

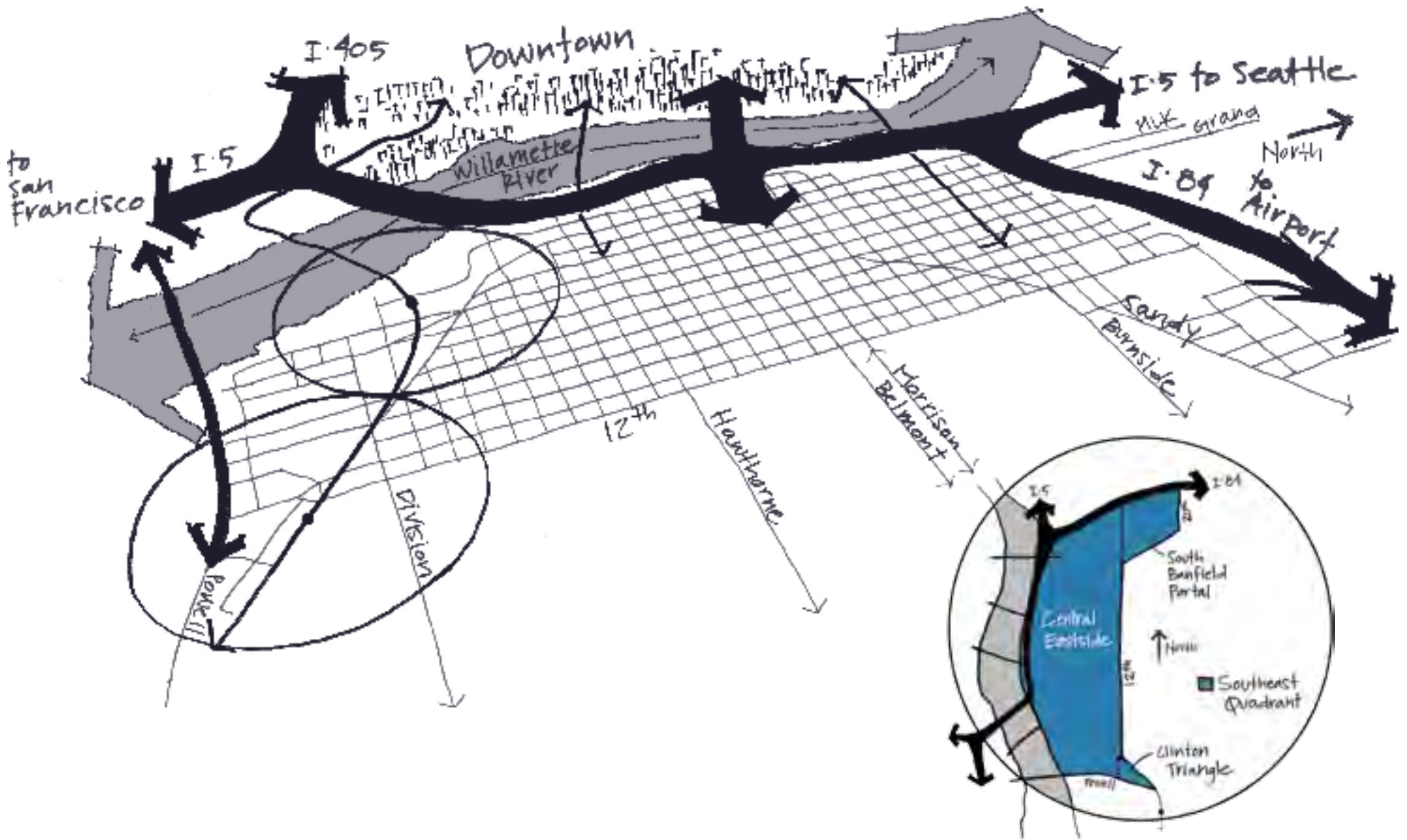
# PORTLAND'S CENTRAL EASTSIDE



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.

City of Portland, Oregon  
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**SE QUADRANT**  
CENTRAL CITY 2035

For more information  
visit the SE Quadrant website:  
[www.portlandoregon.gov/bps/cc2035/sequadrant](http://www.portlandoregon.gov/bps/cc2035/sequadrant)  
Email: [sequadrant@portlandoregon.gov](mailto:sequadrant@portlandoregon.gov)  
Phone: 503-823-7700

#### SE Quadrant Planning Team

Troy Doss  
Stephanie Beckman  
Tyler Bump  
Lora Lillard, Cartography  
Ralph Sanders, Graphic Design

#### Editing

Eden Dabbs

#### Concept

Steve Iwata

#### Illustrations

Max Young

Special thanks to Steve Iwata  
for the vision and Max Young for  
the realization



# INTRODUCTION

**T**he Southeast Quadrant, which includes the Central Eastside, Clinton Triangle and South Banfield Portal, is currently the most dynamic and evolving part of Portland's Central City. Over the past decade, the Central Eastside (CES) has been an economic development success story, playing an important role in the city's economic and job growth. This success can be attributed to a number of factors, including its unique characteristics and advantages as well as City policies.



Success has revitalized the district as new businesses set up shop in the area's distinctive warehouses and industrial buildings. Cruise along any street in the inner eastside, and the energy and change is palpable. Husks of old warehouses are being rehabbed across the street from new commercial buildings. Pedestrians and cyclists

are just as likely to travel the streets as a variety of freight vehicles. And the new light rail line taking shape across the river and south to Milwaukie will soon connect with the streetcar loop and provide additional opportunities for development around new station areas.

**With change come new questions.** What are the issues facing the Central Eastside as an industrial and employment center? How can different modes of transportation and parking issues be accommodated in this increasingly active area? Where should retail uses be located? And what policies and investments are needed to ensure the success of the district into the 21st century? These are just a few of the questions the SE Quadrant Plan will try to answer.

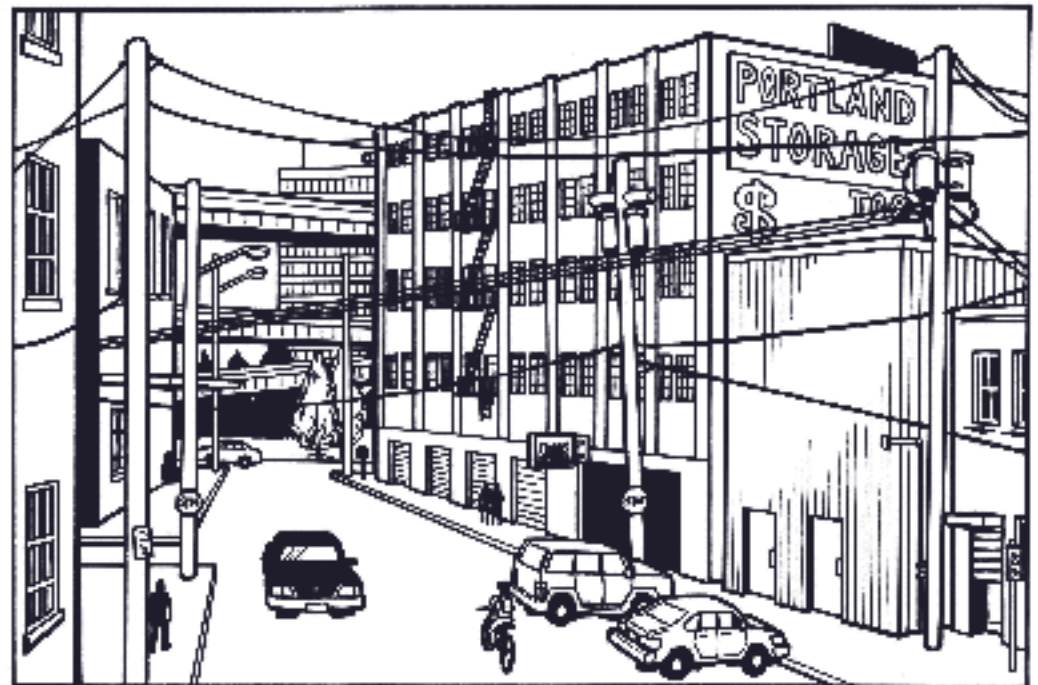
Defining the future character of the Central Eastside and developing strategies to balance the needs of traditional and new uses within the district will be the focus of this planning effort. Businesses, residents, transportation interest groups and others are invited to join the discussion and participate in the process of developing a long-range plan for the district over the next year (2014), which will then be rolled up into the Central City 2035 Plan.

This document is intended to give the community a basic understanding of the area ... past, present and future. Turn the page and step inside one of Portland's most compelling stories.

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Though not designated an official district of Portland's Central City until 1988, the Central Eastside has played a significant role in the economy of Portland for more than 150 years. The district is now home to a vibrant and diverse mix of business sectors that employ more than 17,000 people. However, its location and urban character make it a highly attractive and desirable place for other uses, including residential and commercial. If not strategically and carefully sited, these new types of uses could threaten the district's ability to thrive as a primary center for industry and employment in the Central City.

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# HISTORY AND TIMELINE

*The Central Eastside has been an important part of Portland's economy since the city's earliest settlement.*



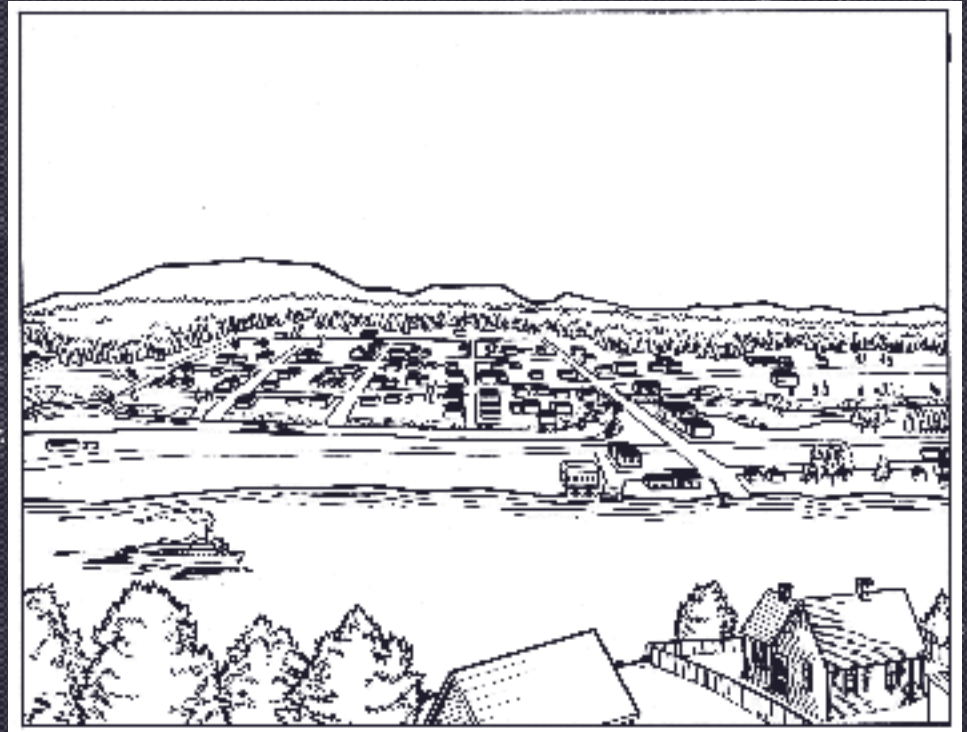
Originally settled in 1845 as part of a 640-acre land claim, the area was once largely planted with orchards and hay. At the time, the east bank of the river was dominated by marshes, creeks and sloughs, making development near the river's edge difficult and requiring streets in the area to be built upon an expansive series of trestles.

In 1869 the East-Side Oregon Central Railroad connected the area with Salem, and an industrial economy based on the shipment of agricultural products began to take hold.

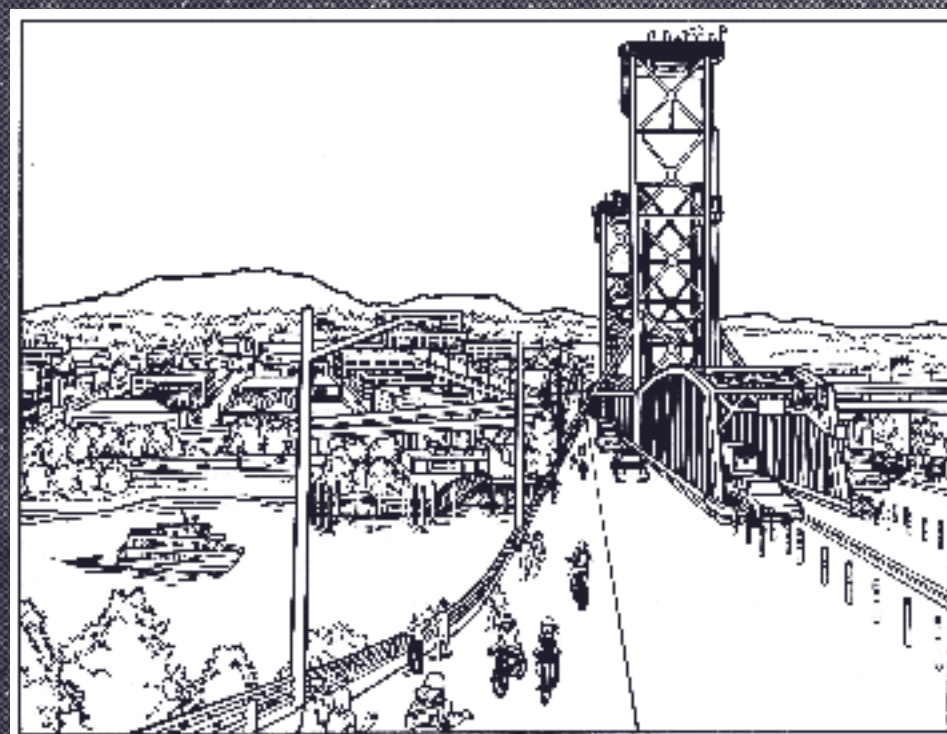
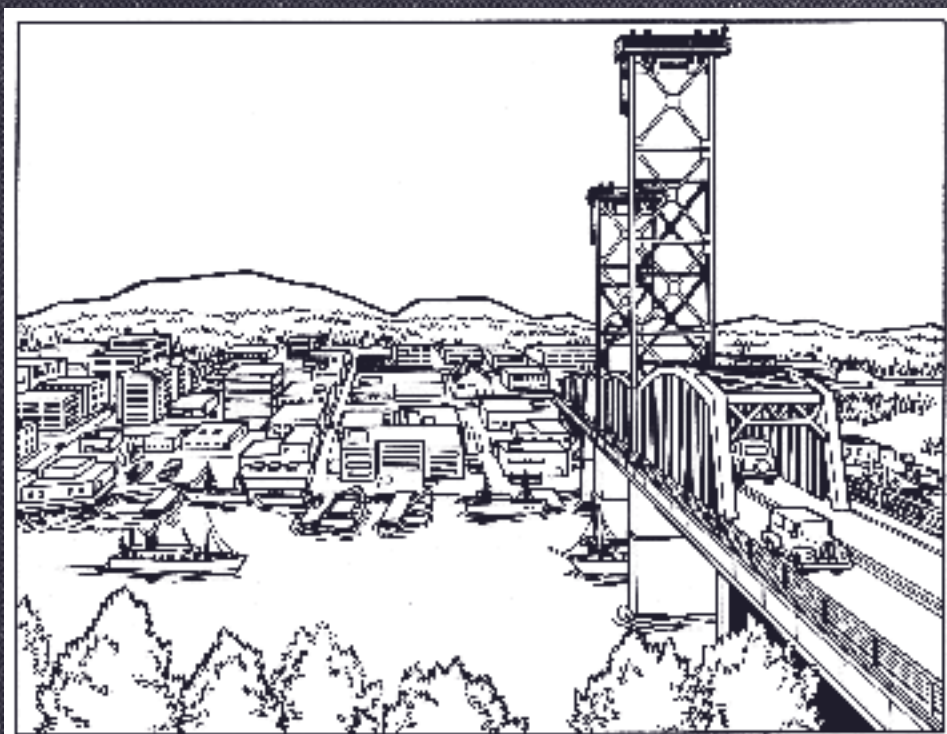
With the Morrison Bridge opening in 1887, the area (then part of the City of East Portland) was directly connected to the City of Portland. The bridge — the first to connect the east and west sides of the Willamette River — and the new rail lines to California and eastern states had a significant economic impact on the district and the entire Portland region. Portland was now a center of agricultural trade.

In 1891, East Portland was incorporated into the City of Portland, which was the Pacific Northwest's biggest port — even bigger than Seattle.

By the end of the 20th century the east side was a thriving commercial district, its riverbank lined with double-decker docks that allowed the loading and unloading of ships both in low and high tide. Produce distribution and industrial service businesses lined the railroad tracks and Union Avenue (now Martin Luther King Blvd). Commerce spanned Grand Avenue, and vacant lots throughout the area filled in with a mix of industrial, commercial and residential uses.







1929



1962



# HISTORY AND TIMELINE

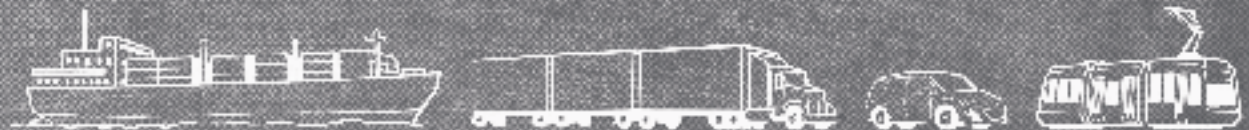
Trappers and traders settle the west bank of the Willamette River	Original land claim in Portland	The "Coin Toss" between Lovejoy and Pettygrove	City of Portland Incorporated	Stark Street Ferry opens (first access across Willamette)	East Side Oregon Central Railroad opens	City of East Portland incorporated	Transcontinental Railroad enters Portland	First electric streetcar opens	Beginning of Produce Row: Italian immigrants settle along east bank	Cities of Portland, Albina and East Portland consolidated	Hawthorne Bridge opens	Burnside and Ross Island Bridges open	Portland's first Planning and Zoning Code adopted	Electric streetcars removed and one-way street grids established	Current Morrison Bridge opens	Interstate 5 opens through the CES	Marquam Bridge opens	Urban Growth Boundary established	Industrial Sanctuary Policy adopted	Central City Plan adopted	OMSI opens in CES	CES Employment Opportunity Subarea established	Eastside Streetcar opens	Portland-Milwaukie Light Rail opens
1835	1843	1845	1851	1853	1869	1870	1883	1890	1890	1891	1910	1926	1942	1950	1958	1964	1966	1979	1980	1988	1992	2006	2012	2015
1800s											1900s											2000s		



The district began as an area where produce was grown and then distributed to local and regional markets via shipping along the lower Willamette and Columbia River systems.

Next railroads connected the district to markets out of state, while the growth of shipping and supportive dock facilities along the east bank provided businesses with access to regional as well as global markets.

Eventually, the growth of the National Highway System encouraged trucking and gave district businesses direct, cheap and efficient access to regional ports and distribution centers, further expanding the district's connections with markets near and far.





## Evolution of an Industrial Center

Over the decades, the types of industries in the Central Eastside have diversified, as have the transportation modes used to move both employees and products. Workers once arrived by foot or horse but soon came to rely on streetcar, and eventually the automobile, as the primary means to get to work.

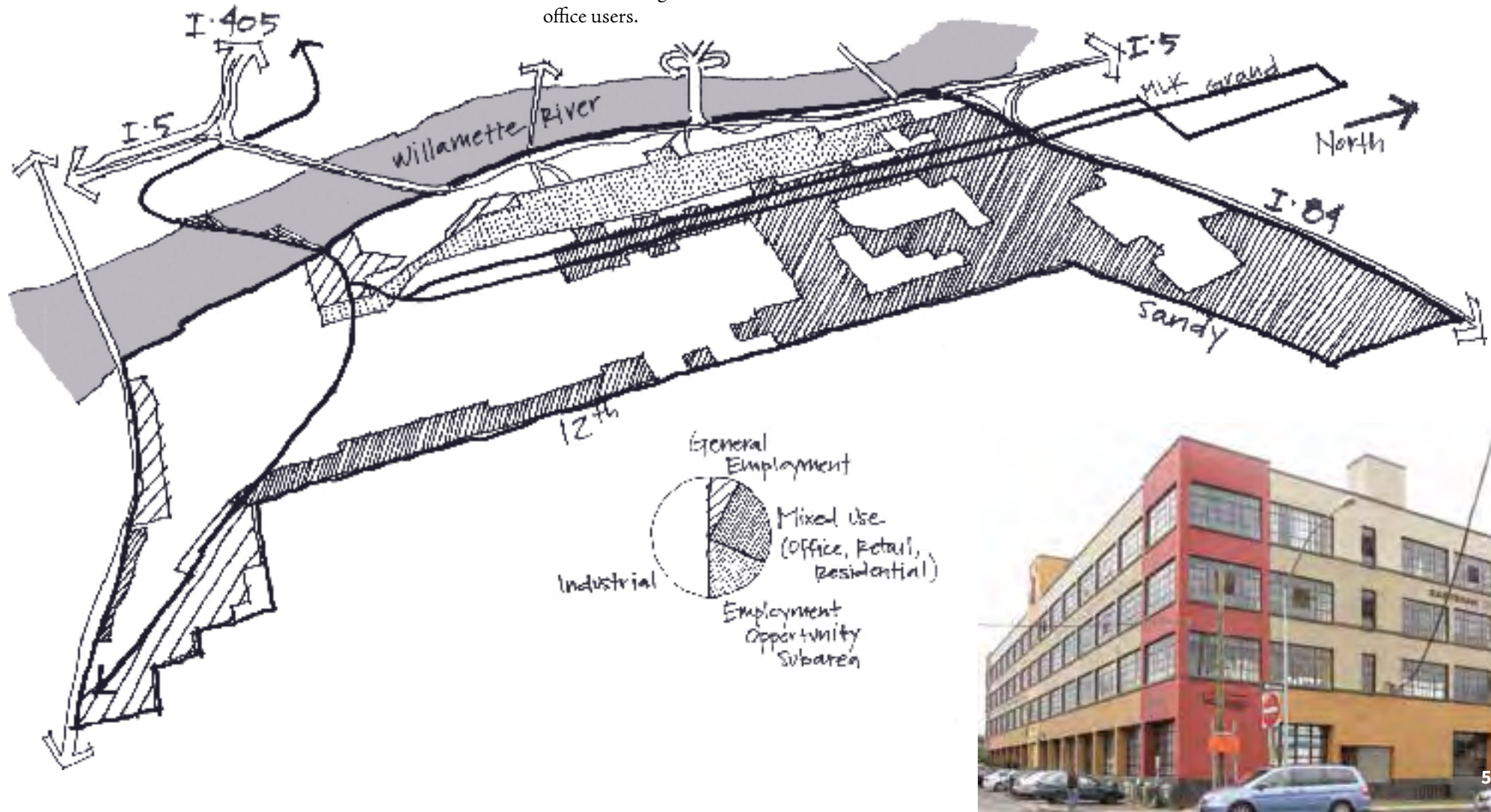
The district is now served by a dynamic and growing multi-modal system that includes the return of streetcar, as well as bus, trucks, freight trains, light rail, bikes, pedestrians and cars.

## Types of businesses today

The slow evolution of the Central Eastside into an industrial area has shaped the urban form we see today. With each successive era, the types of buildings and transportation infrastructure in the district have changed to meet the business needs.

This evolution is most evident in the area between Water Avenue and Martin Luther King Blvd. Here older buildings that used to house a single produce distribution company now host numerous small scale manufacturing, industrial service and industrial office users.

While the character and types of businesses in the district have not changed significantly, the number of business sectors co-existing in the district has expanded. And although some companies — such as large-scale manufacturers and distribution companies — have relocated for more space or direct access to port facilities, many new businesses find the district's buildings meet their needs.









# REGIONAL EMPLOYMENT CENTER

*A variety of enterprises makes the area one of the city's largest employment districts.*

**T**he Central City 2035 Concept Plan identifies the Central City as the region's economic hub and a center for innovation and exchange. What part does the Central Eastside (CES) play in fulfilling this promise now and into the future?

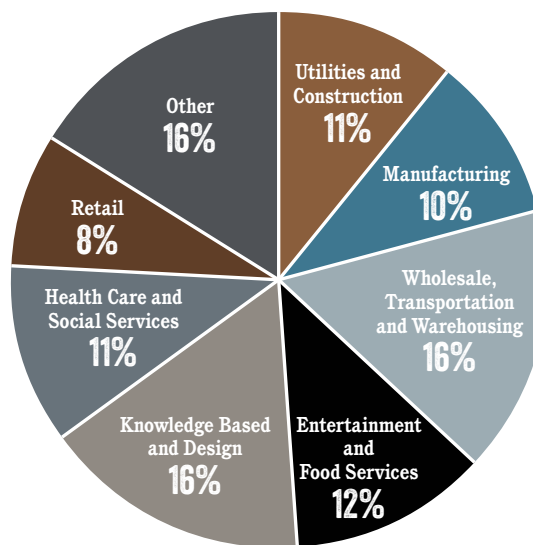
The CES is home to more than 1,100 businesses and 17,000 jobs — more than any other district in the Central City outside of the downtown core. Industrial uses and creative businesses sit side-by-side, as the area becomes an emerging location for cross-industry exchange, from film and digital enterprises to food, creative services and craft industries.

While employment in other Central City areas decreased during the recent economic downturn, jobs increased in this district — in part because of a growing presence of traded sector industries. As it has evolved, the CES has become more attractive to a variety of businesses, outperforming its fellow employment districts thanks to a unique collection of historic industrial buildings, space affordability and centralized location near Portland's business core.

To support continued economic development in the area, the City of Portland has made substantial public investments in multi-modal transportation infrastructure, such as light rail, streetcar, and bike and pedestrian facilities. The Portland-Milwaukie Light Rail (PMLR) line, opening in 2015, includes two stations within the district next to several larger redevelopment opportunity sites, which could accommodate growth of existing businesses or attract new industries and employment to the district.

## Employment Sectors

The 1,000+ businesses in the district fall into several key employment sectors. Some of these, such as warehousing and distribution, reflect the earliest industrial users of the district. Other businesses represent the changing and evolving face of industry, such as film production, software development and web-based industries.



While different, these various sectors and businesses are all attracted to the Central Eastside, whether for its central location, building stock or proximity to nearby industrial businesses in the area. The Central Eastside provides an ideal location for this unique mix to establish and grow.

**Examples of key business sectors in the Central Eastside include:**

**WAREHOUSING & DISTRIBUTION**

**MANUFACTURING**

**INDUSTRIAL SERVICES**

**KNOWLEDGE-BASED AND DESIGN**



# REGIONAL EMPLOYMENT CENTER



**Warehousing and distribution businesses** first made this district, once known as Produce Row, Portland's center for industrial activity. Over time some businesses have "outgrown" the district; the small block or grid pattern that characterizes most of the district, as well as transportation constraints associated with the city center, can make large scale production and freight mobility challenging.

Yet there are many businesses that depend on a centralized location for their customer base and reliable access to the regional transportation system — but can operate in smaller locations. For these enterprises, the CES is an attractive location.



**Manufacturing** has long been a major industrial sector within the Central Eastside. Wood and metal fabricators, as well as tool and equipment manufacturers, have populated the district since its inception, and many still exist today.

However, a manufacturing revolution is currently underway in the district, characterized by small businesses making specialty goods in modest spaces with advanced technologies. The manufacturing sector also includes businesses that specialize in food preparation, brewing, distilling, and bicycle manufacturing and repair. For instance, a building that may once have been used by a single metal fabrication company now contains several enterprises specializing in industrial design. They manufacture their concepts onsite, using traditional techniques as well as advanced manufacturing tools, such as 3D printing.

Although the scale and types of businesses are rapidly evolving, the Central Eastside remains an important center for Portland's manufacturing sectors.

## WAREHOUSING AND DISTRIBUTION

Business	Specialization	Established in CES	Number of Employees
<b>Pacific Coast Fruit</b>	Produce distribution	1977	310
<b>Pitman Restaurant Equipment</b>	Restaurant equipment supplies	1986	12
<b>Senvoy</b>	Delivery and freight	1999	65
<b>Nicky USA</b>	Meat and game distribution and processing	2010	30
<b>Isla Bikes</b>	Children's bikes	2012	2
<b>Stumptown Coffee</b>	Headquarters, manufacturing and distribution	2012	250

## MANUFACTURING

Business	Specialization	Established in CES	Number of Employees
<b>American Metal Products</b>	Tube and pipe bending and fabrication	1950	30
<b>School Specialty Company</b>	Pom-pom manufacturing	1957	10
<b>Pratt and Larson</b>	Tile manufacturing	1980	70
<b>Green Hammer</b>	Construction and reclaimed material manufacturing	2003	30
<b>Plywerk</b>	Bamboo panels	2008	15
<b>Simple Bicycles</b>	Custom fabrication and batch production bicycle frames	2012	2





**Industrial service** businesses generally serve other industrial and business sectors within the district, as well as the Central City. Examples include companies that supply parts, provide specialized services for manufacturing processes or do equipment maintenance.

Industrial service providers have a large customer base within the district that depends on easy access to their services. For instance, a number of construction companies within the Central Eastside have easy access to multiple businesses that supply building materials and construction equipment. This allows contractors to quickly get to the supplies and equipment they depend on, saving them time and money.



## INDUSTRIAL SERVICES

Business	Specialization	Established in CES	Number of Employees
<b>Sanderson Safety Supply</b>	Industrial safety supply	1916	50+
<b>Gilbertson Machine Shop</b>	Industrial and commercial machinery and equipment	1958	5
<b>URS Electronics</b>	Electronics supply and distribution	1969	15
<b>Star Rentals</b>	Construction equipment	1990	22
<b>Winks Hardware</b>	Hardware/industrial service	2001	20+



**Knowledge-based and design** businesses, including film, advertising, software development, architecture, engineering and industrial design firms, are increasingly calling the Central Eastside home. They are attracted to the open flexible workspaces that support collaboration between employees and can easily be tailored to their needs.

Some choose the district for the old warehouses, which offer space for sound stages required for filming. Architects, engineers and other designers want to be close to their client base within the district, and the area offers spaces where they can both design and manufacture prototypes. Others find that the buildings provide a level of flexibility that accommodates their specific requirements. And some are simply attracted to the gritty urban character inherent to the district.

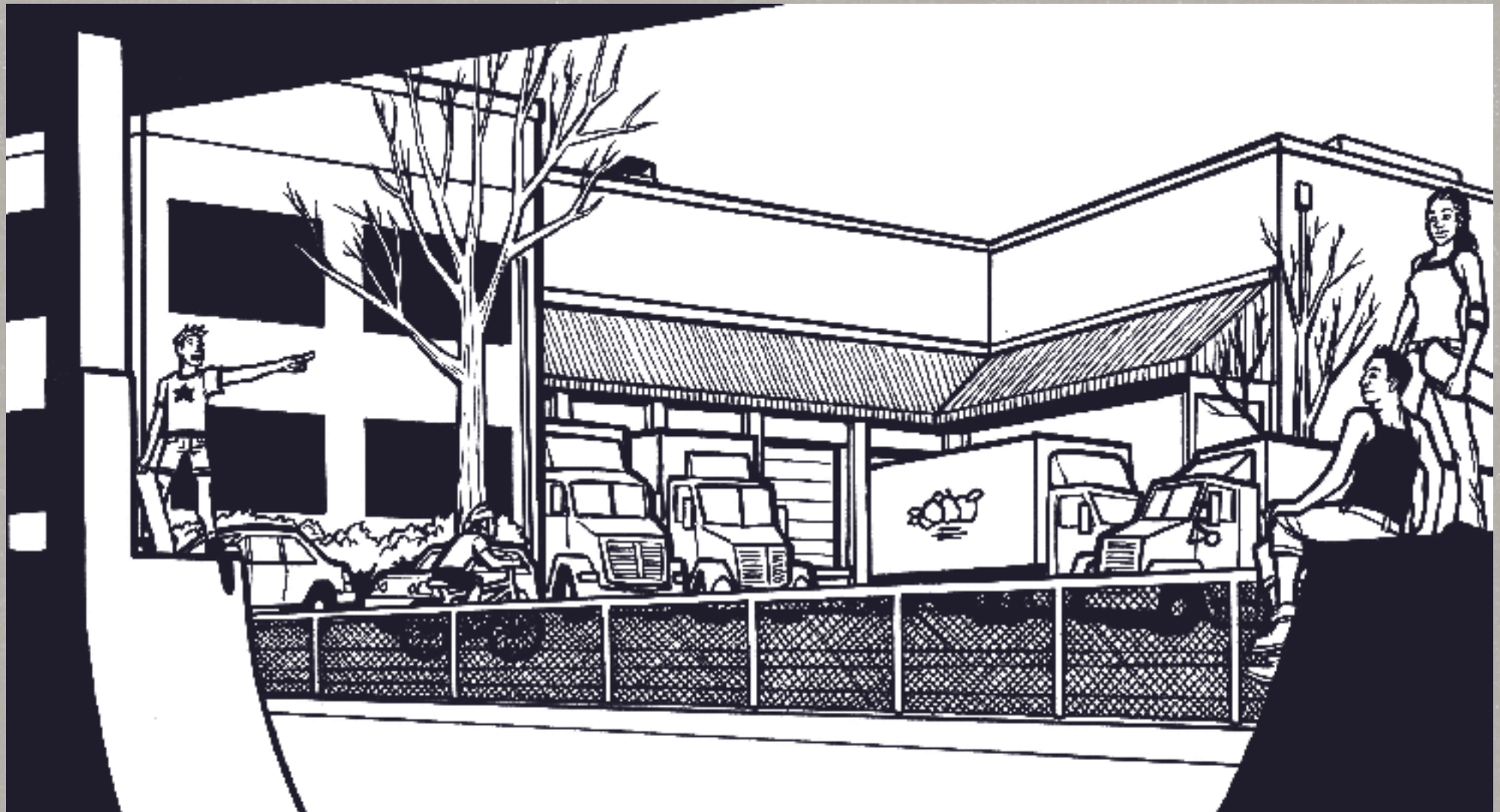
Whatever their reason for choosing the Central Eastside, design and knowledge-based businesses are becoming a major presence in the district. There is growing interest in attracting more of these types of businesses to the district as a way of increasing employment opportunities. The key, however, will be to provide for this rapidly evolving sector in ways that are compatible with long-standing and more traditional industrial users of the district.

## KNOWLEDGE-BASED AND DESIGN

Business	Specialization	Established in CES	Number of Employees
<b>@Large Films</b>	Commercial film production	1999	5+
<b>Alta Planning and Design</b>	Bicycle and pedestrian planning and design	1999	35
<b>Instrument</b>	Digital design and advertising	2006	72
<b>Brandlive</b>	Software	2010	7
<b>Transfer Online</b>	Online stock and shareholder management	2010	30
<b>Cascade Energy</b>	Industrial energy efficiency	2013	50+



# WAREHOUSING AND DISTRIBUTION



A family-run business since 1977, Pacific Coast Fruit operations include wholesale, grower/shipper and manufacturing functions.



## Business Profile: Pacific Coast Fruit

*A family-run business carries traditional Produce Row activities into the 21st century.*

**N**estled underneath the Burnside Bridgehead and next to a skate park, Pacific Coast Fruit moves 4 million pounds of produce and 100,000 packages a week into and out of the Central Eastside. The company's 60+ trucks load and unload product 24 hours a day, serving places as far away as Victoria and Vancouver, B.C., and as close as local Fred Meyer stores.

A family-run business since 1977, Pacific Coast Fruit operations include wholesale, grower/shipper and manufacturing functions. Ninety-five percent of their business is in fresh produce, which they get mostly by truck, with some by rail and air.

Pacific Coast Fruit considered moving to a suburban location and even purchased land, but they aren't going anywhere. They love being in the Central Eastside. Close to the freeway and the airport, the location works for them. They also find the food industry cluster a benefit; they are now doing business with the New Seasons Commissary that opened down the street.

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**Employees at Pacific Coast Fruit come from all over the region (Camas, SE and NE Portland, Hillsboro, Beaverton and Tigard), and parking for them is a problem.**

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But freight movement can be difficult because of traffic in the area — especially getting trucks to I-5 southbound. Maneuvering trucks through the small street grid is difficult so they hire good drivers and hold regular safety meetings. Says company owner Dave Nemarnik, "This location works for us because we're off the main travel corridor, but I can see why it may not work for others."

With 310 employees at this location, the company is among the largest employers in the Central Eastside. Jobs include entry-level food production, warehouse workers, drivers, and sales and support staff. The company provides benefits to all employees.

Employees at Pacific Coast Fruit come from all over the region (Camas, Southeast and Northeast Portland, Hillsboro, Beaverton and Tigard), and parking for them is a problem. Although the company has a parking lot and leases some spaces across the street, "We are maxed out and can't grow anymore at this location," states Nemarnik, who wants to see more jobs in the district.

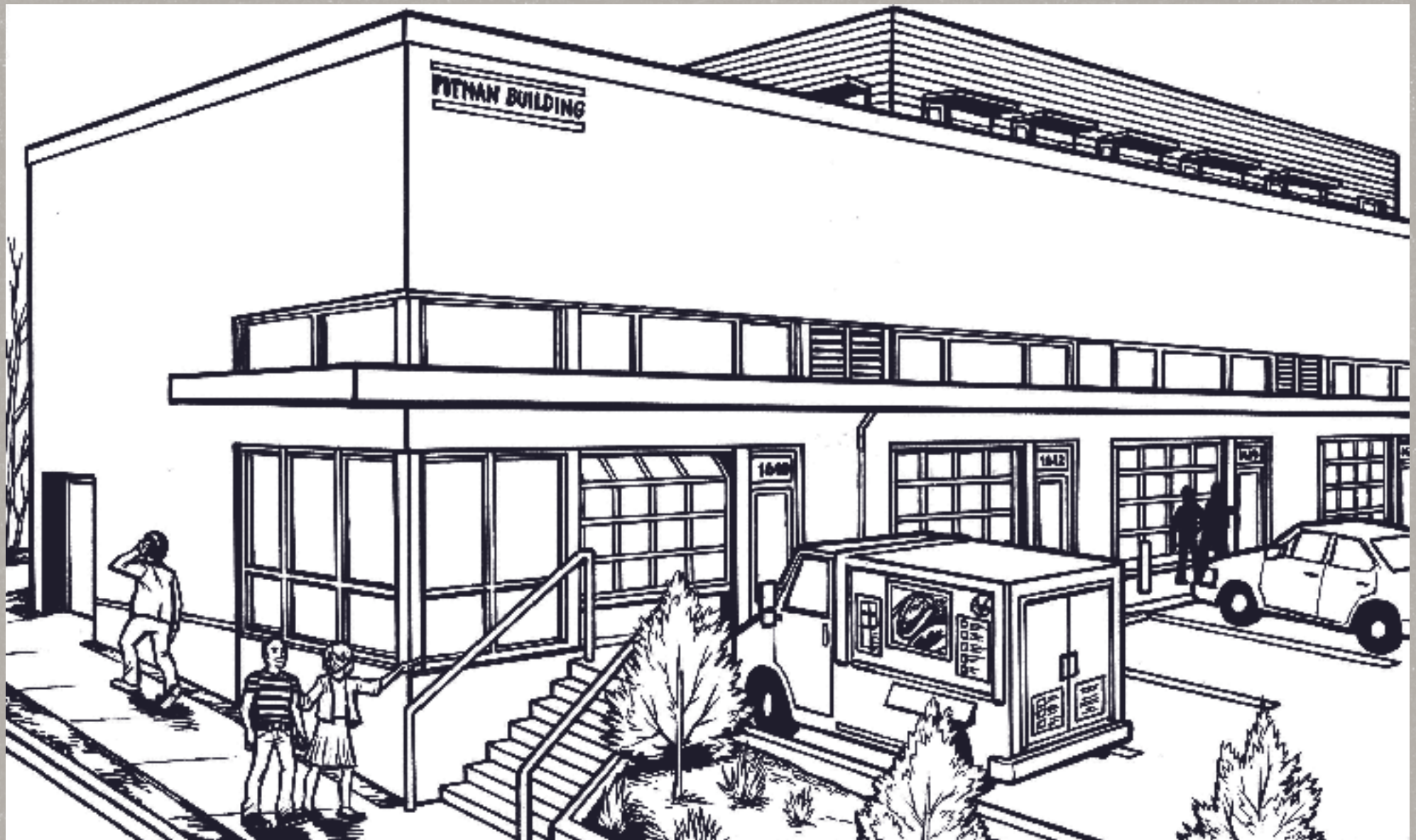
"Family wage jobs are important," he emphasizes. "They create wealth." Open to different kinds of economic activity in the area (e.g., design, software), Nemarnick cautions that office work shouldn't replace manufacturing jobs. "We need to build stuff here and think about the education system for the trades. Companies will come here if there are trained employees."

Regarding the possibility of more housing in the area, Nemarnik says, "I don't mind residential close by, but a lot of residential would be a problem; it would force out business. And new residents need to be aware it will be urban living here. This is a 24-hour operation."





# MANUFACTURING



Open since early 2013, the Pitman Building's kitchen spaces are fully occupied by commercial food production companies with 3 to 10 employees each.



## Business Profile: Pitman Building Kitchens and Pitman Restaurant Equipment

*Veteran kitchen supplier evolves to cater to Portland's growing commercial food industry.*

Pitman Restaurant Equipment has been a fixture in the Central Eastside for decades. Owners Dan and Jason Pitman have been “doing kitchens” for 28 years and boast several locations in Southeast Portland. The latest addition to their suite of food-related businesses is the Pitman Building, a new type of industrial building at SE 3rd and Clay, with six commercial kitchens and nine small office spaces above. Because of the industrial zoning, the office spaces must be primarily used by the kitchen tenants or other industrial businesses.

Open since early 2013, the Pitman Building's kitchen spaces are fully occupied by commercial food production companies with 3 to 10 employees each, including Aybla Mediterranean Grill and Artemis Foods. Based on this success, Dan Pitman has embarked on another project: rehabbing an old warehouse building on SE Water Avenue to accommodate three more commercial kitchens and office space on the second floor.

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**“The area works,” states Pitman, “because a lot of the businesses here serve Downtown, and access to the freeway isn’t too bad.”**

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Pitman says the businesses that rent his kitchens “...tend to be start-ups and/or caterers, food carts and wholesale food producers that sell to Whole Foods and New Seasons — places that like to buy local.”

All of these businesses plan to grow, Pitman notes, and to that end he provides some marketing support. Ratagast cat food (fresh frozen cat food), for example, was a tenant and is now a national brand.

He originally located his restaurant supply business in the district because of the central location, and Dick's Restaurant Supply (now Rose's) offered “some friendly competition.” They often refer customers to one another. “The area works,” states Pitman “because a lot of the businesses here serve Downtown, and access to the freeway isn’t too bad.”

But freight and parking are issues. Getting the big trucks in and out of the area can be challenging, and Pitman speculates that it will probably get worse. Tenants and employees buy monthly parking permits to free up their parking lot for deliveries and customers, but on-street parking is becoming scarce.

“Ultimately, though, I think the change in the district is positive,” he says. “Change is good.”





# INDUSTRIAL SERVICES



Winks' Central Eastside location allows contractors and other firms located throughout the city easy access to the store.



## Business Profile: Winks Hardware

*Down-home hardware store meets the needs of a variety of construction trades as well as do-it-yourselfers.*

Entering Winks is like stepping back in time. The modest-sized hardware store is full of the usual hammers, hoses and heating coils. But wander back into the farther reaches of the store, and you'll find shovels and scythes of every shape and size. In the age of high tech, Winks' down-home atmosphere and friendly staff take customers feel well taken care of.

A family-owned business, Winks has been in the Central Eastside district since 2001. Following their customer base (which migrated from the Pearl District in the late 1990s and early 2000s as Northwest Portland became more residential), Winks relocated to better serve their customers and the other industrial users in the district.

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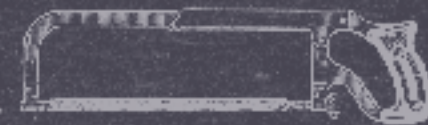
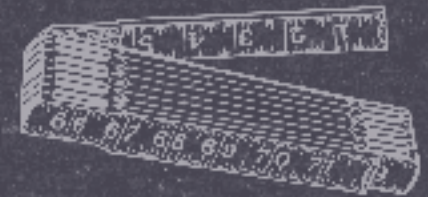
**To ensure their long-term success, [Winks] wants to see the industrial nature of the district preserved and suggests investments in infrastructure that will support existing businesses so they can stay in the district.**

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In addition to offering invaluable service and products to businesses within the district, Winks' Central Eastside location allows contractors and other firms located throughout the city easy access to the store. Close to the I-5 interchanges, I-84 and McLoughlin Blvd, Winks is a destination as well as a stop en route to work sites for customers from throughout the region.

But Winks owners are concerned about the trend of larger distributors and manufacturers — customers critical to their business — moving out of the district.

To ensure their long-term success, they want to see the industrial nature of the district preserved and suggest investments in infrastructure that will support existing businesses so they can stay in the district. They say the area is the last place for companies like theirs to do business in the city and if industrial users are priced out, they'll have no choice but to move to a new location outside of the city.





# KNOWLEDGE-BASED AND DESIGN



Transfer Online is a great example of a software company in the Central Eastside.



## Business Profile: Transfer Online

*Online shareholder management app developer represents a new kind of industry in the Central Eastside.*

**T**he self-proclaimed “first company to develop a web-based system for stock and shareholder management,” Transfer Online is a great example of a software company in the industrial district that manages web-based applications with a team of in-house developers.

President and CEO Lori Livingston moved the company to the Central Eastside from the Pearl District in 2010 because rents were going up on the west side, she didn't like the tall buildings and was looking for a different environment. She prefers the raw, gritty nature of the area, the character of the buildings and the close-in location, which allows her 30 employees to take transit, walk and bike to work. While moving her business, she purchased the building on the corner of SE 7th and Salmon, where she has been hosting tenants of the Portland Development Commission's Start-Up Challenge.

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**“I saw small businesses — myself included — disappear from the city. I don't want that to happen here.”**

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Livingston is no stranger to the urban industrial environment. She once had a business in one of New York City's historic industrial districts, which flipped to high value condos and offices. “I saw small businesses — myself included — disappear from the city. I don't want that to happen here.”

As a landlord, Livingston knows what tenants are looking for: bike parking, showers, retail and restaurants. And she wants to see more retail amenities closer to her business, “So you don't have to get in a car to go out to lunch.”





# OLD BUILDINGS, NEW USES

## GARDENERS AND RANCHERS BUILDING: THEN

**I**n 1922 the Italian Gardeners and Ranchers Association constructed the Italian Gardeners and Ranchers Association Market Building on Martin Luther King Blvd next to the Hawthorne Bridge viaduct.

Now known as the Gardeners and Ranchers Building, the three-story building provided farmers and peddlers with a central location to sell and distribute produce. The association and building were also instrumental in establishing the Central Eastside as a center for produce distribution and industry, and Gardeners and Ranchers served as a gathering place and ad hoc community center for newly arriving immigrants.

This building that once contained a produce market, dairy product section, a specialty Italian import grocer, a pool hall, meeting rooms, and later a clothing manufacturing facility, was added to the National Register of Historic Places in 1989. Although it is no longer used for wholesale or produce distribution, its current tenants provide an example of how new industrial uses are populating the Central Eastside.



Circa 1940s



Circa 1930s



1922





# OLD BUILDINGS, NEW USES

## GARDENERS AND RANCHERS BUILDING: NOW

**T**oday the Gardeners and Ranchers Building is home to more than 23 businesses that use every portion of the building, from the basement to the top floor.

Currently, the basement houses tenants like Ruckus Composites, which began repairing carbon fiber bike frames in a windowless 200 sq ft work space in 2008. Needing a place to paint their frames, they reached out to a cabinetmaker on the second floor, who made his paint booth available as needed. A few years in, the folks at Ruckus discovered they were not the only bike manufacturers in the building. They bumped into Oscar Camarena of Simple Bicycles, who shares his small work space loaded with metal fabrication tools with an architect/designer who makes specialty metal furnishings.

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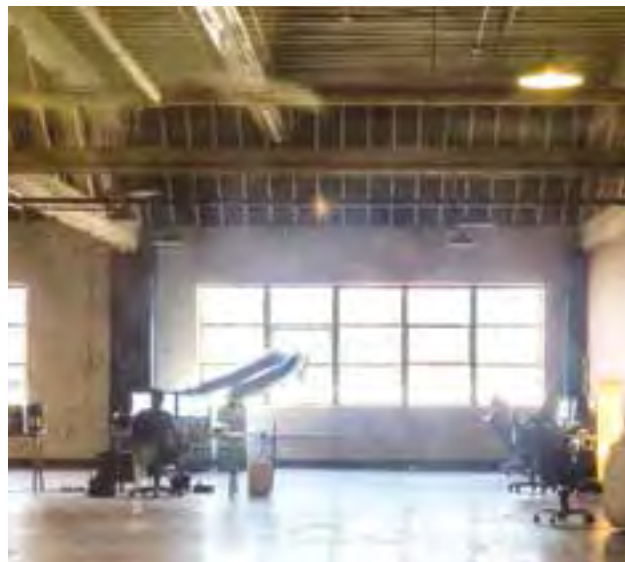
**The Gardeners and Ranchers Building presents an interesting case study of how older industrial buildings in the district can be reused by a mix of businesses, across different sectors.**

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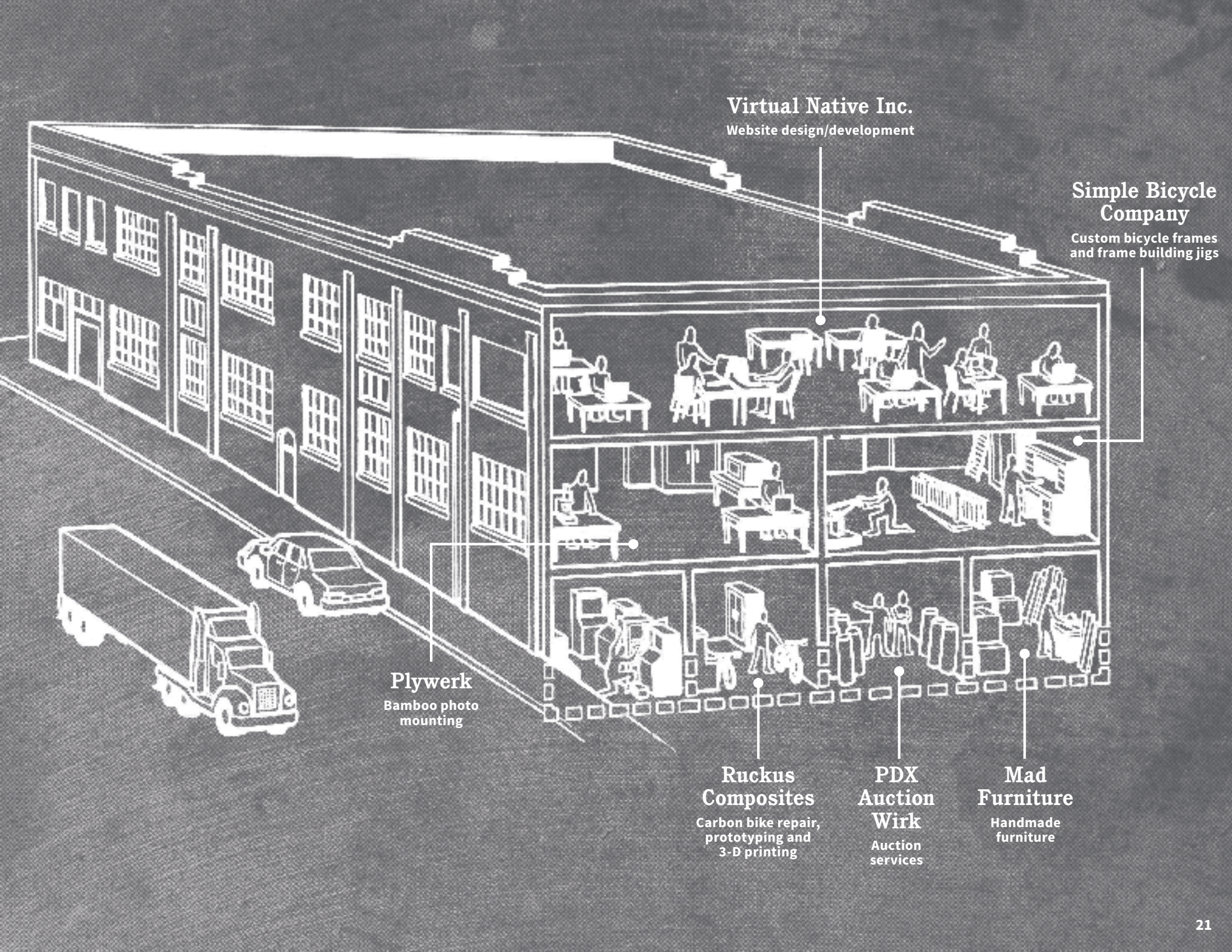
Next to Simple Bicycles is Plywerk, a small but growing company that does photo mounting and art panels in addition to constructing bamboo panels on site. Started in the basement of its founder, the company now occupies several hundred square feet of the Gardeners and Ranchers Building, where staff manufacture the frames as well as mount and ship the finished products to customers near and far.

The second (and top) floor of the building — an area likely used as the original meeting rooms and pool hall of the Italian Gardeners and Ranchers Association — now contains space used by Nike SB (skate boarding), Clogmaster (custom shoes), Virtual Native (web design), Plus QA (desktop and mobile applications) and Streetcar Press (publishing), among others.

The Gardeners and Ranchers Building presents an interesting case study of how older industrial buildings in the district can be reused by a mix of businesses, across different sectors. It also demonstrates how different businesses in the district form interdependent and synergistic relationships that help each one prosper.







**Virtual Native Inc.**  
Website design/development

**Simple Bicycle Company**  
Custom bicycle frames  
and frame building jigs

**Plywerk**  
Bamboo photo  
mounting

**Ruckus  
Composites**  
Carbon bike repair,  
prototyping and  
3-D printing

**PDX  
Auction  
Wark**  
Auction  
services

**Mad  
Furniture**  
Handmade  
furniture





## Business Profile: A Day in the Life of Oscar Camarena, Simple Bicycles

*Everything he needs to build his custom bike frames is close to his shop in the Ranchers and Gardeners Building.*

Attracted to the district because of its central location and access to everything he requires for his business, Oscar Camarena moved his metal fabrication business from Yakima, Wash., to the Central Eastside last year. Now on the first floor of the Gardeners and Ranchers Building at SE 3rd and Madison, Oscar creates bike jigs for frame builders and bicycle product developers around the world. He also builds custom bike frames under the name Simple Bicycles for the high-end cycling market.

He can often be found hanging out with his fellow tenant craftsmen and women, sharing industry knowledge and acting as the de facto “mayor” of this unique community of metalsmiths, designers, bike builders and other entrepreneurs. On Fridays they have their own happy hour in the building.

A self-described “foodie,” Oscar likes the Central Eastside location because of its proximity to lots of restaurants as well as all of his suppliers, distributors, services and other frame builders. He can push a shopping cart loaded with jigs to the powder coater, ride his bike to Winks for small parts and tools or drive his truck to pick up larger supplies in Northwest Portland, all within a 20-minute radius.

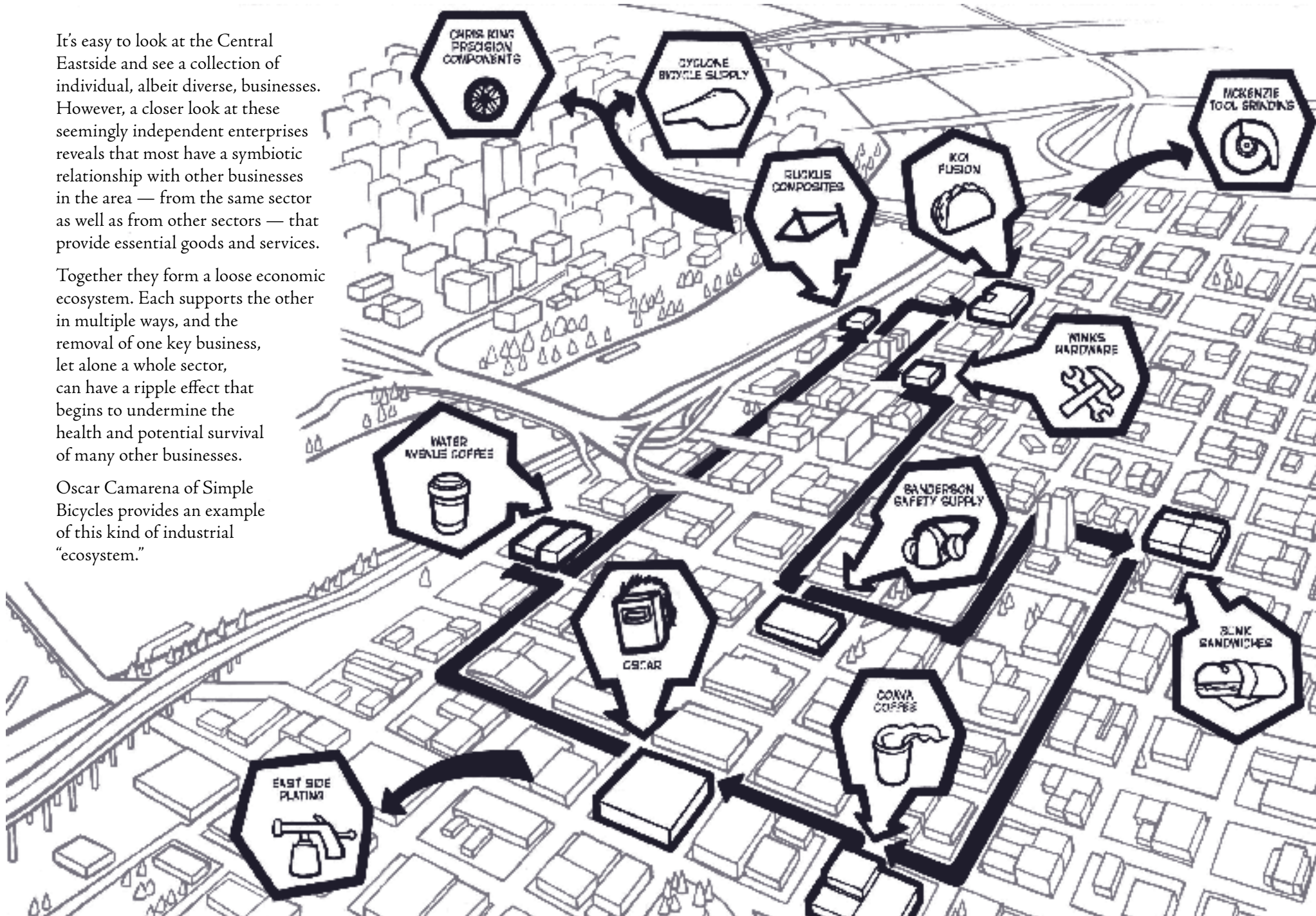
Oscar says there’s nowhere else in the city that he would rather do business.

# INDUSTRIAL ECOSYSTEM

It's easy to look at the Central Eastside and see a collection of individual, albeit diverse, businesses. However, a closer look at these seemingly independent enterprises reveals that most have a symbiotic relationship with other businesses in the area — from the same sector as well as from other sectors — that provide essential goods and services.

Together they form a loose economic ecosystem. Each supports the other in multiple ways, and the removal of one key business, let alone a whole sector, can have a ripple effect that begins to undermine the health and potential survival of many other businesses.

Oscar Camarena of Simple Bicycles provides an example of this kind of industrial “ecosystem.”





# URBAN CHARACTER AND FORM

*Main streets and corridors are at the heart of the district, providing space for commercial, retail and residential uses.*

Although the Central Eastside is mostly known as an industrial district, the main street corridors along MLK, Grand Avenue, and Burnside, Morrison and Belmont Streets, as well as much of 12th Avenue, contain more than 85 acres of mixed-use zoning. These areas include a mix of housing, retail, commercial office and other land uses, with zoning entitlements that allow buildings as large and tall as those found in the Pearl District. However, there has been very little development in these areas.

The Central Eastside is experiencing a renaissance in transit service. Already served by bus and streetcar, the district will soon be connected to the greater region by light rail. When this system comes online — especially connections to the south via light rail, and west via light rail and streetcar — the expanded accessibility and exposure to the district will stimulate change that is hard to foresee. With lots of untapped development potential, these areas could provide ample opportunities for supportive retail and mixed-use development to locate in the district, just a short walk from most of the industrially zoned parcels in the district.



**SE** The SE Quadrant Plan will look at ways to make these main streets and corridors more attractive to development, creating a more vibrant center that can accommodate the growing demand for retail services and creative office space in the Central Eastside.









# BALANCING DISTRICT CHARACTER AND FUNCTION



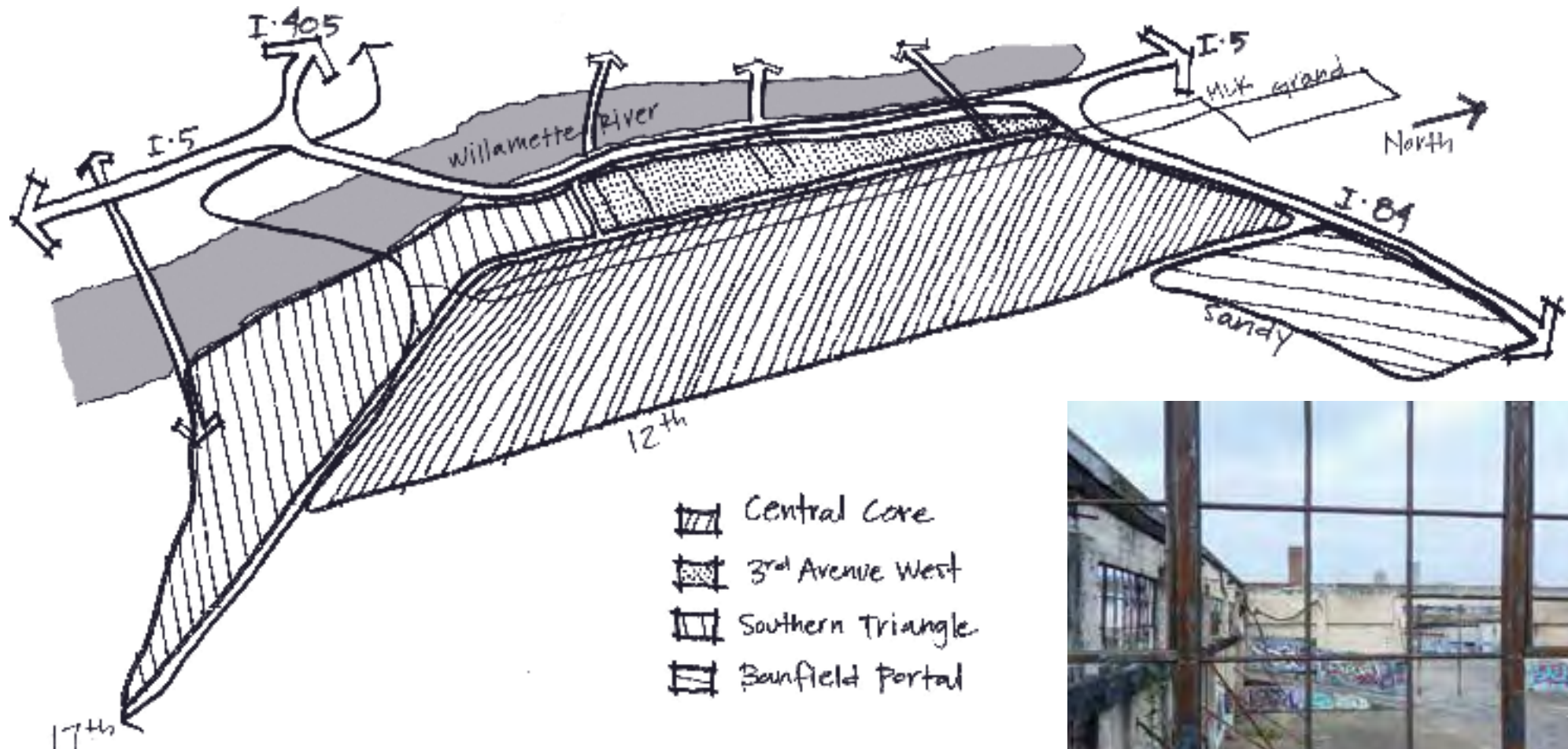


**T**hough it has been lost in other parts of the Central City, the unique industrial character of the Central Eastside exists largely because the area has been preserved as an industrial sanctuary.

Most buildings remain in use by large and small industrial businesses. However, as the needs and efficiencies of modern industrial users evolve, structures built decades ago for warehousing, manufacturing and industrial services may become obsolete and outlive the purposes for which they were intended. It will be important to examine how such buildings can be repurposed for nontraditional industrial uses, so the district can continue to be a business incubator for the city and regional economy.

This examination will need to consider how a mix of traditional and nontraditional industrial users can occupy the same district — often within the same building — and make it functionally and financially possible for both to coexist in the long run.

**SE** The SE Quadrant Plan will explore the desired character and function of the emerging subareas shown below.





# TRANSPORTATION

*It's often asked whether land use determines transportation or transportation determines land use.*

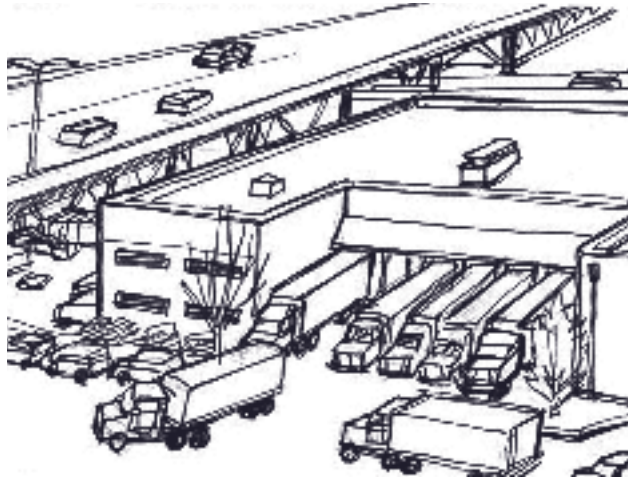
The answer is yes; both are true. Sometimes these two factors evolve in complementary ways to establish a district's unique character. This is especially true in the Central Eastside. The urban form and character of the district is shaped by past transportation infrastructure (docks, rail and freight) and continues to evolve with new infrastructure, such as light rail and streetcar.

**SE** The SE Quadrant planning process will explore new ways to address and balance the needs of the many transportation modes that serve the district, from bike to truck, car to pedestrian, and bus to streetcar. The ability to support employee and customer growth through new parking strategies will also be critical.



Historically, the ways of moving goods established the character of the area, which can loosely be described as an old waterfront industrial district, with wide streets, some with cobblestones, many with loading docks, where the car, truck, pedestrian and cyclist share — and often compete for — use of the same right-of-way.

Despite its challenges, the district's diverse and complicated public realm is often heralded as one of its most appealing attributes.



## Freight

An industrial district thrives or dies depending on how well it is served by freight. Although the Central Eastside may not be the ideal location for new large-scale warehouse and distribution businesses, nearly every business in the district receives their raw materials and ships their products by freight — small vans, box trucks, flatbeds or semi-trailer trucks.

**SE** The SE Quadrant Plan will address freight mobility, and the ability to load and off-load trucks of all shapes and sizes will remain critically important in the district.



## The Automobile

The ever-expanding multi-modal transportation system offers many ways into and out of the district, especially for employees. However, the area serves a larger regional customer base, which needs to circulate through the district by car and park, no matter how expansive the multi-modal system becomes.

As employment densities grow in the district, new parking strategies will be required for the expanding job base, especially for those who live far away and are not well connected to the district by transit.

**SE** The SE Quadrant planning process will explore ways to accommodate parking needs in the district for employees as well as visitors.



## Transit

The expanding light rail and streetcar systems present an opportunity to leverage those public investments to create greater job densities in the district, especially around major transit station areas. The challenge will be to manage growth in a way that the district can continue to serve its primary role as a central location for manufacturing and industrial services.

**SE** A key goal of the SE Quadrant Plan is to explore new development potential around the station areas, particularly to create more employment opportunities.



## Active Transportation (Bicyclists and Pedestrians)

Regardless of how one gets to the Central Eastside — by truck, car, bus or boat — as soon as they arrive, they become a pedestrian. Pedestrian safety is paramount, and many of the pedestrian areas also provide auto and truck access. In addition, the district is bisected by multiple regional and local bicycle routes, and a growing number of district employees choose to get to and from work by bike.

Finding ways to encourage more employees to use active transportation will reduce congestion, decrease parking demand and generally make for happier and healthier employees.

**SE** The SE Quadrant Plan will need to include strategies to reduce conflicts between cyclists and pedestrians and the other transportation modes that serve the district, especially freight.







# RIVERFRONT DISTRICT

*The SE Quadrant riverfront area could potentially be one of the most attractive places in the Central City.*

Initial development along the east bank of the Willamette was shaped by the sloughs, inlets and stream channels that flowed into the river. Bridges and trestles dominated the street network, and soon these facilities were linked to docks, which facilitated the movement of produce and connected the City of Portland with East Portland via ferry. As time passed, larger docks and other river-dependant uses emerged, dominating the east bank of the river until the middle of the 20th century.



Today the Central Eastside is often overlooked as a waterfront district because so much of it is cut off from the river by I-5. Yet despite this barrier, the east bank of the Willamette has much to offer and great potential for the future.

## Eastbank Esplanade

Opened in 2001, the Vera Katz Eastbank Esplanade restored public access to the Willamette for inner Southeast Portland residents and established a high-performing pedestrian and bicycle loop for the Central City's waterfront. Although much of the waterfront remains cut off from direct access to the river by the freeway, the Esplanade is well connected to the Hawthorne, Morrison, Burnside and Steel bridges.

## OMSI

Built around and incorporating the historic Station L power plant, the popular Oregon Museum of Science and Industry (OMSI) features a planetarium, OMNIMAX Theater and several thousand square feet of interactive display space. Since its inception, OMSI has acquired additional land and is currently in the second phase of developing a master plan for future museum expansion. The museum may pursue a mix of other uses it hopes can support its growth, while creating a more vibrant presence along the waterfront as well as at the nearby light rail station set to open in 2015.

## Portland Spirit

With 200 employees and a fleet of four dinner boats, Portland Spirit runs more than 2,000 cruises annually on the lower Willamette and Columbia Rivers. The company's Central Eastside facilities contain its maintenance facility, main office and a 500-ft dock for its current fleet. The company hopes to someday provide high-speed ferry service to Lake Oswego and Vancouver, Wash. These existing and envisioned facilities and services could connect the OMSI station area to the region in a way not possible elsewhere, adding to a vibrant eastside waterfront district.

## Ross Island Sand & Gravel

In addition to mining the island for decades, Ross Island Sand and Gravel also operates a concrete batch plant — perhaps the only true waterfront industrial use remaining in the Central Eastside. This facility still depends upon its waterfront location to load and unload materials from barges, providing visitors to the OMSI-Springwater Trail with an opportunity to view one of the last waterfront industrial uses in the Central City.

## New Opportunities

Stakeholders have consistently expressed a desire for the new light rail station at OMSI to become a catalyst for the development of a more accessible and vibrant waterfront district. Proximity to the water and regional transit were seen as major opportunities to establish numerous public amenities, such as new open space areas and expanded visitor destinations at OMSI and Portland Opera. The area was also identified as a key location for making stronger connections between the Central Eastside and institutions on the west side of river, as well as between inner eastside neighborhoods and the Willamette River. A new home for the Portland Boathouse, Oregon Maritime Museum and potentially regional high speed ferry service were also explored. More work needs to be done to explore the feasibility of these ideas through the planning process, but the desire to restore the Central Eastside into a vibrant waterfront district seems to be shared by many.

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**Stakeholders have consistently expressed a desire for the new light rail station at OMSI to become a catalyst for the development of a more accessible and vibrant waterfront district.**

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# CENTRAL EASTSIDE INDUSTRIAL SANCTUARY

In 1988, the Central Eastside was adopted as an official district of the Central City with new policy direction to “*Preserve the Central Eastside as an industrial sanctuary . . .*” Consequently, various zoning tools were adopted to promote industrial uses throughout the district, with the exception of main street and mixed-use corridors, such as Martin Luther King Blvd, Grand Ave and Burnside.

Are these policies still working in the Central Eastside? For the most part, yes. The district is home to more than 17,000 jobs, most in traditional industrial sectors such as manufacturing, warehousing and distribution, and industrial services.

However, the Central Eastside has become increasingly attractive to other uses, such as Portland’s growing knowledge and design businesses, due to its older industrial buildings that are well-suited to rehab, gritty urban character and the close-in, central location.

Increasingly brokers, land owners and businesses looking for space in the district seek more zoning flexibility and the ability to locate non-industrial uses within the industrial portions of the district.



**SE** Returning to the assumptions that led to the creation of Portland’s industrial sanctuary policy and the Central Eastside, the questions remain:

- ▶ What is the role of the CES industrial sanctuary in accommodating traditional industrial uses such as manufacturing, as well as emerging and new industries that will evolve in the decades ahead?
- ▶ What tools need to be created to fulfill this role to the year 2035 and beyond?
- ▶ How can the mixed-use corridors be optimized to accommodate more non-industrial users?







# CENTRAL EASTSIDE 2035

*“Prediction is very difficult, especially if it’s about the future.”*

— Niels Bohr

**W**hat will the Central Eastside look like in the year 2035? Will it continue to be a home to industrial services, warehousing and distribution companies? Will the district still contain businesses started three generations ago? Will it include manufacturers making products commonplace in our lives today as well as products we cannot yet imagine?

Answering these questions is difficult. Imagine predicting 35 years ago — when Oregon’s economy was dominated by resource industries and the car culture shaped our urban form — that within three decades our economy would be shaped by the silicon chip and entrepreneurs, and employees who prefer to commute to work by foot, bike and streetcar.

Although we can’t predict the future, we can chart a course to the future we hope to realize. This journey will require some bold decisions and diligence to implement new strategies that take us where we collectively want to go. It will also require patience and the ability to creatively respond to the inevitable threats, opportunities and mid-course corrections that will deliver us to our desired destination.

**SE** The SE Quadrant Plan is intended to facilitate robust input from the various stakeholders in this shared and potential future. The planning process will engage diverse interests and opinions in the process, concluding with the creation of a vision for the Central Eastside in the year 2035, as well as an initial set of strategies to set us on our way.

*Among the questions and issues the plan will need to address are:*

## **Industrial Sanctuary**

- ▶ What is the role of the Central Eastside industrial sanctuary in 2014 as well as 2035?
- ▶ What businesses and industrial sectors do we want to attract and protect?
- ▶ How do we establish policies and implementation strategies in 2014 that don’t preclude industries that will emerge in the decades ahead and whose needs, impacts and benefits are hard to imagine?

## **Housing, Retail and Commercial Office**

- ▶ How can existing mixed-use areas be made more attractive to development and thereby provide the retail and entertainment amenities desired in the district?
- ▶ Can these mixed-use areas accommodate the demand for additional creative and industrial office space in the district, relieving pressure on industrial areas?

## **Transportation**

- ▶ How can additional parking capacity be provided as the employment and customer base of the district continues to grow?
- ▶ What strategies need to be implemented to ensure all transportation modes can access and pass through the district safely?
- ▶ What steps are necessary to ensure industry in the district is efficiently served by freight?

These and other questions will be considered and discussed throughout the planning process.





## Relationship to Central City 2035

**T**he SE Quadrant Plan is an element of the broader Central City 2035 (CC2035) project to update the 1988 Central City Plan. The CC2035 Concept Plan, adopted in 2012, includes goals, policies and an urban design direction that provide high level guidance for the entire Central City. The Concept Plan established a framework from which the more detailed quadrant plans are being developed.

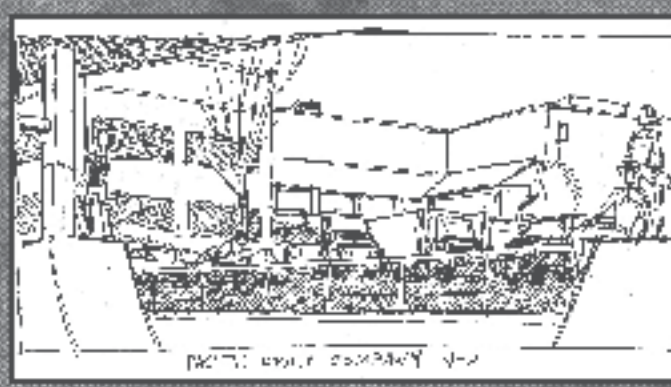
The SE Quadrant Plan will focus on building the next generation of industrial/employment sanctuaries, with higher employment densities to enhance and strengthen the Central Eastside's role as a major employment center in the Central City. The planning effort will follow through on the CC2035 concept of southern "bookends" to the Central City, which could provide a new employment and education hub at OMSI and South Waterfront across the river.

The Concept Plan also articulates a vision for a Green Loop around the entire Central City, circling both sides of the river and providing people of all ages and abilities a way of walking, biking, strolling or rolling on a continuous, safe route. A community amenity such as this would further enhance the Central Eastside as a destination point for recreation, cultural attractions, restaurants, tourism and other amenities that enliven an area and create a sense of place.

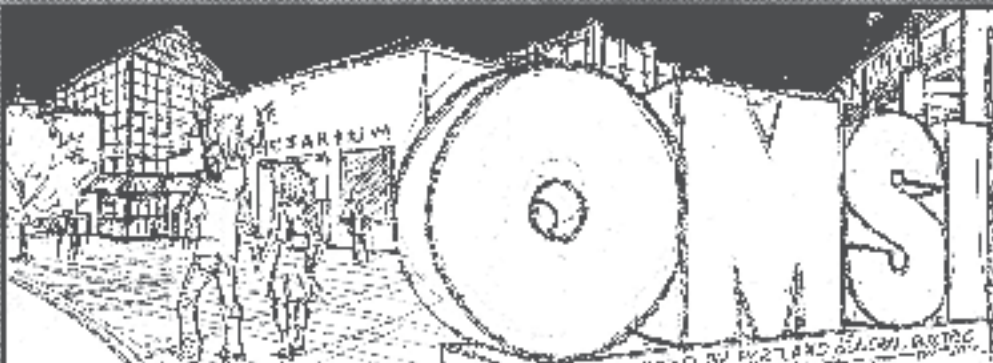




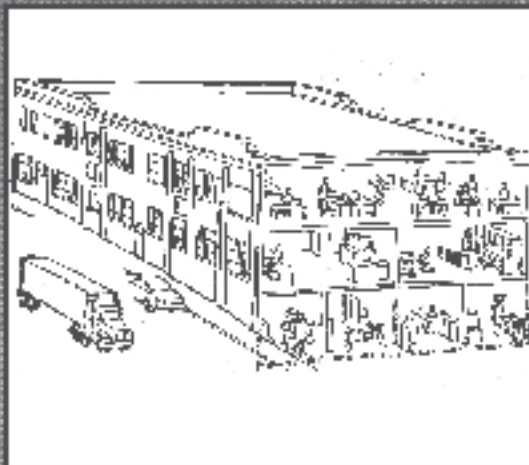




PORTLAND BRIDGE COMPANY 1-2



PARKING UNDER BRIDGE!



PARKING ISSUE



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**Portland's Central Eastside is an introduction to the SE Quadrant Plan.**



For more information  
visit the SE Quadrant website:  
[www.portlandoregon.gov/bps/cc2035/sequadrant](http://www.portlandoregon.gov/bps/cc2035/sequadrant)

Troy Doss, Project Manager  
[troy.doss@portlandoregon.gov](mailto:troy.doss@portlandoregon.gov)  
503-823-5857