



HIGHLIGHTS

Accomplishments of Portland's

Downtown Plan
Central City Plan
Albina Community Plan
Outer Southeast Community Plan

City of Portland
Bureau of Planning

Mayor Vera Katz
Commissioner-in-Charge

May 2000



*Skidmore's Fountain, donated to
Portland in the 19th century,
bears the inscription
"Good citizens are the riches of a city."*

Highlights

Accomplishments of Portland's

Downtown Plan

Central City Plan

Albina Community Plan

Outer Southeast Community Plan



City of Portland, Oregon
Bureau of Planning
May 2000

Portland City Council

Mayor Vera Katz
Commissioner Charlie Hales
Commissioner Jim Francesconi
Commissioner Dan Saltzman
Commissioner Eric Sten

Portland Planning Commission

Steve Abel, President
Rick Michaelson, Vice President
Amanda Fritz
Rick Holt
Marcy McNelly, AIA
Ruth Scott
Ethan Seltzer
Ingrid Stephens

Bureau of Planning

Mayor Vera Katz, Commissioner-in-Charge
Gil Kelley, AICP, Director
Michael Harrison, FAICP, Chief Planner
Colleen Greer Acres, PhD, AICP, Senior Planner
Barbara Sack, AICP, City Planner
Ellen Ryker, City Planner
Stephen Oringdulph, Graphic Illustrator
Kirsten Force, Graphic Illustrator
Tien Nguyen, Graphic Illustrator, Technician
Carmen Piekarski, GIS Specialist
Amy Schwartz, Communications Manager
Anne-Elizabeth Riis, Community Service Aide
Carolyn Sharp, Community Service Aide

Photos by Barbara Sack, Carolyn Sharp and other Bureau of Planning Staff.

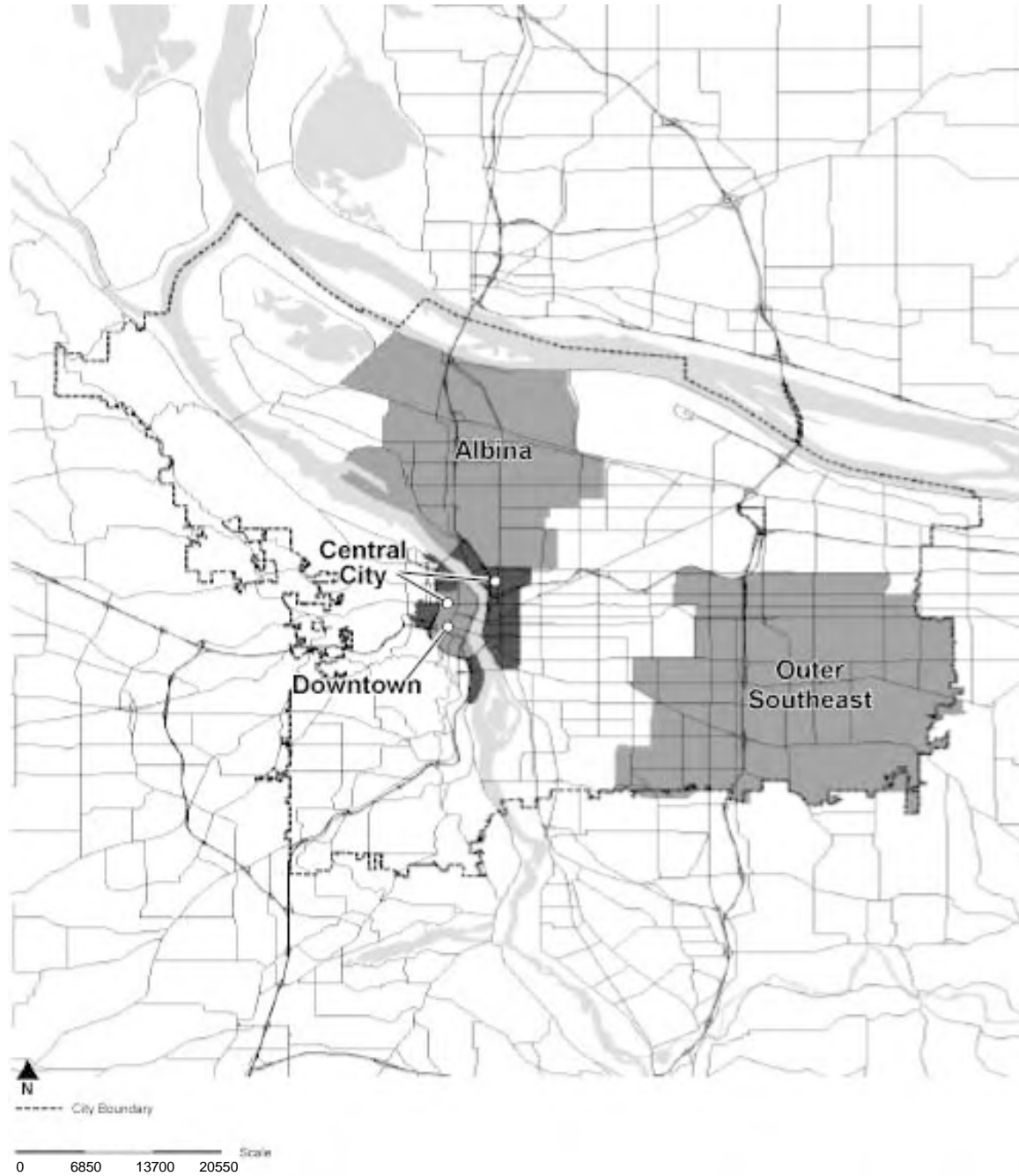
The Bureau of Planning wishes to acknowledge the Portland Office of Transportation's publication, *Elements of Vitality: Results of the Downtown Plan*, prepared for the 1998 RailVolution Conference. The Bureau also wishes to acknowledge the publication *From Downtown Plan to Central City Summit: Trends in Portland's Central City 1970-1998*, prepared for the November 19, 1998 Central City Summit. Both documents contained valuable and important material used in this document.



This is one of over twenty ornamental drinking fountains donated to the city by lumber baron, Simon Benson.

Table of Contents

Introduction.....	1
Downtown Plan.....	7
Background.....	7
Major Plan Concepts.....	11
Downtown Today.....	13
Highlights.....	15
Central City Plan.....	49
Background.....	49
Major Plan Concepts.....	53
Central City Today.....	55
Highlights.....	57
Albina Community Plan.....	101
Background.....	101
Major Plan Concepts.....	105
The Albina Community Today.....	107
Highlights.....	109
Outer Southeast Community Plan.....	139
Background.....	139
Major Plan Concepts.....	143
Outer Southeast Today.....	145
Highlights.....	147
How Well Have We Done?.....	167



The Downtown, Central City, Albina and Outer Southeast Community Plans covered widely different geographic areas and dealt with significantly different issues and solutions. The Downtown Plan was incorporated into the Central City Plan.



Waterfront in Downtown Portland. Top, 1940s showing *The Public Market Building*. Middle, 1960s showing *Harbor Drive*. Bottom, 1970s, after *Harbor Drive's* closure and redevelopment into *Tom McCall Waterfront Park*.

Introduction

The City of Portland recently celebrated the anniversaries of four major planning efforts. The year 1998 marked the 25th anniversary of Portland's *Downtown Plan* and the 10th anniversary of the *Central City Plan*.

These plans set the stage for the transformation of Portland's core into a vibrant city center, now recognized nationally for its attractiveness and efficient development. The year 1998 also marked the 5th anniversary of the *Albina Community Plan* and the 3rd anniversary of the *Outer Southeast Community Plan*.

The *Albina Plan* set the direction for the revitalization of Portland's historic inner north and northeast neighborhoods. *The Outer Southeast Plan* paved the way for the Gateway Regional Center, the urbanization of recently annexed portions of mid-

Multnomah County, and the management of natural resources in the Johnson Creek watershed.

All four plans were comprehensive. Their scope included transportation, housing, economic development, parks and open space, natural resources, urban design, and land use. Large scale planning efforts had previously focused on a limited set of concerns, such as parking, commercial revitalization, or housing. The *Downtown Plan*, *Central City Plan*, *Albina Community Plan*, and *Outer Southeast Community Plan*, on the other hand, evaluated, balanced, and integrated the different elements so that each action was taken in light of its effect on others. Extensive citizen involvement shaped the content of these plans and contributed to their success.

This report identifies and illustrates key accomplishments attributable to each plan.



The statue of Portlandia rests on a ledge above the Portland Building on SW 5th Avenue.

Portland was a different place in the late 1960s than it is today. It was smaller in population and area. Its downtown was polluted, congested, and perceived by many to be unattractive. Inner city neighborhoods were losing residents to the suburbs and becoming dilapidated, some being cleared for freeway construction and urban renewal. Retail activity was also shifting to new, more suburbanized shopping malls.

In the 1960s, city leaders, in partnership with citizens and business leaders, began drafting a bold new plan to arrest the decline of Portland's central business district. Departing from the approach of earlier urban renewal planning efforts, the City relied extensively on citizen and business leaders in formulating the ***Downtown Plan***. It promoted the square mile of Downtown Portland as everybody's neighborhood and specifically sought citizen input. Whereas earlier plans for the city core had emphasized improving automobile access, this approach recommended the creation of a lively pedestrian environment. Proposals included new public open spaces, a transit mall with wide sidewalks, public art, and improved transit service. Whereas earlier plans had advocated for a smaller retail and office core with parking and warehousing at the edges, this plan called for a mix of complementary land uses in Downtown. Proposals included increasing the amount of housing and structured parking near the retail core and preserving historic buildings and districts.

Sixteen years later the ***Central City Plan*** expanded planning for Portland's core. It extended many of the *Downtown Plan's* regulatory measures to a five-square-mile area. It provided a fully developed vision for this area and fostered coordinated growth in its distinct districts: Lower Albina, Lloyd District, Central Eastside,

River District (formerly the Northwest Triangle and North of Burnside districts), University District, Goose Hollow, and North Macadam.

Today, Portland is considered one of the country's most livable cities, and its planning approach is considered a national model. The City's active planning efforts have dramatically improved Portland's physical environment and image, efficiently accommodating the growth in population and employment over the last two and a half decades. Downtown is vibrant, functional, and attractive with a new public square, waterfront park, and exciting retail core. Air quality is much improved, and commuting by mass transit has become easier because of the new light rail line and improved bus service. With the construction of the Performing Arts Center, the renovation of the Paramount Theater, and the use of Downtown open spaces for concerts and other events, Portland's cultural activity equals that of many larger cities.

The improvement of Portland's core has proceeded in tandem with the renovation of its inner neighborhoods. This includes the transformation of several close-in commercial districts into successful shopping areas with a regional draw. Since the late 1960s, citizens in inner west and eastside neighborhoods have organized to prevent the decline of their residential

areas. Residents, local business owners, and other community members established neighborhood and business associations and requested planning assistance and funds for neighborhood improvements. In response, the City funds and supports neighborhood and business associations, recognizes them as significant vehicles for public participation on land use and other issues related to City government, and leverages various sources of funds for neighborhood improvements.

In 1989 the City initiated the ***Albina Community Plan*** to improve conditions in inner north and northeast neighborhoods. It grew out of community-based planning efforts by the North/Northeast Development Alliance and other groups to address physical and economic decline, disinvestment, housing abandonment, population loss, and rising crime in this 19-square mile area of north and northeast Portland. In addition, the plan addressed a potential light rail line through the neighborhoods from the Rose Quarter north to Vancouver, Washington.

The ***Outer Southeast Community Plan*** process began in 1992 and covered 28 square miles. It addressed revitalization of aging residential neighborhoods and business districts such as the historic Lents downtown, anticipated urbanization of the eastern portion of the area, and environmental issues related to Johnson Creek. In

addition, during the planning process, Metro released its 50-year plan for growth in the region, the ***Region 2040 Growth Concept***. The ***Outer Southeast Plan*** was the first of Portland's planning efforts to elaborate upon this regional effort.

The considerable change that has taken place within Portland since 1972 cannot be attributed solely to the four plans described in this report. However, these plans acted as catalysts for the residents, businesses, and other interested parties to identify their concerns, problems, and satisfactions with their city and their neighborhood. As a result of their efforts, each plan provides a major framework within which the City has concentrated much of its limited public dollars and to which private and nonprofit developers look for guidance.

Copies of this report are available at the Portland Bureau of Planning, 1900 SW 4th Avenue, Portland, OR 97201.

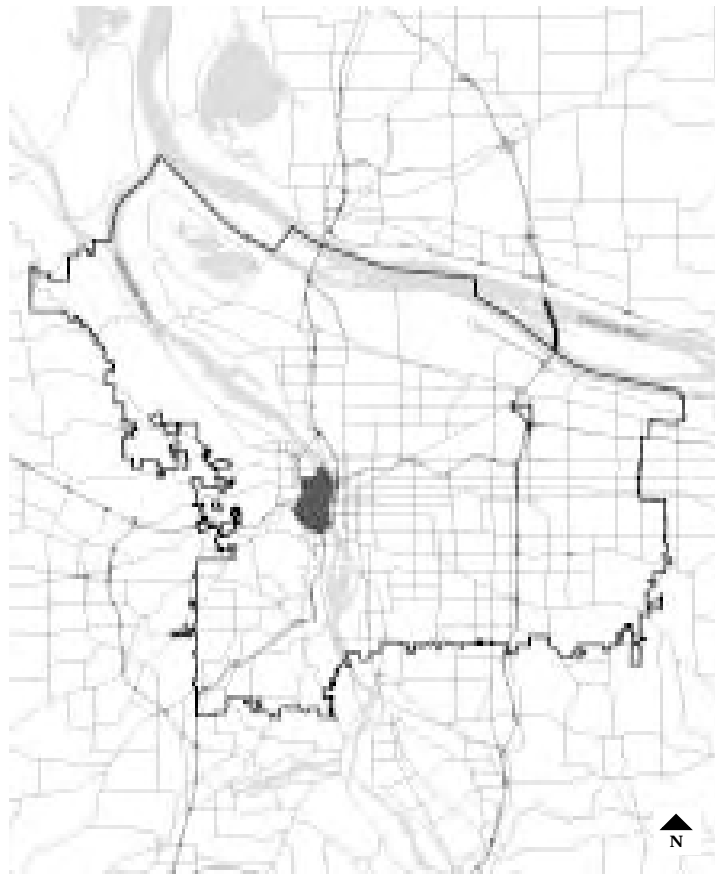
Organization of This Document

This document contains one chapter for each plan. Each chapter contains:

- **Background.** This section describes conditions in the plan area that precipitated the planning process.
- **Major Concepts.** This section describes the most important elements adopted into the plan.
- **The Area Today.** This section briefly describes broad general conditions in the plan area today.
- **Highlights.** This section identifies the most important, compelling projects built and programs instituted by public, private, and nonprofit sectors. Highlights are arranged by adopted policy area, such as Transportation, Housing, or Open Space. Policies

adopted by the *Downtown, Central City, and Outer Southeast Community Plans* are presented intact. Due to the length and number of policies and subpolicies in the *Albina Community Plan*, narratives include an explanation of the policy along with changes that have occurred since the plan's adoption.

In addition, maps identify plan areas and the location of highlights. Photos of special artworks and special features of the particular plan area are also included.



Location of the Downtown Plan area within the City of Portland

Downtown Plan



This drawing from the Downtown Plan depicts 12th Avenue enhanced for pedestrians and as a transit mall.

Background

In the late 1960s, the economy of the metropolitan Portland area was booming. Increasingly, people were moving to the metropolitan area and surrounding suburbs. Downtown skyscrapers emerged, among them the First National Bank Tower adjacent to City Hall and the Georgia Pacific Building, now Standard Insurance. The South Auditorium Urban Renewal District with its parks, fountains, housing, offices, and small businesses was beginning to take shape. Portland was gearing up for expanded trade in Asia.

However, between 1940 and 1970 the number of housing units in Downtown Portland dropped from 31,987 to 13,811, a decline of 56 percent. In order to create the 110-acre South Auditorium District, the newly established Portland Development Commission (PDC) moved over 2,000 people and more than 200 businesses out

of 54 blocks in South Portland. To build the Stadium Freeway (I-405) still more homes were bulldozed. The expansion of Portland State University also contributed to the loss of homes and businesses.

The retail core of Downtown Portland was also in severe decline, hastened by Lloyd Center's debut in 1960 and subsequent malls opening in Washington and Clackamas Counties. Suburban offices offered free parking at lower rents than were available Downtown. Many historical buildings were demolished. Harbor Drive and the sprawling Public Market Building lined the Willamette River fronting Downtown, eliminating easy public access to the river. Few restaurants, live entertainment, or other events attracted people Downtown



Pioneer Courthouse Square is often called Portland's "living room."

after dark. Worse, daily fines for air pollution levied by the newly established U. S. Environmental Protection Agency (EPA) threatened to bankrupt the City.

Consistent with the social unrest across the country, there were race riots on Union Avenue and labor demonstrations elsewhere in town. At the *Oregonian* and *Oregon Journal*, the Newhouse Press locked striking writers and press staff out and imported strikebreakers. War protestors in the South Park Blocks were severely constrained during anti-war demonstrations. There was even talk of closing Portland State College.

As shops and businesses, many of which catered to the young, along Front and First Streets were cleared for the South Auditorium urban renewal projects, PDC and the Police Bureau were accused of declaring war on hippies.

A series of freeways were scheduled to be built throughout Portland, threatening to destroy neighborhoods and displace thousands of residents, most of them low-income families. Opposition to the proposed Mt. Hood Freeway between the Willamette River and Highway 26 east of Gresham was particularly strong. Citizens throughout the city banded together to stop its construction, which would have destroyed over 1750 homes.

Meanwhile, Governor Tom McCall advocated for public access to the ocean, creation of a public greenway along the Willamette River, and protection of the state's rich farm and forest land from subdivisions and urban growth.

In keeping with the activism of the times, leaders in Portland and throughout Oregon joined together to create among the boldest planning and environmental legislation in the history of the United States. At the state level, the late 1960s and early '70s saw the initiation of efforts that would ultimately lead to:

- the state's land use law managing urban growth;
- public access to and use of the coastline;
- the Bottle Bill;
- the establishment of the Willamette Greenway; and
- the formation of Metro, the first and only elected regional government in the country.

The Portland Planning Commission, along with city and state leaders, issued the *Downtown Waterfront Plan* in 1968. Among its recommendations were to make the site of the now-demolished Public Market Building into a park and to eliminate Harbor Drive as a surface arterial. The *Downtown Waterfront Plan* became the impetus to comprehensively evaluate issues facing the city, particularly the increasing loss of Downtown business to suburban retailers, parking and traffic problems, and the continuing loss of housing.

The Downtown Merchants Association, Downtown property owners, citizen activists, and City Council began to look at options that would:

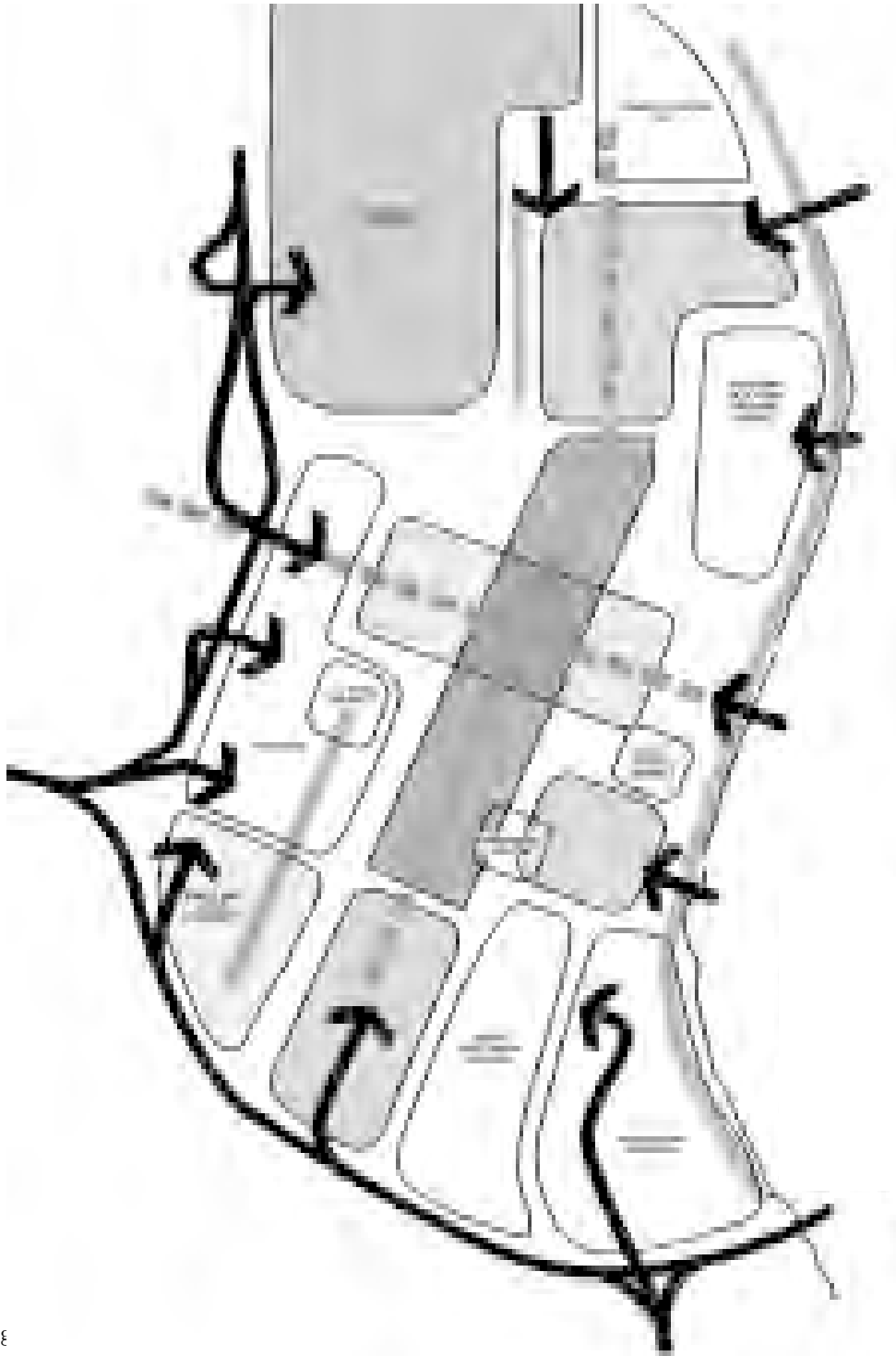
- Entice shoppers back to Downtown. This was the initial impetus for the plan;
- Open the waterfront to recreational use. This was one of Governor McCall's treasured desires – to provide public access to the Willamette;

- Improve Downtown mobility and access, particularly finding other reliable, efficient means for transportation than personal vehicles;
- Provide housing Downtown for a range of income levels, ages, and family types. An active, 24-hour Downtown would be most successful with greater density and diversity of residents; and
- Mitigate air pollution. In addition to reducing the hefty EPA fines, clean air was critical to enticing residents to move back Downtown.







Influential local citizens, supported by extensive public involvement, produced 11 citizen goals, four major plan-wide guidelines, and 21 planning districts, each with its own guidelines. The *Downtown Plan* was the result of their efforts. The Planning Commission adopted the *Downtown Plan* in February 1972; City Council adopted the 11 citizen goals in December 1972. Since then additional regulations and specific strategic plans have ensured that the *Downtown Plan* would be carried out. For example, the Downtown Development Regulations and *Downtown Parking and Circulation Policy* addressed issues of height, bulk, parking, and traffic circulation. The *Downtown Design Guidelines* created a strong design review process to ensure that new and renovated development would meet the desired character of individual districts.



The open space and retail pavilion buildings that lie between Morrison and Yamhill create a green basin that high rise buildings to the north and south overlook and enjoy.



Downtown Plan Concept Map

-  Retail Core
-  Major Office Corridor
-  Medium Density Offices
-  Major Vehicle Access
-  Public Transit
-  Major Open Space

Major Plan Concepts

The key to the success of the *Downtown Plan* was the level of commitment from property owners, business people, politicians, and other local visionaries. Everyone involved worked cooperatively towards Downtown Portland's revitalization. More important than any one planning project was the careful integration of each individual project into the fabric of the city. Into this plan went the pieces which together make Downtown Portland an inviting, exciting place to be:

- Pedestrian amenities, especially the creation of a healthier, more pleasant atmosphere for walking in the core. This was achieved in part by providing wide inviting sidewalks, trees, benches, street art, flowers, and special lighting.
- Transit improvements, especially the development of a mass transit system to provide a viable alternative to the private vehicle. The major element of this system is the extensive light rail system connecting Downtown with the rest of the region.
- Waterfront reclamation, especially the restoration of the riverfront for the people of Portland to use, enjoy, play, relax, and experience the natural environment. One of the crowning achievements of this time was the development of Waterfront Park.
- Retail core definition, especially the creation of a distinct retail core and environment conducive to shopping. Anchored by Pioneer Place, the successful retail core from 11th Avenue to the Willamette River has far exceeded merchants' expectations.
- Residential improvements, especially the enhancement of Downtown livability and the creation of a strong



This restored cast iron colonnade was once part of the Ladd and Tilton Bank.

residential base. Today, from RiverPlace to the Northwest Triangle, Downtown has become a magnet for a new generation of urban residents.

- Culture and entertainment, especially diversification of cultural entertainment and incentives for providing entertainment facilities. The development of the Performing Arts Center, comprising the Arlene Schnitzer Concert Hall, Winningstad Theater, Brunish Theater, and Newmark Theater, and Civic Auditorium, provides an exciting, flourishing nightlife entertainment area;
- Historic preservation, especially the creation of historic areas and their protection from incompatible development. By establishing the Yamhill, Skidmore Fountain/Old Town, and Chinatown-New Japantown Historic Districts, the City demonstrated its commitment to its historic structures.
- Parking policy, especially the development of a parking system to best serve all Downtown activities. The parking lid established a maximum number of parking spaces allowed in Downtown.

The key to these changes, the guiding insight, was to give up trying to compete with suburban development and focus on doing what the suburbs could not – provide a high quality, urban, and cosmopolitan environment.

Downtown Today

Recognized worldwide as an example of good planning, Downtown Portland has largely become what the early visionaries hoped to create. A wide range of housing has been built, renovated and remodeled from the Marquam Bridge to the Broadway Bridge. The abundance and diversity of entertainment options create a lively mix of activities. Cultural attractions, restaurants, events, shopping, services, and institutions appeal to Downtown residents, employees, and visitors. Its extensive transit system – MAX, Fareless Square, and the pedestrian-friendly transit malls – has been emulated throughout the country. Waterfront Park hosts a range of events and provides a gathering place where people congregate, socialize, and enjoy the river's



Downtown Portland, from the waterfront to its high-rise buildings, remains the dominant focus for the metropolitan region.

natural rhythm, while Pioneer Courthouse Square serves a similar purpose in the midst of the commercial/transportation core.



“Allow Me” is one of several works of art in Pioneer Courthouse Square.

Highlights

Transportation

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 transit facilities.

Congestion and lack of adequate parking, perceived contributors to declining businesses Downtown, were part of the initial impetus for the *Downtown Plan*. From the beginning of the planning process participants refused to consider these issues in isolation. Instead, they were evaluated in light of the entire transportation system and other goals for Downtown.

Harbor Drive.

Research on what to do with Harbor Drive began in 1968 with Governor Tom McCall's challenge to free up the waterfront. The subsequent decision to demolish this major highway, accomplished in 1974, took superior political courage. To replace it with a park was, to many, foolishness. But, through this act, Portland demonstrated its commitment to reclaim its river and create a livable city for its residents.

Transit. The transit-specific element of the Downtown Plan addressed the need for a fast, economical, convenient, and comfortable mass transit system in lieu of the freeways envisioned earlier. Federal grant



MAX is the primary public transit link between Downtown, Gresham, and Hillsboro.

money from the Mt. Hood Freeway project was diverted to alternative transportation projects, particularly the MAX light rail line and the transit mall. The following elements together make the system work.

Metropolitan Area Express. The first phase of the light rail transit system, Metropolitan Area Express (subsequently shortened to MAX), opened in 1986. The line joined Portland and Gresham, 15 miles to the east. Between 1975 and 1990 transit trips into Downtown increased by 62 percent, from 79,000 to 128,000.



The Transit Mall was the first element of the regional transit system to be completed.

Transit mall. The award-winning transit mall dates to 1978, when the City dedicated two north/south streets primarily to bus and pedestrian transportation. Widened sidewalks paved in brick with granite curbs, fountains, public art, landscaping, and well-designed bus shelters combine to create an attractive, efficient transit core for the region. This mall is set in Downtown's

high-density spine, which continues to attract commercial development and high transit ridership. The transit mall was extended to Union Station in 1994. The project involved complete reconstruction of NW Fifth and Sixth Avenues from Burnside Street north to Irving Street with amenities such as brick sidewalks, street trees, and bus shelters.



The Max Mall contains brick sidewalks, trees, street furniture, and sculpture.

MAX mall. Following the success of the new transit mall, the City developed another corridor designed for the light rail line. Like the transit mall, the rights-of-way feature brick sidewalks, trees, attractive street furniture, fountains, and sculpture. In deference to the Old Town and Skidmore Historic Districts through which it passes, tracks here were laid in a Belgian block cobblestone pattern. Property owners along the Downtown MAX line agreed to help finance these features using assessments from a local improvement district.

Fareless Square. To promote and facilitate pedestrian circulation and reduce the need for automobiles Downtown, the City created Fareless Square. Within its 300-block boundary, passengers ride transit for free.

Pedestrian and bicycle improvements.

Tall office buildings and intense urban uses can overwhelm pedestrians. Specific measures were taken to provide a human-scaled environment.

Pedestrian districts. Pedestrian districts are typically compact walkable areas of intense pedestrian use with a dense mix of land uses and good transit service, where walking is intended to be the primary mode for trips within the district. This concept was introduced in Portland in 1977 as part of the original Arterial Streets Classification Policy. The following elements make walking pleasurable Downtown:

- Widened sidewalks and brick pavers;
- Public art, fountains, and additional Benson “bubblers”;
- Street trees and planter boxes;
- Decorative and historic lighting;
- Attractive trash containers;
- Transit shelters and benches;
- Buildings with windows; and
- Interesting exterior designs.

Recent pedestrian improvements. The following improvements indicate that the direction established by the *Downtown Plan* remains the norm throughout Downtown:

- Pedestrian connections at NW Couch and SW Morrison across Naito Parkway, completed Summer 1990;
- Pedestrian improvements to enhance Union Station/Old Town area private development: widened sidewalks, new street trees and streetlights, and numerous pedestrian connections to provide residents and workers convenient access to the north transit mall and retail activity in Old Town/Chinatown, under construction; and
- Pedestrian corridor through McCormick Pier connecting Naito Parkway to the river, in design phase.

Bicycle improvements. From its inception, the transportation goal emphasized required bicycle storage in new parking facilities. Initially, the number of spaces required was a percentage of the parking spaces provided. There are currently four businesses that provide bicycle commuter facilities: RiverPlace Athletic Club, Commonwealth Fitness Club, Princeton Athletic Club, and Bike Central Co-op Downtown. Most offer bicyclists clothing storage, showers, and secure parking.

Parking and traffic circulation. The *Downtown Parking and Circulation Policy* (DPCP) was adopted by City Council in December 1975. The following elements of the DPCP positively affected Portland’s air quality, traffic circulation, increased use of multiple transportation modes, and economic viability.

Parking lid, maximum parking ratios for new development, and restrictions on surface parking lots. As part of its parking management strategy, the City established a maximum number of parking spaces available for use in Downtown. Parking spaces were allocated by geographic sector, length of time, and ratios for new and reconstructed developments. This strategy, in conjunction with the other elements in this section, reduced the number of carbon monoxide violations in Downtown from over 50 in 1975 to 3 in 1983. This occurred even while the number of parking spaces decreased from 38,700 to 37,653, and employment increased from 69,800 to over 80,000.

Smart Park garages. In an effort to ensure an adequate supply of inexpensive parking for Downtown visitors, the City built Smart Park facilities. The Association for Portland Progress (APP) operates the lots. Rates favor short-term parking by doubling the hourly rate after four hours. The City and APP also operate the Free Park system, which allows retailers to relieve shoppers’ parking costs by stamping their garage



Whimsical artwork adorns the Smart Park Garage across from Pioneer Place.

tickets. Free Park has the largest number of participating retailers of any validation program in the nation.

Intermodal transportation center. The *Downtown Plan* identified the need for an intermodal transportation center. With Union Station at its heart and the Greyhound Bus Terminal and the northern terminus of the transit mall nearby, the City has fully realized this vision. Union Station is the home of Amtrak and high-speed rail, via the new Talgo trains, between Eugene, Oregon and Vancouver, B.C. The intercity Greyhound buses moved from their Downtown location to the new terminal upon its completion in 1985. The local street system has been changed to improve accessibility. Irving Street, for example, now connects directly to 4th Avenue and Broadway. Together with the transit mall, riders now enjoy easy linkages to Portland's mass transit system.



Union Station, above, and the Greyhound Bus Terminal, below right, form the heart of the intermodal transportation center.



The plaza in front of Union Station provides a pleasant place out of the weather to wait for the train or for transportation to other parts of the city.



Waterfront

Goal. 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 should provide 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.

Six-lane Harbor Drive, constructed in 1941, lined the west bank of the Willamette River. As such, other than driving rapidly along its edge, citizens had no way to access the river in the main city. In 1965, in response to continuing concerns voiced by Downtown merchants, the City began considering an elevated access ramp from Harbor Drive to Ash Street. The Ash Street ramp project would have completely wiped out the remaining historic buildings in the Skidmore area. Public outcries about the ramp, particularly from the Friends of Cast Iron Architecture, ultimately became another reason, beyond the reclamation of the waterfront, for re-evaluating why Harbor Drive had been built in the first place.



The citizens of Portland regained their access to the Willamette River with the opening of Tom McCall Waterfront Park in 1977.

The *Downtown Plan* provided the forum for public discussions about the Willamette River waterfront. With the removal of Harbor Drive, citizens reclaimed the river as its focus. In addition, once the means for people to take advantage of the river's recreational attributes became available, the use of the river expanded beyond industry and commerce to recreational activities, such as sternwheeler cruises and Rose Festival's Dragon Boat Races.



With the addition of the new area in front of RiverPlace, Tom McCall Waterfront Park is complete.

Tom McCall Waterfront Park. Waterfront Park opened in 1977, stretching from the Marquam Bridge to the Steel Bridge. Walkers, joggers, bicyclists, and in-line skaters use the path along the river year round. Annual festivals and events include the Rose Festival, The Bite, Cinco de Mayo, Waterfront Blues Festival, and the Oregon Brewers' Festival. The Oregon Symphony holds its final concert of the outdoor summer season on the park. The park was finally completed in October 1999 when the South Waterfront Park extension opened. The new addition contains a formal garden of native plants, ponds, and paths at the foot of SW Montgomery Street,



The Salmon Springs Fountain in Waterfront Park captures everyone's attention - especially at night and on hot days.

55,000-sq. ft. of paved pathway along the riverfront, and viewpoints over the water.

Within Waterfront Park are several special places:

Salmon Street Springs. Financed by the Portland Development Commission and opened in 1988, the Salmon Street Springs celebrates city life and urban rhythms. Water patterns change to reflect the time of day through programming of the fountain's 185 jets. Salmon Street Springs, its name selected in a public competition, is a popular play area, particularly during the warm summer months.



Located in Waterfront Park, the Japanese-American Memorial in Waterfront Park is dedicated to the history of Japanese-Americans in the Northwest.



The Story Garden in Waterfront Park encourages children to use their imagination.

Turret from the Battleship *U.S.S. Oregon*. The battleship served in three wars: the Spanish American War, World War I, and World War II.

Japanese-American Historical Plaza. Designed by Robert Murase and completed in 1990, this two-acre memorial garden in northern Waterfront Park contains a bronze and stone sculpture that tells the history of Japanese-Americans in the Northwest.

The Story Garden. Built in 1993, the Story Garden is the last public art piece added to Waterfront Park. In addition to an oversized chair and statues of a tortoise and a hare, the children's garden contains a variety of elements in a maze format that can be used to form stories.

Willamette Greenway Plan. The *Willamette Greenway Plan* was adopted by City Council in 1979 and updated in 1987. It established boundaries for the greenway, identified a greenway concept, and created a greenway chapter within the Zoning Code with special design guidelines. The primary objectives of the plan are to:

- Restore the river and its banks as a central axis and focus for the city, neighborhoods, and residents;
- Increase public access to and along the river;
- Conserve and enhance the remaining natural riverbanks and riparian habitat;
- Provide an attractive environment along the river;
- Maintain the economic viability of Portland's maritime shipping facilities;
- Research land within the greenway for river-dependent and river-related uses; and
- Meet the statutory requirements of Statewide Planning Goal 15, Willamette River Greenway.

Conceptually, the Greenway within Downtown was identified for mixed use or recreational use emphasis. Code regulations included overlay zones specific to particular parts of the river, use-related restrictions, and development standards. The *Willamette Design Guidelines* are included within the *Willamette Greenway Plan*.



The RiverPlace Esplanade beckons solitary walkers as well as bustling crowds.

RiverPlace. A superb example of mixed use development, this multi-phased project is located in the south end of Downtown Portland's waterfront. Its 73-acre site was acquired by the Portland Development Commission and subsequently sold to a private developer. The first phase, completed in 1985, included 190 units of middle and upper income housing, the luxury RiverPlace Hotel, specialty retail shops, a marina, an athletic club, and 40,000-sq. ft. of office space. Another 182 townhouses were completed in 1995. Future development phases will include additional office space, housing, hotel expansion, and a grocery store.



RiverPlace contains a hotel, several restaurants and retail stores, a gymnasium, offices, and homes.

Oregon Maritime Center and Museum. The museum contains models of sailing ships, motor ships, and steamboats; photographs from Portland's shipbuilding heritage; scrimshaw; and navigational instruments. The museum is also home to the barge *Russell*, a Columbia River gillnetter, and the steam sternwheeler, *Portland*. Its Lawrence Barber Library houses an extensive collection of books and photographs of maritime subjects, with an emphasis on local and Northwest history.

Commerce

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

In the 1970s, Portland’s Downtown, like many others across America, was experiencing a massive decline in retail activity. The *Downtown Plan* was generated to reverse this loss. It did so by calling for:

- a compact retail core
- renovation of retail facilities
- clusters of retailing to support other areas and uses
- short term parking
- transit
- pedestrian-friendly sidewalks
- a public square in the center of Downtown’s retail core

The plan’s commerce goal has been achieved. The total retail space in Downtown now is approximately five million square feet, most of which is located within the identified retail core. Transit facilities are in place, as are Smart Park short term parking garages and pedestrian-friendly sidewalks. Pioneer Courthouse Square in the center of the retail core provides a welcome relief for shoppers and workers alike. Among the major retail developments since 1972 are the following:



Nordstrom, adjacent to Pioneer Courthouse Square, provided an incentive for increased retail development in Downtown Portland when it opened in 1977.

Projects

Galleria. Formerly a run-down department store, the Galleria was the first of the major retail developments within the designated retail core. Renovated in 1976, the building now contains a renewed central atrium, three levels of retail space with two floors of office space above.

Nordstrom. The Nordstrom family’s investment in a new department store jump-started the Downtown commercial boom. Completed in 1977, with an additional story constructed in 1989, the 150,000-sq. ft. store was Downtown’s first new retail project of that size in 50 years, spurring further revitalization.



Pioneer Place I, above, was recently joined by Pioneer Place II, below.



Pioneer Place. Pioneer Place may be the single most important commercial project in Downtown’s recent history. The City purchased this four-block parcel and prepared it for development using tax increment financing. Developed by the nationally famous Rouse Company, the project represents an investment of over \$100 million. The first phase, completed



The New Market Block, restored in 1983, contains retail stores, restaurants, and offices.

in 1990, consists of a Saks Fifth Avenue department store, a four-story upscale shopping mall built around a glass-enclosed atrium, and a 15-story office tower. The 174,000-sq. ft. of specialty retail space contains 70 shops and Downtown's most active food court, while the tower provides 284,000-sq. ft. of office space. The second phase of the Pioneer Place project, scheduled for completion in March 2000, will include 120,000-sq. ft. of retail space, enough to house an additional 25 shops, and a seven-screen theater complex in a five-level pavilion-style structure.



Columbia Sportswear is one of several showcase stores in Downtown Portland.

Showcase stores. High-profile stores in the retail core illustrate the attraction of Downtown retail locations. For example, the 20,000-sq. ft. Nike Town at SW 6th Avenue and Taylor, opened in 1991. This spurred the establishment of the Columbia Sportswear Company's flagship store in the renovated United Carriage Building in 1996 and Jantzen Beach Apparel in the Galleria.

New Market Block. The core of the city's cultural life in the 1870s and '80s, the New Market Block was renovated in 1983. It is the crown jewel of the Skidmore/Old Town National Register Historic District. A private developer restored the structure with a \$1 million grant from the City for specialty retail and office use.



The Yamhill Marketplace blends with its historic neighbors and the structures nearby.

Yamhill Marketplace. This is a rare example of a new building designed to blend with its historic setting, in this case the Yamhill National Register Historic District. Located along the MAX line, the Marketplace features 36,000-sq. ft. of retail space with a central atrium. The Portland Development Commission provided \$1.5 million in low-interest financing for the project.

Association for Portland Progress. The Portland metropolitan area needed a strong Downtown as its hub. The Association for Portland Progress (APP) was created in 1979 to act as a steward of Downtown's growth and vitality in light of the changes resulting from the *Downtown Plan*. While one of the Association's primary functions is to advocate for Downtown businesses,

APP provides other services as well. Among these are Smart Park garage operations and marketing, the FreePark parking validation program, retail and office retention and recruitment programs, and community organizing and crime prevention. Fees contributed by Downtown properties through the nation's first economic improvement district, created in 1989, support these services.

Office

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

One of the driving forces behind the *Downtown Plan* was the competition from the suburbs for office development. Another was the 40-story First National Bank Tower, now the Wells Fargo Center. Completed in 1972, the complex consists of a tower on one block and, linked by a skyway, its five-story "space-ship" square on another. Considered a disaster by many, the tower not only overwhelmed all surrounding buildings, its height threatened views of the river and mountains.

This structure became the primary impetus for the *Downtown Plan's* building density goal and led to the protection of view corridors.

The *Downtown Plan* identified several elements necessary for the success of Downtown office development. Among these were:

- sites and environment for new office development
- building height and bulk limitations
- street-level pedestrian access and amenities
- rooftop open space
- rehabilitation of historic buildings for office use

The 34 new office buildings completed between 1972 and 1999, representing over 11 million sq. ft. of floor space, will define Portland's skyline well into the next century. The impressive list includes buildings that have won national and international awards, generated controversy, and provide much of the character and feel of Downtown Portland. In addition, at least 30 existing buildings have been extensively upgraded. The buildings listed below are a small sample of the new buildings constructed since 1972.



The 200 Market Building adjoins Pettygrove Park and sits across the street from the Civic Auditorium.



The World Trade Center fittingly contains flags of many nations along its airy walkways.



The Portland Building is well-known for its architectural design.

Major projects

200 Market Building. Dubbed the “Black Box” upon its completion in 1973, this 386,000-sq. ft. building is a strong presence Downtown. Located across the street from the Civic Auditorium, its inviting brick courtyard with glassed commercial shops at street level act as a foil to its gleaming, reflective skin.

Willamette Center. The original idea for the three-block Willamette Center, now known as the World Trade Center, came



The U.S. Bank Tower is colloquially referred to as “Big Pink.”

from European water cities and their ability to relate buildings to the river and surrounding city simultaneously. Completed in 1977, the buildings are linked by a series of space-frame skywalks, red-bricked public plazas, trees, and plantings. With 429,000-sq. ft. of commercial space at street level, offices above, and a theater, the Willamette Center buildings are encased in polished granite and reflective glass.

Portland Building. The Portland Building made international news upon its completion in 1982, with its design, use of historic references, pastel colors, and other unusual façade treatments. Hailed as the first post-modern office tower, the building features



Carved into the stone of the Justice Center is Martin Luther King Jr’s statement “Injustice anywhere is a threat to justice everywhere.”

285,000-sq. ft. of municipal offices, with some ground floor retail. The popular Portlandia sculpture adorns the building’s front entry.

U.S. Bancorp Tower. This 42-story, 752,000-sq. ft. landmark was completed in 1983. The tower, with its highly polished glass played off against pink granite, reflects and changes light in an ever-changing kaleidoscope.



Both the Fifth and Sixth Avenue levels of the PacWest Center invite pedestrians as well as office workers to stop awhile and enjoy a coffee or lunch break or admire the gardens and statues.

Justice Center. Built in 1983, the Justice Center contains state, county, and city law enforcement headquarters, a 430-person jail, and courtrooms. The Justice Center features an eight-story conclave glass wall on one elevation and a glass barrel vault at the main entry.



The KOIN Center has rapidly become one of Portland's landmarks since its construction in 1984.

PacWest Center. The 523,000-sq. ft. PacWest Building is one of the finest contemporary office buildings in the city. The 28-story tower, completed in 1984, sits on a two-floor retail podium that features an atrium with restaurants, shops, and services.

Fountain Plaza. This multi-use, three-block project is one of the most distinctive additions to Downtown Portland. The first phase of the project, completed in 1984, was the 30-story KOIN Center. This structure includes six cinemas, ground floor retail and commercial space, 360,000-sq. ft. of offices, and 44 condominiums on the upper ten floors. Market-rate housing

was built in 1991 on a second block; the third block will be developed for office use. Fountain Plaza applies the principle of “stepped back” construction, with upper floors recessed from the building front, providing light and a sense of spaciousness.

Bank of America Financial Center. This highly visible tower near the Morrison Bridge was completed in 1987. The 18-story building contains 350,000-sq. ft. of office space and houses Bank of America's Portland office. The building's lobby features marble, brass, and hardwood flooring with six different kinds of wood.

1000 Broadway Building. This unique rose-tinted tower combines an underground multiplex theater, street-level retail space, seven levels of parking, and 15 floors of office space. The 240,000-sq. ft. domed building designed by Boora Architects received design awards upon its completion in 1991.

Mark Hatfield Federal Courthouse. The federal government completed construction of this 16-story, 500,000-sq. ft. building in 1997. The main entrance incorporates many of the design elements in the *Downtown Plan*, including a series of glass doors and weather protection. The main lobby features water sculptures and other public art.

Fox Tower. To be completed by June 2000, the 25-story Fox Tower will include, 40,000-sq. ft. of retail space, 360,000-sq. ft. of office space, and a 465-stall parking garage. The total square footage, including a ten-screen cinema, will be 522,945.

Other projects

- Benjamin Franklin Plaza: completed in 1974; 203,000-sq. ft.
- Columbia Square: completed in 1979; 255,000-sq. ft.
- One Main Place: completed in 1980, renovated in 1997; 310,000-sq. ft.
- Orbanco (now 1001 Fifth Avenue): completed in 1980; 340,000-sq. ft.
- Pacific First Federal (now Pacific First Center): completed in 1981; 228,000-sq. ft.
- Parkside Center: completed in 1982; 235,000-sq. ft.
- One Pacific Square: completed 1983; 214,000-sq. ft.
- ODS Morrison Tower: completed in 1999; 393,000-sq. ft.
- 1900 Building: completed in 1999; 160,000-sq. ft.

Housing and Downtown Neighborhoods

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.

The high priority accorded this goal was due to excessive loss of housing in Downtown Portland, from 28,000 units in 1950 to 11,000 in 1970. The South Auditorium Urban Renewal District, Portland State University, and initial efforts to build the Stadium Freeway all contributed to the loss of housing. Without people living Downtown, other objectives, including a thriving, functioning, 24-hour city, with residents dedicated to keeping its streets and parks clean and safe, were unobtainable. While the *Downtown Plan* specifically addressed the need to house elderly and low-income people, it also called for overall increase in housing. The plan sought to achieve the goal in two major ways:



RiverPlace is one of the city's premier examples of mixed-use development.

1. By making Downtown a more pleasurable, livable environment, thereby enticing people Downtown to take advantage of the river, shopping, and cultural attractions.
2. By harnessing available housing resources, especially taking advantage of incentives and programs available to construct, renovate, and maintain housing for low-income families and individuals.

Urban renewal. While the *Downtown Plan* does not identify financing mechanisms, the plan did establish an aggressive agenda for increasing Downtown housing and enhancing livability. To meet this agenda, following adoption of the plan, City Council adopted the Downtown Waterfront and the South Park Blocks Urban Renewal Districts. Funds generated in each were used to acquire property for



Old and new blend harmoniously in these residential buildings—Jeanne Manor, West Park Place, and the Cumberland Apartments—along the South Park Blocks.

commercial, transportation, and housing projects as well as provide incentives to build and renovate low and moderate income housing.

Downtown Waterfront Urban Renewal District. Adopted in April 1974 and amended several times, the Downtown Waterfront Urban Renewal District was the first district established after adoption of the *Downtown Plan*. This ambitious \$165 million program, set to expire in April 2004, encompassed the entire area from SW Jefferson to the Broadway Bridge, from the river's edge to 5th Avenue. The most important projects attributed to district are the transit and MAX malls and extensions, Waterfront Park, Pioneer Courthouse Square, Pioneer Place, RiverPlace, New Market Block, and O'Bryant Square. Recent amendments authorized Union Station



*McCormick Pier was the first riverfront housing project completed after the adoption of the *Downtown Plan*.*

rehabilitation, strategies for dealing with environmental mitigation, and transportation, utility, and streetscape improvements.

South Park Blocks Urban Renewal District. Adopted in 1985, the \$143 million South Park Blocks Urban Renewal District was established to develop mixed-income housing and encourage housing preservation. It also authorized storefront, seismic and rehabilitation loans, assistance to Portland State University (PSU), incentives for the development of a cultural and historical area in the South Park Blocks, and a strategy to revitalize the West End area. Final design and engineering are in progress for a combination of housing for PSU students with dependent children with an on-site elementary school. The plan is set to expire in July 2008.

Projects. Since 1972 approximately 5,560 new housing units have been built in Downtown, including approximately:

- 1,500 units in and near the University District;
- 2,000 units in the former North of Burnside and Northwest Triangle areas; and
- 3,500 throughout the rest of Downtown.

McCormick Pier. Completed in 1981, 304-unit McCormick Pier was the first riverfront housing development in Downtown Portland and one of the first housing investments following the *Downtown Plan's* adoption. A market rate apartment complex, the units boast distinctive features such as direct access to the Willamette River, a marina, swimming pool, and rooftop solar collectors.

RiverPlace. RiverPlace is Portland's shining example of a mixed-use housing-commercial development. It is discussed earlier in the Waterfront Goal.

University Park. Completed in 1988, this was the first project within the South Park Blocks Urban Renewal District. The 128-unit middle income apartment complex is adjacent to Portland State University, expanding housing options for students. The project was designed to fit the flavor of its surroundings, with its brick cladding, traditional gabled forms, and medium scale.



University Park Apartments along the South Park Blocks was completed in 1988.

South Park Square Apartments. This 191-unit apartment complex contains a McMenamín’s Market Street Pub and Kinko’s on the ground floor. The complex opened in 1988.

West Shore. Completed in 1997, this 118-unit structure at SW 2nd Avenue and Pine was built on top of the Pine Street Building and named for a 19th century Portland civic magazine. Using money from the Housing Investment Fund, this \$7.2 million project was designed and reconstructed by private, for-profit developers. The project is part of the 1955 Police Block addition.

St. James Apartments. This 128-unit facility located at SW 10th Avenue between Columbia and Jefferson was developed by a nonprofit corporation affiliated with St. James Church. It offers moderate and low-income rental housing. The complex was



The South Park Square Apartment complex contains a variety of retail stores.

built using tax credits, tax increment financing funds, and the tax abatement program available to all Downtown housing developments.

Fifth Avenue Place. Also known as Empire Apartments, this building contains 70 units of affordable housing and 2,100-sq. ft. of ground-floor retail in its six stories. It was completed in late 1998 for \$6.1 million.

Maybelle Clark MacDonald Center. This four-story complex provides assisted living for low-income and/or homeless persons with chronic medical illness, physical impairments, or disabilities. Financed in part with low income housing tax credits, the \$6.5 million facility contains 54 housing units.

Village at Lovejoy Fountain. This five-story, wood frame building opened in June 1999 on the last vacant parcel within the South Auditorium Urban Renewal District. It provides 198 units, a quarter of which are affordable studios. The project contains an outdoor pool and a fitness center. Constructed for \$22.7 million by Oregon Pacific Investment Development Co., the project was funded in part with state revenue bonds, tax exempt bonds, and a Portland Development Commission (PDC) loan.

Federal Courthouse replacement housing. When the Hamilton-Lownsdale hotel complex was demolished to make room for the Mark Hatfield Federal Building, 194 units of low-income housing were lost. Two projects, Hamilton West and Kafoury Commons will replace these lost units. The \$11 million, nine-story Hamilton West project in the South Park Blocks Urban Renewal District provides 152 units of



Hamilton West contains an eco-roof garden as well as a terrace for tenants’ enjoyment.

housing and 3,400-sq. ft. of ground floor retail space. It also incorporates an experimental “eco-roof” into the design. Along with a 1000-sq. ft. terrace, the “eco-roof” will use low-growing plants that require little supplemental irrigation as a means of allowing stormwater to run off slowly or evaporate rather than flow immediately into the city’s system. The project, developed by the Housing Authority of Portland, opened in December 1999. The second project, Kafoury Commons, will be built on the adjoining block and will contain 129 apartments when completed in June 2000. These projects, together with the 92-unit Peter Paulson Apartments, will complete the required replacement housing.

Jefferson Block. Purchased by the Portland Development Commission (PDC), these three blocks between SW 10th and 11th Avenues and Columbia and Main, are proposed for high-density owned and rental housing, parking, and a renovated YWCA. The current Safeway, the last remaining full-service grocery in Downtown, would be relocated into a new 40,000-sq. ft. building. In addition, 38,000-sq. ft. of retail directly along the Central City Streetcar line would be included in the project.

Table 1 identifies other significant housing projects that have been built or rehabilitated in Downtown since 1972.

Name of project	Number of units	Construction date or rehabilitation	Rehabilitated	Market/affordable
Downtown Core				
Rosenbaum Plaza	76	1978	6	affordable
Taft Hotel	80		6	
Westshore	118			affordable
Mark O. Hatfield	106	1995	6	affordable
Henry Building	153	1990	6	affordable
Alder House	132	1992		affordable
Downtown South of Jefferson Street				
Gallery Park	31	1988		market
Essex House	156	1992		market
Grant Tower	140			market
Madison Tower	104			market
Lincoln Tower	93			market
Eaton Apartments	24		6	
Rose Friend Apartments			6	
Parkside Plaza (<i>now Tower at the Village</i>)	208			
Peter Paulson Apartments	118	1996/97	6	affordable
Twelfth Avenue Terrace	118	1994		affordable
West Park Place	30			
12 th & Clay	147			
12 th & Jefferson	50			
PSU School/Housing	108			
1230 SW Columbia	147			
Cardinal Crest Condominiums	5+	1995		
North of Burnside Street				
Estate Hotel	160		6	

Programs. As visionaries in the 1960s approached the issues of Downtown poverty and homelessness, they immediately became aware that financing procedures for housing provisions were in disarray. Agencies and resources for housing services needed to be coordinated and organized. This was accomplished in part with the establishment of the Bureau of Housing and Community Development (BHCD) in 1980 to “provide a coordinated housing program involving all agencies that are involved in the provision of housing.” BHCD provides no direct services, but offers financial and technical assistance, planning support, resource connections, and advocacy to over 100 community-based organizations. These organizations subsequently provide direct assistance in housing, economic and workforce development, neighborhood improvements, youth employment and involvement, public safety, homeless services and facilities, and community initiatives.

Since 1972, the federal and state governments have established a wide array of programs to create new housing and rehabilitate existing housing. In order to access these programs, the City established several housing programs targeted to specific populations. Between 1972 and 1988, the following programs were among

the more successful in meeting the needs of low, moderate, and middle income families and the homeless.

Property tax abatement. This program, established by the Oregon Legislature in 1975, allows cities to offer tax abatements for new multiple unit housing construction in their core area and for rental occupied rehabilitation in any area. The Portland City Council designated Downtown as its core area for new multiple unit housing construction and rehabilitation tax abatements. The program for new housing offers a ten-year property tax exemption on projects with ten or more permanent rental units. The value of the land and the value of existing improvements are taxable. The rental rehabilitation program provides a ten-year tax exemption on the value of new improvements to existing buildings that are being renovated to create or upgrade housing; the project is taxed as if the improvements had not been made. The program is available for nonprofit and for-profit developers, and there are no stipulations on the number of units.

Downtown Housing Preservation Partnership. Dating from the 1978 Downtown Housing Policy and Program, this partnership program used tax increment financing to rehabilitate single room occupancy buildings. Until its termination as a result of restrictions required by Ballot

Measure 5, it provided technical assistance and financing to preserve and expand housing in Downtown.

Zoning, standards and design. The City’s 1924 Zoning Code, although periodically updated and revised, proved inadequate to transform and revitalize Downtown. To provide the kind of community desired in the *Downtown Plan*, everything related to the placement and design of buildings and their uses, zoning, development standards, and design review needed to be adjusted. This was accomplished through creation of the Downtown Development Regulations. Discussed in greater detail in the Urban Design chapter, the Downtown Development Regulations established height and bulk requirements and standards for building facades, particularly windows and wall treatment.

West End. Recently a group of local property owners and businesses have suggested revisiting the expectations of the *Downtown Plan* regarding the West End, generally considered to be the area between NW Couch and SW Market Streets and I-405 and 9th Avenue. Home to much of Downtown’s remaining low to moderate-income rental housing, some believe the residential zoning is too restrictive. With the Central City Streetcar under construction, in conjunction with consideration of possible capping of I-405, this area is

viewed as the next major development opportunity in Downtown. To deal with the issues raised and determine an appropriate course of action, Mayor Vera Katz instituted the West End Study. This study is scheduled to be presented to City Council in early 2000.

Historic Preservation

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

After World War II, Portland leaders mimicked other cities creating sophisticated, modern, auto-oriented environments. They demolished historic buildings to make way for parking lots, covered Downtown properties with freeways and roads, and encouraged steel and glass high rise office buildings. As stated in a Portland architecture book, "Since the late 1940s, the city had been doggedly undoing the colorful architectural fabric that had been a century in the making. Postwar prosperity, followed by the creeping postwar recession of the 1950s, had transformed the once lively core into an inhospitable, threadbare zone of deteriorating office buildings, run-down theaters, desolate shops, and the proliferating bald spots of parking lots."* By 1968, 80 percent of



The Thomas Mann Building forms a central element of the Yamhill Historic District.

access ramp. Enough people became upset with these possibilities that in 1968 City Council adopted an ordinance to preserve historic landmarks and districts.

The desire to protect remaining historic buildings, sites, and districts found its way into the *Downtown Plan*. The plan discussed the need for criteria to classify historic structures, incentives for rehabilitation, and a means for protecting historic areas from incompatible development. The plan specifically identified the Old Town/Skidmore Fountain District and the area west of the waterfront for special consideration.

* Bosker, Gideon and Lena Lencek, *Frozen Music: A History of Portland Architecture*, Western Imprints: The Press of the Oregon Historical Society, 1985.

the city's once compelling stock of cast-iron buildings had been destroyed. In 1964 the Pittock Mansion was slated for demolition. A year later, the entire remaining Skidmore District would have been destroyed with a new elevated freeway



Special touches, such as this plaque, characterize the Yamhill Historic District.

In response to this renewed interest in historic structures, the City Council added a new section, "Historic Districts, Buildings and Sites," to the Zoning Code as part of the Downtown Development Regulations in 1975. Also at this time City Council created the Portland Historical Landmarks Commission. Its jurisdiction included the



The New Market Building is an important element in the Skidmore/Old Town Historic District.

identification and preservation of significant historic buildings and the designation of historic districts.

The 1975 Oregon Legislature passed a property tax assessment freeze, which allowed restored buildings with historical status to be taxed for a period of 15 years at their assessed value prior to restoration. A year later City Council created the Urban Conservation Fund, under which loans, grants, and various other financial incentives became available to assist owners in preserving and restoring their historic properties. The Portland Development Commission and the Portland Historical Landmarks Commission jointly administer the fund. The City also provides grants for façade renovation and funds special historic district plaques and streetlights.

Developers and City officials have responded to the Historic Preservation goal with enthusiastic support. Approximately forty historical structures in Downtown have been rehabilitated, representing an investment of more than \$125 million. Renovations have been focused in the Yamhill and Skidmore/Old Town Historic Districts, which together hold one of the country's best collections of cast-iron, Victorian era architecture.

Historic districts. Between 1972 and 1988, the following historic districts were created:



Skidmore Fountain is located in Ankeny Plaza, once the heart of Portland, and the first true public space in the Skidmore Fountain/Old Town District.

Skidmore Fountain/Old Town Historic District. Designated by City Council in December 1975, Skidmore/Old Town is listed on the National Register of Historic Places. Design guidelines specifically for new developments and renovations in this district were adopted in 1987. Recent



This view of the 13th Avenue Historic District shows how the area is transitioning from being a warehouse and light industrial district to a more mixed-use character.

improvements include installation of ornamental streetlights and special signage. Street lighting is completed for the portion of Old Town from W Burnside to NW Davis Streets between NW 1st and NW 3rd Avenues.

Yamhill Historic District. City Council designated the Yamhill Historic District in July 1976. The design guidelines were adopted in 1987.

Thirteenth Avenue Historic District. Designated by City Council in October 1986, NW 13th Avenue between NW Davis and NW Johnson Streets was entered into the National Register of Historic Places in June 1987.



The entrance to the Multnomah County Library beckons to pedestrians as well as library patrons.

Rehabilitation. The following are among the most important structures in Downtown that have been rehabilitated since adoption of the *Downtown Plan*.

Pioneer Courthouse. When the structure was built in 1869, many citizens feared that the courthouse was located too far from town, which at that time was along the waterfront. Today, the federal courthouse building, carefully restored in 1972, is in the heart of Downtown between Pioneer Courthouse Square and Pioneer Place.

Multnomah County Library. This 1913 historic landmark reopened in 1997 after a three-year, \$24.6 million renovation/

restoration. The project includes a doubling of public space and a new children's library. Specially commissioned art and oak furniture and interior finishes and flooring incorporate library themes in rich Georgian revival color schemes.

City Hall. Major renovations to Portland's historic City Hall, built in 1892, were completed in the spring of 1998. The \$28.1 million project rebuilt the original open atrium, remodeled council chambers, replaced loose marble flooring, and made the building earthquake safe.

First Avenue Façades. The 800 block of SW 1st Avenue shows a typical street scene in the Yamhill Historic District. Ornate cast-iron façades make this a treasure-trove for aficionados of 19th-century commercial architecture. Portland is second only to New York City in its collection of cast-iron façade buildings.

Thomas Mann Building. This building was constructed in 1884 and renovated in 1981. The ground floor is devoted to retail use, with offices on floors two and three. A fourth floor with a mezzanine, which now holds eight apartments, was added as part of the renovation. This Italianate structure is located next to the Yamhill Marketplace along the MAX line.

Crystal Ballroom. This 1914 dance hall saw Portland through a myriad of music and cultural eras until its closure in 1968.



The First Avenue façades are located in the Yamhill Historic District.

Dormant for nearly 30 years, it was renovated in 1997 by a local microbrewery chain. It reopened as a 1000-person dance hall, pub, brewery, and restaurant. Its most notable feature is the floating wood dance floor, one of the few still in existence in the country.

Historic District Design Guidelines. The City Council adopted the *Historic District Design Guidelines* in December 1980. The guidelines are applied within historic districts by various advisory councils and the Historical Landmarks Commission.

Culture and Entertainment

Goal. (A) Promote downtown as the entertainment and cultural center of the metropolitan area; (B) Encourage public sponsorship of entertainment; (C) Encourage diversification of cultural entertainment in the core; and (D) Provide spaces for community entertainment, exhibition and meeting facilities.

The core of Portland's artistic life is the cultural campus located along the northern portion of the South Park Blocks. The two-block Portland Center for the Performing Arts (PCPA), the Oregon Historical Society, and the Portland Art Museum cluster between Salmon and Jefferson Streets. The PCPA and Historical Society also front on Broadway, the "Bright Lights District" of Portland.

While the South Park Blocks form Downtown's entertainment core, live performances are also held at the Civic Auditorium, Portland State University, the Old Church, and the World Trade Center.

Until the 1960s most movie theaters in the region were located Downtown along Broadway. This dramatically changed with the arrival of six- and eight-plex



The Performing Arts Center includes three theaters of varying sizes within its main structure.

theaters in suburban shopping malls, largely eliminating the need to travel Downtown for movies. This began to change when the six-theater KOIN Center across from the Civic Auditorium was completed in 1984. Along with the theaters on Broadway mentioned below, the new seven-screen cinema complex in Pioneer Place, Phase II, will significantly enhance the number of movie theaters Downtown.

Performing Arts Center. Completed in 1985, the Performing Arts Center at Main and Broadway contains three theaters: the 2,800-seat Arlene Schnitzer Concert Hall, the 1,000-seat Newmark Theater, and the 350-seat Dolores Winningstad Theater. The overhead celestial dome was designed by



The Arlene Schnitzer Concert Hall is part of the Performing Arts Center.

James Carpenter. The Arlene Schnitzer Concert Hall, a major renovation of the former Paramount Theater built in 1928, is home to the prestigious Oregon Symphony Orchestra, conducted by Maestro James DePriest. The center was paid for with a \$19 million bond plus considerable private support.

Theaters on Broadway. The *Downtown Plan* calls for strengthening the existing concentration of theaters, restaurants, and



Broadway has long been Portland's "Bright Lights District."

hotels along Broadway by adding more entertainment activities and introducing environmental improvements. This was partially accomplished as part of the Central City Plan District, which enables developers who provide functioning theater space located on Broadway to earn additional floor area. To take advantage of the provision, the theater must conform to certain criteria such as minimum seating for 150 people. To date this incentive has been applied in the four-theater 1000 Broadway Building and the 16-theater Fox Tower under construction.

Public art. The plan strongly supports placing public art at visible and identifiable locations throughout Downtown. The following are several prominent sculptures.



These sculptures along the MAX Mall were created by Georgie Gerber.

Portlandia. Created by Washington DC sculptor, Raymond J. Kaskey, the 35 foot, 6½-ton Portlandia was dedicated in October 1985. Portlandia is a representation of Lady Commerce, the figure on the City of Portland seal. It sits on a ledge of the Portland Building.

Animals in Pools. These realistic sculptures, stand-alone and in fountains, are found primarily in the main retail core near the junction of the transit mall and the MAX corridor. Georgie Gerber sculpted them in 1985. Paid for by transit incentive funds, they are maintained by the Regional Arts and Culture Council, formerly the Metropolitan Arts Council.

Pioneer Courthouse Square sculptures. The most well known sculptures housed in Pioneer Courthouse Square are "Allow Me"



Pioneer Courthouse Square contains some of the city's best known sculptures, including this one entitled "Running Horses."



"Expose Yourself to Art" is located on the Transit Mall at SW 5th Avenue and Morrison.



Portland's Saturday Market is the longest continuously-open arts and crafts market in the United States.

by Seward Johnson, the “Weather Machine” by the Omen Design Group, and “Running Horses” by Tom Hardy.

Expose Yourself to Art. Located in front of the Key Bank Building on 5th Avenue, this small statue continues to delight visitors, particularly those acquainted with former Mayor Bud Clark’s poster supporting public art.

Public events and festivals. The nationally known Rose Festival began nearly 100 years ago. Between 1972 and 1988 some of the more important events and festivals initiated are:

Saturday Market. Founded in 1974 with a \$1,000 grant from the Metropolitan Arts Commission, Saturday Market was originally formed by small business owners from Oregon and Washington selling



Waterfront Park is home to some of Portland's largest outdoor festivals.

handcrafted items. The original site was a parking lot at NW 1st Avenue and Davis Street. It relocated to its current home in the Skidmore Fountain/New Market Theater square after the second year of operation. The Market recently gained permanence when the Portland Development Commission (PDC) received a \$3.3 million loan from the Department of Housing and Urban Development, on behalf of the Saturday Market nonprofit organization, to purchase the Skidmore Fountain Building and parking lot at NW 1st Avenue and Ankeny Street. PDC also provided \$700,000 through tax increment

financing funds as an equity gap investment. The largest continuously-open arts and crafts market in the country, the Saturday Market annually grosses revenues of \$10 million. Approximately 750,000 people visit the Market each year.

Waterfront Park celebrations. Most of metropolitan Portland’s largest festivals are held at Waterfront Park: for example, Cinco de Mayo, NeighborFair, Oregon Brewers Festival, the Bite, the Waterfront Blues Festival, and the FunCenter part of Rose Festival.

Open Space

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

For most of the past century, the South Park Blocks have provided necessary open space for this growing city, as well as an urban framework upon which churches, homes, and cultural and educational institutions have been built. Drafters of the *Downtown Plan* recognized that the Park Blocks would not be sufficient to provide for a growing Downtown population.

Pioneer Courthouse Square. Dubbed Portland’s “living room,” the Square invites a wide variety of uses, from people-watching to political rallies, from lunch-



Pioneer Courthouse Square hosts events throughout the year.

time concerts to sandcastle displays, and for a wide variety of multi-cultural holiday celebrations. The public plaza, opened in 1984, offers amphitheater seating, a terrace coffee shop, a striking fountain, and numerous vendor locations. It is one of the city's premier gathering places. The bricks that form the plaza's floor were sold as part of the \$1 million fund-raiser that engaged 64,000 residents in the Square's completion. The bricks display contributors' names. The total project cost was \$7.5 million.

O'Bryant Square. O'Bryant Square was completed in 1973. It was the first public park project to include underground parking.



O'Bryant Square, above, and Terry Schunk Plaza, below, were both developed in the years following adoption of the Downtown Plan.



Terry Schunk Plaza. The Terry Schunk Plaza just south of the Chapman Block was completed in 1974 and also contains underground parking. It is named for the former Portland fire captain and mayor under whose tenure much of the urban renewal in the South Auditorium District occurred.

Portland State University/Park Blocks

Goal. Portland State University should be an “urban university.” This phrase implies far more than a fact of location. PSU and the city should be consciously aware of, take advantage of, and in fact emphasize their impact on each other.

Portland State University (PSU) began in 1946 as the Vanport Extension Center. After its move to Downtown Portland in 1949, it quickly grew into a commuter campus, its expansion impacting the city in two major ways. First, its needs outstripped available vacant land. Most of the major campus buildings had been built in the 1960s: Branford Price Millar Library, the Science Center, Neuberger Hall, and the gymnasium. Its rapid expansion raised questions about what kinds of land uses would meet both the needs of the university and the needs of the changing downtown. Second, as PSU matured, university leaders, civic leaders, and students expressed a strong desire to integrate the educational capabilities of the institution into its urban surroundings. Its 36-acre location at the south end of the Park Blocks reinforces the cultural properties in the area.



Portland State University faces onto the South Park Blocks.

Portland State University

Institutional buildings. The following classrooms and other educational facilities were completed between 1972 and 1988.

- Education and Business Administration Building. Completed in 1979, an addition was added in 1989. Today the Schools of Education and Business occupy the space; and
- Fourth Avenue Building. Built primarily as office space for various PSU departments, the building was recently expanded to incorporate the city of Portland's Development Services Center.

Residential buildings. Since 1972, approximately 1,600 units of new housing have been constructed in or near the university area. Of this, 300 units were specifically built as student housing.



The South Park Blocks link PSU with the Portland Art Museum and other cultural attractions.

Research and public service programs. The School of Urban and Public Affairs Research and Policy Institutes have joint ventures underway with regional and local governments, institutions, small to multinational businesses, and private and non-profit development corporations. Among the most important for the Downtown area are the Center for Population Research and Census, the Center for Urban Studies, the Institute of Portland Metropolitan Studies, and the Transportation Studies Center. In addition, the School of Business established a start-up and incubator business outreach and internship program, supporting citywide entrepreneurial efforts.

Park Blocks

Park Blocks Cultural District. Recognizing the importance of the City's cultural institutions, City Council in May 1998 designated the Park Blocks the City's cultural district. As noted above, these blocks contain the Portland Center for the Performing Arts, Portland Art Museum, and Oregon Historical Society. The Museum's Millenium Project is a 60,000-sq. ft. expansion of the third wing of the historic Belluschi building. This space will be used for new galleries for the museum's permanent collections, two new galleries for special exhibitions, and new classrooms and an auditorium. Along with the fixed cultural facilities, the South Park Blocks is home to a number of annual events, including Indian Art Northwest, Oregon Ballet Theater work sessions, and Portland Arts Festival.

South Park Block extension. For years Portlanders have dreamed of an uninterrupted park running from the south end of Downtown to the Willamette River. Recently the City of Portland added another block to the South Park Blocks. Attributable in part to citizen concerns, plans to build a parking structure on the block bounded by SW Park Street, 9th Avenue, Taylor and Yamhill were abandoned. In Spring 1998 the City purchased the block using both private donations and Downtown Waterfront Urban Renewal District funds.

Visual Image

Goal. Create in downtown Portland an urban setting with a definite sense of place and identity by developing strong boundaries, emphatic focal points, unique physical designs for identifiable areas, and by enhancing special views such as the waterfront, and historic or architecturally significant buildings.

Visionaries realized that, in addition to the pragmatic elements of transportation, housing, commerce, and office space, a vibrant Downtown requires a special character, distinguishing it from other cities and outlying areas. Architectural and design elements became key to transforming Downtown from a cluster of unrelated buildings and streets to a distinct landscape held together by street and sidewalk treatments, trees and garden plantings, lighting, urban building frontages, and open spaces.

Downtown Development Regulations.

Immediately following adoption of the *Downtown Plan*, City Council approved interim Downtown Plan Review (DPR) measures that required Citizen Advisory Committee and Planning Commission action on major development proposals. The DPR process was necessary until City Council adopted the Downtown Development Regulations into the Zoning Code. A review



Protecting views of Mt. Hood from public viewpoints was a key factor in setting height limits in Downtown Portland.

draft of the proposed development regulations was issued in 1974; the Planning Commission recommended their adoption in 1975. City Council subsequently adopted a revised version in 1979. Major elements of the Downtown Development Regulations include the following.

Zones. The regulations reduced the number of zones used in Downtown to three: commercial uses (C1), manufacturing or central services uses (MX), and apartment residential uses (AX). The C1 zone, later amended to CX (Central Commercial) permitted a broad range of uses including office, retail, entertainment, housing, and institutional and service uses that would support Downtown as Portland's commercial, cultural, and governmental center. The MX zone permitted a range of manufactur-

ing, commercial service, wholesale, retail, housing and other uses compatible with development of Downtown. The AX zone, later renamed RX (high density multifamily), was intended for a mixture of multi-family residential and institutional uses, together with appropriate office and retail activities. These uses serve the residents of the zone as well as complement nearby Downtown retail and office uses. Commercial uses were allowed in the AX zone as part of a predominantly residential project.

Z Downtown Development Zone. This zone was the precursor to what is now the Central City Plan District. It defined development requirements and incentives. Among the more important elements of the Z Zone that have shaped Downtown are:

- **Floor area.** Areas throughout Downtown were assigned a floor area ratio (FAR) based on characteristics identified in the *Downtown Plan*. FAR, the total building floor area divided by site area, is the major determinant of type and intensity of use for each parcel. Floor area ratio was particularly important in the high-density through the middle of Downtown;
- **Height.** Height controls were included in particular areas such as in and adjacent to historic districts, within major view corridors, adjacent to public open space, and other locations to

The following five photos represent the results of the Downtown Development Regulations and Design Guidelines. Important elements include Downtown's:

- Walkable, enticing sidewalks;
- Special lighting and landscaping elements;
- Protective awnings; and
- Rooftop gardens.

protect public investment. Limiting height and bulk ensured variety and appropriate scale, avoided excessive shadow and overloading transportation facilities and utilities, and guaranteed a tiered setback from the river. View corridors were established from the Rose Garden and Terwilliger Parkway;

- Residential bonus provisions. In the C1 zone, provision of residential units could add floor area ratio to a project;
- Parking requirements. In accordance with the parking policy adopted in 1974, specific parking requirements were established. One of the most important provisions was that, unless already in existence, surface parking lots would no longer be permitted except when part of new development on the same property. Spaces were allocated according to a predetermined ratio. A 1981 requirement for bicycle



Rooftop garden on the Orbanco mezzanine

- parking was added, with the number of bicycle spaces created based on the number of parking spaces created;
- Building face and lines. On specified blocks, part of the building must extend to the property line and/or 60 percent of the wall at pedestrian level must be transparent; and
- Retail activity. In the retail core 50 percent of the ground floor space must be used for retail sales or businesses generating substantial customer traffic.

D Design Zone. At the start of the *Downtown Plan* process, the Zoning Code already included a D zone along the South Park Blocks and in the Skidmore Fountain area. The design zone provided a measure of review and control over buildings of



Lamppost in the Yamhill Historic District



Streetscene along Fourth Avenue



Awning along the PacWest Building

historic or architectural merit. The Downtown Development Regulations expanded it to the entire Downtown.

Design Guidelines. The need for good design is a thread that runs through the entire *Downtown Plan* and is echoed in the adopted 1980 guidelines. Only with a strong design review process could new and renovated developments meet the desired charac-



Shoppers and diners along the MAX light-rail line

ter of the various districts as outlined in the *Downtown Plan*. To implement the D design zone, City Council, in December 1980, adopted the *Downtown Design Guidelines*, which included a process for the review and the means for appeal. In 1982 City Council amended them, adding the Broadway Unique Sign District, Chinatown Unique Sign District, and the South Waterfront Special District.

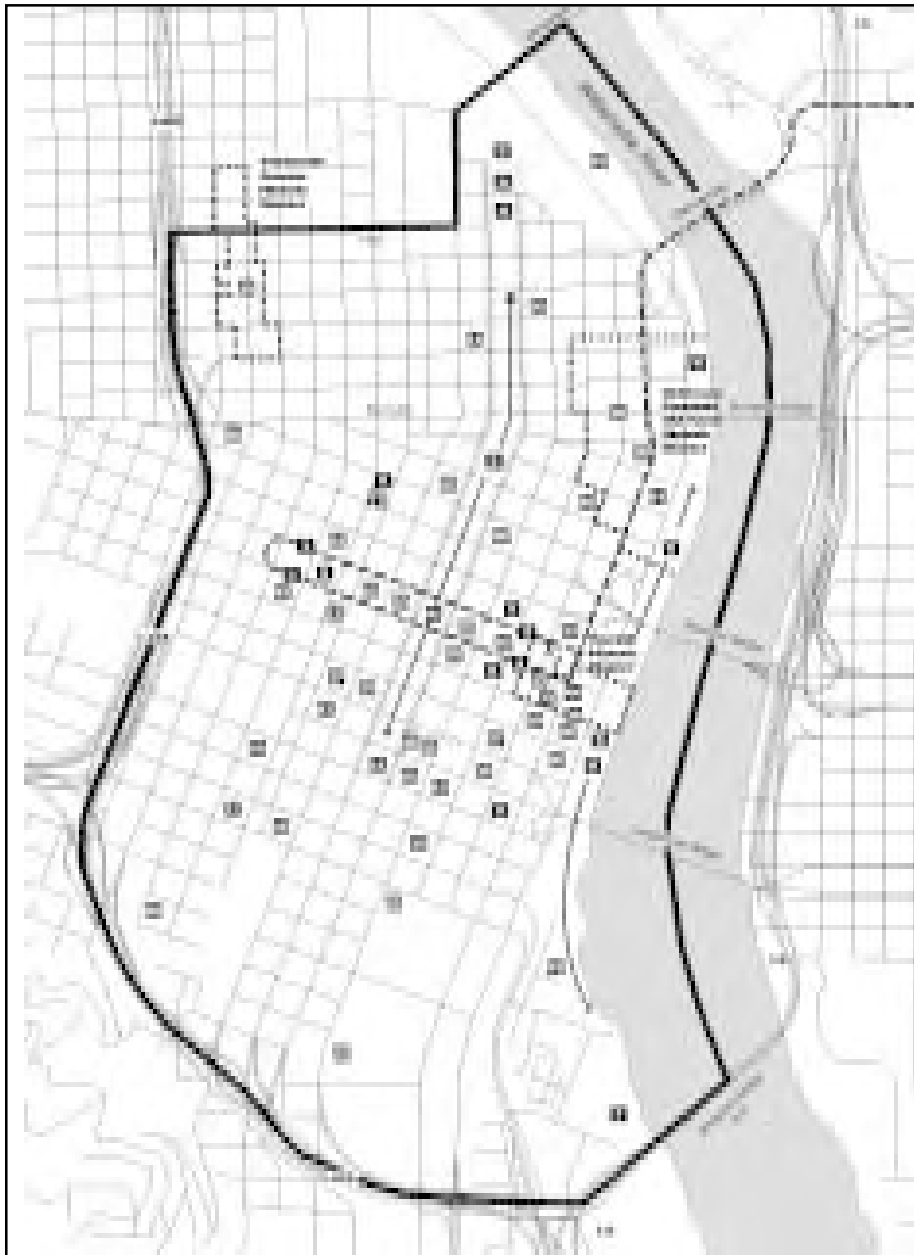
Air Quality

In 1970, Downtown Portland's air quality violated federal carbon monoxide standards one out of every three days. Lacking any major industrial air polluters in Downtown, City decision-makers recognized that automobiles were the primary contributors. Reducing auto use Downtown was a laudable goal, but without a concerted effort by merchants, property owners, and political leaders, such reduction could easily have backfired.

In October 1972 City Council adopted the *Transportation Control Strategy to Improve Air Quality in Downtown Portland*, which was superseded by the *Downtown Parking and Circulation Policy* adopted in December 1975. Key elements of the policy were the imposition of a parking lid, emphasis on other modes of transportation into and within Downtown, and construction of parking garages. These measures were discussed earlier as a part of the Transportation goal.



A beautiful summer day at Waterfront Park



Downtown Plan Site Map



Downtown Plan Site Locator

Transportation

1. MAX
2. Transit Mall
3. MAX Mall
4. Intermodal Transportation Center
5. Smart Park Garages

Parks and Open Space

6. Tom McCall Waterfront Park
7. New addition to Waterfront Park
8. Salmon Street Springs
9. Japanese-American Historical Plaza
10. Pioneer Courthouse Square
11. O'Bryant Square
12. Terry Schrunk Plaza
13. New Park Block

Housing

14. RiverPlace
15. McCormick Pier
16. University Park
17. South Park Square Apartments
18. WestShore
19. St. James Apartments
20. Fifth Avenue Place
21. Maybelle Clark MacDonald Center
22. Village at Lovejoy Fountain

Commerce, Retail, and Office

23. Galleria
24. Nordstrom
25. Pioneer Place
26. New Market Block
27. Yamhill Marketplace
28. 200 Market Building
29. Willamette Center
30. U.S. Bancorp Tower
31. Pacwest Center
32. Fountain Plaza
33. Bank of American Financial Center
34. 1000 Broadway Building

Government Buildings

35. Portland Building
36. Justice Center
37. Mark Hatfield Federal Courthouse

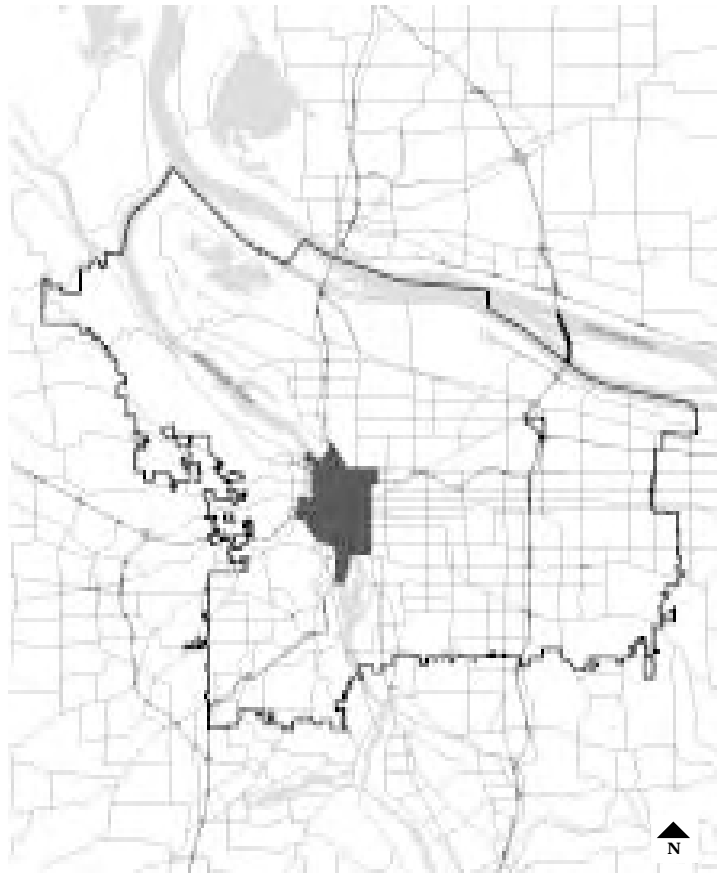
Historic Districts and Renovations

38. Skidmore Fountain/Old Town Historic District
39. Yamhill Historic District
40. Thirteenth Avenue Historic District
41. Pioneer Courthouse

42. Multnomah County Library
43. City Hall
44. First Avenue Facades
45. Thomas Mann Building
46. Crystal Ballroom

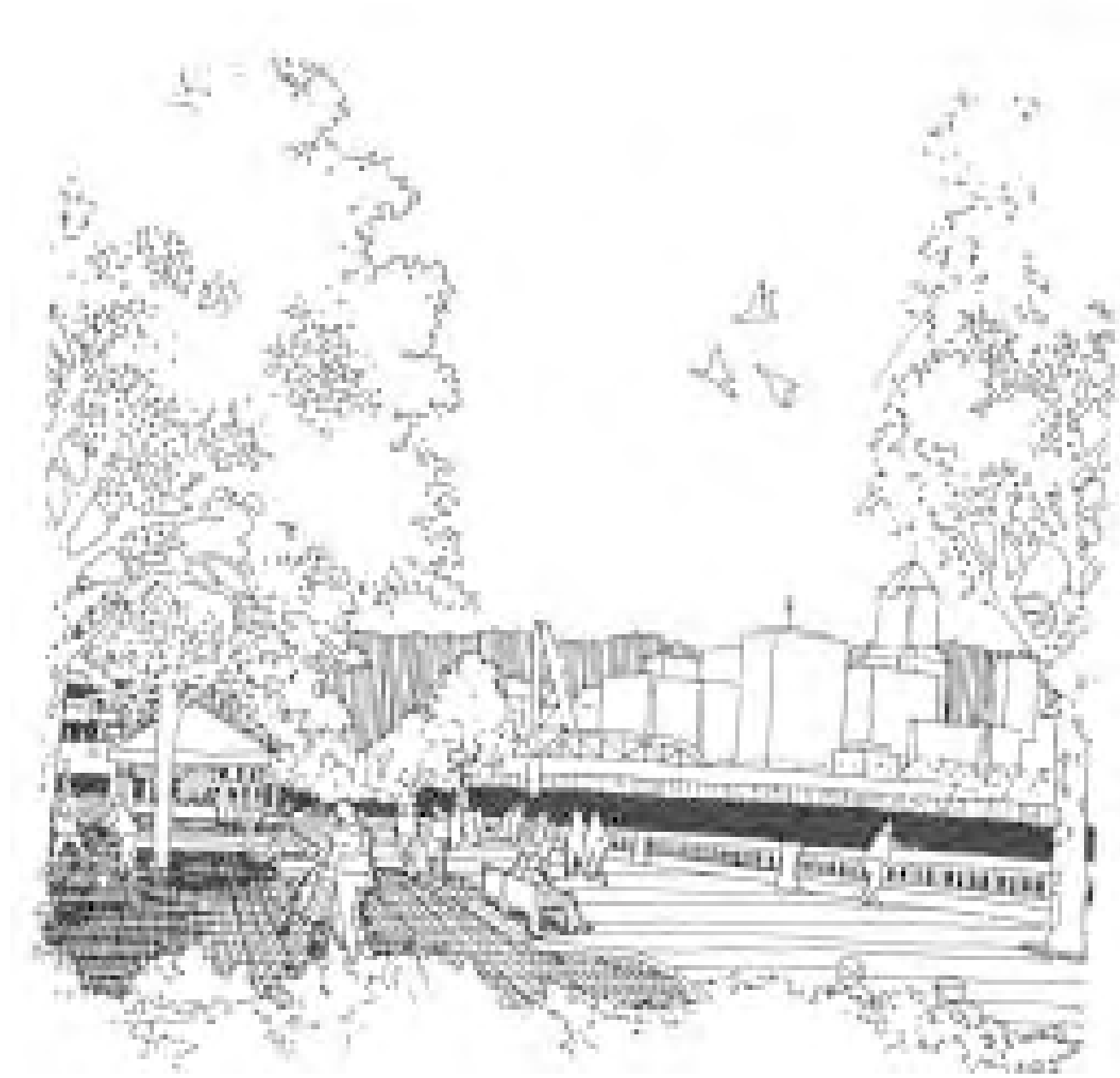
Culture, Entertainment, Art, and Education

47. Performing Arts Center
48. Portlandia
49. "Expose Yourself to Art" Sculpture
50. Portland State University
51. Oregon Maritime Center and Museum



Location of the Central City Plan area within the City of Portland

Central City Plan



This drawing from the Central City Plan depicts proposed eastside esplanade improvements near the Oregon Convention Center.

Background

By 1984, many components of the *Downtown Plan* had been implemented. Portland's City Council realized that discussions about the city's future needed to encompass more than the immediate Downtown core. In addition, the pressures for growth on the periphery of Downtown needed to be realistically reconciled with the livability and sustainability desired by the community.

To address these issues, the Central City planning process was initiated. Plan boundaries extended outward from Downtown in all directions to include North Macadam, Goose Hollow, North of Burnside, Northwest Triangle, Lower Albina, Lloyd Center/Coliseum, and Central Eastside. One of the main objectives of the *Central City Plan* was to "review the results of the *Downtown Plan*,



The east bank of the Willamette River near the Steele Bridge provides an excellent vantage point for viewing Downtown Portland.

build upon its successes and correct its deficiencies, and extend its usefulness to the entire central city." Other key purposes of the plan were:

- To develop the banks of the Willamette River to better link east and west Portland. Historically residents on either side of the river have seen themselves as distinct from each other, economically, socially, culturally, and educationally. There was shared optimism that a planning process that
- focused on the bridges, the river itself, and on eastside improvements might mitigate the dichotomy and create a more unified city.
- To guide development in the Lloyd District and the anticipated Convention Center area. For years the Portland and Oregon Visitors Association had pursued the idea of a convention center as a means for expanding the City's economic base. Studies indicated that the desired space on the west side



The marina at RiverPlace is one of the few Downtown locations where owners can moor their boats.

would be prohibitively costly, so a site was chosen east of the river. Planning for the new convention center was necessary to integrate the facility into the surrounding neighborhoods.

- To provide commercial and industrial property owners in the Central Eastside Industrial District certainty about their future. This was an area of long-established warehouses and light industrial manufacturing, with numerous start-up businesses. These uses were threatened by projects such as the Convention Center, the potential relocation of the Oregon Museum of Science and Industry to the district's south end, and the conversion of buildings to retail, office space, and

housing. Additional issues included the potential encroachment on residential areas by heavy traffic and the continued problem of access to the freeway system.

- To redevelop the area between Union Station and the Fremont Bridge. The Northwest Triangle and North of Burnside areas were already transitioning away from long-standing uses of manufacturing, warehousing, and the provision of homeless services. An avant-garde, artistic community had begun to emerge. As the Union Station area flowered into the city's intermodal transportation center envisioned in the *Downtown Plan*, the time had come to tackle more difficult issues of housing, local transportation, and open space development.
- To address transit station area development, pedestrian improvements, and neighborhood stability along the westside light rail line. Before MAX to Gresham opened in 1986, regional leaders had begun to investigate alignment alternatives for the next light rail line. It appeared increasingly likely that the corridor would traverse the Goose Hollow neighborhood. A plan was needed to both prepare the neighborhood for the anticipated line and, simultaneously, integrate elements of the line into the neighborhood.

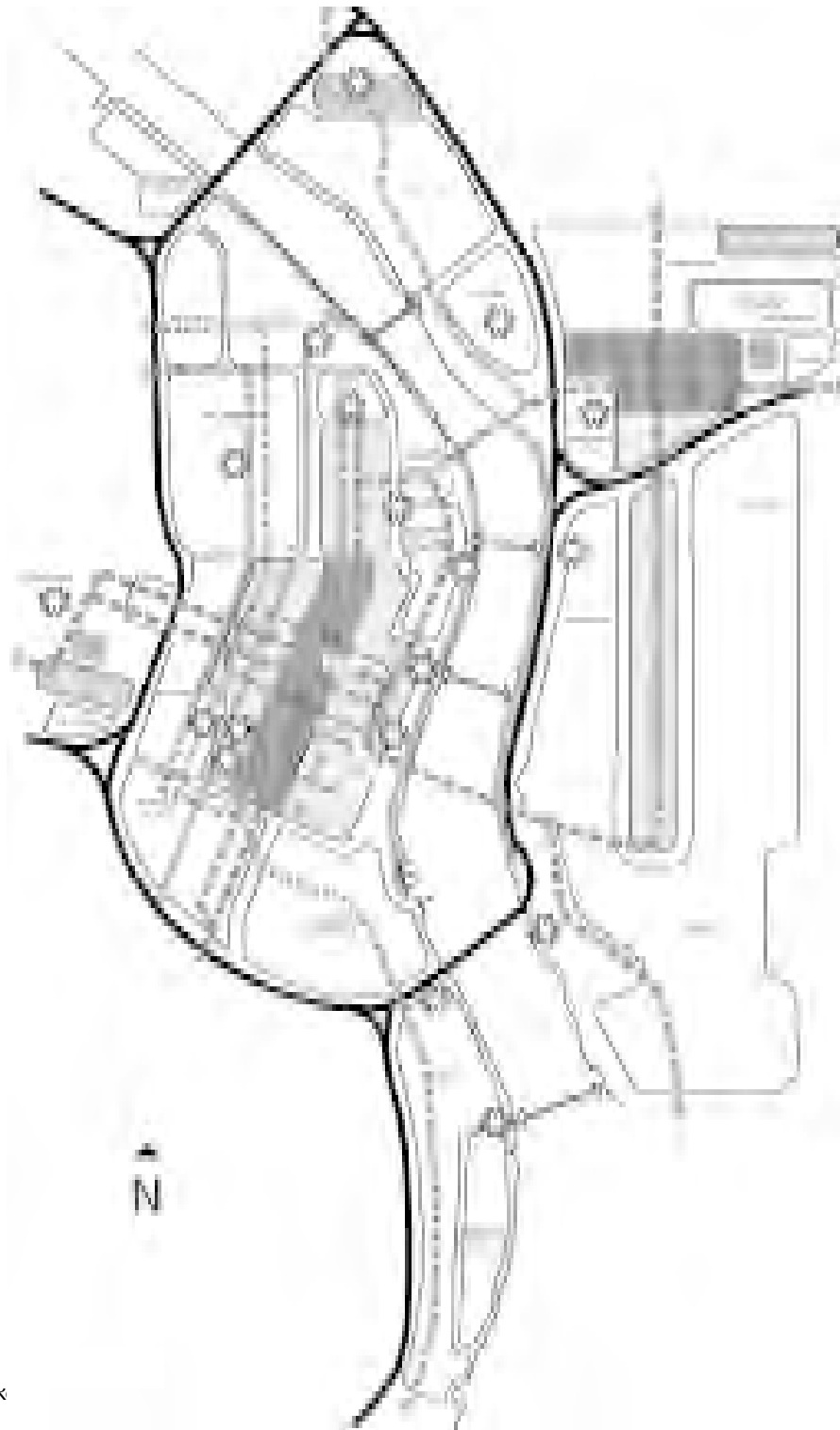
- To address the deterioration of North Macadam and Lower Albina. Both were waterfront areas adjacent to Downtown and subject to intense environmental scrutiny. Lower Albina had deteriorated into an area of vacant and abandoned buildings, some of which were of historic quality. Both areas held tremendous potential for revitalization and redevelopment if given special planning attention.

City Council adopted the *Central City Plan*, which contained 13 functional policies and eight district policies, in March 1988. Since that time, City Council has significantly amended the plan twice:

- April 1995. City Council (1) replaced the North of Burnside and Northwest Triangle policies with the River District policy; (2) created the University District policy; (3) increased the housing target from 5,000 to 15,000; and (4) increased the job creation target from 50,000 to 75,000.
- January 1996. City Council (1) adopted the *Goose Hollow Station Community Plan*; (2) expanded the plan boundary in several places; and (3) revised the Goose Hollow district policy.



The recently completed addition to Tom McCall Waterfront Park is a fine place for a stroll on a sunny afternoon.



Central City Plan Concept Map

-  Major Open Space
-  High Density Commercial
-  Medium Density Commercial
-  District Retail Corridor
-  Transit Corridor
-  Streetcar Corridor
-  Pedestrian Corridor
-  Freeways
-  Public Attractions

Major Plan Concepts

The major concepts of the *Central City Plan* are:

- Making the Willamette River the focus of the city, especially by improving the bridges as landmarks and passages, developing open space along the east bank of the river, locating public attractions along the river or in close proximity, and completing the Willamette Greenway.
- Developing major transit corridors as spines for future growth, especially a possible trolley line and supporting extension of the light rail system. Light rail would not only meet regional transportation objectives, but would link the Central City with the rest of the city and region.
- Increasing housing and employment, especially locating medium and high density commercial along the regional transit corridors, retaining and protect-



From this vantage point on the Burnside Bridge, viewers can see the Rose Quarter, Oregon Convention Center, the Eastside Esplanade, and some taller buildings in the Lloyd District.

- ing industrial uses through the Industrial Sanctuary designation, and redeveloping the Macadam and Union Station areas for a mix of residential and commercial uses.
- Retaining and expanding the Central City's role as the cultural and educational core for the region. This was exemplified in the desire to develop a *University District Plan*. The plan also recognizes the cultural and educational significance of the South Park Blocks and Broadway and the many cultural attractions between the two.
- Creating new historic districts. City Council continued its commitment to the city's historic inventory by creating the East Portland/Grand Avenue Historic District and the Russell Street Conservation District.
- Extending *Downtown Plan* elements such as design review and development standards, pedestrian amenities along transit routes, housing requirements, and open space and waterfront improvements to other districts in the Central City.

Central City Today

In the past 11 years, changes in individual Central City districts have occurred at varying paces. Changes to most of Downtown, for example, began to accelerate in 1997. New office and retail development, housing projects, an extension of Waterfront Park to the south, and Portland State's Urban Center all contributed to the transformation. The West End, known in the *Downtown Plan* as the West of Tenth District, is currently the subject of a process to determine if a change in zoning would accelerate increased development.

The River District recently has undergone drastic changes, all of which have completely changed the character of this former light industrial, warehousing, and railyards area. The changes include increased housing and retail development, the removal of the Lovejoy ramp,

improved transportation infrastructure, more parks, expansion of the transit mall, and construction of the Central City Streetcar.

The Lloyd District, too, continues to grow. Since 1988, the Oregon Convention Center, the Rose Garden Arena, and reconfiguration of the transit center between the two spurred much of the area's development. New office space along MAX and the increased level of mixed-use projects on and adjacent to Broadway Street are contributing to the district's increasingly urban profile.

Goose Hollow and the Central Eastside Industrial District have each experienced moderate growth. New projects in Goose Hollow are directly attributable to the westside light rail extension; renovation of the Civic Stadium is likely to bring



The towers of the Oregon Convention Center beckon visitors to the east side of the Willamette River.

additional changes. Specific catalysts for improvements in the Central Eastside Industrial District are more difficult to discern. However, the development of the Eastbank Waterfront Park is now coming to fruition, after being under consideration for over ten years. Much of the immediate change is occurring in the southern part of the district, where the Oregon Museum of Science and Industry,

Portland Community College campus, KPTV Channel 12 station, and the Belmont-Main commercial/industrial buildings have become magnets to renovations and new developments.

With the exception of the renovated Smithson and McKay Brothers buildings by Widmer Brewing Company into its showroom brewery, restaurant, and offices, there have been few changes in Lower Albina. In North Macadam, while nothing overt has occurred yet, recent planning and redevelopment attention paid to this district has been significant. The *Central City Plan's* policy to develop the area as a mixed-use neighborhood is finding shape in an urban renewal district and framework plan to guide its future.



Pioneer Courthouse Square contains a variety of ornamental details, including this capital design, on several of its columns.

Highlights

Transportation

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

Beyond emphasizing the importance of the regional light rail system to the economic success of the Central City, the *Central City Plan* expanded the transportation accomplishments of the *Downtown Plan* in two major ways. First, the plan indicated that the biggest potential for redevelopment lay in the Lloyd Center, North Macadam, and Northwest Triangle areas. While the Lloyd Center boasted



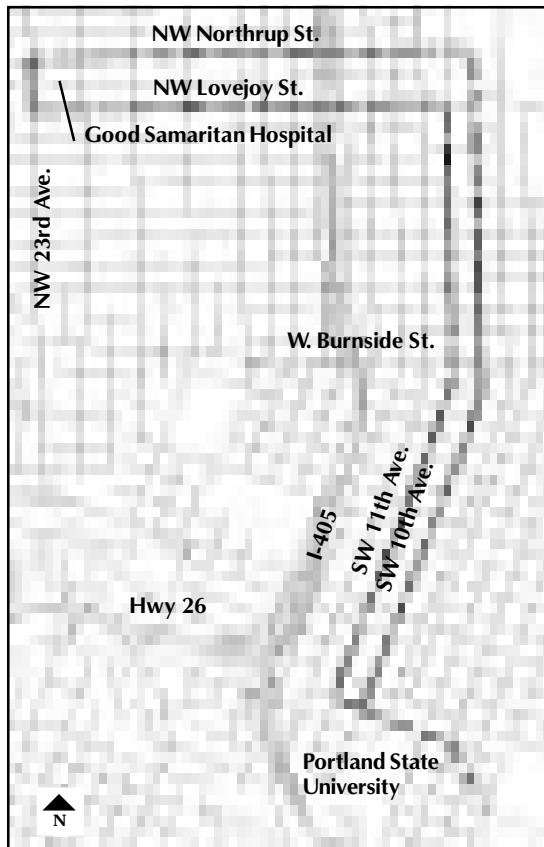
MAX is a favored mode of transportation for people traveling to enjoy special events at Pioneer Courthouse Square.

excellent access as a result of MAX, there was still need to determine the best transportation systems to serve North Macadam and Northwest Triangle (now the River District). Second, the plan more specifically addressed livability issues, including measures dealing with bicycling, walking, and parking. The latter was accomplished primarily through the 1995 *Central City Transportation Manage-*

ment Plan, which provides the basis for planning for all transportation modes in the Central City.

Transit

Westside MAX light rail line. The westside light rail extension, linking Portland to Hillsboro, added 18 miles and 20 stations to the regional rail system.



The Central City Streetcar is currently under construction between NW 23rd Avenue and Portland State University's Urban Center.

When Westside MAX opened in September 1998, the 33-mile rail connection between Gresham and Hillsboro was complete. As of February 1999, the westside line had already exceeded its projections by 10,900 passengers.



The Vintage Trolley operates between Downtown's retail core and Lloyd Center, linking the two retailing areas.

Central City Streetcar and Vintage Trolley. Whereas the *Downtown Plan* called for an intra-city Downtown transit system, the *Central City Plan* expanded the idea to other districts. In 1994, City Council approved the first route of what is envisioned to become a series of streetcar lines connecting residential, retail, and employment centers in and near the Central City. Groundbreaking for Phase I was held in April 1999. This phase includes construction of the line between Good Samaritan Hospital in Northwest Portland and Portland State University (PSU) with linkages to River District and the central business district. Tri-Met anticipates opening the line in September 2000. Construction of a second segment from PSU to the North Macadam area will likely take place in a subsequent phase.

The Vintage Trolley began operation in November 1991 and runs between the Civic Stadium and Lloyd Center on the existing MAX tracks. Using replicas of the Council Crest cars, the trolley runs primarily during the warm weather months and over the winter holidays. It is supported and operated by Tri-Met with the help of volunteer conductors. The Willamette Shore Trolley parallels the river east of Highway 43, stopping just south of RiverPlace. Funded jointly by the Cities of Lake Oswego and Portland, Metro, and Clackamas and Multnomah Counties, it is operated by the Oregon Electric Railway Historical Society.

Fareless Square. Tri-Met will expand Fareless Square from Downtown to the Lloyd District by 2001 if details, such as boundaries and commuter parking in neighborhoods, can be satisfactorily resolved. This change has been sought primarily on behalf of conventioners, although it is expected to benefit businesses and Rose Quarter event attendees as well.

Pedestrian and bicycle improvements

Street improvements. Improvements in the following locations have made streets safer and more pleasant for bicyclists and walkers.



This bike rack is one of many in the Central City.

- River District. The City is coordinating major pedestrian improvements with private development occurring in the Union Station/Old Town area. These will include widened sidewalks, new street trees and streetlights, and numerous pedestrian connections to provide residents and workers convenient access to the north transit mall and retail activity in Old Town/Chinatown. A recently completed pedestrian bridge connects Union Station housing with the transit mall, allowing clear passage above the train tracks. The City is also working with the owners of McCormick Pier to design a pedestrian corridor connecting Naito Parkway to the river.



Improvements along Naito Parkway will make walking more enjoyable for pedestrians.

- Goose Hollow. As part of construction of the Westside MAX line, TriMet added pedestrian features which attractively meld with the surrounding neighborhood with the stations: innovative station treatments, signage, lighting, landscaping, trash receptacles, wide sidewalks, and brick paving. In addition, lighting has been installed in the SW 18th Avenue Sunset Highway underpass.
- Lloyd Center. Pedestrian improvements between the Convention Center and the Coliseum were a major part of the Rose Quarter construction. They include wide bricked pathways with ornamental street

lighting, fountains, timed signals, and landscaping. Added to the Broadway-Weidler corridor in 1997 were bike lanes, parking bays, more traffic signals, and curb extensions. Pedestrian improvements have been completed on Martin Luther King Jr. Blvd, NE Holladay, Multnomah, Broadway, and 16th Avenue. When the MAX line along Holladay was built, pedestrian amenities included most of the details used in the Downtown transit mall: wide brick sidewalks, Benson bubblers, trees, container plantings, and cast iron street lighting.

- Central Eastside. Right-of-way improvements in the southern end of the district around SE Caruthers Street were completed in July 1998. Improvements include street lighting, pedestrian facilities, a waterfront pedestrian plaza, and street trees. Caruthers is a major access route to the Oregon Museum of Science and Industry and Portland Community College Workforce Center.

Bridges. Since 1988 four bridges have been renovated or are undergoing renovation. Paddy Tillett, founder of the Willamette Light Brigade to encourage night lighting for each of the bridges, stated, "One of the central tenets of the *Central City Plan* was to restore the river as the centerpiece of the city... celebrating the bridges is a way to do it."



MAX crosses the Steel Bridge toward Downtown on its route from Gresham.

- Hawthorne Bridge. Reconstruction enhanced existing pedestrian and bicycle access and bridge crossings and completes the south section of the inner-city loop trail. Night lighting similar to that on the Morrison Bridge has been installed.
- Morrison Bridge. With the closure of the Hawthorne Bridge in 1998, a temporary two-way bike path was added to the Morrison Bridge. Its success led to plans for construction of a permanent bike path. Its completion in 1999 allows access from Water Avenue and the Eastside Esplanade trail.
- Steel Bridge. Funding is secured for construction of pedestrian facilities on the lower deck of the bridge with connections to the Rose Quarter and

the pedestrian overlook. Construction is scheduled for completion in the summer of 2000. Night lighting is planned as part of the Convention Center area improvements to create a visual linkage between the Convention Center and Skidmore Fountain, Old Town, and Union Station areas.

- Burnside Bridge. In response to complaints from property owners, neighborhood associations, and the police concerning inappropriate activities on the stairways on both ends of the bridge, the Office of Transportation completed a pedestrian usage study of Burnside Bridge stairways. Based on the study, a new western stairway was built. Completed in 1992, it provides access from the bridge directly to the Skidmore Fountain MAX station.

Central City Transportation Management Plan (CCTMP). The plan explicitly states the need for pedestrian access, availability, convenience, safety, comfort, and a pleasant, walkable environment. To implement this, the plan directs that Downtown, Northwest Triangle, North of Burnside, Lloyd, North Macadam, and Goose Hollow districts be declared pedestrian districts. Pedestrian strategies have been prepared for each Central City district.

Likewise, the CCTMP contains actions to ensure bicycle trip-end facilities, access, route network, and connections within and

to the Central City. Since 1988, 2,000 new bicycle stalls have been created in the Central City. Currently there are 1,089 long-term, covered, and secure bicycle parking spaces with attendants, and 1,500 sidewalk racks. Bicycle strategies, too, have been prepared for each Central City district.

Parking and circulation

Central City Transportation Management Plan (CCTMP). Parking and circulation strategies for the Central City were completed with the adoption of the *Central City Transportation Management Plan* in December 1995. This is the latest update to the *Downtown Parking and Circulation Policy*. It incorporates all seven Central City districts, revises the Downtown parking maximums, and adds more comprehensive strategies for circulation and access into and throughout the Central City.

The primary parking elements of the CCTMP are (1) establishment of parking ratios for new development, the exact ratio to be determined by the development's use, (2) the construction of parking facilities for older buildings, (3) creation of structured parking facilities for short-term users while simultaneously discouraging surface parking lots, and (4) creation of parking permit programs in specified neighborhood and industrial areas.

Projects

- Central Eastside Industrial District parking program. In late spring of 1998, City Council adopted this parking program, the first of its kind in east Portland. The purpose is to ensure adequate parking for employees, customers and trucks by limiting commuter parking. The parking district area stretches from Grand Avenue to the Willamette River and from Hawthorne Boulevard to Burnside.
- Railroad crossings. The single crossing at NW 17th Avenue will be closed and replaced by crossings at 14th and 19th Avenues. This will increase connectivity for all modes of transportation in the River District.
- Lower Albina traffic study. One element of the study, completed in 1990, evaluated the feasibility of constructing a railroad overcrossing to accommodate local businesses impacted by railroad activities. At that time unresolved issues included financing and whether existing crossings should be closed. In May 1999, Metro's Transportation Advisory Committee approved \$4 million for the rail crossing. Other financing will be a local improvement district with \$3 million from Union Pacific and \$500,000 from other business owners. Construction of the ramp around Tillamook Street and Interstate Avenue is expected to start in the next two years.
- Lovejoy ramp and reconstruction project. This two-part project is scheduled for completion by early 2001. It will include demolition of two above-grade bridge ramps and replacement with a new street at grade. Ramp reconstruction permits the City and private developers to complete the street system in the existing grid pattern, thereby supporting continuing construction of shops and housing in the area. Ramp reconstruction is also linked to the development of the Central City Streetcar. The first part of the project was completed in summer 1999 with the ramp's demolition. The murals painted on the ramps' pillars by Tom E. Stefopoulos in the late 1940s have been salvaged. They will remain in storage until a determination is made about their placement.
- Boulevards. Boulevard amenities include ornamental lighting, sidewalks, and street tree plantings. The following designated boulevards have been improved:
 - River District. Improvements to NW 9th Avenue were completed in 1998.
 - Coliseum/Lloyd Center District. Improvements to NE 15th and 16th Avenues, Broadway and Weidler and the Lloyd Boulevard extension created a street system, which links together the Central City's northeast districts.
- Goose Hollow District. Improvements along SW Jefferson and the westside light rail corridor link Goose Hollow and Northwest Portland neighborhoods to Downtown, the River District, and the University District. These linkages reinforce the Central City Streetcar link between Northwest Portland and Portland State University.
- North Macadam District. Boulevard treatments will link North Macadam and RiverPlace areas to the University District and Downtown. Following completion and implementation of the North Macadam Transportation Plan, Phase II of the streetcar project will take the Central City Streetcar to and through North Macadam.



Talgo trains, this one stopped at Union Station, provide passenger rail service between Eugene, Oregon and Vancouver, British Columbia.

High-speed rail

Service by intercity commuter rail between Eugene, Oregon, and Vancouver, British Columbia, was launched on December 1, 1998. The Talgo trains, which use technology that allows them to take curves without slowing, are currently being operated at 79 miles per hour. When all improvements are made to the track and signal systems, they will run at 115 mph, making travel time between Portland and Seattle 2½ hours. This route is one of five designated high-speed rail corridors in the country. Since 1990 rail ridership has more than doubled in the Pacific Northwest corridor.

Economic Development

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

By 1984, City Council began to realize that to attract residents and workers Downtown, there needed to be a more concerted planning effort with stronger direction than had been provided by the *Downtown Plan*. The *Central City Plan* went beyond the *Downtown Plan* to promote economic development in two ways:

- It recognized the interactive nature of economic viability; that economic success depended on reciprocal relationships between Downtown and adjacent areas; and
- It expanded what previously had been viewed as a Downtown prerogative – the congregation of finance, government, professional services, culture, entertainment, and business headquarters location – to other Central City locations.

By actively promoting the creation of at least 50,000 new jobs by the year 2010, the *Central City Plan* gave credence to new economic development incentive

programs. When City Council added the River and University Districts to the *Central City Plan*, they raised the number to 75,000.

Between 1991, with the completion of the 1000 Broadway Building, and 1997, when the Liberty Centre opened, there was no new office construction. This would account for the dramatic reduction in vacancies at that time. Since 1992, office space in the Central City has fluctuated from close to 3 million square feet in 1995 to a low of 1.2 million square feet in 1996. More recently the amount of office space rose to 1.7 million square feet. In 1970, the Central City accounted for about 90 percent of the region's competitive multi-tenant office market. By 1990, this share had dropped to 50 percent. Since 1991, vacancy rates have been declining in the Central City, from a high of 17.7 percent to a low of 5.2 percent in 1997. This reflects the percentage of Portland's office market in relation to that of the region. In 1998, vacancy rates went up to 6.55 percent, but had gone back down to 5.1 percent in Spring 1999.

Tables 2 and 3 indicate 1998 office vacancy rates in the Portland metropolitan region and yearly vacancy rates since 1991 in the Central City.

Table 2
1998 Total Vacancy Rates
(Class A, B and C)

Central City	5.2%
West Suburban	3.2%
East Suburban	3.5%
Vancouver/Clark County	10.1%
Total for Metro Area	4.3%

Table 3
Central City Vacancies

1991	17.7%
1993	14.8%
1994	11.6%
1995	9.1%
1996	7.2%
1997	5.2%
1998	7.2%

New construction is likely to increase office space vacancy in the near future, which may enable businesses to start up or expand in the Central City. More space will also allow larger, more established companies to move in. In the long run, this should help Portland achieve its target of creating 75,000 new jobs in the Central City.

Below is a listing of several projects, by district, that have contributed to this increased economic viability of the Central City.



The PG&E Transmission Building at RiverPlace is an energy efficient demonstration project.

Downtown

Projects

Pacific Gas and Electric Transmission-Northwest Building. Completed in 1995, the development includes 106,000-sq. ft. of office space and structured parking for 189 vehicles. The building, designed as an energy efficient demonstration project, is 25-30 percent more efficient than Oregon's energy-efficient building codes. A majority of the \$16.8 million financing came from the Oregon Department of Energy's Small Energy Loan Program. The project is adjacent to RiverPlace.

Hilton Hotel. Opened in 1963 with a high forbidding wall separating its first several floors from pedestrians, the Hilton Hotel rehabilitation was completed in 1996. With its windows, ornate entrances, and stone-embedded panels, the



The renovated Hilton Hotel added pedestrian-friendly faces on both 6th Avenue and Broadway.

building has now become far more enjoyable for pedestrians. The stone-embedded panels identify Oregon mountains, with name, height, and location within the state displayed.

Lipman Wolfe Building. Once home to the Lipman and Wolfe department store, this building lay vacant for several years before its 1996 conversion to the luxury Fifth Avenue Suites Hotel and Red Star Tavern and Roast House.

Embassy Suites. The once elegant Multnomah Hotel was vacant for years until serving as government office space in the 1960s. Renovation in 1997 transformed the building into the 262-room Embassy Suites Hotel, with 70 underground parking spaces. Its popular restaurant, part of the 25,000-sq. ft. ground-floor retail, adds to the night life activity in this emerging entertainment district.

Marriott City Center Hotel. Opened in July 1999, the Marriott City Center includes 252 rooms on 20 floors. The hotel also features 3,319-sq. ft. of conference space, a health club, restaurant, and 460 underground parking spaces.

The Westin Portland. Opened in August 1999, the 132,827-sq. ft. Westin Hotel contains 205 rooms on 20 floors. The hotel also features 2,000-sq. ft. of meeting space, an exercise facility, penthouse rooms, and a 135-seat restaurant and bar.

Paramount Hotel. This 14-story project, completed in August 1999, includes 154 rooms, an exercise facility, a street level restaurant, and 1,500-sq. ft. of meeting space.

Residence Inn. Scheduled for completion in 2001, the Residence Inn at RiverPlace will have 257 rooms on nine floors. The hotel will feature three meeting rooms and an indoor jacuzzi.

International trade

With the completion of its Pacific Square building in Old Town, the Port of Portland brings the possibility of increased international trade to Portland. Much of the financial and logistical negotiations are being directed by the Port. The U.S. Export Assistance Center, a branch of the U.S. Department of Commerce, now has an office in Portland because of the large

amount of actual and projected trade, particularly with Asian and Southeast Asian countries. The World Trade Center and Oregon Agricultural Marketing Center are two of Oregon's most important facilities for the promotion of international trade. Continuous efforts are made to reinforce existing trade relationships and develop new trading partners by the State of Oregon, the Port of Portland, Metro, the City of Portland, and the Chamber of Commerce.

River District

The River District is Portland's newest urban neighborhood. Bounded by W Burnside Street, Interstate 405, the Willamette River, and the Port of Portland's Terminal One, the River District is a triangular area of about 310 acres. It contains four distinct areas: Union Station/Old Town, Terminal One, Pearl District, and Tanner Basin/Waterfront. With its central location and significant amount of vacant land formerly devoted to rail yards, the River District represents some of the highest-value urban redevelopment land in the country.

Al Solheim was among the first to recognize the area's potential for housing in the midst of eclectic nonresidential activities. In 1986, he began converting

dilapidated buildings into lofts and offices. In 1982, the first art gallery, Northwest Artist's Workshop, moved into the area, and by 1989 Jamison/Thomas Gallery relocated from Downtown. By the early 1990s, a group of area property owners, business interests, and citizens, recognizing the potential of this area, collaborated to create a River District vision, which elaborated on the *Central City Plan*. Adopted by City Council in 1992, this conceptual plan provided a framework for new development in the district. The vision described a community housing 15,000 or more in approximately 5,500 new units supported by services, open space, and jobs. It also advocated restoring the district's connection with the Willamette River.

Public-private partnerships played an important role in plan implementation. The City contributed infrastructure such



These renovated Hoyt Street railyard warehouse buildings are now new townhouses in the Pearl District.



Louie's Restaurant, including its historic sign, is a well-known fixture in the Chinatown/New Japantown Historic District.

as street improvements, while the private sector provided the majority of investment money. City Council amended the *Central City Plan* in April 1995 when it created the River District and adopted the *River District Development Plan*.

River District Urban Renewal District. City Council adopted the River District Urban Renewal District in October 1998 in recognition of the significant changes occurring in the district and to ensure that

needed public infrastructure was built. The plan recommended mixed-use and mixed income housing, removal of the Lovejoy ramp, construction of the Central City Streetcar, other transportation and utility infrastructure improvements, and development of open spaces.

Old Town/Chinatown. One of the oldest and most culturally diverse neighborhoods of Portland, Old Town/Chinatown is also one of the fastest changing areas of the city. In October 1998, recognizing the need to address this dynamic situation, the Old Town/Chinatown Development Plan Steering Committee began meeting to plan for area development. Among the Committee's participants were the Old Town/Chinatown Neighborhood Association, the Chinese Consolidated Benevolent Association, the Historic Old Town Business Association, Central City Concern, the Portland Development Commission, and the Port of Portland. The completed *Old Town/Chinatown Development Plan*, anticipated as an action item within the amended *Central City Plan*, was approved in December 1999 by City Council. The primary goal of the plan is to preserve the cultural heritage of the community, as well as attract more of the Asian community back to the area. The plan provides a broad development strategy as well as guidelines for specific improvements.



The Agricultural Marketing Center is a new concept in public-private partnerships.

Projects

Oregon Agricultural Marketing Center. Planning began in 1996 to provide space for agricultural businesses and marketing programs to research new food items made from Oregon commodities. The first part of the project, the 33,000-sq. ft. Food Innovation Center, opened in Spring 1999. It was developed by Oregon State University and the Oregon Department of Agriculture. When the entire \$18 million joint public-private project is complete, it will include two office buildings, one of which will contain roughly 100,000-sq. ft. and a 500-space structured parking garage to serve the agricultural center and the Union Station complex. The project also includes the Wheat Marketing Center in Albers Mill across NW Naito Parkway.

Robert Duncan Plaza. This 320,000-sq. ft. office tower was completed in 1991 and houses the U.S. Forest Service and the U.S. Army Corps of Engineers. The tower sits directly adjacent to the MAX line and includes street-level retail space and a day care center.

Pacific Square. The Port of Portland completed this seven-story headquarters building in October 1999. The \$18.8 million project contains 103,000-sq. ft. of office space, 2,200-sq. ft. of ground floor retail, and a 206-stall parking garage.

Wieden and Kennedy. This 1908 National Historic Register property was formerly the Enterprise Building, which housed Fuller Paint and Northwestern Ice and Cold Storage, at NW 12th Avenue and Everett. It was rehabilitated as the future world headquarters for the Wieden and Kennedy advertising agency. The building provides 192,000-sq. ft. of flexible office space, as well as 32,000-sq. ft. of ground-floor retail, a restaurant, space for the Portland Institute of Contemporary Art and Portland Literary Arts, and 40 parking spaces.

Lloyd Center/Coliseum/ Convention Center

Oregon Convention Center Urban Renewal District. The Oregon Convention Center Urban Renewal District, adopted in May 1989, originally encompassed most of the Coliseum/Lloyd Center District. The district was extended up Martin Luther King Jr. Boulevard (MLK) to Portland Boulevard and east from MLK along Alberta Street to NE 15th Avenue as part of the *Albina Community Plan* implementation. The \$167.5 million urban renewal district, set to expire in June 2013, was initially established to guide construction of the Convention Center and to ensure adequate infrastructure improvements, linkages between the Convention Center, MAX, and Lloyd Center, and integration of these developments into the surrounding neighborhoods. With the district's extension north, funds were made available for housing, small business development, and community service projects that would help revitalize the Albina area.

Projects

Oregon Convention Center. Built for \$85 million, the twin-spired, 500,000-sq. ft. Convention Center was completed in 1990. According to City of Portland and Metro development staff, a total of \$2.5 billion in economic benefits to the region



The Rose Garden Arena is the largest structure in the Rose Quarter.

had been generated by the Oregon Convention Center by 1998. In Spring 1999, Portland's lodging and rental car industries agreed to a 2.5 percent increase in the hotel-motel and rental car tax to finance an expansion of the Convention Center. The \$85 million expansion, expected to break ground in April 2000, will add 165,000-sq. ft. of new space for exhibits and conference rooms, plus 1,100 underground parking spaces.

Rose Quarter. The Rose Garden Arena was constructed as the new home of the Portland Trail Blazers because the Memorial Coliseum had outgrown their needs. Negotiations placed it between the I-5 freeway and Memorial Coliseum, so as to take advantage of the MAX light rail transit system and a new transit center. The arena was completed in October 1995. An innovative element of the Rose Garden

construction was the public pedestrian plaza between Holladay and Broadway, which houses restaurants, a ticket office, and other retail outlets. As part of this project, the City provided \$34.5 million in infrastructure improvements and turned over management of the Memorial Coliseum to the Blazers' ownership.

Liberty Centre. Opened in 1997, the 17-story Liberty Centre is located along the MAX light rail line. Its 300,000-sq. ft. building complex contains a 70,000-sq. ft. day care center, an outdoor landscaped courtyard, and 594 parking stalls in a separate structured garage.



Liberty Centre is the newest office structure to be built in the Lloyd District.



Sidewalk amenities and a small plaza create a pedestrian-friendly entrance to the Lloyd Center.

Northeast Broadway. Public right-of-way improvements and pedestrian enhancements along the Broadway/Weidler couplet include bike lanes, street trees, and street furniture. Mixed-use projects such as Irvington Place are already helping make this a neighborhood shopping street. Since 1988, in excess of 50 businesses along the Broadway-Weidler corridor have taken advantage of PDC's storefront improvement program.

Lloyd Center. The remodel of the old Lloyd Center in 1990 increased the mall to 1.5 million sq. ft. and enclosed it. This significant renovation increased the number of stores from 110 to 165 and added a third level, movie theater, and food court.

Metro Building. Formerly a vacant Sears department store, the building at NE Oregon and Martin Luther King Boule-



The headquarters of Metro, the regional government for the Portland metropolitan area, is located at the corner of Grand Avenue and Lloyd Boulevard.

vard was rehabilitated in 1990. It now serves as the headquarters for metropolitan Portland's regional government.

Marriott Courtyard. This 221-room hotel between Grand and Martin Luther King Boulevard contains a 180-stall parking garage and space for ground floor retail. It opened in June 1999.

Central Eastside

Central Eastside Urban Renewal District. The Central Eastside Urban Renewal District was adopted August 27, 1986. It was subsequently amended in May 1990 and is set to expire in August 2006. This \$66.3 million plan includes provisions for improved transportation infrastructure,

land acquisition and redevelopment, affordable housing, waterfront park development, and building rehabilitation.

Lower Burnside Redevelopment Plan.

The *Lower Burnside Redevelopment Plan* was adopted by City Council in April 1999 as an outgrowth of the Grand/Martin Luther King/Burnside Public Improvement Project. Endorsed by the Central Eastside Industrial Council, the plan incorporates the blocks between NE Couch and SE Ankeny from SE 2nd to SE 12th Avenues. The plan's vision, urban design, and architectural and economic analysis provide the basis for developing actions, policies, and strategies for the future of the area. A main objective of the plan is the development of a corporate employment center near the Burnside Bridge with a mix of housing and retail to support employers and businesses and cultivation of a distinct identity for the area.

Projects

Grand/Martin Luther King/Burnside Public Improvement Project. The following improvements have been made to the three corridors and adjacent streets within this 26-block project:

- New street trees, curb extensions, and lighting;
- Storefront improvement program: seven businesses received grants for building façade improvements;



The Oregon Museum of Science and Industry built wetland swales as part of its parking lot to manage stormwater.

- Purchase of Recovery Inn/Union Oil site at the corner of MLK and Burnside; and
- Purchase of a site at SE 12th and Belmont for 90 units of permanent, low-income housing.

Oregon Museum of Science and Industry (OMSI). After 35 years at its Washington Park site, the new OMSI facility opened in 1992 on the former site of Portland General Electric Power Station 'L'. OMSI

continues to attract other public and private investment in the area such as the adjacent radio station and Portland Community College's educational and employment training facility.

Goodwill Industries of the Columbia-Willamette. This 45,000-sq. ft. building between SE 5th and 6th Avenues was completed in 1994. The site houses administrative office space, job training and work counseling, employment



This Goodwill Industries facility is one of the largest in the United States.

screening for people with disabilities, and a new retail store. Along with a 90-stall parking lot and a plaza in front, the complex was created by vacating a public street and combining two blocks into a single superblock.

North Macadam

The *Central City Plan* envisioned the 128-acre North Macadam area as a mixed-use neighborhood with significant residential development along the river bank and commercial development along transit and light rail corridors. Much of this area was vacant or shared promising redevelopment potential. However, significant environmental constraints from previous use limited opportunities for development on the larger parcels. Proposals for

developing some of the smaller environmentally sound properties in the area emerged when alignment discussions began for the potential South/North light rail line. The interest shown by developers and investors propelled the City to activate the planning process envisioned in the *Central City Plan* for a possible urban renewal district. Since 1996, the following have been produced or are being considered:

North Macadam District Street Plan. A team composed of the Portland Office of Transportation, several consultant teams, and stakeholders prepared the *North Macadam District Street Plan* in 1996. As part of the process, ten principles were established to guide decision-making. The final street plan, contained in the City Engineer's Report, included an urban design concept, right-of-way widths, transit circulation, street classifications, and functional use. The report was submitted to City Council in November 1996. The Council accepted the report in November 1997 and directed the Bureau of Planning, the Portland Development Commission, and the Office of Transportation to undertake further actions to support the street plan.

North Macadam Framework Plan. Under the leadership of the Portland Development Commission, area property owners, neighbors, interested citizens,

and other city bureaus, have been preparing a framework plan for the North Macadam area. Elements required by City Council include a vision for the area, analysis of possible Zoning Code revisions, strategy for public improvements and housing development incentives, and refinement of transit and transportation elements necessary to implement the street plan.

North Macadam Urban Renewal District. City Council created this district in August 1999. Eligible projects are infrastructure improvements, parks and open space, flood control and prevention facilities, transit-related facilities, linkages between the riverfront and residential areas, riverfront improvements, job creation, and housing development.



Widmer Brothers Brewery is listed in the National Register of Historic Buildings.

Lower Albina

Widmer Brothers Brewing Company.

In 1989, Widmer Brewing Company renovated the Smithson and McKay Brothers buildings into its showroom brewery, restaurant, and offices. The buildings, now listed in the National Register of Historic Buildings, are part of the dwindling inventory of century-old structures in this district harking back to the former City of Albina.

White Eagle Cafe and Saloon. The White Eagle was listed in the National Historic Register in 1998.



The Brewery and its Restaurant/Gasthaus are located at the entrance of the Russell Street Conservation District at its intersection with Interstate Avenue.

Goose Hollow

Civic Stadium. The Civic Stadium, built in 1926, occupies a pivotal location in the Goose Hollow neighborhood. Immediately adjacent to the westside MAX line, the stadium has always been a major element in this part of the Central City. Today, though in continuous use, the stadium requires extensive work to bring it up to code. In addition, many have expressed a strong desire to bring major league baseball to Portland, with its home being the Civic Stadium. The City initiated a process to bring these desires to fruition. First, a task force was formed to recommend potential upgrade alternatives. Second, a committee was created to generate a



Civic Stadium occupies a pivotal location in the Goose Hollow neighborhood.

vision for future development in the Goose Hollow neighborhood in conjunction with the renovation. Following this, the City solicited proposals from organizations to provide the renovations and major sports attractors. Negotiations on these various elements are still under consideration.

Willamette Riverfront

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

After the completion of Tom McCall Waterfront Park, focus shifted to the bridges and east bank of the river. With concentrated attention to pedestrian amenities and bicycle safety, the east bank could become as functional and enjoyable as the west bank of the river. Despite the obstacles posed by the I-5 freeway hugging the east bank and the aging, narrow bridges, transportation, parks, housing, and urban design studies of the east bank have resulted in several recommendations.

- The freeway should ultimately be moved further back from the Willamette.
- A modified riverfront park should be built to reclaim the east riverbank.
- Bridges should be refashioned to form more effective links between the two sides of the river.
- The Willamette should be emphasized through lighting, ships, water taxis, and other river activities.

The recent construction of the Oregon Convention Center in the north and the Oregon Museum of Science and Industry (OMSI) in the south have boosted the rationale for a riverfront upgrade. Both projects generate significant amounts of traffic: pedestrian, bicycle, transit, and vehicular. A better connection between them could be achieved through east bank improvements.

Eastside Improvements

Eastside Waterfront Park. The 1989 *Visions of Portland's Eastside Riverfront* report to City Council created a community vision for the future of the Willamette's eastbank. Eleven years later the vision is coming to fruition. The Portland Development Commission, Portland Office of Transportation, and Bureau of Parks and Recreation are jointly preparing the *Eastbank Waterfront Plan* and starting to implement early phase projects. When finished in approximately 2006, the park will include the following:

- a pedestrian/bicycle route across the lower level of the Steel Bridge;
- a 1000-foot floating trail from the Steel Bridge past the Burnside Bridge;
- a new path and better connections from the Morrison Bridge to OMSI;
- a floating dock for temporary moorage; and

- a 600-foot long cantilevered walkway supported by an existing historic seawall.

As funding allows, the park could include such features as an art center, public market, ice rink or swim center, restaurants, a permanent enclosure for the historic fireboat David Campbell, and dragon boat storage.

The Eastside Waterfront Park will include this floating walkway, currently under construction.





This view from Tom McCall Waterfront Park captures the Oregon Convention Center, the Sternwheeler Portland, and the Burnside Bridge.

Willamette Greenway. In June 1998 Metro acquired the 44-acre Portland General Electric (PGE) site between the Oregon Museum of Science and Industry and Portland Community College. That same month Metro acquired, from a private landowner, a portion of the three-mile railroad right-of-way (ROW) between PGE and the Springwater Corridor in the Sellwood neighborhood. With the

purchase of this site and the railroad ROW, Metro accomplished two major goals:

1. It completed the Willamette Greenway Trail within the Central City; and
2. It completed the 20-mile trail from Downtown Portland to Boring in Clackamas County.

The Portland Bureau of Parks and Recreation is designing and will shortly begin construction on the multi-use trail, which will share the eastern portion of the alignment with the railroad. A four-foot high, wildlife-friendly fence will separate the two uses. Along the trail, users will find artwork, mileage markers, and bike racks.

Ships. Two sternwheelers, the *Portland* and the *Columbia Gorge*, dock by the Willamette River seawall in Downtown Portland. The restored 1943 *Captain Conner* and the *Spirit of Portland* dock at RiverPlace. On the eastside Willamette Jetboat Excursions currently shares the OMSI site. New temporary moorages are scheduled to be built as part of the *Eastside Waterfront Park Plan*. Though nonfloating, one of OMSI's biggest attractions is the U.S. Navy's last non-nuclear submarine, the *U.S.S. Blueback*, which is permanently "docked" in the Willamette.

Housing

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

By 1984, City Council realized that, in order to attract residents to the Central City, a stronger, more effective housing policy was needed. By actively promoting the construction of at least 5,000 new housing units by the year 2010, the *Central City Plan* gave credence to new incentive programs for new housing development. When City Council amended the *Central City Plan* in April 1995 to add the River and University Districts, it raised the housing goal to 15,000 units. By this time City Council recognized that aggressive infill housing was a significant means by which to maintain the urban growth boundary while allowing for the economic benefits associated with population growth.

While the *Downtown* and *Central City* plans each advocated for a range of housing options to serve a range of income levels and family types, residents have tended to concentrate in particular areas of the city based on socioeconomic status. For example, few middle class individuals or families with children have

located Downtown. In order to address this situation, the *Central City 2000 Strategy*, adopted in July 1996, recommended the creation of a Central City housing inventory and the use of tax increment funds to encourage development of more affordable mixed- or middle-income housing projects.

On December 16, 1998 City Council adopted a new housing policy into the *Comprehensive Plan*. The revised Housing Policy contains a completely new goal and 15 new policies and objectives, which focus on:

- The preservation and rehabilitation of existing housing;
- The provision of new housing to meet a range of household needs and preferences in locations that meet sustainability objectives;

- Retention of the “no net housing loss” requirements; and
- Recognition of Portland housing stock within the regional framework.

New housing units. Approximately 6,400 new housing units have been built within the Central City since 1988. The statistics displayed in Table 4 indicate that the City of Portland is making progress toward meeting its target of 15,000 units.

Projects

River District

Many of the projects listed below provide affordable units; some also contain ground-floor retail and underground parking.

Warehouse conversions. The majority of local loft conversions are occurring in what is now known as the Pearl District. Referred to as the Northwest Triangle prior to the early 1980s, the area was still a working district by day, largely deserted at night. In 1980, some small-scale improvements were made and by 1988 it was touted as an arts district. From then on developers began to convert the vacant warehouses and industrial buildings to lofts and commercial space. Today the Pearl District contains art galleries, specialty shops, restaurants, pubs and grills, as well as housing, educational facilities, and other attractions for residents and visitors alike.

- Irving Street Lofts. Formerly a 1923 warehouse, this building now contains 84 live/work condominiums. The renovation was completed in 1989.
- Chown Pella Lofts. Renovations to the historic Oregon Transfer Company Building at NW 13th Avenue and Glisan now provide 68 condominium lofts with four units of ground floor retail. The project was completed in 1996.
- North Park Lofts. Converted from the 1908 Artisan Building, this project contains 45 lofts and 23 penthouses. Four stories were added to the building’s original six floors.
- Fifth Avenue Court. Situated on NW 5th Avenue between Everett and

**Table 4
New Housing Units in the Central City Since 1988**

Location	1980s	1990s	Total
Downtown	1596	1313	2909
River District	529	1556	2085
Lloyd Center/Coliseum	0	623	623
Central Eastside	80	356	436
Goose Hollow	60	256	316
Lower Albina	0	43	43
North Macadam	0	0	0
Total	2265	4147	6412



The Flanders Lofts straddle the North Park Blocks in River District.

Davis, this mixed-use project in the former Kalberer Building contains 96 units, half of them affordable, and ground floor retail. It was completed in 1996.

New construction

- Mckenzie Lofts. Formerly the site of the 1910-era Reliable Transfer Building, the Mckenzie Lofts at NW 12th and Glisan contain 68 condominium units. The project was completed Fall 1997 at a cost of \$15.5 million.
- The Yards at Union Station. The Portland Development Commission is coordinating development of high density housing on the property around Union Station. Built in partnership with the Housing Authority of Portland, 158 units of affordable housing were created in 1998 as Phase I. Phase II will include 392 market rate owner and rental units to be completed by



The Mckenzie Lofts is an example of new construction occurring in the Pearl District.

Spring 2000. Public infrastructure improvements in the area, such as pedestrian crossings, will create a neighborhood feeling and improve access to the transit mall and Willamette River. The cost for the entire project is estimated at \$55 million.

- Hoyt Street Yards. A long 34-acre tract of former warehouses and railyards is being converted to approximately 2,000 – 3,000 new housing units. The area stretches from Hoyt Street to the Fremont Bridge. When completed, the project will also include about 150,000-sq. ft. of retail/commercial space. Fifteen percent of the rental units and ten percent of the condominiums will be affordable. The developers agreed to provide \$50,000 per block for public artworks. To ensure variety, different architects have been selected to



The Yards at Union Station will include both affordable and market-rate housing.

design different structures. As part of the public-private agreement between the City and the developer, once the City constructs one of the following projects, the developer must build at the listed densities:

- With the demolition of the Lovejoy Street ramp and its replacement with an at-grade street, the developers must contribute \$121,000 and build housing at 87 units per acre.
- With the construction of the Central City Streetcar, the developers must contribute up to \$700,000 and build housing at 109 units per acre.
- With the construction of Tanner Creek Park and water feature projects, the developers must build housing at 131 units per acre.



When completed, the Blitz Weinhard property will be a gateway to Downtown Portland and the Pearl District.

- Pearl Court Apartments. Public and private partners developed this 199-unit affordable housing project for people earning 60 percent or less of median income. Located in the Pearl District on the block bounded by Johnson, Kearney, 9th and 10th Avenues, it was completed in 1997. Fannie Mae lists this as an example of a successful brownfield redevelopment project.

Blitz Weinhard property. While the closure of the Blitz Weinhard brewery constituted the loss of a significant economic entity to Portland, it also opened up an opportunity for an economic venture of an entirely different nature. Its

location within both Downtown's West End and River District makes its success pivotal in how the two districts interrelate in the future. The new owners have pledged to create a mixture of housing, offices, stores, restaurants, and parking within the existing and new structures. The scheduled completion is 2002.

Goose Hollow

The Goose Hollow light rail station area has seen over \$47 million in private property investments, not including single-family residential improvements since 1991. Some of the largest projects are:

Legends. The Crossings Development Corporation constructed this 75-unit condominium complex in 1995. Located on SW 19th Avenue along the Westside MAX line, this project facility provides housing and services persons age 55 and older.

Arbor Vista Condominiums. This 55-unit structure opened in Summer 1997. Developed as market rate housing, a special Fannie Mae program enables first time homebuyers to qualify for more affordable prices. A pocket park was established at Howard's Way as part of the housing project.

Collins Circle. Collins Circle is a 124-unit mixed use, mixed income, transit ori-



The Legends complex is ideally located for accessing two stations on the Westside light-rail line.

ented rental apartment project. With a central landscaped courtyard and individual decks and balconies, the project also contains 7,500-sq. ft. of retail space and underground parking

Webb Plaza. The Webb building at SW 15th Avenue and Alder was transformed from its former state of disrepair in 1998 to 40 apartments with ground floor office and retail space. Units offer eight-foot windows and private balconies with spectacular views.

Stadium Station Apartments. These apartments for persons earning less than 60 percent of median income, are built on a triangular piece of property east of Civic



Irvington Place is a welcome mixed-use addition to Broadway.

Stadium on the MAX line. The project, completed in April 1998, contains 114 units with ground floor retail.

Lloyd District

Several projects listed below contain affordable units, as well as ground-floor retail and underground parking.

Lloyd Cornerstone. These luxury condominiums on NE 7th Avenue and Halsey contain 116 units, underground parking, and a large central landscaped courtyard.

Lloyd Place Apartments. This mixed-use project at NE 16th Avenue and Weidler contains housing, ground floor retail, a garden court, athletic facilities, and a day care center. These four and five story



Lloyd Place Apartments set a new standard of excellence in the Lloyd District.

buildings have 202 one and two-bedroom apartment units and a 288-space underground parking garage.

Irvington Place. Five-story Irvington Place at NE 12th Avenue and Broadway provides 57 condominiums above ground floor retail. Units contain front stoops, balconies, and fireplaces.

Lower Albina

Left-Bank Lofts. Located at 843 N Knott near Mississippi Avenue in Lower Albina, these brightly colored, three-story lofts are located in a 1910 building that was converted in 1997. The 23 units provide roughly 13,433-sq. ft. of living space.



These Left-Bank Lofts herald the start of possible changes in Lower Albina.

Mississippi Court Apartments. Renovated in 1995, these apartments located on N Mississippi Street in the Russell Conservation District are owned by Legacy Health System.



The Glisan Street Shelter Building contains housing for single homeless men, Transition Projects, Inc., and a community center for special needs populations.

Table 5 identifies other significant housing projects built or rehabilitated in Central City districts other than Downtown since 1988.

Shelters for homeless youth and adults. The *Central City Plan* reaffirmed the City's desire to provide adequate shelter for the homeless. The *Portland/Multnomah County Shelter Reconfiguration Plan*, though not without controversy,

- Provides separate permanent shelters and transitional housing for single men and women, including the mentally ill; and
- Shifts the emphasis away from large projects with 100 or more beds to smaller, dispersed shelters.

**Table 5
Other Significant Housing Projects**

Project	Number of units	Date	Market/Affordable
Central Eastside			
Buckman Terrace	122		
Buckman Heights Apts	144		
Goose Hollow			
Goose Hollow Apts	30	1989	market
North of Burnside			
Everett Station Lofts	47	1989	affordable
Swindells Building	105	1994	affordable
Hoyt Commons	48	1995	market
Irving Street Townhouses	14	1996	market
Pearl Townhouses	10	1997	market
Flanders Street Lofts	25	1991	market
Fifth Avenue Place	70	1998	market
Honeyman Hardware Lofts	110	1990	market
Sally McCracken Building	95	1992	affordable
City Lofts	13	1993	market
Riverstone Condominiums	123	1998	market
Irving Street Lofts	77	1998	market
Kearney Plaza Apartments	131		market
Tanner Place Condominiums	122		market
Pearl Lofts	28	1990s	market

Transition Projects, Inc., with offices in the Glisan Street Shelter Building, manages the following projects.

Jean's Place. Renovated in 1997, Jean's place is located on NE 11th, just north of Burnside. It provides 44 beds for single homeless women.

Glisan Street Shelter. Located at NW 4th Avenue and Glisan, this 90-bed facility is designed to serve single homeless men for six weeks or less. A short-term, 24-hour facility, the building was renovated for \$489,000 with a Portland Development Commission grant.

Clark Center. Also known as the Eastside Men's Shelter, this new brick building was constructed on the site formerly occupied by the Oregon Breaker's, Inc. Storage Space and the Drawing Studio on SE Hawthorne Boulevard. The center was completed in Winter 1998 for \$1.3 million. It provides 90 beds for single homeless men for a maximum of three months. Participation in a case management study, with emphasis on finding employment and housing, is required of shelter occupants.

Programs. The following programs have been established or expanded since completion of the *Central City Plan*. They represent a small portion of the total number of programs available to house homeless, low, moderate, and middle income persons.

Property tax abatement. In 1989, the City expanded the property tax exemption program to the entire Central City area. As was true in the earlier program, the owner is taxed on the land, but for ten years taxes are not levied on improvements. In 1996, the program was expanded to include the development of multifamily residential and mixed-use projects near major public transit facilities.

Housing Investment Fund. This fund was established in 1994 with \$14 million in general fund financing. It is available citywide to encourage new multifamily housing and rehabilitation of existing residential units. Then-Commissioner Gretchen Kafoury spearheaded the fund. Since 1996, the fund has provided \$3.47 million to five projects in the Central City.

Preservation Housing Study. The Portland Development Commission has analyzed the cost of refinancing or transferring ownership of housing whose federal low-income subsidies are scheduled to expire. PDC anticipates that by the end of 2005 over 1,200 units in 23 projects will be removed as low-income units, thus threatening housing options current residents.

Parks and Open Space

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

With the exception of Downtown, Central City districts were surprisingly devoid of parks and open space, with scarce linkages between districts and the rest of the community. These problems have been slightly mitigated, primarily from the addition of public spaces within private developments, but not to the extent suggested in the *Central City Plan*. The most important new linkages are the Willamette Greenway improvements discussed on page 72 and assorted bridge improvements.

New parks

Oregon Square Courtyard. These two landscaped blocks along the MAX line provide paths, restrooms, benches, and a gazebo. The 8,000-sq. ft. park is used extensively during lunchtime by employees from the four Oregon Square Buildings between Holladay and Oregon. Outdoor concerts are held here during warm weather months. The park also hosts special displays, including some of the Rose Festival parade floats.



Oregon Square Courtyard provides a welcome relief from the many office buildings and parking lots in the Lloyd District.

MAX Park. This small landscaped park abutting the Liberty Centre MAX station at NE 7th Avenue is owned and maintained by Kaiser Permanente. It was completed in 1998.

South Park Square. The first of four new parks in the River District. South park is bounded by NW 10th and 11th Avenues, NW Johnson Street and the vacated NW Kearney Street. A team of residents, consultants, and staff from Portland Development Commission and Portland Parks and Recreation are currently designing this 40,000-sq. ft. block in the River District. Construction is expected to begin in 2000.

Proposed Park over I-405. Although the idea to build a park over the I-405 freeway remains conceptual, Mayor Vera



The North Park Blocks are undergoing a renaissance due to the many renovations and new construction on both sides.

Katz referred to this possibility in her 1998 State of the City speech before the City Club. As a result of her interest, the Mayor's office initiated a study of the idea. PDC also established an adjacent property owner stakeholder group to evaluate the feasibility of capping the freeway.

Park rehabilitation

North Park Blocks. Major redevelopment of the North Park Blocks has recently occurred. In 1993 the Childpeace Montessori School co-sponsored the Children's Park in the North Park Blocks. Between 1997 and the recent closure of the Blitz Weinhard Brewing Company, its employees volunteered to clean up and enhance the park blocks every two months.



Children enjoy the colorful playground in the North Park Blocks.

Others. With funds from Bond Measures 26-10 and 26-26, the park block south of Burnside Street was redeveloped to the standard established on the North Park Blocks, including new walkways, plantings, and restroom improvements. O'Bryant Square was also renovated, with new irrigation, lighting, and park furniture.

Culture and Entertainment

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

The South and North Park Blocks provide space for ethnic festivities, cultural events, and sports celebrations. The Portland Art Museum's recent Chinese and Egyptian shows provided an expanded foundation for activities and focused attention on the Park Blocks' amenities. The annual Festival of the Arts is a relatively new event being held in the South Park Blocks. Portland State University continues to organize and co-sponsor multiple activities in the blocks as well.

The renaissance of Downtown theaters began in 1984 with the six cinemas in the KOIN Tower. This trend has continued with the four-theater Broadway Metroplex across the street from the Performing Arts Center and the anticipated ten-theater complex in the Fox Tower. Not only do these theaters attract people into the city, they also serve a growing population of Central City residents and entice office workers to remain Downtown for entertainment after work.

Major new facilities

Convention Center. Although the Convention Center was primarily constructed as an economic development tool, the center also hosts events that draw its audience from the local and regional area. Some of these events include the Yard, Garden, and Patio Show; Bridal Show; Festival of the Trees, and Fabric Design Show.

Rose Garden Arena. Home of the Portland Trail Blazers, the arena is the largest venue within the metropolitan region for major performances. Among the shows recently held are major rock music concerts, ice skating shows, Luciano Pavarotti, and arena football.

Public events and festivals

Art in the Pearl. Held in the North Park Blocks over Labor Day weekend, this new festival was created to celebrate artistic achievements in the River District.

International Showcase. This new event draws on the wealth and breadth of different cultures within Portland. The event, held at Memorial Coliseum during Rose Festival, includes folk dancing and singing and is indicative of the increasing diversity of Portland's residents.



Downtown residents and employees alike savor the offerings of merchants in the weekly Public Market.

Public Market. Begun initially in Pioneer Courthouse Square, the Public Market moved to the South Park Blocks. The market is held on weekends throughout the Summer and Fall.

Art projects

The Central City Plan District requires all public developments to contain public art or commit one percent of the development's value to a public art trust fund. In addition, the plan district allows private developers to earn additional floor area by committing one percent of the value of the development to public art. The program has resulted in the creation of artworks gracing all parts of the Central City. Among the more interesting are:



“Stone, Water, and Heaven” (Daedulus and Icarus) is one of several sculptures in the Rose Quarter.



These sculptures are located just west of the Lloyd Station along the MAX line.



The Promised Land sculpture rests across from the Justice Building facing the Portland Building.



The Collins Circle round-about by Robert Murase is adjacent to the Collins Circle mixed-use project along the Westside MAX line.

Rose Quarter. Several of the better known artworks in the Rose Quarter include the Crown, Icarus, and Essential Forces. The latter, a \$2 million kinetic sculpture fountain, features nearly 500 water jets and two pillars that erupt with balls of fire.

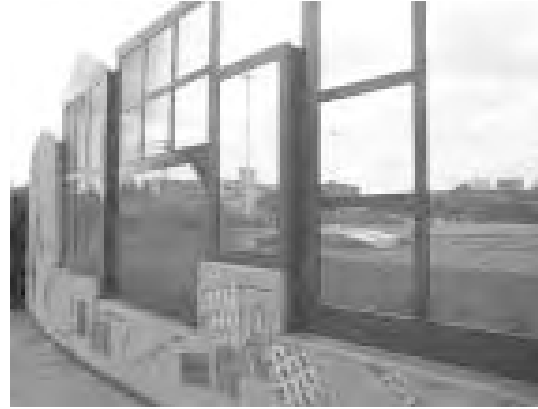
Collins Circle. Created by Robert Murase, this impressive traffic circle dominates the junction of SW 18th Avenue, Jefferson Street, and the MAX line in the Goose Hollow neighborhood. The circle has generated significant praise for its deft rendering of a Japanese symbol in fractured basalt.

Figures along MAX. These three whimsical steel figures greet eastbound travelers on MAX. They were brought to the Lloyd Center Station in 1998.

The Promised Land. Sculptor David Manuel created this tribute to families who traveled the Oregon Trail seeking prosperity in the west. The statue faced considerable opposition because of its apparent disregard for Native American inhabitants and the implication that the only pioneers to Oregon were Caucasians. Nevertheless, after much debate, City Council agreed to place it in Chapman Square.



Rip Caswell's bronze goose at the Goose Hollow MAX Station is dedicated to the residents of this Central City neighborhood.



The backdrop for the King's Hill Station are these panels designed, in part, by students from adjacent Lincoln High School.



The Suzhou Stone in Terry Schruck Plaza was a gift from Portland's sister city, Suzhou, China.

Westside MAX stations. Goose Hollow houses three MAX stations, containing public art.

- Civic Stadium Station. The artwork at the westbound station invites the public to use the bronze podiums, a tree trunk, box, and pedestal, to speak at will. Storage sheds with distinctive coverings are located on either side of the small plaza. One is a steel cube containing thoughts on the city's past and present, the other is decorated with tile and glass. The eastbound station, adjacent to the *Oregonian* building, contains wall cutouts with historic pages from the *Oregonian* and punctuation-shaped furniture.

- King's Hill Station. Designed by various artists, including Lincoln High School students, the area just south of the station reflects historic architectural styles and Lincoln's history. The station contains a winding path embedded in stone reminiscent of the underlying Tanner Creek. The Goose Hollow Foothills League dedicated a goose, sculpted by Rip Caswell, to the residents of Goose Hollow.
- Goose Hollow Station. The various manifestations of house and home on the station canopies recall Goose Hollow's sense of place within Portland's history. Glass blocks create a window through which the surrounding neighborhood can be glimpsed and goose wings stretch across the canopy.

Suzhou Stone. Placed in a small pond in Terry Schruck Plaza, this 16-foot limestone rock was a gift from Portland's sister city, Suzhou, China in 1998. The City of Portland was fortunate to receive this rare and distinctive Lake Tai Stone.

Education

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

The Central City is home to four educational institutions: Portland State University (PSU), Portland Community College (PCC), Pacific Northwest College of Art (PNCA), and the Western Culinary Institute.

Because of its longevity, size, mission, and location, PSU has been the primary focus of the City's attention. In addition to its educational services, PSU emphasizes urban issues and promotes interaction between professors, students, and metropolitan leaders and citizens.

The PCC campus in the Central Eastside Industrial District is a recent addition to the Central City. Opened in September 1996, this campus is the college's Workforce Training Center. Its location allows access to the many incubator businesses within the Central Eastside Industrial District, the media at adjacent KPTV Channel 12 station, and the various scientific and technological forums held at the Oregon Museum of Science and Technology.

The other two institutions offer educational resources not addressed elsewhere. The Portland Northwest College of Art was founded in 1909 with close, interactive ties to the Portland Art Museum. Its original location was the Ladd Grammar School at SW Park and Jefferson Streets. In 1969, the college moved into the new facility, designed by Pietro Belluschi, adjacent to the museum. It recently relocated to the Pearl District, though it retains connections to the museum. The Western Culinary Institute was established in 1983 by Horst Mager and Donald Waldbauer, local Portland business owners. The institute is located at SW 10th Avenue and Columbia. The 26,000-sq. ft. complex contains lecture rooms, kitchen classrooms, a restaurant, and assorted other rooms and offices.

Portland State University (PSU). The value of PSU as an urban university was recognized and became a major component of the *Downtown Plan*. The *Central City Plan* further promoted PSU as a major state institution of higher education. City Council took the next step on April 12, 1995, when it amended the *Central City Plan* to create the University District and adopt the *University District Development Plan*. Much of the plan elements came from an earlier *Vision for a University District*, prepared by a PSU task force and the Association for Portland Progress. Together, the creation of an identifiable



Hoffman Hall on the PSU campus opened in 1997.

district and plan will move PSU closer to its policy: to be a vital, multicultural, and international crossroads with an environment which stimulates lifelong learning, collaboration between business and government, and a rich cultural experience. The new Central City Streetcar will link PSU with Northwest Portland, the River District, and the Central Business District. Other improvements are listed below:

Branford Price Millar Library. Though the main body of the library was built in 1966, an \$11 million addition to the front half of the building was completed in 1991.

Hoffman Hall. This 400-seat lecture hall, completed in 1997, is outfitted with the latest technological advances. The hall is available for community meetings in addition to PSU functions.



PSU's Urban Center reflects the exuberance of the university's growing campus.

Urban Center. Located between SW 5th and 6th Avenues, Montgomery and Mill, the 118,000-sq. ft. center will include class space and offices for the College of Urban and Public Affairs. It will also contain a pedestrian plaza, a transit stop on the Central City Streetcar line, and commercial space on the ground level. The building is scheduled for completion in mid-2000.

Portland Community College. Along with other PCC campuses, the Workforce Center provides professional development, management, and computer training and English as a Second Language. The center brings together unions and trade programs to meet the educational/training needs of the unemployed and underemployed. Its student body for the fall term was 2,000. Administrators anticipate a full-time student body population of 10,000.



The Central Eastside campus of Portland Community College provides professional development, management, and computer training.



The Pacific Northwest College of Art recently relocated from the Portland Art Museum to the Pearl District.

Pacific Northwest College of Art. Located at NW 12th Avenue and Johnson, the college leased the former Westinghouse warehouse for ten years. At a cost of about \$2.5 million, the college increased its square footage from 38,000 to 43,000 for new classrooms, library, meeting rooms, and performance space.

Historic Preservation

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

The *Central City Plan* extended elements of the *Downtown Plan's* historic preservation goal to areas beyond Downtown. In addition, the plan focused attention on public improvements, transfer of development rights, establishing new historic districts where appropriate, and expanding financing options for improvements of historic structures and sites. All historic districts called for in the *Central City Plan* with the exception of a proposed Terra Cotta Historic District have been established.

Reflecting the need for historic preservation, the *Central City Plan* recommended public information programs. Supporting this effort are local Portland historians and institutions such as the Oregon Historical Society and the PSU School of Urban and Public Affairs. Self-walking tour guides are available at bookstores throughout the city. Urban Tours, a volunteer organization, offers "Portland at Your Feet," a guided 22-block tour of the Downtown's art and architectural treasures. The Bosco Milligan Foundation, a nonprofit organization dedicated to the



The elaborate Chinatown arch heralds the entrance to the Chinatown/New Japantown Historic District.

preservation of the Portland region's historic resources, offers historic preservation programs each quarter. The Bureau of Planning provides technical information and assistance to community-based groups wishing to research possible historic designations and the identification and establishment of historic inventories.

Historic and Conservation Districts

New Chinatown/Japantown Historic District. City Council adopted this district in November 1989. It is also listed on the National Register of Historic Places. Use of PDC-administered enhancement programs strengthened the district's identity, as did construction of the Chinatown gateway. The elaborate Chinatown arch at W Burnside Street and NW 4th Avenue was



The Russell Street Conservation District is part of the Eliot neighborhood.

completed in 1987. Its installation foreshadowed improvements to this unique part of town that would later be expanded as part of the *Central City Plan*. Improvements include painting of light fixtures and the installation of single and twin Portland cast iron ornamental lighting.

An exciting project on the horizon is the Classical Chinese Garden. Designed in the style of classic, private urban gardens in Portland's sister city of Suzhou, the garden will serve as a cultural showpiece and center for community activities. The City of Portland, the City of Suzhou, the Classical Chinese Garden Trust, and the Classical Chinese Garden Society collaborated to raise the \$6.4 million needed to bring the garden to fruition. Northwest Natural Gas signed a 99-year lease option agreement with the City for the 40,000-sq.



The West Block is part of the East Portland/Grand Avenue Historic District.

ft. block at NW 3rd Avenue and Everett Street in Old Town /Chinatown. The garden is scheduled for completion in June 2000.

Russell Street Conservation District. Adopted in 1993, the Russell Street Conservation District contains four buildings that were added to the National Register of Historic Places in 1998.

East Portland/Grand Avenue Historic District. Adopted in February 1991, the district was listed on the National Register of Historic Places that same year. The *Design Guidelines for the East Portland/Grand Avenue Historic Design Zone*, adopted in June 1994, reinforces the area's character through preservation of existing historic buildings. It encourages compatible renovation and new construction. In 1998 the Bosco Milligan Foundation, dedicated

to the preservation of the region's historic resources, relocated to the oldest commercial building in the Central Eastside District.

NW 13th Avenue Historic District Design Guidelines. The guidelines for this district were adopted in February 1996.

Transfer of Development Rights. This provision, which allows the transfer of density from the designated landmark to another location, was adopted in 1996 as part of the Historic Resources Code Amendments. It is an incentive that an owner may use to protect, renovate, and preserve the landmark in its original condition.

American Heritage River designation. President Clinton designated the Willamette River as one of fourteen American Heritage rivers in Fall 1998. This designation qualifies the river for federal programs such as economic development and small business grants, technical and financial assistance to implement restoration and pollution prevention, and economic modeling to help communities assess benefits and costs of proposed projects. The purpose of the program is to support community-based efforts to restore and protect the environmental, economic, cultural, and historic value of our rivers.



The Esplanade in RiverPlace is an example of a pedestrian street. Store windows open directly onto the esplanade, enhanced by landscaping, awnings, and street furniture.

Urban Design

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

By the time the *Central City Plan* was initiated, the character of Downtown



Tom McCall Waterfront Park includes stairs and platforms that allow people to move freely between the park and water levels.

Portland was largely established. Its wide, inviting, brick-lined streets contained trees, seasonal planters, fountains, public art, and ornamental street lighting. Its buildings presented pedestrian-friendly façades of spacious windows, generous doors, and varied wall coverings and trim. As the *Central City Plan* progressed, stakeholders and other participants realized that these design elements should be expanded beyond Downtown.

Initially a clear vision of the desired character for the various districts had not been defined and the costly design review process could not be relied upon for guidance. The decision was made to limit design review and the creation of design guidelines to areas with unique characteristics that were to transition into a more urban form. Design guidelines

were subsequently prepared for adopted historic districts, parts of Lloyd District, and, most recently, the Goose Hollow MAX stations and the River District.

The most significant change to the Zoning Code to come out of the *Central City Plan* was the institution of the Central City Plan District. The idea of a separate section in the code for Downtown had been established with the institution of the Downtown Development Regulations. With the establishment of the expanded plan district, however, the *Central City Plan* set the stage for similar “site-specific” plan districts for other areas of the city.

Central City Plan District. The Central City Plan District was a direct outgrowth of the Downtown Development Regulations. As part of the *Central City Plan*, the regulations were re-evaluated for the Downtown core and expanded to the other Central City districts as well. The plan district retained all elements of the regulations: floor area ratios, height limits, bonuses for amenities, and requirements related to lot lines, façades, parking, retail, and residential activity. The City added bonus options for day care, rooftop gardens, water features of public fountains, theaters on Broadway, and public art.

This was the first plan district application a compilation of development standards specific to a particular area of the city. It



New developments in the River District exemplify the design elements that make Portland a walkable city: wide, inviting sidewalks, landscaping, and pedestrian amenities.



was also the first attempt to combine unique elements and ensure that public and private development worked together to serve those who live, work, shop, and play in the area.

Design Guidelines. City Council passed its first design review requirements in 1968 to better distinguish Portland’s buildings and create a unique skyline. The *Downtown Plan* reiterated the need for guidelines; the *Central City Plan* gave them further definition. In August 1990, City Council adopted the *Central City Plan Fundamental Design Guidelines*. In so doing, design review was endorsed as critical to the livability and viability of Downtown and the surrounding districts.

The *Fundamentals* focus on three general categories:

- Portland Personality, which establishes Portland’s urban design framework;

- Pedestrian Emphasis, which emphasizes people and walking; and
- Project Design, which ensures that each development is consistent with Portland’s urban design framework and sensitive to users.

Since their adoption, the *Fundamentals* have been expanded through the adoption of design guidelines specific to individual districts. Special design guidelines have been adopted for the following:

- *East Portland/Grand Avenue Design Guidelines*, adopted July 31, 1991;
- *Lloyd District Design Guidelines*, adopted September 11, 1991;
- *North Macadam Design Guidelines*, adopted September 9, 1992 and currently being updated as part of the North Macadam Framework Plan process;

- *Goose Hollow Design Guidelines*, adopted February 21, 1996;
- *River District Design Guidelines*, adopted February 21, 1996 and amended November 1998; and
- *Central Eastside Design Guidelines*, adopted July 31, 1991.

Central City Developer’s Handbook.

Due to the complexity of regulations pertaining to development in the Central City, the Bureau of Planning published this document in July 1992 to assist potential developers. The Handbook includes graphics and maps to help describe City design standards and guidelines and explain their purpose.

View Corridors. The *Downtown Plan* recognized the need to regulate building height in order to protect views from the Rose Garden and Terwilliger Parkway. The *Central City Plan* went significantly beyond this provision by including an action to protect view corridors at public streets and parks. To implement this provision, City Council adopted the *Scenic Views, Sites and Corridors Resource Protection Plan* and related Title 33, Planning and Zoning, regulations in March 1991. Table 6 identifies major views and corridors that directly impact developments in the Central City.

Table 6 Protected Views and Corridors; Portland Scenic Views, Sites and Corridors Resource Protection Plan, March 1991.	
<p>View corridors of Mt. Hood and/or Mt. St. Helens from:</p> <ul style="list-style-type: none"> • Washington Park • Lewis and Clark Monument • Vista Bridge • Washington Park Rose Garden • Upper Hall Drive • Terwilliger Drive <p>Views of the city from:</p> <ul style="list-style-type: none"> • Oregon Art Institute: east down SW Madison • Convention Center Plaza: River and Downtown • OMSI: Downtown • Red Lion Motel and Memorial Coliseum: Downtown • 12th Street Overpass at I-84: Downtown • Eastbank Esplanade: City • East Burnside: First Interstate Tower • RiverPlace Floating Dock: Downtown • Montgomery Street Stairs: RiverPlace • Albina Park: Downtown • SW Salmon Street: Waterfront Park Fountain <p>Views of mountains from:</p> <ul style="list-style-type: none"> • South Park Blocks: Mt. Hood • Gazebo at SW Front Avenue: Mt. St. Helens • Steamer Portland Site: Mt. Hood • South of the Morrison Bridge: Mt. Hood • NW Lovejoy Street: Mt. Hood • Jefferson Street Overpass: Mt. St. Helens • Broadway Bridge: Mt. Hood 	<p>Views of bridges from:</p> <ul style="list-style-type: none"> • North Viewpoint at Riverplace: Marquam and Ross Island Bridges • Broadway Bridge: Fremont Bridge • South Viewpoint at Riverplace: Marquam and Ross Island Bridges • Waterfront Park: Marquam and Ross Island Bridges • Eastbank Esplanade: Hawthorne Bridge • SW Jefferson Street: Vista Bridge • South Side: Marquam Bridge • Burnside Bridge: Steel Bridge • Hawthorne and Morrison Bridges • Hawthorne Bridge: Morrison Bridge from the Westside: Broadway Bridge • Waterfront Park: Hawthorne Bridge • Eastbank Esplanade: Morrison Bridge • Waterfront Park: Burnside Bridge • Rail Yards: Broadway Bridge • Lower Albina: Broadway Bridge • Steam Plant: Marquam Bridge • Eastbank Esplanade: Burnside Bridge • OMSI: Marquam Bridge • South: Ross Island Bridge <p>Views of the river from:</p> <ul style="list-style-type: none"> • The middle of the Ross Island, Hawthorne, Morrison, Burnside, Broadway, and Steel Bridges • Along the Eastbank Riverfront Park • Along the west side of the river between the Steel and Broadway Bridges



Ornamental street lighting enhances the special character of parts of Central City.

Utilities. All utilities in the Downtown core and along the Grand/Martin Luther King Jr. corridor are underground. Utilities along the westside light rail line were undergrounded in 1994 as part of that project. In the River District along NW 9th and 13th Avenues utilities will be placed underground as part of all new development.

Street lighting. As of 1992, the Cast Iron Ornamental Lighting District extended from SW Jefferson to Burnside Street and north of Burnside along MAX, and in the Chinatown District. On January 1, 1989 there were approximately 1,800 twin ornamentals in the Central City; two years later there were 2,287, representing a 228 percent increase. These numbers do not include single ornamentals, which are more scarce. Cast iron ornamental streetlights have been or are being installed in the following locations:

Downtown. In 1989-90 twin ornamental lighting was installed on Second Avenue, Oak Street, and Taylor Street. Installation of ornamental lights in Skidmore Fountain/Old Town have been completed between W Burnside and NW Davis Streets from 1st to 3rd Avenues and in the area of SW Ash, Pine, Oak, and 2nd Avenue. Painting of light fixtures and installation of single and twin cast iron ornamentals in Chinatown/New Japantown is substantially completed. Approximately half of the ornamental lights on SW 9th Avenue and SW Park from W Burnside to SW Morrison in the South Park Blocks have been installed.

River District. Twin ornamental lighting was installed on NW Ninth and Park Avenues as part of the Boulevard Im-

provement Project. The North Mall Extension includes twin ornamental lighting standards for NW Fifth and Sixth Avenues to Union Station. Remaining installation of ornamental lighting in the River District will follow the plan detailed in the adopted *River District Development Plan* and will occur with construction of associated private development.

Goose Hollow neighborhood. Westside light rail funds were used to install ornamental streetlights and pedestrian, bicycle, and transit amenities along the MAX line and throughout station areas.

Lloyd Center District. More than \$3 million has been spent over the last several years to install ornamental street lighting in the Lloyd Center area. The improvements promote pedestrian and traffic safety and enhance the area's appearance. Installation was coordinated with other design and public improvement projects.

Central Eastside. A five-year, \$800,000 face-lift for the Central Eastside District includes the addition of twin-light ornamental street amenities, as well as trash receptacles, street trees, and flower baskets along Grand Avenue and Martin Luther King Jr. Boulevard.

Other amenities

Exterior treatment program. Since its inception in the early 1990s, an estimated 100 sites in the River District have taken advantage of the Portland Development Commission's exterior building, lighting, and façade treatment program.

Banners. This program to place banners throughout the Central City, provides a strong visual mosaic for Portland's districts and neighborhoods. Some of the banners that line streets and transit corridors celebrate the Rose Festival, MAX, special cultural attractions, and waterfront festivals.



Banners celebrate many aspects of the city, such as cultural attractors, festivals and sporting events.

Public Safety

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

The *Central City Plan* public safety policy emphasizes the creation and continuation of a human-scale environment that lessens the potential for criminal activities. This reflects a continuation of one of the fundamental goals of the *Downtown Plan* - that of creating a pleasurable human environment by implementing core physical and service improvements. Among these improvements are:

- the creation of comfortable and secure environments;
- hiring a corps of persons to keep streets and sidewalks clean, landscaping trimmed and watered, and illegal signs removed;
- extending retail hours into the evening and on weekends;
- police officers on horses or bicycles, a far less intrusive manner of interacting with persons on the street;
- an active crime prevention program in conjunction with neighborhood and business associations;
- provision of homeless shelters and coincident services; and
- a year-round functioning university within Downtown.



The Police Bureau maintains three community police centers in Downtown and River District.

None of these elements would be effective on their own, but together they help keep crime levels low.

Police precinct. The new police office opened in 1991 on Front Avenue. Its presence helped create a pleasant place to live, work, and shop Downtown. Increased foot, bicycle, and horse patrols, a more successful method for Downtown than vehicular patrolling, were implemented.

Crime prevention. The Portland Police Bureau works with the Association of Portland Progress, the City's Office of Neighborhood Involvement, and various neighborhood coalitions, businesses, and community groups to provide crime prevention services. These programs range from personal and property safety, control

of shoplifting and workplace violence, and creating defensible space. Residential and commercial block watch programs and foot patrols have been organized throughout the city.

Storefront police centers. Three storefronts in Downtown have been converted for use by public safety officers: O'Bryant Square, Old Town, and the St. James Apartments. Officers use the space while completing paperwork and processing arrested individuals. The O'Bryant Square contact office, established in conjunction with the district attorney's office, also provides crime prevention assistance and space for community meetings.

Special programs

Downtown Clean and Safe Program. The Association for Portland Progress (APP) administers this program, which is sponsored through a downtown assessment district. APP Green Guides act as Downtown ambassadors, providing a friendly presence and information on locations, activities, and programs. The APP security patrol, working with two Portland police officers, focuses on safety issues such as aggressive panhandling, sidewalk obstacles, graffiti, and inappropriate public behavior.

Portland Police Mounted Patrol. The Portland Police Bureau's Mounted Patrol Unit, augmented with police cyclists, primarily patrols the Downtown area. In addition, the Mounted Patrol Unit is used for special events, crowd control, and park problems. Horse and bike patrols provide opportunities for positive interaction between police officers and citizens.

Human Services

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

The *Central City Plan* recognized that, in addition to the city's physical framework, social elements also needed consideration. The human services policy focuses attention on the homeless, mentally ill, chronically unemployed, and other special needs populations. Multnomah County and the City of Portland have inventoried and investigated local service providers to identify unmet needs and evaluate program feasibility. Among the relevant documents that have recently been produced are: *Alleviating the Consequences of Current Child Poverty*, *Reducing the Causes of Future Poverty*, completed in April 1999 by the Multnomah County Department of Support Services,

and the *Portland/Multnomah County Shelter Reconfiguration Plan*. Not surprisingly, the documents extend beyond the Central City to address the broader objective of promoting self-sufficiency through counseling, education, and employment.

The Housing Authority of Portland recently started a new program, Greater Opportunities to Advance, Learn and Succeed (GOALS). Its purpose is to work with other agencies to train and educate motivated renters to be more self-sufficient, moving out of subsidized housing, and off welfare. In the past three years, about 35 renters have graduated from the fledgling program.

Youth and homeless adults services Downtown include housing, food, clothing, health care, and counseling. Most are provided on a short term, ad hoc basis.

Youth. The Association for Portland Progress and Multnomah County Citizens Crime Commission co-sponsored a homeless youth study in 1997-98. Results indicate that, in any given year, there are 1,500 to 3,000 homeless youth, ranging in age from 10 to 17 in Portland. Local service organizations do not yet have a clear idea of the magnitude of the problem and need to define objectives and outcome-based parameters. Nonprofit organizations providing youth drop-in

center facilities in Downtown include Outside In, Salvation Army Greenhouse, Janus Youth Programs, New Avenues for Youth, and local churches and institutions. The Salvation Army offers a pilot program with 24-hour drop-in facilities two nights per week. New Avenues for Youth began in 1997 as a multi-service center offering comprehensive programs such as street outreach and residential, medical, substance abuse, psychological, spiritual, and employment assistance services.

Homeless adults. Together with Multnomah County, the Cities of Portland and Gresham formed the McKinney Advisory Committee to plan a continuum of care and funding for homeless services. As a result of the *Portland/Multnomah County Shelter Reconfiguration Plan*, shelters are being constructed throughout the Central City. Recognizing that some homeless individuals prefer outdoor camps over shelters, organizations and agencies cooperate in reducing the trauma and costs of homeless camp sweeps in Portland. These include the Portland Police Bureau, neighborhood crime prevention specialists, Homeless Person's Legal Issues Task Force, Sisters of the Road, and Join: A Center for Involvement.

Natural Environment

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

Actions implementing the *Downtown Plan* significantly reduced air pollution, but did little to address ongoing problems of litter and water and noise pollution. Nor were there clear policies for enhancing wildlife habitat areas. The *Central City Plan* concentrated on natural environment improvements within the urbanized area. As well, it increased trash receptacles and utilized the Association for Portland Progress Green Guides for cleaning up litter and graffiti.

Now public and private attention is shifting toward improving Willamette River water quality and creating and enhancing wildlife habitat areas within the Central City. Much of the recent awareness is occurring because of the designation by the U.S. Environmental Protection Agency of part of the Willamette River as a superfund site and the U.S. National Marine Fisheries Service's designation of salmonids and steelhead trout as endangered species.



In order to improve habitat along the Willamette River, the City incorporated erosion-control measures as well as native plants into the bank design of the South Waterfront Park addition.

Some immediate measures for addressing these designations are:

- Stronger erosion and runoff standards;
- Cleaning or capping polluted areas along the river; and
- Opening the eastbank suspension bridge only after guarantees for endangered species survival are in place.

Water quality and fish and wildlife habitat

Metro Title 3. In June 1998, Metro adopted a stream and floodplain protection plan to preserve water quality and prevent flood damage in the region. The

plan defines wetlands, regulates maintenance of vegetated corridors along waterways and wetlands, creates a floodplain management program that bans new development or requires flood storage capacity and maintenance, and recommends erosion control measures.

Willamette Riverkeeper. Willamette Riverkeeper is a nonprofit organization founded in 1996 to help reverse the declining health of the Willamette River. Recently the organization increased its inspections and water quality efforts in the area's river system. Portland's Bureau of Environmental Services (BES) and a private environmental company analyze the water samples taken by Riverkeeper staff and volunteers. The U.S. Coast Guard, Oregon Department of Environmental Quality (DEQ) and City agencies work together to follow up on sources of water problems. The 3-year-old Riverkeeper also educates river users to watch for and report deformed fish and wildlife, spills, sewer overflows, and wetland filling. Riverkeeper also works with the Governor's Willamette Basin Task Force to address broader river use policies.

Combined Sewer Overflow (CSO). Pollution in the Willamette River within Portland is primarily attributable to oil from cars, fertilizers, and other chemicals washed into the city's ditches and over-

flowing sewer pipes. Sewer pipes are routed so as to empty into the city's wastewater treatment plant, but when inundated, sewer pipes overflow directly into the river. In 1994, the City signed an agreement with DEQ to reduce pollution related to these combined sewer overflows. Mitigation techniques planned and executed by the Bureau of Environmental Services include sumps, stream diversions, downspout disconnections, sewer separation, new pipes, conduits, and treatment alternatives.

Stormwater Management Manual. Stormwater is generated during a rainstorm. When the ground is absorbent enough to soak up the water, there is usually little problem when it rains. When excess rainwater is not absorbed, it runs toward the Willamette, causing erosion, silting streams, and picking up pollutants on its way. So, while the CSO project helps mitigate the pollution resulting from stormwater, a preferable alternative is to reduce stormwater runoff at the outset. The Stormwater Management Manual introduces regulations to reduce the impacts of stormwater runoff (water quantity) and pollution (water quality) resulting from new development and redevelopment. City Council adopted the Stormwater Management Manual in July 1999.

Other projects. The Bureau of Parks and Recreation and PDC are working with the Oregon Audubon Society, Oregon Department of Fish and Wildlife, and other environmental groups to enhance Willamette River habitat through the *Eastside Waterfront Plan* and the *North Macadam Framework Plan*.

Air quality. Since 1990, when the *Downtown Parking Management Plan* was approved by City Council:

- 8,000 employees were offered transit subsidies;
- About 300 employees have switched to alternative work hours;
- 125 carpool spaces were added in garages; and
- Five alternative fuel vehicles were acquired for the City fleet as a demonstration project.

Portland brownfield showcase community. Brownfields are former commercial or industrial lands that cannot easily be developed because of previous contamination. Frequently, these lands are located in or near existing communities and contain infrastructure which could support redevelopment if cleaned up properly. Potential brownfield sites within the Central City are found in all subareas fronting the Willamette River except Downtown. In March 1998, the City of

Portland was designated as a U.S. Environmental Protection Agency Brownfields Showcase Community, one of 16 nationally. Showcase communities function as brownfield laboratories, coordinating government, private sector, and community resources and efforts. Each federal participant has money exclusively earmarked for this purpose. The U.S. Army Corps of Engineers, for example, contributes technical assistance for environmental assessments. A major benefit of receiving this showcase designation is that it increases the city's ability to acquire other federal resources to clean up the properties.

Plan Review

Policy. Periodically review the progress of the Central City Plan.

The *Central City Plan* was intended to be a living, dynamic document, continually referenced and revised according to new projects and issues. To facilitate this process, the plan includes a section to guide its own review. Since 1988, the plan has been revised several times. The most important changes are discussed below:

Eliot Neighborhood Plan. During discussions of the Lower Albina District, Eliot residents requested that the City work with them to create a neighborhood plan. The *Eliot Neighborhood Plan* was completed as part of the *Albina Community Plan* that was adopted in 1993.

River District. In April 1995, City Council combined the former Northwest Triangle and North of Burnside District policies into a new River District policy within the *Central City Plan*.

University District. In April 1995, City Council adopted the University District as a special subdistrict within the Downtown.

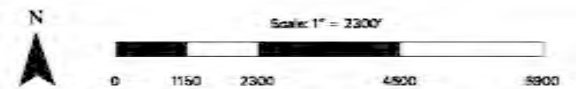
Goose Hollow. In January 1996, the *Central City Plan* was again amended with the adoption of the *Goose Hollow Station Community Plan*. This action expanded the plan in several places and revised the Goose Hollow district policy.



Lovejoy Fountain is a popular wading location on hot summer days.



Central City Plan Site Map



Central City Plan Site Locator

Transportation

1. Westside MAX
2. Central City Streetcar

Office, Retail, and Hotels

3. Pacific Gas and Electric Transmission-Northwest Building
4. Hilton Hotel
5. Lipman Wolfe Building
6. Embassy Suites
7. Marriott City Center Hotel
8. The Westin Portland
9. Paramount Hotel
10. Oregon Agricultural Marketing Center
11. Robert Duncan Plaza
12. Pacific Square
13. Wieden and Kennedy Building
14. Liberty Centre
15. Lloyd Center
16. Metro Building
17. Marriott Courtyard
18. Widmer Brothers Brewing Company
19. White Eagle Café and Saloon
20. Goodwill Industries of the Columbia-Willamette

Museums and Event Facilities

21. Oregon Convention Center
22. Rose Quarter (+ artwork)
23. Oregon Museum of Science and Industry
24. Civic Stadium

Housing

25. Fifth Avenue Court
26. Sally McCracken House
27. Glisan Street Shelter
28. Clark Center
29. Irving Street Lofts
30. Chown Pella Lofts
31. North Park Lofts
32. MacKenzie Lofts
33. The Yards at Union Station
34. Hoyt Street Yards
35. Pearl Court Apartments
36. Legends
37. Arbor Vista Condominiums
38. Collins Circle Apartments (+ artwork)
39. Webb Plaza
40. Stadium Station Apartments
41. Lloyd Cornerstone
42. Lloyd Place Apartments
43. Irvington Place
44. Left-Bank Lofts
45. Mississippi Court Apartments

Parks and Open Space

46. Eastside Waterfront Park
47. Oregon Square Courtyard
48. MAX Park
49. South Block Square
50. Chinese Garden

Culture, Entertainment, Art and Education

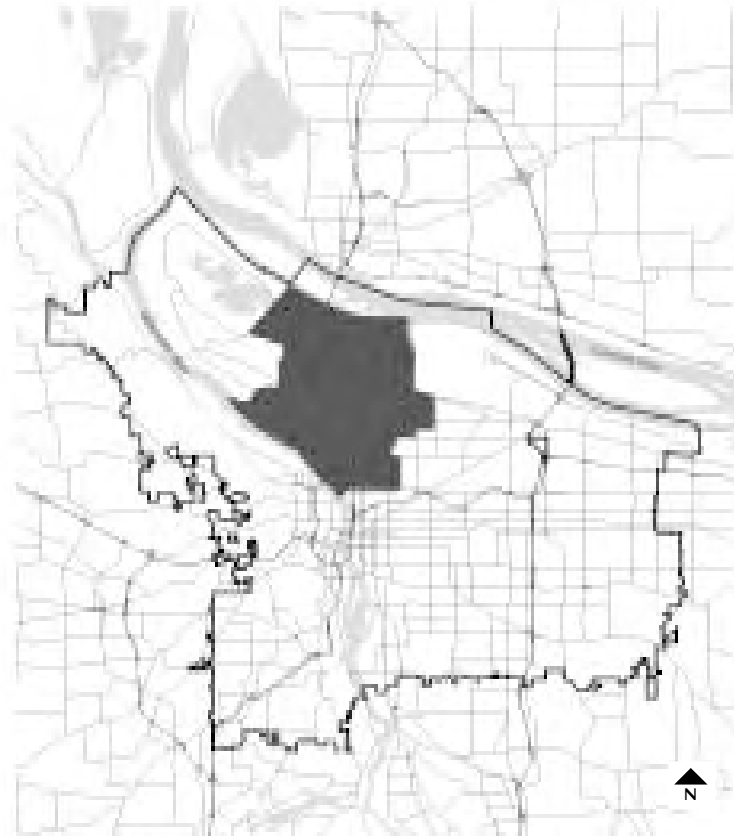
51. "The Promised Land" Sculpture
52. Figures along MAX
53. Suzhou Stone
54. Westside MAX Station Artwork
55. Portland State University
56. Urban Center
57. Portland Community College
58. Pacific Northwest College of Art

Historic Districts

59. New Chinatown/Japantown Historic District
60. Russell Street Conservation District
61. East Portland/Grand Avenue Historic District

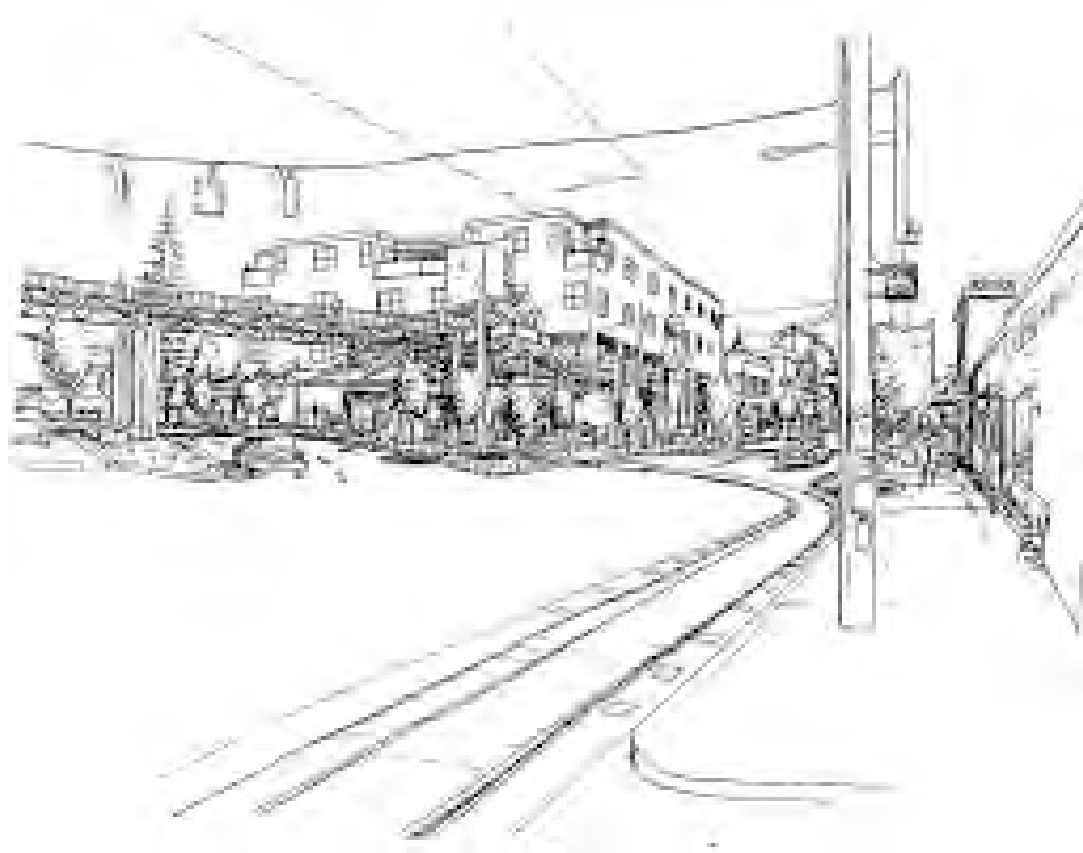
Police Activity Centers

62. Police Precinct
63. Community Police Contact Offices



Location of the Albina Community Plan within the City of Portland

Albina Community Plan



This drawing depicts mixed-use development at the proposed light-rail station at Interstate and Denver Avenues. This drawing is courtesy of the University of Oregon Department of Architecture and Allied Arts.

Background

Initiated in 1989, the *Albina Community Plan* is the long-range component of the City's strategy to revitalize inner North/Northeast Portland. The area comprising the former City of Albina had been losing population, housing, jobs, and businesses since the 1950s. Decline in some of these neighborhoods by the late 1980s was accelerating, and there was an associated rise in drug-related gang activity.

Both public and private revitalization efforts were launched to address these issues before the initiation of the plan. These included the formation of the North/Northeast Economic Development Task Force, the Neighborhood Revitalization Program, and the shift to community policing. The Task Force, formed to develop an action plan to guide revitalization efforts, included the Albina Ministerial Alliance, the Oregon Association of Minority Entrepreneurs, the Northeast Business Boosters, the Black United



This is a detail from a painting by Charlotte Lewis that hangs in the Community Room at the NE Community Policing Facility.

Front, the Urban League, the National Association for the Advancement of Colored People, the Northeast Coalition of Neighborhoods, the Northeast Community Development Corporation and other community groups.

In January 1989, the Portland City Council, Multnomah County Board of Commissioners, and other participating jurisdictions adopted a *Neighborhood Revitalization Strategy*. Directed by a management panel, its purpose was to address dete-

riorating conditions in Northeast Portland neighborhoods. The panel identified target areas and sought to develop immediate programs toward neighborhood livability.

In May 1989, the North/Northeast Economic Development Task Force published an *Economic Development Action Plan*, which provided guidance to government agencies in formulating economic development projects and programs for the area.

At about the same time, Portland completed a five-year plan to implement its new community policing program. The plan emphasized a partnership between citizens and the police to solve neighborhood public safety problems. Improving the public safety of many of the Albina neighborhoods was crucial to encourage families to remain in the area and attract new investments.

Community-based groups including the Task Force urged the City to start a planning process in Albina parallel to the *Central City Plan* process that would address the disinvestment and declining livability of the area. In July 1989, the City initiated the *Northeast District Plan*, later renamed the *Albina Community Plan*. The plan was intended to provide the future vision of the area as well as to coordinate and build on the other revitalization and planning efforts that were underway. In addition to proposing a new land use map for the area, the plan contained action agendas that coordinated the activities of a broad set of government agencies, community groups, and other implementing agencies. These action agendas addressed land use, transportation, historic preservation, education, and family services issues. As well, the plan incorporated and expanded on the objectives of the North/Northeast Economic Development Task Force's action plan to guide the economic

revitalization of the community. The public safety policy proposed additional actions to aid in the establishment of a community-policing program.

Planning for the regional light rail system and the creation of a new urban renewal district in the Lloyd District were also integrated into the plan. The North Portland neighborhoods of Kenton, Arbor Lodge, and Overlook were included because two of the four possible alignments for the northbound line rail line were included within their boundaries. To provide funds for revitalization activity along NE Martin Luther King Jr. Boulevard (MLK), including the redevelopment of the Walnut Park area, the plan proposed the expansion of the Convention Center Urban Renewal District.

The *Albina Community Plan* took almost four years to complete and involved the participation of an estimated 4,000 people from the community. It was developed in cooperation with 15 neighborhoods, five business associations, and many other community organizations. The North/Northeast Economic Development Task Force (now the N/NE Economic Development Alliance) guided the citizen involvement process so that all community groups had the opportunity to voice their concerns. The *Albina Community Plan*, plus 11 accompanying neighborhood plans, was adopted by City Council in October 1993.

Some of the particular issues that the City and the community intended the *Albina Community Plan* to address are summarized below.

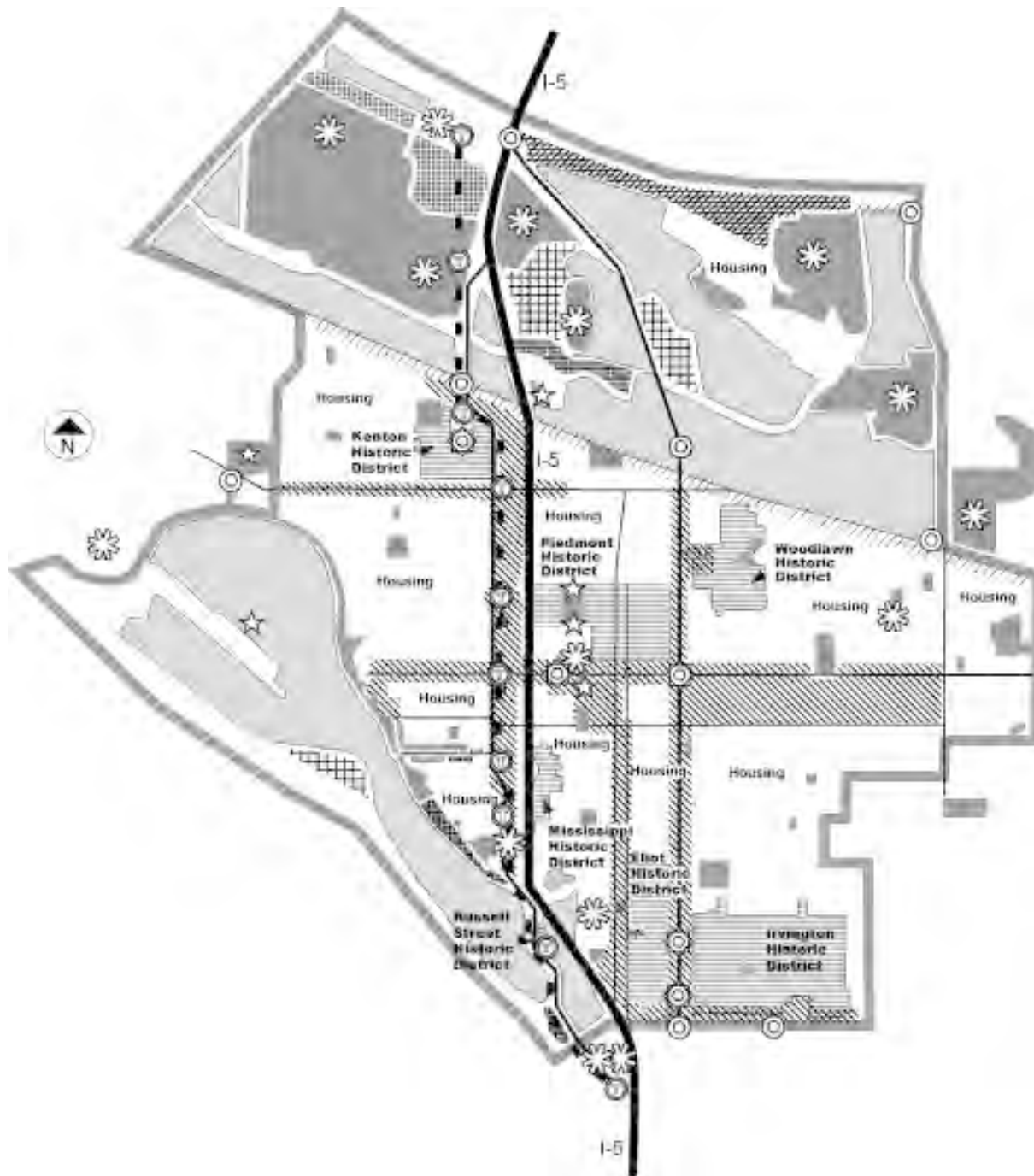
- Loss of businesses, jobs, and community wealth. The decline in neighborhood businesses and commercial districts, especially along MLK, was a frequently voiced concern by Albina area residents. A sizable amount of land zoned for business uses was vacant or underused along MLK, and potential new employers were not locating there. Many felt that development constraints on land zoned for business was partly responsible for this situation. To combat high unemployment rates in the community, more job training and placement programs for residents were needed.
- Loss of housing and population. In the more distressed neighborhoods little new housing construction had taken place for decades. Much of the existing housing stock was at least 50 years old, and some of it was in poor repair. Housing abandonment was a growing problem—over 700 residential buildings, mostly single-family dwellings, were listed by the Bureau of Buildings as vacant and abandoned. The greater Albina community and a portion of the Lloyd District lost approximately 15,000 residents between 1960 and 1980. This contributed to the decline of neigh-

borhood commercial districts. At the same time, a lack of neighborhood-serving businesses made Albina less desirable to prospective residents.

- Community image. Many viewed the Albina community as unsafe for residents, visitors, employees, and customers. This perception contributed to the loss of residents and disinvestment in the community. The community's architectural heritage from the late 19th and early 20th centuries was unprotected and endangered, while its multicultural history received little citywide recognition.
- Public safety. Crime rates in some neighborhoods were high. Residents wanted a new police precinct and storefront police contact stations in the community.
- Education and family services. Many residents were concerned about their children's prospects for a good education in the area's public schools. More youth services and recreational facilities were needed, particularly to reduce the attractiveness of gang involvement.



This is the corner tower of the historic Lion and The Rose bed and breakfast located in the Irvington neighborhood.



Albina Community Plan Concept Map

	Main Street, Mixed-Use Corridors
	Historic District
	Existing Open Space
	Open Space Acquisition Sites
	Mixed-Use Community
	Industry
	Employment
	Light-Rail Transit Station
	Major District Gateways
	Community Focal Points
	Minor Attraction
	Buffer
	LRT Line (Proposed)
	Major Attraction
	Plan Boundary

Major Plan Concepts

The focus of the land use, transportation, and urban design elements of the *Albina Community Plan* was to attract new investment to the area. The siting of new and expanded businesses in Albina's commercial and industrial areas and new affordable housing construction in residential areas was particularly sought after. Besides offering incentives and removing barriers to development, attracting new residents and investment also required improvement of the area's image and preservation of its historic character.

The major concepts of the *Albina Community Plan* include the following.

- North-south high-density development corridors with greater depth along MLK and Interstate Avenue. A commercial and employment center is planned between Ainsworth and Skidmore Streets. Some areas along MLK and

the area between Interstate Avenue and the I-5 freeway are designated for high

density residential to support local businesses and transit, particularly the proposed northbound light rail line.

- East-west commercial centers along Alberta, Killingsworth, and Lombard Streets. Alberta Street revitalization is built around the development and expansion of small businesses, many of which serve the local neighborhood. Killingsworth is seen as a retailing strip between Williams and Interstate Avenues. This area is anchored by Portland Community College's Cascade campus, the Albina Branch of the



Recent improvements to NE MLK Jr. Boulevard include new sidewalks and changes to the median that allow on-street parking in commercial nodes.

Multnomah County Library, and Jefferson High School. Lombard Street provides the principal access to the North Portland Peninsula; its commercial zoning takes advantage of high traffic volumes and transit use.

- Protection of older commercial districts. The Woodlawn and Kenton business districts and the commercial node around the intersection of Mississippi Avenue and Shaver Street are reinforced through new development standards. Specifically, historic design zones preserve the character

of these districts. They are intended to further develop into neighborhood commercial areas and neighborhood gathering places.

- Institutional campuses. Albina's educational and medical institutions are major employers. To foster their growth and provide certainty for surrounding residential neighborhoods, the institutional campus *Comprehensive Plan* map designation was created. This designation can be used to set an ultimate facility boundary.
- Employment areas. The plan identified several new areas for employment zoning where a mixture of commercial, light industrial, and residential uses are allowed. These include segments of Interstate Avenue and the Williams-Vancouver corridor and areas along Mississippi Avenue south of Failing Street.
- Industrial areas. Industrial development opportunities are preserved in Lower Albina, Albina Yard, Swan Island, Mock's Bottom, and the Columbia Corridor.
- Housing. There are increased opportunities for new housing construction along major streets. Some former commercial and employment areas along MLK and elsewhere were rezoned for high density housing. New incentives are now available to encourage infill housing in residential areas.
- Urban design. The creation of new historic districts now preserves significant historic resources and locations. Voluntary design guidelines help make new housing construction and alterations compatible with the historic character of the Albina neighborhoods.
- Open space. Proposed new open spaces include a new park near Broadway Street and MLK and additional public access to the Columbia and Willamette Rivers.
- Transportation. Preliminary planning is complete for transit station areas in the Interstate/ I-5 corridor, including identification of preferred northbound light-rail alignments.

The Albina Community Today

In the last five years, the tide has turned for the Albina community. The population is growing and new businesses are opening on MLK, Alberta Street, and in other commercial districts. After decades of little construction activity, new housing is being built and existing housing renovated. Household incomes are rising, particularly in the poorest neighborhoods, and the crime rate appears to be on the decline.



Albina Community Bank located at 2002 NE MLK Boulevard has made at least \$13.2 million in home and business loans, mostly in North and Northeast Portland, since it opened in 1995.

Highlights

Economic Development

(Combines Business Growth and Development and Jobs and Employment)

Albina residents, community organizations, and business owners have made a concerted effort over the past 15 years to restore Albina's economic vitality. For example, community-based groups formed the North/Northeast Economic Development Task Force in 1988 and produced an action plan that was published in May 1989. Many *Albina Community Plan* objectives were derived directly from this plan; specifically stimulating new commercial and industrial investment, creating jobs for residents, and revitalizing neighborhood commercial areas.

An early success of these planning efforts is the return of commercial uses to NE Martin Luther King Jr. Boulevard (MLK) and the revitalization of commercial districts on



The renovated Smart Building on N.E. MLK Boulevard houses Doris' Cafe and the Albina Coffee House. These are popular gathering places for local residents.

Alberta and Killingsworth Streets. New businesses are locating in existing buildings and several new commercial developments have been built on land that was vacant and underused. New multifamily housing complexes with ground floor retail/office space are also being built on MLK. Urban renewal funds provided financial assistance for this new development activity. The Oregon Convention Center Urban Renewal District was extended by City Council in July 1993, north along MLK to

Portland Boulevard and east along Alberta Street to NE 15th Avenue. The district supports tax increment funds for commercial and residential development along MLK and Alberta.

The Kenton business district on Denver Avenue is another Albina commercial area that is improving. Kenton community members published the *Kenton Action Plan* in 1992 to guide revitalization efforts in the business district and surrounding

neighborhood. Among the improvements made to the Denver Avenue area was the 1993 restoration of the three-story Kenton Hotel to its historic 1910 character.

Two local community institutions assist new business owners and residents seeking employment. The Cascade Business Center, operated by the Oregon Association of Minority Entrepreneurs (OAME), provides training and incubator space for small businesses. Located in the same complex, the NE Workforce provides job placement services for community residents. Other programs related to creating and accessing jobs have been initiated since the plan's adoption. These include the award of public contracts to businesses owned by minorities and women and improved public transit service to the Rivergate employment center.

The North/Northeast Economic Development Alliance continues to promote the implementation of the *Albina Community Plan*, into which their action plan was incorporated. The Alliance has been meeting recently to revise and update some of the plan's strategies, particularly as they relate to the creation of wealth in the community and attracting new businesses. They expect to complete this work in the Winter of 2000.



This new commercial development near the intersection of NE MLK Jr. and Portland Boulevards was completed in 1999. The center occupies a site that was largely vacant ten years ago.

Revival of commerce on NE MLK Jr. Boulevard (MLK)

MLK is the main street of the Albina community as well as its major north/south arterial. It is currently assuming a new role: "Portland's Multicultural Main Street." Restaurants, coffee shops, retail stores, professional offices, and a community bank have recently opened to serve Albina residents and the wider metropolitan area. Some of these new businesses are located

on the ground floor of housing projects. Tax increment funds and other resources have been used to entice new businesses to locate on MLK and help owners make storefront improvements. Funds have also been allocated for boulevard improvements such as removing portions of the median to allow on-street parking near businesses. Some of the new developments and building renovations on MLK are on the following list:

State Farm Insurance Center. This new complex, completed in 1999, consists of two buildings totaling 15,000-sq. ft. One serves as a State Farm claims office and vehicle inspection center; the other houses a community center and insurance agent offices.

Lynch Steel Building. This renovated building houses Neil Kelly Cabinets.

Walnut Park Retail Center. The Walnut Park Retail Center, 22,500-sq. ft., is attached to the Northeast Community Policing Center. Commercial tenants include the Reflections Bookstore, a local gathering place; Blimpies, a sandwich/salad shop; and a video store. The Blazers Boys and Girls Club was constructed nearby in 1995. Northeast Community Development Corporation built ten new rowhouses south of the retail center.

Harry Jackson Plaza and Retail Center. The construction of a 6,500-sq. ft. Adidas/America retail store was completed at the corner of NE Alberta Street and MLK. This project includes \$135,000 in Portland Development Commission (PDC) funds for a 5,000-sq. ft. plaza. It commemorates police officer Harry Jackson, an important leader in the revitalization of the boulevard.

Catalina Coin-Op Laundry. This new laundromat is located at the corner of NE Failing and MLK.

Standard Dairy Building. Extensive remodeling and expansion has transformed this building into a mix of 65 residential units and 20,000-sq. ft. of commercial space. Commercial uses include a restaurant, gym, laundromat, general store, and cybercafe. This privately financed project opened in the Fall of 1999.

Smart Building. Renovation of this building was completed in 1992. Current tenants are the Albina Coffee House and Doris Café, both popular gathering places, and Vessels, a retail shop. The Smart Building is part of a developing commercial node at King and Russell Streets.

The Albina Corner Building. Located at San Rafael Street and MLK, this building was completed in 1996. It houses the Albina Community Bank, Portland Community Design office, and Peninsula Children's Center on the first floor, with three stories of affordable housing above.

In April 1998, the Portland Development Commission (PDC) completed the *MLK Commercial Development Strategy* to guide their revitalization efforts in the MLK corridor for the next five to ten years. Key elements are streetscape improvements to make the boulevard more hospitable to pedestrians, parking and access improvements, site assembly, targeted business recruitment, and marketing activities. The



Albina Corner contains housing as well as the Albina Community Bank, Portland Community Design, and a day care center.

study area includes the portion of Alberta Street from MLK to NE 15th Avenue that lies within the Convention Center Urban Renewal District.

Alberta Street commercial district revitalization. New businesses are opening and existing ones are remaining and expanding. OAME initiated the effort to revitalize this area; the Sabin Community Development Corporation (CDC) has also become involved. As part of the revitalization strategy, a portion of the street from MLK to NE 15th Avenue was included in the Oregon Convention Center Urban Renewal District. This allows the use of tax increment and other funds to help small businesses open and upgrade and facilitate other business district improvements.



Roslyn's Garden Coffee House is located on NE Alberta St.

In September 1998, PDC published a study in association with the Bureau of Housing and Community Development (BHCD) and Sabin CDC as part of the *Alberta Street Development Opportunity Strategy*. The study presented design and feasibility analyses for six Alberta Street properties. The purpose was to help existing business owners plan for improvements to their properties and provide examples for other small business owners who might want to do so in the future. The *Development Opportunity Strategy* assists property owners and developers along Alberta Street between MLK and NE 33rd Avenue to develop and/or improve their properties.

The *King Neighborhood Plan*, adopted as part of the *Albina Community Plan*, called for the creation of a cultural district along Alberta Street. This goal has largely materialized. New businesses have

emerged, including art galleries and restaurants. A gallery walk is held the last Thursday of the month. Some of the new businesses that have opened on Alberta since 1990 include:

S. Brooks and Associates/Brooks Temporary. This business occupies a renovated institutional building at 1130 NE Alberta Street.

The Barber Shop Building. Former northeast resident and current NBA All-Star, Terrell Brandon, made a private contribution toward the King neighborhood revitalization effort. He built this two-story commercial building at 1330 NE Alberta in 1997 to house a barbershop and other retail businesses and offices.

Roslyn's Garden Spot. Now home to Roslyn's Garden Coffee House, the Shades of Color Gallery, and an urban garden with outdoor seating, this building at 1438 NE Alberta was renovated using



A new, two-story commercial building at 1330 NE Alberta Street houses a barber shop, sports apparel store and offices.

a loan from PDC. Its owner recently built a new building containing a studio loft above retail space across the street from the coffeehouse.

Sabin Community Development Corporation (Sabin CDC). This local community development corporation is located in a combined office and housing development at 1488 NE Alberta Street.

Alberta Station Ballroom. Formerly an Oddfellows Lodge in the 1920s, this recently renovated building at 1829 NE Alberta now contains a large ballroom that can be rented out for social events.



This art gallery at NE 30th Avenue is one among the galleries and other businesses that comprise an emerging arts district on NE Alberta Street.

It also provides two retail spaces on the first floor, currently occupied by a bakery and real estate office and office space on the second floor. When the owner purchased it two years ago, the building was vacant and in disrepair.

Rexall Building. This building was renovated and now houses a cafe at 2403 NE Alberta Street and a community cycling center at 2407 NE Alberta Street.

Guardino Building. This renovated commercial building located at NE 30th and Alberta Street contains six small businesses. These include Guardino's Gallery and Frame Shop, an acupuncture clinic, and other retail shops specializing in fiber arts, lamps and lanterns, and stained glass.

Alberta streetscape improvements.

The Sabin CDC, as part of its Alberta Corridor Target Area Program, planted 104 trees on Alberta in conjunction with Friends of Trees. They also published a directory of businesses and nonprofits for the target area and established three ongoing work groups to improve the streetscape, undertake clean-up and beautification projects, and aid commercial revitalization. The Alberta Street Target Area Program is one of the best examples of the City, nonprofit community-based groups, and local businesses working together to revitalize a neighborhood commercial area.

In 1998, Sabin CDC and the Bureau of Planning received a grant for streetscape design from the Oregon Departments of Transportation (ODOT) and Land Conservation and Development (DLCD). Sabin CDC, together with the Portland Office of Transportation (PDOT) and PDC, will also complete a design and transportation plan for Alberta from MLK to NE 33rd Avenue.

Kenton business district revitalization.

Community-based efforts are restoring the historic Kenton business district on Denver Avenue as a thriving community and commercial center. The *Kenton Action Plan* and an organization of the same name (KAP) coordinate many of the



The Kenton Hotel was renovated in 1993.

area's revitalization activities. Residents and business owners drafted the plan to promote:

- the revitalization of the business district;
- neighborhood livability;
- community pride;
- community safety; and
- programs to serve the needs of youth, children, seniors, and adults in need of job training/placement.

City Council adopted the action plan in April 1992. The plan designated a 60-block target area that included Kenton's historic business district and the surrounding residential area. This became a designated target area for the expenditure of the City's BHCD funds in July 1993.

In 1994, the Kenton Action Plan organization was chartered as a tax-exempt corporation. In addition to using BHCD

funds, KAP has undertaken a number of successful projects and has raised thousands of dollars to implement them. The target area is also improving because of private investment by Kenton business owners. Some of the recent improvements are as follows:

The Kenton Hotel. The hotel was renovated with private funds and reopened in October 1993. A storefront police precinct and Kenton Station pub/restaurant are located on the first floor.

KAP Business District Improvements. Projects include cleaning and repainting the Paul Bunyan statue at the intersection of Interstate and Denver Avenues, creating the Kenton Rose Garden along N Interstate Avenue, and preparing for renovation of the Kenton Firehouse, a local community center and meeting place.

Kenton Business District Revitalization Plan. KAP received a grant from ODOT and DLCD to develop a revitalization plan. The goal was to maximize the benefits to the Kenton business district resulting from the future south-north light rail line, particularly locating a light rail station on Interstate Avenue. KAP and local business and neighborhood associations directed consultants' preparation of the plan. The final document was published in November 1998.

OAME's Cascade Plaza. The Oregon Association of Minority Entrepreneurs (OAME) provides small businesses with incubator space in the Cascade Plaza Building. This program has been in place since before the *Albina Community Plan's* adoption. Approximately 25 businesses are current tenants in the plaza. The Portland State University Outreach

Program, funded in part by BHCD, is available to mentor northeast businesses in their early stages of development. Technical assistance includes setting up finance systems, computer training, networking meetings and marketing. Representatives from OAME participate in a planning process to guide the revitalization of the Williams/Vancouver commercial district between NE Broadway and Killingsworth Streets.

NE Workforce Center. Located in Cascade Plaza, the NE Workforce Center provides information on job openings, job training and counseling, and job search support. It is supported by funds from BHCD and the City's general fund. Since



Emanuel Hospital is both the largest medical center in the Albina community and one of the community's largest employers.

1995, the center has been responsible for 879 job placements, with an average wage of \$8.66 an hour. Several North and Northeast residents were trained and employed as a result of a recent pilot program with the Oregon Metals Industry and Portland Community College. Employer sponsors were Oregon Steel and NW Pipe. Between January and June in 1998, center employees conducted a door to door outreach in Northeast neighborhoods to contact those in need of job training, referrals, and support services. Later that year, the center and the Humboldt Neighborhood Association cooperated in developing and completing a neighborhood livability survey.

Institutional campuses. Emanuel Hospital, Kaiser Medical Facility, Concordia College, and the Cascade Campus of Portland Community College are major employers in Albina. The institutional campus *Comprehensive Plan* designation (IR) is used to set expansion boundaries for these institutions and provides secure development standards for them and surrounding residential areas. Institutions must complete impact mitigation plans for some changes or expansion of the activities on their campuses. This helps reduce potential adverse effects of development activities on surrounding residential neighborhoods. Emanuel Hospital completed its impact mitigation plan in 1995.

Emerging small businesses and minority contractors. The Bureau of Environmental Services awarded \$6.5 million of \$19.5 million in professional services contracts to minorities, women, or emerging small businesses between October 1995 and early 1997.

Swan Island shipyards. The Swan Island Plan District was created to foster the continuation and growth of Portland's ship repair yards. This industry provides family wage jobs for area residents.



The #6 bus route provides service to the Rivergate Industrial area.

Public transit service to employment centers. Tri-Met service between the Albina community and Rivergate employers was improved in September 1995. The #6 bus route on MLK was expanded to include Rivergate service; the original Rivergate line was dropped. Prior to this change, passengers could only board at four locations in Albina; now they can board at any stop along MLK. The number of morning peak bus trips traveling to Rivergate has increased by five to 13. The number of afternoon peak bus trips departing Rivergate increased from five to nine.



This rowhouse project at NE 6th Avenue and NE Going won the American Institute of Architect's Essential Housing design competition for this site in 1991.

Housing

While real estate prices continue to soar in the Portland area, the Albina area still offers affordable housing options close to the city center. Dilapidated housing is being renovated or replaced and new housing construction is proceeding at a rate that has not been seen for decades. Loss of housing through neglect and abandonment is substantially less than it was at the initiation of the *Albina Community Plan*. During the 1980s, the Albina area, including part of Lloyd Center, gained about 190 housing units but lost roughly 550, resulting in an obvious loss of both housing and residents. Since 1994, over 1,000 net new

housing units have been built in the plan area, not including the Lloyd Center. MLK and the Bridgeton neighborhood are two areas where nonprofit and private developers have constructed hundreds of multifamily and rowhouse units in the last several years. Affordability and displacement are the new issues facing Albina neighborhoods as the area's housing continues to improve.

The objective for housing development in the *Albina Community Plan* is to provide at least 3,000 new housing units over the next 20 years. The plan outlined the following measures toward meeting this objective:

- In the portion of the plan area closest to Lloyd Center, off-street parking requirements were waived for small projects.
- Density bonuses were made available under the alternative design density overlay zone in exchange for meeting additional design requirements.
- Some areas, such as north of Dawson Park in the Eliot neighborhood and along MLK, were rezoned Central Residential (RX). This zone allows high-density apartments with ground floor retail uses. The Dawson Park Apartments and Albina Corner Building are new developments built in areas zoned Central Residential (RX).



The Dawson Park Apartments are located on N Morris and Vancouver Avenue. This is a high density multifamily use on a street with good bus service close to Emanuel Hospital and employers in the Lloyd Center.

Nonprofit organizations are responsible for at least 50 percent of the new residential development in the Albina community. National organizations such as Habitat for Humanity and local organizations, such as the Northeast Community Development Corporation (NECDC), Home Ownership One Street at a Time (HOST), Housing Our Families, Franciscan Enterprises, and Sabin CDC, have contributed. Most of this construction is taking place in the neighborhoods that had lost significant amounts of housing in the past. The community development corporations (CDCs) and other nonprofit housing providers receive operating support and other assistance from BHCD, PDC and other sources to



New rowhouses line the south side of NE Roselawn Street just south of the NE Community Policing Facility in the Walnut Park area.

renovate and build affordable housing in PDC's inner northeast target area. These groups are constructing and rehabilitating housing for sale and rent to low- to moderate-income households.

This construction is improving the appearance of the most distressed residential areas and is spurring further investment in new housing and the renovation of existing housing. Construction of new housing by private developers is creating a mix of households of varying incomes in neighborhoods that formerly were predominately low-income. As Albina's housing values rise, construction of new housing by nonprofit organizations is preventing the displacement of long term, low-income residents.

The Oregon Transportation and Growth Management Program provided a grant to PDC to complete a handbook on *Mixed Use Development for North/Northeast Portland*. The handbook focuses on feasibility studies and designs for mixed-use projects that can be built on NE MLK Jr. Boulevard sites, particularly those zoned RHd and RXd. These two zones are the City's two high-density, multiple dwelling zones.

Decrease in vacant and abandoned housing units. The *Albina Community Plan* called for decreasing the number of vacant and abandoned housing units by 50 percent over the first five years of the plan. This objective has been met and exceeded, in part through clearing unsalvageable housing and building new housing in its place. According to the Bureau of Buildings, there were only about 100 vacant and abandoned buildings in Albina in 1996. This was down from 700, most of which were single-family houses, in 1990.

Rate of housing construction. The Bureau of Building's records from 1994 through October 1998 indicate that over 1,000 net new housing units have been built in the *Albina Community Plan* area. These numbers exceed by 60% the 150 units a year needed to reach the plan's goal of 3,000 new units in the study area over the next 20 years.



New rowhouses in the Eliot Neighborhood blend in well with the existing housing constructed at the turn of the century.

Housing rehabilitation. The objective of rehabilitating 100 housing units a year has been exceeded. PDC's *Five-Year Business Plan Year-End Reports* state that 142 owner-occupied units were rehabilitated in Fiscal Year 1995-96, and 90 owner-occupied units were rehabilitated in Fiscal Year 1996-97. The CDCs, with assistance from PDC, were responsible for the rehabilitation of a number of multifamily units as well as some single-family houses. These figures do not reflect private rehabilitation by owners and for-profit developers.

Substandard rental housing programs.

The Bureau of Buildings had two programs in the mid-1990s to address substandard rental housing. The first, the Target Inspection Program, targeted the Boise,



These rowhouses at N Williams Avenue and NE Morris Street won the American Institute of Architect's Essential Housing design competition for this site in 1991.

Sabin, and King neighborhoods for inspection of rental properties. The second, the At-Risk Multifamily Program, inspected and inventoried multifamily structures three stories and higher, built before 1974. A third program, the Safe Streets program, an interbureau effort led by former Police Chief Charles Moose at the request of Mayor Vera Katz, also screened rental housing for substandard

conditions. It was designed to address public safety, blight, vandalism, unsanitary conditions, and inadequate public infrastructure in target areas. The 1994 Safe Streets Target Area included the Vernon and King neighborhoods.

AIA Essential Housing Competition.

The American Institute of Architects (AIA) held the Essential Housing design competition for two sites as one of its contributions to the Albina planning effort. Major sponsors were Emanuel Hospital, Pacific Power and Light, and the Architectural Foundation of Oregon. The two winning designs were constructed as owner-occupied projects. The first, an eight-unit rowhouse project was built at N Williams and NE Morris Streets. The project relates well to the other late nineteenth and early twentieth century architecture that characterizes the Eliot Neighborhood Historic



Thousands of new housing units are currently under construction in the Bridgeton neighborhood.



Allen Fremont Plaza is a 64-unit senior housing project at 221 NE Fremont.

District. The second, three rowhouses, were built at N 6th Avenue and NE Going Street.

New housing construction and rehabilitation by nonprofits.

Nonprofit developers have built and rehabilitated hundreds of housing units in Albina's most distressed neighborhoods in the last five years. Excluding the projects built on NE MLK Jr. Boulevard, some of the larger projects are:

Nehemiah Grant Program Housing. The Northeast Community Development Corporation (NECDC) administered the Nehemiah Housing Opportunity Grant received by the City in 1989 to provide home ownership opportunities for low- to moderate-income households. Some of the first new housing in these neighborhoods was built under this program. The Nehemiah Program offered a zero-

percent second mortgage of \$15,000 for housing construction and rehabilitation. This provided home ownership opportunities for 164 households at 80 percent or less than median income. NECDC built 129 new houses and renovated 35 existing houses in the Boise, King, Humboldt, and Vernon neighborhoods.

Allen Fremont Plaza. The Greater Baptist Convention of Northwest built this project at 221 NE Fremont Street with assistance from PDC. This is the first tax credit financed housing project sponsored by an African-American nonprofit group. This 64-unit apartment complex is for seniors with incomes under 60 percent of median family income. It opened in May of 1997.

Betty Campbell Building. Housing Our Families constructed a three-story building at N Mississippi and Shaver Streets. It contains nine apartments and ground floor retail space. Five units are affordable to those at 50 percent of median family income; four are affordable to those at 60 percent of median family income.

Maya Angelou Apartments. Housing Our Families renovated and reopened this previously vacant, 42-unit apartment complex in 1994. Improvements included the addition of a community room, Head Start space, a playground and individual patios for tenants. This project received the 1995 Rudy Bruner Award for Urban Excellence.



This new rowhouse project at NE 7th Avenue and Knott Street is an example of the new housing built in areas covered by the “distressed area” tax abatement.

Woodlawn Place. Home Ownership One Street at a Time (HOST) completed this project of 20 townhouses in the late 1996 or early 1997. These were for sale units targeted to households at 80 to 100 percent of median family income. Some units had income restrictions as required for PDC fund eligibility.

New housing built under the “Distressed Area” designation. In 1990, the City of Portland adopted a new limited property tax exemption program. Its purpose was to encourage new single-family home construction and owner-occupied housing rehabilitation in neighborhoods designated as “Distressed Areas.” The designation was applied to

neighborhoods with little new single-family housing construction, many residential properties in need of repair, and other characteristics of blight. In the case of new housing construction covered by the tax abatement, the value of the new dwelling is not taxed for the period of the abatement; the value of the land continues to be taxed. In the case of owner-occupied rehabilitation, the assessed

improvement value is frozen at the value of the year prior to the completion of the rehabilitation.

The Planning Commission identified additional areas to be covered by the “Distressed area” designation in the *Albina Community Plan*. These areas were in addition to Albina neighborhoods previously designated in 1990, including Boise, Eliot, Humboldt, Kenton, King, Sabin, Vernon and a portion of the Concordia neighborhood. Both for-profit and non-profit developers are using the limited tax exemption to build affordable housing. PDC provides information about the availability of this ten-year property tax abatement, as do area realtors selling

eligible properties. A total of 285 single-family housing units are covered by the limited tax assessment program in the Albina plan area.

NE MLK Jr. Boulevard (MLK) housing and mixed-use projects. The *Albina Community Plan* recommended residential zoning for a portion of land on the southern end of MLK in the Oregon Convention Center Urban Renewal District, so that high density housing projects could benefit from inclusion in the district. The tax increment revenue from the urban renewal district has been used to help finance new multi-family units in mixed-use projects. These include:

Albina Corner Building. This new building at MLK and San Rafael contains 44 low-income apartment units. It was built on one of the sites rezoned for high-density multi-dwelling residential (RXd) as part of the *Albina Community Plan*.

Knott Street Townhouses. A private developer completed this 42-unit project in 1998. The town homes are built on a site just off MLK between Knott and Russell Streets that had been vacant since the early 1960s. This project makes use of the “Distressed Area” limited property tax abatement, so units are affordable to moderate and middle income homebuyers.

Gladys McCoy Village Apartments. This project at MLK and Prescott Street contains 55 apartment units and 3,207-sq. ft. of commercial space. NECDC and ONE Company, Inc. developed this project, completing construction in 1997. The units are targeted to residents earning 50 percent of median family income.

Mixed-use development at MLK and Wygant Street. This project contains 38 apartment units and 1,800-sq. ft. of commercial space. These units are also targeted to residents at 50 percent of median family income.

The Center for Self Enhancement in Unthank Park opened in March 1997.



New Housing in Walnut Park Area. NECDC built 16 rowhouses on NE Roselawn Street just south of the NE community policing facility and 26 other units nearby. Portland Community Reinvestment Initiatives, Inc. rehabilitated six housing units in this area, and Franciscan Enterprises moved and rehabilitated 14 homes for low-income families from the Rose City Fred Meyer site.

Alberta Simmons Plaza. This project contains 74 units of elderly housing with ground floor retail. The developer is Housing Our Families, a nonprofit corporation that is working in partnership with PDC. It was completed in July 1999.

Education and Family Services

Education and family services are areas of vital concern to members of the Albina community. Related *Albina Community Plan* policies address the physical, social, and educational needs of Albina residents, especially youth and children. The City is not directly responsible for many of the action items, but other government agencies and community institutions such as the School District, state agencies, and nonprofit groups, have agreed to implement them. Since the plan's adoption, other organizations have stepped forward to provide facilities to serve Albina's youth and children. These include the Blazers' Boys and Girls Club located just south of the NE Community Policing Center and Self Enhancement Incorporated's (SEI) complex located in Unthank Park. Both offer social, educational, and recreational alternatives for youth and younger children.



Blazer's Boys and Girls Club is located on NE Martin Luther King Jr. Boulevard just south of the NE Community Policing Center.

Organizations

Center for Self Enhancement Inc (SEI). SEI opened its Unthank Park facility in 1997. This 62,000-sq. ft. community center serves children, youth, and families. After-school and summer educational, recreational, and performing arts programs, as well as basketball camps and a basketball league, are offered to 1,200 school age youth. Over 50 percent of the participants are African-American,

from single parent families living below the poverty level located in inner North/Northeast neighborhoods. The center contains classrooms, computer and music laboratories, athletic facilities, a dance studio, a library, an auditorium, and administrative offices. SEI also offers crisis intervention, parenting, and life skills classes for families in crisis through its Family Enhancement and National Center Against Child Abuse and Neglect Programs. The state Office of Children and Families and Portland State University created



The centrally located Cascade Campus of Portland Community College is one of the Albina community's most important educational institutions.

these programs in association with SEI. The facility is also open to adult community groups.

Blazers' Boys and Girls Club. This complex opened at 5250 NE MLK Jr. Boulevard in March 1996. The club provides a variety of after-school cultural, educational, and recreational programs for youth, ages six to 18 years old. Among its facilities are a gym, a learning center, a game room, a science room, and an arts and crafts room. Sports and fitness activities available at the club include basketball, soccer, and self-defense classes for girls. Educational and cultural activities include an OMSI-sponsored science club, an airway science program sponsored by the Strickland Foundation, arts programs sponsored by the Regional Arts and

Culture Council and the Haven Project, and dance classes sponsored by the Oregon Ballet Theater. The club has an average yearly membership of 1,200 youth.

Programs

Health care scholarships. Ten years ago Legacy Emanuel Hospital initiated its Emanuel Health Care Scholarship program for students in North and Northeast Portland who want to pursue health care careers. It provides \$1,000 annual scholarships, renewable up to four years, to three to six high school seniors living in the neighborhoods that are represented by the North/Northeast Coalition. Scholarship recipients must maintain a 2.75 GPA and remain in a health care program.

“I Have a Dream Program.” Oregon’s “I Have a Dream” Foundation was founded in 1990. It is affiliated with the national New York-based foundation. For a particular school’s entire second or third grade class, the program provides tutoring, mentoring, scholarships and an assured opportunity for higher education. The program covers the full amount of tuition not covered by financial aid, up to the cost of a local public university education. Four hundred and fifty children from inner Northeast Portland were enrolled in this program in 1999. These include classes from Woodlawn, Humboldt, and Vernon Elementary Schools. This is the

first year that students enrolled in the program have reached college age. Last year, 110 high school seniors that were enrolled in the program graduated. Of these students, 36 entered college this past Fall.

Other scholarship programs. Legacy Emanuel Hospital recently established a one-year Albina Rotary/Neil Kelly Memorial Scholarship program for high school seniors or students transferring from a community college to a four-year institution. Aimed at students living in the neighborhoods that are represented by the North/Northeast Coalition, it is unrestricted as to career programs.

Transportation

The Albina community enjoys a high level of transportation services, due in part to its central location in the metropolitan area. The I-5 freeway, located in the center of the plan area, provides easy access to the Central City, communities to the south of Portland, Vancouver, and nearby commercial and industrial employment centers. There is also quick access to the I-84 freeway and the Portland International Airport. The Bridgeton neighborhood, in the northernmost part of the plan area, is one of the only areas in the *Albina Community Plan* area where the street system is not already fully improved.



Curb extensions are being installed at certain intersections on MLK.

The transit system is also largely complete except for a connection to the regional rail system. Funding for light rail service through North and Northeast Portland is currently being explored.

During the Albina community planning process, residents focused on the need for improvements to the existing street and transit system. They indicated the importance of issues such as increased

traffic control and improved conditions for pedestrians, bicyclists, and transit users. Residents requested traffic control devices and street and sidewalk improvements for pedestrians and bicyclists in neighborhood plans. Participants also requested improved transit service to some areas.

Since the adoption of these plans, the City and Tri-Met have taken steps to meet these needs. The community plan designated five new pedestrian districts: Boise, Eliot, Kenton, Killingsworth, and Woodlawn. Pedestrian access and safety are given top priority when the City makes improvements to the right-of-way in these districts. Portland's Office of Transportation (PDOT) has implemented a number of traffic management projects in the plan area to control traffic speeds in residential areas. They have also created striped bike lanes on NE Broadway and other Albina streets to separate bike and automobile traffic. Tri-Met made transit service improvements to the Rivergate employment center to better serve Albina residents employed there.

Business owners and other community members requested the removal of the MLK median to allow for more parking and pedestrian/transit access. The business community considers the return of on-street parking critical to reviving commerce on the boulevard. Over 300

businesses are located along it from NE Broadway Street to Columbia Boulevard. Although MLK is designated a major city traffic street, it carries mostly local traffic. Metro designated it a main street, and it serves that function for the Albina community. In response to community concerns, the Oregon Department of Transportation (ODOT), PDC, and PDOT are modifying the median so that on street parking can be restored on the boulevard. The project will also make MLK more attractive to pedestrians and transit users.

Preferred light rail alignments. The *Albina Community Plan* recommended two alignment alternatives for the future north-bound light rail line. These are located along Interstate Avenue and the I-5 freeway. Four alignments were under consideration at the beginning of the planning process. After consideration by the public and public agencies, two of the four alignments were dropped, one along NE MLK Jr. Boulevard, and another in the Williams-Vancouver corridor. At one point, the route of the light rail line running from Clackamas Town Center to the Kenton business district had been determined with the exception of the cross-over point from I-5 to Interstate Avenue. With the defeat of the light-rail bond measure in the November 1998 election, a new, less expensive alignment entirely along Interstate Avenue is being pursued.

Improved bus connections. Tri-Met's Line 72 is the primary east-west line through the Albina area. With 12-minute headways - the time between buses - during mid-day, it has the highest ridership of any Tri-Met bus line. Customers and organizations, including the Friends of Alberta Street, the Police Activities League, Jefferson High School, and the Concordia Neighborhood Association, requested service to Killingsworth and Alberta Streets. Tri-Met responded with new bus routes in September 1996.

Traffic mitigation projects. PDOT's Traffic Calming Program (formerly the Neighborhood Traffic Management Program) has installed a number of traffic calming devices in Albina neighborhoods. Among the most important are the following:

- A NE 14th Place Crime and Safety Project between Alberta and Killingsworth Streets, installed in December 1992.
- A project NE 7th Avenue in the Eliot neighborhood.
- A project on NE 15th Avenue to reduce traffic volume and speed.
- School Safety Projects around Humboldt and Peninsula Elementary Schools, Jefferson High School, and Applegate/Holy Redeemer Schools in 1995-96, and a pedestrian refuge near Sabin School in 1998.



This barrier keeps traffic off NE 14th Place and provides some open space along NE Alberta Street.

- Projects on N Bryant Street, N Wabash, N Denver, N Missouri, N Montana and N Vancouver Avenues in North Portland and curb extensions on N Denver Avenue in the Kenton business district near McClellan and Kilpatrick Streets.
- A project on NE 21st and 24th Avenues above NE Stanton Street and a project on NE Dekum Street between Vancouver Avenue and NE MLK Jr. Boulevard.
- A mitigation project on NE 25th, 26th, and 27th Avenues between Broadway and Hancock Streets in Irvington because of unexpected traffic volumes from the Hollywood West Fred Meyer.

Removing the median and other improvements to NE MLK Jr. Boulevard.

The MLK Transportation Project provides a new street design concept for the boulevard. The project is responsible for improvements to better serve adjacent neighborhoods and businesses. Activities are being coordinated with earlier planning efforts: PDC's *MLK Commercial Development Strategy*, the work of the MLK Action Committee, and the *Albina Community Plan*. The most significant improvements are modifications of the median to restore on-street parking in commercial nodes and to allow the creation of more left turn lanes. Gateway enhancements near Broadway, Alberta and Ainsworth Streets, and new street tree plantings are also planned. Recommended improvements to the pedestrian environment include more designated pedestrian crossings, curb extensions at selected intersections, special pedestrian-scale lighting in some locations, and identification of opportunities for public art.

PDC, PDOT, Metro, and ODOT sponsor this project, being completed in four phases. The estimated total cost is \$8.8 million. The median between NE Tillamook and Russell Streets and between NE Knott and Morris Streets was removed and narrowed to four feet in width between NE Fremont and Shaver Streets.



The mixed-use North Harbour project is the largest development in the Albina Community Plan area.

Improvements to the Broadway-Weidler Couplet. The *Irvington Neighborhood Plan* calls for making NE Broadway more pedestrian-friendly. In 1998, PDOT completed improvements to the Broadway-Weidler couplet between MLK and NE 15th Avenue. These included widened sidewalks, curb extensions, curb ramps, traffic signals, and transit improvements such as more bus shelters. Additionally, bike lanes were added from the Broadway Bridge to NE 16th Avenue.

Bridgeton transportation improvements. Until recently Bridgeton was a sparsely settled neighborhood made up primarily of older homes and houseboats along North Portland Harbor (part of the Columbia River). It is now becoming a significantly denser neighborhood that includes rowhouses and the mixed-used



The Northeast Community Policing Facility entrance opens on to a pedestrian plaza between NE Killingsworth and Roselawn Streets, making it inviting to walk-in traffic.

North Harbor complex under construction in the western part of the neighborhood. The latter will likely bring over 2,000 new residents to Bridgeton when finished. To ensure a smooth connection between east and west Bridgeton, the City and neighborhood residents agreed on an internal transportation concept plan that would use design and landscaping to initially limit the connection only to pedestrians and bicyclists. Five years after the new developments in the western part of the neighborhood are completed, the connection will be re-evaluated and possibly opened to automobile use at that time. Recent transportation improvements include a reconfiguration of the Marine Drive/Gantenbein intersection and a new bicycle lane along Marine Drive.

Public Safety

Public safety in the Albina community has improved in the last few years. The overall crime level has decreased 40 percent since 1994*, with crimes against persons showing the greatest decline. The efforts of Albina residents, community groups, and the City's community policing program have improved the safety and livability of some of the areas with the highest crime rates. Albina residents and neighborhood associations set up active citizen foot patrols and block watches. They worked with the Bureaus of Police and Buildings to rid their residential areas of drug houses and other criminal activity.

The Portland Police Bureau's community policing program emphasizes a partnership between citizens, the police, and other City bureaus, such as the Bureau of Buildings, to solve neighborhood public safety problems. The program provides a coordinated approach to address public safety problems that have long plagued some of Albina's neighborhoods.

* The percentage change in crime was calculated using Portland's Office of Neighborhood Involvement crime statistics for the Albina neighborhoods. These are total crimes against property and persons. Some categories of crime such as those related to drugs and vice are not reported in these crime statistics.



This is one of two community contact centers in the Albina plan area.

Northeast District police precinct.

The Northeast Community Policing Center, a new police precinct, opened in June 1994 in the center of the Albina community. It is located on MLK south of Killingsworth. The addition of a retail center adjacent to the police facility on the north and new and rehabilitated housing to the south and east has stabilized this formerly troubled area. The facility serves as a magnet for the community and has hosted many events since its opening. Northeast Precinct, the Tactical Operation Division, the Police Activities League (PAL), Gang Resistance Education and Training (GREAT) Program, and the Drug Abuse Resistance Education Program (DARE) are all located here.

Community contact centers. Two community contact centers, also known as storefront precincts, were established in the Albina plan area. One is located in

the Kenton Hotel on N McClellan Street; the other is on NE Killingsworth Street across from the Cascade Campus of Portland Community College. Staffed by volunteers, they serve as places for police officers to meet with citizens and fill out paperwork and for citizens to file accident reports.

Community policing redistricting plan.

In 1994, the Police Bureau adjusted and redefined patrol district boundaries to more closely match neighborhood boundaries. The five-precinct configuration was initiated at this time. The Police Bureau assigns liaison officers to each neighborhood association. Liaison officers attend association meetings and provide public safety information to residents and business owners.

Operation Safe Streets. This special project concentrated resources on a target area near the Northeast Precinct in 1994 and 1995. Mayor Vera Katz asked former Police Chief Charles Moose to lead an interbureau effort to address public safety, blight, and vandalism in the King neighborhood's Walnut Park area. This Safe Streets Target Area was bounded by MLK on the west, Killingsworth Street on the north, NE 17th Street on the east, and NE Alberta Street on the south. Intensive efforts were made to rid the area of gang and drug activity and address other neighborhood nuisances. The project

was implemented by the Northeast Neighborhood Response Team working cooperatively with the NE Coalition Office, the neighborhood associations, block watches, precinct resource officers, the Gang Enforcement Team, and other City bureaus. Crime situations at 102 addresses, identified as problem locations, were lessened or resolved. In addition, the Police Bureau conducted a number of special investigations and sweeps to address drug dealing, drug houses, and gang activity. They also worked with club owners to resolve problems with noise, public drinking, litter gang activity, and traffic problems.

Community Image and Character

Like any community, Albina's image and character is shaped by many circumstances, including its history, physical appearance, and diversity of ethnic and income groups. The *Albina Community Plan* acknowledges that recognition of the community's positive qualities was central to the plan's success. The Community Image and Character element of the plan addresses the protection of Albina's historic residential areas and commercial districts and the promotion of compatible design of new develop-

ment. This policy area also addresses the reuse of historic structures and the promotion of the area's history and cultural diversity.

Albina is one of Portland's oldest communities. Some of its commercial districts and residential areas date back to the late nineteenth century. The *Albina Community Plan* designated these significant areas as historic conservation districts to preserve their character and to ensure the compatibility of new construction. Good design standards that enhance historic elements are critical to preserving the fabric of Albina neighborhoods. These standards and guidelines are particularly important as:

- Historic neighborhood business districts, such the one in Kenton on Denver Avenue, revitalize;
- Historic structures, such as the Kennedy School, are reused; and
- Housing construction and renovation continues at a rapid pace.

The plan also designated areas of high-density development, such as NE MLK Jr. Boulevard and Interstate Avenue, with design zones to ensure that new development is compatible with the character of surrounding neighborhoods.

In the public realm, streetscape improvements are planned or are in progress for Albina's commercial districts along

Alberta Street, MLK, and the portion of Interstate Avenue in the Kenton business district. Colorful banners adorn the commercial areas on Alberta and MLK, and small public plazas have been created in a couple of locations along MLK.

Both public institutions and private venues showcase the talent and celebrate the multicultural heritage of Albina's residents. For example:

- Interstate Firehouse Cultural Center is the community's primary arts and cultural center.
- The Cascade Campus of Portland Community College sponsors cultural events such as their annual African film series.
- Artwork from local artists and school children is incorporated in the buildings and plaza adjoining the Northeast Community Policing Center and the Walnut Park retail center.
- New privately owned art galleries, restaurants, coffee shops, and performance spaces are opening along Alberta and Killingsworth Streets creating a new, ethnically diverse, cultural district in the heart of the Albina community.

Design review. Participants in the plan process indicated a desire that new development and renovations should fit into the character of the existing neighborhoods. In

response, as part of the *Albina Community Plan*, City Council adopted the Supplemental Compatibility Standards and the Albina Community Design Guidelines. In the *Albina Community Plan* area, developers in three different places must go through design review:

- Properties within the seven historic design zones;
- Properties along Marine Drive; and
- Properties that have been designated with the "d" design overlay zone anywhere else.

Standards and guidelines. The following mechanisms are used by the City to review developments for design compatibility:

- *Supplemental Compatibility Standards.* A developer that met these objective standards did not have to go through design review. In 1997, because the Standards presented problems and because developers elsewhere in the city wanted to use them as well, the Supplemental Compatibility Standards were revised and expanded to the rest of Portland. They were then called the Community Design Standards and are found in the Zoning Code.
- *Albina Community Design Guidelines.* These guidelines were not objective. They were qualitative and were used by property owners or developers

who had to go through design review. In 1997, because the *Guidelines* presented problems and because the City wanted to combine some of its other design guidelines into a single document, the *Albina Community Design Guidelines* became the basis for what has since become the *Community Design Guidelines*.

Design review in commercial and high-density residential districts. The *Albina Community Plan* designated the MLK corridor south of Columbia Boulevard as a design zone to ensure that new development would be compatible with the surrounding neighborhoods. The plan also required large institutions and properties zoned central residential, high-density residential, and central employment to go through design review.

Historic resources

New historic conservation districts. The plan designated seven new historic conservation districts to protect Albina’s historic housing and commercial districts. They are the Irvington, Eliot, Russell Street, Piedmont, Woodlawn, Mississippi Avenue, and Kenton Historic Conservation Districts.

Eliot neighborhood multiple resource designation. The boundaries of the Eliot neighborhood generally follow those of the original City of Albina and contain the



This historic commercial building at the intersection of N Mississippi and Shaver Streets was built in 1929. Two streetcar lines crossed at this intersection.

Eliot and the Russell Street Historic Conservation Districts. A multiple resource nomination allows for the designation of individual buildings that relate to a particular theme within a relatively large area. The multiple resource designation covers about 80 properties, many of which were inventoried in the early 1990s as part of the Albina planning effort. The owners of the Hryszko Brothers Building, constructed in 1915, took advantage of its inclusion in the multiple resource designation to apply for individual National Register status. Today the building houses the White Eagle Café and Saloon.

Historic resources inventory update by Albina residents. During the *Albina Community Plan* process, the Bureau of Planning received a grant from the State Historic Preservation Office to update the 1984 Historic Resources Inventory in Albina. These funds provided a historic



The historic Greater St. Stephens Missionary Baptist Church in the Boise Neighborhood previously housed German Evangelical Free Brethren and Russian-Greek Orthodox congregations.

preservation consultant to train volunteers on field survey and historic research activities. Approximately 25 volunteers participated in this effort to identify sites outside the seven design zones for possible historic designation. Since 1994, nine new historic landmarks have been designated, over half of which have been placed on the National Register. Several more properties are in the process of being designated local historic landmarks.



The White Eagle is one of the few remaining commercial buildings on lower Russell Street, the main street of the former City of Albina.

Special places

Kennedy School. The Bureau of Housing and Community Development (BHCD) acquired the Kennedy School site from Portland Public Schools in FY 1993/94. BHCD made emergency repairs and set up a Kennedy School Task Force to determine the future use of the school site. The task force, composed of representatives from the City, Multnomah County, and the community, chose McMenamin's as the developer to rehabilitate the building. Kennedy School reopened in early 1998 with a bed and



The Kennedy School had been closed for years before it was renovated and reopened in October 1997 with restaurants, a bed and breakfast, a theater, and community meeting rooms.

breakfast, restaurants, meeting rooms, and a movie theater. A room is available for use by the neighborhood association; a community garden has also been established on the grounds.

Community meeting places. Kaiser Permanente's Town Hall is available for meetings of various community groups and non-profit organizations. Built by Finnish immigrants in 1907, it was moved to its present location in 1990. Kennedy School and Emanuel Hospital also have meeting rooms for use by community groups.

Gladys McCoy Plaza. The American State Bank constructed a small public plaza dedicated to Gladys McCoy shortly after her death in 1994. It is located on NE Knott Street on the west side of MLK on a formerly vacant, overgrown site. The bank, which is located adjacent the plaza, maintains it.



Neighborhood and business groups have installed sign caps over street signs to promote neighborhood identity.

Neighborhood signcaps. A number of neighborhoods and business districts are identified by signcaps with their names displayed over street signs. These signcaps, often in bright colors with distinctive designs, proclaim neighborhood identity and serve as gateway markers. The Portland Bureau of Maintenance installs these signcaps at locations requested by neighborhood or business associations, which design, produce, and pay for their installation.

Artworks

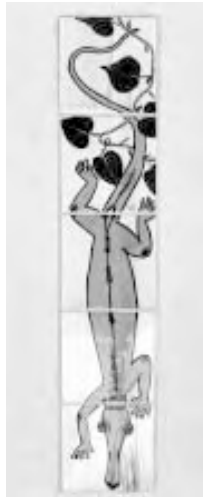
Artwork at the NE Precinct and Walnut Park Retail Center. The following artwork was funded by the City of Portland Percent for Art Program.

- A large painting by Charlotte Lewis hangs in the community room of the police precinct;



This decorative wall art and fountain are located in the public plaza adjoining the NE Community Policing Center and the Walnut Park Retail Center. The theme is pond life.

- Tile work by Baba Wague Diakite adorns the Walnut Park retail facade;
- The 10- by 57-foot decorative panel in the public plaza that forms the back wall of the fountain and pool was created by Baba Wague Diakite and Jefferson High School students; and
- The tiles inlaid on the retaining wall in the plaza was created by artist Ronna Neuenschwander and third and fourth graders from King Elementary School.



This statue of Martin Luther King Jr. is located on the public plaza in front of the Oregon Convention Center.

Statue of Martin Luther King Jr.
A statue of Martin Luther King Jr. is located on the grounds of the Oregon Convention Center.

Publications

The 10 Essentials for North/Northeast Portland Housing: A Book of Guidelines for Renovations and New Construction. The Portland Chapter of the American Institute of Architects published these voluntary design guidelines as their contribution to the *Albina Community Plan*. These guidelines are suggested for use in Albina in areas not covered by design review. The chapter also published a booklet of housing designs entered in the Essential Housing Competition in New House Designs for North/Northeast Portland. These materials have been used by neighborhood associations

in discussions with developers as a way of influencing the design of new construction.

Portland's African-American history. Kim Moreland's *A History of Portland's African American Community (1805 to Present)* was published in February 1993 by the Bureau of Planning as part of the *Albina Community Plan*. Copies are available for purchase from the Bureau. Students in the Master of Urban and Regional Planning program at Portland State University produced a *History of the Albina Plan Area* in the Winter of 1990.

Open Space and Environmental Values

The preservation and management of significant habitats such as the Columbia



The American State Bank developed and maintains this new public park plaza on NE MLK Jr. Boulevard.



A Kenton Action Plan project completed several years ago was creation of this rose garden on Interstate Avenue.

Slough, acquiring new open space, creating new recreational trails, and maintaining city parks are important issues facing the Albina community. Improving the livability of residential areas and neighborhood commercial centers is also an important community focus.

The *Albina Community Plan* increased the number of acres designated for open space and mapped connections between recreational trails, open spaces, and pedestrian districts in the community. The passage of a general obligation bond in 1994 funded improvements to Albina's neighborhood parks. About a dozen projects were approved in the plan area, some of which are currently under construction or in the design phase.

Neighborhood, business, and community groups are actively involved in various projects in Albina. These include neigh-



This garden is one of a number of community gardening projects in the Albina community in addition to the City's community gardens.

borhood cleanups, street tree plantings, garden projects, and other improvements. Since the plan's adoption, a new community garden was established and others are under construction.

As vacant and underused land develops and redevelops, site contamination has become an important issue. Albina was one of earliest areas of Portland to be settled and over the years has been home to many commercial and industrial uses. Both local government agencies and community groups are involved in projects to develop the sites. The U.S. Environmental Protection Agency recently selected Portland as a Livable Community Showcase for its brownfields renewal project. Much of the focus of this project is on the "Enterprise Community" which includes the *Albina Community Plan* area and the North Portland Peninsula.

Other environmental efforts include improving the water quality of the Columbia Slough. The Combined Sewer Overflow Project also is being developed in part to prevent sewer flows from entering the slough.

Park improvements. The Portland Parks 1994 General Obligation Bond provided \$58.8 million for renovation of Portland's aging parks and infrastructure. Some of the projects in the Albina community funded by the bond are listed below.

- Improvements to Arbor Lodge, Alberta, Dawson, Irving, and Peninsula Parks are complete.
- Improvements to the East Delta Park sports fields are complete and improvements to East Delta District Office are underway.
- Farragut Park improvements were completed in October 1999.
- The improvements to Overlook House are under construction. Overlook Park planning is complete and the improvements will be completed by Spring 2000.
- Improvements to the Peninsula Park community center, rose garden and pool are complete. Additional work will be done in the rose garden.
- Woodlawn Park improvements were completed in Spring 1999.

New open space. The adoption of the *Albina Community Plan* increased the designated open space area by roughly 15 acres. This additional land is on the western edge of the plan area in the Overlook neighborhood.

A “Pattern of Green Map” . Appearing in the *Albina Community Plan’s* Land Use Policy, this map, together with the Albina Community Concept Map, show recreational trails and pedestrian paths connecting parks, pedestrian districts, and open spaces in the plan area.

New community gardens. Two new community gardens have opened in Albina since the plan’s adoption.

Woodlawn School. A combination community garden/children’s garden opened in May 1997 on the Woodlawn School grounds. BHCD and a fund raising commitment from the Alice Waters Foundation financed the project. The Friends of Community Gardens, the Woodlawn Neighborhood Association, the Woodlawn School, the Parks Bureau, and the fund raising group, 16 Girls and A Guy, participated in the establishment of the garden.

Kennedy School. A new garden on the Kennedy School grounds opened in May 1999. It was jointly funded by the Parks Bureau, McMenamin’s, and Friends of Portland Community Gardens. It contains

about 17 garden plots and three raised beds that are handicapped accessible.

Street trees. Friends of Trees works with the Parks Bureau and neighborhood and business associations to plant street trees in Albina and elsewhere in the city. Since 1996, over 1200 trees have been planted in Albina, most of which were co-sponsored by neighborhood associations. Street trees were also planted as part of developments such the Walnut Park Retail Center and the community policing facility.

Community-based code enforcement teams. The Bureau of Buildings is part of an interagency task force that deals with illegal dumping. A field representative is available to meet with neighborhood groups to help and prevent illegal dumping and survey other nuisances. The Safe Streets Community Fair held in 1995 provided citizens within the Safe Streets Target Area a chance to meet with City representatives and identify gaps in services and programs.

Brownfield projects. Brownfields are abandoned, idled, or underused industrial or commercial sites where expansion or redevelopment is challenged by real or perceived environmental contamination. Common examples include former gas stations and dry cleaners. These vacant sites are an economic drain on a commu-

nity, causing investors to look elsewhere, lowering surrounding property values, and providing attractive locations for criminal activity. North/Northeast Portland houses a disproportionate share of brownfields in the region.* A number of public, community-based efforts are addressing brownfield issues in Albina.

Brownfields Health Awareness Program. The Multnomah County Health Department operates this program to improve community capacity to make environmental health decisions. It is funded by the Agency for Toxic Substances and Disease Registry.

Brownfields Minority Worker Training Program. Managed by the Willamette Carpenters Union, this program provides increased job opportunities for community members in Brownfields Assessment and Cleanup.

North/Northeast Pilot Project. This project identifies and revitalizes a community-nominated brownfield, partially utilizing the U.S. Army Corps of Engineers site assessment technical assistance.

Brownfields Curriculum. The Urban League has applied for an EPA Environmental Education Grant to institute a brownfields curriculum in its Portland Street Academy.

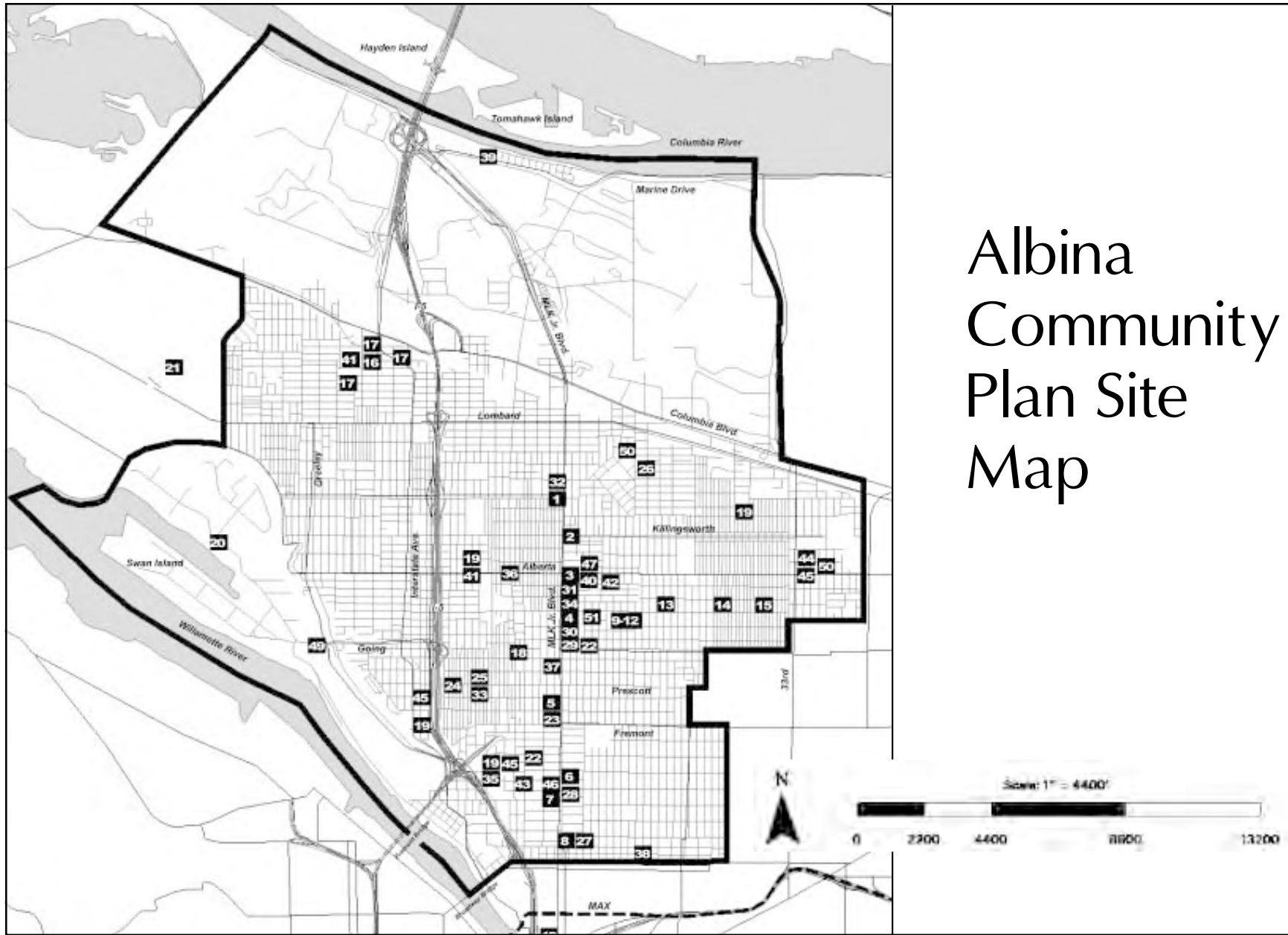
* Information from “Albina Community Plan – Environmental Comments”, February 4, 1999 by Alan Hipolito of the Urban League.



Harry Jackson Plaza at NE Alberta Street is one of several small public plazas that have been developed along NE MLK Jr. Boulevard in the last decade.

This plaque commemorates Harry Jackson, a Portland police officer that was assigned to this area.





Albina Community Plan Site Map

Albina Community Plan Site Locator

Business Growth and Development

1. State Farm Insurance Service Center
2. Lynch Steel Building
3. Walnut Park Retail
4. Harry Jackson Plaza and Adidas
5. Catalina Coin-Op Laundry
6. Standard Dairy Building
7. Smart Building
8. Albina Corner Building
9. S. Brooks and Associates
10. The Barber Shop Building
11. Roslyn's Garden Spot
12. Sabin Community Development Corporation
13. Alberta Station Ballroom
14. Rexall Building
15. Guardino Building
16. Kenton Hotel
17. KAP Business District Improvements
18. OAME's Cascade Plaza and NE Workforce Center
19. Institutional Campuses:
 - Legacy Emanuel Hospital
 - Concordia College
 - Portland Community College Cascade Campus/ Jefferson High School
 - Edgar Kaiser Medical Facility

20. Swan Island shipyards
21. Bus service to Rivergate

Housing

22. AIA Essential Design Competition Sites
 - NE Williams and Morris Street
 - NE 6th Avenue and Going Street
23. Allen Fremont Plaza
24. Betty Campbell Building
25. Maya Angelou Apartments
26. Woodlawn Place
27. Albina Community Bank Building
28. Knott Street Townhouses
29. Gladys McCoy Village
30. Wygant Street Housing
31. Walnut Park housing
32. Alberta Simmons Plaza

Education and Family Services

33. Self Enhancement, Inc.
34. Blazer's Boys and Girls Club
35. Health Care Scholarships

Transportation

36. East West Albina Transit
37. NE MLK, Jr. improvements
38. Broadway Weidler couplet
39. Bridgeton street improvements

Public Safety

40. NE Police Precinct
41. Community contact centers
42. Operation Safe Streets

Community Image and Character

43. Eliot Neighborhood Multiple Resource Designation
44. Kennedy School
45. Community meeting places
46. Gladys McCoy Plaza
47. Art work at Walnut Park and NE Precinct
48. Statue of Martin Luther King Jr.

Open Space and Community Values

49. New Open Space
50. New community gardens
51. Brownfields Health Awareness Program



Outer Southeast Community Plan

Location of the Outer Southeast Community Plan area within the City of Portland



This drawing from the Outer Southeast Community Plan shows the crossroads of Foster Road and Holgate Boulevard with a proposed streetcar. It was drawn by Cynthia Bankey, Architect.

Background

In July 1992, the City of Portland began work on its fourth large-scale plan – the *Outer Southeast Community Plan* (OSECP). Planning for Outer Southeast Portland was a significant departure from earlier efforts because of its size (28 square miles) and the fact that its acreage was not contiguous with the Central City. Indeed, four and a half square miles were not within the City limits at the start of the planning process. Additionally, community leaders in Outer Southeast were not seeking planning assistance.

City Council voted to plan for this area, despite these rather unusual circumstances, for these reasons:

- Low-income neighborhoods. This area had the second largest number of low-income neighborhoods in Portland after Albina. The City chose



The Gateway Regional Center is served by two light rail lines and 13 bus lines.

the community plan process to investigate residents' needs and determine how best to address them. The plan also explored measures to boost employment levels and the earning power of area residents;

- MAX station area development. Although eastside MAX was completed in 1986, the original objective to create high-density residential development along the alignment had not been realized. The six Outer Southeast stations contained little, if any, transit-oriented development. Planning for Outer Southeast was a way to implement a revised vision for station area communities;
- Johnson Creek. Simultaneous with the plan's initiation, a separate multi-jurisdictional task force was convened to examine and explore options to Johnson Creek flooding and associated

pollution. The community plan provided the means to incorporate elements of that effort, including appropriate zoning and subdivision code changes, into the City's legal framework;

- Annexation. The installation of sewers in the mid-county area in the 1980s and 1990s made development at urban densities possible. Although these largely suburban properties would be annexed into the City under analogous County zoning, Council members determined that such zoning might not accommodate anticipated growth and urbanization; and
- Mid-County Sewer Project. The City of Portland and Multnomah County began construction of the \$255 million Mid-County Sewer in 1986. Until its completion in 1998, the rapidly growing Outer Southeast area remained predominantly on septic systems. The increasing need to reduce pollution in the Willamette River hastened the arrival of new sewer lines in the east Portland/mid-Multnomah County area.

During the four-year planning process, the Metro Council adopted its *2040 Growth Concept Plan*. As part of this regional growth management effort, the *Outer Southeast Community Plan* provided a forum to evaluate areas that might be appropriate for development as new town

centers, regional centers, and main streets as defined in Metro's plan.

The *Outer Southeast Community Plan*

area contains 12 neighborhoods:

Brentwood-Darlington, Centennial, Foster-Powell, Hazelwood, Lents, Mt. Scott-Arleta, Mill Park, Montavilla, Pleasant Valley, Powellhurst-Gilbert, South Tabor, and Wilkes/Glenfair. All except Brentwood-Darlington and

Wilkes/Glenfair prepared neighborhood plans as part of the *Outer Southeast Community Plan*. Brentwood-Darlington completed a plan that had been adopted by City Council in January 1992. The Glenfair Neighborhood Association, created out of the Wilkes Neighborhood Association, was formed during the final two months of the planning process, providing too little time to prepare a neighborhood plan. The Outer Southeast Business Coalition, formed primarily on behalf of businesses along Foster Road and 82nd Avenue, prepared a business plan.

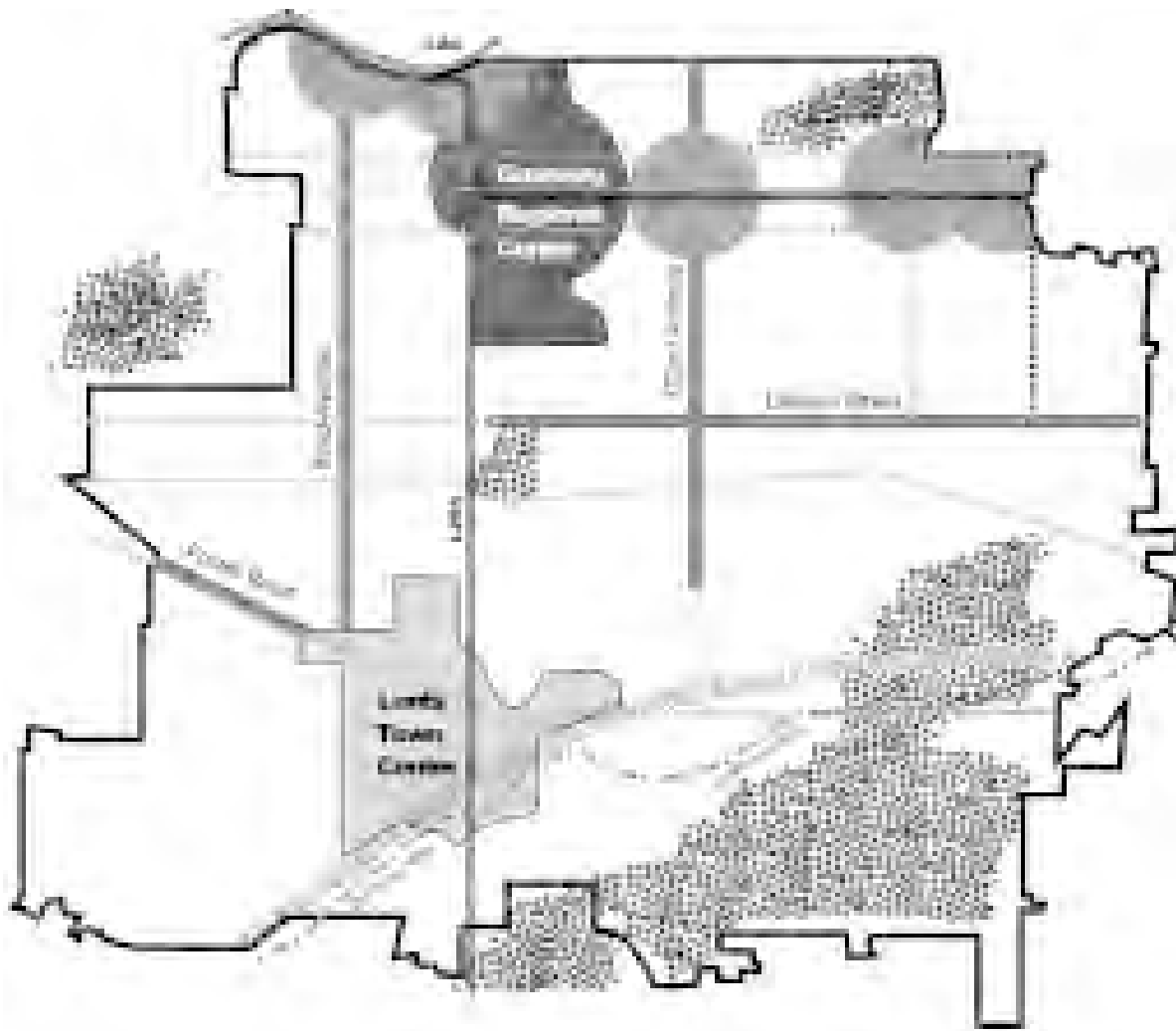


Lincoln Park was the recipient of this playground and equipment from the 1994 Bond Measure.

Most of the *Outer Southeast Community Plan* was adopted by City Council on January 31, 1996; remaining parts were adopted later that year. The *Outer Southeast Community Plan* contains six community-wide policies and eight subarea policies.



Midland Regional Library, the largest branch (24,000-sq. ft.) of the Multnomah County Library system, opened in September 1996.



Outer Southeast Community Plan Concept Map

-  Open Space and Proposed Open Space
-  Springwater Corridor
-  MAX LRT
-  Light-Rail Station Communities
-  Transit Corridor
-  Main Streets

Major Plan Concepts

The major concepts of the *Outer Southeast Community Plan* are:

- Establishment of the Gateway Regional Center. Gateway was envisioned to be a vibrant residential, employment, medical, and entertainment district, anchored by major retailers and office complexes. Its zoning was partially increased to assist the transition to a more urban center.
- Establishment of the Lents Town Center. Envisioned to be both an "urban village" and area-wide employment center, Lents needed significant assistance to fulfill its potential. The *Outer Southeast Community Plan* recognized this, particularly with regard to its infrastructure, and made provisions for future planning processes.



Steele Street Commons on SE 136th Avenue is an example of the new rowhouses being constructed in Outer Southeast.

- Identification of potential new open space. The concept plan identified a wide swath of Mt. Scott between the Willamette National Cemetery and Powell Butte as an opportunity for a major park. Mt. Scott's proximity to Johnson Creek, the Springwater Corridor, and Powell Butte made the idea of an urban wildlife corridor attractive. Other proposed open space included a gravel pit adjacent to Cherry Park and another adjacent to Parklane Park.
- Improvements to transit station areas. The plan anticipated lively mixed-use environments of housing, retail/office establishments, day care centers, and

gyms at the stations between 82nd and 122nd Avenues. Plan elements were carefully chosen to encourage and direct this sort of development. Rowhouses and other multi-family residences were envisioned for other stations along Burnside, with a neighborhood commercial node at 139th Avenue.

- Increase of housing opportunities. The plan increased opportunities for new housing construction along main streets and transit corridors. By focusing development along transit lines, main streets, the Lents Town Center, and the Gateway Regional Center, the *Outer Southeast Community Plan* was able to address the concerns of many residential property owners that changes to the Zoning/Comprehensive Plan map would not harm the character of their neighborhoods. New incentives are available to encourage mixed use development around transit stations and infill housing in “distressed” residential areas.
- Recognition of the interrelationship between development within the Johnson Creek watershed and flooding. The Zoning/Comprehensive Plan designations within the Johnson Creek floodplain and Mt. Scott uplands remain at the same designation as prior to the start of the plan process, except along the 122nd and 136th Avenue transit streets. As well, former county-designated environmentally sensitive areas were revisited and adopted into the Zoning Code.

Outer Southeast Today

Outer Southeast Portland is the fastest growing area of the city. This is largely due to completion of the sewer project and the zoning stability provided by the *Outer Southeast Community Plan*. For the first time in many years, property owners have been given certainty about what they could do, how much it would cost, and what development standards would be applied.

Evidence of the plan's positive impact is plentiful:

- The area around the former city of Lents is undergoing steady building and infrastructure improvements.
- Land purchases and new development standards for flood-prone areas and on steep slopes appears to be slowing Johnson Creek flooding and possibly decreasing associated pollution levels.



SE 106th Avenue, lined with Floyd Light Middle School, the East Portland Community Center, Oregon College of Oriental Medicine, Floyd Light Apartments, and the East Portland Police Precinct, has the potential to become a significant public space in the Gateway Regional Center.

- High density, mixed use development linked to MAX is occurring at all four stations along Burnside. nature. The *Outer Southeast Community Plan* laid the groundwork for that change to occur in a manner respectful of its past, hopeful toward its future, and flexible enough to provide a common meeting ground both for those who live and those who invest in this part of the city.
- Because the plan is so new, most of its more ambitious projects are years away from completion. Nevertheless, the area is clearly transitioning from its formerly suburban character to one more urban in

Highlights

Economic Development

Policy. Improve the vitality of outer southeast business districts and employment centers. Ensure that they grow to serve the needs of outer southeast residents, attract customers from throughout the region, and generate family wage jobs for residents.

While the Outer Southeast area population had grown steadily since the end of World War II, its business community had begun to deteriorate. Construction of Interstate 205 in the late 1970s split the former city of Lents, now part of the Lents neighborhood, in half, further disrupting economic activity. The opening of Mall 205 in the 1960s drastically affected businesses in Lents, along SE 82nd Avenue, and the former city of Montavilla (just west of 82nd Avenue along Stark and Washington). Then the Clackamas Town Center opened

in the early 1980s, posing a significant threat to the first-generation shopping malls along 122nd Avenue and Division and Powell Streets. Most of these strip commercial develop-

ments behind large parking lots were barely able to cover their investment. The consumer base was not strong enough to finance upgrades or modernizations.

The majority of Outer Southeast neighborhoods lagged significantly behind the Portland average in terms of education and income. Five of the six neighborhoods west of I-205 were eligible for low-income housing and community development funds when planning in Outer Southeast began.



The Oregon College of Oriental Medicine expanded its facility to include this building at the corner of SE 106th Avenue and Cherry Blossom Drive.

As a result of the Outer Southeast planning process, economic development efforts since 1996 have been primarily directed to two locations: the Lents Town Center and the Gateway Regional Center. In addition, City agencies have assisted projects in the Brentwood-Darlington neighborhood and along Foster Road.

Gateway Regional Center. In recognition of its regional importance and at the request of the City of Portland, Metro



This view of SE 106th shows the Floyd Light apartments to the left and, to the north, the East Portland Police Precinct.

designated Gateway as one of eight regional centers in the metropolitan area. The regional center concept was intended to create new mixed-use communities with access to a variety of transportation modes and amenities such as cultural, educational, and medical facilities. The *Outer Southeast Community Plan* sought to optimize Gateway's unique potential as a regional center. To take advantage of these opportunities in the Gateway Regional Center, the City, with local support and assistance, initiated projects to examine the existing conditions and devise a probable scenario for the future. Also, since 1996, the East Portland Police Precinct and the Oregon College of Oriental Medicine (OCOM) have added to the employment base of Gateway. OCOM, along with the nearby National College of Naturopathic Medicine at Cherry Blossom Drive and



The gazebo at Lents Park was one of the first projects accomplished as part of the Lents Revitalization Project.

Market Street also adds a new dimension to the medical alternatives available in the Gateway area.

Lents Town Center. On September 31, 1998, City Council adopted the Lents Town Center Urban Renewal District, the first in Outer Southeast. This designation gave the Portland Development Commission (PDC) the ability to:

- Consolidate property and offer it as a package for new development opportunities;
- Negotiate with businesses, investors, and industries for new employment opportunities; and
- Offer funding possibilities for building rehabilitation, job training, and other public improvements, such as pedestrian amenities and construction of a public plaza.



The New Copper Penny, between Foster and Woodstock, used a Storefront Improvement Grant to make its rear facade more appealing to freeway users.



The Antique Building at 92nd Avenue and Foster was improved with a PDC Storefront Improvement Grant.



This small plaza in the newly renovated Eastport Plaza provides a welcome place for pedestrians along SE 82nd Street.

This City Council action followed several years of planning undertaken by the ROSE (Revitalize Outer Southeast) Community Development Corporation (ROSE CDC), the Outer Southeast Business Coalition, Portland Development Commission, Portland Office of Transportation, and the Bureau of Housing and Community Development. Since 1996, the following economic development projects have been completed or are in the implementation stage within Lents:

Storefront improvements. PDC funds have been and continue to be used to improve storefronts on the Antique Building, the New Copper Penny, and the Tidee Didee infant department store.

Land purchases. PDC has purchased three acres of land, comprising over 120,000-sq. ft., within the Lents business district west of I-205, and has the option to purchase other properties as they become available.



The Brentwood-Darlington Neighborhood Association gained the support of three government agencies to build the Brentwood-Darlington Community Center.

Eastport Plaza. The 37-year old, 44-acre Eastport Plaza was demolished in 1996 and replaced with a mini-mall of small shops, anchored by Wal-Mart, an Albertsons grocery store, and a 16-screen Century Theater.

Lents 2000. This mixed-use project on Foster Road is being developed by ROSE CDC and the Morrison Company. When completed, it will include 22,000-sq. ft. of commercial space, 24 rental units, and five townhouses. It is the first major development project resulting from the Lents Urban Renewal District.

Brentwood-Darlington Neighborhood. The \$1.2 million Brentwood-Darlington Community Center was built largely with financial and in-kind support from Multnomah County, the City of Portland, and Portland Public Schools. The center, completed in October 1996,

addresses many neighborhood objectives related to employment and empowerment. It offers:

- Job training and related employment assistance;
- An early childhood development center; and
- Space for several social agencies, such as Portland Impact Family and Senior Services, Brentwood-Darlington Neighborhood Association, Multnomah County Aging Services, Oregon State University Extension Services, Outer Southeast Caring Community, and the State of Oregon Services to Children and Families.



Banners adorn the streets of downtown Lents.

Foster Road. The Bureau of Housing and Community Development established the Foster Target Area Program in 1997. The purpose of the program is to promote commercial revitalization, crime prevention, residential improvements, parking and traffic improvements, and youth activities.

Southeast Works. One of the most important recent additions is Southeast Works at 68th Avenue and Foster. The mission of Southeast Works is to increase employment and reduce homelessness. Ten different organizations are co-located at the site to provide family services and job training. Southeast Works developed a set of skill standards with local businesses, which they use in training and placing employees. Staff also follows these workers for a period of time after initial employment to provide support and ensure success. The program also includes several specialized training programs, including residential property management.

Storefront improvements. A number of businesses along Foster have utilized the Portland Development Commission's Storefront Improvement Program to make significant changes in the face of their buildings.

Transportation

Policy. Ensure that streets in outer southeast form a network that provides for efficient travel throughout the community and to other parts of Portland and the region. Reduce congestion and pollution caused by the automobile by creating land use patterns that support transit, bike, and pedestrian travel.

Outer Southeast Portland for the most part has a largely functional, gridded street system. Built after the start of the automobile age on generally flat, unobstructed land, streets tend to be wide with ample room for parking on both sides. A drawback is that many streets are $\frac{1}{4}$ - $\frac{1}{2}$ mile long between intersections. Combined with the numerous $\frac{1}{2}$ - 1-acre lots, this has recently resulted in many properties being subdivided and developed without adequate street connections.

Transportation projects in the area have primarily involved paving unimproved streets, adding sidewalks and bike lanes, and introducing traffic calming techniques. Private developers have been responsible for many of these improvements, including the creation of new streets.



Patrons wait for MAX and buses at the Gateway Transit Center.

The *Outer Southeast Community Plan* recommended several transportation system improvements for the area. The following have been completed or are underway now.

Gateway Regional Center

MAX light rail line between Gateway and Portland Airport. Since the mid-1980s light rail to the Portland International Airport has been part of the region's transportation agenda. The design of Interstate 205 includes a widened median specifically for some form of mass transit. In 1997 the Port of Portland, Bechtel Infrastructure Corporation, Tri-Met, and the City of Portland announced a joint venture to build an extension of MAX from the Gateway transit center to the airport. It is scheduled for completion in 2001. The \$183 million and 5.5 mile project is part of the 120-acre transit-oriented, mixed-use



The Airport MAX light rail, when finished in 2001, will travel between the Gateway Regional Center and Portland International Airport.

CascadeStation project between NE 82nd Avenue and I-205 south of Airport Way. It is estimated that Airport MAX will serve 7,500 riders per day by 2015. Preliminary travel time from Pioneer Courthouse Square in Downtown Portland to the airport is estimated to be 33 minutes.

Opportunity Gateway. Through the Opportunity Gateway project, the entire transportation system within the Gateway Regional Center is being evaluated for possible changes. The analysis will include evaluation of parking demand and management, transit center park and ride, traffic operations, transit service, and 102nd Avenue.

Lents Town Center. Safety and accessibility concerns were addressed through the improvements listed following.



Streetscape improvements along 90th Avenue began the transformation of the Lents Town Center.

Intersection of Foster Rd, I-205 southbound off-ramp, and the I-205 bike path. This intersection was reconfigured in 1997 to be safer for pedestrians and bicyclists.

Springwater Corridor and Foster Road. A new crosswalk and user-activated signal was built where the Springwater Corridor crosses Foster Road (at about SE 105th), making biking, walking, and other recreational activities safer.

Foster Road and 102nd. A new traffic signal was installed at Foster and 102nd, making the industrial property south of Foster more accessible for trucks.

Pedestrian districts. The Portland Office of Transportation (PDOT) created pedestrian districts in Montavilla, Gateway and at 122nd Avenue and Burnside as part of the *Outer Southeast Community Plan*. In addition, PDOT extended the

Table 8
Bike Lanes added in Outer Southeast

- NE Weidler/Halsey from 102nd Avenue to 162nd Avenue
- 148th from NE 146th Drive to Powell
- SE Division from 130th to 148th Avenue and from 162nd Avenue to 175th Place
- SE Foster from 90th Avenue to 122nd Avenue
- SE 92nd from Powell to Lincoln Court and Foster Road to Hinckley Court
- NE 122nd from Prescott to Glisan, Stark to Market, Powell to Bush and Reedway to Foster Road
- SE Woodstock from 52nd Avenue to Foster Road
- SE 45th/46th Avenues from Woodstock to the Springwater Corridor
- SE Harney from 46th Avenue to 52nd Avenue
- SE 52nd Avenue from Woodstock to Harney
- SE Duke from 52nd Avenue to 82nd Avenue
- SE Flavel from 52nd Avenue to 92nd Avenue

existing Lents Pedestrian District to link other sites in the Lents Town Center. These pedestrian districts were then incorporated into Phase I of the *Transportation System Plan*, which was adopted by City Council on May 22, 1996. Southeast 91st Avenue between Foster and Woodstock was improved with sidewalks, street lighting, and trees to improve the pedestrian environment and attract developers' investments to the area.

Street improvements. Most of the major streets east of I-205 (for example, Division, Stark, Glisan, Powell, Foster, and Halsey) lack continuous sidewalks, bike lanes, and

Table 9
Traffic Mitigation Projects

- 101st Avenue between Ellis and Henry
- 115th Avenue between Holgate and Powell
- 116th Avenue between Brooklyn and Powell
- 67th Avenue between Division and Holgate
- 76th Avenue between Taylor and Alder
- 92nd Avenue at Steele (pedestrian refuge)
- Brookside Drive at 117th Avenue (cul-de-sac)
- Center between 136th and 148th Avenues
- Harney between 82nd and 89th Avenues
- Harold at 97th Avenue (pedestrian refuge)
- Harold between 52nd Avenue and Foster Road (speed bumps and curb extensions)
- Holgate at 78th Avenue (pedestrian refuge)
- 128th Avenue between Harold and Foster Road
- 143rd Avenue between Mill and Division
- 78th Avenue between Division and Powell
- 88th Avenue between Holgate and Foster Road
- Flavel between 45th and 52nd Avenues
- 92nd – 100th between Harold and Holgate
- 108th and 113th between Burnside and Stark
- 58th, 78th, 111th, and 118th-119th between Division and Powell
- 78th and 80th between Duke and Cooper (speed bumps and curb extensions)

bus shelters. PDOT has constructed new sidewalks and bike lanes on thirteen streets since 1996. Tri-Met, through its Transit Choices for Livability program, has agreed to add buses to SE 148th and SE 162nd Avenues. Both are “feeder” streets to MAX stations on Burnside. Table 8 identifies the location of bike lanes added by PDOT since 1996.

Traffic mitigation projects. Table 9 identifies the location of traffic calming devices installed by PDOT since completion of the *Outer Southeast Community Plan*. All are speed bumps unless otherwise identified.

Housing

Policy. Provide a variety of housing choices for outer southeast community residents of all income levels by maintaining the existing sound housing stock and promoting new housing development.

When the objective to construct 14,000 new housing units within 20 years was adopted, few anticipated how rapidly the area would develop. However, the zoning certainty provided by the *Outer Southeast Community Plan* and completion of the Mid-County Sewer Project combined with the flat topography, excellent transportation system, and easily accessible shopping areas, have made this area the fastest growing part of Portland. Since October 1996, more than 2,400 new housing units have been built in Outer Southeast.

Most of the current housing projects being built are 1/2 - 5-acre subdivisions containing relatively large single-family detached homes. However, throughout much of



Russellville Commons, located adjacent to the 102nd and Burnside MAX station, contains 478 housing units.

Outer Southeast increasing numbers of rowhouse projects are being built. Examples can be seen on transit corridors such as 122nd Avenue and Burnside, as well as on smaller streets such as 80th and 130th Avenues. In addition, several subdivisions for manufactured homes, including several along Foster Road, have been constructed. The two largest projects in Outer Southeast are Russellville Commons on SE 102nd Avenue and Burnside, and Hawthorn Ridge at SE 162nd Avenue and Foster. Russellville Commons is a multifamily, mixed-use development of 478 units. Hawthorn Ridge consists of lots for 298 single-family homes.

Several nonprofit agencies provide housing services in Outer Southeast. Described below are some of their current activities.



Floyd Light Apartments add to the pedestrian friendly nature of SE 106th.

- ROSE Community Development Corporation (ROSE CDC) recently completed the 63-unit Lents Village senior housing project on Holgate and 104th Avenue, and is in the final negotiating stage for the 29-unit mixed-use Lents 2000 project within the Lents Town Center Urban Renewal District.
- Human Solutions has several projects in Outer Southeast, its largest being the 42-unit Ankeny Woods near the 122nd Avenue and Burnside transit station.



The Hazelwood is an innovative senior housing project in a mini-mall anchored by Safeway and Target.

Projects

Russellville Commons. Russellville Commons is the largest residential project in the Gateway Regional Center. It is being constructed at 102nd Avenue and Burnside on the former 12.2-acre Russellville School site. Phase 1 of the \$35 million project, including 282 market rate units, is almost complete. Phase 2 (196 units) is in progress. Eighty of these units will be affordable at 60 percent of median household income. When complete, the project will include a large park, swimming pool, community room, and fiber-optic wiring for Internet access.

Hawthorn Ridge. Large single-family homes are being built in this 298-parcel subdivision, located on Mt. Scott at the intersection of Foster Road and SE 162nd. The site is zoned R10 with an environmental conservation overlay. The area was designated for potential open space

on the *Outer Southeast Concept Map*, but there were insufficient public funds to purchase it for this purpose.

Senior housing

Floyd Light Apartments. Floyd Light is a 50-unit mixed used apartment complex built as an adjunct to the East Portland Police Precinct. The project, opened in 1997, contains 20 units for low-income senior citizens.

Cherrywood Senior Housing. Portland Adventist Medical Center is constructing this assisted-living housing complex between SE Market and Cherry Blossom Drive. It will provide 324 units of senior housing.

The Hazelwood. Originally comprised of several retail stores, the Mid-County Sewer Project offices, and a construction storage area, the 17.2 acre Hazelwood site has now been transformed into a combination retail and senior housing project anchored by Safeway and Target. This innovative mixed-use project at 122nd Avenue and Glisan, less than ¼-mile from the MAX station at Burnside, opened in February 1998. The four-story housing complex contains 119 assisted living units, 24 of which are available for low-income seniors. Funds from a Portland Development Commission loan, a state bond program, and federal low-income housing tax credits were pooled with private investments to finance the \$11 million project.



Lents Village is the largest housing project developed by Rose Community Development Corporation.

Lents Village. Since its inception, ROSE Community Development Corporation has actively participated in planning projects that impact the Lents, Montavilla, Foster-Powell, and Mt. Scott-Arleta neighborhoods. Its most ambitious endeavor is the 63-unit Lents Village senior housing project, which opened in 1997, at 104th Avenue and Holgate. The addition of Loaves and Fishes has made the \$5 million affordable housing project a model of service provision for seniors within a compact area.

St. Anthony Village. This \$14 million complex contains 127 units of affordable senior housing, as well as a new church, community center, and day care center. It was developed by St. Anthony Village Enterprise.



St. Anthony Village is one of the more vibrant mixed-use projects in the Foster-Powell neighborhood.

Affordable housing

Ankeny Woods. Human Solutions built a number of new housing structures in Outer Southeast since completion of the plan, an attractive example of which is Ankeny Woods, located on SE Ankeny west of 122nd Avenue and just one block from MAX. This \$3 million affordable housing project contains 42 units, a 1,200 square foot community room, and three children's play areas.

Cooper St. Bungalow Courts. ROSE CDC recently completed this 12-unit affordable condominium project. It is one of the few projects to boost home ownership. The two and three-bedroom units contain nine-foot ceilings and new appliances. Eligible buyers will be those with 50 - 80 percent of median income.



Ankeny Woods is conveniently located within two blocks of the 122nd Avenue MAX station and shopping areas on both Glisan and Stark.



Cascade Crossing is located within five blocks of the 102nd Avenue and Burnside MAX station.

Cascade Crossing. Built by co-owners Human Solutions and Lennar Affordable Communities, this project provides 74 apartments and townhomes for persons earning 60 percent or less of median income. Not only does this transit-oriented development limit the number of



The Cooper Street Bungalow Court development is located in the Brentwood-Darlington neighborhood.

parking spaces, the owners are providing a wide variety of services for their tenants, including child care, classes in employment and life skills, and a large outdoor playground.

Park Vista. Human Solutions has cleared its site at 109th Avenue and Stark for its 59-unit Park Vista apartment complex. This project, when completed in December 2000, will provide 59 affordable units, from studio to four-bedroom units. Eligible tenants will be those with 30 – 55 percent of median income.

Programs

Distressed area designation for limited tax abatement. Portions of the Brentwood-Darlington, Lents, Mt. Scott-Arleta, Foster-Powell, Powellhurst-Gilbert, and Montavilla neighborhoods were desig-



The Cherrywood Senior Housing project is being developed by the Portland Adventist Medical Center.

nated in the *Outer Southeast Community Plan* as “distressed areas.” This was made possible by the limited property tax exemption program established in 1990 as part of the *Albina Community Plan*. The purpose of the program is to encourage new construction and rehabilitation of single-family owner-occupied housing with the taxes based on land values. In the case of owner-occupied housing rehabilitation, the assessed improvement value is taken from the year prior to the completion of the rehabilitation and frozen. Since March 1996, 230 units have been built within these designated target area neighborhoods.

Transit oriented development limited tax abatement. The Oregon State Legislature in 1996 expanded the tax abatement pro-

gram to include multifamily residential and mixed-use developments near major public transit facilities. The goal is to support higher densities within ¼-mile of MAX light rail stations, the Gateway Plan District, and the Lents Town Center.

Open Space and Environment

Policy. Provide parks and open spaces to meet projected recreational needs of outer southeast residents. Create a sense of connection with the natural environment. Protect natural resources by reducing the impact of development on them.

The two critical open space/environment issues addressed in the *Outer Southeast Community Plan* were 1) the insufficient parks, open space, and recreational facilities for the large and growing population, and 2) the challenge of managing the natural environment of flood-prone Johnson Creek and the steep slopes of Mt. Scott.

A major concern expressed during the *Outer Southeast Community Plan* process was that the area contained too few parks and recreational facilities and that many of its parks remained undeveloped. This issue was addressed primarily through

the construction of the East Portland Community Center, the upgrading of Montavilla and Mt. Scott Parks, and equipment provisions at Ed Benedict, Parklane, and Midland Parks. Because Outer Southeast is already heavily built out, there are few parcels available for open space, particularly for developed or recreational parks. The City has recently acquired several pieces of land on or adjacent to Powell Butte, Kelly Butte, and Leach Gardens, which increase the size of these natural areas and offer additional environmental resource protection.

As the last free-flowing creek within the city of Portland, Johnson Creek is considered vital to restoring salmonids and steelhead trout to the Willamette River watershed. Since completion of the *Outer Southeast Community Plan*, the City has re-evaluated the environmental zones within the Johnson Creek watershed and prepared new standards for floodplain development. The recent adoption of citywide stormwater management standards should decrease the amount of erosion and sediment entering Johnson Creek due to construction activities. As part of its flood control effort, the City continues to purchase land along Johnson Creek for storage and rehabilitation of the natural environment.

Community centers

East Portland Community Center. On April 2, 1998, City Commissioners Charlie Hales and Jim Francesconi, and Parks Director Charles Jordan formally dedicated the new East Portland Community Center on SE 106th near Cherry Blossom Drive. The \$5 million, 32,500-sq. ft. complex is located directly across the street from the Floyd Light senior housing project. The center contains a central courtyard with classrooms and activity rooms on one side and a 9,000-sq. ft. gym and fitness facility on the other. Loaves and Fishes is also located on the site.

Mt. Scott Community Center. Major improvements to the Mt. Scott facility are expected to be completed in June 2000. The \$4.5 million project includes the following:

- Relocation and redesign of the swimming pool for indoor, year-round use;
- Installation of a six-lane lap pool, spa facilities, and a new locker;
- Renovation of the basketball court, tennis court fencing, lighting, playground, and path;
- 20,000-sq. ft. of new construction and 2,000-sq. ft. of renovations to the existing 1920s facility; and
- Expanded and more accessible parking facilities.



Completed in 1998, the East Portland Community Center adds to the increasing variety of activities along 106th Avenue.

Montavilla Community Center. Bond Measures 26-10 and 26-26 provided funding for the following improvements:

- Addition of children's play equipment, tennis courts, craft shop, and multipurpose room;
- Upgrading ball fields, lighting, paths, restroom, pool, and locker rooms; and
- Expanded and more accessible parking facilities.

Parks and open space

Floyd Light Park. Part of Floyd Light Park was used for the East Portland Community Center. This project was made possible through a land swap among the City of Portland, David Douglas School District



The 1994 parks improvement bond measure funded renovation of the Mt. Scott Community Center and swimming pool, above left, as well as Montavilla park and swimming pool, above right.

(DDSD), and Multnomah County. DDSD developed the Floyd Light Middle School track on five acres of the former parkland. The remainder is being maintained as undeveloped open space.

Midland Park. Part of Midland Park at 122nd Avenue and Morrison was needed for the reconstruction of the Midland Regional Library and its adjacent parking lot. In order to compensate for the loss of parkland, Multnomah County commissioners agreed to the following improvements:

- New and rerouted soft surface pathways to provide access to all portions of the park while protecting larger contiguous habitat areas;
- Two small outdoor classroom areas adjacent to the path, with interpretive signs;
- A butterfly garden, complete with irrigation system; and

- A landscaped buffer between the park and neighboring properties.

Other park improvements were made possible in 1997 through a \$3,000 grant from the City. This funding enabled the Mill Park Neighborhood Association, together with a local non-profit group, to purchase native plants as part of a naturescaping project. Students from David Douglas High School helped design the project and Mill Park Elementary School students grew native grasses.

Ed Benedict Park. Mayor Vera Katz and Commissioner Charlie Hales joined the Bureau of Parks and Recreation (Parks Bureau), Lents Neighborhood Association, and Powellhurst-Gilbert Neighborhood Association to celebrate the completion of 11-acre Ed Benedict Park in September 1996. This land along SE Powell between 101st and 105th Avenues was

Ed Benedict Park is a major addition to both the Lents and Powellhurst-Gilbert neighborhoods.

originally destined to be part of the Mt. Hood Freeway. Upon the demise of the freeway project, the State donated the land to the City on the condition that it be developed as a park. Consistent with this plan, former legislator and longtime neighborhood leader, Ed Benedict, donated \$1,200 as seed money for the park's development. Improvements include ballfields, playgrounds, restrooms, a basketball court, park furniture, and landscaping. Recently the American Society of Landscape Architects, Parks Bureau, and community members agreed to construct a "memory garden" - a garden filled with old fashioned shrubs, arbors and scented blossoms - for elderly people who suffer from memory disorders.

Powell Butte. Powell Butte is a 620-acre recreational area owned by the Portland Water Bureau and operated/maintained

under an interagency agreement with the Portland Bureau of Parks and Recreation. It is used extensively for hiking, horseback riding, mountain biking, and a host of other activities. City Council adopted the revised *Powell Butte Master Plan* by resolution in November 1996. Shortly thereafter, the Parks Bureau purchased over 5 acres of land along the north slope of Powell Butte for inclusion in the park. Between March 1997 and October 1998, another 48.12 acres adjacent to Johnson Creek and the Springwater Corridor further expanded the park on the southeast side.

Springwater Corridor. The former tracks and right-of-way for the Portland Traction Line connecting the rich farmlands of Boring and Damascus to Downtown Portland have been converted into a 20-mile recreational trail, enjoyed by over 600,000 users annually. The City of Portland purchased the entire 16.5 mile Springwater Corridor in February 1990 using United States Rails to Trails funding. In 1996 the Parks Bureau completed the first phase of improvements, which provided a hard surface.

Other purchases and improvements

- **Leach Botanical Gardens.** Since January 1999, the Bureau of Parks and Recreation has added over 6.8 acres to the Leach Gardens. Land purchases were funded by the 1994 bond measure.



The Springwater Corridor generally parallels Johnson Creek between the Willamette River and Boring to the east.

- **Kelly Butte.** Also made possible by the 1994 bond measure, the Bureau of Parks and Recreation has purchased over 50 acres of land on Kelly Butte since 1995.

Environment/Johnson Creek watershed. A recurring theme emerged throughout the *Outer Southeast Community Plan* process, particularly for residents in the southern portion of the plan area: the need to halt further degradations of the 54-square mile Johnson Creek watershed and reduce flooding. By 1990, a multi-jurisdictional task force, the Johnson Creek Corridor Committee, had formed to seek long-term solutions. With primary leadership from the Portland Bureau of Environmental Services (BES), the Corridor Committee prepared the *Johnson*



Creek Resources Management Plan, which was accepted by the Portland City Council in 1995. The *Outer Southeast Community Plan* built on the *Johnson Creek Resources Management Plan* and recommended supportive zoning, plan district requirements, and policies. It was recognized that without active intervention Johnson Creek flooding would exact an escalating toll on area residents and businesses, and continue to negatively impact the local transportation network.

Water retention, water quality, and flood plain management

- **Land purchases.** Since 1994, BES has acquired 115 acres in the Johnson Creek watershed to meet floodplain management and other objectives. This land was purchased through the “willing seller acquisition program”

using federal grants, sewer and stormwater Capital Improvement Project funds, and bond measures. While most of this land is within the *Outer Southeast Community Plan* area, some, such as lands near Tideman Johnson Park, lie outside the boundary. The former Zenger Farm, which encompasses some of the marshes between SE 112th and SE 122nd Avenues, was purchased in 1994. In addition, the Bureau of Parks and Recreation purchased 35.06 acres of land along Johnson Creek.

- Water retention and flood control facilities. BES created wetlands, meadows, and a large pond as part of its water retention and flood control facilities on its 20-acre Brookside site at SE 111th Avenue and Foster. The \$1.9 million facility was completed in 1997. BES anticipates that this site could absorb 19.5 million gallons of water during flooding. Brookside also contains trails, bird blinds, picnic areas, and an observation play structure in addition to the flood control features.
- Watershed Revegetation Program. This five-year program is designed to restore forest-like conditions along Johnson Creek. Over \$230,000 will be used to restore habitat through planting native trees and shrubs. This effort should aid water retention, water quality, and promote recovery of threatened fish species in the Willamette River.



The Brookside Natural Area, created by the Bureau of Environmental Services, was completed in 1997 as a water retention and flood control area.

- Floodplain remapping. The Bureau of Planning, in cooperation with the U.S. Army Corps of Engineers, is currently redefining and remapping the Johnson Creek floodplain. These activities are expected to be completed and evaluated by the year 2002.
- Floodplain development standards. In May 1998 City Council adopted safeguard measures for new development in the Johnson Creek floodplain. The regulations:
 - Prohibit above-ground structures in the floodway;
 - Require compensatory storage throughout the floodplain;
 - Require flood-proofing or elevation for structures built in the floodplain; and
 - Prohibit land divisions in the flood risk area (five-year floodplain).

Refinement of environmental zoning. The *Outer Southeast Community Plan* was completed as Portland began to face heavy winter ice storms, mudslides, and flooding. Historically, Johnson Creek floods following prolonged heavy rains; but with increased housing development on the clay soils of Mt. Scott (part of the Boring Lava Domes), flooding is expected to increase. As part of the adoption of the plan, City Council endorsed a re-evaluation of the environmental zoning of the Boring Lava Domes. Subsequently, in November 1997, new environmental zoning in the Johnson Creek basin was adopted by City Council. Since then the National Marine Fisheries Service (NMFS) has declared steelhead, trout, and certain types of salmon as endangered species within the Willamette and Columbia River watersheds. Following NMFS's action, because fish protection had not been considered in previous mapping efforts, the Bureau

of Planning initiated a new evaluation of the environmental zone designation process. Environmentally sensitive areas of the Johnson Creek watershed will likely need to be remapped if this latest evaluation project results in significant changes.

Tree plantings. Between 1996 and 1998 Friends of Trees sponsored the following plantings through their Seed the Future program:

- 65 trees at elementary and middle schools and at the Lents Boys and Girls Club;
- 2700 seedlings, shrubs, and trees along the Springwater Corridor and in the Johnson Creek watershed; and
- 60 trees in the South Tabor neighborhood

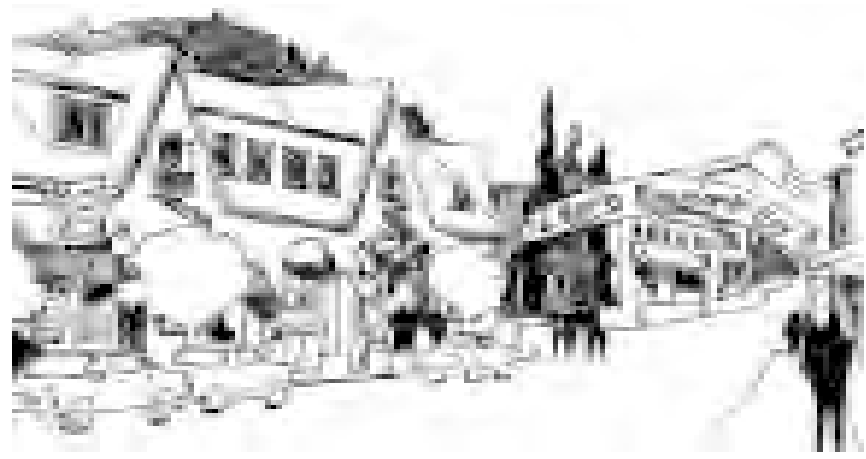
Urban Design

Policy. Foster a sense of place and identity of the *Outer Southeast Community Plan* area by reinforcing existing character-giving elements and encouraging the emergence of new ones as envisioned in the Vision Plan.

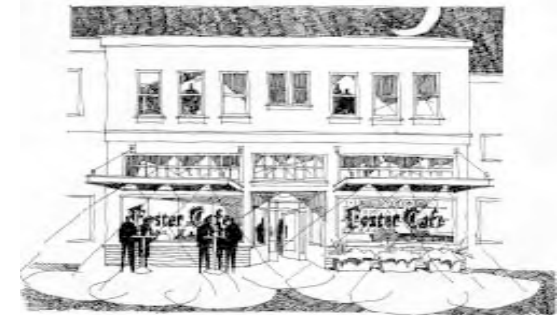
Neighborhoods west of I-205 within the *Outer Southeast Community Plan* area generally have more in common with older neighborhoods closer to the

Willamette River than with the more sprawling suburban properties east of the freeway. Most of the plan area has a limited sense of place and identity. There are a few built landmarks that provide focus for a particular area, such as the brick Bank of America building at 102nd Avenue between Stark and Washington, the Gateway arch, and the clock tower at 122nd Avenue and Division. The Midland Library with its distinctive clock tower, the nascent elements of the Lents Town Center, and the pedestrian area along SE 106th Avenue between Stark and Cherry Blossom Drive are helping build identity for parts of Outer Southeast. Natural features such as Mt. Scott, Powell Butte, and Kelly Butte dominate their immediate vicinity though do not exude a strong enough presence to define Outer Southeast in a larger context.

Handbook of development prototypes. *Building Blocks for Outer Southeast Neighborhoods: Neighborhood Design Guidelines for Residents and Developers*, prepared by Portland Community Design in cooperation with the Bureau of Plan-



These drawings from Building Blocks for Outer Southeast Neighborhoods help developers consider different options for their projects



ning, was published in March 1996. The handbook contains design guidelines for single, attached, and multiple unit dwellings, mixed-use and commercial buildings, contemporary main streets, village squares, gateways, and pedestrian districts. Each category contains recommendations for streetscapes, interest and compatibility, front entries, security, parking, outdoor rooms, and a sense of place.

Public Safety

Policy: Apply Crime Prevention Through Environmental Design principles to both public and private development projects. Encourage land use arrangements and street patterns that provide more eyes on the street. Encourage site layouts and building designs that encourage proprietary attitudes and natural surveillance over shared and public spaces.

The public safety policy within the *Outer Southeast Community Plan* addresses crime prevention design elements of buildings, landscaping, and transportation networks. Many residents and business owners expressed a desire for stronger, more specific safety measures. This was reflected in most of the neighborhood plans, many of which called for a police precinct located within Outer Southeast, retention of existing fire stations, improved response time to emergencies, and elimination of elements threatening to neighborhood stability, such as drug houses, abandoned vehicles, and graffiti.

The new police precinct on SE 106th Avenue in the Gateway Regional Center was a direct response to citizens' concerns and to the increased level of crime activity in this part of Portland. An associated component to the community polic-

ing efforts in Outer Southeast is the liaison program design to form cooperative relationship between police officers and local residents/businesses.

Crime Prevention Through Environmental Design (CPTED) Principles. These principles have been applied to a number of projects in Outer Southeast. Among them are:

SE 106th Avenue. In addition to the police station siting, other safety measures have been taken along SE 106th. Applied CPTED principles include bright lighting, orientation of doors and windows to the street, and strategic location of landscaping elements.

Safeway/Hazelwood project. By design, mixed-use developments such as this provide safety elements. Hazelwood residents keep watch over the area and the large retail presence provides them with added security.

Condominiums at 141st Avenue and Burnside. With their windows and doors fronting the sidewalks and good lighting



These condominiums at SE 141st Avenue and Burnside are immediately adjacent to the MAX light rail line and just blocks from the SE 148th Avenue station.

at individual doorways and along the street, these rowhouses are a classic example of effective CPTED design.

Russellville Commons. Under construction at 102nd Avenue and Burnside, Russellville Commons is well-lit, with pedestrian and landscaping amenities specifically designed to promote security. The site layout is also conducive to safety; buildings front onto 102nd, but are also oriented toward the interior shared spaces, providing a wide range of visibility.



The East Portland Police Precinct is another recent addition to SE 106th Avenue.



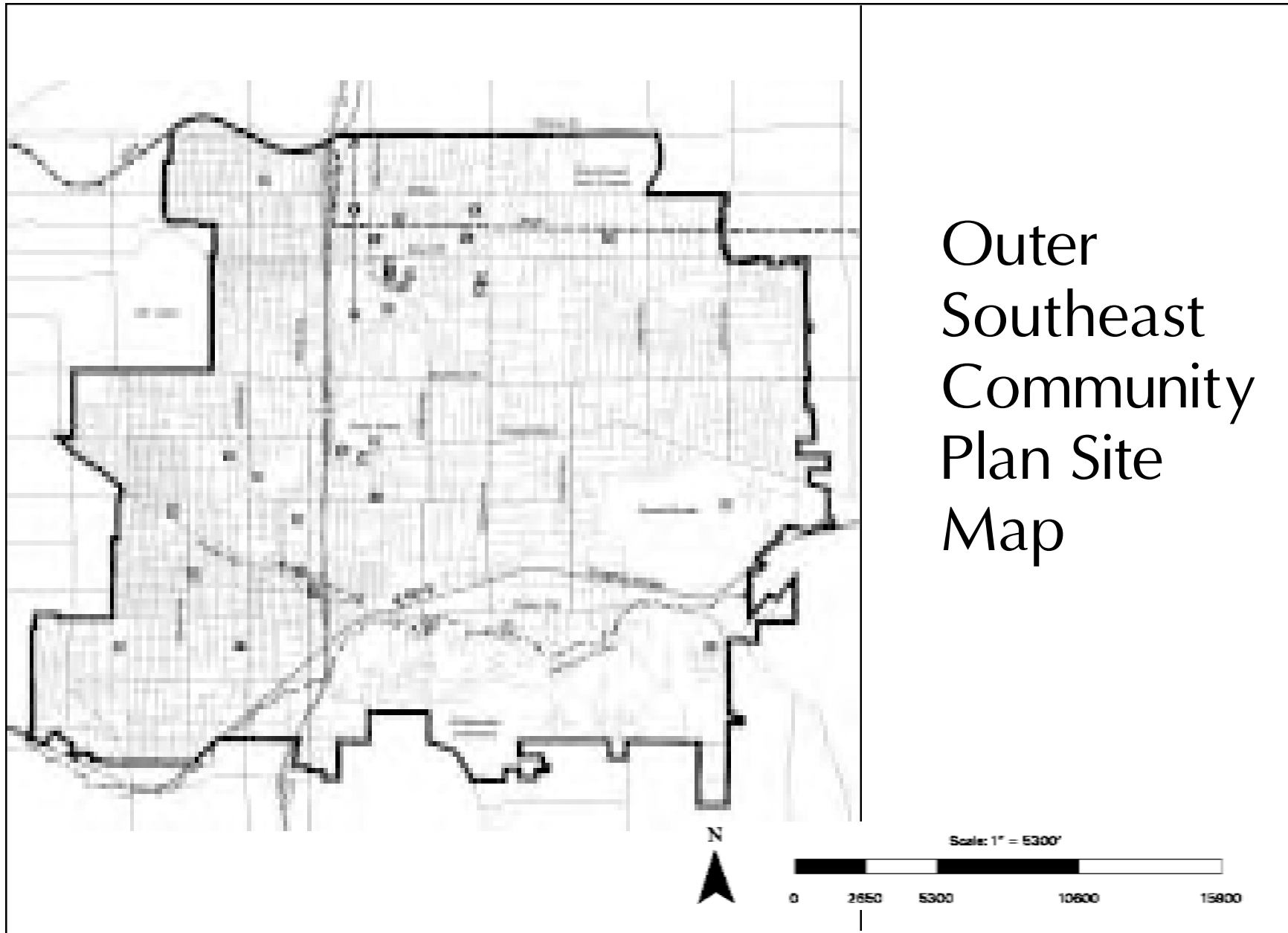
The Portland Communications Center is more commonly known as the 911 Center.

East Portland Police Precinct. The Police Bureau officially dedicated the East Portland Police Precinct at SE 106th Avenue near Cherry Blossom on October 10, 1996. Former Commander Mark Paresi noted that this is the first facility built by the Bureau strictly for police services. A range of police activities, including patrols, investigation of property crimes, senior service callbacks, and neighborhood response teams, are coordinated here. In addition, it hosts community organizations such as the East Portland Neighborhood Office, an Explorer Post, and the East Precinct Youth Council, as well as educational programs such as the Police Activities League and the Gang Resistance Education and Training program.

Portland Communications Center. The 911 Center, formally known as the Portland Communications Center, was constructed in 1996 on part of the land set aside for Ed Benedict Park. Dispatchers route and distribute all incoming telephone traffic from citizens, city bureaus, and other local and region-wide agencies, often receiving hundreds of calls per hour. The Center is staffed 24 hours a day, 365 days a year.



The Willamette National Cemetery on Mt. Scott overlooks the Outer Southeast Community Plan area toward the north.



Outer Southeast Community Plan Site Locator

Mixed-Use Areas

- 1 Gateway Regional Center
- 2 Lents Town Center

Housing

- 3 Lents Village
- 4 Ankeny Woods
- 5 Russellville Commons
- 6 Hawthorn Ridge
- 7 Floyd Light Apartments
- 8 Cherrywood Senior Housing
- 9 The Hazelwood
- 10 St. Anthony Village
- 11 Cooper St. Bungalow Courts
- 12 Cascade Crossing
- 13 Condominiums

Parks, Open Space, and Environment

- 14 East Portland Community Center
- 15 Mt. Scott Community Center
- 16 Montavilla Community Center
- 17 Floyd Light Park
- 18 Midland Park
- 19 Ed Benedict Park
- 20 Powell Butte Additions

- 21 Springwater Corridor
- 22 Leach Botanical Garden Additions
- 23 Kelly Butte Additions
- 24 Brookside Stormwater Facility
- 25 Gazebo in Lents Park

Business Development

- 26 Oregon College of Oriental
Medicine
- 27 New Copper Penny
- 28 Antique Building
- 29 Eastport Plaza

Community Services

- 30 Brentwood-Darlington Community
Center
- 31 Southeast Works
- 32 Midland Library
- 33 East Police Precinct
- 34 Portland Communications Center

How Well Have We Done?

This document has highlighted some of the major projects and programs that have been accomplished since adoption of the *Downtown, Central City, Albina Community, and Outer Southeast Community Plans*. Implementation of all four plans continues today through the on-going efforts of citizens, businesses, organizations, and government agencies. The current efforts regarding the West End discussed on page 31, for example, directly relate to elements of the *Downtown Plan*. The Outer Southeast area of Portland has seen only four years elapse since its adoption, but already projects in this area are gaining momentum.

This final chapter looks beyond the highlights to the action items in each plan. It is these action items that specify particular projects and programs that carry out the



Mt. Hood beckons in this view from Washington Park. From this vantage point, viewers can see Downtown, parts of the Central City and parts of Outer Southeast Portland.

plans' policies, goals, and objectives. It is to this list of actions that the Bureau of Planning has returned to determine whether or not they have been implemented. Considering how much time, energy, and financial resources the City and its citizens have expended on the four plans, it is worthwhile asking how successful these plans have been in accomplishing the identified actions.

To do this, staff evaluated each action item with the agency or organization identified as implementing that particular action and made a determination as its completion status. Every effort was made to accurately identify the stage of each action's implementation. This classification system was complicated, however, by the timeline

associated with some of the action items and programs. Note that the “not implemented” category for all four plans contains some action items that were not pursued because they lost relevance or importance over time. It also notes those whose scheduled timeframe has not yet been reached. The tallies below pertain

only to action items. Objectives and other implementation measures such as elements of plan districts or environmental designations are not included.

Below is a sample list of action items, from the *Central City Plan*.

ACTION CHART

#	PROPOSALS FOR ACTION	TIMING			POSSIBLE IMPLEMENTING AGENCY	INDEX TO ACTION DETAIL
		ADOPT WITH PLAN	NEXT FIVE YEARS	2010 TO 2020 YEARS		
	PROJECTS					
HP1	So engineer historic districts through a variety of public improvements, such as street decks, street furniture and landscaping		++++		Planning/PCD	
HP2	Explore the feasibility of a transfer of development rights program and other incentives programs to protect historical landmark buildings		++++		Planning	P 26
	PROGRAMS					
HP3	Salvage, store and reuse historic artifacts		++++		PCD/PA	
HP4	Develop public historical projects on historic preservation		++++		PCD/PA	
HP5	Expand the funding base for Urban Conservation Fund incentives		++++		PCD	
	REGULATIONS					
HP6	Promote the establishment of new historic districts in appropriate areas where requested by citizens, i.e. the Tenth Data District, East Portland and Rowell Street		++++		Planning/PA	
HP7	Prepare a proposal for a new Multiple Resource Nomination in the Northwest Triangle warehouse area and in C. Franklin, south of Burnside		++++		Planning/PA	P 26

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

Downtown Plan

Creators of the *Downtown Plan* did not develop “action items,” as they became known in later plans. Instead, the *Downtown Plan* includes goals, both broad and specific, and 99 planning guidelines designed to implement the goals. To measure the success of the *Downtown Plan*, these planning guidelines were evaluated in the same manner as action items of the *Central City*, *Albina*, and *Outer Southeast Community* plans. Since adoption of the *Downtown Plan* in 1972:

- 66 of the planning guidelines have been implemented,
- 12 of the planning guidelines have been partially implemented,
- 17 planning guidelines are on-going, and
- 4 planning guidelines have not been implemented.

Central City Plan

The *Central City Plan* contains 365 action items, ranging in magnitude from providing convenient trash receptacles throughout the Central City to constructing the westside light rail line. This total includes new items added since the plan’s adoption

and excludes others that were removed as a result of the River District, University District, and Goose Hollow District amendments to the plan. Since adoption of the *Central City Plan* in March of 1988:

- 150 action items have been implemented,
- 120 action items have been partially implemented,
- 58 action items are on-going, and
- 37 action items have not been implemented.

Albina Community Plan

The *Albina Community Plan* contains 325 action items. The Bureau of Planning completed research on the status of these action items both for this document and the 1997 *Albina Community Plan Follow-up Report*. Input and action item evaluation was also provided by the North/Northeast Economic Development Alliance. A number of plan action items are not under the control of the City; in some cases outside sources were consulted to determine implementation stages. Action items evaluated are those included in the community plan only. Action items contained within individual neighborhood plans are not included here. Since adoption of the *Albina Community Plan* in July of 1993:

- 69 action items have been implemented,
- 92 action items have been partially implemented,
- 111 action items are on-going, and
- 53 action items have not been implemented.

Outer Southeast Community Plan

The *Outer Southeast Community Plan* contains 157 action items. Action items evaluated are those included in the community plan only. Action items contained within individual neighborhood and business plans are not included here. This is the youngest of the four plans described in this report. Since March 1996, the plan area has been the recipient of significant public and private investments. However, having only been adopted four years ago, it is too soon to expect the implementation of a large percentage of action items. Since adoption of the *Outer Southeast Community Plan* in January of 1996:

- 80 action items have been implemented,
- 37 action items have been partially implemented,
- 30 action items are on-going, and
- 10 action items have not been implemented.

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

Lewis Mumford’s 1938 Presentation “Rebuilding Our Cities” to the City Club of Portland

The answers to Mr. Mumford’s questions are “Yes”. We have demonstrated our intelligence, imagination, and cooperation in each of these plans — in each of the actions and in the coordination of a series of actions. Aiming at creating a whole that is greater than its parts magnify the implemented projects, programs, and regulations that being with the involvement of the city’s citizens. Each plan is a demonstration of our caring communities working together to prove themselves good enough for this place called Portland. Each of these plans has been based on a shared desire to leave as a legacy to the future a better community.

As in the past, the coming decade will continue to challenge us. The successes of the past and the future opportunities, as yet unimagined, will bolster our resolve to seek a Portland that exceeds its potential.

