

**WEST END (OF CENTRAL CITY) ACTION CHARTS  
ADOPTED BY RESOLUTION NUMBER 36051  
NOVERMBER 13, 2001**

**SUBSTITUTE  
36051  
As Amended**

**RESOLUTION NO.**

Adopt changes to the Central City Plan to add a West End Action Chart, a West End Urban Design Plan, two new actions to the Economic Development Action Chart, one new action each to the Transportation and Housing Action Charts, and the designation of an entertainment district to the Culture and Entertainment Map (Resolution)

WHEREAS, in December 1997, the Association for Portland Progress (APP) invited West End business and property owners, the Downtown Community Association, and public agencies to meet and discuss whether the West End was fulfilling its potential. This group defined the West End district as bounded by SW Ninth Avenue, the Stadium Freeway (I-405), SW Market Street, and NW Couch Street.

WHEREAS, the consensus of those invited to meet by the APP was that the area was not fulfilling its potential. As a result, the APP formed the West End Working Group and Steering Committee (WESC), with the mission of developing a revitalization plan. The West End Working Group and WESC were composed of interested business and property owners, representatives of public agencies, and other members of the Downtown community. Over the next eighteen months, these groups developed the *West End Vision Plan (WEVP)*, which was published in July 1999.

WHEREAS, the *West End Vision Plan* identified a number of actions to attract new private investment to the West End, which would build on the recent public investment in library and museum renovations and the construction of the Portland Streetcar. The proposed *WEVP* actions include projects, programs, and regulatory actions to be undertaken, by both the public and private sectors, to develop the West End, a district of exceptional assets, into a "cohesive community in the city's core" that "exhibits and sustains the urban culture to which Portland aspires."

WHEREAS, in October 1999, City Council accepted the *West End Vision Plan* by adopting Resolution 35834 to acknowledge and applaud the work of the West End Working Group and Steering Committee and to support the plan's concepts. This resolution also directed the Bureau of Planning (BOP), the Office of Transportation (PDOT), the Office of Planning and Development Review (OPDR), and the Portland Development Commission (PDC) to develop a comprehensive evaluation and response to the actions proposed.

WHEREAS, the City Council directed the BOP to take the lead, in consultation with PDOT, OPDR, PDC, and other interested city agencies, to report to the Planning Commission no later than July 2000 with recommendations for action. To assist the BOP and other city bureaus in evaluating *WEVP* proposals, the Council adopted Resolution 35834 to establish a West End Advisory Committee (WEAC). Steve Abel, President of the Planning Commission, chaired the WEAC, which included members of the WESC, the APP Housing Committee, Portland State University, Innovative Housing Inc., the Association of Downtown Churches, the Downtown Community Association, Coalition for a Livable

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Future, and the American Institute of Architects Urban Design Committee. The resolution also named staff from PDOT, OPDR, PDC, and Office of the Mayor to serve on the committee.

WHEREAS, the WEAC met from Fall 1999 into Summer 2000 to review the *WEVP* and discuss other possible proposals for action in a series of public meetings. During this process, WEAC members and others involved in public meetings and workshops suggested ideas for inclusion in the BOP's proposals.

WHEREAS, in July 2000, the BOP drafted the *Tentative Proposal for the West End* that includes a new West End Action Chart, and an Urban Design Plan, to be added to the *Central City Plan* to implement the proposed West End policy. This policy calls for fostering the development of the West End as a vibrant urban neighborhood. The proposed West End Action chart and Urban Design Plan also allowed *WEVP*'s proposals, and other proposals for action by those participating in this planning process, to be incorporated into an adopted city plan.

WHEREAS, the new Urban Design Plan is a map that illustrates urban design proposals mentioned in the West End policy objectives and action items. The West End Subarea has the same boundaries as the *WEVP*'s study area, except that the blocks north of Burnside Street have not been included.

WHEREAS, the proposal also included action items to be added to the *Central City Plan*'s Functional Policy Action Charts (Economic Development and Transportation) that address issues in the West End as well as the larger Central City.

WHEREAS, the WEAC, City bureaus, and others listed as implementors of actions in the action chart reviewed the proposed actions in the tentative proposal and made some changes and additions.

WHEREAS, in September 2000, the BOP published the *West End Proposal* which contained a revised action chart, the urban design concept, and the proposed change to the *Central City Plan* Culture and Entertainment map. The BOP proposed the designation of the area known as the "Burnside Triangle" as an "entertainment district" on the Culture and Entertainment map that accompanies Policy 9 of the *Central City Plan*, in response to requests from the public that the special character of this area be recognized and be the focus of additional planning efforts in the future.

WHEREAS, the Planning Commission held a hearing on the *West End Proposal* on October 24, 2000. Some of the oral and written public testimony addressed proposed action items. This included testimony from the WESC, PDC, and PDOT. The hearing's record was kept open for additional written testimony through October 27, 2000.

WHEREAS, on March 27, 2001, the Planning Commission voted 6 to 2 to recommend the *West End Proposal* to City Council with significant changes. This included the recommendation

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that City Council adopt and implement the West End Policy, as amended by Planning Commission, as an element within the *Central City Plan*, which itself is incorporated into the *Comprehensive Plan*. They also recommended adoption of the West End Action Chart and several actions to be added to the action charts of the Functional Policies of the *Central City Plan*. The West End Action chart and other action items implement this policy along with the recommended changes to the Zoning Code and map. BOP staff made changes to the West End Action Chart as directed by the Planning Commission. BOP staff made findings to support the inclusion of the West End Action Chart and other *Central City Plan* Functional Policy Action Charts.

WHEREAS, on June 21, 2001 the Portland City Council held a public hearing on the Planning Commission's *West End Recommendation*. Testimony came from diverse interests and continued beyond the normal scheduled time for adjournment of the City Council. The hearing was continued until July 18, 2001. Subsequent meetings with City Council were held on September 26, and October 18, 2001 to give direction to BOP staff to come back with a new proposal for the portion of the West End Subarea north of Salmon Street and west of SW 11th Avenue.

WHEREAS, in the course of these hearings some changes were requested to the recommended West End Action Chart in oral and written testimony including some requests for changes by members of City Council. These included changes and additions to the action chart requested by Commissioner Saltzman intended to support small businesses and establish a Burnside Triangle Advisory Committee.

WHEREAS, the BOP published an amendments report which included these requested changes to the recommended action chart along with the BOP's recommendations to City Council on them. In this document, the BOP recommended revising one of the requested actions and adding it to the Action Chart of *Central City Plan* Housing Policy (a Functional Policy) instead of the West End Action Chart.

WHEREAS, on November 21, 2001, the City Council held a public hearing on a new proposal for the area north of SW Salmon Street and the remaining Planning Commission recommendations and the amendments to them.

WHEREAS, the City Council adopted the West End Action Chart as amended by their decisions on the requests for amendments. They also adopted several actions to be added to the Functional Policy Action Charts of *Central City Plan*; the West End Urban Design Plan; and the change to the Culture and Entertainment that accompanies Policy 9 of the *Central City Plan*.

WHEREAS, the West End Action Chart and the additions to Functional Policy Action Charts contain projects, programs, and regulatory actions necessary for the implementation of the new West End policy of the *Central City Plan*. (The regulatory actions listed in the action chart are adopted separately by Ordinance.)

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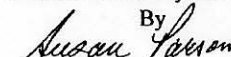
WHEREAS, the success of creating a vibrant urban neighborhood in the West End will depend on the coordination of independent actions carried out by private interests, nonprofit organizations, area institutions, public service providers, and community based organizations in the 20-year period covered by this update of the *Central City Plan*.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council of the City of Portland adopt the new implementation actions as described in the Planning Commission's *West End Recommendation* as amended by City Council. These include the West End Action Chart, actions added to the Economic Development, Housing, and Transportation Action Charts of the *Central City Plan*, the West End Urban Design Plan, and the change to the *Central City Plan* Culture and Entertainment map and that:

- a. The various City agencies identified in the action charts as possible implementing agencies are authorized to engage in activities aimed at implementation projects and programs called for in the Action Charts.
- b. Proposals for projects and programs approved by this resolution are understood to be a starting place. As studies are undertaken, projects and programs may need to be refined or replaced by alternative actions found to be better able to implement the West End policy of the *Central City Plan*.
- c. The West End Urban Design Plan is adopted by City Council to illustrate various action chart proposals and urban design concepts for the new West End Subarea.
- d. The designation of the area between NW Couch and SW Washington west of Ninth Avenue as an entertainment district on the Culture and Entertainment Map that accompanies *Central City Plan* Policy 9 is intended to recognize the unique character of the area known as the Burnside Triangle. This section of the West End and the blocks just to the north contain a mixture of housing, hotels, restaurants, bars, bookstores, independent retail shops and entertainment venues that have a regional draw.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon that the City Council authorizes and directs the Bureau of Planning to make corrections to the Action Charts to correct typographical errors and to ensure parallel construction.

Adopted by the Council, JAN 10 2002  
Mayor Vera Katz  
Graham Clark  
November 13, 2001

GARY BLACKMER  
Auditor of the City of Portland  
By  
 Deputy

## West End Action Chart

#	Policy 22: West End Recommendations for Action	Timeframe <sup>1</sup>				Imple- mentors
		Adopt with Plan	On- Going	Next 5 Yrs	6 to 20 Yrs	
<b>PROJECTS</b>						
WE 1	Complete and open the MAX light rail stations on SW Yamhill and Morrison streets between 12th and 13th avenues.					Tri-Met PDC PDOT
WE 2	Complete the current phase of the Portland Streetcar and extend the streetcar line to link the West End with North Macadam, Portland State University, Portland Center, the Pearl District and Northwest Portland.					PDOT PDC Pvt
WE 3	Identify and construct functional and aesthetic improvements to the West Burnside Street right-of-way that respond to the diverse needs of those using the street including the provision of a link between the West End and Pearl districts.					PDOT
WE 4	Design and construct enhanced pedestrian treatments in four rights-of-way (SW Columbia, Salmon, Taylor, and Alder streets) to create attractive east-west connections between the West End and the Goose Hollow neighborhood.					PDOT BOP PDC
WE 5	Design and construct an enhanced pedestrian treatment for SW12th Avenue to create an attractive connection between West End subdistricts, such as planting of additional street trees.					PDOT PDC
WE 6	Cap portions of the I-405 freeway to improve connections between the West End and the Goose Hollow/Stadium area.					APP PDOT ODOT
WE 7	Develop the air rights above the light rail turn around on SW 11th Avenue between SW Morrison and Yamhill Streets.					Tri-Met PDOT PDC Pvt
WE 8	Consolidate undedicated parking spaces on surface lots into a new parking garage(s) in the West End/ South Park Blocks area.					PDOT BOP PDC OMF Pvt
WE 9	Consider streetscape improvements to east-west streets like SW Main and SW Washington streets, that do not cross the I-405 Freeway, which will enhance the environment for pedestrians, such as wider sidewalks and angled parking.					PDOT BOP
WE 10	Develop and implement a strategy for the revitalization of the Galleria.					PVT PDC
WE 11	Explore the feasibility of a lively storefront "transportation option center " in the vicinity of SW 10 and 11th avenues, SW Morrison and Yamhill streets for residents and visitors to learn about and use a variety of travel alternatives. The center can serve as a transfer point for light rail and streetcar passengers going to and from Portland International Airport, and provide for retail activities.					PDOT PDC

<sup>1</sup> The gray tone under one of the four time frames indicates the target time frame for the action.

## West End Action Chart

#	Policy 22: West End Recommendations for Action	Timeframe <sup>2</sup>				Imple- mentors
		Adopt with Plan	On- Going	Next 5 Yrs	6 to 20 Yrs	
<b>PROJECTS</b>						
WE 12	Explore new revenue sources for implementing the West End action agenda.					PDC BOP OMF
WE 13	Acquire existing lower income residential properties with expiring HUD subsidies as part of the City's Preservation Housing agenda.					PDC
WE 14	Develop or acquire and rehabilitate housing units (e.g. Fountain Place) for lower and middle-income households.					PDC
WE 15	Provide financing in mixed-use housing projects that encourage more neighborhood-oriented services.					PDC
WE 16	Facilitate the development of the three blocks between SW Columbia and Main streets and 10th and 11th avenues, as a mixed-use project including a grocery, community service, retail, and rental and ownership housing.					PDC Pvt.
WE 17	Identify and implement a funding source that will support the maintenance of affordable housing and reduce displacement of existing households as the area develops.					BOP PDC Pvt.
WE 18	Promote improvements in the Cultural District to highlight the district's identity and its connection to the streetcar (directional signage/kiosk).					PDC
WE 19	Complete the streetcar streetscape improvements along SW 10th and 11th avenues.					PDC
WE 20	Complete the retail district strategy and provide public improvements that support implementation of the strategy.					PDC
WE 21	Establish the Burnside Triangle Advisory Group (BTAG), which will participate in developing strategies to enhance the unique character of the Burnside Triangle area and support its continuation as a Gay/Lesbian/Bisexual/Transgender friendly environment. The BOP, PDC and PDOT are encouraged to consult with this group in future planning and development efforts within the Triangle.					MHRC BHCD Pvt
WE 22	Consider pedestrian and streetscape improvements to identify and promote the Burnside Triangle's unique character as part of the <i>Burnside Transportation and Urban Design Plan</i> .					PDOT BTAG PDC
WE 23	Explore establishing new performing arts facility (ies) in the West End.					BODS
<b>PROGRAMS</b>						
WE 24	Provide funding for exterior lighting to add safety and enhance the architectural and cultural features of various buildings in the West End.					PDC
WE 25	Promote use of PDC Storefront Improvement Program and lighting enhancement programs in the West End to improve the viability of the business district and enhance the area's livability.					PDC

<sup>2</sup> The gray tone under one of the four time frames indicates the target time frame for the action.

#	Policy 22: West End Recommendations for Action	Timeframe <sup>3</sup>				Imple- mentors
		Adopt with Plan	On- Going	Next 5 Yrs	6 to 20 Yrs	
<b>PROGRAMS</b>						
WE 26	Provide funds to support business expansion/retention/recruitment in the West End.					PDC
WE 27	Revitalize vacant or underused historic buildings including the Galleria and the Telegram Building.					Pvt PDC
WE 28	Sponsor public tours of church sanctuaries in and near the West End to provide information on the architectural and historical significance of these institutions and the contributions they have made to the city.					ADC
WE 29	Undertake activities to create at least one residential, commercial, or mixed-use development to provide a catalyst for new development.					PDC Pvt
WE 30	Encourage, promote, and facilitate the development of market rate rental and ownership housing in the West End.					PDC Pvt
WE 31	Establish a "wayfinders" system linking public transit, shopping, and dining opportunities.					APP PDC PDOT
WE 32	Establish a collaborative public-private effort to attract creative services and other industries listed in the <i>Target Industries Study</i> to the West End.					PDC APP Pvt
WE 33	Establish a West End Retail Council.					APP Pvt.
WE 34	Consider expanding Clean and Safe services throughout the District.					APP Pvt.
WE 35	Use public financing tools to retain project-based Section 8 and Section 202 contracts for properties in which private owners have opted not to renew					PDC BHCD Pvt NPs
WE 36	Develop and coordinate programs to prevent the deterioration of existing buildings and to rehabilitate or replace buildings that have deteriorated.					PDC (seismic loan program), BHCD, Pvt NP, BTAG
WE 37	Utilize existing business finance programs available in the South Park Blocks Urban Renewal Area to preserve and support the West End's small, locally owned businesses, and consider strategies outlined in the June 2001 PSU study entitled " <i>Strengthening Small Businesses Serving Minority Communities.</i> "					PDC

<sup>3</sup> The gray tone under one of the four time frames indicates the target time frame for the action.

## West End Action Chart

#	Policy 22: West End Recommendations for Action	Timeframe <sup>4</sup>				Imple- mentors
		Adopt with Plan	On- Going	Next 5 Yrs	6 to 20 Yrs	
<b>REGULATIONS</b>						
WE 38	Increase the maximum allowed floor areas in the RX zone to 8:1 to allow developers of residential or mixed use projects more development potential, and to 9:1 in the RX-zoned area north of Salmon for residential or mixed use projects.					BOP
WE 39	Extend the transfer of development rights option from single-room occupancy (SRO) developments and historic landmarks to all housing developments in the Central City.					BOP
WE 40	Develop residential FAR bonus options for the RX zone to provide incentives for the development of: <ul style="list-style-type: none"> <li>▪ Housing units that are affordable to those with household incomes at or below 150% Area Median Income, (extended to entire Central City)</li> <li>▪ Larger housing units to attract larger households and those that are middle income and above.</li> <li>▪ Underground parking.</li> <li>▪ Small sites to encourage infill development on small vacant and underused lots.</li> </ul> Also allow a FAR bonus for contributing to an affordable housing fund (extended to entire Central City).					BOP, Pvt
WE 41	Raise the cap on maximum floor area that can be earned by FAR bonuses and TDRs to 12:1.					BOP
WE 42	Implement a new building height bonus for buildings with housing units with ceiling heights greater than 8 feet.					BOP
WE 43	Support more intense commercial development in RX zoned areas north of Salmon Street by allowing more commercial and other uses to be developed on sites mapped on Map 510-14					BOP
WE 44	Remove one of three conditional use criteria for expanding the percentage of commercial use allowed in a new RX development.					BOP
WE 45	Prohibit the construction of new, and discourage the continuation of, existing surface parking. Create a separate pool of 750 undedicated parking spaces to be used in new projects in amounts of 250 spaces per project.					BOP
WE 46	Allow a parking space bonus of .5 spaces for every space removed from a surface lot and placed underground in a new residential development.					BOP
WE 47	Zone the site of the Fountain Place Apartments RX to ensure that the site remains in residential use.					BOP
WE 48	Rezone two sites in commercial use to EX to make the zoning consistent on the block faces facing Burnside Street and to make these uses conforming.					BOP
WE 49	Adjust the zoning for the blocks over the I-405 freeway to be consistent all the way across in anticipation of freeway capping.					BOP

<sup>4</sup> The gray tone under one of the four time frames indicates the target time frame for the action.

**NOTE:** Portland City Council approves Action Charts by resolution. They are a starting place. All actions have an identified implementor. They are adopted with the understanding that some will need to be adjusted and others replaced with more feasible recommendations. Identified implementors have expressed interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.

## Abbreviations for Implementors

<b>ADC</b>	Association of Downtown Churches
<b>APP</b>	Association for Portland Progress
<b>BHCD</b>	Bureau of Housing and Community Development
<b>BODS</b>	Oregon Ballet Theater, Portland Opera, Portland Center Stage, and Oregon Symphony
<b>BOP</b>	Bureau of Planning
<b>NP</b> s	Nonprofits
<b>ODOT</b>	Oregon Department of Transportation
<b>OMF</b>	Office of Management and Finance
<b>Parks</b>	Bureau of Parks and Recreation
<b>PDC</b>	Portland Development Commission
<b>PDOT</b>	Portland Office of Transportation
<b>Pvt</b>	Private
<b>Tri-Met</b>	Tri-County Metropolitan Transit District



Some of the West End's older residential hotels and apartment buildings also provide affordable ground floor spaces for small businesses such as restaurants and retail shops.