

EASTBANK AT BURNSIDE

LOWER EAST BURNSIDE REDEVELOPMENT PLAN

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PORTLAND DEVELOPMENT COMMISSION

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February 10, 1999

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Resolution No. 5228

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Resolution No. 35784

EASTBANK AT BURNSIDE

Portland Development Commission

The following Steering Committee members are those who participated in meetings during the process. 78 property owners plus numerous interested parties received information regarding the process.

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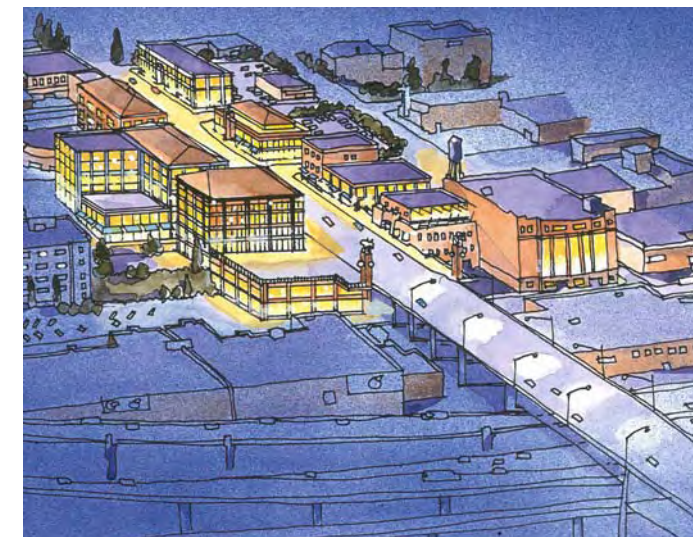
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All photographs and illustrations by Lloyd Lindley unless otherwise credited.

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EXECUTIVE SUMMARY

Introduction

It is amazing to think that a central bridge and main arterial to and from downtown Portland would represent the dark side of our great City. How can one of the City's most conspicuous locations be so under utilized? How can a city with policies and actions directed toward livability and a healthy urban environment preserve a sordid reputation and less than livable place? For decades, these questions tormented property owners, political figures and citizens. We simultaneously condemn and condone the circumstances that make the Lower Burnside Area what it is today.

The Lower Burnside Area Redevelopment Plan involves blocks between NE Couch and SE Ankeny from 12th to 2nd Avenue. The Portland Development Commission recently purchased block 76 at the northwest corner of East Burnside and Martin Luther King Jr. Boulevard. Improvements to the R.J. Templeton Building and United Finance and the investment by the Portland Development Commission have renewed significant interest in the area. Within this area are three live theaters, a dance studio, two music venues, a music record distributor, and a multimedia production company - all south of Burnside and within one to two blocks of one another. Density expectations of Metro's 2040 Growth Concept suggest better utilization of inner city lands, especially those that are undeveloped or those with redevelopment potential. The 2040 Growth Concept prescribes 75,000 new jobs and 15,000 new housing units in the Central City boundaries. Not only is the Lower Burnside Area a candidate for increased growth, but it is ripe for redevelopment.

The Lower Burnside Area Redevelopment Plan Steering Committee includes property owners and stakeholders from the study area. Through a series of work sessions, they confirmed the workscope, identified issues and created a vision. Their work provides the basis for urban design, architectural and economic analysis. It also guides the development of actions, policies and strategies for improving this part of the Central City.



View looking west towards the Willamette River and Downtown. The 12th Avenue, Sandy Boulevard and Burnside intersection is in the foreground.



View looking north with the Burnside Bridge in the center. The west side of the River provides outstanding views from the East Bank.



Burnside is lined with a variety of historic and contemporary buildings. Many older buildings have detailed brick work and attractive architectural features but are in poor repair.

The Vision

The committee envisions a corporate employment center with signature office buildings near the Burnside Bridge and on Martin Luther King Jr. Boulevard and Grand Avenue. They also envision a distinct cultural identity that reflects the character of the central east side creating a strong retail street along Burnside that would serve visitors and employees while setting the tone for the entire area. A mix of housing types would support corporate employers and downtown businesses.

Overall Vision: *Create a distinct cultural identity that reflects the character of the central east side and serves the people and employers of the area by attracting Portlanders as well as major corporate investors, and is supported by a mix of uses including retail, commercial, housing, transit, leisure and culture.*

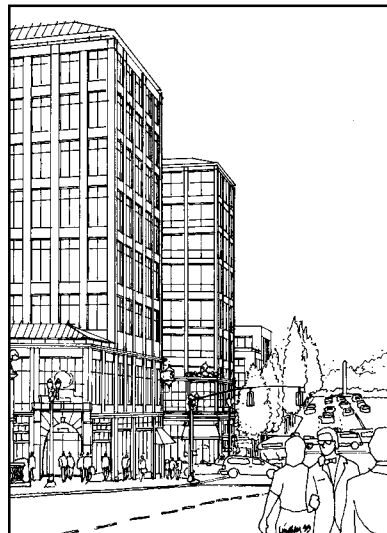
- *New development along the street should be comfortable, safe and attractive to customers.*
- *Provide more ways to make the neighborhood more “people friendly” such as fountains, trees, better walkways, bike paths, storefronts and the arts.*
- *Do not simply create an identity, change the entire identity. The Northwest Natural Gas development in Northwest Portland is an example.*
- *Create an image as part of the “Gateway” that represents the unique character of the Central Eastside and reflects the mix of industry, workers, people, and the arts which are growing and prospering. Communicate how the East and West side of Portland relate to one another, what is distinct about each side, and how they serve one another. Join each side of the city but maintain the distinct quality of each. An example might be an emblem that reflects the central eastside which could be included in the Gateway design to help communicate the vision, a mix of commerce, people and culture.*



Buildings of 4 to 8 stories are envisioned at 12th and Burnside and at the west end of the corridor at Martin Luther King Jr. Boulevard and Grand Avenue.



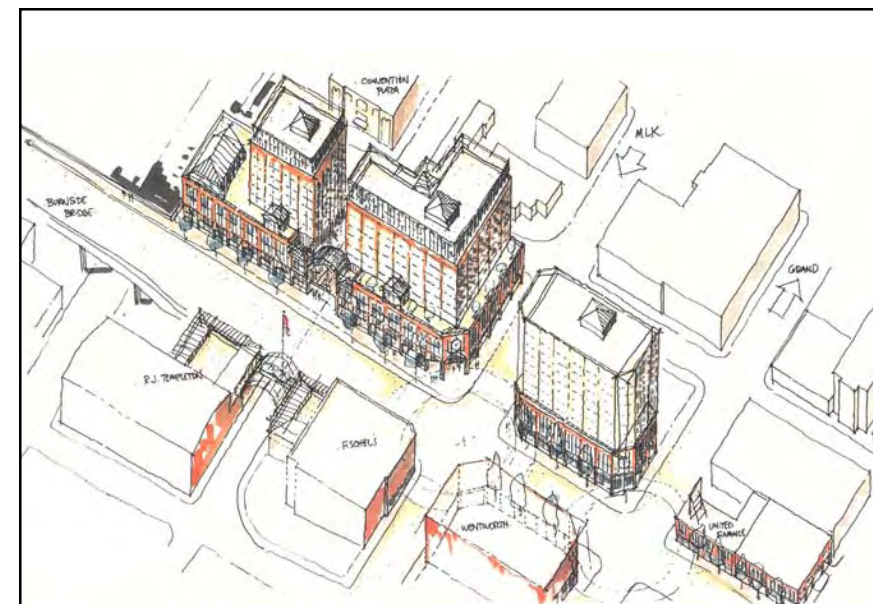
Opportunities for infill adjacent to existing classic buildings are plentiful. New developments should complement Burnside’s architectural heritage.



View looking east on Burnside from 2nd Avenue.



This view of Willamette Street in Eugene exemplifies the scale and adjacency of classical and modern architecture envisioned on Burnside. Brick will provide a unifying material that will create continuity, linking the existing older buildings with future developments.



Concept sketch of 10 to 12 story buildings on Burnside at Grand and Martin Luther King Jr. Boulevard.

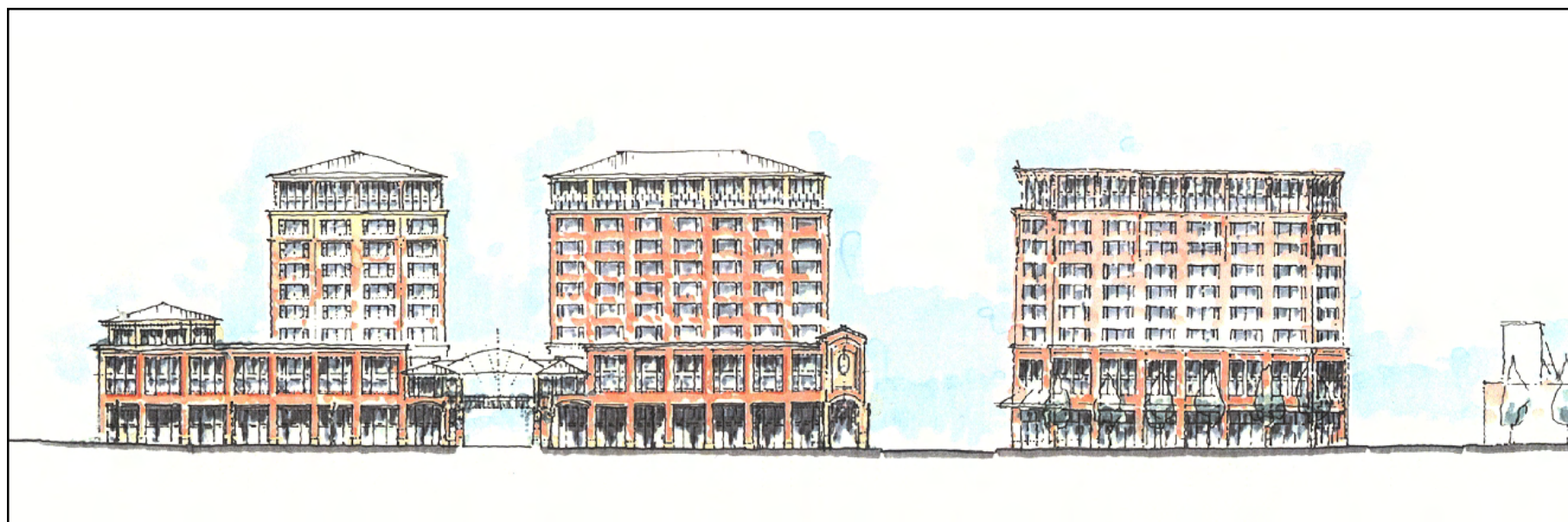


Architecture can create a sense of gateway by accenting building corners with enhanced facade lighting.

- Develop the Central City Gateway at the Burnside Bridge head.
 - ~ Exploit views to the river and downtown.
 - ~ Wait for the right development for Block 76.
 - ~ Replace the Benson four bowl fountain at Grand and Burnside that was removed.
- Emphasize commercial and office developments that create jobs and identity.
- Focus on large corporate tenants and employers where possible, to create a magnet for investment.
- Create a balance of jobs, housing, retail and office in the CEID which is critical to improving lower Burnside.
- Provide for a mix of retail and housing. Retail would set the tone and bring people to the area.
- Provide for a balance of housing types.
- This area provides a great potential for cultural growth. One of the strongest catalysts for change has been the arts.



Building facade lighting accents architectural details and enlivens the street.



While many Steering Committee members thought that tall “signature” buildings would create a distinctive gateway to the Eastbank area it was recognized that market conditions, transportation and availability of parking would influence the ultimate height and scale of architecture. The existing 200 foot height limit and 9:1 Floor Area Ratio regulations were preserved to enable maximum build-out. The above illustrates building heights of approximately 150 feet.



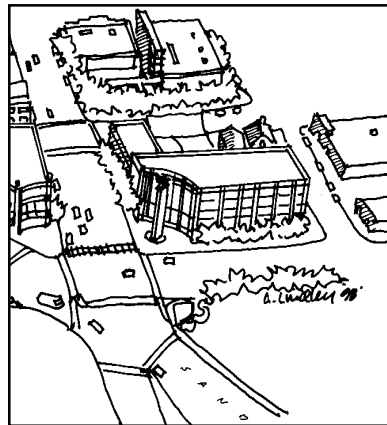
Sidewalk width will be 15 feet from face-of-curb. Bay windows, overhangs and building extensions above the first floor can increase floor area and contribute to the distinct character of the street.

Project Mission and Goals

The mission of this project is to develop an implementable vision for Burnside area business and property owners and tenants that creates a place that is attractive to major corporate employers and is supported by a mix of uses including retail, housing, commercial and transit. The project goals are as follows:



Burnside looking east with a vacant parcel at the corner of 12th and Burnside.



Buildings can help frame the gateway to the Eastbank at Burnside. Public art or special features can add to the character and history of the place.

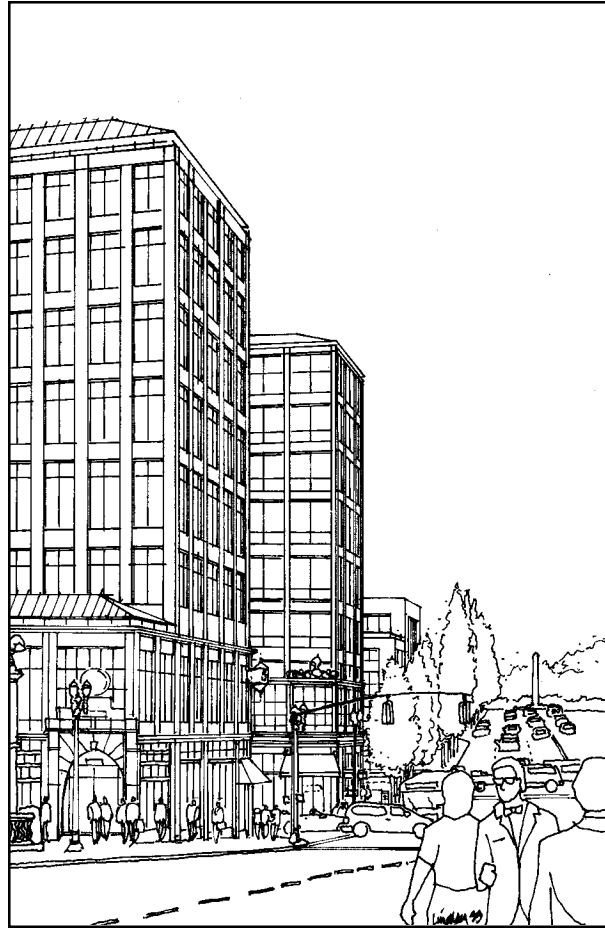
- The plan should set a benchmark for what will happen on the Eastside.
- Use the redevelopment of Block 76 and the plan as an attractor for investment. Make the area more pedestrian friendly. Address how foot traffic from each side of the river can help to restore the Burnside Bridge as a beautiful place.
- Look at the entire street and how existing businesses can move up to a higher standard.
- Investigate higher development densities, with a mix of uses including housing and jobs.
- Goal of Central Eastside Industrial Council (CEIC):
 - ~ Support Industrial Sanctuary
 - ~ Support jobs and growth
 - ~ Support existing businesses
 - ~ Transition between Lloyd District and the Central Eastside Industrial District (CEID) with a mix of uses including housing and retail
- Realize potential and develop a gateway to Downtown.
- Investigate the potential to complete storefronts to form a distinct building line on both sides of Burnside.
- Capture the unrealized potential of lower Burnside.
- Investigate the Central City Streetcar route.
- Create an identity for the area.
- Study parking demands and create a parking strategy.
- Outline development opportunities for the entire 12 blocks.
- Solve the on-street “people” problem.
- Create a people-friendly security program similar to the downtown system.



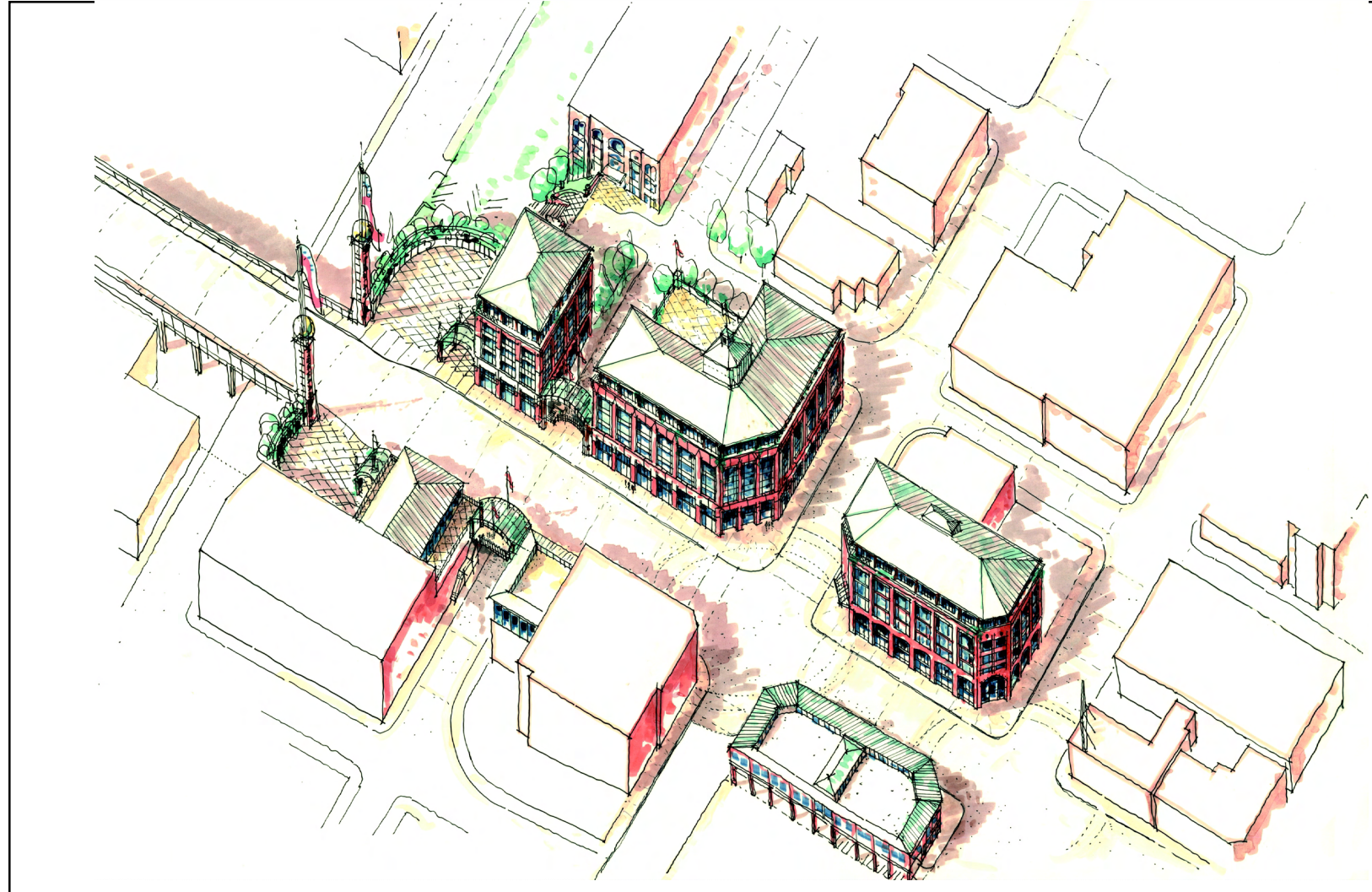
Burnside at Martin Luther King Jr. Boulevard looking east with the PDC's Block 76 in the left-hand foreground.



Burnside looking east with R.J. Templeton and Fishel's furniture in the foreground.



During the process the Steering Committee explored maximum densities along the corridor and recommended preservation of the existing 200 foot height limit and 9:1 Floor Area Ratio in the west gateway area at Martin Luther King Jr. Boulevard and Burnside.



Concept sketch of the west gateway at Martin Luther King Jr. Boulevard and Burnside.

WaterLeaf

Process

A group of local property owners asked for help in revitalizing the Lower Burnside area. With assistance from the Portland Development Commission (PDC), a steering committee began meeting to discuss issues and strategies for attracting new businesses and development to Burnside. The PDC also purchased three quarters of Block 76 at Burnside and Martin Luther King Jr. Boulevard. The steering committee was asked by the PDC to envision the future for Block 76.

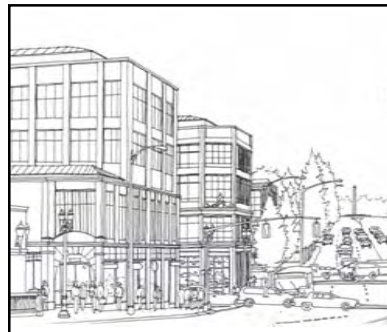
The committee’s vision expanded the study area from Block 76 to an area stretching from SE 2nd Avenue to SE 12th Avenue between Couch and Ankeny.

All of the property owners within the project boundary were invited to participate. Over six months, during bi-weekly meetings, the committee prepared a vision, design guidelines, a list of actions and an implementation strategy. One-on-one interviews with more than 10 property owners in conjunction with a public open house helped to confirm the committee’s work and gain consensus among the participants.

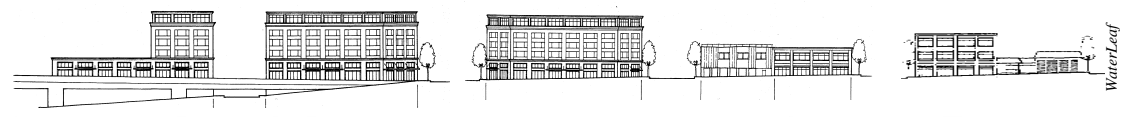
Development and Redevelopment Opportunities



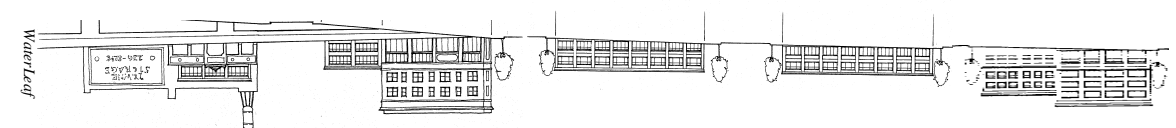
Sketch looking east with Burnside at center.



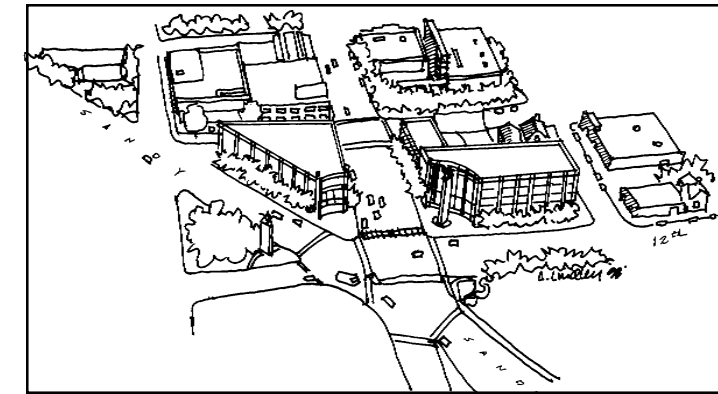
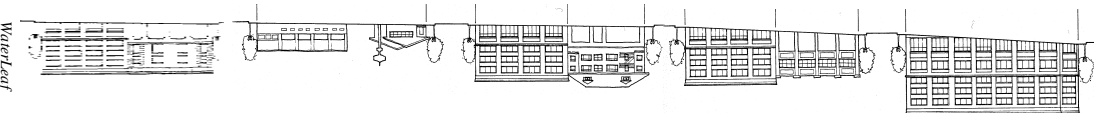
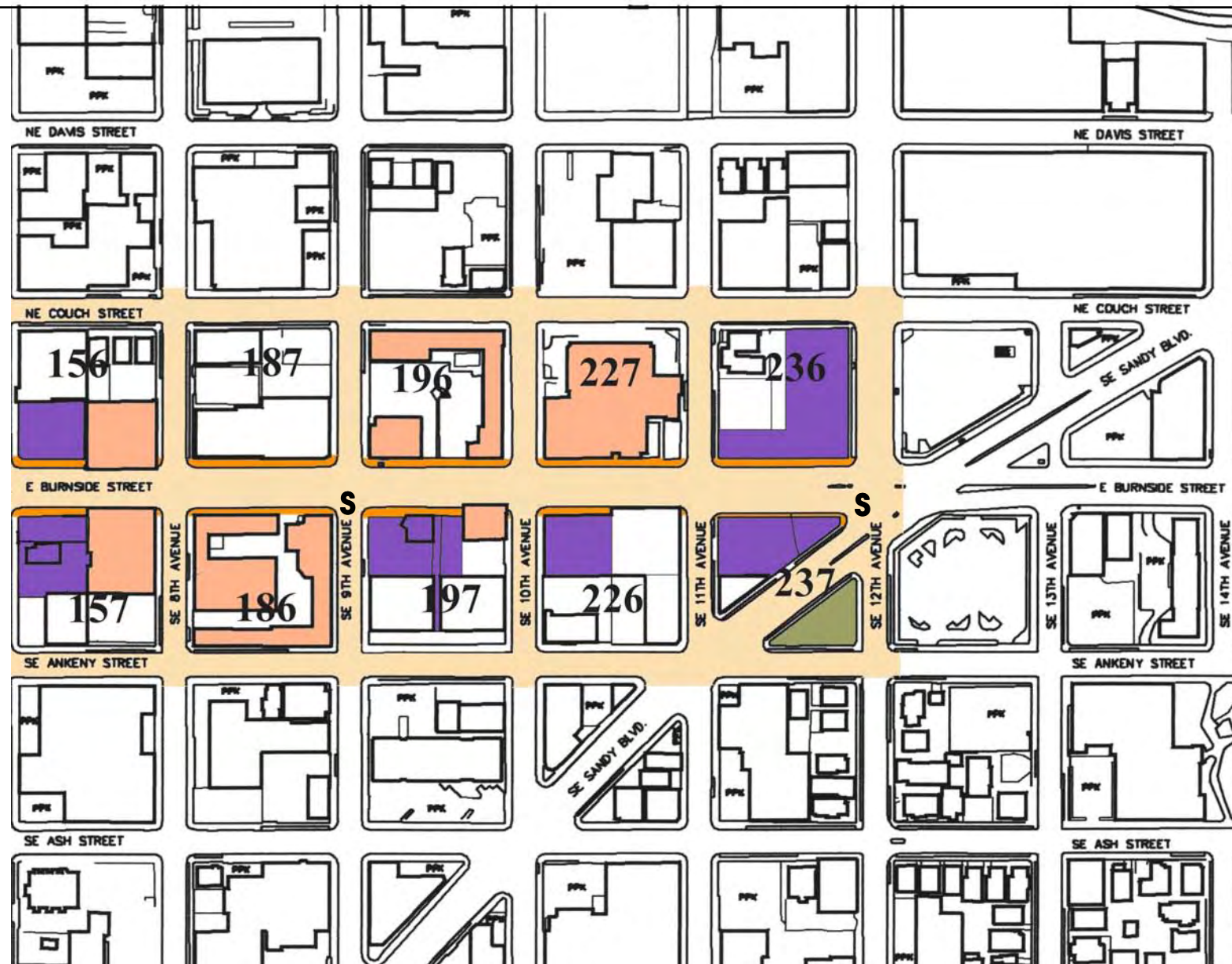
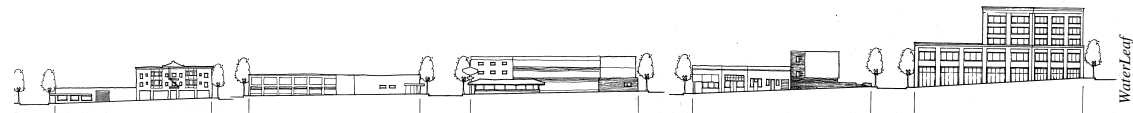
Concept sketch of Block 76 looking east on Burnside.



WaterLeaf



WaterLeaf



Sketch of east gateway looking west.



South concept elevation on the north side of Burnside between 11th and 12th Avenues.

Legend

PDC Block		76
New Development		S
Rehabilitation		156
Streetscape		S
Open Space		NC
Project Area		S
New Commercial		156
Traffic Signals		S
Block Number		156
Existing Signals		S

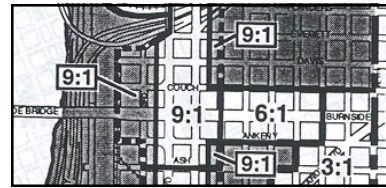
LAND USE

The Central City Plan designates Lower Burnside as a Central City Gateway and the Burnside Bridge head as a District Gateway. The 1991 Special Design Guidelines for the Central City's Central Eastside District describe the qualitative aspects of new and redevelopment projects. This means that all new projects are subject to design review by the Portland Design Commission. The Central City Plan includes a Comprehensive Plan amendment that created an Employment zone (EXd) between SE Ankeny and NE Couch from mid-block between 2nd and 3rd Avenues to 12th. This zone requires an emphasis on employment uses while allowing other uses such as retail and housing.

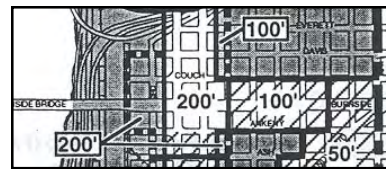
Issues

Some of the issues that have hampered change along Lower Burnside are not exclusive to this area. The transient population, for example, that many feel detracts from retail viability, is on both sides of the river. More comprehensive actions may be necessary to find balance between transients and retail business growth. The committee asked, will the transients go if we make improvements?

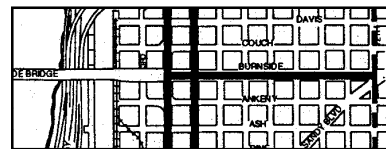
Another example is traffic volume and congestion. Casual observation suggests that traffic dominates street life and is out of balance with other on-street uses. Some committee members point out that restricted left turns on Burnside force drivers to use local streets for arterial access. They also point out that restricted left turns detract from driver's ability to access local businesses. High volumes of traffic can be good for retail and employment uses if access is provided and suitable space is available for pedestrians and on street activities. Along with better access many committee members suggest that adequate on and off-street parking be created to attract employers and shoppers.



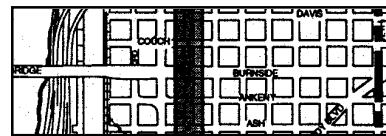
Floor Area Ratios



Building Heights



Required Building Lines



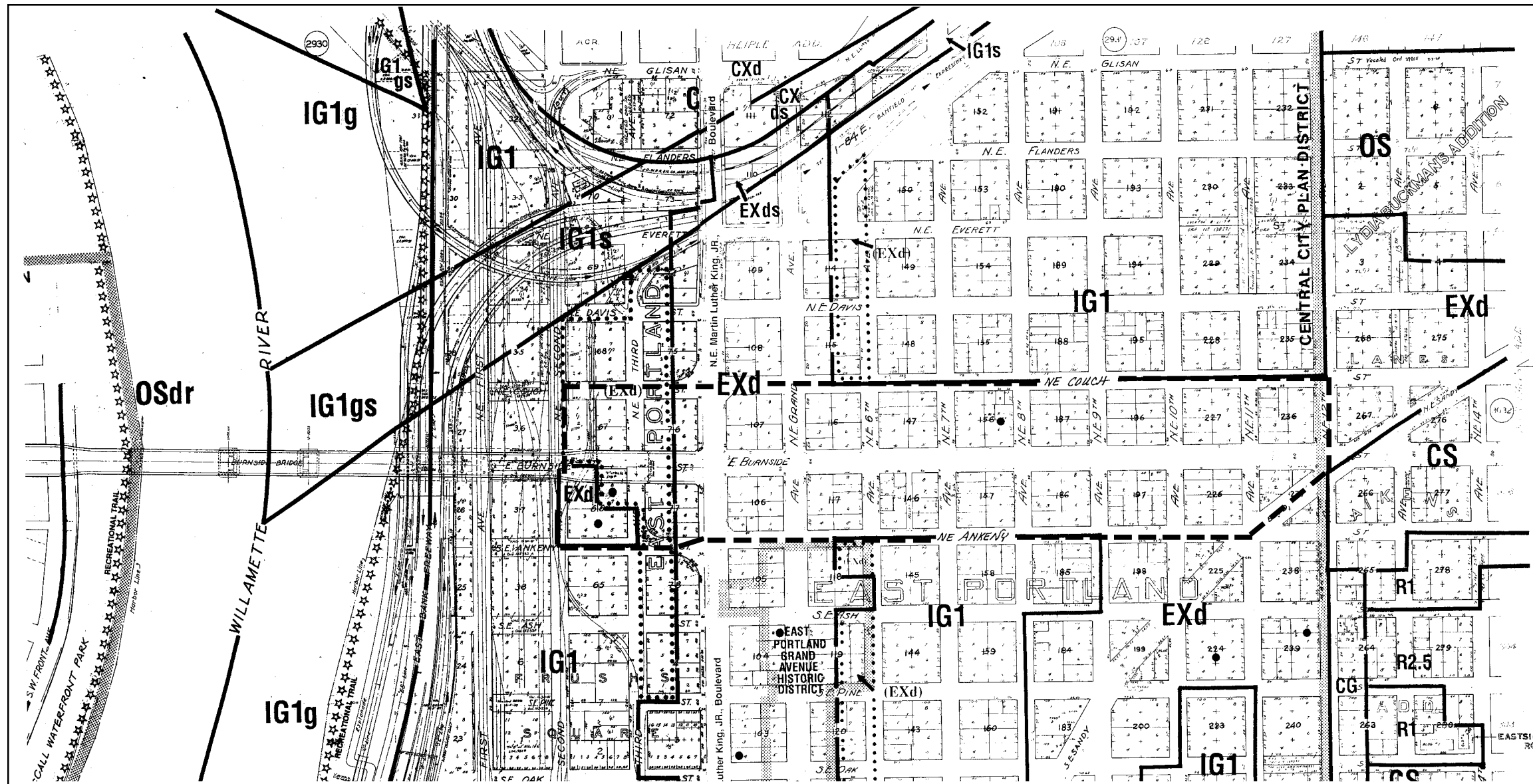
Active Building Use Areas



Parking Access Restricted Streets



Burnside looking east.



Map of existing zoning.

Legend

- Project Area
- Central Employment Zone EXd
- General Industrial Zone IG-1
- Commercial Storefront Zone CS

HISTORY

In 1861, James Stevens platted an area on the east bank of the Willamette River that included lands bounded by Glisan Street, First Avenue, Hawthorne Boulevard and the river. Later, in 1870 this area became the incorporated City of East Portland. At this time Burnside's dirt track stretched east from the banks of the Willamette River. East Portland and Albina merged with the City of Portland in 1891.

Swamps and sloughs separated the river's shoreline from upland properties. Most early development west of Grand Avenue occurred on fill or wharves. Grand Avenue at this time divided the waterfront industrial uses from the predominantly residential and agricultural uses to the east. The Morrison Street and Hawthorne Boulevard Bridges linked east with west providing streetcar and automobile connections between downtown and the east side.

As Portland's prosperity grew during the 1880's and 1890's five bridges were built. The Burnside Bridge became the fifth crossing of the Willamette and the last Portland bridge to be built in the 19th century. Businesses built up along both sides of Burnside serving waterfront workers and local residents. Streetcars provided regular service on Burnside, Grand and Union (now Martin Luther King Jr. Boulevard) connecting neighborhoods and businesses.

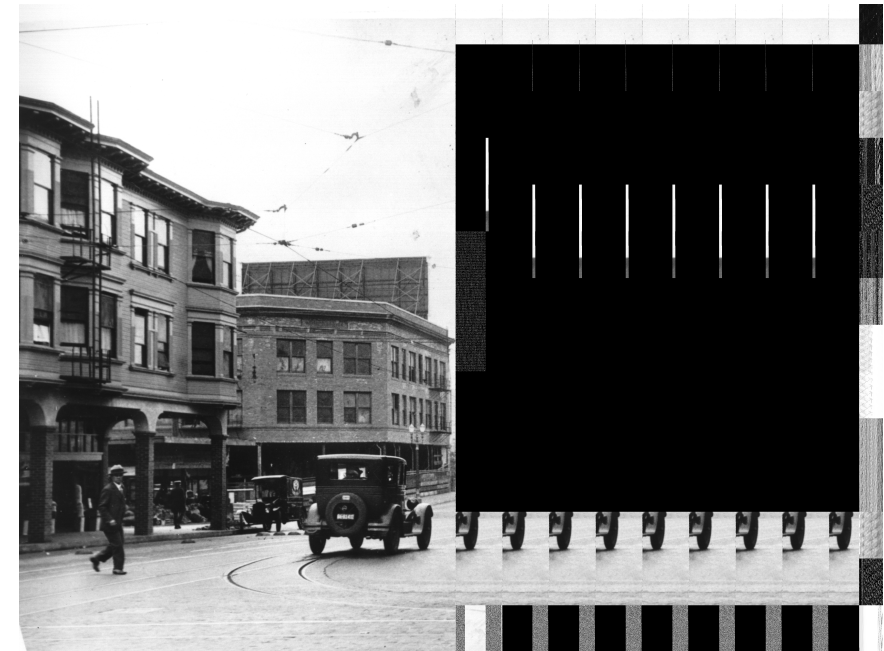
Brick and wood frame buildings lined Burnside, however, none of the first or second generation architecture of the 19th century exists today. Just after the Lewis and Clark Exposition, in 1909 the Washington Masonic Hall was built at 722-738 E. Burnside Street. It is on the City of Portland Historic Resource Inventory. Perhaps typical of this period, the building is considered Streetcar Era Commercial style with a flat roof and patterned brick construction. Originally, the building's storefront at street level met the sidewalk at the building line. However, in 1927, with the reconstruction of the Burnside Bridge and subsequent widening of Burnside Street it was modified to include an arcade.



Looking east on Burnside in the 1940's with the R.J. Templeton building in the right foreground.



Looking north on Martin Luther King Jr. Boulevard at Burnside in the 1930's.

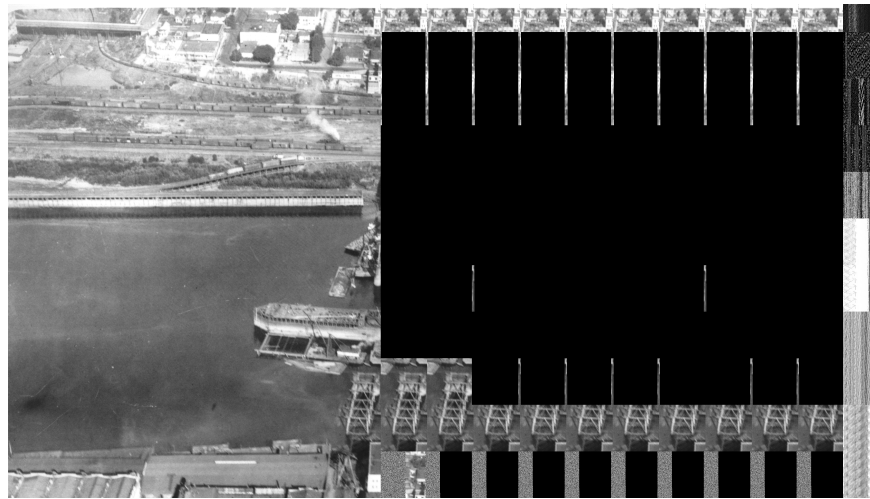


Burnside in the early 1930's showing building modifications resulting from the street widening. Arcades were created under existing buildings along both sides of Burnside to accommodate relocated sidewalks, new travel lanes and parking.



1940's at Burnside and Martin Luther King Jr. Boulevard..

OrHI 71332



Demolition of the old Burnside swing bridge began in 1924.

OrHI 98814

Another later building on the City's Historic Resource Inventory, also modified with an arcade for the 1927 street widening, is the Mattisonian Apartments at 612 E. Burnside Street. Like the Masonic Hall of 1909, it too is brick construction with a flat roof.

The landmark Towne Storage building at 17 SE 3rd Avenue also on the Historic Resources Inventory reflects the industrial character between Grand and the river. It was built in 1915 by O. E. Heintz in the Brick Utilitarian style warehouse with cast stone decorative capitals on top of structural piers and ornaments at the center of each spandrel.

Another Washington Masonic Lodge was built in 1922, about at the beginning of the Burnside Bridge reconstruction project. It is located at 17 SE 8th Avenue and is considered Twentieth Century Classical with red decorative brickwork and geometrically patterned wood sash windows. Like the other buildings mentioned above, it is on the City's Historic Resource Inventory.

In the early 1920's voters passed a bond issue that included funding for rebuilding the Burnside Bridge. The new bridge carried streetcar rails for the Portland Traction Company and improved access for automobiles. Upon its completion in 1926, one could purchase a new Ford Roadster for about \$460 and Portland's population exceeded 250,000-nearly 180 times the City's population when Burnside Street was first platted.



Towne Storage building on the upper right.



By 1926 the new Burnside Bridge was nearing completion. The draw bridge tender's tower and streetcar system are shown here in the foreground.

OrHI 98812



The Bridgeport Hotel and block 76 at dusk in 1968.

OrHI 98815

GUIDELINES

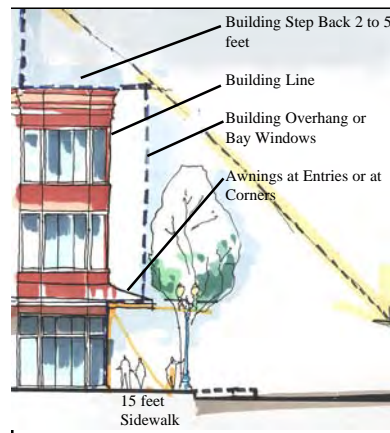
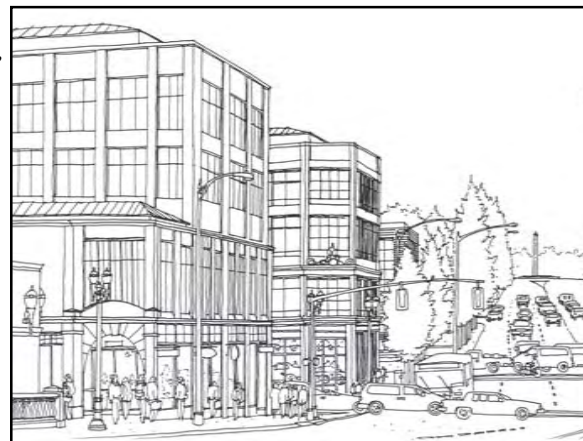
Special design guidelines for the Central Eastside District are part of the *Central City Plan* and *The Central City's Fundamental Design Guidelines*. This Plan and Vision are consistent with the adopted *Special Design Guidelines* for the Design Zone of the *Central Eastside District* of the *Central City Plan* with two exceptions.

The *Eastbank at Burnside Redevelopment Plan* would change the emphasis of “A5-1 REINFORCE THE EFFECT OF ARCADED BUILDINGS FRONTING ON EAST BURNSIDE STREET.” The Vision and supportive building design guidelines ask that a continuous building line along both sides of Burnside be created. Ground-level floor to ceiling heights shall be 15 feet minimum.

Because of restricted on-street parking on Burnside and lack of public parking along the corridor, Special Design Guidelines “B3-1 REDUCE WIDTH OF PEDESTRIAN CROSSINGS”, should be applied on a case-by-case basis.

The top priority for the Eastbank at Burnside Redevelopment Plan is to attract commercial and employment uses to new developments and rehabilitated existing buildings. An ideal first phase redevelopment project would have a corporate signature building on Block 76 with other complementary adjacent developments on blocks 67 and 106. The redevelopment strategy also includes rehabilitation and expansion of blocks 66 and 67. Support uses include ground floor retail and market rate housing.

The concept sketch of development on Block 76, shown in the foreground, illustrates the effect of new development on Burnside and Martin Luther King Jr. Boulevard. New development and rehabilitation on adjacent blocks will add to the vitality and help change the character of the area.



Proposed design guidelines.



Building lighting in storefronts and on facades helps enliven the night and implies that people are present.

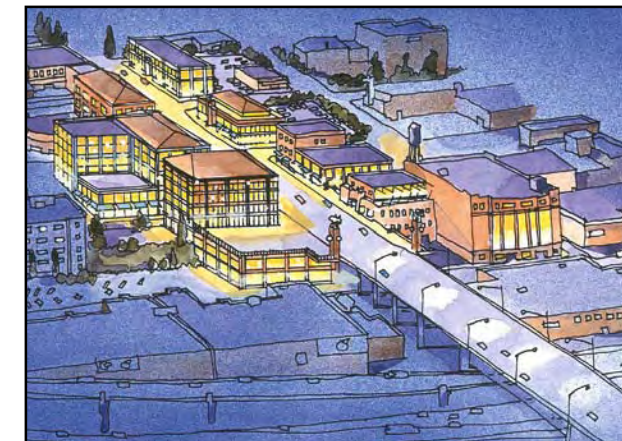
Building step-backs set the main shaft of multi story buildings back from the building line above the second or third floor. By stepping the building, the building scale is preserved which maintains the human scale of the street. It also allows sunlight at the ground level and reduces the “canyon” effect.

Bay windows and overhangs are encouraged to extend over the sidewalk area up to 5 feet. New developments are required to provide a 15 foot wide sidewalk measured from the face of curb. Bay windows and overhangs above the ground floor level allow greater developable gross square footage and provide weather protection.

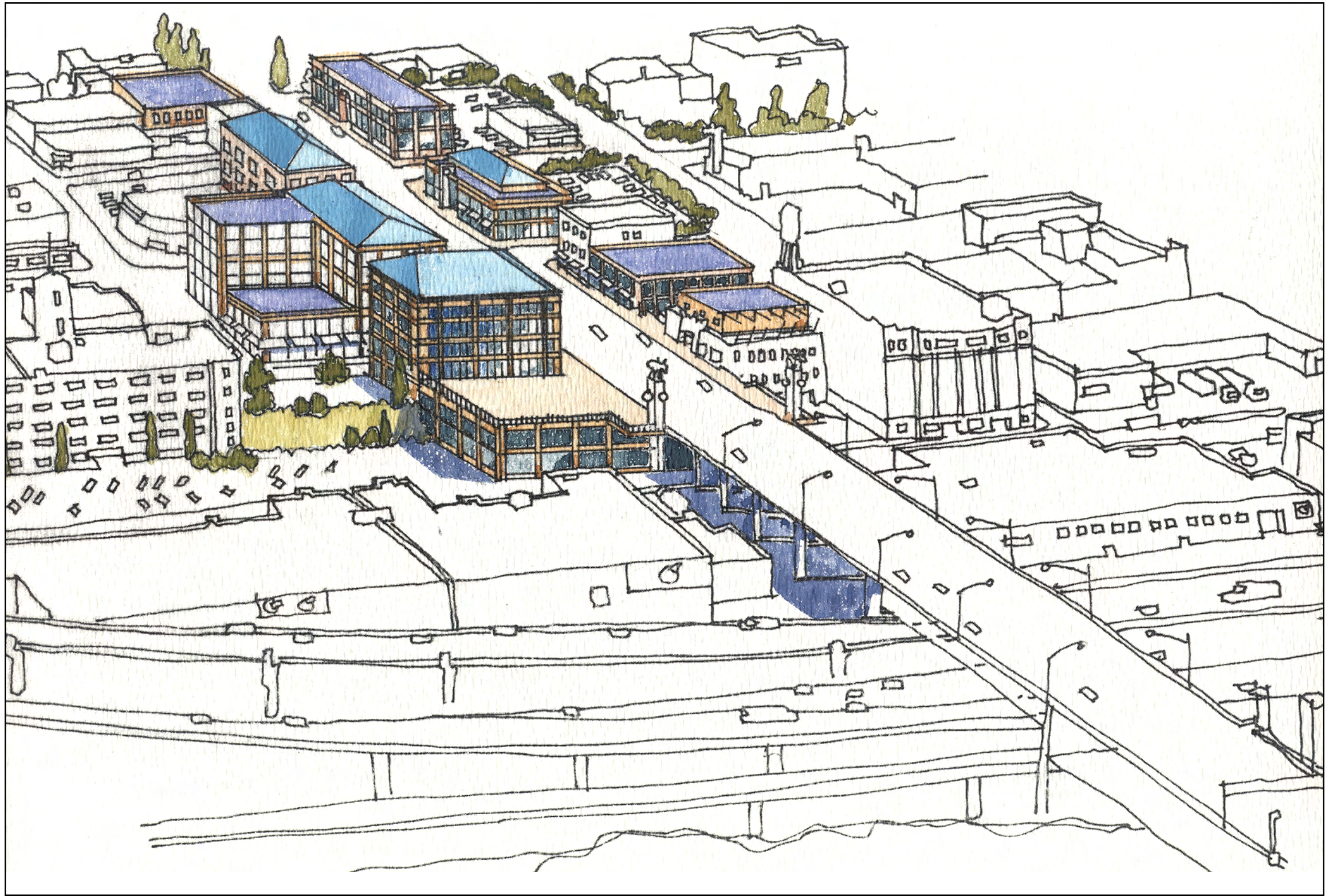
Awnings are encouraged at building entries and corners. Continuous awnings are not required; however, weather protection should be integrated into the building architecture.

Building façade lighting is encouraged and should highlight or accent architectural features such as pilasters, columns, cornices and entry porticos. Window display lighting enlivens the street level and pedestrian environment. Specialty display lighting is encouraged at all storefront locations.

It is desired that building materials should include steel, glass and brick. Brick should be used as an element of continuity, reflecting the history of Burnside while allowing flexibility for design creativity.



Concept sketch showing the west gateway at night.



West gateway concept sketch.

OPPORTUNITIES

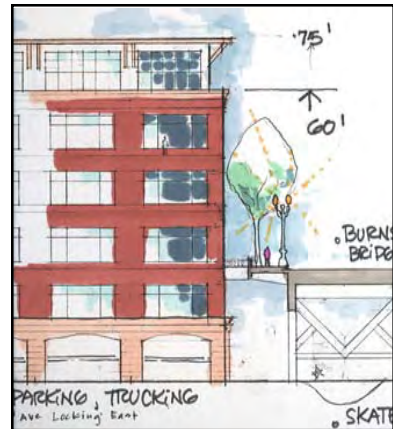
Development

Development and redevelopment opportunities exist on several blocks along Burnside. Block 76 is recognized as the first priority and is expected to set a standard for subsequent development. The south edge of Block 67 is also recognized by many stakeholders as another opportunity for near-term new development. The development area on Block 67 is narrow. Part of the developable area is located under the Burnside Bridge reducing the usable lot width to approximately 75 feet or 7,500 square feet. Block 67 is an integral component to the gateway concept and redevelopment strategy for Burnside. Part of Block 67 is owned by Multnomah County. The Portland Development Commission is actively seeking to purchase the property to create a mixed-use signature gateway development. This development would complement block 76 and help create a “critical mass” that would be sufficient to fuel change in the corridor.

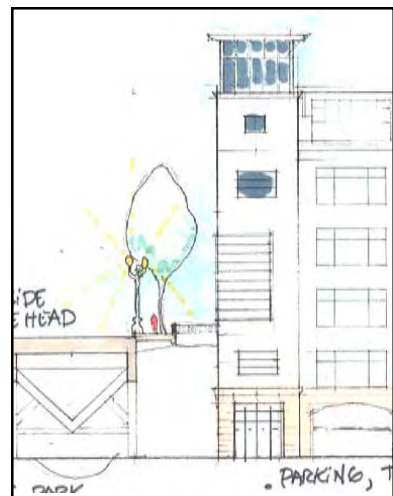
Efforts to encourage new development should focus on the six block area between 2nd and 6th Avenue along Burnside. Another opportunity area for near term development is at Burnside and Sandy on the south side of 12th Avenue. Other development opportunities may arise on other vacant or underdeveloped parcels between 6th Avenue and 11th Avenue.

Employment and Commercial Development

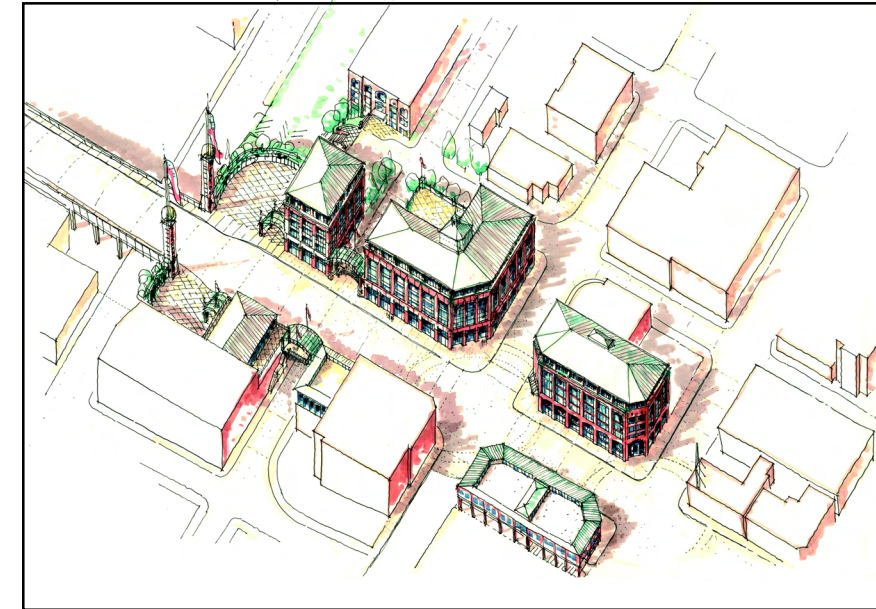
Burnside at Martin Luther King Jr. Boulevard and Grand Avenue is recognized as the focus of the corridor and gateway to the Central Eastside District (CED). This eight block area is predominantly zoned EXd with a 9:1 Floor Area Ratio (FAR) and an allowed 200 foot building height which provides flexibility for high density mixed use developments. However, Blocks 66, 67, 76 and 77 contain General Industrial (IG1) zoning designations which limit development potential. A Comprehensive Plan amendment that would rezone the above IG1 parcels to EXd would create full block single zoning and enable greater flexibility for development.



There is an opportunity to develop levels of structured parking below the Burnside Bridge elevation on Block 67 (the Bridgeport site) adjacent to the skate park.



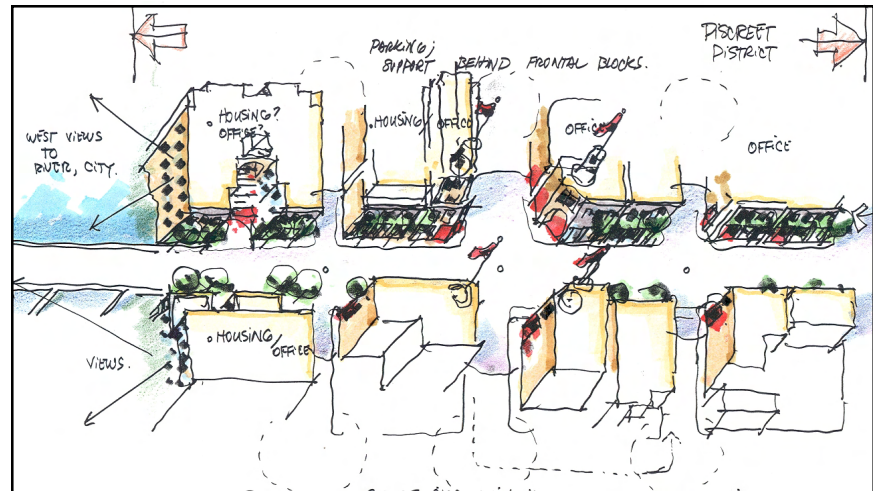
New commercial buildings should create a gateway to the Eastbank while taking advantage of the expansive views in all directions.



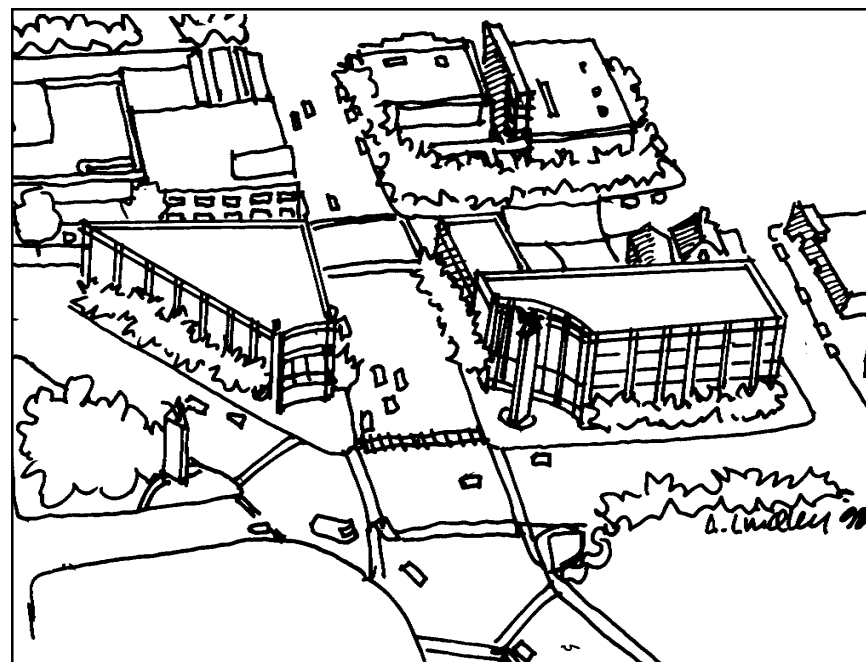
Block 76, at center, is envisioned as the first priority but most stakeholders felt that Block 67 (the Bridgeport site) is an integral component to creating a “critical mass” to cause change in the corridor.



New and redeveloped parcels and blocks would face Burnside.



Concept plan diagram of the west gateway at Martin Luther King Jr. Boulevard, Grand Avenue and Burnside.



A development concept for 12th and Burnside gateway.

Central Employment (Ex) zoning allows mixed-use projects intended for industrial, business and service uses that need a central location in the City. Consistent with the Vision residential development is allowed, but would be secondary to employment and commercial uses. However, the predominant character of Burnside would reflect commercial and corporate office uses with active retail at the ground floor.

Residential Development

A goal in the Central City which is consistent with the Metro 2040 Growth Concept is to accommodate 15,000 new housing units within the next 40 years in the Central City. The Eastbank at Burnside can contribute to the housing goal by including a residential component in mixed-use developments. A variety of market rate housing types are encouraged to meet employment needs of the Central Eastside District.

Views of the Willamette River and Downtown are spectacular from the Eastbank and in particular from properties at the east end of the Burnside Bridge. Building heights of 200 feet enable housing development on top of existing buildings and new developments. Building height modifications for the four blocks at Sandy and Burnside would raise the height from 60 to 100 feet to take advantage of the rising topography and create more opportunities for westerly views. Locating housing on the top floors of existing buildings and new projects is encouraged.



Conceptual building elevations looking north at the 12th and Burnside gateway.



Housing could occur on upper floors of new developments or on top of existing buildings.



Rehabilitation of existing residential buildings can enhance the street.

Traffic

The highest concern among stakeholders was the volume of peak traffic. However it was understood that relocating or diverting Burnside, Martin Luther King Jr. Boulevard and Grand traffic was highly unlikely. It was recognized that high volumes of traffic are not necessarily negative but provide visibility that supports retail and commercial trade. These streets are not only Major City Traffic Streets and are classified for all modes of transportation but are also part of the State highway system. All three streets are integral for access to the regional interstate highway system and serve local shipping and interstate transportation of goods and services.

Burnside precludes on-street parking during the day time hours of 6:00 am to 7:00 pm which is coincident with normal commercial and retail business hours.

It was also recognized that the Burnside, 12th and Sandy intersection could be reconfigured to improve traffic flow and create a distinct gateway to the Central City.

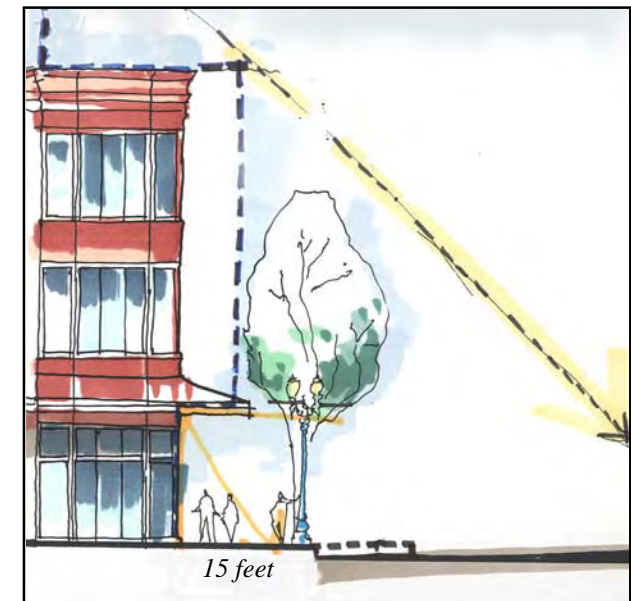
Better access at Burnside, Grand and Martin Luther King Jr. Boulevard intersections was unanimously cited as a way to increase retail and commercial business. Currently, left turns are prohibited at both intersections. Many stakeholders felt that left turns allowed during off-peak hours would improve access to many of the existing commercial and retail businesses. Left turns at these intersections would also improve the likelihood of new businesses locating on Burnside.

Transit

Burnside and Grand are Major Transit Priority Streets and Martin Luther King Jr. Boulevard is a Transit Access Street. It was felt that while transit access is adequate, the Central City Streetcar would benefit development in the corridor. Central City Streetcar plans include connections to Burnside via 7th and 9th Avenues which would extend from the Lloyd District.

Streetscape

Most of the sidewalks are in poor condition. Many curbs have minimum exposure and the corridor lacks street trees. Sidewalks must be built to 15 feet from “face of curb”. Special scoring, street trees, tree grates and ornamental street lighting would be a first step to improving the corridor. Improvements could be incremental with new development or a complete project from 3rd to 12th Avenues.



Sidewalk areas would contain street trees with tree grates and twin ornamental street lights at corners with cobra head fixtures at mid-block. Use a “deep bit” groove, 3 foot by 3 foot scoring pattern with no “shiners”.

Pedestrians and Bikes

Today, the Burnside corridor is out of balance favoring through traffic over local access and bicycle and pedestrian modes of transportation. Consistent with State and City policy, this plan requires 15 foot wide sidewalks, measured from the face of curb along both sides of the study corridor. This will not cause modifications to existing developments but will require that new developments comply with this setback policy.

Enhanced connections to the Eastbank Esplanade are encouraged.

Parking Strategy

A parking inventory identified spaces on side streets and loading zones. On-street parking is available on both sides of Burnside before 6:00 a.m. and after 7:00 p.m. The lack of on street parking during the day limits the type and quantity of retail activity in the corridor. While offices and other commercial businesses may not rely solely upon on-street parking, the use of on-street parking can result in lower building parking ratios.

Office and commercial development density relies on the quantity of available off-street parking. To create a continuous building line and because Burnside is an “Access Restricted Street”, surface off-street parking would likely occur on Ankeny and Couch. Shared parking would be encouraged. Shared parking is where private parking facilities are used for public or residential purposes in off-hours. By sharing parking facilities, the overall quantity and ratios can be reduced.



Parking will be a significant factor in the type and density of new development that would occur along Burnside.

Storefront Improvement Program

The Portland Development Commission provides a building enhancement program for qualified property owners. Within the redevelopment plan area the PDC offers a storefront improvement matching grant that provides up to \$15,000 for property owners to make building facade improvements. The grants help pay for refurbishing building facade materials, installing specialty lighting that highlights architectural features, paint, signage, windows and interior window display space. Specific information and applications are available through the PDC.



Front-lit signage with raised letters.



Improved awnings with integrated signage and window displays enhance building and street character.



Accent lighting on architectural detail highlights storefront improvements.



Combined overhead, signage and storefront lighting provides a bright and attractive place for shoppers and pedestrians. Light paint color with darker accents on trim and architectural details increases reflectance while creating a visually interesting environment.



Special lighting fixtures, awnings, windows and signage combine to enhance storefronts.

Underground District

The Special Design Guidelines, “A5-3 PLAN FOR AND INCORPORATE UNDERGROUND UTILITY SERVICE” supports stakeholders desire for underground utilities on the Burnside corridor. Most east/west running overhead utilities are in underground facilities or were relocated to other streets. However, the street light system is served overhead.

A significant number of overhead utilities cross the corridor on nearly every east/west street. Burnside from 12th Avenue to the bridge and beyond is a significant view corridor. The east/west overhead utilities interfere with sight lines to the west and detract from the visual quality of existing architecture and future projects.



Nearly all overhead utilities have been removed from Burnside from east to west. However numerous overhead services cross the street from north to south.

ACTION CHART

• Implement Parking Strategy.	PDC, CEIC PDOT, ODOT
• Evaluate full time on-street parking.	PDOT, ODOT PDC
• Change IG1 to EXd on blocks 66, 67, 76 and 77.	PDC, CEIC
• Change building heights from 60 feet to 100 feet on blocks 226, 227, 236 and 237.	PDC CEIC
• Investigate off peak left turn signal on Martin Luther King Jr. Boulevard and Grand at Burnside.	PDOT CEIC
• Provide a traffic signal at 7 th Avenue and Burnside.	PDOT CEIC
• Improve the Burnside streetscape with twin ornamental street lights, street trees, tree grates and special concrete scoring patterns.	PDC CEIC
• Assemble properties on Block 67 for development.	PDC
• Issue a Request for Proposal to potential developers for Block 76.	PDC
• Locate and reinstall Benson fountain	PDC, BOM
• Investigate creating an underground utility district.	PDC CEIC
• Conduct an analysis of the feasibility of the west gateway at 12 th and Sandy.	PDC
• Investigate billboard removal program. (Consider with underground utility district formation.)	PDC CEIC
• Support CPAC's efforts and seek to increase police foot and bike patrol.	PDC CEIC
• Support CEIC's effort to form a Business Improvement District (BID) for a Clean and Safe program.	PDC CEIC
• Install a west side pedestrian crossing at Burnside and MLK.	PDC, PDOT ODOT
• Acquire and assemble land to realize the plan and vision.	PDC CEIC

IMPLEMENTATION STRATEGY

TASKS/PROJECTS	FUNDING
ONE YEAR COMPLETION	
• Zoning amendments - west end, Blocks 66, 67, 76, and 77.	Public/Private
• Zoning amendment - R. J. Templeton, Block 66.	Public/Private
• Zoning amendment - Fishels, Block 77	Public/Private
• Zoning amendments - east end Blocks 226, 227, 236 and 237.	Public/Private
• Assemble Block 67 (Bridgeport)	Public
• Block 76 RFP	Public/Private
• Transportation analysis and implementation	Public
• Traffic signals (one phase)	Public/Private
• Parking strategy	Public
• Burnside street improvements	Public/Private
• Fountain reinstallation	Public
• Pedestrian improvements at 12th Ave.	Public
TWO YEAR COMPLETION	
• Underground District	Public/Private
• Safety and security (Clean and Safe Program)	Public/Private
• Business Improvement District	Private
FIVE YEAR COMPLETION	
• Billboard removal plan	Public/Private
• Acquire key parcels	Public/Private

NEXT STEPS

The Eastbank at Burnside Redevelopment Plan is consistent with the Central City Transportation Element and implements the various applicable Central Eastside Actions and Policies. There are four Next Steps that implement the corridor Vision which include traffic analysis, and a parking strategy.

Following adoption by the Portland Development Commission and acceptance by the City Council of the Lower Burnside Redevelopment Plan, the Portland Development Commission should undertake the following actions:

Land Use

- A. Implement a zone change from IG1 to EXd in compliance with the Comprehensive plan for Blocks 66, 67, 76 and 77.
- B. Implement a change to the zoning code to change the building heights from 60 feet to 100 feet for blocks 226, 227, 236, and 237.

Development

- A. Work to assemble properties on Block 67 for development and redevelopment.
- B. Issue a Request for Proposal to potential development that concurs with the planning document for Block 76.
- C. Acquire and assemble other key parcels.

Transportation

- A. Develop a strategy for creating additional public parking and management of public and private parking resources including but not limited to shared parking. Investigate implementation to reduce employee-parking demand including car/van pools, shuttle vans and transit incentives.
- B. Work with property owners to conduct a traffic analysis to determine full time parking feasibility of the north and south side of E. Burnside Street.

- C. Conduct a traffic and signal analysis to install off peak left turn signals at E. Burnside Street at Grand Avenue and M.L.K. Jr. Boulevard. Identify funding sources for signal and signage installation. Also analyze and install a signal at SE 7th Avenue and E. Burnside Street.
- D. Conduct a transportation analysis of the E. Burnside Street, Sandy Boulevard and 12th Avenue intersection to determine the feasibility of developing a gateway to the central city and a round-about to reduce traffic conflicts and congestion.

Streetscape and Urban Design

- A. Continue the current improvements on E. Burnside Street from 6th to 12th Avenue with cast iron twin ornamental streetlights, street trees, tree grates and other pedestrian improvements.
- B. Work with the Bureau of Maintenance to locate and reinstall the Benson four-bowl bubbler water fountain at its historic location near the southwest corner of Grand Avenue and E. Burnside Street.

Safety and Security

- A. Work with the Central Eastside Industrial Council to support CPAC's efforts to increase foot and bicycle patrols.
- B. Work with the Central Eastside Industrial Council to support efforts to form a Business Improvement District (BID) for a Clean and Safe Program.

For additional information and continued involvement, contact:

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