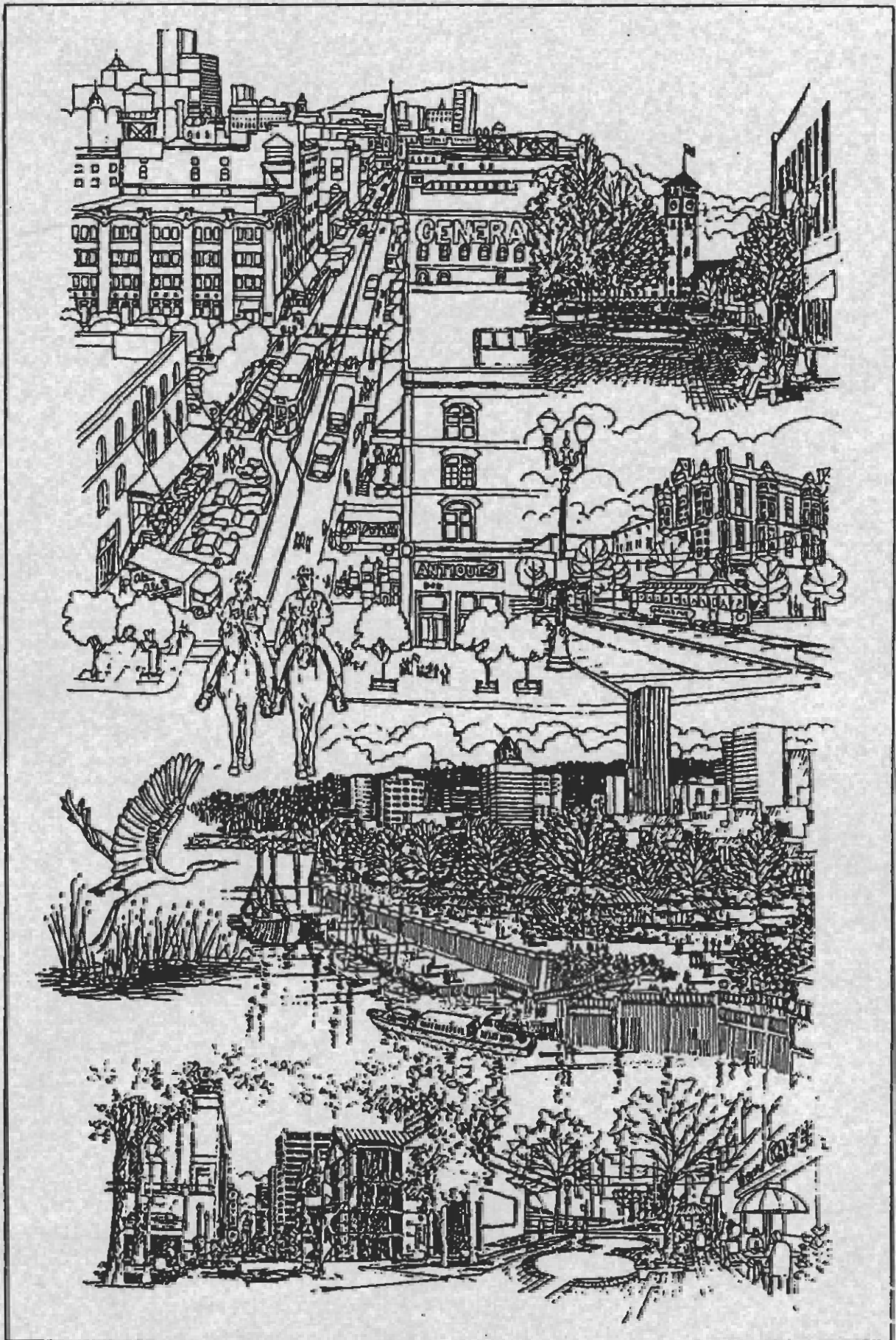


CENTRAL CITY PLAN

ADOPTED BY THE PORTLAND CITY COUNCIL
MARCH 24, 1988



BUREAU OF PLANNING
CITY OF PORTLAND, OREGON
AUGUST 1988



PLEASE NOTE:

The City of Portland adopted a new Zoning Code, effective January 1, 1991.

The new Zoning Code changed some of the information which appeared in the original *Central City Plan*.

As a result, two sections have been deleted from this re-printed version:

- **Central City Zoning Map**
- **Central City Plan District**

You can obtain current information by purchasing two supplements:

- **Central City Plan District Maps**
(replaces "Central City Zoning Map" section)
- **Zoning Code Chapter 33.510**
(replaces "Central City Plan District" section)



PREFACE

To The Citizens Of Portland:

A tremendous amount of time and creative energy has been invested in the formation of this Central City Plan. Our effort has brought us to an exciting time in Portland's history. The work of the citizens, the Citizen Steering Committee and its advisory committees, Portland's Bureau of Planning, and Planning Commission, as well as the City Council has led to the development and adoption of this Central City Plan. The changes ahead, guided by this Plan, will help to improve our future.

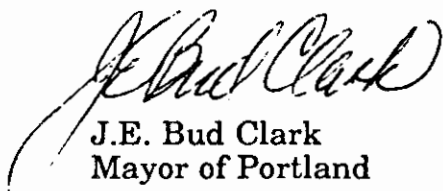
The Central City Plan began with former City Commissioner Margaret Strachan's initiation of the project. This Plan is built on the work of Portland's citizens, the Citizen Steering Committee and the Planning Commission. The ideas and proposals in this Plan were initially suggested by Portland's citizens, then presented to the community which participated in the Plan's refinement and improvement.


A city, to be truly vital, must be open and responsive to new and improved opportunities and its citizens must accept the challenge of planning for its future. We must also recognize that change holds risks as well as rewards and that a balance must be carefully struck. Many citizens have invested their time to ensure that the changes and new concepts which the Central City Plan embodies are important to our City's future. The Plan helps us reduce the disruption that change inevitably brings. Good planning preserves the best of the present while introducing needed innovation. This has been our objective in developing, refining, and adopting this Plan.

This Plan will guide the Central City into the 21st century. We appreciate the enormous investment of time, knowledge, and good will of the citizens of Portland in helping us prepare thoughtfully for the future.

Thank you.

Sincerely,


J.E. Bud Clark
Mayor of Portland


Earl Blumenauer
Commissioner of Public Works

CENTRAL CITY PLAN

**ADOPTED BY THE PORTLAND CITY COUNCIL
MARCH 24, 1988**

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AUGUST 1988**



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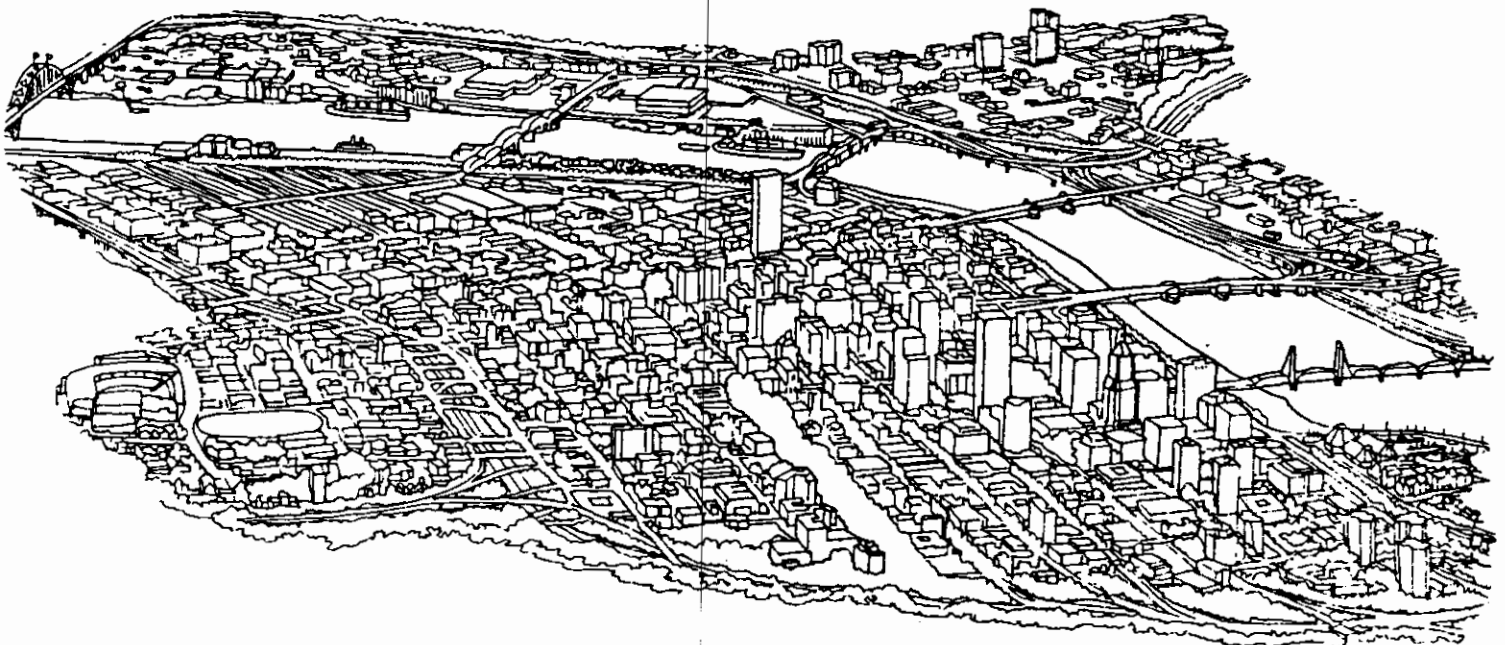
Robert Trismen

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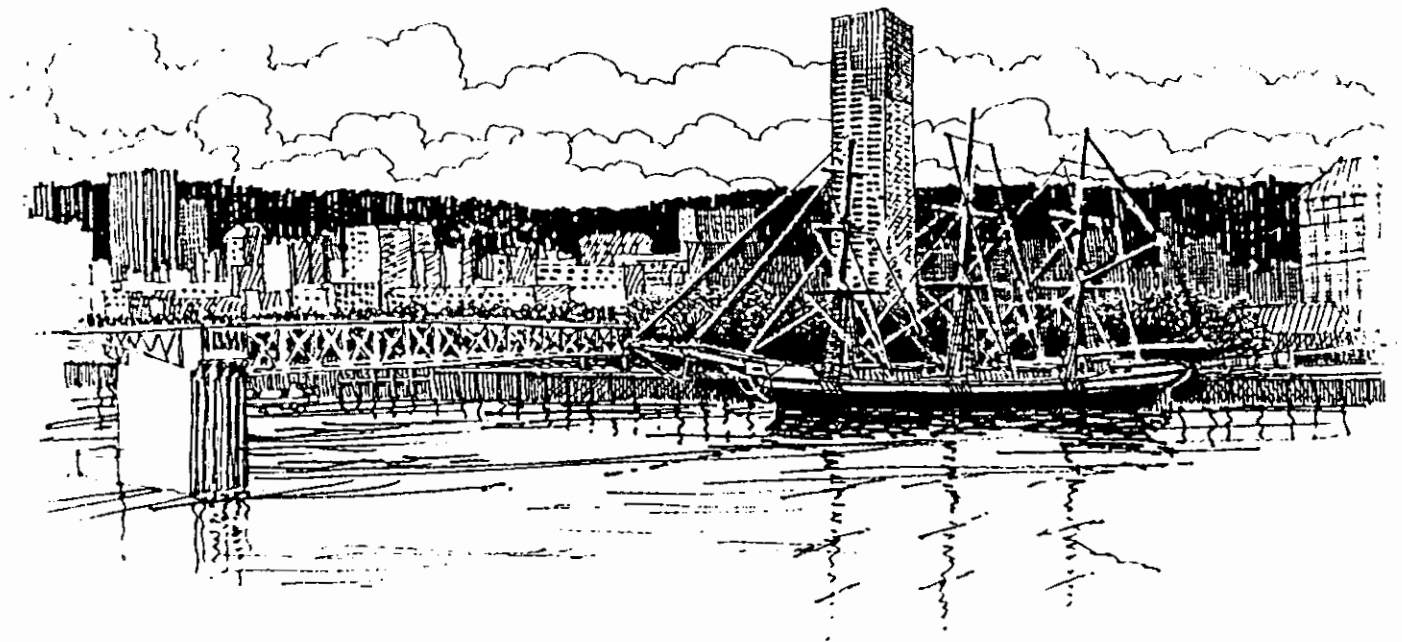
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INTRODUCTION



A full-size working replica of a tall ship is proposed as a public attraction, building on Portland's maritime history (Action R10)

INTRODUCTION

What This Central City Plan Means for Portland

"I have seen a lot of scenery in my life, but I have seen nothing so tempting as a home for man than this Oregon country. . . You have a basis here for civilization on its highest scale, and I am going to ask you a question which you may not like. Are you good enough to have this country in your possession? Have you got enough intelligence, imagination and cooperation among you to make the best use of these opportunities?"

Lewis Mumford, address to the Portland City Club, 1938

In the development of this Plan the Planning Commission sought to meet Mumford's challenge to Portland. This Central City Plan is a bold statement that our desire as citizens of Portland is for not just a good city, but a great city; that we are craving, not just a growing economy, but a dynamic economic climate that offers investment and employment opportunity to all of its citizens. The Citizens of Portland demand an environment that is not just good, but also a setting that inspires us with its vitality and beauty. These are aspirations for greatness, aspirations that, if adhered to, can be achieved. This is how great cities come into being.

The many thousands of hours that people have committed to forming this Plan attest to their desire for a community of excellence. The breadth of this planning effort, which sought to involve the entire community and include many aspects of community life not traditionally included in planning in Portland, underscores this desire. These thousands of hours of people's lives, committed to the improvement of our community, require that the greatest care be taken with our City and its future. The specific detail of each proposal in the Central City Plan is of less importance than the spirit of the process. Each idea is a contribution that must be respected. However, over time some ideas will be found unworkable. Better solutions will be found to some problems. Circumstances will change, requiring modification of the Plan.

The Central City Plan reflects the participation of over 10,000 Portland citizens and the work of some 135 members of citizen committees. The Citizen Steering Committee, the Functional Advisory Committees and Planning Commission held numerous meetings and hearings to consider the future of their city.



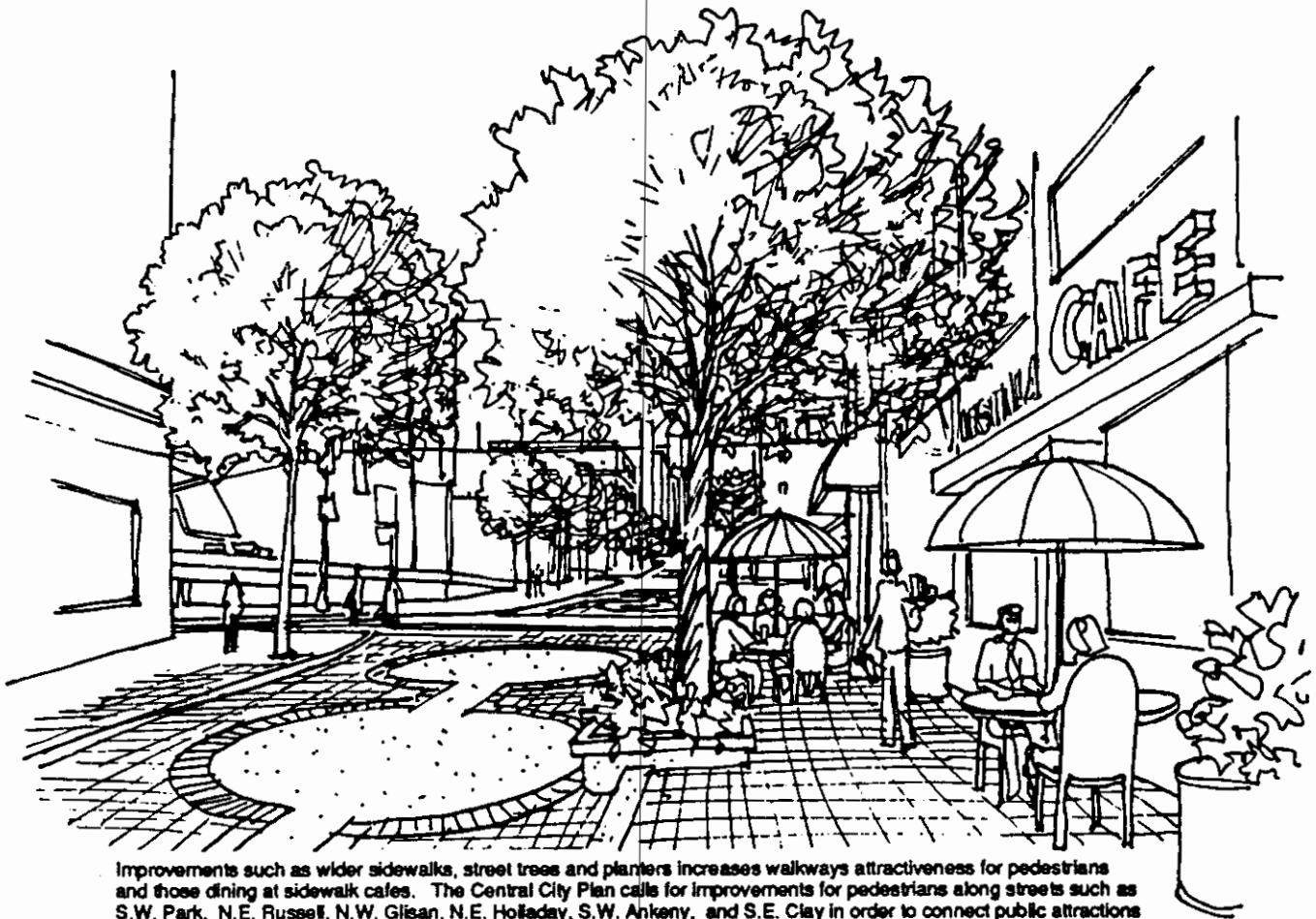
The fundamental good that is in this Plan is not within any of its policies or maps. It rests in the demonstrated commitment to the betterment of the community. As the Central City Plan has evolved through the Planning Commission hearings process and the City Council adoption process, and as it is changed in the future, the dream of the Plan continues.

Mission of the Central City Plan

At the time Portland's City Council approved the process and budget for the Central City planning effort, the Council charged the planning process with developing the following:

"A Plan that is a vision for the future, which establishes the Central City as the center of commerce and cultural activities in the community, recognizes the unique environmental setting and historic precedence of the area, incorporates the residential and business characteristics of individual districts within the area, preserves the integrity of adjacent neighborhoods, and improves the livability of the area for all citizens."

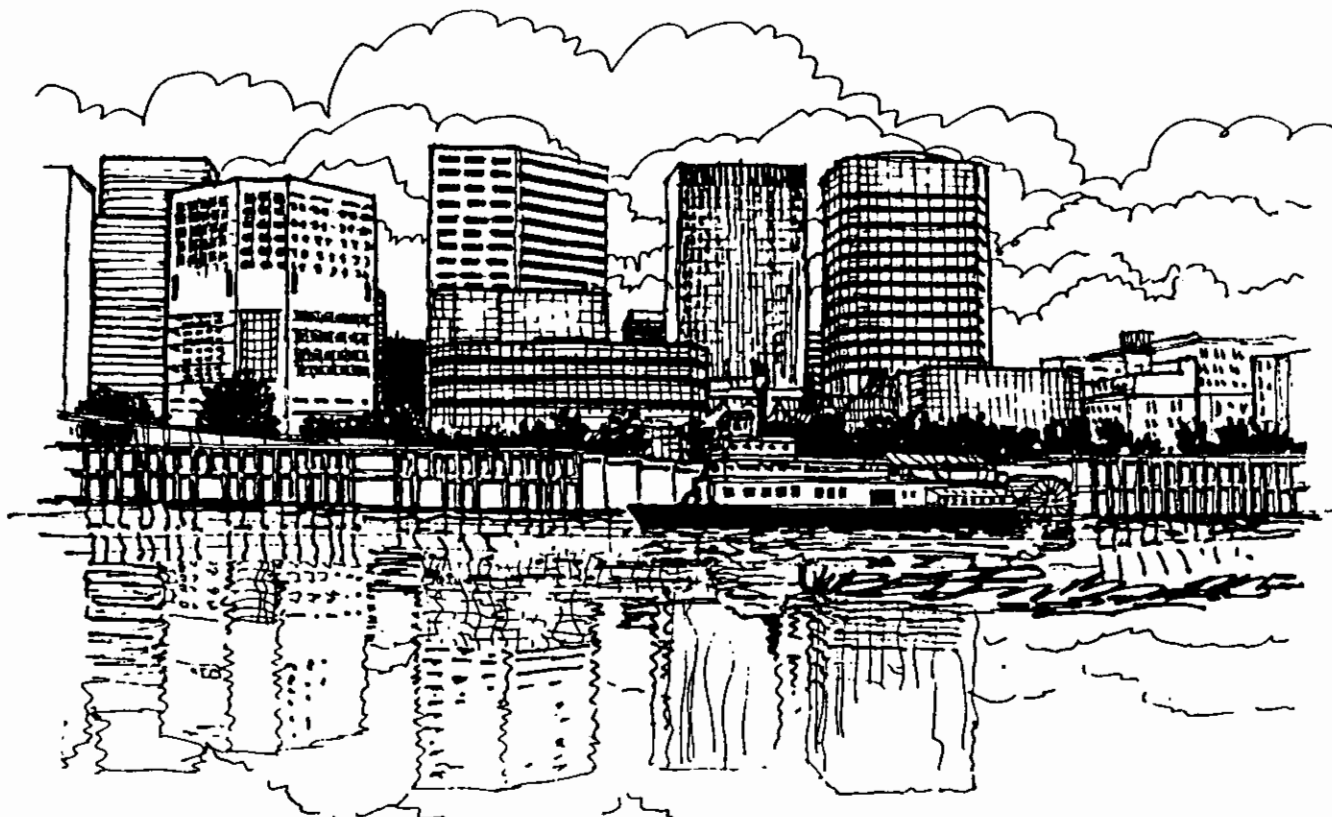
Adopted CCP Planning Process, Resolution 33717, July 25, 1984



Improvements such as wider sidewalks, street trees and planters increases walkways attractiveness for pedestrians and those dining at sidewalk cafes. The Central City Plan calls for improvements for pedestrians along streets such as S.W. Park, N.E. Russell, N.W. Glisan, N.E. Holladay, S.W. Ankeny, and S.E. Clay in order to connect public attractions and parks.

When adopting this mission, the Council also identified the community's purpose and objectives in undertaking the preparation of this Plan. Specifically, the Plan is to:

- Review the results of the Downtown Plan, build upon its successes and correct its deficiencies, and extend its usefulness to the entire Central City.
- Clarify the functional role of the Central City and its relationship to the larger community.
- Identify feasible public actions to assist and attract private investment in the Central City.
- Identify additional public amenities that contribute to the urban and natural environment, and to livability for citizens within that environment.
- Assure a human scale, an inviting environment, and attractions for residents as well as visitors in an area that continues as the center of commerce and cultural activities in the community.
- Support and promote existing goals and policies of the City of Portland.



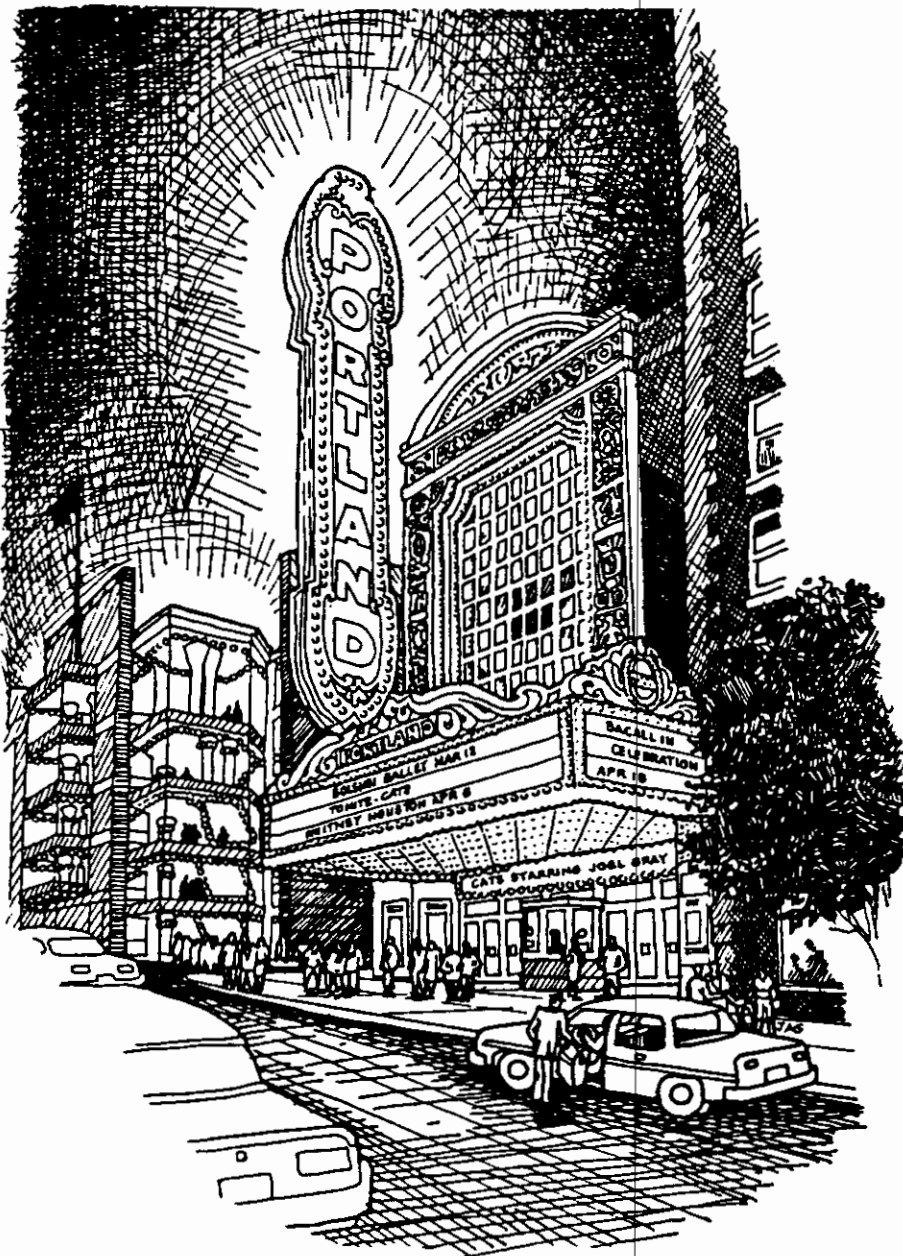
These purposes were elaborated on by the City Council through the addition of seven objectives. Together the mission, purposes and objectives explain the charge of the Central City Plan. The objectives are as follows:

- Research and analyze the set of planning issues and district concerns within the Central City for needs to be addressed by the plan. Planning issues to be considered include, but are not necessarily limited to, urban form and design; land use; transportation; housing; pedestrian environment and historic preservation; riverfront use; retail, commercial and industrial development; social services; public and private education; convention/tourism; cultural, entertainment and recreation.
- Establish the relationship of each of the districts in the Central City to each other and to the Central City as a whole.
- List public programs and public projects for the future, and the priority and timing of these.
- Produce a plan that is compatible with adjacent areas.
- Produce a plan that is feasible and assists positive development by the private sector.
- Produce a plan that is clear and understandable to the general public, to decision-makers, and to private investors.
- Coordinate with adjacent or nearby business/residential districts to assure that the plan supports and promotes recognized goals and objectives of these districts.

The Portland Planning Commission adopted the Central City Plan on November 23, 1987, and the Portland City Council adopted the Plan on March 24, 1988. The Plan's adoption was the culmination of the most extensive citizen involvement process in Portland during the 1980s. The values and direction for the Plan were set by a Citizen Steering Committee. The Committee met for over two years prior to the Planning Commission's adoption process. The Committee oversaw the compilation of the background research and conducted two public review processes which brought input from over 10,000 Portland citizens to the planning process.

In adopting the Central City Plan the Planning Commission and City Council established a twenty year guide for the area's growth and for public and private investment. The Plan establishes land use designations which are part of the City's Comprehensive Plan. These designations establish the highest and best use of land and correspond to zoning regulations which were also adopted with the Plan. Additional adopted zoning regulations limit building height and bulk to strategically focus development to reinforce public transit and protect the City's many assets. These assets include the Willamette River, close-in residential neighborhoods, significant views, historical areas and inner city incubator industrial areas. The Plan includes bonus provisions offered to encourage the inclusion of public amenities and desirable facilities in new developments. These provisions include housing, public art, day care, water features, and roof top gardens.

Certain areas are targeted for residential development. The area zoned residential has been expanded and mixed use development, including residential, is required in areas with significant development potential. The Plan calls for the continuation and expansion of financial programs aimed at fostering new housing production. Specific targets are set for housing production and a strategy is established in the Plan for maintenance and expansion of the stock of single-room-occupancy housing.



The Performing Arts Center and Schnitzer Concert Hall are part of the Bright Light District along Broadway Avenue. Further lighting of building facades and signs along this street will enhance the excitement of the area.

The Plan includes implementing provisions which go beyond regulations. Actions are identified that link specific projects and programs to form strategies for economic development, transportation improvements, recreation opportunities, cultural growth, human services, public safety, and urban design. These strategies aim at the creation of a 24-hour city which is safe, humane, and prosperous.

Plan Organization

The Adopted Central City Plan consists of several parts. The Plan Map and Land Use Designations, Vision Statement, and the Goal and Policies make up the Plan that was adopted by ordinance by the City Council. Also adopted by resolution were the action charts, maps, and district urban design plans which accompany the policies.

A color fold-out Plan Map, showing land use designations and some of the major thematic elements of the Plan, is included as part of the Plan. On the reverse side, there is a map of the predominant land uses in the Central City. The supplemental maps included in this Plan also reflect the land use information and plan elements on the fold-out Plan Map.

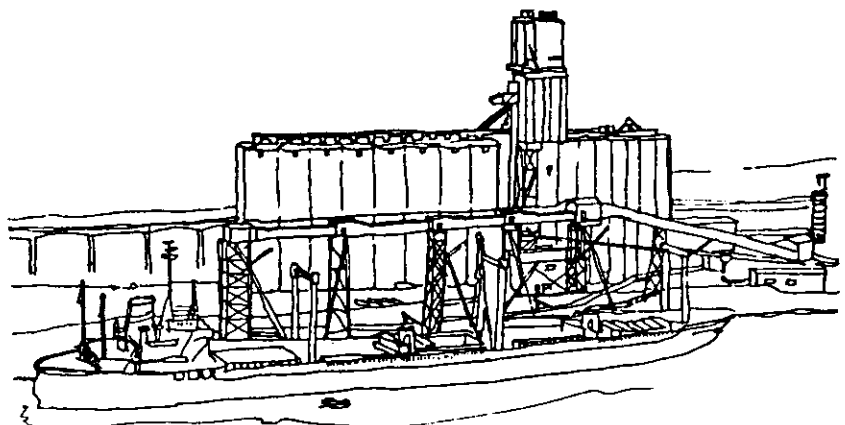
The Vision statement guides the adoption and future implementation of the Plan. The Vision illustrates where the Plan is leading us and provides a standard by which to measure the Plan's success. Following the Vision is the Plan Goal. This Goal ties the Central City Plan to Portland's adopted Comprehensive Plan, making the Plan and its 21 policies a part of the Comprehensive Plan. The Vision and the Goal set the stage for the body of the Plan.

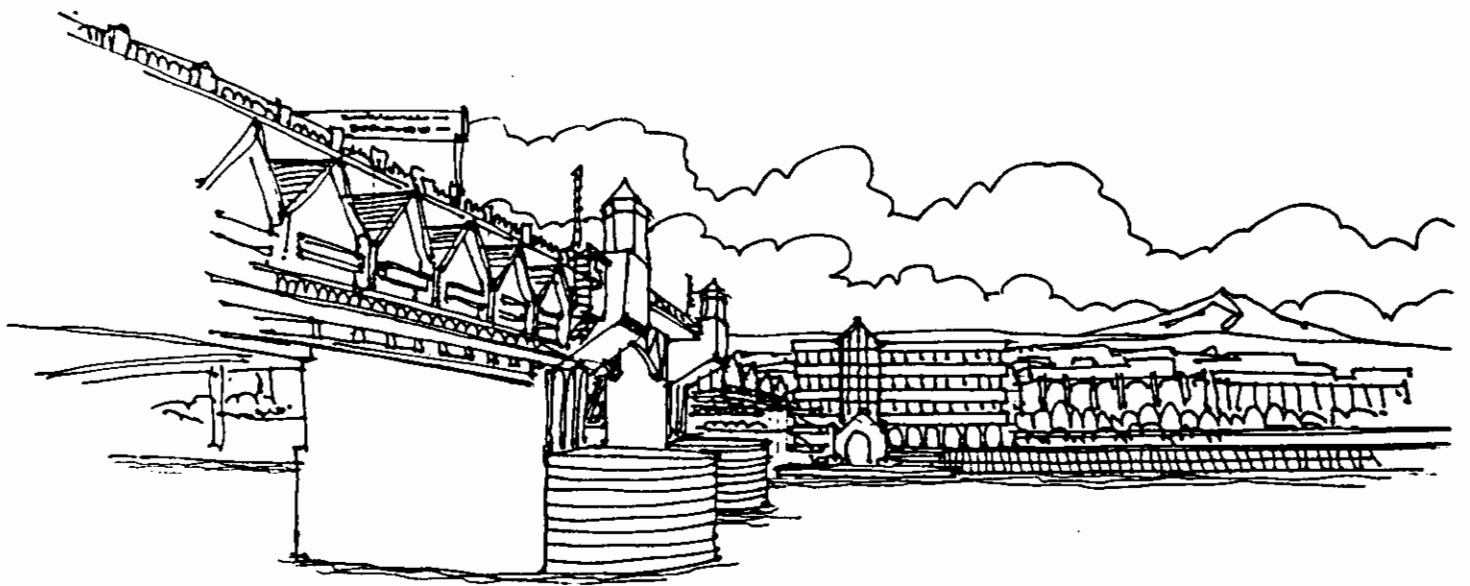
The Plan is built around 21 policies for the Central City. The first 12 policies reflect the areas of functional study covered by the Steering Committee and Functional Advisory Committees. The next policy addresses future review and monitoring of the Plan. Policies 14 through 21 address the districts that make up the Central City, with one policy for each district. The policies include "further statements" which provide explicit target accomplishments for the community.

The charts and maps illustrate the ideas for implementing each of the Central City Plan policies. The proposals are assigned a time-frame for action (immediate, short, or long-range), and a possible lead implementing agency or agencies is identified. The proposal, in some cases, is indexed to a fuller discussion and explanation in the Description of Selected Actions and Strategies, Plan and Supplemental Maps, and the Code Amendments sections of this report. All actions and strategies listed on the action charts were adopted by resolution, those which specify changes in zoning designations or in the zoning code were implemented with the Plan at the time of its adoption through an ordinance that amended the City's Comprehensive Plan and Zoning Code. Programs and projects formally approved by the Council by resolution are approved on a policy basis but without the binding force of law.

Functional and district maps accompany the policies and illustrate further the proposals listed on the action charts and provide a geographic context for actions that are site specific. The maps which accompany the functional topic policies are of the whole Central City study area and present area-wide relationships. The maps which accompany the district policies are detailed urban design plans for the districts. Each urban design plan illustrates the proposals contained in the district action chart. They also present more specific details for the location of such elements as district gateways.

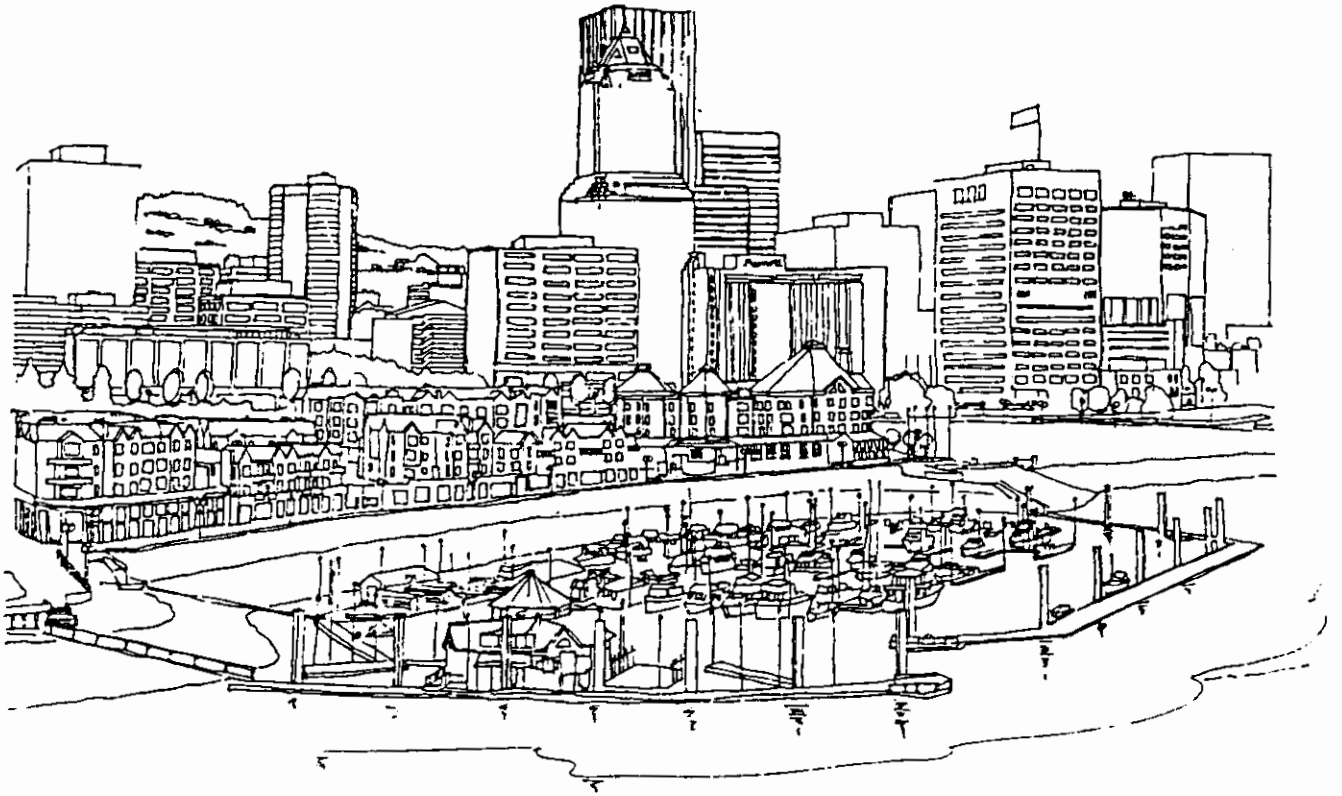
Illustrations of the Portland of the future as envisioned by this Plan are presented throughout this report. Generally, these are an artist's concept of what a specific new development or improvement might look like. The illustrations are not intended as images of how things will look, or even should look, but how they might look. As development occurs, those working on the implementation of the idea will produce a final design of the projects. The illustrations in this document are a starting place for the creative individuals to build on.





The Morrison Bridge with a lower level developed for pedestrians and bicyclists. This level might be lined with shops as well as offering viewpoints of the river and City.

BACKGROUND



Riverplace Development and Marina

BACKGROUND

The Process

The City Council initiated the Central City Plan process in July 1984 by adopting a Pre-Planning Report and empowering a Pre-Planning Committee to recommend citizens to serve on a Citizen Steering Committee. In December 1984, the Council appointed 15 citizens to oversee the planning process, which was designed to ensure public participation in the Plan. The Council directed the Steering Committee to study a broad array of issues and to ask the public to assist them in identifying significant issues.

Almost 10,000 citizens contributed their ideas for Portland's future in Phase I of the Plan. These responses were evaluated and catalogued for use by the Citizen Steering Committee. A First Draft Goals and Policies document was written in response to the comments.

The City Council also asked the Steering Committee to establish a series of citizen advisory committees to participate in the planning process. In Phase II the Steering Committee enlisted the help of some 120 individuals to serve on eight additional citizen committees called Functional Advisory Committees (FACs). These functional committees then made recommendations concerning the economic development, housing, transportation and parking, human services and public safety, riverfront, urban design and historic preservation, recreation and natural environment, and culture, entertainment and education aspects of the Plan. The committees were charged with (1) recommending changes and additions to the Second Draft Vision Statement and Goals and Policies, (2) providing recommendations for research activities, (3) developing recommendations concerning long-range land uses, and (4) suggesting strategies to implement the policies.

Following another public review, the Citizen Steering Committee made several changes to the Vision Statement, numerous changes to the Goals and Policies and significant revisions to the Land Use Concept Plan. These changes are detailed in the Steering Committee's Final Report and Recommendations. The report, along with the Functional Advisory Committees' Report and Recommendations, was transmitted to the Planning Commission.



The South Park Blocks were established when Portland was founded. The Park Blocks have been enhanced and continue to be one of the City's finest assets. The Plan calls for the additional improvements and the creation of new Park Blocks to achieve a continuous park-like character from the South Park Blocks to the river.

At the end of June 1987, the Bureau of Planning published and distributed a Discussion Draft Central City Plan which built on the values expressed in the Steering Committee's Final Report and Recommendations document. This draft advanced the ideas developed or endorsed by the Steering Committee and FACs, by refining their work and including specific proposals for implementation.

The process of public review of the Plan in its current format extended from July 1987 through March 1988. Through July and the first part of August, the Discussion Draft Plan underwent intense public review. This review included a hearing before the Planning Commission which resulted in significant changes to the Plan in the development of the Bureau of Planning Proposed Central City Plan (published in August 1987).

Four Planning Commission public hearings were held in order to receive testimony on the Proposed Plan. Upon the conclusion of these four hearings, the Commission scheduled two additional hearings to ensure adequate opportunity for public input. This allowed citizens more time to prepare their testimony and allowed organizations and neighborhood associations to consult with their membership. Citizen input on the requested amendments was also heard at two additional public hearings prior to the final voting sessions of the Commission. After the close of their eight-hearing process, the Commission held eight working sessions to deliberate on requested amendments to the Proposed Plan. The Planning Commission concluded their review and adoption process on November 23, 1987.

The Commission's Recommended Plan was published in an early draft form, Technical Review Draft Central City Plan, in December 1987 and distributed to all those who had participated in the Planning Commission's hearings. The early publication of the Technical Review Draft assured that interested parties had ample opportunity to prepare their testimony for the City Council hearings. In mid-January 1988 the final version of the Planning Commission's Recommended Central City Plan was published and submitted to the Portland City Council. In February the City Council held three public hearings on the Plan, and on March 24, 1988, the Council took final action adopting this Central City Plan as a part of Portland's Comprehensive Plan.

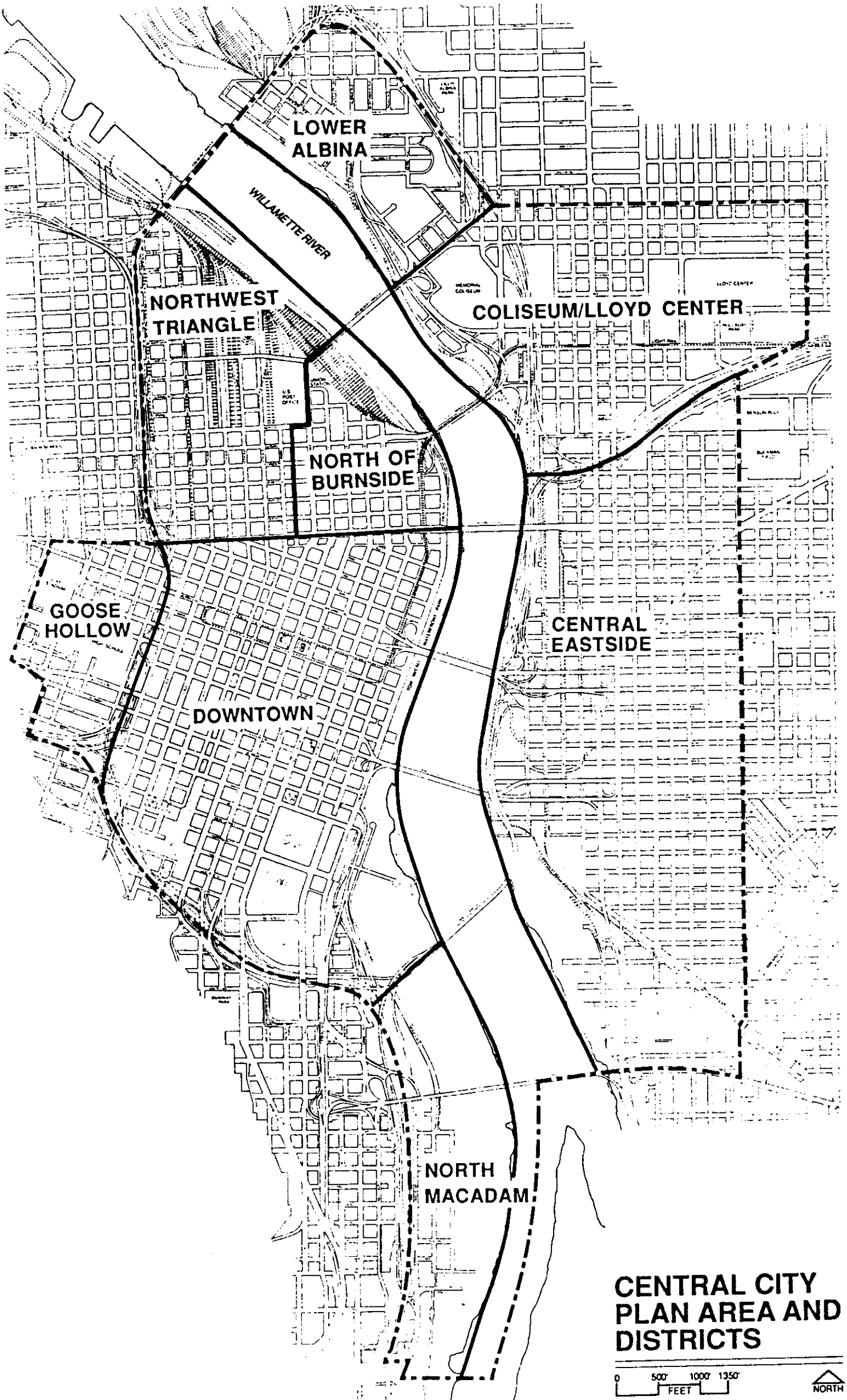
Study Area

The Central City Plan area encompasses about 2,750 acres, or 4.3 square miles, bisected by the Willamette River. The river is the most significant geographic feature of the Central City. It occupies about 350 acres, or 13 percent of the plan area, and creates four miles of shoreline on each bank within the Central City. All but one of the eight districts front on the river.

The study area of the Central City Plan and its districts is shown by the map on the facing page. The Plan's eight district boundaries generally follow previously-adopted planning study boundaries, neighborhood boundaries, or other common lines. The districts are Downtown, Goose Hollow, North of Burnside, Northwest Triangle, Lower Albina, Lloyd Center/Coliseum, Central Eastside, and North Macadam.

Research

Over the four-year process of developing the Central City Plan a large volume of information was gathered and analyzed. Forty-five research reports were produced for staff and committee consideration. The staff wrote an additional 20 review and supplemental reports which either offered land use and urban design findings or summarized activities or findings from the Citizen Steering Committee and Functional Advisory Committees. A complete listing of the research papers is located in the Appendix of this report.



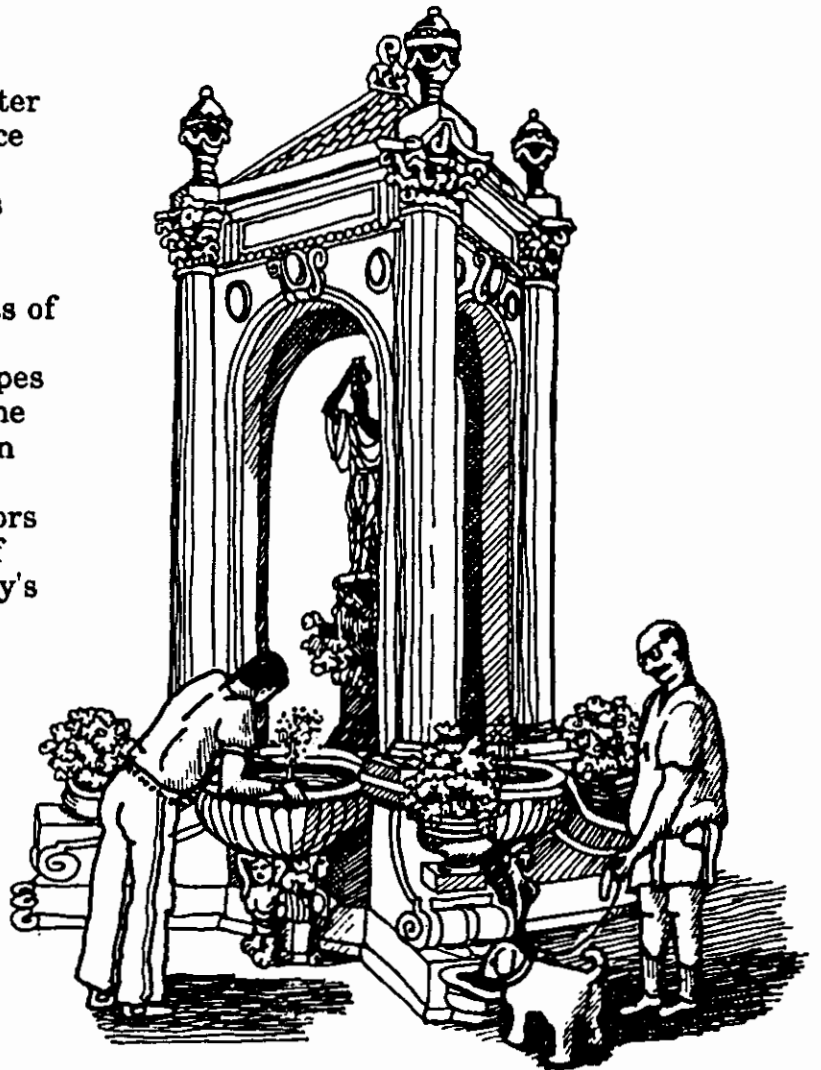
Area History

The Central City has its roots in the 19th century merger of the cities of Portland, East Portland and Albina. Each of these cities had its own central business area, industrial base and residential communities. Buildings dating from the time when the cities were independent are still in evidence. The business center of East Portland was located between S.E. Morrison and East Burnside west of 7th Avenue. Remnants of the Albina business center can still be seen along N.E. Russell Street in the Lower Albina District of the Central City.

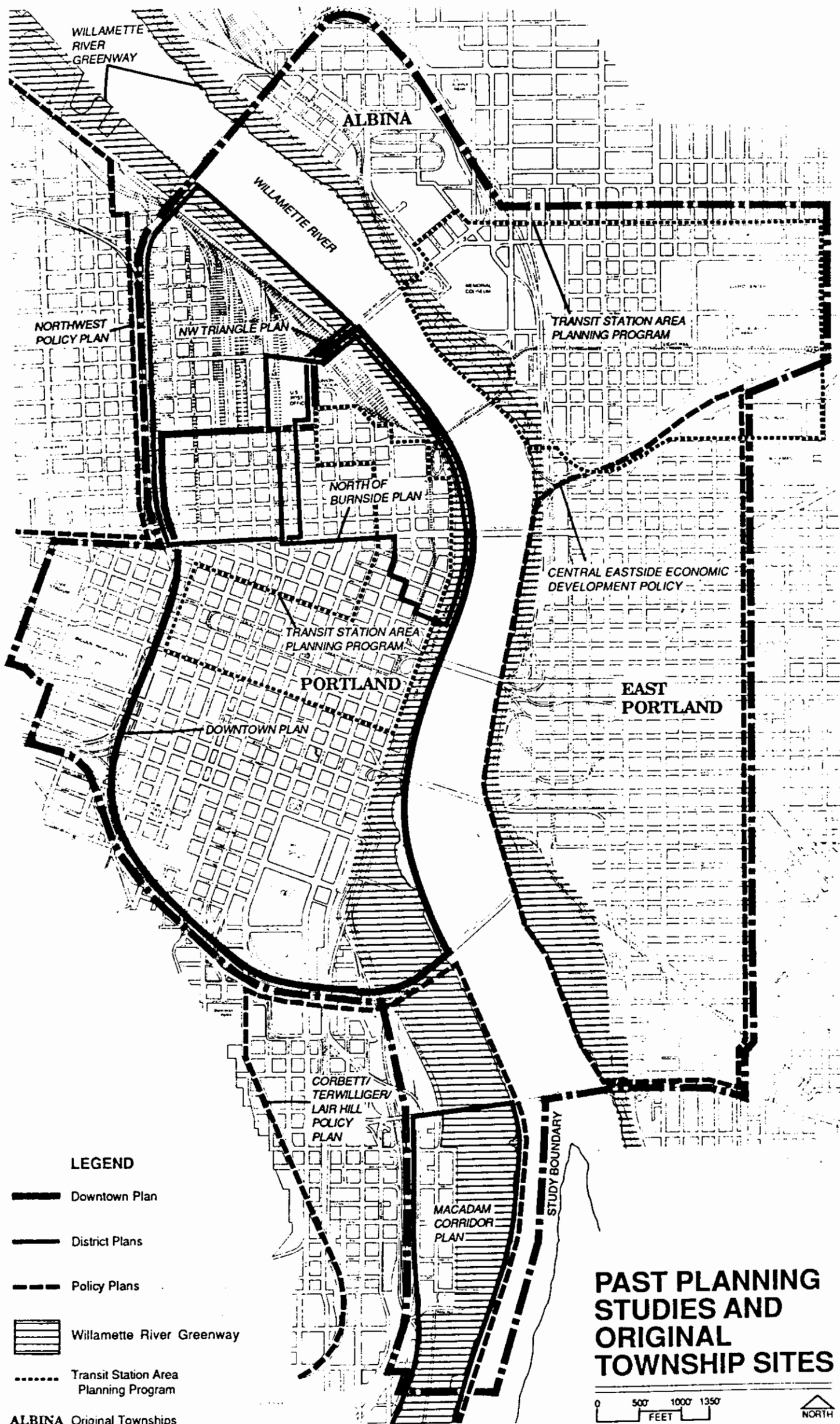
With the melding of the three cities, each began to develop as components of a larger economy. The former community of East Portland and the eastern area of Albina became Portland's first industrial districts. Retail and office activities tended to locate on the west side of the Willamette and formed what we now think of as Downtown. This situation continued until recently when opinions about appropriate uses for these areas began to change. Portland's growth, coupled with the emergence of the automobile-based transportation system and changes in industrial technology, required a new evaluation of the relationships between, and roles of, the districts in the Central City.

Since the 1950s, development activities in the Lloyd Center area, the North Macadam Corridor and the Central Eastside have produced an expansion of the area of Portland where retail and office activities are primarily located. The growth of over a dozen industrial districts within Portland, well beyond the boundaries of the Central City, have reflected changing industrial patterns. The Central City Plan reflects the community's response for a call to guide these locational shifts of business investment.

Coordination of public and private investment is necessary for the success of cities. Portland's development of transportation, water and sewer facilities, and open space areas complement and encourage investment in new development as well as business expansion. The forces which have been exerting pressure for change on the districts of the Central City need to be realistically reconciled with the types of growth and change desired by the community. The Central City Plan presents such a reconciliation. It balances the needs of various sectors of the city's economy, the supply of land available, and the community's ability to provide services for new development.



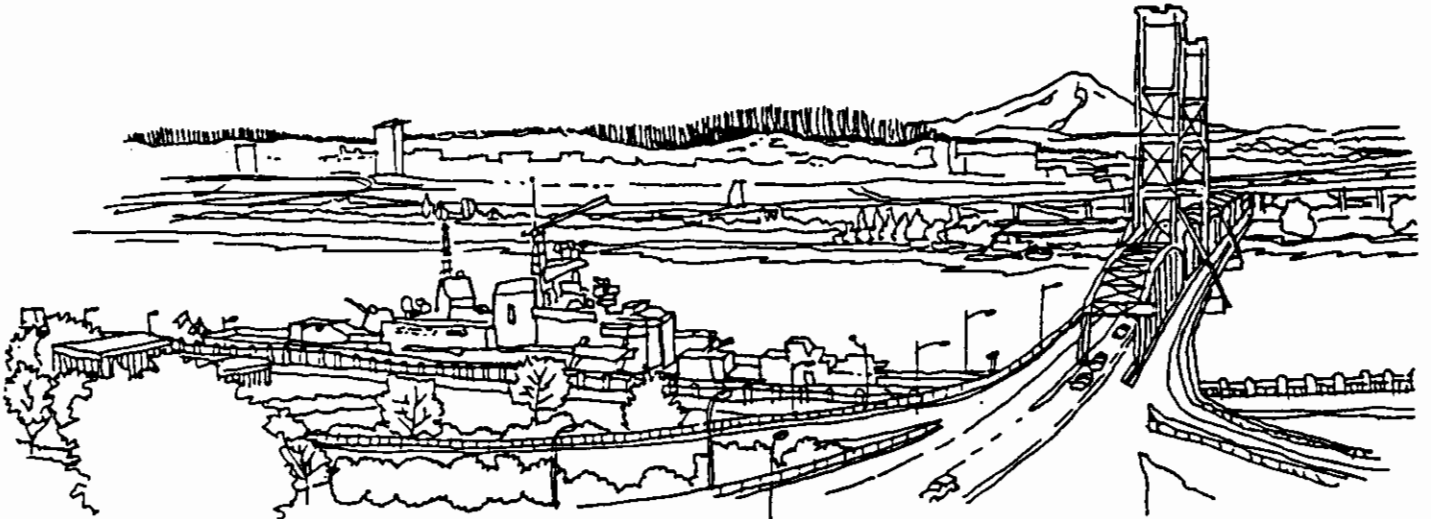
The Shemanski Fountain, built in 1926 was recently restored. It is a functioning drinking fountain in the South Park Blocks. The Central City Plan encourages the protection of historical sites and structures such as this fountain and the development of new water features and fountains. Developers who provide a fountain or water feature may receive a density bonus.



Past Planning Efforts

Within the Central City boundary, many planning studies have been completed over the past 20 years. These study areas are shown on the preceeding page and include:

- The Downtown Plan of 1972 , updated in 1980, which covers the North of Burnside and Downtown Districts (the Downtown Plan is incorporated into the Central City Plan, the Z Downtown Development Overlay Zone was repealed and incorporated into the Central City Plan District).
- The North of Burnside Plan, adopted in 1981, which covers the entire North of Burnside District (the North of Burnside Plan was repealed and replaced by the Central City Plan).
- The Transit Station Area Planning Program (TSAPP), adopted in 1984, which covers the majority of the Lloyd Center/Coliseum District and the area adjacent to the light rail line in Downtown (TSAPP was incorporated into the Central City Plan).
- The Northwest Triangle Plan, adopted in 1985, which covers the Northwest Triangle District (the Northwest Triangle Plan District was repealed and has been incorporated into the Central City Plan District).
- The Northwest District Policy Plan, adopted in 1977, which covers the area just west of the Northwest Triangle District.
- The Corbett/Terwilliger/Lair Hill Policy Plan, adopted in 1977, which applies to the North Macadam District.
- The Macadam Corridor Land Use and Urban Design Study, adopted in 1985, which covers the area south of the Ross Island Bridge in the North Macadam District (incorporated into the Central City Plan).
- The Willamette River Greenway Plan, adopted in 1979 and updated in 1987, which covers all riverfront properties within the Central City (incorporated into the Central City Plan).



The exciting mix of mountain views, historic structures, attractive open space and special events reinforce the Central City's role as the heart of the region.

Recognized Association Boundaries

Several neighborhood and business association boundaries lie within and near the Central City boundary as shown on the map on the opposite page. Through an extensive citizen involvement process, many of these associations have created policy and/or action plans for their own districts.

Neighborhood associations within or adjacent to the Central City include Eliot, Irvington, Sullivan's Gulch, Kerns, Buckman, Hosford-Abernethy, Brooklyn, Northwest District, Corbett/Terwilliger/Lair Hill, the Downtown Community Association, the Southwest Hills Residential League, the Goose Hollow Foothills League, and the Burnside Community Council.

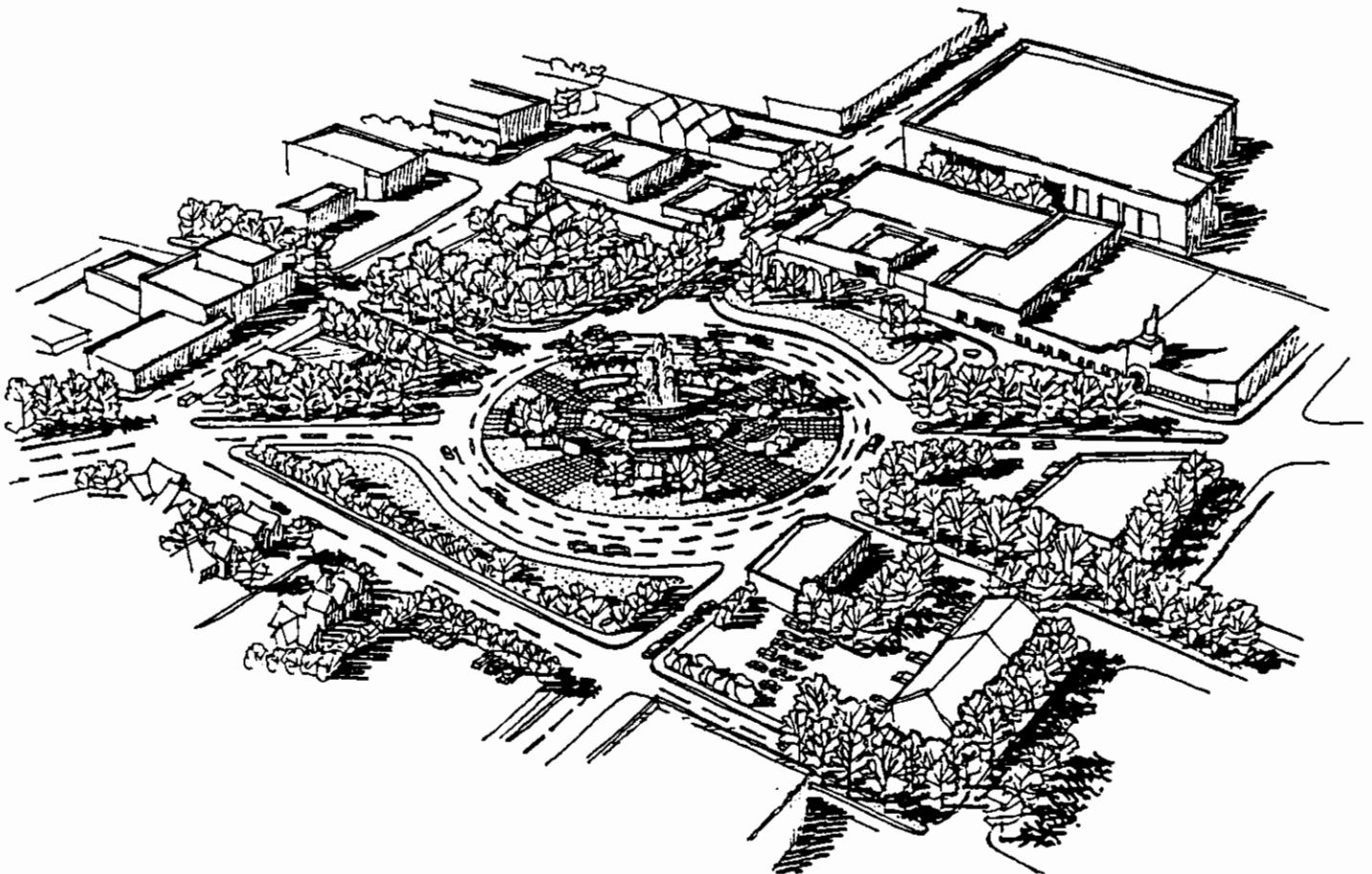
The business associations within or adjacent to the Central City include the Albina Industrial Business Association, the Central Eastside Industrial Council, the Northwest Industrial Neighborhood, the Association for Portland's Progress, the Northwest Triangle Business Association, and the Macadam Corridor Business Association.

Land Use Survey

The Predominant Land Use Map of the Central City Plan area and the blocks surrounding the study area is located on the back of the fold-out Plan Map. On a map of this size it is impossible to reflect the complexity of land use activity. The map presents land use by quarter-block, or 10,000 square-foot site. While most quarter-block areas are in more than one use, this map shows the use that takes up the greatest area. For instance, a high-rise office building with below-grade parking and ground level retail space is shown as office on the map. In all cases where parking is present on a site in support of, or accessory to, another activity on the site, the land use shown is the activity that the parking supports. Where parking is the predominant use, as in the case of a parking structure downtown, parking is shown as the land use.

Land use information was collected in 1985 within the Central City Plan study area using a three-digit coding system that allowed fine distinctions to be drawn among land uses. The information on the land use map has been clustered into summary categories. The categories were chosen to reflect likely topics of discussion throughout the Central City planning process. The information shown has, on a limited basis, been updated to reflect recent, major construction activities.

Areas outside the Central City boundary are shown to help provide an understanding of the context of this Plan. However, the land use information shown for areas outside of the Central City Plan area are based on a 1975 land use inventory prepared as part of Portland's Comprehensive Plan. Consequently, the data is less reliable than that within the Central City. The method selected for the 1985 inventory work matched that of the 1975 inventory to assure compatibility. As is always the case, there is a certain percentage of errors in a data collection and analysis project of this size. However, the error factor is within limits recognized as acceptable in the planning profession. In all cases, where the existing land use was critical to a proposal in the Plan, the inventory information was confirmed by additional field visits.

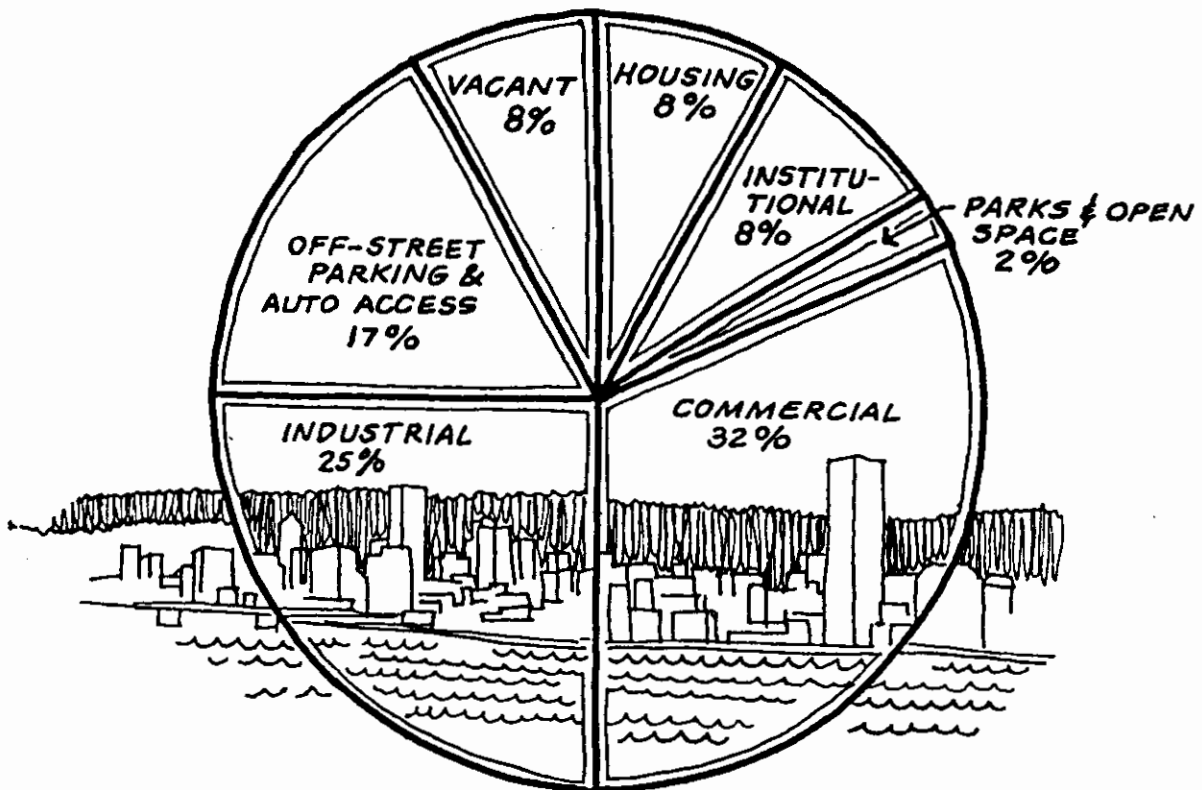


The Sandy Boulevard and North Burnside intersection is a natural gateway for those driving from the east into the Central City. The incline at Sandy allows for a stunning view to the Downtown area. Traffic congestion, street appearance and the lack of identity in the area diminish this spectacular view. This illustration shows how the Sandy intersection might look.

Existing Land Use

The following information was gathered as part of the Central City area-wide land use survey conducted in 1985. The results of the survey are shown on the land use map located on the back of the fold-out Plan Map.

Of the 2,750 acres of land in the Central City, there are about 3,500 parcels of developable land comprising about 1,400 acres, or about half of the total Plan area. An additional 1,000 acres, or about 37%, of the Central City consists of public right-of-way. Of the usable land and buildings within the Central City, the land use breaks down as shown on the chart below:



Distribution of Land Uses Within the Central City

The breakdown by districts shows:

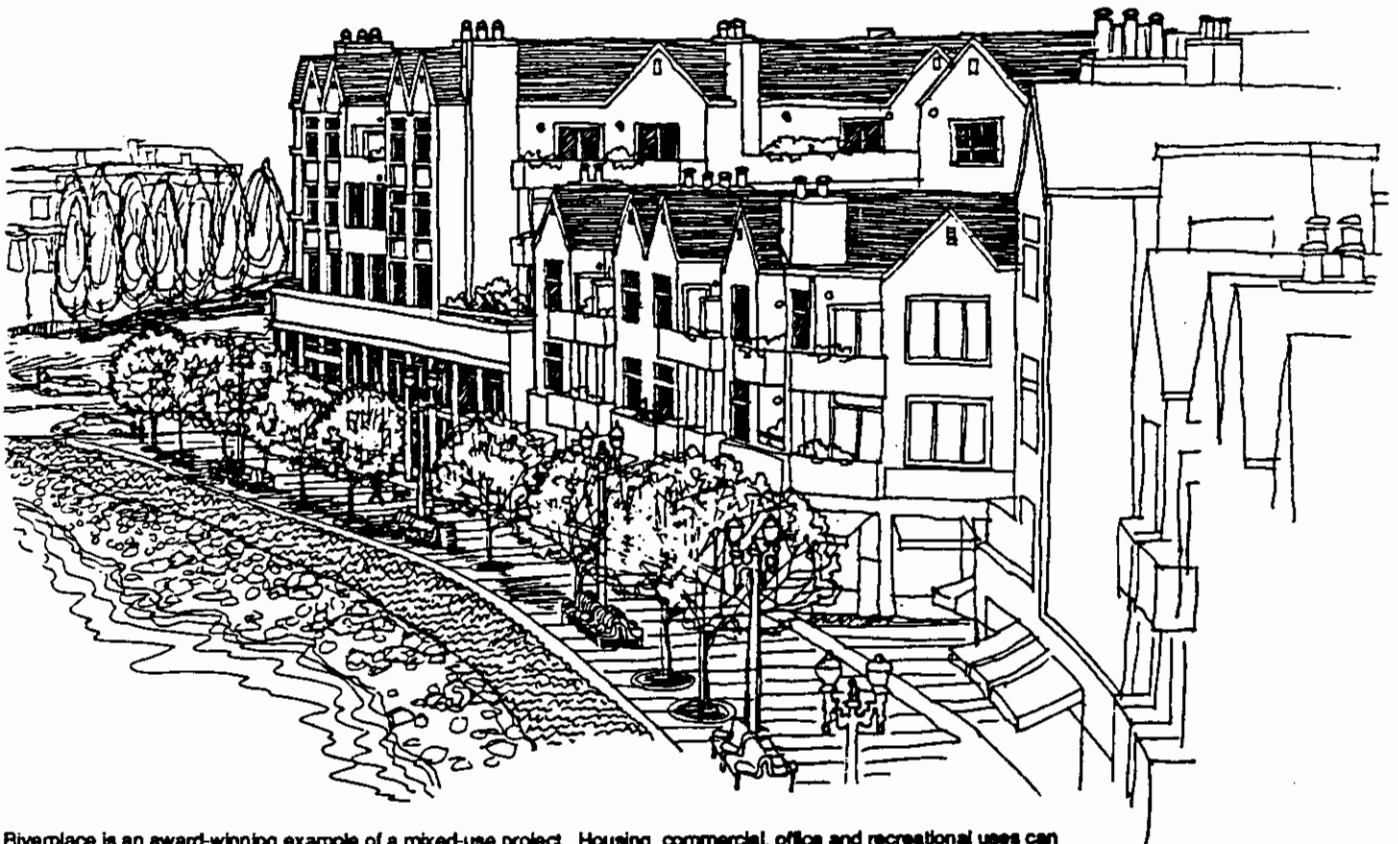
- **Lower Albina** is predominantly industrial with 49% of the district in that use. Approximately 20% of the district is vacant land or buildings.
- The **Coliseum/Lloyd Center District** is dominated by commercial uses with 41% in general office, event and entertainment activities and hotel/motels. Surface and structured parking occupy 29% of the district.
- Over one-half (51%) of the **Central Eastside District** is in industrial uses. Commercial uses occupy 15% of the district and residential uses occupy another 6%.
- Industrial activities occupy about two-thirds of the **Northwest Triangle**. Of that industrial use, approximately 33% is for distribution and warehousing and 33% is for railroad activity.
- In the **Goose Hollow District**, 34% of the area is in commercial use with half of this commercial area devoted to entertainment and individual clubs. Residential uses occupy 24% of the District.
- Industrial uses predominate in the **North Macadam District**, occupying 82% of the district. Commercial uses make up another 10% of the area.
- The **Downtown and North of Burnside Districts** are predominantly commercial with approximately 50% in this use; 13% is devoted to parking lots, structures and personal vehicle uses; 12% to residential; 10% to institutions; 4% to both industrial uses and parks and open space; the remaining 6% is vacant.

Comprehensive Plan and Zoning

All land in the City carries both a Comprehensive Plan and a zoning designation. The zones and plan designations established by the Central City Plan are shown on the Central City Zoning Map (page 106) and the fold-out Plan Map which accompanies this document. Comprehensive Plan designations indicate the appropriate uses of the land. They describe where and to what level future uses should be permitted. Zoning designations indicate what uses and intensities are currently allowed.

There are a number of land use and zoning designations within the Central City. Where the Comprehensive Plan designations and zoning are the same, only one symbol is used. Where the Comprehensive Plan and zoning designations differ in a particular area, the zoning is shown with the standard symbol and the Comprehensive Plan designation is shown in parentheses.

Generally, the zoning changes made to implement this Plan and the accompanying Plan Map represent a fine-tuning of designations and regulations. Only a small areas has changed to allow new land uses and even these shifts are less sweeping than may appear on the surface. For instance, the waterfront area of the North Macadam District is designated as Central Commercial (CX) with a Residential Requirement Overlay on the Plan Map. The area is presently zoned light manufacturing. The Light Manufacturing Zone allows commercial and residential development in addition to some industrial uses. The changes require the development of a mixture of uses, all of which are presently allowed.



Riverplace is an award-winning example of a mixed-use project. Housing, commercial, office and recreational uses can complement each other in close proximity. The diversity of uses increase the presence of people which decreases the likelihood of crime.

Height and Floor Area Ratio Limits

The first land use controls created in North America were regulations on building height and building bulk (FAR). They were created in part out of public health concerns related to access to sunlight and fresh air. Later these same two regulatory tools came into routine use to assure that new development did not over-tax the public infrastructure. Sewers, water lines, streets, transit and parks were the primary services concerned. More recently these same provisions have been used to implement specific policy objectives. All three issues are encompassed by the provisions of the Central City Plan.

Limits on the maximum allowable floor area ratio (FAR) and building height are shown on Supplemental Zoning Maps B and C (pages 108 and 109). Floor area ratios control the density of development by limiting the amount of development that can be constructed on a block or parcel. The numbers designate the ratio of total permitted floor area to parcel size. For example, on a 10,000 square-foot parcel with a 4:1 FAR, it would be possible to build a total of 40,000 square feet of development. Height limits control how tall a building may be.

Density can be achieved in a number of ways. High density need not imply high rise development. For example, the Meier and Frank Building and the KOIN Tower have approximately the same gross floor area or density. The Meier and Frank Building has 12 stories and is 230 feet high. The KOIN Tower has 30 stories and is 435 feet high. The difference in these two buildings is their square feet per floor. The Meier and Frank Building has the same amount of square feet for each floor. In contrast, the KOIN Tower is tapered, resulting in the lower floors of the building having greater floor area than the top floors.

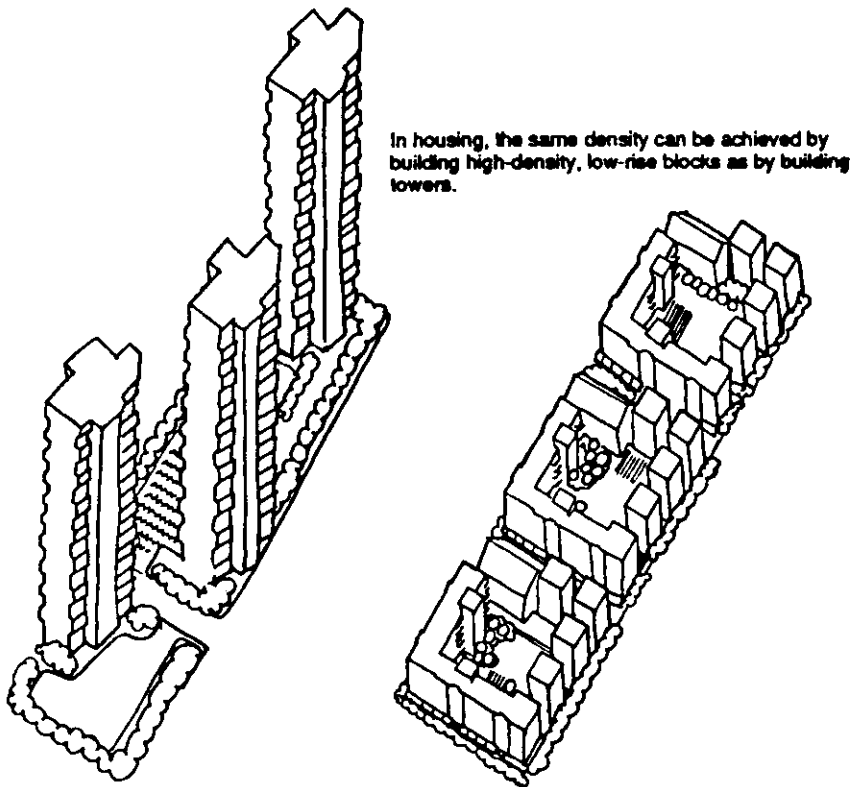
In another example, a building may be developed to a 15:1 FAR. Using the typical floor size of newer Portland high-rise office structures of 17,000 square feet per floor, this building would reach the 460-foot maximum height. At 12:1 FAR, the tower must be reduced to an average of 13,350 square feet per floor to reach the 460-foot height limit. And a 9,700 square foot average floor size reaches maximum height at 9:1 FAR. For a given amount of building bulk the smaller the area on each floor the taller the building. See the chart below which gives examples of existing FARs and possible building height configurations.

The floor area ratio controls a project's bulk and provides a good estimate of site activity, numbers of workers, and parking and transit requirements. This ratio is an aid in planning for demands on streets and other infrastructure.

Actual Floor Area Ratios of Selected Portland Buildings

BUILDING	ACTUAL F.A.R.	GROSS BUILDING SIZE	TYPICAL FLOOR SIZE	NO. OF FLOORS	BUILDING HEIGHT (FT.)
Fremont Place	.27:1	56,000	28,000	2	30
River Forum	1.5:1	143,000	17,875	8	121
Riverplace	2.2:1	430,000	N/A	4	158
Blue Cross Addition	3.6:1	157,000	26,000	13	178
Benjamin Franklin Center (East)	4.5:1	180,000	23,500	6	100
Boise Cascade	5.0:1	169,900	14,000	10	159
Hilton Hotel	7.8:1	309,000	12,875	24	246
One Financial Center	9.0:1	350,000	18,000	18	240
Portland Building	10.2:1	412,351	23,337	15	225
Justice Center	12.5:1	500,785	15,483	18	241
U.S. National Bank Tower	12.9:1	800,000	18,290	43	526
Pacwest Center	14.2:1	569,500	20,000	30	390
KOIN Center	14.5:1	580,000	20,000	30	435
First Interstate Bank Tower	16.4:1	950,750	16,070	40	516

The allowable development intensities vary greatly throughout the Central City. The maximum FARs and heights allowed in Downtown were established by the Downtown Plan. The allowable densities in other areas of the Central City are lower in keeping with a policy which provides for the Downtown to be the most densely developed district.



The Central City Plan follows the lead of the Downtown Plan and locates the highest density development along the Transit Mall, the north mall extension and the Banfield Light Rail Corridor. FARs are generally high, 15:1, 12:1, and 9:1, as are height limits, 250 feet to 460 feet except when adjacent to public open spaces. Locating these high FARs along the transit facilities creates a situation where those working in, and visiting the buildings will find public transit convenient. These FARs allow developments on full blocks in the 400,000 to 600,000 square foot range which can be extended by use of the bonus and transfer provisions of the Plan by 120,000 square feet. Attracting the highest density development to sites adjacent to transit helps support the transit system, reduce congestion, conserve energy and improve air quality. It also improves the return on the public's investment in the transit system.

Development intensity in the Plan is limited to reduce the pressure for redevelopment on historic and compatible buildings in historic districts. These limits are applied to the Central City's Historical Districts as follows:

1. Yamhill Historic District consists of late 19th century cast iron architecture. Buildings are primarily three and four stories. FARs are set at 4:1 and height is limited to 75 feet.
2. Skidmore Fountain/Old Town Historic District consists of nineteenth century cast iron and Richardsonian Romanesque architecture. Most buildings are three or four stories. FARs are set at 4:1 and height is limited to 75 feet.
3. Thirteenth Avenue Historic District consists of late nineteenth and early twentieth century industrial architecture, primarily brick structures, many with Romanesque detailing. Buildings tend to be three to six stories. FARs are set at 6:1 and heights at 100 feet.
4. Chinatown consists primarily of early twentieth century commercial buildings, some with ethnic detailing. Chinatown is not presently a historic district, but the City Council adopted Chinatown Development Strategy calls for historic district designation. The Plan allows an FAR of 9:1 and height of 350 to 460 feet along Sixth to support the extension of the Transit Mall north to Union Station. FARs are set at 6:1 and heights at 100 feet in the eastern portion of the district.

5. East Portland Historic District consists of the buildings along Union and Grand in the Central Eastside between Belmont and Ankeny Streets. Buildings are 19th century Romanesque and Victorian and are generally three or four stories in height. The Central City Plan FARs are 6:1 and 9:1, and height limits are 100 and 200 feet. The lower 6:1 FAR and 100-foot height are centered on the most architecturally rich portion of the potential district, between Washington and Ash.
6. Russell Street Historic District primarily consists of 19th century brick commercial buildings. This is the last remaining part of what was once the Downtown of the City of Albina. Buildings are two and three stories. FARs of 3:1 and a 50-foot height limit are established by this Plan.
7. Terra-Cotta Historic District consists of eclectic buildings with glazed Terra-Cotta exteriors. Buildings date from the first quarter of the 20th century and tend to be six to twelve stories. This is one of the best collection of Terra-Cotta architecture left in North America with several nationally prominent examples. FARs are set at 15:1, 12:1 and 9:1 in this Plan.

One of the most accepted and important policies of the Comprehensive Plan is Policy 2.14, Industrial Sanctuaries. This Policy provides for the protection of industrial areas to convert to commercial and service uses due to market pressure. Prior to the Comprehensive Plan, industrial sites near commercial areas routinely converted from industrial to commercial use. The City was experiencing significant loss of industrial opportunities, particularly in the inner-city industrial districts, the Central Eastside, and the Northwest Industrial District. These areas have, since World War II, acted as close-in havens for incubator industrial activity. Their large number of older affordable buildings have given birth to many of the large industries in the metropolitan area. Because of its proximity to the Downtown, the Central Eastside Industrial Area is particularly susceptible to commercial encroachment. A fundamental policy in the Central City Plan is that the Central Eastside District should be retained primarily as an industrial sanctuary. The Plan addresses this situation by establishing FARs of from 3:1 to 9:1 in commercial portions of the District and focusing the greatest density at the bridgeheads in the Union/Grand corridor.

Stepping development down to the Willamette River is a fundamental concept from the Downtown Plan. It assures a growing supply of new office space with views to the river and the mountains beyond. Preservation of these view opportunities significantly enhances the marketability of the Downtown and other Central City locations as office sites along the proposed high density spine. The step down also produces a layered effect to the skyline which enhances the appearance of the City and its attractiveness to investment. The step down to the river also enhances the flow of air in the Willamette Valley which helps to disperse air pollution in the Central City.

Stepping development down to residential neighborhoods is another Plan strategy. Tall buildings create shadows and a sense of loss of privacy when located near or adjacent to residential neighborhoods. Shadows deprive residences of access to solar energy and light. Clusters of such buildings can also form walls that slow or block the movement of air, reducing natural ventilation.

The Downtown Plan called for creation of density incentives for the provision of housing, roof top gardens, public art, theaters on Broadway and greater retail activity in the retail core. The Central City Plan establishes such a set of bonus provisions. Incentives in the form of both bonus height and FAR are offered for inclusion of specific amenities or services in new development projects. Bonus height and bulk is offered for projects including housing in commercial zones, development of day care facilities, retail development in the Downtown retail core, public art, rooftop gardens, theater facilities in the Downtown Bright Light District, water features and development of public parks. The amount of increased height and bulk is limited to assure that the fundamental objectives of height and bulk limitations in the Central City are met.

Development Opportunities

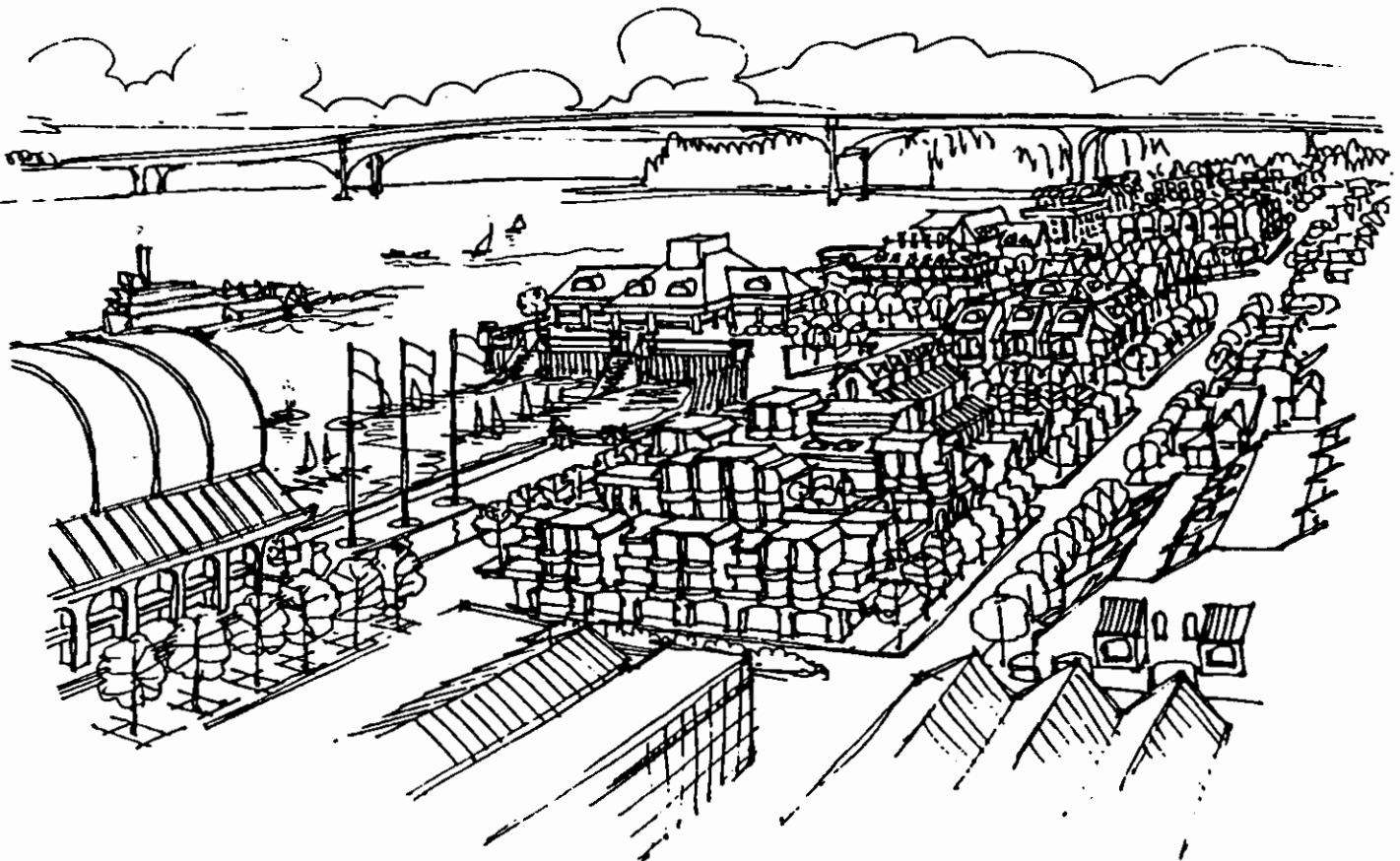
The redevelopment potential for each Central City district is shown on the Redevelopment Potential Map on the opposite page. Redevelopment potential was evaluated using three categories of opportunity-strong potential, possible potential, and no potential. The areas were evaluated by an exterior site inspection during the land use survey conducted in the spring of 1985 and from the review of other data, such as the tax assessment records.

It was assumed that current zoning and FARs remained in effect, that the industrial sanctuary would continue, and that historic landmarks and buildings having a Rank I or II historic inventory status did not have redevelopment potential. All single room occupancy (SRO) hotels and government buildings were assumed to remain. Residential structures in areas zoned RH and RX, and multifamily structures of three or more stories in commercial areas were also not considered to be redevelopable. The analysis of redevelopment potential considered the effect of various factors, such as proximity to amenities or transportation.

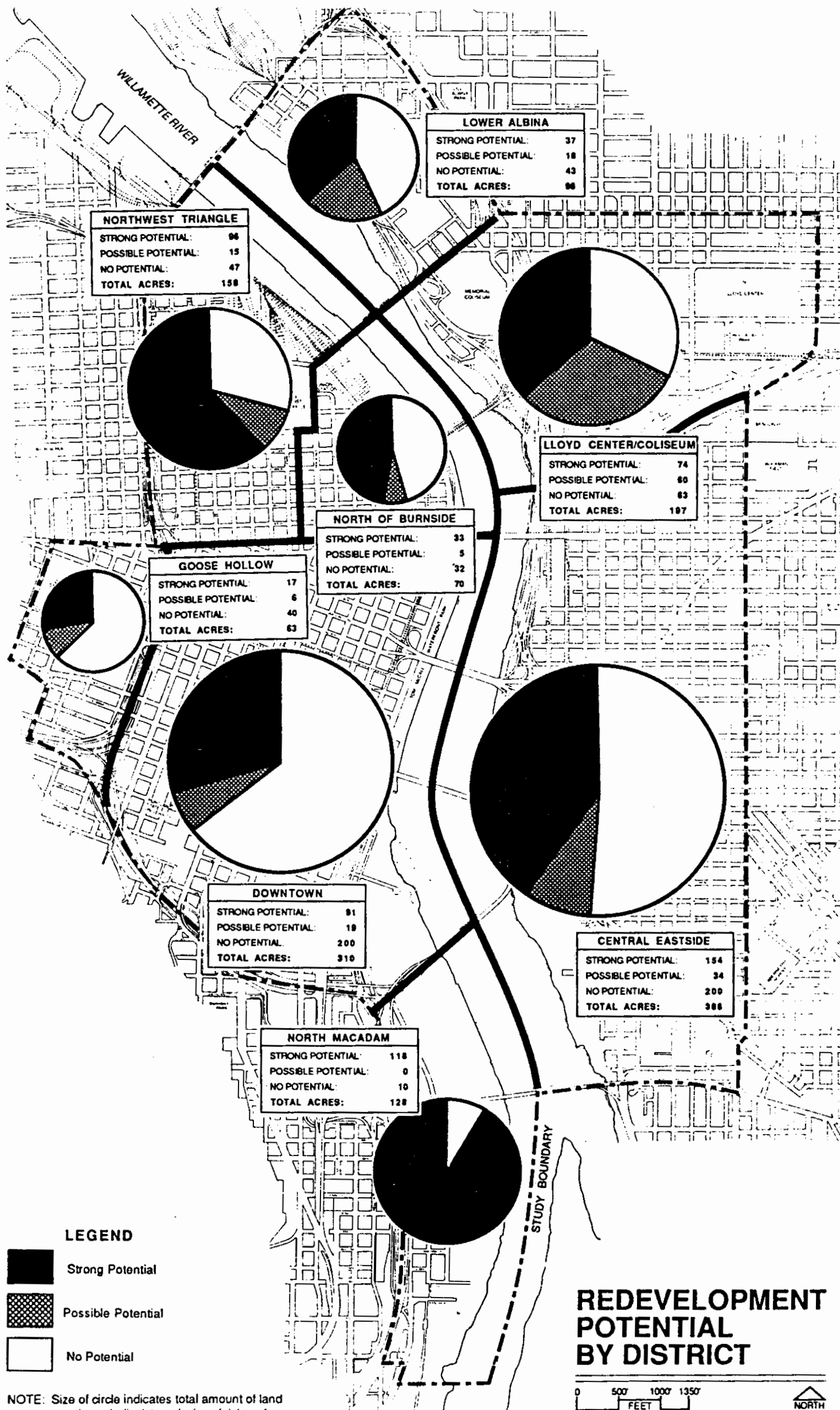
Generally, parcels considered to have redevelopment potential included the following:

- Vacant land;
- Surface parking lots;
- Buildings with assessed values of 50% or less than the value of the land;
- Buildings with less than three stories where the zoning FAR allowed is 6:1 or greater; and
- Older, one-story buildings where the FAR allowed is 3:1 or more.

The size of each pie chart on the map represents the relative amount of land area within that district. Some 620 acres of land have a strong potential to redevelop within the Central City. The Northwest Triangle and North Macadam Districts have the largest areas ripe for conversion of use and/or substantial reinvestment. Nearly all of the land area within the North Macadam District is likely to redevelop. As would be expected, the districts with the smallest amount of acres having a strong potential to redevelop are Goose Hollow with 26% of the land available and Downtown with 29% available.



The North Macadam District has the most redevelopable land in the Central City. This illustration shows the area developed with housing concentrated near the river. The area has been changing over the last five years from industrial to commercial uses. The Central City Plan zoned the area Central Commercial.



Concept Plan

The Concept Plan Map is intended to illustrate and summarize the major elements of the Central City Plan. It reflects major land use, urban form and physical features of the Central City Plan.

The Willamette River is the City's focus, with development and activities using and enhancing its significant features. All uses take advantage of this natural asset. There are nine public attraction locations along the river or in close proximity to the river's edge. The land uses adjacent to the westside of the river are predominantly commercial/residential uses. The bridges are improved as both landmarks and passages, knitting the sides of the river together. The river becomes the binding element of the Central City.

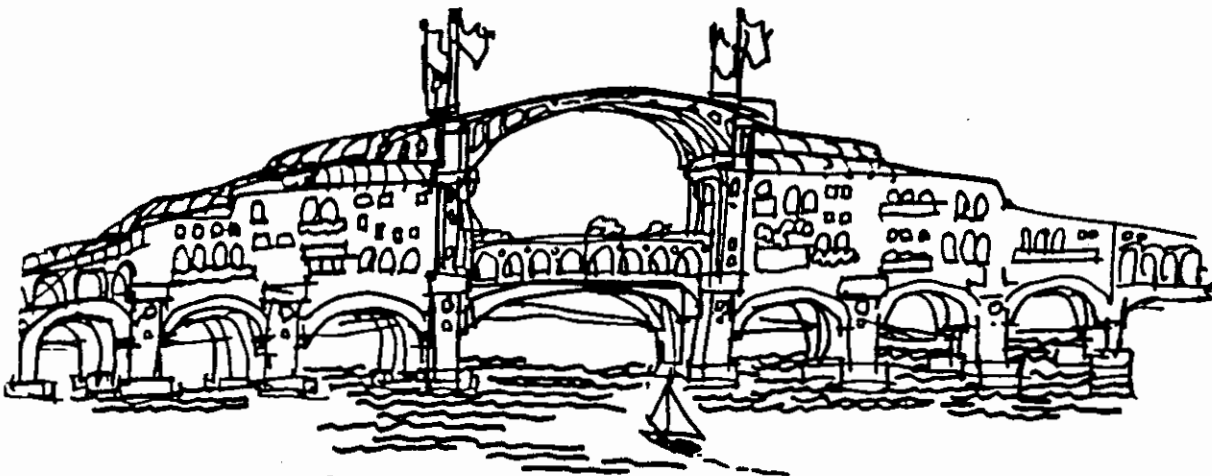
The transit corridors are the spine for future growth. The most intense development locates along the transit corridors allowing easy movement of people to and from their work places. Access to the transportation system, within and surrounding the Central City, is intended to move goods and people to and from the manufacturing and distribution centers. The internal transit loop, which binds the eastside and westside, reinforces commercial, retail and housing uses along the Union/Grand corridor. As development occurs, this loop becomes more and more significant to the form and function of the Central City. In some areas light rail lines will also be used by vintage trolley. The trolleys will link the theme districts and major public attractions serving tourists and the local community.

The high density retail/office core will remain centered in the Downtown. Surrounding this area are complementary uses in a medium-density configuration. The Lloyd Center/Coliseum District functions as an extension of the Downtown, serving its adjacent neighborhoods and the Convention Center. The Union/Grand corridor not only supports the nearby workers and residents but also caters to a regional market. The Lloyd Center/Coliseum and Union/Grand corridor are second only to the Downtown's high level of density.

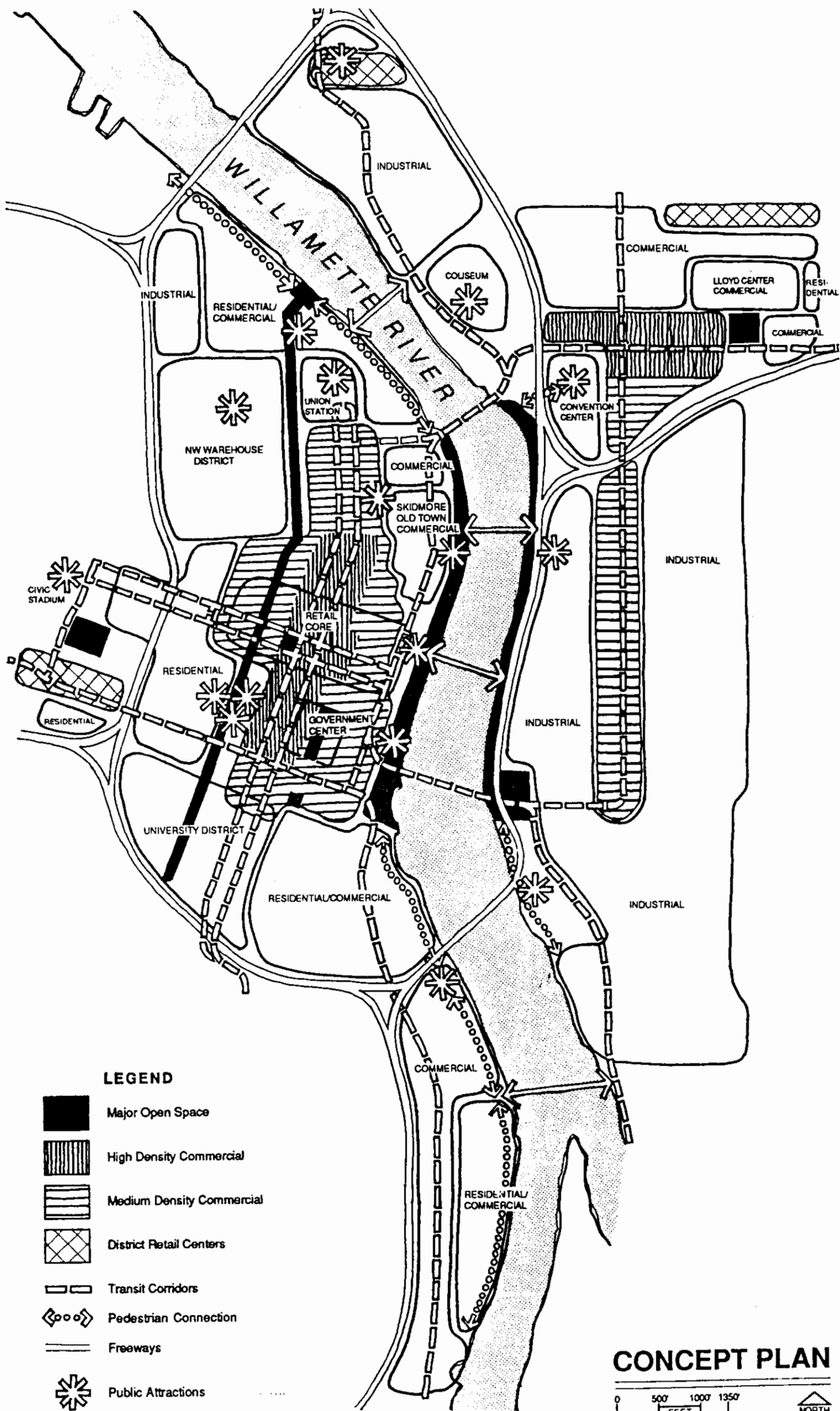
The lower density commercial areas will be retained and enhanced to support those working in each district and nearby residents. The Lower Albina District commercial center is also envisioned as home to historical buildings and entertainment activities.

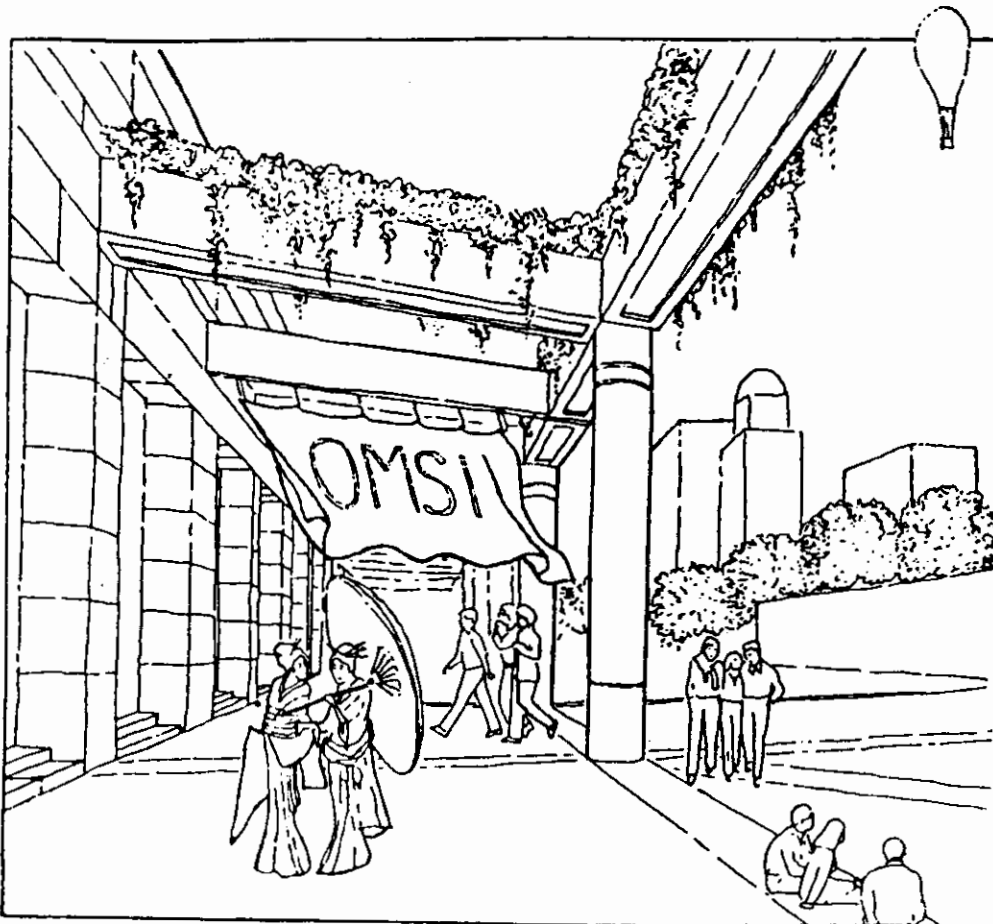
The industrial uses within the Central City remain viable. They serve the commercial activities within the urban core and provide locations for industries that need or benefit from an inner-city location. These uses are protected through the Comprehensive Plan Industrial Sanctuary designations.

Lastly, the park and open space system reflects the importance of the river. The pedestrian loop on both sides of the river is concentrated between the Steel and Hawthorne Bridges. As part of this loop, the Eastside Esplanade offers a place for recreation and rest for workers and residents. The importance of the Park Blocks system is strengthened by a continuous connection extending from Portland State University on the south to the river on the north. The North Park Blocks are to be extended through the northwest railyards as conversion to more active uses occurs.



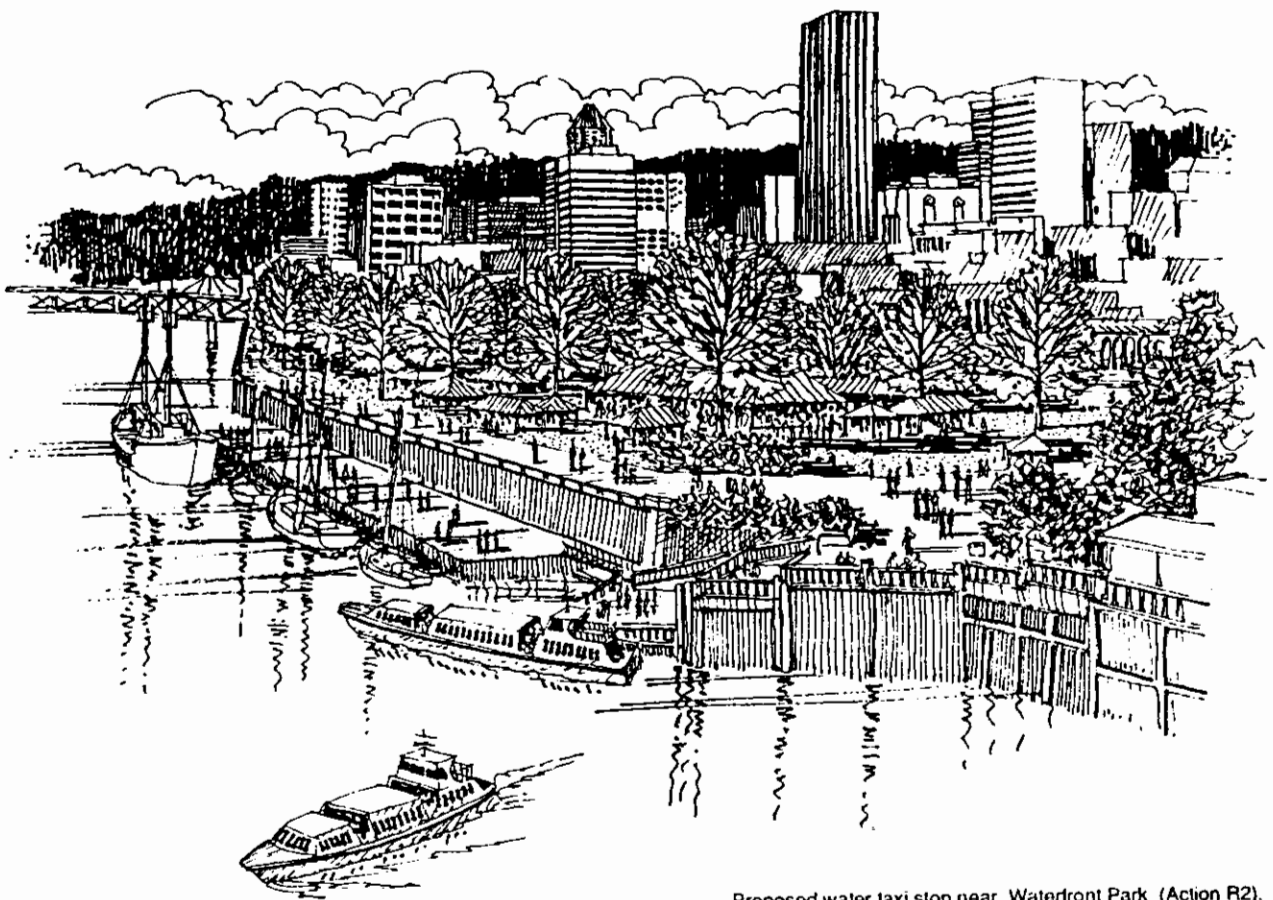
An artist's concept of a new Portland bridge, similar to Florence, Italy's famous Ponte Vecchio. The bridge serves as a pedestrian, non-vehicular bridge with retail shops and possibly housing or offices.





Artist's concept of the new OMSI with an international theme.

CENTRAL CITY PLAN



Proposed water taxi stop near Waterfront Park (Action R2).

A Vision of the Central City in the Future

*'I pray you, let us satisfy our eyes
With the memorials and the things of fame
that do renown this city.'*

William Shakespeare, "The Twelfth Night"

The City is the legacy we leave for the future. Each generation makes its contribution. This Central City Plan is today's attempt to define and refine our legacy to Portland. Our dream of how our City should be and could be for the next generation is presented in this Plan. Such a plan is a statement of confidence, optimism and belief in ourselves, a statement that our City can change and become a better place.

This Vision sets forth the aspirations of this planning effort. In the future, the Vision will be used when the Plan is amended or interpreted to ensure that the values it embodies are not lost. The vision statement is in the present tense, as if we were speaking of the City today. While our vision is to continue many aspects of today's City, the vision should be read as describing the City we wish Portland to become in the next 20 years.



The Plan encourages the construction of an aquarium within the Central City.

We Envision, the Central City as the region's economic center, ...

The Central City remains the heart of the metropolitan area economy and the largest and most vital employment center in the region. A wide diversity of activities flourish and provide employment opportunities. Here is found a regional center for administration, finance, professional services and government activities. The area houses a strong retail center that offers the most diverse range of goods and services in the State.

Industrial uses have a strong presence in the Central City. Oregon's largest concentration of incubator industries is found here. They are supported by a centralized warehousing and distribution base and manufacturing activities benefiting from a centralized location. The Willamette remains a working river, linking Portland with river traffic from the Willamette and Columbia basins.

A major center of culture and education, the Central City provides training needed by its citizens for success and personal enrichment. The Central City houses one-of-a-kind cultural, entertainment and ceremonial facilities and hosts many exciting celebrations and events. Here we are only a short walk from work, classes, dining, music, theater and home. This closeness reinforces the tie between the Central City's economy and a large residential community. People live here because they enjoy being in the midst of the glitter and the excitement of Oregon's urban center.

and its transportation hub, ...

A diverse transportation system serves and supports Central City growth but does not dominate the environment of the area. A regional light rail system extends radially to link surrounding neighborhoods and communities together with and through the Central City. Driving to and within the area is pleasant, and parking is available for those needing to travel by car. Vintage trolley lines and water taxis link cultural, historical, educational and recreational attractions together with retail areas within and outside the core. Walking and bicycling are pleasurable means of travel on attractive, convenient and safe routes which unite the Central City with adjacent neighborhoods. Residential communities within and near the Central City are protected from the noise and congestion of through traffic.



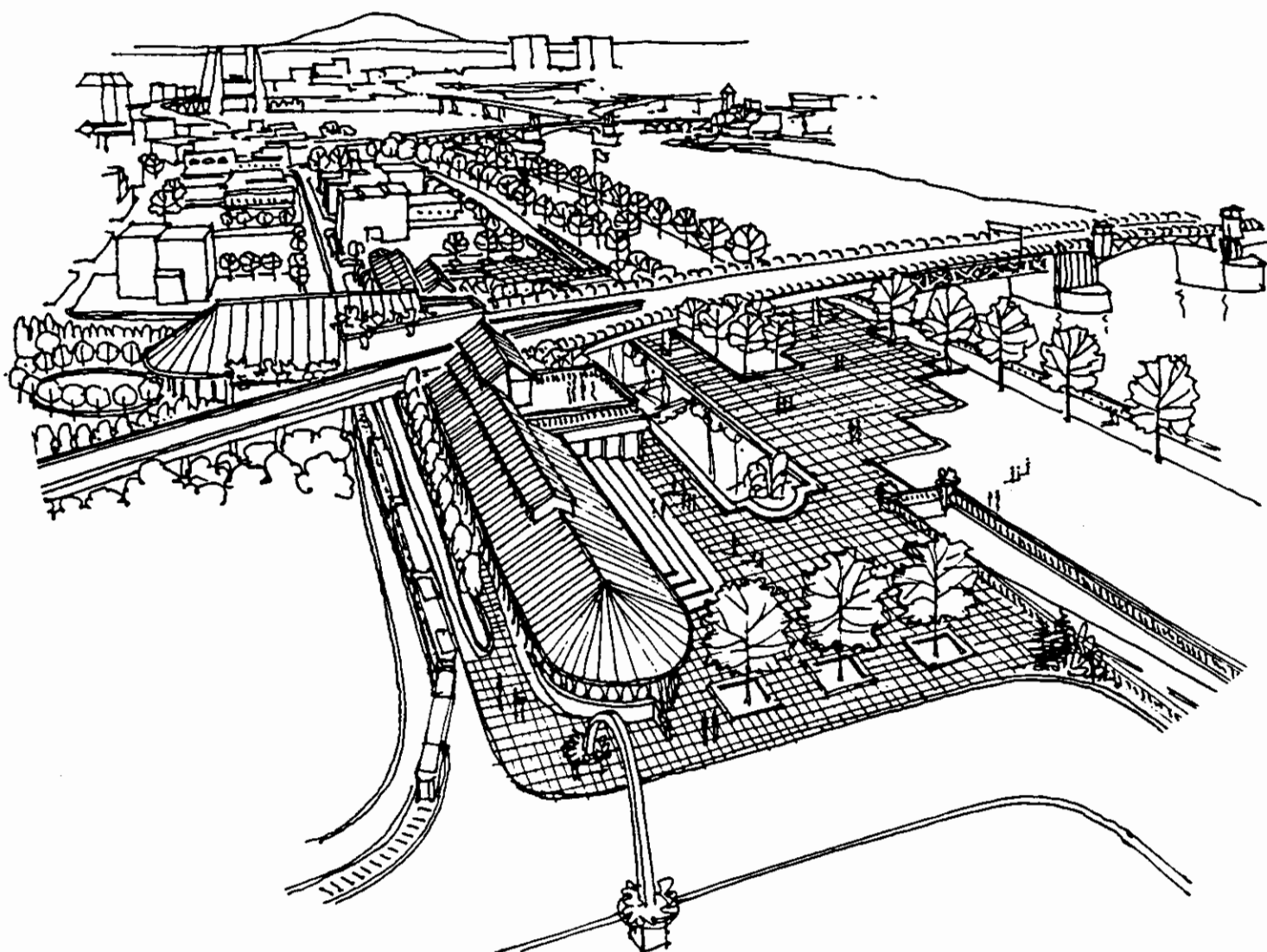
MAX, the Light Rail system, carries thousands of employees to and from work during the week and on week-ends carries thousands to public attractions such as Saturday Market.

with an exhilarating environment, ...

Throughout the Central City, buildings use natural materials and maintain a human scale. Structures and places of historical or architectural significance are surrounded by new compatible development. The City's skyline has grown. Following major transit corridors, a procession of distinctive towers have added to Portland's architectural heritage. Engaging architecture abounds in lower intensity areas where designers have carefully reinforced the special identity and character of the Central City's many distinct districts.

The Central City is a vital, exciting and active place which operates 24 hours a day. Its retail area sidewalks are lined with shops and full of people. Office buildings and residential towers glitter amongst parks, plazas and streets lined with stately trees. Light rail lines and electric trolley buses quietly glide down its streets transporting workers, shoppers and visitors. Walks, gateways and parks are rich with public art.

Trees line walks and major transportation corridors, providing shade and habitat and reinforcing a Central City network of green spaces. Open spaces offering an opportunity for rest and quiet are found throughout the Central City. Streets, sidewalks, trails, plazas and parks are free of litter, well-maintained and richly planted. The natural setting of the Central City is accentuated with buildings, open spaces and streets which blend with the Tualatin Hills, the Cascades, and river vistas to create a dramatic backdrop for an attractive and memorable place.



Covering Front Avenue and constructing a Public Attraction, such as a botanical garden and conservatory, are proposals for the S.W. Morrison bridge ramp area. This would improve pedestrian access to Waterfront Park and reinforce the park, improving its link with the retail core and the rest of Downtown.

that focuses on the Willamette River, ...

The air is fresh and the Willamette River is clean, inviting and accessible from both banks. Urban in nature, the riverfront is lined with a mixture of activities and open spaces. New buildings focus on the Willamette taking advantage of views of the waterfront's natural beauty and riverfront activities. Building heights step down to the river, preserving and enhancing views to and from the water. Access to the riverbank and the water's surface is available at frequent intervals. Along both sides of the Willamette public attractions offer cultural, educational and social opportunities to enjoy the City and the River. The water taxi system connects waterfront activities and attractions.

The Greenway Trail runs along the banks of the Willamette. This river trail loop ties the Central City to a larger system of walks that lead to surrounding districts and neighborhoods. These walkways also link a network of parks and open spaces which provide settings for wildlife and human activity.

a good place to live, ...

A wide choice of housing types and prices is available for a diversity of urban lifestyles and incomes. Residential development is clustered in neighborhoods where the needs of the residents for support goods and services, including social services, can be met. Opportunities for socializing, recreation, quiet and solitude are all close at hand, as are facilities and events which enrich the mind and spirit.

a city that cares, ...

Social and health services are available and provide dignified care to dependent populations. The community offers training and support for those able to become more independent.

where we work together.

The public and private sectors work together pursuing the continued strengthening and growth of Portland's economy, diverse employment base, and cultural and educational activities. City government is open and accessible. It provides leadership in promoting and implementing public policy. Government is willing and able to respond quickly, creatively, and efficiently to provide innovative ways of meeting the challenges facing the community. The private sector participates in the success of government by actively helping in decision-making and adding its talent to help solve community problems.

Regulations, laws, and policies are interpreted and enforced equitably and justly. The Central City is a place which feels and is safe for all its citizens. Cultural and ethnic diversity is celebrated, and personal freedom is cherished and protected. Business supports the cultural and educational life of the City. Government encourages business, civic and neighborhood organizations to participate in decision-making and in helping it honestly evaluate its successes and failures.

Above all, we envision a livable city!



Placement of additional pieces of public art and a variety of affordable events are Plan recommendations to promote art in the South Park Block Cultural District.

CENTRAL CITY PLAN GOAL

Encourage continued investment within Portland's Central City while enhancing its attractiveness for work, recreation and living. Through the implementation of the Central City Plan, coordinate development, provide aid and protection to Portland's citizens, and enhance the Central City's special natural, cultural and aesthetic features.

Comprehensive Plan Policy 2.24.

The Central City Plan goal summarizes the intent of the Plan's 21 policies and their respective further statements. This goal, also a Comprehensive Plan policy, is used to guide future City programs, major capital projects and other funding decisions. Where major development decisions are being proposed, State law requires consistency with the City's Comprehensive Plan.



CENTRAL CITY PLAN

POLICIES WITH ACTION CHARTS AND MAPS

The following list of policies and further statements are the core of the Central City Plan. The policies are divided into two groups: functional area policies and district policies. There are thirteen functional policies and eight district policies. Each policy is accompanied by further statements which are considered to be part of the policy and have equal importance. They are intended to elaborate on the policy and provide details needed for application and interpretation in the future. The policies and further statements contained in the Central City Plan are policies of the City's Comprehensive Plan.

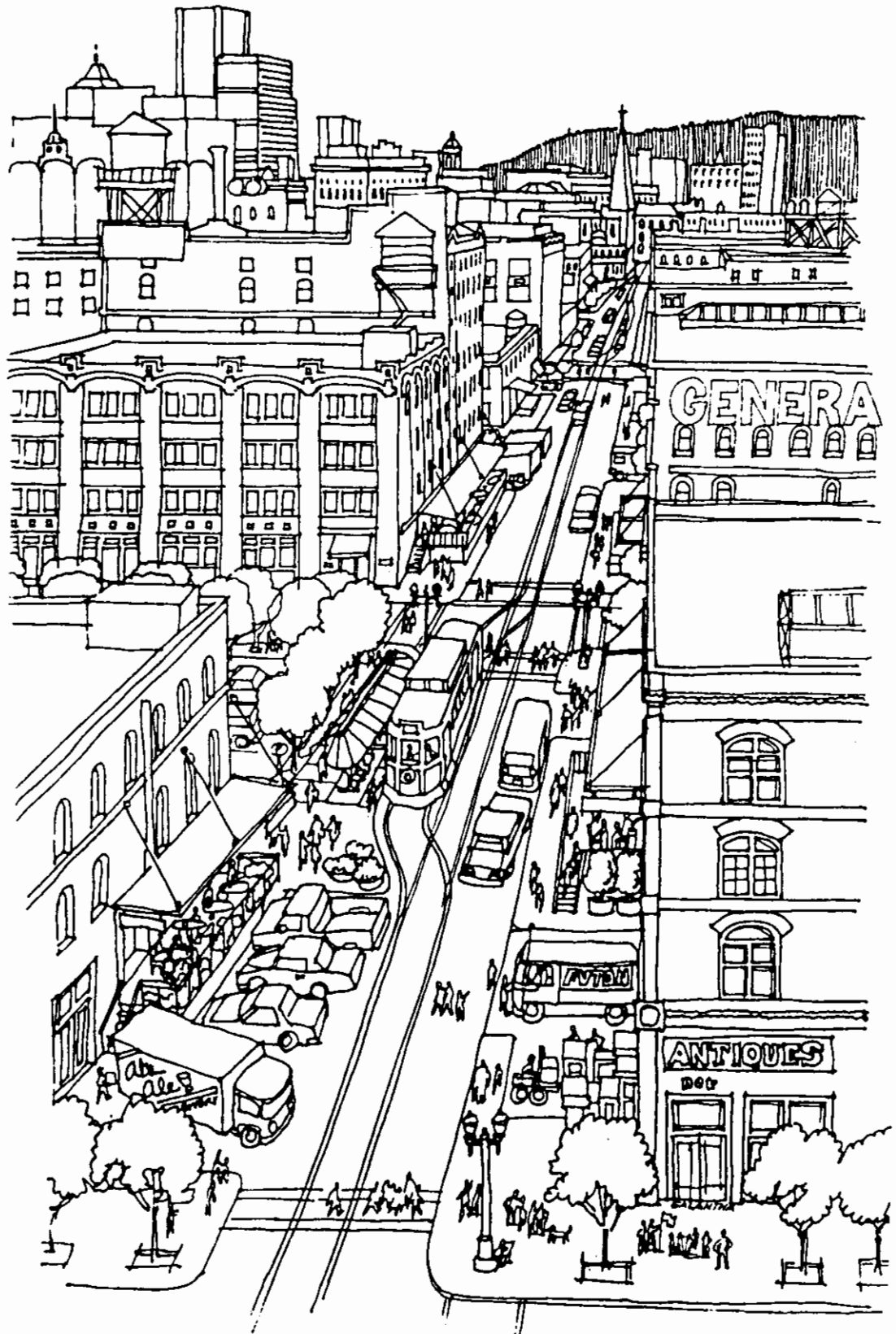
The action charts and maps illustrate the ideas for implementing each of the Central City Plan policies. The actions are assigned a time-frame suggesting the appropriate schedule for when the project, program or regulation should begin. In some cases, the action is indexed to an explanation or reference to another action in the Details of Actions and Strategies, Plan and Supplemental Maps, and Code Amendments sections of this report. While most of the actions were adopted as part of the Plan by resolution, the actions which call for specific changes in zoning designations or in the zoning code were implemented at the time of adoption of the Plan by ordinance.

Action Chart Index

The following offices are referred to as possible implementing agencies for the strategies listed in the Action Charts. These offices may either oversee the implementing actions or carry out the projects and programs themselves. Many of the action items indicate private (Pvt.) sector action as well as action by a public agency. Where private sector action is indicated, generally the role of the public agencies, also listed, is to foster the private sector's involvement.

BOB--Portland Bureau of Buildings
City Council--Portland City Council
Env. Serv.--Bureau of Environmental Services
ER--Portland Exposition/Recreation Commission
Gen. Ser.--Bureau of General Services
GPCVA--Greater Portland Convention and Visitors Association
HAP--Housing Authority of Portland
HCD--Bureau of Housing and Community Development
HRB--Portland Human Resources Bureau
LID--Local Improvement District
MAC--Metropolitan Arts Commission
Metro--Metropolitan Service District
Mult.--Multnomah County
MYC--Metropolitan Youth Commission
ODOT--Oregon Department of Transportation
ONA--Office of Neighborhood Associations
Parks--Portland Bureau of Parks and Recreation
PCC--Portland Community College
PDC--Portland Development Commission
PDOT--Portland Department of Transportation
PIC--Portland Industrial Council
Planning (BOP)--Portland Bureau of Planning
PPB--Portland Police Bureau
Port--Port of Portland
PSU--Portland State University
SD1--Portland School District No. 1
State Legislature--Oregon State Legislature
Tri-Met--Tri-County Metropolitan Transit District

Functional Policies



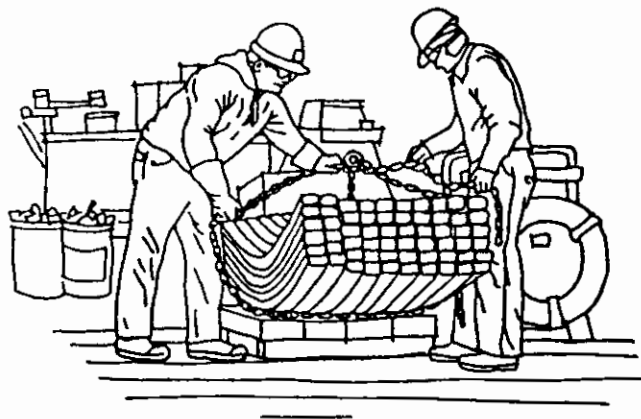
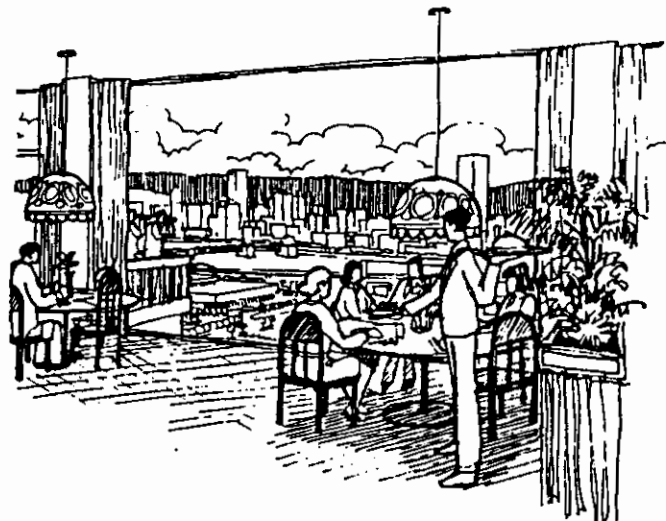
Vintage Trolley using existing tracks, could connect micro-breweries, artist galleries and wholesale retail outlets at the 13th Avenue Historical District in the Northwest Triangle warehouse area. (Action NW1)

Policy 1: ECONOMIC DEVELOPMENT

Build upon the Central City as the economic heart of the Columbia Basin, and guide its growth to further the City's prosperity and livability.

FURTHER:

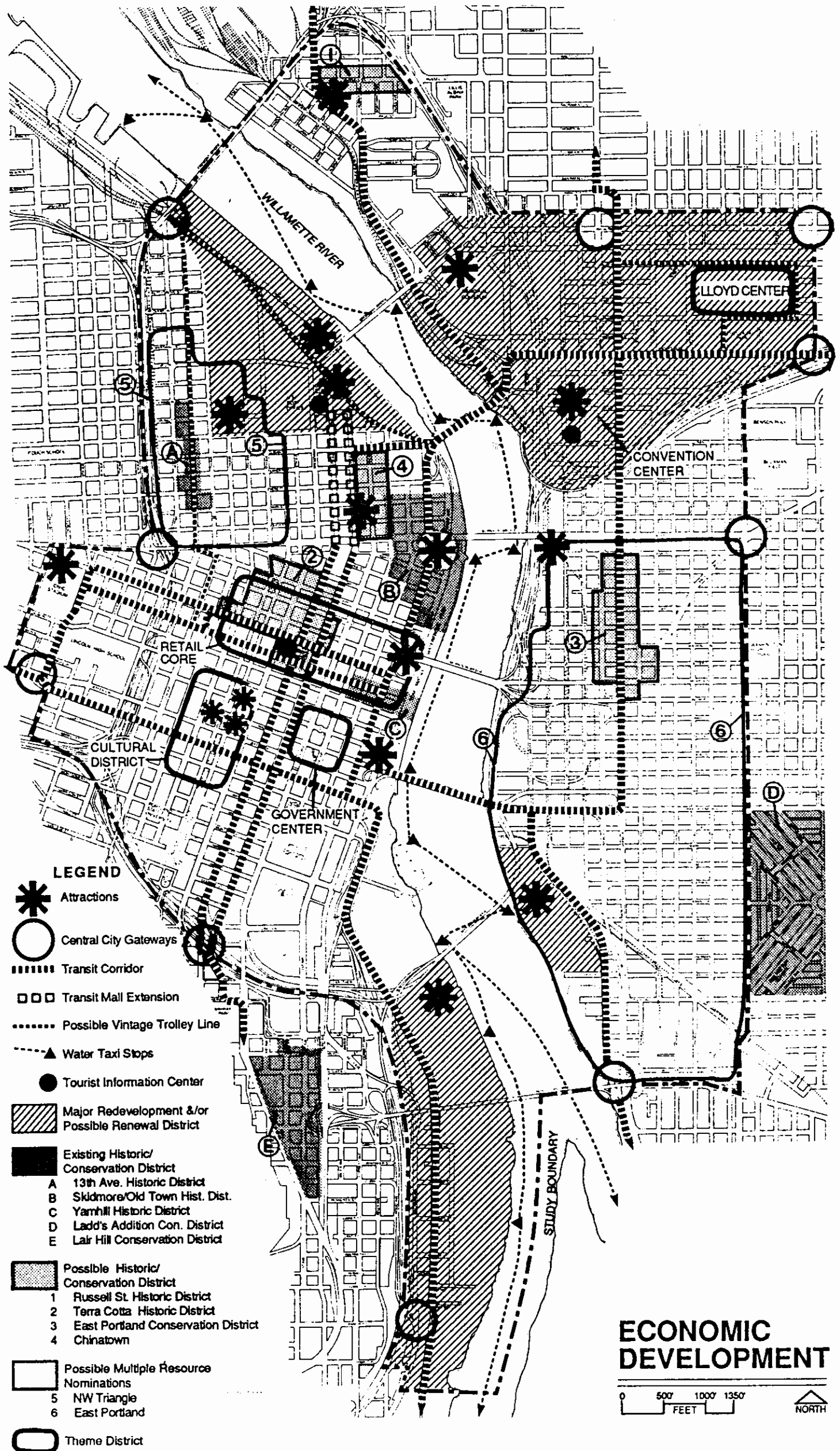
- A. Foster the development of at least 50,000 additional new jobs in the Central City by the year 2010.
- B. Enhance the Central City's dominance in finance, government, professional services, culture, entertainment, and as a business headquarters location.
- C. Strengthen the Central City's role as a retail center, tourist attractor, and center for diverse educational programs.
- D. Support and maintain manufacturing and distribution as significant components in the Central City economy.
- E. Capture the opportunities for new jobs and investment created by the new Oregon Convention Center.
- F. Support the retention and expansion of existing businesses while attracting and encouraging new businesses in the Central City.
- G. Build on and market the Central City's livability as a central component of Portland's economic development strategies.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
ED1	Establish a World's Fair committee to develop a specific fair proposal.		++++		City Council/Pvt.	
ED2	Study code regulation applications and interpretations, and recommend changes to assure consistency, promote efficiency and fairness.		++++		Planning	
ED3	Provide an adequate and affordable supply of Downtown short-term parking.		++++		PDC/PDOT/Pvt.	
ED4	Publish a Central City Developer's Handbook.		++++		Planning	
ED5	Create Central City promotional materials such as an audio/visual program spotlighting districts and multi-lingual guide books.		++++		PDC/Pvt.	
ED6	Provide tourist information at Pioneer Square, Union Station, the Convention Center and at other Central City attractions.		++++		Pvt./GPCVA	
ED7	Extend the vintage trolley and light rail system to link the Central City with Portland's commercial, high density housing and recreational areas and attractions outside the Central City.		++++		Tri-Met/Pvt./PDOT	P 84
ED8	Foster theme districts within the Central City: Chinatown, Northwest Warehouse District, all historic districts, Russell St. and East Portland.	++++			Planning/PDC	
	PROGRAMS					
ED9	Establish a marketing strategy to promote international trade.		++++		PDC/Port	
ED10	Encourage local, state and federal offices to locate in the Central City.		++++		Council	
ED11	Expand the Downtown retail core to Front Avenue.		++++		PDC	
ED12	Train city staff in problem-solving in reviewing development proposals.		++++		Planning/BOB	
ED13	Encourage coordination on major street work and construction projects in order to minimize disruption to businesses.			++++	Planning/BOB/PDOT	

NOTE: Proposals for actions shown on the Action Charts and maps were adopted through City Council Resolution. The projects, programs and regulations listed are a starting place. As studies are undertaken, some actions will need to be amended, or in some cases, replaced with other proposals found to be better or more feasible.



Policy 2: THE WILLAMETTE RIVERFRONT

Enhance the Willamette River as the focal point for views, public activities, and development which knits the city together.

FURTHER:

- A. Recapture the east bank of the Willamette Riverfront between the Marquam and Steel Bridges by expanding and enhancing the space available for non-vehicular uses.

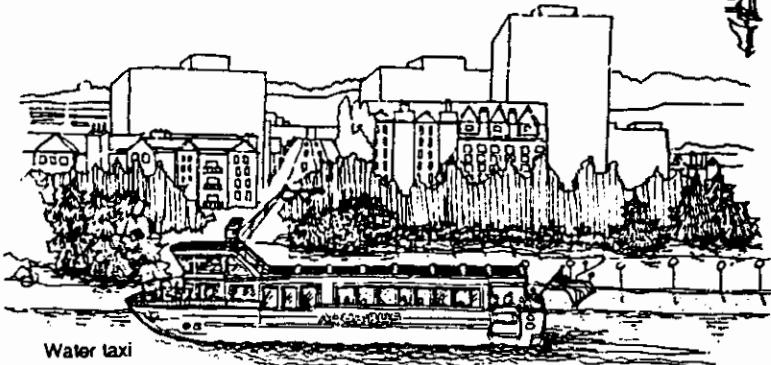
B. Locate a wide range of affordable and attractive public activities and attractors along the riverbank and create frequent pedestrian access to the water's edge.

C. Encourage a mixture of land uses along the river, while protecting opportunities for water-dependent uses, especially north of the Broadway Bridge.

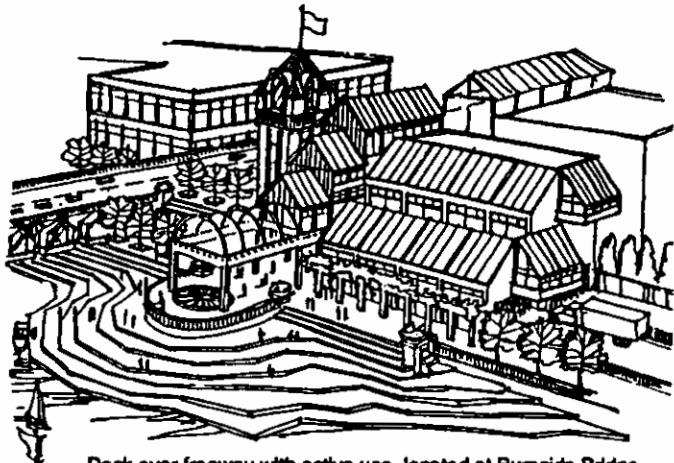
D. Maintain and improve public views to and from the river.

E. Improve the Central City's bridges for pedestrians and bicyclists and enhance the bridges role as connections between the two sides of the Willamette.
- F. Encourage development of facilities that provide access to and from the water's surface throughout the Central City.

G. Foster opportunities for touching and entering the Willamette River.



Water taxi

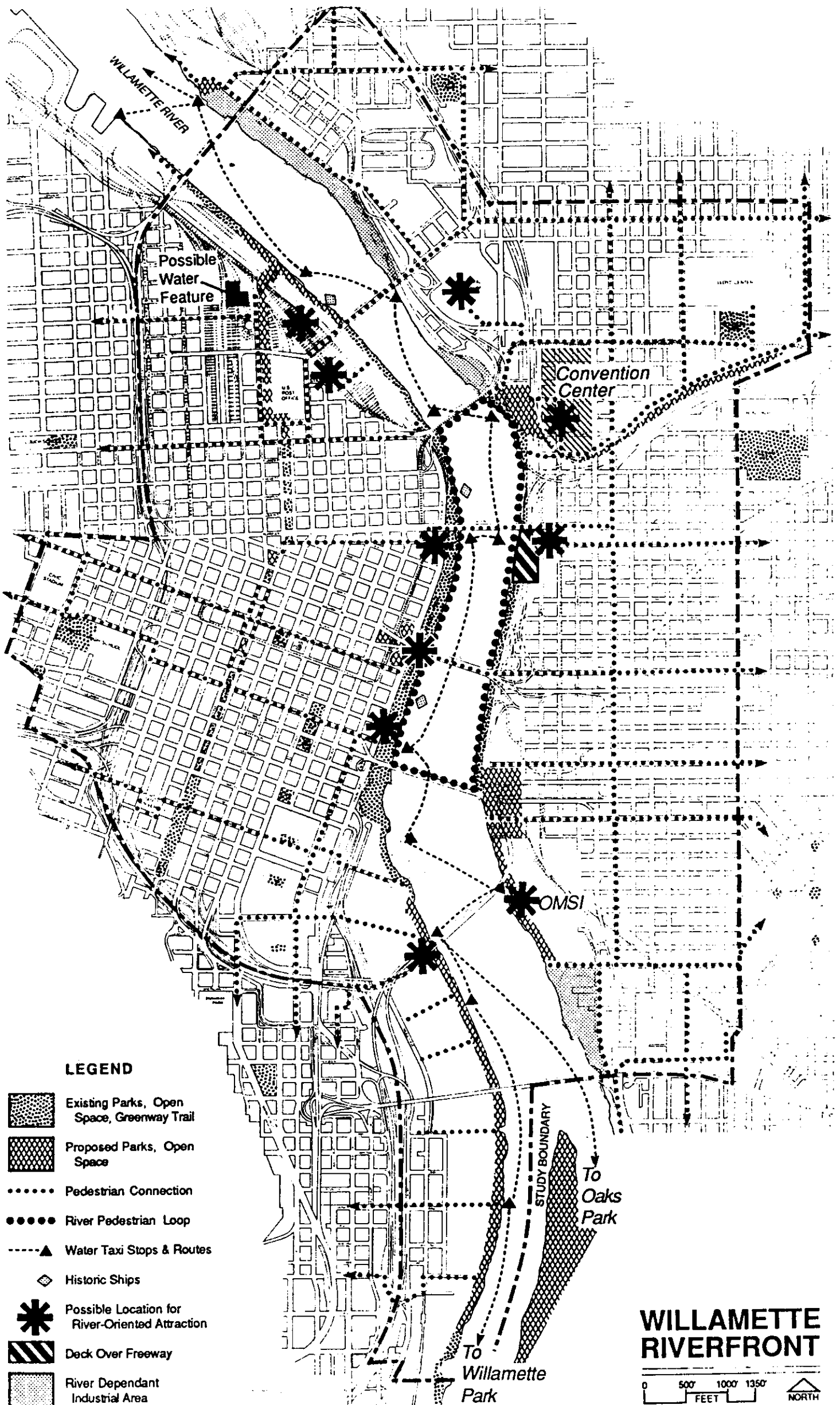


Deck over freeway with active use, located at Burnside Bridge.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
R1	Include a riverfront section in a Central City Developer's Handbook.		++++		Planning	P 84
R2	Create a river taxi system with stops at public attractions and existing piers.			++++	PDC/Parks/Pvt. Port/GPCVA	P 84
R3	Enhance the bridge walkways for pedestrians and bicyclists. Construct new features and maintain existing paths.		++++		PDOT	P 84
R4	Improve connections for pedestrians and bicycles to the bridges and from the bridges to the east bank waterfront.		++++		PDOT	
R5	Establish a public aquarium as a major attraction on or near the river.		++++		PDCMETRO	
R6	Illuminate Portland's bridges with night lighting.		++++		Mult. County/ MAC	P 84
R7	Enlarge the Oregon Maritime Museum on or near the riverfront.		++++		Pvt./PDC/OMSI	
R8	Study and make recommendations on feasibility and location of a bridge for pedestrians and bicyclists.			++++	Planning/PDOT	P 84
R9	Complete the development of the Greenway Trail within the Central City.		++++		PDOT/ODOT/Parks	
R10	Build a full size working replica of one of the tall ships important to Portland's history and dock it in the Central City.		++++		PDC/Private	P 85
R11	Create an inner-city riverfront loop trail between the Hawthorne and Steel Bridges, with a new rail level crossing on the Steel Bridge.		++++		Parks	P85
R12	Establish facilities that access the water's surface; temporary boat tie-ups, swimming areas, a light craft center, and moorages.		++++		Parks/PDC Planning/Pvt.	
R13	Establish rivercraft tie-up facilities to allow access from the river to the river bank.		++++		PDC/Parks	P 85
R14	Encourage riverfront tours, particularly on a renovated Steamer Portland.		++++		Port/Pvt.	
	PROGRAMS					
R15	Preserve and enhance existing rights-of-way which extend to the river. Encourage the dedication of additional rights-of-way, especially where they line up with existing rights-of-way to provide access to the river through donations, condemnations, etc.		++++		PDOT	
R16	Protect views of the river on existing rights-of-way.		++++		Planning	P 85
R17	Enhance the role of the Central City bridges as gateways.		++++		Multnomah County	P 86
R18	Encourage recreationally-oriented retail uses along the river.		++++		BOP/Parks/PDC	
R19	Develop and distribute brochures and maps on riverfront recreation.		++++		Parks Bureau	
R20	Enhance fish and wildlife habitat along the river.		++++		Planning/Parks	P 86
R21	Preserve opportunities for river-dependent industrial uses.	++++			Planning	

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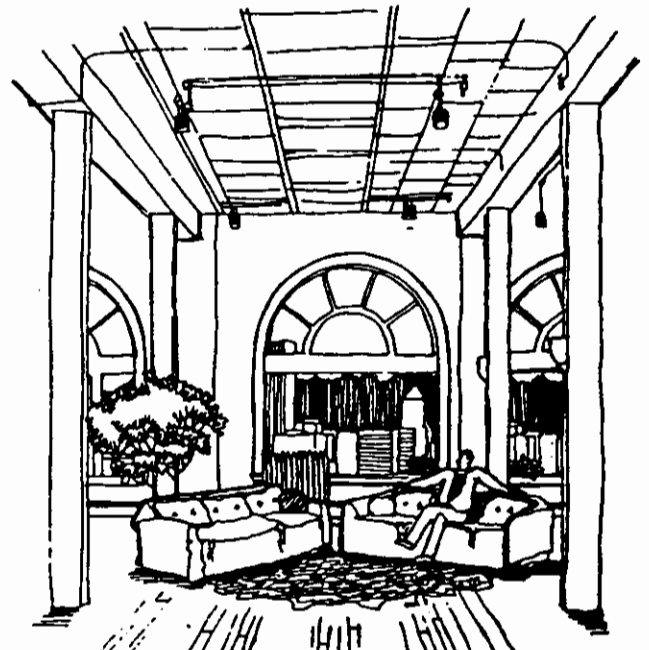


Policy 3: HOUSING

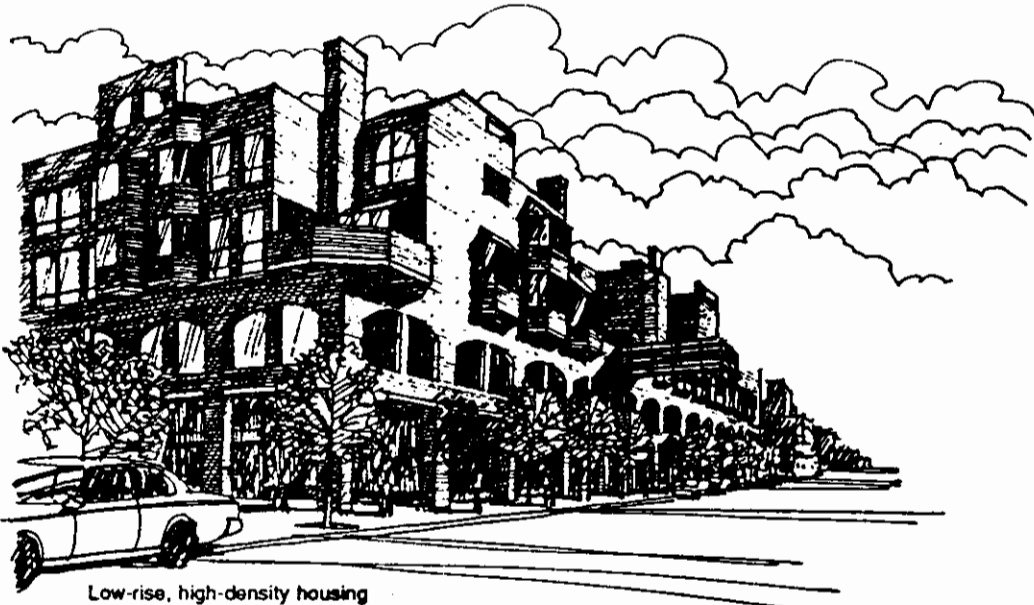
Maintain the Central City's status as Oregon's principal high density housing area by keeping housing production in pace with new job creation.

FURTHER:

- Promote the construction of at least 5,000 new housing units in the Central City by the year 2010.
- Preserve and encourage rehabilitation of existing housing.
- Encourage the development of housing in a wide range of types and prices and rent levels.
- Foster the growth of housing to help reinforce the Central City as a lively urban area, especially during evenings.
- Secure greater regional participation in addressing the housing needs of the homeless, low-income and other special needs populations.
- Where residential development is required, assure that when development of the housing is deferred to the future the housing site is designated and zoned residential.



Loft Housing. Conversion of obsolete industrial and commercial buildings into housing.

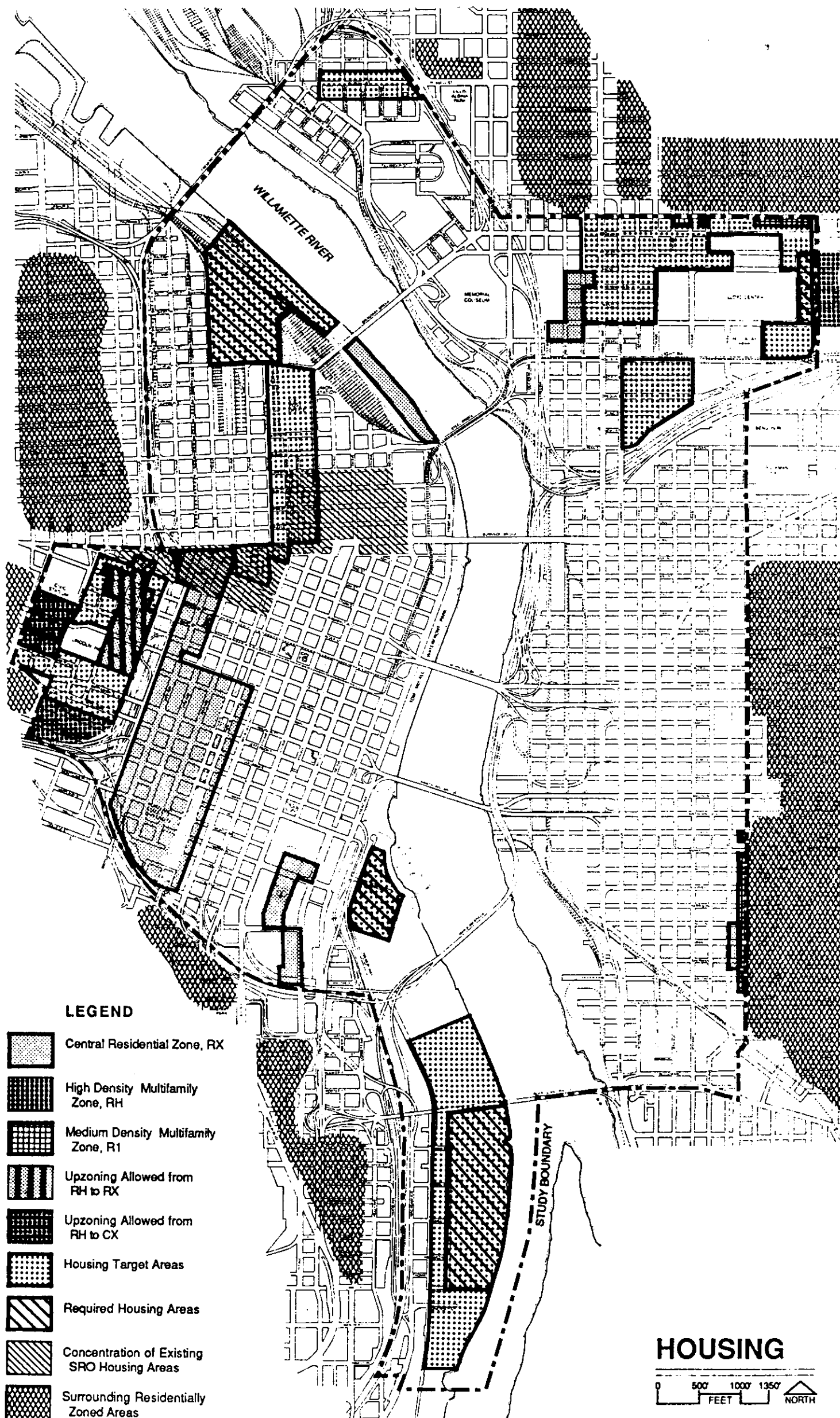


Low-rise, high-density housing










ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
H1	Study and make recommendations on building code amendments needed to allow safe/cost-effective creation of loft housing.		++++		Planning/BOB	
H2	Expand eligibility for property tax abatement for housing, in targeted areas, to include the entire Central City.		++++		State Legislature/ Planning	
H3	Provide year-round shelter for the homeless.		++++		HRB/Mult. County	
	PROGRAMS					
H4	Use urban renewal and tax increment financing programs to foster the development and preservation of housing in urban renewal districts, (particularly preservation of SRO housing).		++++		PDC	
H5	Establish a city housing trust fund for replacement of lost housing, construction of new housing and preservation of existing housing.		++++		Planning/PDC/ HAP/Mult. County	P 87
H6	Extend the Urban Homestead program to include conversion of obsolete and unused commercial and industrial buildings to housing.		++++		PDC	
H7	Encourage the State Board of Higher Education to build student housing on the Portland State University Campus.		++++		State Legislature	
H8	Establish an awards program for low, moderate and middle income housing construction and rehabilitation.		++++		Planning	
H9	Involve the Crime Prevention Office when reviewing the plans of major construction or redevelopment of housing projects.		++++		Planning/BOB/ PPD	
H10	Aggressively explore, develop and take action to create housing incentives, particularly taking quick action on those potential incentives identified during the Plan development process.		++++		Planning/PDC/ State Legislature/ Pvt.	P 87

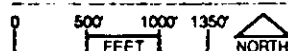
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LEGEND

-  Central Residential Zone, RX
-  High Density Multifamily Zone, RH
-  Medium Density Multifamily Zone, R1
-  Upzoning Allowed from RH to RX
-  Upzoning Allowed from RH to CX
-  Housing Target Areas
-  Required Housing Areas
-  Concentration of Existing SRO Housing Areas
-  Surrounding Residentially Zoned Areas

HOUSING

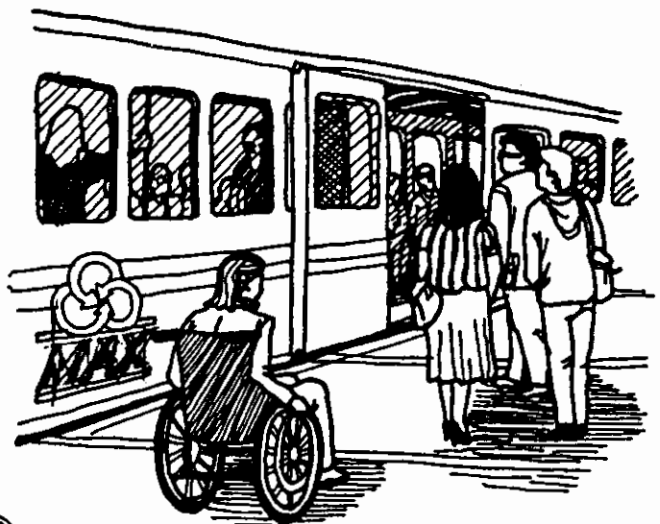


Policy 4: TRANSPORTATION

Improve the Central City's accessibility to the rest of the region and its ability to accommodate growth, by extending the light rail system and by maintaining and improving other forms of transit and the street and highway system, while preserving and enhancing the City's livability.

FURTHER:

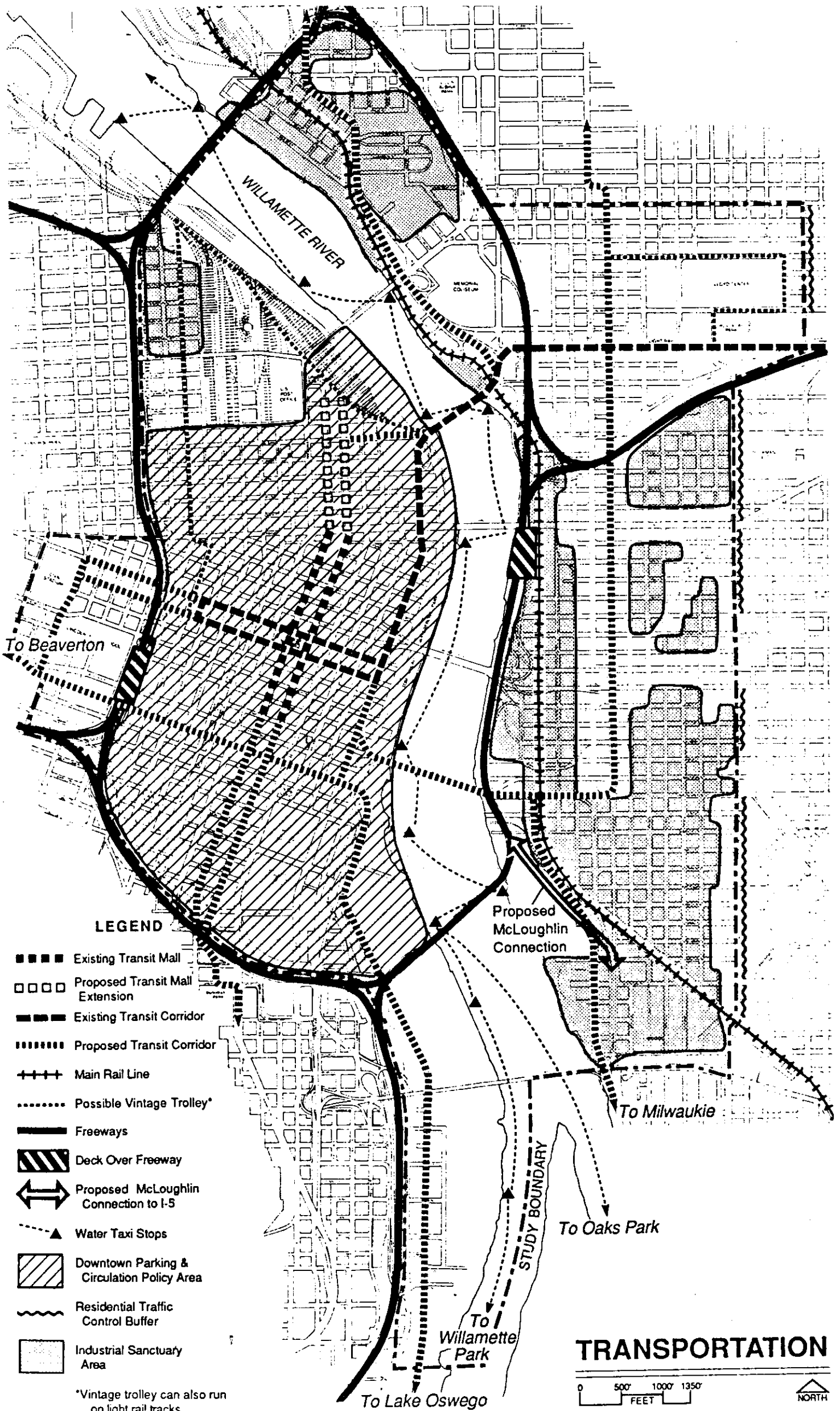
- A. Develop the Central City as the region's transportation hub through construction of a regional light rail transit system.
- B. Work with Tri-Met and other metropolitan area jurisdictions to locate and obtain funding to complete the regional light rail transit system.
- C. Support transportation facility improvements that improve the flow of traffic to, within and through the Central City.
- D. Recognize that parking is an important element in the transportation system which supports growth and ensure that each district has adequate parking while improving air quality and traffic flow.
- E. Encourage the use of bicycles and other alternative modes of transportation for general access into and within the Central City by improving the pleasure and safety of the transportation system.
- F. Separate bikeways and pedestrianways wherever it is both practical and possible, especially in parks and open spaces.
- G. Protect residential neighborhoods from auto and truck through-traffic.
- H. Develop new systems and better utilize the existing transportation system to promote tourism by connecting the City's hotel, retailing, recreational, cultural and entertainment attractions.
- I. Improve the movement of goods to, from and within the Central City.
- J. Develop an integrated transportation system where each mode, and the system as a whole, is both efficient and practical.
- K. Preserve access for all transportation modes on rights-of-way that lead directly to and from bridges.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
T1	By January 1, 1989 finish a feasibility and engineering study for the two mile stretch of freeway—Eastbank Freeway.		++++		Planning/PDOT/ODOT	P 88
T2	Engineer and construct the west-side light rail line.		++++		Tri-Met	P 88
T3	Plan and construct the remaining portions of the regional light rail system.			++++	Tri-Met	
T4	Plan and construct an inner city transit loop (possibly on Grand Ave).			++++	Tri-Met	P 88
T5	Allow the use of some local service streets in industrial areas for angled parking for employees, and for loading.		++++		PDOT/PDC	P 89
T6	Develop informational guides, directional signs and maps explaining the location and operation of auto and bike parking within the Central City.		++++		Planning/Pvt.	
T7	Design and install traffic control devices to keep through auto and truck traffic from infiltrating into residential neighborhoods.		++++		PDOT	
T8	Clearly designate and sign truck routes to and within industrial areas.		++++		PDOT	
T9	Further study the proposed connection from McLoughlin to I-5.		++++		ODOT/PDOT	
T10	Create a safe, clear and pleasant system of walkways and bikeways.		++++		PDOT/PDC	P 89
T11	Reinforce the Union Station area as a transportation center.		++++		PDC/PDOT/Pvt.	
T12	Develop a system of short-term parking facilities in the Central City.		++++		PDC/PDOT/Pvt.	
T13	Develop an improved parking data system.		++++		PDOT	
T14	Develop a parking strategy for each Central City district, and for specific sectors within the Downtown, review and make recommendations on the parking needs of each district. Update this information regularly.		++++		PDOT	
T15	Encourage the development of Bike Central" bicycle commuter facility near employment centers.		++++		Parks/Pvt./PDOT	
	PROGRAMS					
T16	Encourage reduced parking rates on weekends and at night.		++++		Gen. Serv./Planning/Pvt.	P 89
T17	Encourage new parking facilities to stay open in the evenings/weekends.		++++		PDOT/PDC/Pvt.	

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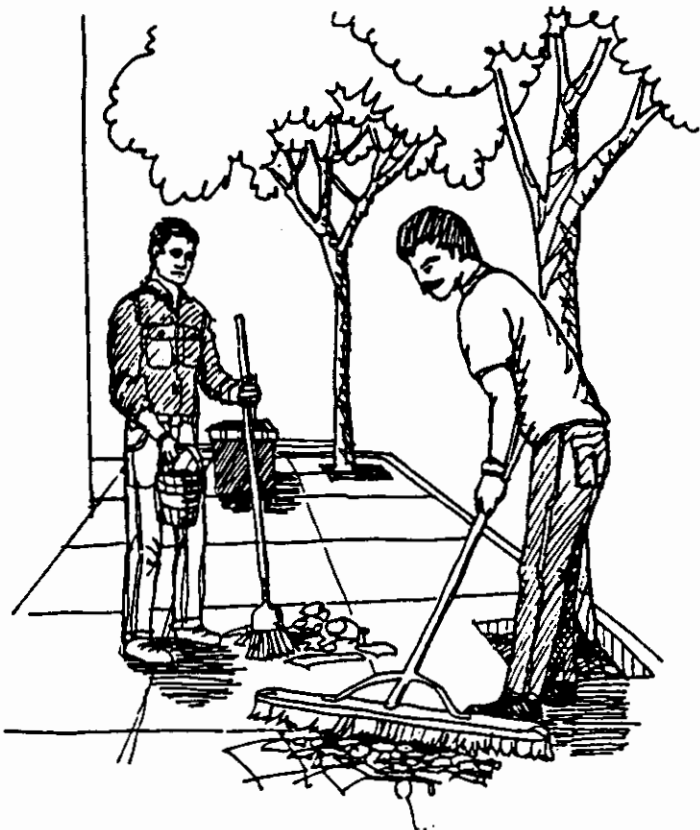


Policy 5: HUMAN SERVICES

Provide social and health services for special needs populations, and assist dependent individuals to become more independent.

FURTHER:

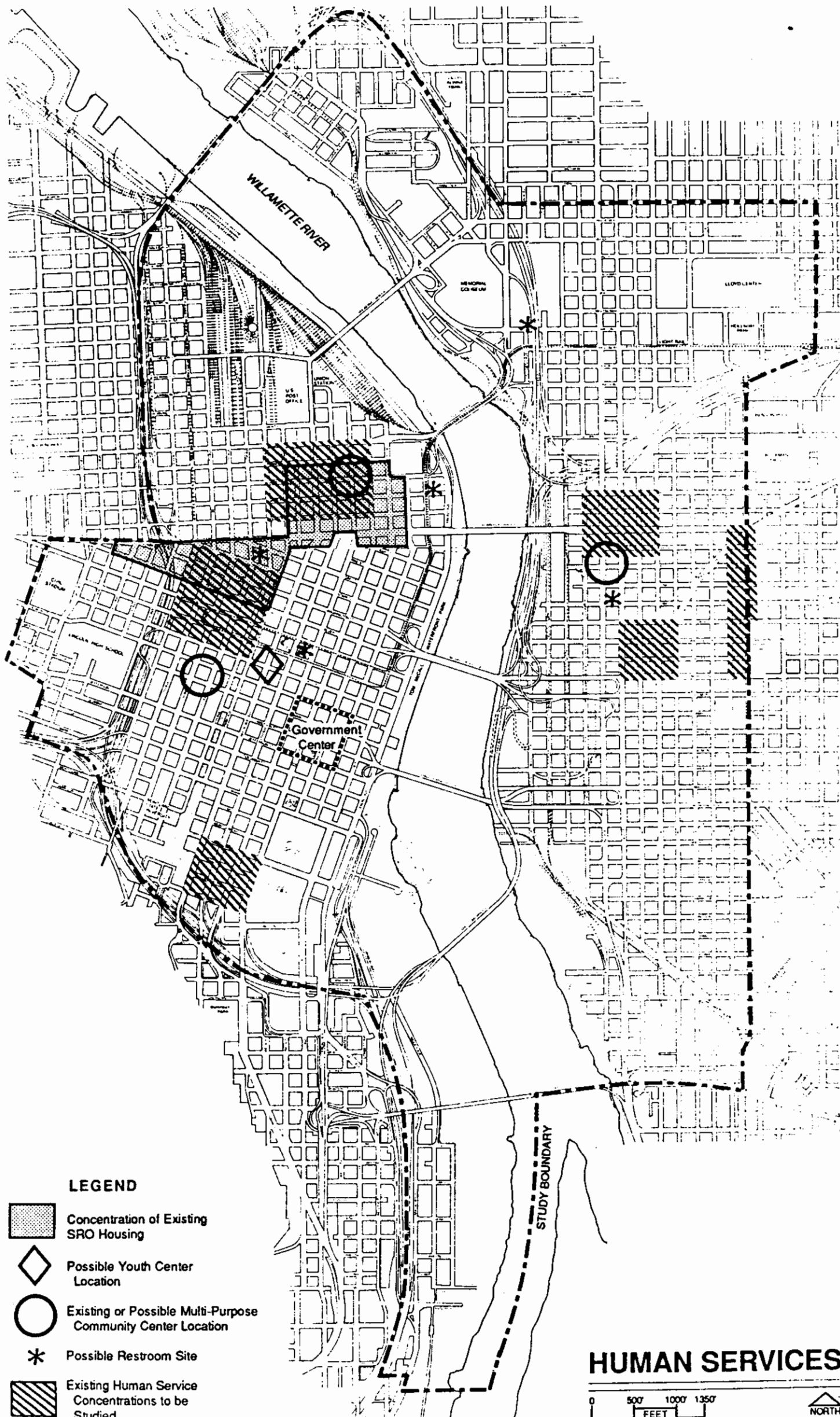
- A. Create opportunities for job training and employment.
- B. Ensure that those in the greatest need receive aid and that it is given in a dignified and caring manner.
- C. Reduce conflict between members of special needs populations and other residents, workers and visitors to the Central City.
- D. Protect and preserve the City's single room occupancy (SRO) housing resource.
- E. Encourage agreements concerning the location and density of social service facilities and the populations they serve in the Central City.
- F. Support efforts to coordinate the delivery of social services, and actively support provision of community-based care and other innovative models of service provision.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
HS1	Obtain increased State funding for human service programs.		++++		State Legislature	
HS2	Encourage county-wide and region-wide recognition and participation in efforts to address the problems of homeless and low income people.		++++		HRB/PDC	
HS3	Conduct a study and determine how human service resources should be allocated to best assist those in the greatest distress.		++++		HRB/Mult. County Pvt.	
HS4	Develop a plan for the location of public restroom facilities such as pissoirs.		++++		Planning/Parks Gen. Svcs./Pvt.	
HS5	Conduct a study to develop a city-wide plan that will guide the siting and expansion of social service facilities which directly provide food, temporary shelter, clothing or medical or counseling services.		++++		Mult. County/PDC/ Planning/Pvt.	P 90
HS6	Create a community center which provides a social gathering place and clean-up facilities for special needs populations.		++++		HRB/Pvt.	
HS7	Study and make recommendations on the transitional employment needs of special needs populations.		++++		HRB/Pvt.	
HS8	Establish additional health clinics offering care and prevention programs to teenagers, indigents, the homeless and prostitutes.		++++		Mult. County/Pvt.	
HS9	Establish a youth center offering recreational programs, health care, counseling and job placement services.		++++		HRB/Mult. County/ MYC/Pvt.	P 90
	PROGRAMS					
HS10	Create an adopt-a-room program supporting SRO housing.		++++		HRB/Pvt.	P 90
HS11	Establish a centralized human services information center.		++++		Mult. County	P 91
HS12	Expand jobs programs for the chronically unemployed to do community service tasks.		++++		PIC/HRB/Pvt.	
HS13	Encourage firms doing business with the city to have first source hiring agreements with the city.		++++		City Council/PDC	
HS14	Provide attendants in public restroom facilities.		++++		Park/Gen. Srv./Pvt	P 91
	REGULATIONS					
HS15	Facilitate the location of day care businesses near employment centers.		++++		PDC/Planning/Pvt	

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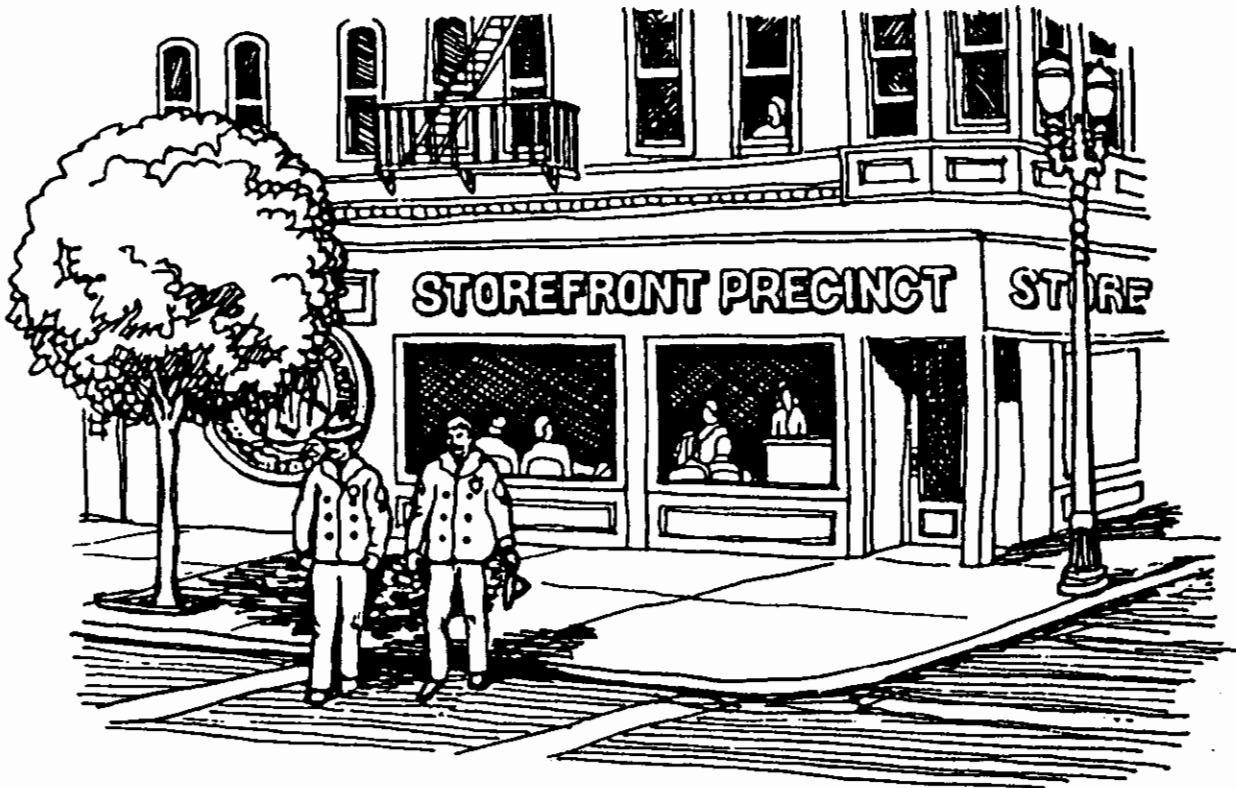
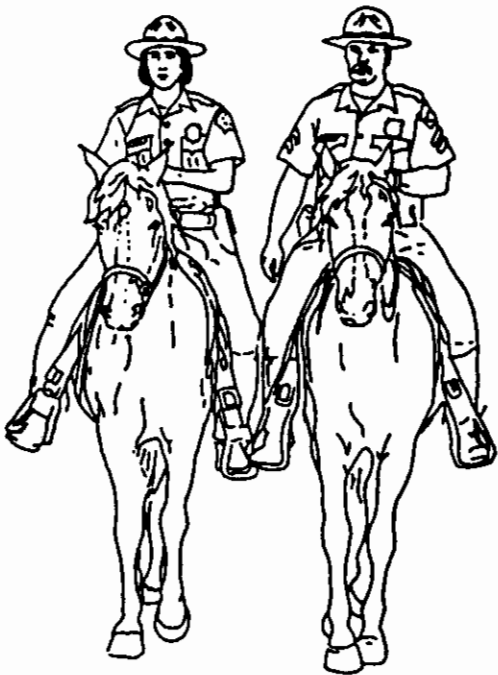


Policy 6: PUBLIC SAFETY

Protect all citizens and their property, and create an environment in which people feel safe.

FURTHER:

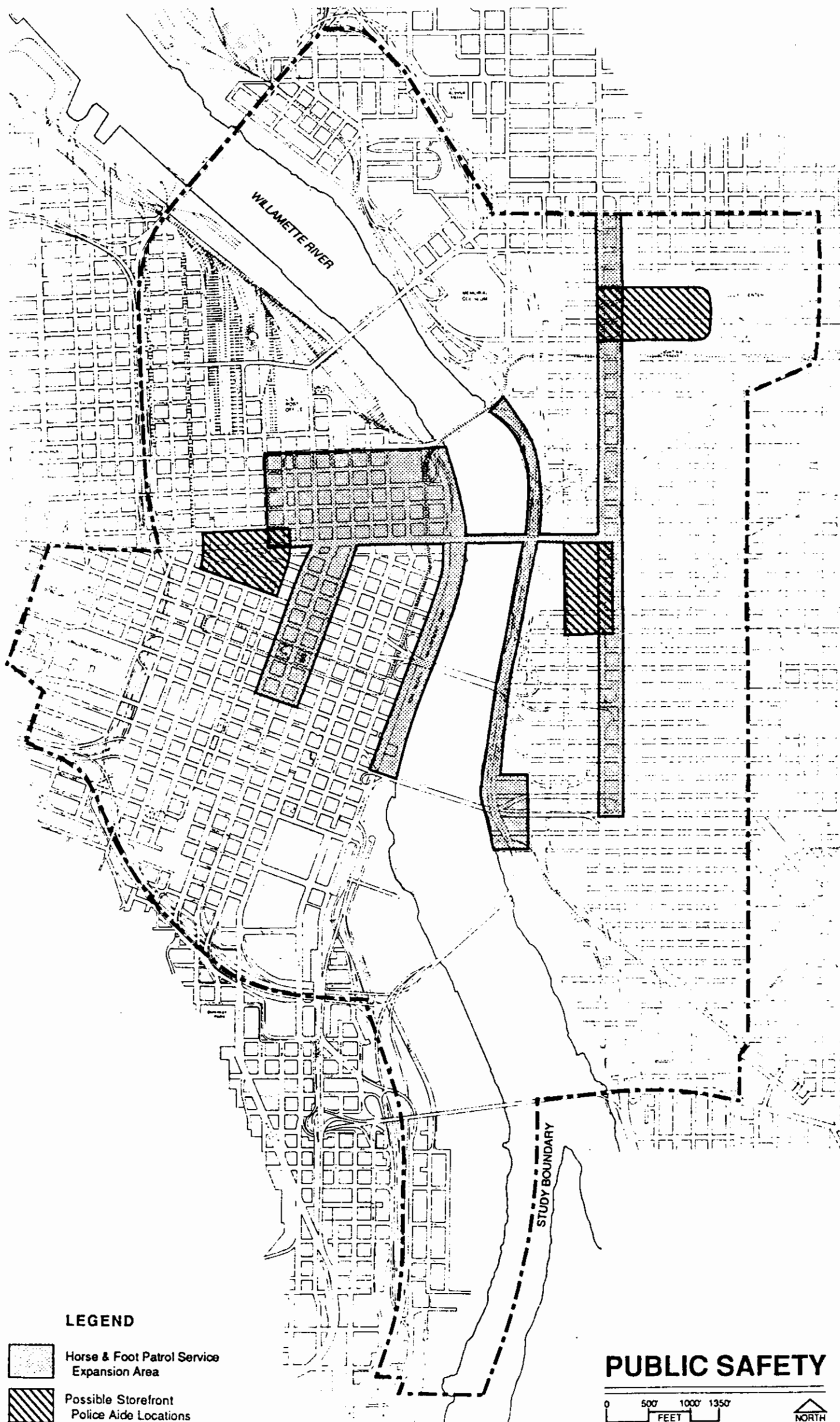
- A. Foster the development of a vital "24-hour" city which encourages the presence of people and decreases the likelihood of crime.
- B. Increase the visibility and accessibility of police.
- C. Create safer areas through environmental design.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
PS1	Establish storefront police aide centers in high crime areas.		++++		PPB/Pvt.	P 92
PS2	Include guidelines for creating "defensible spaces" in a Developer's Handbook.		++++		Planning/PPB	
PS3	Study and make recommendations on street lighting needs, particularly in parking lots.		++++		Planning/PDOT	
	PROGRAMS					
PS4	Consider assessment districts to fund special public safety programs, i.e., storefront police aide centers, horse patrol, etc.		++++		PPB	P 92
PS5	Increase horse and foot patrols in commercial and tourist areas.		++++		PPB	P 92
PS6	Create a force of park "rangers" who provide information and supervision of public spaces, parks, malls, tourist areas and shopping streets.		++++		Parks	P 92
PS7	Expand crime prevention and public safety educational programs.		++++		PPB	
PS8	Encourage longer hours of operation for retail businesses.		++++		PDC/Pvt.	
PS9	Establish a crime watch program for Central City residents/businesses.		++++		ONA/Pvt.	

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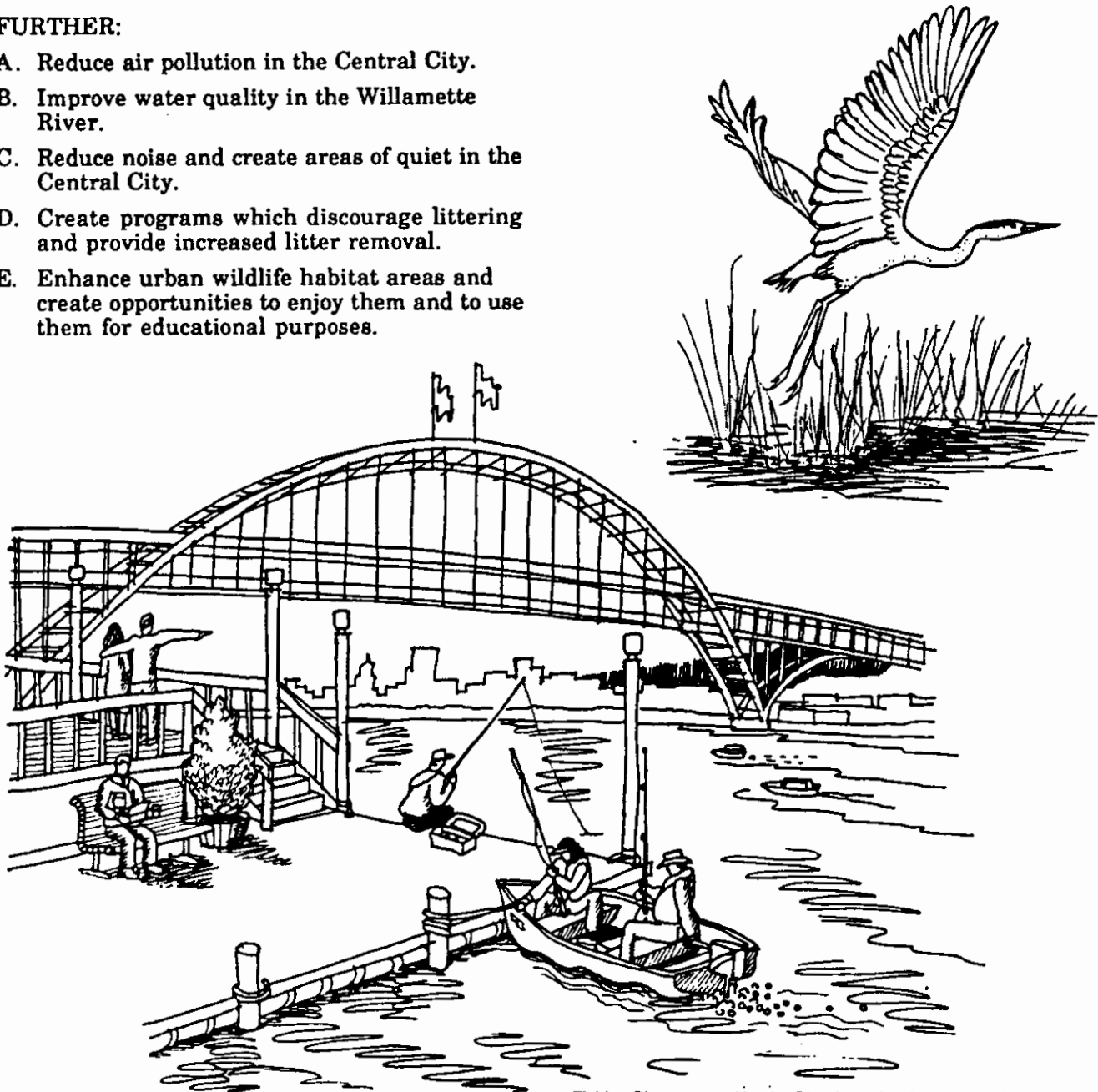


Policy 7: NATURAL ENVIRONMENT

Improve the Central City's environment by reducing pollution, keeping the Central City clean and green, and providing opportunities to enjoy nature.

FURTHER:

- A. Reduce air pollution in the Central City.
- B. Improve water quality in the Willamette River.
- C. Reduce noise and create areas of quiet in the Central City.
- D. Create programs which discourage littering and provide increased litter removal.
- E. Enhance urban wildlife habitat areas and create opportunities to enjoy them and to use them for educational purposes.

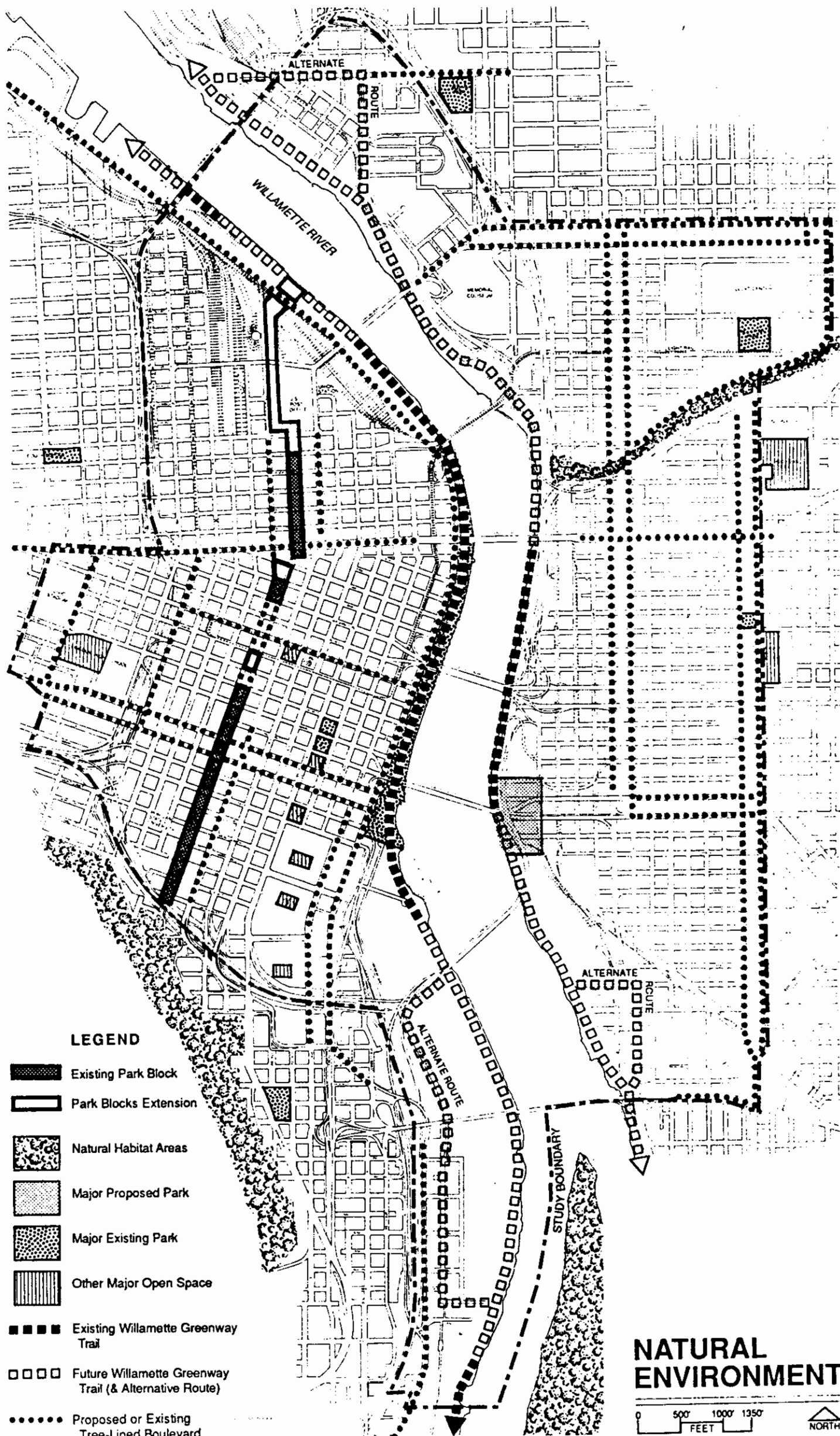


Fishing Pier proposed by the Plan for redevelopment on City land, just north of the Freemont bridgehead, on the river's east bank.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
NE1	Provide convenient trash receptacles throughout the Central City.		++++		PDOT/Pvt.	
NE2	Develop urban wildlife areas in public parks and open spaces.		++++		Parks	P 93
NE3	Develop and publish a brochure on the Central City urban wildlife habitat system and provide interpretive plaques in parks.		++++		Parks/Planning	
NE4	Examine water quality in the Portland Harbor and waste discharge controls in the Willamette Basin in light of planned beneficial uses for the harbor.		++++		Env. Services	
NE5	Provide waste disposal facilities for boats at marinas and tie-up docks.		++++		Env. Services/Pvt/BOB/Parks	
NE6	Establish a Central City litter clean-up campaign.				Pvt./Parks/Gen. Services	P 93
NE7	Encourage the enhancement of fish habitat areas and their utilization with projects such as constructing small fishing piers.		++++		Env. Services/Parks/Planning	
	PROGRAMS					
NE8	Encourage the use of plant materials that provide habitat and use street trees to link urban wildlife habitat areas.		++++		Parks/Planning	
NE9	Promote the development of employee parking, traffic management and alternative employee transit plans for new and existing businesses.		++++		PDOT	P 93
NE10	Study offering price reductions in the cost of parking for vehicles which pass an annual DEQ emissions inspection.		++++		General Services	P 93
NE11	Study and make recommendations on the potential of electrification and use of alternative fuels for transit to reduce noise and air pollution.		++++		PDOT/Tri-Met	P 93

NOTE: Proposals for actions shown on the Action Charts and maps were adopted through City Council Resolution. The projects, programs and regulations listed are a starting place. As studies are undertaken, some actions will need to be amended, or in some cases, replaced with other proposals found to be better or more feasible.

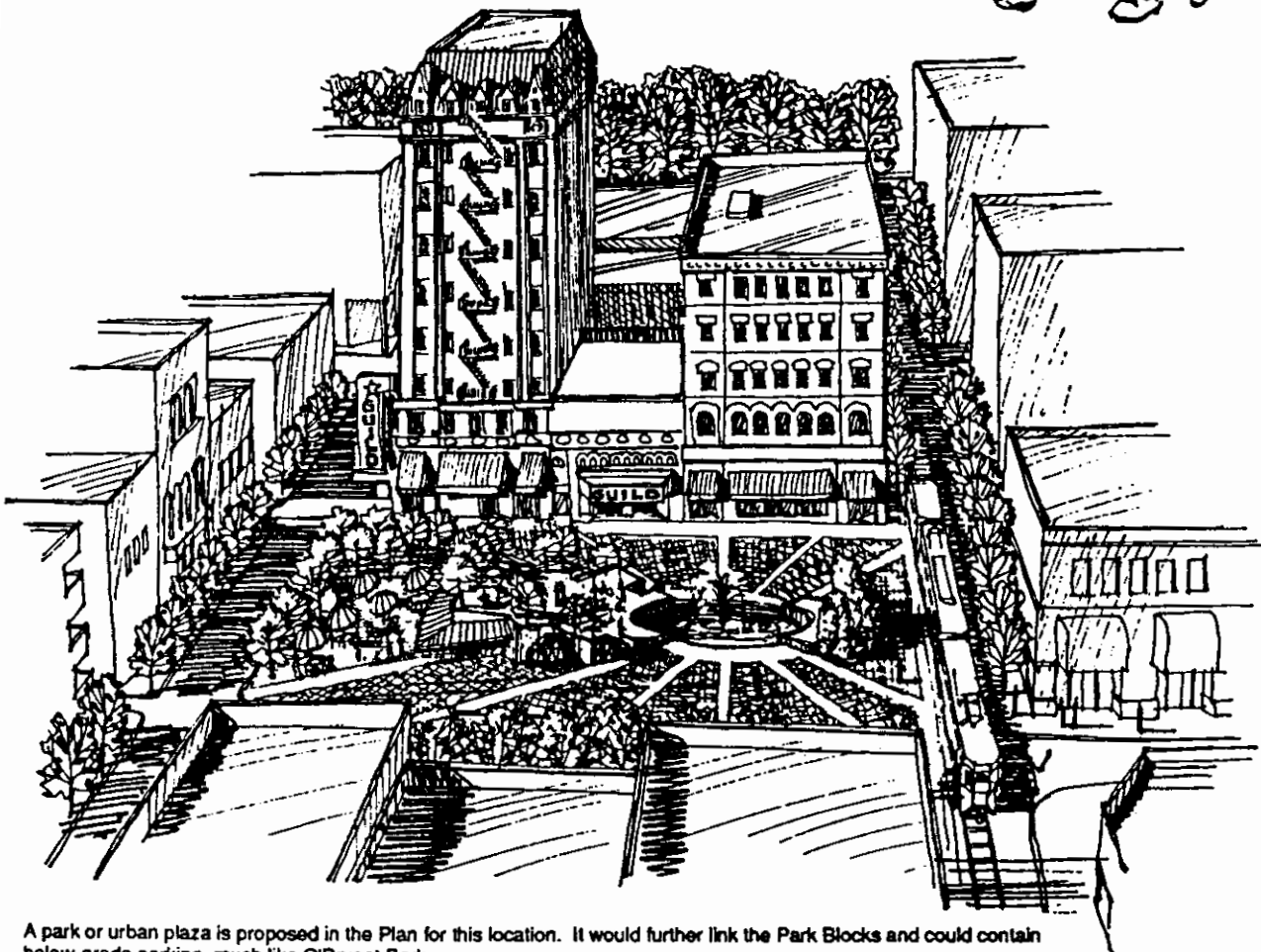


Policy 8: PARKS AND OPEN SPACES

Build a park and open space system of linked facilities that tie the Central City districts together and to the surrounding community.

FURTHER:

- A. Create greenbelts that tie existing open spaces together using street trees, plazas, bicycle and pedestrian ways, recreational trails and new parks.
- B. Meet the open space and recreation needs of each of the Central City districts.
- C. Establish public transportation connections among major recreational facilities on land and water.
- D. Ensure that a balance of passive and active parks and open space is provided.

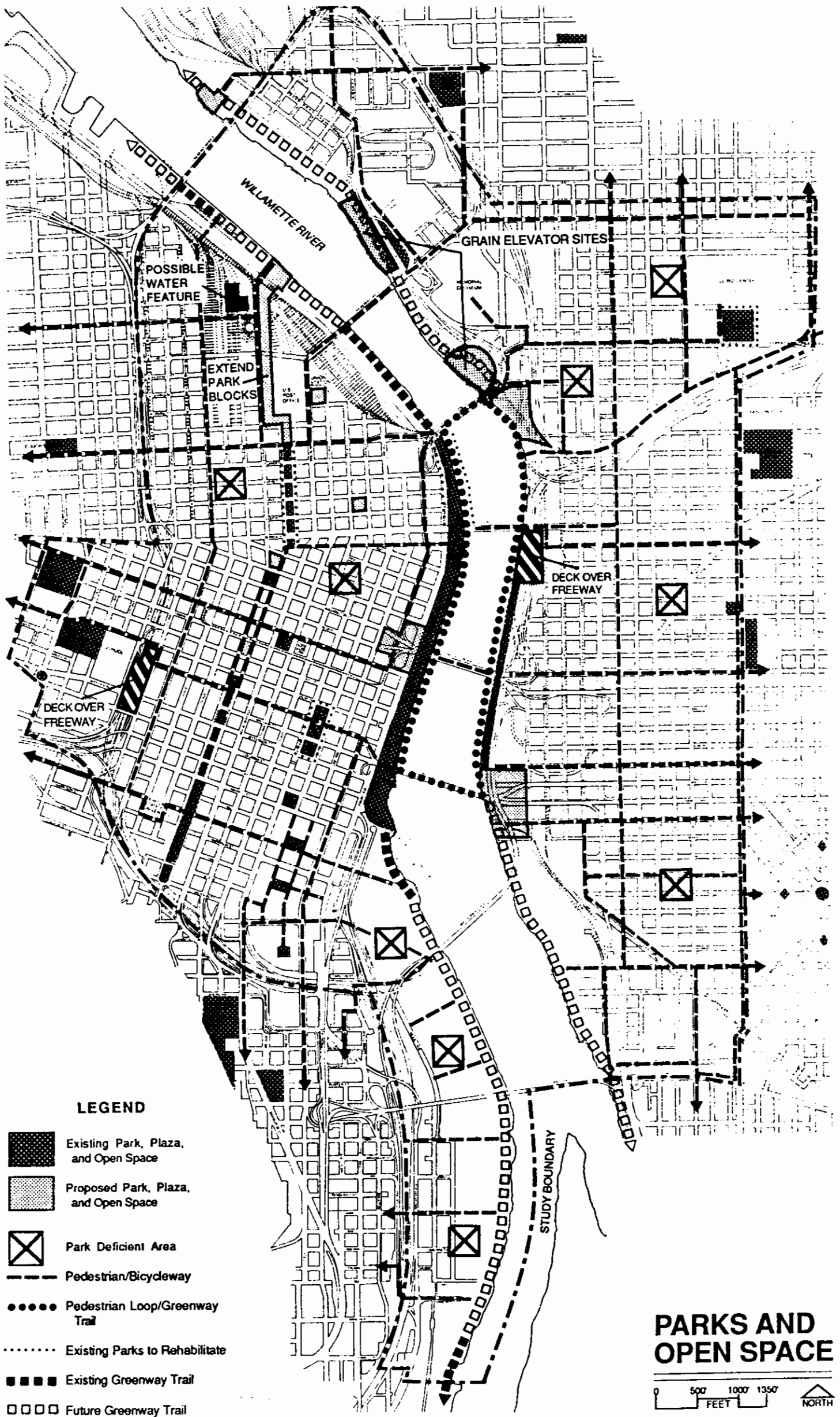


A park or urban plaza is proposed in the Plan for this location. It would further link the Park Blocks and could contain below-grade parking, much like O'Bryant Park.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
PO1	Improve the North Park Blocks, Chapman and Lownedale Parks, Holladay Park, and Waterfront Park between the Steel & Burnside Bridges.			+++	Parks/PDC	
PO2	Should the waterfront grain elevators ever cease operations, re-use their sites as public open space.			+++	Parks/Port/PDC	
PO3	Promote interim use of vacant land near housing for community gardens.		+++		Parks/Plan./Pvt.	
	PROGRAMS					
PO4	Establish an "adopt a park" program to provide for development and maintenance of special Central City park facilities.		+++		Parks/Pvt.	
PO5	Identify and plant street trees which provide urban wildlife habitat.		+++		Plan./Parks/Pvt.	
PO6	Encourage the use of Central City streets and open spaces for ethnic and cultural celebrations and displays.		+++		Parks/PDOT/Pvt.	
PO7	Involve the participation of the Crime Prevention Office when reviewing plans of new construction or major redevelopment of parks and open spaces.		+++		Planning/Parks/PPD	

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Policy 9: CULTURE AND ENTERTAINMENT

Provide and promote facilities, programs and public events and festivals that reinforce the Central City's role as a cultural and entertainment center for the metropolitan and northwest region.

FURTHER:

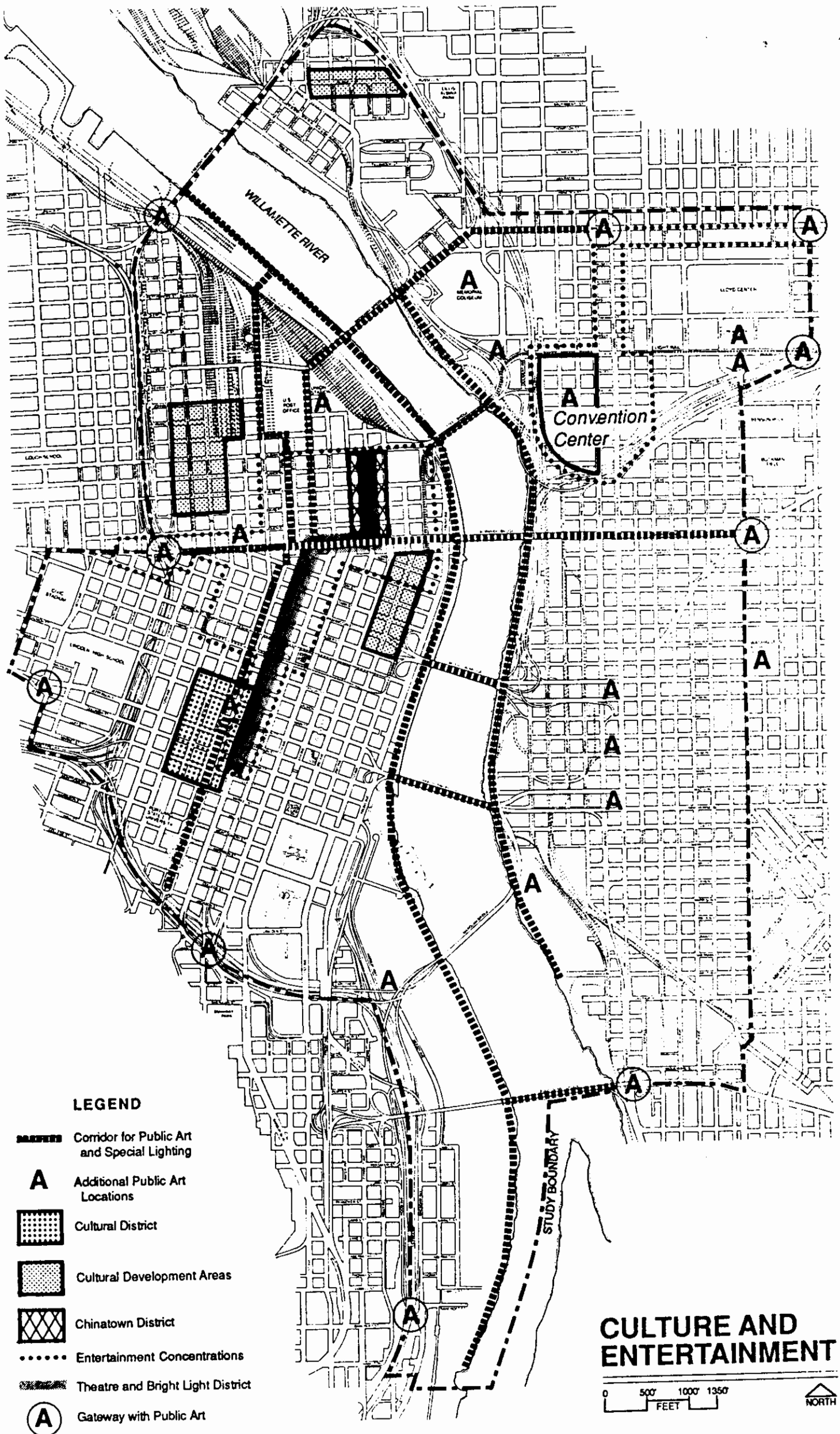
- A. Encourage the support of the performing arts in the Central City.
- B. Increase the number, diversity and clustering of public and private art and entertainment facilities.
- C. Promote the purchase and display of public art.
- D. Encourage artists, crafts-people and entertainers to live and work in the Central City.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
C1	Include a section in a new Developer's Handbook explaining development of artist live/work space.		++++		Planning/BOB	
C2	Provide additional parking for the Park Blocks Cultural District.		++++		POC/PDOT	
C3	Commission a major art work to be placed on the island on S.W. Main Street in the South Park Blocks.		++++		MAC/Pvt.	
	PROGRAMS					
C4	Encourage private sponsorship of the arts through the Mayor's "Good Business" awards program.		++++		Mayor's office/ MAC	
C5	Enhance a central cultural district on the South Park Blocks and cultural development areas throughout the Central City as shown on the map.		++++		Planning	P 94
C6	Recognize the Metro. Arts Comm.'s Public Art Plan "Follow the River."		++++		MAC/Council	
C7	Encourage the creation of educational programs by cultural institutions.		++++		MAC/Council/Pvt.	
C8	Create a cooperative arts marketing program.		++++		MAC/Pvt.	
C9	Encourage cultural and entertainment facilities to validate parking, provide transit tickets to their patrons, inform patrons of parking locations, and develop shared-use parking arrangements.		++++		MAC/Council/ PDOT/Pvt.	
C10	Create a small donor program to purchase public art for public spaces.		++++		Pvt./Parks	P 94
C11	Establish a stable and growing funding source for the arts.		++++		MAC/Council/Pvt.	
C12	Propose a study to determine the benefits of raising the percent for art program to 1.33 percent.		++++		MAC/City Council/ State	
	REGULATIONS					
C13	Require ground-level retail space in cultural districts.	++++			Planning	

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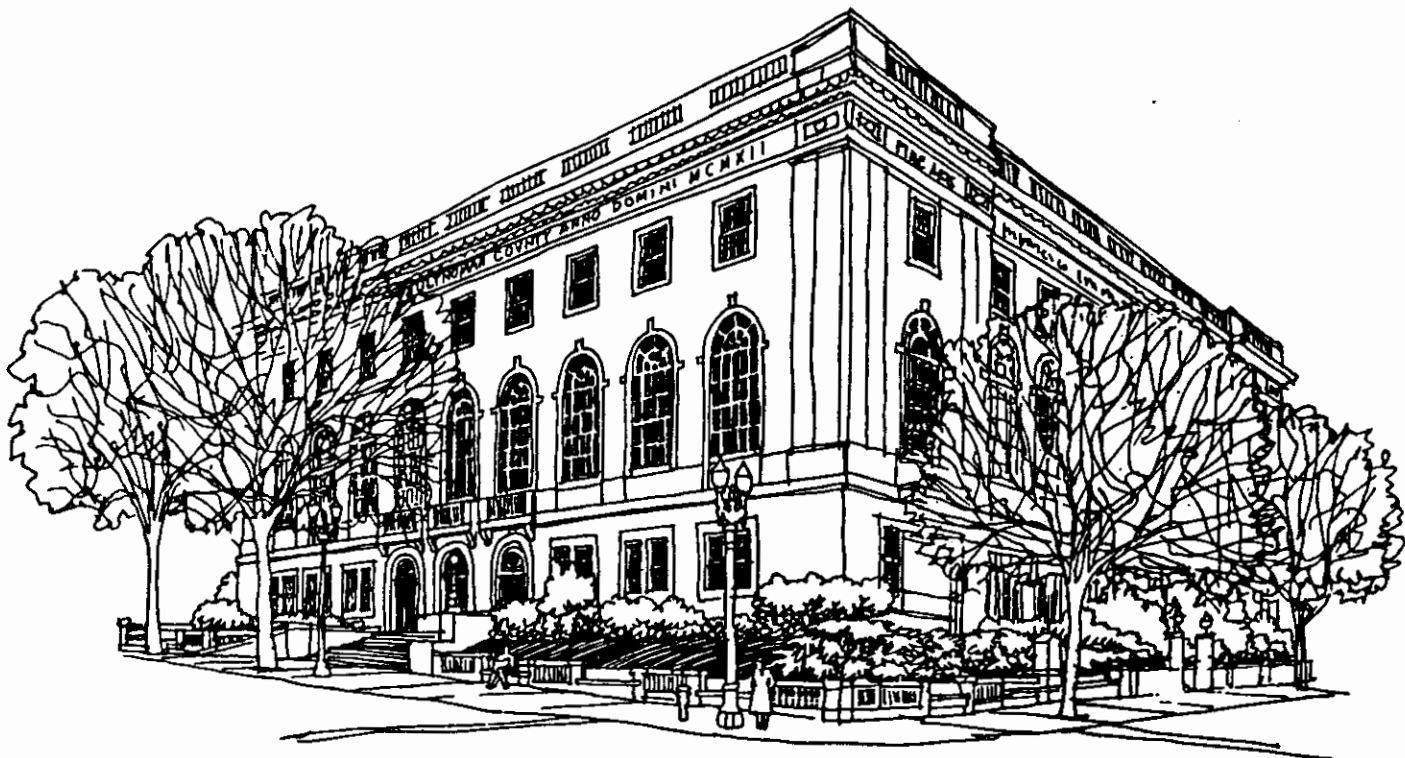


Policy 10: EDUCATION

Expand educational opportunities to meet the needs of Portland's growing population and businesses, and establish the Central City as a center of academic and cultural learning.

FURTHER:

- A. Promote Portland State University as a major State institution of higher education.
- B. Encourage coordination, cooperation and sharing among educational institutions and libraries.
- C. Improve public access to the library collections in the Central City and coordinate the acquisition programs of the libraries.
- D. Encourage a partnership between educational and cultural institutions and business to improve opportunities for learning and expanding Portland's economic base.
- E. Expand opportunities for continuing education programs within the Central City.
- F. Encourage educational institutions and businesses to jointly develop job training programs aimed at helping reduce joblessness and cutting social service costs.

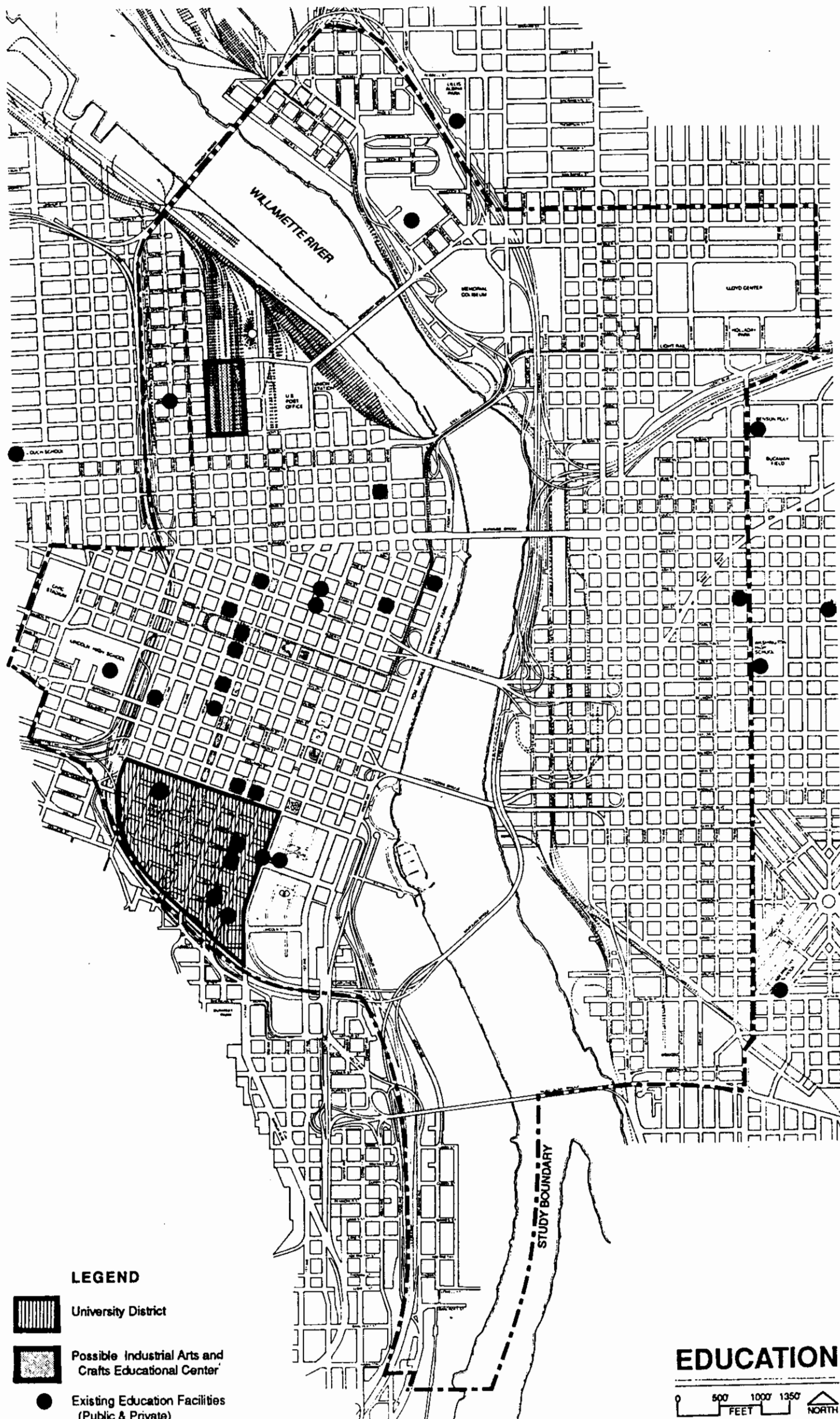


Multnomah County Library, a source of information and enjoyment for residents and workers of the Central City. The Plan recommends the library keep pace with the technological advancements in information collection and distribution.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
E1	Upgrade the technology of the library to improve access to materials.		++++		Mult. County/Pvt.	
E2	Study and make recommendations on the need for and most appropriate location for a primary school in the Central City.			+++	Planning/SD1	P 95
E3	Create a directory/inventory of all Central City educational facilities.		++++		Planning/Pvt.	
E4	Create a University District which fosters Portland State University's growth.		++++		PSU/Planning	P 95
	PROGRAMS					
E5	Establish a role for business in education through internship programs, and a community business leader speaker program.		++++		PSU/PCC/Port/ Pvt.	
E6	Establish a program which provides cooperation in the development of trade schools within the Central City, especially in industrial areas.		++++		Planning/SD1/ Pvt.	P 95

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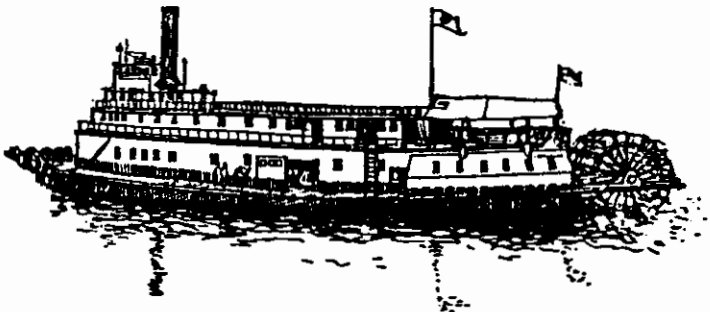


Policy 11: HISTORIC PRESERVATION

Preserve and enhance the historically and architecturally important buildings and places and promote the creation of our own legacy for the future.

FURTHER:

- A. Protect historically significant sites and architecturally important structures.
- B. Preserve the visual quality of historic districts by protecting historic structures and maintaining street furniture and other features which are in keeping with the historic character.
- C. Identify, protect and promote the City's historic sites and districts.

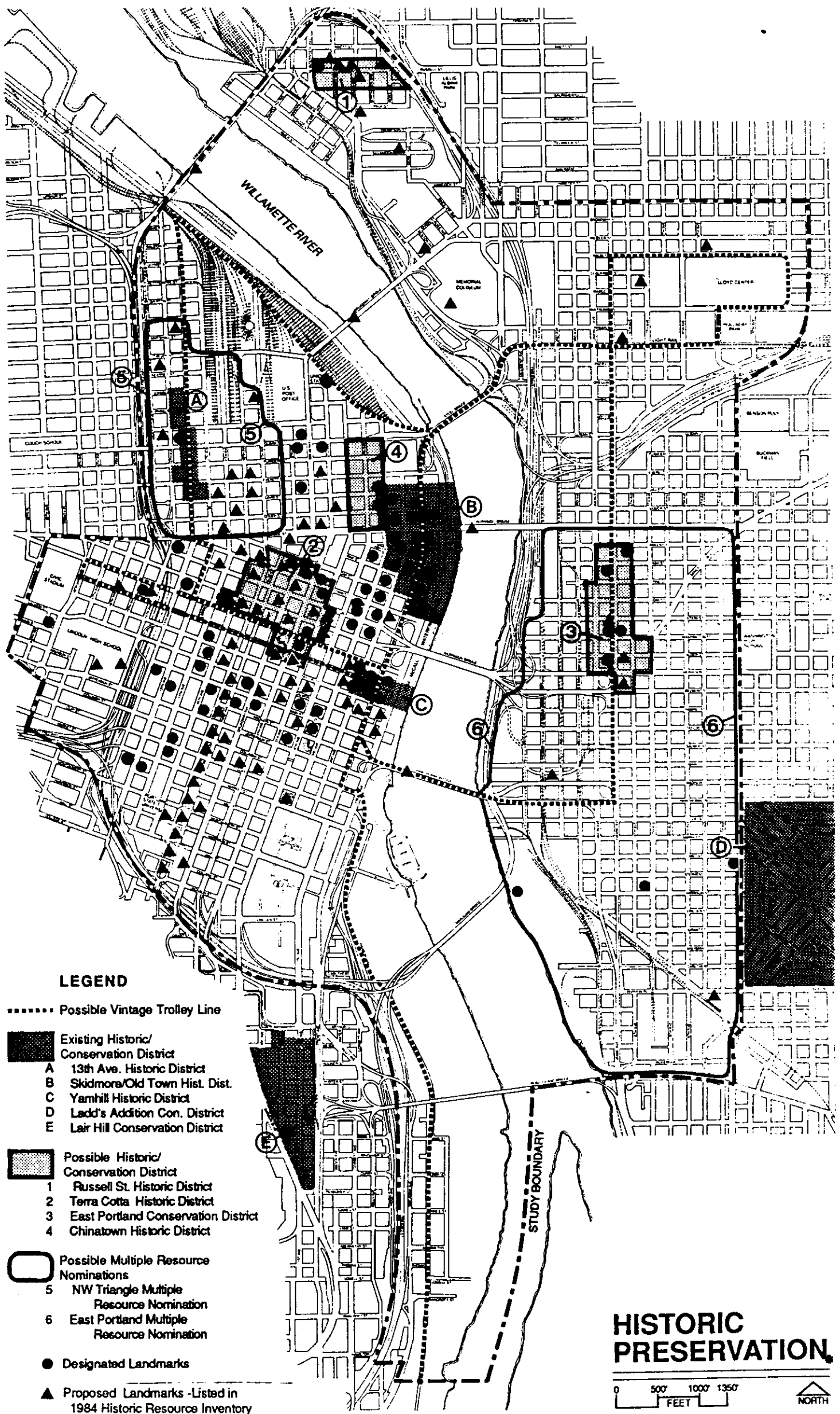


Vintage Trolley in Central Eastside Historic Area

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
HP1	Strengthen historic districts through a variety of public improvements, such as street design, street furniture and landscaping.		+++		Planning/PDC	
HP2	Explore the feasibility of a transfer of development rights program and other incentives programs to protect historical landmark buildings.		+++		Planning	P 96
	PROGRAMS					
HP3	Salvage, store and reuse historic artifacts.		+++		PDC/Pvt.	
HP4	Develop public information programs on historic preservation.		+++		PDC/Pvt.	
HP5	Expand the funding base for Urban Conservation Fund incentives.		+++		PDC	
	REGULATIONS					
HP6	Promote the establishment of new historic districts in appropriate areas where requested by citizens, i.e. the Terra Cotta District, East Portland and Russell Street.		+++		Planning/Pvt.	
HP7	Prepare a proposal for a new Multiple Resource Nomination in the Northwest Triangle warehouse area and in C. Eastside, south of Burnside.		+++		Planning/Pvt.	P 96

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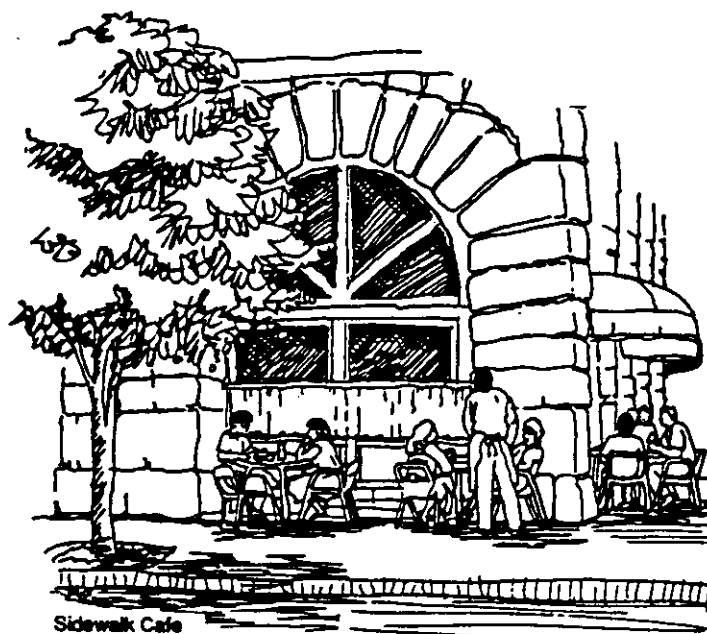


Policy 12: URBAN DESIGN

Enhance the Central City as a livable, walkable area which focuses on the river and captures the glitter and excitement of city living.

FURTHER:

- A. Create a rich and enjoyable environment for pedestrians throughout the Central City.
- B. Strive for excellence in the design of new buildings.
- C. Encourage designers of new developments to sensitively enhance Portland's human scale of buildings, streets and open spaces.
- D. Promote the formation of districts with distinct character and a diverse and rich mixture of uses (in nonindustrial areas).
- E. Identify and protect significant public views.
- F. Locate the highest densities in the Downtown and along potential and existing transit corridors, and step density down toward the Willamette River, residential neighborhoods adjacent to the Central City, and as the distance from the core increases.

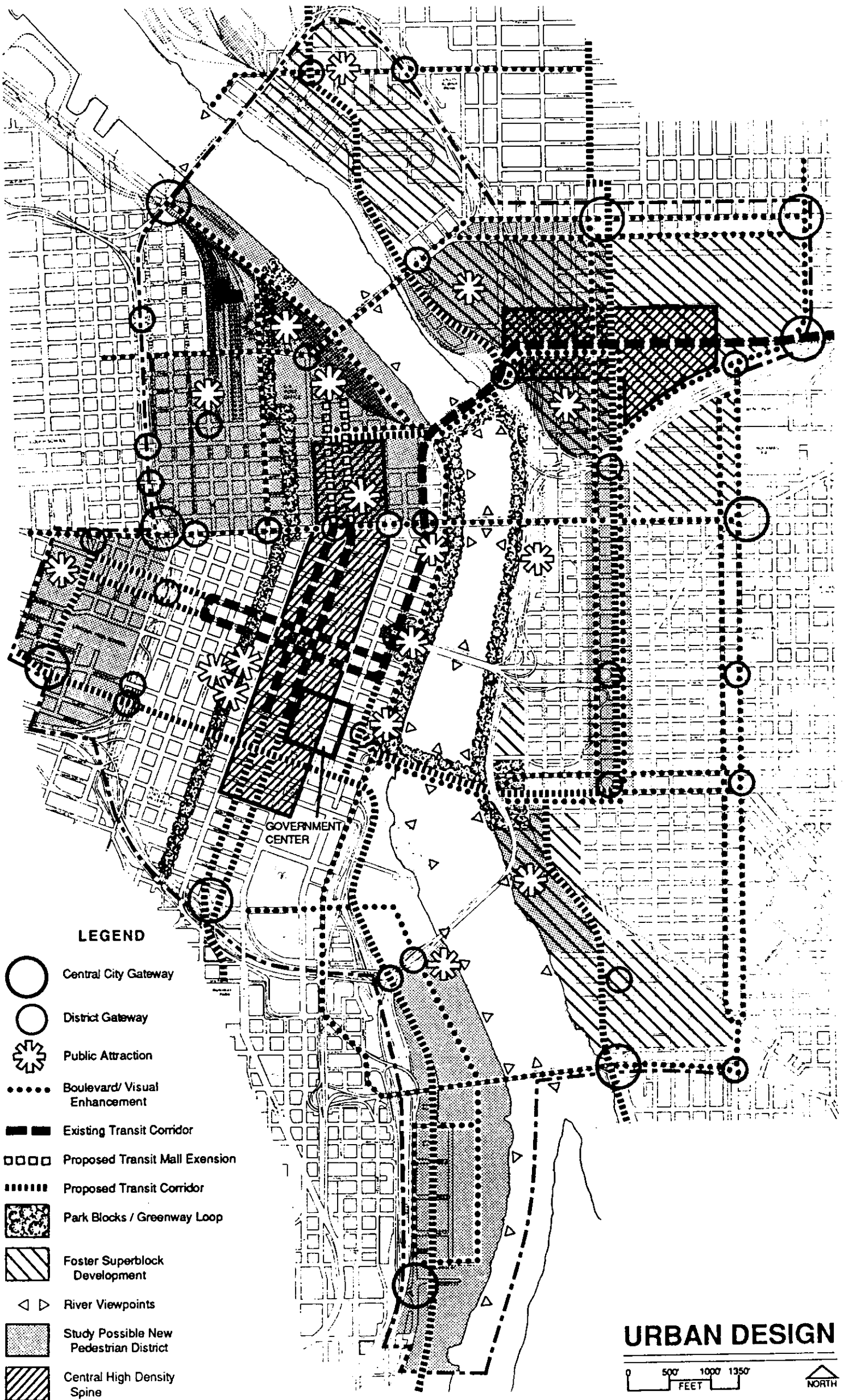


Sidewalk Cafe

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
UD1	Design and build kiosks for Portland, place them in areas of high pedestrian traffic.		++++		Planning/Pvt./MAC	
UD2	Establish a gateway program to design and build gateways marking entrances to the Central City and between its districts.		++++		Planning/Pvt.	P 96
UD3	Place public art at gateway locations and along pedestrian walks.		++++		MAC/Pvt.	
UD4	Create a boulevard system connecting all districts of the Central City.		++++		PDOT/Planning	P 96
UD5	Extend Cast Iron Ornamental Lighting District south to S.W. Market St.		++++		PDOT/Planning	
UD6	Study the possible designation of additional pedestrian districts throughout the Central City as shown on the Urban Design map.		++++		Planning/PDOT	P 97
UD7	Place utilities underground as development opportunities and/or public funds become available.		++++		PDOT	
	PROGRAMS					
UD8	Establish an urban design awards program which complements the existing landmarks awards program.		++++		Planning/Pvt.	
UD9	Establish a regular walking tour program which is made available to conventions and to tourists.		++++		GPCVA/Pvt.	
UD10	Allow for street closures with limited access for residential projects if traffic access and circulation are not adversely affected.		++++		PDOT/Planning/Pvt.	
	REGULATIONS					
UD11	Require that an interim use or redevelopment plan be approved prior to demolition of commercial and residential buildings.		++++		Planning	
UD12	Identify and protect view corridors at public streets and parks.		++++		Planning	P 97
UD13	Create and adopt urban design guidelines appropriate to each district.		++++		Planning	P 97
UD14	Assure, through Design Review, that new development is at a human scale and it relates to the character and scale of the area and the Central City.		++++		Planning	P 97
UD15	Develop design guidelines for rooftops which emphasize interesting landscaping and roof cover materials.		++++		Planning	
UD16	Limit street vacations except in locations where formation of new superblocks is allowed.		++++		PDOT/Planning	

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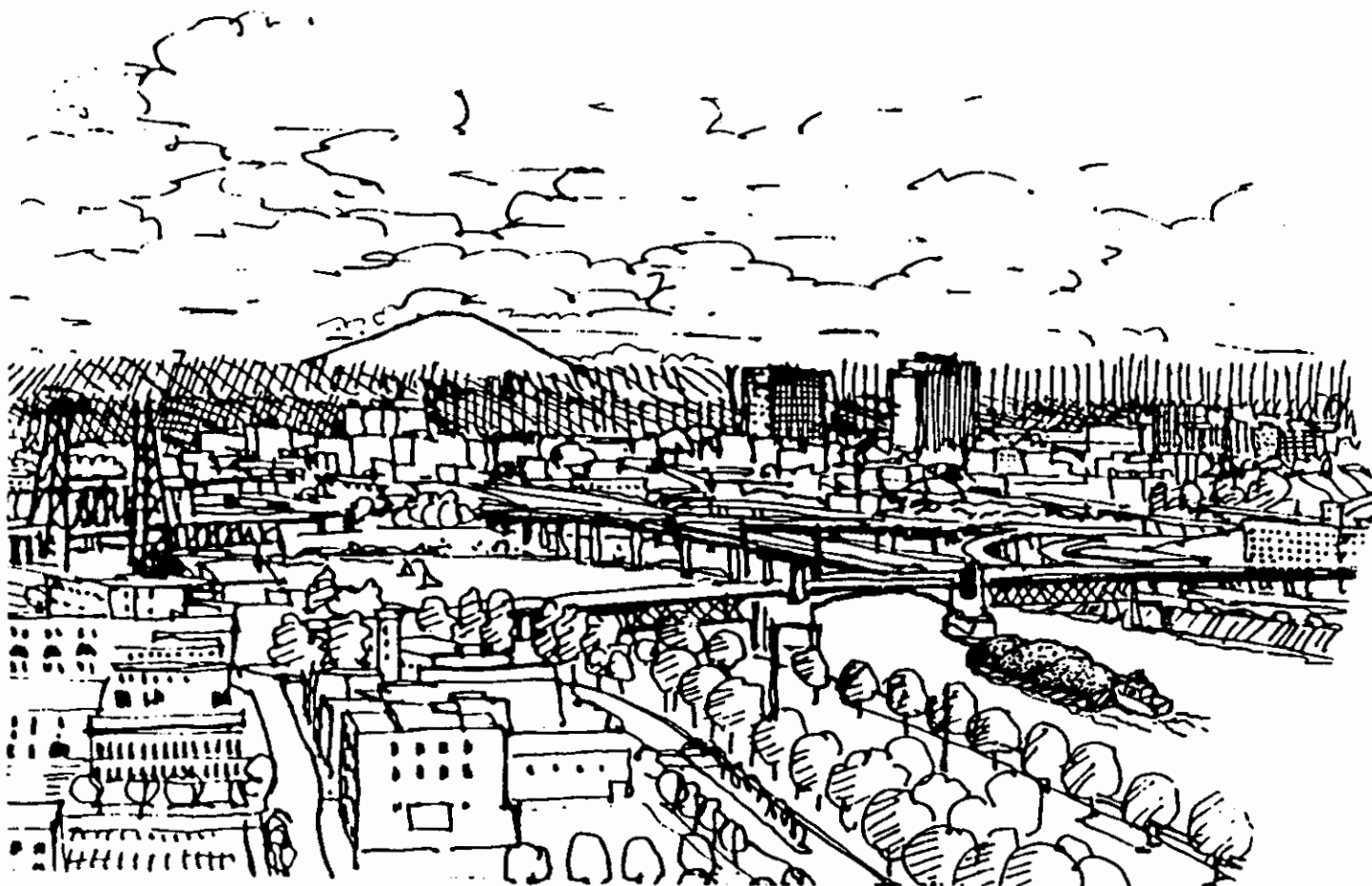


Policy 13: PLAN REVIEW

Periodically review the progress of the Central City Plan.

FURTHER:

- A. Assure that the ideas and dreams expressed in the Central City Plan remain an active concern of the City for the next 20 years.
- B. Refine and revise the proposed implementation actions as circumstances change.



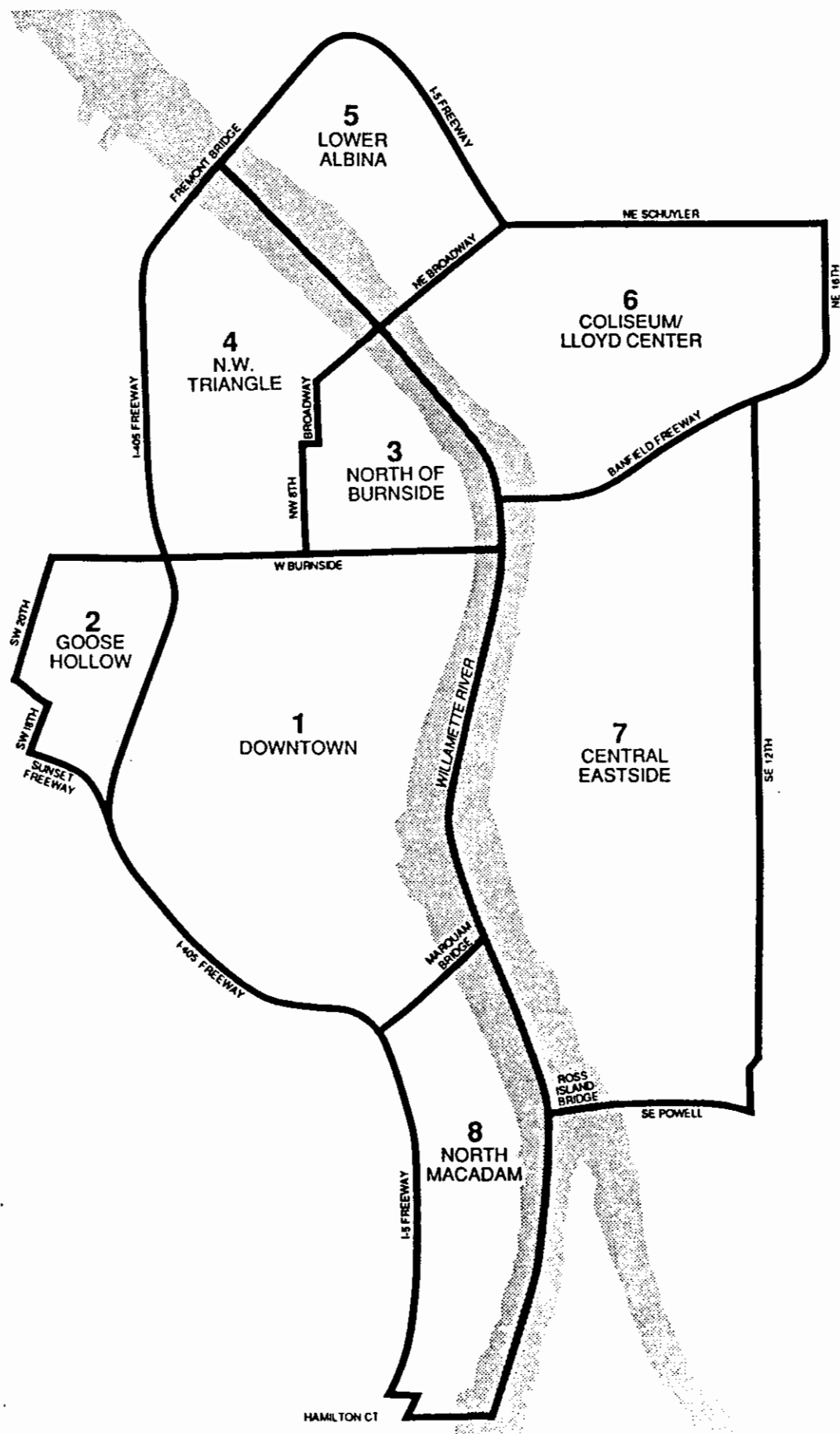
The Plan protects a number of views to mountains and the river from public viewpoints.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROGRAMS					
PR1	Every five years, the Planning Commission will produce a report to City Council on implementation of the Central City Plan.		++++		Planning	
PR2	Include in the Comprehensive Plan periodic review a section on the Central City Plan, starting with the second review.			++++	Planning	
PR3	The Planning Commission will monitor freeway and transit corridor construction projects as part of their Central City five-year report.		++++	++++	Planning	
PR4	Develop, review and adopt a neighborhood plan for the Eliot Neighborhood.		++++		Planning	
PR5	Study and act on the possibility of expanding the boundaries of the Central City Plan to include Kings Hill, the area south of the Downtown to Arthur, and the area of Kerns west of 21st Ave and south of Sandy Blvd.		++++		Planning	
PR6	Review, streamline, and consolidate past planning policy documents.		++++		Planning	
PR7	Produce an annual report on the CCP including a review of incentives, economic development, housing and how well the policies have been met.		++++		Planning	

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District Policies



Policy 14: DOWNTOWN

Strengthen the Downtown as the heart of the region, maintain its role as the preeminent business location in the region, expand its role in retailing, housing, and tourism, and reinforce its cultural, educational, entertainment, governmental and ceremonial activities.

FURTHER:

- A. Maintain and implement the Downtown Plan as a part of the Central City Plan.
- B. Continue to actively foster the growth and attractiveness of the Downtown, enhancing its competitive position over other commercial areas in the region.



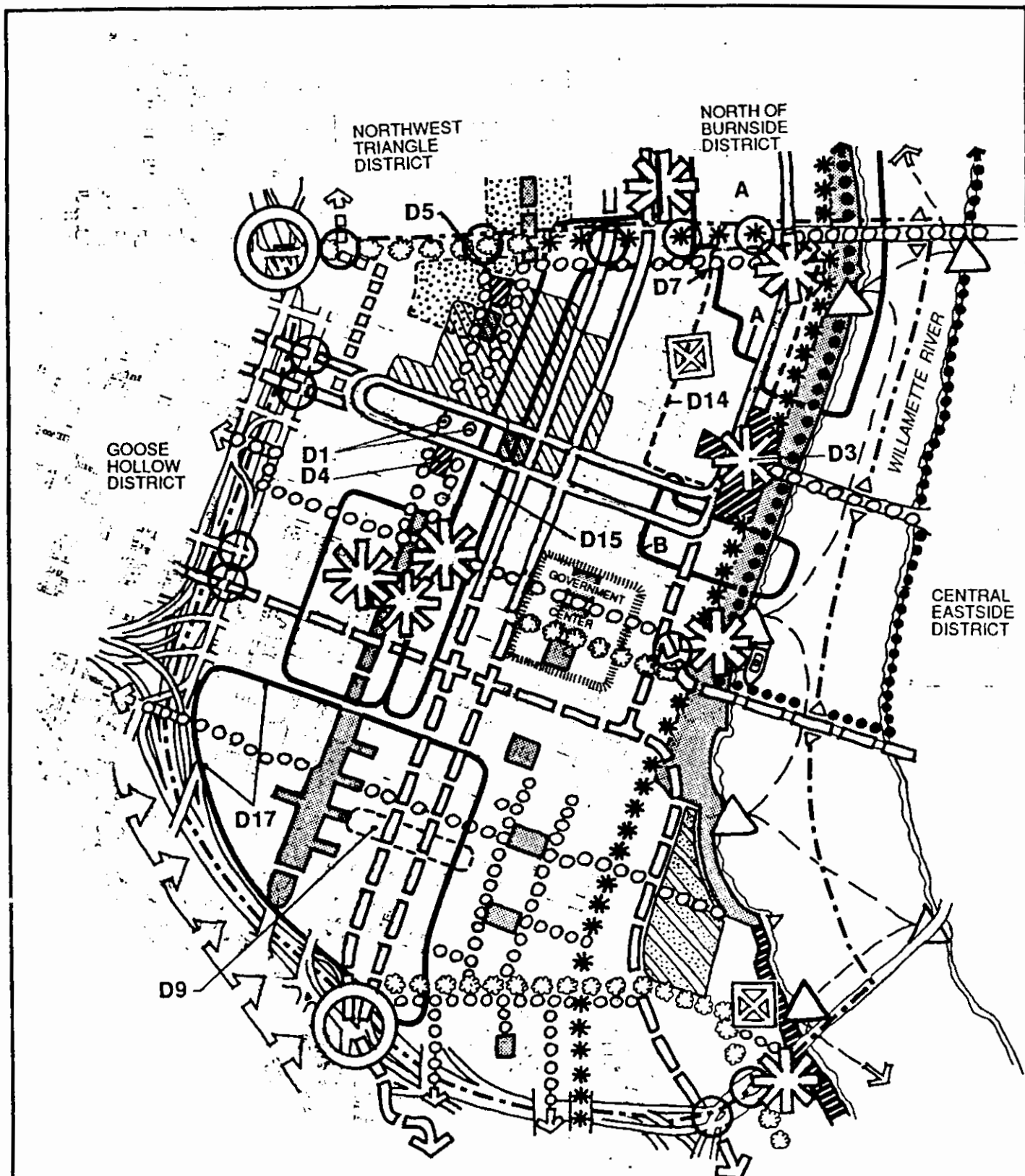
Saturday Market Shoppers. The market is recognized by the Plan as a major attraction.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
D1	Widen sidewalks and make improvements between SW Salmon and Ankeny for Park Block connection to provide pedestrians wider sidewalks, street trees and other improvements.		++++		PDC/Parks	P 98
D2	Improve S.W. Ankeny, Harrison, Main, Morrison and Lincoln as pedestrianways.		++++		PDOT/PDC/LID	
D3	Extend Waterfront Park to the west under the Morrison Bridge and establish a botanical garden, conservatory or aviary; study removing Front Ave. ramps, lowering/bridging over Front Ave. with open space.			++++	PDC/Parks	
D4	Establish a public park on the block bounded by Park, 9th, Taylor and Yamhill Streets.			++++	PDC/Parks/Pvt.	
D5	Establish a public park, perhaps with parking below, on the block bounded by Park, 9th, Stark, and Oak.		++++		PDC/Parks	
D6	Study the establishment of active uses under the bridge ramps in Waterfront Park.		++++		City Council/Parks/PDC	P 98
D7	Improve S.W. Ankeny Street between 5th and Front Ave. for pedestrians.		++++		PDOT/PDC	
D8	Build Downtown District gateways in locations shown on map.		++++		Pvt.	
D9	Improve S.W. Harrison between 4th and Broadway to formalize connections between the South Auditorium and University Districts.		++++		PDC/PDOT	P 98
	PROGRAMS					
D10	Provide street trees, with priority given to fully developed blocks and pedestrianways.		++++		Parks/Pvt.	
D11	Create financial incentives for infill development.		++++		PDC/Planning	P 98
D12	Establish a cultural district on the South Park Blocks.	++++			PDC/Pvt.	P 98
D13	Preserve the Waterfront Park meadow area for large gatherings.		++++		Parks/Planning	
D14	Reinforce the art gallery area on First and Second Ave. as a cultural development area.		++++		PDC/ArtsComm./Pvt.	
D15	Reinforce Broadway as Portland's theater and bright light district.		++++		PDC/Pvt.	
D16	Encourage Downtown retail businesses to remain open evenings and Sundays.		++++		PDC/Pvt.	
D17	Establish a University District for PSU.		++++		Planning/PSU	P 98

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LEGEND



Central City Gateway



District Gateway

●●●●● River Pedestrian Loop

○○○○○ Pedestrianway

▬▬▬ Proposed Transit Corridor

▬▬▬ Existing Transit Corridor

▨▨▨ Proposed Park/Open Space

▤▤▤ Existing Park/Open Space



Park Deficient Area

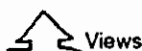


Public Attraction



Water Taxi

△ River Viewpoint



Views

□□□ Vintage Trolley

⊗⊗ Proposed Boulevard

* * Existing Boulevard

▨▨ Proposed Historic District

▬▬ Existing Historic Districts

A Skidmore/Old Town

B Yamhill

▤▤ Housing Target Area

▨▨ Required Housing Area

D3 Number Reference to Action Chart

--- District Boundary

1 URBAN DESIGN PLAN DOWNTOWN

0 333' 667' 1000'
FEET



NORTH

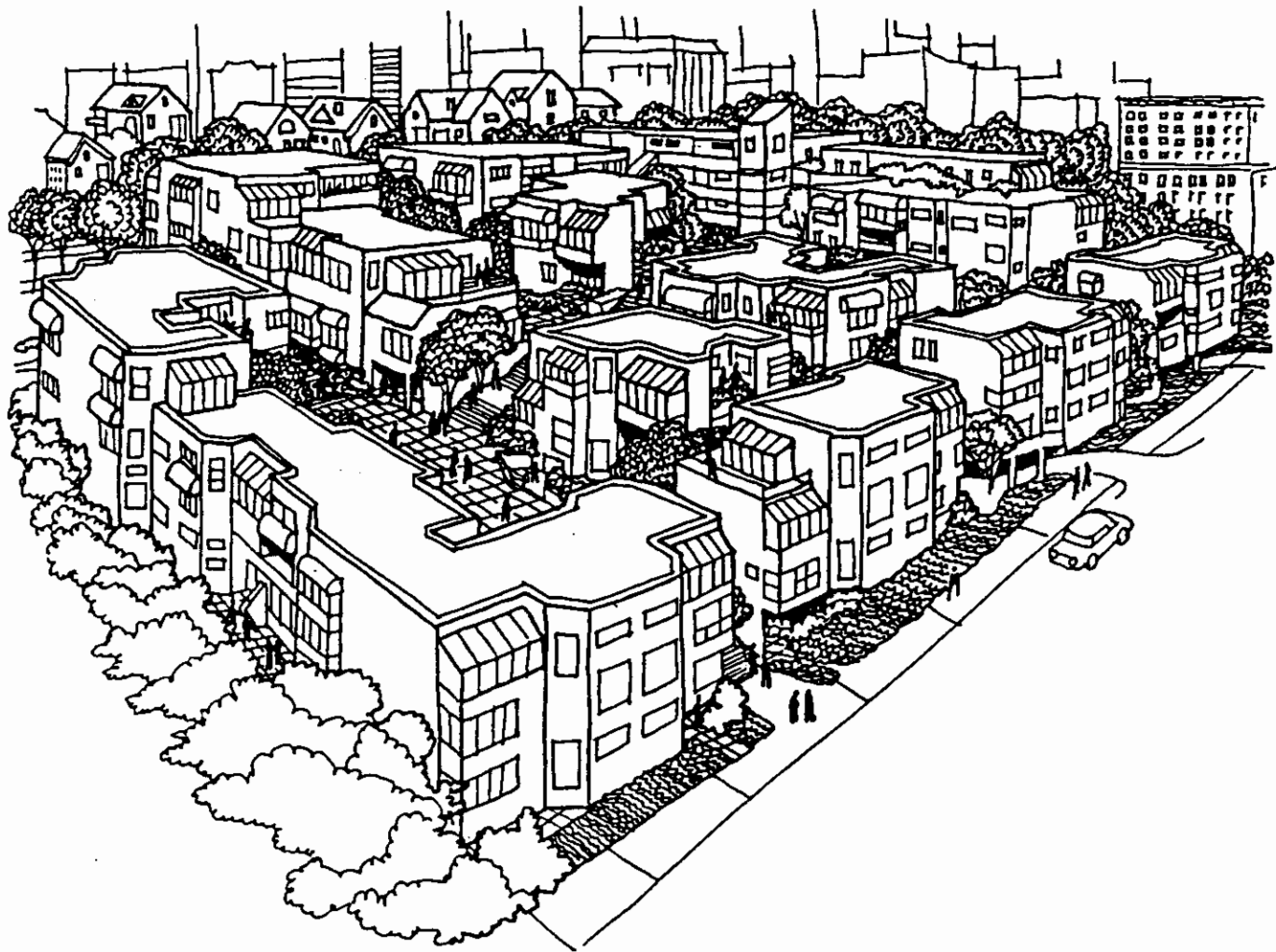
Policy 15: GOOSE HOLLOW

Protect and enhance the character of Goose Hollow by encouraging new housing and commercial development which is compatible with a growing community.

FURTHER:

- A. Encourage development of housing, particularly for families.
- B. Encourage retail and commercial development along the light rail corridor and in mixed use projects, which supports the needs of the residential community.

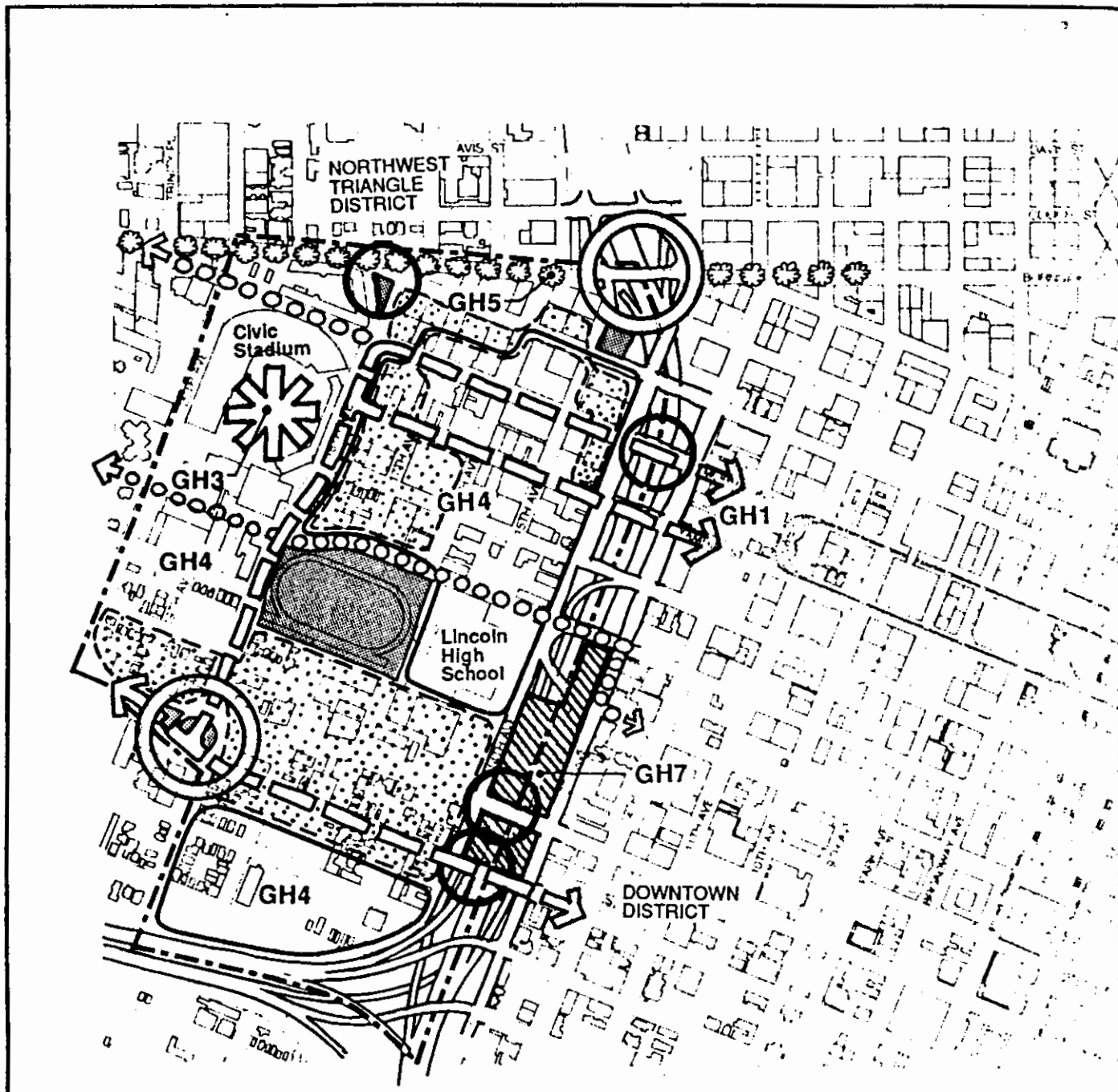
Low-rise, high density housing in Goose Hollow.



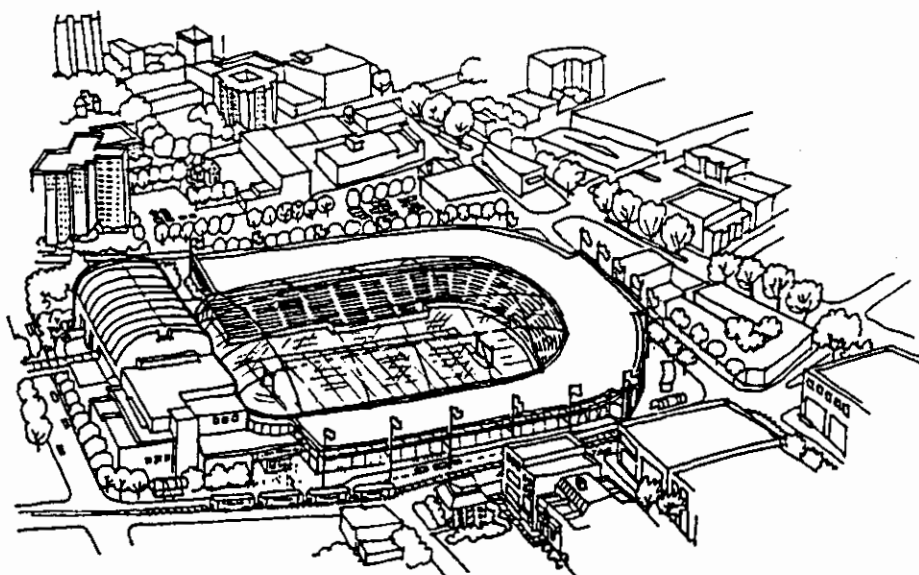
ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
GH1	Develop a Light Rail and Vintage Trolley connection between the Civic Stadium and Morrison Park east and west.		++++		Tri-Met/Pvt.	
GH2	Build vest pocket parks to meet the needs of district residents, especially playgrounds for children.		++++		HCD/Parks/Pvt.	
GH3	Study and report on the feasibility of expanding and covering Civic Stadium.		++++		ER Comm/Planning	P 99
GH4	Plant street trees throughout the residential area of the district.		++++		HCD/Pvt./Parks	
GH5	Design and implement a landscape plan for West Burnside Street.			++++	PDOT/Parks	
GH6	Design and construct Goose Hollow District gateways in locations shown on map.		++++		Parks	
GH7	Study and report on the feasibility and appropriate location for development of parks with parking over parts of I-405.		++++		PDOT/Planning	

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- LEGEND**
- Central City Gateway
 - District Gateway
 - Pedestrianway
 - Proposed Transit Corridor
 - Existing Park/Open Space
 - Public Attraction
 - Proposed Boulevard
 - Housing Target Area
 - GH3** Number Reference to Action Chart
 - District Boundary
 - Deck Over Freeway



Enlarged Civic Stadium with a clear cover and Light Rail transit carrying sports fans to and from events

2 URBAN DESIGN PLAN GOOSE HOLLOW

0 200 400 600
FEET

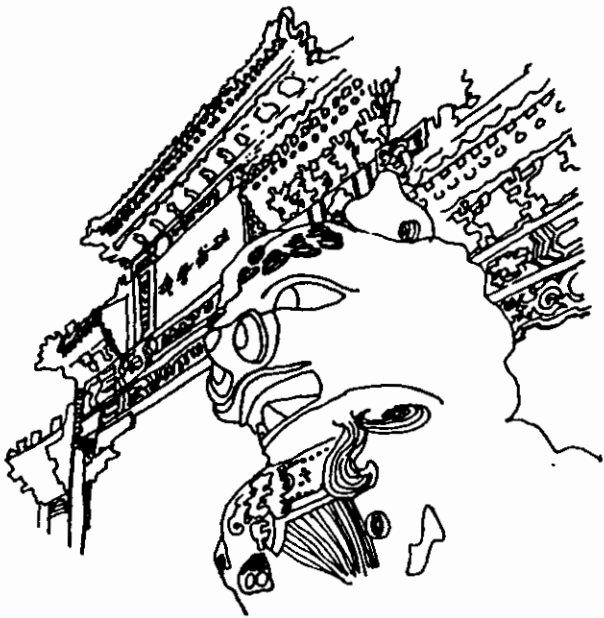


Policy 16: NORTH OF BURNSIDE

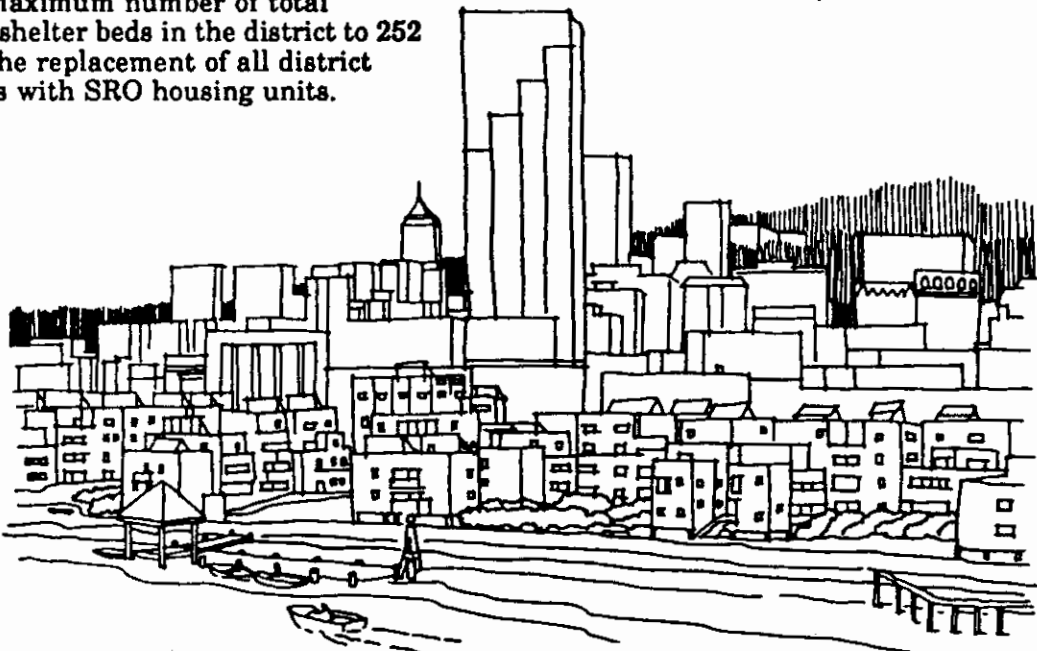
Extend downtown development toward Union Station and the Broadway Bridge while protecting existing housing and social services for the district's special needs populations.

FURTHER:

- A. Preserve and enhance the district's architectural heritage and international character.
- B. Focus development along the extended transit mall in the district to link the Downtown, Lloyd Center/Coliseum, and Northwest Triangle Districts.
- C. Maintain those social services in the area that serve area residents while supporting business activities and development opportunities.
- D. Pursue implementation of the "Chinatown Development Plan."
- E. Preserve and maintain, in good condition, for low and no-income individuals in the district, up to a maximum of 1,282 SRO housing units and permanent shelter beds.
- F. Limit the maximum number of total permanent shelter beds in the district to 252 and allow the replacement of all district shelter beds with SRO housing units.



Chinatown Gateway

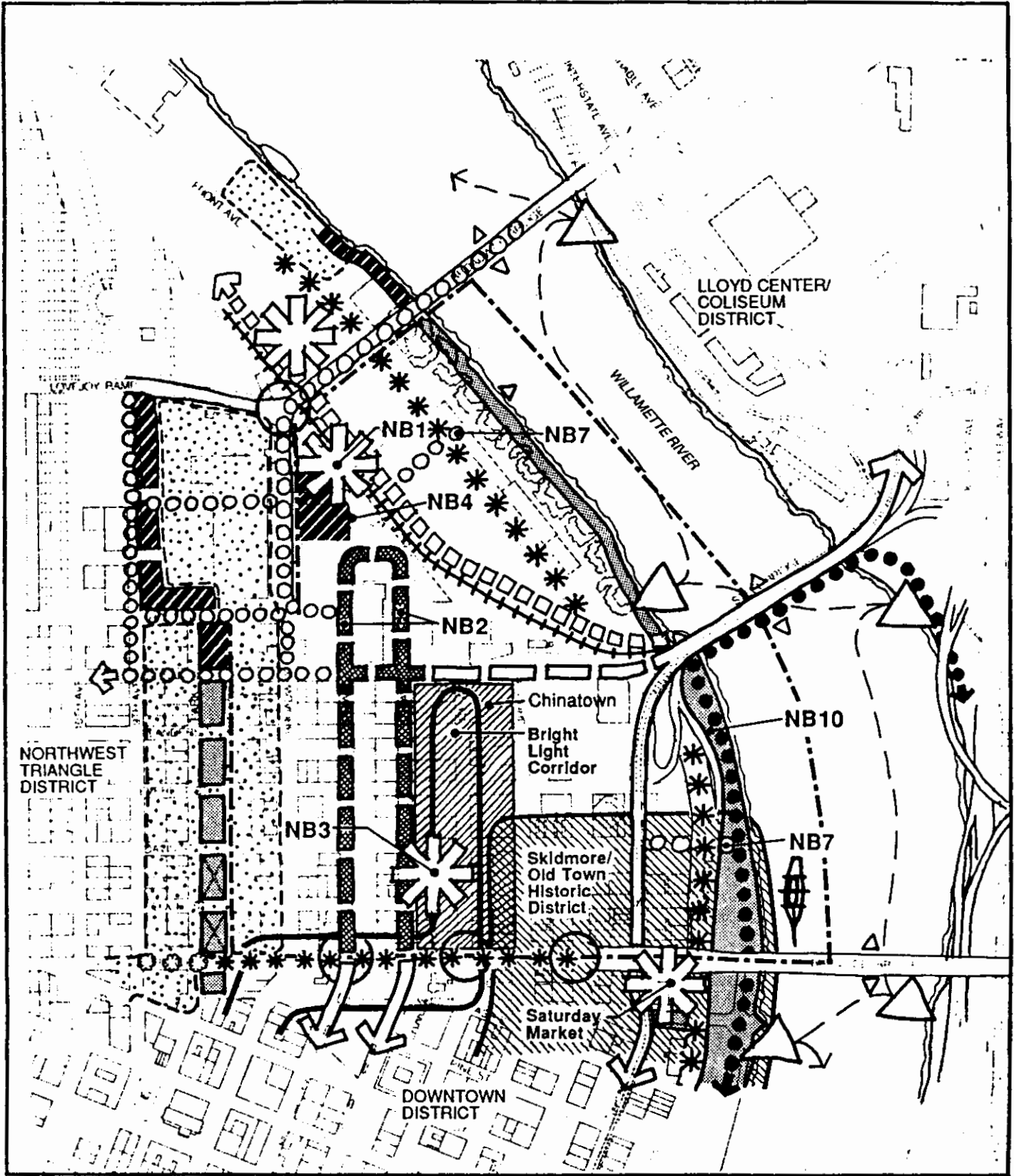


Housing located along the riverfront, taking advantage of the river's natural beauty.


















ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
NB1	Restore Union Station, develop it into a public attraction; link it with the Coliseum and Convention Center using vintage trolley and light rail.		++++		Tri-Met/PDC Parks/Pvt.	
NB2	Extend the Transit Mall north on 5th and 6th to Union Station.		++++		Tri-Met/PDC	
NB3	Establish an Asian Market with a rooftop public plaza or Chinese garden on the block bounded by 4th, 5th, Couch and Davis Streets.			++++	Parks/PDC/LID	
NB4	Create a public plaza in front of Union Station.		++++		PDC/Parks	
NB5	Provide attended public restroom facilities in the North Park Blocks and at Waterfront Park.		++++		Parks/Gen Serv/ Pvt.	
NB6	Provide "Portland Ornamental" cast iron lighting standards throughout the district.		++++		PDC	
NB7	Create a pedestrian crossing on Front Ave. as shown on the district map.		++++		PDOT/Parks	
NB8	Maintain a community center for area residents with clean-up facilities, medical support and a job bank.		++++		HRB/Pvt.	
NB9	Build North of Burnside District gateways in locations shown on map, including additional cultural gateways on the north side of Burnside.		++++		Private	
NB10	Rehabilitate Waterfront Park between the Steel and Burnside Bridges and bring activities into the park area.		++++		PDC/Parks	
NB11	Increase the supply of housing for no and low-income individuals.		++++		PDC/Mult. County/ Private	
	PROGRAMS					
NB12	Develop a strategy to reinforce the international character of this area.		++++		PDC/Planning/Pvt.	

NOTE: Proposals for actions shown on the Action Charts and maps were adopted through City Council Resolution. The projects, programs and regulations listed are a starting place. As studies are undertaken, some actions will need to be amended, or in some cases, replaced with other proposals found to be better or more feasible.



LEGEND

- | | |
|---|--|
|  District Gateway |  River Viewpoint |
|  River Pedestrian Loop |  Existing Boulevard |
|  Pedestrianway |  Housing Target Area |
|  Proposed Transit Corridor |  Existing Historic District |
|  Proposed Transit Mall Extension |  Proposed Historic District |
|  Existing Transit Corridor | NB3 Number Reference to Action Chart |
|  Vintage Trolley |  District Boundary |
|  Proposed Park/Open Space | |
|  Existing Park/Open Space | |
|  Public Attraction | |
|  Water Taxi | |

3 URBAN DESIGN PLAN NORTH OF BURNSIDE

0 200' 400' 600'
FEET

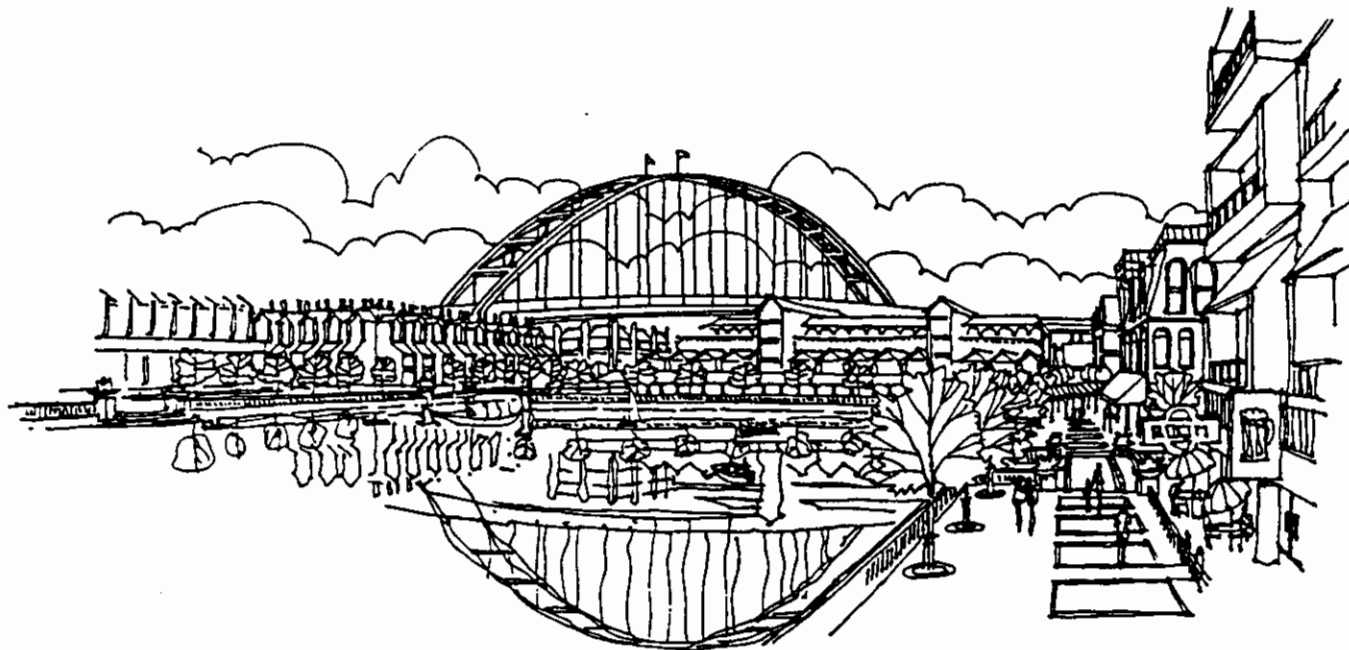


Policy 17: NORTHWEST TRIANGLE

Preserve the district's character and architectural heritage while encouraging both industrial activity and mixed use development.

FURTHER:

- A. Encourage the growth of industry in the district.
- B. Recognize the importance and potential of the redeveloping rail yard area and encourage a mixture of uses, including housing.
- C. Focus development along the North Park Blocks extension.
- D. Develop Ninth Avenue as an interim connection between the North Park Blocks and the river through placement of public art, special lighting and a park treatment until the Park Blocks extension is completed.
- E. Foster the development of artist live/work space and gallery facilities.

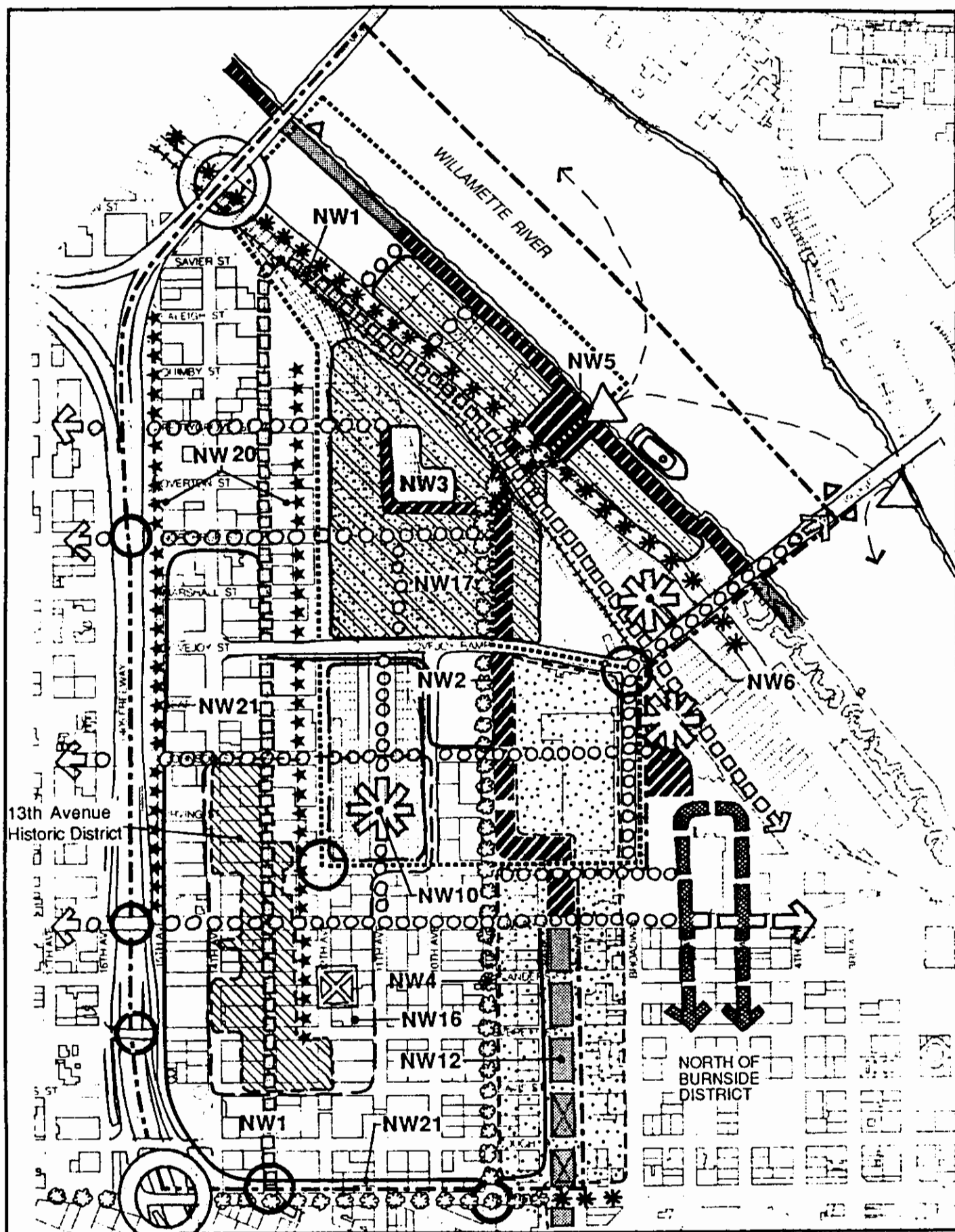


A water element such a pond or small lake would focus new development in the rail yard area, as well as help solve storm water run-off problems.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAILS
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
NW1	Establish a loop Vintage Trolley/light rail line which links Union Station, Fremont Place, and the 13th Ave. Historic District.		++++		Tri-Met/PDC/LID Pvt.	
NW2	Extend the North Park Blocks to the Willamette River.			++++	Parks/PDC/Pvt.	P 99
NW3	Investigate the feasibility of creating a water feature to focus the development in the rail yards area.		++++		PDC/Pvt.	P 99
NW4	Reopen N.W. 9th to Front Ave. and design it as a tree-lined boulevard.		++++		PDOT/PDC/Pvt.	P 99
NW5	Develop a major public open space where the North Park Block extension meets the river.			++++	PDC/Parks/Pvt.	
NW6	Build a public aquarium as a major attractor on or near the waterfront.		++++		PDC/Parks	
NW7	Establish pedestrianways on N.W. Johnson, Northrup and Glisan Streets, linking the district with the Northwest Neighborhood and the river.		++++		PDOT	
NW8	Improve crossings for pedestrians on Front Ave.			++++	PDOT/PDC	P 99
NW9	Acquire the block at Park, 9th, Hoyt and Glisan for a park.		++++		Parks/PDC	P 100
NW10	Investigate the renovation of the Hoyt St. railroad warehouses as an attraction such as a trade school or public market.		++++		PDC/Pvt.	P 100
NW11	Construct Northwest Triangle District gateways in locations shown.		++++		Parks/Pvt.	
NW12	Improve the North Park Blocks to the standard of the rehabilitated South Park Blocks, north of Portland State University.			++++	Parks	
	PROGRAMS					
NW13	Study the feasibility of a railyards urban renewal district.			++++	PDC/Planning	
NW14	Promote the growth of the brewing and distilling industries.		++++		PDC/Pvt.	
NW15	Increase transit connections/service to the district.		++++		Tri-Met	
NW16	Establish a cultural development area between Davis, 11th, 14th, and Johnson.	++++			Planning/MAC/Pvt.	P 94 - C5
NW17	Promote the creation of housing incentive programs, by public agencies, in areas of Required Housing.		++++		PDC/City Council/ State Leg./ Pvt.	P 100
	REGULATIONS					
NW18	Offer FAR bonus incentives for development of housing along the North Park Blocks its recommended extension and the redeveloping railyards.	++++			Planning	
NW19	Require new large tract developments to provide an attractive environment for pedestrians.		++++		Planning/Pvt.	
NW20	Allow encroachments into non-essential rights-of-way where a pattern already exists such as loading docks and awnings along 13th Avenue.		++++		PDOT/Planning/ Pvt.	
NW21	Prepare a multiple-resource nomination in the warehousing area of the district.		++++		Planning/Pvt.	P 96 HP7

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LEGEND



Central City Gateway



District Gateway



Pedestrianway



Proposed Transit Mall Extension



Encroachment in Right-of-Way Allowed



Proposed Park/Open Space



Existing Park/Open Space



Public Attraction



Water Taxi



River Viewpoint



Existing Historic District



Proposed Boulevard



Existing Boulevard



Housing Target Area



Required Housing Area



Potential Urban Renewal Area



Park Deficient Area



Vintage Trolley

NW12 Number Reference to Action Chart

District Boundary

URBAN DESIGN PLAN 4 NORTHWEST TRIANGLE

0 200 400 800
FEET

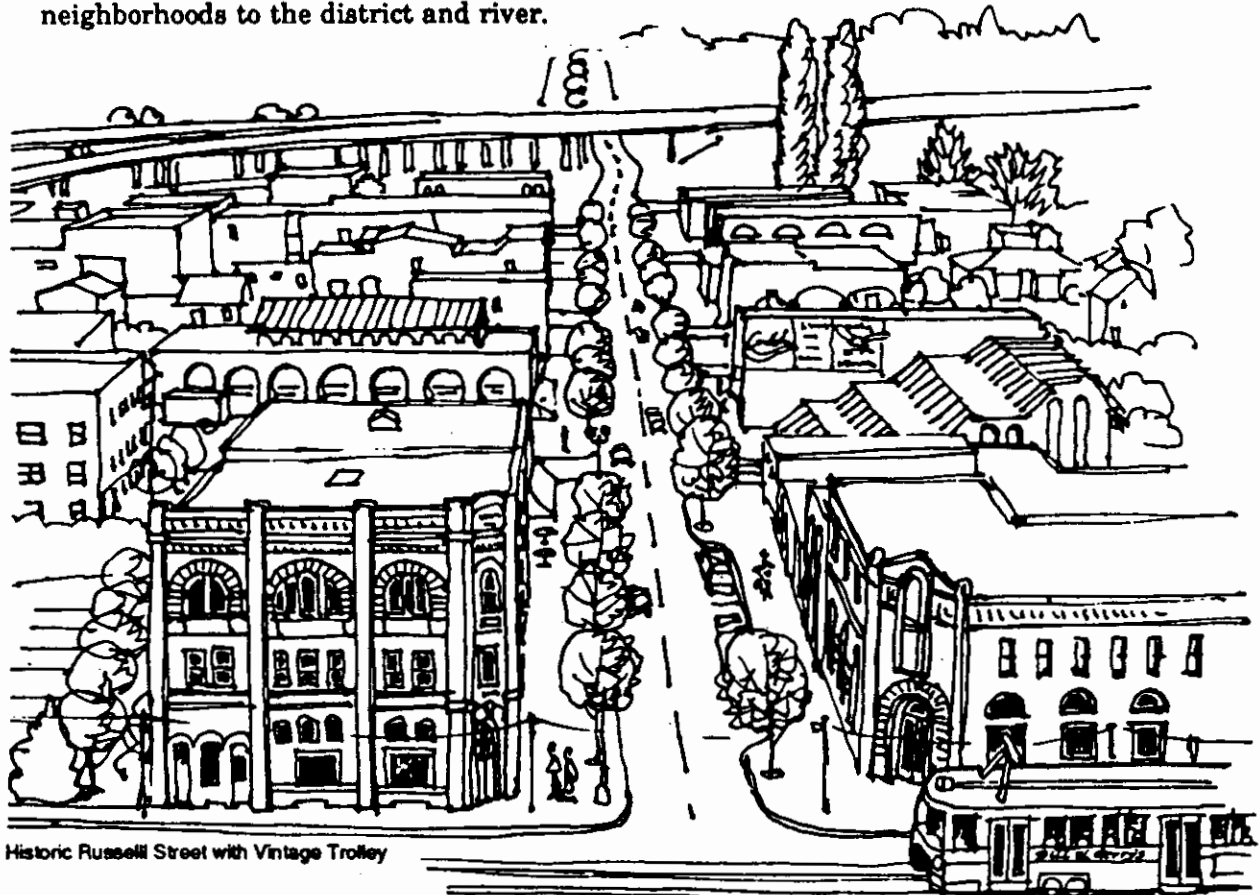


Policy 18: LOWER ALBINA

Strengthen the economic development of the district as an industrial employment area while preserving its historic buildings and providing a connection for pedestrians to the Willamette River.

FURTHER:

- Preserve the riverbank for water-dependent industrial uses.
- While preserving the cluster of historical buildings along Russell Street, allow a mix of uses which promote the economic health of the district.
- Provide improvements which attract industry to the district, and remove barriers to the movement of industrial goods and equipment.
- Provide a connection for the adjacent neighborhoods to the district and river.



Historic Russell Street with Vintage Trolley

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAILS
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
LA1	Establish a music center or other public attractions on Russell Street near Interstate Avenue.		++++		MAC/Pvt.	
LA2	Build Lower Albina District gateways in locations as shown on the map.		++++	++++	MAC/Parks/Pvt.	
LA3	Establish riverbank access on publicly-owned property north of the Fremont Bridge, include a fishing pier and a river taxi stop.		++++		Parks/Pvt.	P 100
LA4	Establish a pedestrian connection along Russell St. from the Eliot, Humbolt and Boise neighborhoods to the district and riverfront park.		++++		PDOT	
LA5	Develop and implement a traffic circulation plan which permits the use of local industrial streets for employee parking and industrial loading, including piggyback vehicle loading.		++++		PDOT/PDC/Pvt.	
LA6	Update the Lower Albina Traffic Study and implement its recommendations.		++++		PDOT	
	PROGRAMS					
LA7	Encourage water-dependent uses to locate on the riverfront.		++++		PDC	
LA8	Establish an annual event on Russell Street, such as a music festival.		++++		MAC./Pvt.	
	REGULATIONS					
LA 9	Continue industrial sanctuary status over most of the district.	++++			Planning	
LA 10	Study designating Russell Street as an historic district.		++++		Planning/PDC	
LA11	Target bonus FAR for development of housing along Russell Street.	++++			Planning	
LA12	Permit superblocks for industrial uses in areas indicated on the district map.	++++			Planning	

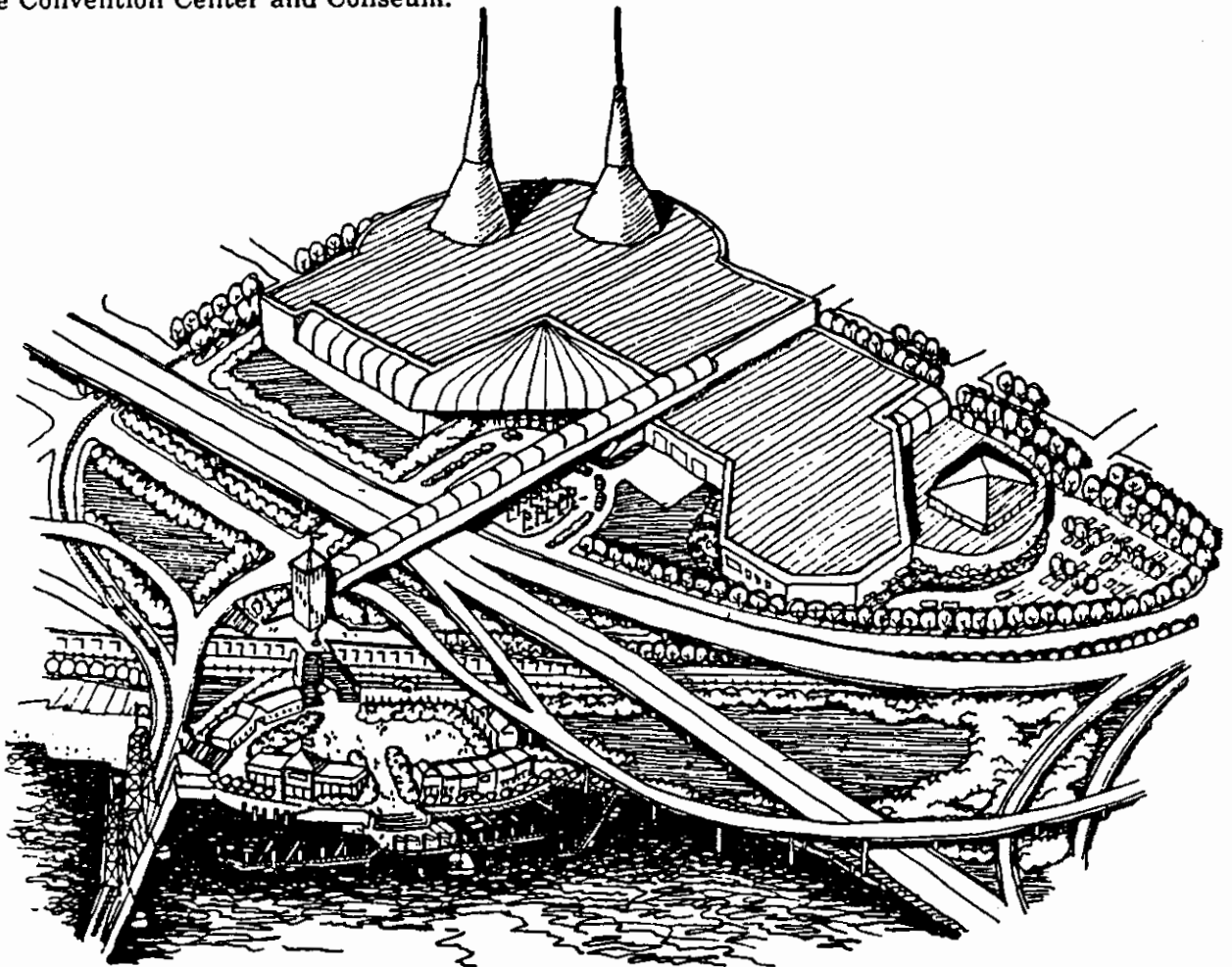
NOTE: Proposals for actions shown on the Action Charts and maps were adopted through City Council Resolution. The projects, programs and regulations listed are a starting place. As studies are undertaken, some actions will need to be amended, or in some cases, replaced with other proposals found to be better or more feasible.

Policy 19: LLOYD CENTER-COLISEUM

Reinforce the Lloyd Center as the eastern anchor of Central City retailing and locate the highest density new development in areas served by light rail.

FURTHER:

- A. Recognize the Lloyd Center-Coliseum District's role as a major entrance to the Central City.
- B. Improve the environment for pedestrians throughout the district and create a regional civic facilities campus which brings together the Convention Center and Coliseum.
- C. Promote and encourage the development of uses supporting the Convention Center and Coliseum.

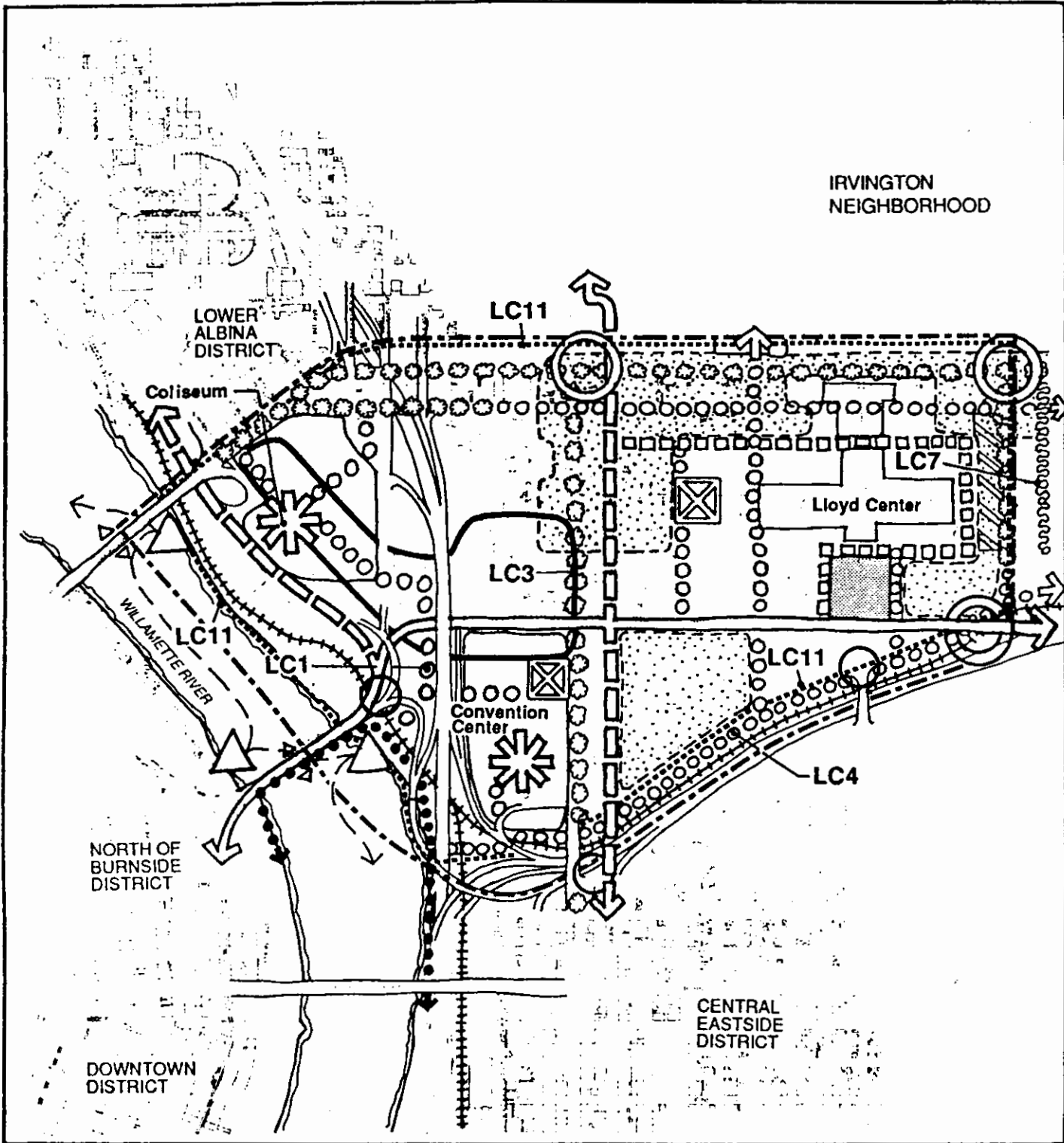


Convention Center with possible river access and public attraction.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
LC1	Create a connection from the Convention Center to the riverbank.		++++		PDC/Metro	
LC2	Provide pedestrian improvements on Union, Grand, Holladay, Multnomah, Broadway, 7th, 9th, and 16th streets.		++++		PDC/LID	
LC3	Improve connections for pedestrians in the area between the Convention Center and the Coliseum.		++++		PDC/ER/Metro	P 100
LC4	Establish a trail in Sullivan's Gulch linking the Sullivan's Gulch Neighborhood to the riverbank.		++++		PDOT/Parks	
LC5	Create boulevards on Union, Grand, Lloyd, Weidler, Broadway and 16th Streets.		++++		PDOT/PDC/LID	
LC6	Build Lloyd Center/Coliseum District gateways in locations shown on the district map.		++++		Arts Comm./Pvt.	
LC7	Buffer the Sullivan's Gulch neighborhood from through auto and truck traffic.		++++		PDOT	
LC8	Prepare a development plan for the area around the Convention Center.		++++		PDC/PDOT/Planning/Pvt.	
LC9	Establish a Vintage Trolley line linking the Lloyd Center to the Downtown retail core and the transportation center.		++++		PDC/LID/Tri-Met/Pvt.	
LC10	Improve Broadway east of 7th as a neighborhood shopping street.		++++		Planning	P 101
	PROGRAMS					
LC11	Study the feasibility of a Coliseum/Lloyd Center urban renewal district.		++++		PDC/Planning	
LC12	Study further extension of the existing pedestrian district to the river.	++++			PDOT/Planning	P 101
LC13	Foster superblock formation throughout the district, south of Weidler St.		++++		Planning	P 101
LC14	Promote the creation of housing incentive programs, by public agencies, in areas of Required Housing.		++++		PDC/City Council/State Legislature	P 87-H10

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LEGEND

- | | | | |
|--|---------------------------|------------|----------------------------------|
| | Central City Gateway | | River Viewpoint |
| | District Gateway | | Vintage Trolley |
| | River Pedestrian Loop | | Main Rail Line |
| | Pedestrianway | | Proposed Boulevard |
| | Proposed Transit Corridor | | Housing Target Area |
| | Existing Transit Corridor | | Required Housing Area |
| | Existing Park/Open Space | | Potential Urban Renewal Area |
| | Park Deficient Area | LC3 | Number Reference to Action Chart |
| | Public Attraction | | Traffic Buffer |
| | Water Taxi | | District Boundary |

6 URBAN DESIGN PLAN
COLISEUM/
LLOYD CENTER

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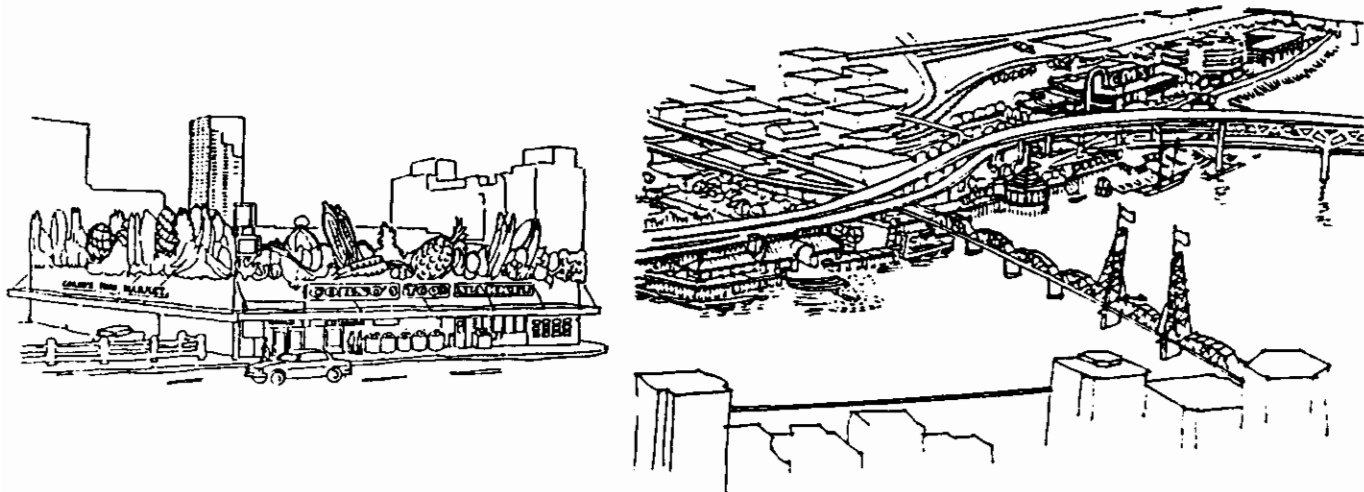
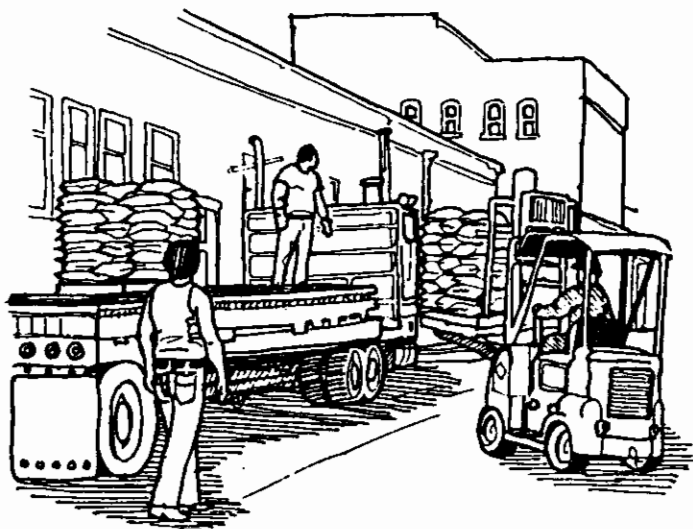


Policy 20: CENTRAL EASTSIDE

Preserve the Central Eastside as an industrial sanctuary while improving freeway access and expanding the area devoted to the Eastbank Esplanade.

FURTHER:

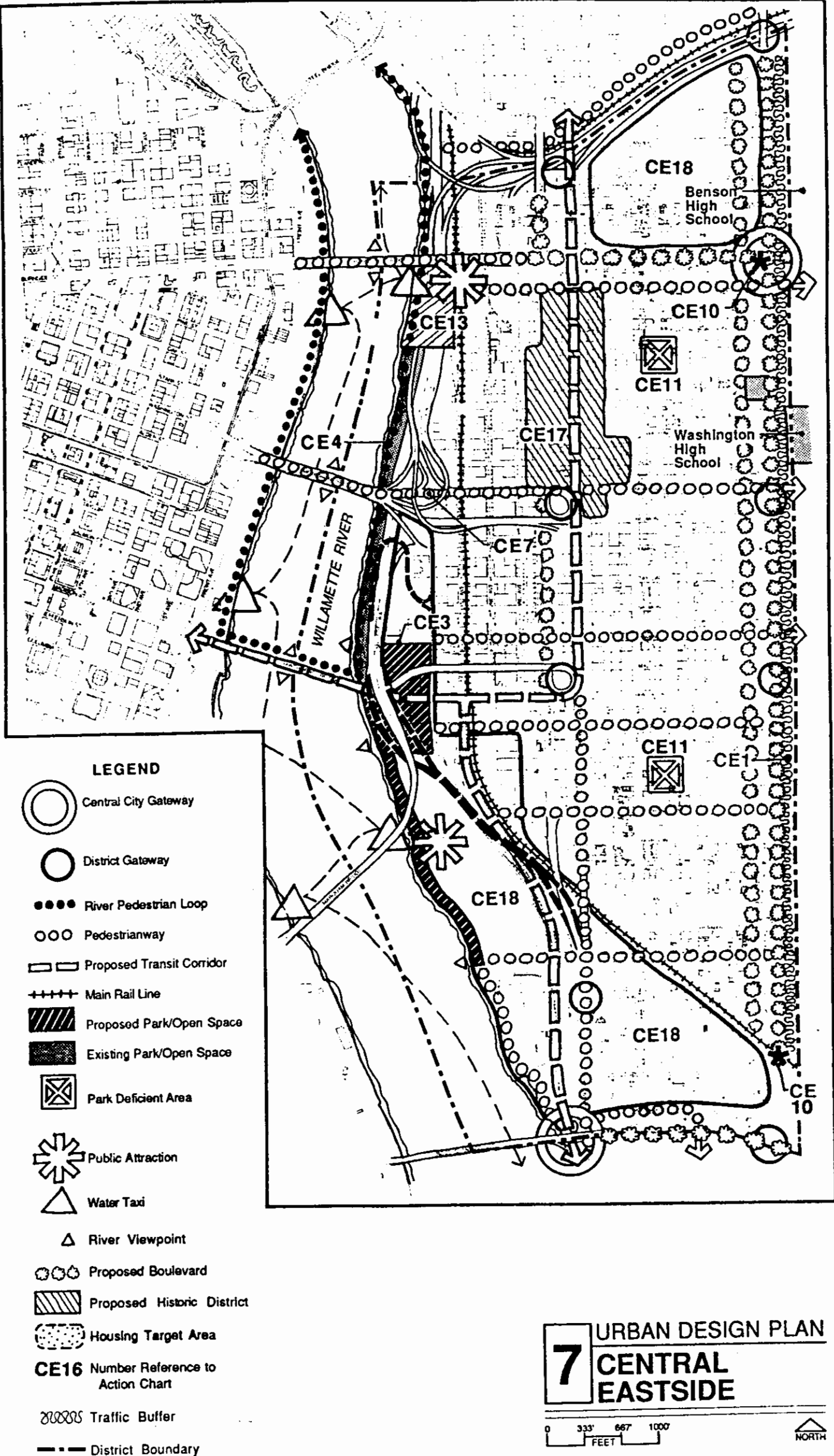
- A. Encourage the formation of incubator industries in the district.
- B. Reinforce the district's role as a distribution center.
- C. Allow mixed use developments, which include housing, in areas already committed to nonindustrial development.
- D. Preserve buildings which are of historic and/or architectural significance.
- E. Develop Union and Grand Avenues as the principal north-south connection and commercial spine in the district for transit and pedestrians.
- F. Continue implementation of the Central Eastside Economic Development Policy.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAILS
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
CE1	Buffer the residential neighborhoods east of 12th Avenue from auto and truck traffic.		+++		PDOT/HCD	
CE2	Establish a truck route from Water Ave. south to Caruthers.		+++		PDOT/PDC/Pvt.	P 101
CE3	Develop a park at the east end of the Hawthorne Bridge, consider using a part of this park for waterfront recreation for handicapped people and their families.			+++	Parks/PDC/PDOT/Pvt.	
CE4	Complete the Eastbank Esplanade improvements including pedestrian and bicycle connections at all bridges.		+++		Parks/PDOT/PDC	
CE5	Improve district pedestrianways on Clay, Ankeny, Morrison Main, Stephens, Caruthers, Division, Grand, 12th, and 3rd.		+++		PDOT/PDC	
CE6	Improve marking of truck routes to and through the district.		+++		PDOT/ODOT	
CE7	Improve pedestrian and bike crossings of I-5 at the Morrison bridgehead.		+++		PDOT	
CE8	Construct Central Eastside District gateways at locations shown on the district map.		+++		Pvt.	
CE9	Construct boulevards on 12th, Grand, Powell and Burnside Streets.		+++		PDOT/PDC	
CE10	Construct vehicle and pedestrian improvements at the intersections of SE 12th/Sandy/Burnside and SE 11th/12th/Clinton.		+++		PDOT	
CE11	Acquire and develop parks and open spaces to meet the needs of district residents and employees.		+++		Parks/PDC	
CE12	Support the establishment of a Multiple Resource Nomination south of Burnside and outside the proposed East Portland Historic District.		+++		Planning	P 101
CE13	Study and report on the feasibility of constructing an elevated park over the freeway from the Burnside Bridge south to Pine St. and from the river to S.E. First Ave.		+++		Parks/PDC/PDOT/Pvt.	
	PROGRAMS					
CE14	Allow closure and use of local streets for loading, employee parking and small plazas.		+++		Planning/PDOT/Pvt.	P 101
CE15	Preserve the publicly held land and right-of-way from the river bank to Water Ave to ensure this land is not sold for private use. City will have first right of refusal on an option to purchase this property.		+++	+++	ODOT/PDOT/Parks	
	REGULATIONS					
CE16	Continue the industrial sanctuary status in most of this district.	+++			Planning	
CE17	Establish an East Portland Historic Conservation District.		+++		Planning/PDC	
CE18	Foster superblock development in areas shown on the district map.	+++			Planning	

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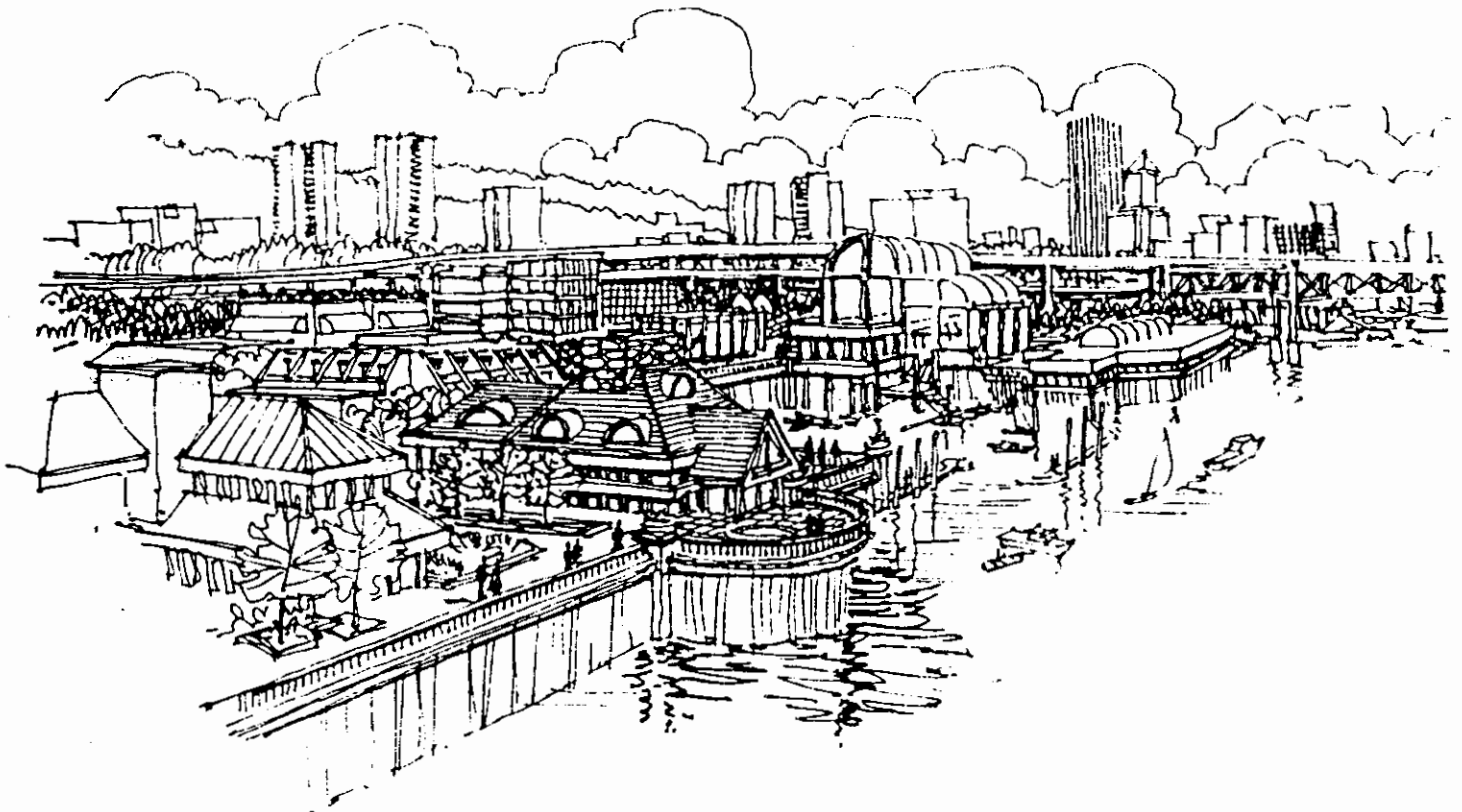


Policy 21: NORTH MACADAM

Develop the district as a mixed use neighborhood with significant residential development along the river bank and commercial development along Macadam and the Jefferson Street light rail line.

FURTHER:

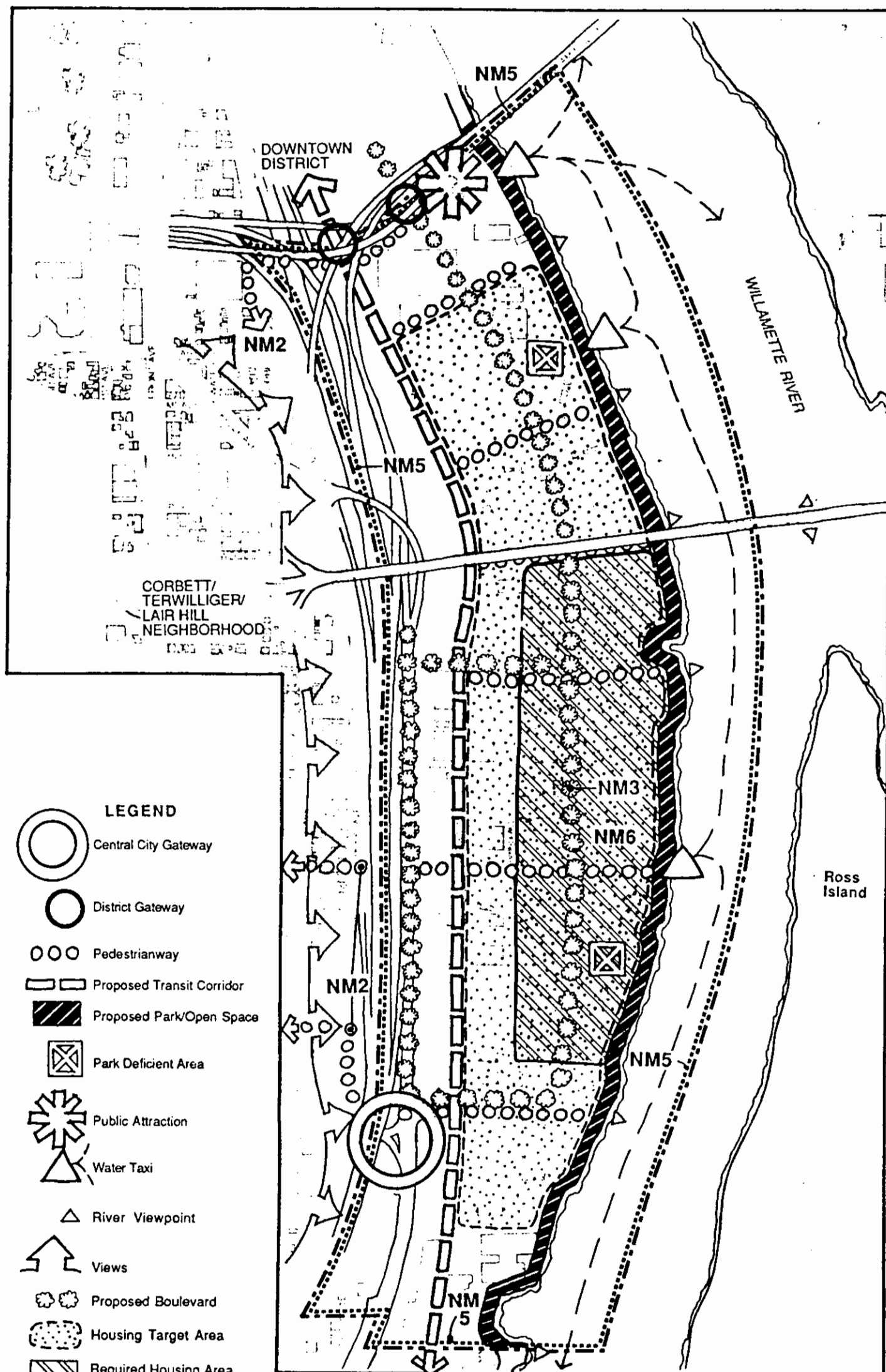
- A. Orient new development to pedestrians and provide frequent links to the river.
- B. Keep waterfront development low rise and allow taller buildings along the light rail corridor.
- C. Complete the Willamette River Greenway Trail riverbank connection between John's Landing and River Place.
- D. Improve road access and transit service within the district.



ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	SIX TO 20 YEARS		
	PROJECTS					
NM1	Improve the appearance of Macadam Avenue by extending boulevard treatment north to the Marquam Bridge.			++++	Parks/PDC	
NM2	Develop walkways/bikeways linking the residential area to the west with the Greenway Trail and waterfront.		++++		Parks/PDC/Pvt.	
NM3	Construct a boulevard running parallel to the river through the middle of this district and connecting it to the South Waterfront development.		++++		PDOT/PDC/Pvt.	
NM4	Study the possibility of providing improved bicycle access from the Ross Island Bridge to S.W. Moody.		++++		PDOT/Parks/Pvt.	
	PROGRAMS					
NM5	Study the feasibility of a North Macadam urban renewal district.		++++		PDC/Planning	
NM6	Promote the creation of housing incentive programs, by public agencies, in areas of Required Housing.		++++		PDC/City Council/ State Legislature	P 87 H 10
	REGULATIONS					
NM7	Preserve views from public viewpoints to the west.		++++		Planning	P 101
NM8	Identify and provide needed transportation improvements with, or in advance of, development.		++++		Planning/PDOT	

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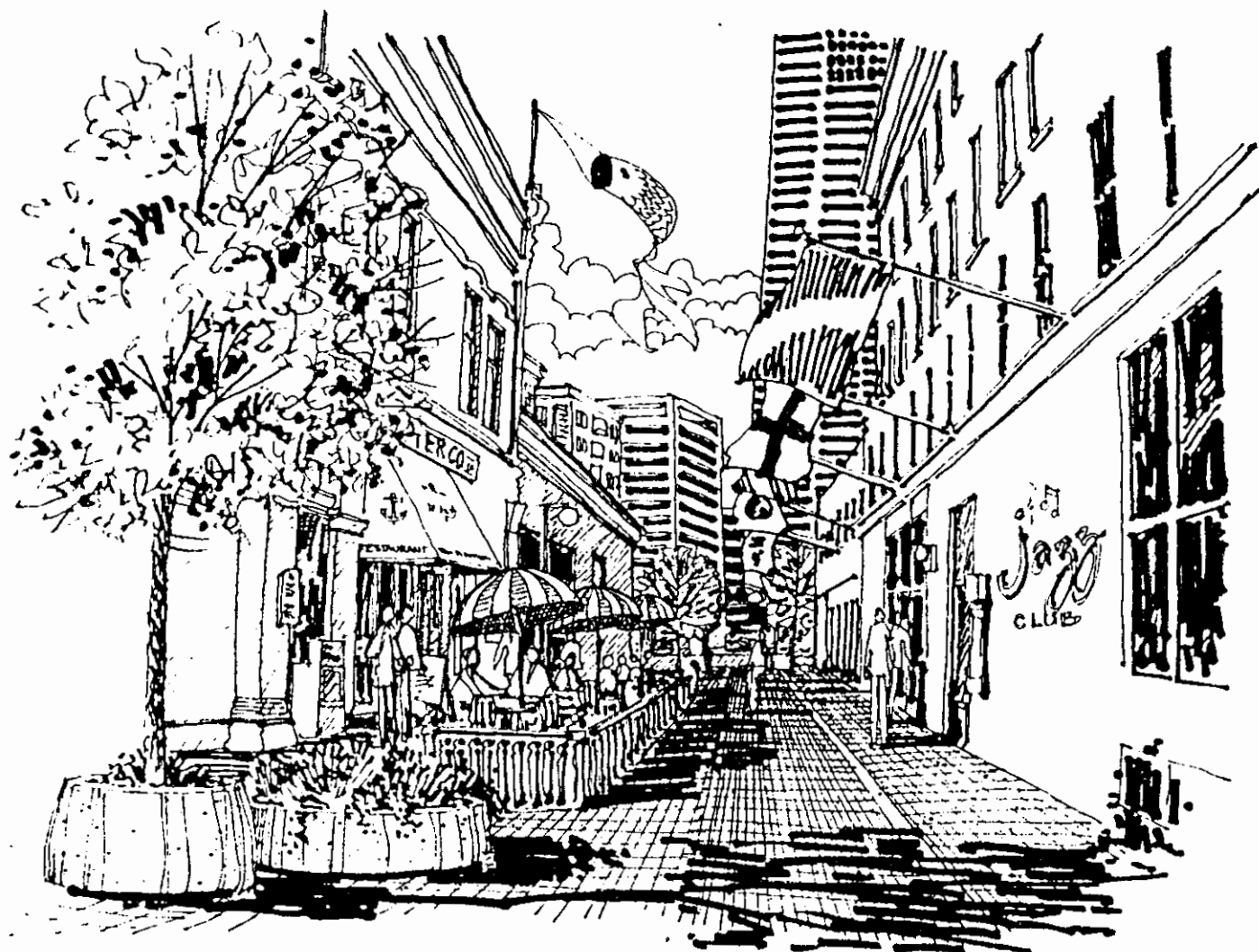


URBAN DESIGN PLAN **8** NORTH MACADAM

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DESCRIPTIONS OF SELECTED ACTIONS



Improvements of S.W. Ankeny Street with widened sidewalks, trees, and other amenities will enhance the street's special character and role as a corridor for pedestrians (Action D2).

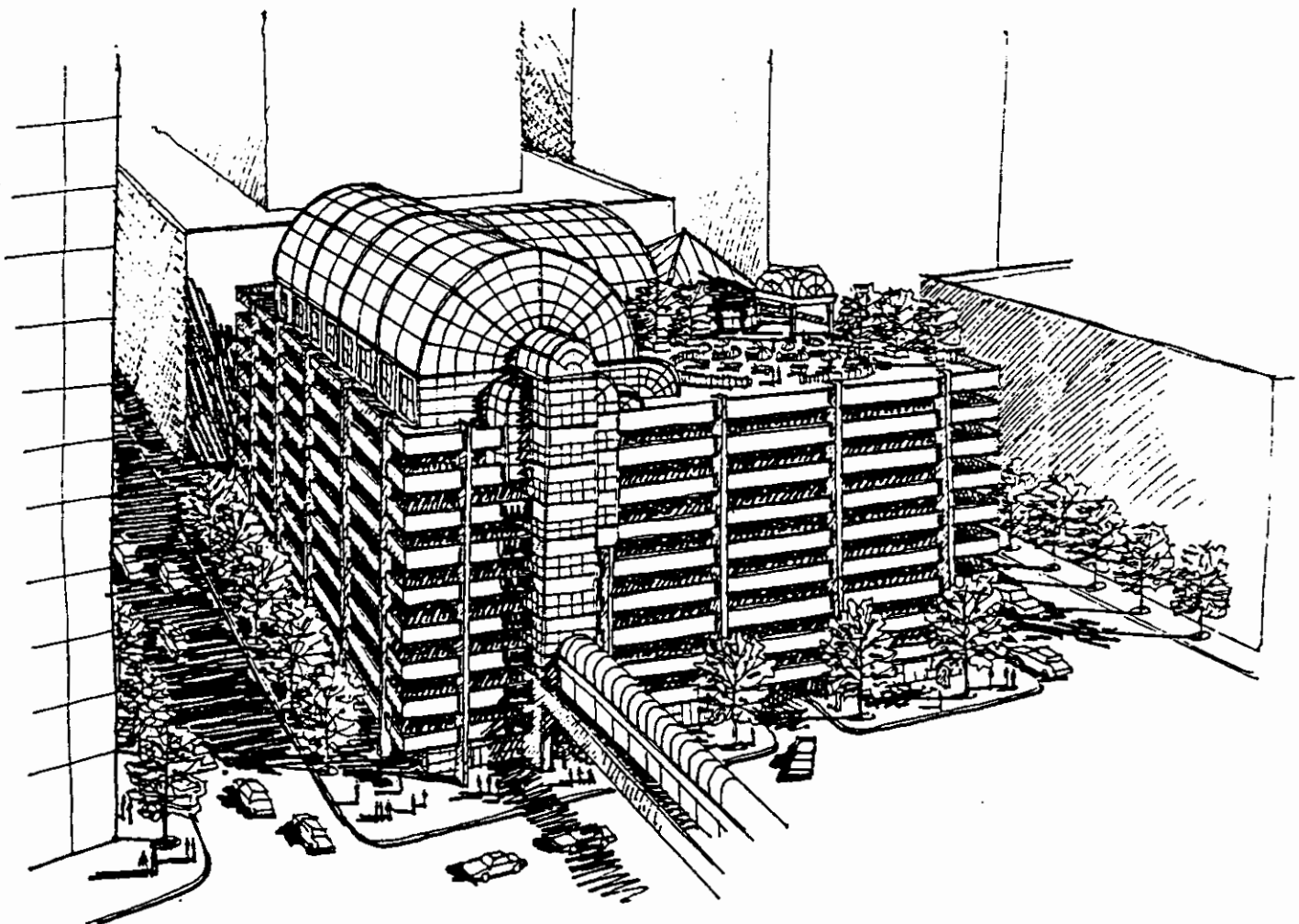
DESCRIPTIONS OF SELECTED ACTIONS

Introduction

The following are detailed descriptions of actions associated with many of the 21 plan policies. While most are not proposed for immediate implementation, they are presented with a level of detail provided by the Citizen Steering Committee, by the Functional Advisory Committees, by citizens through public testimony, and by the Planning Commissioners; some were suggested by research completed during the preparation of the Plan. Most proposals shown on the action charts are not presented here as action details; those proposals stand without need of additional explanations.

Many of the action details will require further study. Some may not prove to be practical at this time and may take 20 years or more to implement. However, they provide guidance toward achieving the Vision of the Central City Plan.

Specific proposals are listed in order of their occurrence in the Plan. Proposals are identified by the letter-numeric identification shown in the left-hand column of each action chart.



The top of the parking structure becomes a gathering place. Rooftop gardens and activities improve the appearance of building tops from the surrounding hills and taller buildings.

Policy 1: ECONOMIC DEVELOPMENT

ED 7:

Extend the vintage trolley and light rail system to link the Central City with Portland's commercial, high density housing, employment and recreational areas, and attractions outside the Central City. The vintage trolley can be extended to form a system which links the Central City with key attractions. The creation of a "fun" transportation system linking the Central City with the Washington Park Zoo Train, Hawthorne Street commercial area, Oaks Pioneer Park, OMSI, historic districts, retail centers and other Central City activities will significantly enhance Portland's attractiveness to tourists. Initial establishment of vintage trolley connections should not preclude later or concurrent establishment of light rail service. Specific alignments for vintage trolley lines will require additional study and review. The alignments shown in the Plan provide a general indication of the area to be served.

Policy 2: WILLAMETTE RIVERFRONT

R 1:

Include a riverfront section in a Central City Developers' Handbook. Currently, there are many overlapping regulations which govern development along the Willamette River. This section will explain special permit processes and regulations which affect property along the river.

R 2:

Create a river taxi system with stops at public attractions and existing piers. The taxi system could be modeled on the existing False Creek taxis of Vancouver, B.C. It could link existing and proposed riverfront attractions within the Central City and the adjacent areas with a scheduled water transportation network. These taxis may also be used by commuters. Initial use would primarily be for recreation and Portland visitors.

R 3:

Enhance the bridge walkways for pedestrians and bicyclists. Construct new features and maintain existing paths. Increase the role of the bridges as linkages between the east and west sides of the Central City. Examples of improvements include viewpoints for pedestrians, wider walks accommodating both bicycles and pedestrians, improved stair/ramp connections to both the Greenway Trail and the developed areas; and the location of public uses at the bridgeheads with improved lighting, weather protection, public art, and banners. Pedestrianways and bikeways should be maintained regularly due to their proximity to heavy auto traffic.

R 6:

Illuminate Portland's bridges with night lighting. One way of enhancing the image of Portland is to illuminate its most prominent landmarks at night, including its bridges and waterfront. River cities throughout the world are remembered for their landmarks, particularly their riverbank treatment and bridges.

R 8:

Study and make recommendations on the feasibility and location of a bridge for pedestrians and bicyclists. A bridge will enhance the attractiveness of the river and of alternative transportation methods. The design of a new structure should incorporate wide sidewalks, pedestrian amenities and safety features, and viewpoints. Placement of active uses on or near the bridge also should be examined.

R 10:

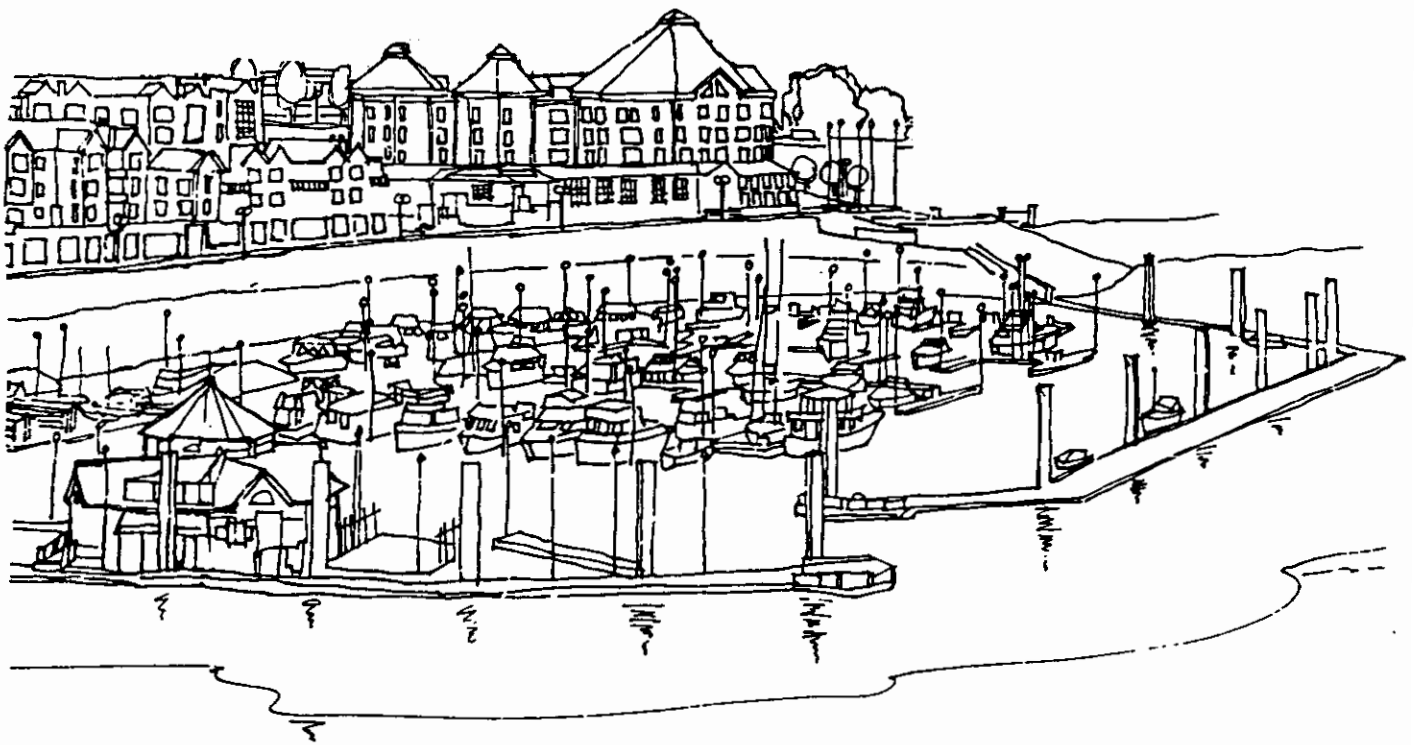
Build a full-size working replica of one of the tall ships important to Portland's history and dock it in the Central City. This tall ship will be located at one of the river attraction locations and will also support the economic development objective to promote tourism in the Central City. A possible location would be at the site of the Oregon Maritime Museum. Such a ship can also be used as an excursion vessel and will represent Portland at major world events.

R 11:

Create an inner-city riverfront loop trail between the Hawthorne and Steel Bridges, with a new rail level crossing on the Steel Bridge. This loop trail will provide a continuous path for bicycles and pedestrians. This project includes the planned Eastbank Esplanade improvements, the extension of the Greenway Trail from the Burnside to the Steel Bridge and a crossing for pedestrians and bicycles at the rail level on the Steel Bridge. The loop trail also will include connections from the Steel Bridge pedestrian crossing to Waterfront Park and improved connections from the Greenway Trail at both ends of the Hawthorne Bridge.

R 13:

Establish rivercraft tie-up facilities to allow access from the river to the riverbank. This action will support the concept of focusing the Central City on the river by inviting those who use the river for recreation into the Central City.



R 16:

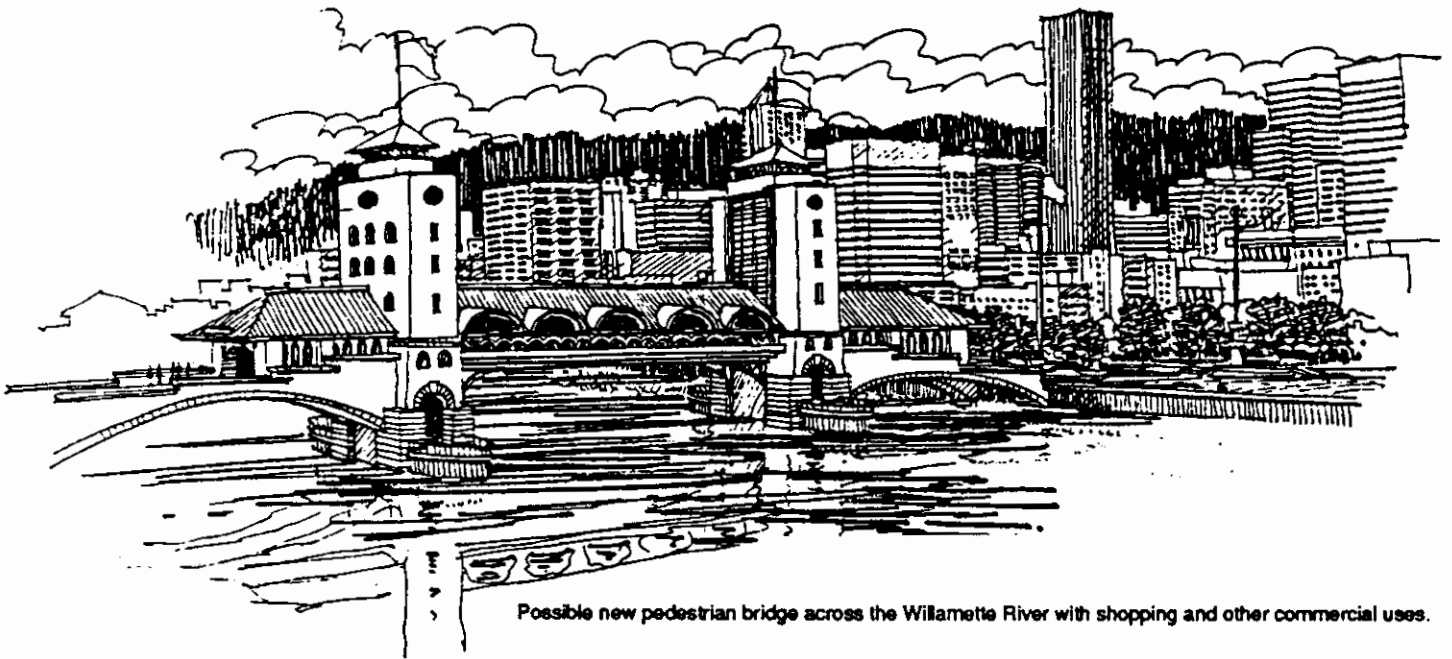
Protect views of the river on existing rights-of-way. This protection will ensure that the views of the river we enjoy today are preserved. Because of Portland's street pattern, there are opportunities throughout much of the Central City for views down east/west streets towards the river. Even though these views may not extend to the water's surface, (because of seawalls, freeways or other structures), the potential for the removal of these elements in the long-range future makes it necessary that the view corridors be maintained.

R 17:

Enhance the role of the Central City bridges as gateways. The role of the Central City bridges as gateways can also be enhanced by placing public art at bridgeheads to mark the entrances to the Central City districts, and by improving the bridgehead environment as a "front door" to each of the districts.

R 20:

Enhance fish and wildlife habitat along the river. Small, but linked areas of wildlife habitat along the Willamette will be created. Through management of open space, urban land can harbor a variety of wildlife and, at the same time, appeal to the eye. Several attractive species of wildlife can survive in close proximity to developed areas. Wildlife can be attracted by diversifying the plant community, screening it from disruptive land uses, and providing higher water quality.



Possible new pedestrian bridge across the Willamette River with shopping and other commercial uses.

Policy 3: HOUSING

H 5:

Establish a City housing trust fund for replacement of lost housing, construction of new housing, and preservation of existing housing. A method for financing a housing trust fund will be established to be used to sustain low-income housing in the Central City. The housing trust fund proposal has been suggested for inclusion in the Central City Plan by the Housing Advisory Committee (HAC). The HAC recommends the use of three revenue sources to create a reliable, flexible and renewable City-County housing trust fund:

1. A special purpose levy, established specifically to meet capital costs for acquisition and rehabilitation, but also to provide operating funds for such activities as the voucher program.
2. Tax increment funds committed to acquisition and rehabilitation in the Central City's renewal areas.
3. A real estate title transfer tax or fee which will provide operating and rent subsidy support on an ongoing basis.



New University Park Apartments, in the Downtown South Park Blocks.

H 10:

Aggressively explore, develop and take action to create housing incentives, particularly taking quick action on those potential incentives identified during the Plan development process. These identified incentives are as follows:

1. Form urban renewal districts and use tax increment financing to support housing and related improvements.
2. Extend the ten-year limited property tax exemption for the value of the housing improvements to the entire Central City area.
3. Use tax exempt revenue bonds for permanent financing of housing.
4. Establish LIDs to provide improvements that are needed to foster a market for housing.
5. Use the City's powers of eminent domain to assemble sites for housing development.
6. Transfer title of City-owned lands to housing developers to indirectly write down the cost of land on which housing is to be built.
7. Subsidize the delivery of City infrastructure to sites on which housing is being developed.
8. Create FAR and height bonuses for projects which include housing.
9. Waive development fees for projects that include housing, or for the housing portion of a mixed-use project.
10. Transfer of surplus development rights from housing projects to off-site locations.
11. Establish a City housing expeditor to aid in the development approval process and to process and assemble incentive packages.
12. Subsidize operating expenses of housing developments, such as water and sewer charges.
13. Use general obligation bonds in urban renewal districts as an alternative to, or an addition to, tax increment financing.

Policy 4: TRANSPORTATION

T 1:

By January 1, 1989, finish a feasibility and engineering study for the two mile stretch of the Eastbank Freeway. This study will reconsider all elements of the Marquam Interchange Project. Timing of the study will be scheduled so as to not preclude construction of the Water Avenue ramps element of the project. The January 1989 date has been selected in order to accomplish this. The objectives for this study are the following:

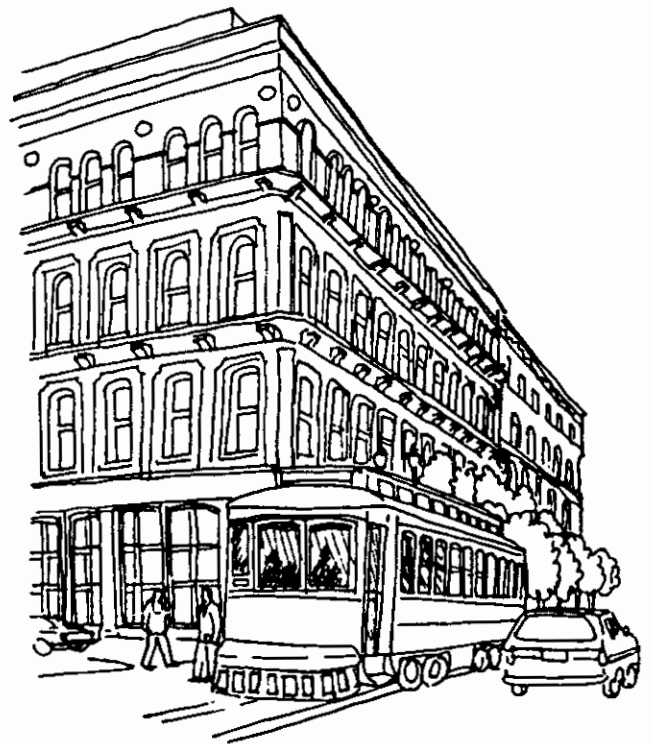
1. Assure that the Central Eastside has access both north and southbound to and from the I-5 Freeway.
2. Improve the safety and efficiency of this stretch of I-5.
3. Preserve the integrity of the industrial sanctuary.
4. Examine alignments no farther east than Third Avenue.
5. Examine the potential of making changes on an incremental basis over the next 20 to 25 years.
6. Provide access across or under the freeway at frequent intervals to the Eastbank Esplanade.
7. Reduce or eliminate the number of ramp structures in the air.
8. Examine a single integrated project as well as a series of incremental projects.
9. Address potential development of a trolley or light rail connection in the Central Eastside between the OMSI site and Convention Center.
10. Ensure that any improvements to the freeway do not use light rail funds.
11. Involve ODOT, PDOT, the Planning Commission and Portland's citizens on an active basis.

T 2:

Engineer and construct the westside light rail line. This project is important to the future success of the Central City. Growth in the Central City is dependent on access and the westside is quickly reaching capacity of the highway system. Maintaining the Central City as the region's center requires that easy access to the area continues. The City's ability to meet air quality objectives is impeded by a lack of a rail alternative for those coming to the Central City from the west.

T 4:

Plan and construct an inner-city transit loop (possibly on Grand Avenue). A transit loop will be an essential component in improving the vitality and attractiveness of Portland's central eastside. The loop will assist in creating a two-sided city embracing the river and making it the City's focus. The Transit Mall has made a dramatic change to the Downtown, from the substantial improvement in air quality to the attractive mall and retail center. However, it is not intended that the loop would expand the Downtown to the eastside. Rather, it is intended to enhance the character of the Union and Grand corridors and to improve the transportation system within the Central City. The use of one of these streets solely for transit and converting the other to a two-way traffic street will require further study.



T 5:

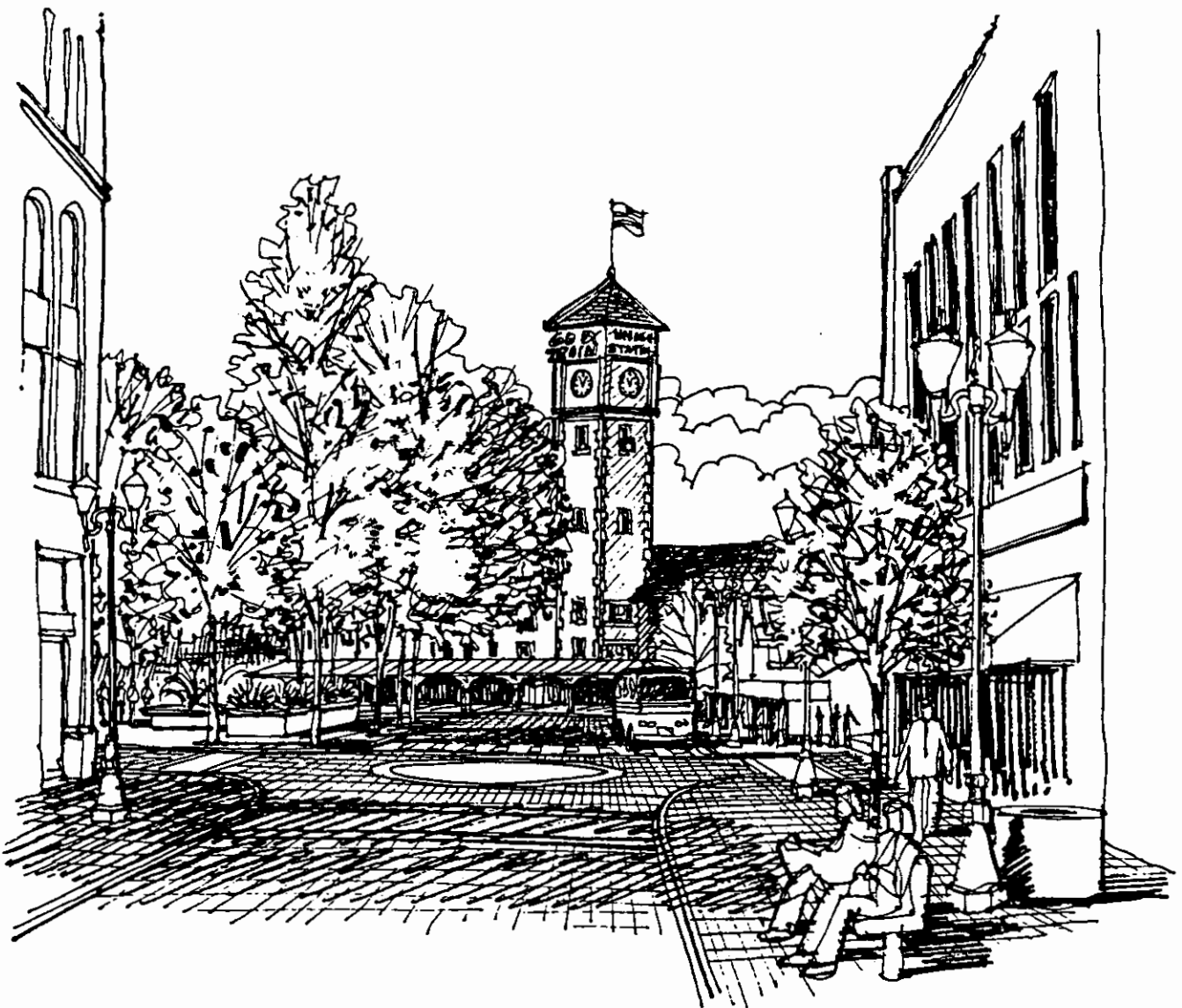
Allow the use of some local service streets in industrial areas for angled parking for employees and for loading. The existing street pattern in Central City industrial areas is dominated by the City's traditional 200-foot blocks. While preservation of existing rights of public access is often important, it will be possible in some circumstances to allow for the partial closure of local service streets. Such closure will allow adjacent businesses to use the street space for either loading or employee parking, or for both. Allowing such use of streets will enhance the attractiveness of these areas as industrial locations. When such closures are allowed, the public's right to re-open the street at a future date should be maintained.

T 10:

Create a safe, clear and pleasant system of walkways and bikeways. In addition to the development of pedestrian amenities such as curb cuts, lighting, and street furniture, improvements for bicycle riders need to be made. The separation of bike lanes from auto and pedestrian traffic should be investigated.

T 16:

Encourage reduced parking rates on weekends and at night. As a condition of approval of new downtown parking facilities within 500 feet of evening and weekend attractions, require new facilities to remain open to serve evening and weekend visitors.



The extension of the bus mall, north to Union Station, is a public project the City will begin within the next five years. This will link public transit, Amtrak, and bus transportation and improve the connection between Downtown and Union Station.

Policy 5: HUMAN SERVICES

HS 5:

Conduct a study to develop a city-wide plan that will guide the siting and expansion of facilities which directly provide food, temporary shelter, clothing, or medical or counseling services. This plan will develop programs and strategies which address the following objectives:

1. Determine the preferred degree of centralization and decentralization of needed social service facilities.
2. Reduce the negative impacts which are created from the presence and concentration of human service facilities.
3. Integrate the City's policies and long-range goals with those of Multnomah County and the State of Oregon.
4. Involve representation from neighborhood associations, business associations, social service providers, and the City in reviewing and refining the recommendations for action.

This study will be charged with developing detailed recommendations for action for public review. Upon completion the recommendation will be submitted to the City of Portland Planning Commission for public hearings.

HS 9:

Establish a youth center offering recreational programs, health care, counseling and job placement services. The Metropolitan Youth Commission recommends that the location of the youth center be near the Transit Mall and retail center. It will offer opportunities for socializing and provide a legitimate and safe gathering place for Portland youth. The success of such a center requires that it be a place run and staffed primarily by teens with adult supervision.



HS 10:

Create an adopt-a-room program supporting SRO housing. The adopt-a-room program has succeeded in other cities. It will allow individuals and organizations to sponsor an SRO unit. If desired, they may sponsor additional services, such as medical care. With the freedom of sponsoring a particular service, donors will feel they have made a tangibly contribution to meeting the basic needs of individuals.

HS 11:

Establish a centralized human services information center. Such a center can quickly refer individuals and families to the sources of aid which are best able to meet their needs. The center will have a phone number staffed on a 24-hour basis. Social service agencies, churches, transportation centers and police stations can allow free calls to this number.

HS 14:

Provide attendants in public restroom facilities. Public restroom facilities are needed by visitors to the City, homeless people and those living and working in the Central City. However, the City has had persistent problems with vandalism and maintenance of existing restroom facilities and has had to close some public restrooms. In other cities these same problems exist, but have been reduced by having attendants for restroom facilities. Generally, such attendants collect a small fee for use of the facility. While a fee could be charged, those without money could collect litter or perform other community maintenance in exchange for use of the facility.



Small vacant lots between buildings could be developed as "pocket parks". Such small parks offer a respite in the urban core

Policy 6: PUBLIC SAFETY

PS 1:

Establish storefront police aide centers in high crime areas. These will be small, two-to-four officer facilities which provide a focus for public safety services in high crime areas. Neither booking nor detention facilities are envisioned. The center will primarily function as a refuge and a community contact point.

PS 4:

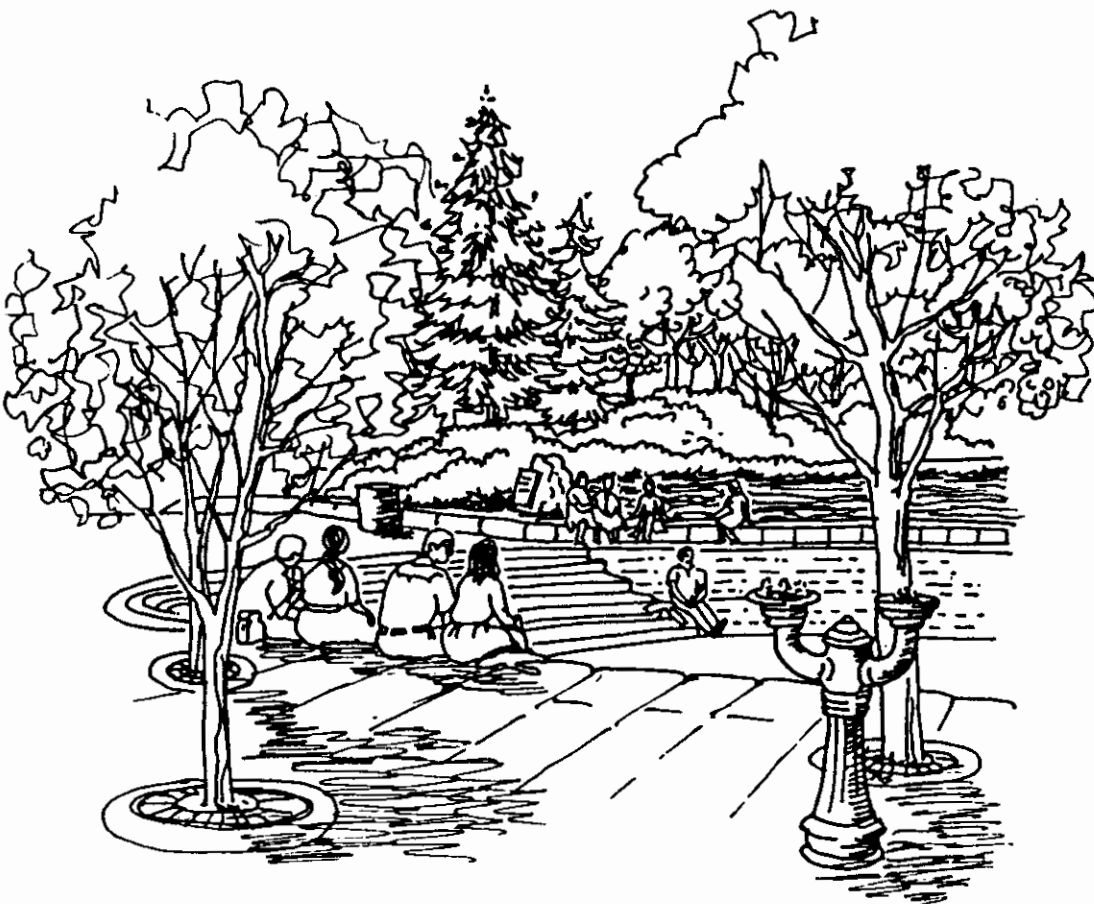
Consider assessment districts to fund special public safety programs; i.e., storefront police aide centers, horse patrol, etc. The officers will be distinguishable by different uniforms. Additional horse and foot patrols will be included in the district, especially in parks, retail and entertainment areas. To increase the frequency of patrols, consideration can be given to having police officers conduct their patrols alone, rather than in pairs.

PS 5:

Increase foot and horse patrols in commercial and tourist areas. Many cities have begun to rely on foot patrols. In Flint, Michigan voters approved a property tax increase to fund foot patrols city-wide. After three years, crime reportedly declined by 9 percent in foot patrol areas and calls for service were reduced by 43 percent.

PS 6:

Establish a force of park "Rangers" who provide information and supervision of public spaces, parks, malls, tourist areas and shopping streets. This is an additional component of the special assessment for public safety services. The Rangers serve as unarmed police aides with a visible presence which improves the perception of safety. They use radio communications for reporting and requesting emergency response support. The City of Seattle uses police aides and reports that the aides have made a noticeable contribution to controlling crime in their patrolled areas and are "completely accepted" by police officers.



The presence of Park Rangers would improve the feeling of safety in public parks.

Policy 7: NATURAL ENVIRONMENT

NE 2:

Develop urban wildlife areas in public parks and open spaces. An interconnected system of these natural habitat areas can be created by connecting nearby habitat areas or corridors such as the 40-Mile Loop, Forest Park, Washington Park, and the Oaks Bottom Sanctuary. A program to promote their use for educational and recreational purposes can accompany trail improvements for walkers and bicyclists.

NE 6:

Establish a Central City litter clean-up campaign. Such a project can enlist the support of both the public and private sectors. The administering group can contract with organizations such as those who assist the chronically unemployed. The campaign can also include environmental awareness advertising, installation of trash receptacles, and a beautification program. The idea of requiring sellers of take-out food to participate in the funding of a litter collection program may also be examined as part of this litter clean-up campaign.

NE 9:

Promote the development of employee parking and traffic management and alternative employee transit plans for new and existing businesses. As a condition of discretionary quasi-judicial review, the establishment of business transportation management programs and alternatives to auto commuting for employees will be examined and then be required where they are found to be effective. These programs may include provisions such as more flexible working hours, promotion of transit use, and use of other less polluting modes of transportation.

NE 10:

Study offering price reductions in the cost of parking for vehicles which pass an annual DEQ emissions inspection. Presently DEQ requires that this test be passed every two years. This program will provide a financial incentive to maintain auto air quality protection equipment in working order. Imposition of an annual air emissions test has been considered as a means of improving air quality in the Portland area. However, a proposal to require annual inspections has not been made, in part, because requiring auto owners throughout the region to have such an inspection involves too many owners who do not commute to the Central City. Offering a financial incentive in the form of reduced long-term parking prices will reach the targeted group directly and avoid the ill will likely from an annual inspection requirement.

NE 11:

Study and make recommendations on the potential of electrification and of use of alternative fuels for transit to reduce noise and air pollution. Electrification of public transit vehicles serving the Central City will also significantly improve air quality. While the most obvious form of electric transit is light rail, the study will also examine trolley buses and electric buses running on batteries. By converting buses routed through the Downtown from diesel to alternative fuels, the concentration of particulates in the air will be reduced and, even more importantly, noise and the odor of diesel in the air will decrease, thus improving the image of the Central City as a clean and green environment.



The Willamette River is a habitat for a variety of fish and wildlife species. The river offers the opportunity for recreational fishing.

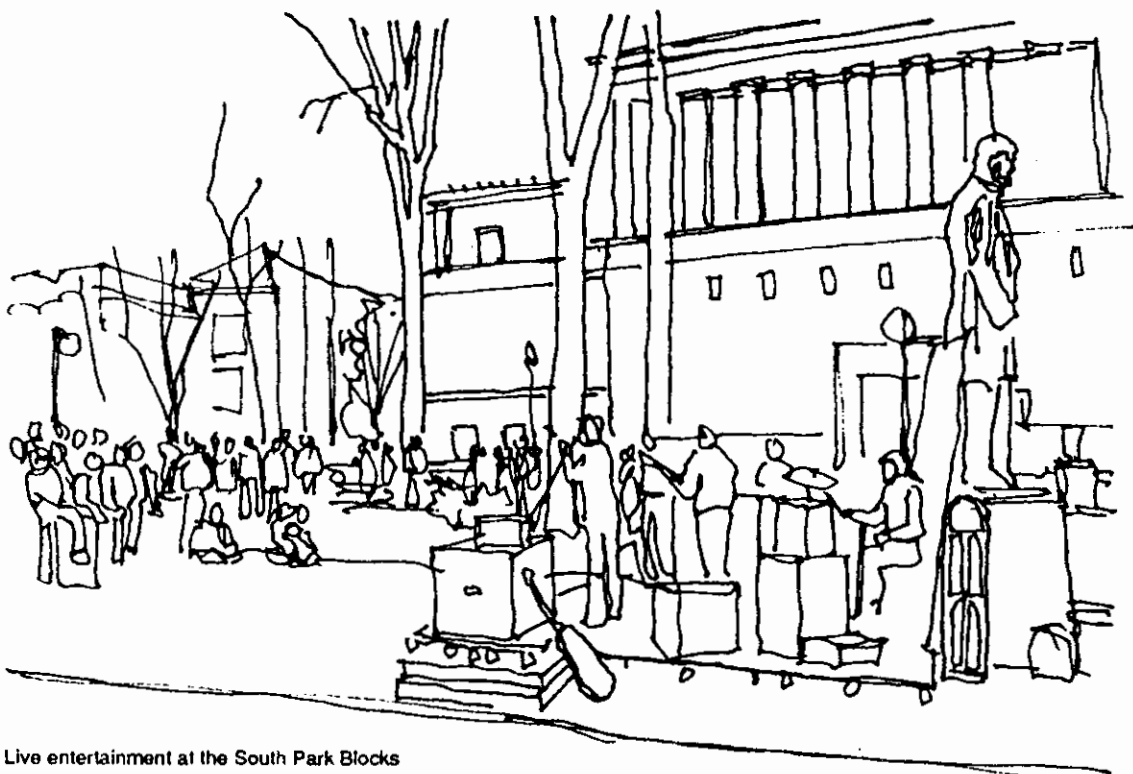
Policy 9: CULTURE AND ENTERTAINMENT

C 5:

Enhance the central cultural district on the South Park Blocks and cultural development areas throughout the Central City, as shown on the map. The Central Cultural District now has the activities needed for a successful district. Marketing and programming a variety of affordable events will be the next phase to promote its use. The cultural development areas were selected according to the historical or unique character of buildings or uses near these proposed areas. They are viewed as areas of opportunity to promote the arts to a larger audience, those who would not generally participate in events at the South Park Blocks Cultural District. The character or theme of each area will be unique. For example, the Russell Street area might be a music center with night clubs, musical education classes and a museum. Actions needed to create a cultural area will require further study and involvement by the Metropolitan Arts Commission, the Planning Bureau, PDC, and various interests in the private sector.

C 10:

Create a small donor program for the purchase of public art for public spaces. Each year, a significant public art location from the public art plan will be identified. A fund-raising drive to commission a work of art for that location will follow. The fund-raising effort will be community-wide, can build on the precedent of the Pioneer Square brick sale and offer a chance to participate at a modest level. Projects completed through this program will be marked as such and, in some way, the names of all contributors will appear near the finished work.



Live entertainment at the South Park Blocks



A public aquarium is seen as an addition to Portland's educational resources as well as a recreational attraction.

Policy 10: EDUCATION

E 2:

Study and make recommendations on the need for and most appropriate location for a primary school in the Central City. The adequacy of school facilities in the Central City should be periodically examined and, if necessary, new facilities should be provided. The urban center is an appropriate location for specialized educational programs. An arts high school is commonly mentioned as needing a location near the cultural center of the region. A secondary school specializing in science and located near OMSI has also been suggested.

E 4:

Create a University District which fosters Portland State University's growth. The district will be a sub-area of the Central City as shown on the Central City Plan Map. The University District will require that development be in conformance with a master plan for PSU, developed by the University and the City. After approval of the master plan no additional land use reviews, other than design review, will be required of development in conformance with the master plan. The City will approve PSU's proposal for a master plan based on findings that the plan mitigates adverse impacts of the University's expansion, that the master plan provides for the University's residential, parking and commercial/retail needs as well as for its educational role, and that the plan is consistent with the City's Comprehensive Plan.

E 6:

Establish a program which provides cooperation in the development of trade schools within the Central City, especially in industrial areas. Examine the feasibility of establishing a construction trades school in the Central City. The Northwest Triangle and Lower Albina areas have been identified as areas where a building trade and craft school program could operate, using available land and buildings. A trade school which develops specialized skills in such areas as glasswork, pottery, stone carving and wood working will benefit from a centralized location. The work produced by students and the activities themselves might be of interest to tourists.

Policy 11: HISTORIC PRESERVATION

HP 2:

Explore the feasibility of a Transfer-of-development-rights Program and other incentive programs to protect historic landmark buildings. A transfer-of-development-rights program for historic buildings will allow owners of historic properties to transfer the unused portion of their development potential to another piece of property. This transaction will be signed by the two property owners affected (sending and receiving), written into the deed of each of the properties, and approved by the City through a Type I review. The agreement can be for a term which equals or exceeds the life of the project on the receiving lot to which the rights are transferred. The deed will provide that its covenants and conditions run with the land and are specifically enforceable by any party or by the City of Portland.

HP 7:

Prepare a proposal for a new Multiple Resource Nomination in the Northwest Triangle warehouse area and in Central Eastside, south of Burnside. An area or collection of buildings can qualify for a National Register of Historic Places Multiple Resource Nomination if it is not located close enough to qualify for an historic district nomination, but it is close enough to have a relationship within a definable geographic area or have a thematic, or some other, associative relationship.



Chinatown Gateway. The Plan calls for the creation of additional gateways to celebrate entrances to districts

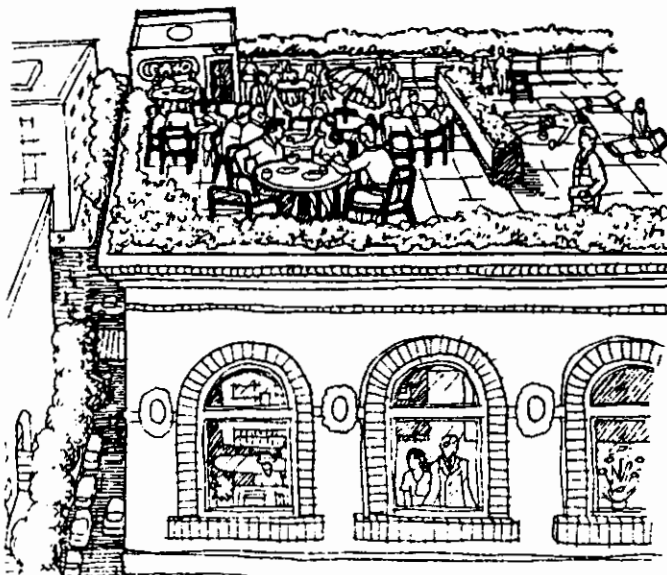
Policy 12: URBAN DESIGN

UD 2:

Establish a gateway program to design and build gateways marking entrances to the Central City and between its districts. Gateways give a city graceful transitions and provide a sense of welcome and civic pride for those entering. Their locations are proposed at the major points of entrance around the perimeter of the Central City and are shown on the Urban Design Map. Welcome signs, public art and other civic improvements may be incorporated into the gateways.

UD 4:

Create a boulevard system connecting all districts of the Central City. Examples of these streets can be tree-lined boulevards, major transit corridors with common paving and landscaping, the North and South Park Blocks, and streets with widened sidewalks and building facades built consistently to the property line. Each boulevard indicated within the Central City will develop its own visual character or theme. Future improvements will reinforce these established themes.



Rooftop Garden

UD 6:

Study the possible designation of additional pedestrian districts throughout the Central City, as shown on the Urban Design Map. Develop standards for each in order to create a rich walking environment.

In the Arterial Streets Classification Policy (ASCP), these areas provide for walking, the use of street space for activities supportive of walking and access to transit stops and parking facilities. An environment conducive to pedestrians is encouraged through the provision of wider sidewalks, landscaping, street furniture, rain protection and, where appropriate, street closures. These closures allow use of the street only by pedestrians, bicycles and service vehicles. Auto-oriented land uses are restricted. Along the most important routes of travel by pedestrians, buildings are required to extend out to the property line for the majority of their perimeter. A Required Buildings Line Map is included in the Central City Plan District Chapter showing where this requirement is applied.

The Lloyd Center District, east of Union Avenue and south of Halsey, and the entire area of the Downtown Plan (bounded roughly by Hoyt, I-405 freeway and the river) are currently designated as pedestrian districts.

UD 12:

Identify and protect view corridors at public streets and parks. Work on this regulation is being done as part of the Bureau of Planning's response to State Goal 5 in conjunction with the work on Periodic Review. Planning Commission review of this work is scheduled for 1988.

UD 13 & 14:

Create and adopt urban design guidelines appropriate to each district. Assure, through design review, that new development is at a human scale and that it relates to the character and scale of the area and the Central City. Currently, the design guidelines for different parts of the Central City include Downtown Design Guidelines; Northwest Triangle Design Guidelines; Yamhill Historic District; Skidmore/Old Town Historic District; the South Waterfront Special District; the Chinatown Unique Sign District; and the Broadway Unique Sign District. Additional design guidelines will be created for proposed new design zones. This is to assure that all design review areas have design guidelines. Where design guideline districts overlap, as they do in the Downtown, a single design guideline document will be prepared. This document will include all guidelines for the area and explain the applicability of each. For those areas designated for design review, the process will not begin until the guidelines are written and approved by both the Design Commission and the Planning Commission.



What the Hawthorne Bridge might look with night lighting.

Policy 14: DOWNTOWN

D 1:

Widen sidewalks and make improvements to Park Block connection for pedestrians between S.W. Salmon and Ankeny by providing wider sidewalks, street trees and other improvements. These improvements will provide a continuous pedestrian/park-like connection through the westside of the Central City. Auto traffic can use one lane for travel and one side of the street for parking. Possibilities for enriching the pedestrian environment along this strip include the planting of street trees to provide visual and physical connections between the parks, and the provision of thematic street furniture and other amenities for pedestrians. Sidewalk cafes can be developed in the widened sidewalk areas.

D 6:

Study the establishment of active uses under the bridge approach ramps in Waterfront Park. These uses will increase activity and safety during nonpeak hours in the park. New structures should not impede upon the meadow-like quality of the park, but should be relatively small and supplemented by temporary, partially-protected, outdoor areas.

D 9:

Improve S.W. Harrison between Fourth and Broadway to formalize connections between the South Auditorium and University Districts. This improvement will provide aesthetic and functional continuity between the two areas. Improvements may include tree plantings, pedestrian amenities and designated crossings. This connection will also create a recreational walking loop around the Downtown.

D 11:

Create financial incentives for infill development. Use tax increment financing and urban renewal funds to support infill developments on small parcels (under 15,000 sq. ft.) in areas zoned CX and RX.

D 12:

Establish a Cultural District on the South Park Blocks. This district will be bounded by Salmon, Market, Broadway and 10th Streets. This cultural center will provide a rich environment for pedestrians. Temporary street closures for cultural events, public art displays and outdoor performances will reinforce the area's cultural facilities.

D 17:

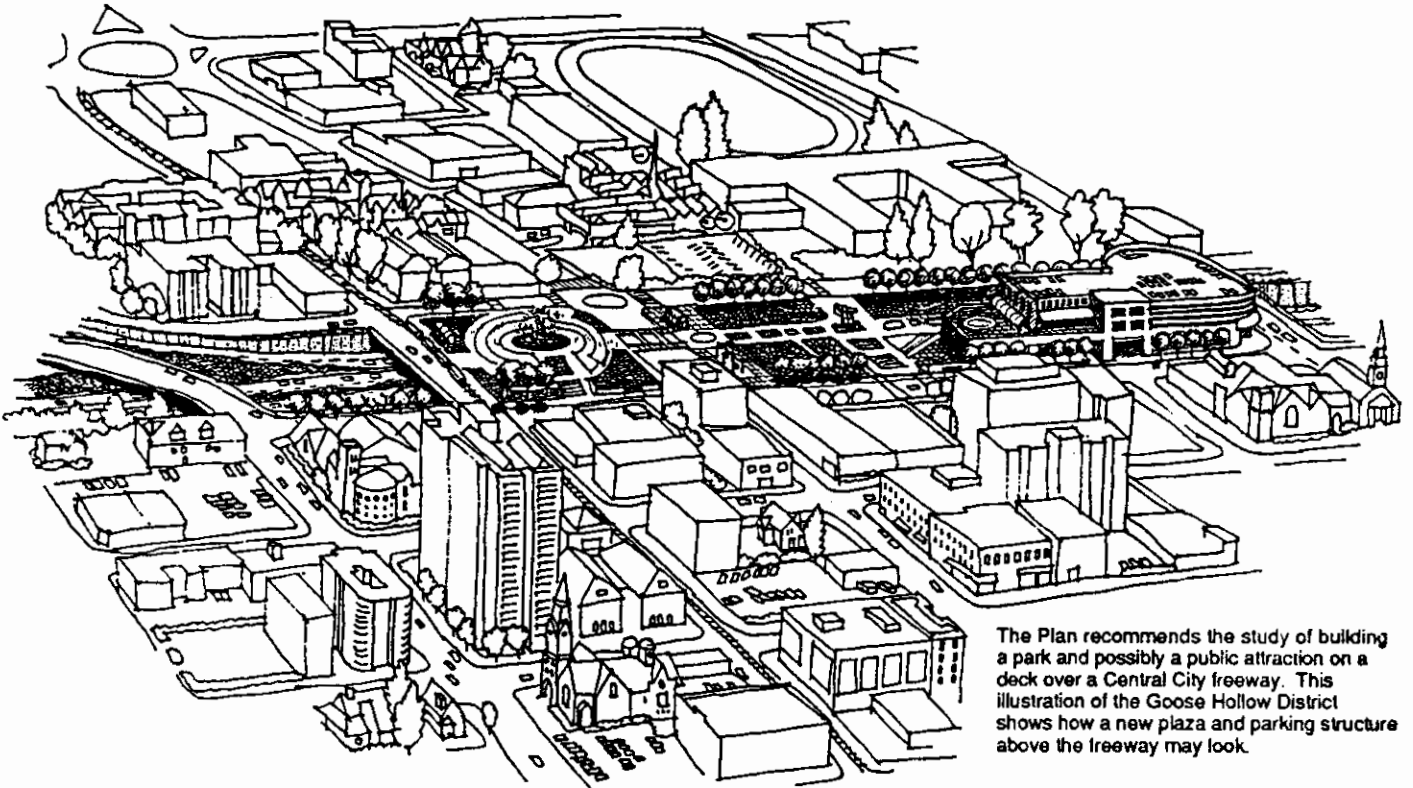
Establish a University District for PSU. See detail description for E 4, Policy 10, Education.



Policy 15: GOOSE HOLLOW

GH 3:

Study and report on the feasibility of expanding and covering Civic Stadium. The goal is to increase its size, to allow its use throughout the year, and to reduce noise which presently disturbs the adjacent residential neighborhood.



The Plan recommends the study of building a park and possibly a public attraction on a deck over a Central City freeway. This illustration of the Goose Hollow District shows how a new plaza and parking structure above the freeway may look.

Policy 17: NORTHWEST TRIANGLE

NW 2:

Extend the North Park Blocks to the Willamette River. The Park Blocks are very special within the City of Portland. They were laid out by early Portland settlers before development of the current pattern of uses and buildings. Over the years, some of the Park Blocks have been developed with buildings or other non-open space uses separating the North and South Park Blocks and cutting off the northern end of the original plat pattern. However, the Park Blocks retain the potential of becoming a continuous promenade and open space which connects with the Greenway Trail on the north and the Terwilliger Parkway on the south. Even though some of the platted pattern has been broken by railroads, private buildings and the Post Office, the potential of the Park Blocks can be achieved as opportunities emerge.

NW 3:

Investigate the feasibility of creating a water feature to focus the development in the railyards area. The water feature will be a focus for the area and will help increase its desirability as it competes for investment with more suburban sites. This feature may also help to attract housing.

NW 4:

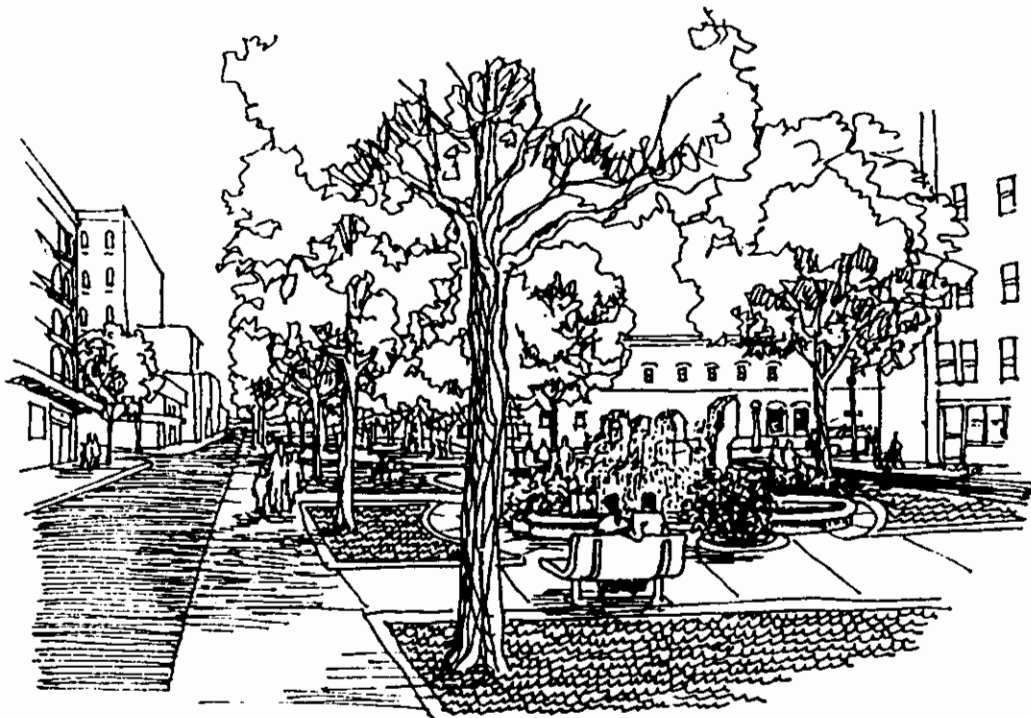
Reopen N.W. 9th to Front Avenue and design it as a tree-lined boulevard. Access to the Northwest Triangle District and to waterfront properties will be improved. This tree-lined boulevard will serve as a connection for pedestrians from the North Park Blocks to the river.

NW 8:

Improve crossings for pedestrians on Front Avenue. Provide frequent public access (approximately every 400 feet) across Front Avenue to the river and the Greenway Trail.

NW 9:

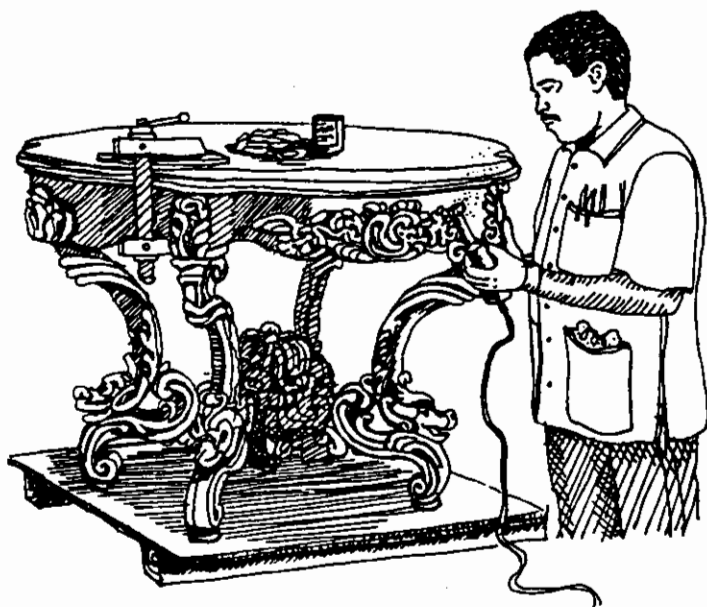
Acquire the block at Park, 9th, Hoyt and Glisan for a park. This block is part of the originally platted 100-by-200-foot Park Block system which extends into the Downtown District. It is currently being used as a parking lot and is federally owned. This proposal is part of the Northwest Triangle Policy Plan which was also adopted by both the Planning Commission and City Council.



Extending the North Park Blocks to the river will enhance and focus the redeveloping rail yards area while making an important connection in the City's open space system.

NW 10:

Investigate the renovation of the Hoyt Street railroad warehouses as an attraction such as a trade school or public market. The Hoyt Street railroad warehouses are located between 10th and 12th, the Lovejoy ramp and Hoyt Street. These structures provide an opportunity for use for new functions.



The older warehouses in the Northwest Triangle District would be an excellent location for an industrial arts school.

NW 16:

Establish a cultural development area between Davis, 11th, 14th and Johnson. See detail description for C5, Policy 9, Culture and Entertainment.

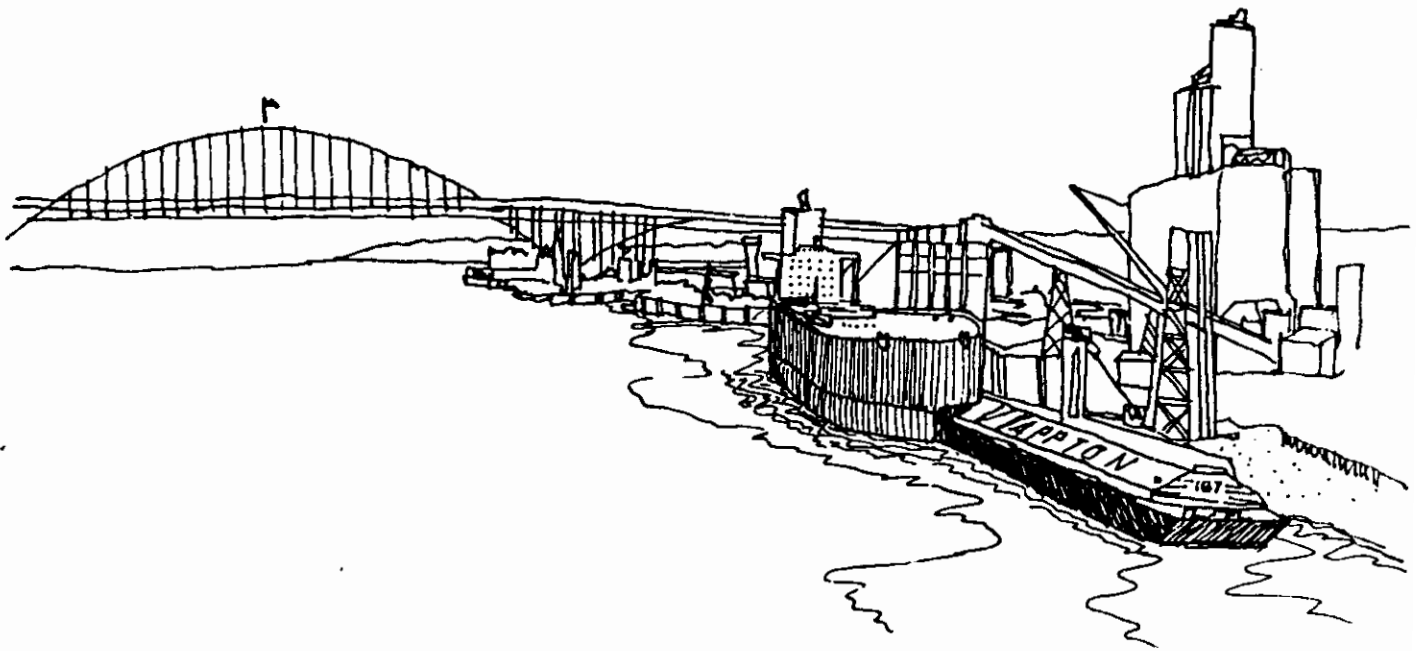
NW 17:

Promote the creation of housing incentive programs by public agencies in areas of required housing. See detail description for H 10, Policy 3, Housing.

Policy 18: LOWER ALBINA

LA 3:

Establish riverbank access on publicly-owned property north of the Fremont Bridge, including a fishing pier and a river taxi stop. The property proposed for this public access was chosen because it is currently publicly owned, and the area is a popular spot for fishing. Construction of a small fishing pier is recommended as part of a small riverfront dock development.



Policy 19: LLOYD CENTER/COLISEUM

LC 3:

Improve connections for pedestrians in the area between the Convention Center and the Coliseum. Establish special improvements for pedestrians between the Lloyd Center, Coliseum and Convention Center to assure safe and convenient connections between the light rail stations and these facilities.

LC 10:

Improve Broadway between 7th and 16th Avenues as a neighborhood shopping street. This will improve the connection from the Lloyd Center District to the adjacent Irvington neighborhood. Sidewalk design improvements through the use of landscaping and street furniture will buffer pedestrians from the large volumes of auto traffic along the street. Other improvements may include protection from the weather, enhancement of bus stops, and more frequent crossings for pedestrians.

LC 12:

Study further extension of the existing pedestrian district to the river. The area between Grand Avenue and the river will be studied for designation as a pedestrian district in the Arterial Streets Classification Policy. A pedestrian district provides for the efficient and safe movement of pedestrians and for the use of street space by pedestrians, as well as providing access to transit stops and parking facilities.

LC 13:

Foster superblock formation throughout the district south of Weidler Street. This program reinforces a Transit Station Area Planning Program (TSAPP) objective which has been adopted as part of the City's Comprehensive Plan.

LC 14:

Promote the creation of housing incentive programs by public agencies in areas of required housing. See detail description for H 10, Policy 3, Housing.

Policy 20: CENTRAL EASTSIDE

CE 2:

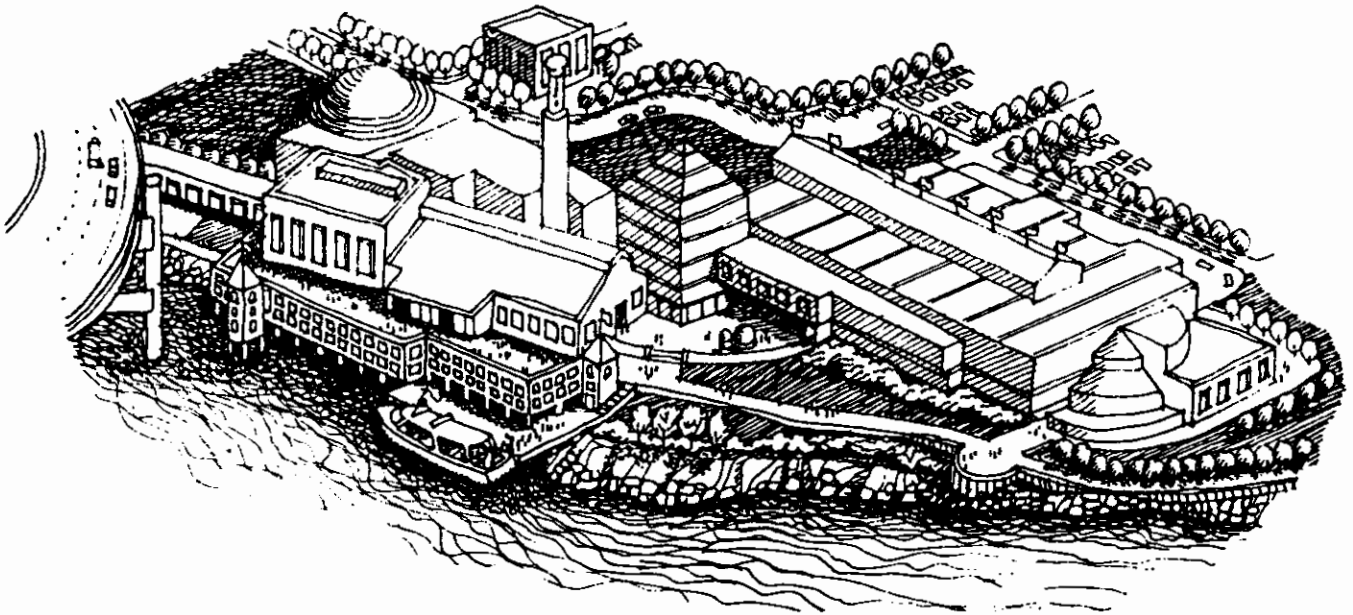
Establish a truck route from Water Avenue south to Caruthers. The route will continue to, or through, the Station L site in order to improve the transportation network in this area.

CE 12:

Support the establishment of a Multiple Resource Nomination south of Burnside and outside the proposed East Portland Historic District. See detail description for HP 7, Policy 11, Historic Preservation.

CE 14:

Allow closure and use of local streets for loading, employee parking and small plazas. Certain streets are designated for only local service traffic. On those streets and at those times where blocking the through-traffic flow is not a problem, trucks, cars and other equipment associated with industrial operations can be allowed to block the street.



OMSI and a water taxi at the Station L site on the eastside of the river, south of the Hawthorne Bridge.

Policy 21: NORTH MACADAM

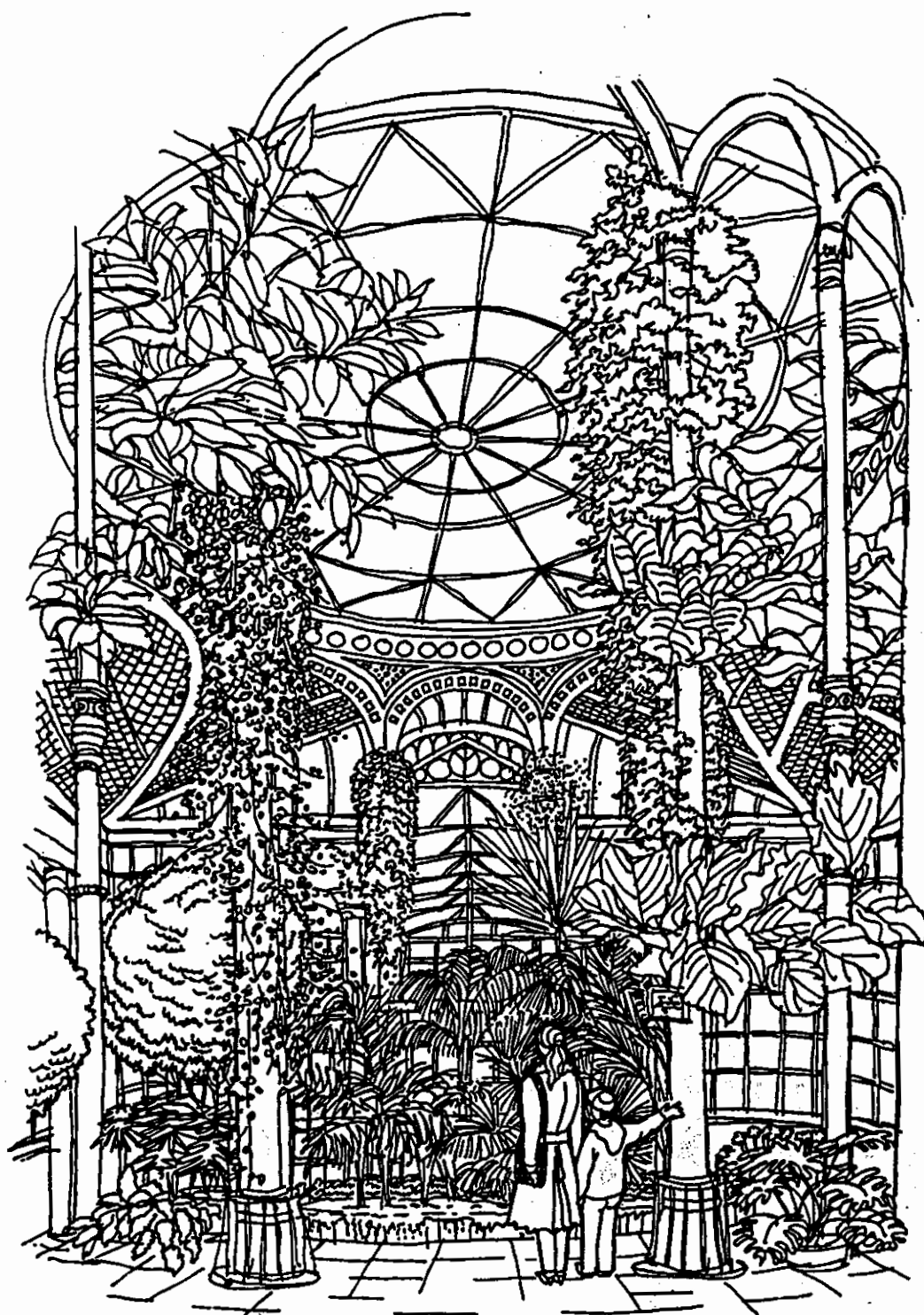
NM 6:

Promote the creation of housing incentive programs by public agencies in areas of Required Housing. See detail description for H 10, Policy 3, Housing.

NM 8:

Preserve views from public viewpoints to the west. This issue is being addressed as a master plan site development standard in the Proposed Zoning Amendments of this document.

CENTRAL CITY ZONING MAP



A botanical garden with a conservatory is proposed in the Plan as a new Central City attraction (Action D3).

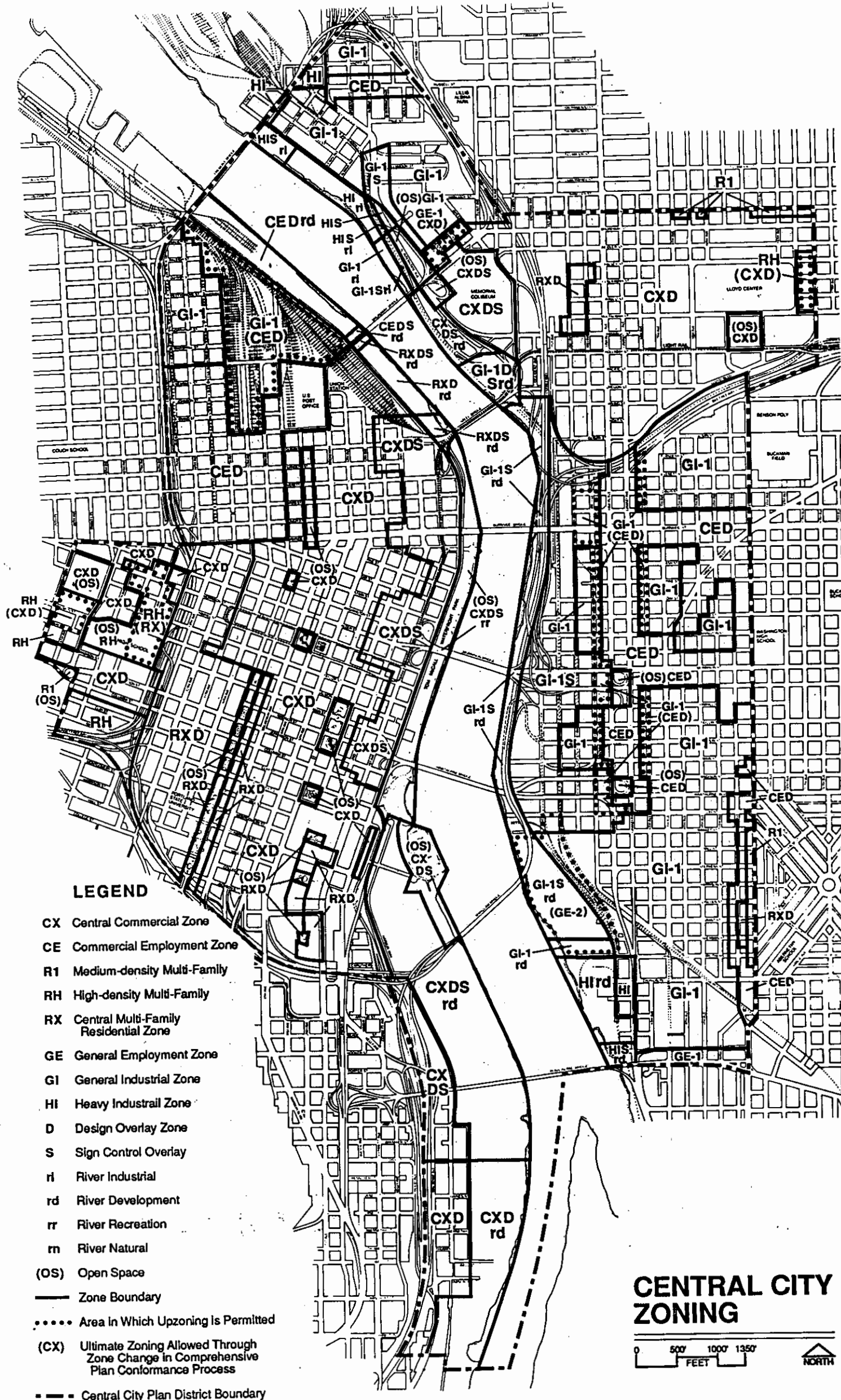
CENTRAL CITY ZONING MAP

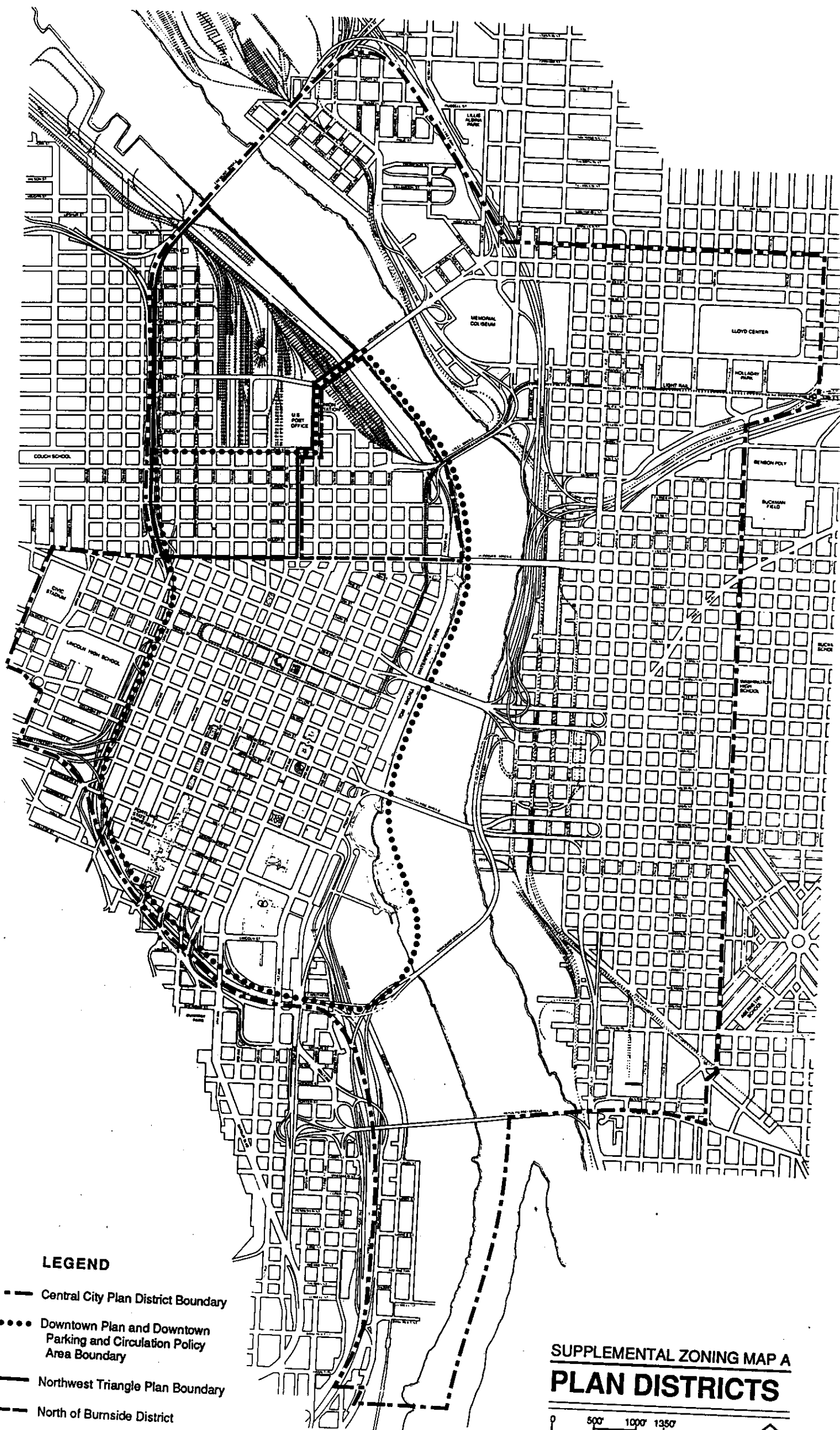
Adoption of the Central City Zoning Map was the first step in implementing the Goal, Policies and Objectives of the Central City Plan. Both zoning and Comprehensive Plan Map Designations are shown on the Central City Zoning Map* on the facing page. The provisions of the Central City Plan District supplement zoning to help stimulate desired investment and make development in the Central City differ from that in the rest of Portland where the same base zoning is applied.

Briefly, the adoption of the Central City Zoning Map, and the Supplemental Zoning Maps of the Central City Plan District, include changes such as:

- Creating a Central Commercial Zone (CX) to replace the Downtown Commercial Zone (C1) with corresponding Comprehensive Plan changes. Uses allowed in this zone include office, retail, institutional, residential and limited amounts and types of industrial activity. Certain provisions of the Z, Downtown Development, Overlay Zone, such as parking, will still be applicable only to the Downtown Plan Area, for which they were designed.
- Re-naming and reformatting the Downtown Manufacturing Zone (MX) to become the Commercial Employment Zone (CE) which allows industrial, commercial, and residential uses.
- Re-naming and changing the Downtown Multifamily Zone (RX) to a Central Residential Zone. Up to 20% of the gross floor area of new developments is allowed for neighborhood-oriented office or retail use in new construction and may increase to 40% with a conditional use. For new mixed-use projects close to light rail stations, a conditional use would allow the percentage of commercial development to increase to 50%.
- Expanding the areas which will be subject to D Design Review Zone as indicated on the Central City Zoning Map.
- Applying Mixed Employment (GE-2), Commercial Employment (CE), Central Commercial (CX) and Central Residential (RX) Comprehensive Plan Map Designations to areas indicated on the Central City Zoning Map, but not rezoning these areas at this time. Rezoning will be allowed upon application if the City finds that public services are adequate to serve the proposed development.
- Showing the new Willamette Greenway Overlay Zones in the Central City.
- Establishing floor area ratio (FAR) and building height maximums in the new Central City Plan District which apply to all properties within the study area which are not in industrial sanctuaries. The new FAR's replace, but closely mirror, those in the repealed Z Downtown Development Overlay Zone and the Northwest Triangle Plan District. They are shown on Supplemental Zoning Maps B and C.

*The Zoning Map and its Supplemental Maps are a generalized description of the Central City Plan. For exact information, refer to the 1" - 200' scale quarter section maps on file at the Portland Bureau of Planning. The maps are located at the Permit Center on the first floor of the Portland Building, 1120 S.W. Fifth.





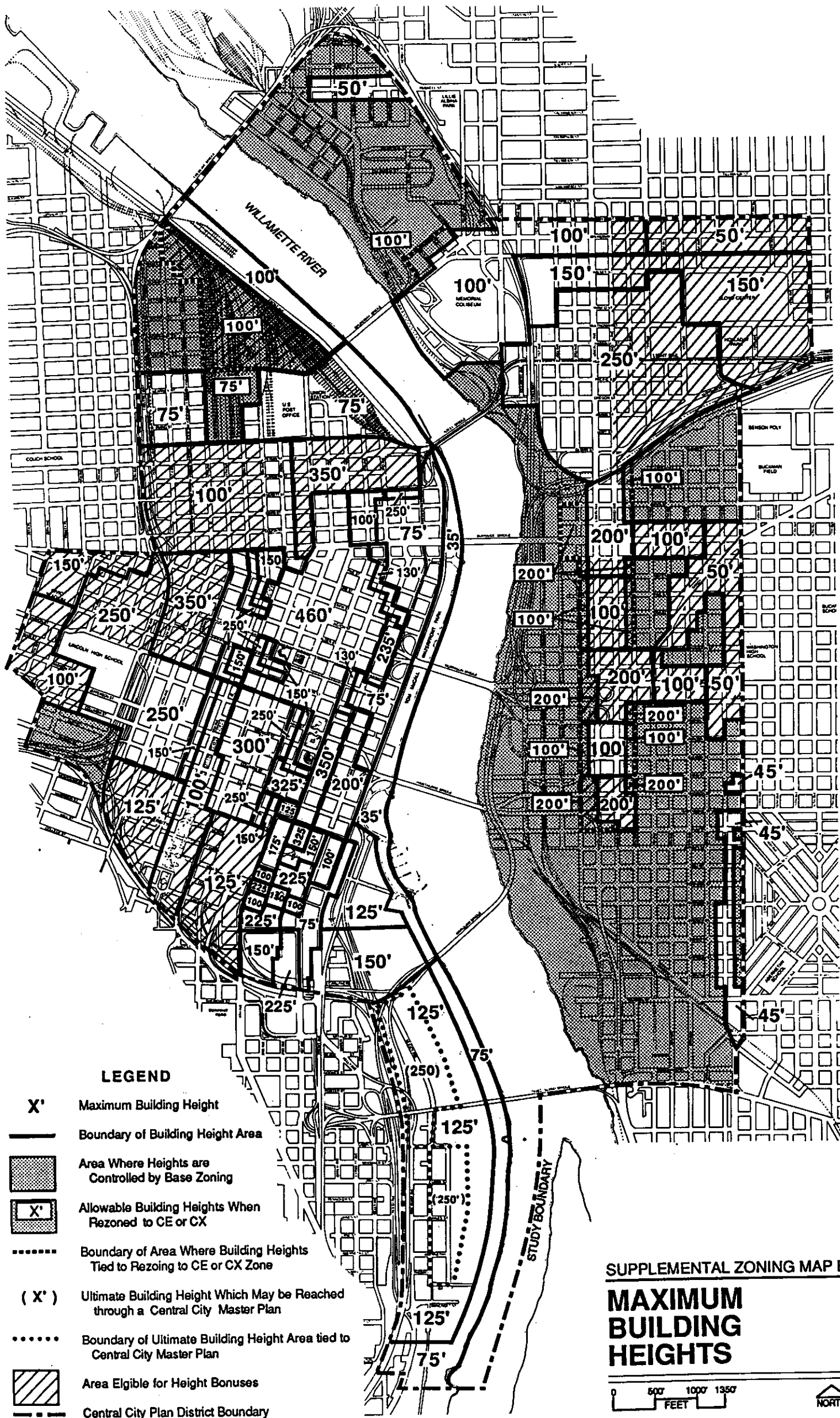
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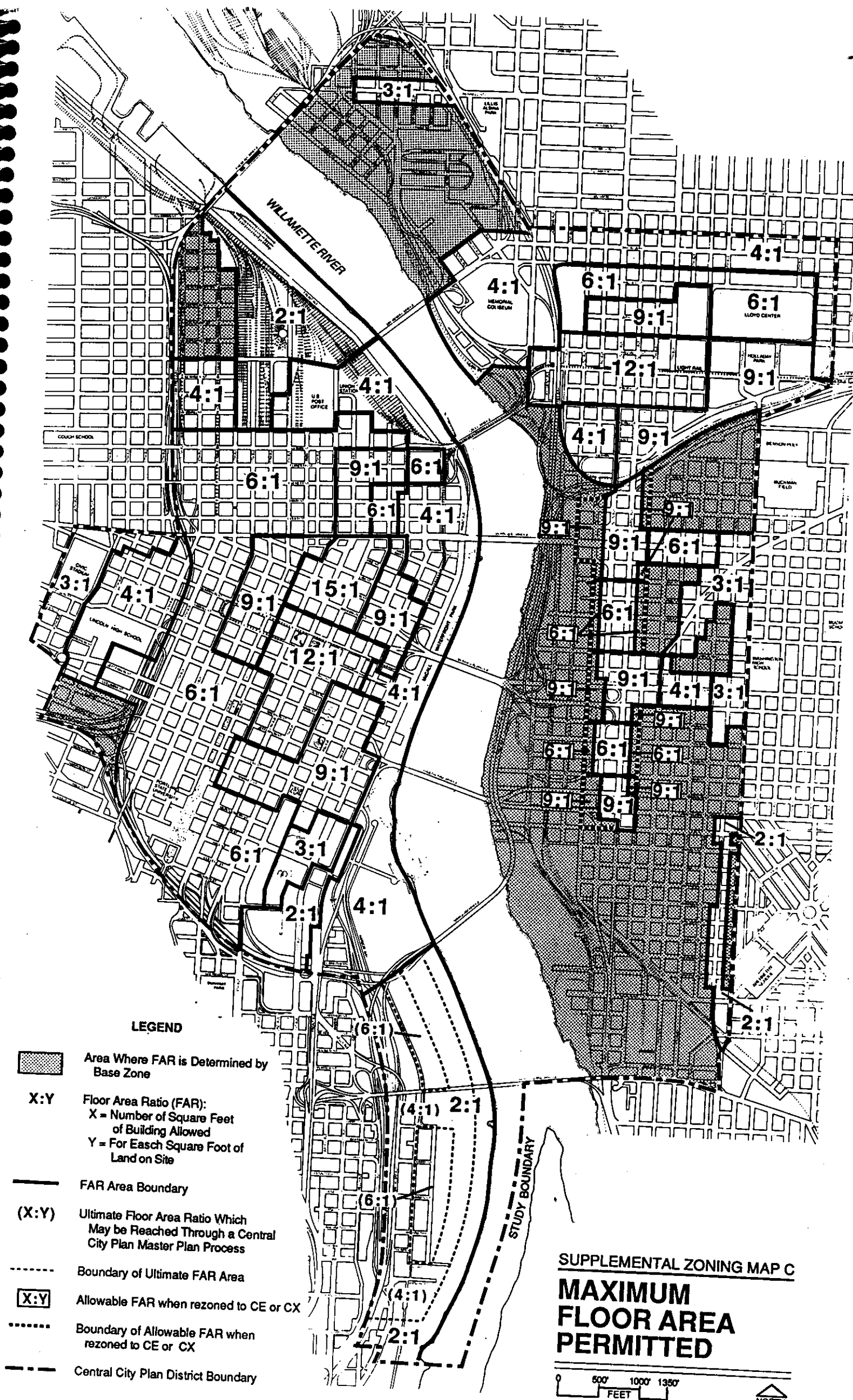
- Central City Plan District Boundary
- Downtown Plan and Downtown Parking and Circulation Policy Area Boundary
- Northwest Triangle Plan Boundary
- .-.- North of Burnside District

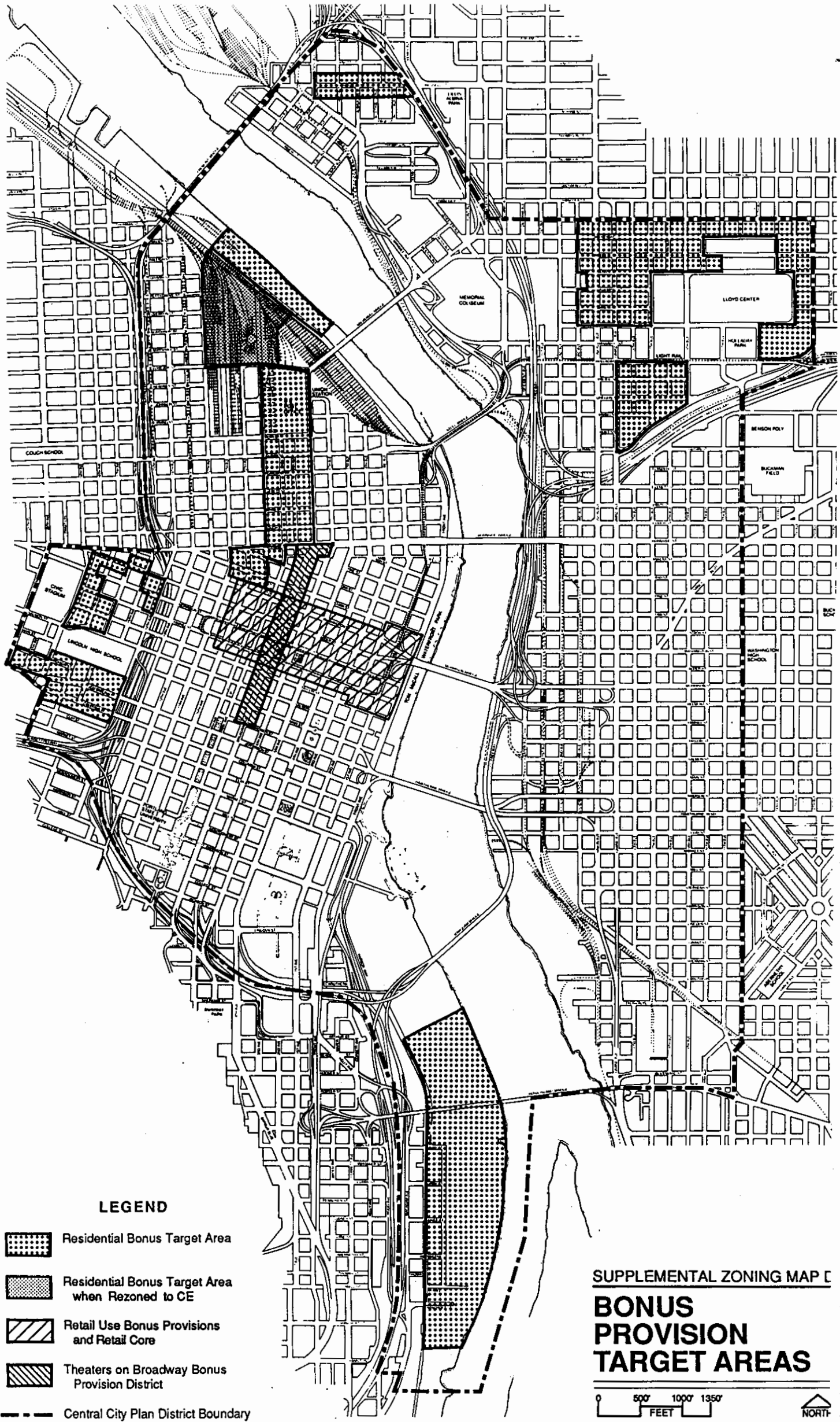
SUPPLEMENTAL ZONING MAP A
PLAN DISTRICTS

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FEET










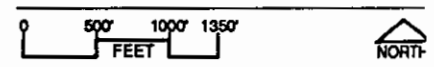


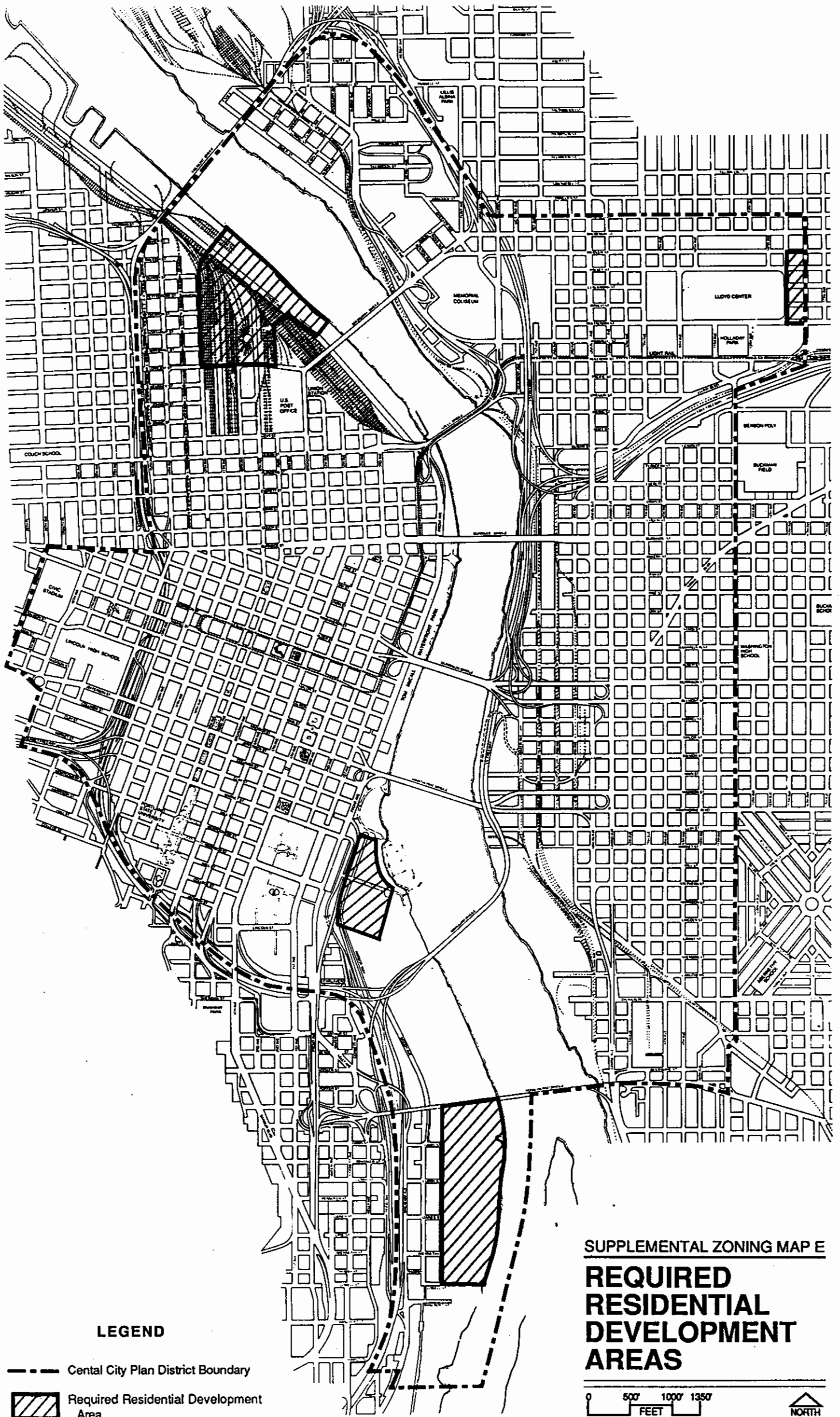


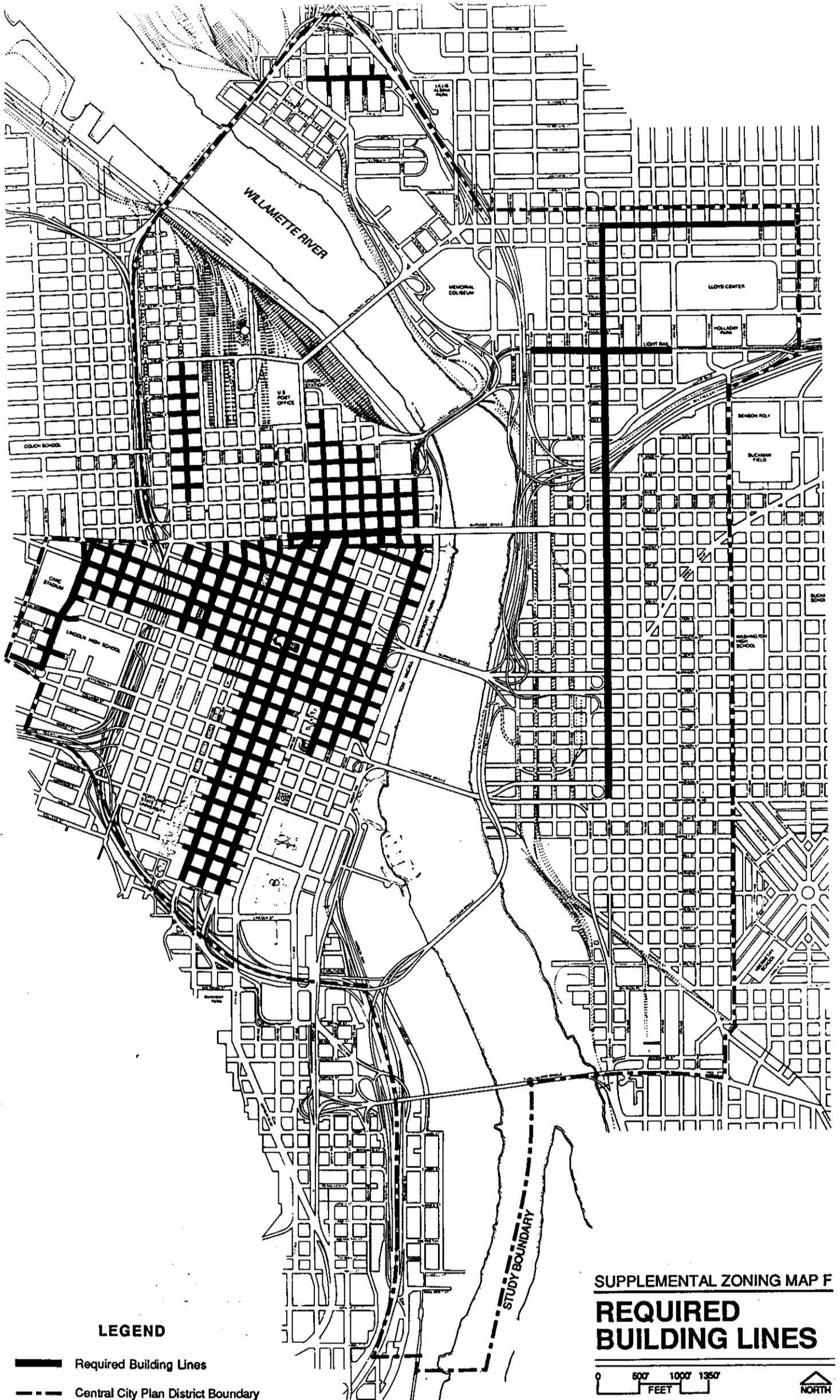
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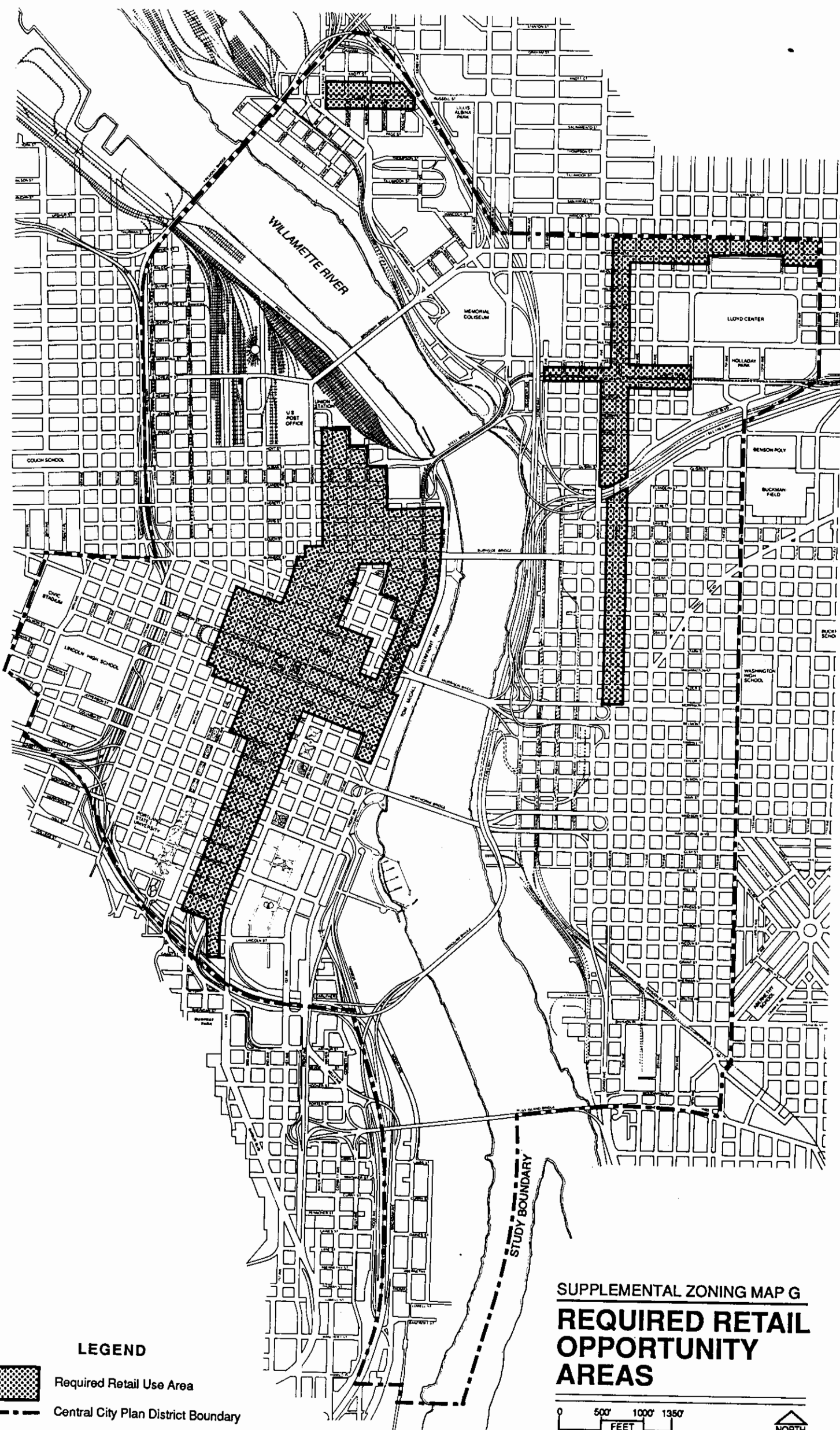
-  Residential Bonus Target Area
-  Residential Bonus Target Area when Rezoned to CE
-  Retail Use Bonus Provisions and Retail Core
-  Theaters on Broadway Bonus Provision District
-  Central City Plan District Boundary

SUPPLEMENTAL ZONING MAP C
BONUS PROVISION TARGET AREAS









LEGEND



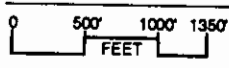
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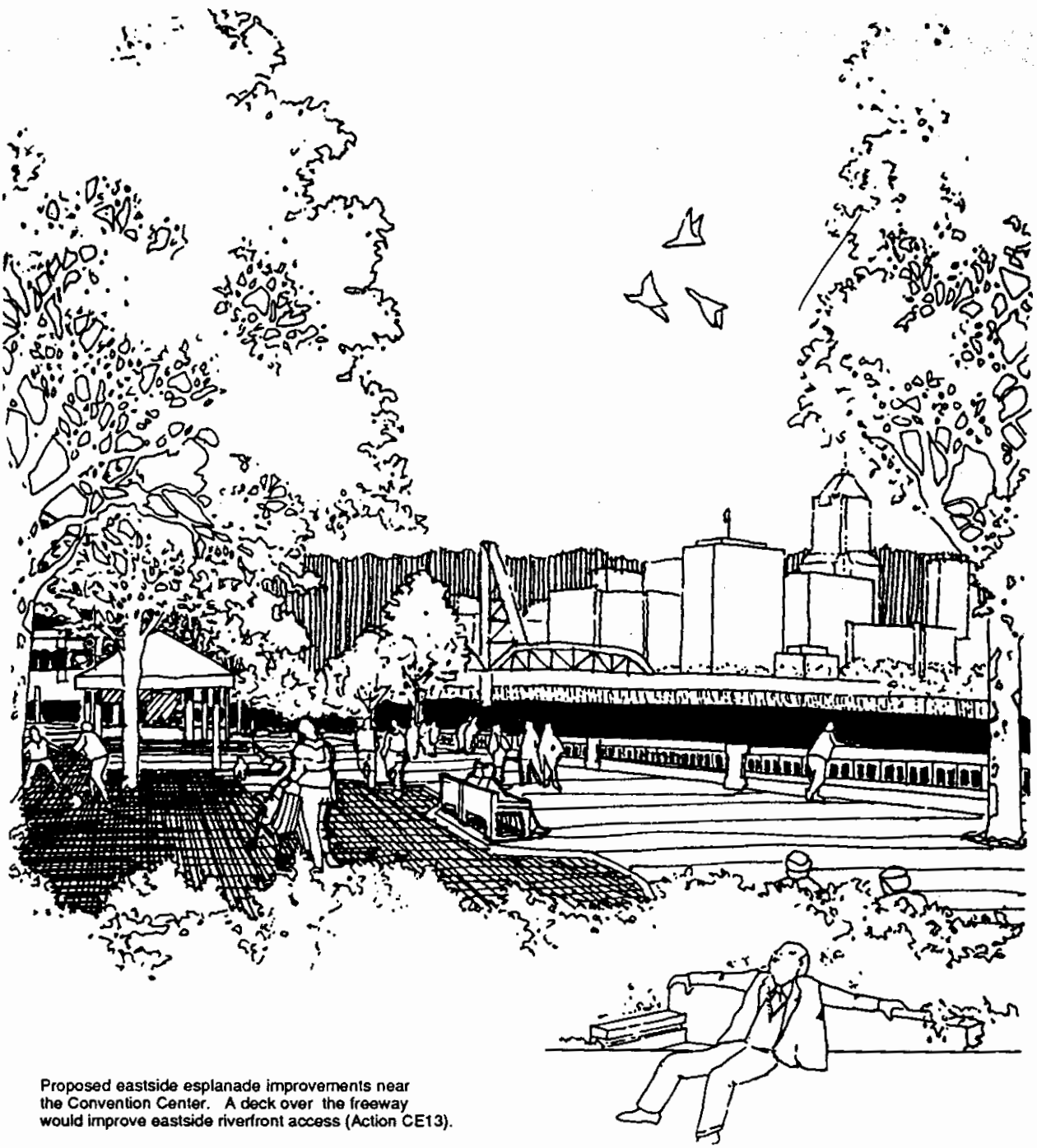
Central City Plan District Boundary

SUPPLEMENTAL ZONING MAP G

**REQUIRED RETAIL
OPPORTUNITY
AREAS**



CENTRAL CITY PLAN DISTRICT



Proposed eastside esplanade improvements near the Convention Center. A deck over the freeway would improve eastside riverfront access (Action CE13).

Central City Plan District
As Recommended by the Portland City Planning Commission and
as Amended and Approved by the Portland City Council,
(effective July 1, 1988)
Ordinance No. 160606

The amendment to Title 33, presented here was recommended by the Portland City Planning Commission for adoption with the Central City Plan and was adopted, as amended, by the Portland City Council (March 24, 1988).

PROPOSED CHAPTER 33.702, Central City Plan District

Chapter 33.702, Central City Plan District is created and reads as follows:

Chapter 33.702
CENTRAL CITY PLAN DISTRICT

Sections:

33.702.010	Purpose
33.702.020	Regulations
33.702.030	Use Restrictions
33.702.040	Maximum Building Height Permitted
33.702.050	Maximum Floor Area Permitted
33.702.060	Floor Area and Height Bonus Provisions
33.702.070	SRO Housing Transfer Development Rights Provisions
33.702.080	Open Space Height Transfer Provisions
33.702.090	Covenants with the City
33.702.100	Required Residential Development
33.702.110	Central City Master Plan Opportunity Provisions
33.702.120	Essential Service Providers (ESP)
33.702.130	Special Parking Areas and Regulations
33.702.140	Required Landscaping and Screening
33.702.150	Northwest Triangle Open Area Requirement
33.702.160	Northwest Triangle Waterfront Development
33.702.170	Required Building Lines
33.702.180	Required Retail Opportunity
33.702.190	Limitation on Blank Walls
33.702.200	Review for Timeliness

33.702.010 Purpose.

The Central City Plan District implements the Central City Plan and other plans applicable to the Central City area. These other plans include the Downtown Plan, The Northwest Triangle Plan, and the Downtown Parking and Circulation Policy. The Central City Plan District improves the implementation of these plans by adding code provisions which address special circumstances existing in the Central City.

33.702.020 Regulations.

The provisions of this Chapter apply to all development within the Central City Plan District. The boundaries of the Central City Plan District are designated on Supplemental Zoning Map A, located at the end of this Chapter. In the event of a conflict between the maximum building height, maximum floor area, floor area bonus, building height bonus, SRO housing transfer of development rights, required residential, Central City Master Plan, and/or parking provisions, the provisions of the Central City Plan District control. In other cases the most restrictive provision controls.

33.702.030 Use Restrictions.

Within the Central City Plan District there are additional restrictions which modify the uses allowed in the base zones. These restrictions are:

- A. Within the entire Central City Plan District a drive-in or drive-through facility is permitted only as a conditional use when the proposed use is located within 100 feet of a right-of-way in which a light rail transit line is located. The 100 feet distance is measured from the property line of the proposed site to the edge of the right-of-way housing the light rail transit line.

- B. Within the the Downtown Plan and Northwest Triangle Plan areas the types of allowed uses are restricted to reduce motor vehicle traffic, help improve air quality, and reinforce a pleasant urban environment for pedestrians and transit patrons. The boundaries of the Downtown Plan and the Northwest Triangle Plan are shown on supplemental Zoning Map A located at the back of this chapter. These additional restrictions apply:
 - 1. All permanent uses except for outdoor public markets, outdoor dining, and commercial recreational uses (which by their nature require an outdoor location) must be conducted wholly within completely enclosed buildings.
 - 2. Vehicle Service Uses are allowed only within CX and CE zoned areas as conditional uses.
 - 3. Drive-in and drive-through facilities are permitted only in CX and CE zoned areas as conditional uses.
- C. **Limitation on SRO Housing and Shelter Beds.** Within the North of Burnside District, the number of SRO housing units and shelter beds are limited. The boundaries of the North of Burnside District are shown on Supplemental Zoning Map A, located at the back of this Chapter.
 - 1. The maximum number of permanent shelter beds that may exist in this district is 252.
 - 2. The maximum combined number of SRO housing units plus permanent shelter beds that may exist in this district is 1,282.
 - 3. If all existing or potential permanent shelter beds are replaced by SRO housing units, the maximum number of SRO housing units that may exist in the district is 1,282. One SRO unit may be added for each shelter bed eliminated.

33.702.040 Maximum Building Height Permitted.

- A. **Purpose.** Maximum building heights are established to accomplish a number of Central City Plan purposes. These include protecting views, limiting shadows on public open spaces, assuring building height compatibility with historical districts, creating a step-down of building heights to the Willamette River, and limiting shadows from new development on residential neighborhoods in and at the edges of the Central City.
- B. **Maximum Building Height.** The maximum building height for each site within the Central City Plan District is designated on the Maximum Building Height Supplemental Zoning Map B, located at the end of this Chapter. These building heights may be higher or lower than those listed in the base zone. The heights specified in this Plan District control. Exception to the maximum height limits specified on Supplemental Map B are permitted only under the procedure and conditions presented in Subsection C of this Section and under the bonus height provisions of Section 33.702.060.
- C. **Exceptions Adjacent to Open Space.** Building heights to the south and/or west of areas designated Open Space may be increased above the limits specified on Supplemental Zoning Map B if the applicant demonstrates that the amount of shadow the proposed building will cast on the open space will be less than or equal to the shadow that would result from a building constructed to the maximum specified on Supplemental Zoning Map B. Requests for increased height adjacent to open spaces will be reviewed through a Type I procedure. If the application is denied or approved with conditions not acceptable to the applicant, the applicant may reapply through a Type III procedure assigned to the Hearings Officer. For purposes of computing whether a proposed building design will be less than the shadow that would result from a building built to the limits prescribed on Supplemental Map B, shadows must be analyzed at noon and 3:00 p.m. on April 21. Exceptions for heights greater than 460 feet are prohibited.
- D. **Ultimate Height.** Ultimate height is an increased maximum building height that may be allowed through a Central City Master Plan Process. Areas identified on Supplemental Zoning Map B as having an ultimate height limit above the initial or base height may achieve the ultimate height only through development of, and compliance with, a Central City Master Plan. A Central City Master Plan may be approved under the provisions of Section 33.702.110.

33.702.050 Maximum Floor Area Permitted.

- A. **Purpose.** Maximum floor area limitations are established to accomplish several purposes of the Central City Plan. These include coordinating private development with public investments in transportation systems and other infrastructure, protecting sensitive uses such as industrial activities from displacement pressure due to speculation, limiting and stepping down building bulk to the Willamette River, and lowering density near residential areas. While consistent with these purposes, the building bulks allowed in the Central City (floor area ratios) are intended to be the largest in the region.
- B. **Maximum Floor Area Ratio.** Maximum floor area for each site within the Central City is prescribed by the floor area ratios (FARs) designated for each site on Supplemental Zoning Map C, located at the end of this Chapter. These floor area ratios may be greater or less than those listed in the base zone. The FARs prescribed in this

Plan District control. Other than the potential for increased floor area created by Subsections C, D, and E of this Section, by Sections 33.702.060 and 33.702.070 of this Chapter, exceptions to the maximum floor area limits specified on Supplemental Zoning Map C are prohibited.

- C. **Limits on Bonus Provisions and Floor Area Transfers.** While floor area may be increased based on the bonus and transfer provisions of this Title, the maximum such increase is limited. Floor area ratio increases of more than a FAR of 3:1 above the limits shown on Supplemental Map C are prohibited.
- D. **Ultimate Floor Area Ratio.** Ultimate floor area ratio is an increased maximum floor area ratio that may be allowed through a Central City Master Plan Process. Areas identified on Supplemental Zoning Map C as having an ultimate floor area ratio above the initial or base floor area ratio may achieve the ultimate floor areas only through development of, and compliance with, a Central City Master Plan approved under the provisions of Section 33.702.110.
- E. **Between Block Transfer of Floor Area.** In CX and CE Zones two or more sites that are contiguous, or would be contiguous but for a right-of-way, may be developed jointly. Floor area, including bonus floor area, may be transferred between these sites through a Type I review. Should a Type I application be denied or approved with conditions unacceptable to the applicant, the applicant may reapply through a Type III procedure assigned to the Hearings Officer. The transfer will be approved if all the following criteria are met:
 - 1. Buildings on each site may not exceed the height limit established for that site by the provisions of this Chapter and other Chapters of this Title;
 - 2. If bonus floor area is included in the transfer, those facilities to be provided in exchange for the bonus floor area must be completed on or before the time of issuance of any occupancy permit whatsoever; and
 - 3. The transfer of floor area is not within the boundary of the area covered by the Downtown Plan (adopted March 26, 1972).

33.702.060 Floor Area and Height Bonus Provisions.

- A. **Purpose.** Floor area and height bonuses are offered as incentives to encourage provision of facilities and amenities which implement the Central City Plan.
- B. **Bonus Floor Area Provisions.** Bonus floor area is additional floor area allocated to a project because the project includes desirable features for which increased floor area is offered as an incentive. The following bonus floor area provisions are available as additions to the maximum floor area ratios shown on Supplemental Zoning Map C within the Central City Plan District.
 - 1. **Residential Bonus Provision.** Projects in the Central City Plan District in CX and CE Zones will receive bonus floor area of up to an additional floor area ratio of 3:1 if they include residential use. Projects which include housing built under building permits issued prior to July 1, 1998 may commit up to two-thirds of bonus floor area to nonresidential uses. Projects built based on building permits issued after July 1, 1998 may commit up to one-half of their bonus floor area built to nonresidential uses. Residential portions of mixed-use projects receiving this bonus must be completed and receive a certificate of occupancy at the same time, or before, a certificate of occupancy is received for any nonresidential portion of the project. Future continuation and maintenance of the residential development provided to qualify for this bonus must be assured by the property owner executing a covenant with the City in conformance with the requirements of Section 33.702.090 of this Chapter.
 - 2. **Day Care Bonus Provision.** Projects providing day care within CX, CE, and/or RX Zones may receive a floor area bonus. For each one square foot of interior space developed and committed to use as a qualifying day care facility for children a bonus of three square feet of additional floor area will be granted. To qualify for this bonus, the day care facility must meet the following approval criteria:
 - a. The day care facility will be used for the purpose of day care for the life of the building. The facility will be open during normal business hours at least five days each week and fifty weeks each calendar year.
 - b. The day care facility will be maintained and kept in a good state of repair throughout the life of the building.
 - c. Future day care use and maintenance of the day care facility is assured by the acceptance and recording of a covenant with the City meeting the requirements of Section 33.702.090 of this Chapter.
 - 3. **Retail Use Bonus Provision.** Projects providing retail space in the retail core, beyond the minimum amount required in Section 33.702.180, may receive a floor area bonus. To qualify for this bonus provision gross building square footage equal to at least one-half the lot area must be committed to retail space. For each square foot of retail space over this amount, one additional square foot of building space is permitted. The retail core is identified on Supplemental Zoning Map D, located at the end of this Chapter. Use of this retail bonus provision outside of the retail core is prohibited. Future continuation and maintenance of retail space provided to qualify for bonus floor area must be assured by the property owner

executing a covenant with the City in conformance with the requirements of Section 33.702.090 of this Chapter.

4. **"Percent for Art" Bonus Provision.** Projects which commit one percent of their total construction cost to public art may receive a floor area ratio bonus of 1:1. Total construction costs must be assumed to be the sum of all construction costs shown on all building permits associated with the project. Projects committing more than one percent to public art receive additional bonus floor area ratio of 0.1:1 for each additional 0.1 percent of the project's total construction cost devoted to public art, up to a maximum total "percent for art" floor area ratio bonus of 2:1. Projects utilizing this bonus provision must place at least 25 percent of the project's public art budget into a Central City Public Art Trust Fund, maintained by the Metropolitan Arts Commission. Should a project's developers choose to, the entire amount of "percent for art" funds may be placed in the Public Art Trust Fund. The Public Art Trust Fund is used to purchase and install public art in the Central City. Works of art to be placed on the project site in satisfaction of a "percent for art" commitment must meet all the following criteria:
 - a. The process and budget for selecting the artist and for selecting and installing the specific works of art to be included in the project will be approved by the Metropolitan Arts Commission;
 - b. Works of art to be placed in a project will be approved by the Metropolitan Arts Commission;
 - c. Works of art will be placed on the outside of the building or at a location clearly visible and freely accessible by the public from the sidewalk during daylight hours: the location of each work of art will be approved by the Metropolitan Arts Commission;
 - d. The public art provided may not also satisfy another provision of the City Code, State or Federal law; and
 - e. Installation, future preservation, maintenance, and replacement if necessary, of the public art provided to qualify for this bonus is assured by the property owner executing a covenant with the City in conformance with the requirements of Section 33.702.090 of this Chapter.
5. **Rooftop Gardens Bonus Provision.** Within all commercial, employment, and residential zones of the Central City, a bonus of one square-foot of additional floor area may be granted for each one square foot of qualifying rooftop garden space provided. To qualify for this bonus, the roof top garden must meet all the following approval criteria:
 - a. The rooftop garden must cover at least 50 percent of the roof area of the building;
 - b. The surface of the rooftop garden must be composed of at least 30 percent living plant materials; and
 - c. Future preservation and maintenance of rooftop gardens provided is assured by the property owner executing a covenant with the City in conformance with the requirements of Section 33.702.090 of this Chapter.
6. **"Theaters on Broadway" Bonus Provision.** Within the Broadway Theater District, a bonus of two square feet of floor area may be granted for each one square foot of space occupied by a qualifying theater or theaters. Both existing and new theaters may qualify for this bonus. The area included in the Broadway Theater District is shown on Supplemental Zoning Map D, located at the end of this Chapter. To qualify for this bonus a theater must meet all the following approval criteria:
 - a. The theater facilities provided seat at least 150 people;
 - b. The theater space will be used for the life of the building and at least 200 performances will be given each calendar year (both live theater performances and film exhibition may be given to meet this requirement); and
 - c. The theater facilities provided will be maintained and kept in a good state of repair throughout the life of the building.
 - b. Future theatrical use and maintenance of the theater space is assured by the acceptance and recording of a covenant with the City meeting the requirements of Section 33.702.090 of this Chapter.
7. **Water Features or Public Fountains Bonus Provision.** Projects which commit a percentage of the total construction cost of the project to the development and maintenance of a water feature or public fountain will receive additional FAR. For each 0.1 percent of construction cost committed to development of fountains or water features, an FAR bonus of 0.1:1 will be granted, up to a maximum of 0.5:1. Total construction costs are defined as the sum of all construction costs shown on all building permits associated with the project. To qualify for this bonus, the water feature or public fountain must meet the following criteria:
 - a. The design of the water feature or public fountain must be approved as part of the design review of the total project;
 - b. To enhance the environment for pedestrians the water feature or public fountain must be accessible by pedestrians from a sidewalk or from a plaza which is accessible from a sidewalk;

- c. The water feature or public fountain must be located outdoors;
 - d. The fountain or water feature must be visible and accessible by the public from the sidewalks that provide access for pedestrians to the project;
 - e. If public art is included in the fountain or water feature, the art object must meet all the approval criteria for the "Percent for Art" bonus;
 - f. The fountain will be maintained by the building owners;
 - g. The water feature must be designed to use water efficiently with a low water make-up rate. The water feature must recirculate water and be designed to reduce water loss due to evaporation and wind. A method of keeping the water clean must be provided; and
 - h. The maintenance and continued operation of the water feature or public fountain, on private property, will be assured by the acceptance and recording of a covenant with the City meeting the requirements of Section 33.702.090 of this Chapter.
- C. General Bonus Height Provision.** In addition to bonus floor area achieved through the provisions listed above, bonus height is also granted at certain locations. Bonus height is additional height beyond the maximum height allowed a project because the project includes desirable features for which the increased height is offered as an incentive. The height bonus allowed is based on the FAR bonus provisions of Subsection B of this Section. Maximum height areas which may qualify for these height bonuses are shown on Supplemental Zoning Map B, located at the end of this Chapter. Those locations at which bonus height is available are those where increased height must not interfere with the protection of established view corridors, preservation of the character of historical districts, protection of public open spaces from shadow, and preservation of the City's visual focus on important buildings (such as the Union Station Clock Tower). In areas qualifying for a height bonus the amount of bonus height awarded is based on the following schedule:
- 1. For achieving a bonus floor area ratio of at least 1:1, but less than 2:1, a height bonus of 15 feet is be awarded.
 - 2. For achieving a bonus floor area ratio of at least 2:1, but less than 3:1, a height bonus of 30 feet is be awarded.
 - 3. For achieving a bonus floor area ratio of 3:1, a height bonus of 45 feet is be awarded.
- D. Bonus Height Provision for Housing.** As an alternative to the use of the bonus height provisions allowed by Subsection C of this Section, projects wishing to use bonus height exclusively to accommodate housing may achieve greater bonus height at certain locations. This bonus height is additional height beyond the maximum height allowed a project because the project includes housing and the bonus height will be used to accommodate only housing. Areas which qualify for this bonus are shown on Supplemental Zoning Map B, located at the back of this Chapter. To qualify for this bonus height at locations less than 500 feet from a residential zone, the review body must find that there will be no significant negative impacts from shadows cast by the proposed building on dwelling units in residentially zoned areas. Projects which employ the bonus height provisions of Subsection C of this Section may not use the bonus height provisions of this Subsection. At locations which qualify for this bonus the amount of bonus height is 75 feet.
- E. Approval Procedure.** The procedures for approval of the bonus provisions provided by this Section are as follows:
- 1. Approval of the bonus provisions provided for in Subsections B and C of this section is through a Type I procedure. Should an applicant be denied or find that conditions imposed in the Type I decision are not acceptable, the applicant may reapply through a Type III procedure with review assigned to the Design Commission. In the case of historical landmarks or buildings located within historic districts, Type III review is assigned to the Landmarks Commission. Exceptions to the approval criteria and the amount of bonus floor area and/or height granted are prohibited. In the case of the "percent for art" bonus, the Metropolitan Arts Commission will develop and publish guidelines and procedures for review, selection, installation and payment for works of art included in a project to qualify for the bonus.
 - 2. Approval of the height bonus provision for Subsection D of this Section at locations 500 feet or more away from a residential zone is through the same procedures that apply to bonus provisions provided for in Subsections B and C of this Section.
 - 3. Approval of the height bonus provision of Subsection D of this Section at locations less than 500 feet from a residential zone is through a Type II procedure assigned to the Design Commission. In the case of historical landmarks or buildings located within historic districts, Type II review is assigned to the Landmarks Commission. Exceptions to the approval criteria and the amount of bonus floor area and/or height granted are prohibited.
- F. General Limit on Bonus Floor Area.** The maximum floor area increase that may be achieved through the use of bonus provisions must be within the limits prescribed in Section 33.702.050 Subsection C.

- G. **Limit on Bonus Floor Area in Target Housing Areas.** In areas targeted for residential development as shown on Supplemental Zoning Map D, the bonus allowed for housing must be used before any other bonus provision. A bonus floor area ratio of at least 1.5:1 from the housing bonus must be incorporated into the project before the project can qualify for other bonus provisions.
- H. **Time Limit.** Approvals for bonus floor area must be implemented by construction which must begin within two years of the date of final approval, or the approval is revoked. The final approval date is the date on which the final local decision is made, or in the case of an appeal beyond the local jurisdiction, the date of the final decision by the reviewing board or courts beyond which there is no further appeal. The Planning Director may extend this two-year time limit an additional year if the Director finds that the findings justifying the original approval are still valid.

33.702.070 SRO Housing Transfer Development Rights Provisions.

- A. **Purpose.** Transfer of floor area potential from sites occupied by single room occupancy housing, SROs, is allowed in order to reduce the market pressure for removal of this needed and hard to replace housing.
- B. **Qualifying Projects.** Those developments which qualify are vacant, existing, and new single room occupancy housing (SRO) located in a CX or CE Zone.
- C. **Procedure.** Qualifying developments may transfer their surplus floor area potential to other sites in the Central City through a Type II procedure assigned to the Hearings Officer.
- D. **Approval Criteria.** To be approved the proposal must meet all the following:
 1. The SRO housing structure is in good repair at the time of the transfer application, or is brought into a state of good repair as part of the development proposal to which floor area is being transferred. In the case of new construction, SRO housing will be built as part of the development proposal to which floor area is being transferred;
 2. At least 60 percent of the SRO housing structure is used for housing;
 3. Use of the SRO structure, from which floor area is transferred, will be predominantly for provision of SRO housing;
 4. In the event that the SRO housing structure is removed, the number of SRO housing units lost will be replaced either on the site or at another location in the Central City. When replacement SRO units are provided, they must receive an occupancy permit at the same time or in advance of issuance of any occupancy permit for a new building on the former SRO housing site; and
 5. The property owner executes covenants with the City which are attached to and recorded with the deed of both the site transferring and the site receiving the transfer of floor area reflecting the respective increase and decrease of potential floor area and assuring future continuation and maintenance of the SRO housing in conformance with all requirements of this Section and Section 33.702.090 of this Chapter.
- E. **Limit on Transfers of FAR.** The maximum floor area increase achievable through the use of development rights transfers is established by Section 33.702.050 Subsection C.

33.702.080 Open Space Height Transfer Provisions.

- A. **Purpose.** Provide an incentive for the creation of needed open space and efficient use of land.
- B. **Qualifying Projects.** Those developments which qualify for the transfer of additional height must meet the intent of the Central City Plan. The site selected for an open space must be consistent with the Central City Plan's Open Space Deficient and Proposed Open Space designations located on the Central City Plan Map. If not, then the applicant must receive approval of the location from the Portland Park and Planning Bureaus.
- C. **Approval Procedure.** Approval of the transfer provision is through a Type I procedure if it is identified on the Plan Map as a proposed open space. The Type II Procedure applies to other park locations. Should an applicant be denied or find that conditions imposed in the Type I decision are not acceptable, the applicant may re-apply through a Type III procedure with review assigned to the Design Commission. Exceptions to the approval criteria and the amount of height granted are prohibited.
- D. **Approval Criteria.** To be approved, the proposal must meet all the following:
 1. The area designated for the open space shall be dedicated to the City as a public park;
 2. The minimum size of the open space shall be a full block, at least 35,000 square feet of continuous land;
 3. The open space must be cleared and the open space improvements must be approved by the Design Commission, with the advice of the Park Bureau, prior to the issuance of building permits for the building receiving the increased height allowance;
 4. To assure continuation of the height transfer for the provision of open space, the property owner must execute covenants with the City which are attached to and recorded with the deed of both the site transferring and the site receiving the

- transfer of height. The covenant must reflect the respective increase and assure future continuation and maintenance of the public park in conformance with all the requirements of this section and Section 33.702.090. The covenant is required in consideration of the City's issuing a building permit, allowing additional height beyond the amount permitted based on Supplemental Zoning Map B; and
5. The height increase shall not interfere with the protection of established view corridors, preservation of the character of historic districts, the protection of public open spaces from shadow, and preservation of the City's visual focus on important buildings such as the Union Station Clock Tower.
- E. **Limit on Transfers of Height.** The amount of height transferred is determined by the maximum height allowed on the donating block as specified in the Plan District, or the base zone for areas not within a Plan District. The maximum amount of height transferable is 100 feet. The transfer may only be to a site eligible for a height bonus as shown on Supplemental Zoning Map B, located at the back of this chapter. The site receiving the bonus height shall not exceed the 460-foot height cap.

33.702.090 Covenants with the City.

- A. **Purpose.** To assure continuation of amenities and housing built to qualify the project for bonus and/or transfer of floor area the property owner must execute a covenant with the City. The covenant is required in consideration of the City's issuing a building permit allowing additional floor area beyond the amount permitted based on Supplemental Zoning Map C.
- B. **Requirements.** The covenant must run with the land and be attached to the land. It must provide that in the event of the property owner's failure to abide by the covenant, the City is empowered to terminate occupancy of the structure and to obtain, in the name of the City, injunctive relief in a court of competent jurisdiction enjoining future occupancy of the structure while a violation of the covenant exists. All covenants must be approved in form by the City Attorney and be recorded in the appropriate records of the county in which the project site is located. Covenants must be recorded prior to issuance of any building permit and must specify that the owner will comply with all approval conditions, conditions listed for approval of the applicable bonus provision, and the provisions of this Section.

33.702.100 Required Residential Development.

- A. **Purpose.** The residential requirements of this Section assure that new development in areas suitable and attractive for new housing include housing. This requirement is imposed as an alternative to the creation of exclusively residential zoning. This increases development flexibility while still addressing the housing objectives of the Central City Plan.
- B. **Applicability.** The requirements of this Section are applicable to all new construction and to major expansion projects. Areas subject to this requirement are identified on Supplemental Zoning Map E, located at the end of this Chapter. Major expansions are those where the improvements made since initial enactment of this requirement exceed the value or gross square footage of the building as shown in the Multnomah County assessment and taxation records in the year in which this Section became effective (1988). In determining whether this threshold is exceeded, all improvements completed since initial adoption of this Central City Plan District must be considered.
- C. **Residential Density Required.** Within the areas identified as requiring residential development, a minimum of 15 dwelling units per net acre of site area must be provided. The net site area is the lot area reduced by any lands dedicated as public rights-of-way, public parks and/or a regional public attraction (such as a museum or an aquarium). One housing unit is required for each 2,900 square feet of net site area or part thereof. Residential floor area provided in accordance with this Section qualifies as bonus floor area under the provisions of Section 33.702.060.
- D. **Type of Housing.** Housing constructed in satisfaction of this requirement may be in either a single-use, or mixed-use building or project.
- E. **Occupancy of the Project.** Housing constructed in conformance with this provision, as part of a mixed-use project, must receive an occupancy permit at the same time as, or in advance of, issuance of an occupancy permit for nonresidential portions of the project.
- F. **Central City Master Plan Opportunity.** Nonresidential portions of a project may be completed in advance of the residential portions if the project's phasing is approved as part of a Central City Master Plan. Housing required by this Section may be provided at a location other than on the development site if approved as part of a Central City Master Plan. Central City Master Plans must be developed and approved in conformance with the provisions of Section 33.702.110.

33.702.110 Central City Master Plan Opportunity Provisions.

- A. **Purpose.** This provision creates added development opportunity and flexibility for projects which have successfully demonstrated that the service needs and policy objectives of the Central City Plan are addressed by their specific development plans. The Central City Master Plan is an option available to those wishing greater project

flexibility. It is not a requirement. Project developers not desiring this flexibility may build in accordance with the base regulations applicable to a given site and need not develop a Central City Master Plan. A Central City Master Plan may also be created through a legislative process initiated by the City.

- B. Flexibility Achieved.** An approved master plan allows additional flexibility in the following areas:
1. To reach ultimate heights and floor area ratios as shown on Supplemental Zoning Maps B and C;
 2. To proceed with nonresidential development in a required residential area as identified on Supplemental Zoning Map E;
 3. To allow the development of required housing at a location outside of the required housing area; and
 4. To allocate permitted floor area to development sites within the master plan area. Densities greater or less than the specific numeric limit for each site may be assigned on a site-specific basis. The total combined density for all sites included in the master plan area must be within the maximum allowed floor area for the master plan area, exclusive of dedicated rights-of-way and dedicated public open spaces. Floor area transfers outside of the master plan areas are not permitted through the use of this master plan provision.
- C. Approval Procedure.** Master plan approval requests are to be processed through a Type III procedure assigned to the Planning Commission.
- D. Approval Criteria.** Approval of a Central City Master Plan may be granted if the proposal meets all of the following approval criteria:
1. **View Protection.**
 - a. The master plan clearly identifies and protects significant public viewpoints; and
 - b. The master plan clearly identifies and protects significant view corridors down public rights-of-way.
 2. **Circulation.**
 - a. The master plan identifies a clear internal circulation system that joins the surrounding street system at logical points and meets the needs of pedestrians and bicyclists as well as drivers; and
 - b. The master plan provides for creation of public open spaces that for riverfront areas tie the pedestrian and bicycle circulation system to the Willamette River. Open spaces and plazas are to be at locations convenient for use both by those living and working within the master plan area and by the general public.
 3. **Access to the Water.** At locations adjacent to the Willamette River, the master plan includes a proposal for access to the water as well as along the top of the bank.
 4. **Required Housing.**
 - a. The master plan identifies the location and density of housing to be constructed in compliance with the provisions of Section 33.702.100. The site selected for future residential development is reserved for that development through concurrent application for a residential comprehensive plan and zoning designation on the proposed housing site; and
 - b. The master plan may accommodate the required housing outside the required housing area if the site identified meets the following criteria. The site is under the applicant's control, is vacant, or is used for surface parking, and/or has improvements with an assessed value less than one-third the value of the land. The site is within the Central City Plan District and is zoned CX or CE at the time of application for a master plan and is concurrently rezoned to residential as required in Subsection a above.
 5. **Infrastructure Capability.**
 - a. The master plan shows that the first phase of the proposed development can be accommodated within the capacity of the public and private infrastructure systems serving the site;
 - b. The master plan identifies on and off-site infrastructure improvements needed to accommodate the amount of development proposed for the site at each phase of the proposed project; and
 - c. The master plan links the development of each phase of the project to the provision of services necessary to meet the infrastructure service needs of the development associated with that phase.
 6. **Floor Area Ratio.** The master plan indicates the amount of building floor area which is to be assigned to each parcel.
- E. Review for Conformance with Approved Central City Master Plans.** After approval of a master plan, each development proposal within the area included in the master plan must be reviewed. This review is through a Type I procedure. A pre-application conference is required prior to submittal of a Type I application for development in conformance with a master plan. Should a Type I application be denied, or approved with conditions unacceptable to the applicant, the applicant may reapply through a Type III procedure assigned to the Hearings Officer. The proposed development may be approved if the following approval criteria are met:

1. The proposed development is consistent with and conforms to all particulars of the approved master plan; and
 2. The transportation, water, stormwater disposal, and waste water disposal systems identified as necessary to serve the development at the time of initial approval of the master plan are in place; or
 3. Improvements are being undertaken as part of the project or concurrently with the project and the system improvements identified in the master plan as needed by the project will be in place when the project is ready for occupancy.
- F. Central City Master Plan Amendments.** Amendments to an approved master plan may be approved through the following procedures:
1. **Major Amendments.** Major amendments are processed through a Type II procedure assigned to the Hearings Officer. The amendment may be approved if the proposed change results in a master plan which continues to meet all approval criteria for master plans listed in Subsection D. above.
 2. **Minor Amendments.** Minor amendments are those which in the view of the Planning Director have little or no effect on the property or the surrounding area. Minor amendments are processed through a Type I procedure. If the application is denied or approved with conditions not acceptable to the applicant, the applicant may reapply through a Type III procedure assigned to the Hearings Officer. Minor amendments must not permit any of the following:
 - a. Blocked view corridors identified as protected or preserved in the original master plan approval;
 - b. A change in the location of circulation corridors planned to accommodate the movement of pedestrians and/or bicycles by more than ten feet;
 - c. A reduced amount of landscaped open space;
 - d. A reduced amount of access to the water's surface;
 - e. A change in the location, density, or timing of housing required under 33.702.100;
 - f. Development to proceed in advance of provision of the public facilities that have been identified in the master plan as necessary to serve the development;
 - g. More development in the area covered by the master plan than was originally approved; or
 - h. Relieve the property owner from the obligation to comply with any condition of approval imposed as part of the original approval process.

Section: 33.702.120. Essential Service Providers (ESPs).

- A. Purpose.** To allow the provision of essential services to no, or low-income people while preserving a positive climate for investment and enhancing public safety. These provisions are established to reduce conflict between ESPs and other uses and assure that ESP uses do not dominate an areas character.
- B. Applicability.** These provisions are applicable only in the CX and CE zones within the Central City Plan District.
- C. Definition.** Essential Services Providers (ESPs) are establishments which are primarily engaged in directly providing food and/or temporary shelter for free or at significantly below market rates. This definition does not apply to other uses and activities which are often run by, or for the benefit of, agencies which are "Essential Service Providers" such as:
 1. Administrative offices where there is not direct service,
 2. Retail outlets,
 3. Counseling and vocational training facilities or workshops,
 4. "Single Room Occupancy" (SRO) housing.
- D. When Review is Required.** Review is required of all new, relocating or expanding ESPs.
- E. Procedure.** All ESPs must be reviewed though the procedures specified below:
 1. Situations requiring a Type I review:
 - a. Locating an ESP facility which is 750 feet or more from an existing ESP.
 - b. Expanding an existing ESP facility for a similar use, or replacing an existing facility with a similar use, or creating a multi-facility, co-location, on the site of an existing facility. A co-location is a location on a single block, which is under a single ownership and houses two or more ESPs.
 2. Situations requiring a Type II review:
 - a. Locating an ESP facility which is within 750 feet of an existing ESP and serves 15 or more people per hour at peak hours.
- F. Approval Criteria:**
 1. ESP facilities approved through a Type I procedure must meet the following standards:
 - a. All activities associated with the agency's activities will take place within the building proposed to house the agency;
 - b. Outdoor waiting cannot be within the public right-of-way, must be separated from the public right-of-way, and must be large enough to accommodate the expected clientele;
 - c. Functioning rest rooms must be provided to serve clientele.

2. ESP facilities approved through a Type II procedure must meet the standards listed in 1, above, and all the following criteria:
 - a. The agency will primarily serve those residing in the area.
 - b. The facility must be designed using crime prevention through environmental design techniques to protect both clients and the public.
 - c. The facility must be designed to provide ease of maintenance and cleanliness for the site and structure.
 - d. The use is complementary or supportive of existing ESPs in the vicinity.
 - e. Building and site must be maintained in good condition.
 - f. A litter control plan, which provides for effective litter removal at and near the site of the facility, must be submitted with the application and must be followed.
 - g. The use will not result in ESP establishments dominating the character of the area.

33.702.130 Special Parking Areas and Regulations.

A. Purpose. The provisions of this Section address several public objectives. They implement the Downtown Parking and Circulation Policy; reduce conflicts between pedestrians, light rail facilities, and motor vehicles; and they establish controls on the design and landscaping of parking facilities.

B. Downtown Parking and Circulation Policy Area.

1. **Applicability.** The Downtown Parking and Circulation Policy area is enclosed by the west bank of the Willamette River, the Broadway Bridge and Broadway Ramp, Hoyt Street, the Stadium Freeway, and the Marquam Bridge. The policy area is shown on Supplemental Zoning Map A, located at the end of this Chapter.
2. **Special definitions and regulations.** Special definitions and parking regulations applicable to the Downtown Parking and Circulation Policy area are contained within Sections 1-3, 1-4, 2-1, 2-4, 2-5, 2-6, 2-7, and 3-6 of the Downtown Parking and Circulation Policy: 1985 Update, adopted by City Council Ordinance No. 158245 on February 26, 1986, and are a part of this document.
3. **Review Required.** All off-street parking within the Downtown Parking and Circulation Policy area requires a conditional use review. The review shall be a Type III procedure assigned to the Hearings Officer. Requests for exceptions to the Downtown Parking and Circulation Policy regulations are processed by the Hearings Officer concurrently with the conditional use review.
4. **Approval Criteria.** This review is intended to allow parking facilities in ways which support downtown development. It is not intended to allow parking facilities in such quantity, concentration, or appearance that they detract from the desired commercial, employment, or residential character of the zone. Parking may be approved if all the following criteria are met:
 - a. The proposal will not by itself, or in combination with other uses, significantly lessen the overall desired character of the area based on the number and proximity of other parking facilities and large paved areas;
 - b. The parking facility is found to be consistent with the Downtown Parking and Circulation Policy;
 - c. The parking facility and access points will be located in a manner that does not increase traffic congestion or safety problems for autos, transit vehicles, bicyclists, or pedestrians;
 - d. If the facility is a surface lot, it will provide separation and landscape buffering between the sidewalk and the lot;
 - e. If the facility is in a RX Zone, its appearance will not detract from the residential desirability of the area based on such things as setbacks, perimeter and interior landscaping, screening location, and amount of lighting, and location and size of signs; and
 - f. If the facility is a surface parking lot, it will meet all the landscaping requirements of Chapter 33.82 of this Title.

C. Northwest Triangle Plan Area.

1. **Applicability.** The regulations in Paragraph 2 below, are applicable in the Northwest Triangle Plan area which is outside of the area of the Downtown Plan. This area is shown on Supplemental Zoning Map A, located at the end of this Chapter.
2. **Regulations.** There is no minimum parking requirement in the Northwest Triangle area. Surface parking must meet the surface parking lot requirements of Sections 2-6 of the Downtown Parking and Circulation Policy: 1985 Update, and the parking lot landscaping requirements of Chapter 33.82 of this Title.

D. Other Central City Areas.

1. **Applicability.** The regulations in Paragraph 2 below are applicable in Central City Plan District areas zoned CX, CE or RX which are outside both the Downtown Parking and Circulation Policy area and the Northwest Triangle Plan area.
2. **Regulations.** These other Central City areas have no minimum number of required off-street parking spaces. Surface parking which is provided must meet all the parking lot landscaping requirements of Chapter 33.82 of this Title.

- E. **Open Lot Parking near Light Rail.** All new surface parking is prohibited within 100 feet of the center line of a public street which contains a light rail transit line within that portion of its length containing the line. Light rail transit lines are those public transit lines in use by the Metropolitan Area Express.
- F. **Parking Access near Light Rail.** Motor vehicle access to any parking facility is prohibited within 100 feet of the center line of a public street occupied by a light rail transit line along that portion of its length containing the line. Light rail transit lines are those public transit lines in use by the Metropolitan Area Express.
- G. **Parking Structures.** Parking in parking structures is encouraged. At locations outside the area covered by the Downtown Plan, as shown on Supplemental Zoning Map A, located at the end of this Chapter, parking structures must comply with one of the following:
 1. Where a parking structure has one or more levels more than four feet above grade, at least 60 percent of the structure's ground level street frontage will be available for retail, service or office commercial activities; or
 2. Seventy-five percent of the perimeter of the structure will be provided with a 5-foot landscaped yard meeting the L1 landscaping standard of Section 33.520.020.
- H. **Attended Parking.** Within the Central City Plan District, parking facilities staffed with an attendant during hours of operation may be "stacked." Stacked means that the attendant may park patron's vehicles so that access to a parked vehicle requires movement of other vehicles. Lots staffed with attendants must be developed in full conformance with all other provisions of Chapter 33.82, Parking Regulations.

33.702.140 Required Landscaping and Screening.

- A. **Purpose.** The requirements of this Section are intended to enhance the appearance of the Central City by establishing additional landscaping and screening standards for parking areas.
- B. **Off-Street Parking Requirements.** Off-street parking in the Central City Plan District area must meet all the requirements of Chapter 33.82, Parking Regulations, with the exception of Section 33.82.030 (b) related to perimeter landscaping and screening. Within the Central City Plan District the perimeter landscaping and screening requirements for surface parking lots are that off-street parking must be provided with continuous landscaping and screening bordering the public right-of-way in accordance with the following:
 1. Landscape and screening border materials will be either a three-foot wide L2, Low Hedge, or SI, Low Solid Screen, as specified in Chapter 33.520, Landscaping and Screening; or
 2. Landscaping and screening materials will be a five-foot wide L1, Green Growing Ground Cover, protected by wheel stops at least 8 feet from the property line.
- C. **Street Tree requirements.** Landscaping and screening must be accompanied by the installation of a minimum of one street tree for every 30 linear feet of site fronting a public right-of-way. Street trees must be a minimum of three inches in caliper measured four feet above the adjacent grade when planted. The trees must be planted in accordance with the requirements of Chapter 20.40, Street Tree Regulations.
- D. **Downtown Surface Parking Lots.** Surface parking lots within the Downtown Parking and Circulation Policy area must be provided with the landscaping and screening regulations in accordance with Subsection A above, by March 19, 1982. (This compliance date was passed by the Portland City Council as part of the Downtown Development Regulations on March 19, 1979).

33.702.150 Northwest Triangle Open Area Requirement.

- A. **Purpose.** This open area requirement assures adequate amounts of light and air, year-round opportunities for outdoor recreation, visual relief, contrast, and spatial orientation; and facilitates circulation for pedestrians to and throughout the Northwest Triangle District.
- B. **Definition.** Open area includes sheltered or unsheltered walkways, parks, plazas, and landscaped features or areas. It does not include areas used for motor vehicle circulation, parking or maneuvering, or landscaping within areas devoted to vehicular use.
- C. **Applicability.**
 1. These regulations were developed specifically for, and are limited in their application to the Northwest Triangle District. The boundaries of the Northwest Triangle District are shown on Supplemental Zoning Map A, located at the back of this Chapter.
 2. Parcels over 40,000 square feet must devote a minimum of 30 percent of their land area to open area. The majority of this area is to be developed as parks or plazas, rather than for use solely as walkways. Parcels of 40,000 square feet or less are not subject to the open area requirement.
 3. Development consisting primarily of uses from the industrial categories (Industrial Product Sales, Industrial Services, Manufacturing and Production, and Warehouse and Distribution) is exempt from the open area regulations.

However, redevelopment resulting in more than 50 percent of site area falling into nonindustrial use categories require compliance with the open area requirement.

D. Standards.

1. **Intent.** Open areas should provide opportunities for both active and passive use.
 - a. A minimum of 25 percent of the required open area must be devoted to one primary gathering space; and
 - b. A maximum of 25 percent of the required open area must be devoted to walkways or sidewalks.
2. **Shadow Standard.** Open areas are to be sited so that shadows from buildings cover no more than 50 percent of a park or plaza at 12:00 noon, Pacific Standard Time, and 75 percent at 3:00 p.m., Pacific Standard Time on April 21 and August 21 of any year. Trees are not to be included in consideration of the limitation on shadows.
3. **Tree Planting Standard.** A minimum of one tree per 1,000 square feet of plaza or park is required to enhance and support activity in parks and plazas.
4. **Border Standard.** To ensure that parks and plazas have clearly defined borders, peripheral tree lines, low walls, planters, or other similar treatment along the edges are required.
5. **Linkages.** Open areas and walkways must provide safe, attractive, and convenient linkages to adjacent existing and future development and to existing sidewalks.
6. **Continuity.** Open areas must be designed at a level of quality similar to that found in other recent nonindustrial developments in the Northwest Triangle.

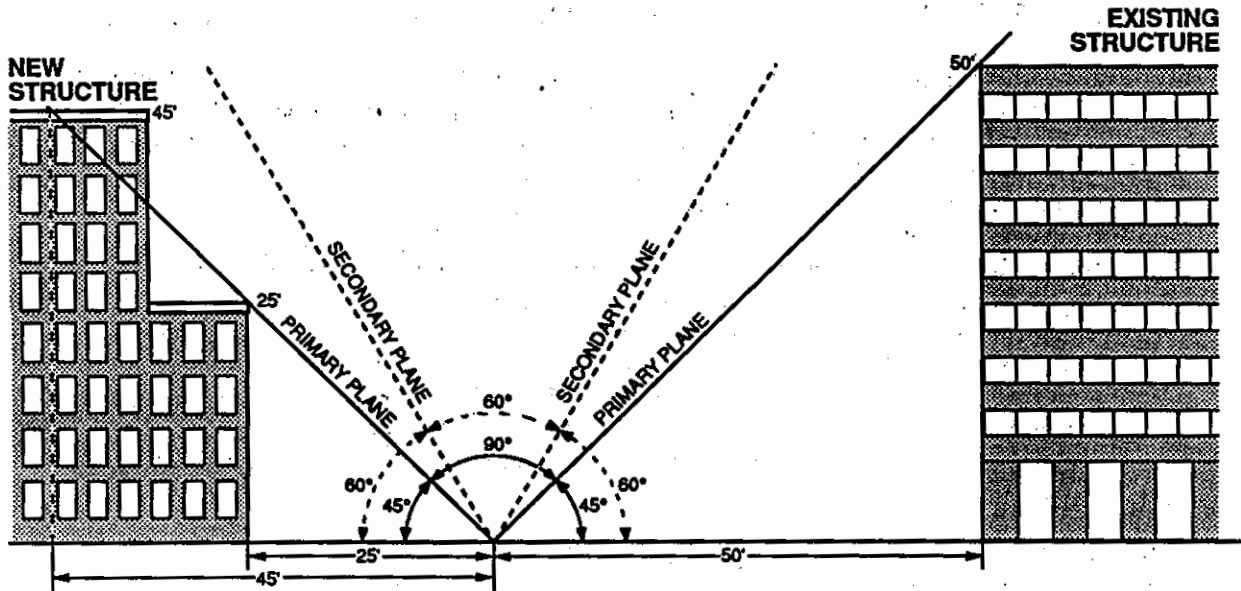
33.702.160 Northwest Triangle Waterfront Development.

- A. **Purpose.** These Northwest Triangle waterfront regulations are intended to assure both frequent views of the river and physical connections to the river and its activities.
- B. **Applicability.** The provisions of this Section are applicable within the area covered by the Northwest Triangle Plan. The boundary of the Northwest Triangle Plan is shown on Supplemental Zoning Map A, located at the end of this Chapter.
- C. **Standards.**

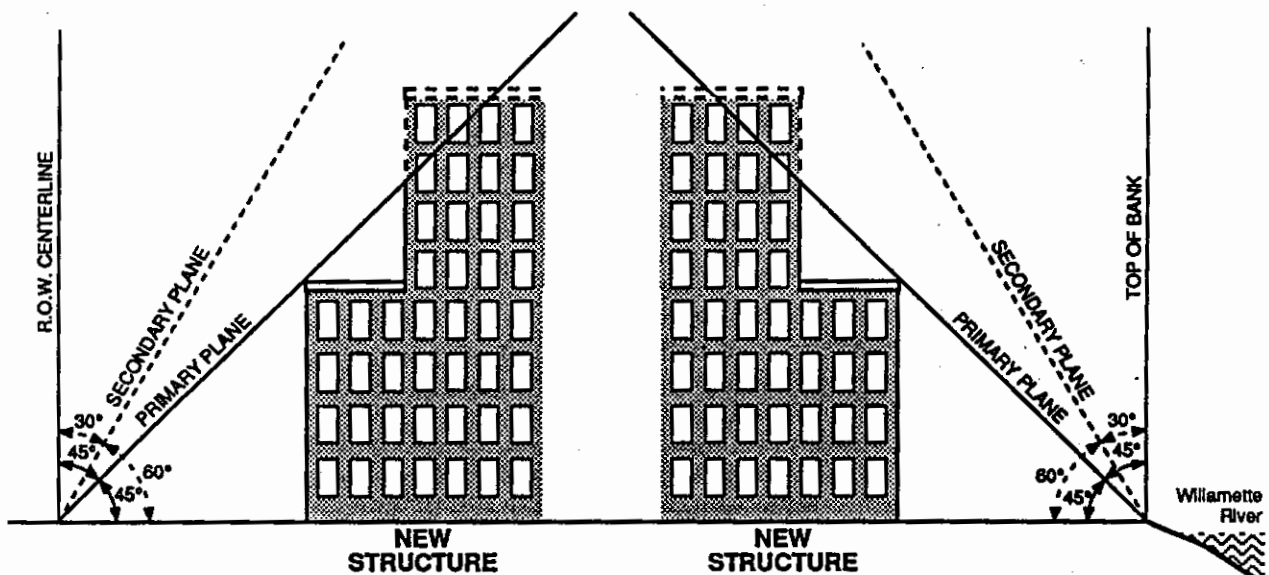
1. **View Corridors.** Between Front Avenue and the Willamette River, a minimum of 25 percent of the length of the site must be maintained as a view corridor, or as view corridors. The corridor must provide an unobstructed view from Front Avenue to the Willamette River. Parking is not permitted within a view corridor; however, vehicular and pedestrian circulation is allowed.
2. **Setbacks.** Minimum setback regulations apply, using the sky exposure plane concept, from Front Avenue, adjacent buildings and/or property lines, to the top of the bank of the Willamette River.
 - a. Minimum setbacks must be established in the following manner: sky exposure must be maintained between existing, proposed, and future independent buildings by retaining a space between cornices (roof lines) defined by an arc of 90 degrees measured from grade. Portions of the primary plane described by the 90 degree arc may be penetrated up to a secondary plane described by a 60 degree arc if the average projection of all facing cornices lies beneath the primary plane. (For the purposes of this Section, the imaginary planes forming the 60 degree arc are called secondary planes; bridges and bridge ramps are not considered structures.) See the diagram on the facing page.
 - b. If the proposed construction abuts a public right-of-way, the primary and secondary planes must be projected from the right-of-way center line. Primary and secondary planes must project from the top of the bank for all projects abutting the Willamette River. See diagram on the facing page.
 - c. If no structure exists on adjacent property, the primary and secondary planes must be projected from the property line. See the diagram on the facing page.
 - d. No permanent structure other than allowed signs, flag poles, and antennas may penetrate the secondary sky exposure plane.
3. **Maximum Building Dimension.** The maximum building dimension on waterfront properties is 200 feet. The limitation applies to both building length and depth. The limitation is intended to enhance the view corridor perspective from Front Avenue.
4. **Public Access.** Public access must be available and clearly signed for pedestrians moving between Front Avenue and the Greenway Trail as part of each development lot.
5. **Docks, Boat Ramps, and Moorages.** Docks or destination landings such as seawall tie-up locations must be day use facilities. Such facilities must be protected from the wake action of larger vessels. Boat ramps and permanent moorage for recreational boats are not permitted.

SKY EXPOSURE PLANE ILLUSTRATIONS

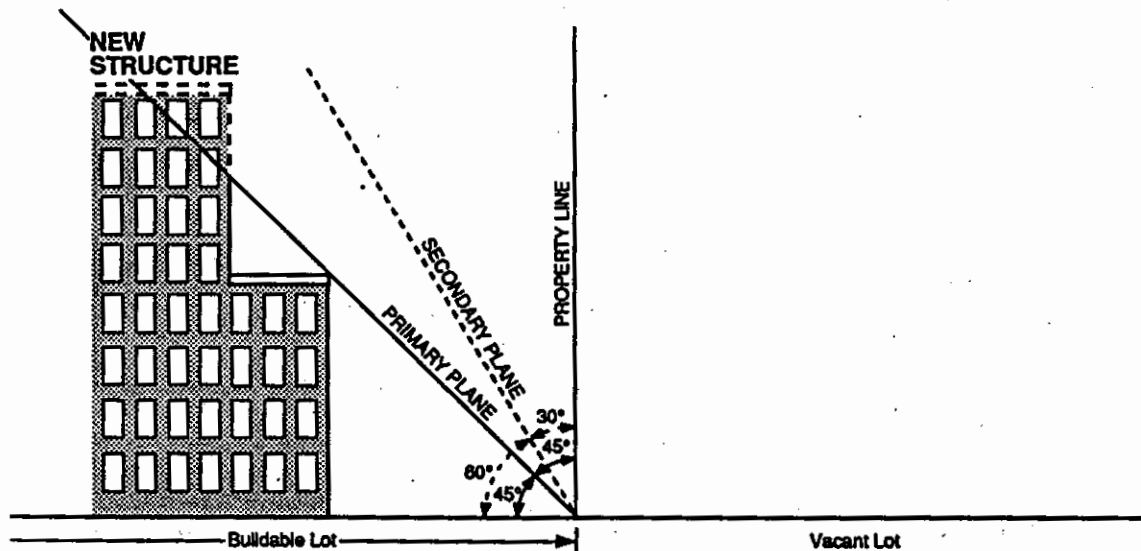
Building setbacks are established along the waterfront using the sky exposure plane concept. Sky exposure plane setbacks are required from adjacent buildings and/or property lines, Front Avenue, and the top of the bank of the Willamette River. Dimensions of setbacks shown in these illustrations reflect setbacks created through the application of the sky exposure plane provisions. The sky exposure plane concept includes both a primary plane (90 degrees) and a secondary plane (60 degrees). Portions of the primary plane may be penetrated up to a secondary plane if the average location of all cornices facing the adjacent building lies beneath the primary plane. Permanent structures other than allowed signs, flag poles, and antennas may not penetrate the secondary plane.



A. Sky exposure between buildings must be maintained by retaining a space between cornices defined by an arc of 90 degrees measured from the ground.



B. The primary and secondary planes abutting a public right-of-way are projected from the right-of-way center line. Primary and secondary planes are projected from the top of the bank for projects abutting the Willamette River.



C. If no structure exists on adjacent property, the primary and secondary planes are projected from the property line.

33.702.170 Required Building Lines.

- A. Purpose.** Required building lines are established to enhance the urban quality of retail, office, and historic areas in portions of the Central City.
- B. Applicability.** Areas subject to this requirement are shown on Supplemental Zoning Map F, located at the end of this Chapter.
- C. Standard.** Along a frontage containing a required building line, development projects must comply with Paragraphs 1 or 2 below. Portions of a building designed to meet the requirements of this Section must be at least 15 feet high.
 - 1. The building must extend to the street lot line along at least 75 percent of the lot line; or
 - 2. The building must extend to within 12 feet of the lot line for 75 percent of the lot line and the space between the building and the lot line must be designed as an extension of the sidewalk and committed to active uses such as sidewalk cafes, vendor's stands, or developed as "stopping places."
- D. Compliance.** All new construction and all major remodeling projects located along a frontage subject to this requirement must comply. Major remodeling projects are those where the building floor area is being increased by 50 percent or more, or where the cost of the remodeling is greater than the assessed value of the existing improvements on the site (assessed value is the value shown on the Multnomah County assessment and taxation records for the current year). Multiple remodeling projects undertaken since the initial effective date of this Chapter that cumulatively meet the above description of a major project are treated as a major project and must also comply when the total cost of all projects are equivalent to 50 percent of the assessed value.

33.702.180 Required Retail Opportunity.

- A. Purpose.** The required retail opportunity provisions within the Central City Plan District are established to reinforce the continuity of retail display windows and retail stores and to help maintain healthy retail districts.
- B. Applicability.** Required retail opportunity areas are shown on Supplemental Zoning Map G, located at the end of this Chapter.
- C. Standard.** Within a required retail area, buildings must be designed and constructed to accommodate at least 50 percent of the building's exterior perimeter walls fronting on a sidewalk, plaza, or other public open space in retail or personal service uses.
- D. Access.** All spaces for retail or personal service uses provided in compliance with this Section must be directly accessible from a sidewalk, plaza, or other exterior public open space.
- E. Compliance.** All new construction and all major remodeling projects located along a frontage subject to this requirement must comply. Major remodeling projects are those where the building floor area is being increased by 50 percent or more, or where the cost of the remodeling is greater than the assessed value of the existing improvements on the site (assessed value is the value shown on the Multnomah County assessment and taxation records for the current year). Multiple remodeling projects, undertaken since the initial effective date of this Chapter that cumulatively meet the above description of a major project are treated as a major project and must also comply when the total cost of all projects are equivalent to 50 percent of the assessed value.

33.702.190 Limitation on Blank Walls.

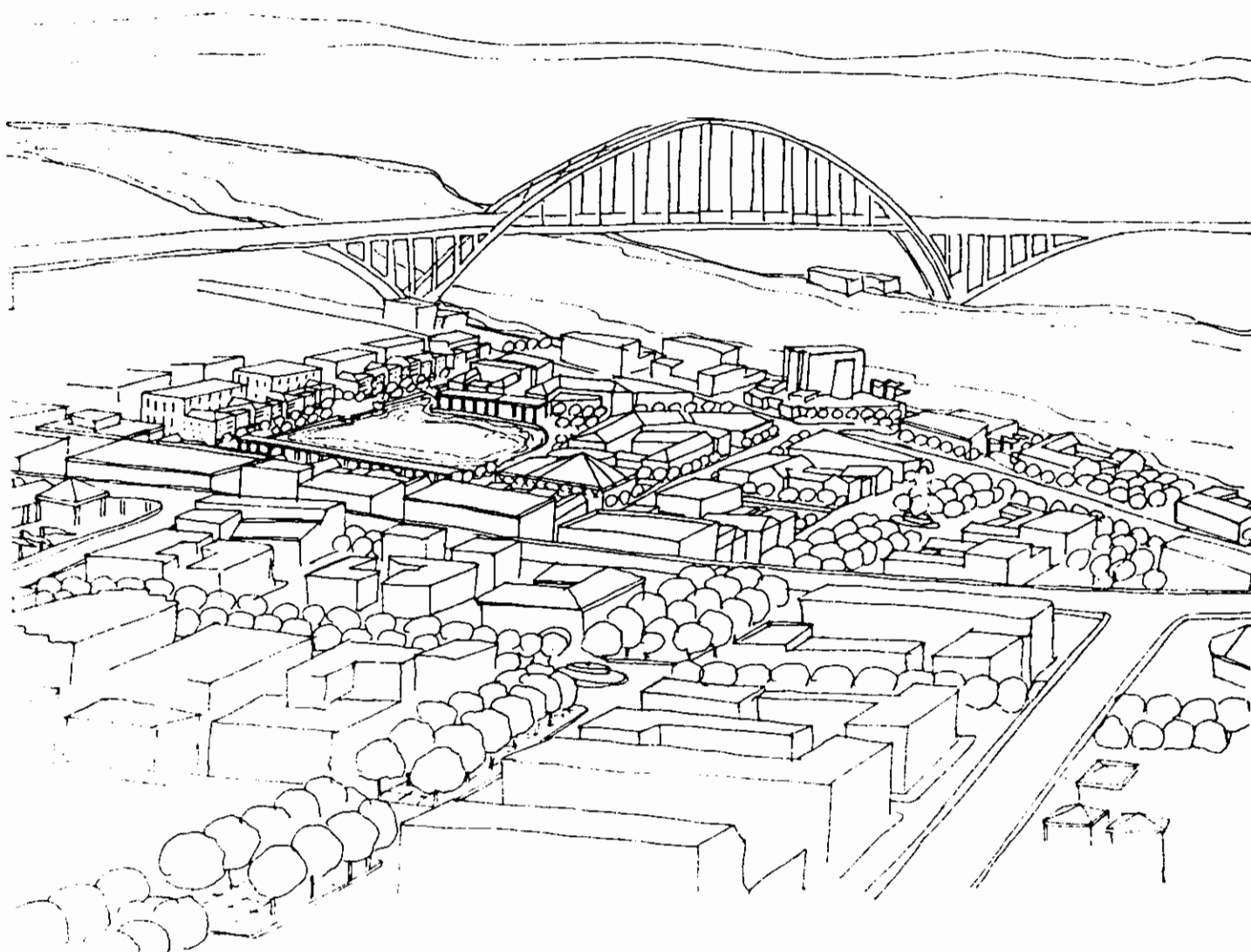
- A. Purpose.** Blank walls on the ground floor level are limited to encourage continuity of retail and consumer service uses; to encourage retail and commercial activities at street level; to provide a pleasant, rich, and diverse experience for pedestrians by visually connecting activities occurring within a structure to adjacent sidewalk areas; to enhance crime prevention by increasing opportunities for surveillance of the street from interiors of buildings; to restrict fortress-like facades at the street level; and to avoid a monotonous environment.
- B. Standards.**
 - 1. In RX and CX Zones, at least 50 percent of the length and 25 percent of the exterior wall area on the floor abutting sidewalks, plazas, or other public open spaces or rights-of-way must be devoted to windows affording views into retail, office or lobby space, pedestrian entrances, or retail display windows.
 - 2. This limitation on blank walls does not apply to sides of buildings having residential units located adjacent to the exterior ground floor wall.
 - 3. Buildings having less than 50 percent of their ground level floor area in retail, office, or lobby use, but containing other active uses found during the design review process to be of visual interest to the pedestrian may provide windows affording views of the active use as an alternative to Paragraph 1 above. (Examples of such uses are pressrooms, classrooms, kitchens, or manufacturing processes.) Parking areas, truck loading areas, and vehicular access ways are not active uses.

4. Buildings having less than 50 percent of their sidewalk level space in retail, office, or lobby, or in other visually interesting active uses may substitute artwork and/or display windows to meet the blank wall provisions of Paragraph B1 and B2 above, if the proposed display window or artwork is found to meet the intent of this Section as stated in Paragraph A, above, during the design review process. (Artwork and displays relating to activities occurring within the building are encouraged.)
- C. **Compliance.** All new construction and all major remodeling projects are subject to this requirement and must comply. Major remodeling projects are those where the building floor area is being increased by 50 percent or more, or where the cost of the remodeling is greater than the assessed value of the existing improvements on the site (assessed value is the value shown on the Multnomah County assessment and taxation records for the current year). Multiple remodeling projects, undertaken since the initial effective date of this Chapter that cumulatively meet the above description of a major project are treated as a major project and must also comply when the total cost of all projects are equivalent to 50 percent of the assessed value.

33.702.200 Review for Timeliness.

The regulations of this Chapter will be reviewed for continued applicability in 1999 as required by Section 33.700.050.

APPENDIX



Northwest Triangle rail yards with housing and low-rise offices focusing on a water feature. (Action NW3).

ORDINANCE No. 160606

Incorporate the goal, policies and land use designations of the Central City Plan as part of the Comprehensive Plan. (Ordinance; amend 150801, repeal 151568, amend Title 33.)

The City of Portland ordains:

Section 1. The Council finds:

1. Adopting the Central City Plan requires related actions including incorporating the goal, policies and land use designations of the Central City Plan as a part of the Comprehensive Plan, amending Ordinance No. 150801, repealing Ordinance No. 151568, amending Title 33, Planning and Zoning of the Municipal Code of the City of Portland to implement the Central City Plan, and establishing vesting rights and a delayed effective date to ensure accurate implementation of the Plan and zoning provisions of this Ordinance.
2. The Central City Plan was directed by the City Council and given a specific mission, purposes and objectives.
3. On July 25, 1984 the Portland City Council initiated the Central City Plan through passage of Resolution 33717. This resolution approved the planning process for the Plan and established the mission of the Plan.
4. Resolution 33717 established the following mission for the Central City Plan:

"A Plan that is a vision for the future, which establishes the Central City as the center of commerce and cultural activities in the community, recognizes the unique environmental setting and historic precedence of the area, incorporates the residential and business characteristics of individual Districts within the area, preserves the integrity of adjacent neighborhoods, and improves the livability of areas for all citizens."
5. Resolution 33717 further established the following purposes for the Plan:
 - a. Review the results of the Downtown Plan, build upon its successes and correct its deficiencies, extend its usefulness to the entire Central City.
 - b. Clarify the functional role of the Central City and its relationship to the larger community.
 - c. Identify feasible public actions to assist and attract private investment in the Central City.
 - d. Identify additional public amenities that contribute to the urban and natural environment and to livability for citizens within that environment.
 - e. Assure a human scale, an inviting environment, and attractions for residents, as well as visitors, in an area that continues as the center of commerce and cultural activities in the community.
 - f. Support and promote existing goals and policies of the City of Portland.
6. The purposes of the planning effort were further explained through the addition of the following seven objectives:
 - a. Research and analyze the set of planning issues and District concerns within the Central City for needs to be addressed by the Plan. Planning issues to be considered include, but are not necessarily limited to, urban form and design; land use; transportation; housing; pedestrian environment; historic preservation; riverfront use; retail, commercial and industrial development; social services; public and private education; convention/tourism; culture; and entertainment and recreation.
 - b. Establish the relationship of each of the Districts in the Central City to each other and to the Central City as a whole.
 - c. List public programs and public projects for the future, and the priority and timing of these.
 - d. Produce a Plan that is compatible with adjacent areas.
 - e. Produce a Plan that is feasible and assists positive development by the private sector.
 - f. Produce a Plan that is clear and understandable to the general public, to decision makers, and to private investors.
7. In developing the Central City Plan the Citizen Steering Committee and their staff produced 65 technical Support Documents. These documents are adopted as findings, by reference, in support of the Central City Plan. A listing of these

documents is contained in the Recommended Central City Plan document, Exhibit A attached to this Ordinance. The documents are available for the public to examine at the office of the Portland Bureau of Planning.

Continuing with Past Planning Findings:

8. The initial purpose of the Downtown Plan was primarily to address the issue of parking. In 1970 the loss of retail business and offices to the Lloyd Center and other suburban developments resulted in the perception that the Downtown required additional parking to effectively compete. During the course of the Plan's development the issue of parking grew to encompass the quality of the experience of pedestrians, development of Downtown housing, preservation and improvement of air quality, reinforcement of the retail core, preservation of historic landmarks and districts, development of public transit facilities and recapture the Willamette waterfront.
9. The Downtown Plan called for the provision of new and preservation of existing housing in over a dozen guideline statements adopted as a part of the Plan and as a part of the Comprehensive Plan by reference.
10. The Downtown Plan resulted in over one billion dollars in public and private investment in the Downtown and helped to generate over 30,000 new jobs within the Downtown.

State Goal Findings:

11. **Goal 1, Citizen Involvement**, requires that opportunities for citizens to be involved in all phases of the planning process be assured. The Central City Plan has met and exceeded the requirement of this goal. The initial recommendations for the Plan content were generated by a Citizen Steering Committee who met more than twice each month over a thirty-month period to formulate the Plan. The Steering Committee extensively advertised their efforts, their meetings were open to the public and testimony was accepted as part of the agenda at nearly all meetings. Over 10,000 people participated in the initial planning phase, a community outreach effort titled "Give Us Your Dreams". A Concept Plan with alternatives was circulated, and public notice of the Concept Plan and hearings schedule was given in the newspapers and through public service announcements on both broadcast and cable television. The Steering Committee conducted four well-publicized public hearings on the Concept Plan, each at a different location in the study area. After the Steering Committee's recommendations were transmitted to the Planning Commission, the Commission conducted an additional citizen involvement program.
12. The Planning Commission's review process included direct notice to over 5,000 individuals and groups that had participated in the Steering Committee's process; all property owners (over 2,000) within the study area were also notified, as were over 300 groups and organizations in the City who are concerned with planning matters. All Planning Commission hearings were advertised in the Oregonian, and additional notices were sent through the mail to all those who requested such notice or participated in the Planning Commission's process, whether in person, in writing or through a representative.
13. **Goal 2, Land Use Planning**, requires the development of a process and policy framework which acts as a basis for all land use decisions and assures that decisions and actions are based on an understanding of the facts relevant to the decision. The Central City Plan conforms with this Goal. The Central City Plan becomes a part of the City's acknowledged Comprehensive Plan which, with its implementation zoning, contains mechanisms that assure conformance with the Plan's policy framework. The provisions of this Plan are based on research reports that covered all aspects of planning and the three-year citizen involvement effort through which it was developed. The Citizen Steering Committee guided both the development of the research reports and the citizen involvement process.
14. **Goals 3 and 4, Agricultural Lands and Forest Lands**, call for the preserving and maintaining of agricultural and forest lands. The Central City is entirely within the Portland Metropolitan Urban Growth Boundary. Since the area is the most intensely urbanized part of the State and has no agricultural or forest lands, these goals are not relevant to the Central City Plan.
15. **Goal 5, Open Space, Scenic and Historic Areas, and Natural Resources**, calls for the conservation of open space and the protection of natural and scenic resources. The Central City Plan enhances the City's compliance with this goal in several ways.

- a. The Plan preserves all existing public open spaces identified in the City's Acknowledged Comprehensive Plan and identifies additional sites for the location of new public open space.
 - b. The Plan applies height limits on sites to the west and south of these public spaces to protect sunlight in public open spaces from shadows cast by tall buildings.
 - c. The Plan recognizes all existing historic landmarks and historic districts and calls for study and possible creation of additional historic districts. These additional historic districts are the Terra Cotta District, Russell Street, Union-Grand Corridor and Chinatown. Additionally the Plan calls for study of the potential for creating a multiple-resource nomination area in the Northwest Triangle District.
 - d. The Plan preserves existing view corridors of Mt. Hood from the Rose Gardens in Washington Park and of Mt. St Helens from Terwilliger Boulevard. It also enhances the Rose Gardens view corridor to Mt. Hood by extending view corridor protecting height limits west of the Downtown to include the Goose Hollow District.
 - e. The Plan assures that views of Mt. Hood, the Cascades and east Portland hills from Governor Tom McCall Waterfront Park will be preserved across the Union-Grand commercial corridor by lowering height limits between the bridgehead areas of the Central Eastside District.
 - f. The Plan enhances the identity of the North Burnside area and reinforces the importance of Union Station, a designated landmark, by establishing height limits that assure that the Station's Clock Tower, an outstanding scenic site, remains the tallest structure in a quarter-mile-wide east-west corridor which has the Tower as its focus.
 - g. The Plan establishes a design review zone which will protect scenic, historic, and architecturally significant values and sites by requiring that all new development be subject to a design review process which includes consideration of these resources.
 - h. A further objective of establishing these design zones is to help assure that new development is visually attractive, compatible with the positive design characteristics of its surroundings and responsive to its surroundings.
 - i. While there are presently no significant wildlife areas within the Central City, the Plan enhances the City's compliance with this goal by calling for the creation of plantings and environmental conditions that will lead to the development of habitat within the study area for wildlife which is compatible with human activity in the center of the State's most urban area.
 - j. There are three designated historic districts within the Central City-- Skidmore/Old Town, Yamhill and 13th Avenue. Two Historic Conservation Districts border the Central City planning boundary--Ladd's Addition and Lair Hill. A likely candidate for the next designated district will be the Terra Cotta Historic District which consists of about 24 city blocks within the retail core. Terra cotta was the "last of the handmade" building materials. Many of the structures are individually listed as landmarks on the National Register.
 - k. There are some 200 structures within the City listed on the National Register. In addition to these, there are some 4,800 properties which have been classified and ranked in the Portland Historic Resource Inventory. Some identified concentrations of historically significant properties, eligible for district designations, are Lower Albina's Russell Street and the East Portland buildings located between the Burnside and Morrison Bridges, the river and Union Avenue. Because of the high value of land these concentrations within the Central City experience great pressures to be demolished.
 - l. Designation as a Historic Landmark or Historic District affords protection through review procedures for alteration or demolition of designated landmarks and new construction in designated districts. In return, designated properties become eligible for local and federal programs providing grants and loans for preservation.
16. **Goal 6, Air, Water and Land Resources Quality**, calls for the maintenance and improvement of these resources. The Central City Plan enhances Portland's compliance with this Goal by calling for improvements aimed at reducing risk of pollution caused by discharge into the Willamette River, by creating an environment less dependent on auto travel, by reducing air pollution through increased use of public transit, and by creating opportunities for living within walking distance of employment centers.
 17. **Goal 7, Areas Subject to Natural Disasters and Hazards**, calls for protection of life and property from natural disasters and hazards. The Central City Plan is consistent with the provisions assuring compliance with this Goal which are included in the City's acknowledged Comprehensive Plan.

18. **Goal 8, Recreational Needs**, calls for satisfying the recreational needs of both citizens of and visitors to the State. The Central City Plan enhances Portland's compliance with this Goal. The Plan does this by planning the location of additional recreational facilities and public attractions in the State's most urban and most accessible area. The Plan seeks to enhance recreational opportunities by establishing additional parks and linking these new parks with existing open space facilities through a system of trails for pedestrians and bicyclists. The Plan seeks to enhance both recreation and tourism by planning for a system of waterfront attractions that are linked by "fun" transportation modes such as vintage trolley lines and water taxis as well as by recreational trails. Further, the Plan creates incentives for private reinforcement of the Central City's bright light district through creation of additional film and live theater facilities. The public art component of the Plan establishes mechanisms to increase Portland's public art collection and to place new works of public art at locations that enhance other recreational and tourist facilities.
19. **Goal 9, Economy of the State**, calls for diversification and improvement of the economy of the State. The Central City Plan enhances Portland's compliance with this Goal by clearly dividing the City's Central City into commercial, employment and industrial areas. This definition assures that the City's center will retain opportunities for both established and incubator business to grow. The Plan further assures adequate opportunity for intensification of Districts in the Central City to accommodate all expected growth over the next 20 years with substantial market factors (500% to 800%), which help assure that potential investment will not be driven from the area by adverse market conditions. The Plan identifies areas where public services limit the intensity of new development and gives a priority to actions to increase the capacity of services, particularly transportation. Measures that are intended to increase the attractiveness of the Central City to tourists include an emphasis on urban design and design quality, the development of special identity giving features, protection of views and increasing the number of historic districts. The Plan proposes to link tourist attractions and all Central City retailing areas by a system of fun transportation modes including both water taxis and vintage trolleys. The Plan calls for and can easily accommodate the development of 50,000 additional jobs in the Central City over the next 20 years.
20. **Goal 10, Housing**, calls for including provisions that help the City meet the housing needs of the State. The Central City Plan enhances the City's compliance with this Goal. The Plan does this by increasing the amount of high density residential zoning in the Central City by locating areas zoned predominantly housing near features like the Willamette River that are attractive amenities for housing developments; by requiring that a portion of new development be in housing in areas that are expected to see major development activity, and by offering both financial and zoning incentives for the development of new housing. Incentives for the preservation and creation of new single-room-occupancy housing in the Plan serves the State's lowest income citizens. Central City housing zones are the densest multi-family zones in the State allowing generally over 100 dwelling units per acre. The Plan calls for the creation of at least 5,000 new housing units over the next 20 years and creates ample opportunities for this number of units in residential and mixed use zones.
21. **Goal 11, Public Facilities and Services**, calls for planning and development of timely, orderly and efficient public service facilities that can serve as a framework for the urban development of the Central City. The Plan enhances Portland's compliance with this Goal by identifying and prioritizing actions needed to improve the provision of public services to the Central City. Specifically, the Plan calls for transportation improvements that are needed in the areas of public transit and auto circulation and parking.
22. **Goal 12, Transportation**, calls for the development of a safe, convenient and economic transportation system. Transportation is a major emphasis of the Plan. The Plan includes provisions for enhancing the transportation system available to pedestrians, bicyclists, public transit users and auto users. These include the development of Central City connections to the regional light rail system, development of an inner city transit loop and feeder systems, establishment of additional parking facilities, and planning for parking and auto access for each District. Provisions also address the attractiveness, ease of use, safety, and expansion of opportunities for pedestrians and bicyclists.
23. **Goal 13, Energy Conservation**, calls for the distribution of land uses in a pattern that maximizes the conservation of energy. The Plan enhances the City's compliance with this Goal in several ways. New high density development is focused through the use of height and density controls into areas that are or will be

served by public transit. Densities are reduced in areas where access is dependent on auto travel. All Central City zones allow multi-story development which increases opportunities for efficiency in space heating and cooling. Substantial emphasis is placed on the development of new high density multi-family housing at locations which are attractive, close to public transit and within easy walking distance of major employment centers and recreational opportunities. Traffic improvements are called for in the Plan which will conserve energy by improving the efficiency of vehicular movement in the Central City.

24. **Goal 14, Urbanization**, calls for the orderly and efficient transition of rural lands to urban uses. The Central City Plan enhances the City's compliance with this Goal by allowing intensification of development in the Central City, locating the most intense development opportunities where public services are presently provided and are planned to be improved. The Plan supports the regional urban growth boundary by assuring that development opportunities exist in this urbanized area, consequently reducing potential need for conversion of rural lands to urban uses.
25. **Goal 15, Willamette River Greenway**, calls for the protection, conservation, and maintenance of the natural, scenic, historic, agricultural, and recreational qualities of land along the Willamette River. The Central City Plan incorporates the recent Portland update of its Greenway Plan into the Plan. The Central City Plan further enhances Portland's compliance with Goal 15 by creating provisions which will increase public access to and onto the water's surface, locate new public attractions along the Willamette, and establish of additional public open space on the banks of the River. The Plan creates incentives for public access to the water's surface and to the Greenway Trail.
26. **Goals 16, 17, 18, and 19 deal with Estuarine Resources, Coastal Shorelines, Beaches and Dunes, and Ocean Resources** respectively. These Goals are not applicable to the Central City of Portland as none of these resources is present within the Central City.

Comprehensive Plan Findings:

27. The City's Comprehensive Plan was adopted by the Portland City Council on October 16, 1980, and was acknowledged as being in conformance with the Statewide Goals for Land Use Planning by the Land Conservation and Development Commission on May 1, 1981. Because of its scope and size the Central City Plan touches on many of the Comprehensive Plan's Policies. However, there are a number of Policies of the Comprehensive Plan which because of their less urban or different geographic or topical focus are not relevant to the Central City Plan. The review of Policies presented in this section of this Ordinance is limited to those which are directly relevant to the Plan.
28. **City Comprehensive Plan Goal 1, Metropolitan Coordination**, calls for planning activities to be coordinated with federal, state and regional plans. Under Goal 1, Policy 1.4, Intergovernmental Coordination calls for coordination of planning to maximize the efficient use of public funds. From its inception the Central City Plan has met this Goal and related policy. The planning process included participation of representatives from regional planning and transportation agencies on the technical advisory committee serving the Citizen Steering Committee. The Plan's provisions incorporate the Regional Transportation Plan, and the ODOT six-year capital plan. Notice of Plan content, alternatives and hearings process was provided to regional jurisdictions. The State's required post-acknowledgement review process has been followed.
29. **Goal 2, Urban Development**, calls for maintenance of Portland's role as the Region's employment, population and cultural center through expanding opportunities for housing and jobs while retaining the character of established areas. The Central City Plan enhances the City's implementation of this goal. The Plan increases opportunity for job creation in all areas of the Central City; it also increases opportunity for and requirement of development of new housing. The Plan establishes cultural districts, proposes additional cultural facilities to be provided and identifies methods of enhancing the City's and Region's cultural life. This Goal is explained further by 23 Policies which outline in more detail how the Goal is to be accomplished. The Plan reinforces Portland's compliance with applicable policies. They are as follows:
 - a. **Policy 2.1, Population Growth**, calls for increasing population within the existing City boundary. The Plan furthers implementation of this Policy by providing additional opportunities for new housing development, increasing the amount of high density multi-family zoning, requiring that residential

development be included in some projects and offering both zoning and financial incentives for the development of new housing.

- b. **Policy 2.2, Urban Diversity**, calls for promotion of the range of living environments and job opportunities. The Plan enhances implementation of this Policy by creating opportunities for increased amounts of high density housing including loft housing, high rise multi-family, and low and mid-rise multi-family housing. The Plan also preserves the full range of opportunities for job creation through the Central City by emphasizing predominant forms of economic activity for each of the eight Districts. Industrial, transportation, employment, service, institutional activities, office, retail and art production are all allowed within the Central City, and opportunity is provided for substantial growth of each.
- c. **Policy 2.6, Open Space**, calls for preservation of parks, cemeteries, golf courses, trails, and parkways; development of a loop trail that encircles the City; and promotion of the recreational use of the City's rivers, creeks, lakes, and sloughs. The Plan enhances implementation of this Policy in several ways. It designates all existing parks within the Plan boundaries as open space. It identifies locations for additional open space development and identifies additional routes for recreational trails to be developed that tie to the City loop system to the Greenway Trail and important attractions in the Central City. The Plan enhances recreational opportunities along the Willamette River by identifying new sites for public attractions along the waterfront, requiring additional opportunities be developed for the public to reach the riverbank and the water's surface, and identifying additional recreational facilities along the Willamette to be established within the Plan area.
- d. **Policy 2.7, Willamette River Greenway Plan**, is met and reinforced by the Central City Plan. The Plan incorporates the recent update of the Greenway Plan and includes additional provisions presented in the discussion of Policy 2.6 (above).
- e. **Policy 2.9, Residential Neighborhoods**, calls for allowing a range of housing types and increased population while protecting the character of the City's residential neighborhoods. The Central City Plan enhances implementation of this Policy in several ways. The Plan provides for a significant increase of housing units within the Central City; it requires new development in commercial and residential zones to undergo design review, which includes review for compatibility with existing character; it also controls height and bulk of new development, stepping density and height down from high density areas to the scale of development allowed in those residential neighborhoods that abut the Plan area.
- f. **Policy 2.10, Downtown Portland**, calls for reinforcement of the Downtown's role as the principal commercial, service and high density housing center in the City and the Region. Additionally, the Policy calls for maintaining the Downtown as the principal retail center in the City. The Central City Plan establishes supportive policy language that calls for the Downtown to be the preeminent office location in the City and Region. The Plan implements this Policy and supports the Downtown Plan by establishing the greatest heights and building bulk allowances in the Downtown, stepping other areas of the Central City down from the high density of the Downtown and controlling the density of development throughout the City to assure that these policies are implemented through balanced city-wide regulation of building density and height.
- g. **Policy 2.11, Commercial Centers**, calls for expanding the role of major commercial centers which are well served by transit and strengthening these centers with uses that are compatible with surrounding uses. The Central City Plan enhances implementation of this Policy through provisions that reinforce those Central City commercial centers that are well served by transit. Particularly the use of the Central Commercial Zone in the Downtown, North of Burnside and Lloyd Center/Coliseum Districts implements this Policy. This high density urban zone with accompanying height density limits reflects the excellent transit service available in these Districts. The establishment of lower density limits in other Central City commercial areas, such as 18th Avenue in Goose Hollow, the Union-Grand corridor in the Central Eastside, Northwest Triangle, Lower Albina Russell Street area and North Macadam corridor, also furthers implementation of this policy.
- h. **Policy 2.12, Transit Corridors**, calls for location of a mixture of activities along transit corridors, encouragement of commercial and residential uses in these areas and along with compatible light industrial activities; and encouragement of residential development especially where vacant land affords an opportunity for infill development. The Central City Plan supports this Policy and furthers its implementation in several ways. The Plan

identifies the locations of regional transportation corridors and allows for a mixture of uses along these corridors. The highest densities are allowed near existing major transit facilities in the Downtown and Lloyd Center/Coliseum Districts, but increased density, above that of existing development, is allowed along all corridors. Areas with considerable vacant and developable land, particularly the North Macadam and Northwest Triangle Districts, have zoning provisions that require development of residential use. All corridors provide incentives for the development of residential projects or residential portions of mixed-use projects.

- i. **Policy 2.13, Auto-Oriented Commercial**, calls for allowance of auto-oriented commercial uses such as vehicle service use along major traffic streets. The Plan implements this policy in the Central City through application of the CE, Commercial Employment Zone. The CE Zone allows the full range of auto-oriented commercial uses as well as both light manufacturing and some heavier but compatible industrial activities. The CE zone is applied along the Union-Grand Corridor in the Central Eastside and in more auto-oriented parts of the Northwest Triangle and lower Albina Districts.
- j. **Policy 2.14, Industrial Sanctuaries**, calls for encouraging the growth of industrial activities through preservation of industrial lands for manufacturing and related employment. The Central City Plan furthers implementation of this Policy by establishing of industrial sanctuaries in the Lower Albina, Central Eastside and Northwest Triangle Districts. These are the areas where presently most Central City industrial activity is concentrated. The Plan also establishes policies to guide these areas in the future identifying the important role these Districts play as industrial and employment centers. These Districts also receive the more industrially oriented CE, Commercial Employment Zone in commercial areas. The CE Zone allows a wide range of manufacturing, warehousing and transportation uses in those parts of the Districts also appropriate for commercial and residential uses and consequently reduces pressure for conversion of surrounding industrial sanctuary areas to nonindustrial uses.
- k. **Policy 2.15, Living Closer To Work**, calls for location of greater residential density near major employment centers. The Central City Plan enhances implementation of this policy by creating additional high density multi-family zoned areas in and adjacent to employment centers in the Downtown and North of Burnside areas, requiring development of residential uses in new employment centers growing in the North Macadam, Northwest Triangle and Lloyd Center/Coliseum Districts, and offering incentives for the development of housing in targeted mixed use areas located in each of the Central City's Districts.
- l. **Policy 2.16, Strip Development**, calls for discouraging the development of strip commercial areas and for focusing of new commercial development into a clustered pattern development. The Central City Plan enhances implementation of this Policy by locating distinct clusters of commercial development in each district and reshaping the boundaries of linear commercial corridors, particularly the Union-Grand corridor in the Central Eastside, to allow the development of clusters, especially at bridgeheads. This reshaping of the corridor is accomplished in the Plan through the replacement of half block designations with full block CE Commercial Employment designations and through remapping of the commercial area boundaries to CE in a pattern that better reflects the current and historical use of land.
- m. **Policy 2.17, Transit Stations**, calls for increased opportunities for commercial and residential development near transit station sites. There are ten transit stations within the Central City Plan area, five in the Downtown District, two in the North of Burnside District, and three in the Lloyd Center/Coliseum District. All these transit stations were established in support of the Banfield Light Rail project and presently serve the Metropolitan Area Express (MAX). The Plan enhances implementation of this Policy by locating the Central City's and the Region's highest density development near these stations. The Plan further reinforces these density decisions and this Policy by reducing the allowable densities in other districts of the Central City that are more remote from these station sites. While not creating nonconforming use or nonconforming development problems, these lowered densities help focus the potentially transit supportive development in areas that presently have MAX service.
- n. **Policy 2.18, Utilization of Vacant Land**, calls for full utilization of vacant land except in areas designated as open space. The Central City Plan supports this Policy by allowing the highest densities of development in the Region and State within the Plan area. Densities allowed within the Plan area have been shaped to encourage development of the highest densities at locations where such encouragement is called for by other policies of the Comprehensive Plan and Central City Plan.

- o. **Policy 2.23, Northwest Triangle District**, calls for promotion of the historic character and quality of the Northwest Triangle District through implementation of the Northwest Triangle District Report. The Central City Plan incorporates all provisions of the Northwest Triangle District Report and implements these provisions through the Central City Plan District proposed for adoption with the Plan.
30. **Goal 3, Neighborhoods**, calls for preservation and reinforcement of the stability and diversity of the City's neighborhoods while allowing increased density. The Central City Plan supports this Goal by limiting density and requiring review of the design of new developments near residential neighborhoods at the edges of the Central City and establishing planning and zoning provisions within the Central City which foster the creation of increased residential development.
- a. **Policy 3.4, Historic Preservation**, calls for preservation and retention of historic structures and areas throughout the City. The Central City Plan furthers implementation of this Policy by identifying four additional areas for possible historic district designation: Chinatown, the Downtown Terra Cotta District, Union-Grand, and Russell Street. The Plan also calls for exploration of a multiple resource nomination area in the Northwest Triangle and Central Eastside Districts.
 - b. **Policy 3.6, Neighborhood Plans**, calls for maintenance and enforcement of neighborhood plans that are consistent with the Comprehensive Plan. The Central City study area includes part of three neighborhood plans, the Corbett/Terwilliger/Lair Hill Plan, Hosford Abernathy Neighborhood Plan and the Kerns Neighborhood Plan. The Corbett/Terwilliger/Lair Hill Plan has one policy that speaks specifically to the North Macadam District. This Policy calls for the North Macadam District to develop with a mixture of land uses that includes housing. The Planning Commission recommendation for this area of the Central City implements this policy by allowing a broad range of uses and requiring that new development include housing. The Hosford Abernathy Neighborhood Plan and the Kerns Neighborhood Plan both call for the preservation of the Central Eastside District as an industrial area. The policies and regulations of the Central City Plan call for the preservation and protection of this district as an industrial area.
 - c. **Policy 3.7, Visual Communication**, calls for maintenance of a balance among sign amount, type, public safety, and aesthetic concerns. The Central City Plan furthers implementation of this Policy by extending Downtown sign restrictions, and applying design review requirements to other highly visible and economically important areas, particularly the Lloyd Center/Coliseum, Goose Hollow, and North Macadam Districts. While the Plan does not add further controls on signs in other Central City districts, it does include provisions which will require design review of all new large signs in all CE as well as CX Zones.
31. **Goal 4, Housing**, calls for provision of diversity in the type, density and location of housing within the City in order to provide an adequate supply of safe, sanitary housing at prices and rent levels appropriate to the varied financial capabilities of City residents. The Central City Plan enhances implementation of this Policy through several of its provisions and implementation actions. The Plan establishes additional areas to be designated and zoned for high density multi-family development. The City has reduced the amount of land zoned for multi-family through quasi-judicial amendment of the Comprehensive Plan since its adoption. Increasing the amount of land available for multi-family development will reduce potential difficulties with reacknowledgement of the City's Comprehensive Plan. The Central City Plan also contains provisions which require development of multi-family residential or mixed multi-family residential and commercial projects in some areas zoned for commercial and employment, and offers incentives for such development in others. Finally the Plan contains incentives for the preservation of existing single-room-occupancy (SRO) housing and for the creation of new SRO housing.
- a. **Policy 4.4, Housing Choice and Neighborhood Stability**, calls for actions which increase housing choices for Portland's citizens. The actions of the Central City Plan described under Goal 4 above also further this Policy.
 - b. **Policies 4.5, 4.6 and 4.7, Lower Income Assisted Housing, Existing Housing Maintenance, and Existing Housing Rehabilitation**, respectively, call for supporting housing for households who can't compete in the marketplace, and assisting maintenance and rehabilitation of existing housing. The Plan encourages preservation of existing and development of new SRO housing and directly supports these policies.
32. The locations with the best opportunity for attracting new housing investment are those that take advantage of a location in proximity to an attractive resource.

Within the Central City these resources are primarily public parks, particularly the Park Blocks, the banks of the Willamette River, locations near concentrations of retail shopping and transportation corridors.

33. The Districts having the most significant redevelopment opportunity near these resources are North Macadam and Northwest Triangle.
34. The District with the greatest potential for new residential development is the North Macadam corridor where presently over 100 acres have a strong potential for development over the next 20 years.
35. Just south of the North Macadam District lies the Johns Landing development. Within this development, land use has transitioned from industrial uses to a mixture of commercial and residential uses over the last 15 years. All development of housing in the Johns Landing project has been market level housing. The most recent and final development in the project has been a rental housing development of just over 100 units. This most recent project is located less than 100 yards from the southern boundary of the Central City Plan. The construction of market level housing at the edge of this District indicates that housing is a viable development option in the North Macadam District.
36. The Northwest Triangle District's proximity to the River, to planned improvements such as the Union Station revitalization, to Ninth Avenue improvements and large tracts of undeveloped property under single ownership creates the possibility of a successful housing component in the area as it develops.
37. New housing developments should contain at least 200 units to achieve a critical mass that allows the establishment of a residential environment. Once such an identity has been established in an area new housing developments need not be directly adjacent to existing housing to be identified with the critical mass that has been established by previous projects.
38. The boundaries of the Downtown Plan RX Zone were drawn over a seven-year period and considered a variety of factors. These included the location of existing housing developments and opportunities for new housing development through redevelopment of low density uses such as surface parking lots. Additionally, compatible institutional uses which are allowed as a conditional use in the RX Zone were also included. This commitment for housing in the Downtown was reinforced by the later development and adoption of the RX Development Notebook (1980), and by the establishment of the Downtown Park Blocks Renewal District. The Plan maintains faith with these earlier planning efforts by preserving the boundaries of this Downtown Plan housing district.
39. Recent housing development in the Central City has ranged from nearly 40 dwelling units per acre to over 100 units per acre. Developments of over 100 units per acre are possible in developments of from four to six stories, less than 75 feet in height. Floor Area Ratios necessary to accommodate densities of up to 100 units per acre for single use developments range from 2.5:1 up to 4:1 depending on topography and design.
40. Information submitted by the consulting firm of Shiels and Obletz, representing property owners in the Northwest Triangle District, indicated that housing could be economically included in new development if bonus floor areas were allowed one bonus square foot of commercial floor area for every one square foot of residential floor area provided.
41. While the high density housing zones within the boundaries of the Central City have produced little market level housing, they have stabilized and helped to preserve hundreds of existing housing units that might otherwise have been lost. This phenomenon has been most apparent in the Downtown and Goose Hollow Districts.
42. In order to accommodate the desire for greater development flexibility in the North Macadam District, the Discussion Draft proposal to rezone much of the waterfront of this District to RX was replaced with a proposal to zone the area CX and require that as part of new development 20 dwelling units per acre be built. Further flexibility was provided by allowing the provision of the required housing in a later phase of a project's development if a master plan providing for the location and density of the housing had been approved by the City. The Citizen Steering Committee's final recommendations call for the North Macadam District to be developed primarily for housing.

43. The requirement of housing as a portion of new development is not unique to Portland. The City of Denver recently enacted new zoning provisions for a redeveloping railyard near that city's downtown to require that 10% of each site be set aside for the development of housing.
44. The Citizen Steering Committee's Final Report included a specific recommendation for creation of at least 4,700 new housing units within the Central City over the next 20 years. This number was derived from a detailed analysis of both market factors and opportunities identified in the Committee's Final Report. The Discussion Draft carried this approximate number forward in the Plan rounding it to an even 5,000 units. During their review of the Discussion Draft, Planning Commission members requested that this number be increased in the Proposed Plan to foster debate on the issue. A figure of 7,500 units was selected for the Proposed Plan based on an earlier position of the Citizen Steering Committee. The higher figure had been the Committee's target during much of their planning process and was only replaced with the lower figure near the end of their process. At the conclusion of the hearing process the Planning Commission revised this number downward to the 5,000 figure in response to concern that a higher figure would be difficult to achieve.
45. When adopted, the Downtown Plan called for the creation of 2500 new housing units. The RX Zone was created and a significant area rezoned to RX as the primary means of achieving this housing goal. Additional tools in the Downtown Plan for achieving housing included FAR incentives, ten-year tax abatement and urban renewal. In general within the Downtown new housing production has involved the use of more than one of these tools, however, in some cases a single tool has been effective. This is primarily true in areas of lower land value. Recently, in areas near the Central City new market level housing has been produced on land having a value of up to \$8.00 a square foot. This is for developments at a density of 20 units per acre, higher density developments could generally support higher land values. Generally, Central City land values in Districts outside of the Downtown are in the range of \$4.00 to \$10.00 per square foot.
46. The Central City Plan contains over five times more development and redevelopment opportunities, on sites with a strong potential for development, than can be absorbed by commercial development over the next 20 years. It contains more than eight times more development opportunity, on sites with possible redevelopment potential, than will be required to achieve the 50,000 jobs that the Plan aims for. Increasing the vitality of the area and taking advantage of the Central City's development potential will require that more than one kind of development be pursued in the Central City. Housing not only adds to the life of the area but can significantly increase the absorption of development opportunities. Creation of the target of 5,000 net new housing units will require the absorption of approximately 50 acres of development opportunity. This is about 50% of the amount of land absorption that can be expected from commercial development during the next two decades.
47. The Central City areas presently zoned RX and RH do not contain adequate opportunities to accommodate even 5000 new units of housing. Creation of this many new units will require that additional areas not presently zoned for housing be committed to housing production. The Citizen Steering Committee recommended that additional areas be designated for a housing zone. The largest and most significant of these was the waterfront property in the North Macadam District. Additional areas were identified for mixed use developments requiring a portion of new construction to be for housing. These were in the Northwest Triangle and the Lloyd Center/Coliseum Districts.
48. Housing is a critical component of a vital urban center. The City of Portland's policy to retain and develop housing within and surrounding its core has been successful, compared to many other cities. The City's goal is to enable employees to live near the major employment center, thereby reducing transportation and energy costs and reducing urban sprawl. In turn people living within the Central City support a broad range of retail activities. Their presence encourages activities and services to be available beyond the regular working hours. The presence of a residential community significantly improves an area's safety and security by providing "eyes on the street" 24 hours a day.
49. Currently, some 12,500 people live within the Central City. Most reside within the Downtown and Goose Hollow Districts. The Central City housing stock is predominantly multi-family, some 96%. Most Central City housing units are rental units. Only 7% of the units are owner-occupied, compared to the City's rate of 53% owner-occupied. Of the rental units, 56% rent for under \$250 a month while

43% have rates between \$250 and \$800 a month. Hence, over half the housing in the Central City is for low-income individuals. In the past, the proportion of low-income units was significantly higher.

50. About 16% of the housing stock is single-room-occupancy (SRO) units. These units (usually in a structure with common lavatories and a community kitchen) offer affordable, permanent housing for persons with very limited resources. They offer a stable and relatively independent lifestyle and in many cases the only alternative to institutionalization or emergency shelters or, worse, a life on the streets. Since 1970, the Central City has lost 2,400 such units—59% of the total. Those remaining are not adequate to meet demand, especially during the winter months. With decreased federal assistance, unless new funding programs are created, the shortage problem is expected to worsen.
51. The total development potential for housing on land currently designated for residential use is 2,310 units. Total development potential in areas not designated for residential use, but where housing is a permitted use is 9,650 dwelling units. However, competition from other land uses generally make housing economically unfeasible unless public assistance, in some form, is available.
52. **Goal 5, Economic Development**, calls for improvement in the level, distribution and stability of jobs and income for resident industry, business and people. The Central City Plan supports this Goal by assuring opportunities for significant growth in new office and retail activity, by setting forth a coordinated agenda for enhancing the Central City's attractiveness as a tourist destination, by preserving large areas of the Central City as industrial sanctuaries, and by protecting the industrial business base and incubator function of the Central City's industrial areas from encroachment and disruption caused by expansion of nonindustrial sectors of the economy. The Plan is also supportive of the relevant economic development policies.
 - a. **Policy 5.1, A Public/Private Partnership**, calls for development of a partnership between the public and private sectors that responds to the needs of the City's businesses and residents. The Plan enhances implementation of this Policy by establishing a joint public and private agenda for the Central City. The private sector has been actively involved in the development and review of the Plan and the Citizen Steering Committee that established the policy framework and agenda for the Plan was dominated by representatives from the business community. This emphasis on a high level of participation by the business community in formation of the Plan agenda is evidence of the role economic development plays in the Plan and the Central City.
 - b. **Policy 5.2, Jobs and Income**, calls for encouragement of long-term employment opportunities that enhance vocational and income opportunities, decrease unemployment and increase disposable household income in the City. The Plan enhances implementation of this Policy by establishing ambitious growth objectives for each sector of the Central City economy and assuring that the Central City has ample suitably zoned land available to meet this anticipated growth, including a significant market factor. The Plan, as recommended by the Planning Commission, has adequate potential for an additional 116,271,700 square feet of new development on potential development sites likely to be available during the next 20 years. The Plan also enhances compliance with this Policy by identifying specific infrastructure service needs, defining possible actions to meet these needs, and establishing their priority for public action.
 - c. **Policies 5.3 and 5.12, Business and Industry, and Business Environment**, respectively, call for encouraging in-city businesses to remain and expand while promoting recruitment of new business and industry by keeping Portland competitive with other regional and national centers. This same policy language is mirrored in the Central City Plan because of the continued importance of this strategy to the City's economic growth. The Plan promotes implementation of this Policy through the provisions outlined above. Additionally, the Plan has restructured zoning lines to maintain consistent development regulations across entire blocks, standardized procedures for achieving increases in height and bulk allowances, created a process for achieving height and bulk increases that provides greater certainty, created a standard for development intensity that is the most permissive in the Region and the State, and identified a series of priority actions aimed specifically at enhancing the attractiveness of Portland and its Central City as an investment opportunity.
 - d. **Policy 5.4, District Economic Development**, calls for encouraging business and district organizations. The Plan furthers implementation of this Policy by building on and maintaining consistency with approved business area

plans, particularly the Downtown Plan, Central Eastside Revitalization Strategy, and Northwest Triangle Plan.

- e. **Policy 5.5, Central Business District**, calls for promoting retail, lodging, office, residential and cultural opportunities in the Central Business District (CBD). The CBD is a part of the Downtown District. The Central City Plan enhances implementation of this Policy. The Plan offers incentives for the development of retail space in the retail core and identifies a set of improvements designed to make the Downtown more attractive to shoppers, conventioners and tourists as well as investors. The Plan offers the greatest development densities allowed in the State and the Region. It includes a new bonus method for gaining increased density and height, which is designed to increase development certainty for prospective investors. The Plan has increased the amount of office development allowable in the CBD through both bonus provisions and increases in the base amount of allowable floor area. Along Broadway the Plan offers incentives for the development of theater facilities. The Plan also includes incentives for private development of public art. It identifies locations where cultural activities are to be encouraged and identifies actions which will support the growth of new cultural opportunities.
- f. **Policy 5.8, Environment, Energy and Transportation**, calls for the City to ensure that development is consistent with a good environment and the maintenance and enhancement of Portland as a favorable environment in which to live, work, and play. The Plan enhances implementation of this Policy in numerous ways. It calls for a Central City which is both a good place to invest and to live. Design review is broadened in its application to include nearly all commercial and residential areas of the Central City. Incentives are offered for development of public amenities. Additional open spaces are identified for future acquisition and development. Landscaping and street tree requirements are strengthened. Provisions enhance opportunities for the development of wildlife habitat areas within Central City open spaces. Desirable new recreational facilities and public attractions are identified, and given a priority. Pathways, bicycle ways, vintage trolleys and water taxis are planned to link together Central City activity centers, open spaces and attractions.
- g. **Policy 5.9, Area Character and Identity**, calls for efforts to enhance the special character and identity of commercial districts and strips. The Plan helps to implement this Policy by identifying a strategy, creation of an Urban Design Plan, for enhancement of each of the eight districts that make up the Central City, by requiring design review within the commercial and employment portions of each district, and by requiring design guidelines to be developed for each district. These guidelines must be developed with the participation of the property and business owners in each district.
- h. **Policy 5.10, Land Use**, calls for assuring that there is an adequate supply of commercially zoned land for business expansion. The Central City Plan enhances implementation of this Policy in several ways. It establishes zoning, bulk and height regulations that allow for intensification of development to over 900% greater floor area than the most optimistic projections suggest the Central City will experience during the next 20 years of growth. The Plan specifically increases the amount of land available for commercial development in the Goose Hollow, Central Eastside and Lower Albina Districts. The Plan also identifies and gives a priority to improvements needed to enhance the attractiveness for commercial development of each of the eight districts.
- i. **Policy 5.11, Transportation**, calls for development of a transportation system that provides and improves access to and circulation within commercial areas. The Central City Plan further implements this Policy in several ways. The Plan proposes transportation improvements aimed at enhancement of all eight commercial districts. In the North Macadam and Central Eastside Districts major traffic improvements are identified and given a priority. In the North of Burnside District the Plan proposes extension of the transit mall north to Union Station. Vintage trolley lines are proposed to serve and tie together the Northwest Triangle, Downtown, North Macadam, Lloyd Center/Coliseum, and Central Eastside Districts. The Plan includes and places the highest priority on the development of a regional light rail transit system that will serve each of the eight districts. A water taxi system is proposed to tie together those districts that share the Willamette River waterfront as well as existing and new riverfront attractions.
- j. **Policies 5.13 and 5.14, Locational Opportunities for Industrial Firms and Diversity and Identity in Industrial Areas**, respectively, call for provision of ample opportunity for the location of industrial activities and the promotion of a variety of efficient, safe and attractive industrial and employment areas. The Plan strongly supports and furthers implementation of these Policies. It preserves industrial sanctuary areas in three districts; the Central Eastside,

Lower Albina, and the Northwest Triangle. It limits the density and intensity of nonindustrial uses in and adjacent to these sanctuary areas. It enhances opportunities for industrial location and expansion within the Central City's commercial and employment areas by shifting from obsolete use lists to activity categories which are designed to regulate performance. The Plan generally includes employment areas in expanded design review zones and provides each district with a list of the priority of needed improvements and an Urban Design Concept Plan.

- k. **Policy 5.15, Protection of Nonindustrial Lands**, calls for protecting nonindustrial lands from the adverse impacts of industrial activities. The Plan enhances implementation of this Policy by shifting all Central City industrial zones to performance based zones specifically designed to regulate off-site impacts.
53. Industrial activity is a major and important component of the Central City economy. The bulk of the Central Eastside District, nearly all of the Lower Albina District and a part of the Northwest Triangle District are employment centers dominated by industrial activities. These districts help assure a diversified economy for the Central City and Portland as a whole by providing sites for a broad range of manufacturing, distribution and transportation activities finding an inner-city location attractive. These areas also serve as the Portland metropolitan region's largest concentration of incubator industrial opportunities. Maintaining these industrial sanctuaries and limiting pressure for conversion of industrial lands to nonindustrial uses is important to the economic health of the entire City. The Plan does this by reducing allowable commercial development densities in and adjacent to these industrial areas.
 54. Industrial sites, and particularly incubator industrial sites, are very susceptible to displacement by commercial uses. High density commercial uses pose the greatest threat to industrial uses. The market tendency for commercial uses to displace industrial uses resulted in the development and adoption of the "Industrial Sanctuary" Policy as a key component of the City's Comprehensive Plan. Reductions of allowable floor area ratio to levels that discourage speculation on industrial lands for future commercial development protect these susceptible sites.
 55. There is no market or public need to allow conversion of the Central City's base of industrial sanctuary areas to accommodate expected demand for new commercial, residential or institutional growth in the next 20 years. Areas within the Central City proposed to be designated CX or CE have strong potential for development, over five times as much commercial development potential than the most ambitious anticipations of the Plan. To accommodate 50,000 new jobs, as called for by the Plan, approximately 12,500,000 square feet of commercial space will need to be developed. Opportunity exists in large sites (one-half block or larger) presently ready for development, at the floor area ratios recommended by the Planning Commission, for the following level of commercial development: Downtown 14,830,000 square feet, Goose Hollow 1,940,000 square feet, North of Burnside 6,500,000 square feet, Northwest Triangle 9,740,000 square feet, Lower Albina 660,000 square feet, Lloyd Center/Coliseum 15,630,000 square feet (exclusive of the Convention Center site), Central Eastside 5,160,000, and North Macadam 12,640,000 square feet. Total commercial development opportunity allowed by the Planning Commission's recommendation is then 67,110,000 square feet or 5.4 times the amount of space required to achieve the Plan's ambitious objective of 50,000 new jobs.
 56. Based on the amounts of commercial opportunity presented above there is no need to allow conversion of industrial sanctuary areas to nonindustrial uses by permitting high density development of commercial space adjacent to the Central City's industrial sanctuaries. More than adequate opportunity for high density commercial development is provided at other locations in the Central City.
 57. Urban renewal has shown itself to be an effective tool for the economic revitalization of Downtown and returns a substantial increase in revenue to the tax rolls on completion of the renewal projects. New renewal districts should be formed in the Central City at locations that qualify for renewal district status and where development is constrained by existing conditions which can be effectively addressed by renewal activities.
 58. One-quarter of the metropolitan region's work force, more than 120,000 individuals, are employed within the Central City. About two-thirds of them are office employees. The attractiveness of the Central City and specifically its Central Business District (CBD), as a retail and office center is both a product of the attributes it possesses and a reflection of the continued belief from the public and

private sectors that this area will continue to prosper. The completion of the Transit Mall and new Light Rail Corridor has supported the development of office and retail projects in the CBD. The public transit system provides Downtown employers with access to a large labor pool, drawing workers from throughout the region. And the retail goods and services demanded by these employees provide a substantial foundation for the support of Central City retail facilities.

59. Similarly, the Lloyd Center has a built-in employee market due to the presence of Lloyd Corporation and the government office buildings. The Lloyd Center is currently achieving lease rates comparable to those in the Downtown.
60. Tourism is currently Oregon's third largest industry and is expected to replace agriculture, becoming the second largest. Urban amenities and vital business and retail centers of the Central City are a significant draw for tourists. A large component of the tourism industry is Convention Center trade. Conventions provide an important source of support for local hotels, restaurants, and other retail establishments because of the expenditures by visitors who attend the convention events. Nationally, the average conventioner spends \$500 during a convention stay. In the past, Portland has not captured its share of the national tourist-convention trade. The new regional Convention Center is expected to create a significant economic boom to the Coliseum area and the City as a whole.
61. Long-range growth in the Region is expected to be highest in wholesale and retail trade, followed by finance, insurance and real estate services. Manufacturing, government, transportation, and communications are expected to grow more slowly. Despite the shift from goods production to the production of services, manufacturing continues to provide the highest output per worker, the highest wages and generally the greatest opportunity to produce exportable goods.
62. Portland's opportunity to export its locally produced goods is significantly better than most cities. The City has a major import/export center through the provision of high-quality port and transportation facilities and extensive warehousing and distribution services. Portland has the locational advantage of being the only freshwater, deep-sea port on the west coast, has the only water-level transportation routes through the Cascade Range, and has an overlapping work day with Asia and the eastern United States. Further exploitation of this trade advantage would enhance industries such as trucking, warehousing, wholesale trade, manufacturing, and finance. Consequently, the strongest industrial activity in the Central City, warehousing and distribution activities, would also benefit.
63. Recent developments have demonstrated that high density market for commercial developments has expanded beyond the traditional area thought of as the Downtown and the Central Business District. The River Forum, Benjamin Franklin (S E Grand and Hawthorne), Fremont Place and the new Oregon Convention Center collectively indicate growth in the high density market area.
64. As recommended to the City Council by the Planning Commission the Central City Plan area contains many times more development potential than will be required to accommodate expected growth over the next 20 years. Development potential has been assessed through analysis of vacant and underutilized lands in areas of significant development potential.
65. Over the next 20 years market projections show a demand for up to about 500,000 square feet of new office space per year in the Central City. The resulting potential increase for the 20 year period is then approximately 10 million square feet. Assuming that all development taking place to meet this demand will be at a floor area ratio of at least 2:1 the growth projection will result in absorption of up to about 100 acres or 100 full 40,000 square foot blocks. This much development opportunity can be entirely accommodated with ease by any one of four of the Central City Plan's eight Districts. These four Districts are Downtown, Northwest Triangle, Lloyd Center/Coliseum, and North Macadam. It is likely that the actual floor area ratio of the average project built in the next 20 years will exceed 2:1, consequently, the land area necessary to accommodate the expected growth will be correspondingly smaller.
66. If the Central City is to work as a single coordinated economic area, it is sensible to unify the zoning for the entire area, at least in the broad categories of commercial, industrial, employment and residential. Areas with similar development expectations should have similar regulations. This promotes economic development in itself by limiting the complexity of the regulatory structure. It also reduces regulation driven locational decisions by standardizing the requirements at all competing locations. Exceptions to this are only reasonable where a clear

public purpose is achieved through differentiation of regulations, such as concentrating density in proximity to major transit facilities, limiting height to preserve specific public views, and limiting redevelopment pressure on fragile structures such as SRO housing, or historic landmarks. The Plan calls for the development of district design guidelines, for each district, which will help to maintain the special character and role of each district.

67. **Goal 6, Transportation**, calls for the promotion of an efficient and balanced urban transportation system which is consistent with the City's Arterial Streets Classification Policy and which encourages energy conservation, reduces air pollution, lessens impacts of traffic on residential neighborhoods and improves access to major commercial and employment areas. The Central City Plan fully conforms with this Goal. The transportation policy of the Central City Plan mirrors and amplifies the content of this Goal. More specifically, the Plan enhances implementation of this policy in several ways. It maintains without amendment both the Arterial Streets Classification Policy and the Downtown Parking and Circulation Policy. The Plan focuses the densest development at locations that are presently served by either the Transit Mall or Banfield light rail line; it encourages the development of the regional light rail system and commits the City to help seek means to finance this system. It gives priority to provisions for parking improvements and calls for the development and regular updating of district parking management plans. It provides for the movement of goods and protects industrial areas from disruption caused by commercial traffic. Plan provisions will divert through traffic away from residential neighborhoods. A system of transit and circulation improvements are identified for each of the eight districts which will improve circulation to and within the district. Controls are imposed to limit the negative impact of commercial through traffic on employment and industrial areas. In the North Macadam District, and Northwest Triangle Districts zoning and density limitations are created within the zoning provisions of the Plan which will limit density until needed transportation improvements are provided. The Plan also furthers this goal through the following related Policies.
- a. **Policy 6.1, Interagency Cooperation**, calls for encouraging efficient management of the transportation resource through cooperation and long-range planning with federal, state, and regional agencies. The Plan enhances implementation of this Policy by specifically calling for a City commitment to work with these other agencies to achieve both the Central City's and the Region's transportation objectives, most importantly the completion of the regional light rail system.
 - b. **Policy 6.2, Regional and City Traffic Patterns**, calls for the creation and maintenance of traffic patterns that protect livability while improving access to and mobility within commercial and industrial areas. The Plan enhances compliance with this Policy by emphasizing improvements to the transportation system that both encourage use of public transit and protect residential areas from through traffic. The Plan also provides for improvements within each district that connect the areas of the District together as well as to adjacent districts and neighborhoods.
 - c. **Policies 6.3 and 6.5, Land Use Street Relationship and Transit Related Density**, respectively, call for establishment of land use patterns guided by the Arterial Streets Classification Policy (ASCP), and reinforcement of public transit investments by locating urban densities along transit lines and near commercial centers. The ASCP also officially encompasses the Downtown Parking and Circulation Policy. The Central City Plan helps further implementation of this Policy by locating the highest density opportunities near existing major public transit facilities. The Plan also locates high and moderate density allowances near the alignments of planned public transportation facilities. Lower densities are established in areas where public transit services are not expected to be improved to levels that will support more intense development during the life of the Plan. Each of the Plan's eight Districts has been planned for transportation improvements that will reinforce the Plan's land use proposals.
 - d. **Policy 6.4, Public Transportation**, calls for encouragement of a safe, efficient public transportation system that provides an alternative to the automobile, serves residential areas and connects commercial centers with other activity and employment centers in Portland. The Plan supports this Policy in two ways. It calls for the City's participation in development of a funding plan for construction and operation of the regional light rail system. It also identifies specific public transportation improvements for the Central City as a whole and for each district. These improvements are described in the other transportation-related findings and in the action charts presented in Exhibit A of this Ordinance.
 - e. **Policy 6.9, Alternative Urban Travel**, calls for support for such alternative travel modes as walking and bicycling. The Plan enhances implementation

of this Policy by identifying a system of pedestrianways and bikeways that tie the eight Districts together and to the surrounding City. The Plan also identifies and gives priority to the development of specific improvements throughout the Central City which will add to the safety and enjoyment of these modes.

- f. **Policy 6.10, Transit Station Area Planning**, calls for action to ensure that investment near light rail stations support and coordinate with the Banfield light rail facility. The Plan strongly enhances implementation of this Policy by reshaping the allowable density provisions of the City Zoning Code to focus the greatest densities near the existing light rail lines and stations and by limiting development densities at locations more remote from Banfield Light Rail facilities. The Central City Plan also furthers implementation of the Transit Station Area Planning Program for the Downtown and Holladay Segments. Those which relate to the Central City Plan are discussed below:
- (1) **Downtown Segment Objective 1** calls for strengthening the Downtown as a strong commercial, retail, service, cultural and high density housing center by encouraging land uses that provide a positive entertainment and shopping environment along the light rail corridor. The Central City Plan enhances implementation of this Objective in several ways; by requiring opportunity for ground level retail use in new development; by requiring that building lines be built out to the sidewalk; by restricting blank walls; by offering incentives for the development of retail space, theaters and public art; and by offering incentives for the development of high density housing.
 - (2) **Objective 2** calls for intensification of the east west retail core along Morrison Street. Implementation of this Objective is enhanced by the Plan through requirements for ground level retail opportunity, building placement and incentives for development of retailing.
 - (3) **Objective 3** calls for encouragement of infill development. The Central City Plan enhances implementation of this Objective by allowing bonus floor area and by calling for development of a Downtown parking facility plan. Development of infill lots has historically been hampered by difficulties in locating on site parking on small parcels and by economies of scale that make smaller projects less attractive as investment opportunities.
 - (4) **Objective 4** calls for promotion of growth of high density residential development in the Downtown RX Zone and in the Goose Hollow Neighborhood. The Plan furthers implementation of this Objective by preserving the area presently zoned RX, by offering incentives for the development of housing in these areas, and by calling for and giving priority to improvements for these areas that will make them more attractive as sites for development of new housing.
 - (5) **Objective 5** calls for improving of connections for pedestrians between the RX Zone and Downtown retail and office core, and the waterfront. The Plan furthers implementation of this Policy by identifying and giving priority to the development of two pedestrianways that make this connection, one on Main Street and the other on Montgomery Street.
 - (6) **Holladay Segment Objective 1** calls for strengthening the area as a major office and retail employment center, a regional shopping district and a high density residential area. The Objective also calls for promotion of the area as a distinct district with a clear identity and character. The Plan furthers implementation of this Objective in several ways. It allows intense development of new office buildings along the Holladay Street light rail line. The Plan also reduces allowable density at other locations to help reinforce the market for the many developable sites near light rail. Incentives are offered for the development of housing, and at one location development of housing is required.
 - (7) **Objectives 2, 3, and 4** were implemented by zoning provisions related to review of superblock development with adoption of the Transit Station Area Planning Program. These regulations are maintained for this area in the Central City Plan.
 - (8) **Objective 5** calls for provision of a system of safe and convenient pedestrian connections throughout the District linking light rail transit stations and surrounding areas. The Plan implements this objective by establishing a system of pedestrianways that tie light rail with employment and residential centers to the north, south and east and to the Coliseum and Convention Center on the District's western edge.
 - (9) **Objective 6** calls for improvements in auto, transit, pedestrian and bicycle access and circulation to promote a balanced transportation system that is pleasant, safe and convenient. The Plan supports implementation of this Policy by calling for a transportation and circulation study of this area. This study is presently underway.

68. Unlike most of the region over half of the travel trips to the Downtown are made on public transit. As other areas of the Central City develop for high density use, both the objectives of air quality and energy conservation will be served if new development is in close proximity to existing major public transit facilities. The primary location of existing facilities is the Downtown Transit Mall, soon to be extended to Union Station, and the Banfield light rail corridor. The Central City Plan seeks to reinforce these facilities by locating the highest potential building heights and bulks along the corridors created by these facilities.
69. With nearly 500,000 automobile trips through it each business day, the Central City is the transportation crossroads of the region. The primary elements of the Central City's circulation system are the I-5/I-405 inner freeway loop, the I-5 and US-84 interchange and the six major radial corridors that feed into and out of the Central City and connect with the inner freeway loop.
70. The combined facilities of the southwest corridor carry a greater volume of traffic than any other corridor. It is a complex system in that if congestion and problems occur on one section of the transportation system, it causes users to choose another route in the system. This simply results in the relocation of traffic congestion. Because of the topographic character of the area the recommended traffic improvements are increased transit service.
71. When at capacity the westside corridor, primarily the Sunset Highway (US 26 West), traffic over-flows into the southwest corridor. Average weekday traffic in the westside corridor has grown 35% in the last 12 years, a greater increase than any other radial corridor, due to rapid growth in Washington County. The Sunset Highway and Vista Ridge Tunnel are presently operating at near 100% capacity during peak hours. Because of the steep hillsides, expansion of the system is unlikely. The most feasible long-range solution is an increased reliance on transit. A Tri-Met report concluded that there is a high transit ridership potential in the corridor and a light rail option would attract at least 10% more ridership than all bus options. The westside corridor is currently designated in the Regional Transportation Plan as the highest priority corridor for transitway investment.
72. The next programmed new transit facility is the westside light rail corridor. Opening of the west side corridor is not expected for ten years, and corridors linking the Central City to the north and south will not be developed through Lower Albina, North Macadam and Central Eastside Districts until after development of the westside corridor. Until light rail is provided new development in these Districts will need to be served primarily by the auto traffic system. Limiting density in these areas to levels consistent with their automobile-oriented nature is appropriate. Generally automobile-oriented commercial office developments are developed at floor area ratios less than 2:1.
73. The Eastbank Freeway is a major barrier to the public's use and enjoyment of the Willamette River waterfront on the eastbank of the River. During citizen involvement activities carried out during development of the Central City Plan, action to enhance both access to and the enjoyment of the eastbank waterfront was called for. Many have suggested that the freeway through this area should be mitigated, relocated farther east, or removed.
74. Generally the Oregon Department of Transportation owns the property between the existing freeway and Water Avenue. This land has been purchased in a large part to accommodate the development of the planned and programmed Water Avenue ramps.
75. The proposed Water Avenue ramps are needed to provide access for southbound traffic onto I-5. They have been planned for over a decade and throughout that period the City has actively sought their construction. Existing businesses in the Central Eastside District have in some cases located in the district or expanded their operations in the district based on the expectation that the committed Water Avenue ramps would be constructed in the near future.
76. Presently access to I-5 southbound from the Central Eastside is obtained by routing traffic through the Downtown. This contributes to air quality problems and traffic congestion in the densest area of the City. Rerouting I-5 bound Central Eastside through traffic, especially truck traffic, to avoid other districts is consistent with the objectives of transportation planning.
77. A secondary barrier to access to the riverbank in the Central Eastside is the Southern Pacific Railroad mainline south. The tracks lie in First Avenue and

frequently disrupt the flow of traffic. This trackage is the principal connection for Portland rail traffic to California, to the Southwestern and southern United States, and to Mexico. Portland's historic, existing and future role as a transportation and distribution center has traditionally been linked to this rail connection.

78. Relocation of the Eastbank Freeway has received considerable study as part of the Central City Plan. Alignments at a variety of locations have been examined, and it is clear that a relocated freeway between the present location and S.E. 10th Avenue is feasible from a transportation engineering standpoint. Any location east of Water Avenue will require the acquisition of substantial property and the displacement of many businesses and jobs.
79. As it exists today, the Eastbank Freeway is a difficult facility to access because only one side is available for access routes; consequently, the development of this facility and its improvement through the proposed Water Avenue ramps require the construction of extensive aerial ramps. Rebuilding the freeway to the east as a two-sided facility would allow access to the freeway from both sides and reduce the need for extensive aerial ramps.
80. Presently the sharp "S" curves on the eastside ramps leading to the Marquam Bridge are narrow and difficult for drivers to negotiate at freeway speeds, especially trucks. Evidence has been submitted that suggests that for its length this "S" curve segment of I-5 is among the most dangerous portions of the Interstate Highway in Oregon.
81. During his analysis of possible freeway relocation alignments, Robert Conradt, a transportation consultant employed for the Central City Plan by the Citizen Steering Committee, concluded that a rational decision on the relocation of the freeway could not be made until the land use decisions for the future development of the Central Eastside District were made.
82. Based on the findings that the Central Eastside is not needed for nonindustrial development, that new high density development should be focused in areas close to existing major transit facilities, that the railroad mainline that crosses the Central Eastside hampers the development of the area for nonindustrial uses, and that the same rail line supports the continued use of the area for industry, the proposed Central City Plan calls for the retention of the bulk of the Central Eastside District as an industrial sanctuary. This decision leads to the conclusion that any relocation of the freeway should be kept to the eastern edge of the industrial district.
83. A major argument for relocating the freeway east of Water Avenue is to create additional opportunity for new commercial development. It has been argued that sale and development of new lands created by the relocation of the freeway will offset the high cost of such a project. However, development of this area for commercial use would reduce development at other locations in the Central City most likely in the Northwest Triangle and North Macadam Districts.
84. Without shifting the freeway to a new alignment east of Water Avenue it is possible to significantly enhance the current situation. The Central City Plan contains proposals to enhance the Eastbank Esplanade in a number of ways. These include shifting the freeway east toward Water Avenue within the existing ODOT ownership, establishing a new park along the River at the Hawthorne bridgehead, and developing of a major riverfront attraction on the Station L site south of the Hawthorne Bridge.
85. In addition to facilities to serve commuters coming into the Central City, the area also needs facilities for travel within it to meet the needs of visitors, residents and business people. Facilities which link major destinations and attractions to each other and are fun can become a significant part of Portland's attractiveness to its own citizens, tourists and the convention trade.
86. In response to the standards set by the Federal Clean Air Act and the goals of the Downtown Plan, the Downtown Parking and Circulation Policy was adopted in 1975. The objectives of the Policy continue to be to reduce the need for parking, especially long-term parking for commuters' to encourage the improvement of public transit service, ride-sharing and pollution-free modes of transportation; and to minimize traffic congestion in order to meet federal and state air quality standards.
87. The implementation of a parking program, increased transit service and establishment of emission control regulations produced substantial results. In 1972 Downtown was in violation of federal air quality standards one of every three

days. While there are some 30,000 more workers in the Downtown, the carbon monoxide standards were exceeded only two days in 1986. Most of the new commuter trips are served by transit. The number of parking spaces has declined by 1%. But the type of parking space has changed significantly. Curb spaces have decreased by 21%, surface lots have decreased by 26%, and parking garage spaces have increased by 27%.

88. **Goal 7, Energy**, calls for increasing the energy efficiency of existing structures and the transportation system through conservation of nonrenewable resources and the application of energy resources, while maintaining the attractiveness of the City as a place to live and do business. The Plan is consistent with this Policy and enhances implementation of the Policy through its emphasis on increased public transit and land use density and the linkage between these elements in the urban center. The Plan calls for the development of a multi-modal public transportation system which will be much more energy efficient than the use of private vehicles. This system includes buses (powered by alternative energy sources), light rail, vintage trolleys, and water taxis. Additionally, the Plan locates the greatest opportunity for intense development at locations which are or can be served by this energy efficient public transportation system. The system includes connections within districts as well as between districts and the rest of the City to reduce dependence on private vehicles. A system of pathways for walkers and bicyclists is included to encourage use of these modes by creating safe and attractive facilities. Finally, the Plan calls for, and requires, the development of high density housing at specific locations close to, or in, employment centers to reduce dependence on mechanized forms of travel. Further support for this Goal is present in the way the Plan addresses Policies 7.3, Land Use and 7.5, Transportation:
 - a. **Policy 7.3, Land Use**, calls for taking advantage of density and location to reduce the need to travel. The Plan does this by setting density limits high near existing public transportation facilities and by reducing the potential bulk of development more distant from these facilities. Further, the Plan at some locations requires and at other locations provides incentives for development of housing which is close to existing and growing employment centers. Development of this housing will reduce the need to travel by providing housing opportunities at locations within walking distance of job centers.
 - b. **Policy 7.5, Transportation**, calls for conservation of energy by increasing the efficiency of the transportation system. The Plan also helps to implement this Policy through those strategies and actions discussed above.
89. **Goal 8, Environment**, calls for maintaining and improving the quality of Portland's air, water and land resources, and protecting neighborhoods and business centers from noise pollution. The Plan furthers implementation of this Goal in a number of ways. The Plan incorporates those land use and transportation strategies and actions described under the transportation, economic development and energy findings, above, to also reduce air pollution and water pollution resulting from motor vehicle travel. The Plan also identifies and gives a priority to specific actions aimed at enhancing water quality in the Willamette River. These include provision of sanitary waste dumping facilities for pleasure craft and development of a plan to reduce sanitary waste entry into the Willamette caused by heavy rain in conjunction with the City's combination sewer system. Additionally, provisions of the Plan call for exploration of transportation systems which will reduce noise as well as conserve energy. The Plans supports this Goal through several of its policies:
 - a. **Policy 8.2, Downtown Air Quality**, calls for continued application of the Downtown Parking and Circulation Policy to improve air quality while allowing for growth. The Plan and its implementation provisions are fully consistent with this Policy and retain the Downtown Parking and Circulation Policy as a part of the Central City Plan without change.
 - b. **Policy 8.4, Ride Sharing**, calls for the City to promote ride sharing and public transit throughout the metropolitan area. The Plan enhances implementation of this Policy by committing the City to work with Tri-Met and Metro to achieve funding for construction and operation of the regional light rail system.
 - c. **Policy 8.8, Open Space**, calls for protection of parks, cemeteries and golf courses through application of the open space designation of the Comprehensive Plan. The Plan fully complies with this Policy by designating all parks as open space. There are no golf courses or cemeteries within the Central City.
 - d. **Policy 8.10, Willamette River Greenway**, calls for preservation of the natural and economic qualities of lands along the Willamette River through implementation of the City's Willamette River Greenway Plan. The Central City Plan is fully in conformance with this Policy and reflects the City's most recent update of the Greenway Plan, which became effective January 1, 1988.

90. The high quality of Portland's parks and open spaces significantly contributes to Portland's reputation as a livable city. Even so, an issue especially relevant to the Central City is the number of park deficient areas. The Downtown District contains the largest amount of acreage for parks and open spaces. Yet, even an area within the Downtown District has been identified as park deficient. Deficient areas are those with high concentrations of residents or workers in an area that lacks an open space within a radius of approximately a five-minute walk. Other districts with open space needs are Lloyd Center/Coliseum, Central Eastside and Goose Hollow. Lastly, the existing open spaces and pedestrian connections are discrete pieces, lacking connection and continuity. A network of pedestrian and bicycle corridors could link the various facilities and promote better access, which is the key determinate of park use. These corridors also would serve as recreational facilities if furnished with pedestrian and cyclist amenities.
91. Probably the most critical issue facing the expansion and maintenance of the City's parks and open spaces is the lack of a stable funding base for park acquisition, development and maintenance. Maintenance is one of the Park Bureau's biggest expenses and accounts for a significant percentage of the Bureau's budget. Over the last decade, the Bureau's budget has been reduced despite an increase in park acreage and maintenance responsibilities. The Plan addresses this problem by including incentives and requirements for private provision and maintenance of additional urban open spaces.
92. Because Portland has a relatively minor regulatory role in environmental matters, coordination with other governmental bodies is essential. The air quality standards are set by federal and state agencies, and the City's role is to implement plans to achieve those standards. Historically, Portland's air quality has consistently failed to meet standards. But with the implementation of an emission control program and the Downtown Parking and Circulation Policy, increased transit service and other transportation strategies, Portland is expected to meet carbon monoxide standards in 1988. However, the standards set for particulate matter are not expected to be achieved this year. The halting of yard debris burning and adding stricter wood stove chimney designs will assist in meeting the standards. The Plan identifies additional actions for study and possible implementation that may further enhance air quality in the Central City.
93. Throughout the Central City Plan public review periods, the desire to keep the City "clean and green" has been a reoccurring theme. Portlanders commonly suggest, (1) increasing the number of garbage bins, (2) improving street clean-up programs, and (3) improving and enforcing the laws which punish those who litter to combat this urban problem.
94. There are few, if any, fish and/or wildlife habitat areas within the Central City beyond the fish resources of the Willamette River. However, the Central City has some non-game wildlife habitat areas near its boundary, including Oaks Bottom and Ross Island. Currently, naturalist groups such as the Audubon Society, are interested in creating an urban wildlife refuge system. This system would create wildlife corridors in some areas and promote their use for passive recreation and education. There is a national trend in recognizing the importance of urban wildlife habitat and passive recreation. The Plan calls for the enhancement of habitat, for species that are compatible with an urban setting, and includes specific implementation actions. These actions include creation of natural areas in Central City open spaces, selection of street trees for their habitat value and creation of vegetative corridors that link habitat areas.
95. **Goal 9, and Policy 9.1, Citizen Involvement, and Citizen Involvement Coordination** respectively, call for provision of opportunities for citizen involvement in the amendment of the Comprehensive Plan. The Central City Plan is such an amendment. Opportunities for citizen involvement have been aggressively offered throughout the Central City Plan development process:
- a. The Central City Plan was initially developed through a citizen-driven effort that elicited and responded to the concerns and aspirations of over 10,000 citizens of Portland.
 - b. The Central City Plan Citizen Steering Committee was responsible for preparation of the Plan. The Committee conducted numerous public hearings and meetings, and circulated an alternatives document for public review. The Steering Committee completed its work in early May of 1987 and turned its Final Report over to the Bureau of Planning for final formatting and formal hearings by the City of Portland Planning Commission.
 - c. The Bureau of Planning refined the Steering Committee's Final Report into a Discussion Draft Plan and submitted the Draft Plan to the public and the

Planning Commission at the beginning of July of 1987 for public review and comment. Included in the Discussion Draft Plan was a complete proposal for implementation of the Plan including both regulatory and capital projects. The Planning Commission conducted a public hearing on the Discussion Draft and in subsequent public working sessions with staff shared concerns about the Plan. During the Discussion Draft review period the staff to the Planning Commission met with over 100 interested individuals and groups on the Draft Plan. Over 5000 individuals and groups who had participated in the Citizen Steering Committee process were notified of the Discussion Draft, and nearly 1,000 copies of the Draft Plan were distributed.

- d. In late August of 1987 the Bureau of Planning revised the Plan and published the Bureau Proposed Central City Plan. All property owners in the Central City Plan area were notified of the Plan and informed of changes in zoning proposed as a part of the Plan's implementation strategy. Additionally, all persons and organizations who had participated in the review of the Discussion Draft Plan were notified of the Proposed Plan.
 - e. During September 1987, the City of Portland Planning Commission held four scheduled hearings on the Proposed Plan (September 1, 3, 8 and 10). At the request of those participating in the hearings, the Commission scheduled and held a fifth public hearing (September 17) and held the period for written comment on the Proposed Plan open until October 5, 1987. During the written and oral comment period on the Plan nearly 1,000 copies were distributed to interested individuals and groups.
 - f. The Planning Commission on October 6, 8, and 13, 1987, in public meetings, reviewed all of the requests for amendment of the Proposed Plan that had been requested. In all, over 400 requests had been received for amendment from oral and written testimony. From the requested amendments the Planning Commission selected approximately 200 requests for possible incorporation into the Plan. A listing and description of these amendments was prepared and distributed to all those who had participated in the Planning Commissions review of the Proposed Plan. Additionally all those who had not commented on the Proposed Plan but who had participated in the review of the Discussion Draft were also informed of the availability of the listing of possible amendments. Over 350 copies of the prospective amendments were distributed for a two-week comment period.
 - g. On November 5 and 10, 1987 the Planning Commission held public hearings on the amendments. Both oral and written testimony were accepted.
96. On November 12, 16, 17, 18, 19, and 23, 1987 and on January 12, 1988, the Planning Commission held public meetings on the Central City Plan at which they debated and voted on the amendments and finally the Plan as a whole. The Commission adopted the Plan unanimously, with one abstention, and recommended that the Portland City Council adopt and implement the Plan.
97. In every major planning process there is a tendency to accommodate the requests of individual owners for changes in zoning beyond those proposed as part of the planning effort. Experience gained in developing the Comprehensive Plan indicates that these requests are generally better resolved through quasi-judicial processes. Such a process can provide full public notice and an evaluation of the appropriateness of the requested change in the context of a specific development proposal. Requests for change considered by the Planning Commission which were related to only a single ownership were considered in the Commission's review process but were generally directed to the quasi-judicial process.
98. **Goal 10, Plan Review and Administration**, describes the process for maintaining the Comprehensive Plan as Portland's policy framework for land development. Several of the Goal's policies are relevant to the Central City Plan:
- a. **Policy 10.3, Interim Plan Review and Amendment**, calls for amendments to the Comprehensive Plan's Goals, Policies, Map and Implementation provisions to be reviewed by the Planning Commission, the State, and Portland's citizens through a formal citizen involvement process with notice to Metro. All these requirements have been met by the legislative process through which the Central City Plan has been developed and adopted.
 - b. **Policy 10.9, Revised Zoning Code**, calls for a review, updating, streamlining and shortening of the City's Zoning Code, and the development of a performance based industrial zone. This review and update is currently underway. The zoning implementation provisions of the Plan have been formatted to follow the pattern of the updated Code. Language has been revised for clarity and provisions existing prior to the Central City Plan which have proved flawed have been updated and corrected. With adoption of the Central City Plan and its implementing Code amendments, all industrial and employment areas of the Central City will be rezoned under the new

- performance based zoning, which was added to the Code in 1985 and presently not completely implemented in the City.
- c. **Policy 10.10, Design Review**, calls for development of recommendations for the formation of new design zones. The Plan has discharged this policy commitment for the Central City area and establishes design review zones in each of the eight Districts making up the Central City Plan area. Design review zones are limited in their application in each District to the areas zoned either CX, Central Commercial, or CE, Commercial Employment.
 - d. **Policy 10.12, Long Range Parks Plan, and Policy 11.43, Master Development Plans**, calls for development of a long range parks plan which identifies park deficient areas and proposes locations or locational standards for new parks and park facilities. The Central City Plan furthers implementation of this Policy by including in the Plan a parks, open space and recreation component for the Central City study area. The parks and open space component of the Plan includes identification of locations for new park facilities, identification of locations of areas expected to be deficient in public open space or presently deficient, and identification and prioritization of needed public recreational facilities.
 - e. **Policy 10.13, Sign Review**, calls for a review and revision of the City's sign regulations. This review has been completed and the Plan implements the revised sign regulations throughout the entire Plan area.
99. **Goal 11, Public Facilities**, calls for the provision of a timely, orderly and efficient arrangement of public facilities that support existing and planned land use patterns and densities. The Plan conforms with this Goal by including and giving priority to needed facility improvements and limiting the intensity of development in areas having improvement deficiencies until the needed improvements are provided.
- a. **Policy 11.21, Combined Sewer Overflow**, calls for reduction of combination sewer overflows. The Plan furthers implementation of this Policy by identifying the need for, and giving a high priority to, a study to address this issue.
 - b. **Policy 11.27, Impervious Surfaces**, calls for limiting impervious surfaces without unduly limiting development. The Central City Plan enhances implementation of this Policy by requiring both interior and perimeter landscaping for surface parking lots.
 - c. **Policy 11.47, New Parklands**, calls for increasing the supply of parklands, giving priority to areas where service level deficiencies exist and to the completion of the 40-mile loop. The Plan furthers implementation of this Policy by identifying areas where additional parks should be developed, identifying other areas where park deficiencies are expected, and giving a priority to the development of new park and public recreation facilities.
 - d. **Goal 11H, Police, and Policy 11.60, Crime Prevention**, call for development and maintenance of facilities that allow police personnel to respond to safety needs quickly and for reduction in citizen fear and susceptibility to crime through crime prevention methods. The Plan enhances implementation of this Goal and Policy in several ways. The Plan calls for the increasing of police presence in the Central City's commercial and residential areas through expansion of the horse and foot patrol programs. The Plan calls for the development of store-front precincts at locations where greater police presence is needed. A program to provide park and rest room attendants is aimed at providing better observation of public places and reducing police response time of the in a safety situation. The Plan calls for a study of the feasibility of establishing a special assessment district to provide funding for enhanced crime prevention programs in the Central City.
100. A key ingredient in enhancing public safety is the presence of others on the streets and in development along streets. This presence has been shown to contribute to control of crime by reducing opportunities for unobserved activity. High density areas with large residential populations and significant concentrations of employment where unemployment levels are low are most successful at taking advantage of this method of reducing crime.
101. Both the facts and the perception of crime have assumed a new sense of urgency for Portland, especially for the Central City. Surveys show crime continues to be the number one concern of area residents. Recently Portlanders overwhelmingly supported a tax levy which will provide more jail space. This response proves the willingness of Portlanders to participate in changing this trend and making the city safer. Other efforts such as the neighborhood crime prevention programs exemplify participation of citizens to create a safer environment.

102. When asked, the general public considered crime to be a major problem in the Central City. Further research has shown that while crime is an important subject to be addressed, people's sense of safety is more important. People do not feel safe in the Central City, and this perceived lack of safety is a greater problem than the actual incidents of crime warrant. Actions taken to reduce crime in the Central City consequently also need to enhance the sense of safety in the area.
103. Of the eight districts of the Central City, the Downtown and North of Burnside Districts have by far the highest crime rate, according to 1984 statistics. In that year nearly 72 % of all Central City crimes occurred in those districts. Contributing to the fear of crime in those Districts is a lack of police visibility, various forms of anti-social behavior, such as begging and public drunkenness, and street crowds which are younger and are perceived to be more threatening. Consequently, the greatest need, echoed by virtually all resources and surveys, is for more visible police authority on the streets. Also heightening the perception of crime, and even attracting it, are trash and abandoned, dark buildings. Actions such as those included in the Mayor's 12-Point Plan will improve people's perception of the City's safety. They include providing more safe day and night shelters and establishing programs which enhance street sanitation.
104. The Downtown Plan is a part of the City's Comprehensive Plan by reference through Comprehensive Plan Policy 2.10 and part of the Central City Plan by reference under Central City Policy 14, Downtown. The Central City Plan is consistent with the Downtown Plan and furthers implementation of the Downtown Plan in several ways. Central City Plan actions that are consistent with and further the Downtown Plan are listed below:
- a. The Central City Plan preserves the high density spine along the Fifth and Sixth Avenue transit corridor and steps development down from this corridor to the river and to surrounding areas.
 - b. Housing incentives are created in the Central City Plan's implementation provisions which are called for in the Downtown Plan.
 - c. A pedestrianways system is defined and given a priority in the Central City Plan. This system is called for by the Downtown Plan.
 - d. Density incentives are created by the Central City Plan which the Downtown Plan called for to help in the preservation of SRO housing.
 - e. The Central City Plan is consistent with specific Downtown Plan Guidelines to limit height and bulk of office buildings adjacent to the South Park Blocks and the waterfront.
 - f. The Central City Plan calls for extension of the North Park Blocks to include the block bounded by Hoyt and Glisan, an action which was a guideline of the Downtown Plan.
 - g. The Central City Plan implements an incentive program to encourage the development of rooftop gardens which was called for by the Downtown Plan.
 - h. The Central City Plan restricts height adjacent to public open spaces as called for by the Downtown Plan.
 - i. The Central City Plan extends a Downtown Plan guideline calling for limiting density to a medium level at locations adjacent to the high density spine and along access routes leading into the Downtown from the rest of the Central City.
 - j. The Central City Plan implements a Downtown Plan guideline calling for creation of incentives for the provision of public art and for creation of additional theater facilities along Broadway.

Riverfront:

105. The riverfront is Portland's prime amenity and recreational resource in the Central City. The attractiveness of the land for new development, both public and private, is a most timely issue as one-third of the Central City riverfront is being developed or being considered for redevelopment. Most privately held Central City riverfront property is in industrial use, but the transition to other uses is occurring. Industrial activities are moving to areas where there is less economic pressure to change to a more intensive use. The Plan calls for reinforcing the riverfront by locating new attractions along the riverbank and by encouraging and requiring a mixture of uses along the river in formerly industrial areas redeveloping into other uses.
106. Sufficient public access and activities on the riverfront and the water's surface are essential in establishing the river as the focus of the Central City. An issue, particularly for the Central City, is the lack of access to many sections of the waterfront, especially on the eastside. Significant public and private actions to remedy the situation are forthcoming. Currently there are efforts to complete a conceptual plan for the Eastside Esplanade. The Plan envisions a continuous

bikeway and pedestrian trail, boat tie-ups, fishing piers, an amphitheater and landscaping between the Hawthorne and Steel Bridges.

107. Views and vistas of the river are an essential factor in establishing the river as the visual focus of the Central City. Lower height limits are usually applied by the Plan to maintain views. Waterfront building heights are limited within the Downtown, North Macadam and Northwest Triangle Districts. Within the Downtown and Northwest Triangle Districts the height limits make a stair-step pattern, lowering to the river. This will ensure a harmonious scale of development bordering the river. This stair-step pattern of development was not continuous along the river prior to the Plan, the limits ranged from 100' in the Northwest Triangle to 250' in North Macadam. Similarly, FAR limits ranged from a 2:1 in Northwest Triangle to a 12:1 in North Macadam and the Lloyd Center/Coliseum District. Another factor which affects a view is the allowed length of buildings. The City's 200-foot block pattern has ensured frequent views. Where the 200-foot building pattern is replaced by larger blocks or "superblocks," mechanisms are included in the Plan to preserve views to and from the river.

Human Services Findings:

108. There is a perceived conflict between the use of the Central City by members of service dependent populations and others. This perception is derived in part from the presence of pan-handlers, public urination public consumption of alcohol, and people sleeping on the streets. While these people may be members of a special needs population, they are not necessarily typical. Other members may only be recognizable because of the distress that their circumstances produce in their appearance and/or behavior.
109. Just as the Central City is the logical location for regional business and governmental activities, it is also the location for social service facilities that serve regional special needs populations.
110. In the future the number of individuals seeking services from human service facilities is likely to increase. It is appropriate to plan for the growth of social service facilities to assure that this growth does not discourage investment by other sectors of the economy in the Central City.
111. Regulating some aspects of the operation of such facilities at any location will also help to limit the impacts of the agency and its clientele on surrounding property.
112. Meeting the needs of the region's special needs population is a regional problem that should be addressed on a regional basis. Locations of facilities for these populations should be planned comprehensively, and the City's actions should be developed in a city-wide context. The Central City Plan takes action to help resolve problems that require immediate attention in the Central City, it also calls for a city-wide study to develop a comprehensive plan for meeting the needs of these populations.
113. In the North of Burnside District human service providers and area property owners have achieved an agreement aimed at meeting the needs of the area's special needs populations and encouraging additional growth and investment in the area. This positive step should not be blocked by the prospect of the development of a much needed city-wide plan for siting facilities serving special needs people.
114. Just as Portland has historically been a magnet for the region's unemployed during periods of economic downturn, so too has the Central City served as an attractor for many of the region's special needs populations including the alcohol and drug dependent, the elderly, the physically and mentally disabled, the homeless, prostitutes, refugees, the unemployed, youth, and ex-offenders. The most significant human service problems are currently increasing homelessness and substance abuse. Not only is housing needed for these individuals, but case management, jobs and emergency services also are needed. Often the needs of individuals are compounded. For example, many homeless people are alcohol or drug-addicted. The lack of adequate drug detoxification facilities is a major problem. If programs which help the special needs populations become more independent and self-supporting do not keep pace with the population growth relationships among the social service facilities, the homeless and the business community are likely to worsen.
115. Except for emergency basic needs and youth services, the City does not directly provide human services. The City's human services role has historically been one of advocacy, coordination and program evaluation. Multnomah County and the State of Oregon provide the bulk of human services. The role of the City, beyond

land use regulations, has not yet been defined. However, efforts such as the Mayor's 12-Point Plan for the Homeless prove there is a current interest in increasing the City's involvement although most agree that long-term solutions to human service problems must respond to the regional nature of the problem.

116. Persons who live in and visit the Central City include those involved in business, tourists, the young, shoppers, the middle aged, the homeless, the elderly, and other special needs populations. The homeless include people from every age group, individuals as well as families. Those without homes are often forced to sleep in the street and, in some cases, beg for money from other users of the Central City. Alcoholism is a serious problem among some members of this population and it is common for inebriated persons to seek or beg money from others. This has caused some residents and visitors, including some patrons to retail establishments, in the Central City to fear for their safety when entering. This fear is particularly pronounced among the elderly, the young and women. As a consequence concentrations of homeless people produce a sense in the community that an area is not safe. Concentrations of homeless people and other special needs populations are created by establishments that provide essential services to these populations, shelter, food and clothing. Proximity to such establishments makes it difficult or impossible for businesses to operate because potential clients and customers are afraid to enter the area. Such concentrations therefore affect the economic welfare and viability of portions of the Central City. One purpose of zoning provisions is to assure an environment where adjacent uses compatibly exist together. By regulating the location and some aspects of operations of establishments that attract concentrations of the homeless compatibility of these establishments with neighboring businesses is improved. Provisions such as providing rest room facilities and adequately sized waiting areas directly address the problems agencies attracting concentrations of homeless individuals may cause their neighbors. Requiring that those waiting to be served by these agencies be in an enclosed waiting space and provided with rest room facilities, requiring that these agencies control exterior littering and providing exterior lighting collectively increase security and safety for the public by keeping sidewalks free of broken beverage containers, litter and human urine and excrement. These requirements enhance compatibility of uses and protect the public's safety and health in the Central City.

Culture and Entertainment Findings:

117. Artists and their work comprise a retail and service industry with its own economic impact, and the arts provide a powerful force behind the image and quality of life in Portland. For instance, salaries alone for Central City nonprofit arts organizations in 1983 amounted to at least \$6 million. The arts are also a major attractor of visitors to the Central City, directly supporting other businesses and services. In addition, they are generally an environmentally clean, labor-intensive industry.
118. Portland is widely known for the quality of its chamber music and crafts community, diversity of live theater, well-established institutions, nationally-known music groups, and its committed group of arts supporters. Its weaknesses, regularly identified by artists and art groups, include the lack of dedicated funding sources, sizable private donations, and official recognition of the economic importance of the arts.
119. The Metropolitan Arts Commission's Percent for Art is developing into a program which will significantly impact generations to come. The Percent for Art Program provides public art works in public facilities and is developing incentives for private developers to also enhance their buildings and public space. Currently, the Central City has been the prime beneficiary of this program. The most common art work noted as a product of the program is the statue "Portlandia" which has quickly become a showpiece for the region.
120. The South Park Blocks has long been described as Portland's cultural district. With the existing Oregon Historical Society, Portland Art Museum and Northwest School of Art and the completion of the Performing Arts Center, this area certainly has become the cultural anchor of the Central City. A number of cities throughout the country have developed cultural districts in order to provide centralized and coordinated arts and cultural events. Yet local arts organizations overwhelmingly support the idea of cultural development areas dispersed throughout the cCity. They are cautious of developing only one major district since organizations locating outside this district may not receive the same visibility and support. However, they do agree on the value of clustering facilities and programs where possible. The Central City Plan calls for the enhancement of the South Park Blocks cultural area but it also calls for supporting the growth of other cultural and

entertainment areas. These other areas are Russell Street in the Lower Albina District, along First Avenue in the Downtown District, Chinatown in the North of Burnside District, the 13th Avenue area of the Northwest Triangle District and the area along Grand Avenue near the new Convention Center and along Broadway in the Lloyd Center/Coliseum District.

121. The entertainment sector for the most part complements cultural activities. This sector includes eating and drinking establishments and a variety of businesses that provide entertainment including sporting events and live performances. Concentrations of cultural and entertainment establishments create areas where activity and people on the streets increase the perception of safety and make the street a pleasant place to be.

Education Findings:

122. The Central City functions as a major educational center in the Region, offering a wide variety of educational choices. There are over 20 educational institutions operating within the Central City study area. While most are proprietary schools, there are two high schools and four higher education facilities located in the Plan boundary. Even though schools are not the direct responsibility of City government, a strong City role in planning for schools has been historically established. Portland's planners have historically used the location of grade schools as starting points in determining the appropriate arrangement of parks and residential uses. The Plan calls for periodic evaluation of the Central City's need for elementary schools as the Central City's population increases.
123. The number of school age children is expected to significantly increase throughout the metropolitan area over the next 20 years. But, the school age population within the Central City will remain low unless major increases in both Central City housing and neighborhood amenities are provided. The Central City Plan calls for the creation of significant numbers of new housing units and the development of amenities that will enhance the attractiveness of the Central City's districts as living environments.
124. The lack of quality academic and continuing education programs has inhibited Portland's ability to attract high technology institutions. While Portland State University exerts a significant economic impact in the Central City, its educational, social and cultural influence can be increased. The University is striving to expand its curriculum and research capabilities to achieve parity with the two other major Oregon educational institutions. The Plan supports the growth of Portland State University by calling for the development of a master plan for the University District, and committing the City to work with PSU to assure that such a master plan will meet the full range of the University's needs.

Urban Design Findings:

125. Urban design responds to the aesthetic, functional and sensory characteristics of a city. It deals with the overall form from height, bulk and spacing of buildings to the pedestrian. It strengthens and preserves the city's assets, encourages efficient use of streets and public facilities, and is the foundation for a strong economy. The Central City Plan includes provisions which are designed to improve the area's urban design quality. These provisions include the establishment of a Urban Design Plan for each district, establishment of design review in all Central City commercial areas, and the identification and prioritization of new features and amenities to be provided in each of the eight districts.
126. Natural features also affect and define the form a city takes. The river is the major element that gives form to the Central City as the land on both sides slope toward the river and make it the natural center or focus. The West Hills enclose and provide a backdrop along the southwest and western edges of the City. Special attention to these features were given in the Downtown Plan process. Similar attention was given in the Northwest Triangle Study. Today only those two Districts along with the North of Burnside District have had the benefit of a comprehensive analysis of form considerations. Other Central City districts have height and bulk controls but the manner or reasons for their application were for the most part unrelated to urban form.
127. Portland's 200-foot block size is small in comparison to other cities. Other cities' typical block sizes range from 250-foot blocks in Seattle to 800-foot blocks in New York City. The Portland block pattern is essential to the character of the City. It gives the City light, bright streets, easy pedestrian movement and a rich experience for pedestrians. It acts to frame the City's architecture, and helps to disperse traffic while providing substantial on-street parking. The unique block pattern produces a rich urban fabric without as much need for the extensive city policies and

- programs that some other cities have found necessary to maintain a human urban environment. However, the block pattern has its drawbacks which include its challenges for traffic management and its tendency to encourage single project developments on full blocks. The pattern presents difficulties in developing less than full block parcels.
128. Portland's present floor area ratios (FARs) are high compared to other major cities such as Seattle, San Francisco and even New York City. Most cities create FARs which promote the construction of the most dense and tallest buildings in its central business core. Portland's current height and bulk regulations do not reflect this concept. The North Macadam, Lloyd Center, and parts of the Central Eastside and Goose Hollow Districts have an FAR of 12:1 which is one of the highest allowed within the Downtown. And the industrial portions of the Central Eastside and Lower Albina Districts do not have maximum limits for height and bulk. Although it seems unlikely at this time, these Districts, if allowed to develop with large scale office buildings, could considerably weaken the strength of the Downtown and the transit system which serves it. The Central City Plan addresses this concern by adjusting height and bulk limits throughout the City and strengthening the City's industrial sanctuary provisions to limit the size of nonindustrial uses in and adjacent to industrial areas.

Additional Density and Bonus Provision Findings:

129. Within the Downtown Plan and in the Downtown Development Regulations historic districts have been protected from redevelopment pressure by maintaining the districts in lower height and density limit maximum allowances. In the Downtown Plan these districts have been limited to Floor Area Ratios of 4:1 and 6:1 and to heights of 60, 75, and 100 feet.
130. These limits respect and protect the historic district by limiting the scale of new development both to be consistent with that of historic buildings in the district and to avoid density allowances that encourage removal of landmark and potential landmark structures.
131. The Central City Plan suggests creation of several additional historic districts. These districts are composed of concentrations of historic or potentially historic buildings. Density and height should be limited in these areas to reflect the pattern of development typical of historic buildings in the area. These proposed new districts are East Portland, Chinatown, Russell Street and the Downtown Terra Cotta District. In all but the Terra Cotta District, existing development typically has occurred with FARs of less than 4:1 and heights of less than 75 feet.
132. To a great extent the Downtown Plan is based on the concept of stepping development down to the Willamette River, limiting density in historic districts, and locating the highest density areas along major public transit facilities. Extending these concepts to the entire Central City is in keeping with the purpose of the Plan and the balancing of the proposals for each district.

District Findings

Downtown:

133. The Downtown has been the traditional high density center of the City and the Region. In this District the public infrastructure has been provided in the form of parks, sewer, water and transit improvements to accommodate the highest densities of development. Portland's adopted and acknowledged Comprehensive Plan calls for the Downtown to be the principal commercial, service and high density housing center in the Region (Policy 2.10).
134. To the extent that planning and zoning regulations allow the use of the RX Zone in the Downtown as a parking area for the commercial district to its east, the realization of the housing objectives for this area will be significantly retarded. Because of the low cost involved in the creation of surface parking lots and the high profits these facilities generate, pressure will continue for the conversion of ever increasing areas of the RX Zone for surface parking lots. The Plan addresses this problem by adding new criteria to the City's Zoning Code which limit provision of parking for a fee to those facilities that serve uses located in the RX Zone.
135. The Downtown Plan was adopted in 1972. A great deal of progress has been made in implementing its major concepts. The retail core has strengthened and grown along the Transit Mall spine, and the high density office core has followed the north-south orientation of the Transit Mall. Special sub-districts such as Portland Center, Government Center and historic districts have been developed according to

the Plan. Overall, it has resulted in one billion dollars in public and private investment and 30,000 new jobs. The Downtown Plan is heralded around the nation as a model planning effort. The Central City Plan retains the Downtown Plan, calls for action on the remaining Downtown Plan agenda and takes action to implement provisions of the Plan which had not yet received attention. Provisions of the Downtown Plan that are implemented by the Central City Plan include the development of a system of density incentives that will encourage private development of housing, public art, rooftop gardens, theaters on Broadway and additional retailing in the retail core.

136. Even with the success of the Downtown Plan, there remain areas within the Plan's boundaries that require further attention. First, the area east of Portland State University lacks open space and street trees and much of the land in this area is under-utilized. Also in this general area is the South Waterfront which is cut off from the Downtown. The southernmost crossing is at Clay Street. While a pedestrian connection has been constructed on Montgomery Street to River Place, the isolation of this area remains a problem. Lastly, to the northeast, the Yamhill Historic District has received some infill, but the area north of the District surrounding the new One Financial Center high-rise office building is under-utilized. The Central City Plan focuses on these areas by shaping development potential throughout its area and by calling for specific improvements.

North of Burnside:

137. In 1981 the Portland City Council adopted the North of Burnside Plan. One of the principal features was the reduction of allowable floor area ratios in order to reduce redevelopment pressure on single-room-occupancy housing and social service facility sites. The recent development of agreements between social service and property interests and supporting public actions to preserve and increase SRO housing requires the re-examination of this area's FAR limits. The Central City Plan allows some increase of floor area potential in this area and calls for improvements aimed at enhancing the area for all segments of the City's population.
138. Much of this District is composed of historic districts and historic landmark structures. Generally such areas are restricted to lower FARs in the Central City and Downtown Plans to reduce the pressure on them for redevelopment.
139. The proposed extension of the Transit Mall is imminent. This extension will reinforce the connection of the North of Burnside District to the whole Downtown and will help support the rehabilitation of Union Station and the redevelopment of the Station's railyards. However, the present maximum floor area ratio limitations are inconsistent with the kind of development appropriate along the Mall. Consequently, an increase of FAR to 9:1 is appropriate along Fifth and Sixth Avenues.
140. This District contains a mixture of commercial and residential uses, with most of Portland's single-room-occupancy housing as well as a growing number of specialty stores and restaurants. Further development of retail commercial uses is expected in response to the economic improvements light rail has fostered. Especially with the completion of the Convention Center, this entrance to the westside will be very attractive to commercial and entertainment establishments.
141. This area continues to house a variety of social services. The North of Burnside Policies, adopted by City Council in 1981, encourage a mix of housing opportunities and the establishment of social services which respond to the special needs of this diverse community. The area also has a number of historic buildings and thriving ethnic subcultures.
142. The Central City Plan supports and helps implement the Chinatown Development Strategy by calling for a study and action of the possible designation of Chinatown as a historic district, by calling for the development of an Asian market place and Chinese garden and by reinforcing the character of the District through placement of distinctive street furniture.
143. The North of Burnside Recommended Land Use Policy was adopted for this District in May 1981. This Policy addressed issues of land use, density, essential service provision and concentration of social service facilities and low income housing. Although adopted by the City Council the North of Burnside Recommended Land Use Policy was not made a part of the City's Comprehensive Plan. The issues that the Policy addressed are addressed in the Central City Plan. Since the Central City Plan represents an update of this Policy and will supercede the Policy as a part of

the Comprehensive Plan, the North of Burnside Recommended Land Use Policy should be repealed and is repealed by this Ordinance.

Goose Hollow:

144. The Goose Hollow District is separated from Downtown by I-405 and from the rest of the Goose Hollow neighborhood by the Sunset Highway. Once almost solely residential, the neighborhood has experienced an encroachment of uses that are not supportive of its original character and that has resulted in the loss of a great deal of the area's housing stock. It appears a shift in this conversion may be occurring as many of the older homes have been rehabilitated and new medium-density, multi-family housing has been recently added to the area.
145. Along Jefferson and Columbia Streets, auto-oriented commercial development is the predominant use. The neighborhood is deficient in neighborhood-oriented commercial uses. From Lincoln High School north, all of the streets to Alder crossing the freeway offer frequent connections to the Downtown although they are not well-designed for pedestrian use.

Northwest Triangle:

146. This District, platted in 1865, differs from the established City to the south in that its streets were oriented to true north rather than magnetic north. This results in a pattern of odd intersections and parcel shapes along West Burnside Street. It also offers opportunities for views and focal points from the Downtown looking north and from the Northwest Triangle looking south.
147. Although residential uses were the predominant land use initially, by the 1920's the Northwest Triangle had become firmly established as an industrial area. Approximately two-thirds of the land area in this District is currently being used for industrial purposes. This District can be further categorized into four sub-districts.
- a. First, the area south of Hoyt Street is predominantly mixed manufacturing with a variety of uses, including printing, warehousing, distribution, offices and retail sales.
 - b. Second, the area north of Hoyt and west of 12th Avenue is characterized by manufacturing and distribution with few other uses. Like much of the Central Eastside Industrial District, the area retains its traditional 200-foot block pattern.
 - c. Third, the area north of Hoyt and east of 12th Avenue is dominated by three large-scale uses, the railyards, the Main Post Office and the riverfront. The railyards are considered to be one of the important development opportunity areas of the Central City.
 - d. Lastly, the area south of Hoyt and west of 12th Avenue has the most built-up character of the District. There is a continuity of development derived from the similarity of detailing and scale, and from the same use of materials. Most structures extend to the property line. There are a number of historically significant buildings in this District. Several historic buildings along NW 13th Avenue contain loft housing and offices and are part of the City's newest historic district.
148. The Northwest Triangle Study is reflected in the Central City Plan. No significant policy changes have been made in the content of the Council's adopted Northwest Triangle Study. The Northwest Triangle Study's use of height, and bulk limits are carried forward into the Central City Plan along with the project's recommendations for the area, these have been given a priority and expanded upon. Changes which have been made include establishing height limits that ensure that the Union Station Clock Tower remains the dominant visual landmark in the area, creating expanded density opportunity through use of new bonus provisions, and requiring housing in the railyard and waterfront areas.

Lower Albina:

149. From its earliest beginnings the Lower Albina District developed a strong rail orientation. The riverfront area, west of Interstate Avenue, developed in industrial uses, focused around rail service and the river. This use has remained to this day.
150. Interstate 5, built in the early 1960's, cut the District off from the rest of the Albina area and the surrounding residential areas. Reinforcing this isolation is the vacant land left from the Emanuel Hospital renewal project and the Fremont Bridge and ramp construction. Today only Russell, Interstate, Mississippi and Larabee Streets are the main connections to adjacent areas. There is currently no public river access or designated open space at the river. The Central City Plan identifies alignments for walkways for pedestrians which will connect

surrounding neighborhoods to the District. It also identifies an opportunity to provide access to the waterfront and the river's surface and extends the system of connecting pedestrianways to lead there.

151. The area around Russell Street is a remnant of an area developed in the 1890's for residential and commercial use. There are a number of historic structures. Today they sit separated from one another, surrounded by vacant land and parking. Although 98% of the land in the District is designated as industrial sanctuary, only 48% of it is used as such. About 15% of the land is in institutional use and approximately 17% is vacant. The Plan calls for the development of an attraction on Russell Street, designation of the street as a historic district, and promotion of the area as a cultural and entertainment center.

Lloyd Center/Coliseum:

152. With the development of the Lloyd Center in the early 1960's, the towers on Lloyd property, and the Memorial Coliseum, a pattern was set which most of the District has followed. More than any of the districts within the Central City, this District has developed with a strong automobile orientation. However, the major public investment in construction of light rail along Holladay Street creates a need for more pedestrian-oriented development and higher density development along this corridor. The development of the Regional Convention Center presents a strong investment incentive for the southwestern portion of the District. The Plan shapes Central City density limits to focus on this corridor and creates requirements for enhancement of ground-level facilities to create a more attractive environment for pedestrians.
153. The Lloyd Center, with 1.3 million square feet of retail space, is the predominant retail commercial use. The Lloyd Corporation office buildings and the Bonneville Power Administration complex establish a strong office presence in the District. The Memorial Coliseum and the soon-to-be Convention Center make the District an increasingly strong center for entertainment and tourism. The Plan establishes this area as the eastern end of the Central City's retail area and calls for it to be tied to other Central City retail areas with a new vintage trolley system.
154. The area between NE Union and Grand Avenues has a strong auto-oriented character. The NE Broadway and Weidler corridors are similar in kind, although Broadway Street has more small neighborhood commercial establishments and is more oriented to pedestrians. The Central City Plan protects this character by limiting the intensity of development and requiring that new development and major remodeling design and locate space to reinforce retailing.

Central Eastside:

155. The Central Eastside District presently provides a needed and appropriate opportunity for inner-city industrial development, particularly as a location for distribution, warehousing and incubator industrial activities. Although a strong potential exists for the District to convert to nonindustrial uses, acreage in the District is not needed to house nonindustrial developments at this time and is unlikely to be needed for other than industrial uses over the next 20 or more years. Even with the reduced density allowances created by the Central City Plan, the Plan area has more than five times the necessary land area, in easily developed sites, to accommodate all planned and all foreseen growth.
156. The Central Eastside District is part of the former City of East Portland. Unlike the westbank of the river, which was steep and formed an almost natural wharf, the eastbank was low, swampy, and cut by sloughs. Development west of Grand Avenue, the first street that could be built entirely upon dry land, required either filling or the construction of wharves. Originally, Grand Avenue was the dividing line between industrial uses to the west and residential uses to the east. Following World War II, trucking replaced rail and river traffic as the preferred way to transport freight, and truck-oriented industry began to replace the housing east of Grand Avenue. Now the District serves as a close-in location for manufacturing and distribution, and has the highest number of industrial businesses and employees of any Central City District.
157. Because it had already been developed into substantial, multi-story buildings, much of the area west of Union could not as easily be changed. The area west of Union Avenue north of the Morrison Bridge still contains many buildings that date from the early 1900's. Most are built to the sidewalk and fill the entire block. This area is less suited to truck freight than some of the more newly developed industrial areas. The multi-floored structures are not well suited to modern warehousing methods and are often under utilized or used only for long-term storage. South of

the Morrison Bridge, the buildings are generally one to two stories tall and there is more manufacturing and other industrial activities than occurs north of the bridge.

158. Union and Grand Avenues north of the Morrison Bridge have developed into heavy-auto traffic streets. Both avenues are wider than usual, and this width, coupled with low buildings and surface parking, results in little or no street enclosure or unity. The exception to this occurs between Oak and Morrison Streets, where taller historic buildings remain.
159. The freeway presents an almost impenetrable barrier to the river, and there is no crossing between Taylor and Couch Streets. The access to the riverfront in this area is from the pedestrian ramp on the south side of the Morrison Bridge. Madison Street goes to the river's edge, providing the only connection to the eastbank path. This is the only area where any strong at-grade pedestrian connection is possible. South of the Hawthorne Bridge, Clay and Market Streets offer good access to the river.
160. The commercial corridors that cross the Central Eastside District pose a threat to the long-term viability of the District's role as an industrial area. While these corridors provide opportunity for development of commercial and residential uses that serve and support the industrial character of the District, their development at extremely high densities will result in pressure for conversion of adjacent industrial lands to nonindustrial uses.
161. While many of those interested in the commercial corridors in this District are seeking development densities that accommodate high rise developments of over half a million square feet of building per block, they also seek to retain sign and other development standards designed for auto-related commercial areas with maximum densities of less than a quarter this amount. If this area is to be a high density spine with allowable building bulks similar to or, in some cases greater than, the Downtown the kinds of development reviews and restrictions associated with the Downtown are also appropriate here.
162. Over 70% of the land area is designated as industrial sanctuary under the Comprehensive Plan. The industrial sanctuary was created in response to the speculative pressures for commercial development in this established industrial area. Potentially, speculation in this area would cause industry to relocate causing extra demands on public facilities and land use conflicts. The development of incubator industries has also been frustrated by commercial encroachment. This land use policy was adopted to assist the City in preserving land for manufacturing and to guide commercial and industrial development to appropriate areas. This area is a vital part of the City's distribution center because of its locational and transportation strengths. Although the Central City Plan reduces the area designated as industrial sanctuary in the District, the areas where this reduction occurs are those where the existing land use is largely committed to nonindustrial uses already. The bulk of the District's area, over 60%, remains in the industrial sanctuary designation.
163. The Central Eastside District is guided by a Revitalization Plan that, although not a part of the Comprehensive Plan, has been adopted by the City Council by resolution. The Central City Plan is consistent with the Central Eastside Revitalization Plan and furthers its implementation in several important ways. The Revitalization Plan contains a single goal and supporting objectives, discussed below:
 - a. **Revitalization Goal** calls for maintenance and enhancement of the Central Eastside as a near-in job center featuring a diverse industrial base with compatible, supportive, and appropriately located commercial and residential activity. The Goal also calls for encouraging the vitality of existing firms, providing an attractive climate of opportunity for complementary ventures, and offering a positive environment for adjacent neighborhoods. The Central City Plan supports this Goal and its related Objectives in a variety of ways. The Plan preserves the vast majority of the industrial sanctuary designation that now covers most of the District. Areas not in the industrial sanctuary are zoned CE, Commercial Employment, a very flexible zone allowing a broad range of low-impact industrial uses as well as the full range of commercial and residential developments. The Burnside Street frontage east of Union and the Burnside bridgehead areas are taken out of the industrial sanctuary to better reflect the high proportion of commercial uses that presently characterize these areas. Boundaries of the industrial sanctuary have also been adjusted to better reflect existing concentrations of nonindustrial use along SE Morrison

Street as well. Along Union and Grand blocks which were formerly divided, half in the industrial sanctuary and half zoned commercial, have been brought in their entirety under the Commercial Employment designation. Throughout the District areas removed from the industrial sanctuary may only achieve nonindustrial zoning after a determination is made by the City that services are adequate to serve the proposed nonindustrial development. This determination allows a review to assure that proposed new and expanding uses do not disrupt industrial traffic in the District.

- b. **Objective 1** calls for preservation and enhancement of the unique characteristics of the District as a near-in employment center with a diverse industrial base complemented by concentrations of commercial and residential use in appropriately designated areas. The Plan helps implement this Objective by preserving the bulk of the District as an industrial sanctuary and shifting areas that are not part of the sanctuary into the industrially oriented Commercial Employment, and General Employment Designations. Design review is required for new development in Commercial Employment areas. This review will focus on preservation and improvement of area's character. Residential development is restricted except in the Commercial Employment area. The Plan calls for and gives priority to formation of a historic district and multiple resource nomination site.
- c. **Objective 2** calls for increasing the attractiveness of the District as an industrial center, particularly for specialty manufacturing and distribution firms desiring convenient access to the Downtown or at the hub of the regional highway system. The Plan enhances implementation of this Objective by limiting the density and spread of nonindustrial uses, particularly speculative office development. This limitation will reduce pressure for conversion of industrial land and business sites to nonindustrial uses. The use of the more industrially oriented employment designations and zones will encourage location in the area of manufacturing and distribution firms that desire a centralized location. These firms generally are unable to compete for land in markets in which there is speculation on the potential development opportunity for high density office development.
- d. **Objective 3** calls for enhancement of business and development opportunities for existing firms, recognizing the importance of providing industrial sanctuaries for certain industrial activities while affording opportunities for commercial and housing development within appropriate areas. The Plan aggressively supports this Objective through the actions described under Objectives 1, and 2, above.
- e. **Objective 4** calls for the creation of an attractive environment featuring high quality design standards which complement the business climate of the area. The Plan directly implements this Objective by establishing a design zone in the District. Work to develop the design standards that will be used for project review will begin the summer of 1988, and will involve the participation of the interested property owners and associations.
- f. **Objective 6** calls for increasing accessibility to the river and enhancement of the Greenway and the quality of life in adjacent residential neighborhoods. The Plan enhances implementation of this Objective by proposing the development of new riverfront open space; establishing connections to the Greenway from and through the District, calling for development of an inner city loop trail that utilizes the river's bank through this District, and calling for buffering of adjacent residential areas from through traffic.
- g. **Objective 7** calls for addressing negative social and economic impacts of homelessness and unemployment in the community. The Plan helps to achieve this Objective by establishing controls on the operation of social service agencies, by calling for enhanced police protection in the District, and by development of a city-wide social services siting policy.
- h. **Objective 8** calls for increasing the number of office and retail uses along commercial corridors on a conditional basis limiting intensification to locations not suitable for industry. The Plan supports this Objective by reducing allowable densities of office development to be more consistent with the present level of development and by requiring that areas removed from the industrial sanctuary be reviewed for their impacts on public services prior to rezoning.
- i. **Objective 9** calls for improvements in the transportation system and parking resources. The Central City Plan responds to this Objective by calling for specific transportation improvements and development of a district parking management plan.
- j. **Objective 10** calls for recognition and protection of the business incubator role played by the District. The Plan aggressively supports this Objective by preserving incubator areas within the industrial sanctuary designation, shifting zoning adjacent to incubator areas to the more compatible employment zones, reducing permitted development intensities to

correspondingly reduce redevelopment pressure on incubator sites near commercial areas, and requiring rezoning of industrial areas to employment zones to be reviewed for impacts on the service systems supporting incubator and other industry.

North Macadam:

164. The freeway has isolated this District and transportation access into the area is seriously restricted. Moody Avenue is the only road connecting the Downtown at the north under the Marquam Bridge. Bancroft Street, at the southern end, is the only other access point to the area. At the western edge, the District is served by Macadam Boulevard and the Johns Landing development. The residential portion of the Corbett/Terwilliger/Lair Hill Neighborhood is separated from the District by I-5 except at Bancroft and Sheridan Streets, directly under the Marquam Bridge.
165. The Corbett/Terwilliger/Lair Hill Policy Plan, adopted by the Portland City Council in 1977, specifically calls for both residential and commercial uses to be established in this area as the area shifts away from industrial uses.
166. The District's assets are its close proximity to the river and its views both down river and to the lush vegetation on Ross Island. Relocation of industrial uses is presently occurring and is adding to the large parcels of land already vacant. It is expected that most of the land will be redeveloped during the life of the Central City Plan. However, it is likely transportation restrictions will dictate the level to which development will occur in the District.
167. The North Macadam District has been compared to the South Auditorium Urban Renewal area. The renewal area has been suggested by North Macadam property owners as an appropriate model for the District. Both areas contain about 100 acres, and both are seen as undergoing redevelopment in a 20-year period. The South Auditorium area is today nearly complete. As part of the project 1,100 housing units have been built at an average net density of over 24 units per acre; average gross density including all rights of way and the Stadium Freeway is over 11 units for gross acre of project area. Over five acres of public open space was created in parks and malls for pedestrians. The average floor area ratio (FAR) for the project's developments is just under 2:1. Residential development occurs in high density clusters of projects having in excess of 100 dwelling units per acre. Less than 18% of the non-right-of-way lands within the project are given over to residential development, and only about 9% of the total project area is in residential use.
168. Development of housing in this District has been questioned because of the high noise levels from the Marquam Bridge and the I-5 Freeway. During the fall of 1987 the Bureau of Planning Housing Section and City Noise Officer conducted a study of noise levels present in the area. While not totally conclusive the study results indicate that noise levels at locations only a short distance from the Marquam Bridge are not so severe as to produce unacceptable conditions for new residential development. While background noise levels remain significant common engineering and insulation practices should be adequate to produce acceptable interior noise levels. It is interesting to note that the greatest noise problem faced by waterfront housing in this area may be that caused by powered pleasure craft on the river.
169. The North Macadam District has significant transportation constraints that negatively impact the area's potential for commercial development. These constraints do not limit the District's potential for residential development which, if provided for in sufficient amounts, could reduce traffic demands on the transportation system by providing opportunities for people who work in the area to also live there. The Plan addresses this problem by limiting the intensity of development and creating a master plan process aimed at identifying and constructing needed transportation improvements.

General Findings:

170. The Planning Commission has unanimously adopted, with one abstention, the Recommended Central City Plan and further recommends that the Portland City Council adopt the Central City Plan as a part of the City's Comprehensive Plan and that the Council implement the Plan by enactment of the zoning provisions included with the Plan report.
171. Because the Central City Plan represents a major change in land use regulations the effective date of the Central City Plan should be delayed to assure that projects being planned under the existing regulations have an opportunity to become vested

and avoid having to be redesigned to comply with the new planning and zoning regulations embodied in the Central City Plan.

172. The Municipal Zoning Code requires that prior to enactment of a new design zone, guidelines of design acceptability must be developed and adopted by the Design Commission and that the advice and participation of affected property owners will be sought in developing these guidelines. The Design Commission may only use the adopted guidelines after they have been approved for use by the City Council. As a consequence of these provisions the new design zones proposed in implementation of the Central City Plan should not become effective until guidelines of design acceptability have been adopted by the Design Commission and approved for use by the City Council. Design guidelines will be developed for each new design zone. The Bureau of Planning in concert with affected property and business owners will initiate a project to develop and seek approval of design guidelines by July 1, 1988.
173. The Central City Plan provides a vision, a program and regulations to guide Portland's economic center into the first decades of the 21st. century. The Plan has been developed from a citizen-driven process that allowed an unprecedented degree of community involvement in its formation, refinement and adoption. It provides a framework for managing the Central City's growth while enhancing the area's and the City's livability. It is therefore in the public interest for this Central City Plan to be adopted as a part of the City's Comprehensive Plan and implemented through enactment of its accompanying zoning regulations.

NOW, THEREFORE, the Council directs:

- a. The Recommended Central City Plan Vision, Goal, and Policies and associated Further Statements, as shown in Exhibit A and as amended by Exhibit E (incorporated into this Ordinance by this reference), is hereby adopted into the City's Comprehensive Plan by amendment of Ordinance 150580, adding a new policy, Policy 2.24, shown on page 39 of Exhibit A. Policy 2.24 reflects this incorporation of the Central City Plan into the Comprehensive Plan and is the Goal for the Central City Plan.
- b. Title 33, Planning and Zoning, a part of the Municipal Code of the City of Portland, is hereby amended to reflect the changes listed in the Recommended Zoning Code Amendments, Exhibit B (attached to this Ordinance). These changes include the Supplemental Zoning Maps and illustrations shown on pages 147 to 154 of Exhibit A, as amended by Exhibit E, and are incorporated herein by this reference.
- c. The Commercial Employment Zone, added to the Municipal Code of the City of Portland by this Ordinance is placed within Chapter 33.455. The location of the zone, whether it will be placed in the Industrial or Commercial Chapters of the Code, will be examined again as part of the Code Rewrite Project, presently underway. Inclusion of the Commercial Employment Zone in Chapter 33.455 at this time must not prejudice the decision on ultimate location of this zone within the City's Zoning Code.
- d. Ordinance No. 150580 is hereby amended by amendment of the Policy 10.7, Comprehensive Plan Map, to read as follows:

10.7 COMPREHENSIVE PLAN MAP

ADOPT THE COMPREHENSIVE PLAN MAP AS THE OFFICIAL LONG-RANGE PLANNING GUIDE FOR LAND USE DEVELOPMENT OF THE CITY BY TYPE, DENSITY AND LOCATION. THE COMPREHENSIVE PLAN MAP WILL DETERMINE THE MAXIMUM ZONING CLASSIFICATION THAT MAY BE APPLIED TO A SPECIFIC SITE, BASED ON THE FOLLOWING LAND USE DESIGNATIONS:

(1) through (11) . . . (no change)

(12) CENTRAL RESIDENTIAL

Permits high density multi-family and limited amounts of commercial use. Projects permitted include both single use high density multi-family housing and mixed-use developments which are predominantly housing. Up to 20% of the floor area of new development is allowed to be neighborhood-oriented office or retail uses. The percentage of commercial use may be increased through a conditional use process but may not exceed 50%. Maximum height and bulk limits are established in the zone but will often be superceded by the provisions of Plan Districts. Provisions, such as those related to parking and building placement, may also be modified through the provisions of Plan Districts. All areas

receiving the Central Residential designation and its corresponding zone, the RX, will also be included in a design review zone. **Maximum zoning permitted is RX.**

(13) through (16) . . . (no change)

(17) **CENTRAL COMMERCIAL**

Permits high density commercial and residential developments. These uses are allowed in single-use or mixed-use projects. More specifically, the uses allowed include office, retail, institutional, residential and limited amounts and types of industrial activity. Maximum height and bulk limits are established in the zone but will often be superceded by the provisions of Plan Districts. Provisions, such as those related to parking, use, and building placement, may also be modified through the provisions of Plan Districts. All areas receiving the Central Commercial designation and its corresponding zone, the CX, will also be included in a design review zone. **Maximum zoning permitted is CX.**

(18) **COMMERCIAL EMPLOYMENT**

This designation allows a broad range of commercial uses including commercial service, manufacturing, wholesaling, retail and other uses generating employment. Commercial Employment areas permit industrial uses which require or benefit from a Central City location and are compatible with commercial and residential developments. Retail, office and residential uses are allowed at relatively high densities. Maximum height and bulk limits are established in the zone but will often be superceded by the provisions of Plan Districts. Provisions, such as those related to parking, use, and building placement, may also be modified through the provisions of Plan Districts. All areas receiving the Commercial Employment designation and its corresponding zone, the CE, will also be included in a design review zone. **Maximum zoning permitted is CE.**

(19) **MIXED EMPLOYMENT**

This designation is for areas where a wide variety of employment opportunities are encouraged. The designation and corresponding zones are not intended to accommodate major commercial development. Higher density commercial projects are directed to the City's commercial areas. In Mixed Employment areas office development is restricted to densities lower than those permitted in commercial areas. The Mixed Employment designation is implemented by the GE-1 and GE-2 Zones. A mix of industrial and commercial development is allowed. Residential development is restricted. **Maximum zoning permitted is GE-1 or GE-2.**

(18) . . . renumber to (20).

(19) through (20) . . . delete.

(21) **INDUSTRIAL SANCTUARY**

This designation is for areas where City policy is to reserve land for existing and future industrial development. A full range of industrial activities are permitted and encouraged. Nonindustrial activities are limited to prevent land use conflicts and to preserve land for industry.

Zones permitted are Heavy Industrial (HI or M1) or General Industrial (GI or M2). The HI Zone provides areas for intense industries to locate without causing conflicts for less intense industrial and nonindustrial uses. The GI Zone allows all industrial uses, but in a more controlled setting. The GI Zone contains two separate sets of site development regulations. One is to be applied in older, developed areas; and the other is for newer, less developed areas.

- e. The Official Zoning Maps of the City of Portland are hereby amended to reflect the Comprehensive Plan designations shown on the Recommended Central City Plan Map, Exhibit C and by the amendments shown in Exhibit E. These designations and their corresponding zoning are mapped in detail and shown in Exhibits D and E. Exhibits C, D and E are attached to this Ordinance and are incorporated into this Ordinance by this reference.
- f. Ordinance No. 151568 (passed May 14, 1981) adopting the North of Burnside Recommended Land Use Policy is hereby repealed.

ORDINANCE No. 160606

- g. Notwithstanding the amendments to the Municipal Code enacted by this Ordinance, any project for which a building permit has been applied for prior to the effective date of this Ordinance will be reviewed and approved based on only the requirements in effect on the date the City received the application, including the fee. Any project which has applied for a land use review procedure required in advance of making application for a building permit prior to the effective date of this Ordinance shall be reviewed based only on the provisions in place on the date the City received the application and shall be allowed to be developed if approved. To qualify for this exclusion an application must comply with the standard for a complete application contained within Title 33, Planning and Zoning. Additionally, any project which has received a land use approval may develop in conformance with the provisions in effect at the date the final approval was received, provided that the approval has not lapsed due to the passage of time or inaction on a building permit. In cases where the time limit on the approval has expired, conformance with the provisions enacted by this Ordinance is required.
- h. Should the City Council take final action adopting this Ordinance prior to June 1, 1988, this Ordinance will take full force and effect on July 1, 1988. If final Council action occurs on or after June 1, 1988, this Ordinance will take full force and effect on the first day of the quarter following the date of the Council's final action.
- i. Notwithstanding the effective date established in h. above, new design zones created by enactment of this Ordinance shall not be effective until the Design Commission has approved guidelines of design acceptability and the City Council has approved the guidelines for the Commission's use. Design zones existing prior to Council approval of this Ordinance will remain in full force and effect subject to the existing guidelines of design acceptability applicable in each.

Commissioner Earl Blumenauer
March 18, 1988
Michael S. Harrison, AICP: msh
51249003-2110

BARBARA CLARK
Auditor of the City of Portland
By

Deputy

RESOLUTION No. 34417

Adopt the Central City Plan Action Charts and the accompanying Functional Maps and Urban Design Plans. (Resolution)

WHEREAS, as stated in Resolution 33717, July 25, 1984, a purpose of the Central City Plan is to identify feasible public actions to assist and attract private investment in the Central City.

WHEREAS, in Resolution 33717, July 25, 1984, the community's purpose and objectives in preparing the Central City Plan are to list public programs and public projects for the future and the priority and timing of these.

WHEREAS, in Resolution 33717, July 25, 1984, an objective of the Central City Plan is to produce a plan that is clear and understandable to the general public, to decision-makers and to private investors.

WHEREAS, in May 1987, the Bureau of Planning was given the task of forging a formal plan, with specific proposals for implementation, which follows the direction of the Citizens Steering Committee and its Functional Advisory Committees.

WHEREAS, the 13 functional policies and eight district policies have action charts which state the proposed projects, programs and regulatory actions, identify an appropriate time-frame for implementation and identify a possible agency or agencies to lead or oversee the implementation effort.

WHEREAS, 12 functional action charts and eight district action charts have accompanying maps which illustrate further the proposals listed on the Action Charts and provide a geographic context for actions that are site specific.

WHEREAS, the implementation actions are proposed to improve the economic strength and livability of the City of Portland by improving tourism, further developing public attractions and activities, encouraging expansion of business and industry, expanding housing opportunities, improving educational and cultural facilities and programs, providing necessary services for special needs populations, protecting Portland's citizens and visitors and reinforcing the unique character and role of each Central City district.

WHEREAS, the City Council has adopted the Central City Plan as a part of the City's Comprehensive Plan through adoption of Ordinance No. 160606 (Adopted March 24, 1988).

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF PORTLAND, a municipal corporation of the State of Oregon, that:

- a. The implementation actions associated with the Central City Plan, as shown on the Action Charts contained in the Central City Plan, are approved by the Council as a starting point from which to build specific proposals.
- b. The various City agencies identified on the Action Charts as possible implementing agencies are authorized to engage in activities aimed at implementation projects and programs called for on the Action Charts.
- c. Proposals for projects and programs approved by this Resolution are understood to be a starting place. As studies are undertaken, projects and programs may need to be refined or replaced by alternative actions found to be better able to implement the Vision of the Central City Plan.

Commissioner Earl Blumenauer
February 8, 1988
Michael S. Harrison, AICP: msh
51249003-2110

Support Documents

CENTRAL CITY PLAN TECHNICAL REPORTS

ECONOMIC DEVELOPMENT:

1. Briefing Paper #1: Population and Household Trends in the Portland Metropolitan Area 1970 to 1990, February 1986, Portland Development Commission
2. Briefing Paper #2: Employment and Economic Trends in the Portland Metropolitan Area 1960 to 2005, March, 1986, Portland Development Commission
3. Briefing Paper #3: Historic and Current Office Space Development Trends in the Portland Metropolitan Area, March, 1986, Portland Development Commission
4. Briefing Paper #4: Historical and Current Retail Activity in the Portland Metropolitan Area, March, 1986, Portland Development Commission
5. Briefing Paper #5: Convention and Tourism Activity in the Portland Metropolitan Area, March 1986, Portland Development Commission
6. Briefing Paper #6: Small Business Incubators, April, 1986, Portland Development Commission
7. Briefing Paper #7: Basic Industry in the Portland Metropolitan Area, April, 1986, Portland Development Commission
8. Briefing Paper #8: The City of Portland's Industrial Sanctuary Policy, April 1986, Portland Development Commission
9. Central City Planning Area Office Market Study: Final Report, March, 1986, Karen Myers and Associates
Technical Appendix I, March, 1986, Karen Myers and Associates
Technical Appendix II, March, 1986, Karen Myers and Associates
10. Portland Central City Industrial District Study: Final Report, May, 1986, Economic Development Services, Inc.
Technical Appendix A, April, 1986
11. Study of Small Retail Business, April, 1986, Hobson and Associates
12. Growing, Mature and Declining Industries, April, 1986, Hobson and Associates
13. Portland's Service Sector: Opportunities for Future Growth, April, 1986, ECO Northwest
14. Business Conditions and Trends Within Central City Industrial Districts, April, 1987, Portland Development Commission
15. Portland Central City Industrial District Business Survey, February, 1987, Economic Development Services

RECREATION

1. Recreation in the Central City, April, 1986, David Yamashita

ENVIRONMENT

1. Environmental Resources of the Central City, May, 1986, The Swenson Company

HOUSING

1. Central City Planning Area Housing Study, April, 1986, Karen Myers and Associates.

2. Analysis of Potential Central City Housing Implementation Strategies, June, 1986, Bureau of Planning, Housing Section
3. Status Report on Low Income Single Room Occupancy (SRO) Housing in Downtown Portland, March, 1986, Bureau of Planning, Housing Section
4. The Central City Plan Area's Residents: Their Housing Needs and Circumstances, April, 1986, Housing Section, Bureau of Planning
5. Single-Room Occupancy Housing Study, September, 1986, Karen Myers and Associates

TRANSPORTATION

1. Central Eastside Industrial District: Rail Service Study, May, 1986, Economic Development Services
2. The Inner Freeway Loop and Radials, June, 1986, Bureau of Transportation Planning

ARTS

1. Central City Arts Needs, February, 1986, Bill Flood
2. Arts, Economic Development and Tourism in the Central City, April, 1986, Bill Flood
3. Following a River, April, 1986, Metropolitan Arts Commission
4. Preliminary Report on the Arts in Central City, April, 1985, Bill Flood
5. The Arts in Central City, July, 1985, Bill Flood

ENTERTAINMENT

1. For-Profit Entertainment Study, May, 1986, Northwest Strategies, Inc.

EDUCATION

1. Functional Advisory Committee Education Report, June, 1986, Northwest Strategies, Inc.

HUMAN SERVICES

1. Assessment of Service Needs of Special Populations Within the Central City Area, April, 1986, The Planning Group.
2. Human Services for Portland's Central City, April, 1986, The Planning Group
3. Three Deinstitutionalized Populations, April, 1986, The Planning Group
4. Literature Review on Needs of Central City Residents and Social Service Users, April, 1985, Michelle Alexander

PUBLIC SAFETY

1. Crime Prevention Options for the Central City Plan, May, 1986, Julie E. Sterling
2. Central City Plan: Basic Crime Data, May, 1985, Bureau of Police

LAND USE/URBAN DESIGN

1. Central City Riverfront Land and Water Uses (Draft): An Analysis of Competing, Conflicting and Comparable Uses, May, 1986, Susan E. Oman
2. Preliminary Research Report: Riverfront, June, 1986, Central City Plan, Bureau of Planning.
3. Urban Design, Land Use and Historic Preservation (Draft), June, 1986, Central City Plan, Bureau of Planning
4. Land Use Findings Central City Plan (Draft), July, 1986, Land Use Section, Bureau of Planning

5. Central City Plan: Phase II Staff Report, August, 1986, Central City Plan, Bureau of Planning
6. Development Regulation Techniques in the Central City, March, 1987, John Spencer Associates
7. Report and Recommendations on City Form, May, 1987, Central City Plan, Bureau of Planning
8. Compatible Infill Analysis Development, June, 1986, Urban Design Section, Bureau of Planning
9. Historic Preservation in Portland: Focus on the Central City, June, 1986, Urban Design Section, Bureau of Planning

DISTRICT BRIEFING PAPERS AND BASELINE DATA

1. Central City Planning Area: Tour and Summary Issues, March, 1985
2. Central City Planning Area: Overview, February, 1985
3. Lower Albina District: Central City Planning Area, February, 1985
4. Lloyd Center/Coliseum District: Central City Planning Area, March, 1985
5. Central Eastside District: Central City Planning Area, April, 1986
6. North Macadam District: Central City Planning Area, April, 1985
7. Downtown/Goose Hollow: Central City Planning Area, June, 1985
8. NW Triangle District: Central City Planning Area, May, 1985
9. Central City Plan: Baseline Data, June, 1985
10. Central City Plan: Census Data, April, 1985, Robert E. Clay, Bureau of Planning, Housing Section
11. The Residents and Neighborhoods Surrounding the Central City Plan District, May, 1985, Elizabeth A. Bianco, Neighborhood Information Profiles

PUBLIC REVIEW DOCUMENTS

1. Portland: Give Us Your Dreams to Build a Plan On, May, 1985, Northwest Strategies (supplement to The Oregonian).
2. The Central City Today, June, 1985, Northwest Strategies
3. Report to Central City Plan Steering Committee on Design Event One, July, 1985, Northwest Strategies, Inc.
4. Central City Plan: Choices for the Future, February, 1987, Central City Plan, Bureau of Planning
5. Report on Public Review Period 2, April, 1987, Central City Plan, Bureau of Planning

CITIZENS' REPORTS

1. Central City Plan: Adopted Planning Process, July, 1984, Central City Plan Pre-Planning Committee
2. Final Reports: Functional Advisory Committees, Central City Plan, Phase II, September, 1986
3. Final Report and Recommendations, Citizen Steering Committee, May 7, 1987, Central City Plan, Bureau of Planning

CENTRAL CITY PLAN MAP



Adopted by the Portland City Council
March 24, 1988
Ordinance # 160606, and Resolution # 34417
Portland Bureau of Planning

NORTH

0 300 600
SCALE IN FEET

This Plan Map describes the Comprehensive Plan designations and some of the principal features of Portland's adopted Central City Plan. Because of the comprehensive nature of this Plan, it is impossible to describe its full content on one map. The proposed policies and objectives, implementing actions, and associated maps located in the accompanying Plan Report are equally important parts of the Plan.

This Plan is based on the Final Report and Concept Plan recommended by the Central City Citizen Steering Committee and the public comment received on the Central City Plan during the Planning Commission's and City Council's review, hearings, amendment and adoption process. The Plan reflects the directions and goals established by the Citizen Steering Committee. Without their work and the efforts of the thousands of citizens who participated in this planning process, the development of this Plan would not have been possible.

Those with questions about the Central City Plan should contact the Portland Bureau of Planning, Room 1002, 1120 S.W. Fifth Avenue, Portland, Oregon 97204-1966 (796-7700).

PLAN ELEMENTS LEGEND

The following implementation actions are part of the adopted Central City Plan. These actions help accomplish the Central City Plan policies and objectives. While realization of the Central City Plan would be enhanced through development of these Plan Elements, in each case there may be other means for achieving the desired ends. Where an element ties directly to the City's Code, the Code change occurred with the Plan's adoption (March 24, 1988).

OPEN SPACE DEFICIENT AREAS
These are identified locations where additional open space is needed. Methods other than park development may be used to provide this open space. These methods include partial street closures, incentives for private open space development, and private plaza development requirements.

PROPOSED OPEN SPACE
These are specific locations where development of additional public open space is proposed.

REQUIRED HOUSING AREAS WITH HOUSING INCENTIVES
These areas require housing to be built as part of future development. Fifteen dwelling units per acre of net site area are required. All required housing areas are also Housing Incentive Target Areas.

HOUSING INCENTIVE TARGET AREA
In these areas a bonus density will be granted to projects which include housing. The bonus will be additional floor area. Developments using this bonus provision may develop the housing portions of the project in either separate single-use or mixed-use buildings. Before a development may include bonus square footage from other bonus provisions the housing bonus must be employed.

UNIVERSITY DISTRICT
Reflecting the important role envisioned for Portland State University, this area is proposed for additional master planning. This planning will address the University's special academic, housing, retailing, office and recreational needs.

EXISTING TRANSIT CORRIDORS
These are the existing major public transit improvements in the Central City. They include the Transit Mall and light rail improvements.

PROPOSED TRANSIT CORRIDORS
These are locations proposed for development of either additional light rail lines or other transit corridor improvements.

NORTH MALL EXTENSION
The Fifth-Sixth Avenue Transit Mall is proposed for extension north from Burnside to Union Station.

VINTAGE TROLLEY LINES
Trolley improvements are proposed to link areas of the inner-city. These trolley lines will serve shoppers, help distribute light rail patrons, provide transit to the Willamette Greenway Trail, and support tourism.

WATER TAXI STOPS
A water taxi system is proposed along the Willamette River. Stops will be located near existing and proposed riverfront activities.

HISTORIC SHIPS
Three historic craft are initially proposed to reinforce the Willamette waterfront. These are the River Queen, the stern wheeler Portland (restored), and a new full-size reproduction of one of the tall clippers that helped build Portland.

PEDESTRIAN WALKWAYS
These are routes for pedestrians and, in some cases, bicyclists. Improvements in paving, planting of street trees, placement of street furniture, street crossing signalization, sidewalk widening and street closure, where appropriate, should be made to enhance their safety and attractiveness. Walkways shown include a new river loop walk, the Willamette Greenway Trail, and other pedestrian and bicycle ways.

PUBLIC ART WALKS
Public art will be placed in corridors which receive significant amounts of traffic by pedestrians. These corridors are shown in the Public Art Plan developed by the Metropolitan Arts Commission.

MAJOR PUBLIC ART SITES
These are proposed locations for the placement of major new works of art. Locations have been proposed based on their visibility, the degree to which they attract people, and the potential of the art to reinforce and be reinforced by its surroundings.

CENTRAL CITY GATEWAYS
These entrance points to the Central City have a high degree of visibility and distinct sense of transition. The Plan proposes to reinforce their role as entrances to the Central City. Improvements may include landscaping, public art, gateway structures, special lighting and signs.

DECK OVER FREEWAY
These decks will provide public open space above freeways. In addition to open space on the top deck, these structures may also include parking or other facilities on lower decks. They may also provide sites for public attractions.

McLOUGHLIN/I-5 CONNECTION
This connection will allow traffic from McLaughlin Boulevard to reach the I-5 Freeway without traveling on surface streets in the Central Eastside District. The connection will reduce traffic on Union and Grand Avenues.

WATER AVENUE RAMPS
These ramps will improve access from the Central Eastside Industrial District to I-5, to and from the south.

TRAFFIC BUFFER
Traffic control devices are suggested on local streets to discourage through traffic within residential neighborhoods.

COMPREHENSIVE PLAN LAND USE DESIGNATIONS LEGEND

The land use designations adopted as part of the Central City Plan and shown on this Plan Map establish City policy on the type and mix of uses appropriate for Portland's Central City. These designations have the force of policy statements in the City's Comprehensive Plan. Maximum height and bulk limits established in the zones, corresponding with these designations, are superseded by the provisions of the Central City Plan District. Provisions, such as those related to parking, use, and building placement, are also modified by the Plan District's provisions. All areas receiving the Central Commercial, Central Residential or Commercial Employment designations and corresponding zones, CX, RX, or CE are included in a design review zone.

CENTRAL COMMERCIAL
Permits high density commercial and residential developments. These uses are allowed in single-use or mixed-use projects. More specifically, the uses allowed include office, retail, institutional, residential and limited amounts and types of industrial activity. Maximum zoning permitted is CX.

COMMERCIAL EMPLOYMENT
Allows a broad range of commercial uses including commercial service, manufacturing, wholesaling, retail and other uses generating employment. Commercial Employment areas permit industrial uses which require or benefit from a Central City location and are compatible with commercial and residential developments. Retail, office and residential uses are allowed at relatively high densities. Maximum zoning permitted is CE.

MIXED EMPLOYMENT
Allows a mix of industrial and commercial development. This designation is for areas where a wide variety of employment opportunities are encouraged. Residential development is restricted. The designation and corresponding zones are not intended to accommodate major commercial development. Higher density commercial projects are directed to the City's commercial areas. In Mixed Employment areas office development is restricted to densities lower than those permitted in commercial areas. Maximum zoning permitted is GE-1 or GE-2.

INDUSTRIAL SANCTUARY
Designates areas where City policy is to reserve land for existing and future industrial development. A full range of industrial activities is permitted and encouraged. Nonindustrial activities are limited to prevent land use conflicts and to preserve land for industry. Zones permitted are Heavy Industrial (HI) or General Industrial (GI-1 or GI-2). The HI Zone provides areas for intense industries to locate without causing conflicts for less intense industrial and non-industrial uses. The GI Zones allow all industrial uses, but in a more controlled setting.

CENTRAL RESIDENTIAL
Permits high density multi-family and limited amounts of commercial use. Projects permitted include both single-use high density multi-family housing and mixed-use developments which are predominantly housing. Up to 10% of the floor area of new development is allowed to be neighborhood-oriented office or retail uses. The percentage of commercial use may be increased through a conditional use process but may not exceed 50%. Maximum zoning permitted is RX.

HIGH DENSITY MULTI-FAMILY
Permits high density multi-family development. The densities allowed range from 80 to 250 housing units per acre and are assigned through floor area limitations on a site-by-site basis. Up to 20 percent of new buildings may be used for retail or office activities through a conditional use process. Maximum zoning permitted is RH.

MEDIUM DENSITY MULTI-FAMILY
Permits single-family houses, duplexes, rowhouses, apartments and condominiums. One dwelling unit is permitted for each 1,000 square feet of site area. Maximum zoning permitted is RI.

OPEN SPACE
Identifies areas set aside as open space. Open spaces include parks, parkways, public plazas and recreational areas. Open Space areas are zoned either to reflect their low intensity use or to match the zoning in adjacent areas.

POTENTIAL UPZONINGS
In these areas the Central City Plan land use designation did not take effect upon adoption of the Plan. Upzoning to the maximum zoning allowed by the Plan will happen on a case-by-case basis at the owner's request. Approval requires a finding that services are adequate to meet the needs of proposed development. The following potential upzonings are permitted by the Plan:

RH zoned areas which may be upzoned to CX
RH zoned areas which may be upzoned to RX
GE-1 zoned areas which may be upzoned to CX
GI-1 zoned areas which may be upzoned to CE
GI-1 zoned areas which may be upzoned to GE-2.