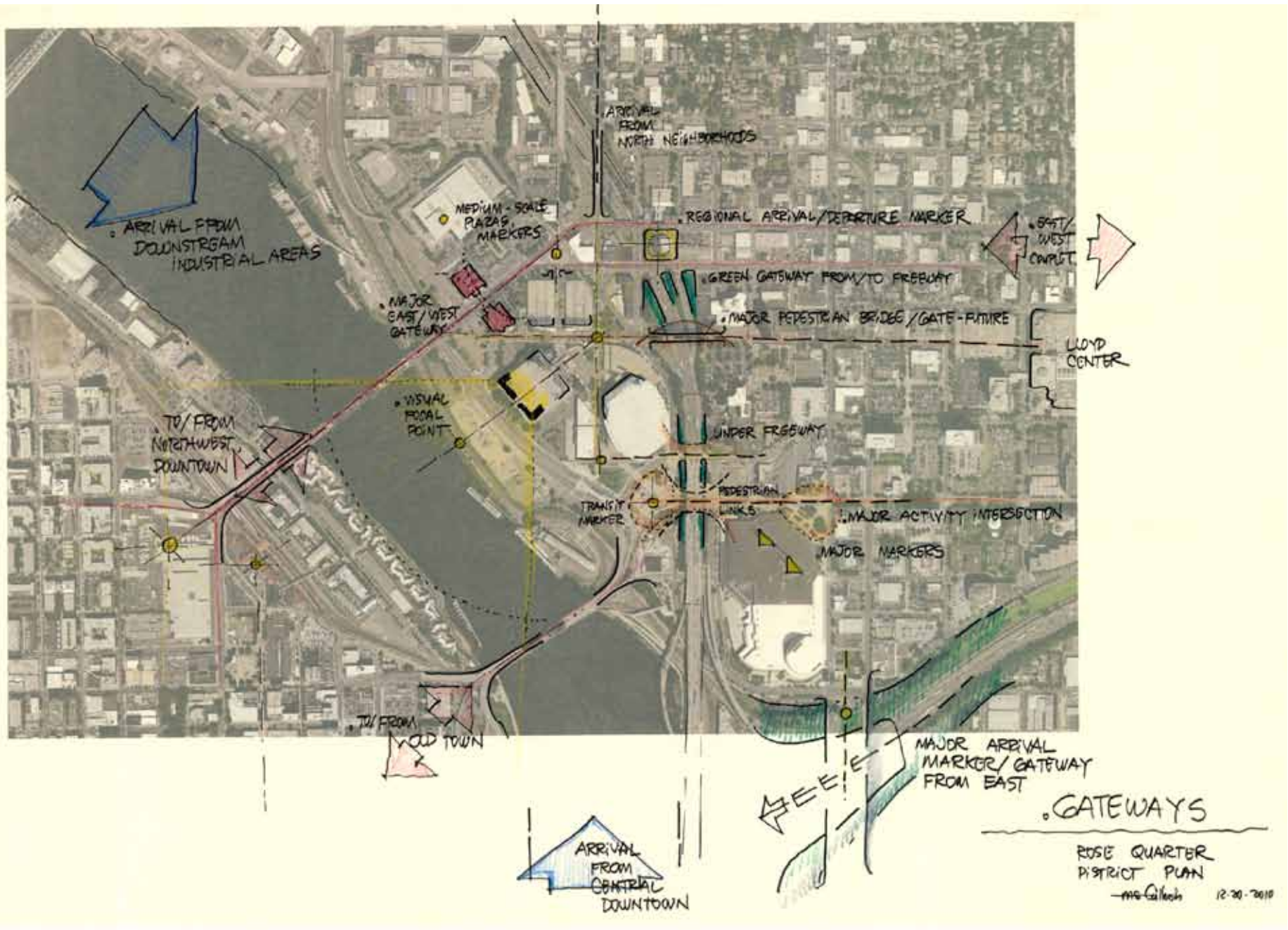


DEVELOPMENT  
BLOCKS

ROSE QUARTER DISTRICT PLAN

—MS Gilbo 12-20-2010









URBAN SPACES /  
PEDESTRIAN CONNECTIONS

ROSE QUARTER  
DISTRICT PLAN 12.10.2010  
- McCulloch.



