



CENTRAL CITY 2035

# Central City 2035 Subdistrict Profiles

**Public Review Draft**

May 2010



City of Portland Bureau of  
**Planning and Sustainability**

Sam Adams, Mayor | Susan Anderson, Director



**Portland City Council**

Sam Adams, *Mayor*  
 Nick Fish, *Commissioner*  
 Amanda Fritz, *Commissioner*  
 Randy Leonard, *Commissioner*  
 Dan Saltzman, *Commissioner*

**Portland Planning Commission**

Don Hanson, *President*  
 Michelle Rudd, *Vice President*  
 André Baugh  
 Howard Shapiro  
 Jill Sherman  
 Irma Valdez  
 Lai-Lani Ovalles  
 Chris Smith

**Bureau of Planning and Sustainability (BPS)**

Susan Anderson, *Planning and Sustainability Director*  
 Joseph Zehnder, *Chief Planner*

**Central City Team**

Kristin Belz, *Communications and Outreach Specialist*  
 Paul Cathcart, *City Planner II (former)*  
 John Cole, *City Planner II*  
 Peter Collins, *Community Service Aide (former)*  
 Troy Doss, *Senior Planner*  
 Elisa Hamblin, *Associate Planner*  
 Steve Iwata, *Supervising Planner*  
 Karl Lisle, *City Planner II*  
 Nicholas Starin, *City Planner II*  
 Robb Wolfson, *Associate Planner (former)*

**Urban Design Studio**

Lora Lillard, *City Planner II — Urban Design*  
 Leslie Lum, *Associate Planner*  
 Mark Raggett, *Senior Planner — Urban Design*

**River Team and Environmental**

Mindy Brooks, *Environmental Tech II*  
 Sallie Edmunds, *River Plan Supervising Planner*  
 Diane Hale, *Associate Planner*  
 Roberta Jortner, *Environmental Program Supervising Planner*

**Portland Bureau of Transportation**

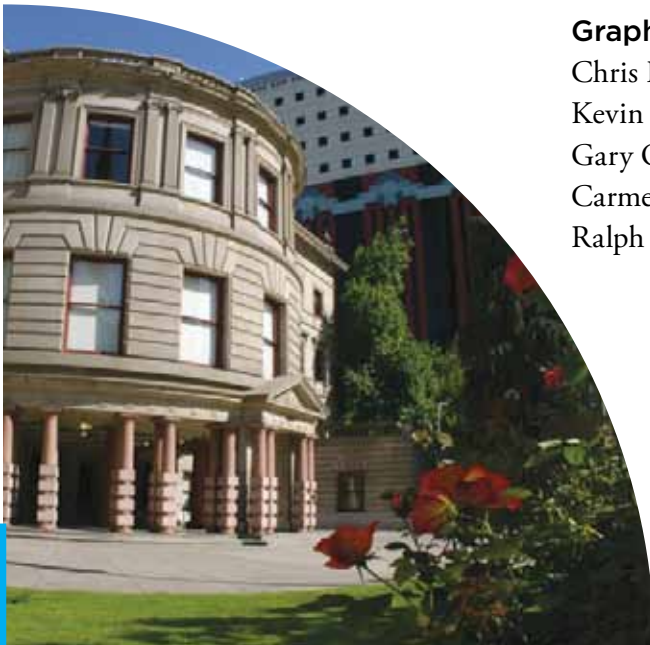
Mauricio LeClerc, *Transportation Planner*  
 Grant Morehead, *Transportation Planner*

**Historic Resources**

Liza Mickle, *City Planner I*

**Graphics and Office Support**

Chris Dornan, *Office Support Specialist*  
 Kevin Martin, *GIS Analyst*  
 Gary Odenthal, *Technical Services Manager*  
 Carmen Piekarski, *GIS Analyst*  
 Ralph Sanders, *Graphic Designer III*



City of Portland Bureau of  
**Planning and Sustainability**

Sam Adams, Mayor | Susan Anderson, Director

To help ensure equal access to City programs, services and activities, the City of Portland will reasonably modify policies/procedures and provide auxiliary aids/services to persons with disabilities. Call 503-823-7700 with such requests.

# PREFACE

**T**his report is part of a trio of documents prepared for phase one of the *Central City 2035 Plan*, which will update the existing *Central City Plan*, adopted in 1988. Each document provides a foundation for discussion of key issues to be addressed in the creation of a new plan for Portland’s Central City. Together, the three documents provide a wealth of essential facts, figures and ideas to help start the in-depth, citywide conversation and spur further ideas.

The *Central City 2035: Introduction* is the main document, supported by two specialized companion documents, *Design Central City* and *Central City 2035 Subdistrict Profiles*. The purpose of each is summarized below.

---

## Central City 2035: Introduction

- Orients the reader to the Central City 2035 (CC2035) planning process — including study boundary, schedule and planning approach
  - Suggests provocative policy concepts to initiate community discussion
  - Identifies potential regulatory changes to strengthen connections between policy concepts and implementation strategies
- 

## Design Central City

- Frames and assesses the existing urban design context of the Central City
  - Identifies current urban design issues, tools, challenges and opportunities
  - Suggests three guiding themes — reclaim the river, elevate the east side, and transform the public realm — to stimulate public discussion on the development of a new urban design concept for the Central City
- 

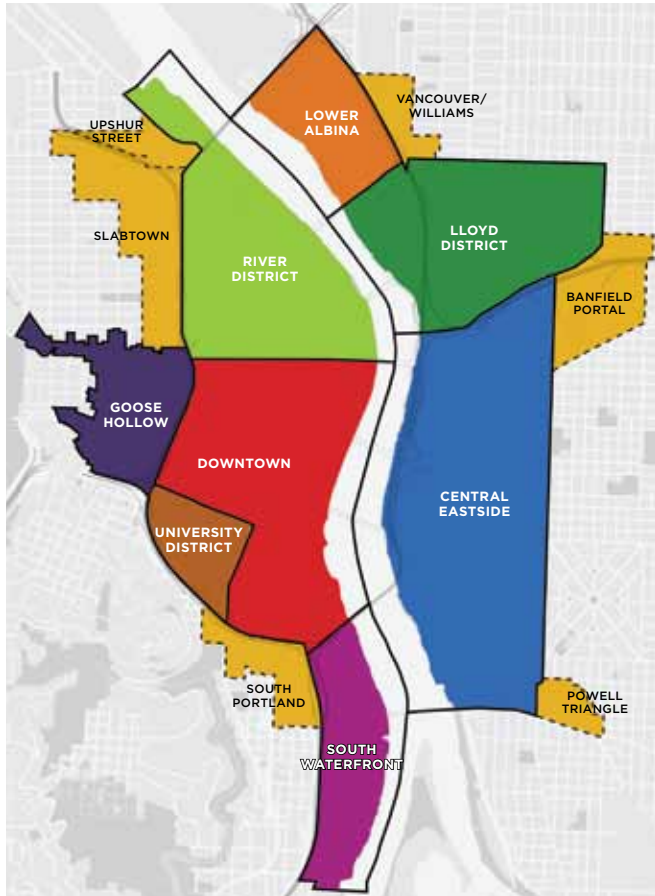
## Central City 2035 Subdistrict Profiles

- Provides an “Encyclopedia” of information on existing conditions, historical background and evolution of the Central City as a whole and its eight existing planning Subdistricts
- Provides a policy review of current plans and policies
- Identifies current and future trends for the Central City and each subdistrict

The Central City plays a crucial, unique role in the health and well-being of the City of Portland and the region. New challenges now confront the Central City. To continue to reinforce its key role for the regional economy, land use planning, and air quality, these challenges need to be addressed. They include climate change, jobs and housing for people of all incomes, educational and workforce training to provide economic opportunities for a growing and diverse population, and providing services for those in need.

To address these challenges, the *Central City Plan* needs to be updated now. It has been more than 20 years since it was adopted and about 88 percent of the *Central City Plan* recommended “action items” have been completed (or at least begun). The time is now for recalibrating the policies and objectives to meet the Central City’s needs for the next 25 years. City staff has been gathering background information, recording issues to be addressed in a new plan, and producing the documents listed above to start the community discussion for updating the *Central City Plan*.

# CONTENTS



## INTRODUCTION

vii

## 1 CENTRAL CITY

13

Policy Overview .....	14
Location and History .....	15
Prior Planning .....	17
Central City Conditions .....	21
People .....	21
Housing .....	21
Jobs .....	24
Crime .....	26
Zoning .....	27
Existing Uses .....	28
Urban Renewal Areas .....	31
Transportation .....	31
Willamette Riverfront .....	39
River-related Natural Resources .....	39
Upland Natural Resources .....	41
Sewer, Stormwater, and Water .....	43
Parks and Recreation .....	43
Arts and Cultural Facilities .....	44
Education .....	44
Forecasts and Growth .....	45
Metro Forecast .....	45
Redevelopment Capacity .....	45



<b>SUBDISTRICTS</b>	<b>47</b>	<b>10 STUDY AREAS</b>	<b>221</b>
<b>2 DOWNTOWN</b>	<b>49</b>	<b>SLABTOWN</b>	<b>223</b>
<b>3 RIVER DISTRICT</b>	<b>71</b>	<b>UPSHUR STREET</b>	<b>227</b>
<b>4 LOWER ALBINA</b>	<b>99</b>	<b>VANCOUVER/WILLIAMS</b>	<b>231</b>
<b>5 LLOYD DISTRICT</b>	<b>117</b>	<b>BANFIELD PORTAL</b>	<b>235</b>
<b>6 CENTRAL EASTSIDE</b>	<b>141</b>	<b>POWELL TRIANGLE</b>	<b>239</b>
<b>7 SOUTH WATERFRONT</b>	<b>165</b>	<b>SOUTH PORTLAND</b>	<b>243</b>
<b>8 UNIVERSITY DISTRICT</b>	<b>185</b>		
<b>9 GOOSE HOLLOW</b>	<b>203</b>		

**For each of the eight subdistricts; a separate chapter covers the information listed below, (except for the University District and Goose Hollow, which do not discuss the Riverfront).**

- Snapshot of Place
  - Location
  - Evolution of the Subdistrict
  - Planning History
- Current Conditions
  - Land
  - Transportation
  - Willamette Riverfront
  - Upland Natural Resources
  - People
  - Housing
  - Jobs
  - Crime
  - Public Facilities and Services
  - Community and Social Services
- Forecasts and Growth
  - Metro Forecast
  - Redevelopment Capacity

**For each of the six study areas there is a section for the information below.**

- Location
- Zoning
- Existing Uses
- Discussion

**APPENDICES**

**Further detail about the topics and data covered in the Central City Subdistrict Profiles is available in the appendices online at [www.portlandonline.com/bps](http://www.portlandonline.com/bps)**

- Location
- Plans
- Land
- Transportation
- Willamette Riverfront
- Natural Resources
- People
- Housing
- Jobs
- Crime
- Redevelopment Capacity
- Forecasts and Growth





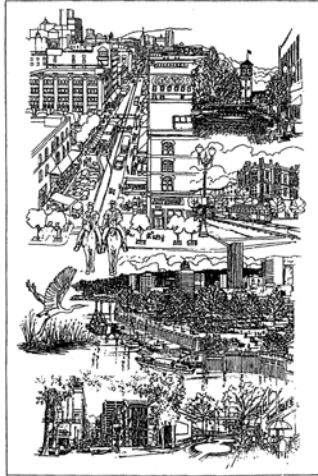
# INTRODUCTION



Stretching over 3,000 acres, the Central City is the economic, cultural, transportation, entertainment, and educational heart of the Portland metropolitan area. It is where people, roads and rail lines from all across the region come together, mix and meet in the middle. With its 135,000 jobs, the Central City is the most concentrated employment center in the region. A healthy and growing Central City, with its higher density development reduces development pressure on farmland and natural areas on the urban fringe. Central City's many amenities and unique offerings attract investment throughout the City. Continued intense development in the Central City also helps reduce greenhouse gas emissions.

	<b>8 Zoning Code subdistricts</b> (Downtown, River District, Lower Albina, Lloyd District, Central Eastside, South Waterfront, University District, Goose Hollow)
	<b>Part or all of 14 neighborhoods</b> (Buckman, Downtown, Eliot, Goose Hollow, Hillside, Hosford-Abernethy, Irvington, Kerns, Lloyd District, Northwest District, Old Town/Chinatown, Pearl District, South Portland, Sullivan's Gulch)
	<b>34,000 people</b> (5% of Portland's population)
	<b>134,000 jobs</b> (35% of Portland's total)
	<b>3% of Portland's land area</b>
	<b>102 million developed square feet</b>
	<b>63 acres of park space</b>
	<b>4 miles of the Willamette River</b>
	<b>4 MAX lines with 32 stops</b>
	<b>1 streetcar system with 34 stops</b>



**CENTRAL CITY PLAN**ADOPTED BY THE PORTLAND CITY COUNCIL  
MARCH 24, 1988BUREAU OF PLANNING  
CITY OF PORTLAND, OREGON  
AUGUST 1988

Given its significance, it's no surprise that the Central City has been the subject of numerous plans over the years. In fact, a strong and vibrant Central City is a key element of helping the city and region achieve significant overarching goals laid out in Portland's *Comprehensive Plan* (1980), Metro's *2040 Regional Growth Concept* (1995), and the Portland and Multnomah County *Climate Action Plan* (2009). Plans addressing the Central City have been created and backed by both the public and private sectors. Indeed, Central City's plans have helped create the city's legacy of public-private partnerships that have brought the city and region much success. However, the last complete, holistic look at the long-term future of the Central City was the *Central City Plan*, adopted by the City Council in 1988. This plan has been shaping public and private investments and guiding decision making in the Central City for over 20 years. The *Central City Plan* includes thirteen "Functional Policies" which address a range of issues, such as economic development, housing, transportation, and education. Eight "District Policies" relate to the Central City subdistricts. To implement these policies, the plan originally proposed 261 actions — a number which grew to 464 as the plan was amended over time. To date, 88 percent of these actions have been accomplished, or are on the way to completion.

Among the more dramatic changes seen in the Central City over the past 20 years is its expansion as the hub of an extensive regional rail transit system. The modern system began in 1986 with a single MAX light rail line connecting downtown to the east along a 15-mile alignment. A Westside alignment was opened in 1998. By now, the MAX extends 52 miles, connecting from Central City to the north, northeast and southeast as well. A new streetcar system opened in 2001, linking through downtown to the northwest, and now being extended across the river to the Central Eastside. More and more of the Portlanders using these rail lines are able to live in the Central City: during the past twenty-year period, the Central City also saw the construction of nearly 14,000 new residential units, tripling the housing inventory and providing homes for close to 20,000 additional people. In 2010, an estimated 34,000 people call the Central City home.

With so many changes — including much success — since the *Central City Plan* was completed, a thorough update is overdue. *Central City 2035* will be this update. *Central City 2035* will engage the community to create a new plan with goals, policies, and implementation actions which will guide investment and development to ensure the heart of the city remains vibrant and strong in the coming decades. This new plan will align with and support other City priorities including the *Climate Action Plan* and *Economic Development Strategy* as well as other recent policy directives. *Central City 2035* is not a stand-alone effort but part of a larger suite of efforts intended to ensure that Portland is a "Thriving and Sustainable City" — the overarching theme of the concurrent *Portland Plan*, which emphasizes expanding prosperity, health, and opportunity for all Portlanders.

*Central City 2035* will address goals and policies for the broader Central City as well as address subdistrict-specific issues. This document, the *Central City 2035 Subdistrict Profiles*, provides a wide range of existing conditions and background information both at an overall Central City-wide level, and at a detailed level for each of the eight subdistricts and some other adjacent areas.

The Central City's eight subdistricts are remarkably diverse. They complement each other by playing different and yet equally crucial roles. The Central City includes industrial areas and recreational waterfront, residential neighborhoods, office towers, shopping districts, natural areas and playgrounds all tied together by proximity, transit and eight Willamette River bridges.

**Downtown** is the business and government hub of the region and home to the most intensely developed real estate in the state. About 70,000 people work in the subdistrict, and 10,000 live here. With its skyscrapers, Waterfront Park, Pioneer Square, and civic buildings such as City Hall and the Multnomah County Courthouse, Downtown is the most recognizable and visible part of the City. It receives the most out-of-town visitors of any subdistrict, and is home to the most hotel rooms, the majority of Portland's large arts and cultural venues, and 2.7 million square feet of retail space.



The **River District** is an unlikely combination of one of Portland's oldest neighborhoods (Old Town/Chinatown) with one of its newest (the Pearl District). Although although the subdistrict is home to three National Register Historic Districts, many of its blocks—including large former rail yards—have seen rapid transformation into new high-density, mixed use neighborhoods. With over 8,000 housing units, the River District in 2010 has more residents than any other Central City subdistrict. It has also seen the most recent construction of affordable housing, with nearly 2,000 affordable units built in the past decade.



**Lower Albina** seems a world apart from the rest of the Central City, even though it is in close proximity to Downtown and connected by the MAX Yellow Line to other parts of the Central City. Primarily an active industrial area, the subdistrict is home to many local companies including the well-known Widmer Brothers Brewery and a rich variety of creative industries including recording studios, glass makers and architectural modeling services. The small scale, walkable historic N. Russell Street main street area is just blocks away from a working industrial riverfront regularly visited by oceangoing bulk cargo ships.



The **Central Eastside** is home to an eclectic mix of businesses that range from light manufacturing to creative offices. It has been an important incubator area for new start-up businesses, and is emerging as a center for creative and design-related services (such as computer software, advertising and film, architecture, building construction and materials, and home decorating and fixtures), reaching both local and national markets. While the Central Eastside has fewer than 1,000 housing units, it provides close to 16,000 jobs, which is 37 workers/acre—the highest job density of any of Portland's industrial areas.



The **Lloyd District** is second only to Downtown in office and retail space and is home to many large, regional facilities including the Rose Garden Arena and Memorial Coliseum, the Convention Center and the 1.4 million square foot Lloyd Center Mall. Despite these large facilities and close to 20,000 jobs, the Lloyd District has tremendous capacity to accommodate new development. The existing zoned capacity on redevelopable sites here is sufficient to more than double the current amount of development in the district. The Lloyd Transportation Management Association (TMA) has successfully changed the travel habits of workers in the subdistrict, as more people use alternatives to single-occupant cars for their daily commute.







**South Waterfront** is the newest Central City neighborhood, and has just recently begun a dramatic transformation. Once an active waterfront industrial area with lumber mills and ship-dismantling businesses, in the past five years this subdistrict has seen the construction of over 2,000 housing units, a 400,000 square foot medical building, an aerial tram connecting to Marquam Hill and a new park. All this activity is just the beginning for a subdistrict in transition. At buildout, South Waterfront will accommodate over 7,000 housing units as well as Oregon Health Sciences University's 2 million square foot Schnitzer Campus, all connected by light rail, streetcar and a continuous greenway park stretching more than a mile along the Willamette River's bank.



The **University District** is home to Portland State University. University-related activities dominate the subdistrict. Since 1949 when it was "Portland State College" with just one building on the South Park Blocks, Portland State has grown rapidly and is now Oregon's largest university with over 28,000 students and close to 4,000 employees. The regional economic impact of the university is well over 1 billion dollars. This growth is far from complete: the university estimates that by 2035, student enrollment will be somewhere between 36,000 and 52,000 students. To meet the needs of the growing university, Portland State will require an additional 4 million square feet of space, including housing for 7,000 students.



**Goose Hollow** is well connected to Downtown by multiple pedestrian routes, bus lines and light rail. Just down the hill from beautiful Washington Park with its variety of attractions and adjacent to the King's Hill Historic District, Goose Hollow contains a diverse mix of housing types and affordability levels. Goose Hollow is home to Lincoln High School, the only public school within the Central City. It's also home to the Multnomah Athletic Club and to PGE Park, which in 2011 will become the home stadium for Portland's new Major League Soccer franchise. Despite these amenities, the pace of development in Goose Hollow has been somewhat slower than in other west side Central City subdistricts, with around 900 housing units and few commercial projects built in the past decade. Goose Hollow is also the only area in the Central City that has never had the benefit of inclusion in an urban renewal area.



### **Study Areas Adjacent to the Central City**

In addition to detailed information about the eight existing Central City subdistricts, six areas totaling a little over 400 acres adjacent to the current Central City boundary have been included in the Central City 2035 study area. For a variety of reasons, these areas are all expected to see significant change in the future. Including them in the Central City 2035 study area, and providing some basic information about them in this report allows an opportunity for a thorough planning conversation. It does not imply they will necessarily be included in the final boundaries of Central City.



*This Document provides answers to a wide variety of potential questions about the Central City.  
A few examples:*

<b>How much affordable housing is there in the Central City?</b>	<i>Of the roughly 16,000 rental housing units in the Central City, about 50% are income-restricted, affordable units. <b>See page 22</b></i>
<b>How many parking spaces are in the Central City?</b>	<i>There are 112,073 parking spaces that must be managed to meet the needs of workers, shoppers, visitors, and residents. <b>See page 37</b></i>
<b>Are there any large vegetated areas in the Central City?</b>	<i>There are about 150 acres of vegetated areas in the Central City that are at least 1/2 acre in size. In addition, there are over 300 acres of tree canopy. <b>See page 41</b></i>
<b>How much room for new development is there in the Central City?</b>	<i>In 2007, 400 acres of land in the Central City were identified as redevelopable. If all this land were developed to the maximum allowed, it could accommodate over 100 million square feet of new development — effectively doubling the amount of built area in the Central City. <b>See page 45</b></i>
<b>What percentage of trips in the Downtown are made on transit? How about on bikes?</b>	<i>45% of trips in the Downtown subdistrict are made on transit, 16% on bicycles. <b>See page 60</b></i>
<b>Are there neighborhoods in the Central City where a lot of families with children live?</b>	<i>On average, 47 children are born every year to families living in the River District, which is a rate on par with the birthrate found in traditional single-family-home neighborhoods. <b>See page 91</b></i>
<b>How many of the buildings in the Central Eastside are used for industry?</b>	<i>Approximately 41% of the building square footage in the Central Eastside subdistrict is used for industry, making this the predominant use in that subdistrict. <b>See page 151</b></i>
<b>What types of jobs are most common in Goose Hollow?</b>	<i>42% of jobs in Goose Hollow are in the Retail, Arts, and Accommodations sectors. <b>See page 216</b></i>



# CENTRAL CITY





## POLICY OVERVIEW

In 1988, the *Central City Plan* was adopted by the City Council as the comprehensive policy framework that would shape public and private investments and drive decision making in the Central City for the next 20 years, and it has been our guiding document ever since. The plan contains **13 “Functional Policies,”** addressing a range of global issues, such as economic development, housing, transportation, and education. The plan also contains **eight “District Policies”** related to the 1988 Central City subdistricts. Following the *Central City Plan*, the *Central City Transportation Management Plan* (CCTMP) was adopted in 1995 to implement the *Central City Plan* transportation goals and objectives by developing a comprehensive transportation policy framework.

To implement the Central City policies, the 1988 plan proposed 261 actions — a number that rose to 464 with amendments over the years, and of which 88 percent have been accomplished, or are on the way to completion. Indeed, most of the larger goals outlined in the *Central City Plan* have been achieved. For instance, more than **10,000 residential units have been developed**, new residential mixed-use neighborhoods have been created, and more than 34,000 people now make their home in the Central City. About **135,000 jobs** are now located in the Central City, which represents about one-third of Portland’s jobs and about 15 percent of all jobs in the region. These jobs and residential neighborhoods are supported by a rich and ever-expanding **multimodal transportation system** that includes streetcar, light rail, bike and pedestrian routes, and a street and freeway network that connects the Central City to all quarters of Portland and the larger metropolitan area.

As envisioned in the 1988 plan, the Central City is home to a vibrant **downtown retail core**, supported by world-class restaurants, a diverse collection of arts and cultural institutions, and a large number of public parks and plazas. **Oregon’s largest university, Portland State**, is located here, as are other distinguished institutions such as the Portland Art Museum, Pacific Northwest College of Art, Western Culinary Institute, and a new campus of Oregon Health & Science University.

Although other plans have been done since the Central City Plan and the Central City Transportation Management Plan, and much has been accomplished in the Central City since they were each adopted, more remains to be done. To ensure past successes continue, additional growth is accommodated, and new opportunities are pursued, a new set of policies, objectives, and actions needs to be developed. The *Subdistrict Profiles* are intended to provide a wealth of background information about the Central City in order to help the community as it develops a new policy framework as part of the Central City 2035 (CC2035) project.





## LOCATION AND HISTORY

**A**s the Portland metropolitan region's **business, transportation and cultural hub**, the Central City is where the region's largest buildings and greatest density of human activity are located. The many distinctive places within the Central City range from historic districts to new high density residential neighborhoods; from busy industrial districts to gleaming office towers and shopping malls; and from major stadiums and arenas to tranquil parks.

The Central City **straddles the Willamette River**, and covers roughly 3,000 acres (4.5 square miles), with about 15 percent of that total occupied by the river. Eight bridges connect the two sides of the river within the Central City and a ninth is currently planned. The CC2035 study area includes five officially designated neighborhoods in their entirety and portions of seven others.

The original settlement that now is Portland was **founded in 1843** on the west side of the Willamette, in the area that is today's Downtown and Old Town. The region had been inhabited by Native Americans for thousands of years, but permanent settlements and development did not occur until 40 years after the arrival of the Lewis and Clark expedition in 1805.

**Three distinct 19th-century cities** had their origins in what is now the Central City. The original town site of Portland was chosen because it was the furthest upriver that oceangoing vessels could comfortably venture. The City of East Portland developed later, as a separate jurisdiction with a business center along SE Grand Avenue and E Burnside. The City of Albina was yet another separate city with a business center along NE Russell Street.

The construction of bridges and a streetcar system in the later 19th Century strengthened the links between the three cities. **Consolidated in 1891**, they began to function as part of the larger economy of a rapidly growing City of Portland. Downtown continued to dominate as the location of choice for commerce and business. The areas east of the River became increasingly industrial in character. Further inland, there were **growing residential communities**. More bridges and a robust streetcar system were built through the turn of the century and on into the early 20th Century.

In the **1920s, use of the automobile** began to shift the urban landscape. Many streets were widened, and/or paired as one-way couplets to speed traffic and lessen auto congestion. By the 1950s and 1960s numerous **older buildings were being demolished** and replaced with surface parking lots. The streetcar system gave way to buses and private automobiles, and by 1950 the last streetcar had made its final run.

Some areas of the Central City came to be considered "blighted" and were subject to **urban renewal** planning projects in the 1950s and 1960s. A new City agency, the Portland Development Commission (PDC), was founded in 1958 to implement renewal plans. The method of revitalization carried out through urban renewal in this period began with clearing the area of "blight." Numerous blocks of existing neighborhood residential and commercial buildings were razed on both the eastside and westside of the Central City. Areas of urban renewal included the South Auditorium District, which was the first PDC renewal district, and the Rose Quarter.





The **construction of freeways** around the Central City in the 1950s and 1960s also has had a lasting effect. The Interstate 84 (I-84) Banfield Expressway opened in 1955, Interstate 5 (I-5) Eastbank Freeway was completed in 1964, and the Marquam Bridge portion of I-5 opened in 1966. The Interstate 405 (I-405) freeway, which edges the west side of Downtown, opened in 1969. When the I-405 Fremont Bridge opened in 1973, the existing “freeway loop” around the downtown core was complete. Now, more than 30 years later, these roads in many ways define our geographical understanding of what is Portland’s inner, “central” city.

Despite the efforts of urban renewal and the construction of new freeways, by the **late 1960s, Downtown was in decline and facing significant challenges**. In addition to urban renewal, Portlanders continued to search for ways to stem the decline. The seeds were planted for various projects which, either because they were or were not built, have had significant positive influences on the Central City. In 1966, federal funding for the planned Mt. Hood Freeway was turned down in favor of using the funds for transit projects. In 1968, the City’s *Downtown Waterfront Plan* called for the multilane highway along the west waterfront, Harbor Drive, to be replaced by a park. In 1970, a permit for a multi-story addition to the existing Meier & Frank parking garage was denied by the Planning Commission. This block, located in the heart of Downtown, eventually became Pioneer Courthouse Square.

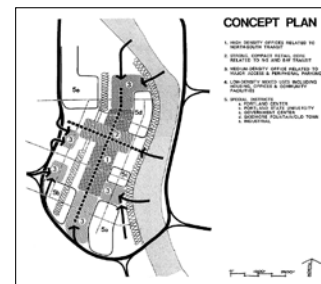
Efforts to **revitalize the urban core**, along with severe air pollution problems and new federal environmental regulations, led to the creation of the ***Downtown Plan in 1972***. Strong state and regional growth management laws magnified the positive change. Senate Bill 100 (which in 1972 established the Oregon Land Conservation and Development Commission), Oregon Land Use Law and the adoption of the first urban growth boundary in 1979 were major milestones. Additionally, the creation of the **Transit Mall in 1978** was also a benchmark.

The **1988 *Central City Plan* expanded the boundaries** and ambitions of the *Downtown Plan*. The plan crossed the river to **bring the eastside into the core**, and recognized that a strong Central City is necessary for a healthy city and region.

**The area’s first light rail transit line, linking downtown to the outer eastside, was completed in 1986**. In each decade since, TriMet, the regional transit agency, has added new lines. The most recent is the MAX Green Line, which opened in Fall of 2009. The Portland Streetcar also has added to the non-automobile transportation alternatives being offered to Portlanders in recent decades. The first streetcar opened Downtown in 2001 — some 50 years after the last of the original streetcars made its final run. The streetcar has helped some of the former industrial areas on the westside become new neighborhoods. Expansion of both light rail and the streetcar continues into the present, further linking Downtown to other parts of the Central City and the City of Portland as a whole. This shift towards **reinvestment in the center** continues to this day; the Central City has become a much more vibrant place in the past 35 years.

## Portland Planning History

1924	1959	1968	1972
<i>First zoning enacted in Portland; there were four zones</i>	<i>Revised more extensive zoning code adopted; there were 15 zones</i>	<i>Downtown Waterfront Plan, Harbor Drive to be replaced by parks on waterfront</i>	<i>The Downtown Plan</i>



Two primary policy documents mentioned above have provided long-term guidance for the growth of the Central City and have had a lasting effect on the city's form and its method of planning. The 1972 *Downtown Plan* created a strategy to revitalize the Downtown by creating the Transit Mall and organizing the City's highest densities and its transit hub in a linear corridor along NW and SW 5th and 6th Avenues. The 1988 *Central City Plan* extended this linear concept to arc across the Willamette River into the Central Eastside and Lloyd District. Both these plans involved **extensive public engagement**, which helped to establish their credibility, increase their effectiveness, and set a standard for Portland city planning.

Especially when seen in retrospect, the *Downtown Plan* was realistic and focused, addressing a relatively small geography — westside, downtown Portland — and defining a limited number of goals, which were illustrated by a **simple Concept Plan diagram**. The plan included an implementation program of first- and second-phase projects. A map indicated 17 first-phase projects, designated for action within the first three years after the adoption of the plan. A wide range of functions and characteristics of the City were included in the *Downtown Plan's* "Citizen Goals," including:

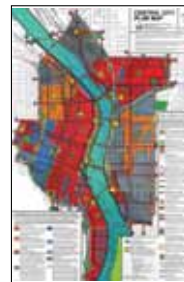
- increasing **housing** production at a range of incomes,
- improving the **pedestrian** experience,
- maintaining a vibrant and compact **retail core**,
- embracing the **river** through improvements to increase human activity along the waterfront,
- improving the connections to and relationship with **Portland State University**,

- designing a **balanced transportation system** including attention to transit and pedestrian facilities in the core and peripheral parking facilities,
- continuing to grow the **office core**,
- supporting **arts and culture**,
- seeking new opportunities for public and private **open spaces**,
- preserving and restoring significant **historic resources**, and
- undertaking analysis of **warehousing and industrial** functions in or near the core.

Expanding on the foundations of the Downtown Plan, the *Central City Plan* (1988) was adopted in 1988 and has been amended several times since then. It includes both geographically-focused, subdistrict-specific goals and policies and more general Central City-wide policies. The body of the plan included 13 general Functional Policies addressing these topics:

- **Economic Development** set a target of 50,000 new jobs by 2010 (this goal was increased in 1995 to 75,000 jobs).
- **Willamette Riverfront** called for further improvements to the Riverfront as a focal point for public activities and development.
- **Housing** called for the creation of 5,000 new housing units by 2010 (this goal was increased in 1995 to 15,000 new units).
- **Transportation** focused largely on transit and encouraged alternative modes.

1979	1980	1988	1995
<i>Urban Growth Boundary</i>	Portland Comprehensive Plan	Central City Plan	Central City Transportation Management Plan



- **Human Services** called for the provision of social and health services for special needs populations and preservation of shelter and service providers in the Central City.
- **Public Safety** identified areas in which to increase police visibility and encouraged the creation of a vibrant, 24-hour city as a means to improving safety.
- **Natural Environment** focused primarily on reducing pollution, increasing vegetation, and improving wildlife habitat.
- **Parks and Open Spaces** encouraged expanding the parks system and linking open space resources together with green connections.
- **Culture and Entertainment** promoted the Central City as the region's cultural and entertainment center.
- **Education** focused on providing a range of adult educational and learning opportunities in the Central City.
- **Historic Preservation** called for preserving significant architectural resources, both buildings and districts.
- **Urban Design** applied many of the concepts from the *Downtown Plan* to a larger area and called for distinctive districts within the Central City.
- **Plan Review** recommended ongoing monitoring of plan implementation progress and periodic updates to the plan as conditions change.

Other important plans also within the past decades have focused on the Central City's **transportation system**. For instance, the *Downtown Parking and Circulation Policy* accompanied the 1972 *Downtown Plan*, while the *Central City Transportation Management Plan* (1995) followed and supplemented the *Central City Plan*. These transportation plans are discussed in more detail later in this chapter in the section on Transportation.

The goals and policies of the *Central City Plan* were accompanied by **urban design plans** at both the Central City-wide and subdistrict-specific levels. The City has since updated the urban design plans for some of the subdistricts. These changes have affected the original urban design cohesiveness of the subdistricts, their goals and policies, and their relationship with the original Central City Concept Plan. Such **inconsistencies** support the need to update the plan today. Specifically,

- On the westside, several study areas and/or subdistrict **boundaries overlap** with each other.
- On the eastside, the original urban design plans for each district have **not been updated** since 1988.
- The **River District was created**, consolidating and renaming what had been in 1988 the North of Burnside and NW Triangle districts.



## Original District Boundaries



*The Central City Plan identified eight subdistricts. The boundaries generally followed previously adopted planning study boundaries, neighborhood boundaries, or other common boundaries. The original plan identified policy, objectives, and proposals for action for each subdistrict.*

## Updated Urban Design Maps



University District (1995)



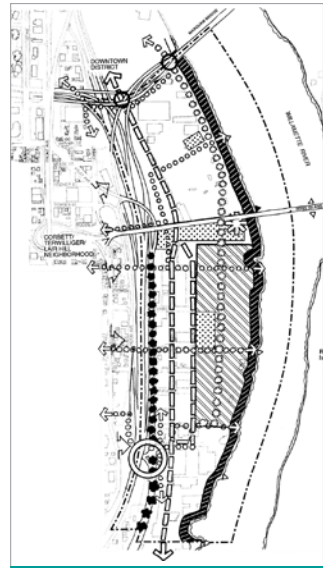
River District (1995)



West End (2002)



Goose Hollow (1996)



South Waterfront (2002)

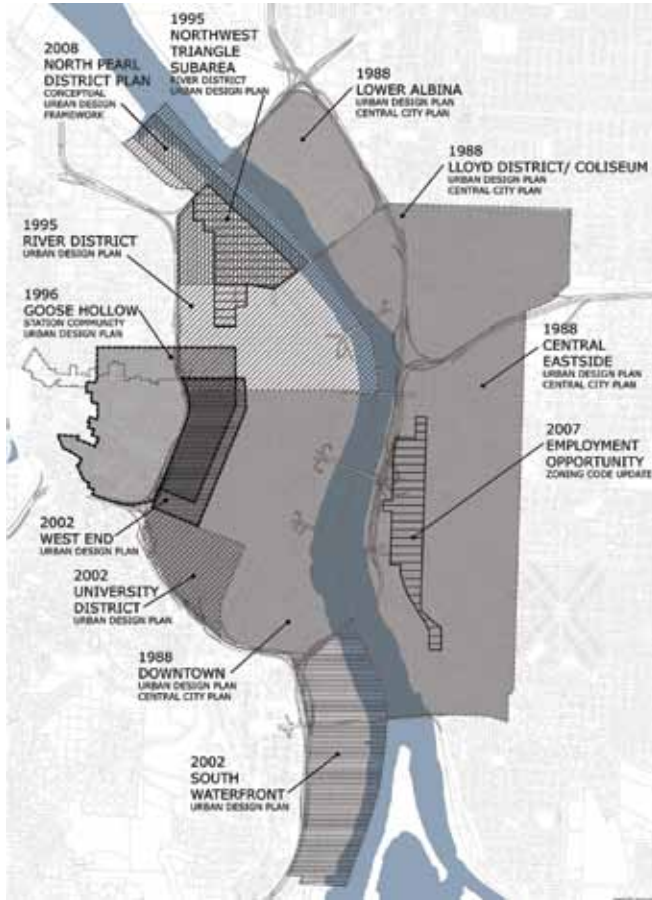
*These maps reflect revised or added subdistrict urban design plans. The Central City Plan included an urban design plan for each subdistrict. As subdistricts were updated or added, five new plans were adopted. Each revision has not been entirely consistent with adjacent subdistrict urban design plans.*

- Since 1995, three **new subareas have been created**: the West End (Downtown Subdistrict); the Employment Opportunity Subarea (Central Eastside Subdistrict); and the Northwest Triangle Subarea (which was updated with the consolidation of the River District in 1995 and later replaced with the North Pearl Subarea in 2008).
- **Some subdistrict areas have significantly changed** since the 1988 Plan, especially the River District and South Waterfront.

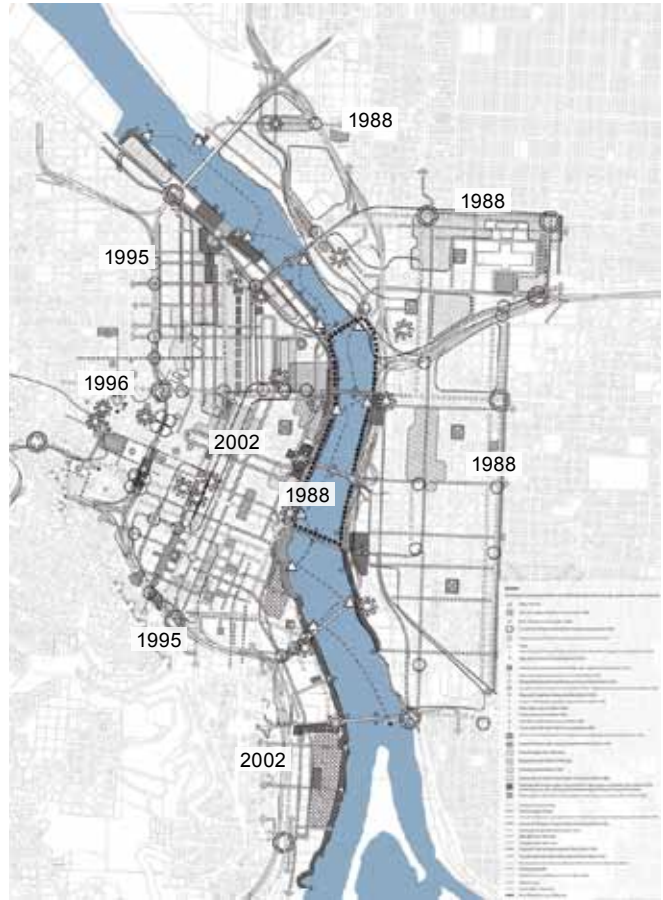
As subdistrict plans have been modified from the originals and new ones have been created, the resolution, cohesiveness, and **overall big ideas at the Central City-wide level have lost their strength**. Some revisions have been inconsistent with adjacent subdistrict urban design plans, and some of these plans are outdated. For instance, the proposed transit network does not reflect current configuration and supports the rationale for completing an update to the plan now.

When combined into a single composite map of all adopted district urban design plans (reflecting changes, updates, and revisions since 1988), the resulting map shows that individual urban design boundaries overlap and where many elements conflict with each other.

## Current District Boundaries



## Subdistrict Composite



Since the Central City Plan's adoption in 1988, several subdistricts have been updated or added. This map reflects boundaries of the areas included in currently adopted subdistrict plans. The entire east side still retains its status from 1988, while the west side has seen two updated urban design plans and three new ones.

The composite urban design map of plans also illustrates that some areas of the Central City have received more planning emphasis than others. For example, the westside has been planned and revised to a great extent, while the eastside essentially has been left as originally illustrated in the 1988 Plan. Recent plans have included more complex plan elements, creating unequal levels of resolution between plans.

Other BPS background documents offer further detail on the above issues and are available online. In particular, the *Urban Design Assessment* (2008) contains a more complete analysis of the Central City Plan's urban design elements and actions. *Design Central City* (as described in the preface, one of the trio of documents prepared for the CC2035 process), builds on the *Urban Design Assessment* and proposes some new policy and form ideas to be considered as part of the CC2035 planning process.



## CENTRAL CITY CONDITIONS

**P**ortland's Central City is composed of many elements and layers: physical places, people, and the activities people do in these places. City policies and regulations help shape how these elements come together to make the Central City we have today. The following sections discuss the current conditions of the Central City as a whole, providing relevant context for each of the individual subdistricts that make up the many parts of the Central City. Topics covered in these next sections — from the arts to zoning, demographics to parks — will be examined at a finer scale in the subdistrict chapters that follow.

### People

The population of the Central City has grown dramatically in the past two decades, from about 17,000 in 1997 to an estimated 34,400 in 2008. The 2008 estimate is based on the PDC Central City Housing Inventory and the average household size of approximately 1.5 people. Most of the detailed demographic data available dates back to the 2000 census, and is thus out of date.

**Table 1.1: Central City Characteristics (1997–2008)**

Residents (2008 estimate)	34,400
Median age (2000)	36
Education — bachelor's degree or higher (2000)	38%
Average household income (2000)	\$35,624
Housing units (2008)	22,994
Affordable* housing units (2008)	56%
Jobs (2006)	134,870
Jobs/residential population ratio (2008 estimate)	4:1
Change in crime rate between 1997–2008	–32%

\* Affordable = units that are restricted by tenant or income

### Housing

There have been many new housing developments built in the Central City in recent years. Construction has been especially strong in the River District and more recently in South Waterfront. The West End area of Downtown has also seen significant housing development in recent years. Central City added roughly 10,000 new units in the past decade, nearly doubling the total number of Central City residences to almost 23,000. Although an additional 1,500 units are currently under construction, permitting activity for new residential development has slowed dramatically in the recession of 2009–2010 and likely will take several years to reach previous construction levels. More than 90 percent of the housing in the Central City is on the west side of the river.





Close to 70 percent of the housing in the Central City is rental, roughly half of which is low income/income-restricted. Despite recent market rate condominium development, the Central City continues to have the region's greatest concentration of very low income housing.

There has been significant development of new affordable, income-restricted housing units in the Central City — more than 2,800 income-restricted units have been constructed in the past 10 years (primarily in the River District). The City continues to meet the 2002 No Net Loss Policy established by the City Council. This policy requires that, either through preservation or replacement, the City will maintain the number of units that were affordable (at 60 percent of the median family income [MFI] or below) in 2002; that baseline number is 8,286. Currently, an estimated 8,473 rental units are classified as being within the No Net Loss affordability category.

Ownership units (primarily condominiums) comprise 32 percent of the housing in the Central City, with relatively few units affordable to those making between 80 percent and 120 percent of MFI. Most of

**Table 1.3: Central City New Construction of Affordable Rental Projects (1998–2008)**

Subdistrict/Area	Unit types	Totals	Percent of total Central City-wide
Downtown	Total units	633	16.8%
	Total subsidized units	482	16.9%
Goose Hollow	Total units	639	17.0%
	Total subsidized units	538	18.9%
River District	Total units	1,931	51.3%
	Total subsidized units	1,293	45.5%
University District	Total units	564	15.0%
	Total subsidized units	531	18.7%
Central City-wide	Total units	3,767	100.0%
	Total subsidized units	2,844	100.0%

*For a complete list of all projects by subdistrict, please see the appendix. Other subdistricts not listed here did not have any recorded construction of affordable rental projects during this timeframe.*

**Table 1.2: Central City Estimated Total Number of Housing Units (2008)**

Tenure	Central Eastside	Downtown	Goose Hollow	Lloyd District	Lower Albina	River District	South Waterfront	University	Central City Total
Rental	863	4,940	2,162	1,017	86	4,573	503	1,457*	15,601
Owner	94	2,002	798	148	1	3,582	767	1	7,393
CC total	957	6,942	2,960	1,165	87	8,155	1,270	1,458	22,994
Percent of CC units	4.2%	30.2%	12.9%	5.1%	0.4%	35.5%	5.5%	6.3%	

*\*This includes student housing*

the ownership units are affordable only to households with MFI of 150 percent or higher. Currently, the housing available in the Central City may not be diverse enough to attract people with a lower or moderate income who would like to buy a home (*see accompanying table*).

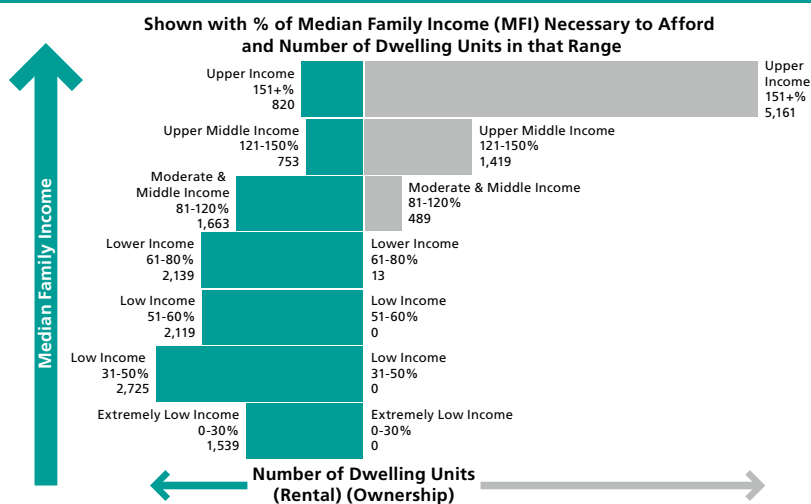
In 2008, the median family income for a family of two in the Portland metro region was \$54,000. For an ownership unit in Central City to be attainable, the two-person family would need to have an income greater than 120 percent of the MFI of \$54,000, or more than \$64,800. An example of average incomes by job types can be seen in Graph 1.2.

In 2006, the Central City average wage (total average pay for all Central City employees/total number of jobs in the Central City) was about \$42,200. Thus while jobs that provide lower- to moderate-income wages are a significant portion of the total number of jobs in the Central City, there is limited availability of ownership units at these income levels. This suggests a greater need for workforce housing.

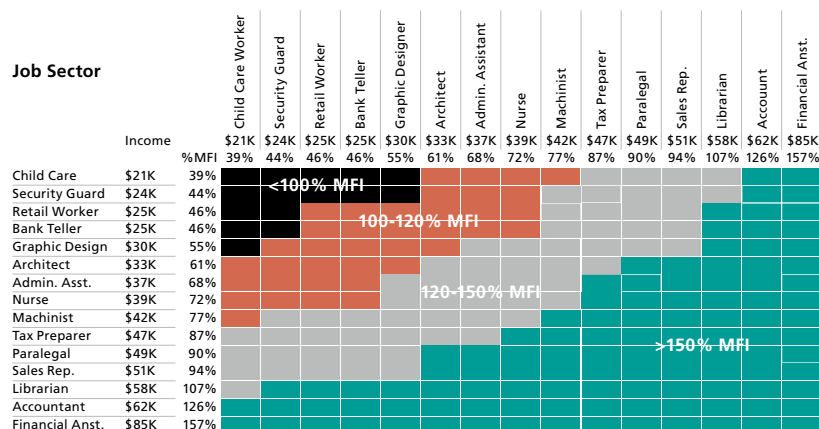
In addition to affordability issues, the size of residential units might also be a barrier to accommodating the average Central City worker. The vast majority of the Central City's housing units are one-bedrooms or studios. Among rentals, almost 90 percent of units have one bedroom or less. Less than one percent of rental units in the Central City have three or more bedrooms. Equivalent data on

bedroom counts are not available for ownership units, and while they tend to be larger than rental units, the predominant unit type remains studio and one-bedroom units. (For more information on housing in the Central City, please refer to the Portland Development Commission 2008 *Central City Housing Inventory*).

**Graph 1.1: Central City Affordability of Dwelling Units (2008)**



**Graph 1.2: Central City Examples of Average Incomes by Job Types and MFI Range**



% Median Family Income (MFI) based on two person household  
Adapted from graphic in 2008 Portland Development Commission Central City Housing Supply

## Jobs

As is typical in U.S. cities, Portland's Central City is the traditional commercial heart of the greater metropolitan area. The Central City is the largest employment center in the region, the state of Oregon, and southwest Washington. It is the center for banking, insurance, and real estate. While the Central City experienced some "blight" since the 1960s, as mentioned earlier, the degree of urban decay was less than that which plagued many American cities. However, between the 1960s and the 1990s, the Central City's share of regional job growth has declined. In 1988, roughly 25 percent of the region's jobs were located in the Central City; by 2008 that percentage had dropped to less than 15 percent.

However, more recent employment data suggest a reversal of this trend in the past few years. Between 2000 and 2006 (the period for which the most recent data exists), the Central City significantly outperformed the rest of the region in job growth and added about 12,000 jobs, which is a 1.6% growth rate compared to the regional growth rate of 0.7% over the same period. Even so, the City's net job growth target of 75,000 new jobs in the Central City area (established in 1995) clearly has not been met.

Not only the rate but also the type of employment within the Central City changed from 2000 to 2006. Manufacturing, transportation and utility industries lost jobs over this period. The service, retail, education, health and accommodation sectors saw employment increases. As the mix of the employment sector changes over time, so does the purchasing power and economic needs of the Central City workforce.

Job creation strategies can build on the fact that, compared to the City and region as a whole, the Central City offers many **advantages** as an employment location:

- **Center of office sectors:** Professional services, finance, headquarters, utilities, and government are centered within the Central City.
- **Active downtown:** Retail, restaurants, bars and night life in the Central City attract firms with workforces (such as the professional office sector) that thrive in a vibrant urban setting.
- **Transportation access:** The Central City is strategically located at the center of the regional system of highways, transit and bicycle facilities. Rail transit is free in most of the Central City. Downtown is directly linked to the airport by light rail.
- **Growing educational institutions:** Both Portland State University and the Oregon Health Sciences University are located in or adjacent to the Central City. A number of smaller institutions also are expanding in the Central City. The Pacific Northwest College of Art, the National College of Naturopathic Medicine, the Portland Campus of the University of Oregon, and a Portland Community College branch are all located in the Central City and most have expanded recently or have plans to expand.
- **High-quality public amenities:** Waterfront Park, neighborhood parks, fountains, public squares and plazas, historic buildings and districts, recreational and tourist attractions such as sports arenas, entertainment venues, art and historic museums are located in the Central City.
- **More than 20,000 housing units:** Homes are available at a variety of income levels, particularly at the income-restricted affordable and high-end levels, in the Central City.
- **The Oregon Convention Center:** Located on the Central City's eastside, the region's premier tradeshow and convention facility hosts more than 600 events each year with over 800,000 attendees.
- **Capacity for new development:** Despite its status as the most densely developed urban area in the state, the Central City has ample land for new construction of both commercial and residential space. About 400 acres of land has been identified as either available now or potentially available for redevelopment at some

**Table 1.4: Central City Employees and Residents**

	Total employees (2006)	Total residential population (2008 estimate)	Employee/residential population ratio
Central Eastside	15,733	1,400	11:1
Downtown	69,586	10,400	7:1
Goose Hollow	4,844	4,400	1:1
Lloyd District	18,977	1,700	11:1
Lower Albina	2,712	130	21:1
River District	17,187	12,200	1:1
South Waterfront	**	1,900	N/A
University District	5,831	2,200	3:1
Central City total	134,870	34,400	4:1



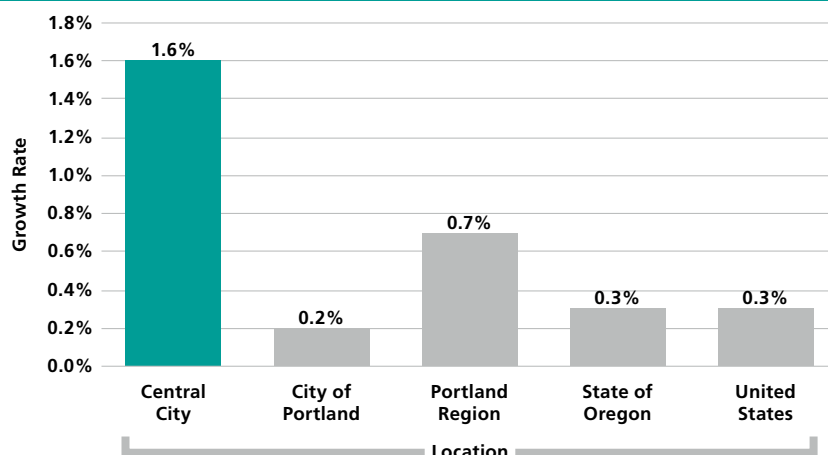
point in the next 20 years. At current development trends, this space, if fully developed, could accommodate up to 30 million square feet of commercial development and more than 50,000 new housing units.

- **Access to a strong labor supply:** A large population of educated, creative people live in either the Central City or the surrounding region.
- **Active industrial and commercial businesses:** The Central City areas along the Willamette Riverfront include marine cargo and industrial manufacturing uses in Lower Albina, South Waterfront, and the Central Eastside, all of which provide a strong job base. Employers include Glacier NW Cement and Zidell Marine.

There are also many possible challenges to Central City job growth relative to the region and to other western cities:

- **City Business License Fee and County Business Income Tax:** These two local business taxes raise critical revenue for services but may put the Central City at a competitive disadvantage for new business recruitment.

**Graph 1.3: Average Annual Employment Growth Rate (2000–2005)**



- **High rents and parking costs:** compared with other parts of the region.
- **Congestion:** While Portland's congestion is less than that found in most other western cities, it is a growing problem as the region continues to add residents, and much of the Central City's congestion is a result of through-traffic.
- **Lack of new construction:** Portland's Class A office space rents are less than those in other West Coast cities. While this is a positive for some businesses, it also means that achievable rents are frequently not high enough to justify new high-rise construction.

**Table 1.5: Central City Employment (2006)**

	CBD and South Waterfront	University District	River District	Goose Hollow	Lloyd District	Central Eastside	Lower Albina	Central City total	Average pay	Change 2000–2006
Utilities	12		1,036		1,254			2,302	\$83,861	(1,133)
Construction	940		782	274	152	1,433	299	3,880	\$55,632	(594)
Manufacturing	263	34	480	282	23	2,265	355	3,702	\$49,275	(1,465)
Trans, Warehouse, Wholesale	706	56	4,625	23	317	3,703	366	9,796	\$40,533	(2,128)
Retail, Arts, Accommodations	10,472	315	3,422	2,022	5,734	2,974	170	25,109	\$27,285	1,523
Services	32,077	282	3,318	1,345	6,520	2,755	59	46,356	\$34,018	8,559
Information and Design	10,732	1	2,436	638	888	1,103	60	15,858	\$70,519	(91)
Education and Health	3,001	4,895	930	256	1,798	1,411	1,403	13,694	\$43,987	4,884
Public	11,311	247	150		2,291	85		14,084	\$51,107	2,932
Other/No NAICS	5		7	5		4		21	\$45,690	(560)
<b>Total</b>	<b>69,586</b>	<b>5,831</b>	<b>17,187</b>	<b>4,844</b>	<b>18,977</b>	<b>15,733</b>	<b>2,712</b>	<b>134,870</b>		<b>11,950</b>
2006 Distribution	51.59%	4.32%	12.74%	3.59%	14.07%	11.67%	2.01%	***		

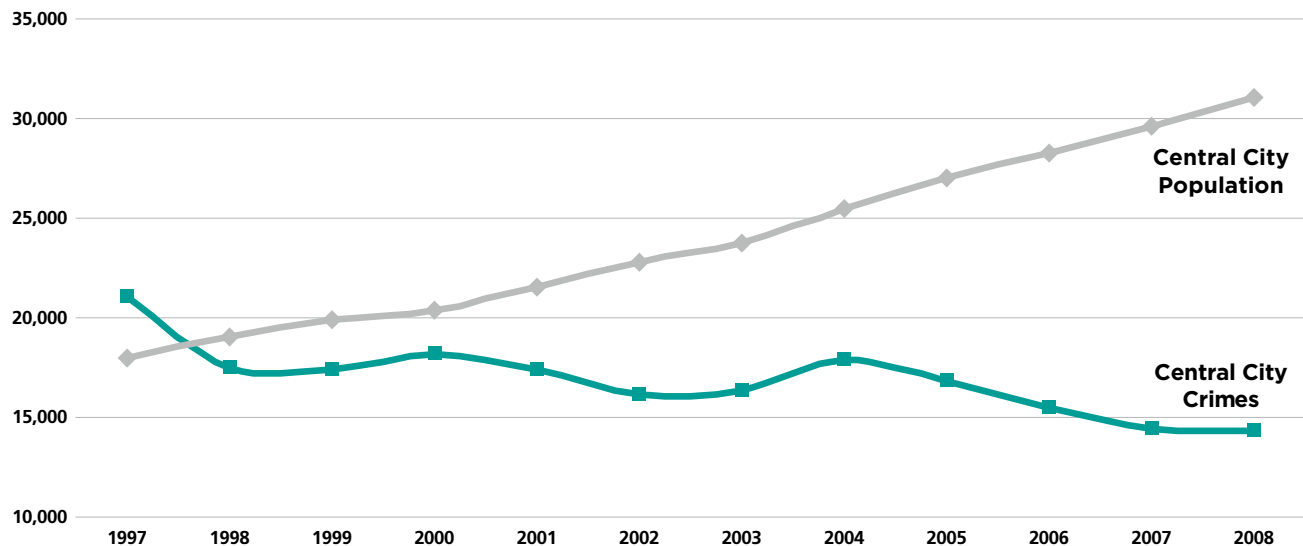


- **Perception of lack of safety and cleanliness:** Parts of the Central City suffer from visible vagrancy and homelessness, which fuel perceptions of crime and detract from the urban experience.
- **Perception that Portland Public Schools are inferior to suburban counterparts:** There are also very few public schools in (or near) the Central City, particularly grades K–8.
- **Challenge of workforce housing:** The Central City has been successful at creating new housing, but not at the “workforce” income level. Instead, new housing has been built above and below this middle-market level. New housing affordable to people making below 60 percent of the median family income also has been built, most of it with various local and federal subsidies.

## Crime

Crime and the perception of crime are issues within the Central City, despite a significant decrease in the crime rate in Portland’s core over the last decade. As population has increased from around 17,000 in 1997 to an estimated 34,400 in 2008, over the same time period crimes have dropped from around 20,000 to less than 15,000. This steady decline is likely due not only to City efforts to increase safety and overall livability, but also to the increasing population. As more people live in the Central City, there is greater ongoing activity and observation in Central City neighborhoods. Ideally, as population increases, the overall decrease in crimes will continue as well.

**Graph 1.4: Central City Crimes Compared to Estimated Population (1997–2008)**







## Zoning

Zoning is the most basic way in which the City implements its plans and it affects the types of development and where they occur. The zoning system starts with a set of “base zones” which can then be augmented by further regulatory layers, such as “additional use and development regulations” and “overlay zones.” As layers are added over the base zones, these base zones can be superceded, and often become only one small part of the larger picture of regulation.

Citywide there are some 28 base zones. Those applied to the Central City are the most intense; they allow the most density of all the zones in Portland and the region. The majority of the Central City is one of five base zones: Central Commercial (CX), Central Employment (EX), Central Residential (RX), General Industrial (IG1), and Open Space (OS). The first three are “X” zones

to indicate that a mix of uses is allowed alongside the primary, “named” use in the zone.

Of these base zones, CX and EX both allow a wide range of residential and commercial uses. Together they make up almost 60 percent of the zoned area of the Central City, with CX comprising about 44 percent and EX about 15 percent of the Central City.

While RX (about 7 percent of the Central City) allows some commercial uses, it requires that most development be residential. Similarly IG1 (about 23 percent of the Central City) is reserved primarily for industrial uses, places limitations on commercial development, and prohibits all housing. Open Space is essentially parks, though some major spectator facilities like PGE Park are also in this zone.

Maximum heights and building densities are an additional layer of regulation. The greatest heights

**Table 1.6: Central City Zoning**

Category	Zone	Central City Acres	Percent of Central City	Citywide Acres	Percent of that zone Citywide
<b>Commercial</b>	Central Commercial (CX)	668.9	44.4%	1,036.3	64.5%
<b>Employment</b>	General Employment 1 (EG1)	9.3	0.6%	64.8	14.3%
	General Employment 2 (EG2)	13.7	0.9%	1,455.1	0.9%
	Central Employment (EX)	229.3	15.2%	779.6	29.4%
<b>Industrial</b>	General Industrial 1 (IG1)	335.9	22.3%	730.5	46.0%
	Heavy Industrial (IH)	41.6	2.8%	7,881.9	0.5%
<b>Open Space</b>	Open Space (OS)	66.2	4.4%	15,186.9	0.4%
<b>Residential</b>	Residential 1,000 (R1)	11.0	0.7%	1,656.7	0.7%
	Residential 2,000 (R2)	1.4	0.1%	3,351.8	0.0%
	High Density Residential (RH)	27.7	1.8%	489.8	5.7%
	Central Residential (RX)	102.8	6.8%	214.3	48.0%
		<b>1,507.9</b>	<b>100.0%</b>		

*Note: River and right-of-way acres are not included.*

and building densities allowed in the Central City are located along the Transit Mall and the light rail alignment through the Lloyd District. Heights and densities generally step down away from the Transit Mall toward the Riverfront and toward adjacent neighborhoods. Industrial areas have no maximum height or floor area limits because the uses allowed in these areas would not typically be more than one or two stories.

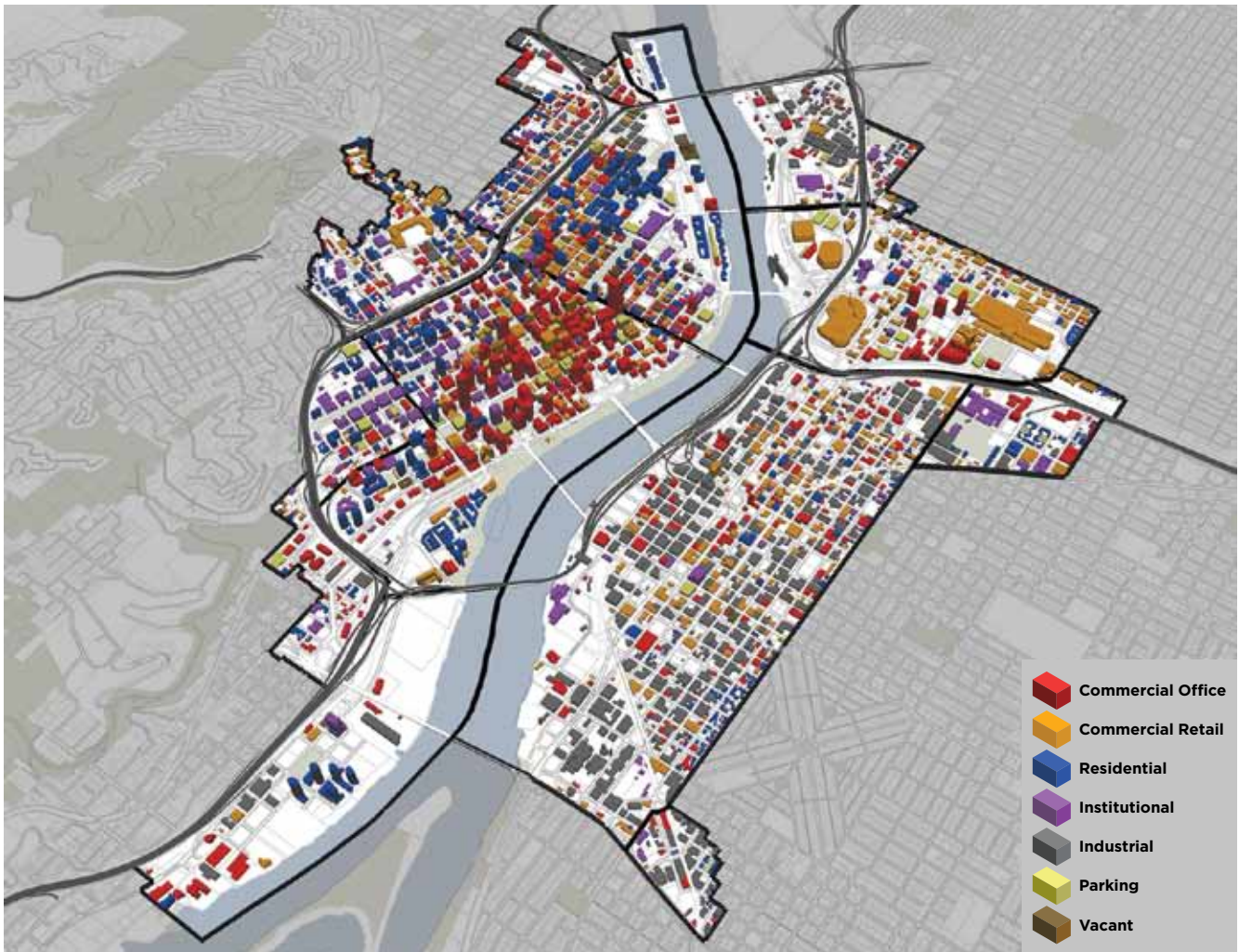
## Existing Uses

In 2008, the Bureau of Planning (now the Bureau of Planning and Sustainability) inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the entire Central City, including all eight designated

subdistricts and six additional study areas, and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model, provides estimates for square footage of different uses in the Central City. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

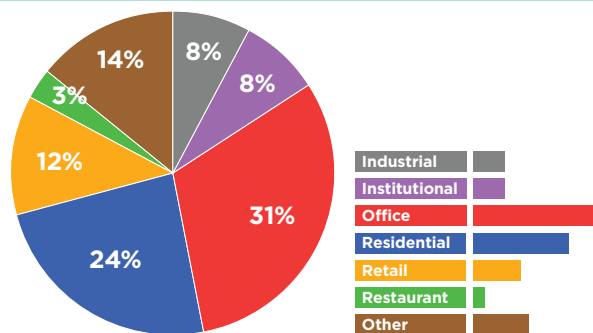
The 2008 City inventory of existing building uses in the Central City revealed that office and residential uses account for the most square footage in the Central City, together comprising over 56 million square feet. This is almost 55 percent of the 102.5 million "developed square feet" in the Central City.

### Central City Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 1.5: Central City Existing Building Uses**

It is also important to note the strong retail and industrial sectors in the Central City. The Central City has a broad array of retail establishments, ranging from art galleries, to major event entertainment such as at the Rose Quarter, to the shopping found in Downtown and other neighborhoods. Industrial uses in the Central City comprise about eight percent of the existing developed building square footage in the Central City (whereas about 25% of Central City land is actually zoned industrial).

When viewing the Existing Building Uses illustration, some interesting trends start to become clear. Residential uses are concentrated on the westside, in the Pearl and North Pearl, through the West End, and southward through the South Auditorium and RiverPlace areas. These residential areas almost form a crescent around the denser Downtown core in which office, retail and hotel uses are concentrated.

By contrast, the east side of the river has some very different patterns. The Central Eastside and Lower Albina subdistricts are largely defined by lower buildings and industrial uses. The Lloyd District is dominated by massive retail uses and major event entertainment.

One trend that may not be obvious at the Central City-wide scale, but is more apparent in the individual subdistricts, is the recent development of the vertical integration of uses. Many buildings in the Central City are now housing multiple uses. Recent examples include the new Safeway in the Pearl District and the renovated former Meier and Frank department store building, which now is home to a Macy's department store, the Nines hotel, and two restaurants.

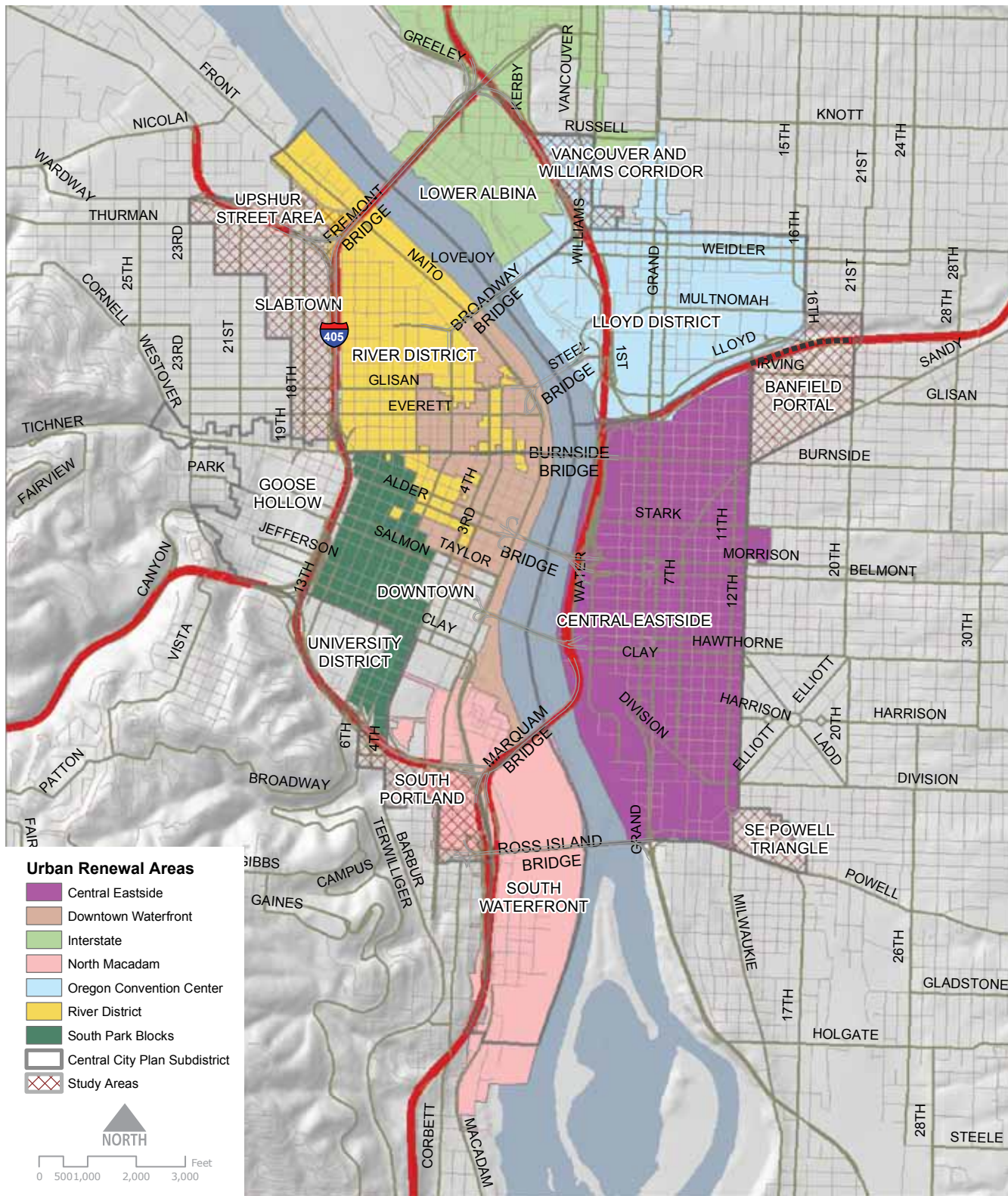
**Table 1.7: Central City Existing Building Uses (including all Subdistricts and Study Areas)**

Building Use	Total Sq. Footage	Percent of Total
<b>Industrial Uses</b>		
Manufacturing	2,251,266	2.2%
Warehouse	3,297,000	3.2%
Wholesale Sales	1,778,370	1.7%
Other	682,509	0.7%
	<b>8,009,145</b>	<b>7.8%</b>
<b>Institutional Uses</b>		
College	3,013,670	2.9%
Daycare	131,071	0.1%
Medical Center	839,698	0.8%
School	1,044,628	1.0%
Utilities	174,682	0.2%
Other	3,427,790	3.3%
	<b>8,631,539</b>	<b>8.4%</b>
<b>Office Use</b>	<b>31,602,370</b>	<b>30.8%</b>
<b>Residential Uses</b>		
Multi-Family	23,728,473	23.1%
Single-Family	873,746	0.9%
	<b>24,602,218</b>	<b>24.0%</b>
<b>Retail Uses</b>		
Art Gallery	31,279	0.0%
Convenience Store	119,697	0.1%
Gas Station	40,287	0.0%
Grocery Store	219,502	0.2%
Major Event Entertainment	2,482,871	2.4%
Self Storage	453,280	0.4%
Shopping	5,139,652	5.0%
Vehicle Repair	1,171,411	1.1%
Other	2,487,218	2.4%
	<b>12,145,198</b>	<b>11.8%</b>
<b>Restaurant Uses</b>		
Bar	630,162	0.6%
Coffee Shop	357,650	0.3%
Fast Food	379,522	0.4%
Other Restaurant	1,820,619	1.8%
	<b>3,187,953</b>	<b>3.1%</b>
<b>Other Uses</b>		
Hotel	4,320,416	4.2%
Parking	7,055,312	6.9%
Religious	662,344	0.6%
Vacant	2,283,789	2.2%
	<b>14,321,863</b>	<b>14.0%</b>
<b>Total Developed Sq. Footage</b>	<b>102,500,286</b>	<b>100%</b>

*Note: any use listed as "other" within a broad category identifies uses that are not specifically called out in the other sub-categories, but still fits within the larger broad category.*



## Urban Renewal Areas



**September 23, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

The amount of developed uses in the Central City totals more than 102 million square feet. Currently, there is over 65 million square feet of zoned land (this does not include the river and rights-of-way). Since floor area ratio (FAR) is the amount of built square footage on a site divided by the site's total area, the Central City-wide FAR comes to 1.56:1. In simple terms, this means that for every square foot of land, there is more than one and one-half square feet of developed building space. Of course, the permitted FAR in the Central City varies widely, from 15:1 at the high end to 2:1 at the low end.

The dense urban nature of Portland's Central City is reflected in the diverse uses that can be found within its limits. As the Central City continues to grow, much of its development is expected to be in residential and office uses, but other uses will likely still continue to thrive and support one another.

## Urban Renewal Areas

Urban Renewal has been one plan implementation tool used generally with success in the Central City. The tool, if used carefully, can greatly enhance the development pace and potential, and dramatically

improve the quality of the resulting urban environment. The Central City currently includes all or part of seven urban renewal areas. For specific information on these urban renewal areas, including indebtedness, acreage, and plan expiration dates, please see the appendix.

## Transportation

Current transportation conditions in the Central City are highly affected by its:

- small block sizes (typical 200-foot by 200-foot),
- extensive public transit; and
- limits on auto parking.

How the Central City arrived at these conditions, and the mutually reinforcing benefits of each, involves a long history of significant community actions and policies dating back to the original town settlement, when the small blocks were laid out.

Like many U.S. cities, Portland experienced an exodus of residents and jobs to the rapidly developing suburbs in the 1960s and 1970s. New freeways encouraged auto travel, sprawl and the conversion of Downtown buildings into surface parking lots.

### Central City Fundamental Design Guidelines, 2001

**C**entral City is regulated not just by the base zones of the zoning code but also by a set of design guidelines — in zoning language, the “d” overlay — applied on top of the base zones. These guidelines, called the Central City Fundamental Design Guidelines (CCFDG), apply throughout Central City. They address basic issues about the design of buildings in the urban environment, and are intended to “preserve the Central City’s heritage, enhance its livability, and maintain its design quality.” The CCFDG describe the urban design vision of the Central City as a “livable, walkable, urban community that focuses on the Willamette River.” They provide a framework for how to implement this vision by stating broad design objectives for development within the Central City and providing illustrated examples of how to achieve these objectives as well. A discretionary design review process requires evaluation of the new project against the design guidelines applicable to the site and the type of proposal.

#### Subdistrict and Historic Design Guidelines

A second layer of design guidelines applies to more specific geographic locations within the Central City, and in the case of conflicts between guideline layers, the more geographically specific layer takes precedence. While most, though not all, of the Central City subdistricts or historic districts have their own design guidelines, only a two have been updated in the last decade.

Location	Central City Fundamental Design Guidelines	Location-Specific Design Guidelines	Date last updated
Downtown	●		
River District	●	●	2008
Lower Albina	●		
Lloyd District	●	●	1991
Central Eastside	●	●	1991
South Waterfront	●	●	2010
University District	●		
Goose Hollow	●	●	1996
Yamhill Historic District	●	●	1987
Skidmore/Old Town Historic District	●	●	1987
New China/ Japantown Historic District	●		
NW 13th Avenue Historic District	●	●	1996
Russell Street Conservation District			
Grand Avenue Historic District	●	●	1994

**Table 1.8: Transportation Related Plans**

Plan	Year	Agency
<i>Downtown Plan</i>	1972	BOP
<i>Downtown Parking and Circulation Policy</i>	1972	PDOT
<i>Central City Transportation Management Plan</i>	1995	PDOT
<i>Bicycle Master Plan</i>	1996	PDOT
<i>Pedestrian Master Plan and Design Guidelines</i>	1998	PDOT
<i>Freeway Loop Study</i>	2005	PDOT
<i>Freight Master Plan</i>	2008	PDOT

Policymakers reacted to mitigate these trends by drafting the 1972 *Downtown Plan* (discussed earlier in this document) and the *Downtown Parking and Circulation Policy*.

Both plans outlined a vision for Downtown as an employment, commercial, and entertainment center, connected to the region by a balanced (i.e. not exclusively auto), accessible transportation system. These plans limited how much new surface parking could be created and established an emphasis on transit for commuter trips. They resulted in significant improvements in air quality during the 1980s and 1990s, with sharp reductions in carbon monoxide levels.

The current *Central City Transportation Management Plan* (CCTMP) was adopted in 1995. It was designed to support growth in the Central City while managing parking, improving air quality and enhancing the transportation system. It revised the 1970s parking management strategy by introducing the “Preservation Parking policy,” which was intended to address the parking needs of older, mostly Class B and C office buildings. The general policy directive was to “pinch” the supply of parking

and provide the necessary incentives for people to use alternatives to single-occupancy auto travel. The CCTMP also set mode split goals for commute trips in each subdistrict.

Overall, a transportation system that provides options will lead to a reduction in emissions of air pollutants (such as carbon monoxide and carbon dioxide) and fossil-fuel use, particularly on a per capita basis. A reduction in automobile use will help manage traffic congestion and improve freight mobility. This transportation management approach has led to innovative projects, such as the expansion of Fareless Square (now the Free Rail Zone) and development of the Lloyd District Transportation Management Association (TMA), as well as numerous transit projects, including the Portland Streetcar.

### Transportation Mode Split

Mode split is one of the most important transportation measures. It indicates the percentage of trips made by different modes (single-occupancy vehicle, carpool, transit, pedestrian, or bicycle) into the different parts of the Central City. It can help identify the relative ease of transportation and improvement possibilities.

In 2005, Metro transportation models showed that auto use was the predominant means of commuting to the Central City, accounting for 72% of trips. Transit carried about a quarter of all commute trips, and bicycle and walking trips accounted for about 2% each. According to Metro’s transportation models, by 2030 auto use as a share of total commute trips will decrease to 56%. Transit use will increase to 38% of all commute trips. Bicycle and walking will also see increases. For information on each of the subdistricts (see Table 1.9).

**Table 1.9: Forecast Commute to Work Trips (2005 and 2030)**

	Drove Alone		Carpool		Transit		Bicycle		Walk	
	2005	2030	2005	2030	2005	2030	2005	2030	2005	2030
Downtown	54.2%	35.9%	10.1%	9.2%	32.8%	47.9%	2.2%	3.2%	0.8%	3.9%
Lower Albina	83.8%	77.9%	8.3%	9.1%	7.2%	11.4%	0.5%	0.7%	0.3%	1.0%
Lloyd District	71.9%	55.8%	9.7%	10.7%	16.6%	30.7%	1.0%	1.6%	0.8%	1.3%
Central Eastside	82.6%	68.2%	8.5%	10.6%	7.5%	18.6%	0.7%	1.4%	0.6%	1.3%
South Waterfront	86.1%	61.7%	8.7%	13.5%	4.6%	21.7%	0.5%	2.1%	0.2%	1.0%
Goose Hollow	77.9%	47.1%	8.4%	11.1%	10.7%	32.2%	1.0%	3.0%	2.1%	6.7%
River District	62.7%	42.6%	10.2%	9.8%	23.9%	36.9%	1.9%	3.5%	1.3%	7.3%

Source: Metro Regional Travel Demand Model: Version-Portland Milwaukie Light Rail 2005/2030

Note: The data found in this table is from a Metro model and shows forecasted or modeled trips. This does not align with mode split data in other graphs due to varying sources and methodologies. Graphs 2.4, 3.3, 5.3, 6.3, 7.3, and 9.3, were derived from a PBOT non-scientific transportation survey. Data in graph 8.2 was derived from a PSU transportation survey. For more information please review the Supporting Information document, including Appendix 4: Transportation.



## Pedestrians

The quality of the pedestrian space can be a city's defining element, as it shapes the everyday experience of most residents, workers and visitors. There is a strong need for this shared space to be attractive and accessible to all, regardless of age, income, physical limitations, or any other limiting or defining factor. Most travelers are pedestrians at some point during each trip.

The Central City, and Downtown in particular, are known for having a high-quality pedestrian environment. The 200-foot block pattern and narrow streets provide frequent intersections, abundant natural light and many public gathering spaces, resulting in a positive experience for pedestrians. Downtown traffic signals are timed to allow comfortable and convenient pedestrian crossings. This high-quality pedestrian environment has been replicated in the new construction in the Pearl District and the central part of the South Waterfront Subdistrict. Both areas have street plans that ensure street connectivity and high design standards.

As more people and businesses locate in the Central City, it is expected that trips by pedestrians will be the fastest-growing mode over the next two decades. An important concern for pedestrians is "system connectivity" between pedestrian and transit facilities. Better pedestrian connections to the transit system, particularly for transfers between bus lines, are needed in some locations in the Central Eastside Industrial District, Lloyd District and River District.

## Pedestrian Volumes

Walking in the Central City has increased dramatically in part because many more people are living in the Central City now than previously.

**Table 1.10: Central City Pedestrian Volumes**

Subdistrict	Employees residing in subdistrict			Subdistrict residents who walked to work in 2000	
	1990	2000	Percent Change	Trips	Mode Split
Central Eastside	2,193	3,826	74%	236	6%
Lower Albina	96	242	152%	22	9%
Lloyd District	1,065	2,785	162%	201	7%
River District	1,078	4,125	383%	562	14%
Goose Hollow	1,723	3,640	111%	624	17%
Downtown	3,835	9,290	242%	1,791	19%
South Waterfront	471	775	65%	26	3%
Total	10,461	24,683	136%	3,462	14%

For instance, between 1990 and 2000, the resident population of the Central City increased by 235%, and the number of pedestrian commute trips by those residents increased 31%. All subdistricts (except the Central Eastside) experienced more walk-to-work trips, and most experienced double-digit increases.

## Pedestrian Safety and Access

New infrastructure has improved the safety, accessibility and quality of the pedestrian environment in recent years. Major pedestrian system improvements include the Eastbank Esplanade, the Springwater Corridor, and sidewalk improvements along the NE Martin Luther King, Jr. Boulevard/NE Grand Avenue couplet. The Broadway and Steel Bridge Accessibility Projects improved pedestrian access to the bridges. At-grade pedestrian crossings were added on the west end of the Broadway Bridge, and the closure of the Lovejoy Ramp provided more pedestrian access to the Broadway Bridge from the Pearl District.

Safe access for pedestrians across major roadways and freeways, such as I-405, will continue to be a concern. At present, I-405 effectively serves as a pedestrian barrier for Goose Hollow, Downtown, University District, and southwest neighborhoods, with pedestrian crossing available on only a few busy streets.

Streets with an unusually high number of serious pedestrian crashes, and in need of engineering to make them safer, include NE Broadway-NE Weidler Street, E and W Burnside, SE Powell Boulevard, and the intersections at SW 1st Avenue/SW Market Street/SW Clay Street. From 1995 to 2007 in the Central City there have been 419 crashes resulting in pedestrian injury, with 18 fatalities.

Burnside Street and Naito Parkway have seen the greatest number of fatalities, six and four, respectively. Both of these corridors have been identified as Pedestrian Crash Corridors, meaning they are areas of concern for transportation planning purposes. These streets have a high vehicle volume and are major roads through the Central City. Of all subdistricts, Downtown has the largest number of crashes resulting in pedestrian injury, but it also has the largest number of pedestrians. On the east side of the River, pedestrian injuries are also more common on the MLK-Grand couplet, another Pedestrian Crash Corridor in the Central Eastside and Lloyd Districts.







## Bicycles

Bicycling is becoming an important mode of transportation for many commuters, shoppers, students and other visitors to the Central City. The short block lengths, off-street paths, and generally slow-moving traffic flows in much of the area help make the Central City a good place for these types of bicycle activities.

Bicycle use in the Central City has more than doubled since the year 2000. In 2009, cyclists comprised 6–8% of all commuters citywide, and bikes accounted for 13% of total vehicles crossing the four bridges with bicycle facilities on a daily basis (21% on the Hawthorne Bridge). Portland has the highest bike-commute-to-work rate of the 50 biggest U.S. cities. In large part, these increases directly correlate to the City's rapid development of bikeway miles and other investments in the City's bikeway network and programs. Portland's current bikeway network consists of roughly 300 miles of bicycle lanes, bicycle boulevards, and off-street paths, of which 34 miles are in place in the Central City.

Between 1995 and 2007 there were 336 crashes reported in the Central City; these resulted in injuries to bicyclists and four fatalities. The bicycle crashes reported were almost evenly split between cyclist and motorist error. While bicycle crashes are distributed evenly throughout the Central City, the couplet intersection of NE Broadway/Weidler and N Vancouver/Williams Streets has seen the highest number of reported crashes resulting in injury, with 20. Since 2001, crashes resulting in injuries to cyclists have increased by more than one-third. However,

as bicycle traffic leading into the Central City (as measured on Willamette River bridges) has increased by more than 400% in recent years, some increase in crashes is not surprising.

An update to the 1996 *Bicycle Master Plan*, which helped steer Portland toward Platinum status for Bicycle Friendly Cities from the League of American Bicyclists in April 2008, is now completed. The *Portland Bicycle Plan for 2030* will propose several next-generation facilities in the Central City. Bicycling will be a key component of the transportation system as the Central City continues to grow.

## Transit

The Central City's transit system (including TriMet bus, MAX light rail, streetcar, OHSU tram) provides critical access to the Central City, promotes higher density development, and reduces reliance on single-occupant vehicles. When combined with quality public spaces, such as the Transit Mall, Jamison Square, and Waterfront Park, transit can encourage higher density development. This in turn can lead to increased pedestrian and bicycle travel, as trip distances shorten and the trips become more interesting and attractive. Moreover, areas with high pedestrian and bicycle use also tend to be areas of higher transit use, with each mode reinforcing the others. Providing transit in the Central City triggers multiple benefits to Portland's overall health.

## Vehicle Miles Traveled

Vehicle miles traveled (VMT) indicates the average number of miles a person travels each day. The lower the VMT per capita, the less distance a person is typically traveling in his or her daily routine, including work and other trips. A person who is



traveling less is also meeting his or her daily needs within a closer distance to home, or perhaps grouping destinations together for a consolidated trip. Ideally people should not have to travel great distances to meet their daily needs.

VMT per capita can be one indicator of the overall diversity and amenities in an area, and is also an indicator for greenhouse gas emissions (GHG). Recent studies show that motorists in the Portland region travel four fewer miles per day, and use automobiles much less frequently for commute trips, than the national average.

Based on recent forecasts, the VMT per capita for residents of the Central City is quite low compared with the entire city and the region. The Central City's VMT is projected to decline from 12.8 per capita in 2005 to 10.3 in 2035. The availability of transit service and the emergence of mixed-use residential and commercial/employment areas contribute strongly to this trend. However, even though VMT per capita are projected to decrease, preliminary analysis using transportation modeling data indicates that GHG emissions will increase by 27% in the Central City by 2035 as population rises.

*(It is important to note that the boundaries represented in the table do not exactly align with the Central City Plan District boundaries, but are close enough for general accuracy in the numbers.)*

## Congestion

More than 40 percent of the Central City land area is devoted to right-of-way for cars, trucks, bicycles and pedestrians (excluding freeways). Due to the high costs of right-of-way acquisition, particularly in the Central City, roadway space is essentially a fixed quantity. As population and employment grow, the importance of modes of transportation that utilize space more efficiently will become even more important.

In 2008, congestion was concentrated on the Central City bridges (Steel, Hawthorne eastbound, Marquam, and Ross

Island eastbound), on streets leading from downtown and from OHSU to SW Portland (Terwilliger and Barbur Boulevards, Campus Drive) and on some freeway segments.

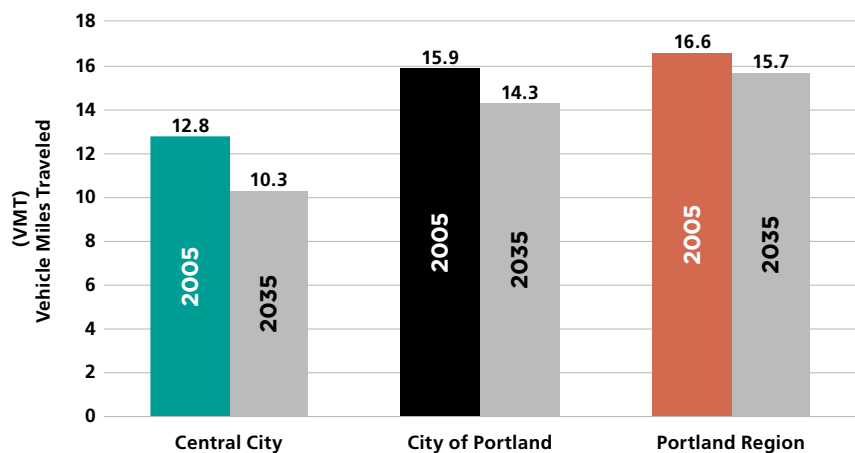
## Forecasts of congestion in 2035

Transportation models forecast that by 2035 congestion on roadways throughout the Central City will have increased significantly. For example, segments of I-405 are forecast to be congested. That freeway, with its other factors such as weaving and tight interchanges, already has a high accident rate. US 26 is over capacity leading into the Vista Ridge tunnel, and I-5 is over capacity through the Central Eastside. Naito Parkway sees increased congestion leading to the Hawthorne Bridge, and north of the Broadway Bridge. Approaches to the Morrison Bridge are over capacity on both the east and west side.

**Table 1.11: Vehicle Miles Traveled per Capita and Greenhouse Gas Emissions (GHG) (2005 and 2035)**

Area	2005 VMT/Capita	2035 VMT/Capita	2005–2035 Reduction	2005 GHG daily tons	2035 GHG daily tons	2005–2035 Change
CBD (Downtown, University)	9.5	7.5	–21.6%	835	912	9%
River District	8.7	6.4	–26.5%	277	422	52%
Lower Albina	13.0	13.9	7.3%	32	37	16%
Lloyd District	29.6	18.4	–28.1%	400	486	22%
Central Eastside	16.3	16.1	–1%	235	337	43%
South Waterfront	14.4	13.1	–9.1%	113	267	136%
Goose Hollow	20.6	15.7	–24%	152	156	3%
Central City	12.8	10.3	–19.3%	2,014	2,556	27%
City of Portland	15.9	14.3	–10.3%	9,139	11,034	21%
Portland Region	16.6	15.7	–5.4%	19,140	28,730	50%

**Graph 1.6: Daily Vehicle Miles Traveled per Capita**



Source: PBOT, City's 2005/2035 RTP Transportation Model

Eastside portals such as Sandy, McLoughlin, and Milwaukie Boulevards are over capacity. The most significant increases in congestion, however, occur in South Portland and near OHSU, where nearly every arterial road will be over capacity at buildout. The City policy must adapt to the growing demands on the transportation system and seek innovative solutions to accommodate the continued growth of the Central City.

## Parking

Parking within the Central City is varied and includes:

- on-street parking (metered or non-metered);
- surface parking lot (pay or user-specific); and
- structured parking lot (pay or user-specific).

Development of new parking within the Central City is limited through adopted regulations. As mentioned earlier, the general policy directive in the CCTMP is to “pinch” the supply of parking and provide the necessary incentives for people to use alternative transportation modes. The Zoning Code has established ratios for parking maximums within the different areas of Central City.

These maximum ratios can be seen in Table 1.12. The actual parking ratios in each subdistrict were determined after a land use inventory and parking inventory were completed, the results of which are also shown in Table 1.12. In the Central City, residential parking currently averages 0.6 spaces per unit, while commercial parking averages in the range of 1.3–1.6 spaces per 1,000 square feet of building area. When comparing the regulated and existing parking ratios, it can be seen that the existing parking is generally at or below the adopted ratios.

## Condition of Transportation Infrastructure

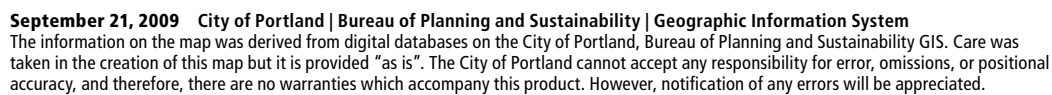
Transportation infrastructure conditions vary in the Central City. The Central City, as the historic site of Portland contains an especially complex infrastructure, with a wide range in terms of both age and capacity to serve the community. Infrastructure in the Central City, as in inner neighborhoods, tends to be more complete than in other parts of the city. However, some deficiencies may adversely affect the quality of life for Central City residents. Key transportation infrastructure characteristics and deficiencies in the Central City include:

- The street network in the Central City generally meets Portland’s connectivity standards.
- The area has lower vehicle miles traveled per capita than other areas and than the city as a whole. However, as the hub of transportation systems, congestion — particularly during peak hours — can be severe.
- Overall, the Central City has relatively high levels of sidewalk coverage. Approximately 20 to 26 percent of streets in the Central City (along with inner areas of northeast and southeast) have no sidewalk coverage.
- A number of high-crash locations exist in the Central City, including at the NE Broadway/Weidler and N/NE Vancouver/Williams intersections in the Lloyd District, and Downtown at SW Washington and 2nd Avenue.

**Table 1.12: Central City Parking Ratios (2009)**

Subdistrict	Total Parking	Residential Parking: ratio per unit		Office/Non-Residential Parking: ratio per 1,000 sf	
		Zoning Code	Inventory	Zoning Code	Inventory
Central Eastside	13,900	none	0.0	2.5–3.4	1.5
Downtown	38,798	1.35–1.7	0.5	0.7–2.0	1.2
Goose Hollow	5,946	none	0.4	2.0	1.7
Lloyd District	23,044	none	0.5	2.0	2.2
Lower Albina	2,205	none	0.9	2.5	1.4
River District	18,394	1.5–1.7	0.8	1.5–2.0	1.4
South Waterfront	5,121	1.7	1.4	2.4	2.5
University District	4,651	1.35	0.3	1.0	1.3
Central City	Total: 112,073	Range: 1.35–none	Average: 0.6	Range: 0.7–3.4	Average: 1.6

## Central City Conditions







- Sixteen bridges in the Central City are in poor condition and in need of major rehabilitation or replacement. All are currently weight restricted. These bridges include local street bridges and some major bridge ramps, but not the Willamette River bridges, which are not owned by the City of Portland.
- Traffic signal hardware has experienced substantial declines in condition, which reflects a reduction in signal maintenance funds. The majority of traffic signals are located in the Central City and neighborhoods. A number of priority signal optimization corridors also have been identified in this area.

*For more information about infrastructure conditions, please review the Portland Plan Infrastructure Condition and Capacity Report (2009).*

## Willamette Riverfront

The Willamette River plays a key role in the Central City. It stretches about four miles through the Central City and gives Portland much of its character. It provides opportunities for recreational, industrial, and commercial activities, and habitat for fish and wildlife. It is important, not just as a focus for the City, but also as a natural system within the region. Although the Willamette is generally not yet safe enough to swim in, it is cleaner today than it has been in the past.

Several key planning efforts of the last few decades guide land use, development and planning along the riverfront, including:

- *Willamette Greenway Plan* (1987)
- *River Renaissance Vision* (2001)
- *River Renaissance Strategy* (2004)
- *The River Concept* (2006)
- *Portland Watershed Management Plan* (2006)

*The River Plan* is currently underway to update and replace the 1987 *Willamette Greenway Plan*. It is a comprehensive, multi-objective plan for the riverfront, updating design guidelines and the zoning code. Building on the overarching direction provided by previous efforts (listed above), *the River Plan* is being carried out in three phases, each focusing on a different geographic segment or “reach” of the Willamette River. The reaches are interrelated but distinct; each has a unique set of issues. *The River Concept*, adopted by City Council in 2006, characterizes the North Reach as Portland’s working waterfront, the Central Reach as the region’s gathering place and the South Reach as neighborhoods and natural areas. The plan for the Central Reach is currently underway as part of the Central City 2035 planning project.

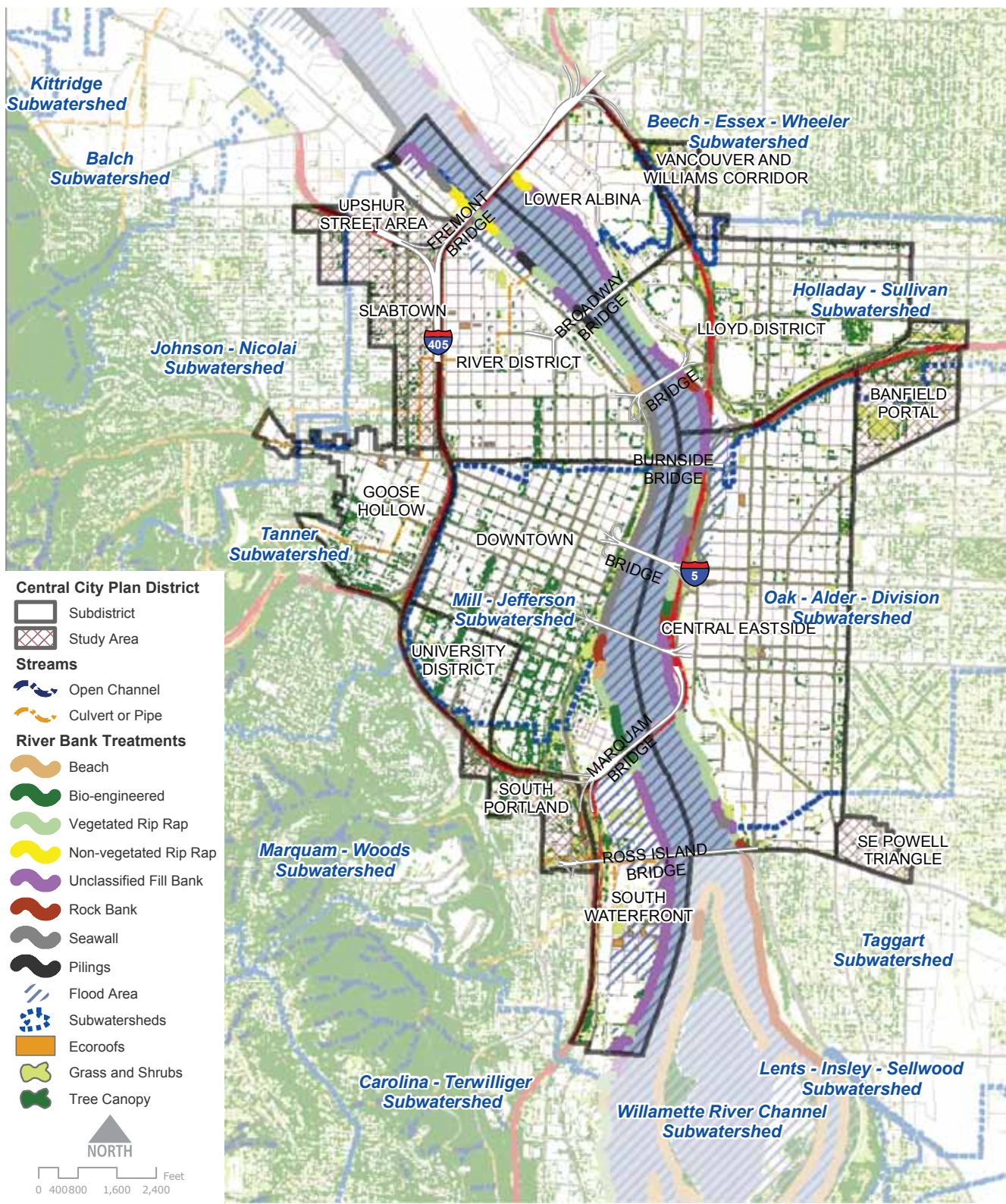
## River-related Natural Resources

While the Central City is a largely manmade, built-up landscape, it still includes important undeveloped natural resources, particularly along and including the Willamette River. Roughly four miles of the Willamette River channel, totaling about 450 acres, are located in the Central City. The Willamette River provides significant habitat for fish, river-dependent mammals, and amphibians. The Willamette is also part of the Pacific Flyway, a major north-south route of travel for migratory birds in the Americas, and is utilized by more than 100 resident and migratory bird species.

The banks of the lower Willamette River have been altered over time. In the Central City, most of the flood area has been filled and developed in the past century. Due to these alterations, during a 100-year flood event, rising water would generally be confined



## Natural Resource Features



**September 21, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
 The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Table 1.13: Central City Natural Resource Features**

Willamette River	Miles	4
	Acres	446
Stream	Miles	0
Wetlands	Acres	0
Flood Area*	Vegetated (acres)	24
	Non-vegetated (acres)	154
	Open Water** (acres)	446
Vegetated Areas > = ½ acre***	Forest (acres)	8.5
	Woodland (acres)	78.5
	Shrubland (acres)	14.2
	Herbaceous (acres)	53.1
Impervious Surfaces	Acres	1,906 (including 177 miles of road)

\* The flood area includes the FEMA 100-year floodplain plus the adjusted 1996 flood inundation area.

\*\* Open Water includes portions of the Columbia Slough, Buffalo Slough and Peninsula Canal.

\*\*\* The vegetation classifications are applied in accordance with the National Vegetation Classification System specifications developed by The Nature Conservancy. The data within the primary study area and within 300 feet of all open water bodies in Portland is draft and is currently being updated based on 2006 aerial photography.

within the Willamette River itself. There are a few locations of developed flood area, most of it in the South Waterfront. Wharves and piers extend into the river channel, and bulkheads (similar to retaining walls) and riprap (stones on the embankment slope to limit erosion) armor the riverbank. The seawall constructed along much of Central City's west Willamette bank has further altered the natural conditions of the waterfront. Active dredging has produced a uniform channel with little diversity. However, pockets of shallow water habitat and less hardened banks provide remnant fish and wildlife habitat areas.

Currently, the Lower Willamette River does not meet water quality standards for bacteria, mercury, dioxin, and temperature. Many tributaries to the Lower Willamette do not meet standards for temperature and pollutants, both of which can affect many aquatic species. There is a fish advisory for the main stem of the River. The Lower Willamette River also is generally deemed unsafe for swimming.

The riverbank and land in close proximity to the river is called the "riparian" area. Vegetation in the riparian area provides important natural resource functions. For example, trees that overhang the water provide shade that can create localized areas of

cooler water, which is healthy for fish. Trees, shrubs and grasses along the river provide food sources and perching, nesting and resting areas for resident and migratory birds.

Along the Central City portions of the Willamette River, the riparian area is approximately 49 percent impervious surfaces (e.g. roads, buildings, parking lots) and 17 percent is vegetated with patches greater than one-half-acre in size. However, there are also individual trees and landscaped areas that contribute to natural resources functions.

## Upland Natural Resources

Development separates the river and riverbank areas from upland natural resources, such as vegetated slopes, and this separation has generally negative consequences for fish and wildlife habitat. For instance, streams that once flowed in open channels from the west and southwest hills to the Willamette today are largely piped through the Central City, offering limited aquatic habitat and restricting fish passage.

Animals living in the Central City are predominantly tolerant species — terrestrial species such as raccoon and squirrel, and resident birds like pigeons. However, many bird species use the Willamette River corridor during their annual migration along the Pacific Flyway. As the Central City grows, there could be an increased risk of bird mortality due to building collisions. Emerging innovative 'bird-safe' building and lighting designs and technologies could, where feasible, help prevent bird strikes.

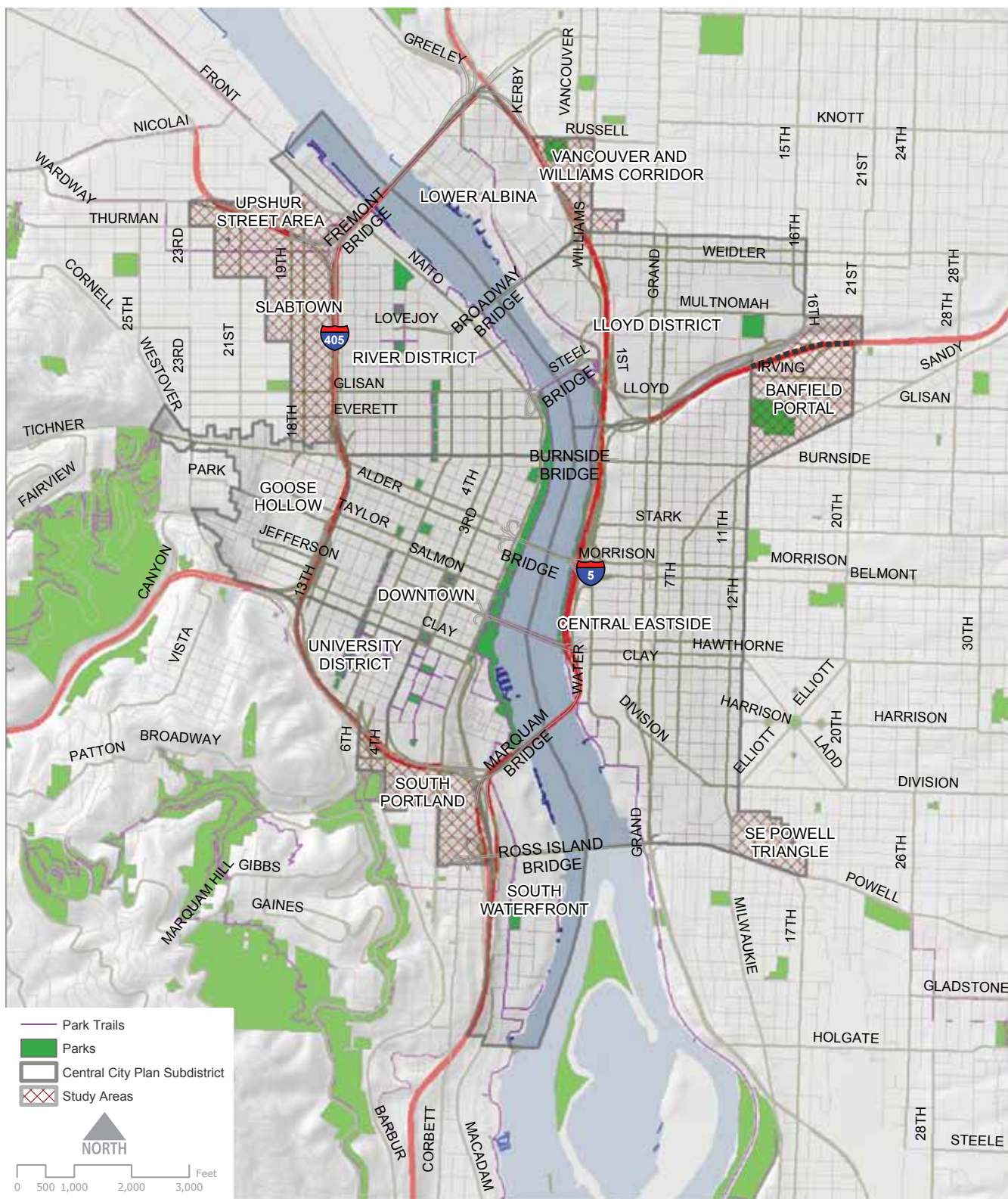
There are 154 acres of upland vegetation that are at least ½ acre in size. The Central City, including riparian areas, also contains roughly 308 acres of tree canopy and 6.5 acres of ecoroofs, such as the Portland Building ecoroof. Street trees, ecoroofs and other vegetated landscaping located throughout the Central City intercept rainwater and reduce runoff, provide shade, cool and filter the air, and provide habitat for birds, small mammals (e.g., squirrels), and pollinators.

There are three areas with steep slopes:

- along Interstate 5 and Interstate 84 in the Lower Albina and Lloyd Districts,
- west of SW Macadam Avenue in South Waterfront, and
- at the foot of the west hills in the Goose Hollow District, near NW 23rd Avenue and near SW Market Street



Parks and Open Space



September 23, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

These slopes are vegetated primarily with shrubs and grasses, interspersed with large trees. Slopes are subject to landslides and wildfire.

## Sewer, Stormwater, and Water

Sewer, stormwater, and water infrastructure conditions in the Central City vary, especially because many facilities date back to the early days of downtown, the oldest part of Portland. Key sewer, stormwater, and water deficiency issues in Central City include:

- Combined Sewer Overflow
  - The Central City has a combined sanitary and stormwater sewer system, which is a relatively older system in which sanitary sewer effluent and stormwater runoff are all handled by a single pipe. (Newer systems typically separate these sources.) During rainstorms, when runoff exceeds the pipe capacity, the overflow is directed to pipes that discharge this overflow directly into the Willamette River. To meet Federal Clean Water Act requirements, the Combined Sewer Overflow (CSO) Project was initiated in the early 1990s. This project constructed large capacity underground storage tanks and pipes to handle the overflow from storm events. The project is being constructed in two phases, the West Side Big Pipe (completed in 2006) and the East Side Big Pipe (to be completed in 2011).
- Local Capacity
  - Key local capacity concerns include possible basement sewer back-ups in portions of the Central Eastside, Lloyd District, and River District.
- Green Infrastructure
  - Street and landscape trees, ecoroofs and other vegetated areas located throughout the Central City contribute to stormwater management by intercepting and filtering rainwater. Vegetated areas also cool the air, capture greenhouse gases and improve overall air quality. The importance of this 'green infrastructure' has recently been acknowledged through the City's 'Grey to Green' initiative. Investments in tree preservation and plantings, and incentives for ecoroofs, have occurred. But additional green infrastructure projects would improve water and air quality.

## ■ Maintenance and Usage

- The Central City contains some of the oldest water infrastructure in the City. Maintenance, rehabilitation, and/or replacement of these assets will be an ongoing need in the future.
- A new seismically hardened Willamette River water transmission line crossing will be necessary within the next 20 years.
- Central Eastside water systems, originally sized for industrial uses, are facing water quality issues as lower water demand has reduced the flushing of these pipes.

## Parks and Recreation

The Central City has a wide range of parks for residents and visitors. They range in size from a few square feet (Mill Ends Park) to almost 30 acres (Waterfront Park). There are more than 60 acres of public parks in the Central City. Most of that space is within the Downtown, River District, and University District. There are two parks in South Waterfront and one each in both the Lloyd District and Central Eastside. Goose Hollow and Lower Albina have no public park space. For a complete list of all parks and open spaces in the Central City, please refer to the appendix.

The Willamette River flows through the heart of the Central City and many parks and open spaces in the Central City provide year-round opportunities for recreation and access to the River. Tom McCall Waterfront Park dominates the west bank, extending from the Steel Bridge to Riverplace, south of the Hawthorne Bridge. This park is home to many festivals throughout the summer. South Waterfront Park provides beach access near the base of the Marquam Bridge on the west side of the River. The east side of the River contains the Eastbank Esplanade, a popular off-street path that is extensively used for recreation and transportation in the Central City.

Docks and other river access facilities support activities on the River that add to the vitality of the Central City, enhancing experiences for residents and visitors. The Central City contains many private docks and four public boat docks, one public light watercraft launch facility and public beach access at South Waterfront Park. These access points are shown on the accompanying map.

**Table 1.14: Central City Park Space by Subdistrict**

Subdistrict	Acres	Number of Parks	Sq. ft. Per Resident	Sq. ft. Per Employee
Central Eastside	0.14	1	4.36	0.39
Downtown	44.99	12	188.44	28.16
Goose Hollow	0	0	0	0
Lloyd District	4.37	1	111.97	10.03
Lower Albina	0	0	0	0
River District	4.97	3	17.75	12.60
South Waterfront	2.79	2	63.96	Unavailable
University District	5.30	1	104.94	39.59
<b>Grand Total</b>	<b>62.56</b>	<b>20</b>		

The Central City includes a “greenway” trail that is almost fully developed along both sides of the River. The east side portion includes the Eastbank Esplanade, which extends 1.5 miles from the Steel Bridge to the Hawthorne Bridge. The off-street greenway path continues along the River south of the Hawthorne Bridge to SW Caruthers Street, where on-street bike lanes connect the path to the Springwater Corridor trail. On the west side of the River the greenway trail is almost fully developed as an off-street path through Tom McCall Waterfront Park. Sections north of the Broadway Bridge and in the South Waterfront Riverfront are not yet developed.

The parks and open spaces in the Central City vary both in condition and in whether they are meeting the needs of residents. Some deficiencies may adversely influence the quality of life for area residents. The majority of the Central City is within a one-half-mile walk of a park. However, key park deficiencies do exist, and include:

- Few undeveloped park properties in the Central City.
- Key park development deficiencies in the River District and South Waterfront.
- Some parkland acquisition deficiencies in the Lloyd District; South Waterfront; and Downtown.
- Recreation facility distribution (particularly for pools) is uneven, and improvements are needed to expand or enhance existing facilities that are in poor condition or operating at capacity.

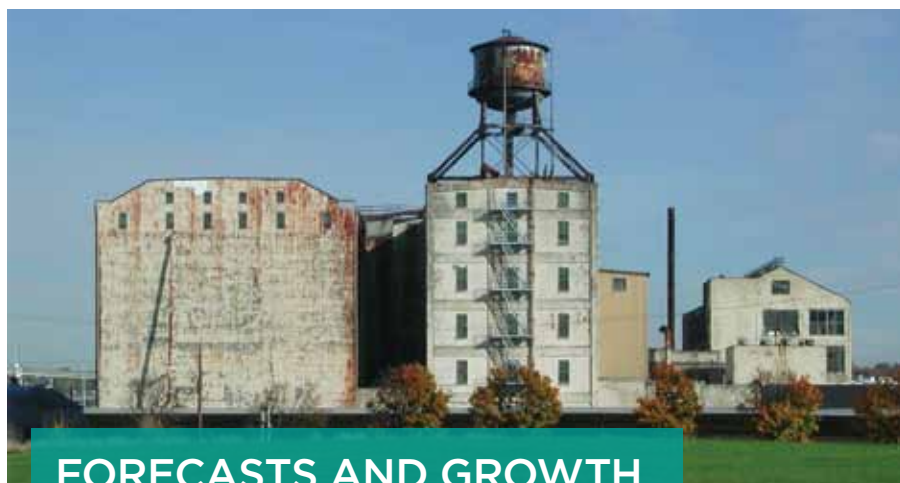
## Arts and Cultural Facilities

The Central City is the arts and cultural center of the region. It is home to a diverse range of arts and cultural facilities and organizations. Larger, well-established facilities range from the Oregon Symphony Association and the Portland Art Museum, both founded in the 1890s, to the Museum of Contemporary Craft and the Portland Center for the Performing Arts. There are also many non-traditional arts facilities and organizations, as well as private galleries and studios, within the Central City. Public art exists in many parks and open spaces and also along the MAX line, as part of a program instituted by TriMet. (For a map showing Central City arts and cultural facilities, please see the appendix).

## Education

The Central City hosts a variety of educational choices within the Central City. Portland State University is the largest university in the state, as measured by enrollment, and is the namesake of Central City’s University subdistrict. Several alternative, private, and post-secondary schools are also located within the Central City, providing a range of learning opportunities for young and old and in many specialties. The various schools include the Pacific Northwest College of Art, the Western Culinary Institute, and St. Mary’s Academy. The one Portland Public School located in the Central City is Lincoln High School in Goose Hollow. Benson High School is adjacent to the Central Eastside boundary on NE 12th Avenue. No public K–5 or middle schools are within easy walking distance from the Central City.





## FORECASTS AND GROWTH



### Metro Forecast

Where the region's population and employment numbers ultimately land will be determined by several factors. Varying conditions in the local and global economies, climate change and changing population and workforce demographics will influence how much growth comes to this region. Policy decisions and investments made in local communities and across the region may also attract particular types of population and employment growth.

Metro regional government's computer model, Metroscope, forecasts significant growth in the Central City over the coming decades. How and where the jobs and households are accommodated represents a great opportunity to reinvest in the Central City by creating vibrant new districts and rebuilding existing areas.

**Table 1.15: Central City  
Forecasted Growth (2005–2035)**

Year	Central City Households	Central City Employment
2005*	17,766	150,479
2035	51,794	224,891
<b>Increase</b>	<b>34,028</b>	<b>74,412</b>

*It is important to note that due to the modeling methods used by Metro, household and employment numbers for 2005 do not align with more recent data from other sources cited in this report.*

### Redevelopment Capacity

In 2007, the *Central Portland Development Capacity Study* looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built there. It is estimated that roughly 400 acres of vacant or underutilized land within the Central City study area either is now, or could become, available for development/redevelopment at some point in the next 20 years within the Central City study area. The study area for the *Capacity Study* included the area within the current Central City Plan District boundaries.

Considering a combination of zoning regulations and entitlements as well as historic and current building trends, the Bureau of Planning in 2007 estimated that redevelopment of identified sites could produce an approximate net increase of more than 100 million square feet of new building area. Considering development trends since 1990, the Bureau estimated that future development could include:

- 25 percent to 30 percent commercial office development (25 to 30 million square feet).
- 50 percent to 60 percent residential development (50,000 to 60,000 new housing units).

This level of residential development would represent an increase of more than 200 percent from the estimated 23,000 housing units currently in the study area.

These capacity numbers are not an estimate of the market demand for development. They represent the potential capacity of identified redevelopable lands at current entitlements; that is, they do not consider the conversion of any significant industrial lands to other uses, nor do they assume redevelopment within existing

## Identified potentially redevelopable sites (2007)



industrial areas. These capacity numbers also do not assume any expansion of the current Central City District boundary.

So how much development is this and how long might it take to absorb? For context, the total square footage of new development completed in the Central City since 1990 amounts to about 23 million square feet, an average of roughly 1.3 million square feet per year. Just as the market for development has often increased in the past decades, the coming decades are likely to bring periods of intense development. Assuming the Central City could see an average of two million square feet of new development per year in the future, it could take between 40 and 60 years to exhaust the identified development capacity.

There are no guarantees, however, that this identified capacity can be achieved. Most of the land identified as potentially redevelopable is not currently available, some would require zoning regulation changes or environmental cleanup, and many areas would necessitate improvements to infrastructure to accommodate growth.

Table 1.16: Central City Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	675.8	60	242	65.1	96.7	75.5	32.5	3.8	27.9	30,588
Mixed Employment	633.0	32.2	126	23.1	39.6	35.4	4.2	2.5	24.1	20,179
Open Space	73.2	0.5	0	0	0	0	0	0	0	0
Residential	144.5	10.5	35	8.1	12.6	7.5	0.2	0.4	6.2	7,935
Right-of-way/River	1,426.9	0	0	0	0	0	0	0	0	0
Totals	2,953.5	103.2	403	96.3	148.9	118.3	36.9	6.7	58.2	58,702



## SUBDISTRICTS



**W**ithin the Central City there are eight subdistricts, three on the east side of the Willamette River and five on the west side.

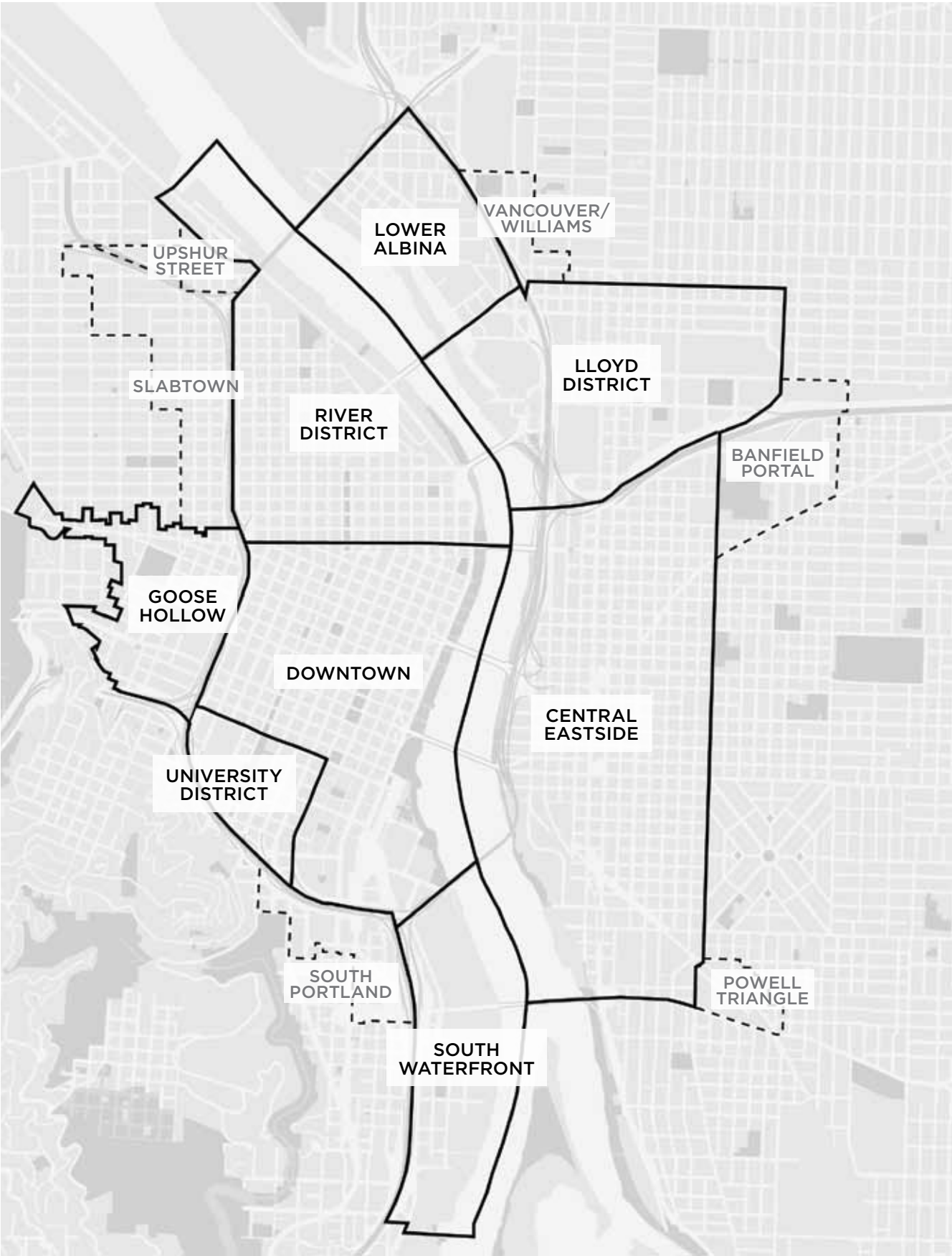
The eastside subdistricts include Lower Albina, the Lloyd District, and the Central Eastside. Lower Albina and the Central Eastside are largely industrial areas, with evolving uses in recent years. The Lloyd District is a commercial and entertainment focused area.

The westside subdistricts include the River District, Downtown, Goose Hollow, the University District, and South Waterfront. The River District and South Waterfront are largely residential areas, with the evolution happening most recently in South Waterfront. Downtown is the oldest part of the Central City and is the most intensely developed. Goose Hollow contains an interesting mix of uses, including residential and major event facilities. The University District is named for Portland State University.

Each of the subdistricts will be discussed in detail in the following chapters. Every one has its own interesting set of conditions and a unique character. Together these eight subdistricts make up Portland's Central City.



Subdistricts and Study Areas



## DOWNTOWN

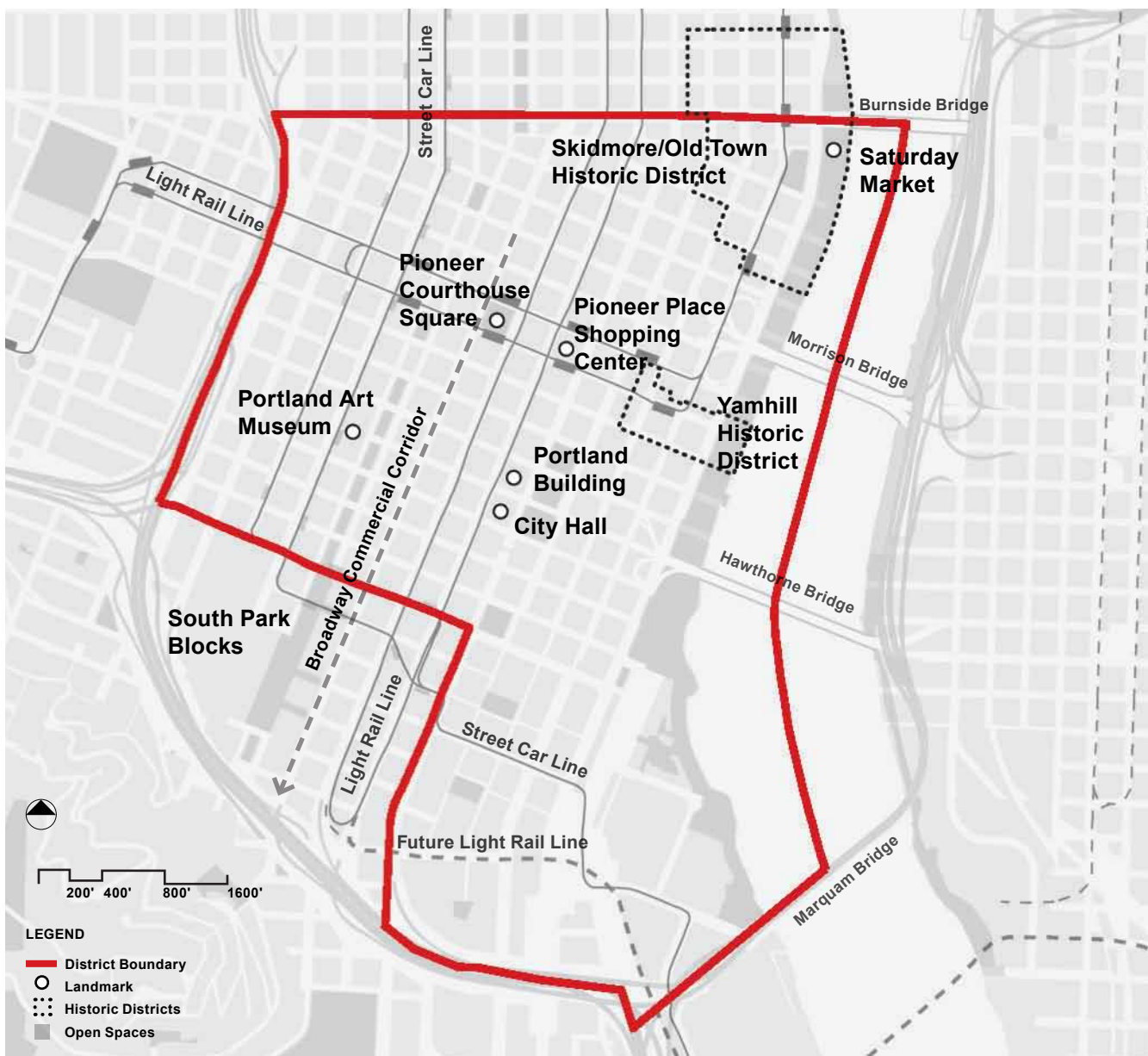


## SNAPSHOT OF PLACE

**D**owntown is the **oldest part of Portland**, and serves as the **commercial, office and transit hub** of the region. Many places in Downtown play unique roles in the life of the City: Pioneer Square is the “City’s living room” and symbolic gathering place; Lownsdale and Chapman Squares and surrounding buildings form its government center. After hours, parts of Downtown are lively due to strong cultural and nightlife attractions and a growing and diverse residential population.



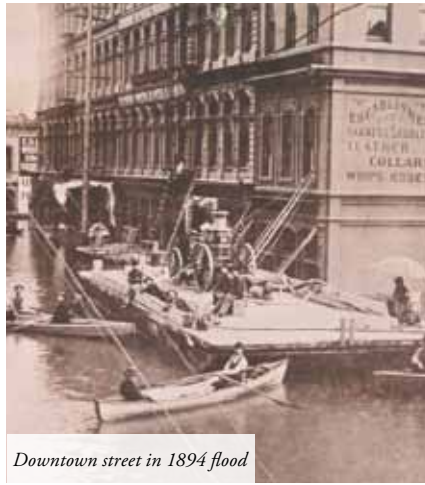
Downtown Subdistrict







Pierce and Elliott lithograph  
bird's eye view of Portland (1890)



Downtown street in 1894 flood



Ladd Carriage House (1927)

## Location

Downtown occupies 273 acres bounded by West Burnside to the north, the Willamette River to the east and I-405 to the west and south.

## Evolution of the Subdistrict

Portland's Downtown occupies an **ideal natural setting**, with views of the surrounding hills and mountains and ready access to the Willamette River. Its settlement-era development history began in the 1840s with a small concentration of simple log and wood structures bordering the river bank. By the late 1800s, pioneer merchant-entrepreneurs had transformed this strategic location from a stump-strewn clearing to a **cultural, financial, trade and transportation hub** of the Pacific Northwest.

The town site was laid out beginning in 1845, when surveyor Thomas Brown platted a 16-block area just south of today's Skidmore/Old Town Historic District on part of a land claim owned by Francis Pettygrove and Asa Lovejoy. The 200-foot square blocks were divided into 50- by 100-foot lots. Bordered by narrow streets, this grid of small blocks set the pattern for future streets throughout the City. At the western portion of the original plat, a series of narrower "Park Blocks" were laid out north to south, setting aside open green space in the otherwise uniform urban grid. Between 1850 and 1880, Portland's downtown centered near the waterfront, on Front and First Streets between Taylor Street on the south and Davis Street on the north. Front Street, running parallel to the River, served as the main commercial street and was home to most of the early town's more substantial holdings. This early core developed into the region's most impressively

urbanized area, with substantial three- and four-story brick and cast-iron commercial buildings used for wholesale trade and distribution. Starting in the late 19th Century, the commercial center began to move westward, shifting residential and other types of development further to the edges of the expanding City.

In the late 19th and early 20th centuries, Downtown Portland grew rapidly as a **major urban center and economic powerhouse**, fueled by industries related to vast inland resources such as timber. In turn, Downtown growth helped support the economic and physical development of the Northwest. After the Lewis & Clark Exposition of 1905, increased trade, new businesses, and outside investment contributed to a **real estate boom**. The Downtown business district expanded vertically and horizontally, with six-story office blocks and 12-story skyscrapers replacing many of the three- and four-story masonry buildings dating from the late 19th Century.

Downtown Portland continued to expand westward, encompassing, by the 1930s, areas beyond the Park Blocks. Land-use patterns shifted, as older single-family houses in the core and on the former periphery of Downtown were replaced with commercial buildings and high-density residential structures. A variety of special-purpose buildings also was added to the urban mix, including department stores, hotels, churches and social clubs. Transportation improvements fed this growth, including new bridges, expanded streetcar service, and an interurban rail network.



*Left: Architecturally, the new early 20th Century buildings were steel frame, clad with light glazed terra cotta. Today's "Terra Cotta District" in Downtown's commercial core is recognized for its visual unity of materials and scale of detail, and as an important legacy of the work of architect A.E. Doyle.*

*Right: With the construction of Pietro Belluschi's Equitable Building in 1948, the new International style was introduced to the world and with it an innovative building style, type and form.*

Construction virtually ceased in Portland's central business district during the Depression and World War II eras. Following this time, conditions improved and construction resumed in Portland's traditional downtown retail and office core. Classical styles and handmade materials, such as terra cotta were generally replaced by functionally expressive buildings.

The increasing automobile traffic accompanying post-war development raised new problems. Circulation issues and aesthetic concerns about the declining appearance and character of the City were voiced by the business community and citizen activists. Development was becoming more auto-focused rather than pedestrian-focused, with parking lots, large signs, and road projects gaining presence in the Downtown.

In the 1960s urban renewal became a driving force for Portland's Central City. **The South Auditorium District**, Portland's first urban renewal district, was designed in the early 1960s by Skidmore, Owings & Merrill (SOM). It was a modern urban renewal plan in the spirit of Robert Moses, considered the 20th Century "master builder" of New York State. The district is laid out as a collection of classic mid-century superblocks developed with a mix of tall residential towers and commercial office buildings. This area has recently experienced a resurgence in energy with the addition of streetcar, a new residential tower, and the refurbishing of three of the district's original residential towers. An important feature of this district is the open space network of three parks designed by famous landscape architect

Lawrence Halprin, including Lovejoy Fountain, Pettygrove Park, and the Ira Keller Fountain.

Attention expanded from individual historic buildings to whole districts in the 1970s, with the designation of Skidmore/Old Town and Yamhill Historic Districts in the mid-1970s.

The 1980s brought continued riverfront redevelopment. Riverplace, located along the west bank of the Willamette just north of the Marquam Bridge and just south of **Tom McCall Waterfront Park**, has developed steadily since the mid-1980s with a variety of river-oriented housing, office and retail.

By the mid-1980s, new office towers transformed the downtown, and public space was reconfigured to appeal to pedestrians. Portland General Electric's Willamette Center was constructed across from the new Waterfront Park and the Depression-era Public Market. A few blocks west, a new series of parks, including the walk-through Ira Keller fountain were completed. Pioneer Courthouse was restored, and **Pioneer Courthouse Square** was built on the former site of a parking structure.

Today, there are many unique places within Downtown. They include the retail core in the blocks around Pioneer Square, major office towers along the Transit Mall, the rapidly evolving West End and Burnside Triangle areas, Waterfront Park, the South Park Blocks, and the Yamhill Historic District as well as part of the Skidmore/Old Town Historic District.

**Table 2.1: Downtown Plans**

Plan	Year	Agency
<i>Downtown Plan</i>	1972	BOP
<i>Central City Plan</i>	1988	BOP
<i>Downtown Community Association's Residential Plan</i>	1996	BOP
<i>RiverPlace Development Strategy</i>	1997	PDC
<i>Downtown's West End</i>	2002	BOP

## Planning History

The *Downtown Plan* was adopted in 1972 and was a public and private collaborative effort led by the business community to revitalize Downtown. Major concepts and achievements of the plan include:

- The Transit Mall as the spine of Downtown
  - Transportation improvements emphasized non-automobile alternatives for Downtown circulation and access (motivated by serious air quality issues).
- An east-west retail core
  - Maintaining and strengthening Downtown's central role was intended by reinforcing its mix of uses.
- Replacing a freeway with a park
  - River access was a major concern for Portlanders, and later Waterfront Park replaced Harbor Drive
- Preserving special places
  - The Plan recognized the importance of unique, historic and exceptional features that contribute to the City's character, including not just individual buildings but also historic districts that are important as a whole area. These included the Skidmore/Old Town and Yamhill Historic Districts, designated in the 1970s, and New Chinatown/Japantown and Northwest 13th Avenue Historic Districts in the 1990s.

The 1988 *Central City Plan* defined an **urban core** that extends along and across the Willamette River, emphasizing the horizontal as well as vertical expansion of Downtown. Zoning was changed to **expand the business core** into several surrounding areas containing older industrial and commercial uses, and significant incentives were established to encourage **residential development**.

The 1988 *Central City Plan* had 17 specific Downtown "action items," a majority of which have been completed or addressed. Key accomplishments include:

- establishing a **University District** for Portland State University,
- nurturing a **cultural district** along the South Park Blocks,
- creating incentives for infill development,
- encouraging residential development along the South Park Blocks,
- establishing a public park on Park Block 5, and
- major improvements in **access from Downtown to the waterfront and Riverplace**.

Outstanding actions include, bringing Waterfront Park into Downtown at the Morrison Bridge, pedestrian improvements to SW Ankeny Street and improving pedestrian connections between the North and South Park Blocks.

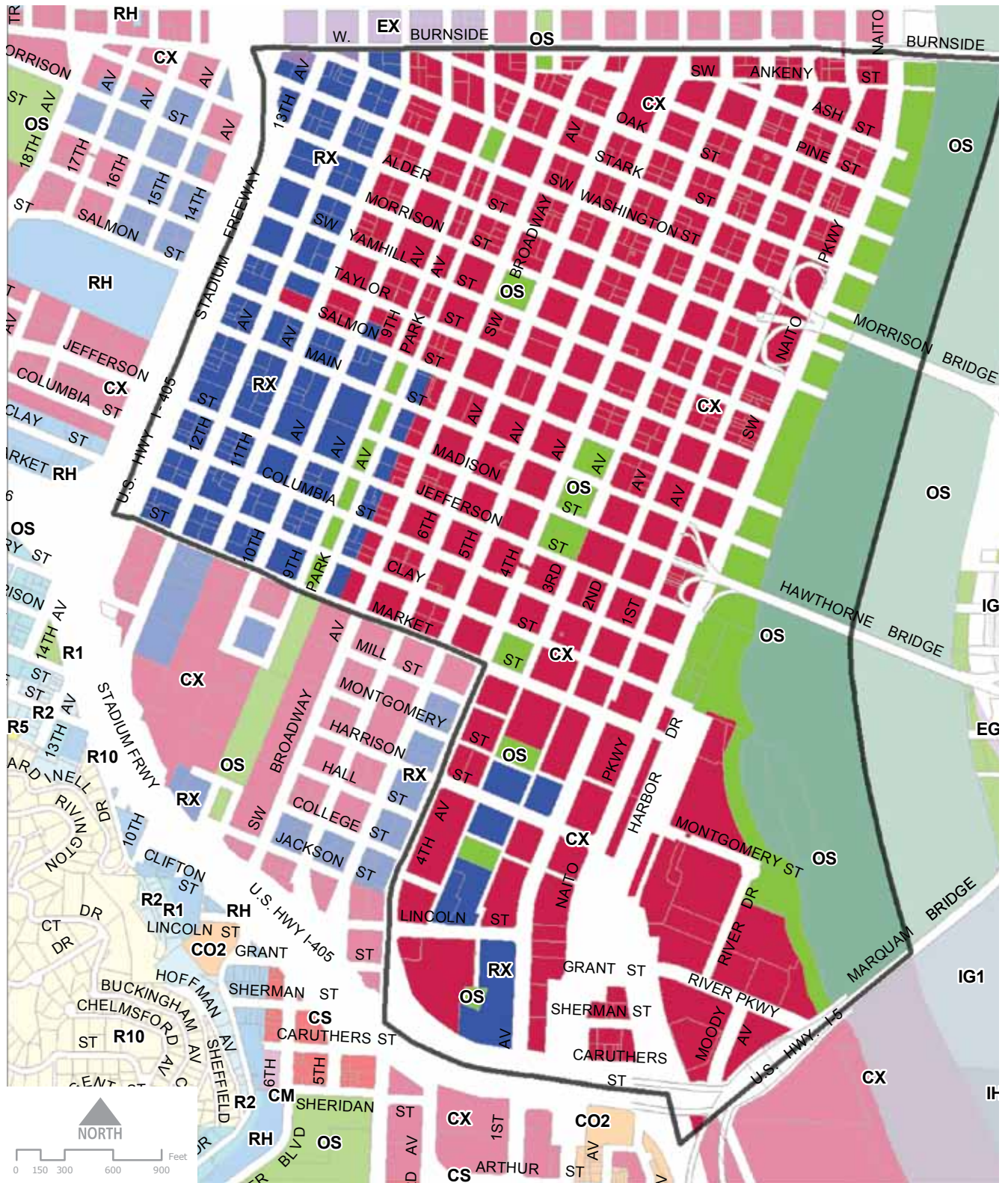
A series of **zoning changes** were adopted in *Downtown's West End* (2002). Intended to encourage redevelopment and investment in the area of Downtown between SW 9th Avenue and I-405, W Burnside and SW Market Street. These changes increased incentives for residential development, but also increased redevelopment flexibility in some areas previously reserved for housing development by allowing additional, non-residential uses.

More recently, the *Park Avenue Vision* addressed the long-term future of the Mid Town Blocks, a series of 20,000-square-foot blocks between SW 9th and SW Park Avenues extending from West Burnside to SW Salmon Street. The purposed of this plan was to complete the Park Blocks through Downtown, essentially, filling in the "missing" Park Blocks.

*(A comprehensive list of action items and their status can be found in the appendix).*

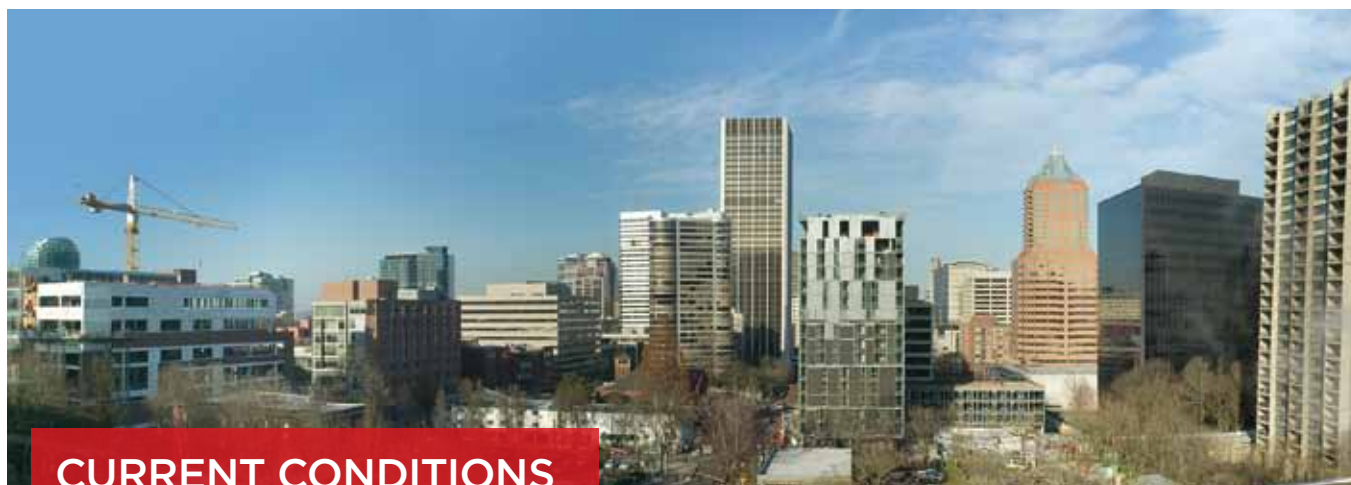


## Downtown Zoning



June 30, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



## CURRENT CONDITIONS

### Land

#### Zoning

The predominant zone in Downtown is Central Commercial (CX), making up 69% of the district; Central Residential (RX) is next, at 18%. The CX zone is primarily commercial, allowing for a wide range of development types to create Portland's most urban and intensely developed areas. On the other hand, the RX zone is more focused on residential land uses, but it does allow limited amounts of retail and office space to ensure the district maintains a mix of uses.

Commercial and residential development within these Downtown zones is intended to be very dense, with building footprints that cover most or all of a parcel and buildings that are developed with high floor area ratios (FAR) — meaning, more building area or floors allowed per site. Buildings

are also required to be designed with a ground floor pedestrian-orientation with a strong emphasis on creating a safe, lively, and attractive street-level environment, or public realm.

Zoning in the Downtown core along the Transit Mall allows the largest and tallest buildings in the City, with maximum heights in some areas set as high as 460 feet. At the same time that these greater heights are allowed, current regulations require that building heights generally decrease or “step down” as the district transitions from the Transit Mall down toward the River, along the district boundary with surrounding neighborhoods and other Central City subdistricts. The step down to the River approach was originally adopted to protect views of the River and the Cascade Mountains from high-priced office/commercial development sites along the Transit Mall.

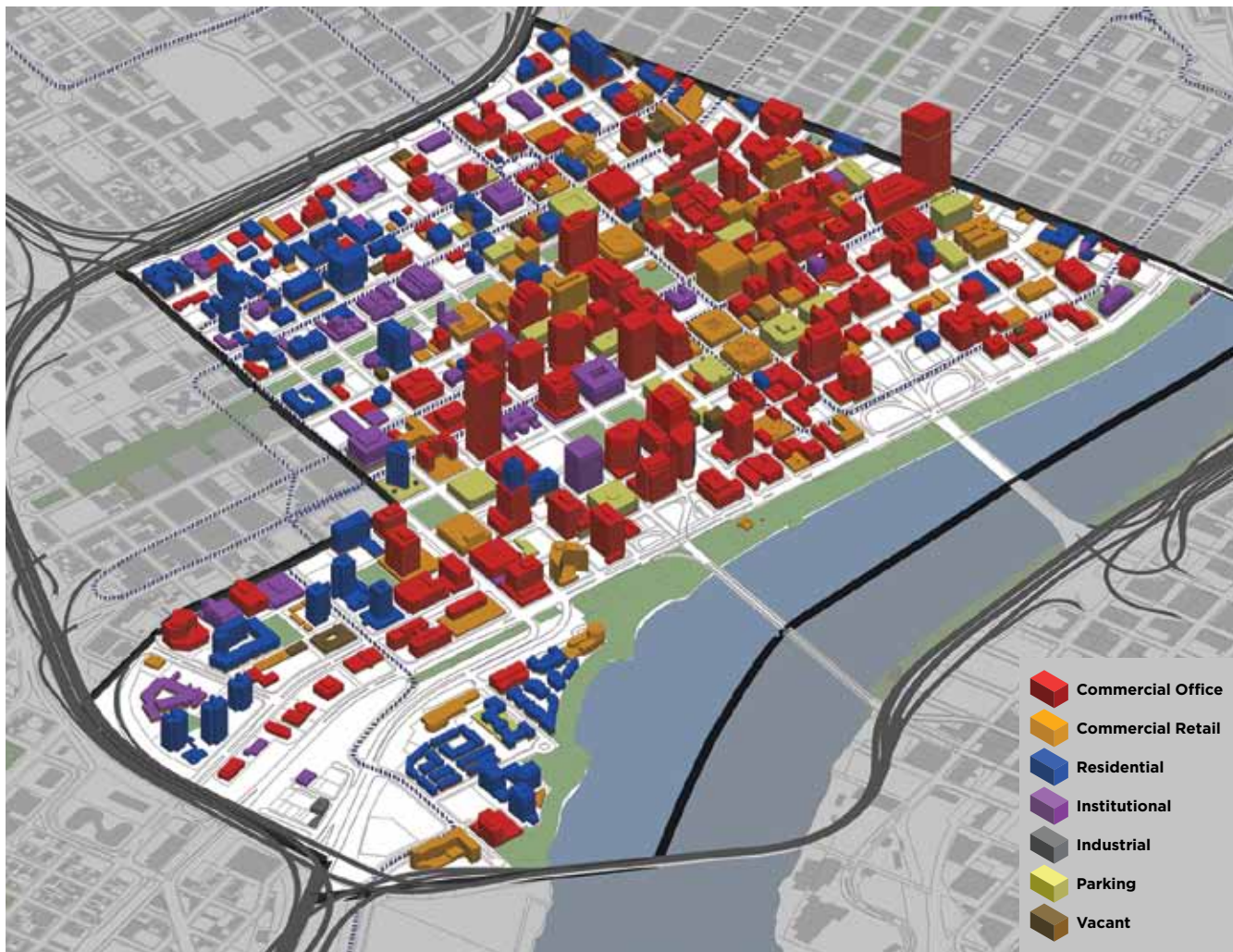
**Table 2.2: Downtown Zoning**

Zone	Downtown Acres	Percent of Downtown	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	180.3	68.7%	668.9	27.0%	1,036.3	17.4%
Central Employment (EX)	0.4	0.2%	229.3	0.2%	779.6	0.1%
Open Space (OS)	34.4	13.1%	66.2	51.9%	15,186.9	0.2%
Central Residential (RX)	47.3	18.0%	102.8	46.0%	214.3	22.1%
	<b>262.4</b>	<b>100.0%</b>				

*Note: River and right-of-way acres are not included.*



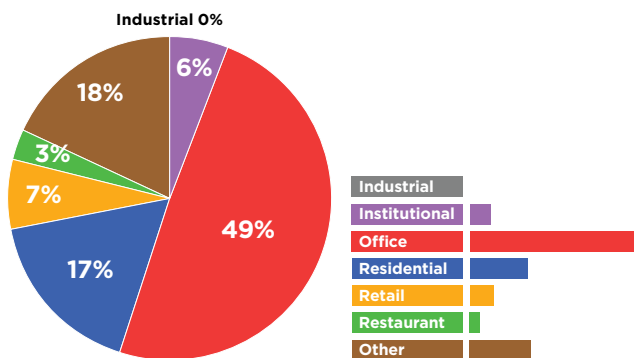
## Downtown Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 2.1: Downtown Existing Building Uses**



**Table 2.3: Downtown Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	10,371	0.0%
Institutional Uses	2,149,229	5.6%
Office Uses	18,985,954	49.4%
Residential Uses	6,537,337	17.0%
Retail Uses	2,668,301	6.9%
Restaurant Uses	1,190,709	3.1%
Other Uses	6,882,836	17.9%
<b>Total Developed Sq. Footage</b>	<b>38,424,738</b>	<b>100.0%</b>



## Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in Downtown and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model, provides estimates for different uses in the subdistrict. The results of this calculation are not precise but do provide more up-to-date estimates of uses than previously available.

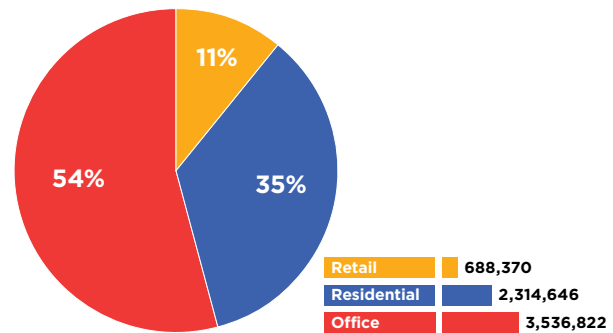
The 2008, City inventory of existing built uses in the Central City revealed that, while Central Commercial (CX) zoning makes up nearly three-quarters of the land area in Downtown, only about half of the developed floor area within Downtown is actually being used for offices. Other major uses in Downtown include residential, structured parking, hotel, retail, and institutional.

The Downtown core has the greatest concentration of high-end retail in Portland, with Pioneer Place positioning itself as a 'fashion retail destination.' Downtown retail draws from a diverse and balanced market base. Pioneer Place reports that 54% of its traffic is from regional residents and almost a quarter of each out-of-town visitor and Downtown office workers. Downtown has long pinned its success on the Pioneer Courthouse Square area with its major shopping anchors at Pioneer Place, Nordstrom and the new Macy's as a replacement for Meier and Frank.

## Recent Development

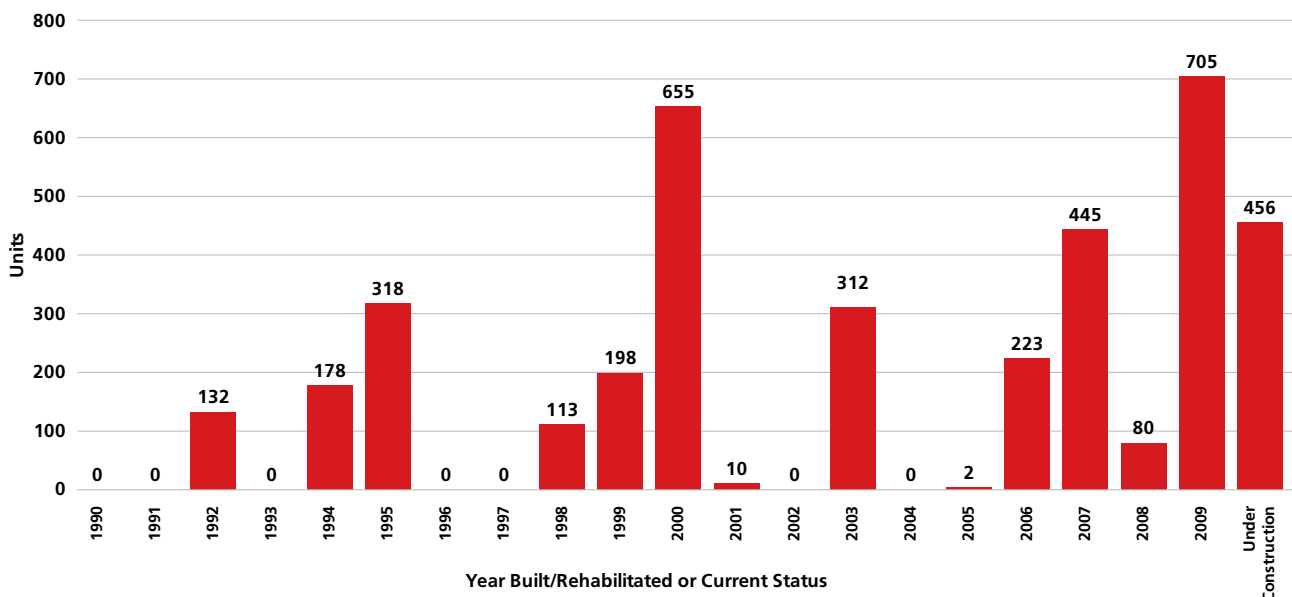
Both residential and commercial development has occurred in Downtown. Almost 4,000 residential units have been built or rehabilitated since 1992, with roughly another 500 units under construction. If all uncompleted projects are finished by 2010, roughly 2.3 million square feet of residential will have been developed in Downtown over two decades. Additionally, commercial and retail developments have both been strong in Downtown. Major projects in Downtown account for 4.2 million square feet of commercial or retail development since 1990. Almost all (84%) of this development has been commercial or office square footage, with the remaining as retail uses.

**Graph 2.3: Downtown Major Projects — Developed Square Feet by Type since 1990**





(For a complete table of projects and accompanying data see the appendix).

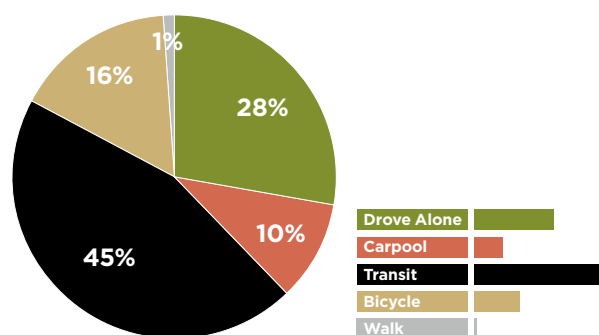
**Graph 2.2: Downtown Major Residential Projects — Number of Units by Year**



Downtown has seen healthy growth in the last two decades.  
Some examples of recent development and renovation are shown here.

	<b>Residential</b>		<b>Commercial/Industrial</b>
	<b>Eliot Tower</b> 1221 SW 10th Avenue		<b>Meier &amp; Frank</b> 621 SW 5th Avenue
	Year built or proposed to be built		1909, 2005–2008 renovation
	Developer/owner		Sage Hospitality Resources (The Nines), Federated Department Stores (Macy's Northwest)
	Number of units or square feet		662,894 SF
	Use		Five floors of retail; ten floors of luxury hotel
	Average rent or sales price		\$140 million renovation
	Result of planning effort or private plan		May Company and PDC partnership
	Unique features		National Register Historic Property; Federal Historic Preservation and New Markets Tax Credits; LEED Silver certified
			Photo: Starwood Hotels
	<b>Commercial/Industrial</b>		<b>Residential</b>
	<b>First and Main</b> 100 SW Main Street		<b>12 West</b> 430 SW 13th Avenue
	Year built or proposed to be built		2009
	Developer/owner		Gerdling Edlen
	Number of units or square feet		85,000 SF
	Use		Ground floor retail; 17 floors of residential (274 units); 4 floors of office
	Average rent or sales price		\$137 million project
	Result of planning effort or private plan		Private
	Unique features		LEED Gold certified
	Photo		Gerdling Edlen Development



**Graph 2.4: Downtown (including University)  
Transportation Mode Split (2008)**

Source: PBOT 2008 Transportation Surveys (non-scientific)

Note: The data found in this graph is derived from a PBOT non-scientific transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

## Transportation

As the economic and cultural center of the metropolitan region, Downtown serves as a convergence point for many people and modes of transportation. The typical Downtown street serves automobiles, pedestrians, bicyclists, local freight, transit, and parking functions. Major constraints on the transportation system include the portals into Downtown, such as the Burnside, Morrison, and Hawthorne Bridges and Naito Parkway and Barbur Boulevard to the south.

Since the adoption of the 1972 Downtown, transportation improvements have focused on increasing the use of alternative transportation modes. Transit has been the focus for major investment to encourage workers to rely this mode of travel for commuting. The mode split chart shows that transit, bicycles, and drive alone are the most heavily used modes in Downtown.

### Automobiles and Streets

The Downtown street system is characterized by the one-way grid system with a synchronized signal system that limits traffic speeds to approximately 12 -15 miles per hour. This system efficiently moves traffic with the most congested periods occurring during the evening rush hours. The parking management system in place since the adoption of the 1975 Downtown Parking and Circulation Policy carefully manage the parking spaces to ensure mobility in and out of the downtown.

The street with the highest average daily trips is SW Naito Parkway, south of SW Taylor Street. It serves

**Table 2.4: Transportation in Downtown**

STREETS	Highest Average Daily Trips	Naito Pkwy, south of Taylor St (segments 20–30K, segments 30–40K)
	Total	113,515 feet
	Poor Condition	739 feet or 0.7%
	Very Poor Condition	1,041 feet or 0.9%
PARKING	Failing Condition	0 feet
	On-street Free Parking Spaces	109
	On-street Metered Parking Spaces	3,384
	Surface Lot Parking Spaces	6,047
	Structured Lot Parking Spaces	28,482
	Surface/Structure Parking Spaces	776
	Total Parking Spaces	38,798
BIKE	Surface Parking Lot Area	32 acres
	Bike Lanes	4.4 miles
TRANSIT	Light Rail Lines*	3.2 miles
	Other Transit Lines	1.6 miles (streetcar)
	No. of Bus Routes**	46
PEDESTRIAN	General Block Size	1.2 acres or 52,272 square feet
FREIGHT	Busiest Freight Route***	All streets. Local Freight

\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

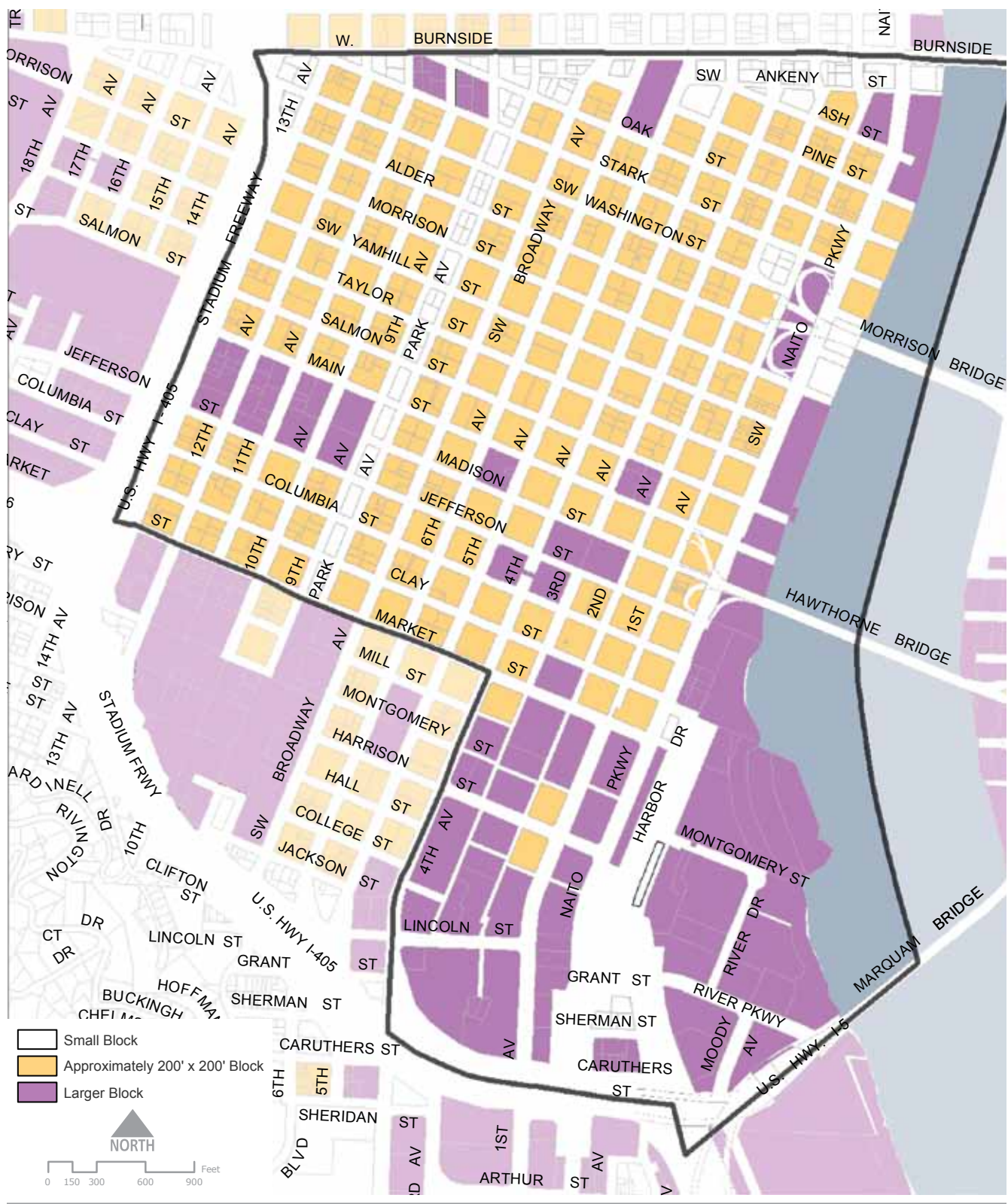
\*\*\* Listed are streets with highest TSP freight classification.

as a major access point for I-5 South, to southwest Portland, and to southeast Portland with connections the Ross Island Bridge. The I-405 Freeway borders the western edge of downtown, with series of on and off ramps from SW 4th Avenue to SW Taylor Street. The Morrison Bridge provides access to I-84 and to I-5 North. Poor regional highway connectivity between US 26 from the Vista Tunnel to Ross Island Bridge and US 43 (SW Macadam Avenue) results in severe traffic congestion on local streets in the south downtown area and South Portland neighborhood.

### Parking

Downtown hosts 39,000 parking spaces, including both off-street (surface lots and parking garages) and on-street parking. The Smart Park (City-run garages) and commercial parking garages and surface lots (generally none of which are free), are most heavily used during daytime hours, and less so after seven p.m., when on-

Downtown Block Size



**September 21, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

street parking is free. Table 1.11 shows that inventoried parking in Downtown meets code requirements. There is about 0.5 spaces for every residential unit and 1.2 spaces for every 1,000 sq. ft. of office/non-residential uses.

### **Bicycles, Transit, and Pedestrians**

Downtown streets are considered quite rideable for experienced bicyclists. But less skilled bicyclists can find cycling Downtown intimidating. There are few dedicated bike lanes, and many different types of vehicles share the same roadway. Bike access is insufficient in some areas, especially to the Broadway and Burnside Bridges, eastbound from Southwest parallel to Jefferson Street (which is one-way westbound). Cyclist/auto crashes with injuries largely occur on SW Madison, and streets leading to the Hawthorne Bridge, a major bike throughway. To encourage bicycling, “cycle tracks” were recently installed on SW Broadway as a demonstration project to increase bicycle safety in downtown.

Downtown is the hub of the regional transit system, and is served by all light rail lines, the Portland Streetcar, and many TriMet and C-Tran bus routes. The Transit Mall on 5th and 6th Avenues serves as the main spine through Downtown, although there are several cross-town bus and rail routes. The transit system in Downtown serves an important need. Not only does it effectively help manage congestion by concentrating people in one mode, but it also serves as a key component of a robust economy and economic development.

Downtown is the most pedestrian-friendly Central City subdistrict. Wide sidewalks, active ground floor land uses, and the small 200-foot by 200-foot block pattern all make Downtown walkable. Inadequacies in the pedestrian realm tend to be concentrated on the edges of Downtown, crossing arterials such as Burnside and I-405. A successful pedestrian realm can make transit use more attractive, as connections to the final destination are likely done on foot. However, in Downtown there are some major conflict and crash areas for pedestrians and autos along some of the large roads, Naito Parkway and Burnside Street. Both of these streets have been identified as Pedestrian Crash Corridors by the City. Crashes resulting in injuries also occur frequently around the Downtown retail core and along Broadway Avenue.

### **Freight**

For freight, the freeways are key through routes. However, within Downtown, freight needs consist primarily of local deliveries and do not significantly contribute to overall congestion.

### **Transportation Demand Management**

Downtown Portland also has a very successful Transportation Demand Management (TDM) program called SmartTrips. It is a comprehensive approach to reduce drive-alone trips and increasing biking, walking and public transit use. It typically yields up to a 12% annual reduction in drive-alone trips.

### **Willamette Riverfront**

The popular Tom McCall Waterfront Park — which was Harbor Drive highway before it was transformed into a park in the mid-1970s — lines the Willamette Riverfront from the Hawthorne Bridge to the Steel Bridge in Downtown. Waterfront Park serves as Portland’s and the region’s “front yard,” providing open space for recreation and informal gatherings, festivals, concerts and other celebrations throughout the year. The park has two dock facilities, the private commercial Salmon Springs Dock and the public Ankeny Dock.

Just south of Waterfront Park is the Riverplace Marina, located near the south end of the Downtown district between the Hawthorne and Marquam Bridges. South Waterfront Park, located just north of the Marquam Bridge, provides access to the River from a formal garden with native plantings and, during low-water seasons, from a beach that allows visitors to connect physically with the Willamette River.

A riverfront trail links all of these Downtown areas together with an off-street path in Tom McCall Waterfront Park and Riverplace, and occasional connections into the Downtown core.

In the late 1920s, the seawall was built along the Willamette’s west bank for the protection of Downtown from the annual floods. Habitat and other aspects of the riverfront are similar in Downtown to conditions in other parts of Central City. Upland natural resources are similar as well.

### **Upland Natural Resources**

Upland natural resources include landscaped areas, street trees, ecoroofs and parks. The vegetation provides habitat for terrestrial species, predominantly tolerant species such as raccoon, squirrel, etc. Resident birds in Downtown are also predominantly tolerant species such as pigeons. However, many bird species use the Willamette River as a migration corridor to and from the Columbia River and Pacific Ocean. Vegetation also provide important habitat for pollinators (e.g. bees, butterflies).



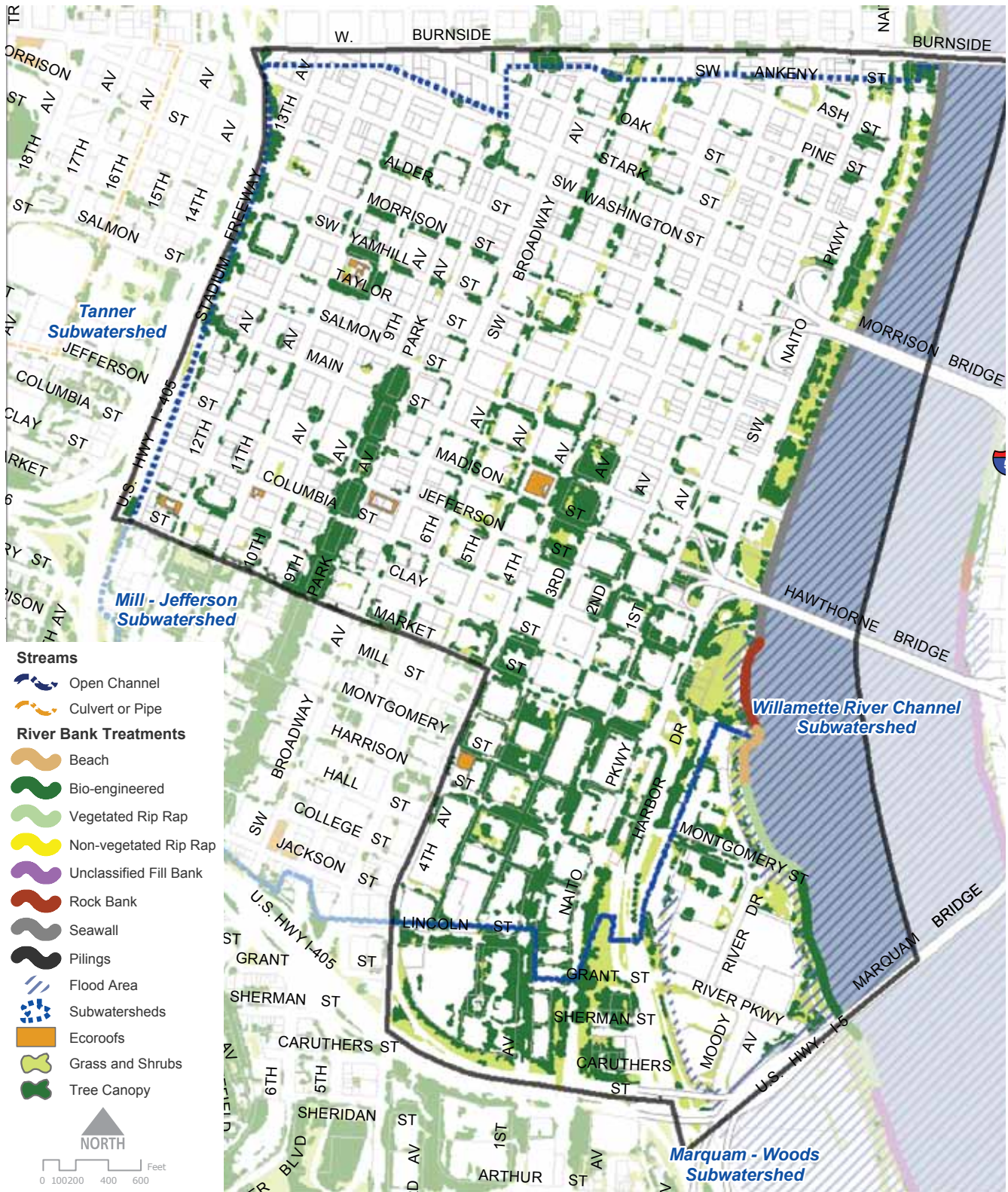
Downtown River-related Features



**September 21, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



# Downtown Natural Resource Features



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Table 2.6: Downtown Characteristics (1997–2008)**

	Downtown	Central City
Residents (2008 estimate)	10,400	34,400
Median age (2000)	40	36
Education — bachelor's degree or higher (2000)	36%	38%
Average household income (2000)	\$37,413	\$35,624
Housing units (2008)	6,942	22,994
Affordable* housing units (2008)	35%	56%
Jobs (2006)	69,586**	134,870
Jobs/residential population ratio (2008 estimate)	7:1**	4:1
Change in crime rate between 1997–2008	–49%	–32%

\* Affordable = units that are restricted by tenant or income

\*\* This number represents both Downtown and South Waterfront

## People

In 2000, the typical Downtown resident was older than the typical Central City resident, with the median Downtown age recorded at 40 versus 36. They had slightly lower educational attainment and a slightly higher income than is typical for the Central City.

Racial and gender breakdowns for the Central City population as a whole have remained consistent over the study period for which statistics are available (1990–2000): males account for about 60 percent of residents, females 40 percent. Whites account for about 80 percent, African Americans six percent, Asians seven percent, and Hispanics five percent. Comparatively, Downtown residents fall into about the same categories, as the accompanying table shows.

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

**Table 2.5: Downtown Residents Race and Gender (2000)**

	Downtown	Central City
White	80%	79%
Black	7%	7%
Asian	7%	7%
Hispanic	6%	5%
Male	60%	60%
Female	40%	40%

## Housing

Around 10,000 people live in Downtown, making up about 30 percent of the Central City population. About half of these Downtown residents live in rental housing, a high proportion of which is affordable to low-income people. Downtown (and the Central City in general), is home to the region's highest concentration of poverty, though recent mid- and high-end housing development has begun to increase the average income of Downtown residents by diversifying the housing stock.

Of the nearly 5,000 rental units in Downtown, 37% are unrestricted market rates, and 62% are income-restricted units. Thirty-three percent of the rental housing is priced to be affordable to households earning 31 to 50 percent of the median family income (MFI); 17% is affordable to the 0 to 30 percent MFI category. Most units have a small number of bedrooms — either one-bedroom (29%) or studio (39%); 24% are Single Room Occupancy. The average rent per square foot is \$1.62, which is the third highest of any subdistrict.

**Table 2.7: Downtown Employees and Residents**

	Downtown	Central City	Percent within Downtown
Total Employees (2006)	69,586	137,870	50%
Total Residential Population (2008 estimate)	10,400	34,400	30%
Employee/Residential Population Ratio	7:1	4:1	—

## Jobs

With about 70,000 jobs in Downtown, this subdistrict has the most employees in the Central City, accounting for nearly half of Central City's jobs. However, between 2000 and 2006, this area realized almost no net job growth.

Downtown has an employee/residential population ratio of 7:1, compared to the Central City ratio of 4:1. The higher proportion of employees in Downtown reflects that it is essentially the Central Business District.

Some of the biggest employers in Downtown are:

- Services (46%),
- Public (16%),
- Information and Design (15%), and
- Retail, Arts, and Accommodation (15%).

*Note: Statistics in this section regarding jobs and employees represent both Downtown and South Waterfront. South Waterfront represents a relatively small share.*



## Crime

While Downtown has long had a reputation for having a high-crime rate, it is important to note that this is often more of a perception than a reality. Actually, the Portland Police Bureau reports between 1997 and 2008, criminal offenses dropped by 49% in the subdistrict. In Downtown, 2008 was the lowest crime rate year of any of the last 11. Additionally, Downtown comprised 45% of the total crime in the Central City in 1997. By 2008, crime in Downtown decreased to 34% of the Central City's total crime.

## Public Facilities and Services

### Schools

There are currently no public schools in Downtown. However, the 2000 U.S. Census estimated there were 464 residents under the age of 19 in Downtown. Public schools for area children are: Chapman Elementary School (K–5), West Sylvan Middle School (6–8), and Lincoln High School (9–12). Alternative schools include the Metropolitan Learning Center (K–12).

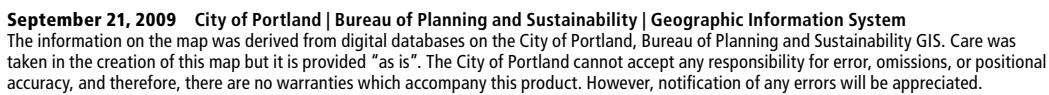
There are many post-secondary educational institutions and other alternative schools in Downtown, including Portland State University, the Western Culinary Institute, and branches of the University of Oregon and Oregon State University.

**Table 2.8: Downtown Alternative and Post-secondary Schools**

Name of School	School Type	Address
Aziza's Dance Co-Operative	Dance	333 SW Park Avenue
Beau Monde Academy of Cosmetology	Cosmetology	525 SW 12th Avenue
Berlitz Language Center	Language	321 SW 4th Avenue
Castalia Language Center	Language	519 SW Park Avenue
Driving School	Driving	621 SW 5th Avenue
ESL Language Centers	Language	1881 SW Naito Parkway
Everest College	General College	425 SW Washington Street #600
Fenixworkshop	Computer Training	1007 SW Morrison
Heald College Schools of Business	Business	625 SW Broadway, Suite 200
International School	Language Immersion (K–5)	2305 SW Water Avenue
Northwest Nannies Institute	Child Care	124 SW Yamhill Street
Oregon Ballet School	Ballet	1017 SW Morrison Street
Oregon Executive MBA	MBA Program	200 SW Market Street #L101
Pacific University: College of Optometry	Optometry	511 SW 10th Ave, Suite 500
Paul Mitchell the School	Hair Design	234 SW Broadway
PSU — Engineering and Computer Science*	General College	1930 SW 4th Avenue
School of Portland Youth Ballet, Inc.	Ballet	621 SW Morrison Street
Western Culinary Institute	Culinary	921 SW Morrison Street

\*Most Portland State University programs are located in the adjacent University District.

## Current Conditions





## Parks and Open Space

Portland's downtown parks are crucial to the Central City's character, identity and urban fabric, providing gathering space and variety in the regular 200-foot grid. Some well known parks include:



**Chapman and Lownsdale Squares** are adjacent squares in the civic heart of Downtown, across from the Multnomah County courthouse. They comprise what are called the "Plaza Blocks," and are bounded by Third and Fourth Avenues and Salmon and Madison Streets. The Plaza Blocks were lively places for orators and citizens to assemble in the later 19th and early 20th centuries. Today the Plaza Blocks are still a busy gathering place.



**Pioneer Courthouse Square** is often referred to as Portland's "living room" and is located at the heart of the Downtown district, at SW Broadway and Yamhill Street. Over the years, the site has served many uses: Portland's first public school opened there in 1858 and moved in 1883 to make way for construction of the grand Portland Hotel. The hotel stood on the site from the 1890s to 1951, when it was torn down and replaced with a surface parking lot for the adjacent Meier & Frank department store. The City acquired the site in 1979 and held a competition to design the square, which opened in 1984.



**Tom McCall Waterfront Park** is perhaps Portland's most recognizable park space and stretches along the waterfront in Downtown from SW Harrison Street to NW Glisan Street. The idea for this park came at the turn of the century when the 1903 Olmsted Report pointed out the need not only for parks within the City, but for a greenway scheme for the riverbanks to ensure their preservation for future generations. The 1912 Bennett Plan again called for more parks and river greenways, but instead of reorienting itself to the River, the City's focus was pulled further inland. In the late 1920s, the seawall was built along the Willamette's west bank and it not only cut off the water from the people, but the people from the water as well. The construction of Harbor Drive along the west bank in the 1940s continued the trend of isolating the public from the River.



With the opening of the Eastbank Freeway (Marquam Bridge, I-5), Harbor Drive became less important to the traffic flow of the City. Governor Tom McCall created the Harbor Drive Task Force in 1968 to study proposals for creating a public open space in its place. The park was completed in 1978. Today, Governor Tom McCall Waterfront Park contains many amenities for visitors, including: a boat dock, fountain, historical sites, paved paths, statue or public art, biking trails, and visitor attractions.



**Ankeny Plaza** is located at SW Naito Parkway and Ankeny Street in an area that was once at the heart of Portland's entertainment and commerce district. It was built on vacated Vine Street and Block 35 on the site of the Bank of British Columbia. The Plaza was updated in the mid-1980s when TriMet's light rail system (MAX) was slated to travel through the area. At the west end of the plaza, the historic Skidmore Fountain is Portland's oldest piece of public art and has been praised as one of the finest fountains in American art.

## Arts and Cultural Facilities

Downtown has some of Portland’s largest and most visited arts and cultural facilities in the region. These include the Portland Art Museum, the Oregon Historical Society, Arlene Schnitzer Concert Hall/ Keller Auditorium, and the Dolores Winningstad Theatre. Downtown serves as the regional arts and culture hub and will likely to continue to do so into the future. The appendix contains maps showing the many facilities in Central City.



## Community and Social Services

### Neighborhood Associations

Most of the Downtown subdistrict is represented by the Downtown Neighborhood Association, but also has a part of the Old Town/Chinatown Neighborhood Association within its boundaries. The Neighbors West-Northwest Coalition Office is located at 2257 NW Raleigh St.

### Business Associations

The Portland Business Alliance represents business concerns in Downtown and the region. Its mission is to ensure economic prosperity in the Portland region by providing strong leadership, partnership, and programs that encourage business growth and vitality. It was originally founded in 1870 as the Portland Chamber of Commerce. Today the Alliance represents more than 325,000 business people in the region.

### Community and Other Organizations

Downtown is home to many associations and organizations focused on a wide range of subjects and issues both at the local, national and international scale. The City Club of Portland, the Northwest Film Center, 1000 Friends of Oregon, Mercy Corps, Basic Rights Oregon, the Western Wood Products Association, the World Affairs Council of Oregon, and the Portland Rose Festival Foundation are just a few such organizations located in Downtown Portland.

### Social Services

Downtown is home to many social services. The Salvation Army, YMCA, and Make-A-Wish Foundation are all national organizations that have services or offices located within Downtown.

Table 2.9: Downtown Select Social Services	
The Salvation Army	30 SW 2nd Avenue
Jewish Family and Child Service	1130 SW Morrison Street
New Avenues for Youth Inc	314 SW 9th Avenue
Reliant Behavioral Health	1221 SW Yamhill Street
Shared Housing	909 SW 11th Avenue
YMCA	1111 SW 10th Avenue
Outside In	1132 SW 13th Avenue
Make-A-Wish Foundation of Oregon	2000 SW 1st Avenue
Northwest Pilot Project	1430 SW Broadway
Green Empowerment	140 SW Yamhill Street
Oregon Parental Information and Resource Center	101 SW Main Street





## FORECASTS AND GROWTH

### Metro Forecast

The most recent forecast prepared by Metro was in 2008, for the year 2035. It projects continued housing development in Downtown and that in 2035, more than 13,000 housing units will be located in the subdistrict. However, the housing growth rate will be slightly less than that for the entire Central City. According to Metro's projections, Downtown would have roughly one-quarter of the total housing units in the Central City, whereas now it has nearly half. Jobs are expected to grow by more than 30 percent.

To reach Metro's 2035 forecasts, Downtown will need to add about 1,200 jobs and between 250 and 300 housing units per year on average for the next 25 years. This represents a slight increase in the pace of housing construction observed over the past decade in Downtown, and a significant increase in job growth.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. (It is also important to note that the most recent census data is quite old at this point, dating from 2000.)*

### Redevelopment Capacity

In 2007 the City looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this development capacity study for Downtown are shown on the next page.

Downtown is more intensely developed than anywhere else in the Central City. However, there is still room for significant development. Major redevelopment opportunities within Downtown include sites at the Morrison and Hawthorne Bridgeheads, numerous surface parking lots and underdeveloped parcels in Old Town and the West End, and a collection of larger opportunity sites at the southern end of the district (South Auditorium and Riverplace). Because Downtown has high existing allowed floor area ratios and maximum heights, even relatively small parcels represent significant development potential.

**Table 2.10:**  
Downtown Metro Forecast  
Household Growth (2005-2035)

	Downtown	Central City
2005	5,811	17,766
2035	13,959	51,794
Growth	140%	192%
Net Increase	8,148	34,028

**Table 2.11:**  
Downtown Metro Forecast  
Employment Growth (2005-2035)

	Downtown	Central City
2005	79,121	150,479
2035	109,033	224,891
Growth	38%	49%
Net Increase	29,912	74,412

## Identified Potentially Redevelopable Sites (2007)

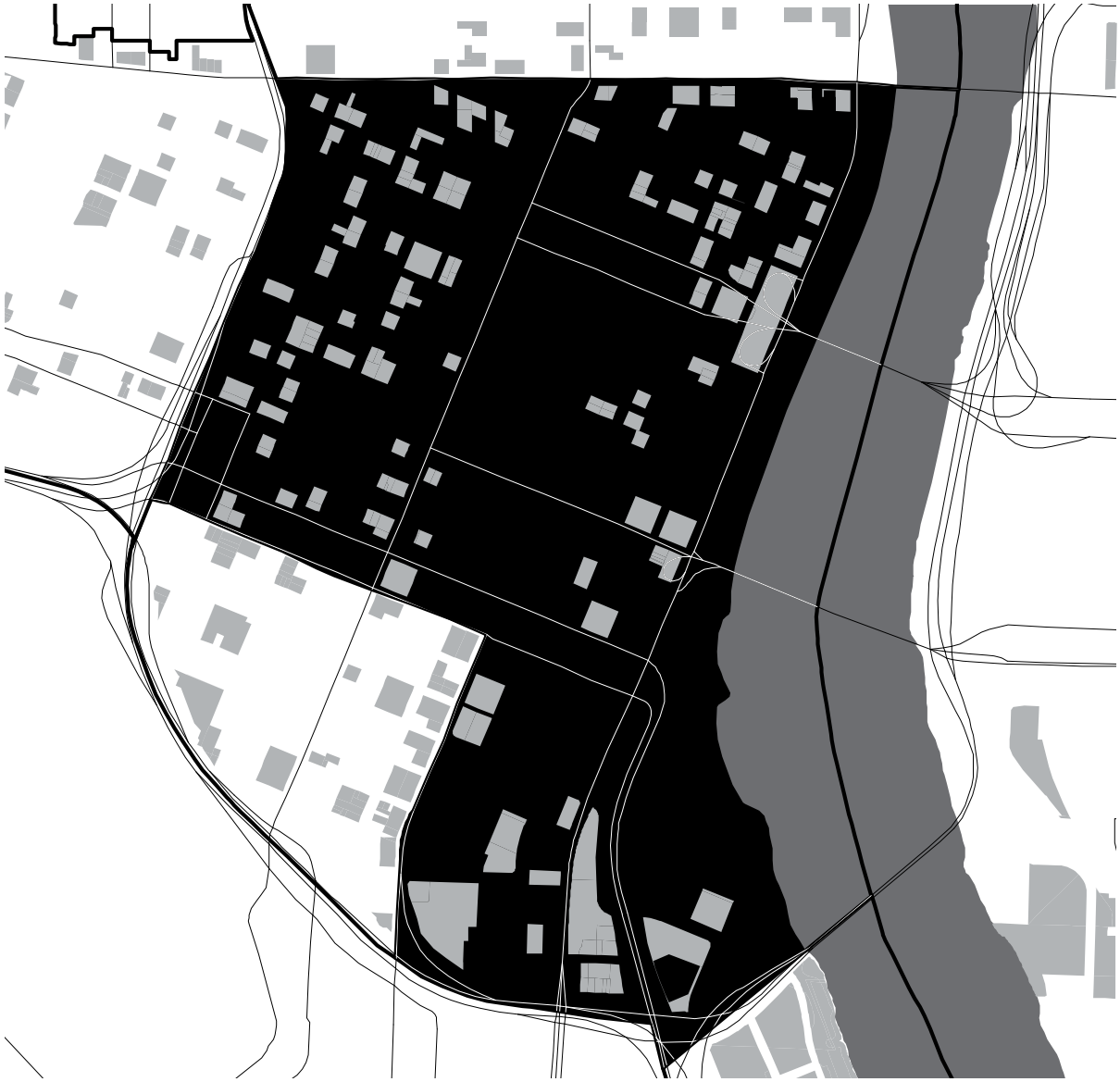


Table 2.12 : Downtown Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	184.3	30.9	47	12.6	18.7	14.6	6.3	0.7	5.4	5,911
Mixed Employment	0.4	0.1	0	0	0	0	0	0	0	0
Open Space	40.8	0	0	0	0	0	0	0	0	0
Residential	47.4	5.6	10	3.1	4.4	2.9	0.1	0.2	2.4	3,043
Right-of-way/River	270.5	0	0	0	0	0	0	0	0	0
Totals	543.3	36.6	57	15.7	23.1	17.4	6.4	0.9	7.8	8,954



## RIVER DISTRICT



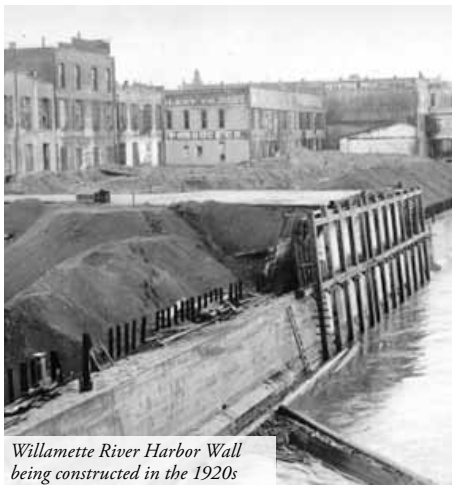
### SNAPSHOT OF PLACE

In the last 15 years, this former industrial district has undergone a major evolution. The old warehouses have been converted to apartments, condos, shops and offices. New buildings have risen where rail yards once stood. The district now has two distinct neighborhoods: the Pearl District and Old Town/Chinatown. The mix of residential and commercial land uses is supported by an expanding network of light rail, streetcar, parks and open space facilities. Housing in the district includes some of the City's most expensive and its most affordable units. The demographics are also transitioning as the area experiences significant growth in households with children.

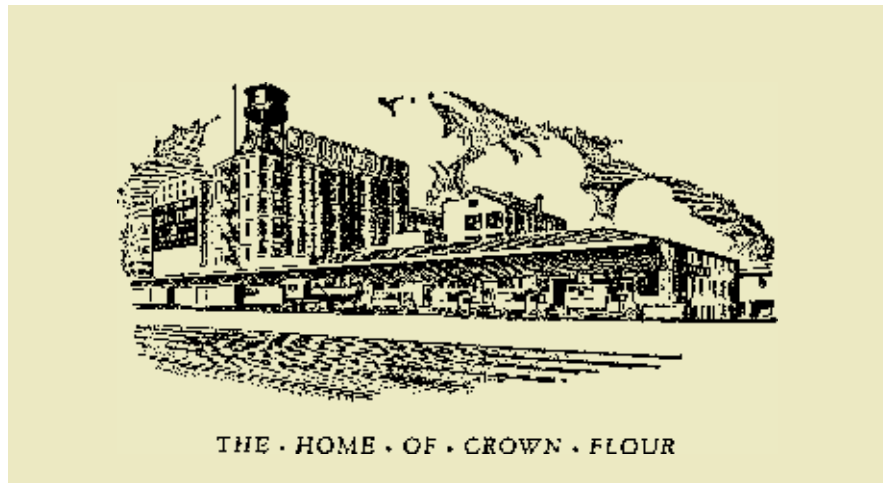
The River District has become an example cited by officials, planners, and designers from around the world for how long-range planning, urban renewal, public-private partnerships, and an engaged community can transform post-industrial areas into thriving communities.

River District Subdistrict





*Willamette River Harbor Wall  
being constructed in the 1920s*



## Location

The River District contains 489 acres, located north of West Burnside between the Willamette River to the east and Interstate 405 to the west.

## Evolution of the Subdistrict

The area within the River District is **one the oldest in the City**. Added to Portland's original town site in 1865 by Captain John Couch, the area was predominately residential by the 1880s.

However, industrial related land uses such as breweries, iron works, stables, and lumber mills became increasingly more prevalent in the late 19th Century, expanding in conjunction with growing freight rail operations. Residences became fewer and fewer, as **industrial and wholesale operations** began to dominate, especially in the western portion of the district, often occupying half- or full-block sites. They were supported by the various freight rail yards located on the northern half of the district. Transportation and shipping functions were firmly entrenched, and three cargo rail depots were located in the area. These operations and rail extended south along NW 4th, 10th, 12th, 13th, and 15th Avenues, and also along Front Avenue and NW Flanders Street. A **thriving waterfront** contained facilities for shipping grain, flour, coal and other cargo. The district functioned as a vital transfer point for raw commodities and a variety of manufacturing goods. The completion of **Union Station in 1896** helped to solidify the district as a major transportation hub.

This combination of industrial, wholesale and transportation land uses dominated the River District for much of the 20th Century. Following

World War II, however, new economic and land use **trends began to affect the character** and intensity of inner city industrial areas in Portland and across the nation. Industrial, storage and transfer operations increasingly relocated away from crowded inner-city sites to less expensive and larger tracts of land on the peripheries of cities, favoring single-story structures near outer freeway belts instead of the vertically-oriented, multi-story buildings in older, confined areas such as the River District. The movement of industrial and transfer operations toward suburban, freeway-oriented locations was accelerated by the rise of trucking as a primary way to transfer goods.

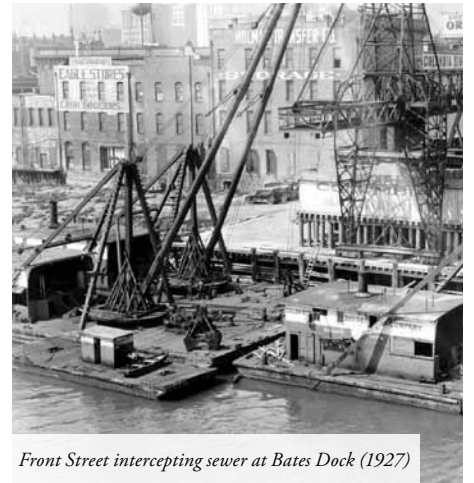
At the same time, many railroads were consolidating operations into larger rail yards, making smaller yards, such as those in the River District, obsolete. These trends were very apparent in the River District by the 1970s and 1980s. More and more warehouses and industrial buildings were underutilized. Rail operations and waterfront activity declined dramatically in the district. The area became attractive to non-industrial uses because of the large number of adaptable and relatively inexpensive buildings and parcels located in close proximity to the central business district. These real estate market changes created a unique opportunity to reinvent the Pearl District as a vital mixed-use community with a large residential population supported by urban amenities such as art galleries, restaurants, and specialty retail.

Spurred by community-led planning efforts such as the *River District Development Plan*, sound existing infrastructure, and new public and private investment, the district underwent a **rapid transformation**. Capital improvements, such as the removal of the Lovejoy viaduct, the construction





Historic Union Station and railyards



Front Street intercepting sewer at Bates Dock (1927)

of the Portland Streetcar, and the extension of the Transit Mall have all helped to leverage additional private investment that resulted in the creation of a growing vital urban neighborhood.

## Planning History

The area now known as the River District has been subject to numerous planning efforts over the last 30 years. When the first effort of note, the 1972 *Downtown Plan*, was conducted, the industrial uses dominating the area were intended to be retained, particularly in the northern and western portions, while areas closer to the river and downtown core were identified for potential redevelopment. For example, the plan suggested that the Old Town/Chinatown neighborhood be transformed into a district of medium density office-related uses, and that “incompatible industrial uses” be “phased out.”

With the passage of the National Historic Preservation Act in 1966, public appreciation of preservation values was heightened nationally and locally. Spurred, in part, by the “overnight” demolition of the Ladd Block at SW Second and Columbia in 1966, concerned Portland citizens initiated a concerted effort to raise awareness of the city’s architectural heritage. This led to the creation of Portland’s first preservation ordinance in 1968 and establishment of the Portland Historic Landmarks Commission. In 1969 the City Council accepted the Landmarks Commission recommendation for the designation of 13 properties that were adopted as Portland’s first designated local landmarks. The City Council created the 20-block Skidmore/Old Town Historic District in 1975, which together with the concurrently created Yamhill Historic District became the city’s first. Interest in Skidmore/Old

Town at the state and federal level was also high. In 1975 the district was nominated to the National Register of Historic Places, becoming Portland’s first district so-recognized. In 1977 the district was elevated to National Historic Landmark status in recognition of its national significance in architecture and history — it is one of only two National Historic Landmark Districts in Oregon. It remains one of Portland’s most important cultural assets.

In 1983 the Portland Chapter of the American Institute of Architects (AIA) initiated a study of the area north of Burnside. Known as the *R/UDAT Study*, as it was conducted by AIA’s Regional/Urban Design Assistance Team, this was the first significant investigation of this area by a group of professionals in the fields of urban design, development, transportation, and economics. The *R/UDAT Study* recommended the extension of the North Park Blocks along 9th Avenue and new connections of the Willamette Greenway Trail system along the waterfront, intersecting at a new “gateway park,” near the current location of Centennial Mills. These recommendations influenced the development of the *Northwest Triangle Plan*.

The next significant planning effort for the River District took place in the early 1980s, culminating with the adoption of the *Northwest Triangle Study* in 1984. This effort focused on the area between the North Park Blocks and I-405, North Burnside and the Willamette River, which was then dominated by industrial-related uses. The plan called for retaining industrial uses in the north end of the district, changing zoning along the southwest quarter to allow a mix of land uses more supportive of the downtown core, and, most notably, transitioning the waterfront rail yards to a mix of uses, including residential, once rail operations ceased in the future.

Another recommendation from the *Northwest Triangle Study* was to preserve a grouping of the district's more historically significant buildings. This recommendation resulted in the 13th Avenue Historic District, created in 1986 to protect the unique collection of late 19th and early 20th Century loft warehouse structures that dominate this area. In 1996, a set of design guidelines for the Historic District were also adopted to preserve the architectural coherence and uniformity of design, materials, and other special features.

The 1988 *Central City Plan* addressed the current River District as two separate subareas: Northwest Triangle, (covered by the *Northwest Triangle Study*); and North of Burnside (the remainder of the area including all of what is now called Old Town/ Chinatown, the Union Station area, and portions of the Skidmore/Old Town Historic District). The *Central City Plan* carried forward proposals originating in the *Northwest Triangle Study*, with added focus on the potential to create mixed-use housing in the area between Broadway and 12th, north of Lovejoy, where the freight rail yards were located. This area would connect to the North Park Blocks and to the riverfront with a new series of public parks and open space features. Northwest Triangle housing redevelopment was also to occur at the Post Office site along the edges of the North Park Blocks.

In the North of Burnside subarea, the *Central City Plan* called for the extension of the Transit Mall from Burnside to Union Station, the creation of a new historic district covering Chinatown (listed on the National Register of Historic Places in 1989), and the preservation of the district's unique architecture, social services, and affordable housing stock. The *Central City Plan* also called for the extension of Downtown's development pattern north to Union Station, while at the same time preserving existing housing and services that addressed the district's special needs populations.

Although these plans did not result in significant redevelopment, community interest in this area continued, and in the ensuing decade many plans and proposals were put forth, intending to develop the area as a critical component of the Central City.

Union Station and the rail yards that once surrounded it were operated continuously between 1896 until the early 1980s. As a result, the 1988 *Central City Plan* envisioned significant redevelopment of the yards

property and in 1985 the PDC obtained an option to purchase the station and surrounding property as a possible location for the Oregon Convention Center. Although the center was instead built across the river in the Lloyd District, the PDC purchased the station and 31 additional acres in 1987.

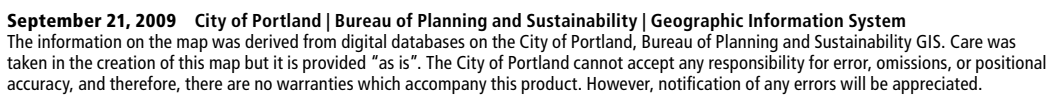
The PDC concept for this site was to retain the station's essential function as a passenger train station. Also it was to remain an integral part of the City's designated Transportation Center, linking the station to the interstate bus system and the City's local bus and light rail network. The PDC also established a plan for the surrounding land to leverage a series of extensive neighborhood improvements. They were designed to spur private investment and economic development in this area that had languished for many years. These improvements included:

- extension of the Fifth and Sixth Avenues Transit Mall north to Union Station,
- construction of new roadways to and from the train depot,
- renovation of the North Park blocks with development of new open spaces and connections to the waterfront,
- storefront facade improvement and street lighting programs, and
- construction of new public parking garage and heliport in Old Town.

These improvements, made over a decade, were then followed by a number of PDC-sponsored mixed income housing developments in the Old Town neighborhood as well as a Classical Chinese Garden that was completed in 2000. In 1995, the PDC brought on housing developers and started to parcel out sites for redevelopment. So far, some 10 acres have been parceled out of the original 31 acres and have been released for development of a TriMet layover facility, the Food Innovation Center, and nearly 600 new residential units.

There was little consensus as to the kind of place that should be established until 1992 when the *River District Plan* process was initiated by a group of citizens and landowners. That process created a vision for the newly-christened "River District": a new Downtown community "unique because of its image, its diversity, and most important, its embrace of the Willamette River." Essentially the plan called for new housing supported by new amenities: connections to the river, to new open spaces, and to transit.

## Snapshot of Place





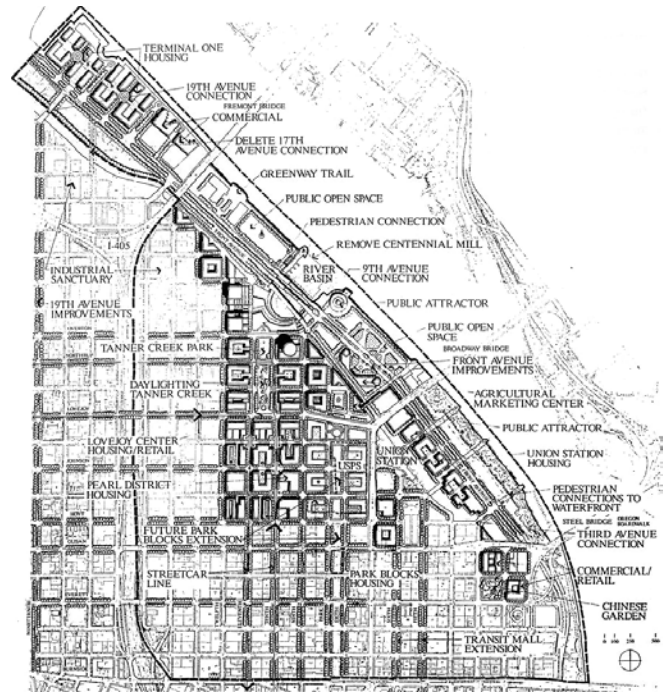
Specifically, the vision included:

- a mid-rise housing district,
- a new “river basin” (where Centennial Mills is today) extending inland and adjacent to the new housing,
- a series of parks and open space features including a daylighted Tanner Creek,
- northward extension of the Transit Mall,
- development of a streetcar line linking the area with Downtown and Northwest Portland,
- development of a new Chinese Garden in the Old Town/Chinatown area of the district, and
- creation of new pedestrian connections over the railroad to the river.

This cohesive vision for the River District shaped what was to become the *River District Plan*, adopted in 1995. The plan created new policy and zoning code provisions to allow the land-use mix intended to create a diverse community, and presented a series of public and private actions to bring to life the desired projects. While the plan brought about vast changes, it nonetheless called for retaining a small sanctuary for industrial uses in the northwest quarter of the district.

Following the adoption of the *River District Plan*, the *River District Design Guidelines* were adopted in 1996. One year later, the public-private partnership began to take shape when the City and Hoyt Street Properties entered into a development agreement calling for timely private development and private investment to implement the *River District Plan*. In 1998, the *River District Urban Renewal Area Plan* was adopted. Its goals were to generate private investment and improve the tax base by developing a wide range of new housing units, new leasable commercial space, and open space, all oriented to the Willamette River.

Further planning attention came to the southeastern portion of the area when The *Old Town/Chinatown Vision Plan* was prepared by a diverse coalition of interests in the Old Town/Chinatown Neighborhood and adopted by the City Council in 1999. The *Vision Plan* represented a major step forward for a neighborhood that had been marked by conflicting interests and mistrust between various elements in the neighborhood. Businesses, social service providers, retailers, the Chinese Community, and the night-life industry pieced together a joint vision for a diverse, safe and vibrant neighborhood with a positive climate for economic development and opportunity.



The *Vision Plan* was quickly followed that same year by the *Old Town/Chinatown Development Plan*, which created a strategy for immediate, short- and long-term public and private investments. The underlying premise for the strategy was to use public investment to foster private investment in Old Town/Chinatown while maintaining the unique character of the neighborhood. Much has been accomplished as a result of these efforts, including the bus mall, light rail, 3rd and 4th Avenue-improvements, preservation of historic resources and investment in renovation, affordable housing production and preservation, and economic development. However more work remains to be done, including addressing Burnside Street.

In 2001, the *Pearl District Development Plan* took the River District planning effort another step forward. Again, a public-private group, including various stakeholders and, most importantly, the Pearl District Neighborhood Association, led the charge. The plan followed the same goals as prior plans had, but by this time was able to consider the actual pattern of public and private development that had begun to form in the district. Indeed, the name reflected that a subarea, the Pearl District had been born, which is generally the area west of Broadway.

The two most recent planning efforts by the Bureau of Planning have focused on the northernmost and still less redeveloped sections of the district. The first, the 2005 *North of Lovejoy Project* was intended to guide the development of an urban form that

**Table 3.1: River District Plans**

Plans and Projects	Year	Agency	Pearl	Old Town
<i>Downtown Plan</i>	1972	BOP		X
<i>Northwest Triangle Study</i>	1984	BOP	X	
<i>13th Avenue Historic District and Design Guidelines</i>	1986	BOP	X	
<i>Central City Plan</i>	1988	BOP	X	X
<i>River District Plan Vision</i>	1992	BOP	X	X
<i>River District Plan</i>	1995	BOP	X	X
<i>River District Design Guidelines</i>	1996	BOP		
<i>River District Urban Renewal Area Plan</i>	1998	PDC	X	
<i>Old Town/Chinatown Vision Plan</i>	1999	PDC		X
<i>Old Town/Chinatown Development Plan</i>	1999	PDC		X
<i>Union Station Clock Tower Project</i>	2000	BOP		X
<i>Pearl District Development Plan</i>	2001	PDC	X	
<i>Northwest Broadway Urban Design Master Plan</i>	2002	PDC		X
<i>North of Lovejoy Project</i>	2005	BOP	X	
<i>Ankeny/Burnside Development Framework</i>	2006	PDC		X
<i>North Pearl District Plan</i>	2008	BOP	X	

complemented the three parks being developed in the north end of the Pearl District. The last effort, the 2008 *North Pearl District Plan*, took a more expansive look at the portion of the River District located in the Pearl area, west of Broadway, and north of NW Lovejoy, including the waterfront and updated the River District Design Guidelines. Despite connections to the river being one of the initial goals of River District planning, this had not been achieved. This plan resulted in the adoption of new incentives to create family housing and public amenities, new development transfer provisions designed to protect historic properties throughout the Pearl, and policies and other objectives intended to guide the development of a more sustainable and complete community. This effort also helped the community and City identify issues relevant to the River District that Central City 2035 will need to address.

The Pearl District portion of the River District has been one of the most successful urban renewal areas in the City's history. The momentum of development has operated the way urban renewal programs are intended. Initial public investments generated substantial private development, which provided for significant "tax increment" to fund further projects for the public benefit. Specific plan goals included the completion of the Chinese Classical Gardens, the establishment of clear identities for both the Pearl District and Old Town/Chinatown, and major infrastructure improvements in both areas. Of the 39 action items\* from the 1988 Plan, the majority are either completed or in progress. Among the actions not addressed to date: an evaluation of a cruise ship docking facility feasibility and new office and commercial development on Blocks U and R, just to the south of Union Station.

\* A comprehensive list of action items and their status can be found in the appendix.

The River District is barely recognizable from what it was a decade ago and is also very different from the scheme put forth in the 1988 *Central City Plan*. The amount of housing developed in the Pearl District far exceeds original expectations, and while that residential and mixed-use development was anticipated, the pace of the transformation from warehouse and industrial uses has been much more rapid than anticipated.



## CURRENT CONDITIONS

### Land

#### Zoning

Eighty-three percent of the River District land falls within two primary base zones: Central Employment (EX) and Central Commercial (CX), each of which accommodates a high-density mix of uses. The difference between these two base zones in the River District (and elsewhere in the Central City) is slight because of zoning provisions that have come about through the numerous targeted planning efforts in the Pearl District area. These later plans have provided the chance to refine goals through a fine-grained approach to height, FAR, and other development standards.

For instance, planning efforts such as the *North of Lovejoy Plan* crafted new height and FAR provisions intended to allow for more height and floor area while protecting access to sunlight in parks. The *North Pearl District Plan* created new development bonuses

intended to generate family-compatible housing and public amenities such as schools, daycare, and community centers, and transfer provisions intended to protect historic resources throughout the Pearl District. In other portions of the River District, such as the Post Office site, height and FAR provisions are lower, in part to protect views. In Old Town/Chinatown, heights range from 75 feet around Union Station and Skidmore Fountain, to 350 feet to 460 feet along the Transit Mall.

Generally, most landward sites in the Pearl portion of the River District have the ability to utilize floor area ratios of 9:1 and heights between 100 feet and 175 feet when specific development bonus and transfer provisions are used. North of NW Lovejoy, although there is no height limit, building mass is more tightly regulated through development standards, which allow for visual permeability and sunlight to penetrate the streets and open spaces.

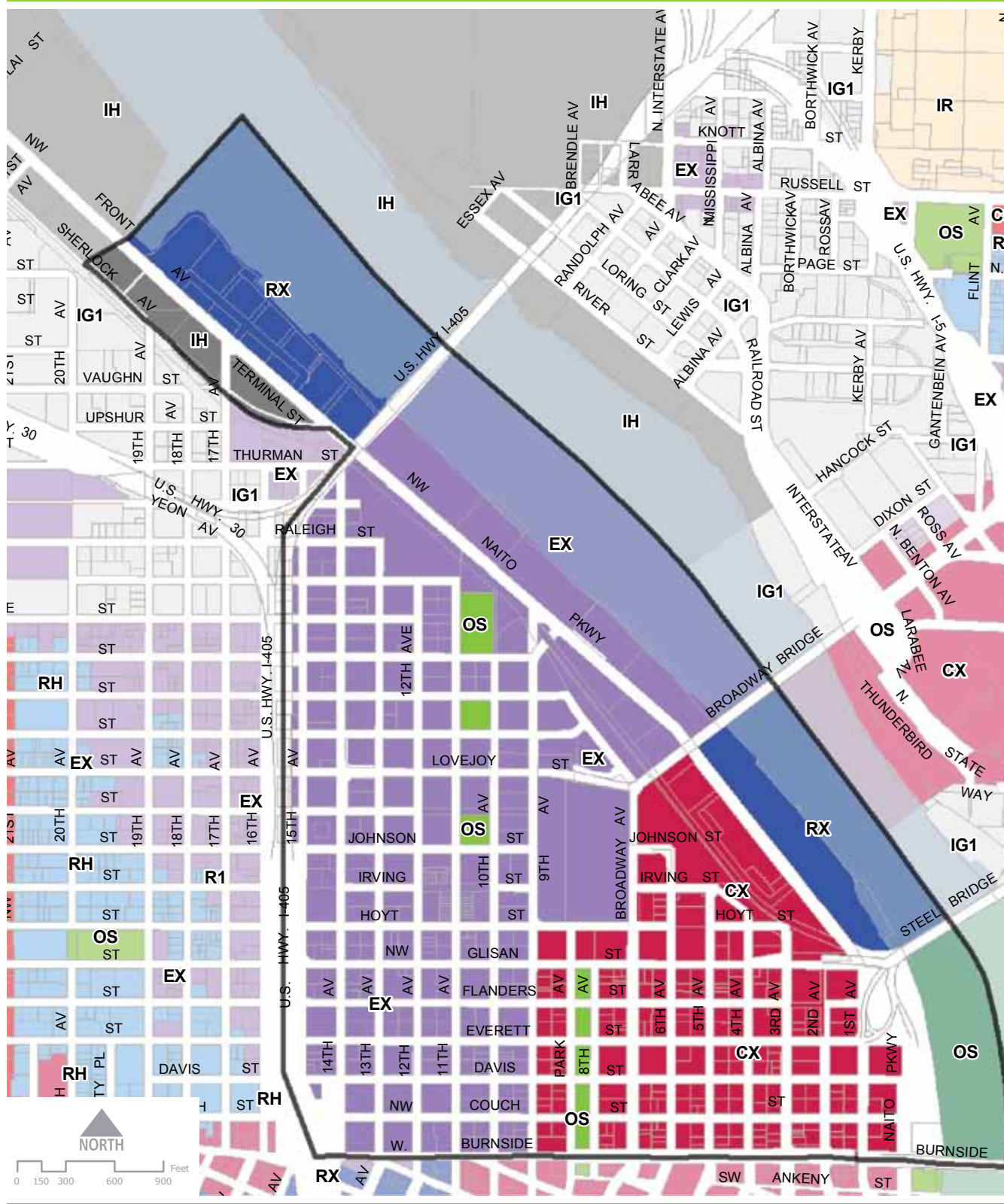
**Table 3.2: River District Zoning**

Zone	River District Acres	Percent of River District	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	63.1	26.0%	668.9	9.4%	1,036.3	6.1%
Central Employment (EX)	139.8	57.6%	229.3	61.0%	779.6	17.9%
Heavy Industrial (IH)	7.8	3.2%	41.6	18.8%	7,881.9	0.1%
Open Space (OS)	7.2	3.0%	66.2	10.9%	15,186.9	0.0%
High Density Residential (RH)	25.0	10.3%	27.7	90.1%	489.8	5.1%
	<b>242.9</b>	<b>100.0%</b>				

*Note: River and right-of-way acres are not included.*



River District Zoning



**March 18, 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



### Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the River District and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model, provides estimates for different uses in the subdistrict. The results of this calculation are not precise but do provide more up-to-date estimates of uses than previously available.

The City's 2008 land use inventory found that predominant uses in the River District are residential (48%), office (15%), and retail (10%). Much of the residential in the River District has been developed in the last 15 years, and all of it is multi-family residential. It is likely that there will be more development in the River District in the coming years, some of it residential, but also other uses to support those who live in the area.

The retail establishments located throughout the River District reflect the changing demographics of the district as well as the character of different subareas of the Pearl and Old Town / Chinatown. For instance, stores and restaurants near the Chinese Classical Garden tends to relate to cultural aspects of Chinatown, whereas retail in the Brewery Blocks tends to be more up scale and is a regional draw, and retail in the north end of the Pearl is more neighborhood focused with stores and cafes that serve a wide array of clients including many that serve families with children.

Couch Street between 10th and 13th is widely viewed as one of the most successful retail streets in the City with several popular retail anchors. National chains dominate the retail mix with major anchors including Whole Foods, Sur La Table, PF Chang's, Anthropologie, and Diesel. The Brewery Blocks markets itself as 'in the Pearl' and the 'heart and soul' of the Pearl.

Elsewhere within the Pearl, the business base is comprised largely of specialty retailers in small storefronts. The Pearl has a high concentration of food and dining establishments, approximately 20 to 30 percent of total ground floor square footage, which serve as critical attractors and anchors. Several business clusters have emerged in the Pearl, including more than 30 art galleries and service businesses, over 30 home furnishings stores and specialty clothing, active wear and specialty stores (jewelry and gift shops).

Old Town/Chinatown is characterized by its ethnic and social diversity and concentration of historic buildings reflecting Portland's maritime history. Recently, Davis and Flanders were rebuilt as Festival Streets that can be closed to accommodate events. The area is known for history, culture and the arts. It boasts a few highly specialized shops and galleries by day and is attractive as an edgy entertainment destination at night, with many bars and clubs.



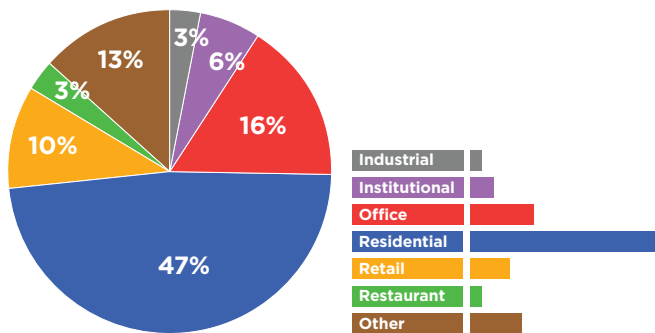
## River District Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 3.1: River District Existing Building Uses**



**Table 3.3: River District Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	526,475	2.8%
Institutional Uses	1,516,306	8.1%
Office Uses	2,914,017	15.6%
Residential Uses		
Multi-family	8,879,703	47.7%
Single-family	0	0.0%
	8,879,703	47.7%
Retail Uses	1,901,059	10.2%
Restaurant Uses	539,877	2.9%
Other Uses	2,349,281	12.6%
<b>Total Developed Sq. Footage</b>	<b>18,626,718</b>	<b>100.0%</b>





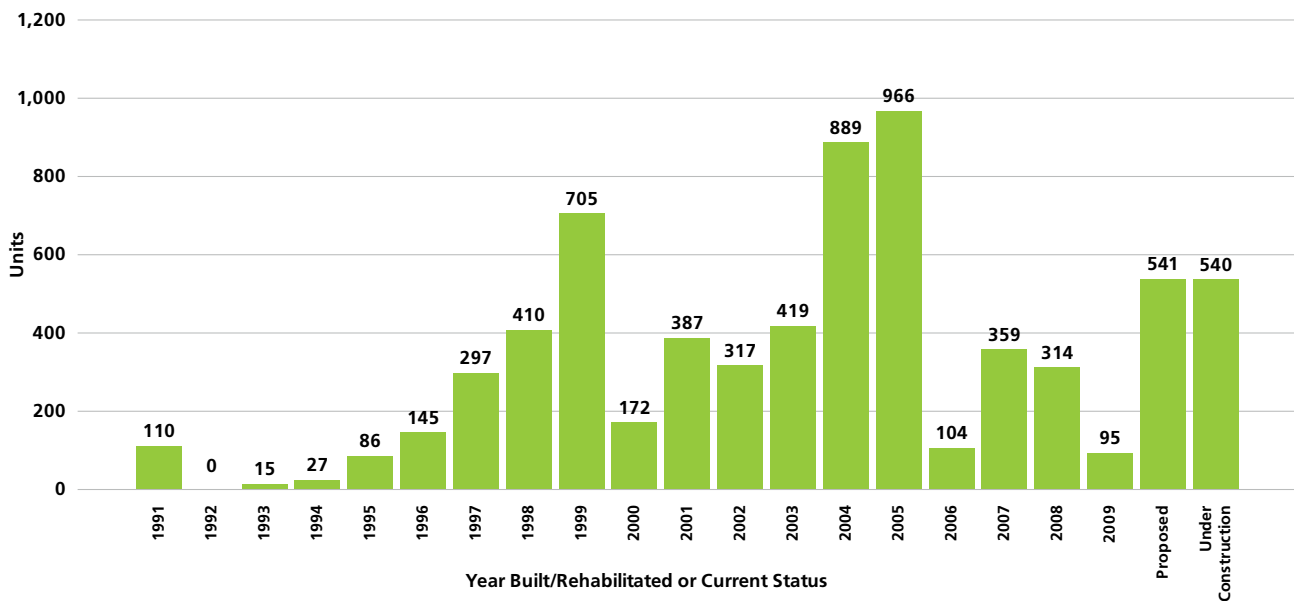
### Recent Development

Starting in the 1990s and continuing through this decade, there have been major transformations in parts of the River District. The Pearl District area, the area to the west of Broadway, especially has seen massive development and change. An examination of major projects\* in the River District lists almost 6,000 residential units that have been built or rehabilitated since 1991, with roughly another 1,000 in the planning, construction, or discussion stage. Commercial and retail sectors also have seen healthy growth in the River District with the addition of more than two million square feet since 1991.





It is important to note that most development of both a residential and commercial nature in the River District has largely occurred in the Pearl District area, not the Old Town/Chinatown section, which has not generally had unsubsidized development in the last two decades.

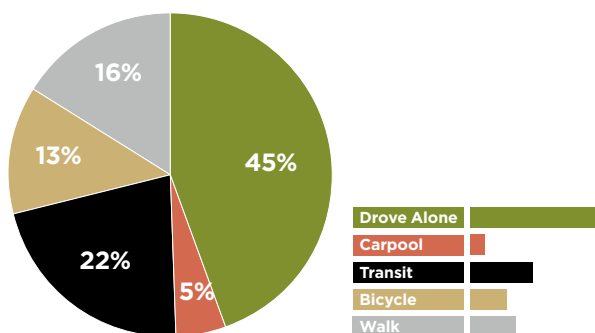
*\* For a complete table of projects and accompanying data see the appendix.*

**Graph 3.2: River District Major Residential Projects — Number of Units by Year**



Development has been very strong in the River District. Some examples of recent development and renovations are shown here.

	<b>Residential</b>		<b>Commercial/Industrial</b>
	<b>Tanner Place Condos</b> 726 NW 11th Avenue		<b>Brewery Blocks Building 1</b> 1210 NW Couch Street
Year built or proposed to be built	2000	Year built or proposed to be built	2001
Developer/owner	Hoyt Street Properties	Developer/owner	Gerdling Edlen
Number of units or square feet	120 condos	Number of units or square feet	158,000 SF
Use	Ground floor retail; five floors residential	Use	4 stories: ground and mezzanine retail; 3 floors office; 3 floors underground parking
Average rent or sales price	Current listings: \$299,000-\$1,249,000	Average rent or sales price	Project cost \$37 million
Result of planning effort or private plan	Public/private: development agreement with PDC in 2006	Result of planning effort or private plan	Private
Unique features	Across from Jamison Square Park	Unique features	Located at the former site of the Blitz-Weinhard Brewery; LEED Silver certified
Photo	Ankrom Moisan Architects	Photo	Gerding Edlen Development
	<b>Commercial/Industrial</b>		<b>Residential</b>
	<b>White Stag Building</b> 5 NW Naito Parkway		<b>Metropolitan</b> 1001 NW Lovejoy Street
Year built or proposed to be built	1907, renovation 2008	Year built or proposed to be built	2009
Developer/owner	Venerable Properties	Developer/owner	Hoyt Street Properties
Number of units or square feet	66,000 SF	Number of units or square feet	133 units + 20,000 SF
Use	Some ground floor retail; academic and administrative offices for University of Oregon and private offices	Use	19 story tower: 121 luxury residential units; 4-story, 20,000-square-foot boutique live/work building; 12 loft-style units. Buildings joined by over 20,000-square feet of retail space at street level and two floors of underground parking.
Average rent or sales price	Total project cost \$35 million	Average rent or sales price	Current listings: \$400,000–1,000,000+
Result of planning effort or private plan	PDC/University partnership	Result of planning effort or private plan	Private
Unique features	Built at the turn of the twentieth century; consisted of three masonry buildings embellished with wrought iron details; used as a manufacturing and warehouse facility by the Willamette Tent and Awning Company. LEED Gold certified	Unique features	225 feet tall, the Metropolitan is the tallest building in the Pearl District; LEED Silver certified
Photo	Venerable Properties; Oregonlive.com	Photo	Hoyt Realty Group

**Graph 3.3: River District Transportation Mode Split (2008)**

Source: PBOT 2008 Transportation Surveys (non-scientific)

Note: The data found in this graph is derived from a PBOT non-scientific transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

## Transportation

The River District lies just north of Downtown, and shares many of its transportation features. The 200-foot block pattern continues north (except at a couple of large sites: the Main Post Office and Union Station), and the district is served by multiple bus lines, streetcar, and light rail. Mixed-use development patterns and active street-level uses contribute to the attractive pedestrian and bicycling environment. The Burnside, Steel, and Broadway Bridges, as well as the I-405 freeway, serve as the main vehicular portals into the district. The balanced mixed-use nature of the River District also reinforces the low vehicle miles traveled per capita. On average, a person living in the River District only travels 7.2 miles per day, the second lowest of any subdistrict after Downtown.

Similar to Downtown, the River District conditions, such as access points, density of uses, and user concentration affect the transportation mode split. Mode split indicates the primary means people use for travel. In the River District, many people use transit, but the primary mode of transportation for work is still to drive alone. The mode split chart shows that driving alone, transit, and walking are the most heavily used modes in the subdistrict.

Although walking is a highly used mode, it does not show as the highest for work trips in the River District. However, a recent survey conducted by PBOT for the Pearl District (which is only part of the River District) shows that walking was the most frequently used mode to reach destinations in the Pearl and Downtown. Additionally the survey

**Table 3.4: Transportation in the River District**

STREETS	Highest Average Daily Trips	Burnside Street: Bridge 40–50K, 9th–12th 20–30K, rest 30–40K
	Total	88,809 feet
	Poor Condition	1,730 feet or 1.9%
	Very Poor Condition	2,255 feet or 2.5%
PARKING	Failing Condition	0 feet
	On-street Free Parking Spaces	252
	On-street Metered Parking Spaces	3,252
	Surface Lot Parking Spaces	3,524
	Structured Lot Parking Spaces	10,627
	Surface/Structure Parking Spaces	739
	Total Parking Spaces	18,394
	Surface Parking Lot Area	31 acres (includes 8 acres at Post Office)
BIKE	Bike Lanes	2.6 miles
TRANSIT	Light Rail Lines*	1.3 miles
	Other Transit Lines	1.5 miles (streetcar)
	No. of Bus Routes**	23
PEDESTRIAN	General Block Size	1.4 acres or 60,984 square feet
FREIGHT	Busiest Freight Route***	NW 14th

\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

\*\*\* Listed are streets with highest TSP freight classification.

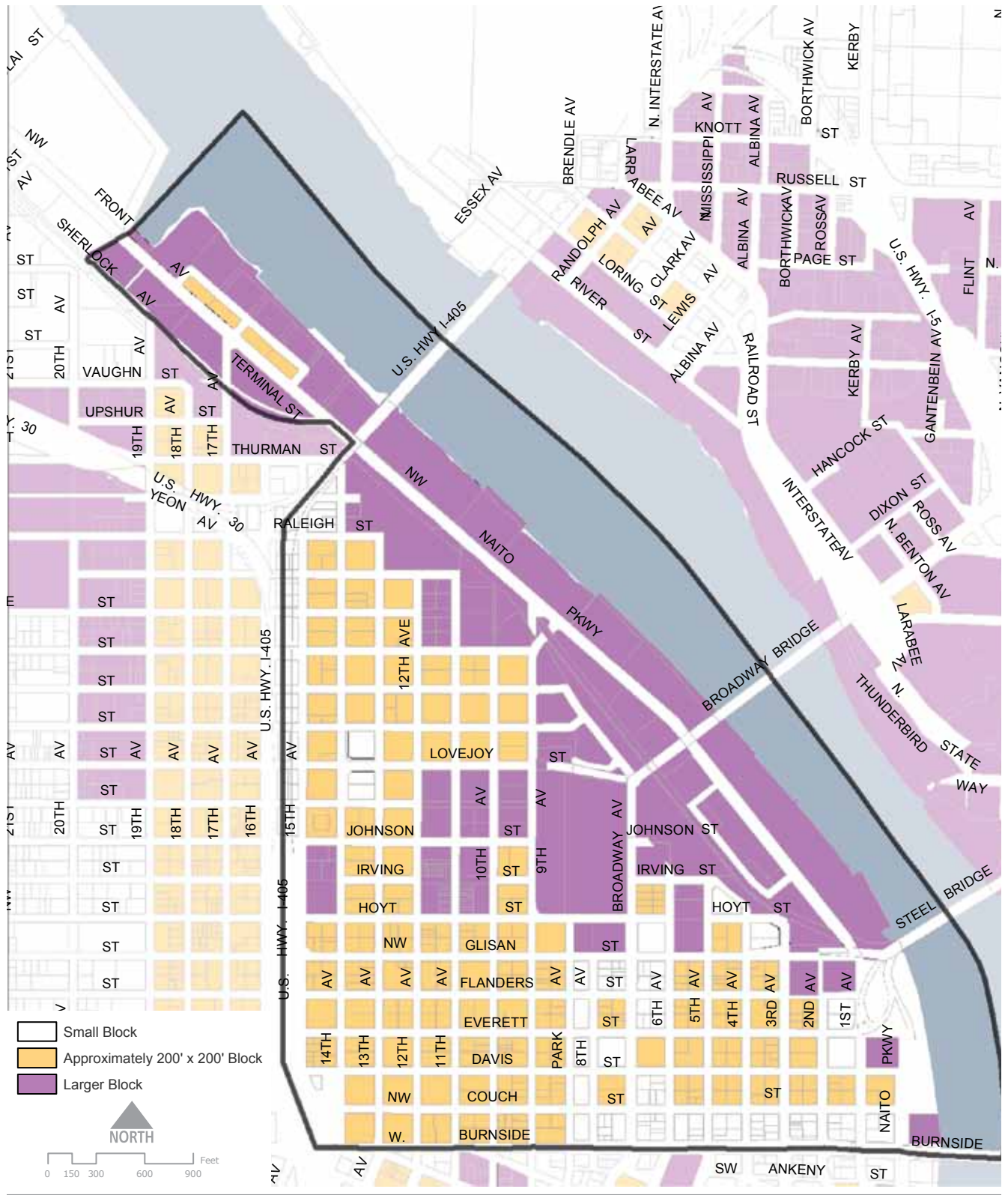
showed that people more frequently shopped, worked, and did business in their own neighborhood (the Pearl) compared to other areas.

## Automobiles and Streets

Arterials on the edge of and leading into the River District have high-traffic volumes, while internal streets have relatively low-traffic volumes. For instance, Burnside, at the southern edge of the district, carries some 40,000 to 50,000 cars per day, and serves as a major regional thoroughfare. Access to the River District is good from Downtown, with many connecting streets. The North Pearl and areas along the Willamette are more constrained, with access limited from Naito Parkway, and the Steel and Broadway Bridges. Some intersections within the District are more constrained than others. The



## River District Block Size



**September 21, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



intersection of Lovejoy and 9th Avenue is one of the most congested and will likely continue to be problematic, considering the addition of streetcar access across the Broadway Bridge.

### Parking

Parking spaces total about 16,000 with almost 80 percent of them in surface lots or structures. The remaining spaces consist of 2,200 metered, on-street spaces, and 1,500 free, on-street spaces. The majority of off-street parking is for private residential use, but in recent years several commercial parking garages have opened. Table 1.11 shows that inventoried parking in the River District meets code requirements. There is about 0.8 spaces for every residential unit and 1.4 spaces for every 1,000 sq. ft. of office/non-residential uses.

### Bicycles, Transit, and Pedestrians

The low traffic volumes found on many of the interior streets are amenable to bicyclists; however, specifically designated bicycle lanes and other bike facilities do not exist in much of the subdistrict. Connections between the River District and the adjacent Downtown subdistrict are difficult, primarily because of the barrier presented by Burnside, with its four to six lanes and very high traffic. NW and SW Broadway provide a developed north-south bikeway in the area but it also has many cyclist/auto crashes with injuries. NW Couch is the only east-west bikeway in the District. Additionally the streetcar presents a conflict with bicyclists, whose wheels can get caught in the tracks, causing a crash.

The streetcar is part of a strong system for transit users, who find that the River District is well served. Light rail passes through on 1st Ave, stopping in

Old Town/Chinatown on its way to the Steel Bridge and the eastside; the newly extended Transit Mall provides additional light rail as well as bus transit, and several other bus lines traverse the area. The City's only inter-city passenger rail and bus terminals are also in the subdistrict at Union Station. The developing North Pearl area is at present, less well-served by transit, however.

Pedestrians in the River District will find many similar amenities as Downtown, including sidewalk and streetscape quality. As with elsewhere, there are also barriers of major roads and freeways. Areas of concern include West Burnside Street and parts of NW Everett, which are identified as Pedestrian Crash Corridors by the City and have high incidences of auto and pedestrian crashes. A map illustrating general block size, especially important for pedestrians, can be seen here.

### Freight

Over the past decades, as uses have changed in much of the River District, so has the freight traffic. NW Front Avenue remains a designated "Major Truck Street," as it leads to the still heavily industrialized NW industrial area. Additionally, the U.S. Post Office distribution center is still a significant generator of truck trips.

### Transportation Demand Management

Although the River District does not have a Transportation Demand Management program specific to its area, many River District residents participate in the SmartTrips Downtown program, which seeks to reduce drive-alone trips.





## Willamette Riverfront

The 1.6 miles of riverfront in the River District contains a diverse mix of environments. Tom McCall Waterfront Park, including its seawall, extends from the Burnside Bridge at the southern border of the subdistrict to the Steel Bridge. Between the Steel and Broadway Bridges, the riverfront is bordered by low-scale residential development and a public greenway trail, each built in the early 1980s. Just north of the Steel Bridge is McCormick Pier, a private recreational dock. Across the river, ocean-going ships come and go from the bustling river-dependent industrial businesses in the Lower Albina subdistrict.

From the Broadway Bridge north, the riverfront gradually transitions from vacant and industrial uses (including the Centennial Mills redevelopment site) to a mix of commercial and residential uses. As new development occurs in this area, adjacent sections of the greenway trail are completed. North of the Fremont Bridge, the former Port of Portland Terminal 1 property, Riverscape, is being developed in phases with a variety of residential types including townhouses and some mid-rise condominiums. Proposals for a high-rise tower and a private marina have also been contemplated at this former freight terminal site, which at the north end includes a

massive 50-foot by 400-foot dock that is being preserved as part of the greenway trail.

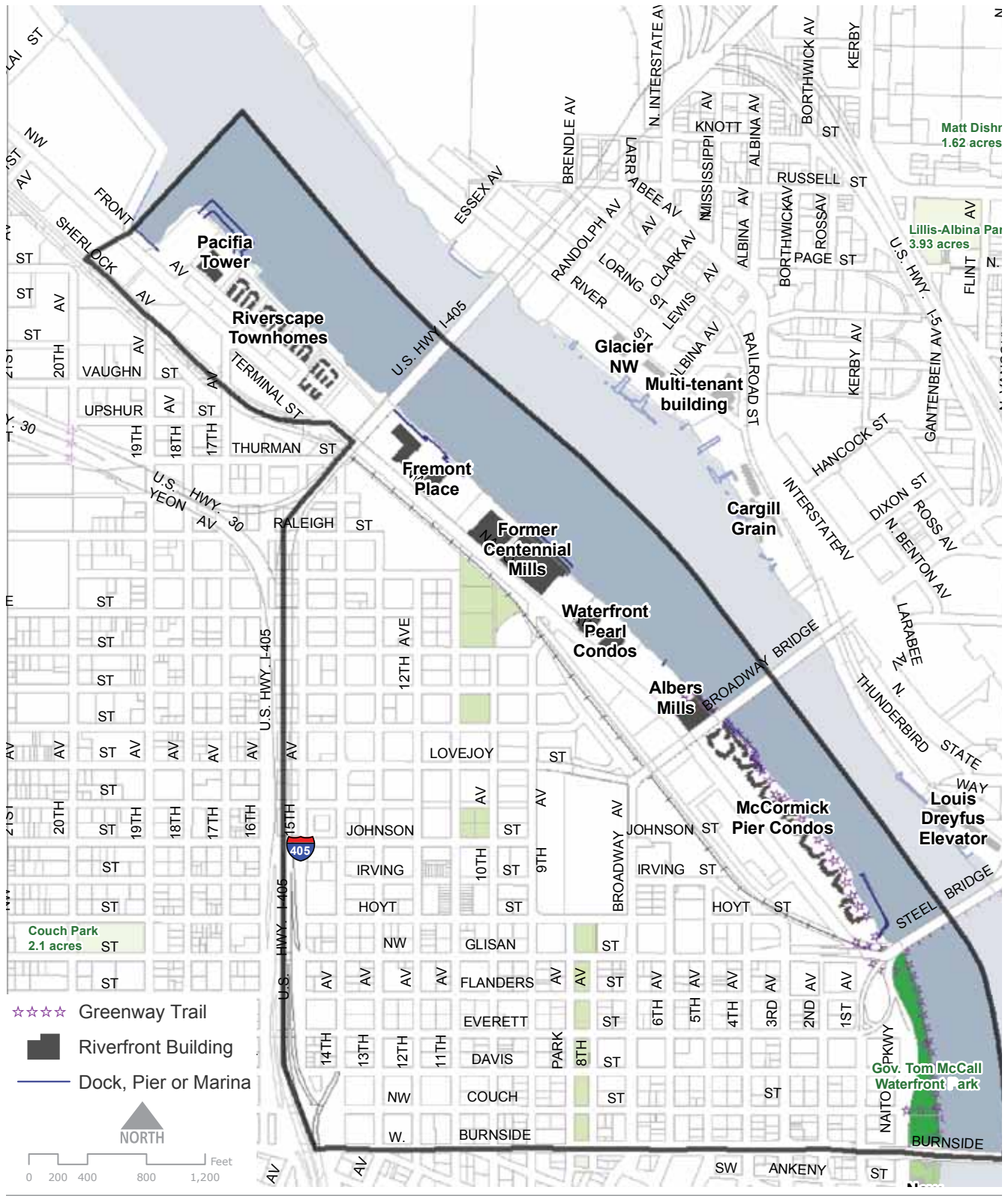
The banks of the Lower Willamette River have been altered over time. Due to these alterations in the River District, during a 100-year flood event, rising water would generally be confined within the Willamette river itself and riverward of NW Front Avenue. Active dredging has produced a uniform channel with little diversity. There are no shallow water areas. The bank is a mixture of pilings, non-vegetated riprap and vegetated riprap. Vegetation in the riparian area provides important natural resource functions. For example, shrubs and trees that overhang the water provide shade that can create localized areas of cooler water. Grasses, shrubs and trees along the river can provide food sources and perching areas for resident and migratory birds.

## Upland Natural Resources

Upland natural resources are scarce in this subdistrict, but landscaped areas, street trees and ecoroofs contribute to the urban forest that provides habitat for various species common throughout the Central City (raccoons, squirrels), and birds, such as pigeons. Vegetation also provides important habitat for pollinators like bees and butterflies.



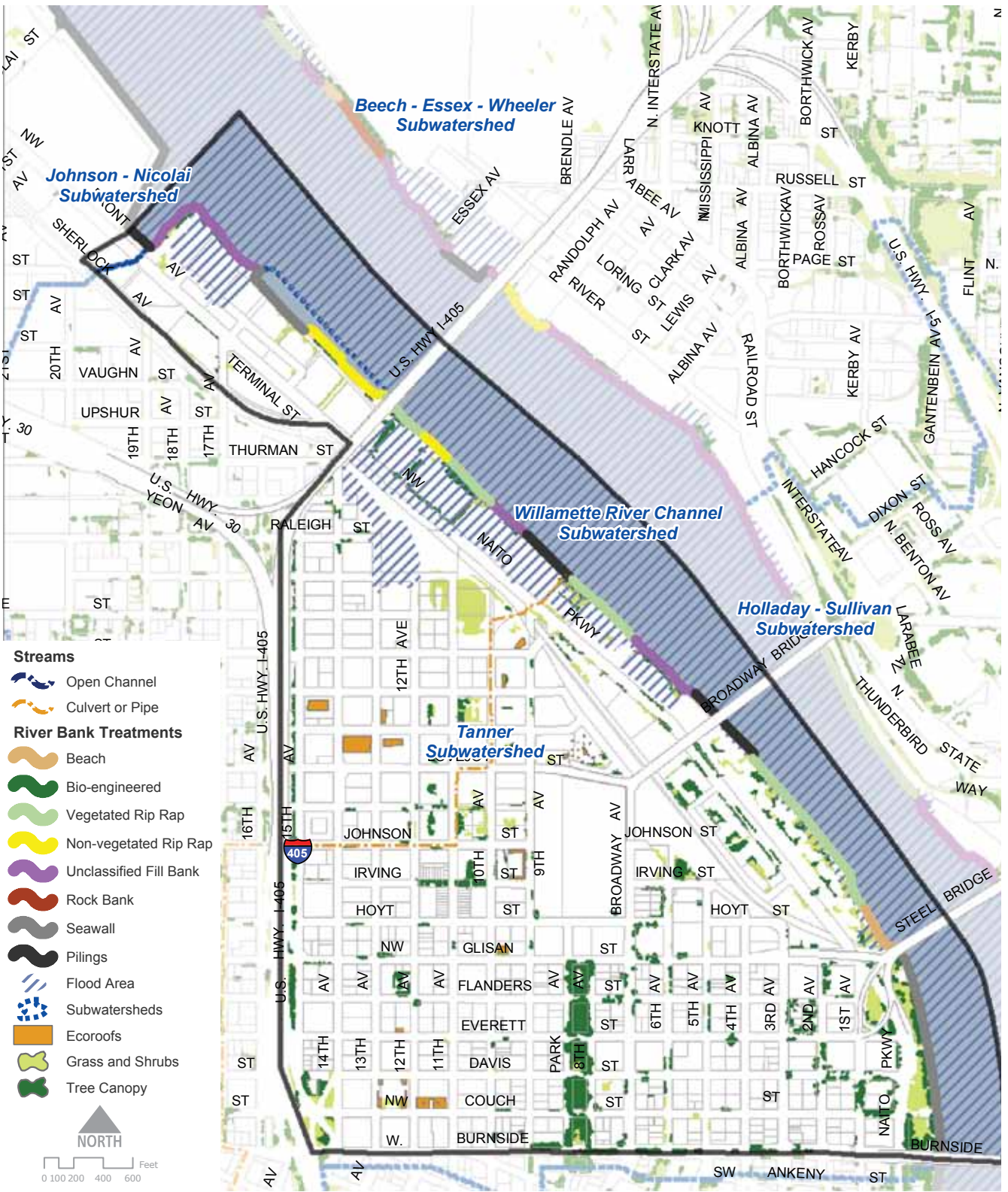
## River District River-related Features



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

## River District Natural Resource Features



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



**Table 3.6: River District Characteristics (1997–2008)**

	River District	Central City
Residents (2008 estimate)	12,200	34,400
Median age (2000)	39	36
Education — bachelor's degree or higher (2000)	30%	38%
Average household income (2000)	\$37,301	\$35,624
Housing units (2008)	8,155	22,994
Affordable* housing units (2008)	29%	56%
Jobs (2006)	17,187	134,870
Jobs/residential population ratio (2008 estimate)	1:1	4:1
Change in crime rate between 1997–2008	–9%	–32%

\* Affordable = units that are restricted by tenant or income

## People

In 2000, the typical River District resident at age 39 was a bit older than the typical Central City resident with a median age of 36. They also had less education but a slightly higher income than is typical for the Central City.

On average, 47 children per year are born in this district, on par with the birth rates of traditional single-family neighborhoods located along the fringe of the Central City, and these numbers appear to be on the rise.

Racial and gender breakdowns of the Central City population as a whole are fairly consistent with those for the River District, with the exceptions that the River District has proportionally fewer Asians and women, as the accompanying table shows.

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

**Table 3.5: River District Residents Race and Gender (2000)**

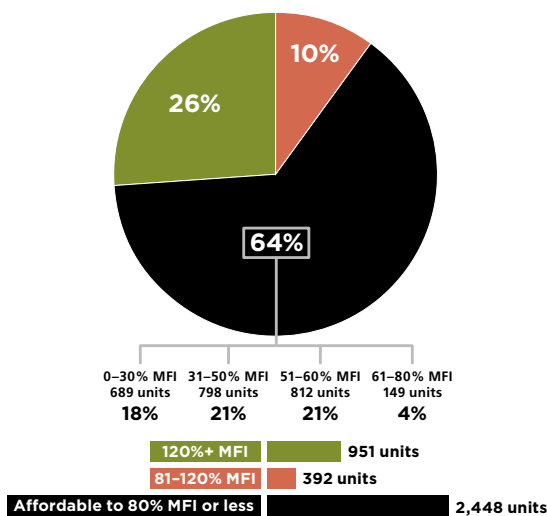
	River District	Central City
White	80%	79%
Black	8%	7%
Asian	3%	7%
Hispanic	6%	5%
Male	69%	60%
Female	31%	40%

## Housing

In 2000, the River District was home to about 4,000 residents, making up nearly 20 percent of all Central City residents. Now it is estimated there are more than 8,000 housing units (approximately 35 percent of the units in Central City), and 12,000 residents in the District, 44% renters and 56% owners.

Nearly half of the owner-occupied units in the Central City are located within the River District. Most of these have been units sold during the past decade, and located in the Pearl District portion of the River District.

The average rent per square foot in the River District is \$2.08, which is the highest of any of the Central City subdistricts. But in 2008, 63% of River District rentals were income-restricted or special-needs types and 65% were affordable to those making 80 percent of median family income. While there may be a perception that the River District (particularly the Pearl District Neighborhood) does not have a lot of rentals or affordable rental rates, there are actually many opportunities there for people seeking affordable rental situations. The River District appears to have a balanced range of affordability in its rental units.

**Graph 3.4: River District Surveyed Rental Housing Units (2008)**

Source: Portland Development Commission 2008 Central City Housing Inventory



**Table 3.7: River District Employees and Residents**

	River District	Central City	Percent within River District
Total Employees (2006)	17,187	134,870	13%
Total Residential Population (2008 estimate)	12,200	34,400	36%
Employee/Residential Population Ratio	1:1	4:1	—

## Jobs

The River District has a relatively high level of business activity, with an annual job growth rate of almost four percent between 2000 and 2006, gaining approximately 3,500 jobs in that time.

The River District has an almost balanced live/work population, with one employee for every resident, compared to the Central City, which has almost four employees for every resident. This reflects the River District's urban mixed-use environment and that it is home to one-third of Central City's residents. This balance also has a significant effect on other River District features, including transportation.

About 13 percent of people working in the Central City work in the River District, accounting for approximately 17,000 jobs. Some of the business sectors with the most employees are:

- Transportation, Warehousing, and Wholesale (27%),
- Retails, Arts, and Accommodation (20%), and
- Services (19%).

## Crime

Between 1997 and 2008, the Portland Police Bureau reports, the actual number of crimes dropped 9% in the River District. Yet given the pace of development and population increases, the River District now has much more activity and a larger proportion of Central City crimes compared to 1997. Most of the crimes in the subdistrict were larceny, disorderly conduct, and drug or liquor law violations. Crime and perceived crime has long been a major issue in Old Town/Chinatown.

## Public Facilities and Services

### Schools

There are currently no public schools in the River District. However, children in the area would attend public schools nearby, including Chapman Elementary School (K–5), West Sylvan Middle School (6–8), and Lincoln High School (9–12). Nearby alternative schools including the Metropolitan Learning Center (K–12) and the charter school Emerson School (K–5). The 2000 United States Census estimated there were 179 residents under the age of 19 in the River District.

There also are many other alternative and post-secondary education schools in the River District. Major institutions include Pacific Northwest College of Art, the Art Institute of Portland, Portland Community College, and the Aveda Institute, as well as graduate school outposts of both Willamette University and Lewis & Clark College.

**Table 3.8: River District Alternative and Post-secondary Schools**

Name of School	Type of School	Address
Art Institute of Portland	Art School	1122 NW Davis St.
Atkinson Graduate School-Willamette University	MBA-Professionals	1120 NW Couch St. #450
Aveda Institute Portland	Cosmetology	325 NW 13th Ave
The Emerson School	Charter (K–5)	105 NW Park Ave
Northwestern School of Law: Lewis & Clark	Law School	1120 NW Couch St.
Pacific Northwest College of Art	Art School	1241 NW Johnson St.
Portland Community College	General College	123 NW 2nd Ave
University of Oregon Portland Center	General College	70 NW Couch St.

## Parks and Open Space

The River District contains some of the Central City's most diverse parks, from old to new, active to passive. A trio of new parks was built in the past few years. They implemented some of the projects planned by extensive community efforts that have transformed the area from mainly industrial to a mixed-use, vibrant neighborhood.

The three new parks in the Pearl District include Jamison Square, Tanner Springs Park, and The Fields, soon to be completed. They are all part of the public-private partnerships that have built the Pearl neighborhood. The Classical Chinese Garden, completed in 2000, is in Old Town/Chinatown on former parking lot land donated by NW Natural, and paid for by funds available through the Urban Renewal Area tax increment financing.



**Jamison Square**, located between NW Johnson and Kearney on NW 11th Avenue, was the first of the new parks to be developed. Named in honor of William Jamison, whose presence was pivotal in the development of the River District, the park contains a very popular fountain with simulated shallow tidal pool and cascading waterfall that is a local and regional draw. The park serves as an urban beach in the summer.



**Tanner Springs Park** was the next park developed. This park is more contemplative and passive than Jamison Square, designed to simulate the streams and wetlands once associated with Tanner Creek. **The Fields** is the next to be developed in the Pearl, the third and final park in the sequence of parks envisioned by Peter Walker, a famous landscape architect. The Fields will contain a play area for children, a large open field for various activities, a dog play area, and a pedestrian bridge that link the park to the Centennial Mills site.



**The North Park Blocks** were some of the original park properties in the City, dedicated by Captain John Couch to the City in 1869. On the blocks, trees were planted in rows like those in the South Park Blocks and the general condition of these parks has been protected over time. Over the years, amenities such as a basketball court, bocce court, disabled access restrooms, historical sites, paved paths, playground, statues and public art have been added.



**The Portland Classical Chinese Garden**, located in Old Town/Chinatown, began as an idea in the early 1980s. It became more focused when Portland and Suzhou, China, became sister cities in 1988 and the idea of a building a Suzhou-style garden in Portland became a goal. The Garden was built on land donated by Northwest Natural who had for 20 years used it as their parking lot. The groundbreaking ceremony was held in July 1999, and construction was completed in September 2000. The majority of the plants in the Garden are indigenous to China; however, they were grown in the United States. Some plants are more than 100 years old and were transplanted from gardens and nurseries in Oregon.

## Current Conditions



The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.





## Arts and Cultural Facilities

The River District has many arts and cultural facilities, including the Oregon Maritime Museum, Oregon Jewish Museum, Portland Center Stage/ Gerding Theater at the Armory, and the 3D Centre of Art and Photography.

## Community and Social Services

### Neighborhood Associations

The River District has two neighborhoods within its boundaries, each with its own neighborhood association: the Old Town/Chinatown Neighborhood Association and Pearl District Neighborhood Association.

### Business Associations

Businesses in the River District are represented by two geographically-based associations, the Old Town/Chinatown Business Association and the Pearl District Business Association. The Old Town/Chinatown Business Association emphasizes the diverse, historic roots of the area, aiming to develop and nurture a thriving business community in an historic multicultural neighborhood.

The Pearl District Business Association focuses on strengthening the area as a destination for retail shopping, dining, art lovers, locals and tourists, and those appreciative of world class urban renewal. Its activities include street signage, negotiating street closures and other public advocacy.

## Community and Other Organizations

There are many other community organizations in the River District including:

- Chinese Consolidated Benevolent Association
- Friends of Chamber Music
- Japan-American Society of Oregon
- Northwest China Council
- NW Documentary Arts and Media
- Portland Old Town Arts and Cultural Foundation
- Oregon Nikkei Legacy Center: Japanese American History Museum



### Social Services

The Old Town/Chinatown area of the River District has traditionally been home to many community and social services, and that tradition continues today. Many organizations are located in the area to serve the needs of struggling individuals and families. A few are described below, to highlight the diversity of services available in the area, followed by a select list.

Central City Concern (CCC) is one of the larger, more established and active social service nonprofit agencies in Portland. Founded in 1979, it serves single adults and families in the Portland metro area who are affected by homelessness, poverty and addictions. The agency has developed a comprehensive continuum of affordable housing options integrated with direct social services including healthcare, recovery and employment.

The Mercy and Wisdom Healing Center is a non-profit organization formed to provide health care to the Portland community, especially for those who cannot afford traditional health care. Mercy and Wisdom also serves as an educational institute to teach the public how to achieve and maintain health physically, mentally, emotionally and spiritually.

The founders of Sisters of the Road Café conceived of a restaurant where wholesome meals would be affordable to very low-income people, and where those who lacked the money to pay for a meal could trade work for food. The ongoing experiment in community building known as Sisters of the Road Café began on November 7, 1979 with three goals that remain unchanged. They are: the creation of a safe and welcoming environment to neighborhood residents, especially women and children, the preparation and service of low-cost nourishing meals in exchange for work and job training and jobs would be available for employment experience.

**Table 3.9: Select Social Services in River District**

Blanchet House of Hospitality	340 NW Glisan Street
Central City Concern	232 NW 6th Avenue
Homeless Women's Task Force	475 NW Glisan Street
Maybelle Clark Macdonald Residence	605 NW Couch Street
Mercy and Wisdom Healing Center	2 NW 3rd Avenue
Portland Rescue Mission	111 W. Burnside Street
Sisters of the Road Café	133 NW 6th Avenue
Transition Projects Inc.	435 NW Glisan Street
Union Gospel Mission; West Portland One Stop	222 NW Couch Street



## FORECASTS AND GROWTH

### Metro Forecast

The most recent forecast prepared by Metro was in 2008, for the year 2035. It projects continued rapid housing development in the River District and that in 2035, more than 17,000 housing units will be located in the subdistrict. According to Metro's projections, that would represent roughly one-third of the total housing units in Central City. Jobs are expected to grow by more than 150 percent.

In the past 10 years, the River District has seen very strong housing development with an average of more than 500 new units constructed per year. The 2008 PDC Central City Housing Inventory estimates there are currently 8,155 housing units in the River District. To reach Metro's forecast of just fewer than 18,000 units in 2035, the River District needs to average close to 400 new units per year. If future construction trends look anything like the past 10 years, the River District should have no problem reaching Metro's forecast housing number. To achieve Metro's forecast for jobs, the River District will need to add about 400 jobs per year for the next 25 years.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.*

**Table 3.10:**  
River District Metro Forecast  
Household Growth (2005-2035)

	River District	Central City
2005	5,534	17,766
2035	17,331	51,794
Growth	213%	192%
Net Increase	11,797	34,028

**Table 3.11:**  
River District Metro Forecast  
Employment Growth (2005-2035)

	River District	Central City
2005	18,828	150,479
2035	28,829	224,891
Growth	53%	49%
Net Increase	10,001	74,412

### Redevelopment Capacity

In the past decade, the River District has seen the most rapid pace of development of all the subdistricts in the Central City. Once predominantly a commercial and industrial area, the district has transformed into a vibrant, mixed-use neighborhood where more than 10,000 people make their homes.

Despite this rapid development, significant redevelopment potential remains within the River District. The largest opportunity area exists in the northwest part of the district, where more than 20 blocks are identified as likely to redevelop at some point in the future. The 13-acre U.S. Post Office site is another major redevelopment opportunity in the subdistrict. All told, there are more than 90 acres of potentially



## Identified Potentially Redevelopable Sites (2007)



redevelopable land which, if recent development trends continue, could yield over 10,000 new residential units and more than five million square feet of new commercial and retail space.

The City's 2007 *Central Portland Development Capacity Study* looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this study for the River District are shown here.

Table 3.12 : River District Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	63.6	4.9	16	4.3	6.4	5.0	2.1	0.2	1.8	2,015
Mixed Employment	148.4	14.7	69	10.5	19.6	16.0	1.9	1.1	10.9	9,149
Open Space	7.2	0	0	0	0	0	0	0	0	0
Residential	26.3	0.9	9	0.8	1.9	0.7	0	0	0.6	780
Right-of-way/River	243.1	0	0	0	0	0	0	0	0	0
Totals	488.7	20.5	94	15.6	27.9	21.7	4.0	1.4	13.4	11,944

## LOWER ALBINA



### SNAPSHOT OF PLACE

Lower Albina has a very different feel and character than the rest of Central City, despite its location directly across from the high rises of Downtown and the Pearl District. The subdistrict is a mostly industrial area with a working waterfront. Massive grain elevators dominate the riverside. Bulk cargo ships dock on the Willamette and take on grain brought to Portland by rail from the inland northwest and upper Midwest. Outside of the industrial uses, there is also a school administration site, restaurants, bars, and limited residences focused around the Russell Street Conservation District.



Lower Albina Subdistrict







Russell Street at Interstate Avenue (1940s)



Russell Street at Interstate Avenue (2009)

## Location

Lower Albina is 200 acres, located on the east bank of the Willamette River, bounded by the Fremont Bridge/I-405 to the northwest, I-5 to the northeast, and NE Broadway to the south.

## Evolution of the Subdistrict

What is now Lower Albina began in the 19th Century as part of the **City of Albina**, a town all its own located across the river from the original City of Portland. Albina was founded in 1873 when prominent Portland businessmen Edwin Russell, William W. Page and George H. Williams filed a plat with the County Clerk's office. The town was named after Page's wife, Albina (pronounced Al-beena) who'd migrated from Canada in 1859. Incorporated in 1887, the City of Albina was initially inhabited mainly by first- and second-generation Germans, Scandinavians and other Northern and Eastern Europeans.

Albina covered some 13 square miles, extending over much of what is now north and northeast Portland. From the beginning it developed as upper and lower areas, because of its dramatic topography. What is now defined as the Lower Albina subdistrict was the smaller area, covering some 200 acres, or about one-third of a square mile adjacent to the river. To the north and east, bluffs overlooking the river developed as middle-class suburbs. The lower areas around the railroad yards and industry on the Willamette River in "Lower Albina" emerged as a more **working-class neighborhood**.

A river ferry linked Downtown to Lower Albina, and the Riverside District developed with **river-related industries and businesses**. The ferry landed at the

foot of Russell Street, which became the main street of the Lower Albina area. The east-west-oriented Russell Street and north-south-oriented Williams Avenue, which extended up the hill to upper Albina, were the neighborhood's primary commercial streets. Commercial buildings with businesses on the first floor and housing above lined these major streets. Williams Avenue in particular was a fashionable street, planked, as was the habit of the day, from Russell Street north to Alberta, and lined with establishments serving the many Volga Germans living in Albina. Russell Street had a rougher character, with its ferry slip and some 30 saloons from there, east to what is now Martin Luther King Boulevard.

**1887** marked the opening of the **first bridge** crossing the Willamette, the Morrison, linking Downtown to the eastside. The bridge spurred further eastside growth northward into Albina, as a streetcar line was built running north up the steep hill of Mississippi Avenue, from the City of East Portland.

Albina's development was especially tied to the Oregon Railroad and Navigation Company (OR & N), which owned the extensive Albina railroad yards. Directed by Henry Failing and William S. Ladd, the company was a dominant presence in Albina and one of the most powerful corporations in Oregon. In real estate alone, the OR & N owned nearly two miles of waterfront property and controlled nearly 40 city blocks of track and terminal operations along Albina's streets. As many as 900 rail cars passed through the area each day. The opening in 1883 of a second rail line, the Union Pacific Railway, cemented the area's connection to the railroads. City ordinances were mostly concerned with the interests of the railroad and other large investors.

In 1891, Albina joined with the cities of Portland and of East Portland, forming the newly consolidated, expanded City of Portland, with an area of 25 square miles and population of more than 63,000. Albina was such a railroad-oriented town that certain laws were passed just prior to consolidation, so that preferences for the rail industry could be put into place before the City merged with its two neighbors. Development continued along the same lines in the early decades of the 20th Century, with rail- and river-oriented industry providing jobs for workers who found housing nearby.

Today, Lower Albina includes the Russell Street Conservation District. Conservation districts are locally designated areas with a collection of individual resources that is of historical or cultural significance at the local or neighborhood level and are created by the City of Portland. The Lower Albina area also includes a Multiple Property Submission (MPS) for the Eliot Neighborhood, which was listed in the National Register of Historic Places.

The **industrial character of Lower Albina** has remained. The *City of Portland Comprehensive Plan* designates the area Industrial Sanctuary. Corresponding industrial zoning for much of the Lower Albina area has remained in place, and the industrial uses have been stable. The steep hill separating the industrial riverside area of the district from the residential neighborhoods also has helped maintain these industrial uses in the face of gentrification and racial transition caused by the 1990s-era economic boom in the nearby, more residential neighborhoods of North and Northeast Portland. Lower Albina — with fewer housing units, greater proximity to industrial areas and the bisection of Interstate 5 — has been little affected. The industrial area remains isolated by Interstate Avenue and its light rail line, which opened in 2004, and by the hills east of Interstate and to the south, leading up to Broadway and the Rose Quarter.

Outside of the industrial area, **some redevelopment** occurred in the 1990s and more recently. There has been some change in the Russell Street historic area and in a few spots near the new light rail line and its station stop between North Mississippi and North Albina Avenues. These areas seem to hold potential for further revitalization, as a gateway between the north and northeastern neighborhoods, the Rose Quarter Transit Center and downtown.

*Albina: 1880 population: 143; 1888: 3,000; 1891: 6,000. Albina covered a large area, most of it upland from the Lower Albina industrial lands.*



*Much of the early industrial infrastructure has been demolished, but the Albina Yards remain, marked by the 1887 Union Pacific power plant smokestack, and are a designated Portland Historic Landmark.*



*The two- to four-story buildings have mostly been demolished in Lower Albina. The remaining historic structures are concentrated on lower Russell Street between Interstate Avenue and I-5. Buildings listed on the National Register of Historic Places include the McKay Brothers Block built in 1893, an Italianate and Romanesque Revival Cast Iron framed storefront with recessed entries, the Romanesque Revival Davis Block, built in 1890 and the Romanesque Revival Smithson Block, built in 1890. The White Eagle Saloon (AKA the Bucket of Blood), dating from 1905 (or constructed in 1915, according to the individual national register listing noted in the Albina Community Plan), was a working-class tavern operated by Polish immigrants Barney Soboleski and William Hryszko.*

## Snapshot of Place



The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



# Planning History

Lower Albina has received relatively little planning attention, compared to most of the other *Central City Plan* subdistricts. Policies set in the 1988 *Central City Plan* have been carried out, without the radical change or development pressures that have affected other areas. The 1988 Plan called for strengthening economic development as an industrial employment area, preserving historic buildings, preserving the industrial uses on the River and also providing pedestrian access to it, allowing mixed-use along Russell Street, and providing improvements for both industry and adjacent neighborhoods. The 1993 *Albina Community Plan* also set goals for encouraging growth that increases the area’s attractiveness,

improving livability, and improving options for area residents.

Of the few actions listed in the *Central City Plan* section for Lower Albina, there has been relative success. This area is still largely dominated by industrial use, but has been improved by the Interstate MAX and revitalization near Russell Street.

**Table 4.1: Lower Albina Plans**

Plan	Year	Agency
<i>Central City Plan</i>	1988	BOP
<i>Albina Community Plan</i>	1993	BOP
<i>Eliot Neighborhood Plan</i>	1993	BOP
<i>Interstate Corridor Urban Renewal Plan</i>	2000	PDC
<i>Interstate Transportation Strategy</i>	2001	PDC
<i>Russell Street Improvement Plan</i>	2003	PDOT

## Albina, African Americans, and Urban Renewal

*In Albina, the residential community became more and more African American in the first half of the 20th Century. Black community life in Portland centered on Williams Avenue, which is part of Lower Albina at its southernmost block.*

*After World War II, the 1948 Vanport flood destroyed that heavily African American, war-era-constructed “company town” in North Portland, and its residents and business owners became refugees, most of them relocating to Albina. Many of these former war workers opened black-owned businesses in Lower Albina, including Neighborhood Bill’s Grocery, Johnson and Smith’s record shop, and Portland’s first black-owned funeral home — Vann’s Walnut Park Chapel. One-fifth of Lower Albina’s population was African American in 1950; by the end of the decade, half of its population was black (Gibson, 2007).*

*However, even as the African-American population of Portland was continuing to move in the 1950s and ‘60s, they also were being displaced by urban renewal and infrastructure projects further south. The large-scale projects resulted in a disproportionate number*

*of African Americans moving north to the already overcrowded Lower Albina neighborhood. The projects that forced these people to move are prominent in the landscape of Portland today — the Memorial Coliseum and Interstate 5 most notably — but what they replaced is often forgotten.*



*The blocks immediately to the south of Albina were home to many commercial establishments and 476 homes, roughly half of them inhabited by African Americans that were demolished with the construction of Memorial Coliseum. Later in the 1960s, 300 people were displaced when their homes were demolished to build Interstate 5 and Highway 99.*

*Another major displacement occurred for the Emmanuel Hospital expansion urban renewal project. Beginning in 1970, many of the commercial buildings*

*along Williams were demolished to Charlene’s Tot and Teen Shop (already relocated from the Coliseum area) to make way for the hospital. The project included 55 acres bounded by the junction of the Fremont Bridge and I-5, North Russell Street and Williams Avenue. The intent was to remedy substandard housing while expanding the hospital and related facilities. More than 1,100 housing units were lost in Lower Albina, and the black population in Eliot shrank by two-thirds. After construction halted in 1973 after federal budget cuts, large areas of land were left vacant for decades.*

*The Albina neighborhood fabric of small blocks, and its community of African Americans, was further displaced to allow for the construction of large government buildings — the City’s water bureau facilities in 1974 and the Portland school district’s central office in 1980. This cluster of public maintenance facilities created stability for industrial uses in the majority of Lower Albina, but continued to change the local neighborhoods, creating gaps between what had once been neighboring districts. In the 10 years between 1960 and 1970 Albina lost more than half of its residents, and the center of the black community moved north into the nearby Mississippi, King and Humboldt neighborhoods*



## CURRENT CONDITIONS

### Land

#### Zoning

Lower Albina is primarily industrial, with relatively little housing or open space. The General Industrial 1 (IG1) zone makes up 76% of the land in Lower Albina. The area is mostly developed, with sites having high building coverages and buildings usually close to the street. IG1 areas tend to be the City's older industrial areas. Heavy Industrial (IH) makes up 16% of the district total, and is concentrated along the riverfront. Together the industrial zones make up more than 90% of Lower Albina.

Mixed-use zones total only a few acres each: Central Employment (EX), accounts for 4% of the district, and applies to roughly two blocks in the lower Russell "Main Street" area; and Central Commercial (CX) makes up 3%, concentrated at the southern boundary of the subdistrict adjacent to the Rose Quarter.

#### Existing Uses

In 2008, the Bureau of Planning inventoried the various land and building uses within the Central City. Staff conducted visual inspections of all buildings in Lower Albina and estimated the proportions of different uses by floors of buildings. This database,

when linked to the City's 3-D building model provides estimates of different uses in the subdistrict. The results of this calculation are not precise but do provide more up-to-date estimates of uses than previously available.

The existing building uses in Lower Albina show about 48% of the developed building area is in industrial use, whereas the zoning is roughly 80% of the land area. This can be explained with the office and industrial uses which are in industrial areas. The land-use inventory also showed that about 15% of the developed building area is office uses, and 5% is residential uses. Lower Albina has fewer than 90 residential units.

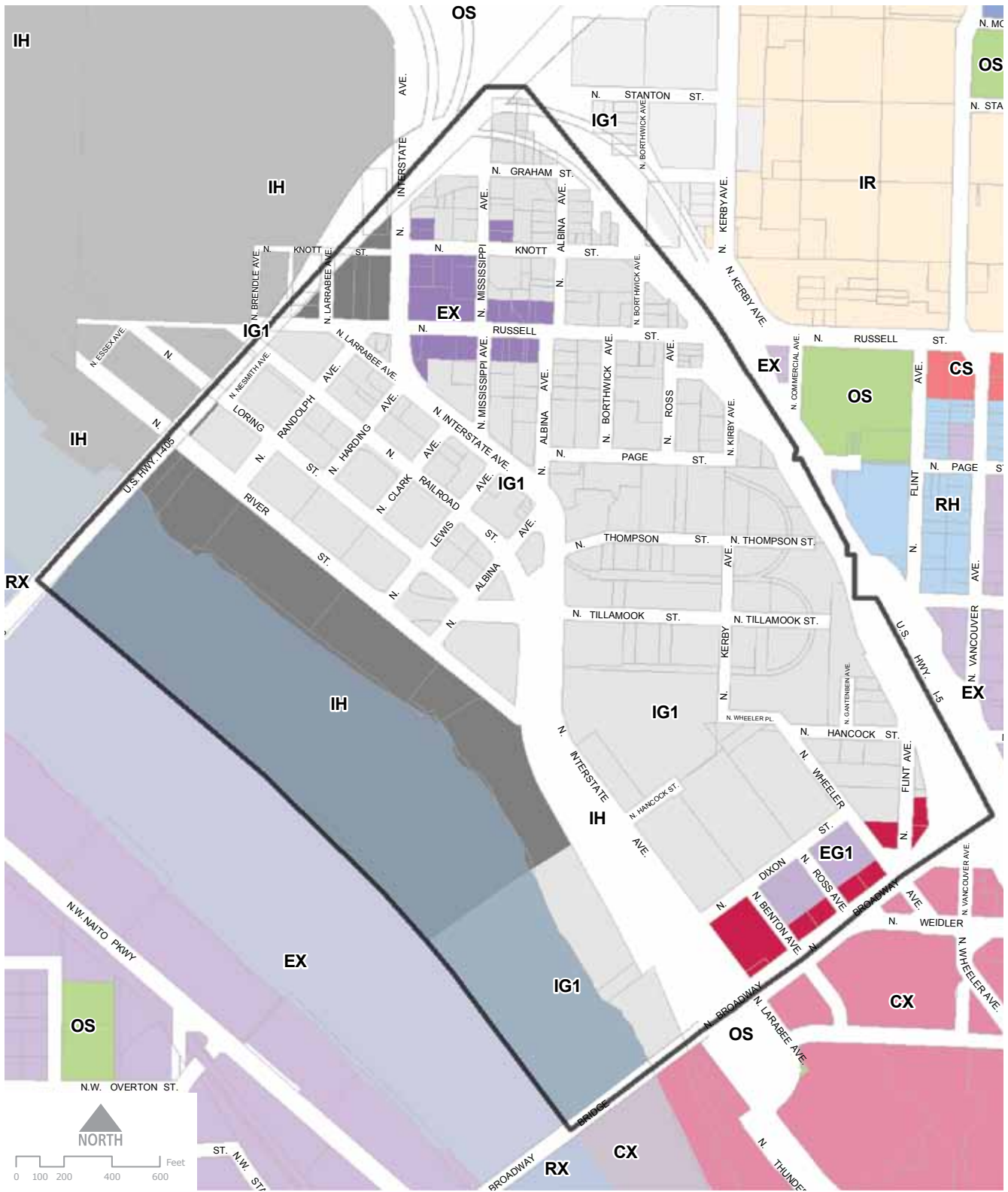
Lower Albina has somewhat limited retail, with most clustered around Russell Street. The area boasts dining and bar establishments as well as some local specialty stores. Lower Albina has an interesting dynamic, with industrial uses dominating during the day and an active nightlife which thrives along Russell Street. These uses generally do not conflict with each other and add to the diversity of the area. The Portland Public School administrative building, which Multnomah County government also occupies, is located in Lower Albina. Just to the north of this is the Portland Water Bureau campus as well as Legacy Emmanuel Hospital. Each of these uses has the potential to more strongly influence retail uses in the future.

**Table 4.2: Lower Albina Zoning**

Zone	Lower Albina Acres	Percent of Lower Albina	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	2.5	2.5%	668.9	0.4%	1,036.3	0.2%
General Employment 1 (EG1)	1.8	1.8%	9.3	19.4%	64.8	2.8%
Central Employment (EX)	3.9	3.9%	229.3	1.7%	779.6	0.5%
General Industrial 1 (IG1)	75.2	76.1%	335.9	22.4%	730.5	10.3%
Heavy Industrial (IH)	15.4	15.6%	41.6	37.0%	7,881.9	0.2%
	98.8	100.0%				

*Note: River and right-of-way acres are not included; the small amount of land zoned Open Space in the district is actually in the right-of-way.*

## Lower Albina Zoning

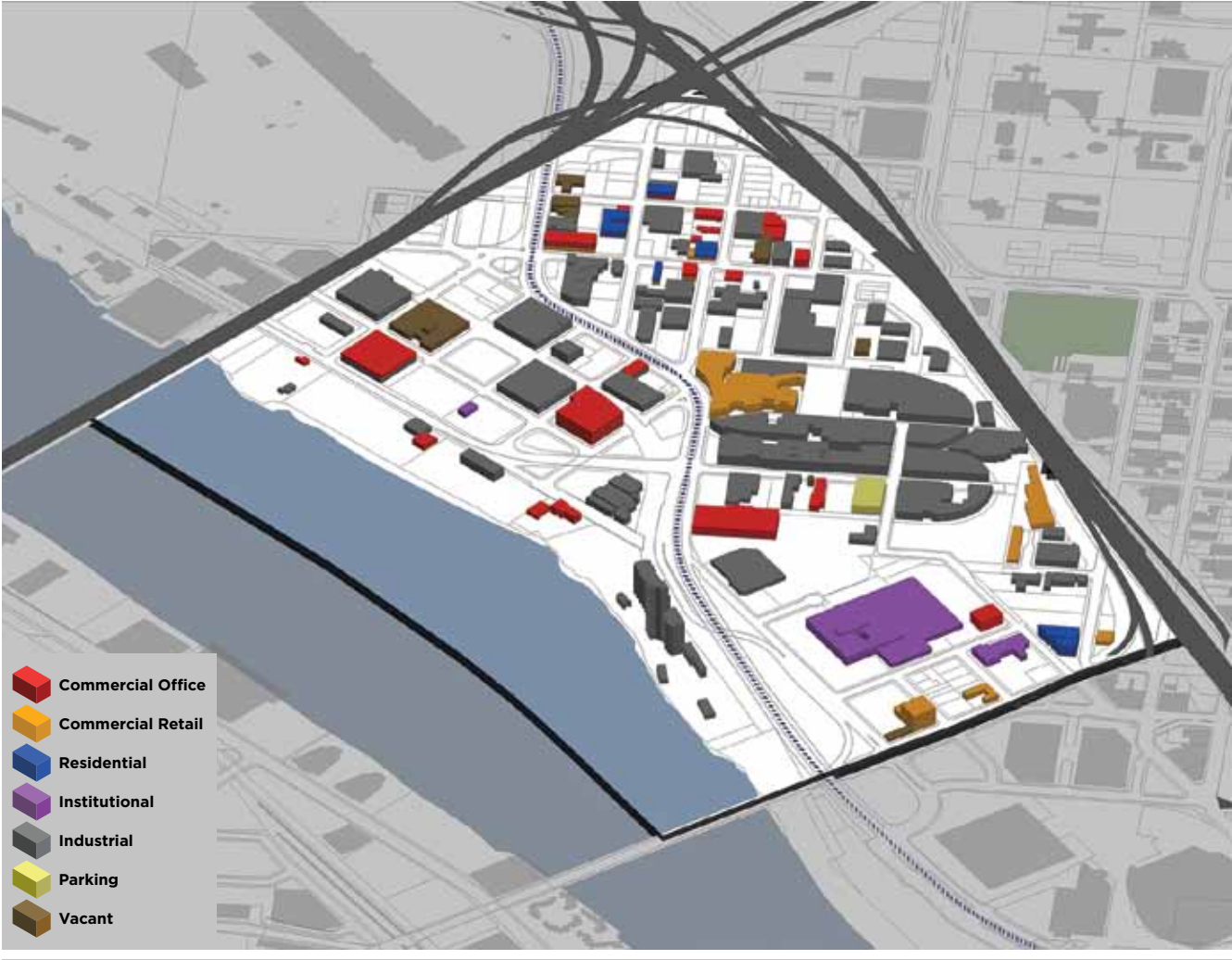


**June 30, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



Lower Albina Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Graph 4.1: Lower Albina Existing Building Uses

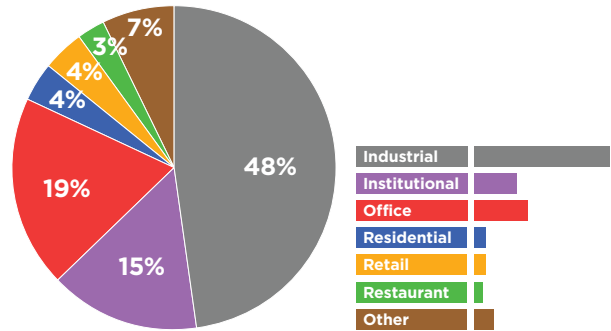


Table 4.3: Lower Albina Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses		
Manufacturing	392,220	18.2%
Warehouse	479,205	22.3%
Wholesale sales	108,943	5.1%
Other	35,887	1.7%
	1,013,256	47.2%
Institutional Uses		
Office Uses	414,565	19.3%
Residential Uses	87,727	4.1%
Retail Uses	87,829	4.1%
Restaurant Uses	74,749	3.5%
Other Uses	143,821	6.7%
Total Developed Sq. Footage	2,153,428	100.0%

### Recent Development

Lower Albina has seen very limited development in recent decades, of either a commercial or residential nature. There has been some activity along the Russell Street area. The most obvious project demonstrating this activity is the Widmer Brewery Expansion. The Left Bank Lofts is the only residential project in Lower Albina in the last two decades.

Commercial/Industrial		Commercial/Industrial	
	<b>Widmer Brewing</b> North Russell Street and Mississippi Avenue		<b>Gotham Building</b> 2240 N. Albina Avenue
Year built or proposed to be built	2008	Year built or proposed to be built	1915, renovation 2005
Developer/owner	Widmer Brothers Brewing Co.	Developer/owner	North Interstate LLC
Number of units or square feet	Approximately 52,000 SF	Number of units or square feet	22,985 SF
Use	3-story expansion of industrial facility. Facilities for: fermentation, keg washing and filling, new cold keg and bottle storage, additional shipping, expanded lab and office space	Use	3 stories, more than 10 office/service type businesses and a restaurant/bar
Average rent or sales price	Construction: \$22 million	Average rent or sales price	Real market value: \$3.7 million (2008)
Result of planning effort or private plan	Private	Result of planning effort or private plan	Private
Unique features	Addition of 6 additional fermentation tanks expected to double the capacity at Widmer to 550,000 barrels annually — or more than 136 million pints. Expansion expected to lead to hiring of 45 more employees	Unique features	Historic building originally built in 1915. Underwent a major renovation that took four years. Located along the Interstate MAX line.

Table 4.4: Lower Albina Recent Major Development Projects

Development Name Address	Year Built/Rehabilitated	# of Residential Units	Residential sq. ft.	Office/Other Commercial sq. ft.	Building sq. ft.	Site sq. ft.	Base Zone	Base FAR	Project Final FAR
Left Bank Lofts 843 N Knott	1997	23	14,752		14,752	4,500	EX	3.01	3.28
Widmer Brewery Expansion 2424 N Interstate	2008			52,000	52,000	55,505	EX, IG1	3.1, BZ	0.94

## Transportation

The main identity of Lower Albina is of a freight district. Access to I-5, I-84, and the Willamette River are essential for freight and industrial users. Its major industrial uses are also dependent on the rail access provided in the area. Additionally, Lower Albina serves as a major transportation thoroughway for automobiles, bicycles, and transit. The Russell Street area has many diverse uses, and draws in people at different times of the day than would be typical for a mainly industrial area. Russell Street serves two roles, both that of an industrial and entertainment center.

### Automobiles and Streets

Freight movements by trucks are an important part of the economic well being for businesses in Lower Albina. Access to and from I-5 and I-84 are important. The access route to I-5 North is N. Interstate Avenue to the N. Going Street interchange. The access to I-5 South and I-84 is NE Broadway to the Wheeler on-ramp. This route is difficult due to the congestion at the Broadway-Weidler Interchange. Interstate Avenue is the only north/south arterial in Lower Albina and is used for automobiles, trucks, light rail, transit, bicycles, and pedestrians.

### Parking

There are around 1,400 off-street parking spaces in Lower Albina. Additionally there are about 800 on-street parking spaces. Parking in Lower Albina, though limited, is not generally as heavily used as other subdistricts, except on rare occasions such as during events at the nearby Rose Quarter.

### Bicycles, Transit, Pedestrians

Bike infrastructure is incomplete in Lower Albina. A significant issue is extending bicycle access along N. River Street, into Albina Yards, and eventually to and past Swan Island. Portland Parks and Recreation has long considered that project, and it is currently ranked as a high priority in the *River Plan/North Reach* Action Agenda. In Lower Albina, crashes involving either pedestrians or cyclists resulting in injury are relatively low compared to other subdistricts. Most occur along Broadway, on the border with the Lloyd District.

The Interstate Avenue MAX line runs through Lower Albina and provides key access for the subdistrict with a station at Mississippi Avenue. There are also three TriMet bus lines that run through the subdistrict. For pedestrians who use transit, or

**Table 4.5: Transportation in Lower Albina**

STREETS	Highest Average Daily Trips	Broadway and Interstate between Tillamook and Thompson (20–30K); rest of Interstate 10–20K
	Total	29,136 feet
	Poor Condition	729 feet or 2.5%
	Very Poor Condition	1,528 feet or 2.3%
	Failing Condition	0 feet
PARKING	On-street Free Parking Spaces	834
	On-street Metered Parking Spaces	0
	Surface Lot Parking Spaces	1,363
	Structured Lot Parking Spaces	8
	Surface/Structure Parking Spaces	0
	Total Parking Spaces	2,205
	Surface Parking Lot Area	23 acres
BIKE	Bike Lanes	1.6 miles
TRANSIT	Light Rail Lines*	0.8 miles
	Other Transit Lines	None
	No. of Bus Routes**	6
PEDESTRIAN	General Block Size	2.0 acres or 87,120 square feet
FREIGHT	Busiest Freight Route***	Tillamook/ Interstate

\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

\*\*\* Listed are streets with highest TSP freight classification.

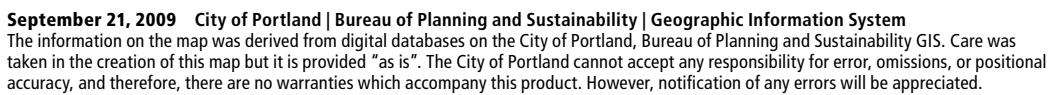
walk within the subdistrict, adequate infrastructure generally exists. There are some obstacles, such as breaks in the street grid caused by the rail yard, bridge approaches, and topography.

### Freight

Freight is an important component of transportation in Lower Albina, due to the many active industrial uses. The Union Pacific rail yard is classified as a Freight District. Several streets leading into the rail yard are classified as Major Truck Streets and Priority Truck Streets (defined in appendix).



## Current Conditions



## Willamette Riverfront

The riverfront in Lower Albina is part of Portland's deep water port and is largely industrial in nature. Although Lower Albina is designated as part of the Central City district, its character is more like the industrial areas to the north. As a result, planning for the land along the Willamette River in this subdistrict is being completed as part of the *River Plan/North Reach*, currently underway. Industrial infrastructure, including private docks, rail lines and freight routes, support river-dependent businesses throughout the subdistrict.

Lower Albina contains scenic views while crossing the Fremont and Broadway Bridges, but public access at the water's edge is restricted due to private land ownership and the river-dependent nature of the industrial businesses. Three private docks facilitate marine cargo and manufacturing activity. An on-street greenway trail is partially developed along N. Interstate Avenue and the Tillamook Overpass, but work on both northern and southern connections to the trail is needed.

Historically the Willamette River in the Portland area was comprised of an extensive interconnected system of active channels, open slack waters, emergent wetlands, riparian forests, and adjacent upland forests. Today Lower Albina is a largely developed landscape. The predominant existing natural resources are the Willamette River, including the flood area and vegetation along the banks, and elements of the built environment such as street trees, ecoroofs and vegetated landscaping.

Steep slopes along the banks south of N Tillamook Street are identified by the City as a landslide hazard and also are vulnerable to wildfires where they are vegetated.

Due to the alterations made to the banks of the Willamette River in Lower Albina, during a 100-year flood event, rising water would generally be confined within the River itself. However, there is a section of developed flood area near N River St. and N Albina Ave. Docks and piers extend into the river channel and bulkheads, and riprap armor the riverbank.

## Upland Natural Resources

Steep slopes located near N Kerby Avenue and along Interstate 5 slopes are identified by the City as a landslide hazard, and, where vegetated, are also vulnerable to wildfires.

**Table 4.7: Lower Albina Characteristics 1997–2008**

	Lower Albina	Central City
Residents (2008 estimate)	130	34,400
Median age (2000)	32	36
Education — bachelor's degree or higher (2000)	25%	38%
Average household income (2000)	\$24,802	\$35,624
Housing units (2008)	87	22,994
Affordable* housing units (2008)	0%	56%
Jobs (2006)	2,712	134,870
Jobs/residential population ratio (2008 estimate)	21:1	4:1
Change in crime rate between 1997–2007	–47%	–32%

\* Affordable = units that are restricted by tenant or income

**Table 4.6: Lower Albina Residents Race and Gender (2000)**

	Lower Albina	Central City
White	50%	79%
Black	33%	7%
Asian	3%	7%
Hispanic	9%	5%
Male	55%	60%
Female	45%	40%

## People

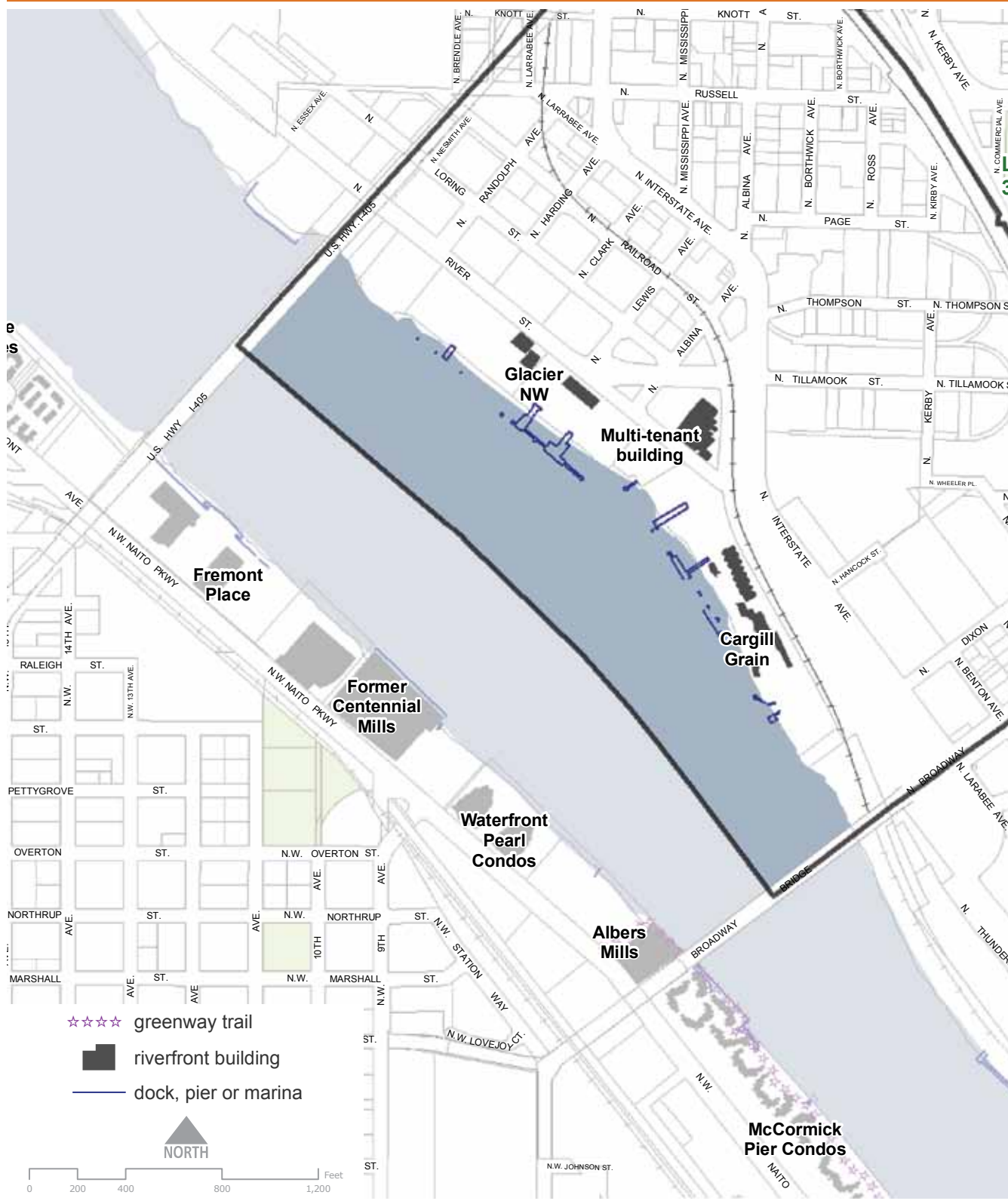
While very few people live in the Lower Albina subdistrict, in 2000 the average Lower Albina resident was a bit younger than the typical Central City resident (median age 32 versus 36), with less education and a significantly lower income than is typical for the Central City. Of these residents, there are fewer whites and more African Americans than in the Central City population overall.

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

## Housing

In 2000, Lower Albina was home to about 141 residents, making up less than one percent of the Central City residential population. Of Lower Albina residents, almost all are renters. Only one unit was owner-occupied. In 2008, Lower Albina contained 87 housing units, which is a negligible amount of the units in Central City.

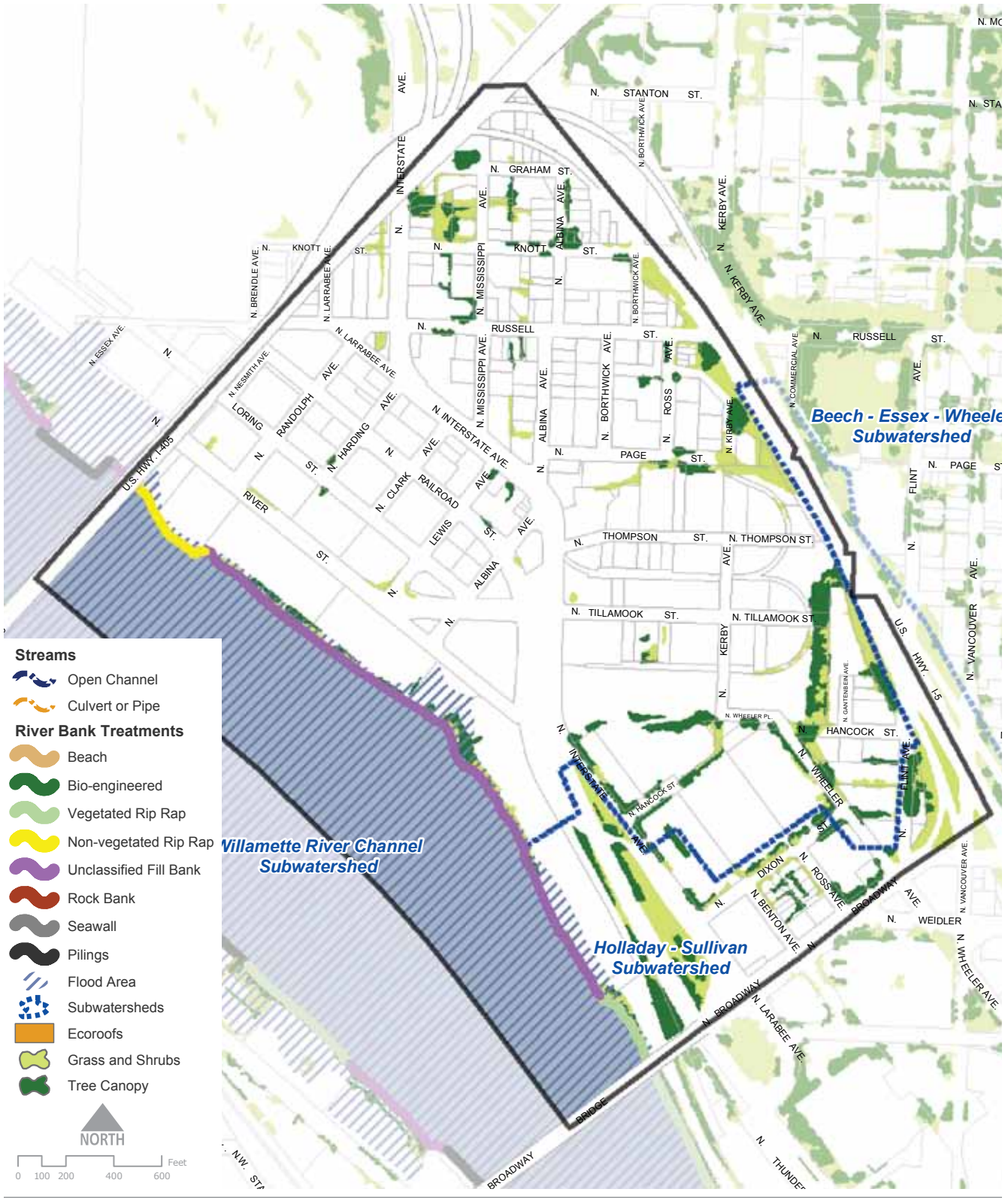
Lower Albina River-related Features



**September 21, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



## Lower Albina Natural Resource Features



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Lower Albina doesn't have significant residential neighborhoods and has no land zoned for residential development. However, the few residential units located in Lower Albina are relatively affordable. The average rent per square foot is \$1.21, the second lowest of any subdistrict, according to the Portland Development Commission 2008 Central City Housing Inventory.

**Table 4.8: Lower Albina Employees and Residents**

	Lower Albina	Central City	Percent within Lower Albina
Total Employees (2006)	2,712	134,870	2%
Total Residential Population (2008 estimate)	130	34,400	< 1%
Employee/Residential Population Ratio	21:1	4:1	—

## Jobs

Lower Albina has a relatively high amount of business activity. Between 2000 and 2006, Lower Albina had an annual job growth rate of 8.3% compared to 1.6% for the Central City overall. During that time, the area gained around 1,000 jobs. However, it is important to note that the reported job gains appear entirely related to public schools and likely reflect reporting variation rather than actual gains.

Lower Albina has almost 21 employees for every resident, compared to the Central City which has almost four employees for every resident. This reflects Lower Albina's business and industrial focus, and its almost complete lack of residents.

About two percent of people working in the Central City work in Lower Albina, accounting for a total of 2,713 jobs. Some of the biggest employment sectors are:

- Education and Health (52%),
- Transportation, Warehousing, and Wholesale (14%), and
- Manufacturing (13%).

## Crime

In 2008, 86 crimes took place in Lower Albina, totaling less than one percent of all Central City crimes. The 86 crimes represent a slightly lower average than the subdistrict's annual average of 120 offenses, which occurred between 1997 and 2008. This does not appear to be a significant fluctuation.

## Public Facilities and Services

### Schools

Considering its small residential population, it is not surprising that there are no public schools in Lower Albina. However, children in the area would attend Boise Eliot (K–8) and Grant High School (9–12). Alternative public schools include: Da Vinci Middle School (6–8), Benson Polytechnic High School (9–12), and Harriet Tubman Leadership Academy for Young Women (6–11). The 2000 United States Census estimated there were 24 residents under the age of 19 in Lower Albina.

### Parks and Open Space

Although there is land zoned as open space in Lower Albina, there is in reality no usable open space. The land that is zoned OS is part of the light rail right-of-way.

## Arts and Cultural Facilities

There are no known arts and cultural facilities located in Lower Albina. It is unlikely that this will change dramatically in the future as the main identity of the area is as an industrial district.

## Community and Social Services

### Neighborhood Associations

The Eliot Neighborhood Association includes Lower Albina in its western portion; it is bounded by the Willamette River, Broadway, Fremont, and NE 7th Avenue.

### Social Services

LifeWorks NW is the only known social service with facilities located in Lower Albina. It is an organization that provides prevention, mental health and addiction services to community members.



## FORECASTS AND GROWTH

### Metro Forecast

The most recent forecast prepared by Metro was in 2008, for the year 2035. It projects a loss in households in the Lower Albina area. This is likely due to its zoning and industrial sanctuary status. Jobs are expected to grow by about 16 percent compared to the 49 percent growth forecast for the Central City overall.

Metro's forecasts project no increase in households in Lower Albina. To meet the 2035 job forecast, the district will need to add 15 to 20 new jobs per year (on average) for the next 25 years.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.*

### Redevelopment Capacity

In 2007 the Planning Bureau's *Central Portland Development Capacity Study* looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this study for Lower Albina are shown on the next page.

Lower Albina's redevelopment potential is very much tied to zoning. The vast majority of the buildable land in Lower Albina is zoned industrial. The only exceptions are the small area of Central Employment (EX) zoning along N Russell Street and a strip of commercial zoning (CX) along N Broadway immediately to the east of the Broadway Bridge. Without changes to the zoning, it is unlikely much of the development capacity would be fully realized.

**Table 4.9:**  
Lower Albina Metro Forecast  
Household Growth 2005-2035

	Lower Albina	Central City
2005	71	17,766
2035	66	51,794
Growth	-7%	192%
Net Increase	-5	34,028

**Table 4.10:**  
Lower Albina Metro Forecast  
Employment Growth 2005-2035

	Lower Albina	Central City
2005	2,474	150,479
2035	2,880	224,891
Growth	16%	49%
Net Increase	406	74,412



## Identified Potentially Redevelopable Sites (2007)



Table 4.11: Lower Albina Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	2.5	0.1	2	0.3	0.5	0.3	0.1	0	0.1	140
Mixed Employment	96.5	2.5	10	1.4	2.7	2.2	0.3	0.2	1.5	1,235
Open Space	0.0	0	0	0	0	0	0	0	0	0
Residential	0.0	0	0	0	0	0	0	0	0	0
Right-of-way/River	101.9	0	0	0	0	0	0	0	0	0
Totals	200.8	2.6	12	1.7	3.2	2.5	0.4	0.2	1.6	1,375

# LLOYD DISTRICT



## SNAPSHOT OF PLACE

**T**he Lloyd District provides a different mix from other parts of Central City. Its buildings range from large, unique complexes like the Rose Quarter, Convention Center, and Lloyd Center Mall, to mid- and high-rise apartments, and to office towers paired with adjacent surface parking lots or parking structures. Block sizes break from the typical 200-foot grid found throughout Downtown and the Central Eastside, forming super blocks to accommodate the large entertainment and commercial uses. The area has access to two major freeways and to light rail, as well as to a streetcar system beginning construction soon. Because of the many existing surface parking lots, vacant parcels, and underutilized properties, the subdistrict offers substantial redevelopment potential.



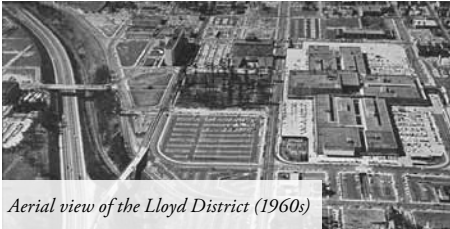
Lloyd District Subdistrict







Demolition for Lloyd Center (1950s)



Aerial view of the Lloyd District (1960s)



Lloyd Center (1960s)

## Location

The Lloyd District is 407 acres located on the eastbank of the Willamette, bounded by I-84 on the south, 16th Avenue to the east, and NE Broadway and NE Schuyler to the north.

## Evolution of the Subdistrict

The essential character of today's Lloyd District came about with the opening in 1960 of the **Lloyd Center Mall and the Memorial Coliseum**. Later in the decade came the construction of the I-5 freeway, cutting north-south along the western part of the subdistrict, and the I-84 freeway, built in Sullivan's Gulch along the former Banfield Expressway. The Gulch defines the southern edge of the district.

Long before these freeways and large car-oriented structures, in the 1840s and 1850s, Euro-Americans claimed large swaths of land and settled in what is now the Lloyd area. They made their claims as part of the Donation Land Claims Act, which encouraged widespread western migration in the early and mid-19th Century. Parcels totaling several hundred square acres were awarded in what is now the Lloyd District to Jacob Wheeler in 1845 and to the Irving family in 1851. Today's Irvington neighborhood was platted on 200 acres of the Irving family's claim, north of what is now Lloyd Center Mall. These plats followed the lead of Portland's westside, generally using a 200-foot x 200-foot grid. Other early uses of the land, until the 1870s, were for timber, farming, and grazing for animals.

Wheeler sold his holdings to Ben Holladay, who platted the land in 1871 as the Holladay's Addition residential neighborhood, again on the 200-foot square grid. This area, like the others, became part of the adjacent City of East Portland, located to the south and incorporated in 1870. Holladay also included as part of his development more than four acres for **Holladay Park**, the first public open space on the eastside, which remains a park. Holladay Park Addition was platted in 1902, extending the residential development pattern eastward. These middle- to upper-middle class residential areas were similar to the Irvington neighborhood to the north. Some of the grid pattern was a rectangular variation on the westside type, at 200-foot by 400-foot.

The **City of East Portland** was consolidated into Portland in 1891 (as was the City of Albina, located immediately to the north of East Portland). At around the same time, early bridges were being constructed across the Willamette River. The first was the Morrison Bridge, completed in 1887. In 1891 and 1892 came the opening of the Hawthorne and Burnside Bridges, respectively, with the Broadway Bridge opening nine years later.

The area was **primarily single-family homes in 1910** when Ralph Lloyd and family began acquiring properties. Commercial uses were concentrated along major streets that were also the streetcar lines, including Union Street (now Martin Luther King Boulevard) and NE Broadway. Over the next three decades, Lloyd and his descendants continued to purchase property, accumulating 100 city blocks. They demolished the existing single-family housing on these blocks and built **new commercial and multi-story apartment buildings**.



*Memorial Coliseum under construction (1960)*



*Memorial Coliseum after completion (1960)*

Just north, what had originally been the City of Albina had grown up in the later 19th Century around river-related industries. In the 1930s, '40s and '50s, it became the hub of Portland's African-American community, as neighborhoods elsewhere excluded non-whites with restrictive real estate covenants and "redlining" that cut off bank loans to African Americans. Parts of what is now the Lloyd District were the southern edges of Albina, and home to a vibrant jazz and bebop music scene, especially in the 1940s and 1950s. Williams Avenue was the focus of this scene. One of the remaining buildings in the Lloyd, now called the Left Bank Building, was a jazz club where Duke Ellington, one of many famous musicians, had played. Many of the residents of both Lower Albina and the Lloyd District were displaced by the large-scale projects that would take place in the area over the coming decades.

At the same time as Albina was thriving as an African-American enclave, Ralph Lloyd and family were accumulating land in the central and eastern portions of the subdistrict, planning Lloyd's vision of that area as a **"city within the city."** He imagined not just a shopping mall but also a grand hotel, garden apartments and recreational facilities, including a golf course or professional stadium. Not all of this came to fruition, but the Lloyds did manage to transform the low-density residential neighborhood into a commercial and higher-density area. The Lloyd Corporation broke ground for its shopping mall in 1952. Not coincidentally, in the 1940s, the State of Oregon had begun developing plans for east-west and north-south freeways through the area; the east-west I-84/Banfield opened in 1955, the north-south I-5 in 1966. Lloyd's shopping mall opened in 1960, located conveniently near the new

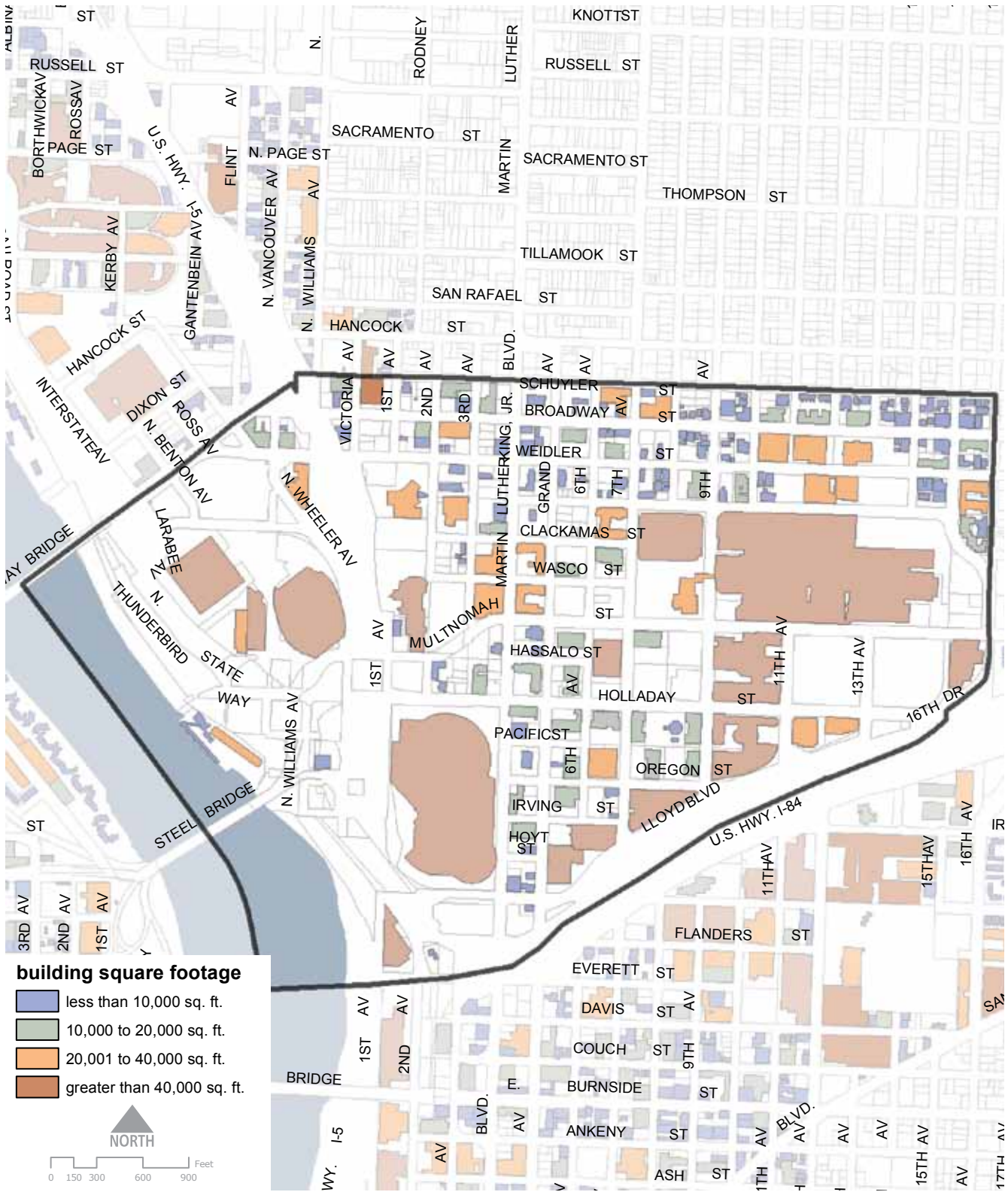
freeways. Indeed, the Lloyd Center and the 20th Century transformation of the area would not have happened without the growing popularity of the automobile.

The Center covered 90 city blocks, 56 of which were occupied by shops and offices, including 200 tenants, 100 in the open-air retail mall. Blocks not covered by buildings were used for parking, providing some 8,000 free parking spaces. Lloyd Center was one of the first large-scale, open-air shopping malls in the country, and was a regional market draw. Disconnected as it was from the existing downtown retail core, the expected result (according to a Planning Commission report in the 1950s recommending approval of the project), would be that "Portland would in effect have a split central shopping core."

The Lloyd District was also greatly affected by other mid-20th Century efforts to build major new uses not in Downtown but rather on the eastside and to build them at a new, **large, car-oriented scale.** For instance, in 1945, voters rejected the idea of locating a new Civic Center in Downtown, and subsequent efforts began to focus on an eastside location. The following year, 1946, two separate referenda approved building a Coliseum — to be part of the new civic center — on the east bank of the Willamette River between the Steel and Broadway Bridges. The Veterans Memorial Coliseum was financed by an \$8 million bond measure approved by voters in 1954. Land clearance to make way for the Coliseum started around the same time as the Lloyd Center was being constructed, in the 1950s. The building was completed in 1960, the same year the Lloyd Center opened. Also known as the "Glass Palace," the Coliseum is an icon of Portland



# Lloyd District Building Size



**September 21, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



**Table 5.1: Lloyd District Plans**

Plan	Year	Agency
<i>Central City Plan</i>	1988	BOP
<i>Proposed Oregon Convention Center Area Development Strategy</i>	1988	PDC
<i>Oregon Convention Center Urban Renewal Plan</i>	1989	PDC
<i>Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan</i>	1991	BOP
<i>Lloyd District Development Strategy</i>	2001	PDC
<i>Rose Quarter Urban Design Plan and Development Strategy</i>	2001	PDC
<i>Lloyd District Housing Strategy</i>	2002	PDC
<i>Lloyd Crossing Sustainable Urban Design Plan</i>	2004	PDC
<i>Development Vision for the Oregon Convention Center Blocks</i>	2006	PDC

modernist architecture, designed by internationally known architecture firm Skidmore, Owings and Merrill. It is monumentally sited on the bluff above the Willamette, a glass-curtain-walled box with a freestanding concrete seating bowl inside.

Large-scale projects continued to be built in the Lloyd District during the remainder of the 1960s and on into the next decades, sprinkling the area with an assortment of corporate office towers, medical buildings and hotels, each accompanied by surface parking lots or parking structures. The new construction greatly contributed to the amount of Class A office space available in the Lloyd District; the space is comparable to parts of Downtown. Though the total square footage developed over the years is significant, the many buildings and new workers have never provided a sense of place or pedestrian level activity. The tall buildings are scattered through the district and do not provide a critical mass or memorable visual impression or “place”. For instance, in the early 1970s, the Lloyd Corporation built two prominent office towers on NE Multnomah, one at 5th Street, the other at 7th Street, both with corresponding parking. The triangular shaped hotel tower that stands prominently alongside the I-5 freeway dates from 1970; Legacy hospital built the Holladay Park Medical Center in 1981; another office tower rose in 1981 at Multnomah and 9th; and the federal government in 1985 built an office tower at the southern edge of the subdistrict, on Lloyd Boulevard at 9th Street. Other major buildings include the Bonneville Power Authority, State Office Building, and the Metro renovation of the Sears

Tower. In 1990 the Oregon Convention Center opened, another large, public facility drawing large numbers of people from outside the area. In 1997, the Liberty Centre office tower was built at 6th and NE Holladay.

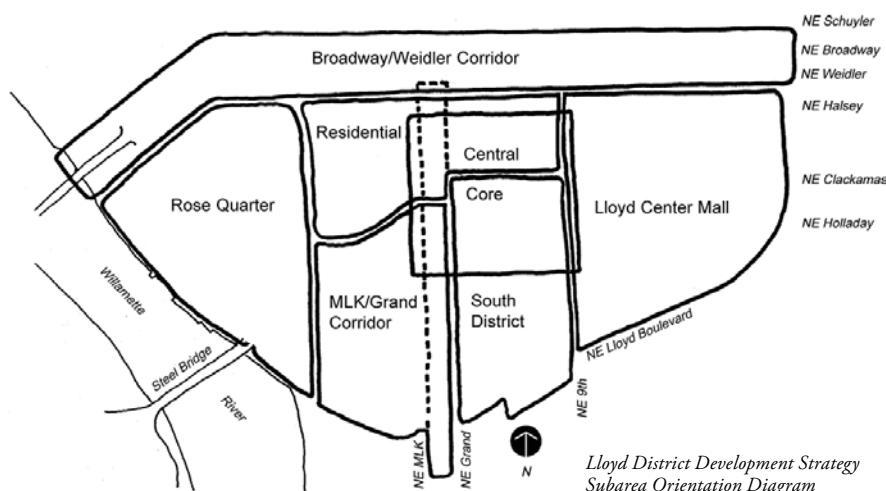
Even while this car-oriented pattern of development occurred, the Lloyd District has also been a pioneer in more recent, latter-20th Century-era efforts to provide alternatives to the auto. On the heels of the eastside MAX light rail line that opened through the area in 1986, connecting through the Lloyd District from Downtown to the eastern suburbs, a public-private partnership of local business and property owners and City agencies founded the **Lloyd Transportation Management Association** (LTMA) in 1998. The LTMA has successfully mounted efforts to share parking spaces and encourage walking, bicycling and transit use for commuters, including advocating for the new streetcar line beginning construction in later 2009. (The LTMA is described further in the *Transportation* section of this chapter.)

Besides the Lloyd Center Mall, there are other large, key sites in the subdistrict owned by single landowners. For instance, the bulk of the Rose Quarter is owned by either the Trail Blazers or the City of Portland, and Ashforth Pacific owns many of the office towers and parking structures and surface lots.

## Planning History

While the *Downtown Plan* (1972) focused solely on the westside of the Central City, the *Central City Plan* (1988) crossed the river to encompass the Coliseum/Lloyd District area (as well as riverfront areas to the north and south). The major intent was to connect eastside commercial development in the Lloyd District with the Downtown core as a continuous swath of Central City downtown activities, reinforcing the Lloyd Center as the eastern anchor of the Central City retail. Other goals were for improving the pedestrian environment; and recognizing and enhancing major focal points such as Lloyd Center, the Convention Center, and the Coliseum District.

Of the action items identified in the 1988 *Central City Plan*, roughly two-thirds have been completed. Completed actions include many pedestrian improvement projects and a feasibility study, which laid the foundation for the current Urban Renewal District. However, intentions of 1988 plan for



*Lloyd District Development Strategy  
Subarea Orientation Diagram*

a continuation of dense downtown commercial development across the River to the eastside Lloyd District have not materialized. The area still has a very distinct development type and pattern that does not necessarily align with Downtown.

*(See appendix for table of action items and status)*

Subsequent plans continued to implement these initial goals for the Lloyd District. The *Proposed Oregon Convention Center Area Development Study* (1988) set the stage and created momentum for the future of the Oregon Convention Center (OCC) and the Lloyd Center area. It was developed by the Portland Development Commission (PDC) in cooperation with the City's Bureau of Planning and Bureau of Transportation. The plan contained policies and guidelines as well as blueprints for specific actions and development opportunities for both the public and private sector. This was the key planning effort that changed the Lloyd District. Important recommendations include Holladay Street improvements, the ring road concept (which linked Lloyd Blvd., Interstate, and 15th/16th Avenues), Multnomah and Hassalo Street improvements, renovation of Lloyd Mall and the Red Lion Hotel, and Union (MLK) Station.

Since the late 1980s ODOT has studied improvements on I-5 between Greeley and I-84. However, due to a lack of community consensus and funding, improvements have not been made and the section of the freeway remains a concern for safety and access.

The Oregon Convention Center Urban Renewal Area (OCCURA) was adopted by City Council in 1989, and its ensuing Plan developed the same year "to revitalize the area around the Convention Center while creating jobs and greater livability for visitors and residents." Goals included maximizing regional job potential, targeting jobs and businesses for local benefits, reinforcing the expansion of Central City to the eastside, upgrading the physical setting, and stabilizing adjacent neighborhoods.

*Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan* (1991) were prepared by the Bureau of Planning to further implement prior goals. Additionally they supplemented the overall Central City Design Guidelines, produced the same year, with more specific recommendations based on the particular circumstances and character of subdistricts.

The *Lloyd District Development Strategy* (2001) followed up on the earlier work of the *Oregon Convention Center Area Development Study* (1988). The purpose of the strategy was to refresh the vision and guide new public and private development in the Lloyd District for the next 10 to 20 years. Major concepts of the plan included the designation of subareas (including a central core and a residential area), emphasizing residential development (especially affordable), creating a secure 24-hour community with a lively mix of activities and services, and becoming an active and vital part of the Central City. The existing strong features of the area, which were envisioned to remain as such, were Lloyd Mall, the cinema, Oregon Convention Center, Rose Garden, and the Broadway and Weidler corridor.





The *Rose Quarter Urban Design Plan and Development Strategy* was completed in 2001 in a public process run by the PDC and consultants, including Urban Design Associates of Pittsburgh. The push to smaller-scale, smaller-block pedestrian-oriented development continued and solidified. The preferred alternative proposed by the project would have reinstituted the 200-foot square grid into the Rose Quarter site, populating the new blocks with a mix of uses to replace the large scale, intermittently-used Memorial Coliseum building.

The *Lloyd District Housing Strategy* was developed in 2002 as an “action plan to implement housing development through urban renewal investments and activities supported by the PDC and private partners in the Oregon Convention Center Urban Renewal Area (OCCURA). It establishes housing goals and specific actions to accomplish the vision of a healthy, urban neighborhood. Goals include increasing housing availability, affordability, diversity, and development as well as overall district livability.

The *Lloyd Crossing Sustainable Urban Design Plan* was a 2004 PDC study proposing a new 35-acre urban district that would maximize development potential while achieving environmental goals like carbon neutrality, habitat restoration and reliance on solar energy. It was perhaps ahead of its time and is being revived now in light of recent interest in “EcoDistricts.”







## CURRENT CONDITIONS

### Land

#### Zoning

The Central Commercial (CX) zone is a mixed use zone making up 87% of the Lloyd District. It allows a range of uses such as office, government, cultural, and residential. Other zones in the subdistrict include General Industrial 1 (IG1) at 5% of the area and Open Space (OS) at 3% of the area.

#### Existing Uses

In 2008, the Bureau of Planning inventoried the various land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Lloyd District and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different uses in the subdistrict. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

According to the 2008 land-use inventory, most of the Lloyd District is used for some sort of commercial

activity. Of the commercial uses, office accounts for 26%. About 16% is retail/major event entertainment and 14% is retail/shopping. Hotels make up about 10%. Another 10% goes to parking structures — though it should be noted that this figure does not include surface parking lots, which are not “developed” land and not considered in the land-use inventory of buildings.

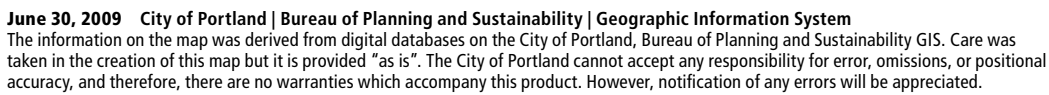
Lloyd District retail mainly focuses around two areas, the Convention Center and Rose Quarter area, and the Lloyd Center Mall area. The Rose Garden Arena, home of the NBA Trail Blazers and a venue for large national attractions, and the Veterans Memorial Coliseum, are key buildings in the area. The two buildings together host 300 events annually. Anchoring the southern portion of the study area is the Oregon Convention Center (OCC), which hosts industry trade shows and meetings. The area is dominated by regional and national visitors and is mostly empty when events are not taking place. Three restaurants existed there a decade ago with none remaining.

**Table 5.2: Lloyd District Zoning**

Zone	Lloyd District Acres	Percent of Lloyd District	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	205.2	87.2%	668.9	30.7%	1,036.3	19.8%
Central Employment (EX)	0.1	0.0%	229.3	0.0%	779.6	0.0%
General Industrial 1 (IG1)	12.8	5.4%	335.9	3.8%	730.5	1.8%
Open Space (OS)	7.0	3.0%	66.2	10.6%	15,186.9	0.0%
High Density Residential (RH)	2.3	1.0%	27.7	8.3%	489.8	0.5%
Central Residential (RX)	8.0	3.4%	102.8	7.8%	214.3	3.7%
	<b>235.4</b>	<b>100.0%</b>				

*Note: River and right-of-way acres are not included.*

## Current Conditions





Lloyd District Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Graph 5.1: Lloyd District Existing Building Uses

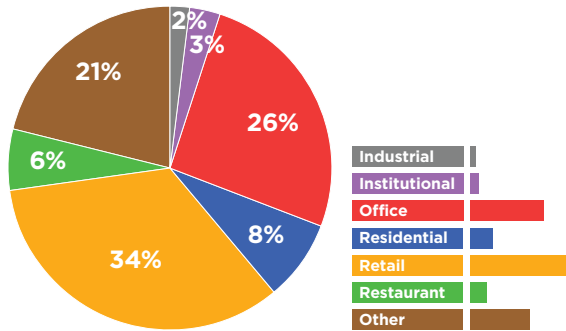


Table 5.3: Lloyd District Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	212,581	1.8%
Institutional Uses	357,017	3.0%
Office Uses	3,065,434	25.9%
Residential Uses	993,021	8.4%
Retail Uses		
Art gallery	0	0.0%
Convenience store	6,350	0.1%
Gas station	17,313	0.1%
Grocery store	32,529	0.3%
Major event entertainment	1,830,089	15.5%
Self storage	0	0.0%
Shopping	1,702,193	14.4%
Vehicle repair	27,121	0.2%
Other	393,502	3.3%
	4,009,097	33.9%
Restaurant Uses	667,773	5.7%
Other Uses	2,511,115	21.3%
Total Developed Sq. Footage	11,816,038	100.0%





The Lloyd Center Mall fills an important role as a middle-market retail center. It is a regional draw, serving a seven-mile market area and one million customers a month. There are 31,000 employees within a one-mile radius of the mall. The 1.4 million square foot mall serves a regional market. It also includes six anchors, 180 stores, an ice skating rink, movie theater, restaurants and a 900-seat food court.

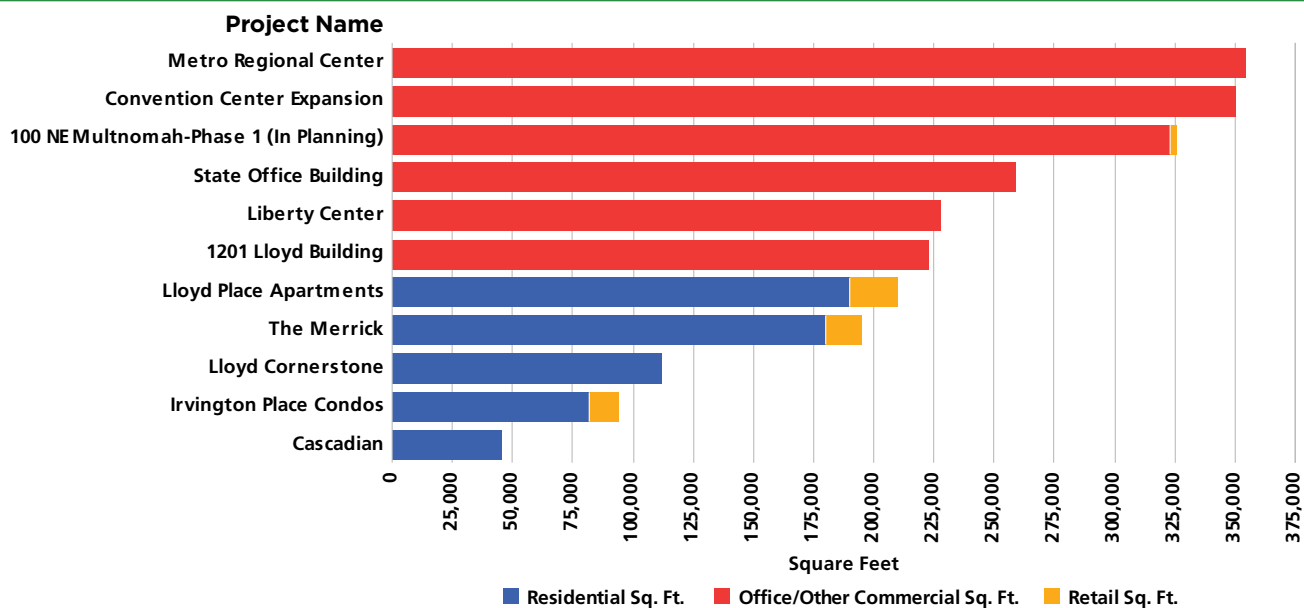
The small commercial area to the north of the mall expanded steadily during the 1980s. Anchors on the east-west one-way couplet of Weidler and Broadway include neighborhood stores and restaurants, such as

Safeway and Newport Grill. Broadway has a strong cluster of independently owned shops and boutiques, mainly serving the neighborhood between 7th and 16th Avenues.

### Recent Development


Ten major projects, mainly commercial and residential, have been built in the Lloyd District since 1990. The new residential projects consist of 620 units, and some of those are mixed-use and provide retail space as well. The area encompassing the 10 completed projects totals 1.7 million square feet.

Graph 5.2: Lloyd District Major Projects 1990-2009: Amount of sq. ft. by Use




Development in the Lloyd District has been limited in recent years. Some examples of recent development and renovations are shown here.

Residential	
	<b>The Merrick</b> NE Martin Luther King Ave and NE Multnomah
Year built or proposed to be built	2005
Developer/owner	Trammel Crow Residential (D)
Number of units or square feet	185 rental apartments, 15,000 SF of ground floor commercial, 206 underground parking spaces
Use	6-story, mixed-use development, ground floor commercial
Average rent or sales price	Project cost: \$18,700,000
Result of planning effort or private plan	Planning effort (received a transit-oriented development easement in Metro's Transit-Oriented Development Program)
Unique features	Residential exercise room, rooftop community room and spa, within a short walk of three MAX light rail lines and five frequent service bus lines.

Commercial/Industrial	
	<b>1201 Lloyd Building</b> 1201 NE Lloyd Boulevard
Year built or proposed to be built	2002
Developer/owner	1201 Lloyd Associates LLC (O)
Number of units or square feet	Total square feet: 237,769 SF Commercial square feet: 222,777 SF
Use	11-story, mixed-use development: retail, commercial and government offices with 471 parking spaces
Average rent or sales price	Price at last sale: \$50,437,000 (2005)
Result of planning effort or private plan	Private
Unique features	High security office tenant improvements took place in over 57,000 SF of the building to accommodate several federal government agency tenants
Photo	www.twproperties.com

Commercial/Industrial	
	<b>Left Bank Building</b> 240 N Broadway Street
Year built or proposed to be built	1923, renovation 2008
Developer/owner	Leftbank LLC (O)
Number of units or square feet	53,094 SF
Use	3 stories commercial
Average rent or sales price	Market value: \$1.8 million (2008)
Result of planning effort or private plan	Private
Unique features	Originally restaurant and bakery, later well-known jazz club, now a community of mission-driven tenants
Photo	The Leftbank Project

Commercial/Industrial	
	<b>McMenamins, Starbucks, Kitchen Kaboodle on Broadway</b> 1532 NE Broadway Street
Year built or proposed to be built	1989
Developer/owner	NE Broadway Partners (O)
Number of units or square feet	20,600 SF
Use	3 stories commercial, 1-2 retail and restaurant
Average rent or sales price	unknown
Result of planning effort or private plan	Private
Unique features	One of Portland's earliest east side electric streetcar stops was at this site at 15th and Broadway. Later purchased by Lloyd family, redeveloped in 1989.

This map illustrates the proposed MAX line (red) and Streetcar (blue) routes in the Portland, Oregon area. The MAX line is shown as a red line, and the Streetcar is shown as a blue line. Purple shaded areas indicate lots that are significantly underutilizing capacity. The map includes major highways such as I-5 and I-84, and numerous streets. A legend in the bottom left corner identifies the line types and underutilized lots. A scale bar and north arrow are also present.

**Legend:**

- MAX line
- Streetcar
- Lots Significantly Underutilizing Capacity

**Scale:** 0, 150, 300, 600, 900 Feet

**North Arrow:** NORTH

**Map Labels:** The map includes numerous street names and highway labels, including:
 

- Streets:** BORTHWICK ST, RUSSELL ST, PAGE ST, KERBY AV, GANTENBEIN AV, U.S. HWY. I-5, FLINT AV, N. VANCOUVER AV, WILLIAMS AV, N. WHEELER AV, HANCOCK ST, DIXON ST, ROSS AV, N. BENTON AV, LARABEE AV, THUNDERBIRD ST, STATE WAY, N. WILLIAMS AV, VICTORIA AV, 1ST AV, 2ND AV, 3RD AV, BLVD., SCHUYLER ST, BROADWAY ST, WEIDLER ST, GRAND ST, 6TH ST, 7TH ST, 9TH ST, CLACKAMAS ST, WASCO ST, MULTNOMAH ST, HASSALO ST, PACIFIC ST, 6TH ST, IRVING ST, HOYT ST, LLOYD BLVD, OREGON ST, HOLLADAY ST, 11TH AV, 13TH AV, 16TH DR, 15TH AV, 16TH AV, 17TH AV, 18TH AV, 19TH AV, 20TH AV, 21ST AV, 22ND AV, 23RD AV, 24TH AV, 25TH AV, 26TH AV, 27TH AV, 28TH AV, 29TH AV, 30TH AV, 31ST AV, 32ND AV, 33RD AV, 34TH AV, 35TH AV, 36TH AV, 37TH AV, 38TH AV, 39TH AV, 40TH AV, 41ST AV, 42ND AV, 43RD AV, 44TH AV, 45TH AV, 46TH AV, 47TH AV, 48TH AV, 49TH AV, 50TH AV, 51ST AV, 52ND AV, 53RD AV, 54TH AV, 55TH AV, 56TH AV, 57TH AV, 58TH AV, 59TH AV, 60TH AV, 61ST AV, 62ND AV, 63RD AV, 64TH AV, 65TH AV, 66TH AV, 67TH AV, 68TH AV, 69TH AV, 70TH AV, 71ST AV, 72ND AV, 73RD AV, 74TH AV, 75TH AV, 76TH AV, 77TH AV, 78TH AV, 79TH AV, 80TH AV, 81ST AV, 82ND AV, 83RD AV, 84TH AV, 85TH AV, 86TH AV, 87TH AV, 88TH AV, 89TH AV, 90TH AV, 91ST AV, 92ND AV, 93RD AV, 94TH AV, 95TH AV, 96TH AV, 97TH AV, 98TH AV, 99TH AV, 100TH AV.
- Highways:** I-5, I-84, U.S. HWY. I-5, U.S. HWY. I-84.
- Bridges:** STEEL BRIDGE, THUNDERBIRD BRIDGE, HANCOCK BRIDGE.

130



## Transportation

In many ways, transportation dominates the identity and character of the Lloyd District. A major defining feature is the I-5/I-84 freeway interchange. The interchange results in elevated ramps and trenches that limit east-west local circulation, creates visual blight and generates high levels of noise and air pollution. Transit is also a key feature with the Rose Quarter Transit Center that brings together five light rail lines and several bus routes. The Steel Bridge provides an important link with Downtown and was further enhanced with pedestrian and bicycle connections with the Eastbank Esplanade that also includes a dramatic steel-truss bridge. Freight rail tracks along the river edge connect with the Albina rail yards to the north and tracks over the lower deck of the Steel Bridge reach the Northwest Industrial Area. Amtrak trains also use the same tracks to access Union Station.

With the public investments in light rail transit routes and the creation of the Lloyd Transportation Management Association, commuters have dramatically shifted from less than 10% transit use in the early 1990s to over 42% by TMA members in 2008. In addition to increasing transit use by workers, bicycling has also increased.

### Automobiles and Streets

The Lloyd District is home to many heavily traveled roads and freeways. The busiest freeway interchange in Oregon is in the Lloyd District, where I-5 and I-84 meet; more than 155,000 vehicles pass through it daily. Safety on the interstate system is a problem. The closeness of the interchanges and constricted travel lanes cause a high accident rate. Some of the most heavily-trafficked auto streets (called “Major Traffic Streets” in City transportation planning terms) include two couplets in the subdistrict: Broadway-Weidler and MLK-Grand (Oregon State Highway 99E). They serve as ways for vehicles to pass quickly through the subdistrict yet also as main shopping and commercial streets for the district itself. Major access points for local traffic into the Lloyd District include the Steel and Broadway Bridges. Some roads in the Lloyd District are meant to function as a peripheral “ring” road system, but the effectiveness is somewhat limited.

## Parking

The abundant parking available in the Lloyd District is a highly visible characteristic of the area. There are roughly 23,000 parking spaces, with roughly 21,000 surface lots or multi-story structures. Many of the surface lots cover whole or multiple blocks. About 1,700 parking spaces are on-street, some of them metered. The Lloyd Center Mall alone has 6,880 parking spaces. Table 1.11 shows that inventoried parking in the Lloyd District is close to code requirements. There is about 0.5 spaces for every residential unit and 2.2 spaces for every 1,000 sq. ft. of office/non-residential uses.

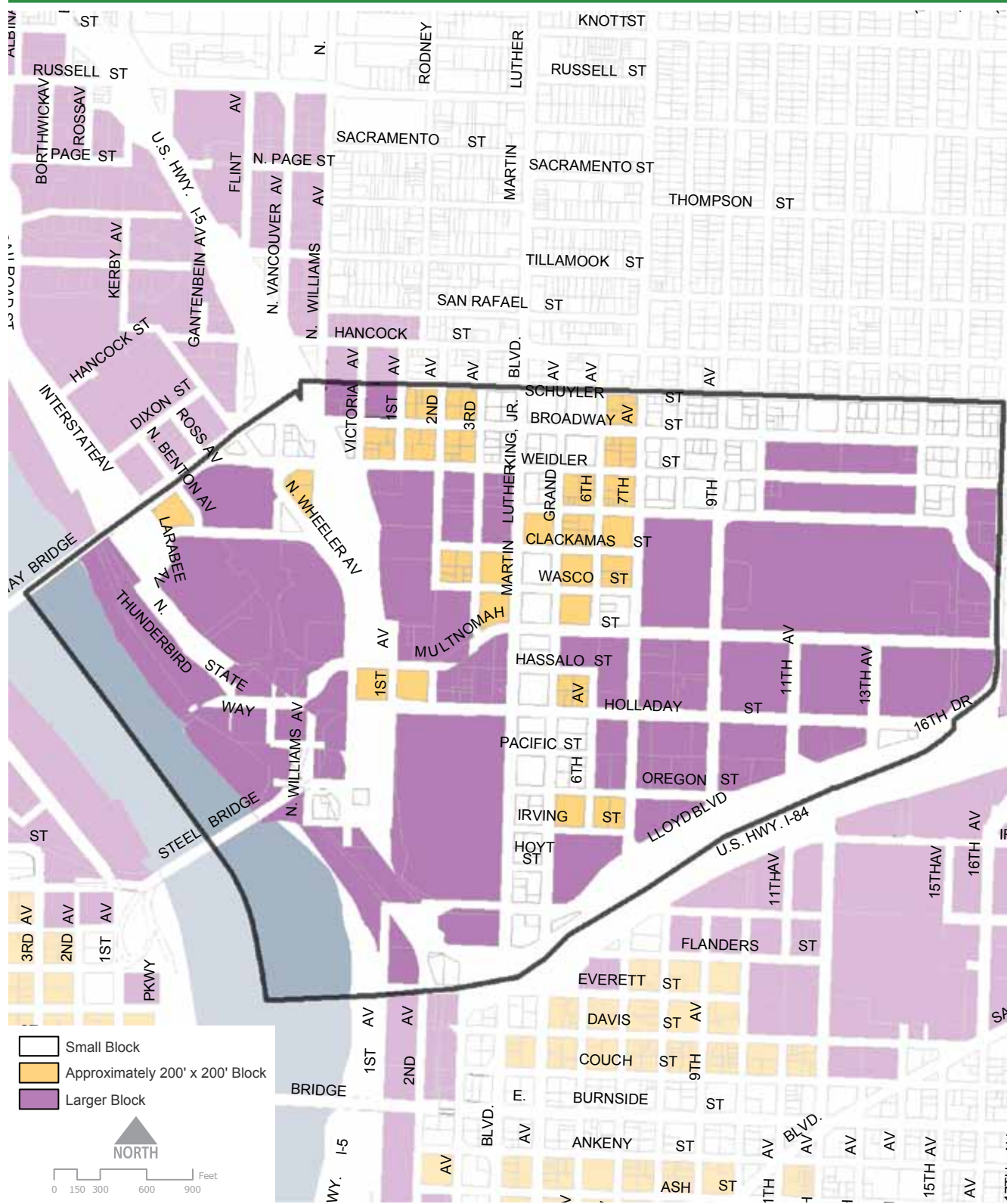
### Bicycles, Transit, and Pedestrians

The Lloyd District serves as a major conduit for bicycle routes to and from North and Northeast Portland, particularly the Broadway-Weidler and Vancouver-Williams couplets. Cyclist crashes with injuries are concentrated around the Broadway-Weidler and MLK-Grand intersections. The Eastbank Esplanade, a popular route for commuting and recreational cyclists, connects the District to Downtown and the Central Eastside.

In the west side of the Lloyd District, the Rose Quarter Transit Center is the only place in the region where all light rail lines converge, and is served by many TriMet and C-Tran bus lines. Light rail stops in the district are included in the Downtown-oriented “free rail zone” and are supported with parking revenues from on-street parking meters.

The many large-scale facilities in the Lloyd District, including the Convention Center, the Rose Garden Arena complex, and the Lloyd Center Mall, present major disruptions to the local street grid. They are so large and generate so much activity, it is problematic for the area. The block size created by these uses also makes it difficult for pedestrians in the area. Additionally the freeway creates a barrier for safe and efficient bicycle and pedestrian movement. Even though many uses in Lloyd create a significant amount of pedestrian traffic, major arterial roadways and a generally auto-oriented streetscape detract from the pedestrian environment. The Lloyd District is at a crossroads for many modes of transportation, and crashes are concentrated around the convergence points. Pedestrian and auto crashes with injuries mainly occur around the MLK-Grand couplet, which is classified as a Pedestrian Crash Corridor by the City.

Lloyd District Block Size



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

## Freight

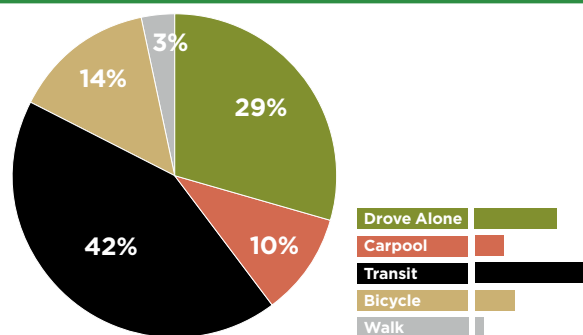
The freeways I-5 and I-84 and the MLK-Grand couplet (State Highway 99W) are all important freight routes through the Lloyd District. Freight is also shipped on the Willamette River, through the grain elevators in Lower Albina. The Union Pacific Railroad also maintains freight rail lines along the waterfront parts of the district. The high level of freight moving through the Lloyd District is influenced by the presence of the Lower Albina area immediately to the north, an active freight district.

## Transportation Demand Management

The concept of “transportation demand management” programs arose in the 1990s as a way to use transportation resources more efficiently, to enable growth in an area without creating ever-increasing auto traffic or denigrating livability and access. The Lloyd Transportation Management Association (TMA), which began in 1997, is one of the most successful of these programs in the country. Impetus for this comprehensive public-private partnership came in part from the City’s initiation in 1995 of the *Central City Transportation Management Plan* (CCTMP). Recognizing that their desired job growth would stress the existing transportation system and compromise the Lloyd District environment, both public and private entities were motivated to devise proactive solutions.

For instance, “mode split” could be improved — that is, reducing the number of employees driving a single occupancy vehicle and parking at work. Auto parking had through the decades been built to accommodate these solo drivers. The TMA aimed to significantly enhance commute mode choices over a 20-year period. It has successfully reduced commuting by cars, eliminated the need for additional car parking facilities, increased transit service, and advocated for bike improvements and new buses. Parking meters for on-street parking were introduced in 1997. Transit ridership also has been encouraged in the Lloyd District, for example through employers buying bulk transit passes. The TMA is involved in advocating for the new streetcar loop, which will cross the Broadway Bridge and pass through the heart of the Lloyd District.

**Graph 5.3: Lloyd District Transportation Mode Split: 2008**



Source: PBOT 2008 Transportation Surveys (non-scientific)

Note: The data found in this graph is derived from a PBOT non-scientific transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

**Table 5.4: Transportation in Lloyd District**

STREETS	Highest Average Daily Trips	Broadway Bridge to 1st (>50K)
	Total	67,008 feet
	Poor Condition	845 feet or 1.3%
	Very Poor Condition	1,528 feet or 2.3%
	Failing Condition	0 feet
PARKING	On-street Free Parking Spaces	598
	On-street Metered Parking Spaces	1,136
	Surface Lot Parking Spaces	4,408
	Structured Lot Parking Spaces	7,680
	Surface/Structure Parking Spaces	9,222
	Total Parking Spaces	23,044
	Surface Parking Lot Area	48 acres
BIKE	Bike Lanes	6.6 miles
TRANSIT	Light Rail Lines*	1.4 miles
	Other Transit Lines	None
	No. of Bus Routes**	12
PEDESTRIAN	General Block Size	2.1 acres or 91,476 square feet
FREIGHT	Busiest Freight Route***	MLK-Grand; Broadway-Weidler from bridge to MLK-Grand

\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

\*\*\* Listed are streets with highest TSP freight classification.

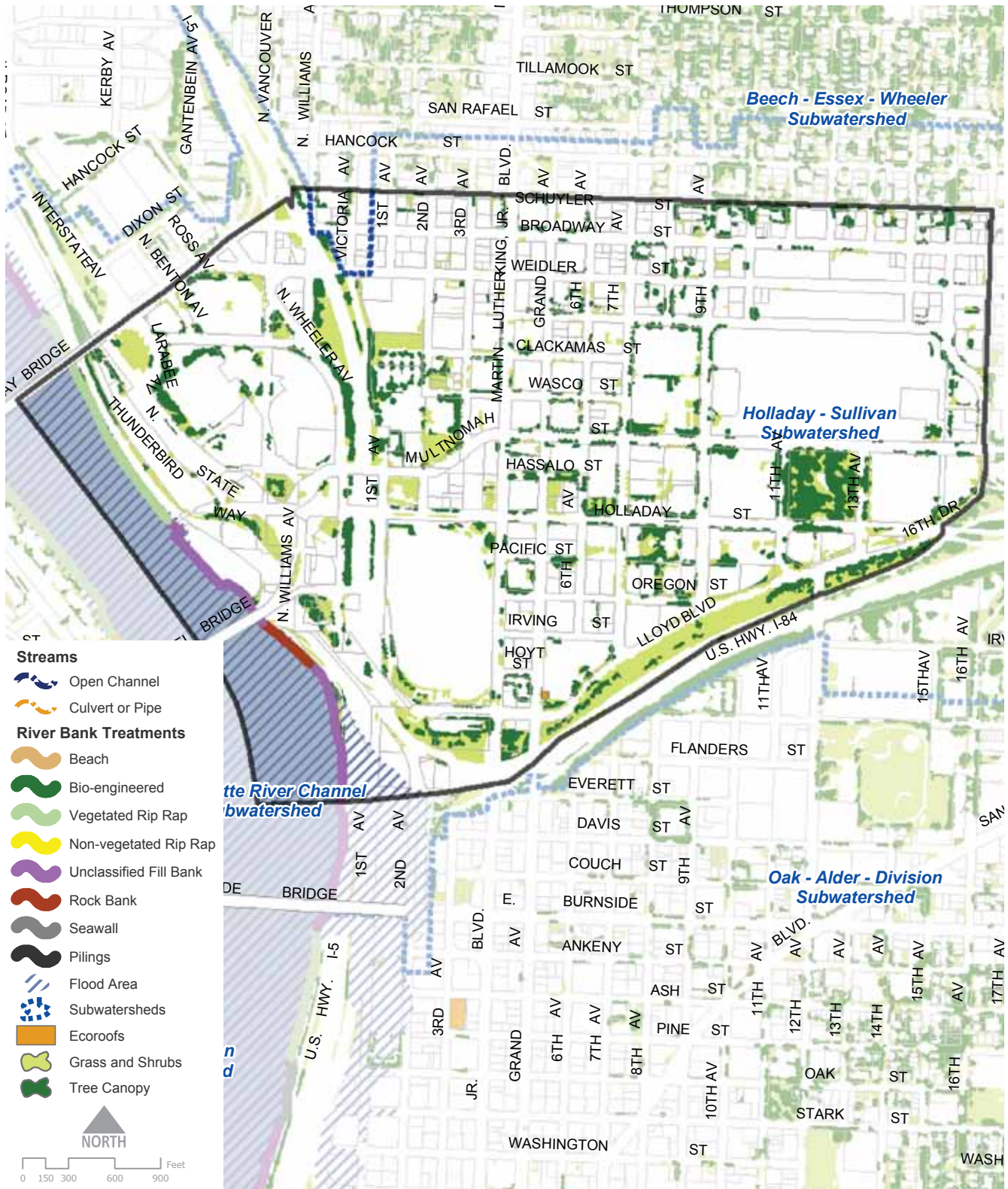


The map displays the Riverfront area in Portland, Oregon, bounded by the Willamette River to the west and the city grid to the east. Key streets shown include U.S. HWY. I-5, U.S. HWY. I-84, and various local streets like N. Wheeler Av, N. Williams Av, and N. Vancouver Av. Parks and green spaces are highlighted in green, including Lillis-Albina Park (3.93 acres), Matt Dishman Community Center (1.62 acres), Vera Katz Eastbank Esplanade, ST Holladay Park (4.54 acres), and Buckman Field (17.92 acres). Landmarks such as the McCormick & Co. Condos, Louis Dreyfus Elevator, and the Riverfront Building are marked. The map also shows the Greenway Trail (indicated by a dashed line) and the Riverfront Building (indicated by a solid black line). A legend in the bottom left corner defines these symbols. A scale bar and north arrow are located in the bottom left corner.

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



## Lloyd District Natural Resource Features



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



## Willamette Riverfront and Natural Resources

The Lloyd District riverfront is dominated by a railroad line and road that run the length of the district. Vacant land lies between the railroad line and the river. The bulk of the Lloyd District is upland and disconnected from the Willamette River. Just inland, the Rose Quarter bustles on event nights, but views of downtown are blocked by the Dreyfus facility. However, as one crosses the Steel Bridge there are many opportunities for views of the river, Downtown and the industrial waterfront.

The greenway trail is only partially developed along the Lloyd District waterfront. The trail south of the Steel Bridge is the start of the Eastbank Esplanade, an off-street partially floating path that parallels the river's edge for one and a half miles. Attached to this floating portion of the Esplanade is the Duckworth Dock, a public facility that provides a quiet place for people to get down to river level.

As in other portions of the Central City, parts of the riverfront provide important habitat for a wide variety of fish (including protected Chinook and Coho Salmon) and for resident and migratory birds. Water quality does not meet state standards.

Unlike most of the Central City waterfront, the Lloyd District has areas of steep slopes along the banks north of the Interstate 5 and Interstate 84 interchange. These are identified by the City as a landslide hazard and, where vegetated, are also vulnerable to wildfires.

**Table 5.6: Lloyd District Characteristics 1997–2008**

	Lloyd District	Central City
Residents (2008 estimate)	1,700	34,400
Median age (2000)	40	36
Education — bachelor's degree or higher (2000)	43%	38%
Average household income (2000)	\$52,764	\$35,624
Housing units (2008)	1,165	22,994
Affordable* housing units (2008)	0%	56%
Jobs (2006)	18,977	134,870
Jobs/residential population ratio (2008 estimate)	11:1	4:1
Change in crime rate between 1997–2007	–23%	–32%

\* Affordable = units that are restricted by tenant or income

**Table 5.5: Lloyd District Residents Race and Gender (2000)**

	Lloyd District	Central City
White	77%	79%
Black	13%	7%
Asian	3%	7%
Hispanic	4%	5%
Male	46%	60%
Female	54%	40%

## People

Population information from the 2000 US Census (the most recently completed) showed that the typical Lloyd District resident to be four years older than the Central City median of 36 years old. More Lloyd residents had also received a higher level of education and their income was an average of \$17,000 higher than the Central City average, at \$52,764. Interestingly, in the Lloyd District between 1990 and 2000, the number of residents with a bachelor's degree doubled, and those with an advanced degree almost quadrupled. This signifies a change in the attractiveness of the subdistrict to a certain subset of educated people. It also points out how much the demographic data can change over the 10-year period between when the censuses are completed. The census is the most reliable population information available, and the next census will be conducted in 2010.

When it comes to race, the 2000 U.S. Census illustrates the Lloyd District population is similar to the Central City, but it encompasses a higher percentage of African Americans (13% vs. 7%),



fewer Asians (3% vs. 7%), and a significantly smaller proportion of males, with (46% male and 54% female in the Lloyd District vs. 60% male and 40% female in the Central City overall).

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

## Housing

In terms of residential population, the Lloyd District is one of the smaller subdistricts in Central City. The 2000 Census recorded approximately 1,259 residents, making up five percent of all people who live in Central City. Based on a City housing inventory of 2008, the Lloyd District contained 1,165 housing units, which is roughly five percent of the units in the Central City, and which translates into a population of approximately 1,700 people (based on a typical household size of 1.5).

According to the 2008 City inventory, 87% of the housing in the Lloyd District was rental. Only 148 of the 1,165 total units were owner occupied. In 2008, the Lloyd District's average rent per square foot was \$1.09, and the majority of its rental units fell within the 81–120 percent Median Family Income (MFI) bracket, meaning they are moderately affordable.

**Table 5.7: Lloyd District Employees and Residents**

	Lloyd District	Central City	Percent within Lloyd District
Total Employees (2006)	18,977	134,870	14%
Total Residential Population (2008 estimate)	1,700	34,400	5%
Employee/Residential Population Ratio	11:1	4:1	—

## Jobs

Between 2000 and 2006, the Lloyd District had an annual job growth rate of 4.4%, gaining around 4,300 jobs, and bringing the total of jobs in the district to almost 19,000 in 2006. Lloyd District jobs accounted for approximately 14% of the total jobs in Central City. Some of the biggest employment sectors are:

- Services (30%),
- Retail, Arts, and Accommodation (30%), and
- Public Sector (12%).

Evidence of the district's office and retail focus is highlighted in the City's Economic Opportunities Analysis conducted in April 2009, which counted around 11 employees for every one resident, compared to the Central City's almost four employees for every resident.

## Crime

Between 2005 and 2008, crime levels in both the Lloyd District and the Central City have been lower than in each of the eight years prior (1997–2004). In 2008, the crime rate was more than 23% less than 11 years earlier in 1997. Nearly 15% of the total crime in the Central City in 2008 occurred in the Lloyd District, most of which were crimes of larceny.

## Public Facilities and Services

### Schools

There are currently no public schools in the Lloyd District. However children in the area would attend: Abernethy Elementary School (K–5) or Buckman Elementary School (K–5), Hosford Middle School (6–8), and Cleveland High School (9–12). Alternative public schools include: Da Vinci Middle School (6–8), Benson Polytechnic High School (9–12), and Harriet Tubman Leadership Academy for Young Women (6–11). Parts of the Lloyd District are also within the Irvington School (K–8) boundaries. The 2000 U.S. Census estimated there were 106 residents under the age of 19 in the Lloyd District.

### Parks and Open Space

Acquired in 1870, Holladay Park is the only public open space in the Lloyd District. Located at NE 11th Avenue and Holladay Street, this park is named after Benjamin Holladay (1819–1887.) In 1868, Holladay sold his stage coach business in California to Wells Fargo and moved to Portland to get involved in the railroad business. He also built two large hotels in the area where the park bearing his name is now located. He lost his railroad in 1876, and died in Portland in 1887. Today, Holladay Park is a grass-covered square block, symmetrically landscaped, and boasting a gracious fountain, paved paths, picnic tables, and public art.



## Arts and Cultural Facilities

The arts and cultural facilities in the Lloyd District are mostly regional destinations used for major entertainment events. The Rose Quarter Entertainment District includes the Rose Garden and Memorial Coliseum. The Rose Garden is a flexible, multi-purpose facility hosting a variety of events including NBA and college basketball, professional hockey, indoor track and field, gymnastics, and major concerts. It opened in 1995 and since then has been the new home for the NBA basketball team the Trail Blazers, who previously had played in Memorial Coliseum. The earlier multi-use venue now hosts sporting events including hockey, basketball, rodeo, and ice skating, as well as concerts, and trade shows.

## Community and Social Services

### Neighborhood and Business Associations

The Lloyd District Community Association serves as both the Business District Association and the Neighborhood Association for the Lloyd District. Businesses and residents are allowed equal voting power on the Board. The purpose of the Association is to promote and enhance the Lloyd District Community as a desirable and livable place; organize and improve crime prevention and open up lines of communication among businesses, residents and the government.

### Community and Other Organizations

The major community organization in the Lloyd District is the Lloyd District Transportation Management Agency (TMA). The Lloyd TMA is an action-oriented association working with businesses and public agencies in the Lloyd District to improve access and mobility for those who work, reside, shop and commute in and to the Lloyd District. The Lloyd TMA's focus includes programs for improved public transit, ride sharing, alternative work hour programs and programs promoting parking management, bicycle and pedestrian measures.

### Social Services

Its central location and easy transit accessibility make the Lloyd District attractive for some social services, including Portland Rescue Mission's administrative office, Upstream Public Health, and Step It Up. Central City Concern, the affordable housing non-profit, is renovating a motel in the district as well, for lower-income residents.



## FORECASTS AND GROWTH

### Metro Forecast

Metro's most recent job and household growth forecast was prepared in 2008 for the year 2035. It projects continued rapid housing development in the Lloyd District and a total of more than 3,800 housing units in the subdistrict in 2035. According to Metro's projections, that would represent roughly seven percent of the total housing units in the Central City, which is still a somewhat small share but an increase over the 2005 share of four percent. Jobs are expected to grow by more than 150 percent by 2035.

To meet Metro's housing projections for 2035, the Lloyd District will need to see the development of just over 100 new units per year (on average) for the next 25 years. To meet Metro's employment projections for 2035, the district will need to create more than 1,300 new jobs per year (on average) for the next 25 years.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.*

**Table 5.8:**  
Lloyd District Metro Forecast  
Household Growth 2005-2035

	Lloyd District	Central City
2005	668	17,766
2035	3,817	51,794
Growth	471%	192%
Net Increase	3,149	34,028

**Table 5.9:**  
Lloyd District Metro Forecast  
Employment Growth 2005-2035

	Lloyd District	Central City
2005	17,123	150,479
2035	27,698	224,891
Growth	62%	49%
Net Increase	10,575	74,412

### Redevelopment Capacity

In 2007, the City looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this development capacity study for the Lloyd District are shown on the next page.

The study showed that the Lloyd District has tremendous capacity to accommodate new development — compared to other parts of the Central City. The 70 acres of identified redevelopable land in the Lloyd District have enough development potential under current entitlements to nearly triple the amount of built space in the subdistrict. The identified redevelopment sites are comprised of both surface parking lots and significantly underdeveloped parcels. More than one-half of the sites are larger than the typical Central City city-block-size of 40,000 square feet, which again means significant development opportunity compared to other subdistricts of Central City, where sites tend to be much smaller.



## Identified Potentially Redevelopable Sites (2007)

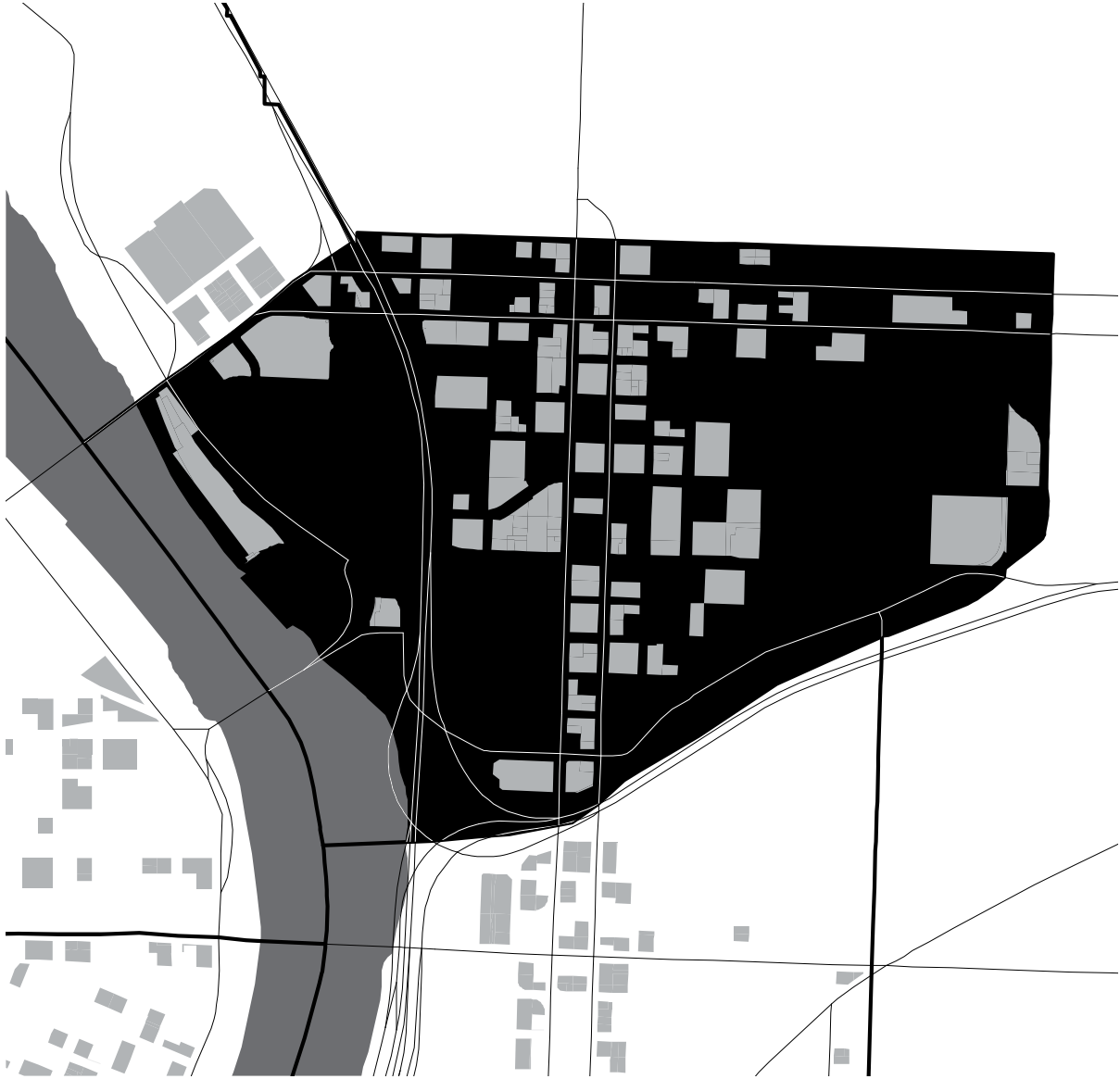


Table 5.10: Lloyd District Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	205.6	13.4	66	21.2	29.9	24.6	10.6	1.2	9.1	9,984
Mixed Employment	13.4	0.3	0	0	0	0	0	0	0	8
Open Space	7.1	0	0	0	0	0	0	0	0	0
Residential	10.3	0.7	4	1.4	1.9	1.3	0	0.1	1.1	1,373
Right-of-way/River	170.9	0	0	0	0	0	0	0	0	0
Totals	407.3	14.4	70	22.6	31.8	25.9	10.6	1.3	10.3	11,365

## CENTRAL EASTSIDE

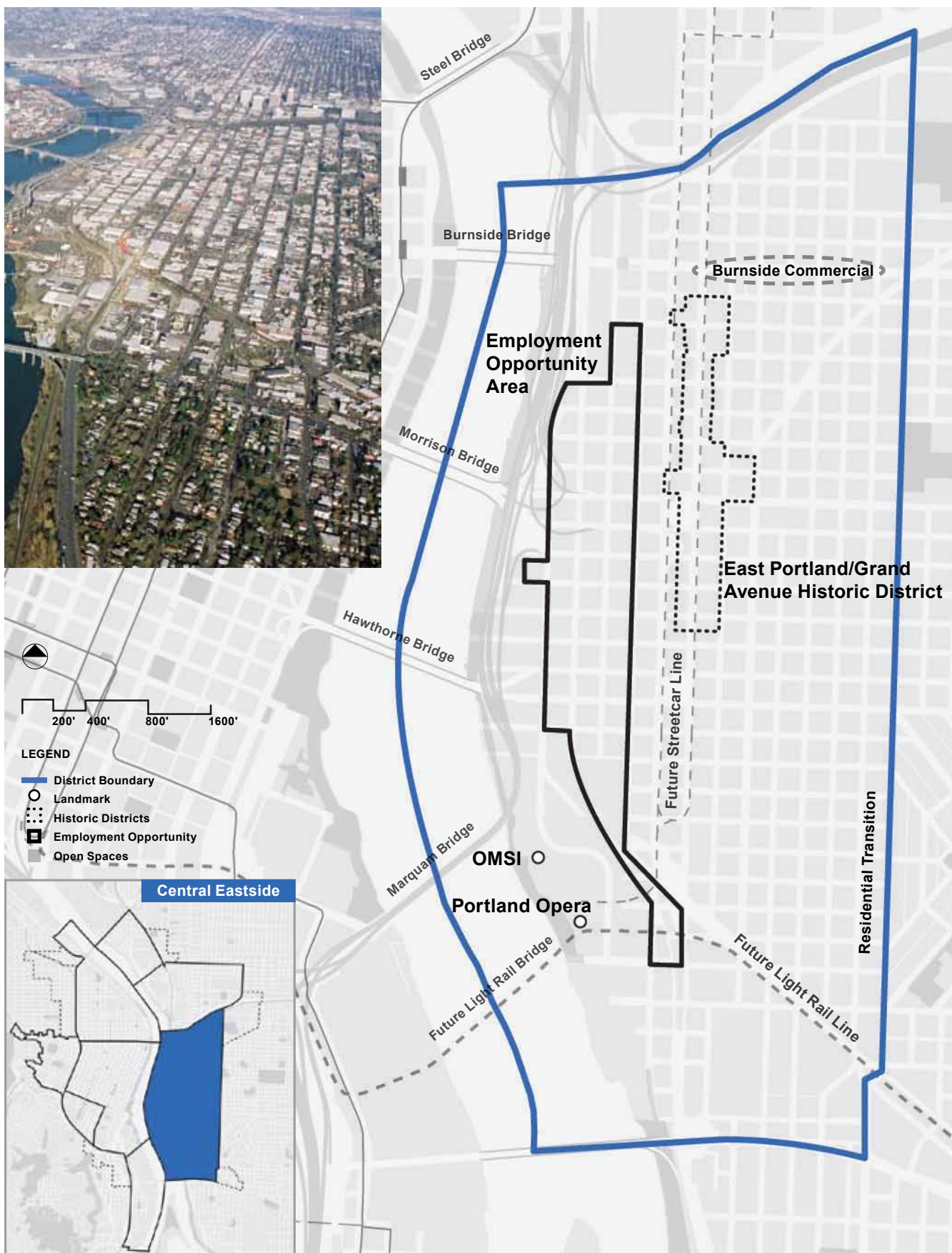


### SNAPSHOT OF PLACE

**T**he subdistrict is an eclectic mix of industrial uses that range from light manufacturing to creative offices. Decades-old family businesses rub shoulders with “incubator” startups. Nationally known companies such as Tektronix, Garden Burger and TAZO Tea incubated in the Central Eastside. The mostly locally-owned companies do everything from creating Web sites to manufacturing school uniforms. A locally organized cluster of businesses known as the “Central Eastside Design District” has businesses providing architecture, home-construction, and renovation and decorating services to both retail and wholesale markets.

The Central Eastside is an “urban industrial” district defined by Portland’s 200-foot blocks and is built up with warehouses, many dating from the early 20th Century, and now in various states of use and reuse, renovation and repair. One and a half miles of the subdistrict is Willamette riverfront, shadowed by the elevated I-5 freeway and also home to the Vera Katz Eastbank Esplanade, a pedestrian/bike pathway. Just blocks away from the riverfront, the Union Pacific Railroad runs freight trains along what would otherwise be First Avenue. And the major north-south auto streets, Martin Luther King Boulevard and Grand Avenue, are a couplet connecting to McLoughlin Boulevard, a major state highway connecting the district with Milwaukie and Oregon City. Grand Avenue is also the core of the Grand Avenue Historic Conservation District, with many buildings dating from the late 19th Century.

Central Eastside Subdistrict







Burnside Bridge looking east (1930s or 40s)

**P**ortlanders, by the late 1920s spent as much in their cars as they did on foot. \$42 million was spent in 1929 to buy new cars and keep them running. New car dealers and used-car lots employed 1,600 salesmen. Eight hundred filling stations and garages gave work to 2,400 men. Another 4,000 men managed trucking and transfer companies or worked as chauffeurs and truck drivers.

## Location

The Central Eastside is 588 acres, bounded to the west by the Willamette River, I-84 to the north, and 12th Avenue to the east.

## Evolution of the Subdistrict

Much of the Central Eastside was marshy, marked by creeks and sloughs and was less appealing to early settlers in the 19th Century than the westside of what is now Portland. Nonetheless, some made Donation Land Claims to eastside land. James B. Stephens was one of these, claiming 642 acres extending from the Willamette River to 20th Street between SE Stark and Division. In the 1850s, he opened Portland's **first ferry service**. The Jefferson Street Ferry crossed the Willamette just south of where the Hawthorne Bridge spans today. Stephens quickly added a second line, the Stark Street Ferry, and the ferries made the sparsely populated eastside more accessible and attractive to investors. Stephens created the first land plat on the Central Eastside, in 1861, following the 200-foot square grid of Westside Portland. The newly accessible, formerly swampy land near the waterfront began to be filled in for housing and commercial uses.

In 1870, the **City of East Portland** was incorporated, with the district now known as the Central Eastside at its core, and Grand Avenue as its commercial "main street." That same year, the Oregon Central Railroad Company opened a rail line to Salem, running through the Central Eastside near the waterfront and signaling the beginning of a **commercial boom for the area**. Land along the river and adjacent to the rail line developed as what we now call a "multi-modal" warehousing district, a function that continues to the present.

Early industries were shipping and distribution, lumber and flour mills, smelting plants and foundries. With the completion of the original Morrison Bridge in 1887, the first bridge to cross the Willamette and link the eastside to Downtown, the district's wholesalers gained easy access to downtown merchants and markets. Wholesale grocers operated many of the Central Eastside warehouses, transferring farm produce from trains and boats to their warehouses and from there to markets and consumers via wagons and drays. Even in these early years, Central Eastside development followed a pattern of **complementing, rather than mirroring that of Downtown and the Westside**.

In 1891, Portland consolidated with the cities of Albina and East Portland, each of which had its own commercial core and industrial areas. The Central Eastside continued to grow as an **industrial and employment area** serving the larger area's growing economy. Many of the district's workers lived nearby in the inner-eastside neighborhoods of Richmond, Buckman and Hosford-Abernethy.

The development pattern continued steadily through the turn of the century and sped up in the 1920s. In 1926, the new Ross Island Sand and Gravel Company started mining for gravel in the Willamette River, and a newly reconstructed Burnside Bridge opened, 32 years after the first bridge at this location was built. That same year, Portland voters approved a bond to fund the widening of Powell, Foster and Division Streets. Yet again, how the City developed depended on the popular mode of travel. This time, instead of by foot, horse, ferry or train, the method was the automobile.

Increased automobile use throughout the 20th Century altered the physical structure of the Central Eastside and the type of businesses in the district, but its basic role as industrial district complement to Downtown continued. The eastside of Portland was home to more of the newly widened “arterial” roads than the westside, and attracted the **new automobile-related businesses**, including car dealerships and showrooms, garages and gas stations, which chose to locate along these heavily-trafficked routes. Likewise, as the 20th Century progressed, trucks began to challenge rail and water-borne freight movement, and the Central Eastside’s docks and rail transfer facilities declined.

During the 1950s and ‘60s, these car-oriented “improvements” continued to occur in the Central Eastside, bringing ever greater scale and speed of travel as they sliced through the area. New interstate freeways were built: I-5 north/south along the river; I-84 at the northern edge (in Sullivan’s Gulch). New bridges replaced older ones with greater height, width, and consequently more obtrusive on and off ramps looming above more ground space.

The I-5 freeway had an especially dramatic effect on the Central Eastside. It was built in 1963, with the Marquam Bridge portion completed in 1966. The double-deck four-lane bridge swoops from the southwest to cross the Willamette and continues up the eastside riverbank, elevated over a mile of the Central Eastside.

The effects of the automobile era and resulting suburbanization of the Portland region took their toll on many Central Eastside businesses. During the 1960s and ‘70s, many warehouse and distributions businesses (such as Fred Meyer, Safeway, United Grocers, and Northwest Transfer Distribution) left the Central Eastside. The older multi-story warehouses could not compete with the new single-story warehouses that were constructed in other parts of Portland and in the suburbs.

And yet, in the early 1970s, two key events had significant positive effects on the Central Eastside: 1) the 1972 *Downtown Plan* and 2) community support to stop the construction of the Mt. Hood Freeway from the Interstate Highway System. These events resulted in **re-examination of urban issues and economic revitalization** for older, established areas in Portland. Two community-based advocacy groups formed and pushed for alternative forms of transportation instead of the freeway system:

Riverfront for People was formed in 1969 to bring about the removal of Harbor Drive in downtown Portland. Sensible Transportation Options for People (STOP) was formed in 1972 to oppose the construction of the Mount Hood Freeway in southeast Portland. Each group was successful: Harbor Drive became Tom McCall Waterfront Park; Mt. Hood freeway money went toward other projects, not the freeway that had been planned.

By the late 1970s, the City of Portland partnered with the newly-formed Central Eastside Industrial Council to develop economic development strategies to strengthen the health of the area. The City’s 1980 *Comprehensive Plan* established it as an Industrial Sanctuary, one of five in the Central City. The **Central Eastside Urban Renewal Area** was established in 1986 to fund redevelopment projects such as the seven-blocks of Produce Row warehouses.

Part of protecting the industrial heritage of the Central Eastside Industrial District (CEID) has been to allow slow changes in the area and to maintain the existing industrial businesses. Simultaneously, the CEID has welcomed compatible “new economy/new urban industrial” uses, especially creative/design-oriented businesses. An example of this special consideration and protection is the employment overlay zone created for several blocks in the heart of the Industrial Sanctuary. The overlay allows more office and retail than is typical for industrial zones. (See the *Planning History* and *Zoning* sections of this chapter for more detail). The Central Eastside has over past years been adding new businesses while keeping the old, and provides a mix of uses unique in the Central City and in Portland as a whole.

Despite significant transportation changes and the widening of more streets since the 1920s, much of the Central Eastside appears as it did in the early years of the 20th Century. Multistory warehouses form the core industrial area, often covering half or all of the 200-foot square blocks. Grand Avenue has many older commercial buildings remaining as part of the historic commercial core. The East Portland Grand Avenue Historic District was listed on the National Register in 1991. Design Guidelines for the historic district were adopted by the City Council in 1994, and the district includes one of the largest concentrated collections of historically significant commercial buildings in Portland. Most of the buildings date from 1890 to 1929.



## Freeway History

In 1943, Portland Mayor Early Riley directed City Commissioner William Bowes to appoint the Portland Area Postwar Development Committee (PAPDC) to plan for the postwar needs for the City. The committee hired New York City Parks Commissioner Robert Moses, and produced the “Portland Improvement Plan” by November, 1943. A key element of the plan included a loop parkway system that called for a depressed Eastside Freeway, between Seventh and Eighth. Commissioner Bowes developed an alternative plan in 1946 that proposed a viaduct passing over Water Avenue.

In 1956, The Interstate Highway System was authorized by Congress. By 1958, the Oregon State Highway Department completed studies of alternative corridors for the I-5 Eastbank Freeway. The City and State agreed upon a freeway alignment that is located along the Willamette River.

The I-5/Eastbank Freeway project was completed in 1963, and the Marquam Bridge was finished in 1966. According to *Portland People, Politics and Power, 1851–2001*, “many people welcome the removal of blight” along the east waterfront.” In 1980, Portland City Council approved the Oregon Department of Transportation’s proposed East Marquam Interchange Ramps Project, which included multiple phases with access ramps to Water Avenue and access ramps to McLoughlin Blvd. Council included a condition that required ODOT to obtain a Greenway permit for the reconstruction of the Esplanade.

In 1984, Portland City Council initiated the Central City Plan process, and public participation with the planning process included requests to consider relocation of the Eastbank Freeway.

In 1986 ODOT obtained a Greenway Permit from the City of Portland for the East Marquam Interchange Ramps Project. The Land Use Board of Appeals (LUBA) rescinded the permit on appeal by Citizens for Better Transit. This resulted in a public policy debate over the East Marquam Project and future of the Eastbank Freeway.

In January 1988, the Portland City Council established the I-5 Eastbank Freeway Options Study Committee, which completed its report by June 1988. The committee recommended an option that would create a freeway alignment just west of the main line railroad tracks.

In September 1988, the City Council directed further study of the original ODOT project and new alternatives, including the recommendation from the Study Committee. Council also expanded the Study Committee membership and requested a recommended alignment and funding strategy by January 1989. The Study Committee recommended the original Study Committee options, but no action was taken on a funding strategy. Council adopted Resolution No. 34534 (March 1989) to terminate the option study process and request ODOT to proceed with construction of the original East Marquam Interchange Ramps Project.

ODOT completed a Supplemental Environmental Assessment (EA) in 1990 for the Water Avenue on-ramps and McLoughlin Ramps and proceeded with efforts to construct the ramps to

and from I-84 and the seismic retrofit of the structures. The City Council held public hearing on the Supplemental EA and reaffirmed as City policy the goal of reclaiming and redeveloping the Eastbank waterfront. The resolution also called for an update of the options to address land use, transportation and economic development issues.

By July 1993, the City Council appointed the Willamette River Eastbank Review Advisory Committee to examine the land-use and transportation issues related to the Eastbank. On Nov. 29, 1993, the advisory committee released its report and voted 7–6, to recommend proceeding with construction of the Water Avenue Ramp.

On Dec. 8, 1993, following hours of public testimony, the City Council voted four to one proposing an additional transportation option study. ODOT indicated that the agency would not support City Council’s request to fund a transportation master plan or construct alternative mode transportation projects with the \$19 million allocated for the on-ramp. Instead these funds were allocated to other state projects.

Former City Commissioner Charlie Hales established the Access Advisory Task Force (AATF) on Dec. 28, 1994 to identify and evaluate alternative freeway access routes and support the improvement to I-5 southbound from the Central Eastside. In October 1995, the AATF held their final meeting and by a split decision the Water Avenue Ramps was recommended as the only alternative that improved access to the entire Central Eastside. On Feb. 1, 1996, the City Council did not accept the AATF recommendations.





**D**ennis Uniform has 75 plaids. They sell school uniforms nationwide, and also TriMet bus driver, MAX operator and Streetcar conductor uniforms.

The buildings aren't the only long-standing part of the neighborhood. Many of the businesses operating in the area have been around for generations. Dennis Uniform Manufacturing has been making school uniforms since 1920; the same family has owned the company since the 1940s and they now offer 75 plaids. School Specialty Co. of Oregon makes pom poms for cheerleaders; David Lorati now runs the business his father founded. The Sheridan Fruit Company opened in 1916 as an open-air produce market on MLK Boulevard — then called Union Avenue; the Poleo family purchased the company in 1946 and has grown its retail and wholesale business ever since.

## Planning History

Central Eastside planning history focuses on two major policy themes: economic revitalization and transportation access. A key feature that shaped the Central Eastside is the I-5/Eastbank Freeway. The decision in the mid-20th Century to locate the I-5 Freeway along the east bank of the Willamette River has been both an asset and an issue for the Central Eastside. Public policy makers and the community have had to consider the Freeway in land use, economic revitalization, and access issues.

A key planning effort was the *Central Eastside Industrial Revitalization Study* in 1978. This was a joint effort between the City of Portland and the Central Eastside Industrial Council, which was formally established in 1980 as an effort to identify strategies to revitalize the Central Eastside Industrial District's economy. At that time, the Central Eastside had nearly 11,000 workers and 800 firms, with the highest industrial employment densities at 34 employees per acre (compared to the citywide average

of 11 employees per acre). Wholesaling was the major economic activity, followed by general manufacturing of food, machinery, and textiles. The study was initiated in response to concerns that: industrially-zoned land was being converted to commercial uses; new land being annexed into the City wouldn't remain industrial otherwise; and that businesses were either leaving or ignoring Portland as a place to locate due to a significant shortage of developable industrial land. Key recommendations included:

- Industry should remain as the major land-use activity; plan recommended a centralized Produce Row wholesale facility.
- Concentrate commercial uses along Union (MLK), Grand, Burnside, Powell, Morrison and Belmont. Recommended constructing off-street parking facility.
- Develop a buffer zone along 12th Avenue to create and ensure compatibility with future uses with adjoining residential neighborhoods.
- Investigate whether older multi-story structures are suitable for rehabilitation to light manufacturing, office, or studio uses.
- Transportation recommendations included southbound access to I-5, improving local circulation, publicizing transit to increase ridership, and study a "peak-hour loop route" between the downtown core and the Central Eastside.

Building on the 1978 Revitalization Study, Portland established its citywide Industrial Sanctuary Policy in 1981 to encourage industrial activity by preserving land for manufacturing purposes. The policy was primarily implemented through the City's zoning code (e.g., commercial activity in industrial zones became a conditional use and was prohibited unless

**Table 6.1: Central Eastside Plans**

Plan	Year	Agency
<i>Industrial Revitalization Study</i>	1978	BOP
<i>Central Eastside Industrial District Industrial Access Study</i>	1979	BOP
<i>Central Eastside Urban Renewal Area Plan</i>	1986	PDC
<i>Central City Plan</i>	1988	BOP
<i>Central Eastside Transportation Study</i>	1990	PDOT/PDC
<i>Special Design Guidelines for the Design Zone of the Central Eastside District of the Central City Plan</i>	1991	BOP
<i>Design Guidelines: East Portland/Grand Ave. Historic Design Zone</i>	1994	BOP
<i>Eastbank at Burnside: Lower Eastside Burnside Redevelopment Plan</i>	1999	PDC
<i>Central Eastside Development Opportunity Strategy (CE-DOS)</i>	2002	PDC
<i>Central Eastside Industrial Zoning Study</i>	2003	PDC
<i>Central Eastside Urban Renewal Area Housing Strategy</i>	2003	PDC
<i>Central Eastside Commercial Corridor Strategy</i>	2005	PDC
<i>Employment Opportunity Subarea (EOS) overlay</i>	2005	BOP
<i>Central Eastside Urban Renewal Study</i>	2006	PDC/BOP
<i>Central Eastside Urban Renewal Area Plans</i>	2007	PDC
<i>Central Eastside Industrial District Vision and Strategic Plan</i>	2008	CEIC

it supported industrial activities, new industrial zones and new lists of uses were established). The Central Eastside is one of two areas in the Central City currently categorized as an industrial sanctuary.

The Central Eastside Industrial Council contracted with 1000 Friends of Oregon and produced a report, *Central Eastside: Benefactor to Portland's Economy*, in June 1984. The report reinforced the importance of the Central Eastside to the Portland economy and the Industrial Sanctuary Policy to maintain that role. The study concluded that the CEID generated roughly \$500M in gross annual sales and \$15M in taxes.

At the same time, the City of Portland was updating the 1978 *Central Eastside Revitalization Study*, producing the 1984 Central Eastside Revitalization Program. Following this effort, the City formed the Central Eastside Urban Renewal area in 1986 and included the Central Eastside as part of the 1988 *Central City Plan*.

By the mid-1980s, the Central Eastside was viewed as a dynamic business distribution and employment center. Several key issues remain from the 1978 study, including:

- Older buildings with an average age of 48 years in 1984. Some were becoming non-functional. Inadequate off-street parking and loading, and difficulties with freight elevators were problems.

- The area west of Martin Luther King, Jr. (MLK) Blvd. (formerly Union Ave.) especially needed attention.
- Low employment with most firms in the Central Eastside having 50 employees or less.
- Few viable options for firms to expand on site or on alternative sites in the district.
- Multi-tenant back-office uses potentially increasing pressure on property values and affecting industrial businesses.

Areas that were considered stable include the Southern Triangle area and the area east of Grand. The Portland General Electric's Station L Property was considered the "bellwether" for the future of the district, especially if it were to develop into a mixed-use area.

The 1990 *Central Eastside Transportation Study* was another important planning effort that led to several key transportation investments. The study recommended multi-modal improvements to improve access, circulation and safety. Key projects that have been completed include: Water Avenue Extension, Eighth Avenue Upgrade from Division to Powell, Grand Viaduct reconstruction, mainline railroad crossing improvements between SE Stark and SE

Clay, the street closure at SE Grand/Division for mainline freight train safety improvements, Central City Transit Loop, and SE Ankeny Street Signal at SE MLK.

During the spring of 1999, the Portland Development Commission (PDC) collaborated with the CEIC to develop strategies to address new employment growth by incorporating “new urban economy” businesses that would complement existing uses in the Central Eastside. The PDC completed the *Central Eastside Development Opportunity Strategy* (DOS) in April 2002 for the area between the Willamette River, Morrison Bridge, Grand Avenue, and SE Caruthers. The goals were to create broader and denser employment, improve access, add new development and strengthen the character of the area. Key strategies included creating corporate headquarters in the area south of OMSI, developing high-tech incubators, constructing parking garages, enhancing public open spaces and connections to the riverfront, expanding streetcar to the Central Eastside, and improving access to southbound I-5.

The Industrial Sanctuary Policy and designation for the Central Eastside has been cited as a key factor in keeping land values affordable and able to support industrial businesses and nurture incubator businesses. The area west of MLK Blvd. has been mentioned since the 1978 study as the part of the Central Eastside most-in-need-of-investment strategy. Development policy tools were needed to adapt the Central Eastside to emerging industries, particularly in the creative services, architectural, software and “industrial-serving” businesses.

The Central Eastside DOS led to adoption of the Employment Opportunity Subarea (EOS) zoning overlay in the area generally west of MLK Blvd to Water Avenue in 2005. The EOS was intended to promote the preservation of industrial land and the retention and conversion of older multi-story warehouse buildings while encouraging compatible development that would create jobs. The new zoning overlay allowed for up to 60,000 square feet of “industrial office uses,” which was a new category in the code specifically recognizing activities such as computer-related design and software development, graphic design, telecommunications, data processing, science and technical services, and medical and dental labs. Furthermore, more than 60,000 of industrial office could be built as a conditional use.

In 2003, at about the same time as the EOS was being created, the City began to attempt to address the still-unresolved issue of the Eastbank Freeway and the long-term future of the I-5/I-405 Freeway Loop. The Final Freeway Loop Report was adopted in 2006, directing updates of the *Central City Plan* and *Central City Transportation Management Plan* to include a framework for land-use, riverfront, and transportation needs, and should develop an overall master plan for the I-5/405 Freeway Loop.

The Central Eastside Industrial Council completed its *Central Eastside Industrial District Vision and Strategic Plan* in October 2008. This strategic plan was to inform the update of the *Central City Plan* and to establish a shared vision through 2040 and builds upon previous efforts support economic development, improve transportation access, increase the use of alternative transportation modes, and provide parking.







## CURRENT CONDITIONS

### Land

#### Zoning

The Central Eastside is mainly an industrial district, with 65% of the area zoned General Industrial (IG1). The zoning aims to prevent potential conflicts and preserve land for industry by allowing most industrial uses, but not allowing non-industrial uses.

The Central Employment (EX) zone accounts for 22% of the district area and is a relatively flexible zone allowing a mix of uses — industrial, commercial, and some residential. It is intended for areas in the center of the City that have some industrial development, but also a mix of other uses. It is also frequently used in areas gradually transitioning out of industrial uses.

The City Council adopted the Employment Opportunity Subarea (EOS) zoning for the area west of MLK Blvd. in 2005. This allowed for greater

flexibility for employment uses to accommodate the “new urban economy” and preserve the industrial fabric of this area and provide incentives for adaptive reuse of older multi-story warehouse buildings. The EOS accounts for 48.4 acres or 13% of the district’s area. The key features of this overlay zone include:

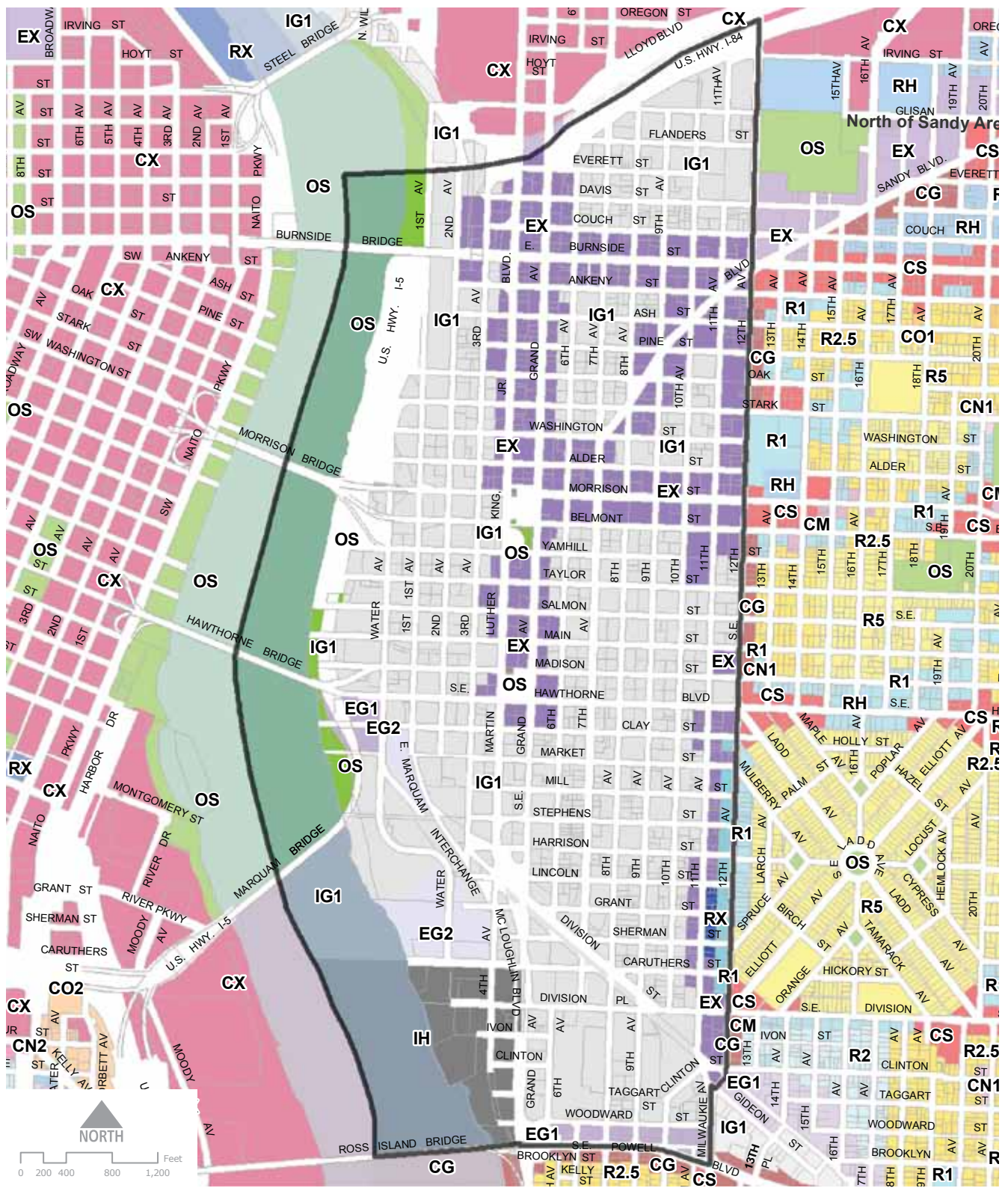
- Allowing 60,000 square feet of industrial serving office and conditional use review of industrial office uses greater than 60,000
- Allowing 5,000 square feet of traditional office, with request up to 60,000 through conditional use review, and traditional office use greater than 60,000 square feet prohibited.
- Allowing 5,000 square feet of retail uses and prohibiting use greater than 5,000 square feet.

**Table 6.2: Central Eastside Zoning**

Zone	Central Eastside Acres	Percent of Central Eastside	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
General Employment 1 (EG1)	7.4	1.9%	9.3	79.8%	64.8	11.4%
General Employment 2 (EG2)	13.7	3.6%	13.7	100.2%	1,455.1	0.9%
Central Employment (EX)	85.1	22.2%	229.3	37.1%	779.6	10.9%
General Industrial 1 (IG1)	247.9	64.8%	335.9	73.8%	730.5	33.9%
<i>(Employment Opportunity Subarea — IG1)</i>	48.4	<i>19.5% of IG1</i>	—	—	—	—
Heavy Industrial (IH)	18.5	4.8%	41.6	44.5%	7,881.9	0.2%
Open Space (OS)	5.1	1.3%	66.2	7.7%	15,186.9	0.0%
Residential 1,000 (R1)	3.7	1.0%	11.0	33.6%	1,656.7	0.2%
Central Residential (RX)	1.1	0.3%	102.8	1.1%	214.3	0.5%
	382.5	100.0%				

*Note: River and right-of-way acres are not included.*

## Central Eastside Zoning



June 30, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.





### Existing Uses

In 2008, the Bureau of Planning inventoried the various land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Central Eastside and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses in the subdistrict. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

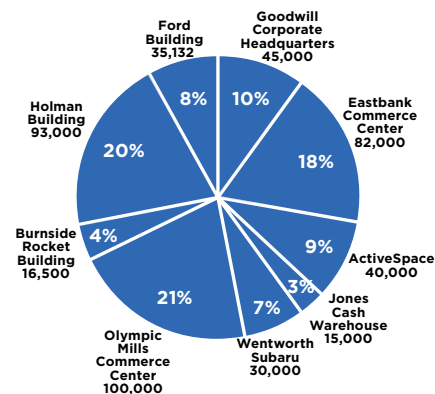
Zoned primarily for general industrial, that is indeed the most common use within the Central Eastside making up about 41% of the developed building area. Warehouses and wholesale sales comprise 29% of industrial land uses. However, office (22%) is a large percentage of building uses within the area as well. The third-largest category is retail, making up about 17% of the developed building area.

The Central Eastside has two or more distinct commercial nodes — one on Burnside between 7th and 10th Avenues and the second at the intersection of Grand and Stark, where three of the four corners have retained their historic buildings. The East Burnside area has emerged as a hip nightlife destination serving a young demographic of under 30-somethings. The other business clusters include one focused on home improvement and design. The second emphasizes specialty recreation with multiple bike shops, fishing gear supply stores and athletic apparel. These businesses attract shoppers from throughout the Portland region.

### Recent Development

Central Eastside has had almost no residential growth in the last 15 years, with just 10,000 square feet of residential built or rehabilitated as part of a major project. Commercial growth, on the other hand has been somewhat healthy with almost 500,000 square feet of commercial or retail being built or rehabilitated since 1994. The biggest recent project in Central Eastside was the Olympic Mills Commerce Center with 100,000 square feet of commercial and office space. The shares of the major projects can be seen in the pie chart below.

**Graph 6.2: Central Eastside Major Commercial Projects: Share of Developed sq. ft. 1994–2008**





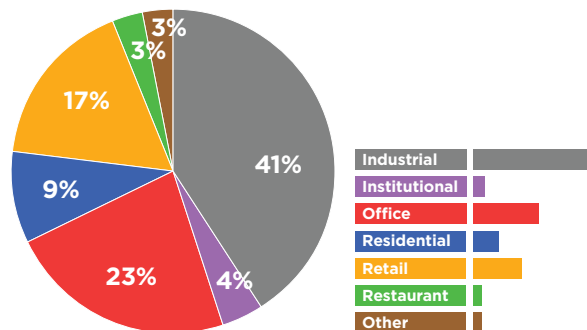
## Central Eastside Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.


**Graph 6.1: Central Eastside Existing Building Uses**




**Table 6.3: Central Eastside Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
<b>Industrial Uses</b>		
Manufacturing	1,037,649	9.3%
Warehouse	2,010,143	18.1%
Wholesale sales	1,180,795	10.6%
Other	236,699	2.1%
	4,465,286	40.1%
<b>Institutional Uses</b>		
Office Uses	2,520,515	22.7%
Residential Uses	1,048,341	9.4%
Retail Uses	1,912,516	17.2%
Restaurant Uses	311,043	2.8%
Other Uses	369,136	3.3%
<b>Total Developed Sq. Footage</b>	<b>11,123,301</b>	<b>100.0%</b>

Examples of recent development and renovations in Central Eastside are shown here.

Commercial/Industrial	
	<b>Holman Building</b> 49 SE Clay Street
Year built or proposed to be built	1951, renovated 2006
Developer/owner	Portland Development Commission (D)
Number of units or square feet	93,000 sq. ft.
Use	Commercial, non-profit
Average rent or sales price	
Result of planning effort or private plan	Public and Private
Unique features	Funding in part through the Central Eastside Urban Renewal Area. PDC purchased the building in 2002 as part of the Eastbank Riverfront Park Master Plan.
Photo	PDC, Group Mackenzie

Commercial/Industrial	
	<b>Olympic Mills</b> 107 SE Washington St
Year built or proposed to be built	1920, renovated 2006
Developer/owner	Beam Development (D)
Number of units or square feet	100,000 sq. ft.
Use	7 + stories of Flex work-space
Average rent or sales price	
Result of planning effort or private plan	Private
Unique features	In 1923, the mill was purchased by Sperry Flour, a subsidiary of General Mills. Bisquick and Wheaties were produced here. Adaptive re-use and placed on the National Register of Historic Places.
Photo	Wikimedia Commons — User: ipoellet

Commercial/Industrial	
	<b>BSide 6</b> 534 E Burnside Street
Year built or proposed to be built	2009
Developer/owner	bSide 6 llc (D); Works Partnership Architecture (A)
Number of units or square feet	Total Floor area: 27,500 sq. ft.
Use	7-story commercial workstudio with ground floor retail space.
Average rent or sales price	
Result of planning effort or private plan	Private
Unique features	The façade is a push and pull overlay that creates interstitial spaces that provide opportunities to read what is going on inside the building and provides light to filter through the interior spaces.
Photo	<a href="http://www.portlandarchitecture.com">www.portlandarchitecture.com</a>





## Transportation

The Central Eastside, like the rest of the Central City area, is centrally located and has access to the regional and city transportation modes. The industrial activities in the Central Eastside both generate and attract freight vehicles. Due to its location, the Central Eastside experiences large traffic volumes traveling through the district to reach Downtown Portland or access the freeway system by traveling to the Morrison Bridge for I-5 northbound or to I-84 eastbound at NE Grand Ave.

Mode split indicates the primary means people use for travel. In the Central Eastside many people use driving alone as their primary mode of transportation for work. The mode split chart shows that driving alone and biking are the most heavily used modes in the subdistrict. The amount of people who drive could be attributed to ease of parking and low costs, compared to Downtown and other subdistricts.

### Automobiles and Streets

The Central Eastside is a key southeast portal for east-west traffic and north-south traffic. From the south, SE McLoughlin Blvd. is the major state highway that provides access from the Milwaukie and Oregon City areas of Clackamas County. Major portions of East Portland, Gresham, and eastern Clackamas County, have routes that lead into the Central Eastside from the southeast. These include SE Powell, SE Division, E. Burnside, and I-84. The results of this convergence are high-traffic volumes and congestion.

In the evening peak hours, the most congested streets are those that lead to and from the bridges crossing the Willamette River: Ross Island, Hawthorne, Morrison, and Burnside Bridges. The traffic leaving the Central Eastside on SE McLoughlin also experiences congestion.

The Central Eastside has major streets connecting through to the downtown core and other quadrants of the City. These streets, namely Burnside, the MLK-Grand Couplet, and Sandy Blvd. have the highest occurrences of pedestrian, cyclist, and automobile crashes with injuries. Areas with special concern include Burnside and Sandy, as these streets have had fatalities in recent years.

A key deficiency in the Central Eastside is the lack of direct southbound access to I-5. The Morrison Bridge and the Ross Island Bridge provide this access, but this increases congestion in adjacent

neighborhoods-particularly Downtown and South Portland. Another key Central Eastside issue is the previously adopted East Marquam Bridge Project that identified a potential elevated ramp connection from SE McLoughlin Blvd. to the Marquam Bridge for access to I-5 North.

### Parking

A survey conducted by City staff for the *Central Eastside Street Plan* in December 2008 indicated that many employers see a lack of off-street parking as a significant barrier to business growth. Compared to other Central City Subdistricts, the Central Eastside relies heavily on public on-street parking, which represents more than 50 percent of the parking inventory. Many of the businesses in the district do not have private off-street parking. To protect the limited share of on-street parking, the Central Eastside has an area parking permit program. This limits parking to area businesses and residents and effectively disables the downtown worker from parking in the area. Previous studies have identified parking as a significant problem for the district, including the recent CEIC's *Central Industrial District Vision and Strategic Plan*. This document recommended parking structures for Central Eastside commuters and visitors. A key issue is the cost of structure parking, about \$50,000 per stall, and the affordability for the workforce in the area. New parking garages will need parking rates similar to downtown parking rates to finance the cost of constructing new parking garages.

### Bicycles, Transit, and Pedestrians

The basic "bones" of transportation infrastructure in the Central Eastside are in place. To manage growth in the Central Eastside as well growth in the region, increasing the carrying capacity of that transportation infrastructure must be accommodated with more efficient and less energy demand than a system that was based on single-occupant vehicles. Increasing the use of alternative transportation modes will be important to the economic growth of the Central Eastside, including increasing transit, bicycling, walking and carpool. The accompanying table summarizes the current travel by workers in the Central Eastside. *The Central City Transportation Management Plan* (CCTMP) established a 2010 transit mode split goal of 15 percent of commuters driving in the Central Eastside and 10 percent of walking and bicycling. Increasing the use of



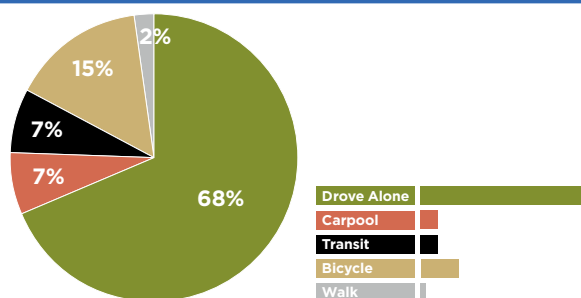
alternative transportation modes will be important to reduce the number of automobiles on the road and provide capacity for truck freight activities vital to the economy of the Central Eastside.

The Central Eastside is currently well served by transit, with three bridges in the district (Burnside, Morrison, Hawthorne) having frequent service bus routes. The MLK-Grand couplet also has frequent bus service. The area west of MLK Blvd. currently does not have bus service. Water Avenue and OMSI also do not have direct bus service. Future service improvements will include the proposed Portland Streetcar Loop on MLK/Grand and direct connections to OMSI, the Lloyd District, Downtown, and the River District. Additionally, the Portland to Milwaukie light rail line will connect the Central Eastside to the South Waterfront and Portland State University via a new Willamette River bridge. The Portland Streetcar Loop project should be completed by 2012, and the Portland-Milwaukie LRT Project is anticipated to be in service by 2015. The current and planned transit infrastructure adds to broad transportation opportunities that can be found in the Central Eastside.

As indicated by the 14% mode split, bicycling has been an important mode of transportation for the Central Eastside. Bicycle lanes were added to the Burnside Bridge and the Hawthorne Bridge sidewalks were widened to better accommodate bicyclists and pedestrians. A survey in summer 2008 indicated that 7,380 bike trips or 20% of all vehicles on the Hawthorne Bridge were bikes. The Eastbank Esplanade also provides a north-south link through the district, and is a popular route for commuters and recreational cyclists. Additional bike improvements are currently under construction on the Morrison Bridge that will improve the connection from SE Water Avenue to the bridge and on the west end to SW Alder Street and SW Naito Parkway. The most pressing bicycle issues for the district are access from the neighborhoods to the south (most notably Brooklyn), access across the district to the Lloyd District, and from the Clinton Bikeway to the Springwater Corridor. The Ross Island Bridge has inadequate facilities for bicyclists.

Pedestrian infrastructure in the Central Eastside is of varying quality. The 200-foot by 200-foot block pattern generally creates an attractive pedestrian environment, but large traffic and truck volumes, frequent loading zones associated with industrial activity, and barriers created by freeways and major

**Graph 6.3: Central Eastside Transportation Mode Split: 2008**



Source: PBOT 2008 Transportation Surveys (non-scientific)

Note: The data found in this graph is derived from a PBOT non-scientific transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

**Table 6.4: Transportation in Central Eastside**

STREETS	Highest Average Daily Trips	Powell to 10th Ave (>50K)
	Total	159,220
	Poor Condition	3,030 feet or 1.9%
	Very Poor Condition	1,861 feet or 1.2%
	Failing Condition	209 feet or 0.1%
PARKING	On-street Free Parking Spaces	6,681
	On-street Metered Parking Spaces	0
	Surface Lot Parking Spaces	6,819
	Structured Lot Parking Spaces	400
	Surface/Structure Parking Spaces	0
	Total Parking Spaces	13,900
	Surface Parking Lot Area	71 acres
BIKE	Bike Lanes	5.6 miles
TRANSIT	Light Rail Lines*	0.0 miles
	Other Transit Lines	None
	No. of Bus Routes**	19
PEDESTRIAN	General Block Size	1.1 acres or 47,916 square feet
FREIGHT	Busiest Freight Route***	MLK-Grand

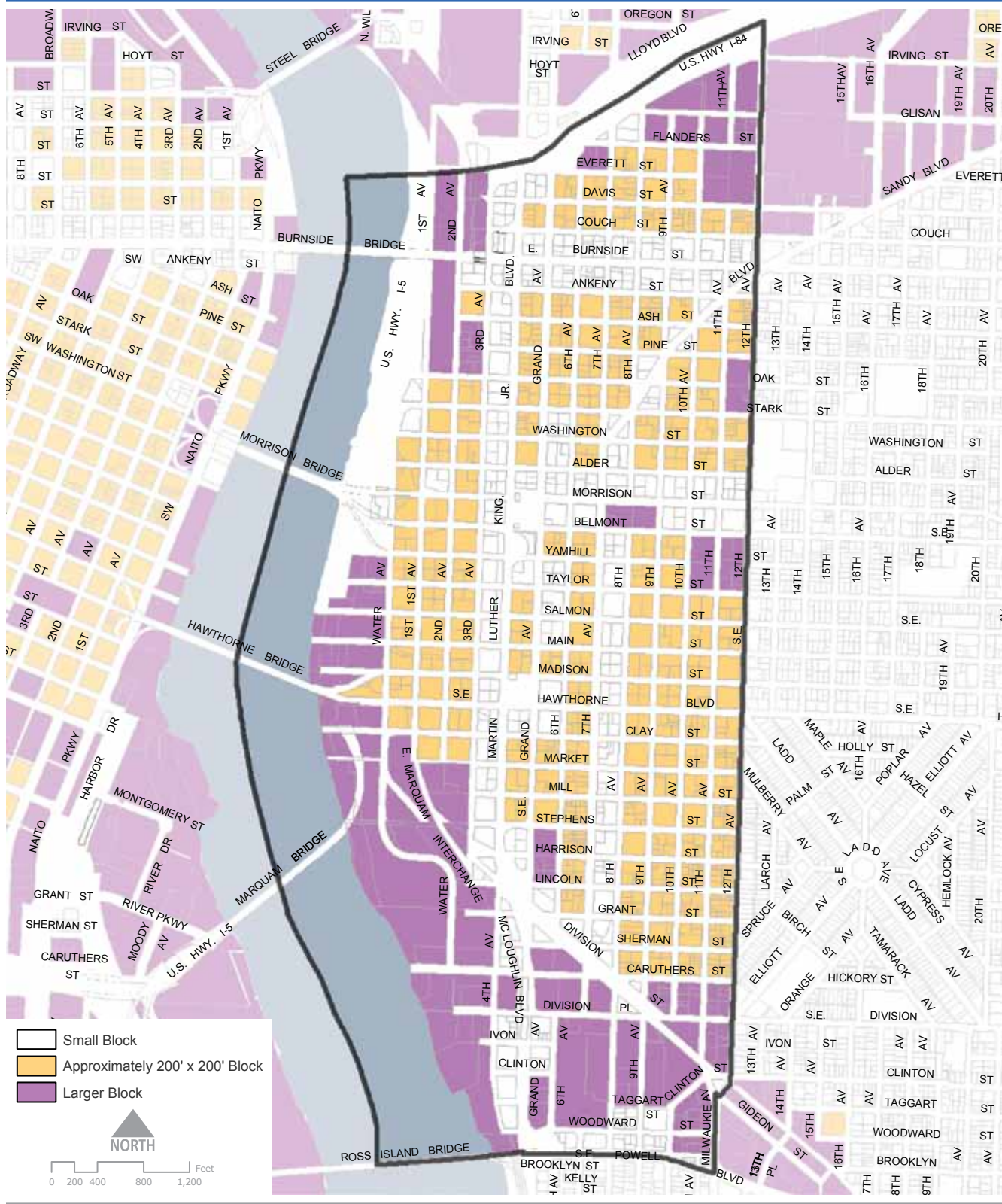
\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

\*\*\* Listed are streets with highest TSP freight classification.

arterial roadways, all detract from the pedestrian environment. Compared to other Central City Subdistricts, the Central Eastside has a denser pattern of streets with posted speed limits of greater than 30 mph. These higher speed corridors (Burnside,

Central Eastside Block Size



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



MLK-Grand, and Powell) are also Pedestrian Crash Corridors and higher number of vehicle-pedestrian crashes involving injuries to pedestrians.

### Freight

The Central Eastside is an active industrial and employment district with approximately 37 jobs per developed acre. It is also a central distribution location for regional markets. The City of Portland's *Transportation System Plan* (TSP) classifies the entire Central Eastside as a Freight District, meaning that from a policy and planning perspective, movement of freight vehicles through and within the district is prioritized over other modes.

### Transportation Demand Management

There is currently no TDM program in the Central Eastside.

### Willamette Riverfront

The Central Eastside contains a diverse mix of riverfront environments. The I-5 freeway physically and visually dominates the riverfront, while a mix of vacant land and commercial and institutional uses comprise the southern portion of the Central Eastside. Institutional uses, including OMSI and the Portland Opera, and marine commercial businesses such as the Portland Spirit are located south of the Marquam Bridge. Ross Island Sand and Gravel's manufacturing operations are located near the southern boundary of the Central Eastside district.

The OMSI Dock and the Portland Spirit Dock (Caruthers Dock) provide private river access in the Central Eastside and support other commercial boating businesses. Public river access and light watercraft launch facilities are located at the SE Madison Dock (Fireboat Dock) and the Portland Boathouse.

The greenway trail is almost fully developed in the Central Eastside. An off street path extends along the waterfront between the Steel Bridge and SW Caruthers Street just south of OMSI. The path is part of the popular Eastbank Esplanade north of the Hawthorne Bridge. Busy bike routes in SW Caruthers Street and SW 4th Avenue connect the existing waterfront trail to the Springwater Corridor trail near OMSI at the southern edge of the district, where people congregate along the river's edge.



The banks of the Lower Willamette River have been altered over time. Due to these alterations in the Central Eastside, during a 100-year flood event, rising water would generally be confined within the Willamette River. However, there is a developed flood area near the I-5, I-84 interchange and along I-5. Active dredging has produced a uniform channel with little diversity. The riverbank conditions include a seawall and vegetated riprap. There are no shallow water areas in Central Eastside. Vegetated banks provide remnant fish and wildlife habitat.

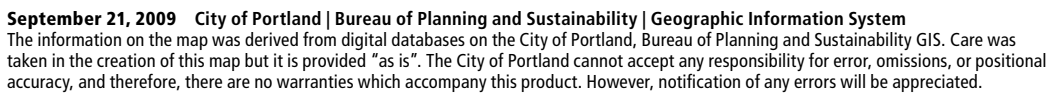
Most of the riparian resources in the Central Eastside have been designated by Metro as Title 13 'Habitat Conservation Areas.' The City must demonstrate that its programs meet Metro requirements to protect, conserve and restore Title 13 Habitat Conservation Areas. The City may use both regulatory and non-regulatory tools to meet this requirement.

### Upland Natural Resources

There are steep slopes located along Interstate 84. The slopes are identified by the City as a landslide hazard. Vegetated steep slopes are also vulnerable to wildfires.

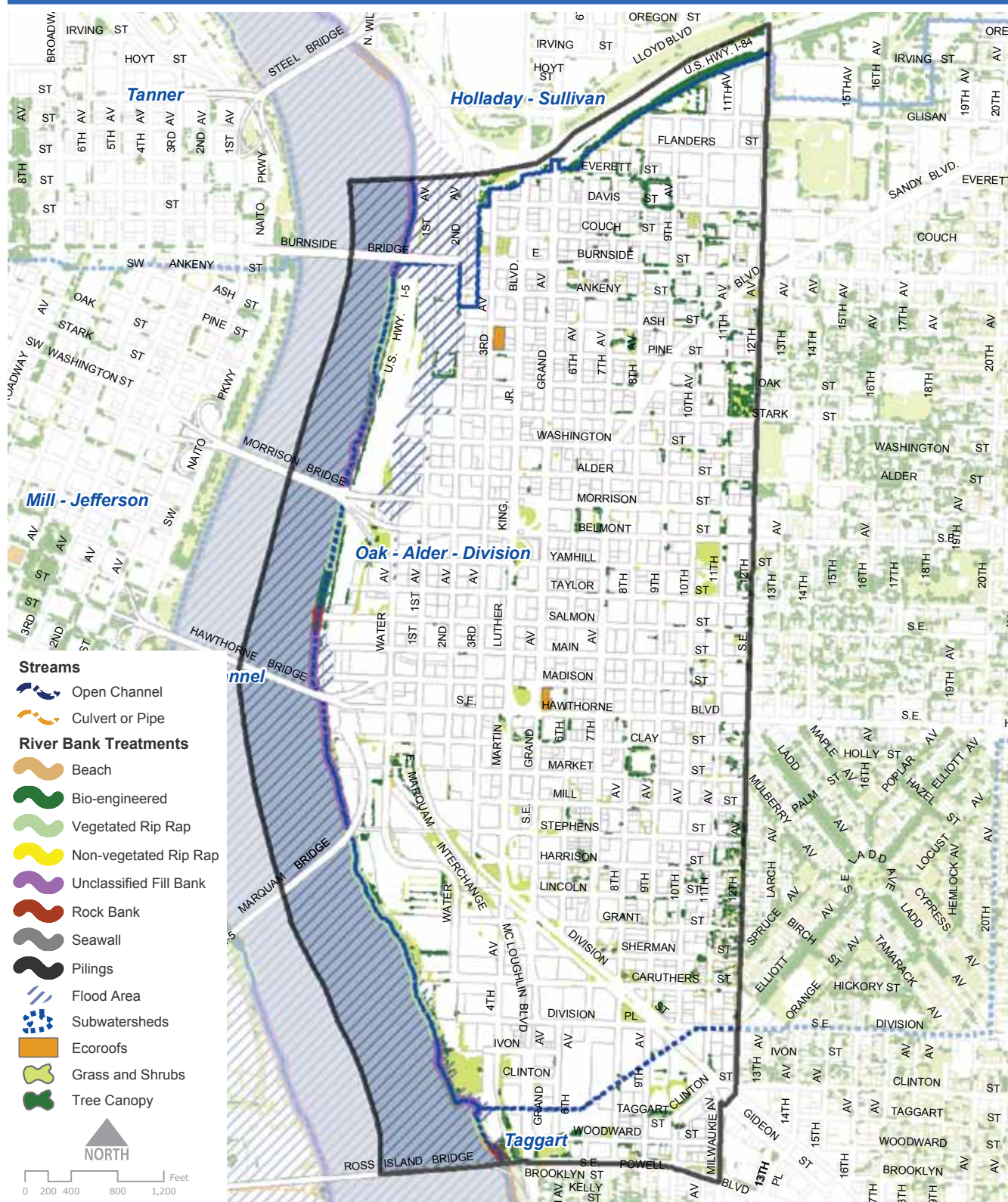


## Current Conditions





## Central Eastside Natural Resource Features



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Table 6.6: Central Eastside Characteristics 1997–2008**

	Central Eastside	Central City
Residents (2008 estimate)	1,400	34,400
Median age (2000)	34	36
Education — bachelor's degree or higher (2000)	35%	38%
Average household income (2000)	\$30,905	\$35,624
Housing units (2008)	957	22,994
Affordable* housing units (2008)	21%	56%
Jobs (2006)	15,733	134,870
Jobs/residential population ratio (2008 estimate)	11:1	4:1
Change in crime rate between 1997–2007	–23%	–32%

\* Affordable = units that are restricted by tenant or income

## People

In 2000, the typical Central Eastside resident was a bit younger than the typical Central City resident with a median age of 34 versus 36. They have a little less education and a slightly lower income than is typical for Central City residents, according to the U.S. Census.

Racial and gender breakdowns of the population of Central City as a whole have remained consistent over the study period for which statistics are available (1990–2000): males account for about 60% of residents, females 40%. Whites account for about 80%, African Americans 6%, Asian 7%, Hispanic 5%. Comparatively, Central Eastside residents occupy proportional amount in these categories.

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

**Table 6.5: Central Eastside Residents Race and Gender (2000)**

	Central Eastside	Central City
White	83%	79%
Black	5%	7%
Asian	3%	7%
Hispanic	5%	5%
Male	57%	60%
Female	43%	40%

## Housing

Predominantly an employment district, the Central Eastside has a relatively low ratio between employees and population. In 2008 it is estimated that the Central Eastside was home to about 1,400 residents, making up eight percent of all Central City residents. From the PDC's 2008 Housing Inventory, the Central Eastside contained 957 housing units, which is roughly four percent of the units in Central City.

The subdistrict has 863 rental units, which account for 5.5% of the total number of rental units within the Central City and 89% of the housing in Central Eastside. Only 94 of the 957 total units in the Central Eastside are owner-occupied.

Among all Central City rental properties in 2008, the Central Eastside had one of the lowest average rent per square foot at \$1.26. The highest is the River District with \$2.08. Although only eight total properties sold in the Central Eastside between 2002 and 2005, these properties sold at a median sale price of \$160,000 which was the lowest of any of the eight subdistricts, according to the Portland Development Commission 2005 and 2008 Central City Housing Inventory.

**Table 6.7: Central Eastside Employees and Residents**

	Central Eastside	Central City	Percent within Central Eastside
Total Employees (2006)	15,733	134,870	12%
Total Residential Population (2008 estimate)	1,400	34,400	4%
Employee/Residential Population Ratio	11:1	4:1	—

## Jobs

Between 2000 and 2006 the Central Eastside had an annual job growth rate of 1.6%. During that time the area gained almost 1,500 employees.

Central Eastside has almost 11 employees for every resident, compared to the Central City which has almost four employees for every resident. This reflects Central Eastside's business and industrial focus.

About 12 percent of people working in the Central City are employed in the Central Eastside, accounting for a total of 15,733 jobs. Some of the biggest employment sectors are:



- Transportation, Warehouse, and Wholesale (24%),
- Retail, Arts, and Accommodation (19%), and
- Services (18%).

## Crime

Central Eastside crime rates have fluctuated in recent years. Crimes in the Central Eastside in 2008 made up 12% of crimes in the Central City. Crimes in the Central Eastside are mainly larceny, liquor laws violations, and trespass or threats. Nearly a quarter of all Central City DUI offenses in 2008 took place in the Central Eastside. The crime issues in Central Eastside may be attributed to the district being not as highly mixed use as some of the other areas in Central City. With a mainly industrial area, there is not a 24-hour community to monitor and discourage crime occurrences.

## Public Facilities and Services

### Schools

Currently no public schools exist in the Central Eastside. However children in the area would attend: Abernethy Elementary School (K–5) or Buckman Elementary School (K–5), Hosford Middle School (6–8), and Cleveland High School (9–12). Alternative public schools include: Da Vinci Middle School (6–8) and Benson Polytechnic High School (9–12). The 2000 United States Census estimated there were 180

residents under the age of 19 in the Central Eastside. There are also a number of alternative and post-secondary schools in the Central Eastside.

### Parks and Open Space

The Central Eastside currently lacks parks and open spaces. The key feature in the area is the Vera Katz Eastbank Esplanade that is part of the Willamette Greenway trail system. The Esplanade is 1.5 miles long, extending north from the Hawthorne Bridge, past the Morrison and Burnside Bridges, to the Steel Bridge with connections to eastside neighborhoods as well as across the River to Gov. Tom McCall Waterfront Park. A major feature is the 1,200 foot long floating walkway made necessary because of the close proximity to the I-5 Eastbank Freeway. South of the Hawthorne Bridge, the greenway continues past OMSI and connects with the Springwater Corridor via an interim connection at SE Caruthers St and SE 4th Avenue.

The Eastbank Esplanade has been an important part of the vision for Central City and was included in the 1988 Central City Plan. At the direction of City Council in 1993, work began on developing a master plan to guide the design and construction of the Eastbank Esplanade. Completed in January 1994, the *Eastbank Master Plan* described an esplanade with docks, piers, overlooks, a plaza for festivals and gatherings, floating walkways, fountains, public art, and connections to the neighborhoods and Portland's bridges. The Esplanade would connect the east and

**Table 6.8: Alternative and Post Secondary Schools in Central Eastside**

School Name	School Type	Address
American Barista and Coffee School	Culinary	1028 SE Water Ave, # 275
American Jeweler's Institute Inc.	Jewelry	1206 SE 11th Avenue
Center for Movement Arts	Arts/Dance	1734 SE 12th Avenue
The Centre	Professional/Personal Development.	516 SE Morrison Street
German Saturday School of Portland	Language	901 SE Division Street
NE School of Acoustic Guitar	Music	811 SE Main Street
Northwest Internal Arts	Arts	1735 SE Grand
Northwest Woodworking Studio	Woodworking	1002 SE 8th Avenue
Oregon School of Tattoo Arts	Tattoo Arts	205 SE Grand Ave
Paul Green School of Rock Music	Music	111 SE Madison Street
Portland International Community. School	Alternative High School	1131 SE Oak Street
Portland Oregon Dance Studios	Dance	1734 SE 12th Avenue
Sally Mack's School of Dance	Dance	532 SE Ankeny Street
School of Oregon Ballet Theatre	Ballet	818 SE 6th Avenue
Viscount Dance Studios	Dance	724 E Burnside Street

west sides of the Central City around its central feature — the Willamette River. Construction of the Esplanade began in October 1998 and was completed in May 2001. The Esplanade was named after Mayor Vera Katz in November 2004 to honor her vision and leadership for Portland, which included support for the construction of the esplanade.

## Arts and Cultural Facilities

There are many arts and cultural facilities in the Central Eastside, considering the area's industrial focus. The most recognizable arts and cultural facilities in the Central Eastside include the Oregon Museum of Science and Industry (OMSI), the Oregon Ballet, and the Hampton Opera Center.

Founded in 1944, the Oregon Museum of Science and Industry (OMSI) is one of the nation's leading science museums. OMSI offers 219,000 square feet of brain-powered fun through hundreds of interactive exhibits and hands-on demonstrations. OMSI has five exhibit halls, eight science labs, a giant screen OMNIMAX Dome Theater, the most technologically advanced planetarium in the Pacific Northwest, and the USS Blueback submarine, the last fast-attack diesel-powered submarine built by the U.S. Navy. OMSI is growing and has plans for expansion.

The Oregon Ballet Theatre (OBT) is located at 818 SE Sixth Avenue (Between Belmont and Morrison). Established in 1989, OBT's celebrated company of dancers performs an annual five-program season at the Portland Center for the Performing Arts and also conducts both regional and national tours. OBT is also growing and has plans for expansion.

The Hampton Opera Center is located at 211 SE Caruthers Street and houses the Portland Opera. In July 2003, the company moved into its new eastside facility — The Hampton Opera Center — where, for the first time in company history, music and staging rehearsals, coaching facilities, costume shop, and administrative offices were all housed under one roof. The new facility now houses the 168-seat Portland Opera Studio Theater, which has allowed the company to expand its performance repertoire to include an annual production of intimate chamber opera, featuring the Portland Opera Studio Artists. All other Portland Opera performances occur in the 3,000-seat Keller Auditorium Downtown.

The Appendix contains a map illustrating the location of various arts and cultural facilities in the Central Eastside.

## Community and Social Services

### Neighborhood Associations

The Central Eastside has parts of three neighborhoods within its boundaries. The Buckman Neighborhood Association, Hosford-Abernethy Neighborhood Development Association, and Kerns Neighborhood Association represent those who live in the Central Eastside. The Southeast Uplift Neighborhood Services Coalition Office is located at 3534 SE Main Street.

### Business Associations

The Central Eastside Industrial Council (CEIC) is the main business association of the Central Eastside. The Central Eastside Industrial Council is a non-profit, volunteer organization, responsible for representing businesses and property owners residing in the Central Eastside Industrial District (CEID) in Portland. The 681-acre district encompassing property south of I-84 to Powell and the River to SE 12th contains 1,122 businesses and more than 17,000 employees.

### Community and Other Organizations

REACH Community Development is an affordable housing organization headquartered in the Central Eastside. They provide affordable living units for nearly 1,500 residents. REACH manages several affordable housing buildings in and adjacent to the Central Eastside.

### Social Services

There are a few social services found in the Central Eastside. The most recognizable national organizations include Habitat for Humanity and Volunteers of America.

**Table 6.9: Select Social Services in Central Eastside**

Blind Commission	535 SE 12th Avenue
Catholic Charities	901 SE Oak Street #105
Portland Habitat for Humanity	1001 SE Water Avenue
Volunteers of America	537 SE Alder Street
Volunteers of America Oregon: Family Relief Nursery	234 SE 7th Avenue
Youth Progress Association	604 SE Water Avenue



## FORECASTS AND GROWTH

### Metro Forecast

The most recent forecast for jobs and housing prepared by Metro was in 2008, for the year 2035. It projects continued housing development in the Central Eastside and that in 2035, more than 3,000 housing units will be located in the subdistrict. Jobs are expected to grow by 50 percent.

There has been essentially no new housing development in the Central Eastside in the past two decades. Achieving Metro's forecasted roughly 2000 new units in the subdistrict by 2035 will require a dramatic change in development patterns and trends. It is anticipated that the Portland Streetcar Loop Project may stimulate mixed-use housing projects along the EX-zoned areas on MLK Blvd. and Grand Ave. Additional housing may occur as part of the Burnside Bridgehead Project. Job growth too would need to increase to an average of 320 new jobs per year to meet Metro's targets.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.*

### Redevelopment Capacity

In 2007 City staff looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this development capacity study for the Central Eastside are shown on the next page.

Under current zoning, the Central Eastside District has limited capacity to accommodate new development. Sixty-five percent of the District's available land is zoned General Industrial (IG1). This land was not identified as redevelopable in the study since its permitted uses are limited and do not include standard office or housing. Sites with mixed use Comprehensive Plan designations (e.g., EX, EG2) were considered redevelopable.

**Table 6.10:**  
Central Eastside Metro Forecast  
Household Growth 2005-2035

	Central Eastside	Central City
2005	1,126	17,766
2035	3,063	51,794
Growth	172%	192%
Net Increase	1,937	34,028

**Table 6.11:**  
Central Eastside Metro Forecast  
Employment Growth 2005-2035

	Central Eastside	Central City
2005	16,110	150,479
2035	24,265	224,891
Growth	50%	49%
Net Increase	8,155	74,412



## Identified Potentially Redevelopable Sites (2007)



Ultimately, 47 acres of land in the Central Eastside were identified as redevelopable. These areas have enough development potential under current regulations to more than double the amount of built space in the district. The identified redevelopment sites consist of three significant properties: the proposed Burnside Bridgehead development, the two-acre site at SE 11th and Belmont, and one property near OMSI. All of these properties have the opportunity for mixed use development

A significant portion of the EX zone in the Central Eastside district is along Martin Luther King, Jr. Blvd. and Grand Avenue, where the Portland Streetcar Loop Project is underway and scheduled for completion in spring 2012. Those blocks on the streetcar alignment at the Hawthorne, Morrison and Burnside Bridgeheads have 9:1 floor area ratios, with 6:1 floor area ratios between the bridges. A key strategy for the streetcar projects is to promote transit-oriented development. The EX will allow for flexibility to support complementary development that should revitalize economic activity in the corridor.

Table 6.12: Central Eastside Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	0.0	0	0	0	0	0	0	0	0	0
Mixed Employment	374.3	14.5	47	11.2	17.3	17.2	2.1	1.2	11.7	9,787
Open Space	5.5	0	0	0	0	0	0	0	0	0
Residential	4.9	0.2	0	0	0	0	0	0	0	0
Right-of-way/River	417.4	0	0	0	0	0	0	0	0	0
Totals	802.1	14.7	47	11.2	17.3	17.2	2.1	1.2	11.7	9,787

## SOUTH WATERFRONT



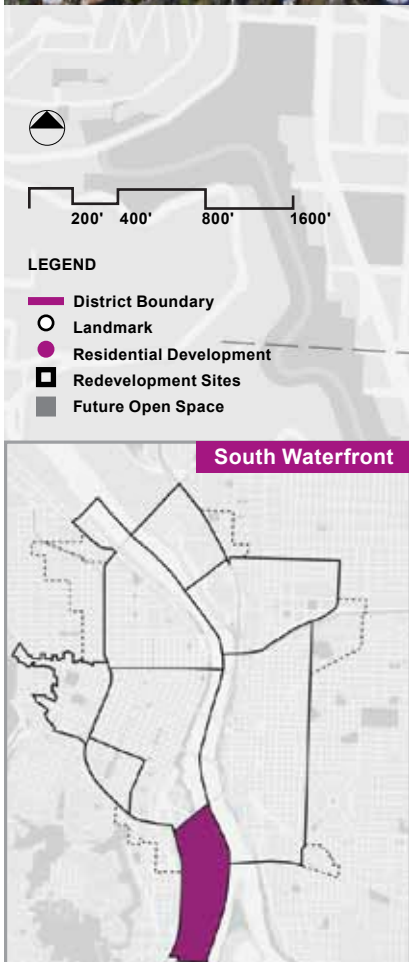
### SNAPSHOT OF PLACE

Once an active industrial area located south of Downtown, South Waterfront is transitioning into a vibrant neighborhood dominated by a mix of high-density housing and employment related to the health science and high-tech sectors.

In the last 10 years, the central portion of the district, previously used for industry, has been transformed by the development of some of the City's tallest residential towers. They are being built within a new neighborhood that now contains a public park, greenway improvements, neighborhood retail, expanded transit connections to Downtown and the east side of the Willamette, and other amenities that will help bring the area from brownfield site into one of Portland's most active mixed-use neighborhoods.

Jobs are still a key aspect of the district, and employers include Zidell Marine (a major barge manufacturer), the corporate headquarters of the Old Spaghetti Factory International, a collection of smaller commercial office and industrial service operations, and Oregon Health & Science University (OHSU). OHSU's Marquam Hill Campus, with several thousand jobs, is already connected to the district by the Portland Aerial Tram. In addition to the new jobs it has already created at South Waterfront, OHSU will soon begin the redevelopment of a 19-acre parcel for a new campus there. The new campus will contain education, research and other institutional uses potentially mixed with housing and commercial purposes, all of which will support the growth of several thousand more jobs in the district.

South Waterfront Subdistrict







## South Waterfront Neighborhood Park

**D**esign and construction of the two-block neighborhood park site, bounded by SW Curry, Moody, Gaines and Bond, will meet planning goals of the South Waterfront Plan to create a neighborhood park. As one of the first parks and open spaces to be developed in the district, innovative design of this park can help set the tone for new development in the District, and is an exciting opportunity for place-making. The park will include an urban gardens area, an open lawn area, and a naturalized landscape area. The South Waterfront Neighborhood Park now has an official name: Elizabeth Caruthers Park, named for an early pioneer woman who was one of the first settlers in the southern part of Portland. In 1850, Elizabeth Caruthers purchased the property near the Willamette River. SW Caruthers Street, SE Caruthers Street and Caruthers Creek in Marquam Gulch also reflect the family's prominence in the early history of Portland.

## Location

The South Waterfront district is 140 acres bounded by the Willamette River to the east, the Marquam Bridge to the north and the Macadam/I-5 corridor to the west.

## Evolution of the Subdistrict

The area now known as South Waterfront has changed significantly in the last 150 years, **from riparian wetland/forest habitat to a mixed-use district** dominated by residential and institutional/office commercial uses.

Initially, it was a riparian forest of mixed conifer and deciduous trees when much of Downtown was covered by dense coniferous forest, and streams from the west hills flowed down to and through South Waterfront on their way to the Willamette River. The riverfront land in this area, formerly known as South Portland, was used and populated by Native Americans and early Oregon pioneers prior to the City's incorporation in 1851. Later the area became Portland's first homestead.

By 1910, business that benefited from a riverfront location on the road between Portland and Oregon City began locating in the area. These early businesses bought and sold machinery, hardware and supplies for a variety of building trades, and were **a complement to the burgeoning shipbuilding industries along the river**. Power's Lumber Mill was located in the southern part of the district, using river transportation as a means to access logs from up river and using adjacent rail lines to ship milled lumber. A trolley repair shop, metal fabrication, dismantling shops, storage facilities and chemical manufacturing plants also began to occupy the area.

During World War II, maritime industries established a presence in South Waterfront, which, following the war, transitioned to ship dismantling and salvaging operations. These operations continued into the early 1970s and were one of the reasons the Marquam Bridge was built as high as it was, as ships as large as aircraft carriers needed to be able to pass under the bridge. Other industrial activities in the district included wire reclamation, concrete supplies, secondary aluminum smelting, miscellaneous salvaging operations, manufacture of agricultural chemicals and other assorted industrial operations.

Over the years some businesses left behind significant contaminants, contributing to an official **'brownfield' designation for the district**. The existing riverbank is an amalgamation of byproducts from the concrete, maritime and other manufacturing industries that located in the district for most of the last century.

In the 1980s and 1990s, the land uses in the district began to transition into a **mix of industrial services and commercial offices**, with Zidell Marine being the only remaining ship building or water-dependent industrial use. Just prior to the adoption of the *South Waterfront Plan* in 2002, most existing uses and operations in the district were located south of the Ross Island Bridge, with the northern half of the district vacated and used only for temporary events.

## Planning History

For most of its past, South Waterfront was an area set aside for a wide range of industrial purposes until, in 1969, the Portland Planning Commission produced a report that recommended a more public mix of uses for the district with a high degree of open space and recreational uses.

Although the concepts proposed by this plan were not pursued, and industrial uses continued, this effort initiated a new era of plans that began the eventual transformation of the area from an industrial to a mixed-use waterfront district. The 1988 *Central City Plan* called for the development of a “mixed-use neighborhood with significant residential development along the riverbank and commercial development along Macadam” served by future light rail service. The effort led to zoning changes that set the basic height limits, floor area allowance, and use requirements that later were tailored to implement the policies, goals and objectives developed for the district during *North Macadam District Framework* and *South Waterfront Plan* efforts.

Through each of these planning efforts, the vision for the district evolved slightly. However, the adopted policies and regulations largely reflect the basic ideas developed over 20 years ago: the creation of a vibrant mixed-use waterfront district. To that end, their intent — to create a high-density, mixed-use neighborhood, with 5,000 households and 10,000 employees, all served by a well integrated and diverse network of parks and open space — is in the process of being achieved.

The evolution of policy over the years has, however, resulted in some shifts of emphasis, namely in the relationship of landward development to the Willamette River, the creation of a more sustainable development pattern, and the ability to leverage focused economic development. The latter involves building on OHSU’s expansion efforts in the district to leverage the creation of a larger “innovation quadrant” that includes Portland State University to the west, OMSI across the river, and lands throughout the south end of the Central City on both sides of the Willamette. It is here, in part, where the City and its partners can begin to implement major components of its new economic development strategy.

**Table 7.1: South Waterfront Plans**

Plan	Year	Agency
<i>Central City Plan</i>	1988	BOP
<i>North Macadam District Street Plan</i>	1996	PDOT
<i>North Macadam District Framework Plan</i>	1999	PDC
<i>North Macadam Urban Renewal Plan</i>	1999	PDC
<i>South Waterfront Plan</i>	2002	BOP
<i>South Waterfront Greenway Development Plan</i>	2004	BOP
<i>Height Bonus Analysis Project</i>	2005	BOP
<i>Public Views and Visual Permeability Assessment</i>	2006	BOP
<i>Willamette Crossing Partnership</i>	2008	TriMet, PDOT, BOP
<i>North District Partnership</i>	2009	PDC, PBOT, BPS

The *South Waterfront Plan* in 2002 replaced the *Central City Plan*’s former single policy and brief set of objectives for the North Macadam subdistrict with a whole new set of policies, objectives, and actions. The policies address land use and urban form, greenway and parks, transportation, environmental design, and economic development. These policies set direction, and the objectives and actions serve as a kind of metric to determine how successful the implementation of the plan has been to date.

The plan has generally been successful. Two-thirds of the housing originally envisioned by the plan and about 1,000 new jobs have been created since the plan took effect in 2003. The Portland Aerial Tram was completed in 2006, and quickly exceeded projected ridership estimates. Construction of the long-awaited Gibbs Street Pedestrian Bridge is set to begin in the next few years. Additionally, the first park and public greenway improvements are being implemented, streetcar service has been brought into the district and light rail service is projected to begin service in five years.

Despite these early successes, additional improvements to the local transportation system as well as parks and open space network are necessary in the years to come to support additional housing and job growth in the district. At the same time, the public/private partnerships that have led to these early successes need to carry forward to address brownfield remediation efforts, parks and open space development, transportation improvements, and funding for these and other efforts necessary to allow full implementation of the South Waterfront Plan.



## CURRENT CONDITIONS

### Land

#### Zoning

The South Waterfront subdistrict is located entirely within the Central Commercial (CX) base zone. The subdistrict is also within the Central City's design overlay zone ("d"), and its waterfront properties fall within the City's greenway overlay zone ("g"). Development here is subject to the *Central City Fundamental Design Guidelines*; a set of design guidelines specific to the subdistrict through the *South Waterfront Plan*; and in the case of riverfront development, a special set of greenway provisions also specific to South Waterfront.

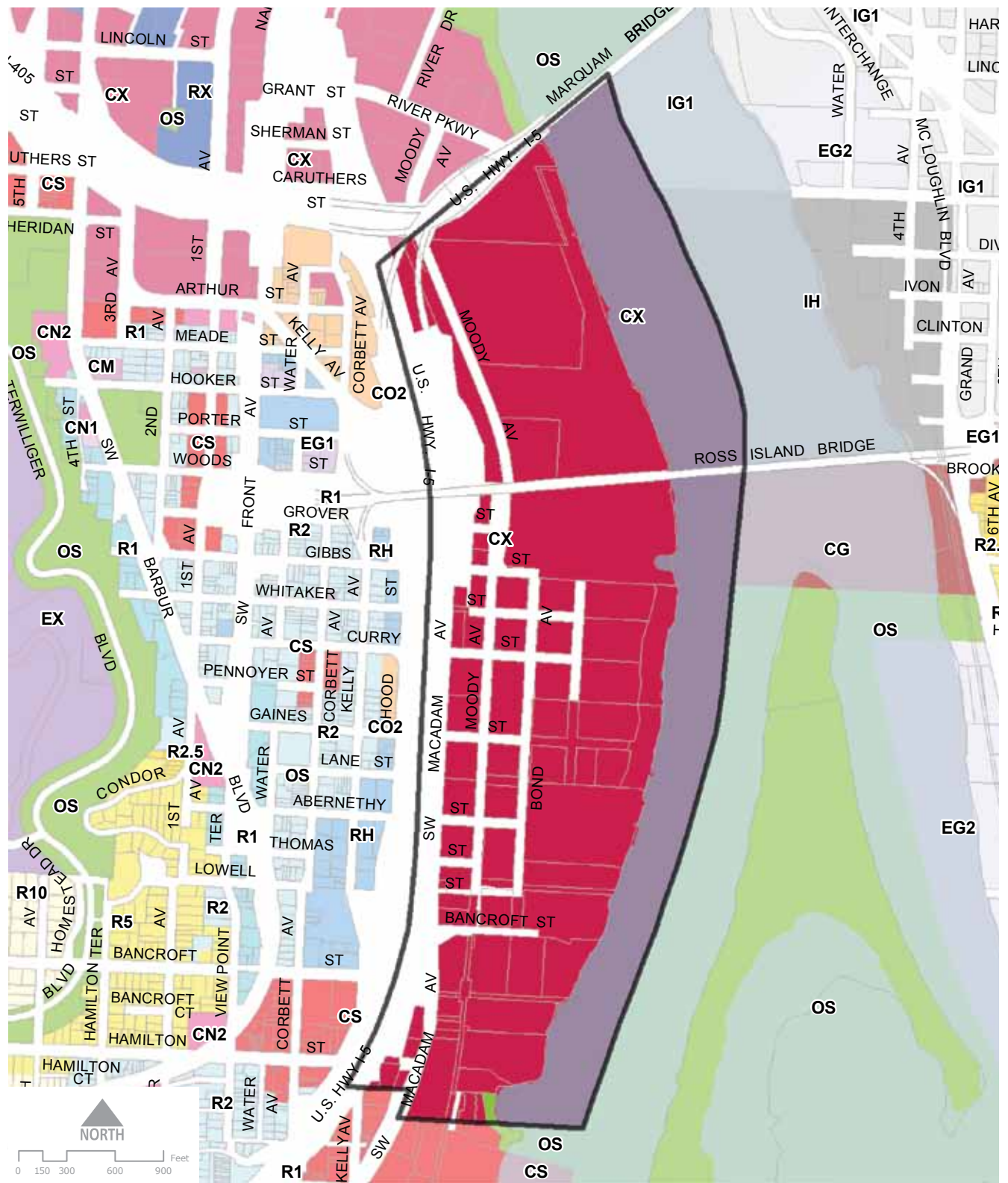
As in most Central City subdistricts, base zone regulations are superseded by zoning provisions specifically tailored to the area. In this case, the desire of the *South Waterfront Plan* was to create a high-density district with an exceptional urban form: tall, thin, buildings that allowed for visual permeability; significant parks and open space network; and wide-public greenway, among other goals. As a result, Zoning Code provisions and design guidelines have been created for this subdistrict that:

- Establish a 100-foot greenway setback and provide incentives for larger setbacks and improvements, allowing for expanded public access and use of the greenway
- Protect views to and through the district
- Allow greater building height and floor area ratios in exchange for contributions that support an expanded public open space system in the district
- Allow greater floor area ratios when large housing units are developed to ensure diverse housing is created in the district
- Prohibit "big box" development while encouraging neighborhood-serving retail and uses that support and expand the public realm
- Strengthen the relationship between the built and natural attributes associated with the district and create a vibrant urban form





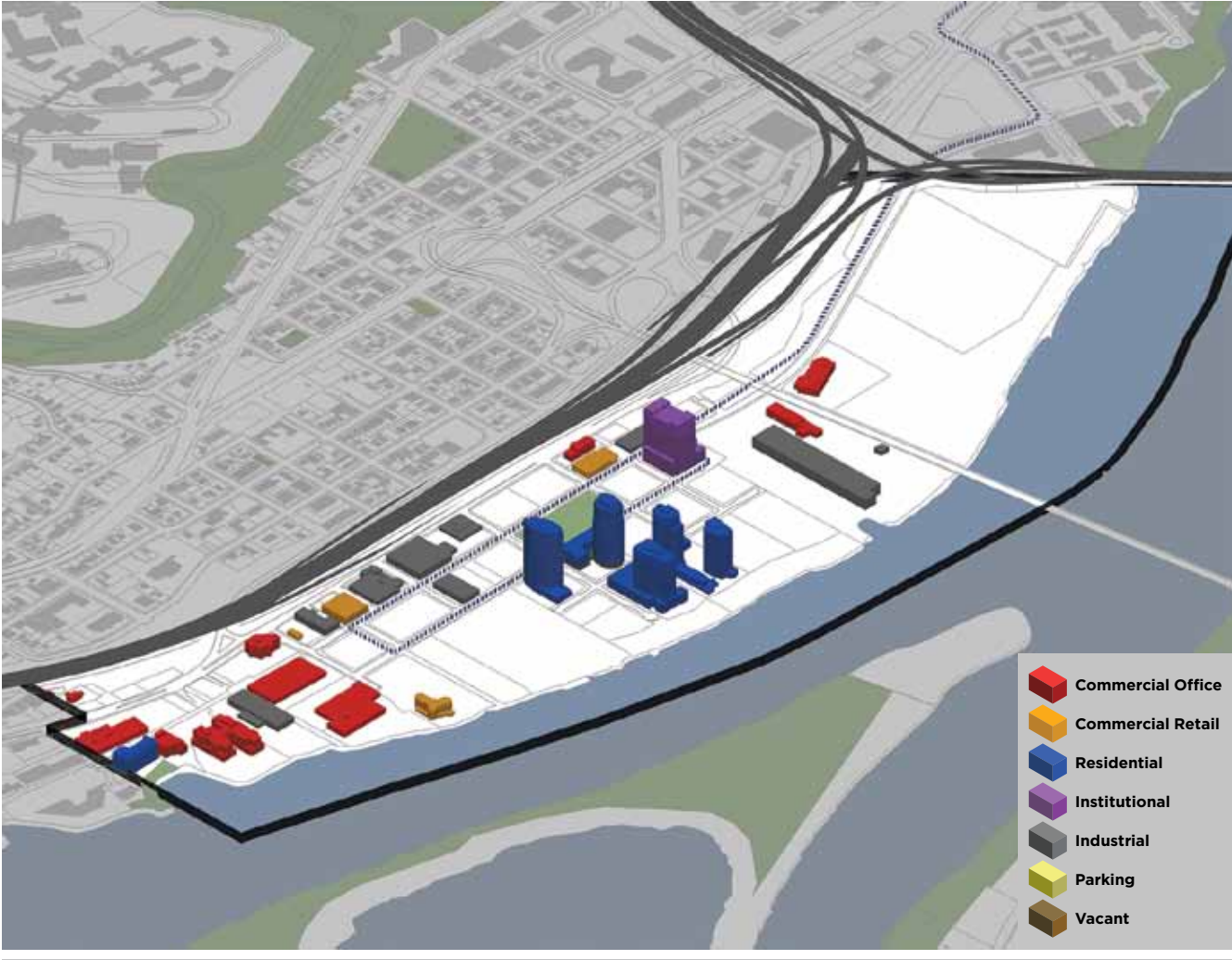
## South Waterfront Zoning



June 30, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

South Waterfront Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Graph 7.1: South Waterfront Existing Building Uses

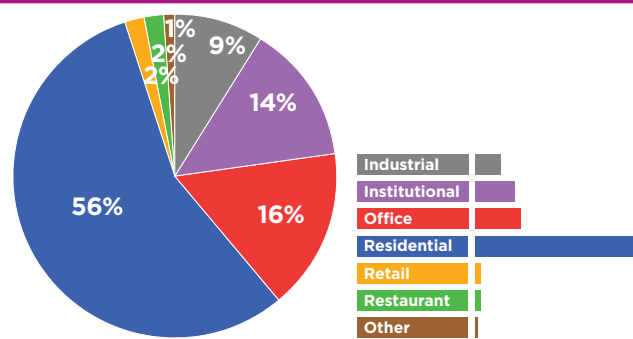


Table 7.2: South Waterfront Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	277,583	9.1%
Institutional Uses	443,724	14.5%
Office Uses	489,963	16.0%
Residential Uses		
Multi-family	1,700,415	55.5%
Single-family	0	0.0%
	1,700,415	55.5%
Retail Uses	75,995	2.5%
Restaurant Uses	46,140	1.5%
Other Uses	31,623	1.0%
Total Developed Sq. Footage	3,065,444	100.0%

## Existing Uses

In 2008, the Bureau of Planning inventoried the various land and building uses within the Central City. Staff conducted visual inspections of all buildings in the South Waterfront and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses in the subdistrict. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

As recent South Waterfront plans are implemented, the formerly industrial land uses are changing rapidly. The area north of the Ross Island Bridge is at present largely vacant. However, it is within this area that OHSU is planning to develop a new 19-acre educational campus and also where a new light rail connection to Downtown and the east side of the Willamette River soon will be built.

South of the Ross Island Bridge are the Zidell Marine barge building facilities and OHSU's Center for Health and Healing, which combined provide approximately 1,100 jobs. The southern half of the district also contains all of the nearly 2,000 housing units developed there, which include a collection of neighborhood-serving retail and service uses, the new neighborhood park, and the publicly accessible section of the greenway.

The City's 2008 inventory of land and building uses in the Central City estimated that most of the developed building area in South Waterfront is residential (56%). The remaining major uses include industrial (15%) and office (16%). It is likely that as the area continues to mature and change there will be an even greater mix of uses.

South Waterfront has over 120,000 square feet of developed retail space, yet only a few thousand square feet of this is currently occupied. Existing retailers include a small market, dry cleaners, and a number of small restaurants and cafes. It is expected that as more people move into and work in the district a more vibrant retail environment will emerge, such as a grocery store and other neighborhood serving retail use. However, there is a limit to the amount of addition retail space that can be sustained by the district in the long-term and additional projects in the district will need to consider other ground floor uses beyond retail sale and services.

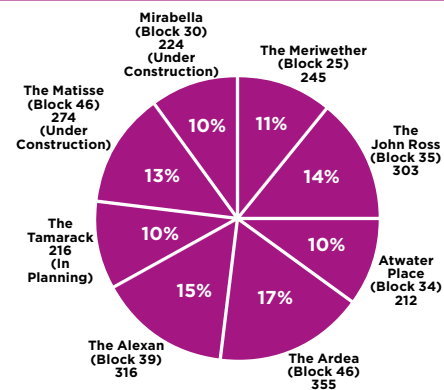
## Recent Development

Since the adoption of the *South Waterfront Plan* in 2002, this district has been rapidly transforming from a former industrial district to one of Portland's newest and fastest growing mixed-use neighborhoods. About 2,000 housing units already have been developed, and more than 1,000 jobs were added to the South Waterfront with the development of OHSU's first building in the district.

Most of this development has occurred in an area referred to as the "central district," which is subject to a development agreement between the Portland Development Commission (PDC), the City, and two investment groups involving Williams and Dame Development and OHSU. This development agreement has spearheaded many of the public amenities that have been built and has also resulted in the development of one of Portland's greenest neighborhoods, as all buildings in the central district must earn at least a LEED Silver Certification. OHSU's first building earned a Platinum Certification, the first in the United States for a building of this type and size.

Other development activities occurring or about to occur include, the expansion of streetcar and light rail, the Gibbs Street Pedestrian Bridge, Caruthers Park, and Phase I of the *Greenway Development Plan*. Plans are also emerging for the northern half of the district that build upon OHSU's 19-acre *Schnitzer Campus Plan* and the planned alignment of the Portland-Milwaukie Light Rail line.


**Graph 7.2: South Waterfront Major Residential Projects: Share of New Units 2006–2009**







Some examples of recent development in the rapidly transforming South Waterfront are show here.

Residential	
	<b>The Meriwether Towers</b> 3601 SW River Parkway
Year built or proposed to be built	2006
Developer/owner	Gerding Edlen (D); Williams and Dame Development (D)
Number of units or square feet	21 Floors East Tower; 24 Floors West Tower
Use	Retail on ground floor; condominiums on top; two levels of underground parking
Average rent or sales price	
Result of planning effort or private plan	Private
Unique features	The aerial tram connects the River Blocks to Oregon Health & Science University and the Portland Streetcar provides access to downtown. LEED Gold certified
Photo	The Jackson Group at Realty Trust

Commercial/Industrial	
	<b>Oregon Health &amp; Science University (OHSU) Center for Health and Healing</b> 3303 SW Bond Ave
Year built or proposed to be built	2006
Developer/owner	Gerding Edlen (D)
Number of units or square feet	16 Floors; Building sq. ft. 400,000
Use	Eight stories devoted to physician practices, surgery and imaging; Three stories house a health and wellness center; Four levels are dedicated to education and research activities; Ground level has retail
Average rent or sales price	Project cost: \$140 million
Result of planning effort or private plan	Private
Unique features	LEED Platinum certified
Photo	Gerding Edlen Development

Residential	
	<b>Riva on the Park</b> 650 SW Gaines Ave
Year built or proposed to be built	2009
Developer/owner	Trammell Crow Residential
Number of units or square feet	316 units
Use	22 stories, rental residential units
Average rent or sales price	\$990–\$4,950 per unit
Result of planning effort or private plan	Private
Unique features	First rental building in South Waterfront; LEED Gold certified
Photo	Ankrom Moisan Associated Architects

Residential	
	<b>The Tamarack</b>
Year built or proposed to be built	2010 (proposed)
Developer/owner	Williams and Dame (D)
Number of units or square feet	216 units
Use	5 stories, rental affordable residential units
Average rent or sales price	unknown
Result of planning effort or private plan	Public/private
Unique features	Five floors, wood frame construction, affordable housing project
Photo	Ankrom Moisan Associated Architects

## Transportation

South Waterfront is at the southern end of the Central City, with access limited by the Willamette River on the east, the I-5 freeway to the west, and a large undeveloped parcel in the northern half of the district. Several major capital improvement projects have been identified to improve automobile access as the district develops.

The recent *North Macadam Transportation Strategy* developed a plan for multimodal transportation projects to accommodate future development within the North Macadam Urban Renewal Area (URA), which includes the South Waterfront. The projects included all modes: pedestrian and bicycle, transit, and motor vehicle. In each mode, projects were categorized by priority level (high, medium or low) based on analysis and input advisory committees. Some of the highest priority projects include the South Waterfront Willamette Greenway Trail, pedestrian connections, bike parking, transit improvements and service hours, and many road realignments, replacements, and extensions to improve portal access into South Waterfront.

Mode split indicates the primary means people use for travel. In the South Waterfront many people use driving alone as their primary mode of transportation for work. The mode split chart shows that driving alone and transit are the most heavily used modes in the subdistrict. Certainly the access to the Portland Streetcar and Aerial Tram are major assets for transit users in the subdistrict.

### Automobiles and Streets

South Waterfront has a constrained transportation system. Not many streets have been built according to the full plans for development; and at present only SW Macadam Avenue has significant traffic volumes, at between 30,000 and 40,000 cars traveling through per day on average. Automobile access to the South Waterfront is very limited, with Moody Avenue from the north and Macadam Avenue from the south serving as the major access portals. As the subdistrict continues to grow, however, auto congestion is projected to increase significantly and capacity increases will be necessary at both its north and south portals.

South Waterfront has almost no crashes occurring within its boundaries in recent years. The only noteworthy crashes with injuries occur along the I-5 corridor and mainly involve only automobiles.

## Parking

The parking for auto users is sufficient, with roughly 3,300 spaces. Only about 100 of those are on-street spaces. The majority of off-street parking is for residential or OHSU uses.

## Bicycles, Transit, and Pedestrians

South Waterfront in many ways is ideally positioned and planned for bicycle, pedestrian, and transit uses. Recent bike-lane striping and the development of the planned Willamette River trail, along with proximity to Downtown, should create a highly attractive environment for bicyclists. Likewise pedestrians will have access to the trail, and, when fully built out, an ideal pedestrian environment with wide sidewalks, short blocks, and active ground floor uses. There are currently still some problem areas for bicyclists and pedestrians, including access to and from the Ross Island Bridge.

The area is well served by transit, with the Portland Streetcar, aerial tram linking to Marquam Hill and OHSU, and buses serving the area. Future projects include the Portland-Milwaukie light rail, an extension that will link Downtown, through the subdistrict, and across the river. The 200-foot block pattern is being continued in the district, creating the same attractive pedestrian and bicycling environment that is found in other parts of the Central City.

## Freight

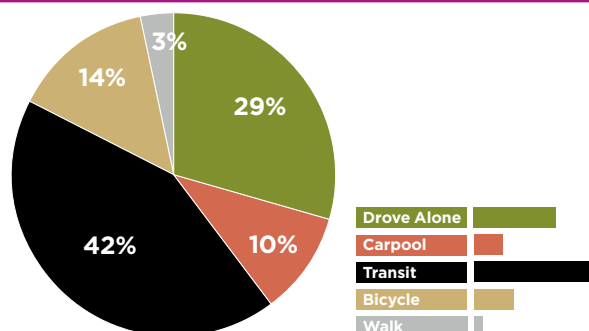
Freight within South Waterfront is mostly of a local nature. However, the western boundary to the area is Interstate 5, which serves as the major freight route along the west coast.

## Transportation Demand Management

There is currently no TDM program in South Waterfront, but the Transportation Options division is currently working with property owners to develop the framework for a residential TDM program.



**Graph 7.3: South Waterfront Transportation Mode Split: 2008**



Source: PBOT 2008 Transportation Surveys (non-scientific)

Note: The data found in this graph is derived from a PBOT non-scientific transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

**Table 7.3: Transportation in South Waterfront**

STREETS	Highest Average Daily Trips	Macadam (30–40K); Ross Island bridge >50K
	Total	13,638 feet
PARKING	On-street Free Parking Spaces	18
	On-street Metered Parking Spaces	309
	Surface Lot Parking Spaces	1,729
	Structured Lot Parking Spaces	3,065
	Surface/Structure Parking Spaces	0
	Total Parking Spaces	5,121
	Surface Parking Lot Area	17 acres
BIKE	Bike Lanes	1.3 miles
TRANSIT	Light Rail Lines*	0.0 miles
	Other Transit Lines	Aerial Tram; 1.25 miles (streetcar)
	No. of Bus Routes**	7
PEDESTRIAN	General Block Size	1.6 acres or 69,696 square feet
FREIGHT	Busiest Freight Route***	Macadam

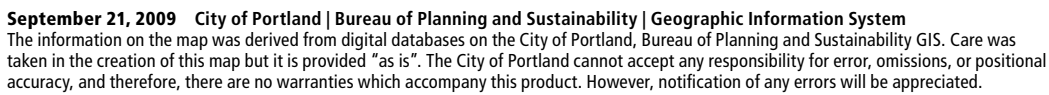
\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

\*\*\* Listed are streets with highest TSP freight classification.



## Current Conditions



## Willamette Riverfront

South Waterfront's 6,500 linear feet of riverfront is by this point entirely man-made and has evolved as a result of fill and other activities associated with the district's river-dependent industrial past. These activities, many of which date back more than 100 years, destroyed prior existing wetlands and riparian habitat that supported salmon and other fish populations and native wildlife. These activities also resulted in the creation of brownfields and bank conditions that are not well suited to naturalization.

To improve these conditions many efforts have been and are being made, including the *River Plan* (discussed in detail in *Chapter 1* of the *Profiles*). Most important among the efforts in the South Waterfront subdistrict has been the 2002 *South Waterfront Plan*.

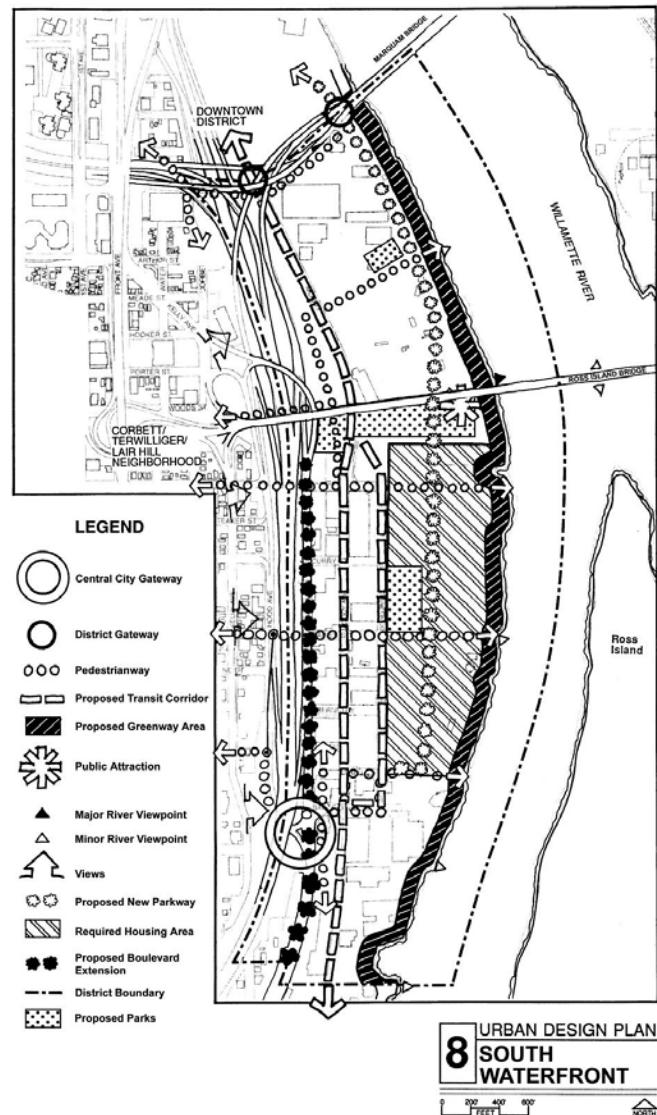
The *South Waterfront Plan* established more aggressive policies, regulations, and design guidelines for this stretch of the Willamette Greenway than had previously been adopted elsewhere in the City, for several reasons including the following:

- The Willamette is designated as critical habitat for Chinook and Coho salmon
- The Willamette provides important habitat for other species including rainbow/steelhead trout, Pacific Lamprey, beaver, river otter, bats, red-legged frog, western pond turtle, and
- The Willamette, as part of the Pacific Flyway is utilized by over 100 resident and migratory bird species including iconic species such as great blue heron, osprey, Peregrine falcon, and bald eagle.

Specifically the 2002 *South Waterfront Plan* established:

- a 100-foot greenway setback,
- incentives to create an even greater than 100-foot setback and better "bank conditions" (adopted into the Zoning Code),
- impervious surface limitations, and
- a comprehensive set of regulations guiding habitat enhancement.

These new provisions were intended to significantly improve the riverbank habitat conditions in the district as well as provide for expanded and improved public access along the Willamette River. Furthermore, new design guidelines were adopted for the district as an attempt to enhance the relationship between the built and natural environment.



This Urban Design Plan from the 1988 Central City Plan shows the proposed greenway area along the entirety of South Waterfront.

However, the most significant change to how the City regulates and encourages greenway improvements resulted from a City-initiated project that created the *South Waterfront Greenway Development Plan* (GDP) in 2004. The GDP was developed over the course of two years with the participation of federal and state agencies, district land owners, and other stakeholders groups. It resulted in a holistic plan for the enhancement of the entire South Waterfront greenway as one comprehensive series of improvements. The GDP proposed a major habitat enhancement plan, a significant series of public trail improvements, and the creation of public interface areas allowing for passive recreation opportunities along the greenway.

South Waterfront Greenway Development Plan

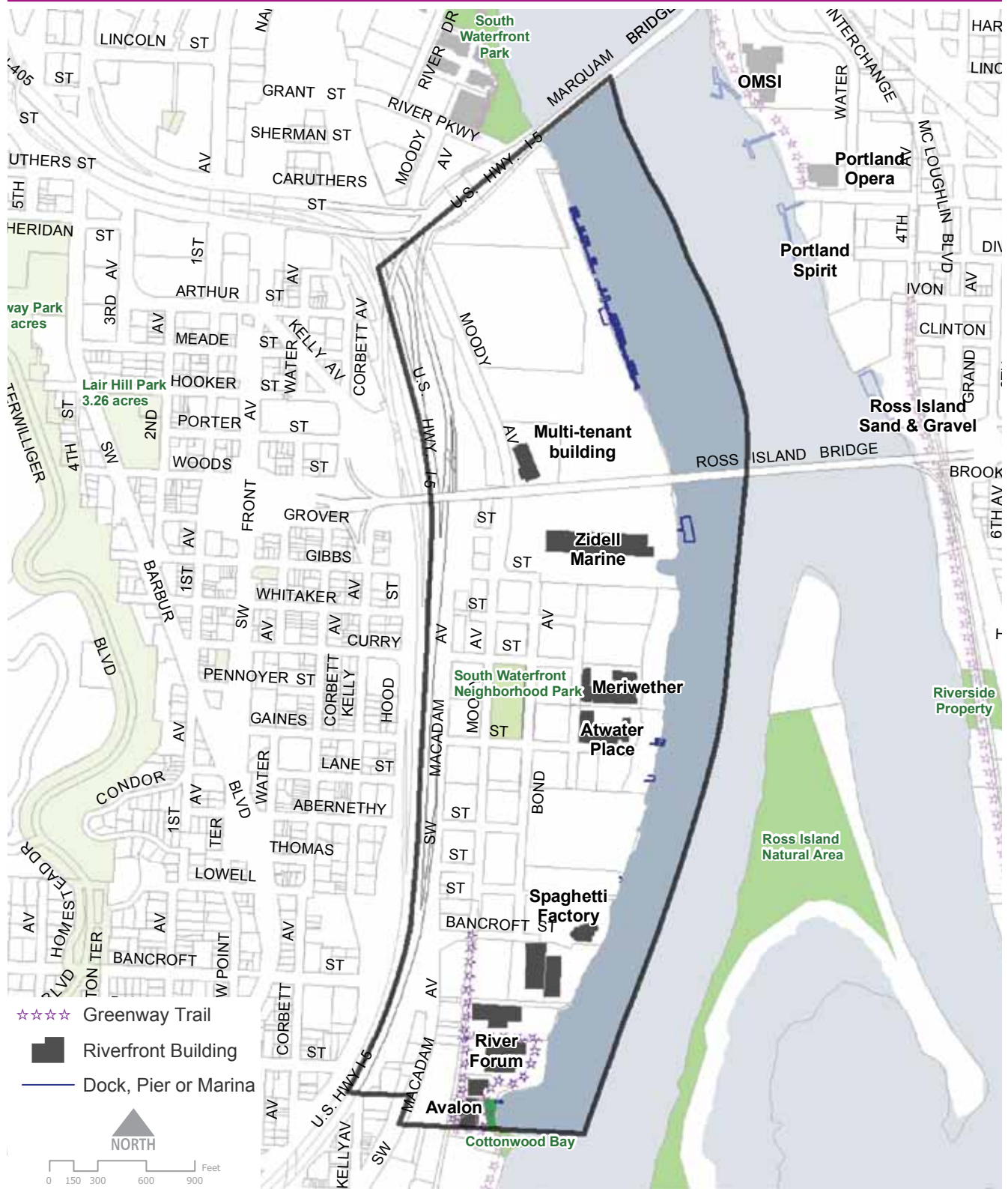


September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



## South Waterfront River-related Features

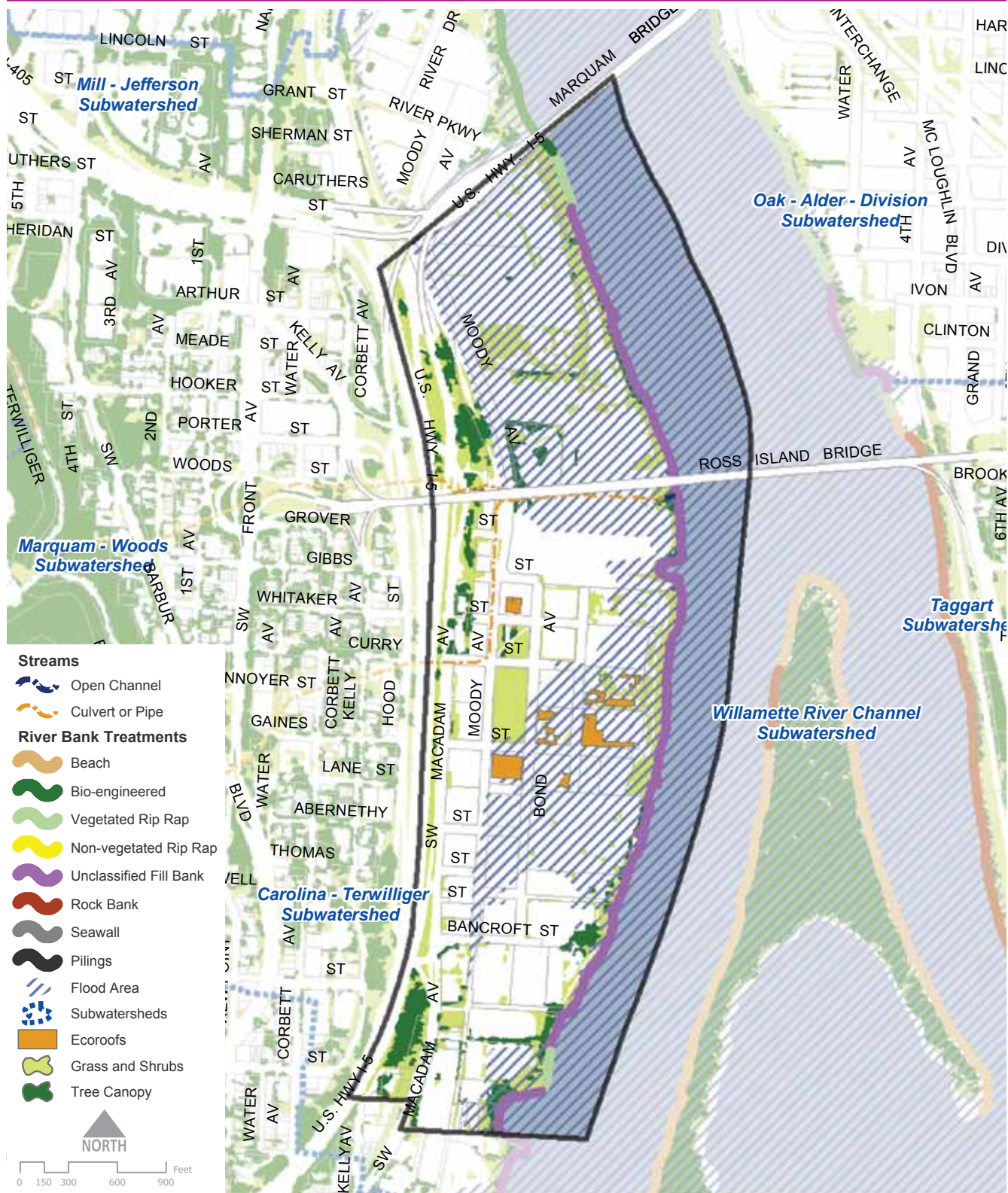


September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



South Waterfront Natural Resource Features



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

This plan has since been adopted as an option to making more standard improvements required by the zoning code. It also offers various incentives for those who choose to pursue making greenway improvements consistent with the GDP. The GDP and other greenway provisions were specifically crafted to develop programs consistent with Metro's Title 13 'Habitat Conservation Areas' and other state and federal regulations intended to protect, conserve and restore habitat conservation areas. The newly adopted *South Waterfront Design Guidelines* are also intended to implement the GDP.

## Upland Natural Resources

Upland natural resources are scarce in this subdistrict, and are similar to those found elsewhere in Central City. The subdistrict's landscaped areas, street trees and ecoroofs contribute to the urban forest which, in turn provides habitat for various species common throughout the Central City, such as raccoon and squirrel. Vegetation also provides important habitat for pollinators like bees and butterflies. Although predominantly tolerant bird species, such as pigeons, are found in the subdistrict, many others use the Willamette River as a migration corridor to and from the Columbia River and Pacific Ocean.

**Table 7.4: South Waterfront Characteristics 1997–2008**

	South Waterfront	Central City
Residents (2008 estimate)	1,900	34,400
Housing units (2008)	1,270	22,994
Affordable* housing units (2008)	0%	56%
Jobs (2006)	(See Downtown)	134,870
Jobs/residential population ratio (2008 estimate)	(See Downtown)	4:1
Change in crime rate between 1997–2007	–37%	–32%

\* Affordable = units that are restricted by tenant or income

## People

Because the South Waterfront area's recent development has occurred since the last US Census in 2000, there is a lack of accurate information on the demographics of the people who currently reside there.

## Housing

Development of housing in the South Waterfront area has been so recent that there is little accurate information on housing in the subdistrict. However, from City of Portland records we do know that 984 units for ownership have been developed and 1,161 units for rent have been developed or approved for construction.

**Table 7.5: South Waterfront Building Information**

Project	Total Units	Rental Units	Ownership Units
The Meriwether	245	0	245
The Atwater	212	0	212
The Mirabella*	224	0	224
John Ross	303	0	303
The Ardea	355	355	0
Riva on the Park	316	316	0
The Matisse	274	274	0
Tamarack**	216	216	0
Total	2,145	1,161	984

\* The Mirabella: Owners have an interest in a "unit" in this senior care building, but do not have a long term ownership of a specific condo or unit.

\*\* The Tamarack: Project has been approved via design review but is currently on hold due to funding issues.

## Jobs

Because job growth in South Waterfront has been so rapid and so recent, we are unable to provide accurate information on the numbers of jobs located in the subdistrict. OHSU is the major new employer in the area and it is estimated they have added around 1,000 new jobs to the subdistrict. The information that is available for 2006 is included with the *Downtown* section.

## Crime

According to the Portland Police Bureau, crime levels in South Waterfront have been fairly consistent since 1997, averaging 52 crimes each year, and even lower in the past three years. About 50 percent of the crimes taking place in 2008 were either larceny or vandalism offenses. Crimes occurring in South Waterfront represent only a very small share (not even one-hundredth of a percent) of crimes that occur in the Central City as a whole.



## Public Facilities and Services

### Schools

There are no public schools located in South Waterfront, and there are very few children living in the area. Children who do live in the area north of the Ross Island Bridge would attend: Chapman Elementary School (K–5), West Sylvan Middle School (6–8), and Lincoln High School (9–12). Children in the area who live to the south of the Ross Island Bridge would attend: Capitol Hill Elementary School (K–5), Jackson Middle School (6–8), and Wilson High School (9–12). Alternative schools include the Metropolitan Learning Center (K–12).

### Parks and Open Space

With the South Waterfront neighborhood development being so recent, none of the planned parks is complete, but construction on the South Waterfront Neighborhood Park is underway. It and the Central District section of the South Waterfront Greenway are the first of several parks and open spaces to be designed and constructed in the new and burgeoning District. The *South Waterfront Plan* (2002) envisions district parks working together to enliven the neighborhood and stimulate development activity in the area, and to provide for the needs of area residents.

Cottonwood Bay is the only completed, existing park space in the South Waterfront subdistrict. It is a small natural inlet less than one acre in size located at SW Hamilton Ct. (off Landing Dr.) and not an active public use area.

### Arts and Cultural Facilities

At this early point in its history as a non-industrial neighborhood, there are no permanent arts and cultural facilities located in South Waterfront. However, the area has already been the site of a series of art events held since 2008. Dancer and performing artist Linda K. Johnson organized the Artist in Residency (AiR) project. This project has brought photographers, writers, composers, sculptors, dancers and theater companies, as monthly guest artists, to create temporary works that responded specifically to this neighborhood and its concerns.



## Community and Social Services

### Neighborhood Associations

South Waterfront is within the boundary of the South Portland Neighborhood Association, and the boundary of the Southwest Neighborhoods Inc. (SWNI) coalition.

### Business Associations

Businesses in the South Waterfront subdistrict fall under the auspices of the South Portland Business Association, which also covers the Johns Landing and Lair Hill neighborhoods. Within the boundaries there are more than 500 operating businesses.

### Community and Other Organizations

South Waterfront has a neighborhood advisory group consisting solely of district residents who meet to discuss issues specific to South Waterfront.

### Social Services

There are no known social services located in South Waterfront. As the area continues to develop in the future, more services may develop to meet the needs of the residents in this rising mixed use neighborhood.



## FORECASTS AND GROWTH

### Metro Forecast

The most recent forecast prepared by Metro was in 2008, for the year 2035. It projects continued rapid housing development in the South Waterfront District, and that in 2035, more than 7,000 housing units will be located in the subdistrict. According to Metro's projections, that would represent roughly 13 percent of the total housing units in Central City. Additionally, by 2035 Metro projects as many as 14,965 jobs will be located in the district.

South Waterfront has seen more than 2000 residential units constructed since development began in 2004. For the district to meet Metro's 2035 forecasts, an average of just under 200 new housing units per year will need to be built for the next 25 years. Achieving Metro's job targets will depend largely on the pace of Oregon Health Sciences University's development of the Schnitzer Campus in the northern part of the district, which is expected to start by 2014.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.*

**Table 7.6:**  
South Waterfront Metro Forecast  
Household Growth 2005-2035

	South Waterfront	Central City
2005	267	17,766
2035	7,101	51,794
Growth	2,559%	192%
Net Increase	6,834	34,028

**Table 7.7:**  
South Waterfront Metro Forecast  
Employment Growth 2005-2035

	South Waterfront	Central City
2005	6,361	150,479
2035	14,695	224,891
Growth	131%	49%
Net Increase	8,335	74,412

### Redevelopment Capacity

The City's 2007 *Central Portland Development Capacity Study* looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this study for South Waterfront are shown on the next page.

South Waterfront is unique among Central City subdistricts in that large sections of the district remain either vacant or contain properties that are redevelopable. As a result, fully 90 of the 130 acres of buildable land in the district have been determined to be redevelopable. This is unique among other subdistricts in the Central City, although half of these redevelopable lands are currently being planned for future residential and institutional land uses.

## Identified Potentially Redevelopable Sites (2007)



Table 7.8: South Waterfront Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	128.9	4.1	90	21.6	33.3	25.0	10.8	1.3	9.3	10,146
Mixed Employment	0.0	0	0	0	0	0	0	0	0	0
Open Space	0.3	1	0	0	0	0	0	0	0	0
Residential	0.0	0	0	0	0	0	0	0	0	0
Right-of-way/River	113.9	0	0	0	0	0	0	0	0	0
Totals	243.1	4.1	90	21.6	33.3	25.0	10.8	1.3	9.3	10,146



## UNIVERSITY DISTRICT



## SNAPSHOT OF PLACE

**H**ome to Portland State University (PSU), the University District forms the southwest edge of Central City — tucked in by hills to the southwest and separated from adjacent neighborhoods by the I-405 freeway. University and university-related functions dominate activity in the district. However, outside the core campus area, a mix of other uses exists.

Steady growth in student population in recent years has been met by the construction of several new university buildings for academic programs, student housing, and a new recreation center. With more than 29,000 students, Portland State is now Oregon's largest university by enrollment. Transit service to the University District has also improved significantly with the addition of the Portland Streetcar in 2001 and the addition of MAX light rail on 5th and 6th Avenues which began service in fall 2009.

University District Subdistrict







## Location

The University District includes 93 acres bounded by SW Market Street to the north, SW 4th Avenue to the east, and I-405 to the south and west.

## Evolution of the Subdistrict

What is now the University District was first **settled in the late 1800s** as part of a larger South Portland area, **predominantly by Italian and Jewish immigrants**. The primary business district for this neighborhood was southeast of the University District, along Front Street and First Avenue between Arthur and Sherman Streets, with ready access to social and religious gathering places. For Italian immigrants, a community focus in the district was the Church of St. Michael the Archangel on SW 4th Avenue, constructed in 1901. St. Michael was designed by noted architect Josef Jacobberger and features stained glass windows by Portland's Povey Brothers. It was designated as a local historic landmark in 1972.

The downtown Park Blocks of the original street layout for Portland extended into this area, and at the turn of the century the adjacent streets were **almost exclusively residential**, built out with full-block mansions interspersed with smaller homes and the occasional duplex, church and school.

After the Lewis and Clark Exposition of 1905, the district began to substantially change as the City's population doubled in the 1910s and 1920s. As well-heeled residents along the Park Blocks moved further west, mansions gave way to apartment buildings, boarding houses, commercial and civic enterprises. The Harrison Court Apartment building on SW

5th Avenue, constructed in 1905, is distinctive as an unusual example of an early 20th Century wood-frame apartment building. It was divided into two separate sections with separate entrances for men and women, and was reportedly first occupied by single people and widows. By the late 1920s and early 1930s, houses became flats or were demolished to construct apartment buildings, typically four- to seven- stories tall.

**The neighborhood continued to grow**, and it was into its varied mix that the **universities' uses were introduced in the late 1940s**. Portland State University originated as a group of schools for the influx of veterans returning from World War II, and was located near Vanport, the temporary housing built for them in North Portland. The move south was precipitated by the Vanport flood of 1948, in which the school's original buildings were lost. What had been Lincoln High School was acquired the year after the flood by the then-named Portland State College, becoming the first building on what is now the PSU campus. It remains today as Lincoln Hall.

While this area was changing into a **university-oriented part of Central City**, the eastern portions of the neighborhood were undergoing another sort of major change, that of "urban renewal." Immediately east of the University District's boundaries, a post-World War II, large-scale redevelopment project greatly altered the appearance of the area. The South Auditorium Project was bounded by SW Market Street to the north, Harbor Drive to the east, Arthur Street to the south, and Fourth Avenue to the west. The project got its name from the Civic Auditorium immediately to the north. Renovation of that building, built in 1917 as the Portland Municipal Auditorium, was also being carried out in the 1960s.



The South Auditorium Project involved virtually razing the existing neighborhood and community of Italian and Jewish immigrants to make way for a system of super blocks and modern towers relieved by pedestrian ways, parks and tree-lined boulevards.

The University District, although not explicitly a part of this urban renewal project, shares much of the social and architectural history of the area, and as a directly adjacent neighbor also undergoing change at the time, was affected as such by the mega-scaled razing and rebuilding to the east. Urban renewal specifically affected the University District area as well. In 1964, **special urban renewal funding earmarked for universities** was dedicated to acquiring additional land for the Portland State College campus. The City Council approved the demolition of non-university buildings in the area to make way for new university buildings. Several buildings were too expensive to buy, and some apartment buildings were converted to student housing. The project led to the relocation of hundreds of residents and dozens of businesses. A major part of the project was the redesign of the six Park Blocks between SW Park and 9th Avenue and SW Mill and College Street, with the goal of making the park area more user-friendly. The redevelopment paved the way for the expansion of Portland State College to grow into Portland State University.

The **University District has continued to grow** after the urban renewal period of the 1960s, and enrollment at the university has expanded to what is now the largest university in the state. The South Park Blocks are still the heart of the district and the University, with full-block academic buildings fronting on them. This largely pedestrian environment is the part of the district with the most traditional collegiate feel. A few blocks to the east, between SW Broadway and SW 4th Avenues, the district's character is far more mixed. There are still many university buildings, including several imposing parking structures. But the urban fabric is the same 200-foot grid found throughout most of Downtown Portland.

More recent development in the University District includes some smaller, quality public open spaces, such as the Urban Center Plaza at SW 6th Avenue and SW Mill Streets, through which the streetcar line runs diagonally on its route from South Waterfront north to Downtown and the Pearl District. This is a university growing within a preexisting urban

context. A significant presence of non-university uses, heavy automobile through traffic, streetcars, buses, and the new southern extension of the MAX light rail combine to give this area a very different and rapidly evolving character from the core campus on the Park Blocks. PSU is currently undertaking a master planning process to create the University Development Framework to guide how best to grow within these urban limitations.

## Planning History

The *Downtown Plan* (1972) — designated the area around Portland State as two distinct planning districts and differentiated between the campus area west of SW Broadway and the more mixed-use, commercial and housing area between SW 4th Avenue and SW Broadway south of Market. This area was seen as university-supporting, but not university-dominated, and was suggested as a possible location for peripheral parking facilities near I-405 to serve the greater downtown area.

**Table 8.1: University District Plans**

Plan	Year	Agency
<i>Downtown Plan</i>	1972	BOP
<i>Central City Plan</i>	1988	BOP
<i>University District Plan</i>	1995	BOP
<i>PSU Facilities Plan</i>	2000	PSU
<i>University Development Framework</i>	In progress	PSU

The *Central City Plan* (1988) did not include a separate, formal subdistrict for the University District. The area including Portland State was included in Downtown. However, the plan did acknowledge the important role of the University within Downtown, and suggested strengthening Portland State University. The plan suggested establishing a special district for the University area within the next five years. The plan also suggested improving pedestrian and transit connections between the University and the rest of Downtown. Montgomery was suggested as a pedestrian way from west of I-405 all the way to the Willamette River.

The *University District Plan* (1995) formalized the University District as an official subdistrict of the *Central City Plan*. Policies included creating a distinct identity, linking open spaces, bringing light rail transit to the district, adding housing units, creating business opportunities and improving pedestrian connections.



## Historic Buildings

A signature historic building in the district is the Benson House, built in 1900 for timber baron and hotelier Simon Benson, a business man who played a defining role in shaping Portland's development in the 19th Century. The ornate Queen Anne style building was moved from its original location at SW 11th Avenue and Clay Street to the PSU campus in 2000, following a long period of decline and neglect as a multi-family residence. It was rehabilitated as a rare example of a building type and style once prevalent in Portland's West End. It now houses the PSU Alumni Association and Visitors Center.

The Fruit and Flower Day Nursery, today known as the Helen Gordon Child Development Center, was built in 1928 for the charitable Fruit and Flower Society. It was designed by Sutton and Whitney Architects in the Georgian Colonial style. The charity was first organized in 1885 by eight young girls as the Children's Flower Mission, delivering flowers and food to shut-in persons. The Society later reorganized and broadened its mission to include a day nursery for working parents. During World War II, many of the families served were defense workers. The childcare mission is continued today, although the Fruit and Flower Day Nursery moved in 1972 to a new building in northwest Portland. By then most of the families using the nursery were students.

Although much of the district was redeveloped during the mid-20th Century to accommodate the growth of PSU, there are a number of remaining historic resources in the area that together represent important aspects of the area's architectural and social history. PSU owns several historic buildings, including the aforementioned Simon Benson House and the former Fruit and Flower Mission, both listed in the National Register of Historic Places. PSU also owns one of the oldest buildings in the area, the 1873 Queen Anne style landmark at 1632 SW 12th Avenue, constructed in 1873 for Robert Howard, a pioneer banker and realtor who emigrated from Louisiana in 1871. Today it houses the University Honors Program.

A small part of the University District is included in the South Park Blocks Urban Renewal Area (URA). Created in 1985, the South Park Blocks URA was intended to improve the business environment while creating new and renovated open space for downtown residents, workers and visitors. The URA expired in 2008 and will no longer be able to issue new debt for projects after the current resources are allocated in the next few years.

Much positive change has come to the University District, and many of the goals of previous planning efforts have been realized or are in the process of being addressed. For instance, Action #U1 was the

creation of an "Urban Center" building and plaza that would have "active uses" to "give life to the Plaza." This has been accomplished. Many of the 17 other recommended actions also have occurred (bringing light rail transit and streetcar operations through, developing an "outdoor art walk") or are currently underway (making Montgomery Street a "green street," or "linear botanical garden and walkway," as the Plan described it "linking the District with the Willamette River, West Hills and Forest Park"). (A comprehensive list of action items and their status can be found in the appendix).



## CURRENT CONDITIONS

### Land

#### Zoning

The zoning in the University District is comprised of three base zones:

**Central Commercial (CX)** makes up most (68%) of the developable land in the University District. CX is intended to be a primarily commercial-use zone but also allows a wide range of other uses including, government, institutional, cultural, and residential.

**Central Residential (RX)** is the highest intensity residential zone in Portland and allows for (and actually, through minimum densities, requires) dense residential development. It is concentrated primarily on the blocks between SW 4th Avenue and SW 5th Avenue at the western edge of the district and along SW 12th Avenue near the West End. The RX zone does not allow significant non-residential development. This could be problematic as the University continues to grow within the district.

**Open Space (OS)** — the South Park Blocks represent the only Open Space zoning in the University District. There are two smaller open spaces (a small greenspace and the Urban Center Plaza) along SW Montgomery Street on both sides of the intersection with SW 6th Avenue, but these spaces are not zoned as Open Space.

The base floor area ratio in the district is 6:1; up to 9:1 may be achieved through a variety of bonus and transfer programs. Maximum building height is limited to 125 feet (bonuses may be used to reach 200 feet) in the majority of the district. Buildings up to 300 feet are allowed at the north end of the district along the south side of Market Street between SW 4th Avenue and SW Broadway. Along the South Park Blocks, heights are restricted to 100 feet, but this limit may be exceeded if proposed buildings can demonstrate that they will not shade the park blocks more than would a 100-foot building. The restriction encourages buildings with shorter massing along the Park Blocks and taller components on the eastern edge of the sites, away from the park spaces.

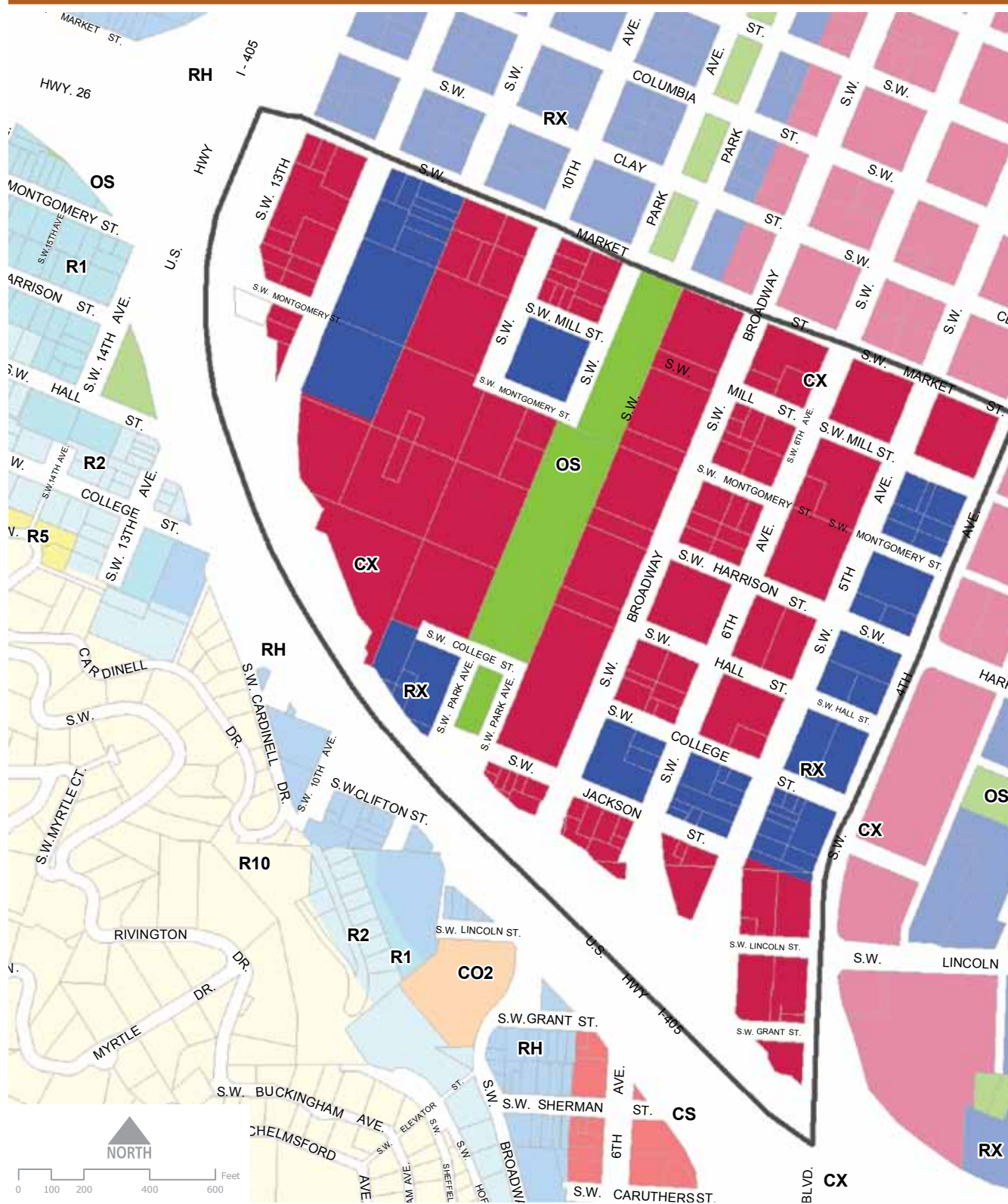
**Table 8.2: University District Zoning**

Zone	University District Acres	Percent of University District	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	37.5	67.6%	668.9	5.6%	1,036.3	3.6%
Open Space (OS)	5.3	9.5%	66.2	8.0%	15,186.9	0.0%
Central Residential (RX)	12.7	22.9%	102.8	12.4%	214.3	5.9%
	55.5	100.0%				

*Note: River and right-of-way acres are not included.*



## University District Zoning



June 30, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

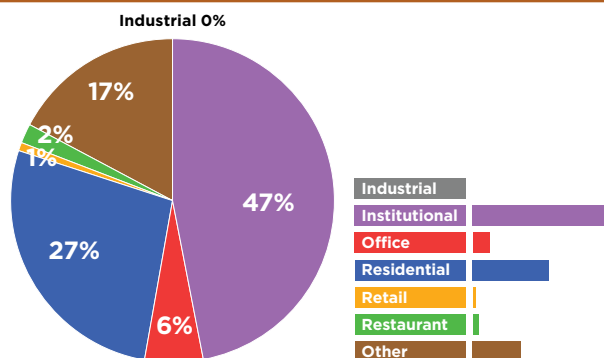
## University District Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 8.1: University District Existing Building Uses**



**Table 8.3: University District Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
<b>Industrial Uses</b>	0	0.0%
<b>Institutional Uses</b>		
College	2,052,608	46.8%
Daycare	6,370	0.1%
Medical center	0	0.0%
School	0	0.0%
Utilities	0	0.0%
Other	8,394	0.2%
	2,067,371	47.1%
<b>Office Uses</b>	253,516	5.8%
<b>Residential Uses*</b>	1,174,462	26.8%
<b>Retail Uses</b>	35,999	0.8%
<b>Restaurant Uses</b>	100,854	2.3%
<b>Other Uses</b>	753,938	17.2%
<b>Total Developed Sq. Footage</b>	<b>4,386,140</b>	<b>100.0%</b>

\* Includes student housing



## Existing Uses

In 2008, the Bureau of Planning inventoried various land and building uses within the Central City. Staff conducted visual inspections of all buildings in the University District and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model, provides estimates of different types of uses in the subdistrict. The results of this calculation are not precise but do provide more up-to-date estimates of uses than previously available.

It is no surprise that the dominant uses within the University District are the institutional uses of Portland State University. There is also significant residential development in the University District, much of it student housing, but also other market rate, rental housing. Another major use in the subdistrict includes structured parking, which makes up about 16 percent of the total developed building area in the University District. Surface parking lots are also prevalent, particularly on the District's eastern edge between SW 4th and SW 5th Avenues.

Retail and restaurant uses have been increasing in recent years, as new university projects like the Urban Center and the Broadway Student Housing have included street-level retail. Currently, combined,

retail and restaurants make up roughly three percent of developed building area in the subdistrict. This is still proportionally low compared to Downtown or the River District, which have an estimated 10% and 14% of total built space in retail and restaurant uses, respectively.

There is an existing retail node at the corner of SW Broadway Street and SW College Street, where there has been new residential construction in recent years. Existing businesses cater to student needs and offer inexpensive dining, haircuts, coffee, sports bars, with a mix of chains and locally owned businesses.

## Recent Development


Six major projects were completed in the University District between 2002 and 2009, most on the PSU campus. As enrollment at PSU continues to grow, there will be more residential and commercial development in the area. The proposed Oregon Sustainability Center is one such project that will bring new focus to PSU, Portland, and Oregon for the project's goal of creating a completely self-sustaining building.


**Table 8.4: University District Recent Major Development Projects**


Development Name Address	Year Built/Rehabilitated	Number of Residential Units	Residential sq. ft.	Office/Other Commercial sq. ft.	Retail sq. ft.	Building sq. ft.	Site sq. ft.	Project Final Height
PSU Urban Center 506 SW Mill	2002			40,000	25,000	97,000	38,860	40'
Stephen E Epler Hall 1809 SW 11th Ave.	2003	130	17,000			17,751	9,700	65'
PSU Native American Student and Community Center 710 SW Jackson	2003			11,000			17,054	
The Broadway 1975 SW Broadway	2005	384	178,000	17,910	15,230	212,095	30,000	125'
St Mary's Academy Addition 1615 SW 5th Ave.	2005			16,500		125,609	40,510	62'
PSU Academic and Student Rec Center 1800 SW 6th Ave.	2010			179,552		179,552	46,000	110'

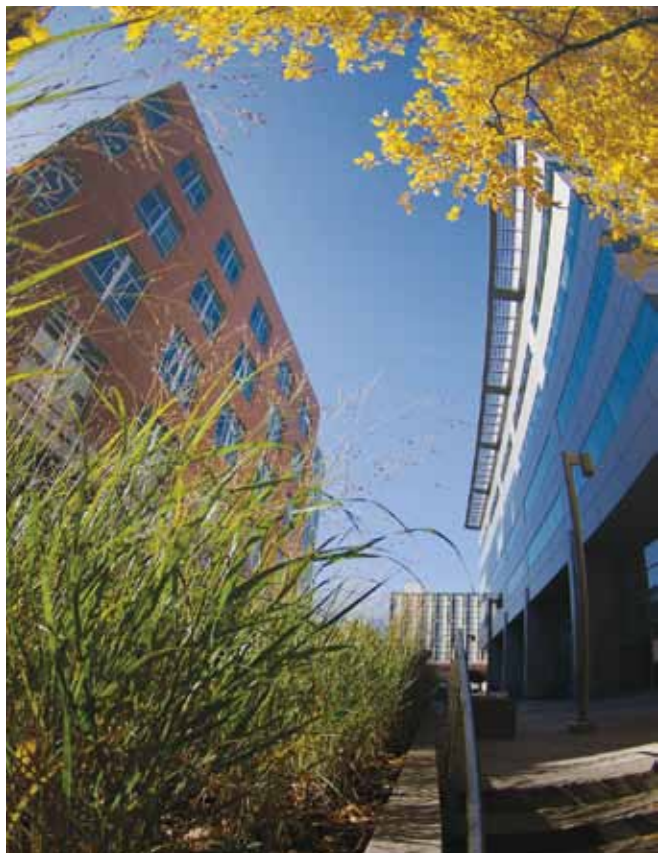


Some examples of recent development in the University District are shown here.

	Residential
	<b>The Broadway</b> 1975 SW Broadway
Year built or proposed to be built	2005
Developer/owner	Portland State University
Number of units or square feet	384 units, 212,095 sq. ft. total
Use	ground floor retail, upper levels residential
Average rent or sales price	N/A
Result of planning effort or private plan	private
Unique features	eco-roof, double occupancy studios
Photo	Josef Lotz. Portland State University

	Institutional/Commercial
	<b>Urban Center</b> 506 SW Mill
Year built or proposed to be built	2002
Developer/owner	Portland State University
Number of units or square feet	97,000 sq. ft.
Use	Ground floor retail, institutional use above
Average rent or sales price	N/A
Result of planning effort or private plan	private
Unique features	Sustainability: redesign of the HVAC and electrical systems, the overall energy costs are reduced by \$23,000 per year, intersection of MAX green line and Portland Streetcar

	Institutional
	<b>PSU Recreation Center</b> 1800 SW 6th Avenue
Year built or proposed to be built	2010 (under construction)
Developer/owner	Portland State University
Number of units or square feet	179,552 sq. ft.
Use	Retail, City uses, and University recreation and teaching space
Average rent or sales price	Project cost: \$71 million
Result of planning effort or private plan	Public
Unique features	City archives and historic records housed in basement, City will also have use of the 5th floor
Photo	Yost Grube Hall Architecture



## Transportation

The presence of the Portland State University campus creates a unique situation in the University District, with many of the streets closed to vehicular traffic. This facilitates bicycle and pedestrian movement throughout much of the district. SW Broadway Avenue and SW 4th Avenue serve as the main routes to and from the I-405 freeway, which borders the district to the south and west. The Portland Streetcar crosses the district on SW Harrison, Market and Mill streets. The Transit Mall terminates at the south end of the district, providing bus and light rail links to the rest of the region.

Mode split indicates the primary means people use for travel. In the University District many people use transit as their primary mode of transportation for work; it is the most heavily used mode in the subdistrict. This can be attributed to the excellent

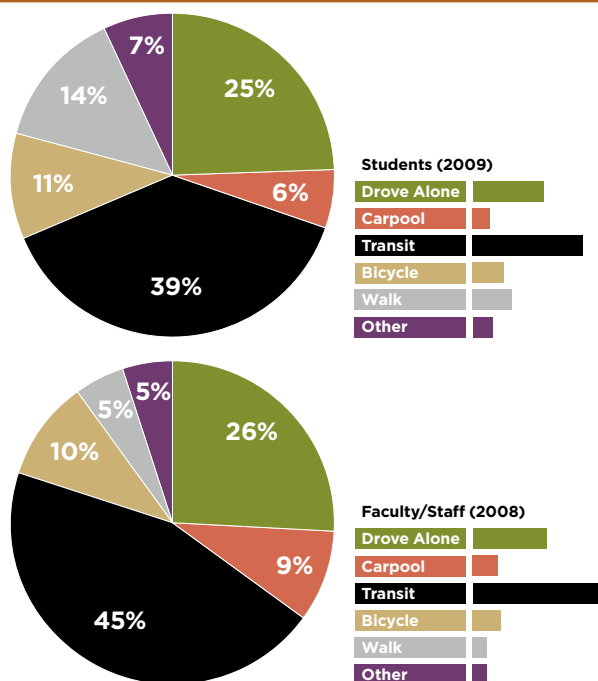
transit connections the area has, as well as the active role PSU has played in encouraging alternate modes besides the automobile.

### Automobiles and Streets

The University District is adjacent to I-405, which also serves as a portal for automobiles into the area and the greater Downtown. Three off-ramps from the freeway lead directly into the district, resulting in high levels of traffic on 4th 6th and SW Broadway Avenues and SW Market Street. Two large, car-free areas (the core PSU Campus on the South Park Blocks, and the adjacent South Auditorium District to the east) further concentrate traffic on these streets. Other streets throughout the district see only modest auto traffic.

The University District has almost no crashes resulting in injuries in recent years, whether involving pedestrians, bicyclists, or automobiles. The crashes with injuries that did occur were concentrated in

**Graph 8.2: University District Transportation Mode Split: 2008**



Source: Portland State University Transportation Surveys 2008 and 2009

Note: The data found in this graph is derived from a PSU conducted transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

**Table 8.5: Transportation in University District**

STREETS	Highest Average Daily Trips	6th and Broadway Ave. (both 10–20K)
	Total	17,347 feet
	Poor Condition	0 feet
	Very Poor Condition	522 feet or 3%
PARKING	Failing Condition	0 feet
	On-street Free Parking Spaces	0
	On-street Metered Parking Spaces	686
	Surface Lot Parking Spaces	773
	Structured Lot Parking Spaces	2,946
	Surface/Structure Parking Spaces	246
	Total Parking Spaces	4,651
	Surface Parking Lot Area	7 acres
BIKE	Bike Lanes	0.8 miles
TRANSIT	Light Rail Lines*	0.6 miles
	Other Transit Lines	0.8 miles (streetcar)
	No. of Bus Routes**	13
PEDESTRIAN	General Block Size	1.2 acres or 52,272 square feet
FREIGHT	Busiest Freight Route***	all streets Local Freight

\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

\*\*\* Listed are streets with highest TSP freight classification.

University District Block Size



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



the southeast corner of the district, and along the periphery near I-405 and along Market Street. The low number of crashes with injuries could be attributed to much of the area's limited- or low-volume automobile access.

### Parking

The major streets in the University District also have access to parking garages that house some of the roughly 4,000 off-street parking spaces in the area. There are also a few surface parking lots and around 700 on-street metered parking spaces.

### Bicycles, Transit, and Pedestrians

The campus setting and relatively small number of through automobile streets make the University District ideal for walking and bicycling, and mode split data bears this out. In 2008 and 2009, students, faculty and staff made 60% or more of their trips to campus either by transit, bike, or foot. Bicycle parking and end-of-trip facilities are issues that need to be planned for in the future. According to recent survey data, PSU has a large number of students (11% in 2009) and faculty and staff (10% in 2008) who ride bikes to and from campus.

Transit service in the area is extensive and improving. It is also heavily used. Access to the Portland Streetcar, the addition of MAX on SW 5th and SW 6th Avenues, and considerable bus service provide many transportation options in the district. PSU survey data shows that between 40 and 45 percent of students, faculty, and staff used transit as their mode of transportation in 2008 and 2009.

For trips within the University District, walking is the primary means of getting around. Parts of the campus are closed to automobiles, and heavy pedestrian traffic is visible on most weekdays as well as during weekend events such as the Portland Farmer's Market.

### Freight

Within the district, freight needs consist primarily of local deliveries. All streets are classified as Local Service Truck Streets.

### Transportation Demand Management

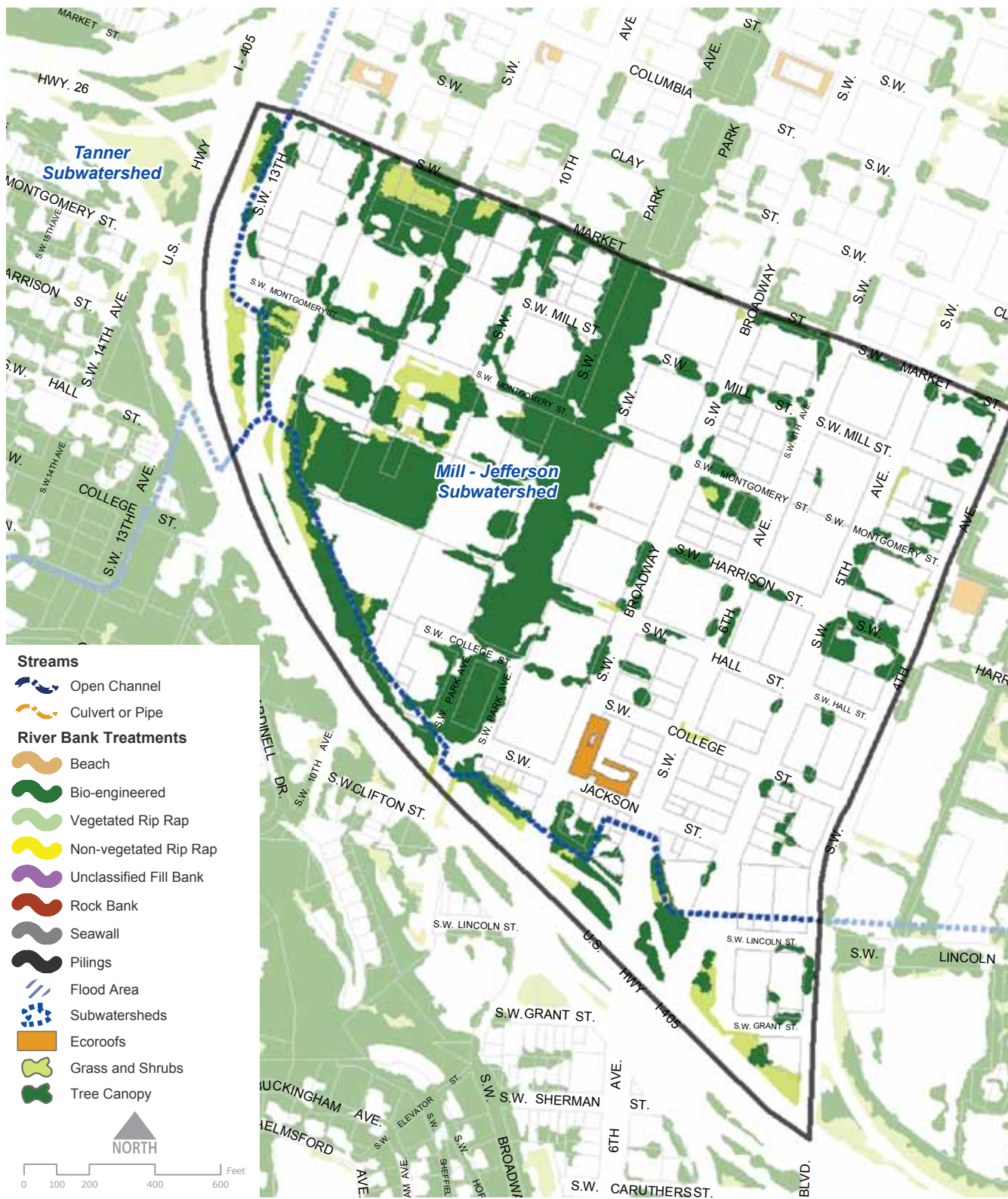
Portland State University participates in the SmartTrips Downtown program.

## Upland Natural Resources

Upland natural resources include landscaped areas, street trees and ecoroofs. The vegetation provides habitat for terrestrial species, predominantly tolerant species such as raccoon, squirrel, etc. Resident birds in the district are also predominantly tolerant species such as pigeons. However, many bird species use the Willamette River as a migration corridor to and from the Columbia River and Pacific Ocean. Vegetation also provides important habitat for pollinators (e.g. bees, butterflies).



University District Natural Resources



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



**Table 8.6: University District Characteristics 1997–2008**

	University	Central City
Residents (2008 estimate)	2,200	34,400
Median age (2000)	24	36
Education — bachelor's degree or higher (2000)	59%	38%
Average household income (2000)	\$21,548	\$35,624
Housing units (2008)	1,458	22,994
Affordable* housing units (2008)	68%	56%
Jobs (2006)	5,831	134,870
Jobs/residential population ratio (2008 estimate)	3:1	4:1
Change in crime rate between 1997–2007	–16%	–32%

\* Affordable = units that are restricted by tenant or income

## People

As might be expected, the typical University District resident was younger than the typical Central City resident with the average median age being 24 versus 36. They also tend to be better educated and earn less than the typical resident of Central City.

Racial and gender breakdowns of the Central City population as a whole have remained consistent over the study period for which statistics are available, between 1990 and 2000. The most significant finding here is that there are proportionally more Asians in the University District. The gender breakdown is also evenly split in the subdistrict, in contrast to the 60 percent to 40 percent male-female ratio in Central City as a whole, as the accompanying table shows.

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

**Table 8.7: University District Residents Race and Gender (2000)**

	University District	Central City
White	68%	79%
Black	3%	7%
Asian	20%	7%
Hispanic	6%	5%
Male	50%	60%
Female	50%	40%

Source: United State Census, year 2000

**Table 8.8: University District Residential Units**

Tenure	University District	Central City Total	Percent of Total Units
Rental	1,457	15,601	9%
Owner Occupied	1	7,393	0%
Total # of Units	1,458	22,994	6%

## Housing

Not surprisingly, much of the University District's housing is for students. There are currently 1,346 student housing units in 10 buildings in the University District. It is important to note the number of beds as well as units in student housing. There are 1,967 beds in 1,346 units in the University District. Student housing comprises most of the 1,458 housing units in the District.

Rental housing in the area is somewhat affordable, with 55% of it being within the means of households making less than 80 percent median family income. Most units are restricted rental housing, meaning they are either restricted by tenant or income. The average rent per square foot in the University District is \$2.06, which is second-highest in the Central City after the River District.

**Table 8.9: University District Employees and Residents**

	University District	Central City	Percent within University District
Total Employees (2006)	5,831	134,870	4%
Total Residential Population (2008 estimate)	2,200	34,400	6%
Employee/Residential Population Ratio	3:1	4:1	—

## Jobs

Driven by the rapid growth at Portland State University between 2000 and 2006, the University District had an annual job growth rate of 8%, gaining more than 2,000 jobs.

There is a good balance of employees and residents in the subdistrict. The employee/residential population ratio is 3:1. This ratio is lower than the overall Central City at 4:1.

About four percent of Central City jobs are located in the University District. Portland State is the primary employer. The biggest types of employers are:

- Education and Health (84%),
- Retail, Arts, and Accommodation (5%), and
- Services (5%).



## Crime

As with all the areas of Central City, perception of crime versus actual crime is an issue. In the case of the University District, the perception of having a relatively safe area is accurate. The University District has a low share (5%) of the Central City's crime. Crime rates over an 11-year period from 1997 to 2008 were relatively stable, but with an overall low in 2008. Between 1997 and 2008, crime decreased 16%. In the University District, approximately 70% of all subdistrict crimes in 2008 involved larceny, vandalism, or trespass/threats.

## Public Facilities and Services

### Schools

With no public secondary schools in the University District, area children would attend nearby Chapman Elementary School (K–5), West Sylvan Middle School (6–8), Lincoln High School (9–12), or alternative schools including the Metropolitan Learning Center (K–12). The 2000 U.S. Census estimated there were 417 residents under age 19 in the University District.

The major public facility in the University District is Portland State University (PSU), for which the District is named. PSU is part of the Oregon University System and is roughly bounded by Interstate 405, Market Street, and SW 4th Avenue. The campus spans 50 acres, with 50 university buildings and 11 student housing buildings. Today PSU has an enrollment of around 29,000 students, making it the largest university in the state as measured by enrollment.

St. Mary's Academy is a private school located in the University District. Founded in 1859, it is Oregon's oldest continuously-operating secondary school and is an established Catholic all-girls college preparatory high school.

### Parks and Open Space

The South Park Blocks span nine acres along SW Park Avenue from Salmon Street to Jackson Street. In 1852, Daniel H. Lownsdale designated 11 narrow blocks of his plat at the western edge of town for public park space. Between 1852 and 1875, the park was an unimproved roadway on the outskirts of the city center. In 1877 the first landscaping of these blocks occurred. Over the years, much has been added to the park, but it still is mainly a canopy of trees with a simple floor of grass. The PSU campus

has grown around the Park Blocks, from SW Market to SW Jackson, since being established in the district in the 1950s. In 1973, the campus was redesigned and streets through the Park Blocks closed off.

## Arts and Cultural Facilities

The Studio Theater at PSU, Littman Gallery, Simon Benson, and Firehouse Theatre are some of the arts and cultural attractions in the District, but many more of Central City's major facilities and venues are located on the outskirts of the District. Additionally there is a large amount of public art available for viewing in the University District, mostly within the South Park Blocks.

## Community and Social Services

### Neighborhood Associations

The University District, though a separate subdistrict from Downtown, is within the boundaries of the Downtown Neighborhood Association.

### Business Associations

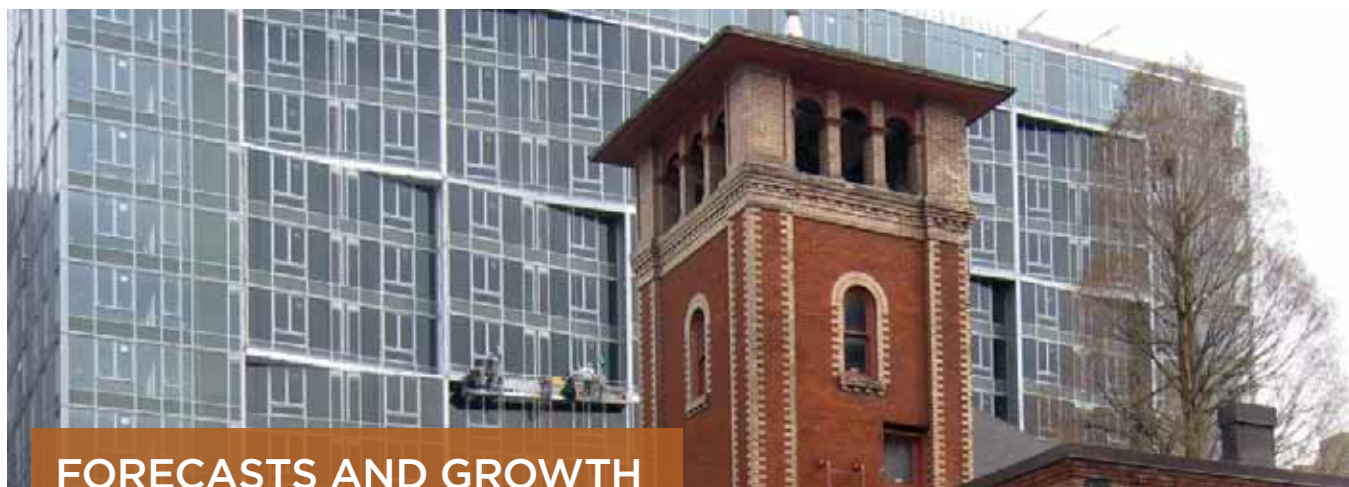
The University District is represented by the same business associations as Downtown, namely the Portland Business Alliance (PBA), which represents business concerns in Downtown as well as within the region.

### Community and Other Organizations

In 2003, PSU organized a community group, the University District Coalition, to plan how to accommodate growth in a responsible manner. Through community participation, the group produced a discussion draft of the *University District Coalition Vision Plan* in June 2004. This draft is provided as a first step to foster dialogue between PSU and the neighborhoods adjacent to PSU.

### Social Services

Other than student-oriented services located at PSU, Oregon Volunteers is one of the few social services located in the University District. It is the Oregon Commission for Voluntary Action and Service whose mission is to promote and support AmeriCorps, volunteerism and civic engagement to strengthen Oregon communities. PSU has been a partner and has provided a physical home to the commission since its inception in 1994. The Catholic Church of St. Michael the Archangel at SW 4th Avenue and SW Mill Street offers various meal services oriented towards feeding the homeless.



## FORECASTS AND GROWTH

### Metro Forecast

The most recent forecast prepared by Metro was in 2008, for the year 2035. It projects continued modest housing development in the University District and that in 2035, the amount of housing will be not quite double current levels. Jobs are expected to grow somewhat more rapidly than housing, with a growth rate of 118%.

Achieving Metro's forecasted growth in housing units and employment for the year 2035 in the University District will be largely dependent on the growth of Portland State University. If the University continues to add students, grow academic programs, and build student housing like it has in the past few years, Metro's forecast may be too conservative.

By 2019, enrollment at PSU is expected to increase to between 31,000 (conservative estimate) and 37,000 (extreme growth estimate). Additionally, by 2034, enrollment is expected to increase to between 36,000 (conservative estimate) to 52,000 (extreme growth estimate). PSU does have other goals for physical square footage building growth, but this will be dictated in the future by actual enrollment. At the highest level, PSU's housing goal is to provide approximately 25 percent of students with university- owned/affiliated housing.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.*

### Redevelopment Capacity

In 2007 the Planning Bureau's *Central Portland Development Capacity Study* looked at vacant and underutilized land in Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this study for the University District are shown on the next page.

**Table 8.10:**  
University District Metro Forecast  
Household Growth 2005-2035

	University District	Central City
2005	1,830	17,766
2035	3,113	51,794
Growth	70%	192%
Net Increase	1,283	34,028

**Table 8.11:**  
University District Metro Forecast  
Employment Growth 2005-2035

	University District	Central City
2005	3,883	150,479
2035	8,477	224,891
Growth	118%	49%
Net Increase	4,594	74,412

## Identified Potentially Redevelopable Sites (2007)



About 16 acres of land in the University District has been identified as potentially redevelopable at some point within the next 20 years. If developed at current trends in 2008, this could produce up to 1.5 million square feet of new development, including several parcels within the Portland State University campus and a collection of blocks and partial blocks at the eastern edge of the district between SW 4th and SW 5th Avenues. The University has gradually been expanding and building new buildings in and adjacent to the District, and several private housing developments have been proposed at the edges or just outside its boundaries. As the University continues to grow, the boundaries of the subdistrict may need to be expanded.

Table 8.12: University District Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	37.3	2.8	10	2.7	3.9	3.1	1.3	0.2	1.2	1,262
Mixed Employment	0.0	0	0	0	0	0	0	0	0	0
Open Space	5.3	0	0	0	0	0	0	0	0	0
Residential	12.7	1.1	6	1.6	2.4	1.5	0	0.1	1.2	1,575
Right-of-way/River	37.8	0	0	0	0	0	0	0	0	0
Totals	93.2	3.9	16	4.3	6.3	4.6	1.4	0.2	2.4	2,837



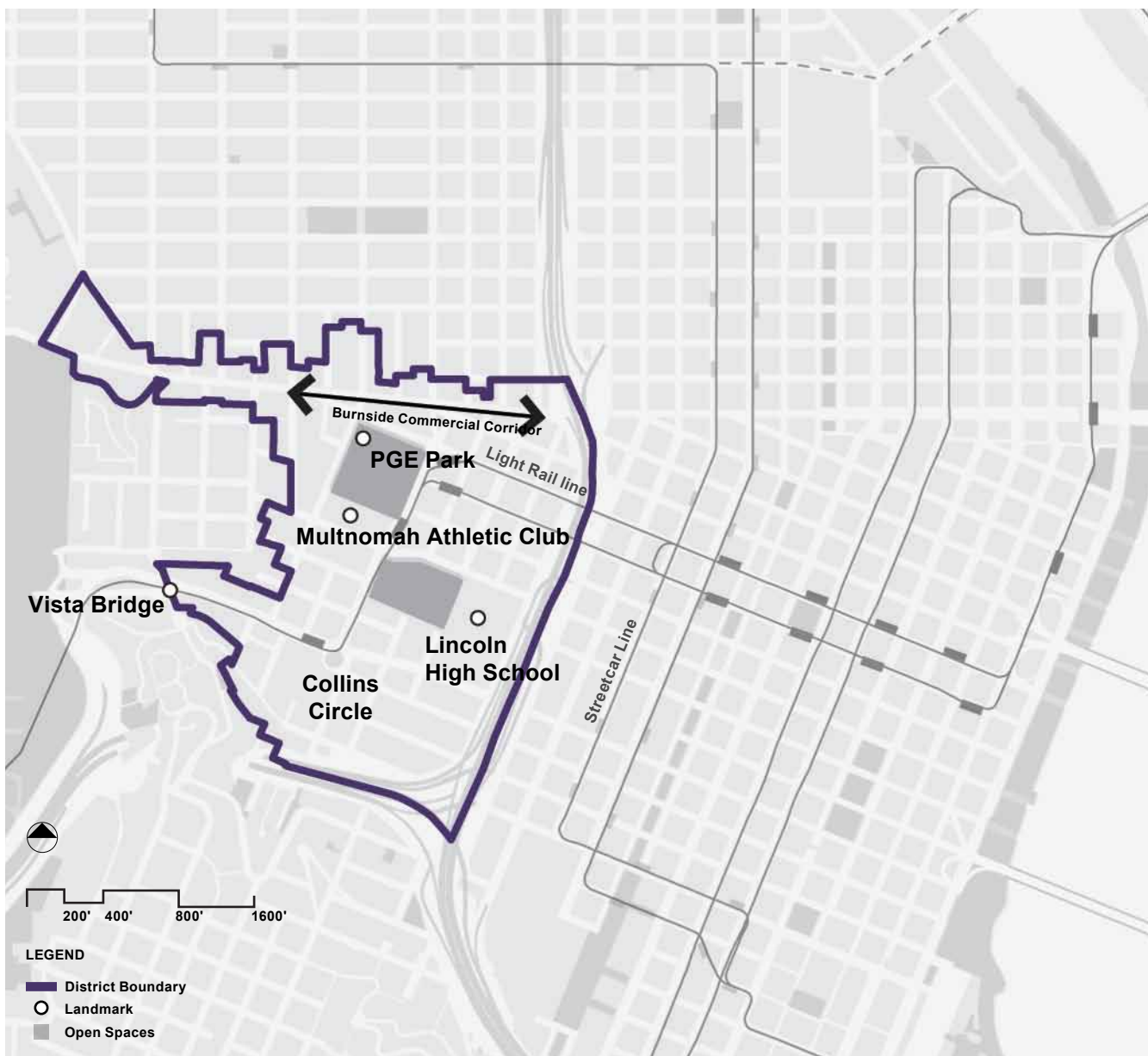
## GOOSE HOLLOW



### SNAPSHOT OF PLACE

**T**he neighborhood is not only a gateway from the West Hills into the Central City; it is also a remarkable balance of people, places, scales and uses. Within roughly a 10-minute walk, one finds a rich mix of jobs, homes (single- and multi-family, low-density and high), commercial and retail services, civic and institutional uses, public art and open spaces, old and new buildings, and numerous transit options.

Goose Hollow Subdistrict







**T**he name “Goose Hollow” came about because of its geographic characteristics and an incident that occurred in the late 1800s. A substantial goose population lived where land dipped down and was known as the “Hollow,” around what is now Collins Circle. A quarrel over ownership of the geese led the police chief to name the area “Goose Hollow.” Ever since, the goose has become a popular symbol and theme in Goose Hollow.

## Location

Goose Hollow includes 175 acres bounded by I-405 to the east, the commercial areas on both sides of West Burnside to the north, to the south by Highway 26, and on the west roughly by SW 21st Avenue, with “arms” reaching towards the west hills on West Burnside and on SW Jefferson St.

## Evolution of the Subdistrict

A **natural gateway to Downtown and one of the oldest neighborhoods in Portland**, Goose Hollow’s history is closely tied to the development of the City’s West End, which is adjacent and part of the Downtown subdistrict.

Goose Hollow was also shaped by the natural features of Tanner Creek. The creek is now piped underground from the West Hills to the Willamette River. As Portland was being settled in the mid-19th Century, it flowed from the West Hills into what is now Goose Hollow, past the tannery that gave the creek its name. One of Portland’s founders, Daniel Lownsdale, built the tannery in 1845, and today the PGE Park occupies the site.

Later in the 1800s, the low-lying ground and slopes of Tanner Creek gulch were cultivated for crops by Chinese immigrant farmers; they lived in wood shanties alongside their gardens and sold produce. The Chinese Garden Community was first recorded in this area in 1879, growing in size to include more than 20 acres from Burnside Street and SW 14th Avenue south to Jefferson Street. By the 1890s, as the City’s core expanded westward from the Willamette, property owners found more lucrative uses for the land. The Multnomah Athletic Club purchased

the Chinese gardens area, and over the next few years Tanner Creek and the land adjacent to it were filled in to permit construction of the club and new residences in the late 19th Century.

In the **early 20th Century, Goose Hollow was mostly residential, one of several “stopover neighborhoods”** adjacent to the business core of the City, offering cheap housing appealing mostly to foreign-born residents, ethnic minorities and transient workers. The residential character was very mixed at that time, ranging from shacks and small, simple houses to mansions on Salmon Street and King’s Hill. In the early 20th Century, the PGE stadium area, where Lownsdale’s tannery had been, was occupied by apartments, hotels and civic buildings. Commercial development occurred on SW Jefferson SW Morrison, and SW Burnside Streets and SW 18th Avenue, when streetcar lines were built on those streets.

**Transportation routes and corridors** also have played a major role in shaping development of the district. SW Jefferson Street long has been an important east-west transportation connection into the southwest hills and remains so today. In the late 1880s, it was a cable-car route up to Portland Heights, replaced in 1902 with an electric car line running north-south up Vista Avenue. Today, SW Jefferson feeds into Canyon Road (Oregon 8), which connects Portland to Beaverton, Hillsboro, and other western suburbs. The westside light rail runs along SW Jefferson Street, opening in 1998 and finally realizing the ambitions of the early cable car of linking the downtown core to the west.



Other important transportation routes in Goose Hollow include W. Burnside Street at the north edge and the I-405 freeway at the east edge of the district. Construction of the I-405 freeway, beginning in 1964, significantly altered the historic setting of the area, removing a lot of historic buildings and the original street network, and physically separating Goose Hollow from its West End roots.

The “stopover neighborhood” character of much of the Goose Hollow subdistrict carried over from the early 20th Century into the World War II era. Portland’s shipyards, mills, foundries, and docks required tens of thousands of workers, and they were squeezed into marginally habitable spaces in neighborhoods close to Downtown and its jobs, like Goose Hollow and South Portland. After the war, large portions of Goose Hollow were zoned for mixed, high-density residential and commercial, partly in recognition of the heavy traffic and transit through the area, and also in recognition that service industry and supporting activities were needed by downtown business. Warehouses and light manufacturing were incorporated in the area during this post-war period.

At the same time in the 1950s and ‘60s, the suburbs were booming, yet many Portlanders chose to continue to live in older neighborhoods close to the amenities and jobs of Downtown such as Goose Hollow. **Starting in the late 1960s, neighborhood groups successfully advocated for improvements to declining infrastructure and housing stock,** and in the following decade, neighborhood plans, historic preservation, and housing rehabilitation were among the efforts that substantially revitalized these neighborhoods.

Today, three **large facilities** within close proximity of one another dominate the district: PGE Park, Lincoln High School, and the Multnomah Athletic Club. There is also a **variety of housing**, ranging from historic single-family homes to high-density modern residential towers. The iconic Vista Bridge soars over SW Jefferson Street, acting as the southwestern edge and gateway to Goose Hollow and Central City from the West Hills.

**Table 9.1: Goose Hollow Plans**

Plan	Year	Agency
<i>Central City Plan</i>	1988	BOP
<i>Goose Hollow Station Community Plan</i>	1996	BOP
<i>Northwest District Plan</i>	2003	BOP

## Planning History

Beginning with the *Central City Plan* (1988), Goose Hollow’s plans have guided development to improve the pedestrian environment, increase both residential and commercial development, add transportation options and enhance its identity. Original goals included encouraging new family housing and mixed-use, transit-oriented commercial development.

In 1988, there were seven *Central City Plan* action items specific to Goose Hollow; subsequent planning brought the total to 42 by 2003. Approximately 85 percent of the action items are either currently in progress or completed. Major projects include the Stadium Station Apartments and Collins Circle Apartments.

*(A comprehensive list of action items and their status can be found in the appendix).*

The *Goose Hollow Station Community Plan* (1996) came about as the City was planning a new westside light rail line to be routed through the Goose Hollow neighborhood. The *Station Community Plan* included goals encouraging new residential, commercial, and mixed-use development that would improve the urban environment and community and would emphasize light rail. The public realm was also considered highly important, and the plan recommended improvements in connections for pedestrians and bicyclists, linear boulevards, open spaces, and streetscapes. The plan brought more specificity to one of the 1988 action items by calling attention to possible opportunities for decking over the I-405 freeway near Lincoln High School. The 1996 Plan also expanded the Central City Plan District further to the west and north to capture a larger area with mixed-use zoning and development opportunities. A target of 1,000 new households in the district was established. Since then, roughly 800 new housing units have been built in the district.

The *Northwest District Plan* (2003) further expanded the Central City Plan District boundary in the Goose Hollow area by bringing in commercial properties on both sides of West Burnside Street as far west as NW 24th Avenue. This plan called for improvements to the pedestrian experience along West Burnside and expanded the existing goal for new housing opportunities to include retention of existing housing in the district.



## Historical Buildings and Heritage

**T**he stadium was a popular site for greyhound racing during the Great Depression. In the 1950s, the Portland Beavers moved to the stadium after their original field, Vaughn Street Park, was condemned. Although most of the buildings on the PGE Stadium site were demolished, remaining historic buildings represent the historic character of the area. Examples include the Hotel de Luxe (formerly the Mallory Hotel), Hyland Apartments, and Neighbors of Woodcraft Building (Tiffany Center). The King's Hill Historic District immediately west of the district illustrates yet another facet of the area's residential architectural heritage, with a significant collection of architect-designed, turn of the century houses and apartments.

Lincoln High School is the only public school in Goose Hollow and has around 1,400 students. The first public high school in the Pacific Northwest, known as Portland High School, later to be called Lincoln, began in the second story of the North School at Northwest 11th Avenue and Davis Street. On April 26, 1869, 45 students who had passed a written examination, assembled with their two teachers to begin courses. In 1874, the high school moved to the Central School, which occupied what is now Pioneer Square, and then in 1879 it to the Park School on the present Art Museum location. Finally in 1885, the first structure built in Portland expressly to house a high school was erected at Southwest 14th Avenue and Morrison Street. During this time, the name was changed to Lincoln High School. In 1912, having outgrown its building, Lincoln moved to the Park Blocks, now

known as PSU's Lincoln Hall. The most recent move came in 1952, when the present school building was built on the site of the Jacob Kamm Estate. In 1994, students, staff and alumni celebrated Lincoln's 125th anniversary.

Today's Zion Lutheran Church reflects the immigrant heritage in Goose Hollow. In 1890, German Lutheran settlers built a wooden church on SW 18th Avenue; it was replaced in 1950 by Pietro Belluschi's modernist brick church, now an historic landmark, Zion Lutheran, at that same location.





## Land

### Zoning

Zoning in Goose Hollow is an equal balance of residential and commercial and medium- to high-density. Four base zones are multi-family residential, and together contain almost half of the land area in Goose Hollow. Central Commercial (CX) makes up the other half of the subdistrict.

The remaining small amount of area in Goose Hollow is PGE Park, which is zoned Open Space (OS). It should be noted, however, that there are pockets of open space in Goose Hollow that are not zoned as such. Areas like the Lincoln High School field are zoned RH, not OS, but are in fact open space and often serve the open space needs of the community when school uses are not taking place there.

Allowed floor area ratios in Goose Hollow are typically either 4:1 or 6:1. An additional 3:1 may be earned through bonuses and transfers. Maximum allowed building heights in the subdistrict range from 30 feet in areas with view corridor restrictions to 250

feet in the northwestern portion of the district. In some areas up to an additional 75 feet may be earned through bonuses.

### Existing Uses

In 2008, the Bureau of Planning inventoried the various land and building uses within the Central City. Staff conducted visual inspections of all buildings in Goose Hollow and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses in the subdistrict. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

Goose Hollow is a truly mixed-use neighborhood. The major uses in Goose Hollow include residential (47%), retail (19%), and office (12%). It should be noted that the retail square footage figure in this case includes the Multnomah Athletic Club and PGE Stadium, neither of which are a typical retail use, and which together make up 184,000 square feet of the 1 million retail square feet — or more than three percent of the built

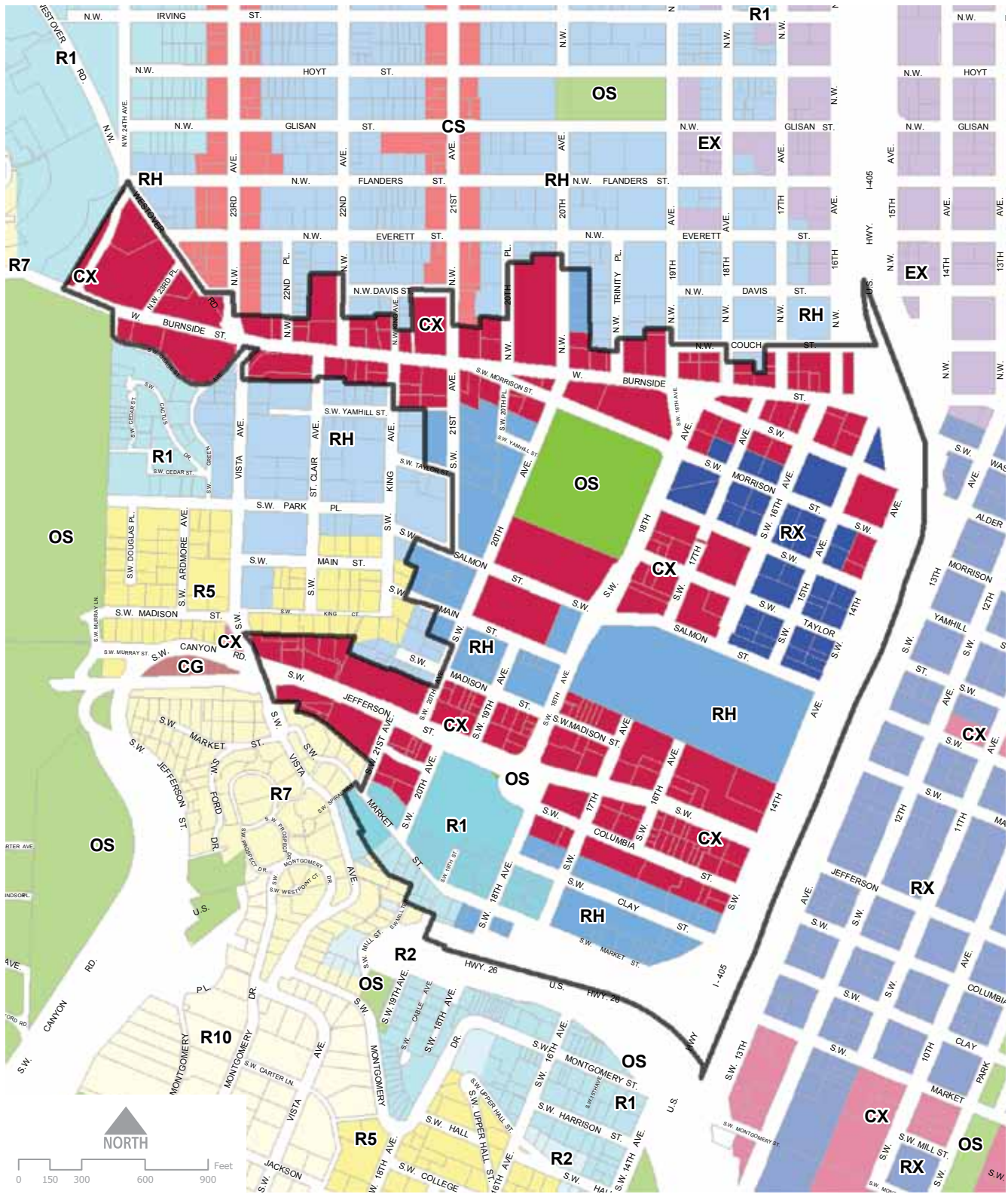
**Table 9.2: Goose Hollow Zoning**

Zone	Goose Hollow Acres	Percent of Goose Hollow	Central City Acres	Percent of that zone in Central City	Citywide Acres	Percent of that zone Citywide
Central Commercial (CX)	53.6	51.7%	668.9	8.0%	1,036.3	5.2%
Open Space (OS)	7.0	6.8%	66.2	10.6%	15,186.9	0.0%
Residential 1,000 (R1)	7.3	7.0%	11.0	66.2%	1,656.7	0.4%
Residential 2,000 (R2)	1.4	1.4%	1.4	102.9%	3,351.8	0.0%
High Density Residential (RH)	25.5	24.6%	27.7	91.9%	489.8	5.2%
Central Residential (RX)	8.8	8.5%	102.8	8.6%	214.3	4.1%
	103.6	100.0%				

*Note: River and right-of-way acres are not included.*



## Goose Hollow Zoning



**June 30, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

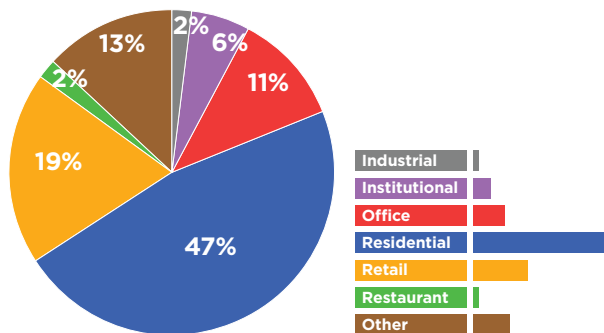
## Goose Hollow Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 9.1: Goose Hollow Existing Building Uses**



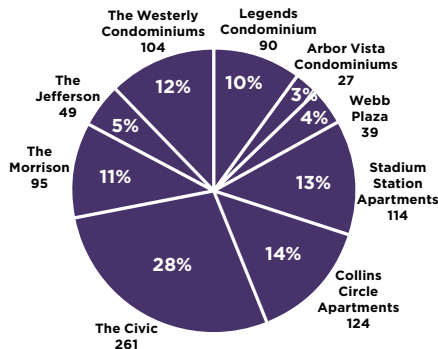
**Table 9.3: Goose Hollow Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	82,614	1.6%
Institutional Uses	295,334	5.6%
Office Uses	605,664	11.5%
Residential Uses		
Multi-family	2,303,183	43.6%
Single-family	199,663	3.8%
	2,502,846	47.4%
Retail Uses	1,001,434	18.9%
Restaurant Uses	130,154	2.5%
Other Uses	667,742	12.6%
<b>Total Developed Sq. Footage</b>	<b>5,285,787</b>	<b>100.0%</b>



square footage in the subdistrict. There are also many other uses that contribute to the mixed-use community atmosphere of Goose Hollow. These include institutional (6%), religious (3%), and restaurant (3%) uses. Goose Hollow has a jobs/housing ratio of close to 1:1 — a very balanced ratio compared to most parts of the Central City as a whole.

**Graph 9.2: Goose Hollow Major Residential Projects: Share of New Units 1997-2008**




## Recent Development

Recent development in Goose Hollow has mostly been residential, including some historic rehabilitation and adaptive reuse projects. Some retail and commercial development has occurred but has generally not been large-scale. Since 1997, there have been nine major residential projects in Goose Hollow. These buildings have about 800 residential units altogether and account for approximately 1 million square feet of residential uses. Several of the major projects in Goose Hollow are mixed use and have significant retail development.

*(For a complete table of projects and accompanying data see the appendix).*

Some examples of recent development in Goose Hollow are shown here.

Commercial/Industrial	
	<b>Hotel deLuxe</b> 729 SW 15th Ave
Year built or proposed to be built	1913, 2006 renovation
Developer/owner	Aspen Group
Number of units or square feet	67,456 sq. ft., 160 rooms
Use	130 guest rooms, hotel uses including lounge and restaurant
Average rent or sales price	\$10 million renovation
Result of planning effort or private plan	Private
Unique features	Renovation
Photo	Wikimedia Commons — User: werewombat

Residential	
	<b>The Civic</b> 1926 W. Burnside Street
Year built or proposed to be built	2007
Developer/owner	Gerding/Edlen (D), Housing Authority of Portland
Number of units or square feet	545,000 sq. ft.
Use	15 stories condo, 5 story apartment building
Average rent or sales price	
Result of planning effort or private plan	Public
Unique features	LEED Gold certified, environmentally friendly: dual flush toilets, high efficiency glass, 95% construction waste recycled
Photo	Gerding Edlen Development





## Transportation

Goose Hollow has many transportation options. It is uniquely situated to serve as a gateway into the rest of Central City from the west, with streets connecting into the West End and Downtown. A key portal into Goose Hollow and the Central City is Jefferson Street, which connects with Highway 26. The area is also well served by transit and is an appealing environment for bicyclists and pedestrians.

Mode split indicates the primary means people use for travel. In Goose Hollow, many people use driving alone as their primary mode of transportation for work; it is the most heavily used mode in the subdistrict and takes up more than half the share of trips. Transit and carpool modes are also heavily used, but unfortunately almost no bike or pedestrian work trips are being made in the subdistrict.

### Automobiles and Streets

Goose Hollow consists primarily of local streets with low vehicle average daily traffic (ADT) volumes but effectively is bounded by high-traffic streets. One of these is West Burnside, a “Major City Traffic Street” in the City’s classification system (see Appendix for classification descriptions), with ADT of between 20,000 and 40,000. Traffic “cutting through” the

district between Downtown and US 26 via Canyon Road is a significant issue within the neighborhood.

In Goose Hollow the crashes resulting in injuries in recent years have been mostly concentrated along West Burnside Street. The street has been identified as a Pedestrian Crash Corridor by the City. There have been pedestrian fatalities there in recent years. In addition, it is a concern for bicyclists and autos as it is a major thoroughway for these modes, and there have been many crashes with injuries.

### Parking

There are nearly 6,000 parking spaces in the subdistrict; of these, about 1,400 are on-street spaces, with the rest in-surface or structured parking lots. Parking demand is highest in the evening due to residential demand and events at PGE Park. Goose Hollow does also have a residential parking permit program. This has helped with parking usage in the area by drivers who are walking to PSU or Downtown.

### Bicycles, Transit, and Pedestrians

Goose Hollow has some facilities for bicyclists. A striped bike lane on the one-way SW Jefferson Street currently provides a good westbound connection

between Downtown and Goose Hollow, but there is no comparable eastbound connection. SW Canyon Road also has bike lanes. While SW Salmon Street to the South Park Blocks is envisioned to be a City Bikeway, it has not been developed as such. SW 18th Avenue through Goose Hollow is a difficult street for bicyclists due to the narrow auto lanes necessitated by the location of the MAX tracks in the middle of the street. West Burnside, with its very high auto-traffic volumes, is a very challenging bicycle street.

Transit service is very good in Goose Hollow, with three MAX light rail stations and several bus stops in the district. The area is served by both the Red line MAX to Beaverton and the Blue line MAX, which extends about 10 more miles on to Hillsboro.

The relatively low-traffic volume of cars and freight on the district's interior streets creates an attractive environment for pedestrians. There is also a fairly well-connected street grid and a generally good sidewalk system, each of which encourage walking to close-in destinations in Downtown and Northwest Portland, and to and from transit stations. Much of West Burnside Street is challenging for pedestrians, with very narrow sidewalks, high-traffic volumes and numerous non-signalized intersections. Large facilities including PGE Park and Lincoln High School create some challenges for pedestrians.

### Freight

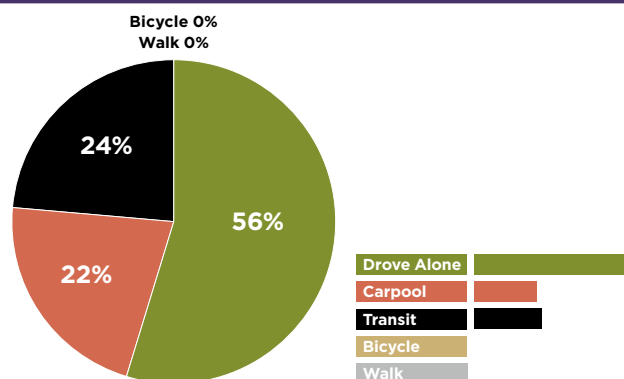
Within the Goose Hollow subdistrict, freight needs generally consist of local deliveries; however at its edges are Interstate 405 and US 26, both of which are regional routes for freight.

## Upland Natural Resources

Upland natural resources in Goose Hollow are typical for Central City, and include landscaped areas, street trees and ecoroofs, providing habitat predominantly for tolerant species such as raccoons and squirrels. Resident birds in Goose Hollow are also predominantly tolerant species such as pigeons. However, many bird species use the Willamette River as a migration corridor to and from the Columbia River and Pacific Ocean. Vegetation also provides important habitat for pollinators (e.g. bees, butterflies).

There are steep slopes located near NW 23rd Avenue and near Market Street. The slopes are identified by the City as a landslide hazard. Vegetated steep slopes are also vulnerable to wildfires.

**Graph 9.3: Goose Hollow Transportation Mode Split: 2008**



Source: PBOT 2008 Transportation Surveys (non-scientific)

Note: The data found in this graph is derived from a PBOT non-scientific transportation survey. It does not align with Table 1.8 due to varying sources and methodologies. Table 1.8 uses data from a Metro model and shows forecasted or modeled trips. For more information please review the Supporting Information document, including Appendix 4: Transportation.

**Table 9.4: Transportation in Goose Hollow**

STREETS	Highest Average Daily Trips	Burnside Street (segments 20–30K, and 30–40K, 40–50K from 18th–19th)
	Total	36,555 feet
	Poor Condition	428 feet or 1.2%
	Very Poor Condition	0 feet
	Failing Condition	0 feet
PARKING	On-street Free Parking Spaces	902
	On-street Metered Parking Spaces	447
	Surface Lot Parking Spaces	2,184
	Structured Lot Parking Spaces	1,998
	Surface/Structure Parking Spaces	415
	Total Parking Spaces	5,946
	Surface Parking Lot Area	20 acres
BIKE	Bike Lanes	0.9 miles
TRANSIT	Light Rail Lines*	0.9 miles
	Other Transit Lines	[None]
	No. of Bus Routes**	11
PEDESTRIAN	General Block Size	1.7 acres or 74,052 square feet
FREIGHT	Busiest Freight Route***	Columbia-Jefferson to Canyon Rd.

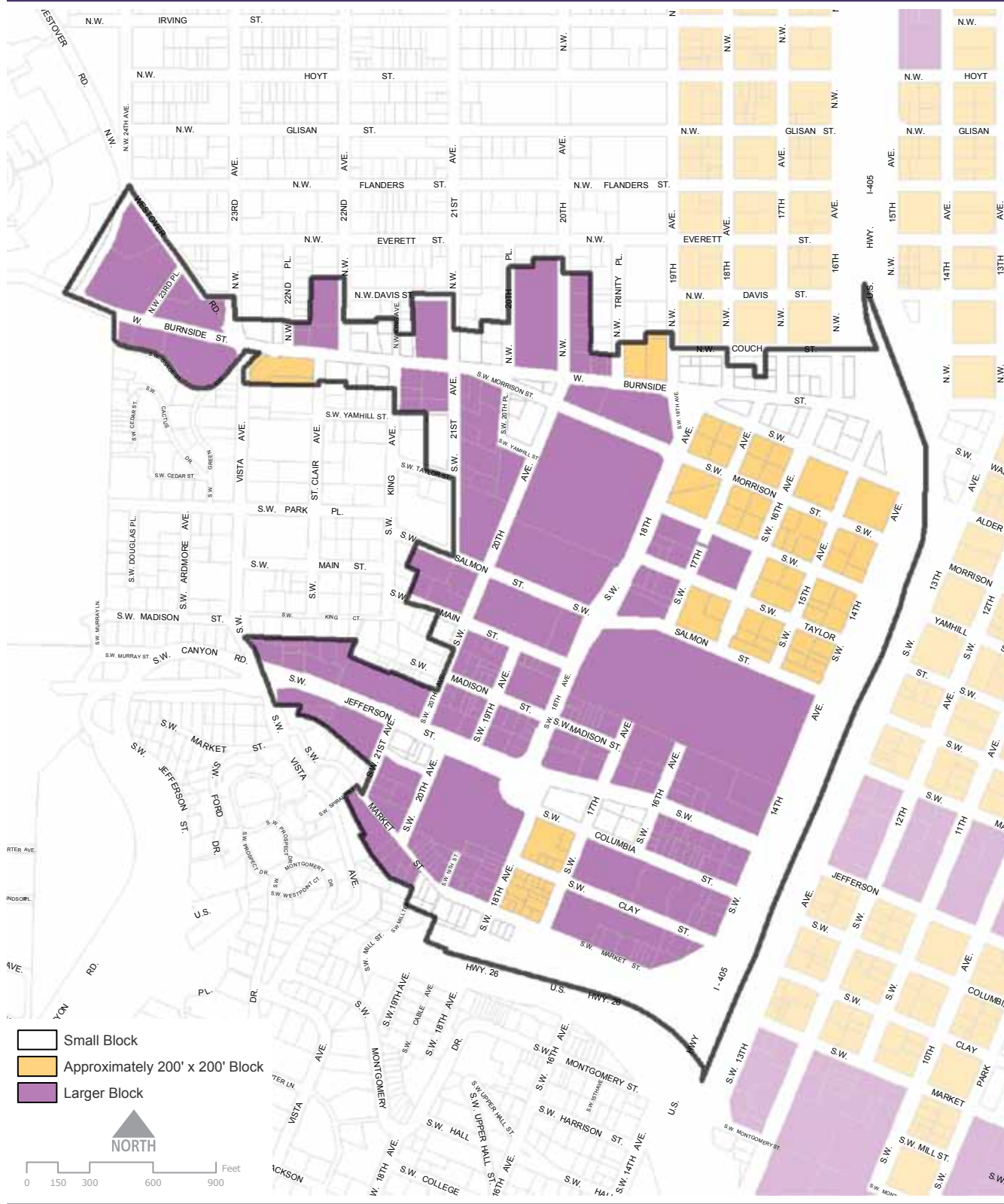
\* Length of street segments with rail in them, whether 1 or 2 way. Includes Transit Mall MAX.

\*\* Through routes (i.e., 4 Division/St. Johns) counted as 2 routes. This affects total in River District and University District, where most of the changes occur.

\*\*\* Listed are streets with highest TSP freight classification.



Goose Hollow Block Size

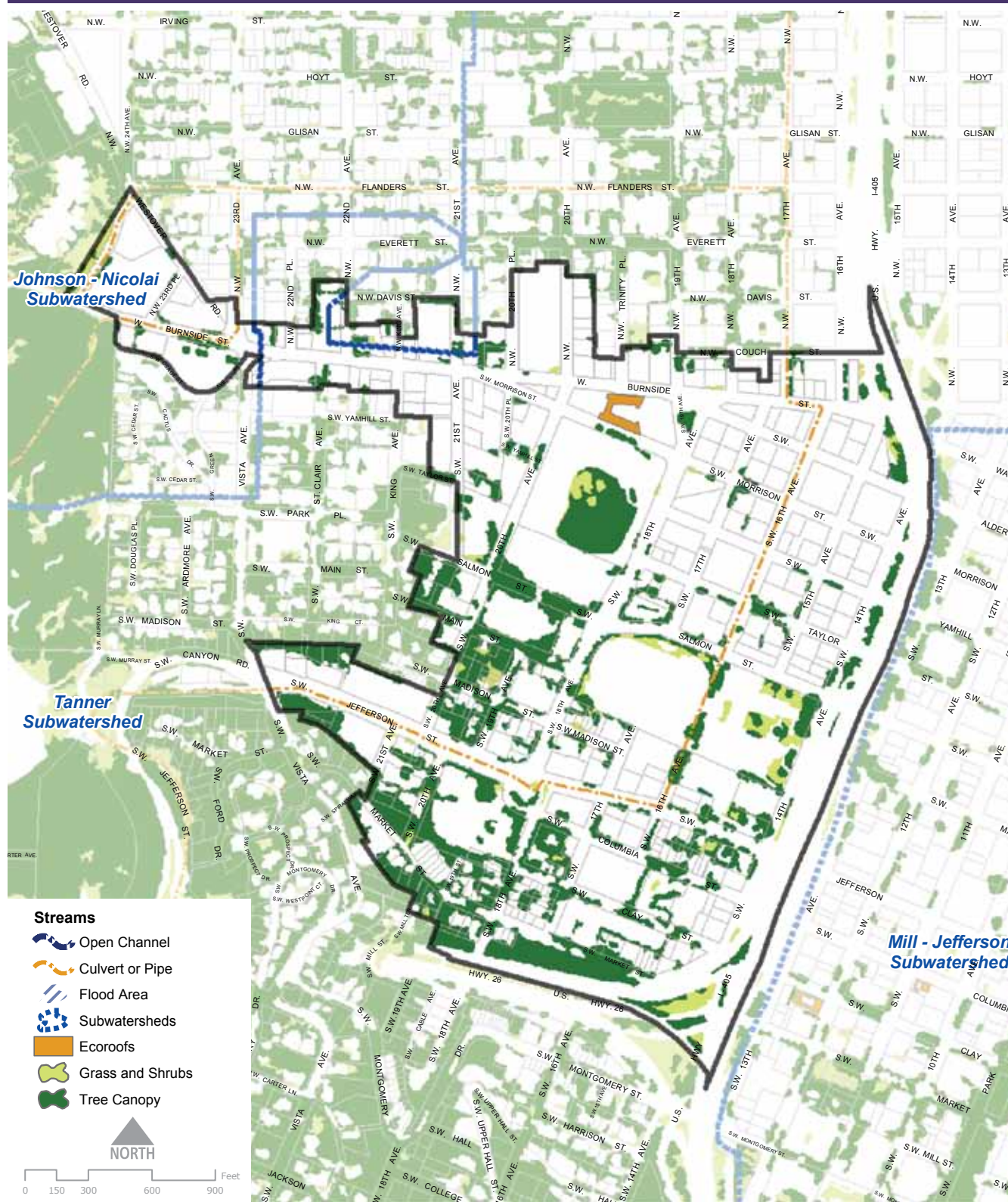


September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



## Goose Hollow Natural Resources



September 21, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Table 9.6: Goose Hollow Characteristics 1997–2008**

	Goose Hollow	Central City
Residents (2008 estimate)	4,400	34,400
Median age (2000)	34	36
Education — bachelor's degree or higher (2000)	47%	38%
Average household income (2000)	\$37,300	\$35,624
Housing units (2008)	2,960	22,994
Affordable* housing units (2008)	21%	56%
Jobs (2006)	4,844	134,870
Jobs/residential population ratio (2008 estimate)	1:1	4:1
Change in crime rate between 1997–2007	1%	–32%

\* Affordable = units that are restricted by tenant or income

## People

In 2000, the typical Goose Hollow resident resembles the Central City average resident except for being slightly younger and slightly better educated, and slightly different racial and gender breakdowns.

It is important to note that the most recent data available on demographics is from the 2000 U.S. Census. As such, the information is dated and there is a recognized inaccuracy in information.

**Table 9.5: Goose Hollow Residents Race and Gender (2000)**

	Goose Hollow	Central City
White	85%	79%
Black	4%	7%
Asian	5%	7%
Hispanic	5%	5%
Male	57%	60%
Female	43%	40%

## Housing

An estimated 4,000 people live in Goose Hollow, accounting for about 13 percent of the Central City population. Of Goose Hollow residents, most live in rental housing, a high proportion of which is relatively affordable to people making relatively low incomes.

Between 2002 and 2005, both the median and average home sales prices in Goose Hollow were roughly \$25,000 more than sales prices in the Central City as a whole (\$309,871 vs. \$284,290). More people in Goose Hollow rent rather than own their home: 73% of Goose Hollow housing units were rentals in 2008, which was 14% of all the rental housing units in Central City.

**Table 9.7: Goose Hollow Residential Units**

Tenure	Goose Hollow	Central City Total	Percent of Total Units
Rental	2,162	15,601	14%
Owner Occupied	798	7,393	11%
Total # of Units	2,960	22,994	13%

## Jobs

Goose Hollow has had relatively little new business activity in recent years. Between 2000 and 2006, Goose Hollow had an annual growth rate of negative 2.3%, losing approximately 700 jobs. It's not clear how to attribute this recent job loss.

Goose Hollow has almost one employee for every resident, compared to the Central City which has almost four employees for every resident. This reflects Goose Hollow's urban mixed-use environment and residential character.

About four percent of people working in the Central City work in Goose Hollow, accounting for a total of 4,844 jobs. Some of the biggest employment sectors are:

- Retail, Arts, and Accommodation (42%),
- Services (28%), and
- Information and Design (13%).

**Table 9.8: Goose Hollow Employees and Residents**

	Goose Hollow	Central City	Percent within Goose Hollow
Total Employees (2006)	4,844	134,870	4%
Total Residential Population (2008 estimate)	4,400	34,400	13%
Employee/Residential Population Ratio	1:1	4:1	—





## Crime

In Goose Hollow, an overall perception of having a relatively safe area is accurate. Between 2005 and 2007, Portland Police Bureau data shows, crime levels in both Goose Hollow and the Central City have been lower than in each of the eight years prior (1997–2004). However, while rates had been dropping in the three years prior, in 2008 they jumped back to levels of almost 10 years before, with more than 1,000 crimes occurring in Goose Hollow in 2008. At 7%, this was a small share of the total crime in the Central City in 2008. The two most frequent offenses in Goose Hollow in 2008 were larceny and liquor laws violations.

## Public Facilities and Services

### Schools

Lincoln High School (9–12) is the sole public school in Goose Hollow. Beyond it, children in the area would attend: Chapman Elementary School (K–5), and West Sylvan Middle School (6–8), or alternative public schools including the Metropolitan Learning Center (K–12). The 2000 U.S. Census estimated there were 265 residents under the age of 19 in Goose Hollow. There are also alternative and post-secondary education schools in Goose Hollow, including the Oregon Culinary Institute and the Cami Curtis Performing Arts Center.

### Parks and Open Space

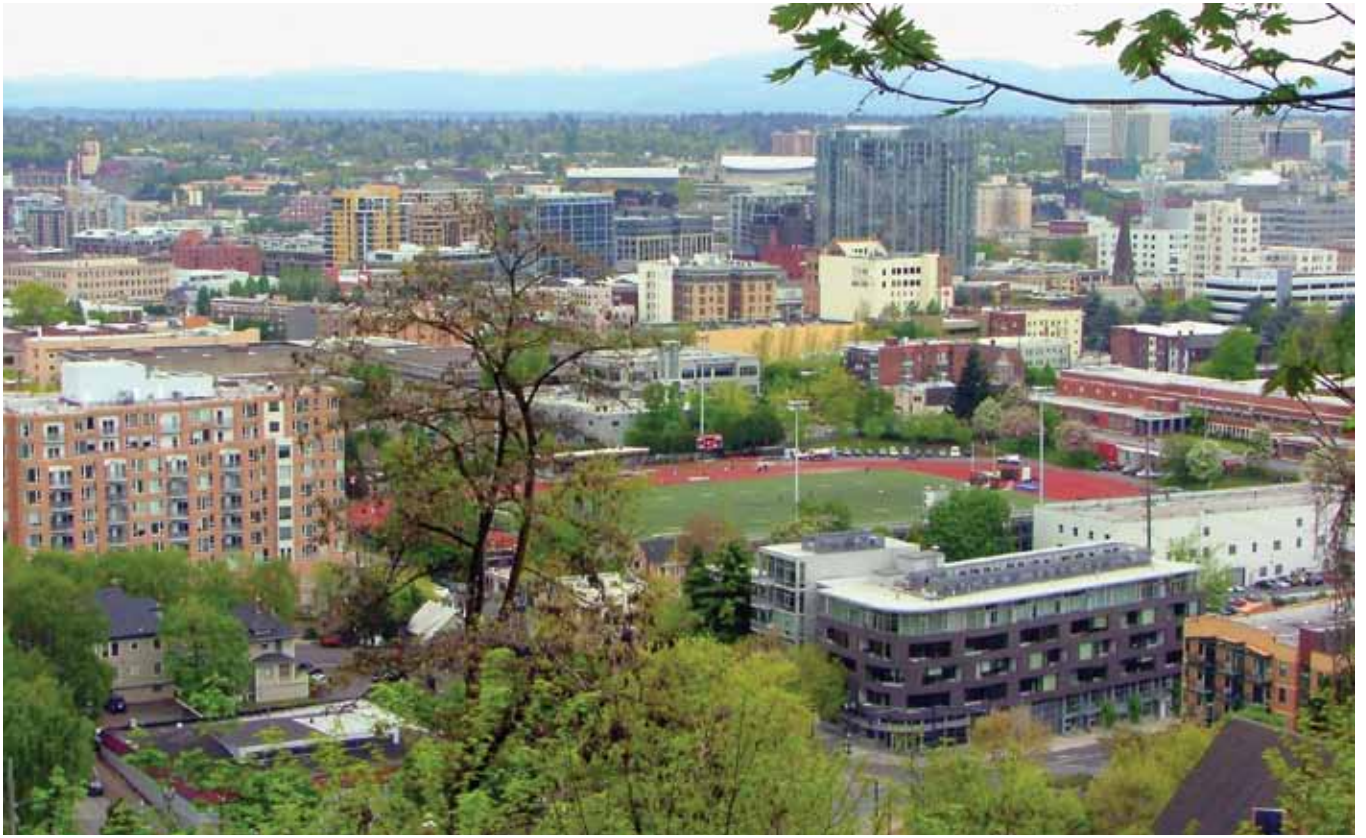
Despite the highly visible green spaces of the Lincoln High School playing fields and PGE ballpark, Goose Hollow actually does not have any publicly designated park or open space within its boundaries. However, those facilities do provide some of the

typical benefits of a neighborhood park. Collins Circle and the Campbell Fire Memorial at 18th and Burnside, though not public parks, do provide tiny slivers of open space. Public plaza space and the fields at Lincoln High School serve as open space, though they are in school use most of the time. The 130-acre park Washington Park, one of the oldest, best-loved, and well-used parks in Portland, sprawls in the hills just west of Goose Hollow.

## Arts and Cultural Facilities

Goose Hollow has a variety of entertainment and arts facilities, including some well-known sports and theater attractions. PGE Park, one of the main features of Goose Hollow, is home to the Triple A League Portland Beavers baseball team and the Portland Timbers minor league soccer franchise. The Park, formerly known as Civic Stadium and, before that, Multnomah Stadium, is located on a multi-block site. It faces onto SW Morrison Street and SW 18th Avenue, stretching west to SW 20th Avenue, and with the extensive north façade of the Multnomah Athletic Club serving as the south “wall” of the ball park. The stadium is undergoing renovation for use by Portland’s new major league soccer franchise. The stadium will continue to be used for PSU football and occasional concerts and other events. Seating capacity is expected to range from 17,000–22,000 depending on the event. The stadium was originally built by the Multnomah Athletic Club in 1926 — though playing fields and earlier stadiums had stood on the site since 1893.





## Community and Social Services

### Neighborhood Associations

Most of Goose Hollow is within the single neighborhood represented by the Goose Hollow-Foothills League Neighborhood Association. Small parts of the subdistrict just north of Burnside Street are within the Northwest District Association.

### Business Associations

Business groups representing Goose Hollow include the Goose Hollow Business Association and the Alliance of Portland Neighborhood Business Associations.

## Community and Other Organizations

The Multnomah Athletic Club (MAC) is a major feature in Goose Hollow. The MAC is a private not-for-profit athletic and social club located at 18th Street and SW Salmon Street. It was formed in 1891 by 26 football players. The eight-level main Clubhouse overlooks the PGE Park.

### Social Services

Social services in Goose Hollow include the Goose Hollow Family Shelter, located at 1838 SW Jefferson Street, and the Street Light Youth Shelter, located at 1635 SW Alder Street. Elders in Action also has its offices in the subdistrict.



## FORECASTS AND GROWTH

### Metro Forecast

The most recent forecast prepared by Metro was in 2008, for the year 2035. It projects continued growth in Goose Hollow, for both residences and jobs, but at a slower pace than the Central City overall, with particularly modest household growth in comparison. This limited growth could be due to the nature of Goose Hollow, with much of the area already established.

To achieve Metro's forecasted growth in housing units and employment for the year 2035, Goose Hollow will need to see an average of 30 new housing units and about 150 new jobs per year for the next 25 years. This represents a slower-than-observed pace on residential construction; Goose Hollow saw an average of 50 new housing units built per year over the past decade and a significant increase in the pace of job growth. Goose Hollow actually saw a slight decline in total jobs between 2000 and 2006.

*Note: Metro forecasts are done every five years. The most recent forecast was completed in 2008. Numbers differ from "actual" numbers for present and past dates because they are based on forecasts from an econometric model, not on census data. It is also important to note that the most recent census data is quite old at this point, dating from 2000.*

### Redevelopment Capacity

In 2007 the City looked at vacant and underutilized land in the Central City to determine what sites were potentially available for redevelopment and what kinds of development could be built on the sites. The summary map and table from this development capacity study for the Goose Hollow are shown on the next page.

A variety of potential redevelopment sites exist in Goose Hollow, including many surface parking lots and underdeveloped parcels. Lincoln High School may represent a potential redevelopment opportunity at some point, partly because a new, more efficient school facility could occupy significantly less land area than the present one.

The City's 2007 *Central Portland Development Capacity Study* identified 18 acres of potentially redevelopable lands in the subdistrict. If built to maximum densities, those 18 acres could result in between three and five million square feet of new development in the subdistrict.

**Table 9.9:**  
Goose Hollow Metro Forecast  
Household Growth 2005-2035

	Goose Hollow	Central City
2005	2,459	17,766
2035	3,344	51,794
Growth	36%	192%
Net Increase	885	34,028

**Table 9.10:**  
Goose Hollow Metro Forecast  
Employment Growth 2005-2035

	Goose Hollow	Central City
2005	6,579	150,479
2035	9,014	224,891
Growth	37%	49%
Net Increase	2,435	74,412

## Identified Potentially Redevelopable Sites (2007)



Table 9.11: Goose Hollow Redevelopment Capacity Summary (2007)

Generalized Zone	Total Acres	Developed Building Area (million sq. ft.)	Redevelopable Acres	Potential Net Increase @ Base FAR (million sq. ft.)	Potential Net Increase with Maximum FAR Bonus (million sq. ft.)	Projected Net Increase (million sq. ft.)	Projected Commercial (million sq. ft.)	Projected Retail (million sq. ft.)	Projected Residential (million sq. ft.)	Projected New Residential Units
Commercial	53.7	3.8	11	2.4	3.9	2.8	1.2	0.1	1.0	1,130
Mixed Employment	0.0	0	0	0	0	0	0	0	0	0
Open Space	7.0	0.4	0	0	0	0	0	0	0	0
Residential	42.9	2.1	6	1.2	2.0	1.1	0	0.1	0.9	1,164
Right-of-way/River	71.5	0	0	0	0	0	0	0	0	0
Totals	175.0	6.3	18	3.6	5.9	3.9	1.2	0.2	1.9	2,294



## STUDY AREAS



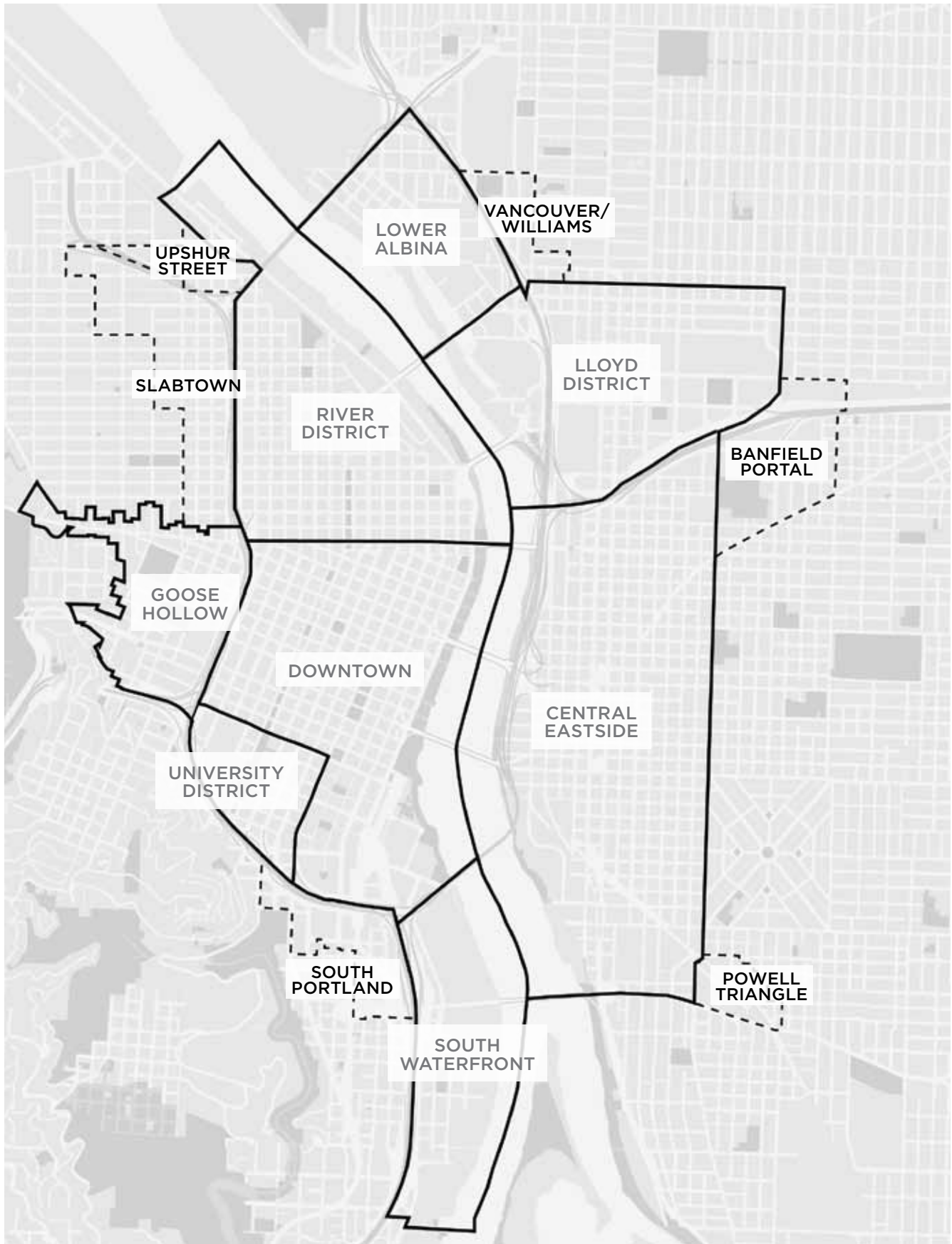
The 1988 Central City Plan District boundary was established largely based on the boundaries of existing neighborhood associations, previous planning studies, and the interstate highways (See map on page 17 of the *Central City Plan*). This district boundary has changed only slightly since the adoption of the 1988 Plan. The district has been extended at the western and northern edges of Goose Hollow and at the far northwest to include the redevelopment of Terminal 1 along the Willamette River.

The *Central City 2035* Plan process must look beyond the current boundaries to adequately relate and connect Central City to its surroundings and as such, there is a need for a larger study area. It has been suggested that *Central City 2035* may have a different boundary (project area) from the current one as outlined in the *Central City Plan*. Some areas along the boundaries could be included or excluded, following closer examination. Many of the boundaries are also formed by freeways, which may or may not be the best way to define areas that belong to the Central City.

The following section outlines six ‘study areas’ that possess certain characteristics that potentially make them appropriate for inclusion in the *Central City 2035* boundaries. The characteristics of the areas are:

- Areas adjacent to and within roughly 2,000 feet of the existing Central City Plan District boundary;
- Areas likely subject to significant change through redevelopment;
- Major commercial corridors/gateways to Central City; and,
- Areas that are within identifiable natural boundaries, such as topography.

## Subdistricts and Study Areas



# SLABTOWN



## Northwest District Eastern Edge and Transition Subareas

**T**he Slabtown study area is south of Highway 30 and west of Interstate 405 and covers about 153 acres (including public right-of-way). The study area contains two subareas from the *Northwest District Plan*, the Eastern Edge and Transition Subareas. The *Northwest District Plan* adopted two policy directions for these subareas. For the Transition Subarea the adopted policy is as follows:

- Integrate the subarea into the pedestrian-oriented, architecturally diverse urban fabric to the south and west. Encourage a mix of housing, commercial, institutional, open space, and light industrial uses.

For the Eastern Edge Subarea the adopted policy is:

- Foster the development of the Eastern Edge as a transition between the more urban Central City and the Northwest District.

This study area contains a mix of residential uses with small-scale commercial office and some retail uses. The area also contains a number of underutilized properties, vacant lots, and old surface parking lots. One of the largest potential redevelopment sites in the vicinity of Central City, the Con-way properties, is also within this study area. This site and several smaller sites throughout the eastern edge present a significant opportunity for future redevelopment and creation of a mixed-use development pattern. This would protect the residential and historic fabric of the more densely developed portions of the Northwest District. Simultaneously, it would seek to make a stronger connection and more cohesive urban form that links the Northwest District to the Pearl, Upshur Warehouse District, and Willamette Waterfront.

## Zoning

This area is currently zoned a mixture of Central Employment (EX), which comes with the design overlay zone (d), High Density Residential (RH), and General Industrial 1 (IG1). Most of the area (77%) is zoned Central Employment (EX), which generally allows a wide mix of uses including residential, commercial office and retail, light industrial, and other uses needing a more central location. However, the provisions of the Northwest Plan District limit Retail Sales and Services uses through most of the area to no more than 3,000 square feet in the EX zone, and to no more than 20 percent of net building area in the RH zone. The base maximum height limits in the study area range between 45 to 75 feet and the maximum floor area ratios (FAR) are 1:1 or 4:1 FAR depending upon location.

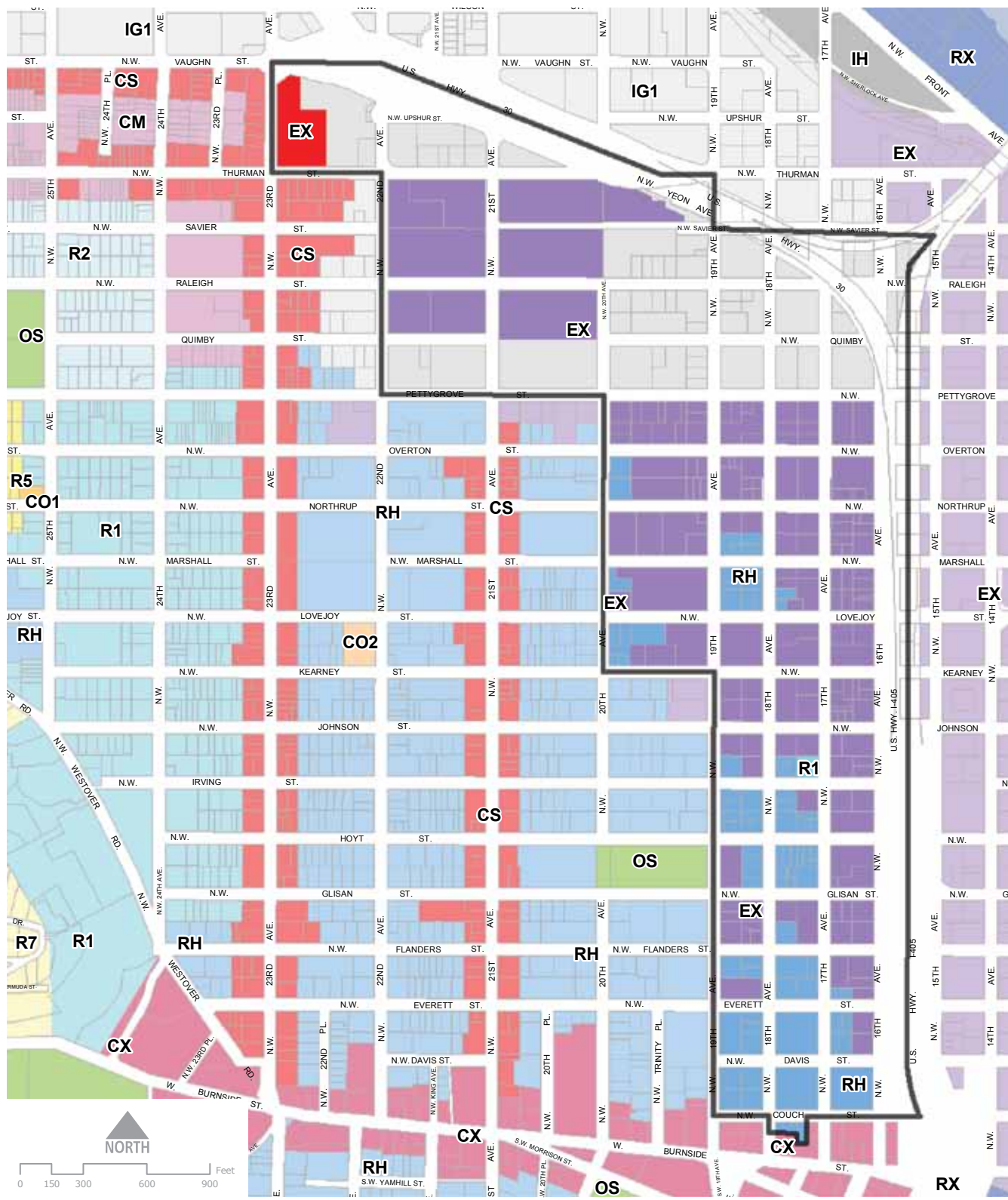
**Table 10.1: Slabtown Zoning**

Zone	Slabtown Acres	Percent of Slabtown	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Storefront Commercial (CS)	1.8	2.0%	8.8	20.3%	719.4	0.2%
Central Employment (EX)	48.3	55.6%	80.0	60.3%	722.7	6.7%
General Industrial 1 (IG1)	23.1	26.6%	44.5	52.0%	718.3	3.2%
Residential 1,000 (R1)	0.2	0.3%	0.4	53.5%	1,656.7	0.0%
High Density Residential (RH)	13.5	15.5%	39.5	34.0%	489.8	2.7%
	86.9	100.0%				

*Note: River and right-of-way acres are not included.*



Slabtown Zoning



March 18, 2010 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

The Northwest Plan District also allows for bonus height and floor area to be earned. Within specific subareas, applicants may earn bonus height and floor area when residential uses are developed, with more height and floor area being earned for affordable housing. Bonuses may also be earned when underground parking is developed or when contributions to the Northwest Transportation Fund are made.

As noted, EX-zoned portions of the study area also come with the design overlay zone, subjecting development within this zone to the Community Design Standards. A limited portion of the study area also falls within the Historic Alphabet District, and development within those areas may also be subject to historic design review.

## Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Slabtown area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The three main uses in Slabtown are residential, office, and industrial. The residential in the area is mainly multi-family and accounts for almost 30 percent of the building uses in the area. Single-family residential uses only make-up less than five percent. Office uses in the area account for almost the same amount as residential, at about 33 percent each. Industrial users are also a major component of the area, making up 16% of developed building area use.

## Discussion

Since the adoption of the *Northwest District Plan* in 2003, the *North Pearl District Plan* has been created. This plan established a framework for how the areas just to the east of this study area will be developed. It proposes a mix of uses similar to those suggested for the study area, but at higher densities and with an emphasis toward creating a more diverse, family-friendly, complete community.

At the same time, Con-way has begun to develop an ambitious master plan that proposes significant redevelopment of the numerous properties it owns in the north end of this area. Early concepts for the master plan embrace a mix of uses, including housing, employment, neighborhood-serving public amenities, but at higher densities than originally proposed by the *Northwest District Plan*. In the last few years, the *Portland Streetcar System Plan* also has been evolving and proposes to expand service in this portion of the Northwest District.

As the Central City 2035 process begins, it is wise to consider how the recently adopted *North Pearl District Plan*, the emerging master plan for Con-way, the *Portland Streetcar System Plan*, and the adopted policy direction for the Transition and Eastern Edge Subareas will form future public and private development decisions in this area. By including this as a study area of the *Central City 2035* plan, an analysis of the effectiveness of the *Northwest District Plan* can be done to determine if the zoning amendments are achieving their intended purposes, or if additional modifications are needed. This analysis also can help to determine how the implementation of the *Northwest District* and *North Pearl District Plans* and associated policies can be done in a mutually beneficial manner. The desired effect will be to strengthen the physical and social connections between these two unique districts.

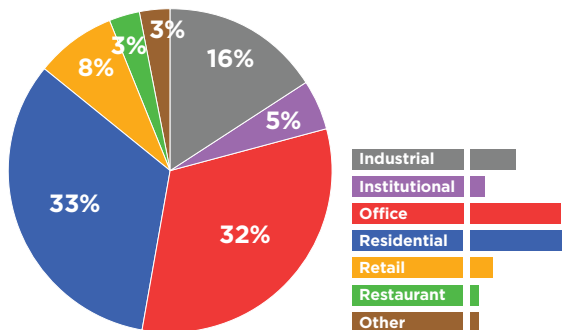
## Slabtown Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 10.1: Slabtown Existing Building Uses**



**Table 10.2: Slabtown Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	509,872	16.1%
Institutional Uses	143,358	4.5%
Office Uses	1,030,171	32.6%
Residential Uses		
Multi-family	885,462	28.0%
Single-family	143,356	4.5%
	1,028,818	32.5%
Retail Uses	259,372	8.2%
Restaurant Uses	80,347	2.5%
Other Uses	110,073	3.5%
<b>Total Developed Sq. Footage</b>	<b>3,162,011</b>	<b>100.0%</b>



# UPSHUR STREET



## Northwest District, Transition Subarea

**T**he Upshur Street Warehouse District is located within the Northwest Plan District in an area the *Northwest District Plan* identifies as the Transition Subarea. It covers about 32 acres (including public right-of-way). This area is located north of the Highway 30 ramps and south of Vaughn Street (up to the boundary of the Guilds Lake Industrial Sanctuary Plan District, which is also the Regionally Significant Industrial Area boundary).

The Transition Subarea contains a variety of commercial, industrial, creative industries, and transportation-related businesses. The adopted policy for this subarea is:

- Integrate the subarea into the pedestrian-oriented, architecturally diverse urban fabric to the south and west. Encourage a mix of housing, commercial, institutional, open space, and light industrial uses.

The Upshur Street Warehouse District constitutes the northeast portion of this subarea and is unique in that the district is isolated from the rest of the Northwest District. It's in a pocket created by the Fremont Bridge ramps and its placement along a former rail spur.

Although not within the boundaries of this area, the intersection of NW 23rd Avenue and Vaughn Street and access to I-405 and Highway 30, is key to enter the area. It is congested, which affects the viability of freight and auto-dependent businesses in the area.

The area contains a well-preserved assortment of early 20th-century industrial buildings. Most are relatively small scale, with ample fenestration, brickwork, and covered loading platforms, that provide the area with a finely-textured and human-scale streetscape. In the last few years, this small geographic area has transitioned into a surprisingly vibrant and active district. Much private investment has occurred, resulting in the restoration of many of the buildings in the area which are being inhabited by emerging businesses, many associated with the jobs often related to the “creative class”. Even some of the vacant lots in the district are now being used by local nurseries and garden furnishing businesses.

## Zoning

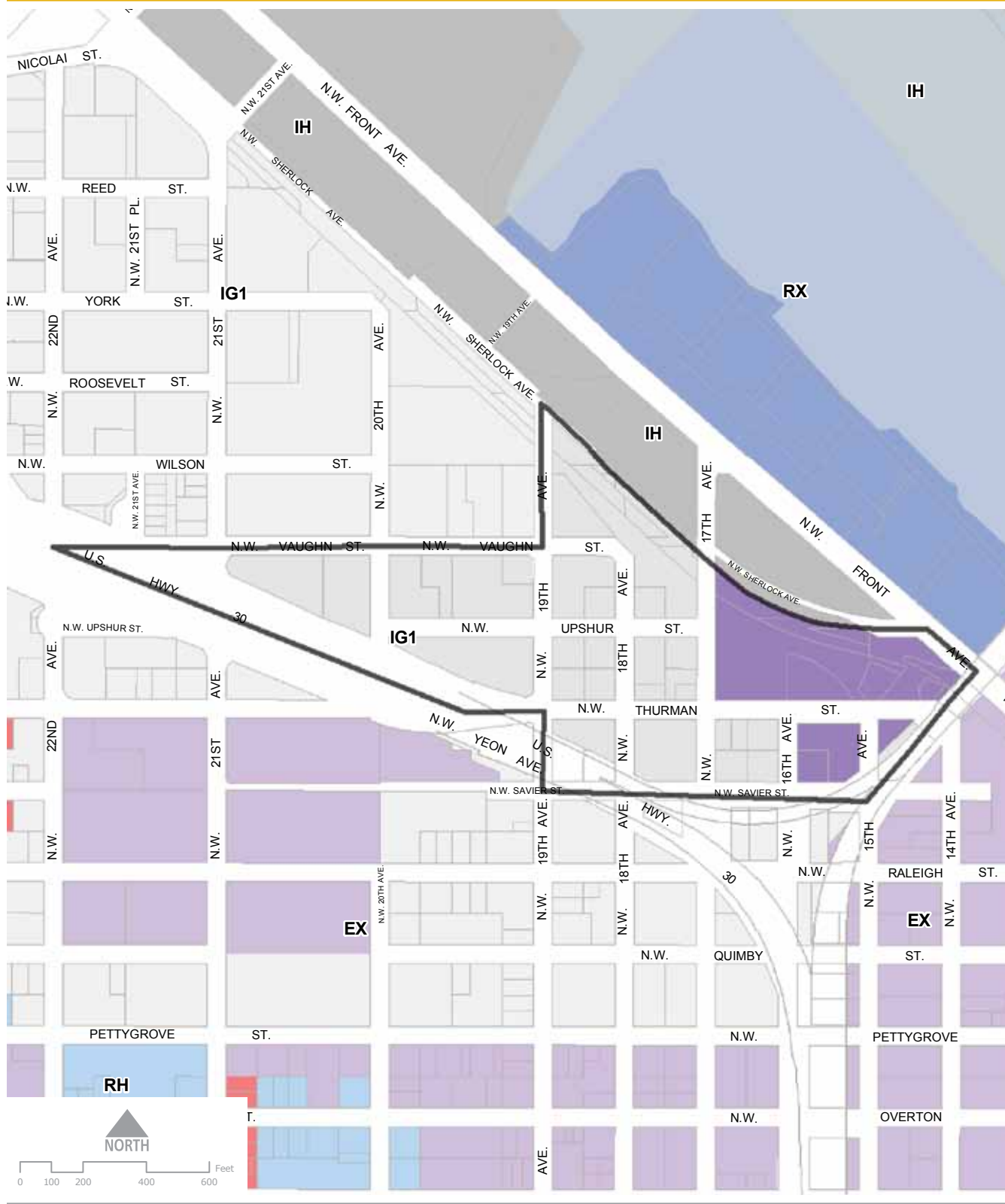
This area is zoned a mixture of Central Employment (EX), which comes with the design overlay (d), and General Industrial 1 (IG1). Prior to the adoption of the Northwest District Plan District, the entire area was zoned as IG1, but limited portions were rezoned to EX as part of that planning effort. Generally the EX zone allows a multitude of different uses including residential, retail, offices, and manufacturing. However, in this area the zone has been modified such that only 20 percent of a building's net area may be used for residential uses, and Retail Sales and Service uses are not allowed to be larger than 20,000 square feet.

**Table 10.3: Upshur Street Zoning**

Zone	Upshur Street Acres	Percent of Upshur Street	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Central Employment (EX)	5.3	28.9%	80.0	6.7%	722.7	0.7%
General Industrial 1 (IG1)	13.2	71.1%	44.5	29.6%	718.3	1.8%
	18.5	100.0%				

*Note: River and right-of-way acres are not included.*

Upshur Street Zoning



**March 18, 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Most of the Upshur Street Warehouse District, approximately 62%, is zoned IG1. This zone is one of three used by the Zoning Code to implement the Industrial Sanctuary policies of the *Comprehensive Plan*, although it is notable that this district is not within the adjacent Guilds Lake Industrial Sanctuary, and is intended to allow many industrial uses outright while restricting other uses. Generally, the IG1 zoned areas are found to have smaller lots and a grid block pattern, with a dense development pattern and sites with a high building coverage.

The maximum height limits for this area regulated as part of the Northwest District Plan District allow buildings between 45 and 65 feet. Also, EX-zoned sites are subject to design review, and development on these sites need to be consistent with the City's adopted *Community Design Guidelines*.

### Existing Uses

In 2008, the Bureau of Planning inventoried various land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Upshur Street area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The Upshur Street area is mostly zoned for industrial, and this is reflected in the current building uses. About 47% of the developed building area is used for industrial uses, with almost 29% of all uses for manufacturing. Besides industrial uses, there is also a large amount of office uses in the area. Approximately 42% of the developed building area is used for office. Outside of industrial and office uses in the area, 6% is retail uses and 4% of the developed building area is vacant.

### Discussion

When the *Northwest District Plan* was adopted in 2003, about a third of this area was rezoned for a greater mix of uses. Specifically, the EX zone was applied to a number of properties; however a limitation was placed on the amount of housing that could be developed in this zone and to date no housing has been created. Conversely, the EX and IG1 zoned properties have experience a significant amount of reinvestment in this district that now houses a nursery, garden furnishing sales and manufacturing businesses, interior design-related businesses, design studios, offices for sports and recreation-related business and other smaller businesses. In many ways, this district reflects the mix of uses and character that was originally envisioned for parts of the Pearl District, especially NW 13th Avenue, but which was never fully realized.

This area is also unique in that is located between the waterfront and Slabtown, and between the North Pearl and a significant industrial area to the north. Yet Upshur is effectively isolated from these other areas by the ramps of the Fremont Bridge to the south and west and the rail road to the north. This limited isolation further contributes to the character of the district.

As the *Central City 2035* plan goes forward, the zoning and other regulations affecting this area will be analyzed to consider if any additional modifications are necessary or desired to protect the emerging character and success of this district in the long term.



## Upshur Street Existing Uses



March 2010 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Graph 10.2: Upshur Street Existing Building Uses

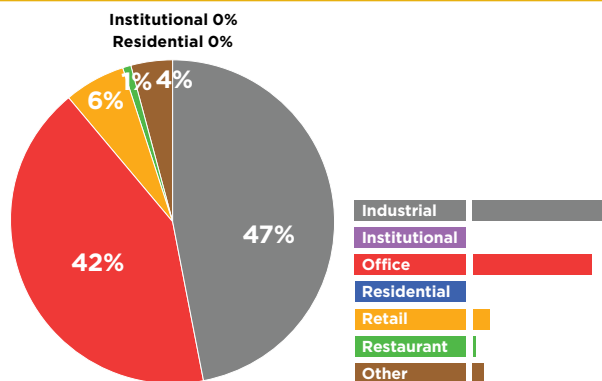


Table 10.4: Upshur Street Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
<b>Industrial Uses</b>		
Manufacturing	141,174	28.5%
Warehouse	54,979	11.1%
Wholesale sales	35,771	7.2%
Other	0	0.0%
	231,924	46.8%
<b>Institutional Uses</b>		
	0	0.0%
<b>Office Uses</b>		
	209,984	42.3%
<b>Residential Uses</b>		
	0	0.0%
<b>Retail Uses</b>		
	27,727	5.6%
<b>Restaurant Uses</b>		
	6,249	1.3%
<b>Other Uses</b>		
	20,014	4.0%
<b>Total Developed Sq. Footage</b>	<b>495,898</b>	<b>100.0%</b>

# VANCOUVER/WILLIAMS



**T**he Vancouver/Williams area is east of I-5 and north of NE Broadway and extends to Russell Street. The area covers about 40 acres (including public right-of-way). The area is entirely within the Eliot Neighborhood Association.

## Zoning

There are five zones in this area, but the dominant ones are Central Employment (EX), Open Space (OS), and High Density Residential (RH). Together these zones comprise 90% of the area. The other less prevalent zones are Storefront Commercial (CS) and Residential 2000 (R2).

The main commercial zone in the area is Storefront Commercial. It makes up 8% of the area and is found along N Russell Street from N Flint to N Williams Avenue. The CS zone is intended to preserve and enhance older commercial areas that have a storefront character and allows a full range of retail, service and business uses with a local and regional market area.

The Central Employment zone is by far the dominant zone, making up 42% of the area. The EX zone is intended for areas in the center of the City that have

predominantly industrial development. Residential uses are allowed, but are not intended to be the main use.

Open Space is limited in this area and basically comprises the Lillis Albina Park site. Use at this site is limited during school hours. The OS zone is intended to preserve and enhance public and private open, natural, and improved park and recreational areas.

Twenty-eight percent of this area is High Density Residential. The RH zone is a high density multi-dwelling zone. Density is not regulated by a maximum number of units per acre, but rather by floor area ratio (FAR) limits and other site development standards. Allowed housing is characterized by medium to high height and a relatively high percentage of building coverage.

## Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Vancouver/Williams area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

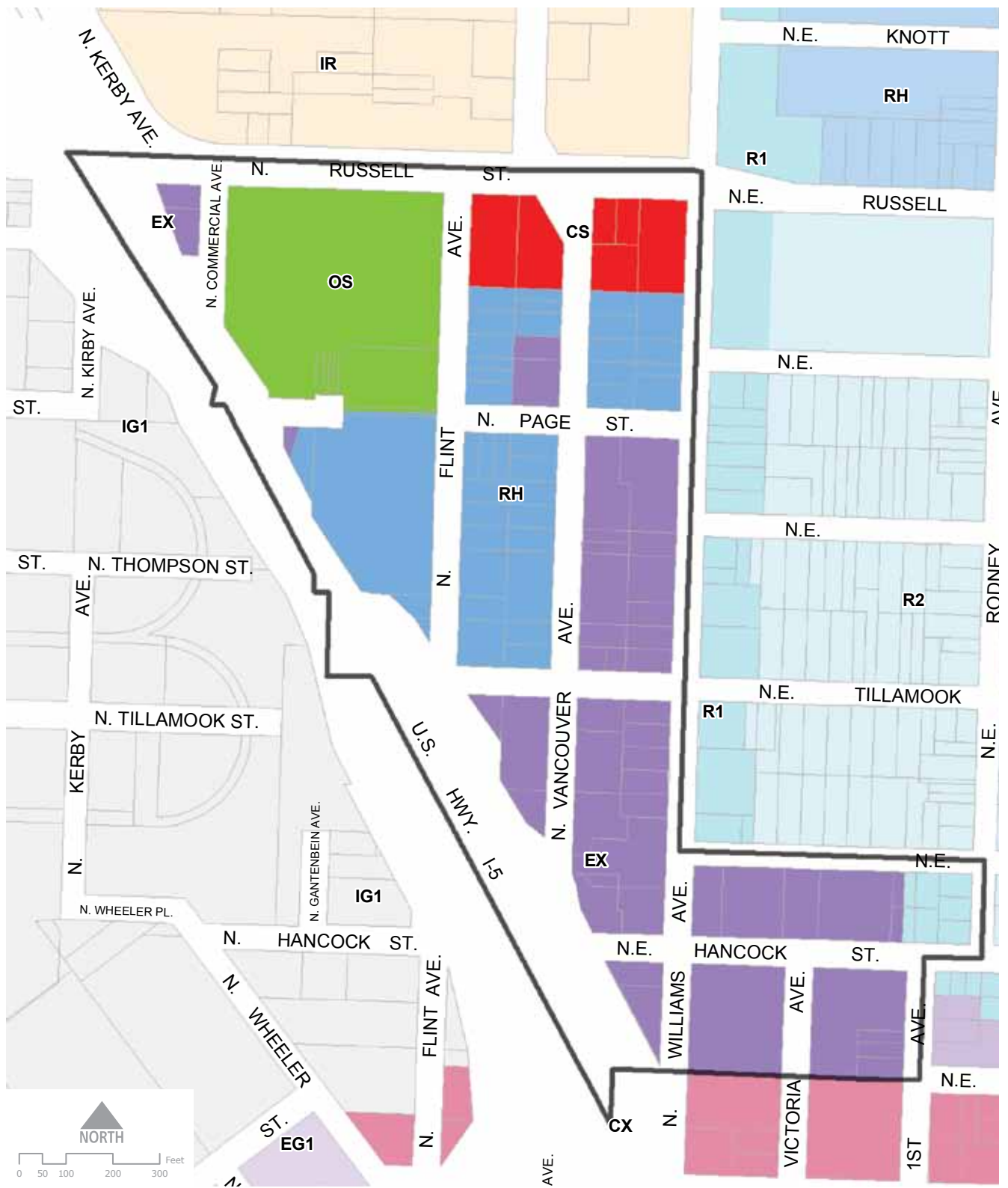
The area today includes a mix of commercial and residential uses as well as Harriet Tubman Leadership Academy for Young Women. Together, industrial and institutional uses comprise 57% of building uses in the area. Other main uses include residential (19%) and office (16%).

**Table 10.5: Vancouver/Williams Zoning**

Zone	Vancouver/Williams Acres	Percent of Vancouver/Williams	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Storefront Commercial (CS)	1.8	7.8%	8.8	20.5%	719.4	0.3%
Central Employment (EX)	9.8	42.4%	80.8	12.2%	722.7	1.4%
Open Space (OS)	4.6	19.9%	20.2	22.8%	15,186.9	0.0%
Residential 2,000 (R2)	0.5	2.2%	0.5	100.0%	3,351.8	0.0%
High Density Residential (RH)	6.4	27.7%	39.4	16.3%	489.8	1.3%
	<b>23.1</b>	<b>100.0%</b>				

*Note: River and right-of-way acres are not included.*

## Vancouver/Williams Zoning



September 18, 2009 City of Portland | Bureau of Planning and Sustainability | Geographic Information System

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.



## Discussion

The Vancouver/Williams area has been shaped by several public policy decisions, which have left it in a state of uncertainty over its future. Historically it has a rich history as part of the City of Albina. As Albina grew in the 1880s, Russell Street became a prominent main street because of its proximity to the Willamette River and the rail yards. The streetcar system furthered commercial development on Russell Street, with the intersection of Russell and Williams becoming focal points because of the crossing of streetcar lines. Albina along with East Portland were consolidated in the City of Portland in 1891.

An important part of the historic context of this community to consider for future planning is the role of Albina as a gateway for the arrival of ethnic groups. Dating back to the 1880s, it attracted a larger number of immigrants compared to the rest of Portland. Lower Russell Street served as the main commercial area for the Scandinavian Community. Polish immigrants established the White Eagle Saloon on Russell Street in the early part of the 20th Century. The early 1900s also saw the beginnings of the second wave of ethnic migration as Portland's African-American population began moving to Albina from the area near Union Station. During and following World War II, new waves of African Americans moved to Portland, and most were accommodated in Vanport. The Vanport Flood displaced 5,000 African Americans, and most moved to Albina.

Albina by the 1950s was an economically depressed area, but it still remained a vibrant community. The stability of the Russell/Vancouver/Williams area was affected by several public and private projects. The construction of the Memorial Coliseum displaced a largely African-American community. This was followed by the construction of the I-5 Freeway (Minnesota Freeway) in the early 1960s. In 1969, the Model Cities Program concentrated on the Albina area and surrounding neighborhoods. It funded significant projects, including the Emanuel Urban Renewal Project and the School District Distribution Center. The urban renewal project involved the Emanuel Hospital proposal to build a 19-acre health

campus. This resulted in clearing land for this project and displacing residents and businesses. The full campus was not built. The combined influences of these projects left this part of the Albina almost beyond recognition. At the time, the Portland City Planning Commission wrote off much of the area south of Fremont and west of MLK Blvd. as an area with no future as a residential area.

The Vancouver/Williams area is part of the *Albina Community Plan*. This plan was the first comprehensive planning effort for the Albina area since the Model City Program. The community plan was adopted in 1993. The plan focuses on stabilizing and revitalizing existing neighborhoods. This area is also included in the Oregon Convention Center Urban Renewal Area.

As part of the South/North Transit Corridor Project, light rail alignment options were evaluated to connect Downtown with the Rose Quarter and Emanuel Hospital. A ballot measure to provide the local funding to match federal funds was defeated in 1998. Subsequently, an alignment on N. Interstate Avenue was supported by the North Portland community and met approval for construction with local funding provided by the newly formed Interstate Urban Renewal Area. The Interstate MAX Project was completed in 2004.

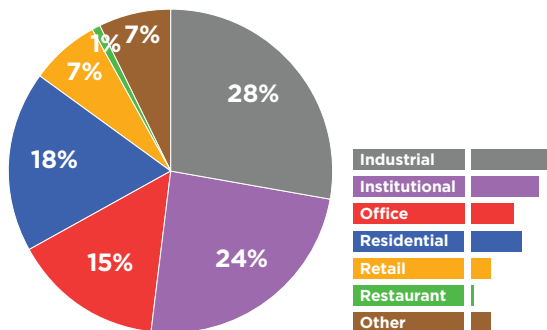
One result of the Interstate MAX Project was the neighborhood interest in ensuring safe community connections to the Interstate MAX Station along Russell Street. The *Russell Street Improvement Plan* was completed by the Portland Office of Transportation in 2003. It identified streetscape and safety improvements to improve the east-west connection to Lower Albina and the MAX station with the community east of I-5. The project is currently under construction.

## Vancouver/Williams Street Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 10.3: Vancouver/Williams Existing Building Uses**



**Table 10.6: Vancouver/Williams Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
<b>Industrial Uses</b>		
Manufacturing	49,028	9.4%
Warehouse	72,295	13.8%
Wholesale sales	18,210	3.5%
Other	10,704	2.0%
	150,236	28.7%
<b>Institutional Uses</b>	127,123	24.3%
<b>Residential Uses</b>	92,126	17.6%
<b>Retail Uses</b>	34,905	6.7%
<b>Restaurant Uses</b>	3,694	0.7%
<b>Other Uses</b>	35,627	6.8%
<b>Total Developed Sq. Footage</b>	<b>523,868</b>	<b>100.0%</b>

# BANFIELD PORTAL



**T**he Banfield Portal area is east of the current Central City Plan District boundary and contains two distinct areas covering about 108 acres (including public right-of-way). The first is the **North of Sandy** area, bounded by Sandy Boulevard to the south, the Banfield Freeway (I-84) to the north, and NE 12th and NE 20th Avenues on the west and east. The second area is the **NE Multnomah** area, bounded by the Banfield Freeway (I-84) to the south, NE Multnomah Street to the north, and NE 16th Drive and 21st Avenue to the west and east.

## Zoning

The Banfield Portal study area contains a mixed-use area with many zones. The major zones are Central Commercial (CX), Central Employment (EX), and High-Density Residential (RH). Together these three zones comprise 75% of the area. The other zones in the area are Commercial Office 2 (CO2), Storefront Commercial (CS), and Open Space (OS). These three zones are very limited and together make up only 25% of the area.

Much (29%) of this area is Central Commercial, like much of the Central City. The CX zone is intended to provide for commercial development within Portland's most urban and intense areas. A broad range of uses are allowed, and development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is also intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

The EX zone makes up 24% of this study area, allows for mixed uses, and is intended for areas in the center of the City that have predominantly industrial development. Residential uses are allowed, but are not intended to be the main use.

The only residential zone in this area is High Density Residential, and it makes up 23% of this area. The RH zone is a high-density, multi-dwelling zone. Density is not regulated by a maximum number of units per acre, but rather by floor area ratio (FAR) limits and other site development standards. Allowed housing is characterized by medium- to high-height and a relatively high percentage of building coverage.

## Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Banfield Portal area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model

**Table 10.7: Banfield Portal Zoning**

Zone	Banfield Portal Acres	Percent of Banfield Portal	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Office Commercial 2 (CO2)	0.6	0.9%	7.8	7.7%	109.5	0.5%
Storefront Commercial (CS)	1.0	1.4%	8.8	11.4%	719.4	0.1%
Central Commercial (CX)	20.0	28.7%	30.2	66.2%	1,036.3	1.9%
Central Employment (EX)	16.6	23.8%	80.0	20.7%	722.7	2.3%
Open Space (OS)	15.6	22.3%	20.2	77.2%	15,186.9	0.1%
High Density Residential (RH)	16.0	22.9%	39.4	40.6%	489.8	3.3%
	<b>69.8</b>	<b>100.0%</b>				

*Note: River and right-of-way acres are not included.*



The map displays two primary areas: the **NE Multnomah Area** (outlined in black) and the **North of Sandy Area** (outlined in black). The NE Multnomah Area includes zones such as OS (green), RH (blue), IG2 (yellow), and CO2 (orange). The North of Sandy Area includes zones such as OS (green), RH (blue), IG1 (grey), R1 (light blue), R2.5 (yellow), CG (purple), EX (red), CS (red), CO1 (yellow), and R5 (yellow). Major roads shown include U.S. HWY 184, U.S. HWY 30, NE 12th Ave, NE 15th Ave, NE 16th Ave, NE 17th Ave, NE 18th Ave, NE 19th Ave, NE 20th Ave, NE 21st Ave, NE 22nd Ave, NE 12th St, NE 13th St, NE 14th St, NE 15th St, NE 16th St, NE 17th St, NE 18th St, NE 19th St, NE 20th St, NE 21st St, NE 22nd St, and various local streets like Irving St, Flanders St, Glisan St, Couch St, Burnside St, Ankeny St, and Ash St. A scale bar (0 to 600 feet) and a north arrow are located in the bottom left corner.

## Study Areas

provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

This is a mixed-use district, including Benson High School and a number of residential, small office and light industrial uses. Benson High School makes up 19% of the building uses. Office is also a large use in the area, making up almost 23% of all building uses. Residential uses are also substantial, making up 18% of building use in the area.

## Discussion

### North of Sandy

The North of Sandy area is influenced by two plans. They are the *Kerns Neighborhood Action Plan* (1987) and the *Hollywood and Sandy Plan* (2000).

The *Kerns Neighborhood Action Plan* was developed in two phases, the first being with only neighborhood involvement, and the second being a joint effort with the Bureau of Planning. In the plan, the area was identified as having easy access, a community feel, good transportation, but also some challenges. These include, low home ownership rates, few families, traffic congestion, conversion of residences, and general disinvestment. For the area identified as the North of Sandy area there were also some specific policies and objectives. Policy 10 for the North of Sandy/Mixed Use Area is “Maintain a compatible mix of high-density residential and light manufacturing uses”. Objectives address preserving existing residential, encouraging new higher density residential, reusing older buildings, encouraging business retention and expansion, encouraging campus-like environments for some businesses, and improving street improvements.

The discussion for the North of Sandy area in the *Kerns Neighborhood Action Plan* states: “This unique inner-city area is composed of both labor intensive industries and multi-family housing. It has many well-maintained historically significant residential and commercial structures, which were built in characteristic California stucco and Art Deco styles. Benson High School and Buckman Field anchor the western portion. Some of the major employers have indicated that they may be outgrowing their site and may be forced to move to larger facilities. The policy objectives aim at retaining these businesses and attracting new ones to occupy underutilized structures. It is felt that the special character and blend of uses

in the area continue to make it also attractive for the development of high density housing.”

Concerns and general policy directions that were prevalent in 1987, when the *Kerns Neighborhood Action Plan* was adopted are also relevant today. The location adjacent to the Central City has its advantages, and the area also has assets that should be protected and enhanced.

The *Hollywood and Sandy Plan* (2000) was the outcome of a comprehensive land use, transportation, and public services planning study for the Hollywood District and Sandy Boulevard areas of inner and central northeast Portland. The process started in November 1997. Sandy Boulevard and the Hollywood District have long served vital functions as centers of activity in Portland’s inner and central northeast district.

Specific to this area, it was envisioned that focused and distinct mixed-use activity nodes at the main crossroads of 12th, 20th, 28th, and 33rd Avenues along Sandy Boulevard would be developed. Additionally, this area was identified as a medium-scale, mixed-use area — commercial, residential and light manufacturing with maximum building heights ranging from five to six stories.

### NE Multnomah

The NE Multnomah area is mainly influenced by the *Sullivan’s Gulch Neighborhood Action Plan* (1987). This plan was taken on in three phases. It started with a PSU study, later developed into a citizen-based effort, and lastly was a collaborative project with the City. The neighborhood does have assets and advantages, mainly based on location and proximity to close-in areas, but it does also have issues. In 1987 major concerns included noise pollution, density pressures, home maintenance and neighborhood investment. For the NE Multnomah area, the plan, in Policy 2: West End it states “Provide an improved transition between Lloyd Center and the Neighborhood and encourage development of high density housing which provides a smooth transition to the lower density of the neighborhood core.”

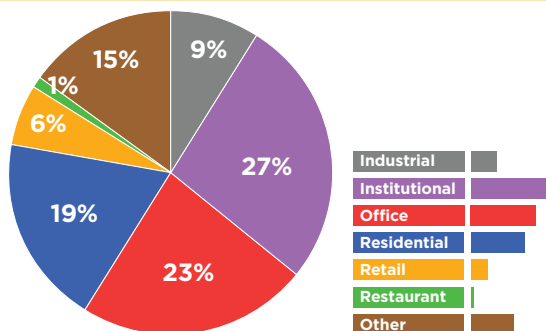
Concerns and general policy directions that were prevalent in 1987 when the *Sullivan’s Gulch Neighborhood Action Plan* was adopted are also relevant today. The location adjacent to the Central City has its advantages, and the area also has assets that should be protected and enhanced.

# Banfield Portal Street Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
 The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 10.4: Banfield Portal Existing Building Uses**



**Table 10.8: Banfield Portal Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
<b>Industrial Uses</b>	189,930	9.3%
<b>Institutional Uses</b>		
College	0	0.0%
Daycare	0	0.0%
Medical center	0	0.0%
School	384,997	18.9%
Utilities	0	0.0%
Other	168,355	8.3%
	553,352	27.2%
<b>Office Uses</b>	463,083	22.7%
<b>Residential Uses</b>	396,426	19.5%
<b>Retail Uses</b>	114,228	5.6%
<b>Restaurant Uses</b>	16,640	0.8%
<b>Other Uses</b>	304,079	14.9%
<b>Total Developed Sq. Footage</b>	<b>2,037,079</b>	<b>100.0%</b>



# POWELL TRIANGLE



**T**he Powell Triangle area is roughly formed by SE Powell Boulevard, the Union Pacific Railroad and the existing Central City Plan District boundary at SE 11th Avenue. It covers approximately 30 acres (including public right-of-way). SE Powell and SE Milwaukie are major gateway corridors feeding into Central City. The Powell Triangle area is located entirely within the Hosford-Abernethy Neighborhood Association.

## Zoning

The Powell Triangle area is largely industrial, with General Commercial (CG), General Employment 1 (EG1), and General Industrial 1 (IG1). EG1 and IG1 make up most of this area, with the CG being very limited and making up only 9% of the study area.

The EG1 zone is mostly industrial with industrial-related uses and comprises almost 49% of this area. EG1 areas generally have smaller lots, a grid block pattern, are mostly developed, with buildings which are close to the street and have a high building coverage.

The IG1 zone makes up almost 42% of this area and is where most industrial uses may locate, while other uses are restricted to prevent potential conflicts and to preserve land for industry. The development standards are intended to allow new development that is similar in character to existing development and promotes viable and attractive industrial areas. IG1 areas generally have smaller lots and a grid block pattern. IG1 areas tend to be the City's older industrial areas.

## Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the Powell Triangle area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

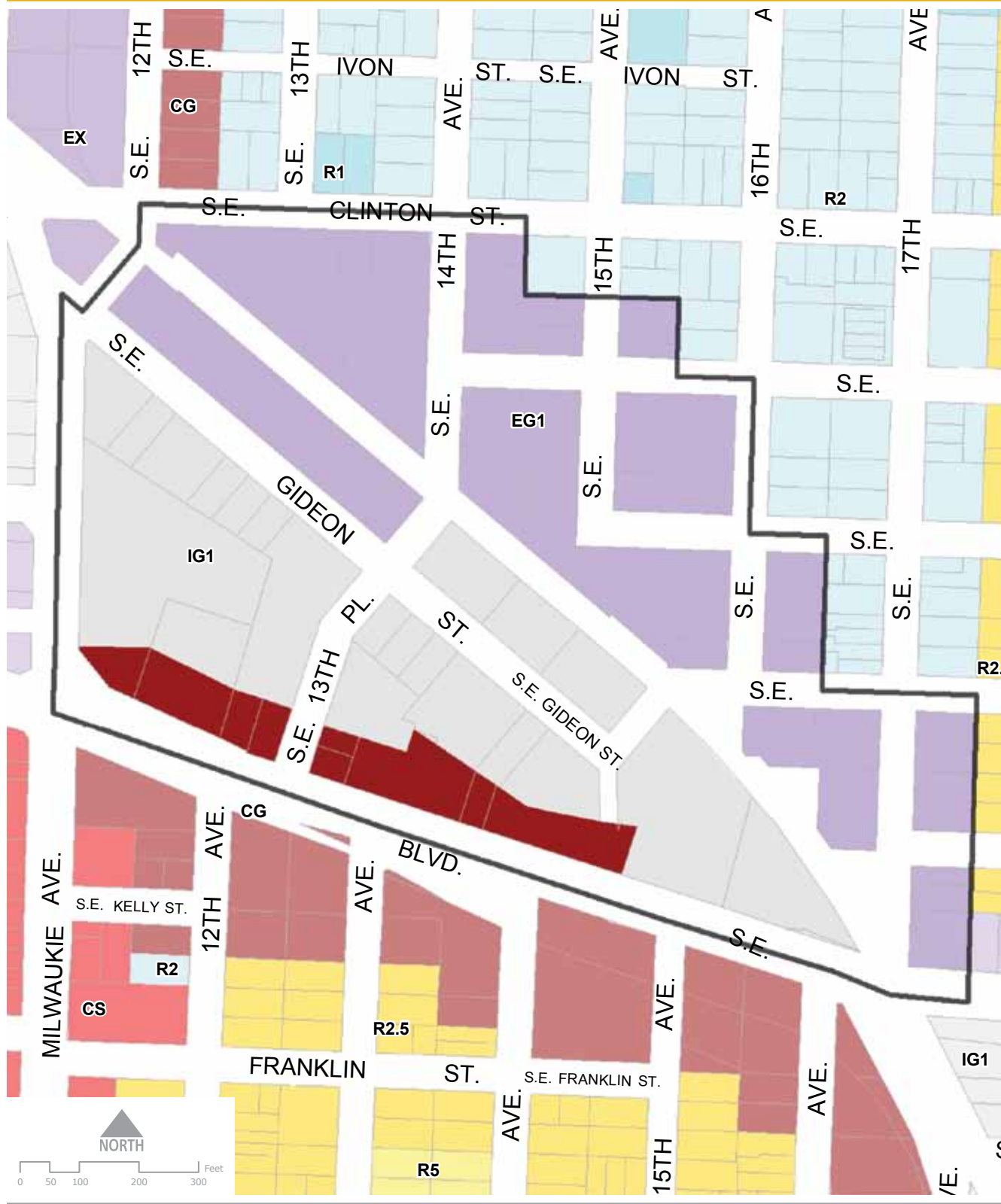
The uses in the Powell Triangle area mostly fit into three main categories, including industrial, office, and institutional. There is almost no residential, retail, or restaurant uses, with those categories only making up 7% of uses all together. Industrial uses are the major category in the area, making up 62% of all building uses. Office makes up 19% and institutional uses make up 12% of all uses.

**Table 10.9: Powell Triangle Zoning**

Zone	Powell Triangle Acres	Percent of Powell Triangle	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
General Commercial (CG)	1.7	8.8%	1.7	100.0%	1,990.6	0.1%
General Employment 1 (EG1)	9.5	49.0%	11.2	84.8%	64.8	14.7%
General Industrial 1 (IG1)	8.2	42.3%	44.5	18.4%	718.3	1.1%
	<b>19.4</b>	<b>100.0%</b>				

*Note: River and right-of-way acres are not included.*

Powell Triangle Zoning



**June 30, 2009** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

## Discussion

The Powell Triangle is one of the six study areas to be examined as part of *Central City 2035*. This area is included because of the potential for a light rail station at SE Clinton Street and SE 12th Avenue. The Portland City Council adopted the Locally Preferred Alternative for the Milwaukie Light Rail Project on July 17, 2008 (Resolution # 36625). This completed Metro's South Corridor Phase II: Portland-Milwaukie Light Rail Project. TriMet is currently in the process of completing technical analyses for Preliminary Engineering (PE) and the Final Environmental Impact Statement (FEIS). It is anticipated that Milwaukie light rail service could begin in 2015.

The Milwaukie LRT Project represents more than 40 years of public support for preserving neighborhood livability by promoting the use of transit. The southeast Portland community was instrumental in the defeat of the proposed Mount Hood Freeway in the late 1960s and early 1970s. The community replaced the regional transportation plan with a balanced transportation plan, which integrated land-use planning with major investments in transit. Light rail to southeast Portland, Milwaukie and Oregon City was one of the priority corridors identified in the revised *Regional Transportation Plan*.

In 1993, Metro initiated the light rail project development planning process, the first step in the federal requirements for transit system planning for a South/North Transit Corridor from Clackamas County to Portland and across the Columbia River to Vancouver and Clark County, Washington. A coalition of Southeast Portland community groups developed a light rail alignment option known as the Caruthers Alignment. This was developed to serve the Central Eastside, Hosford-Abernethy, Brooklyn, Reed and Sellwood/Moreland neighborhoods. This alignment included a station at the intersection of SE Clinton Street/12th Avenue. In 1998, the South/North Corridor Draft Environmental Impact Statement was completed and the Locally Preferred Alternative was adopted, including the Caruthers Alignment. Also in 1998, a ballot measure that would have provided funding for this project was defeated.

Metro, with the support of the City of Portland and other regional partners, pursued a public planning process to examine options for a shorter and more financially feasible light rail project. This resulted in the effort to proceed with the Interstate MAX Project and was followed by the South Corridor. The South Corridor was divided into two segments, Phase I: I-205 and the Portland Mall, which will start service in September 2009, and Phase II-Milwaukie.

The Clinton Station presents an opportunity to examine station area planning at an important intersection between the Hosford-Abernethy and Brooklyn Neighborhood and the Central Eastside. Situated in probably one of the most challenging street intersections that includes the Union Pacific mainline railroad tracks, combined with the proposed light rail crossing, and the combinations of intersections that include 11th/12th/Milwaukie/Clinton, and the SE Division/11th/12th and SE Powell/Milwaukie intersection. A comprehensive examination of land use, urban design, economic development, and transportation issues would be an opportunity to develop strategies to improve the access and light rail ridership with supporting transit-oriented land uses and development.

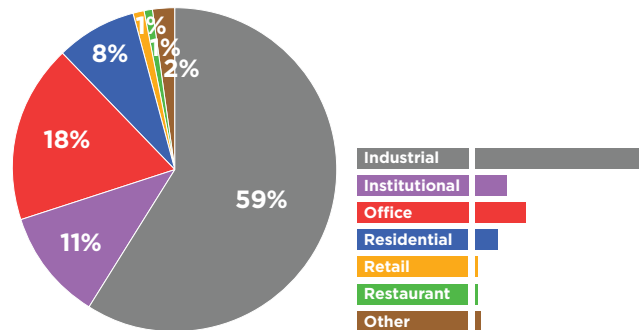


## Powell Triangle Street Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

**Graph 10.5: Powell Triangle Existing Building Uses**



**Table 10.10 Powell Triangle Existing Building Uses**

Building Use	Total Sq. Footage	Percent of Total
<b>Industrial Uses</b>		
Manufacturing	62,713	13.7%
Warehouse	141,968	31.0%
Wholesale sales	54,529	11.9%
Other	7,535	1.6%
	266,745	58.2%
<b>Institutional Uses</b>		
Office Uses	81,063	17.7%
Residential Uses	38,383	8.4%
Retail Uses	6,791	1.5%
Restaurant Uses	6,256	1.4%
Other Uses	7,370	1.6%
<b>Total Developed Sq. Footage</b>	<b>458,577</b>	<b>100.0%</b>

## SOUTH PORTLAND



located to the east and separates the area from the South Waterfront subdistrict. Most development in the area fronts or can be accessed by SW Kelly Avenue, which operates as the US Route 26 connection between the Ross Island Bridge and Interstate 405. Improvements to much of this infrastructure have been studied as part of the *South Portland Circulation Study*, which proposes to reduce the affects of infrastructure on this area and the South Portland neighborhood.

### South Portland Neighborhood and South Auditorium District

The South Portland study area contains a mix of commercial, institutional, and residential uses located south of Interstate 405 along SW Kelly Avenue. It covers about 74 acres (including public right-of-way). The study area is entirely within the boundaries of the South Portland Neighborhood Association, and contains portions of the South Auditorium Plan District, which also extends north of Interstate 405 into the Central City Plan District. The study area's southern boundary is framed by the Lair Hill Conservation District, an area historically significant as it is Portland's oldest residential neighborhood and contains a well-established stock of historic, late 19th Century housing.

This study area is defined by the transportation infrastructure that borders and bisects it. Interstate 405 is located to the north and separates the area from the Central City Plan District, Interstate 5 is

### Zoning

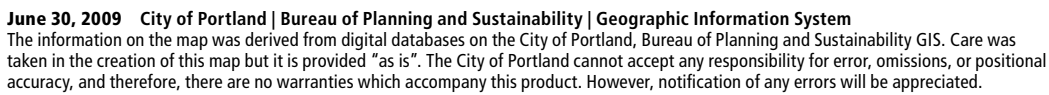
As noted this study area has a mix of land uses, which responds to the zoning pattern characterized by seven different land-use zones within a fairly small geographic area. These zones include Neighborhood Commercial 2 (CN2), Office Commercial 2 (CO2), Storefront Commercial (CS), Central Commercial (CX), with the design overlay (d), General Employment 1 (EG1), Residential 1000 (R1), and High Density Residential (RH). Breaking the general zoning pattern down we find that 80% of the area is zoned for commercial uses (although there is great variation between the four commercial zones applied to this area) and 14% of the area is zoned for residential land uses.

**Table 10.11: South Portland Zoning**

Zone	South Portland Acres	Percent of South Portland	Study Areas Acres	Percent of that zone in Study Areas	Citywide Acres	Percent of that zone Citywide
Neighborhood Commercial 2 (CN2)	0.8	2.9%	0.8	100.0%	268.6	0.3%
Office Commercial 2 (CO2)	7.2	25.8%	7.8	92.3%	109.5	6.6%
Storefront Commercial (CS)	4.2	15.1%	8.8	47.8%	719.4	0.6%
Central Commercial (CX)	10.2	36.6%	30.2	33.8%	1,036.3	1.0%
General Employment 1 (EG1)	1.7	6.1%	11.2	15.2%	64.8	2.6%
Residential 1,000 (R1)	0.2	0.7%	0.5	46.5%	1,656.7	0.0%
High Density Residential (RH)	3.6	12.9%	39.4	9.1%	489.8	0.7%
	<b>27.9</b>	<b>100.0%</b>				

*Note: River and right-of-way acres are not included.*

## Study Areas





## Existing Uses

In 2008, the Bureau of Planning inventoried land and building uses within the Central City. Staff conducted visual inspections of all buildings in the South Portland area and estimated the proportions of different uses by floors of buildings. This database, when linked to the City's 3-D building model, provides estimates of different types of uses. The results of this calculation are not precise, but do provide more up-to-date estimates of uses than previously available.

The South Portland area has a broad range of uses. The eastern portion of the area contains a growing mix of institutional uses, including properties owned by the International School, Portland State University, and the main campus of the National College of Natural Medicine. The northwest portion of the area is dominated by commercial office uses, and also contains a mix of different single- and multi-dwelling residential uses. Together, office and associated parking uses in the study area make up roughly 65% of the developed building area. Although 32% of the area is zoned for residential uses, only 13% of the built square footage of the area is built as housing with 65% of that being multi-family and 35% single-family.

## Discussion

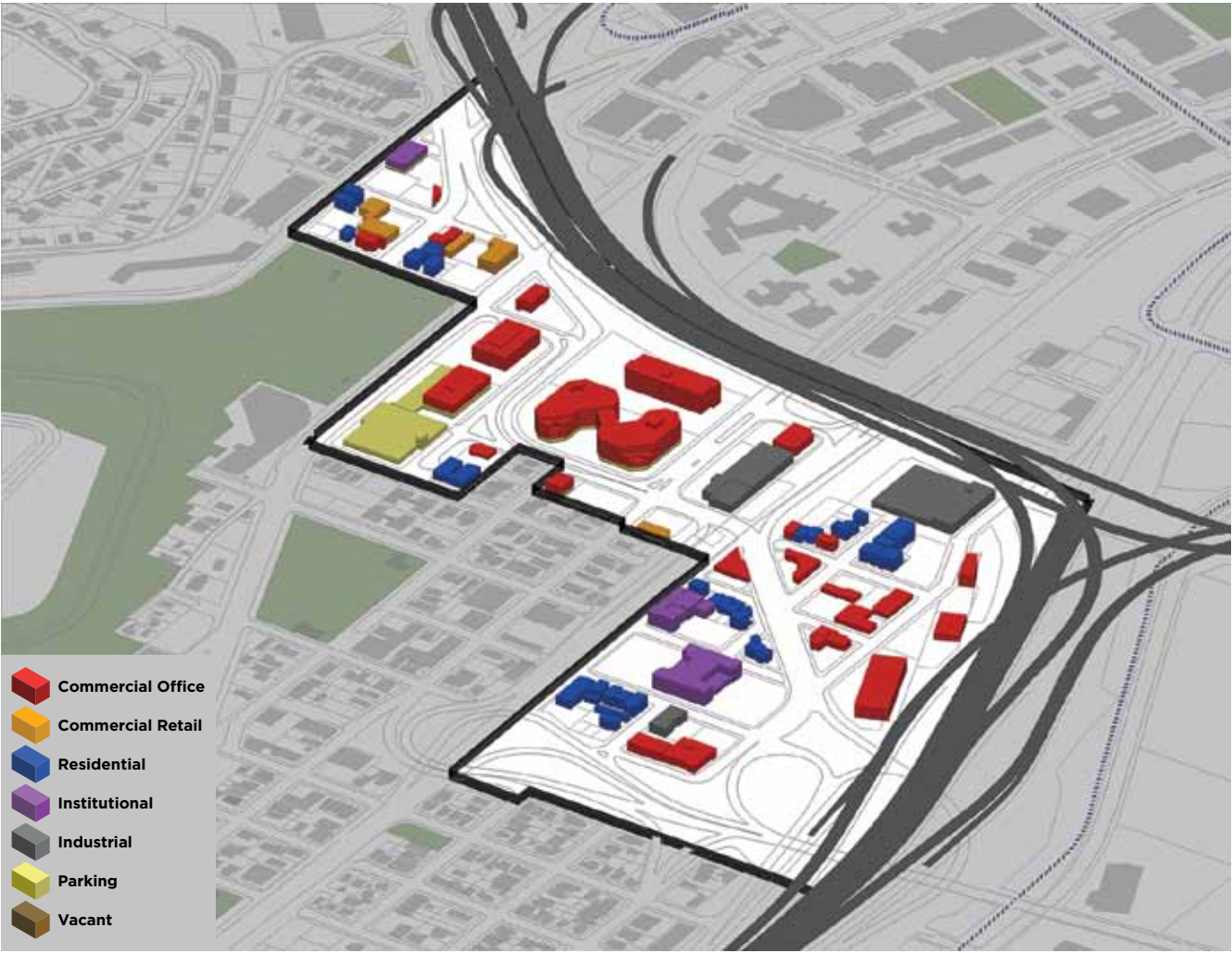
The zoning pattern affecting this district is unique and appears to have occurred over time as the result of various unrelated projects. For instance, the northwest section of the study area is dominated by commercial land uses and maintains an urban form, shaped by the development standards of the South Auditorium District. This area also has a scale of development that more closely relates to the denser mixed-use environment of the Central City than the residential neighborhood found in Lair Hill to the south. Once one leaves this portion of the study area the mix of land uses begins to become more diverse, and its character and urban form changes dramatically. In this area, the transportation infrastructure that bounds and bisects the district becomes the dominating character influence.

Combined, the transportation infrastructure and land-use pattern in this area acts as barrier or buffer between the Central City and the South Portland neighborhood. In some ways this is good as the area acts as a transition zone between the dense, mixed-use environment of the Central City and South Portland's slower paced residential neighborhoods. However, the character of the area and the negative effects of transportation infrastructure need to be addressed to allow better utilization of the land in this area and to improve transportation capacity and constraints.

The *South Portland Circulation Study* (2001) addressed many of these transportation issues. Its recommendations provide a long-term vision to guide transportation improvements that will reconnect the Lair Hill neighborhood and surrounding area. The plan's primary objective is to separate regional from local traffic by removing the Ross Island Bridgehead ramps. This can be achieved by streamlining the connections between the Bridge and its connections to I-5 and the I-405 freeways as well as changing the character of SW Naito Parkway to fit better with the surrounding neighborhood.

By including this area in the *Central City 2035* plan, it may be possible to identify ways to address these issues while also creating a district that continues to act as a buffer between uses in South Portland and the Central City. Additionally, including this area could help create an urban form that is more aesthetically pleasing and develops stronger physical connections.

South Portland Existing Uses



**March 2010** City of Portland | Bureau of Planning and Sustainability | Geographic Information System  
The information on the map was derived from digital databases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided “as is”. The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Graph 10.6: South Portland Existing Building Uses

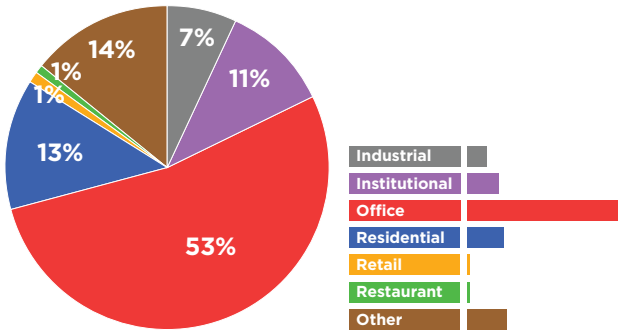


Table 10.12 South Portland Existing Building Uses

Building Use	Total Sq. Footage	Percent of Total
Industrial Uses	69,273	7.4%
Institutional Uses	101,812	10.8%
Office Uses	488,284	51.9%
Residential Uses	122,614	13.0%
Retail Uses	9,945	1.1%
Restaurant Uses	13,468	1.4%
Other Uses	135,208	14.4%
Total Developed Sq. Footage	940,603	100.0%

**For more detail or information, please review the 'Supporting Information' document which includes sources as well as the appendices.**

The Appendices include information on:

Location

Plans

Land

Transportation

Willamette Riverfront

Natural Resources

People

Housing

Jobs

Crime

Redevelopment Capacity

Forecasts and Growth



