

1972 Downtown Plan



**PLANNING GUIDELINES**  
**PORTLAND DOWNTOWN PLAN**

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9 February 1972

LETTER OF TRANSMITTAL

The report "Planning Guidelines -- Portland Downtown Plan" and the accompanying support material represent work over the past 15 months by the City Planning Commission Staff, its consultants, and the Mayor's Citizens Advisory Committee.


This is a beginning step in the city's current planning program for Downtown Portland. The objective of this first step has been the preparation of planning guidelines that will help to set the course of Downtown development in the years ahead.

The Downtown Plan is submitted in its present form for review by the City Planning Commission and the public. Once adopted by the City Council, the Downtown Plan will constitute city policy indicating the course of action the city intends to follow in making public improvements and in encouraging private development.

There is more to come; the city will shortly receive from its consultants detailed studies on traffic and parking and on the design and management of the Downtown Waterfront. These studies are based on the work presented here and represent the first implementing phases of the Downtown Plan. We are also presenting to the City Council at this time recommendations for specific projects and for specific studies that are needed to continue the work which we have begun.

We appreciate the City Council's sponsorship and continuing support. We ask you to take action on this initial plan document at the earliest possible time.

Respectfully submitted,



Robert S. Baldwin, Coordinator,  
Portland Downtown Plan

## INTRODUCTION

The planning guidelines described here help to set a course of action for the development of Downtown Portland in the years ahead. Some of the guidelines are general, indicating goals and policies against which specific development proposals may be measured. Others are more definite, dealing with specific land use and traffic patterns.

This report on planning guidelines is organized in four parts. The initial section is a statement of the planning goals and objectives that have been developed over many weeks of deliberation by the Mayor's Citizens Advisory Committee. The Mayor's committee met with numerous groups and individuals, conducted open meetings, and sought out the advice of experts. The report of this committee is included here as it was submitted to the City Council in November 1971.

The second section deals with the Downtown area bounded by the Stadium Freeway on the south and west, Hoyt Street on the north and the Willamette River on the east. This section is organized under the following headings: Land Use, Environment, Circulation, and Density.

A third section divides the study area into 21 planning districts, each described in terms of its boundaries, general character, land use, density, environment, and circulation.

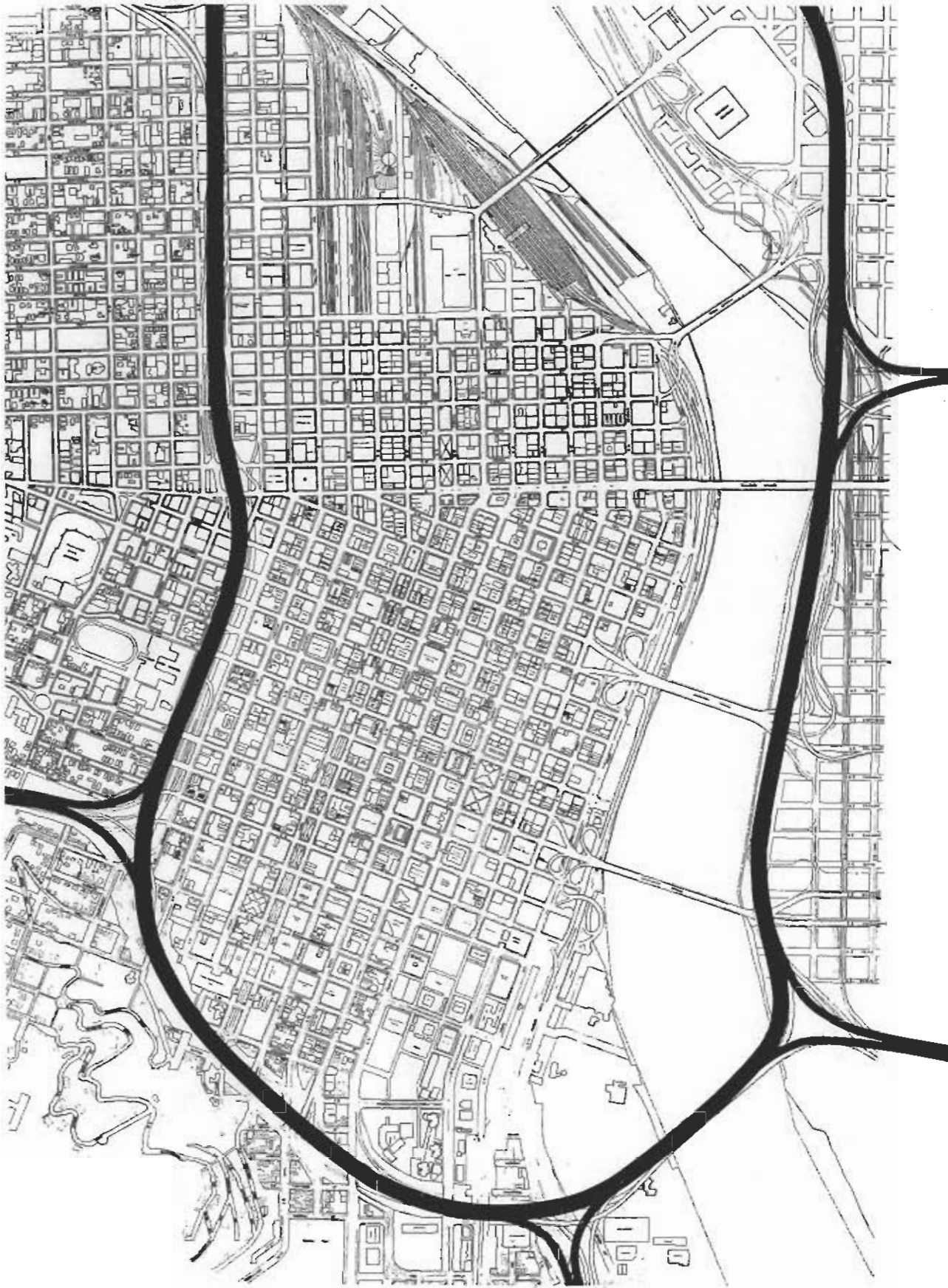
Finally, the plan report deals with implementation. General recommendations are made with respect to development regulations. Specific implementation projects are suggested for a first-phase action program.

The plan for Downtown Portland is part of the Comprehensive Plan for the City of Portland, a continuing program contained in the various studies, reports, and recommendations of the City Planning Commission which may be adopted from time to time by the City Council.

City officials have an obligation to set down in the form of a comprehensive plan their best judgment about the way the city should develop in the future. Taken together, these recommendations -- organized as guidelines -- provide a frame of reference for the many individual decisions that public officials and private individuals will make concerning the future development of the city.



# STUDY AREA



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# **CITIZEN GOALS**



## CITIZENS GOALS

This statement of goals and objectives was prepared by the Citizens Advisory Committee to the Downtown Plan. The committee early in its existence formed Task Forces on Housing and Downtown Neighborhoods, Commerce, Waterfront, Portland State University/Park Blocks and Transportation. Each Task Force was chaired by a committee member, but membership was open to anyone willing to attend the meetings. Each Task Force addressed the problems that were indicated by (1) the public response at our early "town hall" meetings and by (2) planning staff reports. Drafts of goals and objectives were formulated and later edited, reviewed and approved by the entire committee.

A preliminary statement of goals and objectives was sent to the City Council on November 8, 1971. Subsequently, the statement was revised to incorporate the suggestions and comments that were received.

Our goals are intended to serve as a framework for making land use decisions, but we have recommended specific land uses and policies where the committee and other citizens have indicated a strong preference for them. The goals are also intended to serve as a tool to evaluate the Downtown Plan.

The committee has learned that traditionally a complex set of factors, including transportation, circulation, zoning and taxation, have determined land use when logically these factors ought to support prior land use decisions. The Downtown Plan is an opportunity for the citizens of Portland to say: Let's first decide how we want to use our Downtown and then determine what tools are necessary to achieve our land use decisions. For example, our goals call for increasing the number of low-income and middle-income housing units Downtown. The traditional land use determinants would probably bar implementation of this goal. Thus, if the citizens of Portland approve this goal, then alternative implementing methods need to be developed.

Our committee has not yet accomplished the wide dissemination of the statement of goals and objectives that we feel is desirable. It is therefore important that they receive wide public distribution in the next 30 to 60 days to insure that they accurately reflect the concerns and desires of the community-at-large.

Dean Gisvold, Chairman  
Citizens Advisory Committee

## HOUSING & DOWNTOWN NEIGHBORHOODS

### GENERAL GOAL:

To give high priority to increasing the number of residential accommodations in the Downtown area for a mix of age and income groups; and to provide a "quality" environment in which people can live, recognizing that residents of Downtown and adjacent areas are essential to the growth, stability and general health of a metropolitan city.

### SPECIFIC GOALS:

- A. Coordinate and better organize the efforts of all agencies that are involved in the provision of housing (both public and private, including Portland City Planning Commission, Portland Development Commission and Housing Authority of Portland). Specifically:
  1. Develop economic or other incentives to reduce the slippage rate of existing housing units from the market in the Downtown area and encourage the building of additional housing units.
  2. Encourage the fullest use of public and private programs to ensure that future Downtown housing accommodates a mix of low, moderate and high-income people.
  3. Provide, in addition to existing federal programs, comprehensive plans for the relocation of all displaced residents.
  4. Establish a mechanism within the neighborhoods that would provide the people living in them a voice in making decisions affecting the area as well as responsibility for those decisions.
  5. Recognize the differing needs and problems of the various groups who will be housed, including those groups who naturally gravitate to the city core. Provide housing and services commensurate with their physical and social needs. These groups include the single retired, the elderly, itinerant workers, "down and outers", students, the handicapped, as well as middle and upper income groups.
- B. Enhance the liveability of Downtown.
  1. Designate the Downtown areas as a "design zone." Strengthen the role of the Portland City Planning Commission so that they may take active leadership role in translating the "Portland character"

as defined by rivers, parks, trees, topography, vistas, and spirit into design concepts that will guide future development and the use of existing structures.

2. Establish residential districts that reflect the desire for a strong residential base in the Downtown area. Concentrate housing in identifiable areas in which incompatible uses are minimized. (e.g. parking facilities, heavy traffic, noise-generating activities)
3. Create a pleasureable human environment by providing:
  - a. Pedestrianways, "people-mover" systems and bicycle trails to connect core area housing and adjacent neighborhoods with open-spaces, the retail core, and medical and other support facilities.
  - b. Parks, places to talk, play (both childrens' and adult activities), look, think and enjoy. Open space is especially needed in conjunction with residential areas west of Tenth Avenue.
  - c. Other public-use facilities such as restaurants, plazas, covered outdoor facilities, skating rinks, tennis courts, gymnasiums, etc.
  - d. Accessible service centers for residential areas: drug stores, supermarkets, medical facilities, transportation, and public rest rooms.
  - e. Adequate lighting in all parts of the Downtown area.
  - f. Adequate police, fire and health protection.
  - g. A variety of tourist attractions, e.g. use of the river.

## COMMERCE

### GENERAL GOAL:

Enhance Downtown's role as leading center for retail goods and consumer services.

### SPECIFIC GOALS:

- A. Maintain a compact retail core.
- B. Encourage retail use of ground-level space, including shops and restaurants on first floors of office buildings. Keep parking and other non-retail uses from breaking up the sidewalk retail frontage.
- C. Encourage clusters of general and specialty retailing not only in the retail core, but also to support other areas such as Portland State University and residential areas.
- D. Expand development of specialty shops and restaurants in the direction of the waterfront to generate activity and pedestrian flow toward the river.
- E. Create a system of pedestrian ways which:
  1. Connects the retail core with the waterfront, offices, residential areas, and parking facilities.
  2. Creates a pleasant shopping environment in the retail core, utilizing widened and covered walkways and/or malls, special lighting and landscaping. Special attention should be given to providing protection from Portland's rainy weather.
  3. Reduces stress by eliminating pedestrian/vehicle conflicts. Alteration of store loading schedules and/or locations may be necessary.
- F. Provide facilities for shoppers: street furniture meeting rooms, places to sit, to rest, to wait, to observe; shoppers' lockers, day care facilities, bicycle storage, and public rest rooms.
- G. Provide a strong transit system to reinforce the retail core. Encourage use not only by workers who do not need their cars, but also by shoppers.
- H. Maintain a system of short-term parking to serve retail core facilities. Development of alternative circulation systems should be given high priority.

- I. Encourage renovation of run-down retail facilities.
- J. Develop a major city square in the center of the Downtown retail core to provide breathing space, a focal point, and gathering place.

## WATERFRONT

### ASSETS & POTENTIAL

The riverfront is one of the few places which provides the city dweller with the opportunity to get in touch with the natural environment, and more particularly with the special qualities of a body of water. It provides the opportunity for play as well as work, relaxation as well as stimulation, nature as well as artifice; the opportunity to create for the people of Portland a combination of unique activities through which city life can be enhanced.

1. Our recommendations are based on the assumption that the highest priority must be given to the human element; to enhancing liveability; and to fulfilling the human need for open space.
2. The riverfront should offer contrast and relief from the formal character of downtown.
3. The very nature of the river makes possible the realization of a broad range of unique activities, not possible elsewhere in the city.
4. The riverfront should be a place which will act as a magnet, drawing people back into the heart of the city--a community focus.
5. Through careful planning, landscaping, and development, we should strive to recapture an essential character of the Willamette--a great Northwest river with a colorful past.



IMMEDIATE GOALS:

- A. Develop a minimum "activity-range capability" for the waterfront.
- B. Make substantial public use of the waterfront as soon as possible upon closure of Harbor Drive. A broad range of publicly-oriented activities should be encouraged and permitted on the waterfront as soon as possible.
- C. Establish a mechanism for public involvement in the development of the waterfront. Individuals as well as organizations should be directly involved.
- D. Establish a public policy for the development of publicly-owned waterfront land, keeping in mind the potential for uses and community involvement which may not exist on private lands.
- E. Promote activities which take advantage of the water.
- F. Keep the Willamette River free of pollution and safe for water-oriented activities and marine life.

LONG-RANGE GOALS:

- A. The area included in "the waterfront" should be large enough to be flexible and useable, providing for the fullest range of activities.
  - 1. Extend acquisition of public land and development as far west, north and south as possible.
- B. Good physical and visual access should be developed from the downtown to the waterfront and to the water itself.
  - 1. The waterfront must be pedestrian-oriented.
  - 2. Facilities for automobiles should be avoided on the waterfront.
  - 3. Public mass transit should serve the waterfront.
  - 4. Pedestrian ways should penetrate automobile traffic barriers to the greatest extent possible.
  - 5. Develop a network of trails, paths, walks, etc. which provide wide-ranging connections to all of downtown.
  - 6. Create a "promenade" feeling, a setting for mingling and communicating.
- C. The two banks of the river should be connected visually and by safe, pleasant pedestrian and bicycle ways.
- D. Develop the first permanent facilities to provide public-oriented commercial, retail, service, gathering and entertainment activities. Create "people-scale" atmosphere on

the waterfront.

- E. Density (height and bulk) regulations and design controls should be part of the waterfront development plan.
1. No high-rise buildings should be allowed on or near the waterfront which constitute a barrier between the core and the river or which block important vistas.
  2. Height of development should be stepped down from the core to the river.
  3. Exclusive, or private use should be subordinate to public use. Private development should provide public access and facilities.
  4. The public should have access to the riverbank at all points.
  5. Hotels and housing should be located away from the river rather than directly on the waterfront.
  6. Highly diverse development of mixed commercial uses should be encouraged in the adjacent "primary benefit area". Development on the waterfront should be far less intense, so that a sense of openness is maintained.
  7. Where private development is permitted, properties should be leased rather than sold.

## PORTLAND STATE UNIVERSITY/PARK BLOCKS

### GENERAL GOAL

Portland State University should be an "urban university." By this phrase we intend to imply far more than a fact of location. We believe that PSU and the city should be consciously aware of, take advantage of, and in fact emphasize their impact on each other.

### SPECIFIC GOALS

- A. Encourage interaction between the university and the larger community. University programs and facilities should be used for greater benefit of the general public. The Downtown community should be more responsive to PSU needs.
  - 1. PSU should be totally accessible to the handicapped. It is ideally located near services they need, and is the only university in the state which comes close to providing adequate access to university facilities.
  - 2. Encourage appropriate and desirable retail uses of State property which can serve both the university and the general public. Suggested uses are restaurants, barber shops, drug stores, boutique and specialty shops. NOTE: This is now, within strict limitations, permissible under a new administrative ruling of the Oregon State Board of High Education. If the rule is interpreted so as to exclude such developments, it should be liberalized.
- B. Minimize congestion in the PSU area caused by student autos; develop alternatives to private vehicle parking in the area.
  - 1. Portland State University should be encouraged to reduce the required parking ratio of one space for every three students. We believe the 3-1 ratio will serve to create rather than reduce congestion and will hinder the development of alternative modes of access. The Portland Development Commission should be informed that we feel that it is desirable for the University to maintain only the minimum amount of parking necessary to complement alternative modes of transportation.

2. The student population should serve as a target group for park and ride stations being developed by Tri-Met.
  3. Bicycle trails should be developed to provide access to the university from areas of concentrated student housing. (i.e. Corbett, Northwest Portland, Goose Hollow.)
- C. Provide maximum access to the park blocks cultural area and the university for both the public and PSU students.
1. Expand the balance of the South Park Blocks along the lines developed for the PSU Park Blocks.
  2. For users of the cultural area, provide short-term parking in peripheral facilities which are part of a parking system.
  3. Extend the cultural area northward with the ultimate goal of connecting the North and South Park Blocks.
  4. Encourage the Park Bureau and other appropriate agencies and private groups to implement programs which will insure maximum public use of the Park Blocks.
- D. Minimize the impact of students on the already burdened low-cost housing market.
1. Encourage private developers to build additional conventional housing suitable for students, rather than dormitory-type housing (PSU is not permitted to build student housing.) Such housing should be integrated into the larger community to promote maximum cultural mixing.
  2. Coordinate with the university's building and expansion schedule the use of existing usable structures for housing and support facilities in the PSU Urban Renewal Area. Determination of the fate of these structures should rest solely with PSU, not with the Portland Development Commission.
- E. Examine zoning in the area surrounding the university.
1. Formulate zoning regulations in areas adjacent to institutions like the university to prevent "soft" uses -- those in which a substantial investment is not made for fear of university expansion.

## TRANSPORTATION

### GENERAL GOAL:

To design a balanced transportation system which is supportive of the other Downtown goals; and which recognizes that the transportation system should provide more efficient use of both right-of-way and vehicles. This means reducing reliance on the automobile, increasing the number of persons per car and increasing the number of persons moving through concentrated areas on multiple-passenger facilities.

### SPECIFIC GOALS:

- A. Develop a mass transit system which provides a viable alternative to the private vehicle, i.e. fast, economical, convenient and comfortable.
  - 1. Improve transit service to Downtown from outlying areas.
  - 2. Develop a transit system for circulation within Downtown which includes fast, frequent and quality service from peripheral parking facilities. Vehicles should be quiet, non-polluting and of a scale compatible with the pedestrian orientation.
  - 3. Make transit easily accessible to all, and particularly to the handicapped, children, the elderly, the poor and others with special needs.
  - 4. Develop an interchange system, including a transit terminal for transfer among and between modes of inter- and intra- city transportation.
- B. Give maximum accommodation to walking in the core.
  - 1. Reduce air and noise pollution and pedestrian-vehicle conflicts to provide a healthier, more pleasant atmosphere for walking.
    - a. Reduce and where possible eliminate private automobile traffic in the core. Traffic volume should be scaled down commensurate with the needs of the area and to a degree which reflects the viability of the developing mass transit system and the requirements of the federal air quality standards.
  - 2. In recognition of Portland's rainy weather, covered walkways, malls and other appropriate pedestrian ways should be developed to serve the entire core area and to link open spaces and parks.
  - 3. Provide safe pedestrian access across bridges.

4. Provide pedestrian areas and facilities on the ground floors of buildings.
- C. Encourage use of bicycles as an alternative mode of transportation by:
1. Providing safe bicycle access over the bridges.
  2. Developing a network of bikeways serving the entire core and connecting it with adjacent areas.
- D. Develop a circulation pattern which responds to the Downtown Plan Goals by:
1. Eliminating through traffic downtown.
  2. Establishing a hierarchy of streets for:
    - Transit
    - Private Vehicles
    - Service Vehicles
    - Bicycles
    - Pedestrians
    - Parking
- E. Establish a public parking policy to:
1. Develop an identifiable system of parking Downtown which will best serve all Downtown activities.
    - a. Redistribute parking facilities to locations which will best serve the circulation and transit systems to be developed.
    - b. Provide peripheral parking facilities for automobiles appropriate for both long and short-term parking in conjunction with good pedestrian and transit access to the rest of the Downtown.
    - c. Provide protected parking for bicycles downtown and at peripheral parking sites.
    - d. Reduce and wherever appropriate remove curb parking and establish buffers to separate and protect pedestrians from vehicular traffic.

#### OFFICE

#### GENERAL GOAL:

Strengthen Downtown's role as an important center for administrative, financial, personal and professional business, service, and governmental activities.



SPECIFIC GOALS:

- A. Provide sites and environment which will adequately accommodate new office development as needed.
- B. Encourage use of rehabilitated historic buildings as office space.
- C. Encourage at the street level pedestrian-oriented spaces and activities such as plazas, retailing, restaurants, etc.
- D. Strengthen pedestrian access from office facilities to retail, housing and public areas.
- E. Utilize office building rooftops for supportive open-space and other amenities.
- F. Provide adequate off-street loading facilities in new buildings.
- G. Encourage use of transit by office workers and development of peripheral all-day parking and shuttle service.
- H. Establish height and bulk limitations in the context of a building's immediate environment. Careful consideration should be given to the cost of providing utilities and services and the capacity of the transportation system which serves it to accommodate a given density.

CULTURE AND ENTERTAINMENT

GENERAL GOAL:

- A. Encourage public sponsorship of entertainment.
- B. Provide a medium-sized theater for the performing arts.
- C. Create pedestrian links Downtown to insure good access to and between recreational and cultural facilities.
- D. Reinforce areas with distinctive flavor and specialty functions such as the Skidmore Fountain, Old Town and Oriental/International areas.
- E. Maintain and reinforce Broadway and other active and legible entertainment areas.
- F. Encourage diversification of cultural entertainment in the core.
- G. Provide for and encourage Rose Festival activities.

- H. Provide incentives for new and existing buildings to create entertainment facilities within them for public use.
- I. Provide spaces for community entertainment, exhibition and meeting facilities.

#### OPEN SPACE

##### GENERAL GOAL:

Provide public and private open spaces adaptable to a wide variety of uses.

- A. Provide supportive open space to residential facilities Downtown.
- B. Make better use of street rights-of-way for open space where appropriate and utilize rooftop open space.
- C. Encourage private provision of open space.
- D. Connect open spaces with pedestrian and bicycle linkage.
- E. Redesign existing open spaces to make them more adaptable to a variety of uses, e.g. individual sports: tennis courts, frisbee areas, shuffleboard, archery, horseshoes, bowling greens, card and checker tables.
- F. Permit active uses in open spaces, e.g. cafes, kiosks, vending stands, and entertainment.
- G. Develop a major city square in the center of Downtown to provide a focal point and gathering place.
- H. Provide facilities for people--public restrooms, outdoor furniture, protection from the elements.

#### HISTORIC PRESERVATION

##### GENERAL GOAL:

Identify, preserve, protect and dramatize historical structures and locations within Downtown.

##### SPECIFIC GOALS:

- A. Define in clear and specific terms the criteria for the classification of historic structures.
- B. Protect historic areas from incompatible development.

- C. Provide incentives for rehabilitation of historic structures, i.e. establishment of local public funds.
- D. Encourage coordination among those revitalizing historic structure to create a common atmosphere.
- E. Restrict unnecessary auto traffic where possible in the historic areas.
- F. Provide appropriate street furniture to dramatize historic areas.

#### INDUSTRY

##### GENERAL GOAL:

Undertake a more thorough analysis and investigation of industrial and warehousing needs to serve the core.

# **PLAN CONCEPT**

## PLAN CONCEPT

Three alternative plan concepts were evaluated. These are identified below, along with the major advantages and disadvantages of each concept.

### Dispersal Concept

Complete dispersal of development within Downtown, with emphasis on total accessibility and parking.

#### Advantages:

1. Equal accessibility throughout Downtown
2. Few restrictions on new development

#### Disadvantages:

1. Lacks sense of identity
2. Scatters land use functions
3. Emphasizes vehicle traffic and parking

### Multi-Node Concept

Concentrated development around peripheral parking facilities at major access points into Downtown.

#### Advantages:

1. Intercepts traffic at major entrances into Downtown.
2. Relates building density and parking to the major access points.

#### Disadvantages:

1. De-emphasizes the existing office district and the retail core.
2. Requires extensive bus shuttle system.

### Linear Concept

Concentrated development along a strong transit corridor with peripheral parking at each end.

#### Advantages:

1. Reinforces existing development patterns.

2. Emphasizes highly accessible office corridor and retail core
3. Develops peripheral parking connected to a strong transit system.
4. Provides a strong sense of legibility and identity.

Conclusions:

1. The dispersal concept encourages Downtown to continue developing in its present fashion.
2. The multi-node concept has several good features, mainly related to development concentrations at major access points.
3. The linear concept places emphasis on reinforcing existing patterns of development related to a strong transit system.

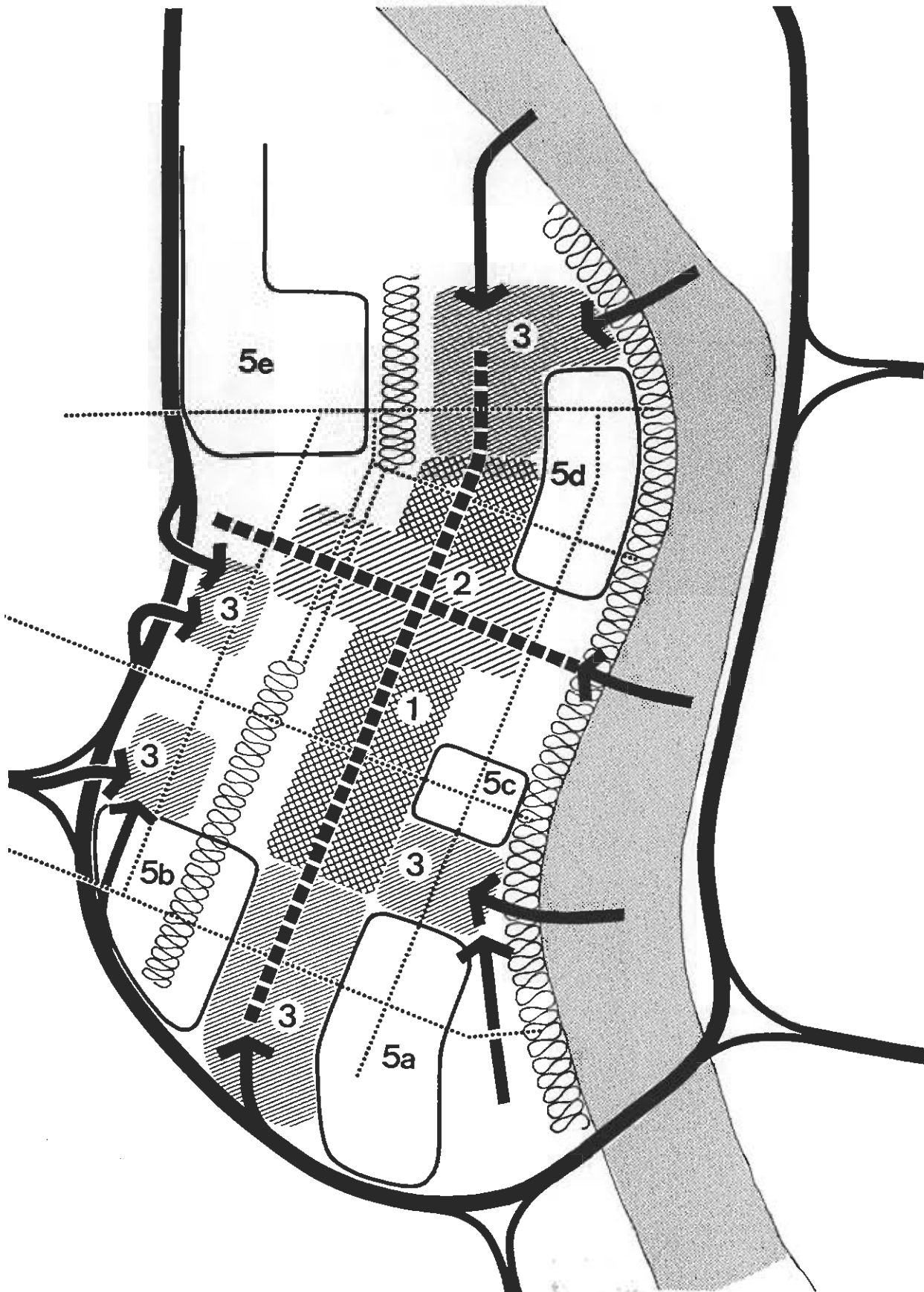
A combined linear/multi-node concept best meets the planning goals for Downtown. The plan concept features are summarized below;

1. High-density north-south concentration of office development reinforcing existing patterns.
2. Compact east-west retail core concentration extending to the river.
3. Medium density office concentrations at major access points into Downtown.
4. Remainder of area inside freeway loop development in medium and lower density uses.
5. North-south transit corridor centered on high-density spine and connected to peripheral parking at each end.
6. East-west transit corridor centered on high-density spine and connected to peripheral parking at each end.
7. Waterfront esplanade penetrating into Downtown where soft spots occur.
8. Existing special districts are identified and strengthened.
9. Strong north-south and east-west pedestrianways link development concentrations and special districts.



# CONCEPT PLAN

1. HIGH DENSITY OFFICES RELATED TO NORTH-SOUTH TRANSIT
2. STRONG, COMPACT RETAIL CORE RELATED TO N-S AND E-W TRANSIT
3. MEDIUM-DENSITY OFFICE RELATED TO MAJOR ACCESS & PERIPHERAL PARKING
4. LOW-DENSITY MIXED USES INCLUDING HOUSING, OFFICES & COMMUNITY FACILITIES
5. SPECIAL DISTRICTS
  - a. PORTLAND CENTER
  - b. PORTLAND STATE UNIVERSITY
  - c. GOVERNMENT CENTER
  - d. SKIDMORE FOUNTAIN/OLD TOWN
  - e. INDUSTRIAL



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# **PLAN GUIDELINES**

## PLAN ELEMENT GUIDELINES

This section describes planning guidelines for each plan element: Land Use, Environment, Circulation, and Density.

### LAND USE

#### OFFICE

Office development is the most dominant land use Downtown. It is also the major form determinant. Office space Downtown has nearly doubled in the last ten years. Financial and corporate uses have accounted for much of this growth. An expansion in the scope of business activities and an increase in space per employee have been contributing factors. If present trends continue, office floor area may again double in the decade of the 70's.

Existing major office concentrations which are reinforced by the plan are:

1. The older, established office core between Pine and Morrison from Third to Tenth.
2. The newer office corridor between Fourth and Broadway from Yamhill to Clay.
3. The South Auditorium Urban Renewal Area.
4. The medical office concentration west of Tenth.

#### Planning Guidelines

1. Develop a high-density linear concentration of office extending from Burnside to Market between Fourth and Broadway, oriented to the north-south transit malls.
2. Develop a medium-density office concentration adjacent to major access points into Downtown, oriented to peripheral parking structures.
3. Permit low-density office development dispersed throughout Downtown.
4. Allow no office development adjacent to the South Park Blocks and within the Waterfront.

5. Limit the height and bulk of office buildings adjacent to the waterfront and in the Old Town/Skidmore Fountain area, consistent with the existing and planned character of these areas.
6. Encourage rehabilitation of historic buildings as offices.
7. Encourage commercial activities at the ground level of office buildings, especially in the retail core and along the high-density corridor.
8. Through incentives, encourage office buildings to be set back from the property line to provide more public open space.
9. Through incentives, encourage the design of office buildings to include arcades or covered walkways.

## RETAIL

Downtown Portland contains a wide variety of retail activities ranging from those which serve the entire metropolitan area to "supportive" convenience uses which serve only adjacent office and housing areas.

The Downtown retail core is regional center for comparison and specialty shopping. Its importance has diminished in recent years due to the lack of amenity, convenient access and parking, and the emergence of large outlying shopping centers. More of these centers are planned.

Retail sales Downtown declined throughout the 1950's and early 1960's but now appear to have stabilized. Recent major additions in Downtown office space and employment are largely responsible.

The plan seeks to strengthen Downtown's role as the major center for retail activities and consumer services by:

1. Maintaining a compact retail core that is relatively free from pedestrian-auto conflict.
2. Creating a pleasant pedestrian environment.
3. Providing adequate close-in short-term parking and convenient access to public transit.
4. Making the retail core more accessible from other parts of Downtown.
5. Encouraging the renovation of run-down retail stores and building a new retail facilities on first floors of new office buildings.

### Planning Guidelines

1. Strengthen the Downtown retail core by concentrating retail uses, providing convenient, close-in shopper parking and improved public transit, and by creating a pleasant pedestrian environment.
2. Encourage expansion of the retail core in the direction of the waterfront by development of tourist-oriented retailing there.

3. Encourage continued concentration of specialty retailing and restaurants in the Skidmore Fountain/Old Town area, with special attention paid to the environment of the area.
4. Maintain a "Farmer's Market" type facility in Downtown in the existing area along Yamhill or in the ground floor of a new structure on, or near, the waterfront.
5. Create a "Ghirardelli Square" type commercial center in the north part of Downtown with Union Station and the Hoyt Hotel as focal points.
6. Encourage specialty retailing and restaurants along the Central Waterfront as shopper and tourist attractions.
7. Create a river-oriented commercial-recreation focus south of the Hawthorne Bridge.
8. Strengthen and concentrate convenience retailing in the Lovejoy Fountain Center, near the University at 6th and Hall, and at 10th and Jefferson to support nearby residential uses.
9. Develop a specialty commercial area around the North Park Blocks for uses such as lighting showrooms, office furniture, stationery and specialty printing shops.
10. Encourage commercial activities at street level in all buildings, including parking structures. Convenience retailing -- newsstands, candy shops, barber and beauty shops, restaurants and cafes, flower shops, etc. -- is recommended throughout Downtown in support of office and residential uses.
11. Develop concentrated retailing along major ground-level and second-level pedestrianways.



## ENTERTAINMENT

This category consists mainly of theaters and restaurants. Broadway is the principal entertainment street in Downtown. The location of the city's major hotels along or near Broadway is compatible with, and adds to, this concentration of entertainment activities. Restaurants are scattered throughout Downtown. A number of specialty restaurants have located in the Skidmore Fountain District and several oriental restaurants are concentrated along N. W. Fourth Avenue.

While not occupying an extensive amount of land area, theaters and restaurants are a significant Downtown land use and constitute an important activity during the hours when stores and offices are closed. The concentration of theaters on Broadway adds to the color and vitality of Downtown. The specialty restaurants in the Skidmore Fountain District help to give this historic part of Downtown its special character.

### Planning Guidelines

1. Strengthen the existing concentration of theaters, restaurants and hotels along Broadway by adding more entertainment activities and introducing environmental improvements.
2. Encourage the location of restaurants in support of new office concentrations, along major pedestrian paths, and along the waterfront.
3. Encourage additional specialty restaurants in the Skidmore Fountain/Old Town District.
4. Reinforce the Oriental restaurant concentration along N. W. Fourth Avenue with additional entertainment facilities and specialty shops.

## HOUSING

The number of housing units Downtown (within the freeway loop) decreased from 28,000 in 1950 to 11,000 in 1970. Downtown housing has been displaced mainly by urban renewal projects, Portland State University and the Stadium Freeway. There is a small counter trend in the new high-density high-income housing in the urban renewal area south of Market Street.

It is apparent that many people find Downtown an agreeable place to live. This is true for all income groups, although families with young children ordinarily prefer other locations. Many low-income people -- especially older persons -- enjoy the proximity of Downtown activities and community services.

A resident population helps to support many of the diverse activities which make Downtown successful -- retail stores, restaurants, theaters, etc.

Economic considerations do not favor the development of new housing units Downtown for moderate and low-income people.

Downtown dwelling units are mainly in apartment buildings and in residential hotels which range in quality from excellent to "substandard." The poor housing in the Skid Road area along Burnside and in the Lownsdale Square area is both a physical and social problem. A number of public and private social agencies have programs dealing with the residents of these areas but they are not coordinated. The lack of alternative housing for many residents of these two areas is a deterrent to strict code enforcement by the city.




There is a large area of scattered housing west of Tenth Avenue and between Fourth and Broadway south of Market Street. These areas contain the majority of Downtown residents. Several buildings in these two areas have recently been rehabilitated.

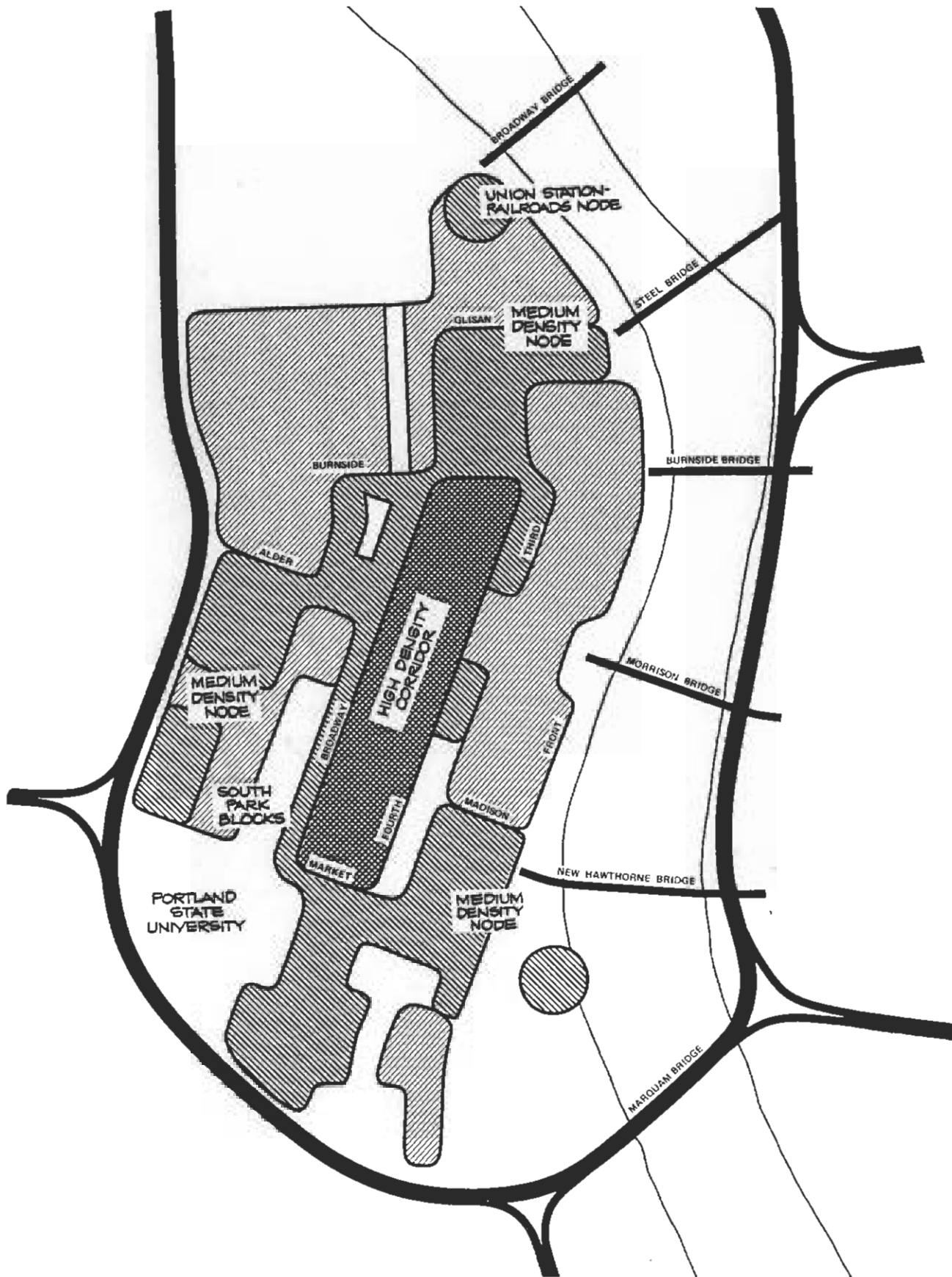
There are several other residential areas adjacent to Downtown -- Goose Hollow, Civic Stadium, Lair Hill and Northwest -- in which much of the housing is in stages of deterioration.

A major goal of the Downtown plan is to increase the supply of Downtown housing for all income groups. There are several ways new housing can be encouraged:



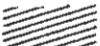
1. Land values can be set in urban renewal projects to encourage private investment in new housing.

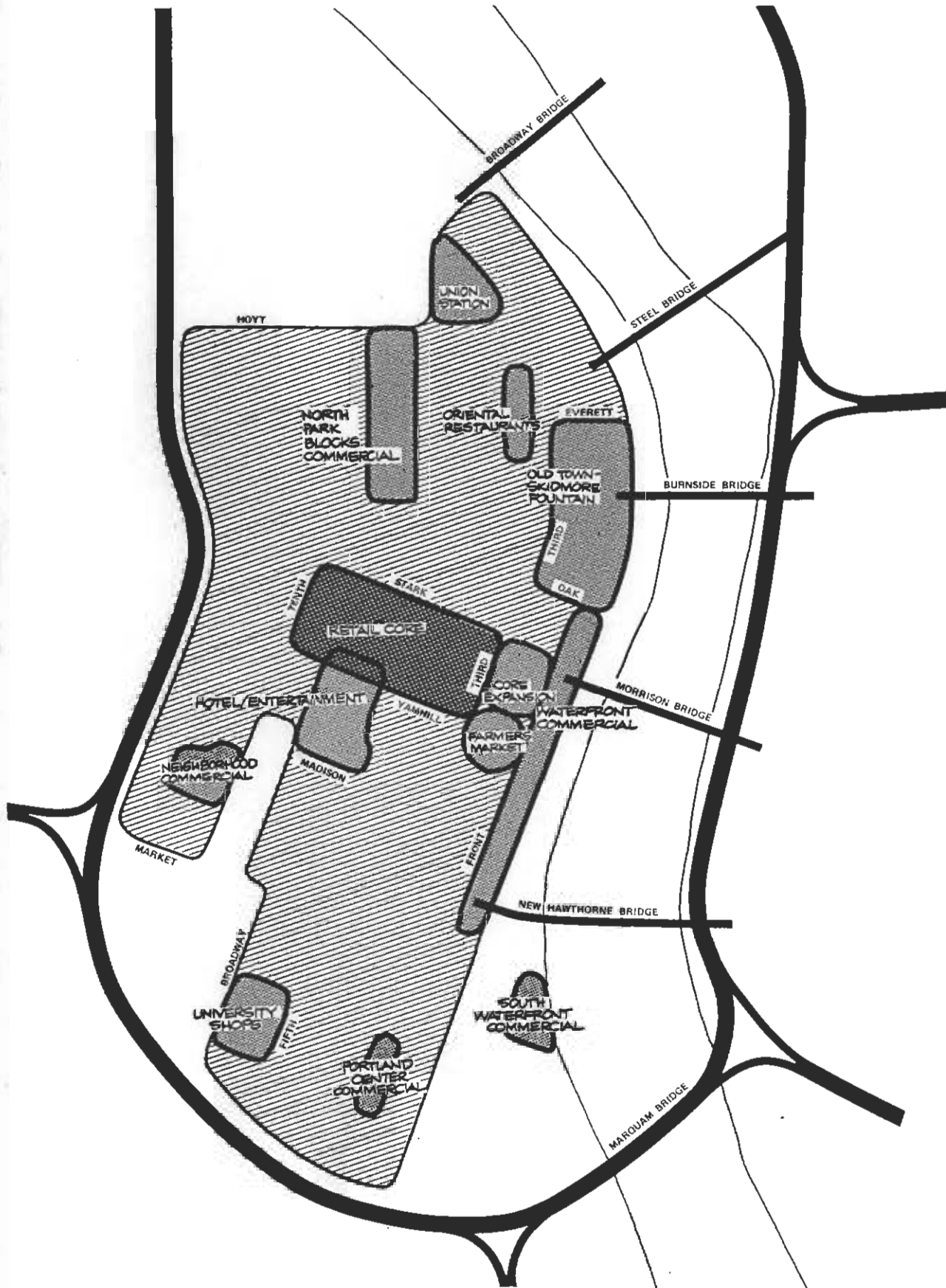
# OFFICE

-  LOW DENSITY
-  MEDIUM DENSITY
-  HIGH DENSITY



# RETAIL & ENTERTAINMENT

-  RETAIL CORE
-  SPECIALTY CONCENTRATIONS
-  CONVENIENCE COMMERCIAL



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2. The housing authority can develop subsidized housing for low-income groups, the elderly, and minority groups who want to live Downtown but are unable to obtain housing within their financial means. This can include both rehabilitated and new housing.
3. Private investors can develop: (a) higher-income housing that is privately financed, and (b) subsidized medium and low-income housing.
4. Development incentives can be formulated to allow higher densities for housing than for office uses.

### Planning Guidelines

1. Assign responsibility for implementing housing guidelines to a city department in order to:
  - a. better coordinate efforts of city agencies that affect Downtown housing and related social services.
  - b. coordinate, and where possible, give direction to the efforts of non-profit and other private agencies where their actions affect the housing supply.
  - c. assure that Downtown residents are part of the public review process concerning public and private projects which affect them.
2. Provide a minimum of one replacement unit in the same relative rental category in Downtown or in adjacent areas for every unit removed. Phase out substandard housing as replacement housing becomes available.
3. Where either public or private relocation is necessary:
  - a. Survey affected residents and determine the kind of living environment and the areas in the city they desire to live in.
  - b. For those wishing to live in or close to Downtown, adequate replacement housing will be provided. This may be in the form of existing standard housing, rehabilitated housing or new housing.
  - c. Replacement housing will be made available and relocation completed before any redevelopment is allowed to begin.

4. Develop incentives such as subsidies, tax relief, or increases in density to encourage rehabilitation or new housing construction Downtown.
5. Specifically encourage the development of new housing units in the following locations:
  - a. South Auditorium Urban Renewal Area. Urban renewal plans call for three areas of medium and high-income housing development: (a) the existing Portland Center Apartments with 540 units, (b) the American Plaza Condominium with 334 units under construction, and (c) 282 units planned for the area south of Lovejoy Park.
  - b. Fourth-Broadway Corridor South of Market Street. Mixed income housing is proposed for the area south of Clay Street between Fourth and Broadway. This area presently contains a private student dormitory and a few older apartment buildings which can be rehabilitated. A 150-unit high-income condominium is planned for the block bounded by Clay, Market, Fourth, and Fifth. The attributes of the area include convenient access to Portland State University, the adjacent urban renewal area, parks, and excellent bus service to the retail core.
  - c. Waterfront Area. There is opportunity for housing near the waterfront between the Morrison and Hawthorne bridges. Through urban renewal and other federally-subsidized programs, low-income and elderly housing can be provided in this area as replacement housing for the existing Lownsdale Community. Private investors can build middle and high-income housing overlooking the waterfront.
  - d. Skidmore Fountain Area. Because of the scale and character of the Skidmore Fountain area, new development must be compatible with existing historic buildings. This type of low-rise housing can probably be accomplished only as an urban renewal project, and will likely be feasible only for higher-income units. Housing can add much needed life to this historic area.
  - e. Union Station-Railyard Area. An economic feasibility study prepared for this railroad property suggests a refuse potential for mixed income housing, offices, and commercial facilities. The area is large enough, approximately 26 acres, so that housing of various types and income levels can be developed.

- f. North of Burnside. Short-range opportunities are probably limited to improvements in the supply of housing for the single men who live in the area. There is a need to provide replacement housing for this very low-income group. This population group requires special social and commercial services and facilities.

Long-range redevelopment of this entire area is suggested for mixed use, mainly retail, office, and housing.

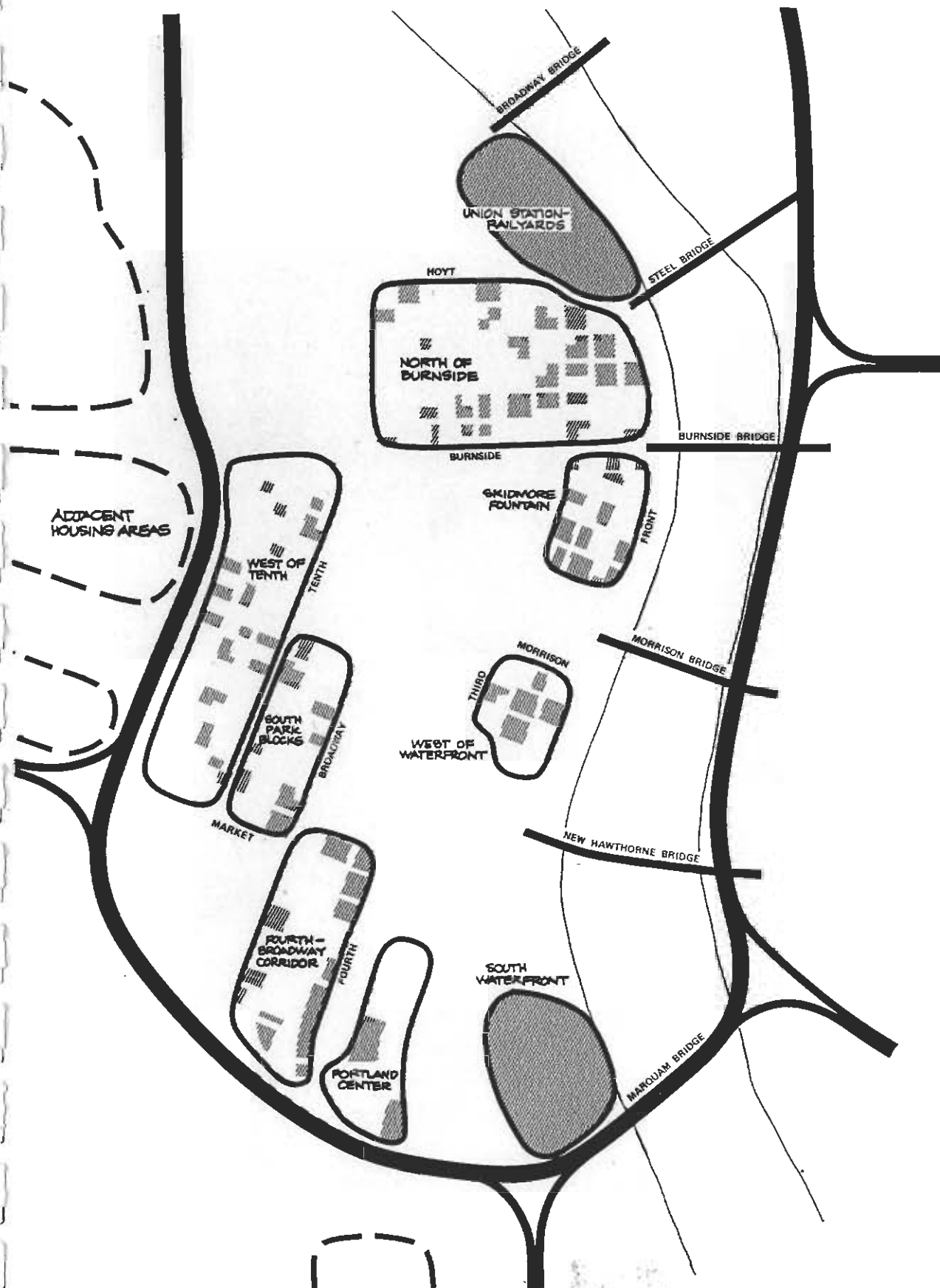
- g. West of Tenth Avenue. This is an ideal location for Downtown housing. The area has many "soft" or vacant parcels, few incompatible uses, does not have a high density of vehicle traffic, is close to the retail core, and contains low and moderate-income housing which is in good condition or can be feasibly rehabilitated.

There is also some interest by the churches in the area in building additional housing.

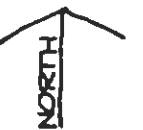
- h. South Park Blocks. Additional housing can be mixed with the cultural-religious facilities along the South Park Blocks. This "fill-in" housing on "soft" parcels will give physical definition to, and benefit from, the adjoining open space.
- i. South Waterfront. The large vacant area along the waterfront between the Hawthorne and Marquam bridges provides the opportunity for housing on the waterfront adjacent to Downtown. Plans are currently being developed for this area for mixed commercial-recreational usage. The addition of housing in the area will provide a resident population which can take advantage of these commercial-recreational facilities.

# HOUSING

- DISTRICTS WITH HOUSING
- ▨ POTENTIAL HOUSING SITES



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## INDUSTRY

Industrial uses in Downtown -- mainly wholesaling and warehousing -- are concentrated north of Burnside and west of the North Park Blocks. This industrial area provides convenient wholesale and warehouse distribution support for Downtown retail business. The district is served by rail and has good access to the freeway system.

The area's problems have to do with the obsolescence of many of the buildings, use of streets for both loading and circulation, conflicts between rail and truck loading, and lack of off-street employee parking.

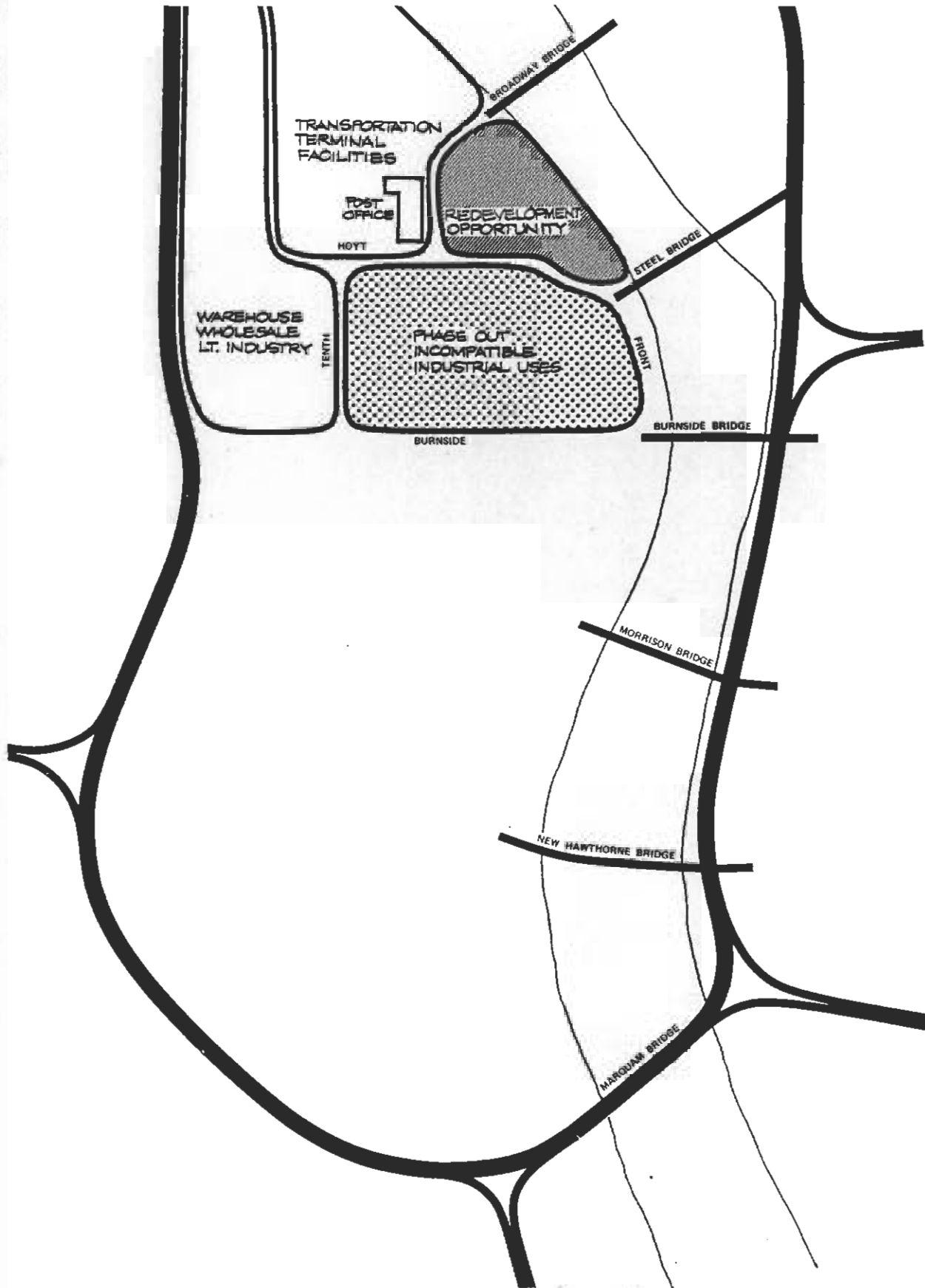
There is a need for more detailed study of the economic viability of land uses in this area, possible future land use mixes, open space needs, parking needs, and environmental considerations.

Other areas in Downtown with industrial activities are along the waterfront south of the Hawthorne Bridge, in scattered locations north of Burnside east of the Park Blocks, and the railyards north of Hoyt Street.

### Planning Guidelines

1. Maintain wholesale and warehouse uses north of Burnside between the North Park Blocks and the Stadium Freeway as support facilities for Downtown retail businesses.
2. Phase out and relocate scattered industrial uses north of Burnside between Front Street and the North Park Blocks.
3. Redevelop obsolete industrial areas for new mixed use development including retail, office, housing, and recreation. These areas are:
  - a. the existing railyard and warehouse area north of Hoyt Street from Union Station to the river.
  - b. the former Multnomah Plywood property and the Pacific Power & Light property south of the Hawthorne Bridge between the river and Harbor Drive.
4. Discourage the location of manufacturing and warehousing uses which do not require a Downtown location.

# INDUSTRY



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## COMMUNITY FACILITIES

Community facilities include governmental, cultural, religious, educational and exhibition activities.

Portland State University occupies some 34 blocks in the south part of Downtown and is presently developing its campus as an urban renewal project. The University is revising its building program in light of policy changes and educational needs; however, long-range requirements for land suggest that the present boundaries be retained for planning purposes.

The City of Portland and Multnomah County have jointly developed a program to expand the existing government center to include six blocks east of the city hall and court house, incorporating Chapman Square and Lownsdale Square and the planned two-block federal building and plaza.

A concentration of public and semi-public uses is located along the South Park Blocks -- the Art Museum, the Oregon Historical Society and various churches, fraternal uses and private clubs. The park blocks are an attractive setting for these activities.

Downtown presently contains no community exhibition facility. Memorial Coliseum, across the river, is the nearest facility of this kind. A need exists Downtown for a community exhibition center for Rose Festival activities, trade fairs, public exhibitions and other festivals and gatherings.

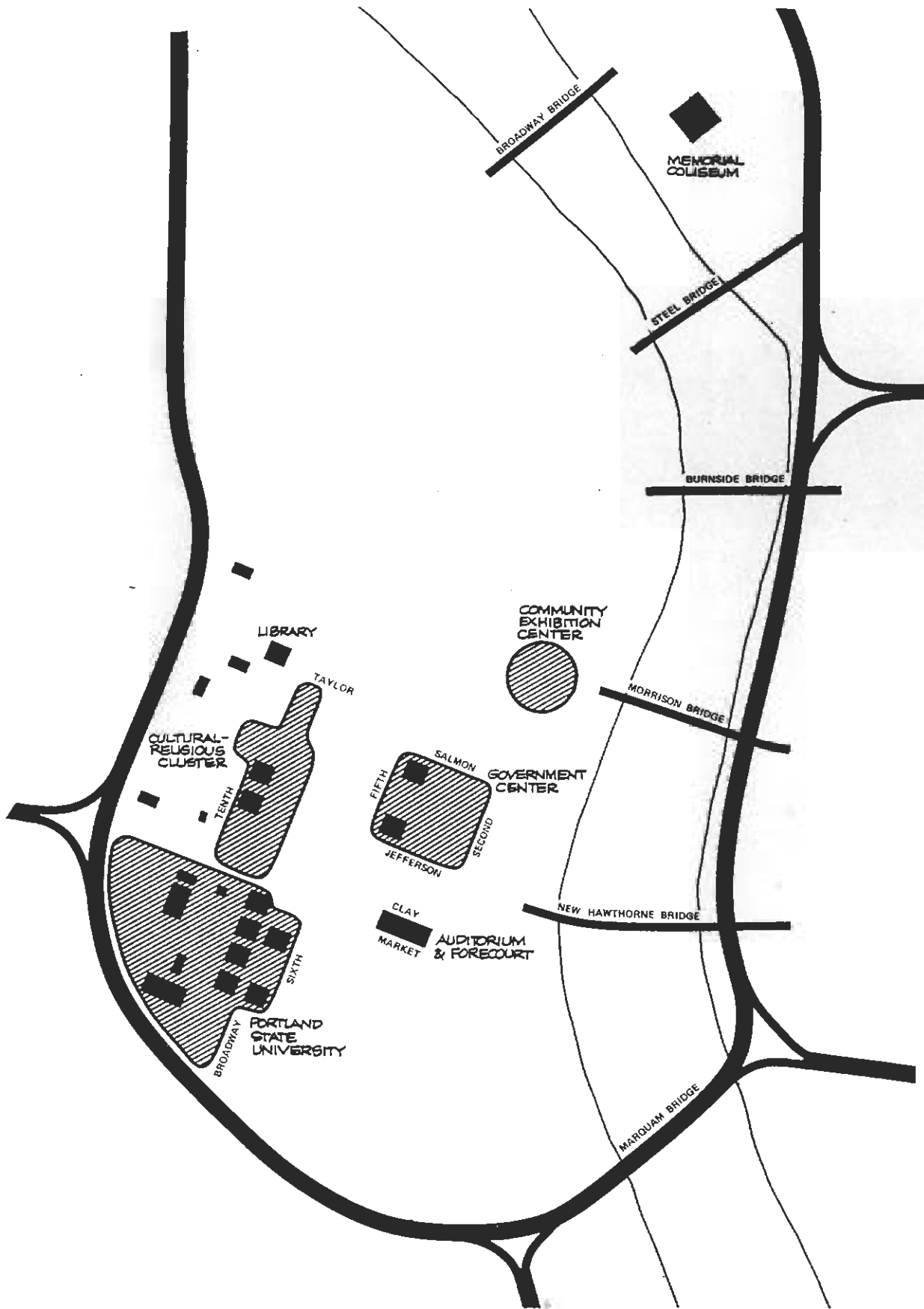
### Planning Guidelines

1. Continue the Portland State University urban renewal program as planned or as may be revised.
2. Encourage the location of support retail and service commercial uses in and around the University precinct.
3. If possible, develop student housing within the University precinct. This can only be determined after a reevaluation of the University's building needs.
4. Retain the plan for a government center in the nine-block area from Fifth to Third and from Jefferson to Salmon. Develop in this area additional office space for the city-county government and for related public agency needs.

5. Strengthen the existing concentration of public and semi-public uses along the South Park Blocks by developing "soft" blocks for compatible uses.
6. Develop a community exhibition facility for the Downtown area. The ideal location is adjacent to the waterfront at the head of the retail core and in close proximity to peripheral parking facilities.

# COMMUNITY FACILITIES

- EXISTING COMMUNITY FACILITIES
- OPPORTUNITY AREAS FOR DEVELOPMENT

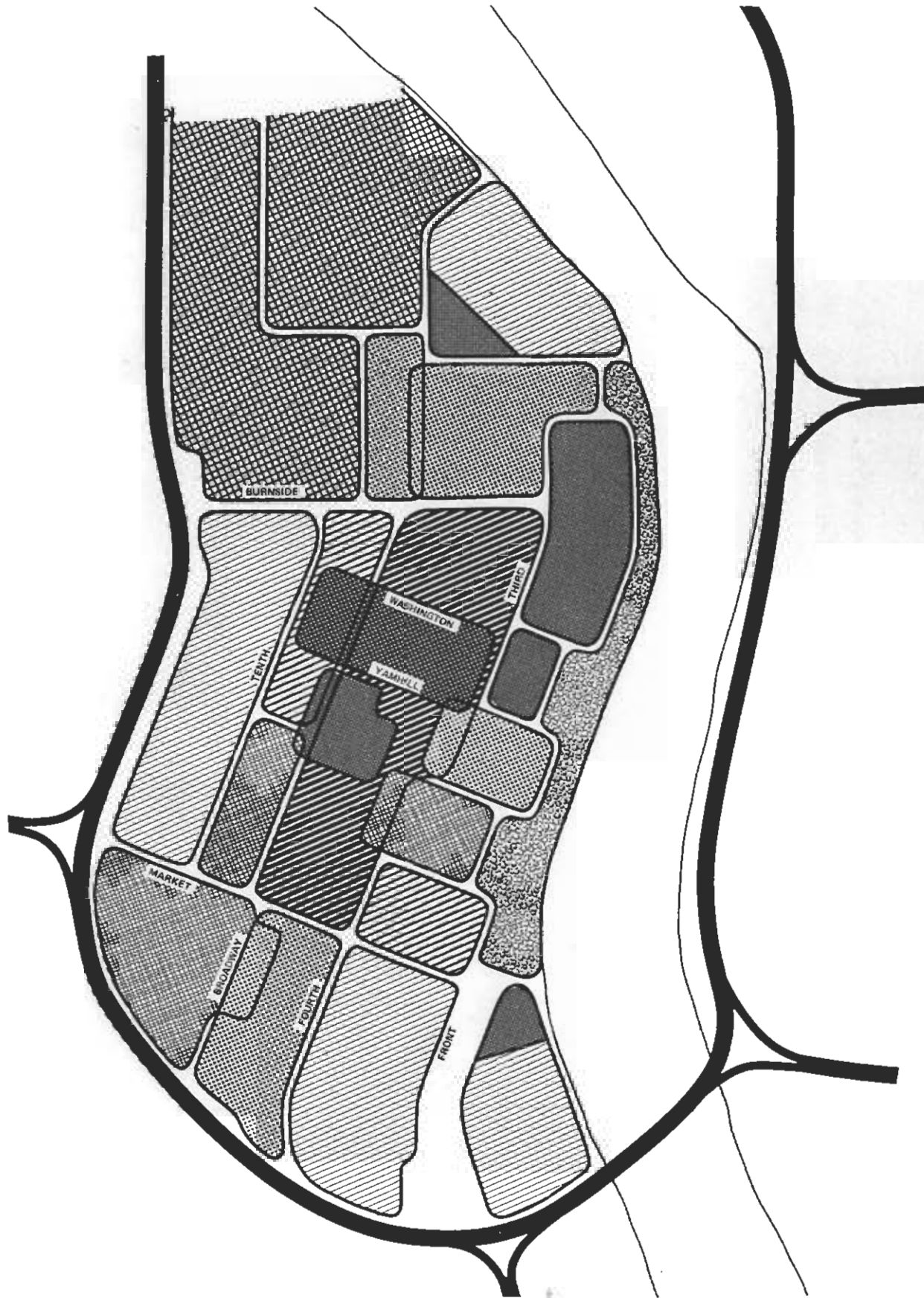


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# LAND USE BY DISTRICT

-  HIGH-DENSITY OFFICE
-  OFFICE
-  OFFICE/HOUSING
-  RETAIL CORE
-  RETAIL/OFFICE
-  RETAIL/OFFICE/HOUSING
-  COMMUNITY FACILITIES
-  INDUSTRY
-  WATERFRONT



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## ENVIRONMENT

### OPEN SPACE

Open Space can be defined as any land area which is not occupied by a permanent structure. Visual open space Downtown includes public recreation areas, building plazas, and courtyards. Other open space includes the streets and sidewalks, the freeway right-of-way, the river, and surface parking lots.

Existing usable open space is limited to the North and South Park Blocks, Lownsdale and Chapman squares, Skidmore Fountain Plaza, Auditorium Forecourt, Lovejoy Fountain, and Pettygrove Park. A few buildings have usable semi-public open space at ground level. These include the Georgia-Pacific Building and Equitable Plaza.

The need for open space is dependent on the type and density of adjoining land uses. As a general rule, open space Downtown is desirable every two or three blocks (400 to 600 feet) as in the Portland Center area. Using this standard, areas presently deficient in open space include the retail core, the area west of 11th Avenue from Burnside to Market, the area north of Burnside between Broadway and the river, the industrial district north of Burnside and west of the Park Blocks, and between the South Auditorium Urban Renewal area and the river. By this standard roughly half of Downtown is deficient in usable open space.

Portland, in recent years, has turned away from the Willamette River. Closure of Harbor Drive will provide new opportunities to gain access to the river.

### Planning Guidelines

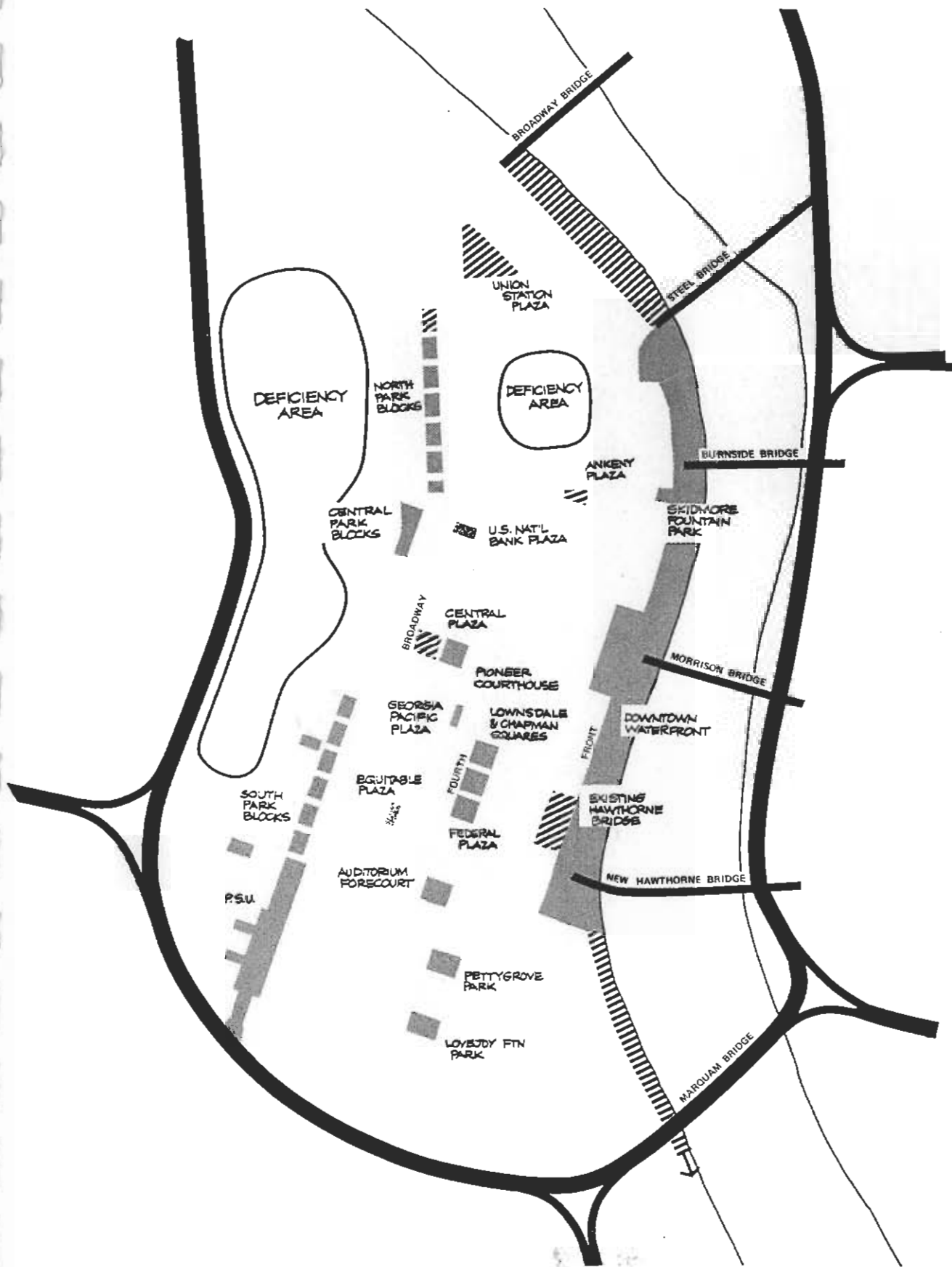
1. Develop the waterfront as a major public open space and recreation facility for the entire city.
2. Acquire the block bounded by Yamhill, Broadway, Morrison, and Sixth and redevelop as a major public square. Coordinate with the redesign of the Pioneer Courthouse open space and with the transit mall system.
3. Develop the Federal Plaza park block between Jefferson, Fourth, Madison and Third as part of a coordinated redesign including Chapman and Lownsdale squares.
4. Acquire the two park blocks between Washington and Oak streets and Park and Ninth avenues and redevelop as open space.
5. Extend the North Park Blocks to Hoyt Street by acquiring the block between Flanders and Hoyt.

6. Encourage new private developers to create public open space within their projects at ground level.
7. Encourage the design of buildings roofs as open space for tenants.
8. Require private development in the North Waterfront and South Waterfront areas to dedicate a substantial and continuous right-of-way along the river's edge for public use as part of the Willamette Greenway system.
9. Develop more detailed studies for open space requirements in remaining deficiency areas west of Tenth and north of Burnside.



# OPEN SPACE

- EXISTING
- PROPOSED
- DEFICIENCY AREAS



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## TRAFFIC FREE AREAS

Automobile traffic is noisy, smelly, and dangerous.

The plan identifies some Downtown districts as "traffic free." In some cases, this is an objective that can only be approached. Access will always be required for service and emergency vehicles even where it is possible to exclude local traffic.

In general these "traffic free" areas coincide with major use concentrations--the retail core, the university district--or they have some unifying feature such as the Park Blocks. Eliminating or reducing traffic will achieve important environmental objectives.

For the most part the traffic circulation plan provides for major traffic movements between or adjacent to districts. In the case of the Downtown Waterfront, an objective of the plan is to eliminate traffic barriers between the river and the adjoining districts.

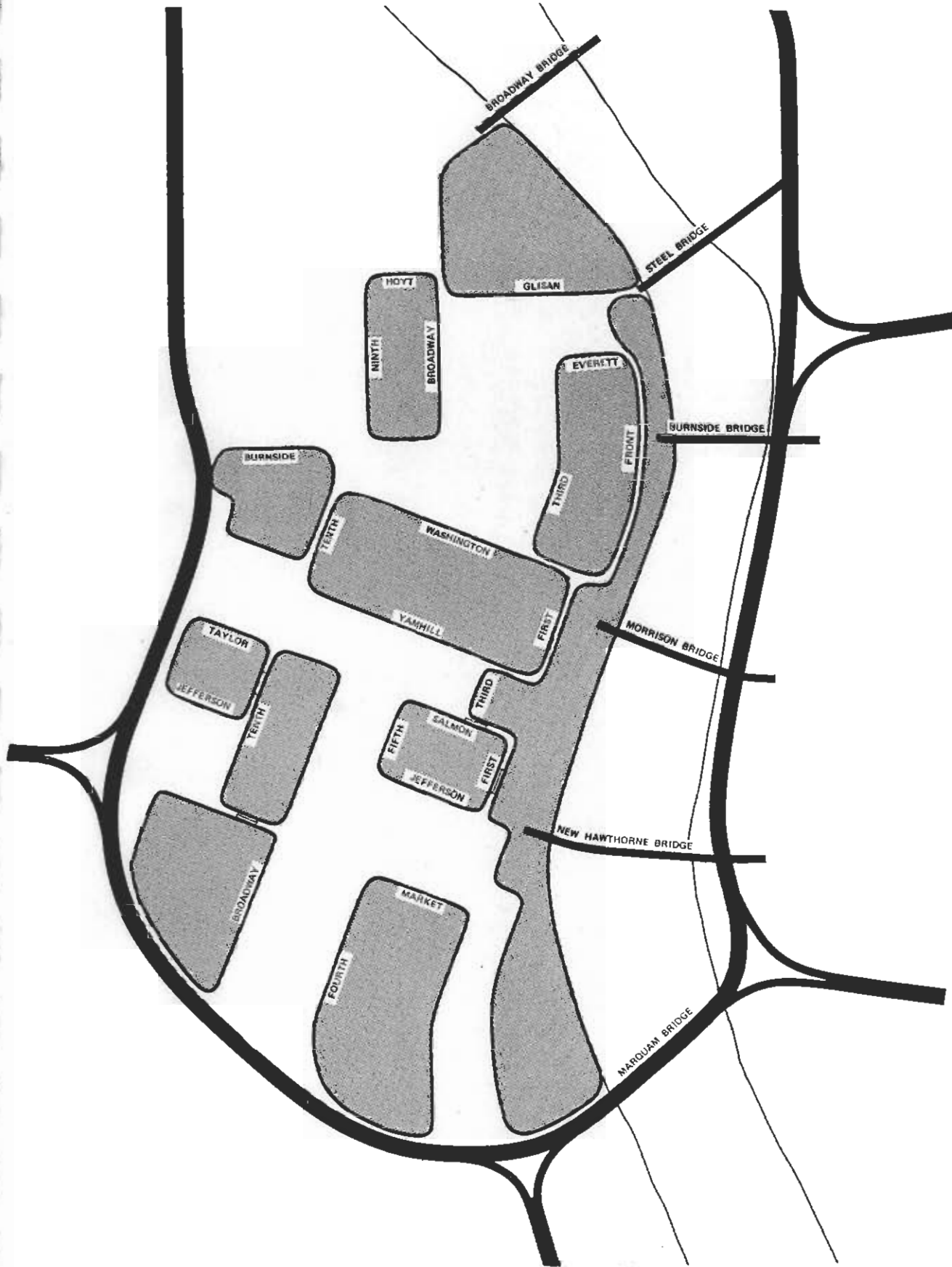
In districts where traffic remains heavy, pedestrian circulation can be improved by providing second-level connections across streets.

### Planning Guidelines

Develop a "traffic free" environment in the following districts:

1. Retail Core
2. Waterfront Retail/Exhibition Center
3. Downtown Waterfront
4. Skidmore Fountain/Old Town
5. West of Waterfront
6. Government Center
7. Portland Center
8. South Waterfront
9. Portland State University
10. South Park Blocks
11. Residential neighborhoods west of 10th
12. North Park Blocks
13. Union Station/Railyards

# TRAFFIC FREE AREAS



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## AIR QUALITY

Automobiles are the major source of air pollution in Downtown Portland. They emit carbon monoxide, hydrocarbons, and oxides of nitrogen. Reactive hydrocarbons combine with nitrogen oxides in the presence of sunshine to form photochemical oxidants -- or smog. Other air pollutants Downtown include sulfur oxides and particulates caused by industrial and commercial activities outside the Downtown area.

Tests conducted Downtown over the past four years indicate a decrease in carbon monoxide levels. Nitrogen oxide levels show a marked increase. Sulfur oxides are also on an upward trend, due to increased use of sulfur bearing fuel oil. Neither nitrogen oxide nor sulfur oxide levels at present exceed air quality standards.

Present and future federal, state, and local air pollution control programs are expected to result in a downward trend in all major contaminants by 1973.

By 1977, the major air contaminants are expected to meet existing air quality standards except for carbon monoxide levels in a few Downtown areas. Present estimates indicate that compliance with carbon monoxide standards will occur by 1983. Substantial improvements in visibility should also be evidenced by 1975.

### Planning Guidelines

1. Improve traffic circulation and parking in order to reduce air pollution.
2. Encourage increased use of mass transit.

## VISUAL IMAGE

The Plan is concerned with the image of Downtown Portland -- the way people perceive the city. Sight, smell, and sound all contribute to the way we "see" and think about Downtown. The Plan builds on existing "imageable" qualities and promotes "imageability" in districts and locations where the image is weak.

Downtown Portland is highly imageable from a distance because of its unique geographical location between the Willamette River and the West Hills. These two strong "edges" have helped to contain development within definite limits, unlike many other downtown areas. Construction of the surrounding freeway loop has reinforced these edges and has opened up spectacular views of Downtown from the East Bank Freeway.

Within Downtown, imageability is less apparent or non-existent, with several notable exceptions. These include the South Park Blocks, the Broadway entertainment strip at night, Portland State University, and Portland Center. Districts such as Skidmore Fountain/Old Town, the Retail Core, and the Waterfront have unique features which can be emphasized to make these areas more imageable. Other districts such as the Fourth-Broadway corridor south of Market and the North of Burnside area lack imageability.

Impressions of Downtown in the minds of many people can also be negative. This is true of the Skid Road area and of traffic congestion in the Retail Core.

A goal of the plan is to strengthen and reinforce imageability with existing districts and to create imageability where none exists. To accomplish this is largely a matter of the detailed planning and design of each district. As a guideline for future detailed district planning, imageable elements in Downtown which can contribute toward this goal are noted.

### Vistas, Views, and Gateways

The location of Downtown Portland in relation to its surroundings creates significant vistas. One of these is the view of Mt. Hood from the Rose Gardens and Japanese Gardens in Washington Park, with Downtown in the foreground. The vista of Mt. Hood from Vista Bridge is another traditional view. Other vistas across Downtown include the view of Mt. St. Helens from Terwilliger Boulevard.

In many cases, tall buildings can help to "frame" these vistas. In other cases, tall buildings can adversely affect these vistas or obstruct them altogether. Protecting these vistas is a responsibility of the city.

Vista corridors have been identified across the Downtown area. An east-west vista corridor runs generally between the Georgia-Pacific Building and the new First National Bank tower. The north-south vista corridor includes most of the area between Third Avenue and the river.

Views of Downtown from the West Hills and the East Bank Freeway need to give a coherent and strong visual image. This can best be accomplished by concentrating high-density development in identifiable clusters which impart a sense of legibility and orientation.

Gateways into Downtown -- mainly the bridge approaches from the East Side and approaches from the Salem and Sunset freeways -- are important visual elements. They are the "first impressions" one receives when approaching Downtown and should give a coherent impression and a sense of orientation. Some gateways into Downtown create the opposite impression. A person arriving by way of the Morrison Bridge, for example, is greeted by a disarray of parking lots, deteriorating buildings, and billboards.

Each gateway is unique and requires its own solution. The Morrison Bridge approach, if carefully planned and designed, can create a sense of arrival and orientation.

Gateways identified in the plan for detailed design consideration are:

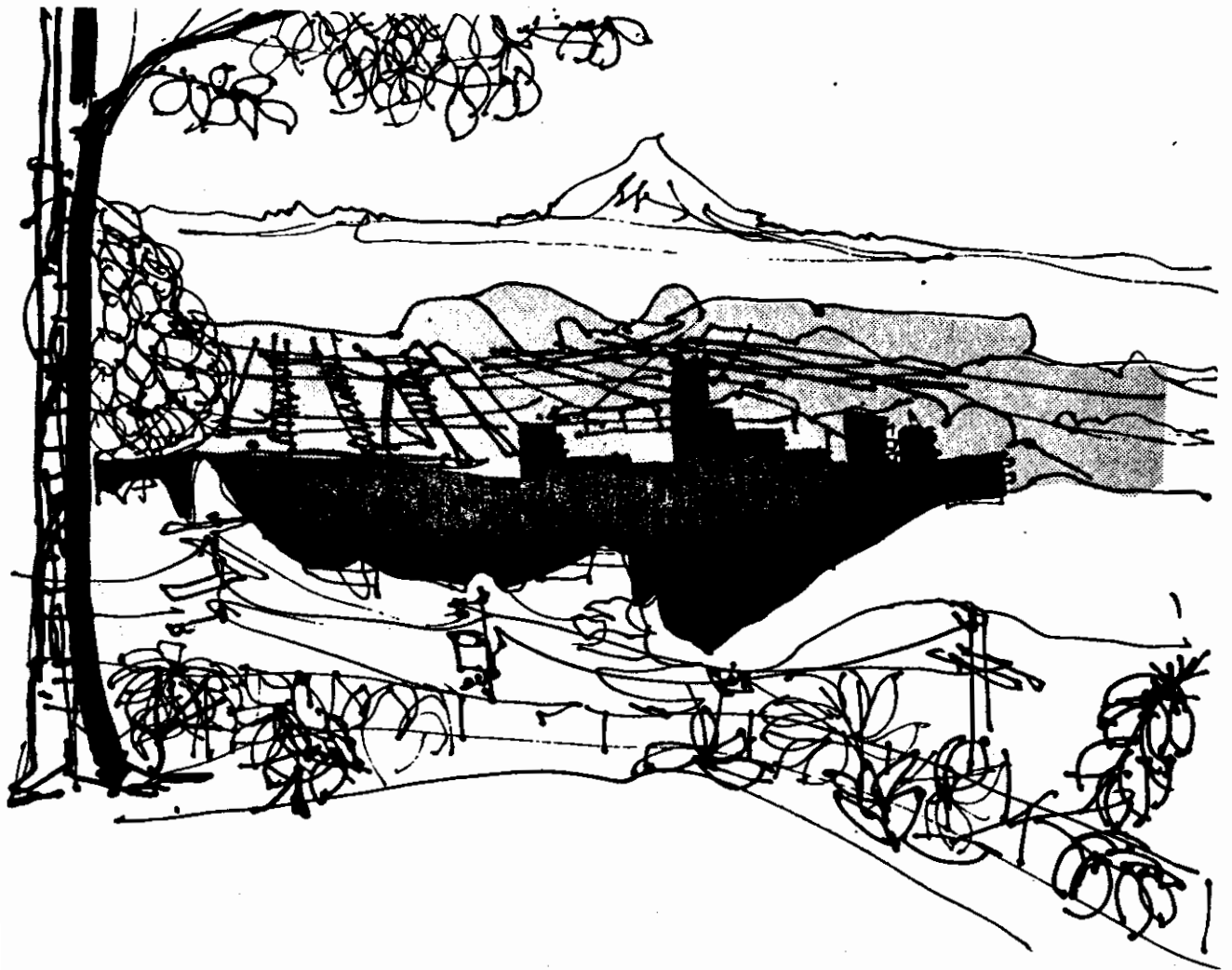
- |                             |                               |
|-----------------------------|-------------------------------|
| 1. Broadway Bridge Approach | 5. Relocated Hawthorne Bridge |
| 2. Steel Bridge Entry       | Entry                         |
| 3. Burnside Bridge Entry    | 6. Salem Freeway Entry        |
| 4. Morrison Bridge Entry    | 7. Sunset Freeway Entry       |

### Imageable Districts

Districts are imageable because they contain unifying elements or features which have a strong visual impact. The intent of the plan is to reinforce existing imageable districts and to create new imageable districts. The plan divides Downtown into 21 planning districts, each of which will have a certain amount of imageability. Those districts which will have a strong or unique visual image are listed below:

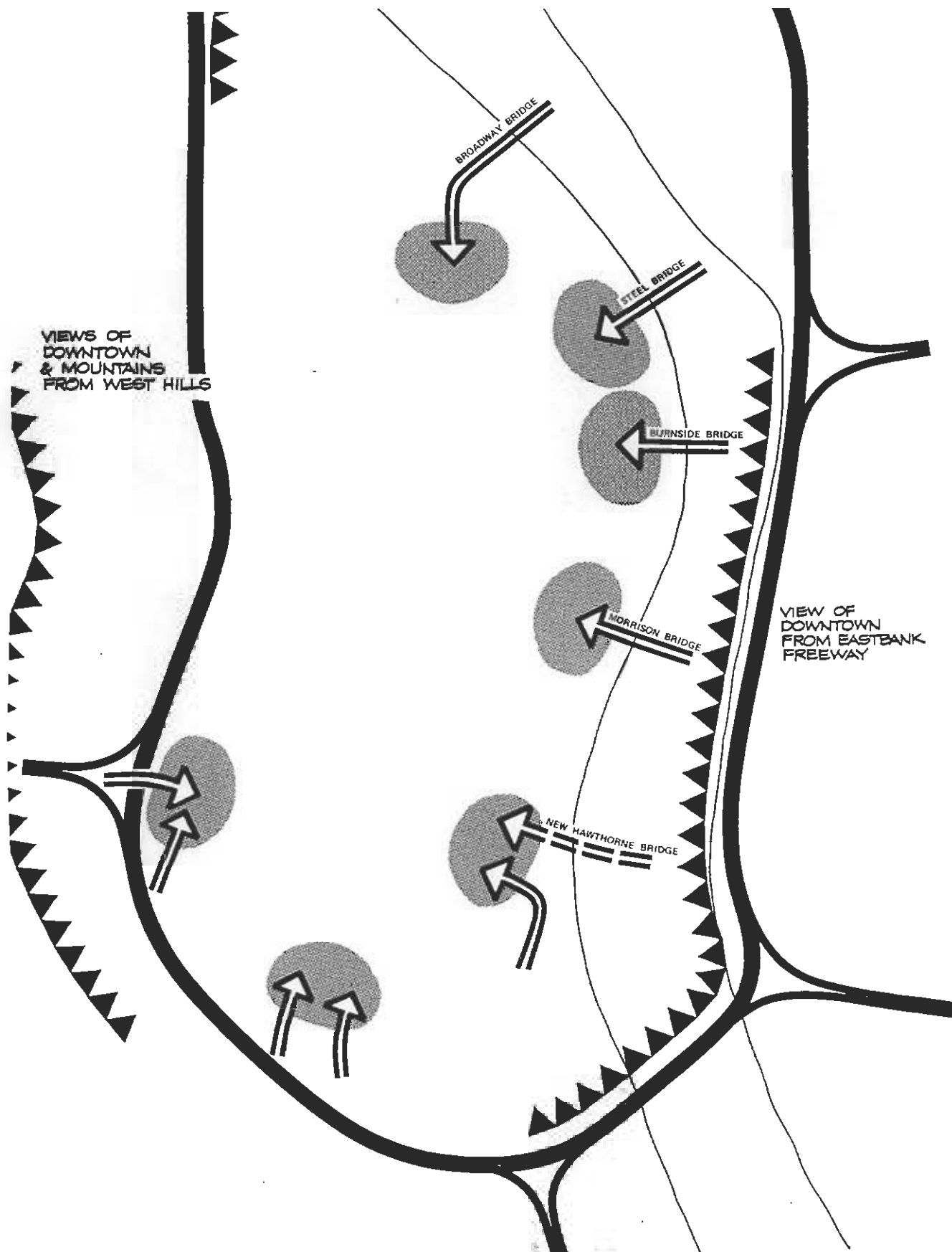
1. Skidmore Fountain/Old Town
2. Downtown Waterfront
3. Portland State University
4. South Park Blocks
5. North Park Blocks
6. Retail Core
7. Northwest Industrial
8. Hotel/Entertainment

**SIGNIFICANT VISTA FROM PITTOCK MANSION**



# VIEWS & GATEWAYS

 GATEWAYS REQUIRING SPECIAL DESIGN CONSIDERATIONS



0' 1200' 2400'





## Historic and Architectural Merit

Buildings of historic and architectural merit -- significant groupings and individual structures -- are a valued heritage that add to the quality of Downtown Portland. Density and design standards for new buildings need to respect the setting and character of historic and architecturally significant buildings.

Isolated structures can add interest and act as focal points within districts. Significant groupings of these unique buildings can help to create district imageability.

## Major Activity Nodes

Major centers of activity help to create district imageability within Downtown. Activity nodes act as focal points for the districts in which they are located. The significance of an activity node varies according to the district in which it is located. For example, the First National Bank is a major node within the high density office corridor, while the Safeway Store is a major node within the housing area west of Tenth Avenue.

In addition to the many existing activity nodes in Downtown, the plan identified additional nodes to reinforce or create district imageability.

<u>Activity Node</u>	<u>District</u>	<u>District No.</u>
First National Bank	Office	(1)
U.S. National Bank	Office	(1)
Meier & Frank Department Store	Retail	(2)
Lipman's Department Store	Retail	(2)
Rhodes Department Store	Retail	(2)
Central Downtown Plaza	Office/Retail	(1), (2)
Waterfront Exhibition Center	Retail/Waterfront	(3)
Waterfront Recreation	Waterfront	(4)
Ankeny Street Specialty Retail	Skidmore Fountain/ Old Town	(5)
Import Plaza	Skidmore Fountain/ Old Town	(5)
Auditorium & Forecourt Fountain	Auditorium Renewal	(8)
Lovejoy Fountain/Shopping Center	Portland Center	(9)
South Waterfront Commercial- Recreation	South Waterfront	(10)
University-oriented shops	Fourth-Broadway Corridor	(11)
PSU Student Center	Portland State University	(12)

<u>Activity Node</u>	<u>District</u>	<u>District No.</u>
Art Museum/Historical Society	South Park Blocks	(13)
Safeway Shopping Center	West of Tenth	(14)
Broadway Entertainment	Hotel/Entertainment	(16)
Oriental Restaurants	North of Burnside	(19)
Central Bus Terminal	North of Burnside	(19)
Union Station/Hoyt Hotel	Union Station/Railroad	(20)
Central Post Office	Railroad/Post Office	(21)

### Pedestrian Lighting

Existing pedestrian lighting systems help to identify several existing districts -- Portland Center, Portland State University, the North and South Park Blocks and Old Town/Skidmore Fountain. The ornamental lighting in the Retail Core and Office District has recently been extended into the Auditorium renewal area.

Pedestrian lighting systems can reinforce a particular pedestrianway or imageable district.

### Landscaping

Trees and other landscaping elements add color and relief to the hard surfaces in Downtown. A certain type of tree or landscaping helps to impart a pleasant visual image to a street or district. Also, certain kinds of trees and landscaping grow easily in a Downtown environment while others do not.

A landscaping and street tree planting program needs to be developed for Downtown with emphasis on visual continuity along streets and walks and variety between districts.

### Signs & Graphics

Signs are significant visual elements that are already controlled in varying degrees by the city. In addition to the continuing restrictions dealing with business signs and billboards, a public sign system employing strong graphic symbols can help to make Downtown more understandable and add a unifying element to the visual image.

### Street Furnishings

Street furnishings help create the environment within each district. These furnishings include sidewalk coverings, pavement surfaces, benches, drinking fountains, telephone booths, mail

boxes, fire alarm boxes, fire hydrants, news racks, vending kiosks, and bus shelters.

All of these features can add to, or detract from, the visual image of Downtown. A coordinated design of street furnishings is needed Downtown. Special consideration must be given with each imageable district to enhance its unique character.

### Street Design

In the future, many streets which are at present used for vehicular and pedestrian circulation and curb parking will be used in other ways. Types of streets which are identified in the plan include the following:

1. Vehicular streets
2. Transit streets
3. Local service and access streets
4. Pedestrian and bicycle streets

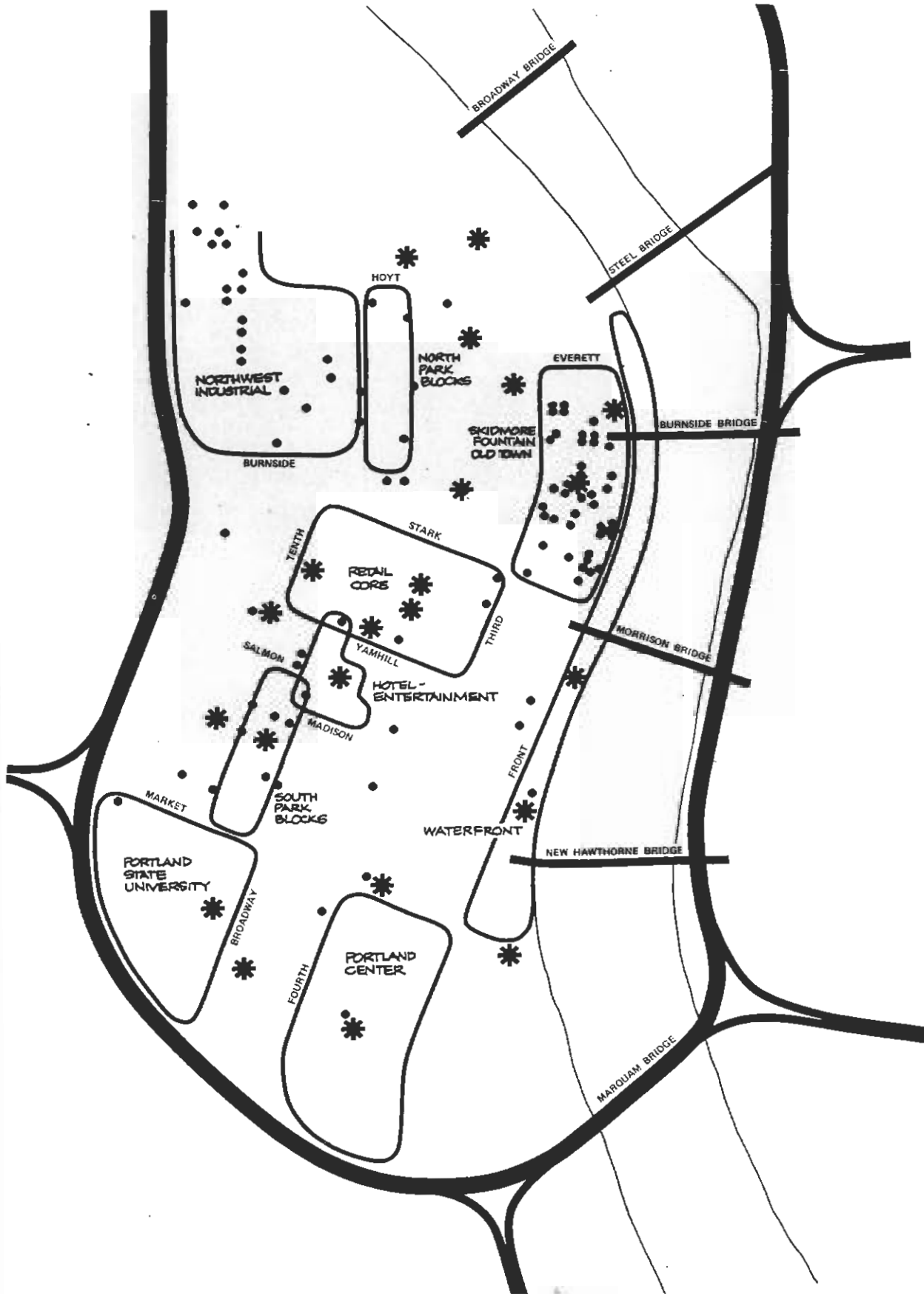
Each type of street requires special design consideration relating to the kinds of traffic it will carry, appropriate street furnishings, and for its scale relationship to adjacent buildings.

### Planning Guidelines

1. Make use of the visual image elements identified above in the detailed design of each planning district.
2. Make use of the visual image elements identified above in a design review procedure for all new development.
3. Designate additional buildings and groups of buildings of historic and architectural merit to be preserved.
4. Develop a coordinated design of street furniture elements for all of Downtown, but with special consideration for imageable districts.
5. Develop and adopt sign and graphic standards for Downtown.
6. Develop a street tree planting program for Downtown.
7. Develop a street lighting design pattern for Downtown.
8. Develop street designs for each type of street identified in the plan.
9. Develop a coordinated design for all skyway systems.

# IMAGEABLE DISTRICTS

- IMAGEABLE DISTRICTS
- \* ACTIVITY NODES
- BUILDINGS HAVING ARCHITECTURAL MERIT



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## CIRCULATION

### PEDESTRIAN CIRCULATION

The plan returns more of Downtown Portland to the man on foot. Strong pedestrian linkages are developed between major activity areas. Some Downtown districts are planned as "traffic-free" areas, largely given over to the pedestrian.

Pedestrian circulation can be improved by limiting or excluding vehicle traffic on selected streets, widening sidewalks, and providing related amenities -- covered walkways, plantings, and other furnishings. In some cases malls or walks can be developed on the pattern of those in Portland Center. In other cases streets with limited vehicle access can be permitted.

An upper level pedestrian system is practical where building complexes occupy more than a single block or where pedestrian traffic is heavy. A system of enclosed pedestrian "skyways" in the retail core can connect major retail destinations with parking.

Access into Downtown by foot is minimal, especially across the bridges from the east side and across the freeway from the west.

Bicycles will be accommodated on separate bike paths along the major pedestrianways.

### Planning Guidelines

#### 1. Develop major pedestrianways in the following locations:

##### North-South Pedestrianways

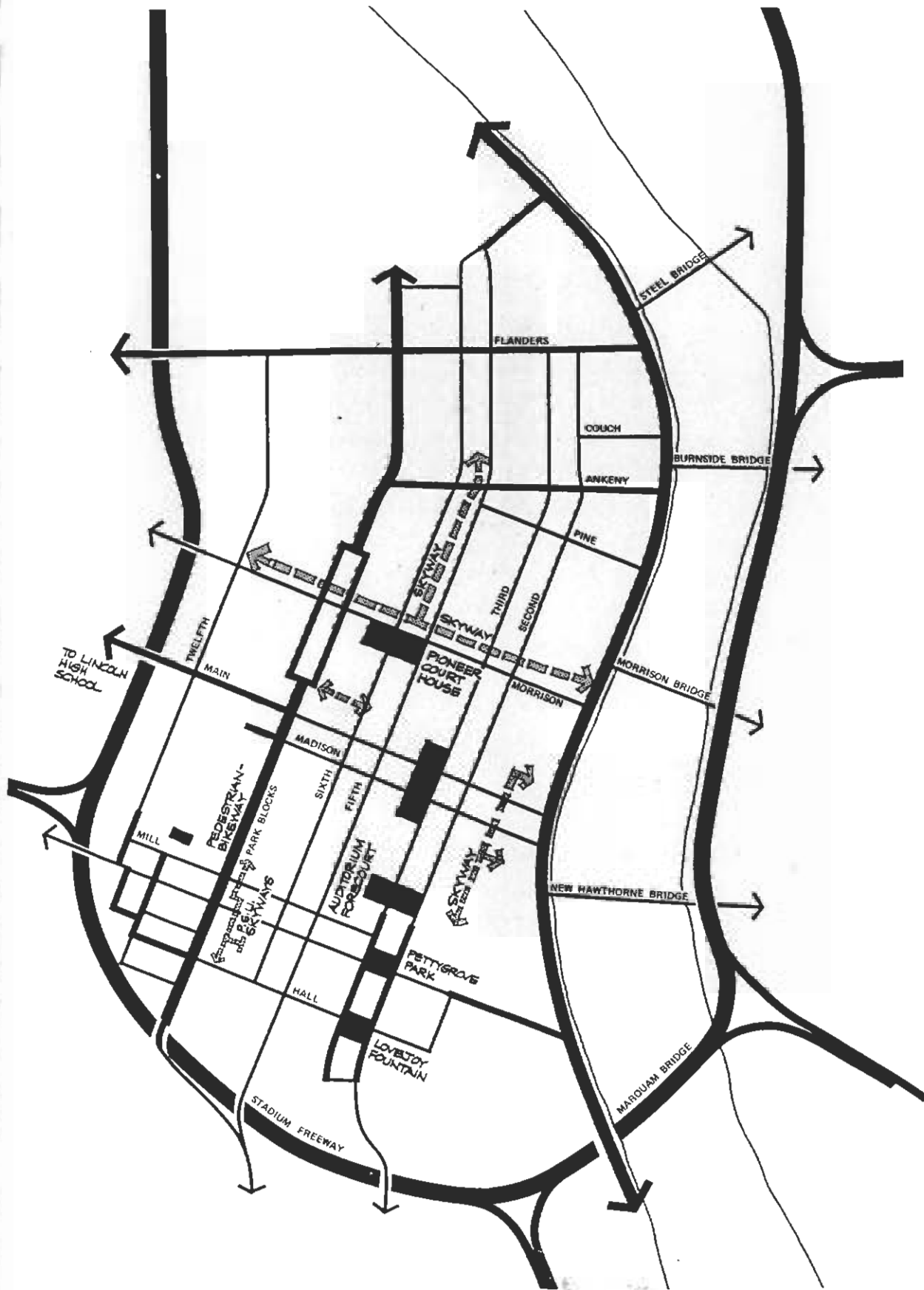
- a. Along the waterfront connecting the South Waterfront, Central Waterfront and North Waterfront districts.
- b. Second Avenue connecting Portland Center, Government Center, and Skidmore Fountain/Old Town.
- c. Along the north-south transit malls on Fifth and Sixth Avenues.

- d. Along the Park Blocks from Portland State University to the Retail Core and north to Union Station.
- e. Twelfth Avenue from Portland State University to housing areas west of Tenth Avenue.

#### East-West Pedestrianways

- a. Connecting the pedestrian systems in the Portland State University district, Portland Center, and the waterfront.
  - b. Main and Madison Streets connecting the waterfront, Government Center, South Park Blocks, and Lincoln High School.
  - c. East-west transit malls along Morrison and Alder Streets from the Waterfront through the Retail Core to housing and office areas west of Tenth Avenue.
  - d. Ankeny Street through the Skidmore Fountain historic area from the Park Blocks to the Waterfront.
  - e. Flanders Street from the Northwest Residential District to the Waterfront.
2. Promote privately developed upper-level "skyways" in the following locations:
- a. Between Fifth and Sixth north-south from Meier and Frank through the planned U. S. National Bank Building to parking facilities north of Burnside.
  - b. Between Alder and Morrison east-west from peripheral parking facilities to the center of the Retail Core. Extend this skyway to the Waterfront.
  - c. In the Government Center and Auditorium Renewal areas connecting buildings over major streets and to the Waterfront.
  - d. Connecting convention hotels together in the Hotel/Entertainment District.
  - e. In the Portland State University area connecting educational buildings and parking facilities.

# MAJOR PEDESTRIAN CIRCULATION & BIKEWAY



0' 1200' 2400'



## VEHICLE CIRCULATION

The traffic system developed for Downtown is in large measure a response to land use and environmental objectives.

Significant changes are made in the use of existing street right-of-way and in the manner that vehicles and pedestrians circulate within Downtown. Little new right-of-way acquisition is required.

In certain districts, vehicle traffic is reduced in favor of pedestrian movement. These goals have already been realized in Portland Center and in the Portland State University area. Other "traffic free" areas are the Retail Core, Government Center, the Waterfront, Skidmore Fountain/Old Town, and residential areas west of Tenth Avenue. Through traffic is routed around, rather than through, these areas and parking is located for the most part on the periphery.

Through traffic is routed around rather than through Downtown. Improvements will be made on the surrounding freeway loop for through traffic to bypass the Downtown area.

A major improvement is the closure of Harbor Drive. A two-way Front Avenue will be used as an interim facility and a distributor into Downtown until such time as mass transit and other improvements reduce the need for a major traffic route along the Waterfront. An objective of the Downtown Plan is to avoid a traffic barrier between Downtown and the river.

Burnside is improved as a two-way boulevard. The remaining major streets are organized as couplets.

Major north-south traffic couplets are:

1. Front-First from Market to Salmon, then First-Third from Salmon to Oak, and two-way Front from Oak to the Steel Bridge. An alternative is to maintain Front Avenue.
2. Fourth-Broadway except through the Retail Core.
3. Tenth-Eleventh
4. Thirteenth-Fourteenth



Major east-west traffic couplets are:

1. Everett-Glisan
2. Stark-Oak
3. Salmon-Taylor
4. Jefferson-Columbia
4. Clay-Market

Other streets in Downtown are designed to carry lighter traffic volumes and will be designed as local access streets. The "guideline plan" provides for the eventual closure of some streets to vehicle traffic as improved circulation patterns and mass transit facilities are developed.

#### Planning Guidelines

1. Develop a hierarchy of streets - major, secondary, local - for Downtown.
2. Make improvements on the Stadium and Eastbank freeways to carry through traffic around Downtown.
3. Close Harbor Drive and make interim improvements to Front Avenue.
4. Ultimately close sections of Front Avenue to provide traffic-free access to the Waterfront.
5. Implement the system of major traffic couplets identified above.
6. Improve Burnside as a landscaped boulevard.

## MASS TRANSIT

The Plan routes north-south transit on Fifth and Sixth avenues and east-west transit on Morrison and Alder. These streets will be developed as "transit malls" with exclusive bus lanes and widened, landscaped sidewalks. Private vehicle traffic on these transit malls will eventually be eliminated in the Retail Core and Central Office District and partially restricted beyond as the level of bus service is further improved.

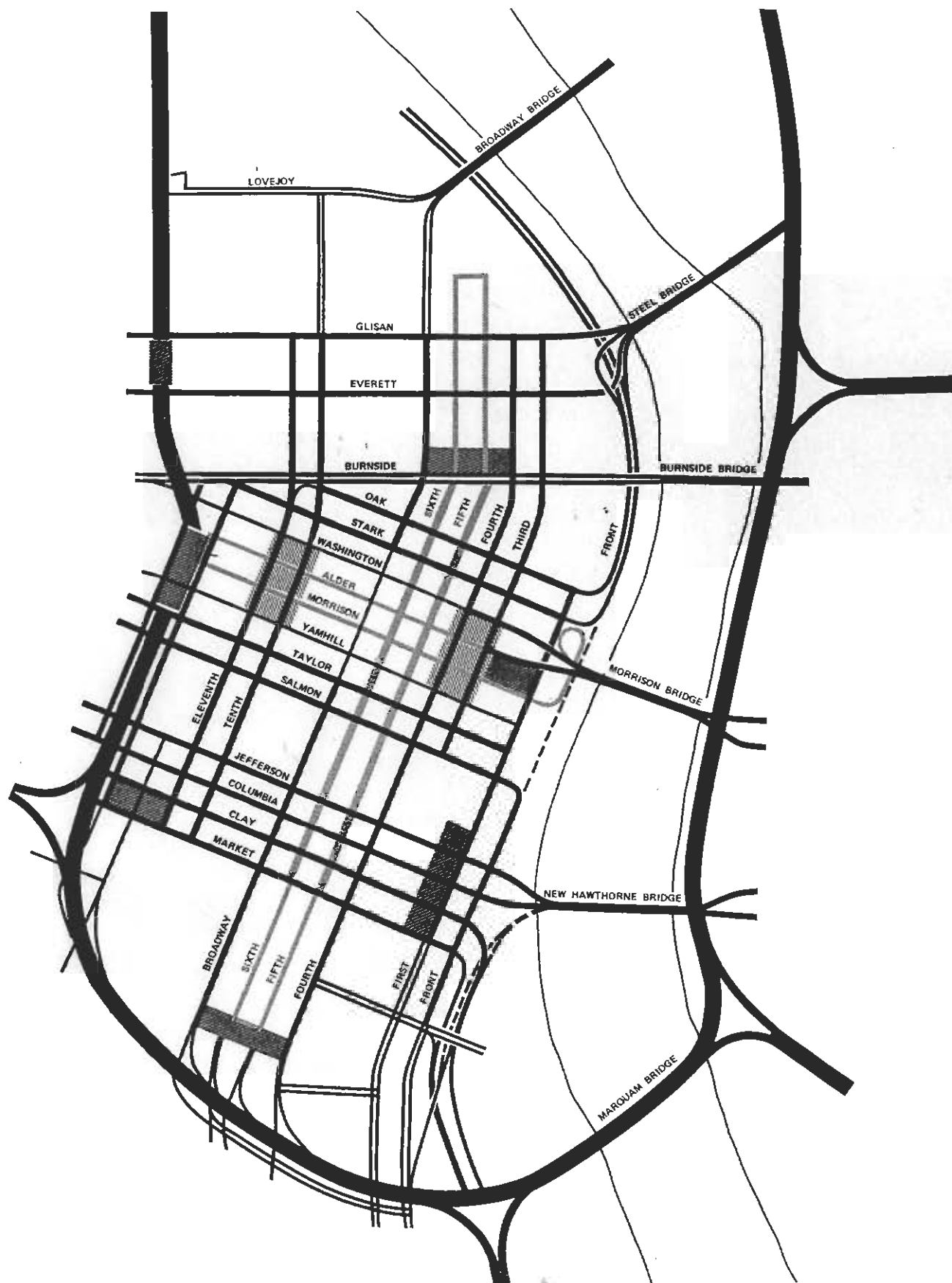
Additional Downtown shuttle service will be provided along the north-south and east-west transit malls connecting to peripheral long-term parking facilities.








Twelfth Avenue is indicated in the "guideline plan" as a combined two-way transit mall with widened sidewalks and provision for local vehicle traffic and loading. Busses using Jefferson-Columbia and the Sunset Freeway will provide service to residential and office areas along Twelfth Avenue and to Portland State University.

### Planning Guidelines

1. Proceed with the application for federal funds to develop detailed designs for the Fifth-Sixth and Alder-Morrison transit mall systems.
2. Provide additional Downtown shuttle service.
3. Develop Twelfth Avenue as a combined two-way transit mall with widened sidewalks and provision for local traffic and loading.

# PRELIMINARY TRAFFIC CIRCULATION & PARKING



-  SCHEMATIC SHORT TERM PARKING LOCATIONS
-  SCHEMATIC LONG TERM PARKING LOCATIONS
-  FREEWAY
-  MAJOR STREET
-  SECONDARY STREET
-  ALTERNATIVE BEING STUDIED
-  TRANSIT MALLS

0' 1200' 2400'



## PARKING

Much of the existing parking Downtown is disorganized and inconvenient. The Plan reorganizes parking by providing an understandable system which relates to major access points and traffic streets and distinguishes between short-term (shopper) parking and long-term (employee) parking.

Major new long-term parking facilities will be located at major access points into Downtown as follows:

1. Near the Morrison bridgehead.
2. Near the Hawthorne bridgehead.
3. South of Downtown, relating to the north-south transit malls.
4. Near the terminus of the Sunset Freeway at Clay and Market.
5. Near the Salmon-Taylor freeway ramps.
6. North of Burnside with access from the Broadway, Steel and Burnside Bridges.

Short-term parking demand is scattered throughout Downtown but is concentrated mainly in the Retail Core. Short-term parking facilities serving the Retail Core are located at the periphery in locations that have ready access from the major couplet streets: Salmon-Taylor, Stark-Oak, Tenth-Eleventh, and Third-Fourth. Parking locations can be developed east of Tenth, west of Fourth, north of Taylor and south of Stark if access and egress is limited to the major couplet streets or does not create pedestrian-vehicle conflicts. The Plan gives preference within this latter area to the development of additional retail and office space, with parking only as necessary to serve essential demands.

Curb parking is phased out between Fourth and Tenth avenues and between Taylor and Stark streets as short-term off-street facilities become available in order to reduce traffic congestion and exhaust pollution, to permit wider sidewalks, and otherwise to create a better shopping environment for pedestrians. Curb parking is also eliminated in other areas designated in the Plan as sufficient off-street facilities are developed.

Surface parking lots and mechanical garages are regarded as an interim use. In general, these are not a desirable solution to Downtown parking.

Elsewhere, convenience customer parking and other essential parking will be provided in connection with new development, with major employee parking demand to be met by peripheral long-term parking facilities. Existing, well-designed parking garages can help to satisfy this convenience customer demand.

The transportation consultant will identify specific parking sites within these guidelines.

## SERVICE AND LOADING

Provisions for service and loading will be made throughout Downtown. Generally, service and loading will be restricted to off-peak periods. Major service and loading -- refuse pick-up and large van loading -- will be encouraged during late evening and early morning hours except in the industrial district. Smaller vehicles will be permitted to provide occasional service to individual stores and buildings throughout the day.

### Planning Guidelines

1. Permit service and loading on local streets within each district.
2. Restrict service and loading on transit malls to off-peak hours.
3. Prohibit service and loading on major traffic streets except during late night and early morning hours.
4. Permit service and loading on pedestrian malls during off-peak pedestrian usage.
5. Design pull-out areas along secondary and local streets and along transit malls for taxis, "pick-up", and loading.
6. Encourage underground service and loading in new development.

## INTERCITY BUS TERMINAL

Downtown has two intercity bus terminals. Both are located in the core area in older buildings which are small and out-dated. Because of their location and size, freight and maintenance operations are separated from the terminals.

The buses operate primarily along the north-south freeway system through Portland. They use city streets for access to the terminals, which are located in an area of heavy traffic congestion.

A large number of intercity bus passengers use the Tri-Met system. Roughly half of the intercity bus passengers are passing through and have no direct concern with Downtown.

Twenty to twenty-five percent of all airline passengers begin or end their trips Downtown. A more convenient bus connection is needed to the airport. The present system has many stops and takes too long.

A new location for an intercity bus terminal should:

1. have good access to the freeway system,
2. be located outside the highly congested core area,
3. be located on the Fifth-Sixth transit mall,
4. provide a terminal location for Downtown airport bus service, and
5. provide adequate parking.

The location that best meets these criteria is north of Burnside, with access to the 5th-6th transit malls, and to the Stadium Freeway on the west and the Steel Bridge on the east.

### Planning Guidelines

Relocate Downtown bus terminals in a single facility as indicated above.

## BUILDING DENSITY

Density (building height and bulk) is a major determinant affecting the way Downtown Portland looks and functions. The higher the building density, the greater the demand on the streets that serve the property and the greater the demand for public services, including transit, utilities, and police and fire protection. Organizing Downtown by density allows the city to plan for these demands and to provide better service at less cost to Downtown properties.

The higher the density of a particular building, the greater the impact on surrounding properties. The higher the building, the more activity generated in the immediate area. High buildings can have both a positive and a negative effect on the properties around them. Investors are more likely to find Downtown Portland an attractive location if they have some assurance about how neighboring properties are going to be developed.

The higher the building, the greater its visual impact. Tall buildings can have a positive impact on the image of the city when they are well designed and well placed. They can also be overwhelming, and they can block important views and vistas. The public has a stake in how Downtown looks as well as how Downtown functions.

### Planning Guidelines

1. Permit highest densities in a corridor extending generally from Market to Burnside between Fourth and Broadway. Support this corridor with improved mass transit service.
2. Permit medium density development adjacent to the higher density corridor and at major access points leading into Downtown.
3. Protect against high-density development in locations where tall buildings will be disruptive of existing environmental values--in the Skidmore Fountain/Old Town district, along the Park Blocks, and along portions of the Waterfront.
4. Consider granting incentives--permitting greater densities or other economic benefits--in order to implement planning objectives: more downtown housing, preservation of historic buildings, provision of greater setbacks, squares and plazas, arcades or covered walks, additions to the skyway system, useable rooftop open space.



5. Develop more detailed density guidelines as a basis for administering land use regulations. Specifically, develop guidelines relating to the protection of views and vistas, and to the impact of proposed development on surrounding properties, on the street and open space system, and on the demand for public services.

# **DISTRICT GUIDELINES**

## PLANNING DISTRICT GUIDELINES

Downtown Portland is divided in the plan into a number of districts, each having its own special character. These districts are defined by their function (land use), density of development, intensity of activity, and the arrangements for vehicular and pedestrian movement within each district.

The plan puts emphasis on the development of clearly defined districts for the following reasons:

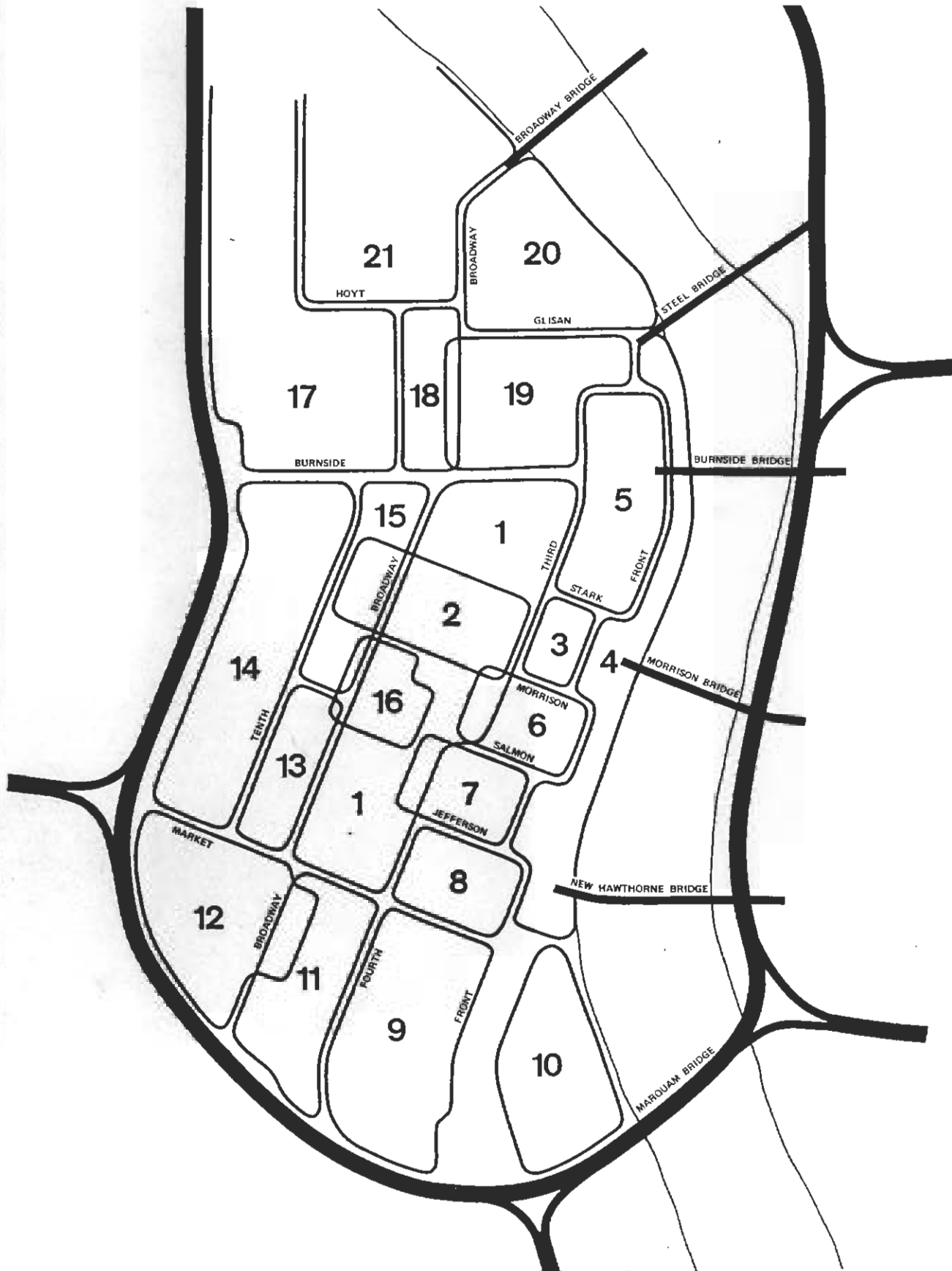
1. Certain uses are mutually supporting and therefore are more successful when grouped together. Many Downtown districts are characterized by one predominant use with compatible supporting uses. Other districts have a mixture of uses, none of which may be dominant.
2. Putting emphasis on a pattern of districts supports the goal that Downtown should be diverse and interesting, yet have a sense of order and identity to avoid the confusion and disorganization which presently characterizes parts of Downtown Portland.

The boundaries of each district are indicated on the accompanying map. They are not necessarily rigid. In some cases they overlap with adjoining districts; in some cases existing or planned development acts as a limit; in other cases the boundaries are determined by the potential for change within a given area or within neighboring areas. Major traffic routes also help to define boundaries.

This section of the plan describes each of the districts in terms of its boundaries, its general character, permitted land uses, density of development, environmental character, and the circulation system within and around the district, including pedestrian movement and parking.

# PLANNING DISTRICTS

1. OFFICE CORRIDOR
2. RETAIL CORE
3. WATERFRONT RETAIL/ ENTERTAINMENT CENTER
4. DOWNTOWN WATERFRONT
5. OLD TOWN-SKIDMORE FOUNTAIN
6. WEST OF WATERFRONT
7. GOVERNMENT CENTER
8. AUDITORIUM RENEWAL
9. PORTLAND CENTER
10. SOUTH WATERFRONT
11. FOURTH-BROADWAY CORRIDOR
12. PORTLAND STATE UNIVERSITY
13. SOUTH PARK BLOCKS
14. WEST OF TENTH
15. CENTER PARK BLOCKS
16. HOTEL/ENTERTAINMENT
17. NORTHWEST INDUSTRIAL
18. NORTH PARK BLOCKS
19. NORTH OF BURNSIDE
20. UNION STATION/RAILROAD
21. RAILYARD/POST OFFICE



## 1. CENTRAL OFFICE CORRIDOR

### Boundaries

All blocks fronting on Fourth, Fifth, Sixth and Broadway from Burnside to Market.

### General Character

This is the district which will be developed to the highest permitted density. At the same time, existing "hard" properties and market conditions will always leave a mix of high, medium, and low-rise buildings to provide contrast, and to avoid a "wall" of high buildings. The high concentration of people in this district, and the comparative mass of buildings, will give this district strength, unity, and vitality.

### Land Use

1. Office development with supporting retail and service uses at pedestrian levels.
2. Comparison retailing will take precedence at pedestrian levels where the office corridor crosses the retail core.

### Density

High-density new development relating to existing development and to the north-south transit corridor.

### Environment

1. In the design of all buildings, emphasize retail and service uses on major pedestrian levels.
2. Encourage building set backs and plazas to provide open space and to give relief from large-scale development.
3. Assure sufficient space between buildings to satisfy requirements for light and air.
4. Provide amenities -- street trees and plantings, wide sidewalks, bus waiting shelters and other street furnishings to compliment the office environment.

5. Avoid "fortress like" walls along sidewalks and open space.

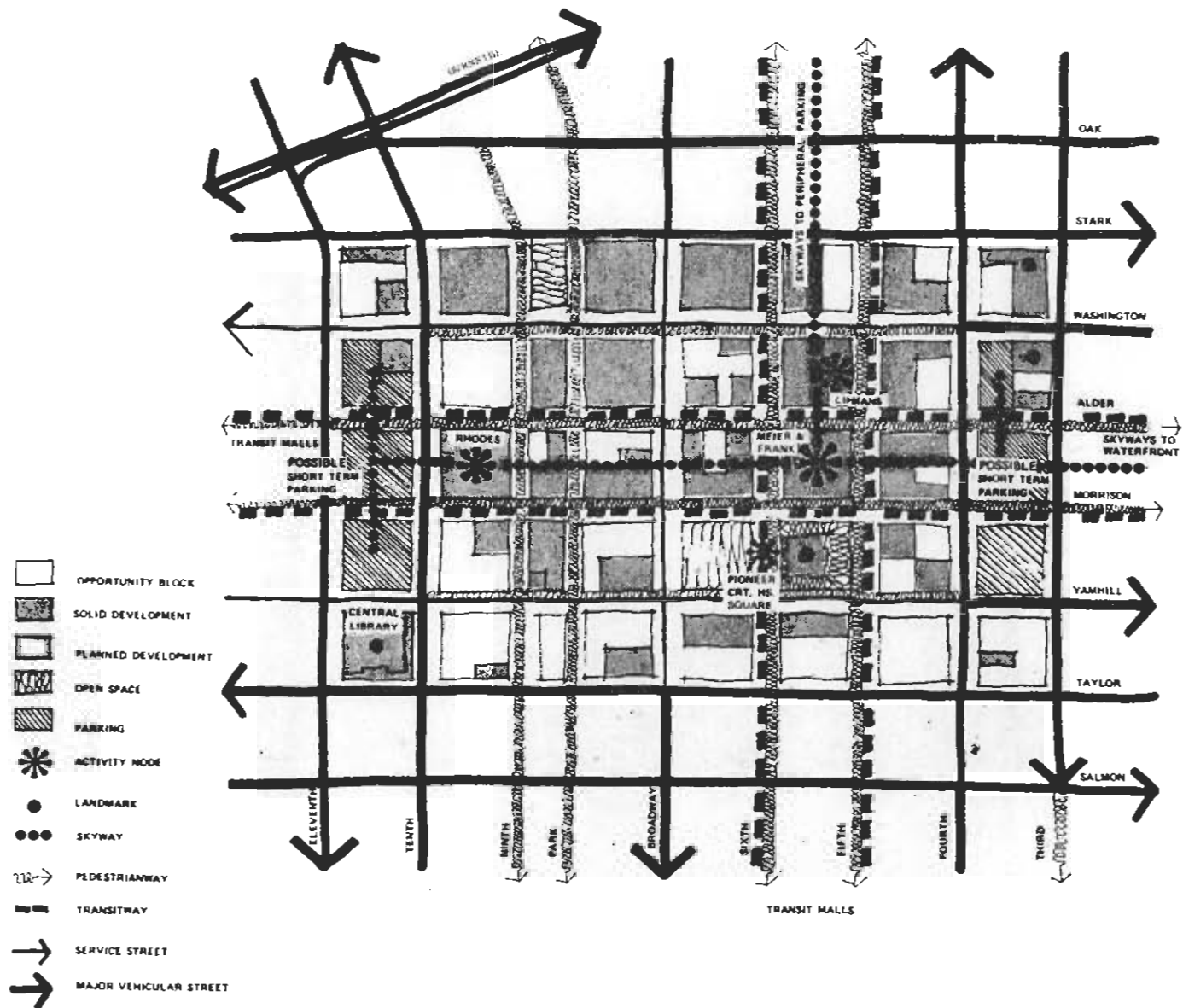
#### Transportation

1. Put emphasis on north-south transit within the district. Fifth and Sixth will be developed as transit malls connecting the central office corridor to long-term peripheral parking facilities south of Market and north of Burnside near major access points into Downtown.
2. Provide a secondary east-west transit corridor along Morrison and Alder with similar connections to peripheral parking near the Stadium Freeway and near the Morrison Bridge.
3. Provide major north-south pedestrian-bicycle circulation along the transit malls on Fifth and Sixth.
4. Convert east-west pedestrianways through the district to the Government Center and the Park Blocks along Madison and Main, through the retail core on Morrison and Alder, and along Ankeny Street on the north.
5. Provide for major vehicular circulation on Fourth and Broadway north-south, and on Columbia-Jefferson, Salmon-Taylor, Washington-Oak, and Burnside east-west.
6. Locate other peripheral parking facilities to serve the district near the new Hawthorne Bridge access and near the Sunset Freeway access.
7. Eliminate on-street parking within the district in order to reduce congestion.

# 2

## RETAIL CORE

- \* COMPARISON AND SPECIALTY RETAILING WITH OFFICES ABOVE
- \* MEDIUM DENSITY
- \* TRAFFIC FREE PEDESTRIAN DISTRICT NORTH/SOUTH, EAST/WEST TRANSIT MALLS SERVICE ACCESS PERIPHERAL SHORT-TERM PARKING



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NORTH ↗

# PLANNING DISTRICTS



SKYWAY THROUGH RETAIL CORE



## 2. RETAIL CORE

### Boundaries

All blocks fronting on Morrison, Alder and Washington Streets from Third to Tenth.

### General Character

The retail core is the largest single concentration of retail and service business in the metropolitan area. It is intended to be a compact, colorful, intense, exciting district with strong pedestrian orientation. An entirely auto-free precinct is ideal. Each retail business is encouraged to do its part to make the heart of Downtown Portland a pleasant and attractive shopping environment. The city will contribute to this environment by the redevelopment of the public right-of-way and other public open spaces to favor pedestrian activities.

### Land Use

Intensive comparison retailing and specialty retailing at major pedestrian levels (ground floor and skyways), with additional retailing and offices above.

### Density

1. Medium-density new development scaled to existing development.
2. High-density new development where the central office corridor crosses the retail core.

### Environment

1. Create a major public square in the center of the district to provide a needed focal point and gathering place. The Pioneer Courthouse and the adjacent block to the west present the best location for this purpose.
2. Encourage building of canopies over sidewalks for weather protection.

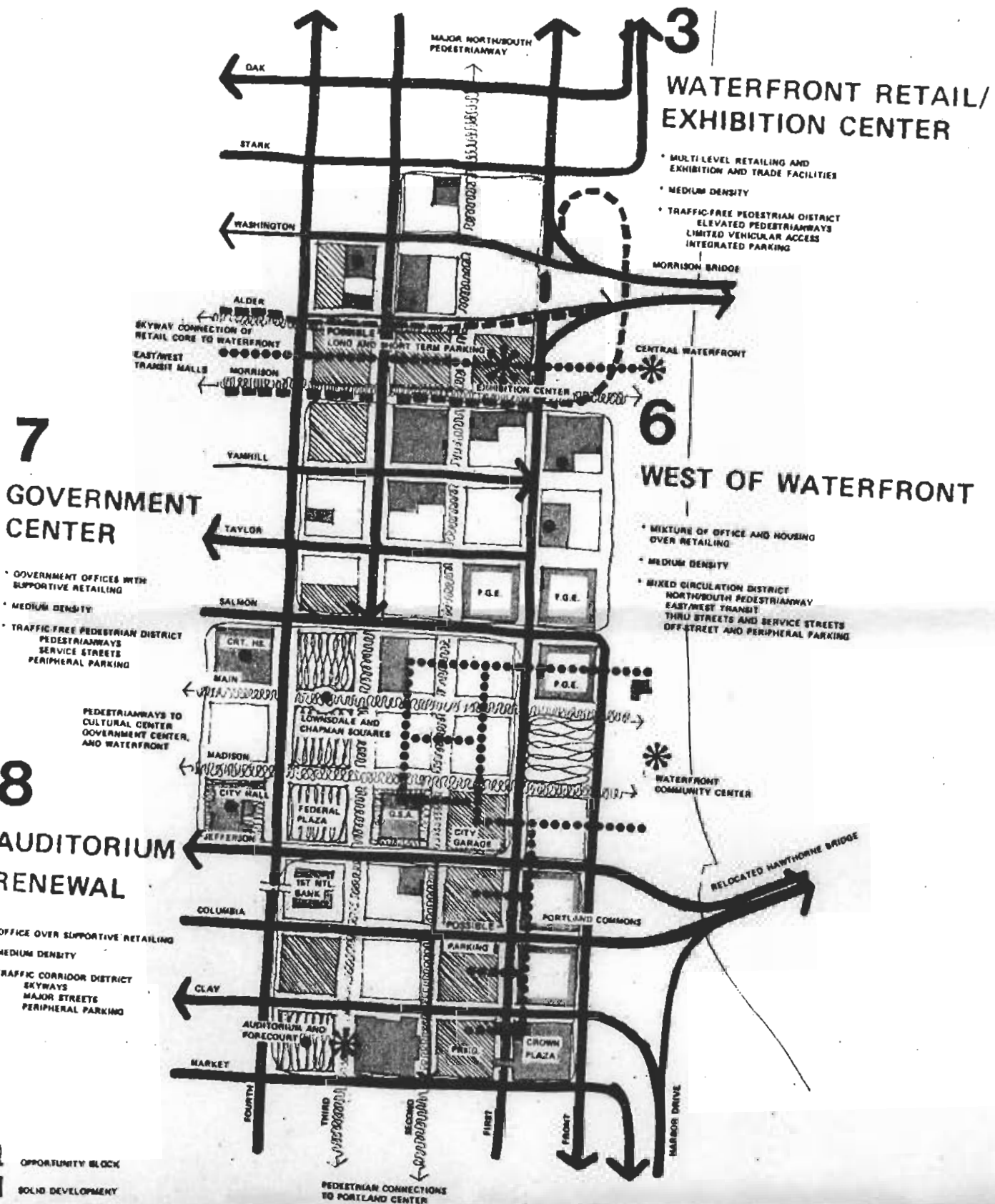
3. Encourage pedestrian activity at several levels to create added potential for retailing. Upper levels can be connected by a skyway system over the streets into adjacent buildings and to shopper parking facilities.
4. Create a pleasant pedestrian environment by providing shelters, information signs, canopies, benches, restrooms, landscaping and other amenities.

### Transportation

1. Develop major east-west pedestrian circulation on Morrison and Alder, connecting to the Waterfront and west of Tenth districts.
2. Widen sidewalks on other east-west streets in the district to improve pedestrian circulation.
3. Integrate major north-south pedestrian circulation with the Fifth-Sixth transit couplet.
4. Develop a system of skyways (second-level walkways) to connect with peripheral parking facilities on the north, east and west sides of the district. These will be designed as enclosed pedestrian connections through blocks and over streets.
5. Provide major vehicular circulation around the edges of the district, with good access to existing and planned short-term parking facilities.
6. Provide new short-term shopper parking near the edges of the district with convenient pedestrian access to the center of the core. Additional short-term parking can be provided in existing facilities surrounding the core area.
7. Locate north-south transit on Fifth and Sixth; east-west transit on Morrison and Alder.
8. Locate north-south and east-west transit systems to connect other parts of Downtown to the retail core. Provide direct transit service through the core from peripheral parking facilities.



TYPICAL PEDESTRIAN MALL



**7**  
**GOVERNMENT CENTER**

- GOVERNMENT OFFICES WITH SUPPORTIVE RETAILING
- MEDIUM DENSITY
- TRAFFIC-FREE PEDESTRIAN DISTRICT
- PEDESTRIANWAYS TO CULTURAL CENTER, GOVERNMENT CENTER, AND WATERFRONT

**8**  
**AUDITORIUM RENEWAL**

- OFFICE OVER SUPPORTIVE RETAILING
- MEDIUM DENSITY
- TRAFFIC CORRIDOR DISTRICT
- SKYWAYS
- MAJOR STREETS
- PERIPHERAL PARKING

**3**  
**WATERFRONT RETAIL/ EXHIBITION CENTER**

- MULTI-LEVEL RETAILING AND EXHIBITION AND TRADE FACILITIES
- MEDIUM DENSITY
- TRAFFIC-FREE PEDESTRIAN DISTRICT
- ELEVATED PEDESTRIANWAYS
- LIMITED VEHICULAR ACCESS
- INTEGRATED PARKING

**6**  
**WEST OF WATERFRONT**

- MIXTURE OF OFFICE AND HOUSING OVER RETAILING
- MEDIUM DENSITY
- MIXED CIRCULATION DISTRICT
- NORTH/SOUTH PEDESTRIANWAY
- EAST/WEST TRANSIT
- THRU STREETS AND SERVICE STREETS
- OFF-STREET AND PERIPHERAL PARKING

- OPPORTUNITY BLOCK
- SOLID DEVELOPMENT
- ▨ PLANNED DEVELOPMENT
- OPEN SPACE
- ▧ PARKING
- \* ACTIVITY NODE
- LANDMARK
- SKYWAY
- PEDESTRIANWAY
- TRANSITWAY
- SERVICE STREET
- MAJOR VEHICULAR STREET

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# PLANNING DISTRICTS

### 3. WATERFRONT RETAIL/EXHIBITION CENTER

#### Boundaries

Front, Morrison, Third and Stark.

#### General Character

Redevelopment will largely change the character of this area connecting the waterfront and the retail core. A mix of retail, office, exhibition and recreation facilities will encourage people activity at all hours. Exhibition facilities will provide for Rose Festival activities, trade fairs, art exhibits and other community functions. Pedestrian traffic will be encouraged by developing shopping malls at street and skyway levels.

#### Land Use

Comparison retailing and specialty retailing around community exhibition facilities at pedestrian levels, with office and hotel uses above.

#### Density

Combination of medium density clusters related to the Morrison Bridge access within an area of overall low-scale development related to the waterfront.

#### Environment

1. Develop an overall design concept which recognizes the importance of this district as a major entry-way into Downtown and as a transition zone between the Retail Core and the waterfront.
2. Locate and scale office-hotel structures to help create an attractive entry or "gateway" into Downtown from the Morrison Bridge.
3. Design the proposed community exhibition facility to take advantage of its riverfront setting.

4. Provide weather protection. New development can be coordinated to provide covered or enclosed pedestrian areas, as well as other amenities such as trees and plantings, pedestrian scale lighting, sitting areas, and public restrooms.

#### Transportation

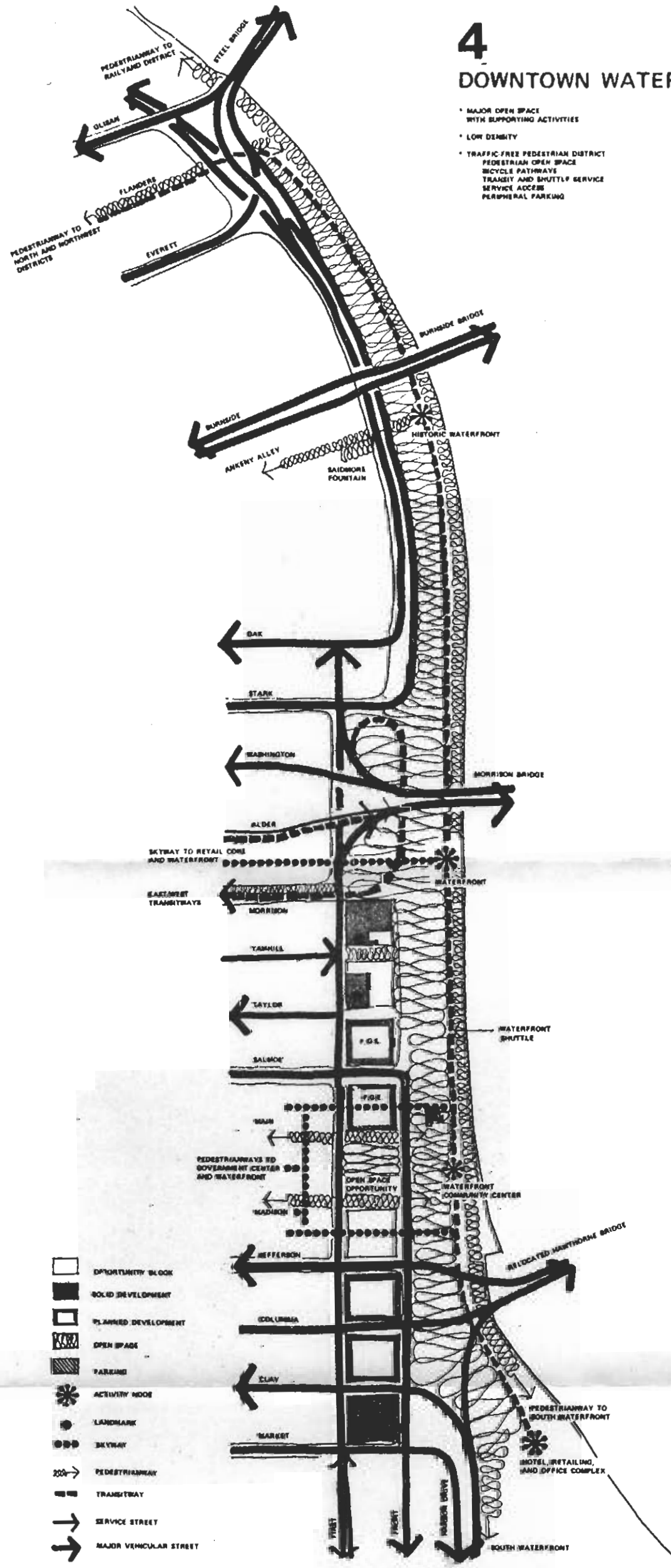
1. Develop strong pedestrian linkages, free of vehicular traffic conflicts, between this district and the Retail Core to the west and the Waterfront to the east.
2. Develop north-south pedestrian-bicycle circulation along Second Avenue connecting to the Skidmore Fountain area and to the west of the Waterfront District.
3. Divert major vehicular traffic entering the district from the Morrison Bridge around the district or intercept in parking facilities.
4. Route east-west transit through the district from the Morrison Bridge into the Retail Core.
5. Integrate long-term parking with other new development.



COMMUNITY EXHIBITION CENTER

# 4 DOWNTOWN WATERFRONT

- MAJOR OPEN SPACE WITH SUPPORTING ACTIVITIES
- LOW DENSITY
- TRAFFIC-FREE PEDESTRIAN DISTRICT
- PEDESTRIAN OPEN SPACE
- BICYCLE PATHWAYS
- TRANSIT AND SHUTTLE SERVICE
- SERVICE ACCESS
- PERIPHERAL PARKING



## PLANNING DISTRICTS PORTLAND DOWNTOWN PLAN

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 PORTLAND CITY PLANNING COMMISSION  
 CORNELL, HOWLAND, HAYES & MERRYFIELD - HILL



#### 4. DOWNTOWN WATERFRONT

##### Boundaries

The river west to Front Avenue between the Steel Bridge and Market Street.

##### General Character

Open space and compatible commercial-recreation activities. The waterfront provides the opportunity to enhance city life, offering contrast and relief from the character of Downtown. It can act as a magnet, or focus, drawing people into the heart of the city.

##### Land Use

1. Major open space at the river's edge, with waterfront-tourist-oriented specialty shops, restaurants, and entertainment and community facilities.
2. Other activities may include tourist, civic and cultural functions such as an aquarium, marine museum, amphitheater and "Tivoli Garden" type amusement-recreation center.

##### Density

Open space and pedestrian-scale development.

##### Environment

1. Create places for people to observe river activities.
2. Develop a pedestrian promenade and provide a means of getting down to the water.
3. Provide facilities for large public gatherings such as the Rose Festival. Some structures can be portable, for use during the summer months. Other public buildings can be permanent, for year-round use.
4. Encourage the development of waterfront-oriented shops and restaurants within blocks fronting onto the waterfront.

5. Promote activities on the water such as public boat tours, pleasure boating and "barge concerts." Provide dock facilities for these activities and for naval ships and river commuters.
6. Emphasize the visual and physical ties between the waterfront and the rest of Downtown by pedestrian connections and by extending landscaping and special lighting into other districts.
7. Create attractive pedestrian spaces through careful design of sitting areas, plazas, and walkways.

### Transportation

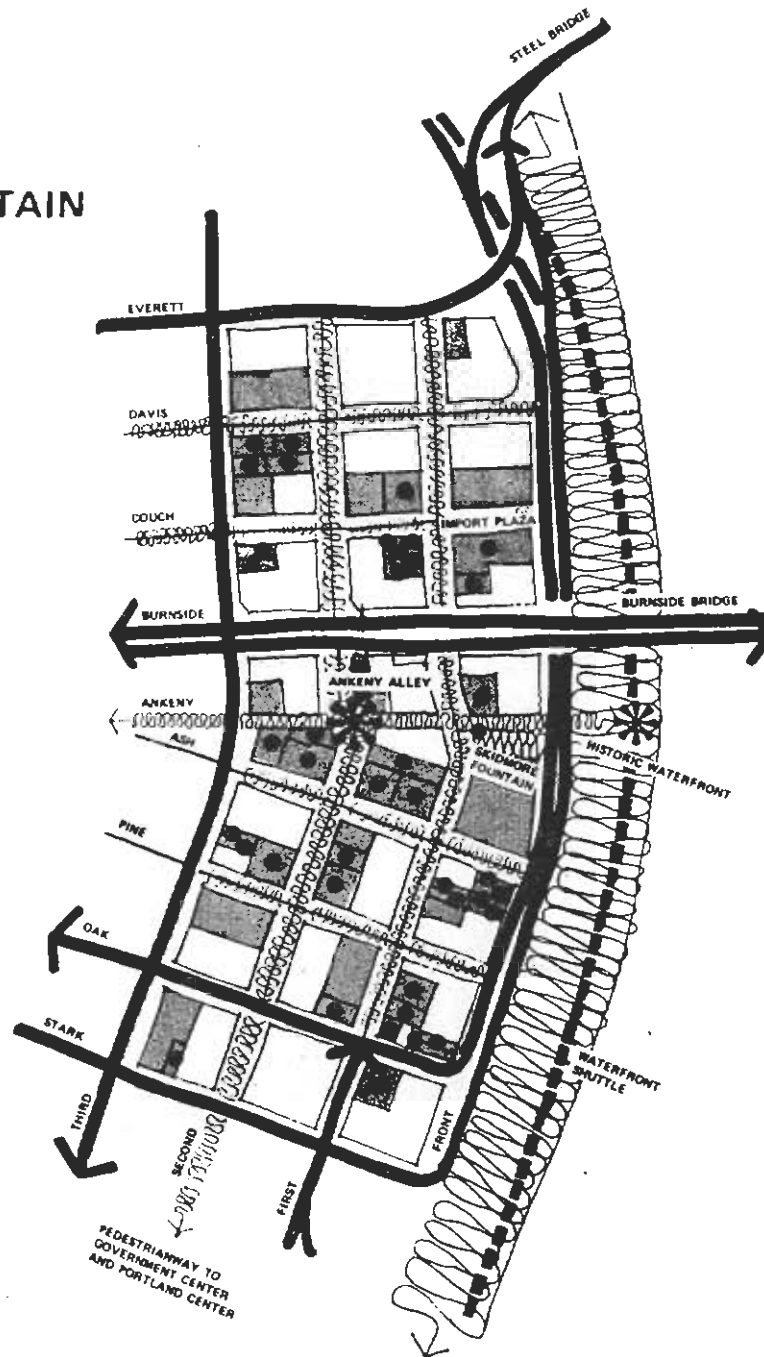
1. Develop major pedestrian-bicycle circulation along the entire waterfront.
2. Provide traffic-free pedestrian connections to Old Town/Skidmore Fountain, Retail Core, Government Center and other districts adjacent to the waterfront.
3. Exclude vehicular traffic from the waterfront and adjacent streets except for service access.
4. Provide north-south transit along the waterfront by "trolley" or other "fun vehicles."
5. Develop east-west shuttle transit from the waterfront through the Retail Core.
6. Locate parking for waterfront activities in peripheral facilities near the end of the Morrison Bridge and near the end of a new Hawthorne Bridge.

# 5

## OLD TOWN / SKIDMORE FOUNTAIN

- \* ENTERTAINMENT AND SPECIALTY  
RETAILING HOUSING AND  
OFFICE ABOVE
- \* LOW DENSITY
- \* TRAFFIC FREE PEDESTRIAN DISTRICT  
PEDESTRIAN MALL  
SERVICE ACCESS  
PERIPHERAL PARKING

-  OPPORTUNITY BLOCK
-  SOLID DEVELOPMENT
-  PLANNED DEVELOPMENT
-  OPEN SPACE
-  PARKING
-  ACTIVITY NODE
-  LANDMARK
-  SKYWAY
-  PEDESTRIANWAY
-  TRANSITWAY
-  SERVICE STREET
-  MAJOR VEHICULAR STREET



FEBRUARY 1972



NORTH



# PLANNING DISTRICTS

## 5. OLD TOWN/SKIDMORE FOUNTAIN DISTRICT

### Boundaries

Front, Stark, Third and Everett.

### General Character

This area retains some of the qualities of old Portland. This character will be preserved and strengthened by rehabilitating historic buildings and creating new developments which are complimentary to the old in scale and texture. A variety of compatible uses -- housing, offices, restaurants, small shops -- can help this area retain its economic viability and a welcome contrast to adjacent, more highly developed districts.

### Land Use

1. Specialty retailing, entertainment, and service commercial uses at the pedestrian level with offices above existing historic structures.
2. Shops with housing and offices above in new structures on vacant parcels.

### Density

Low-density new development related to the waterfront and compatible in scale with existing historic buildings.

### Environment

1. Emphasize rehabilitation with care for the historic character and scale of the district as improvements and new development occur.
2. Move historic buildings or facades in danger of demolition from other areas onto vacant parcels in the district.
3. Restrict unnecessary automobile traffic.
4. Enhance the pedestrian environment through use of street trees and appropriate pedestrian lighting, street furnishings and signing.

5. Emphasize the relationship of this area to the waterfront.

#### Transportation

1. Keep this district mainly a pedestrian precinct, free of through traffic. Route through traffic around the district.
2. Develop traffic-free pedestrian access to the waterfront.
3. Provide a major east-west pedestrian link through the district along Ankeny Street, connecting the Park Blocks to the waterfront. The First Street underpass will provide a pedestrian link between the two portions of the district on either side of Burnside. Other pedestrianways can be combined with traffic and service on local streets.
4. Close selected streets to vehicles.
5. Provide long-term and short-term parking near the end of the Morrison Bridge. Additional short-term parking may be located on some of the local streets within the district and in existing parking garages in adjacent districts to the west.
6. Locate parking for housing on-site.

TYPICAL PEDESTRIAN MALL



## 6. WEST OF WATERFRONT

### Boundaries

Front, Salmon, Fourth and Morrison.

### General Character

A district of diverse development and activity. A mix of living, shopping, and recreational facilities in an environment pleasant for pedestrians. Development in this area will be closely related to the waterfront.

### Land Use

Offices and new housing over convenience and specialty retailing, a "Farmers Market" atmosphere along Yamhill.

### Density

A traditional scale of new development stepping up from the waterfront to the central office corridor, with overall medium density.

### Environment

1. Encourage rehabilitation of historic and architecturally significant buildings which add interest and variety to the district.
2. Maintain a scale of new development which is compatible with existing structures and serves as a transition between low-scale waterfront development and the high-density office corridor to the west.
3. Retain and encourage "Farmers Market"-type facilities for specialty foods.
4. Provide amenities throughout the district -- street trees, sitting areas, and pedestrian lighting -- for the resident population as well as daytime workers and visitors.
5. Provide traffic-free pedestrian access to the waterfront.

## Tranportation

1. Develop north-south pedestrian-bicycle circulation along Second connecting the area to the Government Center to the south and the Retail Core to the north.
2. Develop east-west pedestrian and transit circulation along Morrison Street connecting the waterfront to the retail core and central office corridor.
3. Provide major vehicular access from Salmon and Taylor east-west, and from Third and Fourth north-south.
4. Designate other streets within the district as local service streets.
5. Provide major long-term and short-term parking in adjacent districts. A small amount of convenience parking may be located within new developments.
6. Permit on-site parking for new housing in the district.



## 7. GOVERNMENT CENTER

### Boundaries

First, Jefferson, Fifth and Salmon.

### General Character

This area will be a concentration of public offices, relieved by landscaped open space and street level retail and service facilities. The government center will have a strong visual and functional tie with the waterfront through pedestrian links and landscaped open spaces.

### Land Use

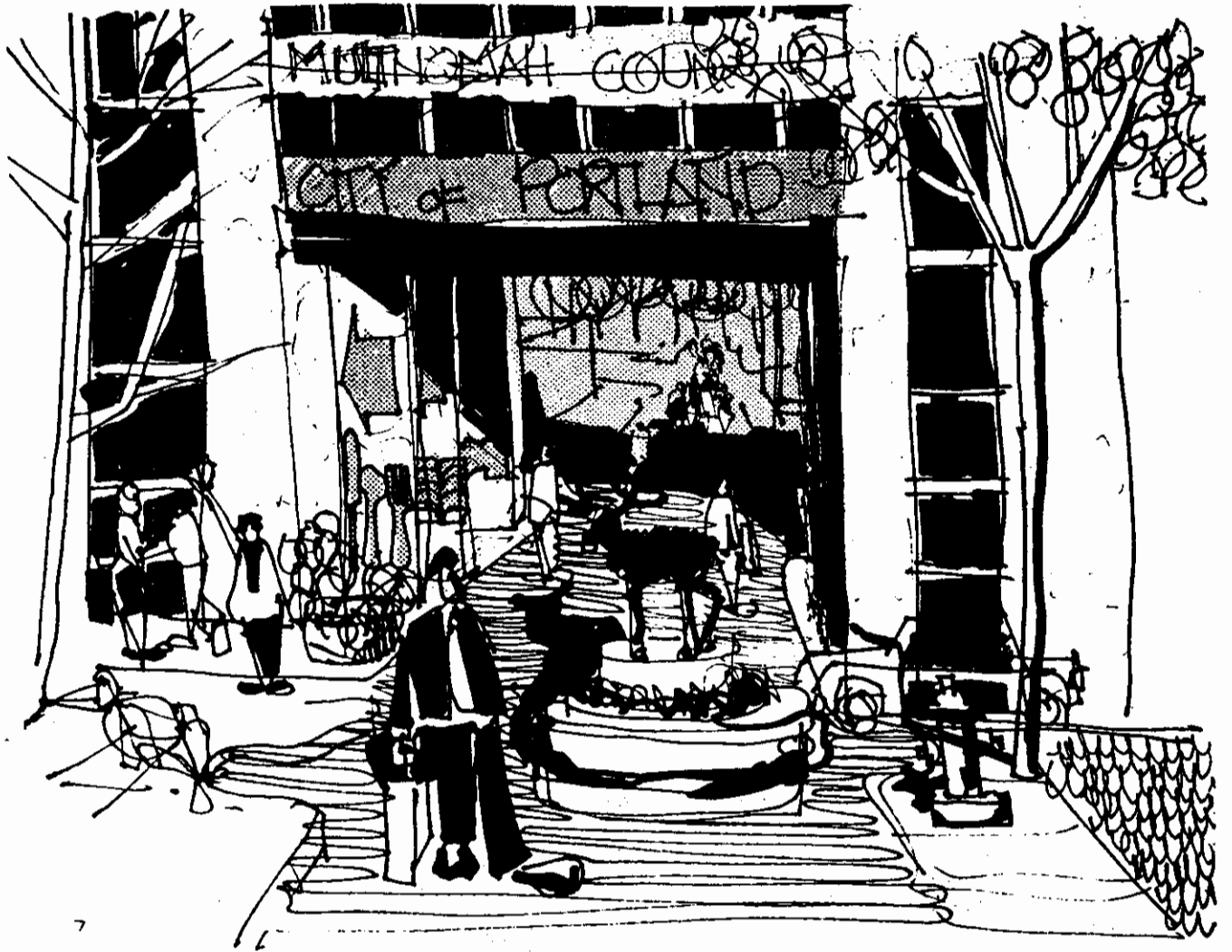
Primarily government offices with supporting convenience retailing and compatible specialty retailing at pedestrian levels. If all the land is not needed for government facilities, compatible private office development can be included.

### Density

A transitional scale of new development stepping up from the waterfront to the central office corridor, with an overall medium density.

### Environment

1. Provide a unified governmental service center focusing on the three park blocks.
2. Provide ground-level pedestrian-oriented retail and related activities. Other attractions such as specialty restaurants and specialty shops are encouraged to provide added nighttime activity and use of the open space.
3. Redesign the existing park blocks to better realize their potential as usable public open space.



GOVERNMENT CENTER

## Transportation

1. Create a traffic free pedestrian district, with streets closed to vehicles except for limited service access.
2. Establish east-west pedestrian connections along Main and Madison streets through the central office corridor to the South Park Blocks.
3. Connect north-south pedestrianways to Portland Center and the Retail Core along Second and Third avenues.
4. Route vehicular traffic on the edges of the district, on Jefferson, Fourth, and Salmon. If First or Front is needed for vehicular traffic, pedestrian bridges, and decks spanning these streets will be needed to gain direct pedestrian connection to the waterfront.
5. Provide parking, both long-term and short-term, at the edge of the district here where a new Hawthorne Bridge access and Front Avenue coincide.

## 8. AUDITORIUM RENEWAL DISTRICT

### Boundaries

Front, Market, Fourth and Jefferson.

### General Character

Medium-rise office buildings connected by a pedestrian skyway system over major streets.

### Land Use

Office development with supportive convenience retailing and service uses at major pedestrian levels.

### Density

Medium-density new development related to a new Hawthorne Bridge access and Salem Freeway access.

### Environment

1. Continue current street tree planting and street lighting programs.
2. Provide grade-separated pedestrian connections over major streets to adjacent districts for safe, convenient pedestrian access.
3. Encourage new development to provide public open space at major pedestrian levels.

### Transportation

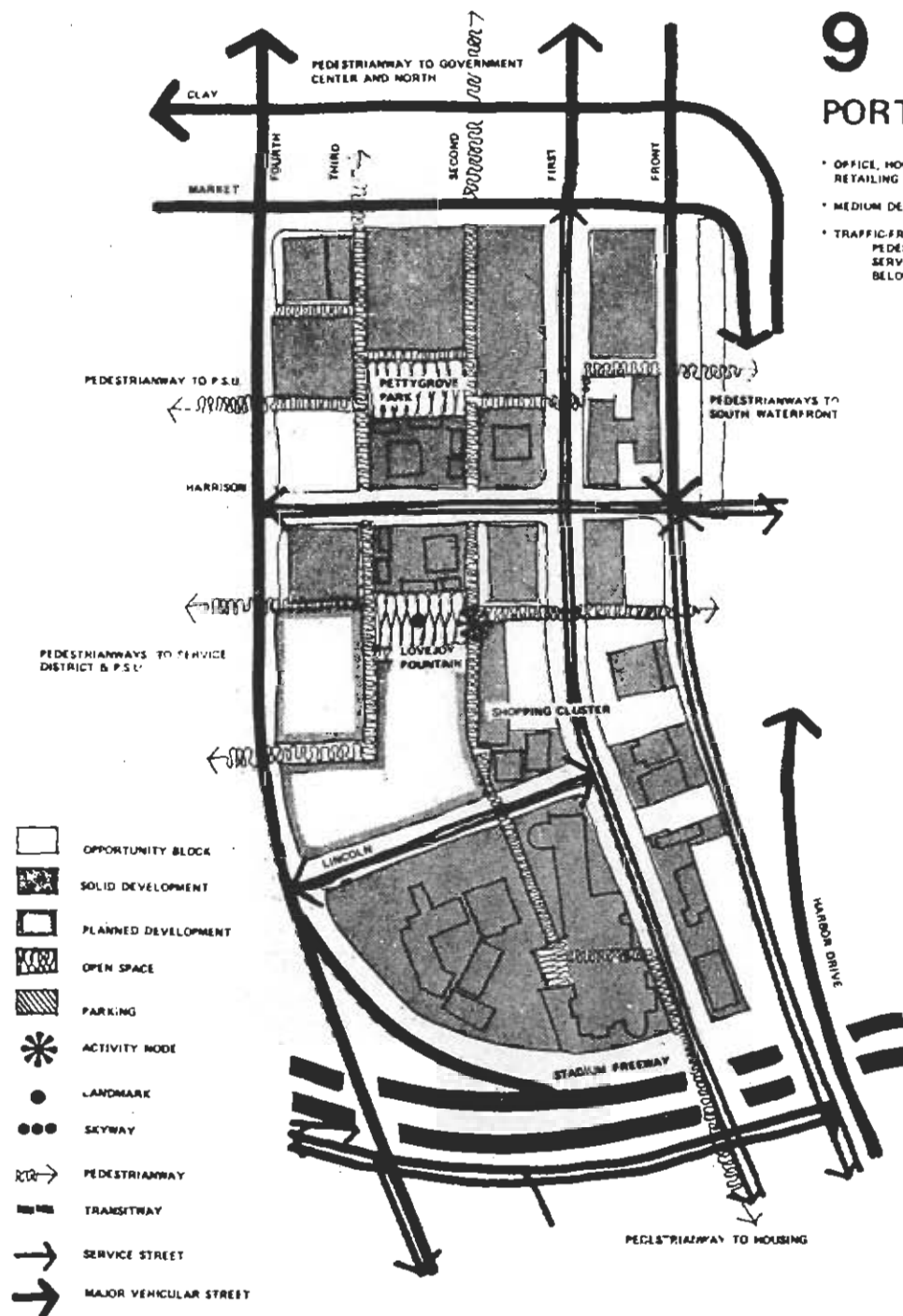
1. Develop north-south pedestrianways along Second and Third avenues connecting to Portland Center and the Government Center.
2. Develop elevated pedestrianways over major streets.

3. Provide for major vehicular circulation on Market, Clay, Columbia and Jefferson east-west, and on Front, First, and Fourth north-south.
4. Establish east-west bus connections from the new Hawthorne Bridge to the north-south transit mall along Columbia and Jefferson.
5. Provide long-term parking in peripheral facilities between First and Second avenues.
6. Eliminate on-street parking in this heavy traffic area.

9

PORTLAND CENTER

- \* OFFICE, HOUSING AND CONVENIENCE  
RETAILING MIX
- \* MEDIUM DENSITY
- \* TRAFFIC-FREE PEDESTRIAN PRECINCT  
PEDESTRIANWAYS  
SERVICE ACCESS  
BELOW-GRADE PARKING



FEBRUARY 1972

200 400

NORTH

PLANNING DISTRICTS

## 9. PORTLAND CENTER DISTRICT

### Boundaries

Front, Stadium Freeway, Fourth, and Market.

### General Character

A newly redeveloped mixed-use area, successfully combining residential, commercial, and open space uses.

### Land Use

A "planned development" with a mix of office, housing, and convenience retailing.

### Density

Existing medium-density clusters surrounded by low-density development and open space.

### Environment

1. Continue existing standards set in the urban renewal plan regarding landscaping, lighting, and architectural design. Some departure from the present strict rules with respect to signing, canopies, and commercial use of plazas for sidewalk cafes and display will add color and variety that is presently lacking.
2. Develop overhead pedestrian connections across Market Street and over Harbor Drive to provide pedestrian access to adjoining districts.

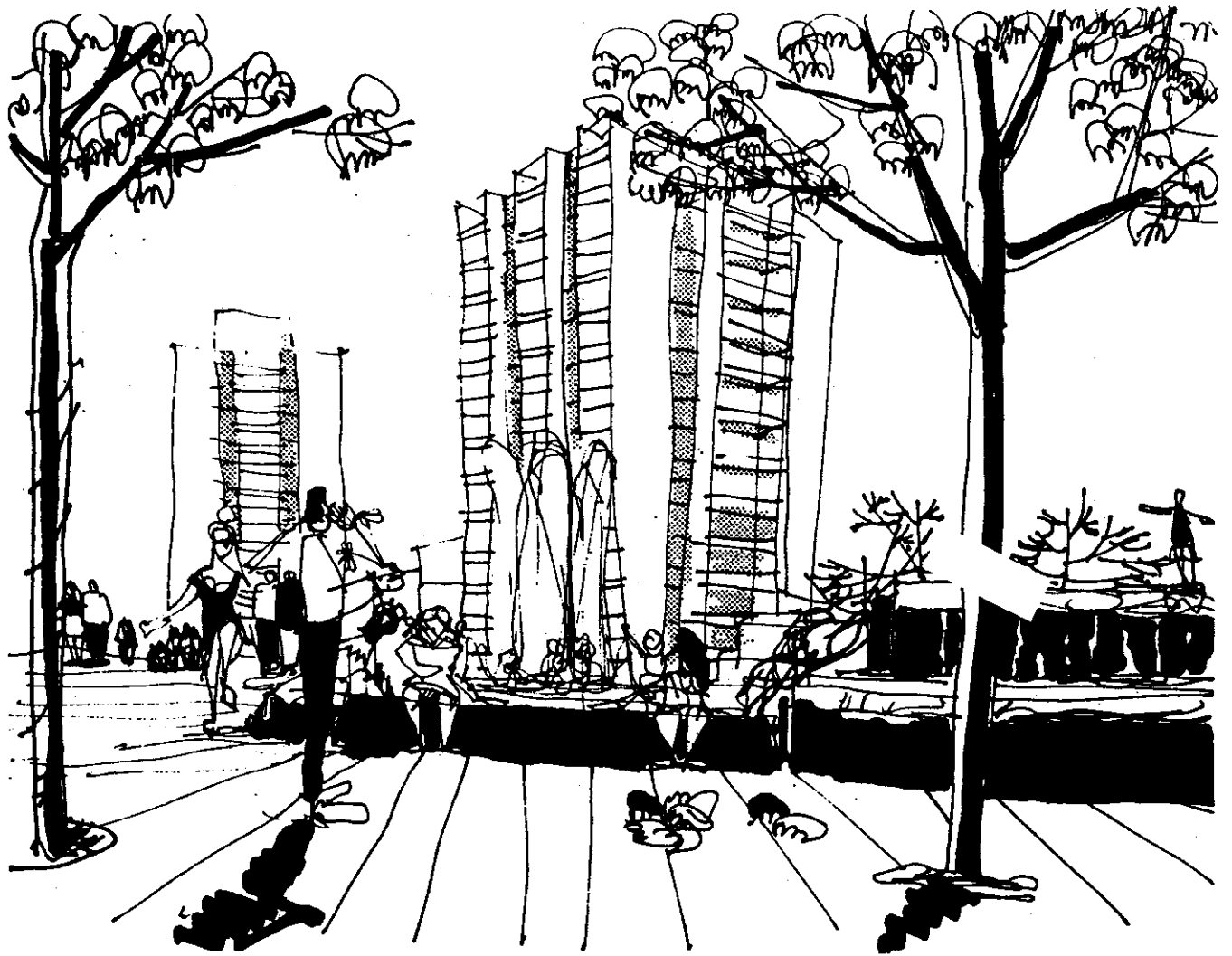
### Transportation

1. Protect the district as a traffic-free pedestrian precinct.
2. Connect the pedestrian system to the Fourth-Broadway corridor to the west, the waterfront to the east, and the auditorium district to the north.

3. Continue to route vehicular traffic on Front, First, and Fourth north-south, and on Market, Harrison, and Lincoln east-west.
4. Continue development of below-grade parking and separate service access.
5. Provide transit service on Harrison Street.

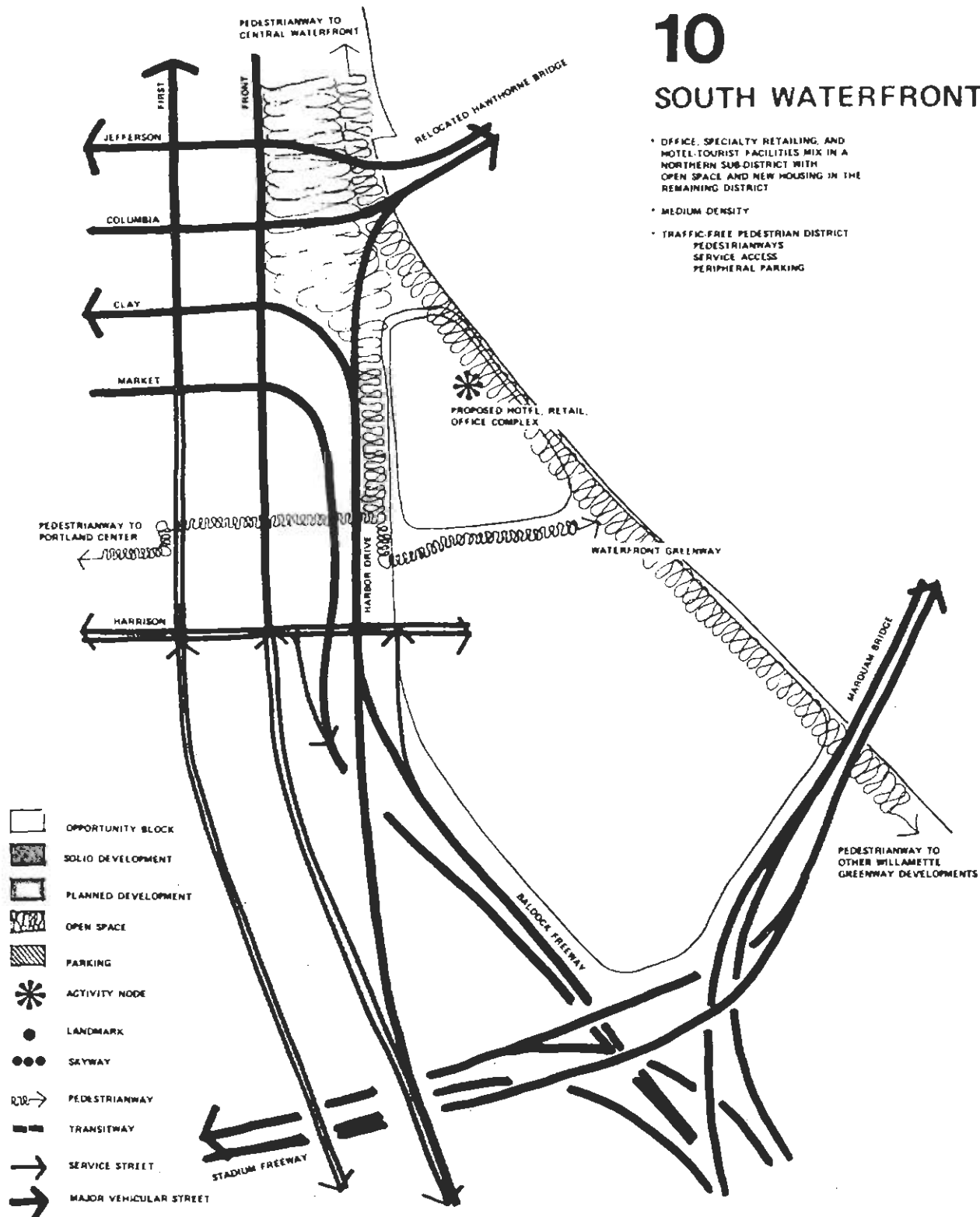


PORTLAND CENTER



# 10 SOUTH WATERFRONT

- OFFICE, SPECIALTY RETAILING, AND HOTEL-TOURIST FACILITIES MIX IN A NORTHERN SUB-DISTRICT WITH OPEN SPACE AND NEW HOUSING IN THE REMAINING DISTRICT
- MEDIUM DENSITY
- TRAFFIC-FREE PEDESTRIAN DISTRICT  
PEDESTRIANWAYS  
SERVICE ACCESS  
PERIPHERAL PARKING



FEBRUARY 1972

200 400

NORTH

## PLANNING DISTRICTS

## 10. SOUTH WATERFRONT AREA

### Boundaries

Waterfront, Marquam Bridge, Harbor Drive, and Columbia.

### General Character

This district has the potential for development as a "planned unit," with integrated off-street parking and pedestrian movement systems related to public access along the river.

An active, water-oriented tourist-commercial and office development is planned in the northern part of the district; a more passive, residential environment in the remainder of the area.

### Land Use

1. Mix office, waterfront-oriented specialty retailing, restaurants, and hotel-tourist facilities in a cluster at the north end of the district.
2. Medium-density housing with open space in the remainder of the district.

### Environment

1. Provide visual and physical access to the river's edge throughout the district. A waterfront pedestrianway will extend along the river bank for the entire length of the area and connect northward with the Downtown waterfront and with the waterfront park system to the south along Macadam Avenue.
2. Design landscaping, building style, and street furniture appropriate to a marine setting.
3. Develop water-oriented recreation facilities such as a small boat basin and riverside walking and sitting areas.

### Transportation

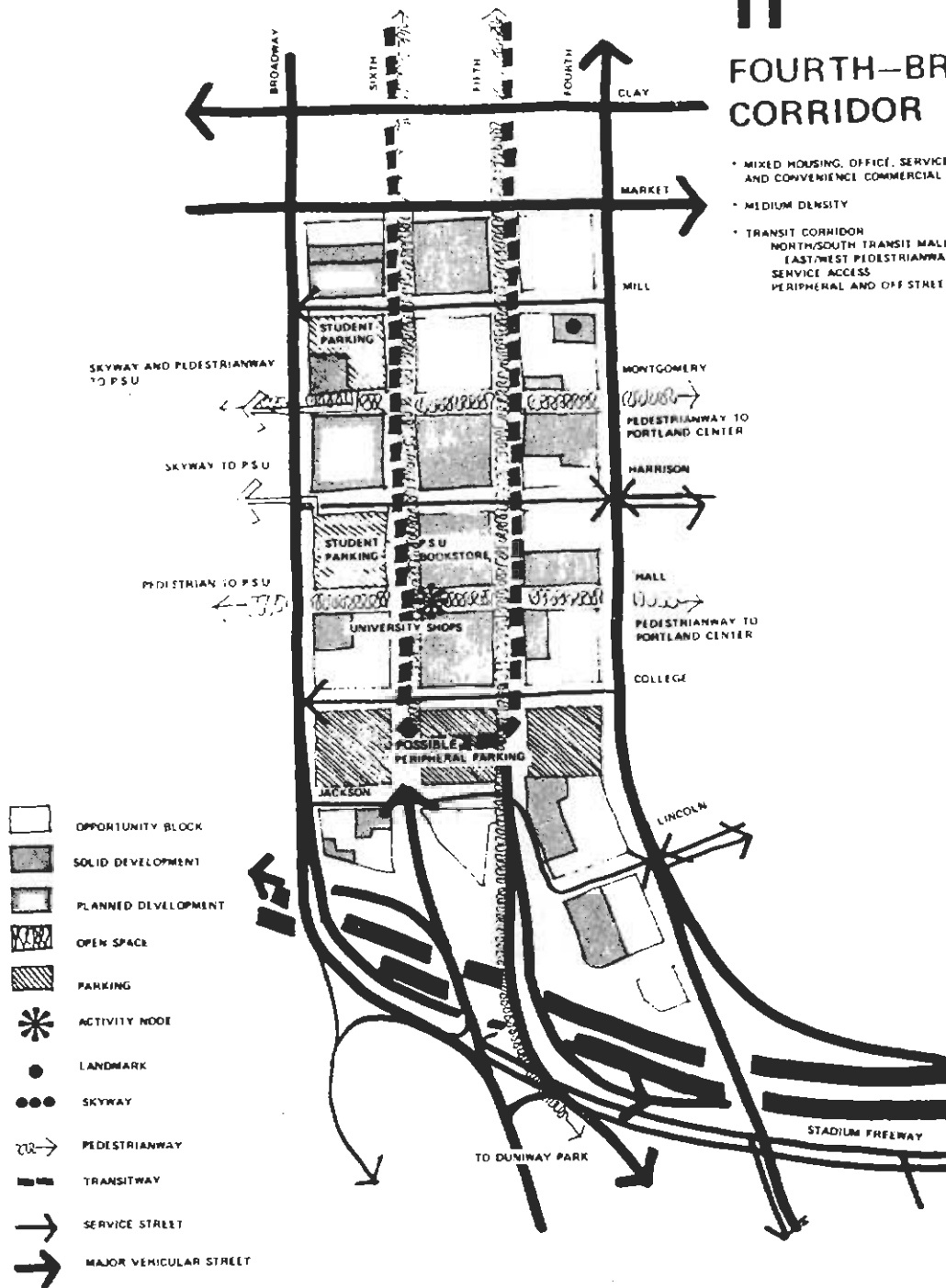
1. Develop traffic-free pedestrian area with public access throughout the district.

2. Develop a major north-south pedestrian-bicycle way along the waterfront connecting north to the Downtown waterfront and south to the Terwilliger area.
3. Provide a grade-separated pedestrian connection over Harbor Drive to Portland Center.
4. Provide major vehicular access to the district from a new Harrison Street overpass into peripheral parking facilities on the west edge of the district.

# 11

## FOURTH-BROADWAY CORRIDOR

- \* MIXED HOUSING, OFFICE, SERVICE AND CONVENIENCE COMMERCIAL
- \* MEDIUM DENSITY
- \* TRANSIT CORRIDOR  
NORTH/SOUTH TRANSIT MALLS  
EAST/WEST PEDESTRIANWAYS  
SERVICE ACCESS  
PERIPHERAL AND OFF STREET PARKING



FEBRUARY 1972

PLANNING DISTRICTS

11. FOURTH-BROADWAY CORRIDOR SOUTH OF MARKET

Boundaries

Fourth, Stadium Freeway, Broadway, and Market.

General Character

This corridor separating the South Auditorium Urban Renewal area and Portland State University is planned as a diverse area of shops, housing, offices, and institutional uses, which relate to the adjacent districts and serve as a colorful contrast to their comparatively uniform design.

Land Use

Mixed use area of existing and new housing, office, service-commercial and convenience-retail concentrations.

Density

Medium-density new development related to the north-south transit corridor, Stadium Freeway access, Portland State University, and South Auditorium Urban Renewal Area.

Environment

1. Develop a system of street level pedestrianways - landscaped and lighted - to give a sense of unity to this diverse area.
2. Rehabilitate and otherwise upgrade existing housing.

Transportation

1. Connect east-west pedestrianways through the district to Portland State University and to Portland Center, along Mill or Montgomery and along Hall or College.
2. Develop the north-south transit mall through the center of the district on Fifth-Sixth to connect long-term peripheral parking facilities south of College Street to the retail core and central office corridor.

3. Provide pedestrian and bicycle access to the center of Downtown along the transit streets.
4. Route major north-south traffic on Fourth and Broadway.
5. Develop overhead pedestrian connections over Fourth and over Broadway connecting related facilities.
6. Provide east-west circulation on local streets.
7. Develop peripheral parking facilities adjacent to the Stadium Freeway as long-term parking for this district as well as for the major office district north of Market. Parking for housing in the district can be located on-site.



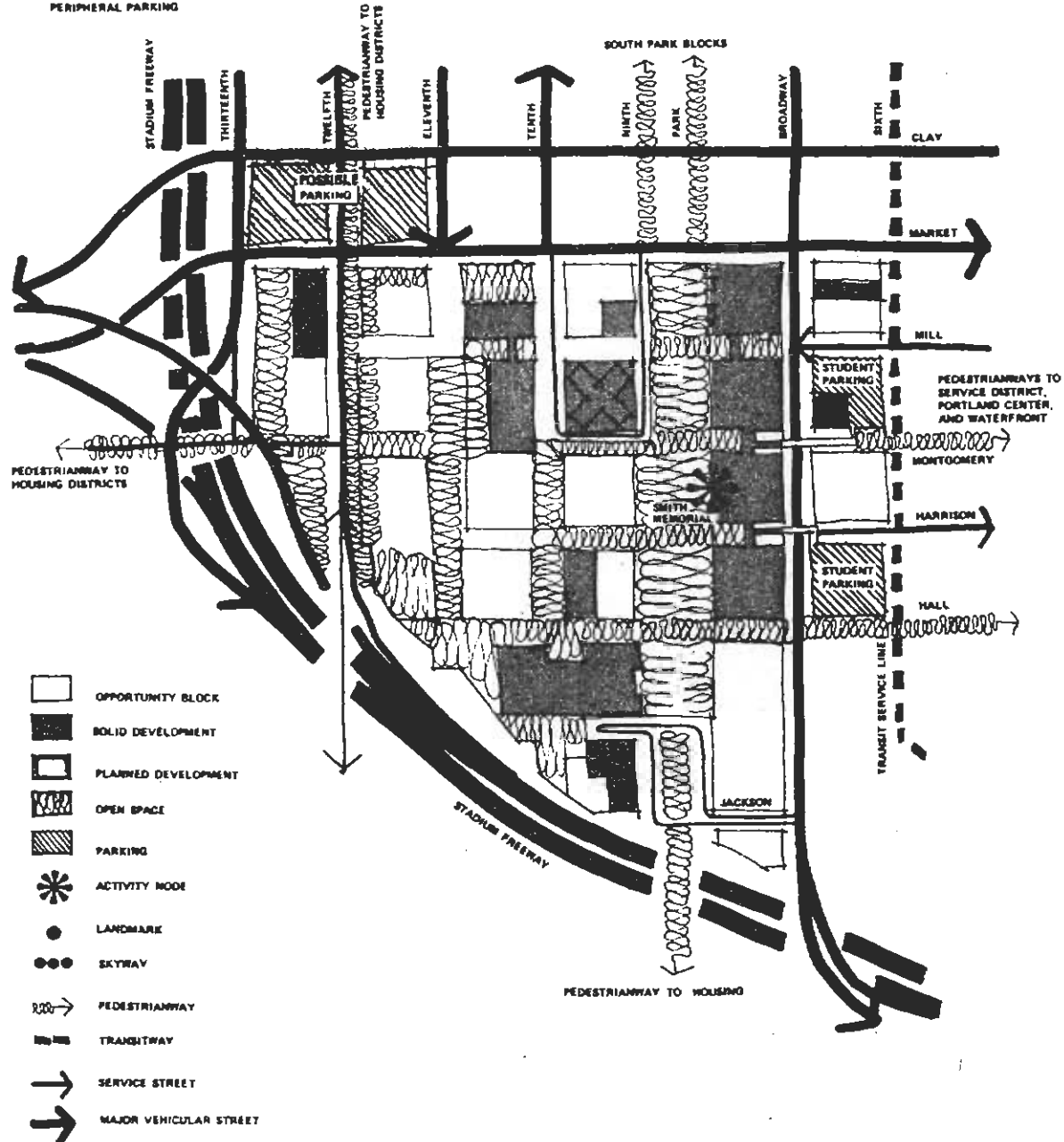
UNIVERSITY-ORIENTED COMMERCIAL CENTER



# 12

## PORTLAND STATE UNIVERSITY

- EDUCATIONAL FACILITIES WITH CONVENIENCE RETAILING
- LOW DENSITY
- TRAFFIC-FREE PEDESTRIAN DISTRICT  
PEDESTRIAN MALLS AND SKYWAYS  
SERVICE STREETS  
PERIPHERAL PARKING



FEBRUARY 1972

# PLANNING DISTRICTS



PORTLAND STATE UNIVERSITY

## 12. PORTLAND STATE UNIVERSITY PRECINCT

### Boundaries

Sixth, Hall, Broadway, Stadium Freeway, and Market.

### General Character

An area of intense day and evening activity for both educational and community functions, the University district is clearly defined by its institutional function and design. While the University should have its own identity, every attempt should be made to integrate its activity into Downtown.

### Land Use

1. Primarily educational facilities with supporting convenience retailing where appropriate.
2. Retain existing good quality housing (Ione Plaza and Park Plaza) and, if circumstances permit, develop new housing west of Eleventh.

### Density

Continue the low-density development plan for the University.

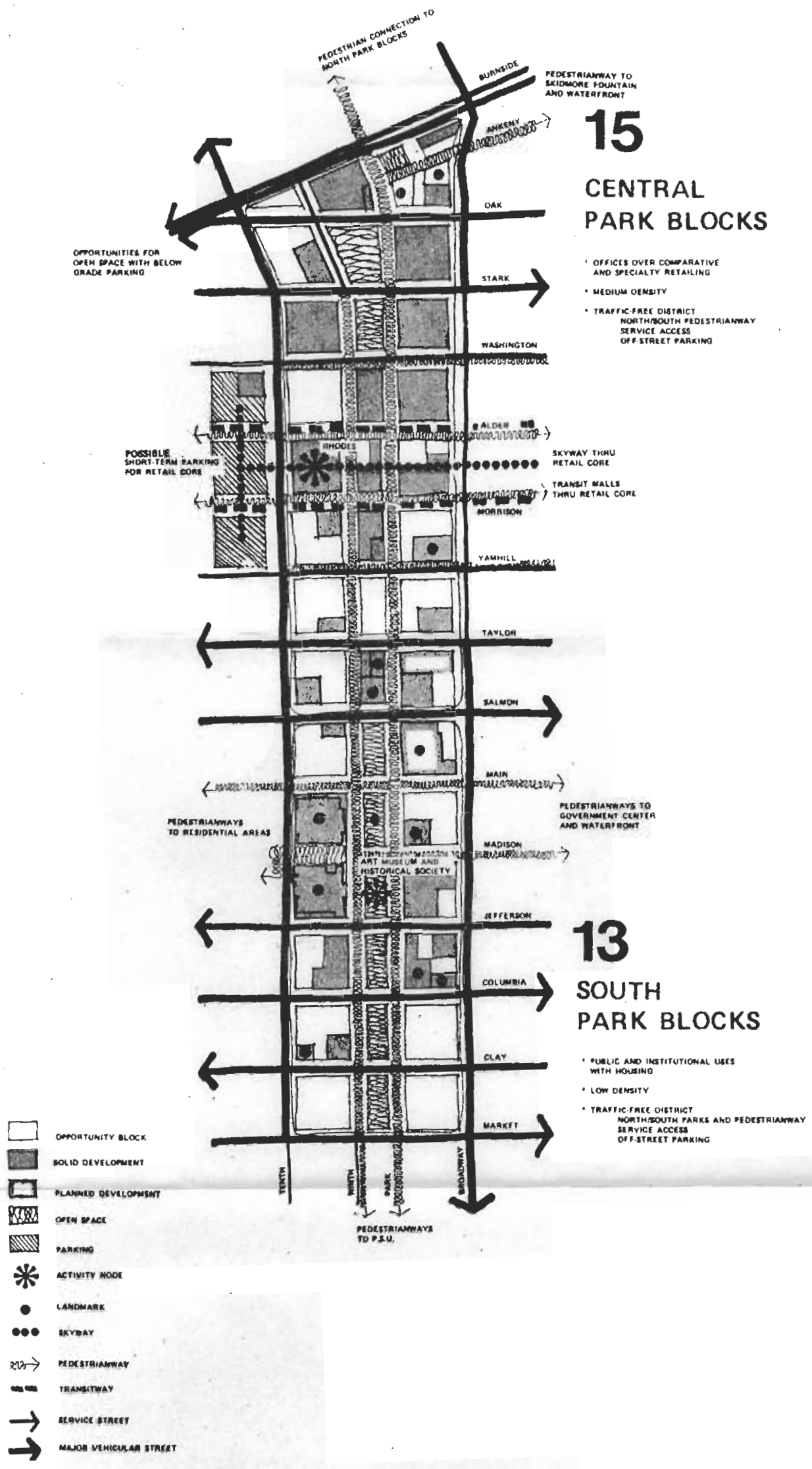
### Environment

1. Provide additional pedestrian-scale courtyards, sitting areas, planting, lighting, etc.
2. Introduce service facilities within the University district such as small shops, book stalls, cafes, etc. to contrast with the strong institutional quality of the architecture.

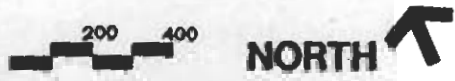
### Transportation

1. Develop as a traffic-free area except for service access.
2. Continue the system of ground-level and upper-level pedestrianways throughout the district as presently planned.

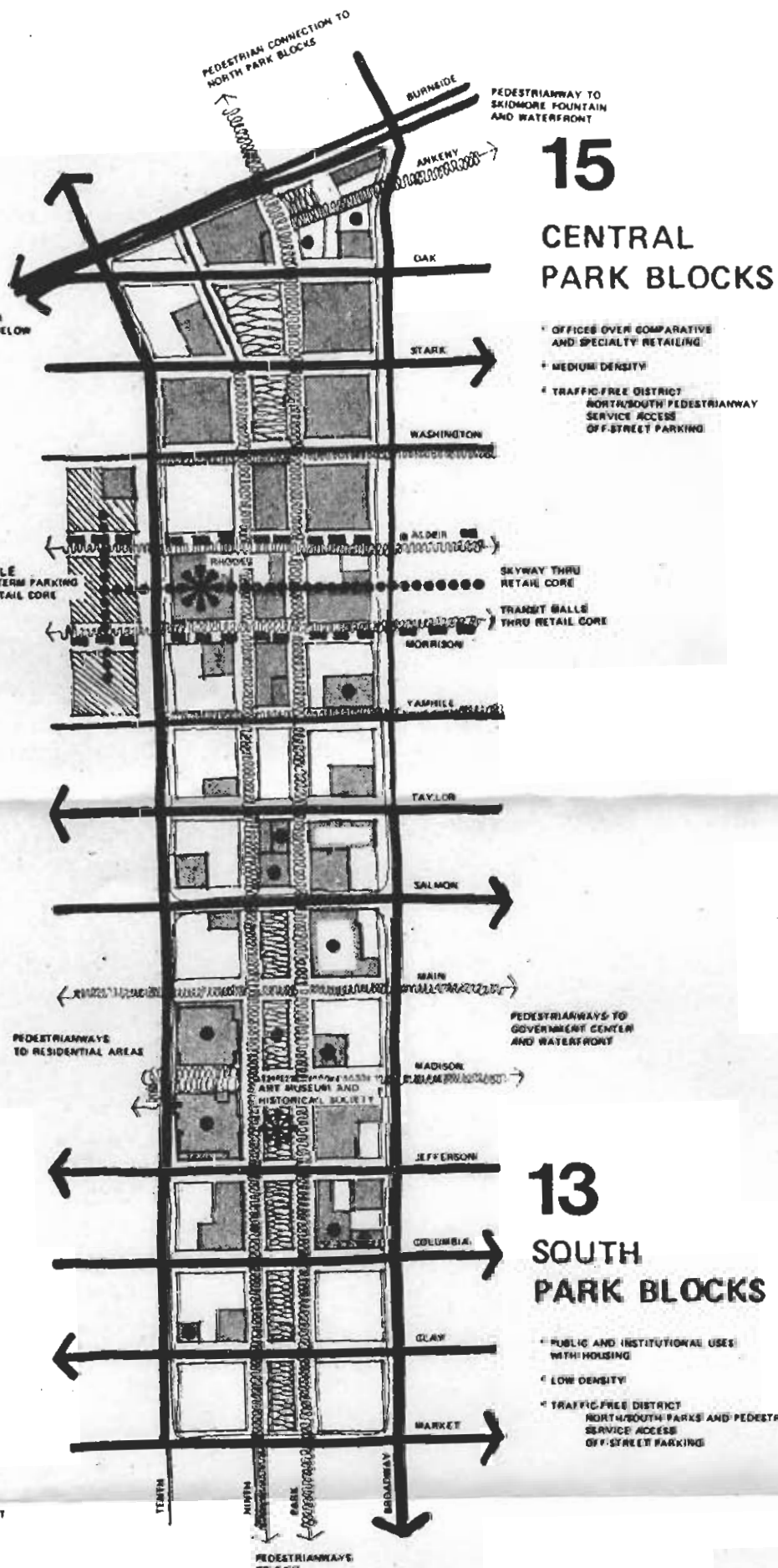
3. Provide east-west pedestrian connections to the Fourth-Broadway area (and 5th-6th transit mall) and to the Upper Montgomery residential area.
4. A north-south pedestrian-bicycle connection will be provided through the area along the South Park Blocks.
5. Route vehicular traffic along the edges of the district on Broadway, Market, and Twelfth.
6. Serve with transit via Fifth-Sixth, Market-Clay, and Twelfth.
7. Some parking is provided east of the campus. Additional facilities are planned both on the east and the west. Review the current parking policy for the University, with consideration given to reducing the amount of additional parking in favor of transit usage and close-in student housing.



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# PLANNING DISTRICTS



# 15 CENTRAL PARK BLOCKS

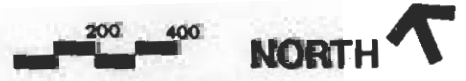
- \* OFFICES OVER COMPARATIVE AND SPECIALTY RETAILING
- \* MEDIUM DENSITY
- \* TRAFFIC FREE DISTRICT NORTH/SOUTH PEDESTRIANWAY SERVICE ACCESS OFF-STREET PARKING

# 13 SOUTH PARK BLOCKS

- \* PUBLIC AND INSTITUTIONAL USES WITH HOUSING
- \* LOW DENSITY
- \* TRAFFIC FREE DISTRICT NORTH/SOUTH PARKS AND PEDESTRIANWAY SERVICE ACCESS OFF-STREET PARKING

- OPPORTUNITY BLOCK
- SOLID DEVELOPMENT
- ▨ PLANNED DEVELOPMENT
- ▤ OPEN SPACE
- ▥ PARKING
- ✳ ACTIVITY NODE
- LANDMARK
- SKYWAY
- PEDESTRIANWAY
- TRANSITWAY
- SERVICE STREET
- MAJOR VEHICULAR STREET

FEBRUARY 1972



# PLANNING DISTRICTS

### 13. SOUTH PARK BLOCKS

#### Boundaries

All blocks fronting onto the South Park Blocks from Market to Salmon.

#### General Character

The South Park Blocks provide an attractive setting for a variety of public and institutional uses. They also form an important pedestrian link between Portland State University and the Retail Core.

The redesign of the Park Blocks adjacent to Portland State will provide areas for active uses such as outdoor concerts and informal gatherings. The portion of the Park Blocks from Market to Salmon is a more passive area where people can stroll, sit in the sun and feed the birds. The park setting enhances such cultural uses as the Art Museum and the Historical Society and provides a suitable setting for housing.

#### Land Use

Mix of cultural, religious and educational facilities with additional housing.

#### Density

Low-density new development compatible with existing buildings and in scale with the Park Blocks.

#### Environment

1. Redevelop for other uses the surface parking lots facing onto the Park Blocks.
2. Rehabilitate existing run-down buildings in the area.
3. Create pleasant sitting areas and separate walking and cycling paths.

4. Coordinate the design of the Portland State Park Blocks, South Park Blocks, Central Park Blocks, and North Park Blocks.

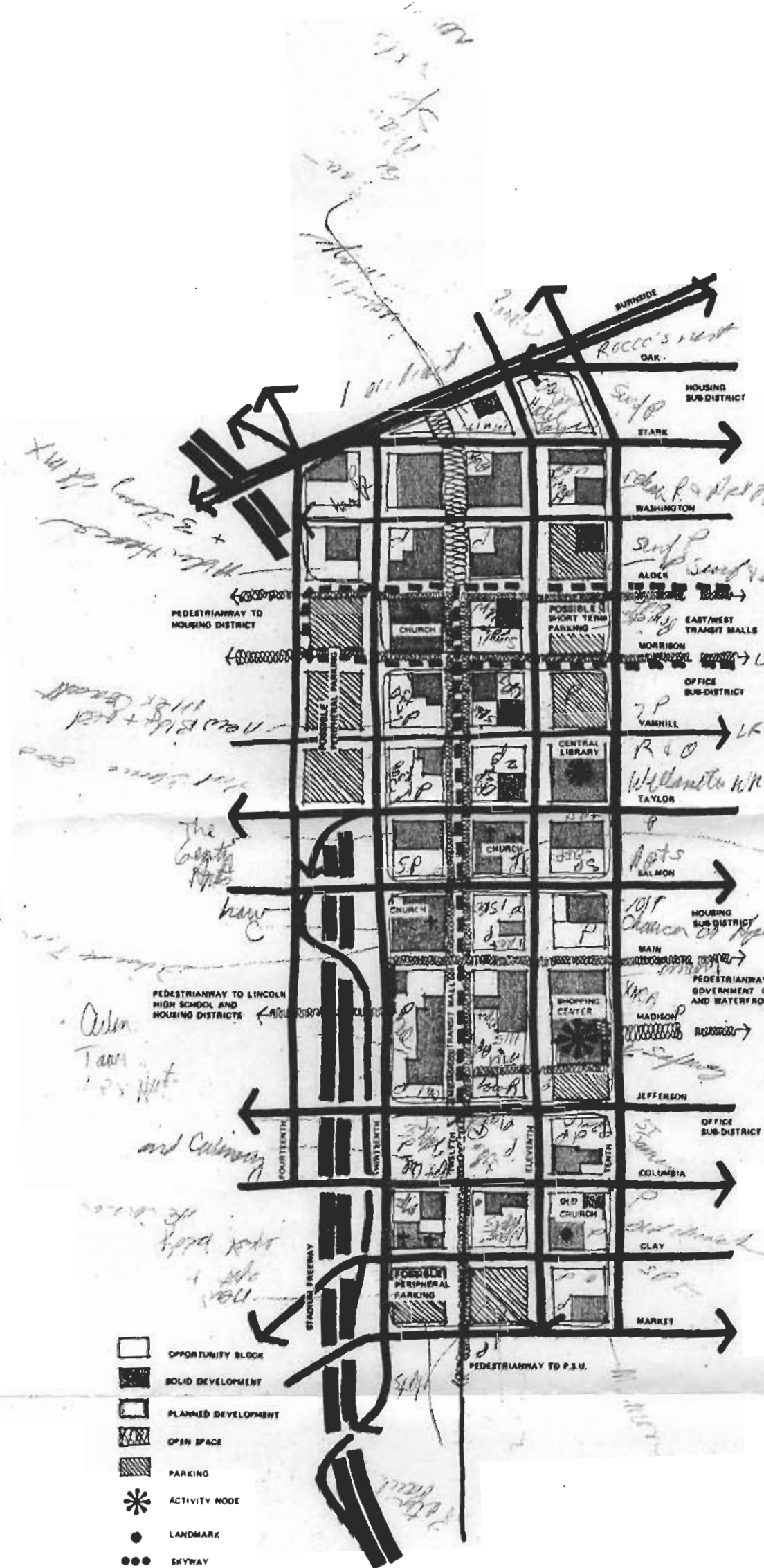
#### Transportation

1. Develop major pedestrian-bicycle circulation along the South Park Blocks connecting Portland State University to the Retail Core.
2. Close Park and Ninth avenues to vehicular traffic, except for service access.
3. Satisfy parking demand by sharing facilities with adjacent districts to the east and west.



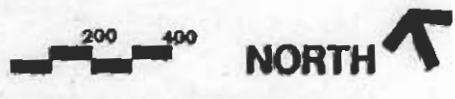
# 14 WEST OF TENTH

- HOUSING, OFFICE, AND MEDICAL MIX WITH SUPPORTING PUBLIC AND INSTITUTIONAL FACILITIES
- MEDIUM DENSITY IN TRAFFIC CORRIDORS AND LOW DENSITY IN ADJACENT AREAS
- TRAFFIC-FREE HOUSING DISTRICTS  
PEDESTRIANWAYS  
TRANSITWAYS  
SERVICE ACCESS  
OFF-STREET PARKING
- TRAFFIC CORRIDOR OFFICE DISTRICTS  
SKYWAYS  
MAJOR TRAFFIC STREETS  
PERIPHERAL PARKING



- OPPORTUNITY BLOCK
- SOLID DEVELOPMENT
- ▨ PLANNED DEVELOPMENT
- ▩ OPEN SPACE
- ▧ PARKING
- \* ACTIVITY NODE
- LANDMARK
- SKYWAY
- PEDESTRIANWAY
- TRANSITWAY
- SERVICE STREET
- MAJOR VEHICULAR STREET

FEBRUARY 1972



# PLANNING DISTRICTS

#### 14. WEST OF TENTH DISTRICT

##### Boundaries

Tenth, Market, Stadium Freeway and Burnside; divided into subareas -- Market to Jefferson, Jefferson to Salmon, Salmon to Alder, and Alder to Burnside.

##### General Character

A mixed-use district of apartments, offices, churches, and other institutional uses, with relatively quiet streets, and tree-lined sidewalks. Between Market and Jefferson and between Salmon and Alder, office buildings are the dominant use, relating to major access points into Downtown.

##### Land Use

1. Mix of office and housing with convenience retail and service commercial at pedestrian level.
2. Reinforce the existing medical office concentration between Salmon and Alder with additional office development.
3. Emphasize office development between Market and Jefferson.
4. Preserve and expand existing housing concentrations between Jefferson and Salmon and between Alder and Burnside.

##### Density

1. Medium-density new development at Sunset Freeway access and at Salmon-Taylor access into Downtown.
2. Low-density new development in adjacent areas that is compatible with existing good-quality development.

##### Environment

1. Maintain the existing character and scale of the area by carefully designing new developments to relate to older buildings which will remain.

2. Encourage the renovation of structurally sound housing and the construction of new housing.
3. Create a pedestrian environment: more trees, small plazas, and pedestrian-scale lighting, signing and paving.
4. Encourage the location of convenience shopping and cultural, social, and religious activities in support of housing.
5. Add open space -- small squares and plazas -- within each new development, particularly along the major pedestrian system.

### Transportation

1. Develop a north-south pedestrianway along Twelfth to connect housing sub-districts with convenience shopping, medical offices, and community facilities.
2. Connect east-west pedestrianways along Main-Madison and Alder-Morrison to the Park Blocks and the Retail Core to the east and to housing areas west of the Stadium Freeway.
3. Route north-south vehicular traffic along the edges of the district, on Tenth, Eleventh, and Thirteenth.
4. Route major east-west traffic on Market, Clay, Columbia, Jefferson, Salmon, and Taylor.
5. Permit local traffic circulation and service on interior streets.
6. Route transit along Twelfth Avenue.
7. Provide long-term parking in peripheral facilities located at the access from the Sunset Freeway and over the Stadium Freeway near the Salmon-Taylor ramps.
8. Locate short-term parking for the retail core with access from Tenth and Eleventh.
9. Locate convenience parking on-site.
10. Locate parking for housing on-site.



WEST OF TENTH RESIDENTIAL AREA

## 15. CENTRAL PARK BLOCKS

### Boundaries

All blocks fronting onto the Park Blocks from Burnside to Main.

### General Character

The Central Park Blocks from the connecting link of a pedestrian system running through the west side of Downtown. This portion of the original Park Blocks is built up with low-scale development along the narrow streets. A pedestrian scale is easily created. Ground floors of buildings facing onto the park streets are encouraged for uses such as cafes, boutiques, and other specialty shops. Small plazas opening onto the park streets will be encouraged in future development.

### Land Use

Major comparison and specialty retailing at pedestrian level with offices above.

### Density

Medium-density new development as a transitional scale between low-density to the west and high-density to the east.

### Environment

1. Enhance the district by developing existing open areas as small squares. The plaza planned for the block between Washington and Stark streets is an example.
2. Improve the appearance of buildings by remodeling, painting, and adding attractive awnings and well-designed signs.
3. Improve the pedestrian environment by adding special lighting and paving, street furniture, graphics, etc.

## Transportation

1. Develop north-south pedestrian-bicycle circulation by the closure of Park and Ninth Avenues to vehicular traffic, except for service access. This will provide a continuous pedestrian connection from Portland State University to Union Station.
2. Develop east-west pedestrianways through the district connecting the Retail Core to the West of Tenth district.
3. Minimize vehicle traffic.
4. Satisfy parking demand by sharing facilities with adjoining districts.

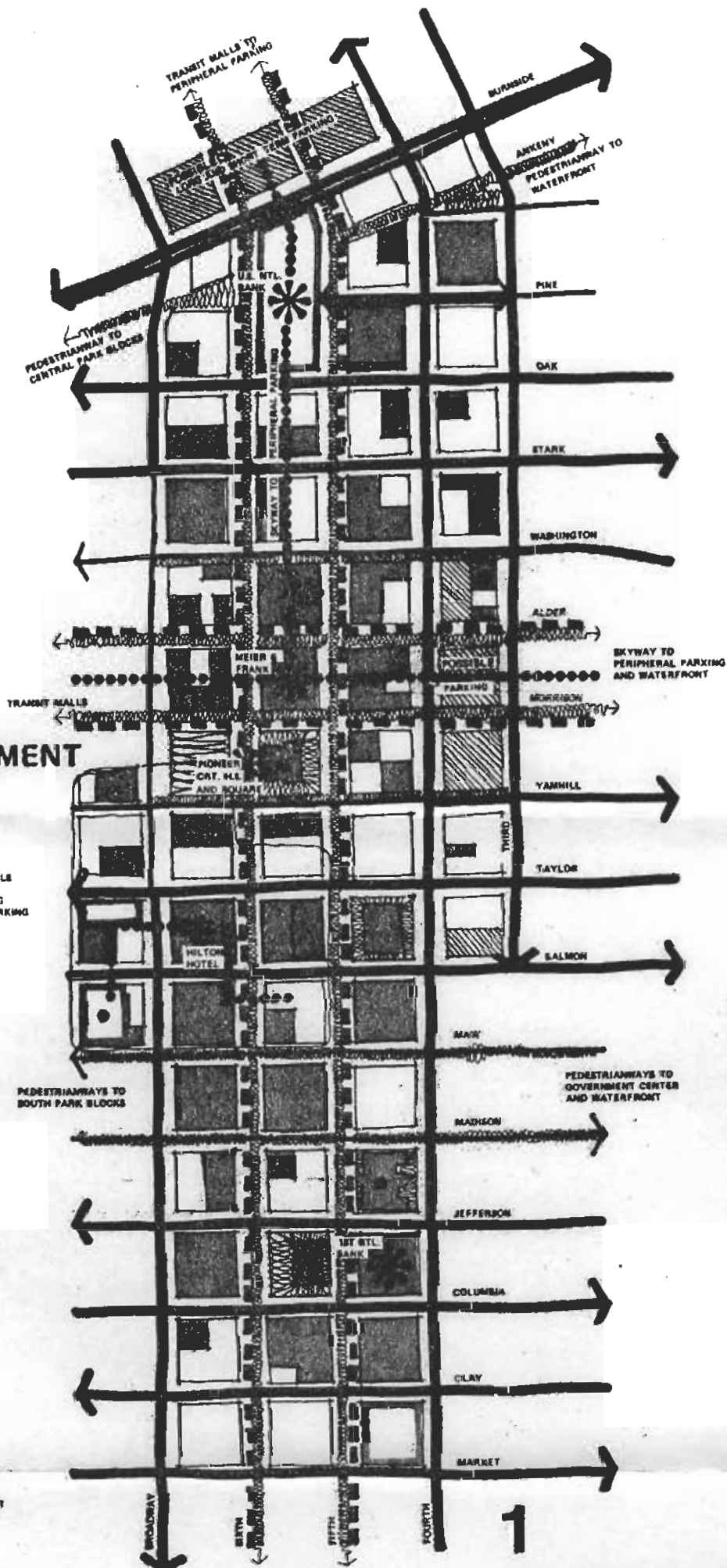
CENTRAL PARK BLOCKS



# 16

## HOTEL/ ENTERTAINMENT

- \* HOTEL, CONVENTION, AND ENTERTAINMENT FACILITIES WITH CONVENIENCE RETAILING
- \* HIGH DENSITY
- \* TRANSIT CORRIDOR DISTRICT NORTH/SOUTH TRANSIT MALLS SERVICE STREETS ON-SITE EXECUTIVE PARKING LONG-TERM PERIPHERAL PARKING

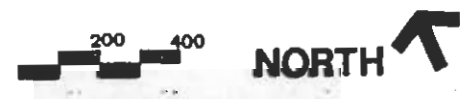


## 1 OFFICE CORRIDOR

- \* OFFICE WITH SUPPORTIVE RETAILING
- \* HIGH DENSITY
- \* TRAFFIC CORRIDOR DISTRICT SKYWAYS MAJOR STREETS OFF-STREET PARKING

- OPPORTUNITY BLOCK
- SOLID DEVELOPMENT
- ▨ PLANNED DEVELOPMENT
- ▤ OPEN SPACE
- ▧ PARKING
- ✳ ACTIVITY NODE
- LANDMARK
- SKYWAY
- PEDESTRIANWAY
- TRANSITWAY
- SERVICE STREET
- MAJOR VEHICULAR STREET

FEBRUARY 1972



# PLANNING DISTRICTS



## 16. HOTEL-ENTERTAINMENT DISTRICT

### Boundaries

Roughly from Yamhill to Main and Fifth to Ninth.

### General Character

A colorful district, active day and night, serving tourists and conventions. The hotel-convention and related entertainment uses compliment the retail core and the high-density office district.

### Land Use

Mix of hotel-convention facilities, entertainment facilities (restaurants, film theaters, etc.) and convenience retailing at pedestrian levels, with offices above.

### Density

High-density new development related to the north-south transit corridor and to the surrounding high-density office corridor.

### Environment

1. Provide street-level pedestrian amenities: trees, benches, bus, and taxi waiting shelters, and sidewalk entrance canopies.
2. Develop a coordinated colorful sign system identifying various uses in the district.

### Transportation

1. An upper-level pedestrian circulation system will tie hotel-convention facilities together and give access to existing parking garages.
2. Major vehicle access will be provided on Salmon and Taylor east-west and Broadway and Tenth north-south.

3. Transit will be provided adjacent to the district on Fifth and Sixth.

# 17

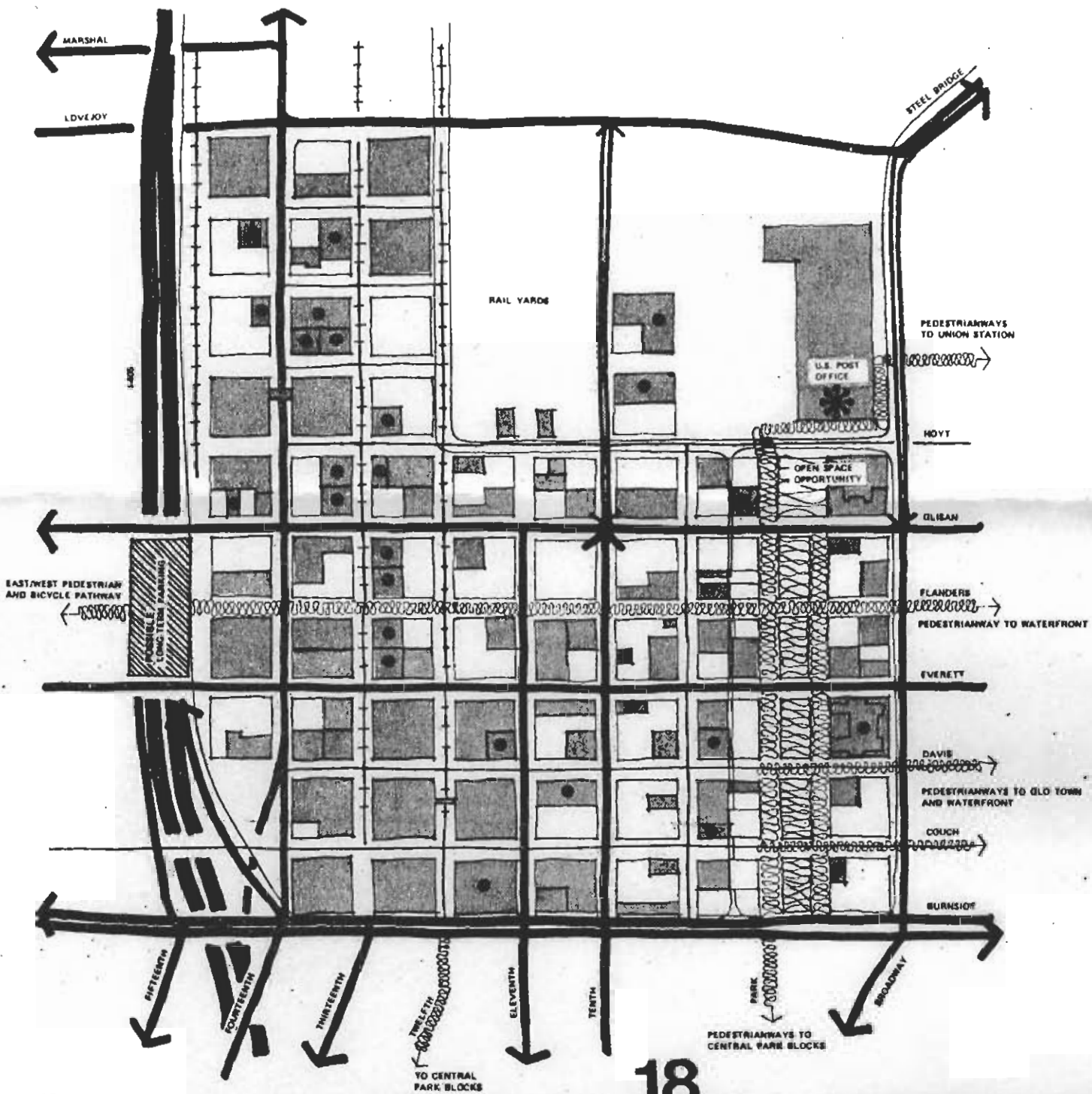
## NORTHWEST INDUSTRIAL

- WAREHOUSING, WHOLESALING, AND TRUCKING
- LOW DENSITY
- TRUCKING DISTRICT
- EAST/WEST PEDESTRIANWAY
- MAJOR STREETS AND SERVICE STREETS
- PERIPHERAL PARKING AND OFF STREET LOADING AND PARKING

# 21

## RAILYARD/POST OFFICE

- TRANSPORTATION
- LOW DENSITY
- TRANSPORTATION
- RAIL YARDS
- MAJOR STREETS AND SERVICE STREETS
- OFF STREET LOADING AND OFF A
- OFF STREET LOADING AND PARKING



# 18

## NORTH PARK BLOCKS

- SPECIALTY AND CONVENIENCE RETAILING WITH OFFICE AND HOUSING ABOVE
- LOW DENSITY
- TRAFFIC-FREE PEDESTRIAN DISTRICT
- NORTH/SOUTH PARK AND PEDESTRIANWAY
- SERVICE STREETS
- OFF STREET PARKING

- OPPORTUNITY BLOCK
- SOLID DEVELOPMENT
- ▨ PLANNED DEVELOPMENT
- ▩ OPEN SPACE
- ▧ PARKING
- ✳ ACTIVITY NODE
- LANDMARK
- SKYWAY
- PEDESTRIANWAY
- TRANSITWAY
- SERVICE STREET
- MAJOR VEHICULAR STREET

FEBRUARY 1972



NORTH ↑

# PLANNING DISTRICTS

## 17. NORTHWEST INDUSTRIAL DISTRICT

### Boundaries

Burnside, Stadium Freeway, Hoyt, and center of blocks between Park and Ninth.

### General Character

The character of this district is utilitarian and functional.

### Land Use

1. Primary: warehousing and wholesaling to serve Downtown retailing.
2. Secondary: light manufacturing, automotive, and general service commercial, industry-related offices and research, convenience retailing.

### Density

Low-density new development scaled to existing buildings.

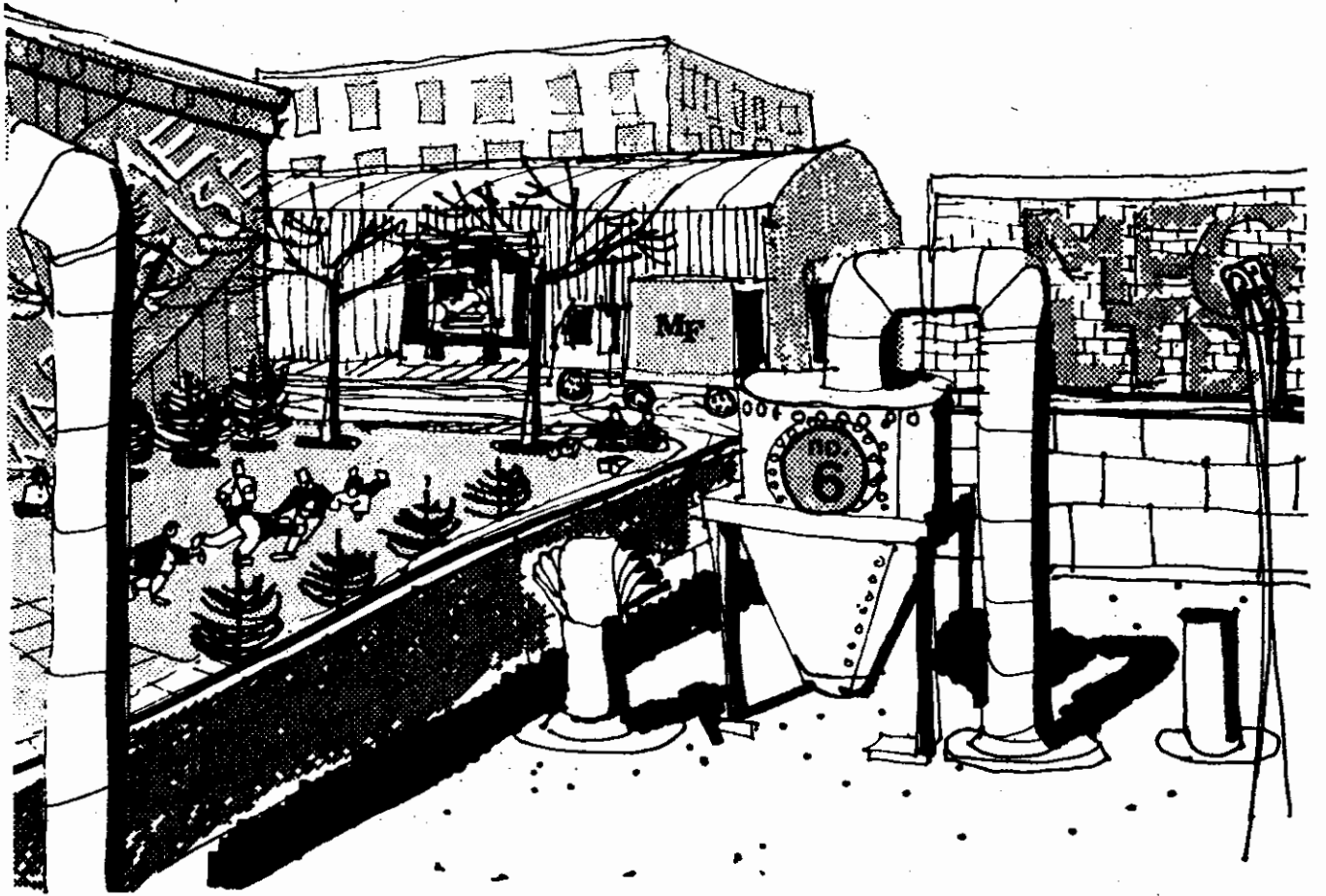
### Environment

1. Develop performance standards for outside storage, loading areas, abatement of noise and air pollution, etc.
2. Incorporate a landscaping program, better street lighting, better signing and other such measures to improve the image and environment of the district for workers, customers, and people passing through.
3. Rehabilitate and preserve architecturally significant buildings.

### Transportation

1. Develop east-west pedestrian-bicycle circulation along Flanders connecting to the Northwest housing district to the west and the North Park Blocks to the east.

2. Provide for major vehicle circulation on Burnside, Everett, and Glisan east-west; Tenth and Fourteenth north-south.
3. Route east-west transit on Everett and Glisan.
4. Permit service access on all local streets.
5. Provide long-term employee parking over or adjacent to the Stadium Freeway between Everett and Glisan; short-term on-site parking; no on-street parking.



INDUSTRIAL DISTRICT

## 18. NORTH PARK BLOCKS

### Boundaries

All blocks fronting onto the North Park Blocks between Burnside and Hoyt.

### General Character

Like the South Park Blocks, the North Park Blocks are part of a greenway through the west side of Downtown. Buildings fronting on the park blocks can provide a strong focus for people-oriented uses -- retail stores, restaurants, offices -- which serve as a buffer to the industrial district on the west.

### Land Use

Mix of specialty and convenience retailing and service commercial such as lighting and office furniture showrooms, stationery stores and specialty printing shops at the pedestrian level with offices and housing above.

### Density

Low-density new development related to the park blocks and scaled to existing buildings, some of which may be rehabilitated.

### Environment

1. Encourage the location of new retail, commercial, housing, and office uses to better utilize the advantages of this district.
2. Strengthen the district by introducing well-designed lighting, street furniture, and landscaping.
3. Encourage rehabilitation and conversion of old buildings for specialty retailing, offices, and commercial services.

## Transportation

1. Provide for major pedestrian-bicycle circulation along the North Park Blocks connecting with Union Station to the North and the Central Park Blocks and Retail Core to the South.
2. Eliminate vehicle traffic on Eighth and Park except for service.
3. Route major traffic and transit on Everett and Glisan streets.
4. Develop peripheral parking north of Burnside between Fourth and Broadway to satisfy the long-term and short-term parking needs of the district.





NORTH PARK BLOCKS

## 19. NORTH OF BURNSIDE DISTRICT

### Boundaries

Glisan, First, Everett, Third, Burnside, and center of blocks between Broadway and Eighth.

### General Character

Primarily a redevelopment area with some rehabilitation of existing buildings. New housing and social programs for existing residents will have high priority.

### Land Use

1. Mix offices and new housing with convenience retailing and service commercial at pedestrian level.
2. Reinforce the concentration of Oriental shops and restaurants along Fourth Avenue.
3. Emphasize a concentration of new housing from Burnside to Glisan between Third and Broadway.
4. Emphasize office development from Everett to Glisan between First and Third.

### Density

Medium-density new development related to the north-south transit corridor and Steel Bridge access into the district.

### Environment

1. Improve the image of sections of this district by rehabilitation and new development where appropriate.
2. Create a pedestrian environment at street level by restricting interior streets to local traffic, widening sidewalks, providing better pedestrian lighting, and adding landscaping and street furnishings.

3. Strengthen the Oriental restaurant area by encouraging private and public participation in street and sidewalk improvements.

### Transportation

1. Provide an east-west pedestrian-bicycle route along Flanders, connecting to the North Park Blocks on the west and the Old Town/Skidmore Fountain District on the east.
2. Design north-south pedestrianways as part of the Fifth-Sixth transit malls connecting to the Union Station area to the north and the central office corridor and retail core to the south.
3. Locate a new intercity bus terminal on the transit mall, with access to the freeway system via Everett and Glisan streets.
4. Route major vehicle circulation on Burnside, on Everett and Glisan east-west, and on Fourth and Broadway north-south.
5. Provide service and local access on interior streets.
6. Provide long-term and short-term parking in a major facility within the district at a location which is convenient to major accesses into Downtown.
7. Locate parking for housing on-site.

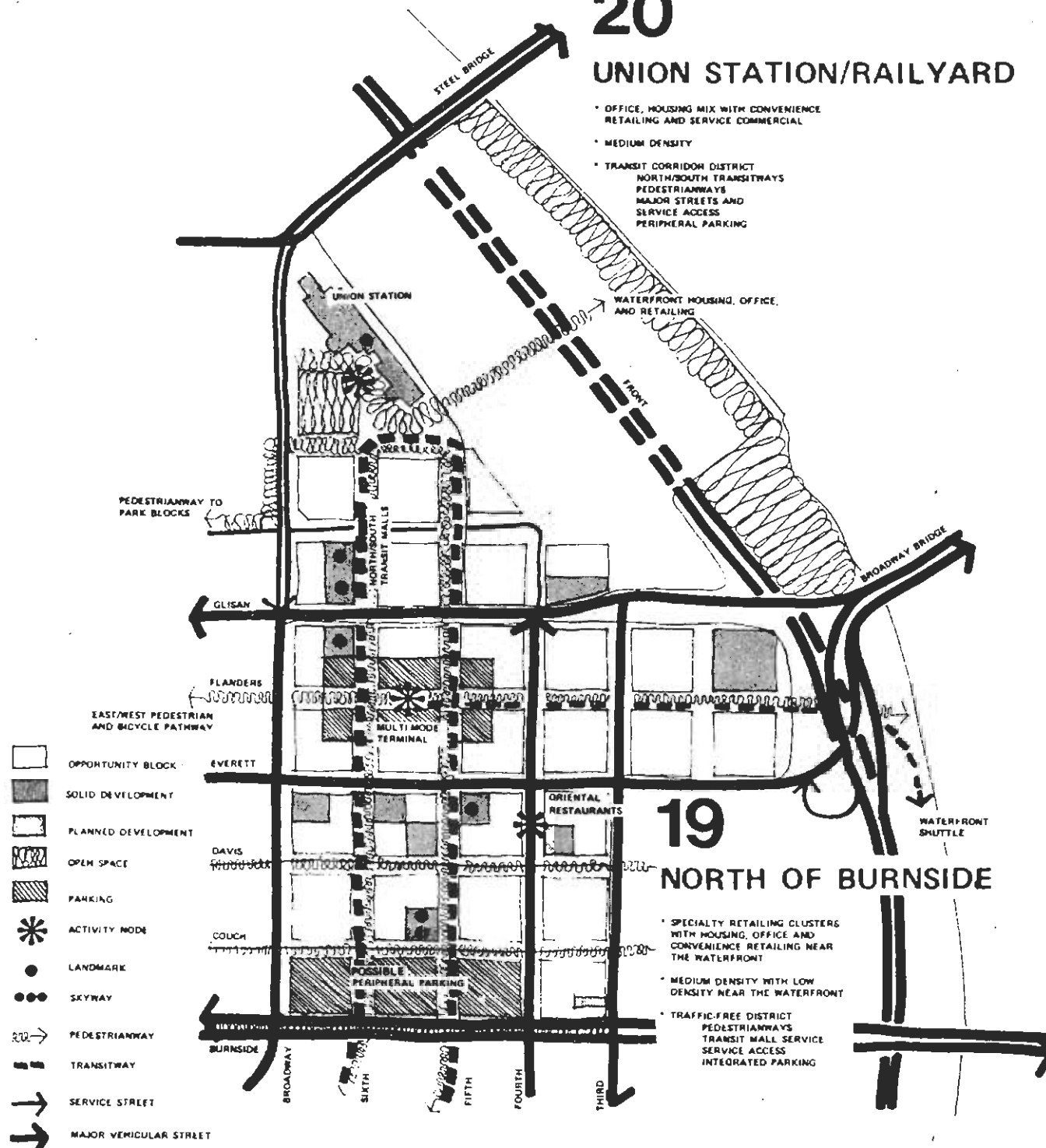
# 20

## UNION STATION/RAILYARD

- OFFICE, HOUSING MIX WITH CONVENIENCE RETAILING AND SERVICE COMMERCIAL

- MEDIUM DENSITY

- TRANSIT CORRIDOR DISTRICT  
NORTH/SOUTH TRANSITWAYS  
PEDESTRIANWAYS  
MAJOR STREETS AND  
SERVICE ACCESS  
PERIPHERAL PARKING



FEBRUARY 1972

# PLANNING DISTRICTS

## 20. UNION STATION-RAILYARD DISTRICT

### Boundaries

Glisan, Broadway, Viaduct and Waterfront.

### General Character

A combination of commercial, office, and residential uses which relate to the north of Burnside commercial/housing district and the north waterfront. The existence of a 43-acre parcel under a single ownership makes this area attractive for private renewal as a "planned unit." It provides the opportunity to create a system of open space and pedestrianways throughout the district. Union Station can be redeveloped as a focal point for a "Ghirardelli Square"-type shopping and entertainment center. The existing railyard will be relocated to a more suitable and accessible location.

### Land Use

1. Specialty retail concentration related to Union Station and the Hoyt Hotel, including shops, restaurants and convention-tourist facilities.
2. Mix of housing, office and convenience retail between Union Station and the waterfront.

### Density

1. Medium-density new development between Union Station and the waterfront.
2. Low-density development immediately adjacent to the waterfront open space.
3. Low-density between Union Station and Hoyt Hotel, scaled to existing buildings which may be rehabilitated.

### Environment

1. Develop a design concept which identifies the district as a cohesive area of new medium-density development.

2. Develop open spaces and pedestrianways throughout the proposed housing-office area, a major urban plaza between Union Station and the Hoyt Hotel, and a greenway along the river.
3. Establish a medium-intensity activity area between Union Station and the river and a high-intensity activity area in the Union Station-Hoyt Hotel area.
4. Utilize the existing Union Station consistent with its unique architectural and historical significance. With proper treatment this handsome structure can become a major commercial and tourist attraction in Portland. Its potential for this type of use has already been recognized in studies made for the owners.
5. Add amenities -- trees, plantings, pedestrian lighting and signs, textured paving, sidewalk furniture, public restrooms, etc.

#### Transportation

1. Provide a major pedestrian-bicycle linkage along the river to the Downtown waterfront. Other pedestrianways will connect to the Old Town/Skidmore Fountain District and to the North Park Blocks.
2. Keep the district traffic free, except for service, with long-term and short-term parking on the edges. Northwest Front Avenue can be spanned with second-level decks.
3. Terminate the north-south transit mall at Union Station.

## 21. RAILYARD-POST OFFICE DISTRICT

### Boundaries

Broadway, Hoyt and Twelfth.

### General Character

This area will remain as a railroad district with loading and distribution facilities.

### Land Use

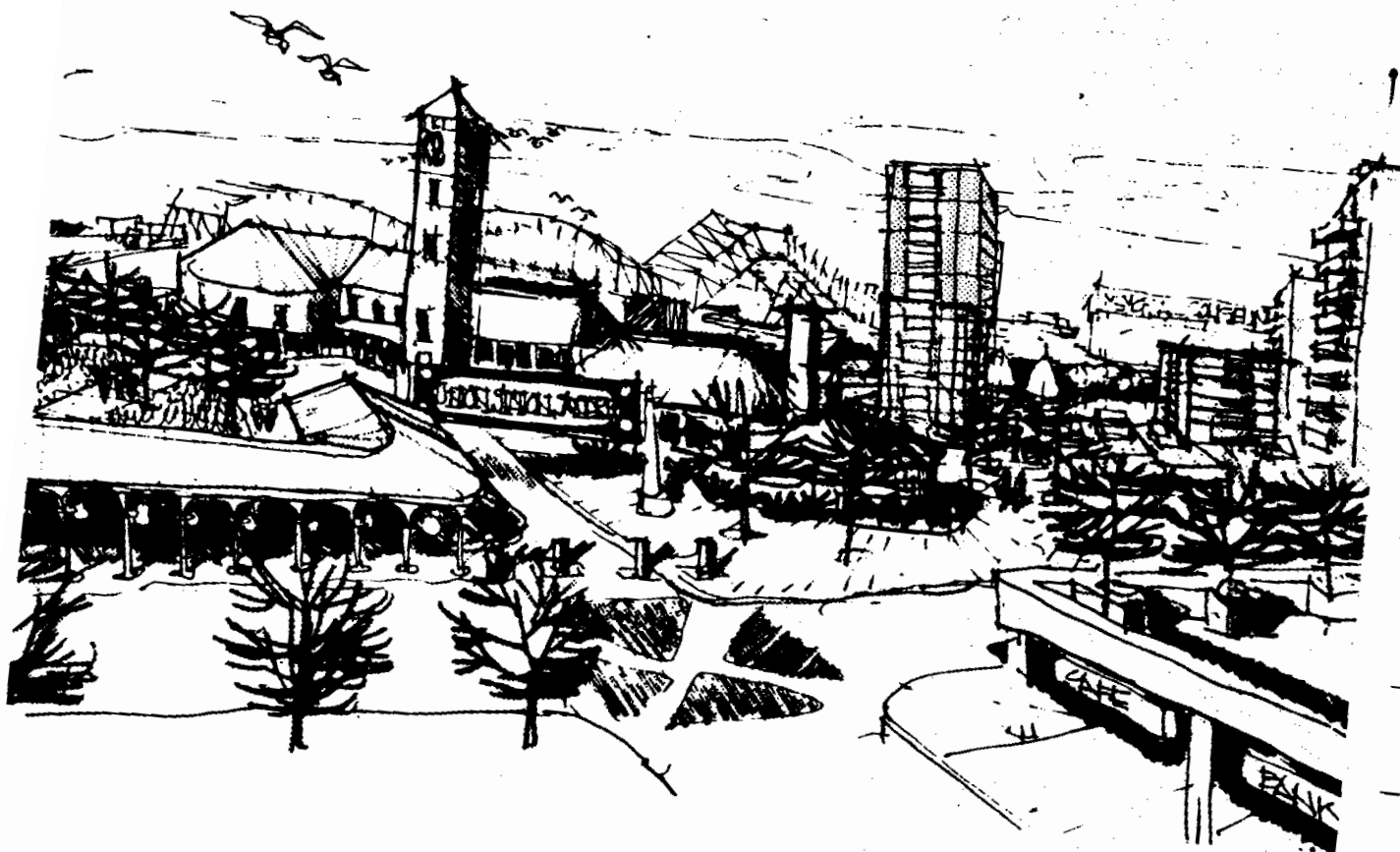
Transportation terminal facilities for distribution break point between train and truck, and for post office distribution center.

### Density

Low-density development (existing railyard).

### Circulation and Parking

1. Restrict pedestrian-bicycle circulation.
2. Keep traffic-free, except for truck loading areas, in order to avoid conflicts between rail and street traffic.
3. Route traffic around the edges of the district.
4. Locate employee parking within the district or in convenient facilities in adjacent districts.



UNION STATION SQUARE



# **IMPLEMENTATION**

## IMPLEMENTATION

1. The Plan can serve as a standard by which the City Planning Commission and City Council can judge proposals for both public and private development in Downtown Portland. The public interest in the development of the central area of the city and the complex interrelationships between land use, traffic and pedestrian circulation justify public review of all development proposals. Extension of the "conditional use" or design review approach to land use regulation will provide more effective public direction to Downtown development.
2. Land use regulations can provide economic incentives to encourage housing and other uses when normal market conditions are not consistent with the city's planning objectives.
3. A local improvement district (LID) can be created to accomplish major public improvements in the retail core-- parking, sidewalk improvements, and the development of public squares and small plazas. The improvement district approach, with assessments levied against the benefited properties, can help to achieve a "total program" as against the independent development of individual parking structures or other facilities.

## FIRST PHASE PROJECTS (1st Three Years)

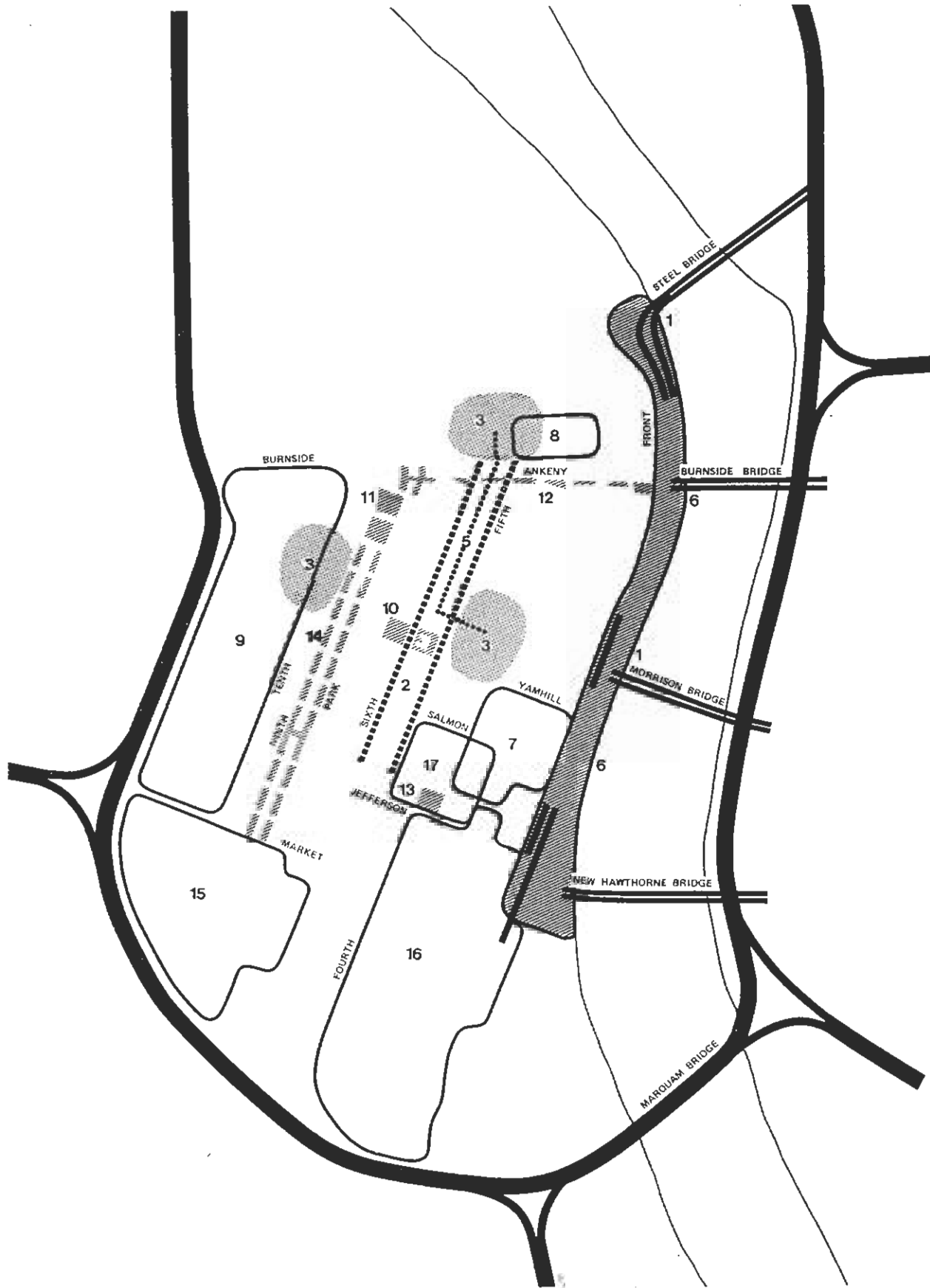
The following list of first phase projects is recommended for implementation between now and 1975. These are the more important projects to be accomplished in the plan. Several of these projects are currently under way or have been identified as priority items by city agencies, Downtown interests and citizens.

1. Close Harbor Drive and make Front Avenue interim improvements.
2. Develop Fifth-Sixth transit malls between Burnside and Madison streets. Redevelop Pioneer Courthouse open space as part of this project.
3. Locate and construct phase one parking facilities as recommended by the parking consultant. Remove curb parking as new offstreet facilities are provided.
4. Construct east-west skyway from Meier and Frank to shopper parking facilities.
5. Construct north-south skyway from Meier and Frank to Burnside.
6. Begin Waterfront redevelopment as recommended by waterfront planners.
7. Implement a housing relocation program for Lowndale area residents.
8. Implement a housing relocation program for Skid Road area residents.
9. Rehabilitate existing housing west of Tenth Avenue.
10. Acquire the block bounded by Yamhill, Broadway, Morrison and Sixth and redevelop into a Downtown central square. Coordinate with and connect to the Pioneer Courthouse block and Sixth Avenue transit mall.
11. Redevelop two park blocks between Washington and Oak streets and Park and Ninth avenues for open space.
12. Develop Ankeny Street as a pedestrianway.
13. Develop G.S.A. park block (Federal Plaza) as part of a coordinated redesign with Chapman and Lowndale squares.

14. Close Park and Ninth avenues to automobile traffic between Burnside and Market streets. Redevelop streets as pedestrian and bicycle ways with provisions for service and loading.
15. Continue Portland State University urban renewal project implementation as planned or revised.
16. Continue South Auditorium urban renewal project implementation.
17. Begin Government Center redevelopment as recommended by the Government Center Advisory Committee.

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10. Acquire the Meier and Frank parking block and redevelop into Downtown central square. Coordinate with and connect to the Pioneer Courthouse block and Sixth Avenue transit mall.
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0' 1200' 2400'



## SECOND PHASE STUDIES (1972-72)

Second phase detailed planning is scheduled to commence with the presentation of the first phase planning guidelines and recommendations. The second phase of the Downtown Plan includes the following generalized work program:

1. General promotion and presentation of the "guideline plan" and its various features.
2. Development of detailed design and implementation plans for all "planning districts."
3. Preparation of design studies for environmental elements including street furnishings, landscaping, signs and graphics, and skyways.
4. Coordination and review of detailed district plans, public projects and private projects.
5. Formulation of implementation procedures including phasing, financing, responsibility and defining next steps.

Several areas of more detailed study have been identified in the first phase planning guidelines. Specific studies which are recommended for immediate attention are as follows:

1. Develop a detailed program for rehabilitating and replacing substandard Downtown housing, for building additional Downtown housing, and for relocating any Downtown residents. Priority should be placed on relocation plans for the Skid Road and Lownsdale area residents and on rehabilitation of existing housing west of Tenth Avenue.
2. Set up a parking implementation procedure for long-term peripheral parking and for short-term Retail Core shopper parking.
3. Formulate and adopt specific development regulations for land use, density, and design review based on the guideline plan.
4. Give priority to the development of detailed design plans and implementation programs for the following "planning districts."

- a) Retail Core
  - b) Skidmore Fountain/Old Town
  - c) Government Center
  - d) West of Tenth
5. Formulate incentive programs for preservation of historic buildings, for rehabilitation or new construction of housing and for creation of open space in new private development.
  6. Designate additional historic and architectural landmarks to be preserved.
  7. Develop and implement street-tree planting and lighting programs.
  8. Develop and adopt sign and graphic standards for Downtown.

# **APPENDIX**



ACKNOWLEDGMENTS

Portland City Council

Terry D. Schrunk, Mayor  
Lloyd E. Anderson  
Neil Goldschmidt  
Francis J. Ivancie  
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## SUPPLEMENTAL REPORTS

1. The Way of Life in the Lownsdale Community; Monty K. Anderson, Charles A. Merrill, John V. A. Neal; Portland State University Urban Studies Center; May 1971.
2. The Student Housing Problem; Student Housing Committee, Portland State University; May 1969.
3. Nucleus of Neighborhood Services; Portland Student Services, Portland State University.
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10. Reuse Potential for Portland Union Station; for Portland Terminal Railroad Company by Real Estate Research Corporation; July 1969.

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