

CC2035 Steering Committee

Meeting 3: February 9, 2012, 5:00 – 7:00 PM

Bureau of Planning & Sustainability: 1900 SW 4th Avenue, Room 7A



Agenda

1. **Welcome, Introductions, and Agenda Review** 5:00 PM
Orloff
2. **Concept Plan Overview** 5:05 PM
Doss & Zehnder
 - **Purpose:** Overview of Concept Plan purpose and its relationship to quadrant planning efforts, Portland Plan, emerging Comprehensive Plan, and final Central City 2035 Plan.
 - **Plan Content:** Summary of key plan components and their intended purpose.
 - **Steering Committee:** Role of Steering Committee in shaping Concept Plan.
 - **Steering Committee Schedule:** Anticipated schedule and steps to complete Concept Plan.
3. **Steering Committee Review & Discussion** 5:20 PM
Staff seeks input from Steering Committee regarding revised structure of Concept Plan and plan content. All
 - **Part 1 – Envisioning 2035:**
 - **Introduction:** The story behind the plan.
 - **Project Goal:** To be a Center of Innovation and Exchange
 - **Supporting Objectives:** Connectedness; Livability; Prosperity and Affordability; Supportive of Thriving Education Youth; Equitable
 - **Issues:** Regional Center; Housing & Neighborhoods; Transportation; Urban Design; Environment
 - **Part 2 – Planning Goals & Guidelines:**
 - Discussion about over all structure and approach of using goals and guidelines to guide quadrant plans and inform later development of comprehensive plan policies. To be discussed if time allows, otherwise this will be on the agenda for Meeting 4.
4. **Public Input** 6:55 PM



Central City 2035 Steering Committee

Meeting Minutes – December 1, 2011

1900 SW 4th Avenue, Room 7A

Group members in attendance: Chet Orloff (Co-chair), Michelle Rudd (Co-chair), Bernie Bottomly, Wink Brooks, Erin Flynn, Amy Lewin, Linda Nettekoven, Veronica Rinard, Ethan Seltzer, Bill Scott, Patty Tillett, Michael Zokoych,

Group members not in attendance: Andre Baugh, Patricia Gardner, Heather Hoell, David Knowles, Scott Langley, James McGrath, Jeff Miller

Staff in attendance: Shannon Buono, Nick Byers, Troy Doss, Sallie Edmunds, Peter Englander, Diane Hale, Elisa Hamblin, Steve Iwata, Lora Lillard, Karl Lisle, Lindsey Menard, Mark Raggett, Nicholas Starin, Nan Stark, Joe Zehnder

Public in attendance: Wendy Rahm

1. Welcome, Introductions, & Purpose of Meeting

- a. Co-chair Chet Orloff welcomed the group

2. Basis for Proposed Policy Framework

- a. Troy Doss & Joe Zehnder provided background, including introduction of functional & district policies from the 1988 Central City Plan (*see Functional & District Policies handout in packet*)
- b. Policies from the 1988 Central City Plan are outdated, some goals have been accomplished, other issues were not included then and should be addressed now
- c. The proposed policy framework was developed over the past 1½ years through a process that included advisory group meetings, symposiums, and staff meetings
- d. The Central City 2035 Plan will be included in the Comprehensive Plan. Its purpose is to guide Planning and Sustainability Commission & City Council decisions about land use, development, zoning, regulations, and major infrastructure projects.
- e. The policy statements are “what we’re going to do” statements. The more specific ideas may become outdated, but the Central City Plan is the best place to include ideas for long-term planning for the Central City.

3. Proposed Framework: Goals & Policy Sets

- a. Joe Zehnder described the proposed framework (*see Summary of CC2035 Goals handout*)
 - i. The first two goals – Goal 1 (Economic Prosperity) and Goal 2 (Healthy Connected Neighborhoods) – describe the role of the Central City in relation to the rest of the city
 - ii. The last three goals – Goals 3 (Mobility), Goal 4 (Design & Civic Vitality), Goal 5 (Urban Ecosystems) – are more about performance of the Central City
- b. Question: Who is the audience for the Central City Concept Plan? Is it supposed to inspire or is it a checklist for bureaucrats?
- c. Response: It could go either way. No matter how we go about creating the Concept Plan we will translate it for the Bureau of Planning and Sustainability’s purposes. What do you

want it to be? This conversation will shape our approach to the Central City Concept Plan.

4. Proposed Alternate Framework

- a. The committee reviewed Ethan Seltzer's proposal (*see Ethan's proposal in handout*) that the committee evaluate the unique role of the central city by shifting the issues address by the five goals of the proposed policy framework to other documents. Instead he suggests focusing the Central City Concept Plan around 3 goals: Innovation & Exchange, Livability, and Connectivity.
- b. Ethan Seltzer explained that the 1988 Central City plan addressed changes the city was experiencing at the time (downtown not vibrant, downtown-like features and functions had crept across the river), but now many of the activities of the central east side (start-ups, etc.) have crept into downtown because of technological advances. Now, like then, the central theme is how to mix human-scale livability, intensity and density, and economic focus. He sees the Central City Plan as an overlay on the Comprehensive Plan, but not a separate plan. Issues like ecosystems could be addressed at the Comprehensive Plan level and the Central City Plan could focus on what makes the Central City unique (what enables people to engage each other).
- c. Discussion Question: If livability was the defining characteristic for the 1972 plan, what is the defining characteristic for the next 25 years? What does this city want to be? What's our identity going to be? We've done a really good job with livability so, what's next for us? We need to identify that essence.
 - i. Response: Our civic identity has become more defined and we need to be able to articulate it. How do we defend, refine, and expand it?
 - ii. Response: Our identity has been based on being a great place to live.
 - iii. Response: Besides Portland being a great place to live is independence of self – a personal freedom and willingness to do it our way
 - iv. Response: Confidence, authenticity, and creativity were some of the key words that came up in a branding process for Portland.
 - v. Response: Greater Portland, Inc. also included branding and captured the “we're different” quality
 - vi. Response: It's the bundle of characteristics that makes a place unique
- d. Discussion Question: What is it that makes something like food carts happen in a place like Portland but not other places?
 - i. Responses: regulations didn't prohibit them, some people would say they don't look good, “you didn't have to ask”
- e. Comment: We used some of the same words in 1988 but meant something different by it. So when we talk about sustainability in 2035 what will people mean? The real challenge of the Central City Plan is to come up with some strategic initiatives that will continue to mean something, that will keep up with the changing understanding of what we're talking about.
- f. Comment: We need something more inspirational. We've been really successful in Portland. What can we do to improve on that success? Do we need to just stay out of the way to let it happen?
- g. Comment: Downtown works when a lot of people want to be there. It doesn't work when people don't want to be there. From a practical standpoint, if you go and on a given square foot of space downtown, you know the plan's been successful if it's a comfortable place to be – if it's attractive, there are other people around, there is visual interest. There are lots of people who attempt to figure out the alchemy of what makes that sense of comfort but we need to be flexible, rather than too specific, so we don't choke innovation and inspiration. If they don't come downtown we won't have vibrancy.

- h. Question: Pioneer Square is proof that if you think about programming the public realm, you can activate the public realm. What can we do to activate the street level to improve the pedestrian environment? Many of the things we know work have not been developed very far or haven't been taken to scale. What would we call that and how would we get on with it?
 - i. Response: The point of the central city is to facilitate interactions because that's where wealth comes from ultimately. Part of what we could do with the Central City plan is to think about how we can promote an environment in which people can hang out and communicate with each other. The goals should be driven by a desire to promote the kind of interaction that creative entrepreneurs and artists need.
- i. Comment: The Portland Plan is so much it doesn't send a clear message. The conversation tonight has been: what's our message and who's our audience. Over the past year and a half we've defined the hopes and dreams of the Central City at a very real level, but I'd like for the group to take these three themes Ethan suggested and figuring out the relationship between these themes and goals.
- j. Comment: Design often discourages interaction (1950s high schools) but it can also be used to facilitate interaction (spots on new college campuses for impromptu conversations). Roads are designed for traffic to move along and police to be able to clear them easily, but maybe that's not what we want. Maybe one clue is to focus on enabling rather than preventative design.
- k. Question: What roles are PSU and OHSU going to play in the city?
 - i. We could think of the Central City as an environment for learning
- l. Comment: The five goals are a way of organizing the material and the 3 themes permeate the goal areas, similar to how equity is the overarching level for the Portland Plan and the lens through which the plan is viewed
- m. Comment: There's elegance to Ethan's 3 themes and a practicality for the 5 goals. I think that prosperity belongs here somewhere as well and it's connected to education. There's an interest in a reflection about where we've come from that helps explain where we're going.
- n. "A great city offers the prospect of both serendipity and reflection. Serendipity in that you can't know all the things you might encounter, but you expect to be delighted by what you haven't anticipated... They compliment each other, serendipity and reflection. This active encounter of something you can't define, but you know it's up ahead. And at the same time the notion that it will occur in an environment where you can relax." – Ethan Seltzer
- o. Comment: The word that seems to run through all of this is engagement. Rather than going somewhere just to be entertained, visitors come here to do what we do, to engage in the things we engage in. We need downtown to be an engaging place.
- p. Comment: Portland is a city that is willing to learn from trying. It's a learning city. We try stuff, we're critical of it, we make it better, then others pick up on it. It's a quality that makes Portland special.
 - i. Response: On the 25th anniversary of the city, in 1869, Thomas Lamb Elliot, who founded major institutions in Portland said I want this city to be always learning.
 - ii. "Learning city, knowledge economy"
 - iii. We'll need to be careful to explain learning because we don't mean to imply that Portland is a college town – it has great colleges but it's not a college town
- q. Comment: The Portland Plan has to be interwoven into this plan. As we think about what makes the Central City unique we should keep the three key goals of the Portland Plan in mind: Healthy Connected City, Thriving Educated Youth, and Economic Prosperity & Affordability.
 - i. Response: We're a livable city, but we need to consider equity and affordability.

- ii. Response: What does it mean for a community to take care of its citizens vs. providing them with opportunities?
- r. Comment: The list of words we've been writing on the board can help to create the story.
 - i. Words written on the board: Innovation, Exchange, Livability, Connectivity, Flexibility, Intention, Identity, Confidence, Prosperity, Engagement, Inclusive, Reflection, Serendipity, Authenticity, Ingenuity, Partnerships, Intensity, Opportunity

5. Goal 1: Economic Prosperity in the Region's Center

- a. The group did not discuss Goal 1 during this meeting

6. Public Input

- a. None

Homework:

- Veronica Rinard will share marketing materials developed during Travel Portland's branding work (see video: http://youtu.be/B1B2_r6Azvg)
- Watch Greater Portland, Inc. (<http://greaterportlandinc.com/>)

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The Concept Plan

The Central City 2035 Concept Plan is based on the understanding that the success of the Central City is critically important to the success of the rest of the city and the region. It looks at the Central City as a whole and is intended to provide guidance for how to continue and evolve the success of the Central City over the next 25 years.

Specifically, The Central City 2035 Concept Plan provides this guidance through a framework of planning goals, preferred policy approaches and outcomes, and diagrams that describe the preferred spatial and urban design approach to Central City development. These products will shape the more detailed quadrant plans for the geographic districts of the Central City and ultimately the Comprehensive Plan's policies and maps.

How does this plan relate to the Portland Plan? CC2035 will be one of many implementing agents of the Portland Plan, which strives to create a prosperous, educated, healthy, and above all equitable Portland. Like the Portland Plan, CC2035 will develop 25-year policies that guide decision making and investment in the Central City, identify strategies encouraging public and private participation, and prioritize actions that have multiple outcomes and mutual benefit. Goals and objectives related to the Central City from the Portland Plan will be included in CC2035.

How does the Concept Plan relate to the larger Central City 2035 planning effort? This concept plan is intended to set priorities, establish goals, and provide guidance in what primary objectives Portlanders want from their Central City over the next 25 years. This plan does not establish specific policy nor does it propose zoning amendments. That work will be done later when quadrant level plans are created and as part of developing the city's new Comprehensive Plan. Rather, the Concept Plan identifies what we want from our Central City and establishes the direction that future policies, zoning tools, and other implementation efforts will be established to support. The first step is to identify where we want to go, not what vehicles we use to get there.

What are guidelines vs. policies? The use of guidelines, rather than new policies, is critical at this stage in the CC2035 planning effort. By their very nature, guidelines provide direction that points to a desired outcome, best allow for various paths to be tested and created on how to get there. Policies tend to be more restrictive, and establish a legal precedent on what must be accomplished and sometimes how that result it is to be pursued. The guidelines of this concept plan are intended to test our ideas about what is important to achieve in the Central City in the years ahead, and to discover if there are other issues we need to address. Once this exploration is complete we then will establish policies that establish a firmer course to the outcomes we hope to achieve.

Drivers of Change. The success of the concept plan and larger CC2035 effort will be measured in its ability to further cultivate public / private partnerships which have been critical to many of our past successes. Partnerships are necessary if we all are to maximize the full utility of past investments and the myriad opportunities currently facing the city center. The ability of local, state, and federal agencies to coordinate their efforts and pool increasingly limited resources is critical for them to achieve the goals they share. Similarly, the City must foster partnerships with private business, institutions, not-for-profits, and all Portlanders alike.

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Part 1: Envisioning 2035

Insert Image of City

Introduction

In the 1970s, many American cities developed plans promoting the promise of a better life through suburban living. This promise was made possible by new freeways that made travel between home and work easy but which often left their city centers behind, relegated to slow decay.

Portland took a radically different approach and created a visionary plan, the 1972 Downtown Plan, to establish a livable downtown, where people lived, worked, and played. This downtown would be the heart of the city; a place where the creative energy of the mix of activities benefited the city and region as a whole; a reflection of who Portlanders are and aspired to be; a symbol of regional values, innovation, and prosperity. An innovation of the plan was to build partnerships for public and private action in planning, economic development, and social services - partnerships that continue to grow and help define our city.

Twenty years later Portland again bucked national trends by promoting a return to urban living. The 1988 Central City Plan pursued the creation of a mixed-use environment that focused on people's experience and enjoyment of the city. The goal was to promote economic growth by making a livable, attractive environment. It also led to a resilient central city that has proven able to adapt to future economic and social challenges not so easily weathered by many other cities.

Farsighted transportation investments have played a big role in these past central city plans. A great deal of today's success is a result of how well the Central City is connected to the city and region. The Central City is the hub of one of the finest multimodal systems in the nation - a high capacity regional bus and light rail system that continues to grow. Projects were undertaken to keep cars and freight in the mix and to manage parking as part of keeping the Central City connected to all parts of the region. Portland led the return of streetcars to downtown, a move that supported billions of dollars of development and the new Pearl and South Waterfront Districts. A growing bicycle network and ridership put Portland on the map as one of the most bike friendly cities on the globe while reducing congestion and saving money. Pedestrian and trail improvements further complemented this system.

Past efforts not only produced this multimodal transportation network but also an urban waterfront that is more accessible to people, a diverse urban park system, active and attractive retail and cultural districts, livable and affordable urban neighborhoods, world class learning centers, and a sustainable urban form.

In 2012, the City completed the Portland Plan, which, while not focused exclusively on the Central City, identified priorities and strategies focused on the most important outcomes we need to work toward to be a healthy, prosperous and livable city. The Portland Plan has as its foundation a focus on increasing equity and reducing the structural disparities through the plan's strategies as well as through specific equity related initiatives.

The Portland Plan proposes three strategies – Thriving Educated Youth focused on improving educational outcome; Economic Prosperity and Affordability focused on business success and household prosperity; and Healthy Connected City focused on creating resilient neighborhoods and districts that support human health. The plan establishes measures of success that will be used to track progress and refine the plan as it is implemented. All of these elements of the Portland Plan are relevant to the Central City and provide part of the foundation for CC2035. Conversely, how the Central City grows and develops is critical to accomplishing the goals set out by the Portland Plan.

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Past accomplishments and the Portland Plan have set the stage for the work of the next 25 years. The Central City's population is rapidly growing and diversifying as is the demand for access to housing and public services. Central City institutions need the ability to expand and achieve their full potential. Central City businesses desire an environment that supports growth and new sectors. And Portland needs a compact, urban city center that allows it to fulfill its larger commitment to manage regional growth and carbon emissions.

Now is the time for a plan that builds upon the successes Portlanders have already accomplished together. A plan that leverages the full potential and promise of investments already made. A plan that is flexible and strategically resilient thus encouraging the pursuit of new opportunities and ability to confront unforeseeable challenges. A plan that reflects the best of our past, charts a course to a better more prosperous and equitable future, a plan that above all enables all Portlanders to pursue their highest aspirations to the benefit of themselves and their city.

A plan for the Central City of 2035.

Project Goal & Objectives

Goal: To be a Center of Innovation & Exchange

We often think of the Central City in terms of the concentration of businesses, facilities and housing located there. At a deeper level, the competitive advantage of the Central City comes from its ability to support efficient, opportunistic and synergistic interaction and exchange among people. This is why cities and downtowns everywhere have been centers of commerce, civic and cultural life, creativity and innovation. The goal for Portland's Central City in 2035 is to be an exceptional and unique center for this interaction.

The sheer density of uses, activities, and people in the Central City establishes an environment of excitement, interest, vibrancy, and synergy. It encourages a level of interaction between people, businesses, and institutions that can not be generated elsewhere in the state. The positive impact this environment has on economic development, creativity, civic engagement, and the livability of the region as a whole is significant.

The Portland version of this is seen in the growing number of creative firms and business that are changing how the world operates, looks, and thinks about itself. These include Wieden + Kennedy and Ziba from the world of advertising and design, Allied Works and ZGF in the fields of architecture, and Vestas and Gerding Edlen in the world of green development. Firms like these and the creative energy of the Central City are fueled by the presence of a diverse collection of universities and colleges, such as Oregon's largest university, Portland State University, the state's only medical research university, Oregon Health Science University, the Pacific Northwest College of Art, Le Cordon Bleu College of Culinary Arts, and the University of Oregon, Oregon State University, and Oregon College of Oriental Medicine who have or are soon to establish new facilities within the city center.

Beyond its role as the state's largest commercial office district, the Central Eastside and Lower Albina industrial districts provide space for new businesses and economic sectors to start-up and grow and still support more traditional manufacturing and professional services industries that have long called the city center home. Soon these districts will be served by a streetcar loop and expanded light rail network, both of which conveniently connect businesses to each other and their customers, as well as people to job and home whether they live in or outside the Central City. The livability of Central City neighborhoods and districts supports innovation and exchange by adding to the safety, health, and vibrancy of the urban environment.

Forty years of planning, partnerships, and investments have led us to where we are today and present the very real ability to make Portland's Central City a globally recognized center of innovation and exchange.

Supporting Objectives

The role of the Central City as a center of innovation and exchange is supported by other essential qualities we need in the Central City.

- **Connectedness**

The success of the Central City depends on it being connected with the rest of the city and region physically, virtually, as a place and as part of region's identity. This is not just any downtown.

Portland's Central City is uniquely connected by its concentration of uses and activities that are of regional and statewide significance. Every major university in the state has a presence here, and it is the home to a growing number of other colleges and trade schools. It contains the state's highest concentration of local and national retailers, restaurants, cafe's, sports, and entertainment venues. It is the seat of government for the City of Portland, Multnomah County, Metro, Portland Public School District, and Bonneville Power Administration. The Central City contains the states largest concentration of professional service providers who support business development throughout the region. It is also the state's center for arts and cultural activities, which bring people to the Central City to experience and participate in the arts, but it also is a hub of activity for artists who may practice and create products far afield.

The long-term success of the Central City also depends on other critical connections - to the regional work force; to affordable and efficient transportation options; and, to up-to-date digital connections needed for innovation, exchange and global access. Lastly, success will also be measured by our ability to efficiently move goods and services to and through the Central City.

- **Livability**

The success of the Central City depends on the ability to maintain and enhance the livability of the Central City for the benefit of all Portlanders.

The key aspect of Central City planning efforts over the last 40 years has been the pursuit to create a city center built for long term livability. For Portlanders this means more than a place that is habitable, but a place where one would choose to live above all others. A place where businesses choose to invest and plant roots. A place where people of all skills, incomes, backgrounds, and abilities can find a job, a place to live, a place to raise their families. A place for people that can be a model of downtown planning and development. A place designed to encourage public gathering and interaction, A place whose urban form promotes human and environment health. A place that by it's very character inspires creativity, stewardship, and sense of civic pride.

- **Prosperity and Affordability**

The goal of the Economic Prosperity and Affordability strategy of the Portland Plan is to "expand economic opportunities to support a socially and economically diverse population by prioritizing business growth, a robust regional economy and broadly accessible household prosperity." The role for the Central City in this strategy is to be part of the competitive environment for traded sector industries, to be a centerpiece in showing Portland's leadership in innovation, research and commercialization of new technologies, and to continue to perform as a significant employment center. In terms of affordability, we need to to preserve the significant portion of the region's low-income affordable housing and to increase the amount

of housing and range of housing available in this transit and employment rich center.

- **Supportive of Thriving Educated Youth**

The goal of the Thriving Educated Youth strategy of the Portland Plan is to “ensure that all youth have the necessary support and opportunities to thrive – both as individuals and as contributors to a healthy community and prosperous, sustainable economy”. The ability to support educational assets within the Central City, ranging from primary to higher education as well as cultural institutions, is a critical element to this strategy as they serve not only residents and business within this larger district but all Portland residents. Also, we must be able to support the success of Central City as a residential district by providing for the educational needs of the increasing number of families that could choose to live there.

- **Equitable**

Increasing equity and reducing structural disparities is a foundational principle of the Portland Plan. The Central City has a significant and multifaceted role to play in this effort - as a growing employment center that offers job and business opportunities to all groups, as a residential center with a significant supply of affordable housing, as one of the most accessible parts of the city, and as a center of cultural and civic activities and identity.

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Issues

In support of developing the Central City 2035 Concept Plan, conditions, trends and issues affecting the Central City have been identified and analysis was conducted to determine what are most critical issues that need to be addressed by this plan effort to allow us to build upon past accomplishments and address new challenges. This is what we have learned...

Regional Center

Central City has been the region's center of commerce, government, arts, culture, business, trade, and tourism for over 150 years. A hub for professional, business, finance, and information services, approximately 135,000 people work in the Central City in an industrial service sector that support businesses state-wide. These and other office sectors, including government and utilities, made up 72% of jobs in the Downtown District in 2008, and 54% of all jobs in the Central City. Institutions such as Portland State University and Oregon Health Science University, Portland's largest employer, also have a significant impact on the local economy and their presence and potential to increase the Central City's job base is growing.

There exists great potential to increase commercial and institutional office space in all districts of the Central City to support industries and business historically associated with the city center, as well as emerging sectors that will diversify and drive our future economy. This requires that CC2035 seek ways to:

- Facilitate job creation by supporting office development, start-up businesses and emerging sectors, industrial/employment sanctuary policies, institutions of higher education, and overall retail and economic vitality to bolster **competitiveness of the Central City** relative to other West Coast markets.
- Invest in the maintenance and expansion of critical infrastructure to create a more stable and attractive climate that supports **existing business, new commercial development**, and existing **employment districts**.
- Enhance the role of the Central City as the **regional center of arts, culture, and entertainment** by supporting existing venues, organizations, and districts, facilitating the ability of a more diverse array of artists and artisans to use the city center as a show case of their industry, and by taking additional steps to maintain a **safe urban environment**.

Housing & Neighborhoods

One of the most significant accomplishments over the last 40-years has been the restoration of the city center as a place where people choose to live. As a result of past efforts, over 34,000 people now live in the Central City's housing stock of approximately 23,000 units. Of this, approximately 6,500 units are affordable to people earning less than 60% of median family income. Furthermore, households that include children, once a rarity, are increasing common with over 200 children being born to Central City families in 2010. Housing growth has helped to restore old neighborhoods, create new districts, and generally improved the vitality of the Central City as a whole.

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While past planning efforts tended to focus primarily on housing production and affordability, it is critical that additional attention be paid to developing the infrastructure that makes neighborhoods and diverse communities sustainable in the long-term. The ability to provide housing that serves the needs of the Central City's diversifying population and work force is equally important. Pursuant to these objectives, Central City 2035 seeks to:

- Ensure urban neighborhoods include access to **essential public services**, such as schools and parks that make living in the Central City possible for people of all ages.
- Create a **diverse and affordable housing stock** that is compatible with the needs of people of different ages, income levels, and abilities.
- Enhance the ability of at-risk populations to access **human and health services** they need.
- Continue to support the growth and revitalization of existing residential neighborhoods in and around the Central City in a manner that respects existing populations and businesses and **addresses displacement**.

Transportation

Transportation infrastructure is the lifeline that supports all activities within the Central City. Beginning with the 1972 Downtown Plan, a diverse multimodal transportation system has been established that supported the development of a strong regional center because all roads and modes lead to the Central City. Regional light rail and bus service, inner city streetcar, an aerial tram connection, and new bike and pedestrian facilities provide an alternative to the automobile as the only way to access the city center. This has resulted in improved air quality, human health benefits, a walkable and vibrant public realm not dominated by the automobile, and reduced congestion for those that choose or need to use autos to access the Central City.

To further support the benefits this system brings to economic vitality, environmental health, and a more livable, attractive, and accessible urban center, CC2035 seeks additional strategies to:

- **Optimize capacity** of our transportation system to move people and goods to and through the Central City in a manner that is efficient, safe, and that supports the maintenance of an attractive, livable environment.
- Make **strategic investments** that maintain existing and help fund new transportation infrastructure critical to sustain the Central City as the regional center of commerce.
- **Manage parking supply** to ensure that there is enough on and off-street parking to support economic vitality and development of an urban form not dominated by the automobile.
- Ensure that all modes of the transportation network are **safe, accessible, and attractive** to all potential users.

Urban Design

The scale, character, and natural setting of the Central City establishes a strong sense of place and an iconic image recognizable well beyond the region. Planning efforts dating back over a century have deliberately chosen to build upon the Central City's unique urban form, characterized by its celebrated small block pattern and visual and physical connections to the river, adjacent neighborhoods, and the hills and mountains that frame the Willamette Valley. These efforts have created one of the most walkable urban centers in the world, an urban form that focuses on pedestrian scale and allows for a vibrant public realm flexible in the range of uses it may accommodate and an amenity attractive for adjacent development.

As we move forward CC2035 seeks new strategies to:

- Fully utilize and enhance the role of the **public realm** and
- Establish stronger ties to the **Willamette River** elevating its role as the central defining feature in our urban landscape.
- **Enhance connections** between east and west sides of the Central City with each other and the city beyond.
- **Preserve and enhance** the character of unique **neighborhoods and historic districts** while establishing a **greener, healthier urban form** that accommodates new growth and expresses the character of future generations while celebrating the past.

Environment

Previous planning efforts have greatly improved natural systems and established a built environment that promotes human health. The quality of our air, Willamette River water and habitat, and of the interior environments we live and work within have significantly improved over the last four decades, while new approaches and initiatives already being pursued to improve stormwater management, clean up brownfields, and create a more resource efficient urban form promise an even better future ahead. In an effort to build upon these accomplishments, CC2035 seeks to:

- Move beyond the development of stand alone green buildings and create **EcoDistricts** that integrate systems to better manage resources, and improve human and environmental health.
- Continue efforts to clean and **improve the health of the Willamette River** as a primary source of habitat.
- Further efforts to **improve air and water quality**, including those that significantly **reduce carbon** and other greenhouse gasses released into the environment.
- Establish **climate adaptation strategies** intended to improve the ability of the Central City's built and natural environment to be resilient to the potential range of effects of climate change.

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Part 2: Planning Goals & Guidelines

Looking ahead to 2035, the concept plan establishes a framework of planning goals and guidelines that will:

- Support ongoing efforts critical to sustain and enhance the ability for the Central City to benefit Portland as a center of innovation and exchange
- Strengthen physical, visual, and virtual connections between the city center and region to elevate the importance of the Central City to people throughout the region because it supports their prosperity, the livability of their neighborhoods, and equitable access to services and amenities that allow them to improve their lives.
- Strengthen physical, visual, and virtual connections between the city center and people throughout the region to elevate the importance of the Central City in their daily lives because it supports their prosperity, the livability of their neighborhoods, and equitable access to services and amenities that allow them to thrive.

The CC2035 Concept Plan proposes new planning goals and guidelines upon which quadrant plans will be developed and eventually new comprehensive plan policies for the Central City will be established. These guidelines were developed through a series of public meetings with the CC2035 Advisory Group and an extensive symposium series that engaged stakeholders and experts on a number of planning issues important to the Central City. Once the goals and guidelines were drafted they were further vetted and refined by the CC2035 Steering Committee.

These planning goals and guidelines are intended to provide near-term direction to the development of the four quadrant plans with regard to issues of Central City-wide importance. As the quadrant plans are developed these guidelines should be viewed as a framework upon which new or refined land use and urban design directions for individual districts will be established.

However, depending upon the conditions and trends within individual districts the guidelines should have different levels of importance. For instance, in a district typically associated with being an employment or industrial district the goal and guidelines pertaining to housing and neighborhoods may not be as significant as those related to regional center or transportation. Yet, these guidelines are intended to be integrated, because they are important to each others success. An example of this is providing affordable housing or child care services near places of employment, as these uses create mutual success when located in proximity.

Regional Center

Goal 1: Reinforce the Central City's role as the center for commerce, employment, arts and culture, entertainment, tourism, education, and government for the Portland metropolitan region and Columbia Basin.

Specific Goal 1.1: Economic Competitiveness

Improve the economic competitiveness of the Central City, especially relative to West Coast and regional markets, through support and growth of the Central City's core economic activities.

Planning Guidelines:

- **Economic Development Performance Targets.** Over the next 25 years achieve the following growth target of achieving an average of 15% of 7-county regional job growth in the Central City, approximately 78,000 new jobs by 2035.
- **Regional Center of Business.** Maintain and grow the Central City's role and competitiveness as:
 - The region's center for professional, business, financial, institutional, and information services;
 - Location for industry, especially those generating high employment densities; and
 - An incubator for business startup activity and innovation.
- **Entrepreneurship and Innovation.** Strengthen the Central City as a location for job creation through business startup activity and innovation. Develop specific approaches to implement this policy as part of the periodic update of the City's Economic Development Strategy.

Examples of the types of activities relevant to this guidance include:

- Technical assistance and mentorship opportunities such as currently provided by the Oregon Entrepreneurs Network
 - Facilities such as incubators/accelerators that offer physical space, connections to industry and faculty expertise as well as connections to other resources.
 - Access to range of capital resources including seed, angel, venture and traditional lending resources.
 - R&D and tech transfer initiatives provided through higher education institutions in the central city
- **Center for Government.** Encourage continued location of federal, state and local government offices in the Central City as a means to improve governmental coordination, facilitate continued growth of the service industry, and provide a central location for people to engage and interact with government.
 - **Center of Higher Education.** Maintain and grow the presence of colleges, universities and other institutions of higher and continuing education in the Central City to support research & development and tech transfer opportunities to create a robust environment for spin-off and start-up activity to fuel innovation and jobs.
 - **Industrial / Employment Sanctuaries.** Continue to protect land for industrial uses through the industrial sanctuary policy in the Central Eastside and Lower Albina sub-districts.

- Consider broadening the types of business activities allowed in the industrial zone where this would reflect the changing character of industry, support greater job densities, and not unduly erode the long-term economic viability of these industrial/employment districts.
 - Maintain access and other conditions necessary for success of industrial uses; and
 - Provide for conditions beneficial to workers and others including safe pedestrian, bike and transit access and some ground floor commercial uses.
- **Retail Vitality.** Support the Central City as a regional center for diverse range of retail activities, including national and local retailers, restaurants and start-up retail entrepreneurs.
 - Reinforce the success of the Downtown Retail Core as a regional destination. Implementation of this policy typically includes improvements and programs designed to maintain a safe, attractive, and vibrant place for people and a location in which local and national retailers and associated businesses will choose to locate; and
 - Support retail activities in other parts of the Central City as an important ingredient to the attractiveness and vibrancy of other Central City districts as a way to complement and strengthen the market for the Retail Core.
 - **Arts and Entertainment.** Support businesses, institutions, and organizations that contribute to the Central City's role as a diverse center for arts and entertainment, including but not limited to museums, performance and sports venues, festivals and other special events.
 - **Tourism.** Establish the Central City as Oregon's primary destination for leisure, cultural, and business tourism. Implementation of this policy includes programs and investments that expand the tourism market for existing amenities and businesses, and that expands the use of the convention center and meets its need for hotel facilities.
 - **Housing Supporting Economic Vitality.** Support housing development as part of the overall strategy to support business development and economic vitality in the Central City. In particular, support the development of student, family and workforce housing at locations within and near the city center to support institutions and workforce development in the Central City.
 - **Day Laborer Organization and Education.** Continue efforts and initiatives within the Central City that organize and centralize day laborer services that can provide for safe place for worker rights education, outreach, and protect the rights of laborers.

Specific Goal 1.2: Business Competitiveness and Growth

Increase the Central City's competitiveness for job and business growth and new business development especially in traded sector and target industry cluster businesses.

Planning Guidelines:

- A. **Traded Sectors Growth.** Increase traded sector job growth in the region and in the Central City through focusing business development efforts on target industry clusters that drive regional prosperity, particularly in start-up expanding small businesses and headquarter offices with an emphasis on innovation and increased exports.
- C. **Marketing Urban Innovation.** Increase the Central City's role as a laboratory and showcase for innovative urban development and the region's growing leadership in businesses related to clean technology, green practices and design and resource conservation.
- D. **Education, Research, and Workforce Development.** Expand the economic impact of higher education institutions in the Central City. This policy includes supporting the growth and development needs of the institutions; promoting opportunities for commercialization of research and business development; and, highlighting the contributions the institutions can make to the regional workforce and vitality of the Central City.
- E. **Talent.** Ensure a pipeline of competitive talent through the collaboration of industry and higher education with a focus on target industry clusters. Work with workforce training partners to

provide skilled worker training and other resources to meet industry workforce needs and provide quality jobs.

Specific Goal 1.3: Commercial Development and Districts

Support private sector development of a supply and mix of commercial space that maintains the economic competitiveness of the Central City as regional center and location for new business.

Planning Guidelines:

- A. Core Physical Assets.** Maintain and improve the qualities of the Central City that make it competitive as a location for business and that support the competitiveness of Portland as a whole. These qualities include:
- Dense, multi-use development;
 - Distinctive and active neighborhoods and districts;
 - A healthy urban environment;
 - Efficient and safe multi-modal transportation access; and
 - A safe, attractive and active public realm – streets, sidewalks, plazas, places and parks.
- B. Management and Promotion.** Use management, marketing, programming and place-making activities to maintain and improve the attractiveness of the Central City and its districts as locations for distinctively Central City mixes of business, entertainment, culture, shopping and tourism. Undertake this management and promotion through public/private partnerships.
- C. Mix and Cost of Commercial Development.** Provide for the development of new commercial space and redevelopment of existing commercial space in the Central City. Target public support for commercial development to the following:
- Projects and programs that are relevant to the City's economic development strategy,
 - Projects and programs that increase the supply of cost-competitive Central City commercial space for small and start-up businesses, and
 - Projects and programs that increase job densities in new or redeveloped buildings.
- D. Infrastructure Investments.** Give priority to infrastructure investments that create conditions supportive of business productivity and job growth in the Central City. These include investments in infrastructure designed to meet the future of business and urban living such as telecommunications; district energy; and freight, transit, bike and pedestrian access.

Specific Goal 1.4: Civic and Cultural Amenities

Maintain the Central City's role as the region's center for civic and cultural activities, as a place that is easily accessible and rich in attractions, and as a place that stimulates the creative economy and artistic and artisanal activity.

Planning Guidelines:

- A. Public Spaces and Venues.** Ensure public spaces and venues are safe, attractive, and accessible for both organizers and users, and that collectively they meet the programmatic needs of a broad array of activities and functions.
- B. Distinct Districts.** Undertake projects and programs that promote and leverage the distinctiveness of different Central City districts as a way to support economic development and vitality of the district and add to the vitality of the Central City as a whole.

- C. **Willamette Riverfront.** Increase the use of the Willamette Riverfront for arts, entertainment, and cultural activities.
- D. **Artist Infrastructure.** Maintain the Central City as a supportive location for artists, artisans and galleries. Activities that could implement this policy include programs that enhance information sharing and communication among the arts community and the public through technology, more affordable housing, and live/work options, and more affordable exhibit/performance space options.

Specific Goal 1.5: Digital Accessibility

Optimize the capacity to transport electronic information to strengthen the Central City as a place to work, live, visit, and gather.

Planning Guidelines:

- A. **Telecommuting Strategies.** Support strategies that enhance the ability for people to work via electronic means from home or other locations such that need to physically travel to and from the city center is reduced for Central City employees and residents.
- B. **Broadband and Digital Transfer Infrastructure.** Plan and create an incentive for very high bandwidth broadband deployment through clustering and collocating very large capacity users.

Specific Goal 1.6: Public Safety

Ensure the Central City remains safe, livable and prosperous by providing law enforcement and emergency services at levels commensurate with housing and employment densities, and by mitigating for the risks associated with natural hazards.

Planning Guidelines:

- A. **Crime Prevention and Security.** Provide a robust public law enforcement presence throughout the Central City augmented through collaboration with private, as well as public and non-profit security providers. Reduce the sources of conflict and nuisance crime through appropriate zoning and environmental design techniques.
- B. **Fire & Emergency Rescue.** Maintain fire and emergency response capability as density and congestion increase in the Central City. Emphasize fire/injury prevention through best practices and enforcement of modern fire codes. Optimize safety and cost-effectiveness of code requirements and enforcement. Encourage retrofitting older structures to modern fire/life safety and seismic standards.
- C. **Emergency Preparedness.** Implement programs to prepare the public regarding natural hazardous and events that could threaten the Central City, and retrofit existing critical infrastructure and unreinforced masonry structures to improve operational resiliency and public safety.

Housing & Neighborhoods

Goal 2: *Realize the full potential of the Central City as a successful dense, prosperous and livable urban center through the development of sustainable and diverse neighborhoods that support the needs of people of all ages, incomes and abilities.*

Specific Goal 2.1: Neighborhood Development

Development dense complete neighborhoods within and near the Central City that enhance livability and the prosperity of existing populations while allowing continued growth and diversity.

Planning Guidelines:

- A. Incorporate Residential Development in Central City Districts.** Where housing is allowed in the Central City, encourage the development of a diverse housing stock, public services, and neighborhood serving commercial and retail uses that support residential success.
- B. Development without Displacement:** Support maintaining the economic diversity and established communities in the Central City. Where public actions pose the risk of forced displacement of existing low-income residents, engage all residents in planning for changes that will/may affect their communities and neighborhoods, and utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City or close-in neighborhoods.

Specific Goal 2.2: Housing Stock

Enhance the ability of the Central City to maintain diverse communities through the development of a broader housing stock that supports people at all age levels, abilities, and incomes.

Planning Guidelines:

- A. Range of Unit Types and Sizes.** Encourage a more diverse stock of housing ranging from studios, one bedroom units, and units with two or more bedrooms to address the needs of the Central City's diversifying population.
- B. Low-Income Housing.** Continue development of publicly supported, financially sustainable, low-income housing by prioritizing investments on the most critical unmet needs.
- C. Housing Affordability and Accessibility.** Encourage development that increases the supply of workforce, student and senior housing at all levels of affordability in the Central City. Among the approaches to implementing this policy, increase the availability of public financial assistance for these projects, especially for below market-rate housing.
- D. Housing for Economic Vitality:** Support the development of student and workforce housing at locations within and near the city center to support institutions and workforce development in the Central City.
- E. Housing Compatibility.** Establish design guidelines and incentives that promote the development of housing projects that can meet the needs of a more diverse Central City population, including families with children, people with special needs, students, seniors, and others populations with specific housing needs.
- F. Healthy Living Environments.** Ensure all housing promotes human and environmental health, energy efficiency, and livability.

Specific Goal 2.3: Essential Services

Provide for a full range of public and commercial services inside the Central City to allow households and workers to access basic daily needs.

Planning Guidelines:

- A. Public Schools.** Develop new public school facilities close to new high density housing areas and expand access to existing school facilities to ensure all Central City households with children have access to a public education.
- B. Childcare and Early Childhood Education.** Support efforts to establish high-quality affordable childcare and early childhood education programs, as well as before and aftercare facilities for elementary-age children.
- C. Parks, Playgrounds, Community Centers, and Libraries.** Develop parks, playgrounds, community centers, libraries, and other public facilities that support residents at all age levels, abilities, and incomes, and that promote active living, and community involvement.
- D. Retail and Commercial Services Supporting Urban Living.** Encourage development of a range of neighborhood serving retail and commercial services that support urban living, including grocery and department stores, daycare, medical care, and other services.

Specific Goal 2.4: Human and Health Services

Ensure all populations within the Central City have adequate access to a full range of human and health services.

Planning Guidelines:

- A. Shelter and Health Services.** Ensure that at-risk populations have adequate access to emergency shelter and essential mental and health care services.
- B. Transitional Housing and Services.** Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.
- C. Governmental Coordination.** Support continued alignment of policies and programs that address the needs of at-risk populations as well as the coordinated pursuit of increased financial support for these efforts.
- D. Conflict Reduction Strategies.** Develop ongoing strategies and programs that humanly reduce potential conflicts between special needs populations and other Central City residents, employees, visitors, and businesses.

Specific Goal 2.5: Targets and Goals

Establish and periodically review progress in achieving the following targets intended to enhance livability in the Central City by establishing a more diverse housing stock and broader array of essential services supportive of urban living:

Transportation

Goal 3: *Meet the mobility needs of people and goods to achieve an economically prosperous, livable and well connected Central City by providing a safe, affordable, equitable, health-promoting and energy efficient transportation system.*

Specific Goal 3.1: System Management

Optimize the capacity of the Central City's transportation system to carry people and goods and support existing high density land uses through efficient and balanced use of all transportation modes: pedestrians, bicycles, buses, light rail, streetcar, tram, trucks, freight and passenger rail, motorcycles and automobiles.

Planning Guidelines:

- A. Multi-Modal System.** Continue to support and enhance the multimodal transportation network to support trips within and to the city center in a manner that reduces congestion and greenhouse gas emissions, increases safety, and supports continue economic growth and livability in the Central City.
- B. Street Hierarchy.** Provide a clear street hierarchy that integrates land use with the transportation modes to ensure efficient Central City access and circulation, support land use activities and provide for safe movement of people and goods.
 - Multi-modal Access. Establish a street system and standards that balance auto and freight access and the increasing needs for transit, pedestrian and bicycle facilities; and,
 - Pedestrian Realm. Ensure that the highest priority for the public realm is a safe and pleasant pedestrian experience in all parts of the Central City.
 - Central City Transportation Portals. Ensure adequate capacity of the transportation portals into the Central City in order to provide for efficient and safe movement of people and goods destined to the Central City through design and management of the system.
- C. Transportation Demand Management.** Support the continued maintenance and creation of transportation management associations and related strategies that reduce congestion and enhance access to the Central City's multimodal transportation network.

Specific Goal 3.2: System Maintenance and Infrastructure Investments

Make strategic transportation infrastructure investments to maintain the integrity of the existing system and support economic prosperity and successful urban neighborhoods.

Planning Guidelines:

- A. Regional Infrastructure.** Reconcile plans for improvement of the regional transportation system with Central City goals especially related to the desired intensity and urban design qualities of Central City development, transit use and freight access to the Central City and industrial areas.
 - I-5/405 Freeway Loop. By 2035, adopt a plan and implementation strategy for improvements to the I-5/I-405 loop in the Central City. Give priority to addressing safety and congestion issues, freight needs, and land use/urban design needs related to the I-5 at the Broadway-Weidler interchange in the Lloyd District and the connections between I-405 and I-5 in the south Downtown area;

- On the east side, improve access to the Willamette River and the Vera Katz Esplanade while reinforcing the Central Eastside Industrial Sanctuary.
 - With the State and regional partners, develop a plan and implementation strategy for needed improvements to the I-5 Eastbank Freeway. The plan should be consistent with the findings of the 2006 Freeway Loop Study that calls for long term strategies to relocate the freeway into a tunnel. The plan must also address seismic safety, the priority given to transit and freight movement, improved railroad operations, and the development goals for the Central City.
- **High Capacity Transit/Light Rail System:** Complete the next phase of the high capacity transit system connecting the Central City to neighborhoods and communities to the southwest along the Barbur Corridor. This work should also address issues identified in the South Portland Circulation Study.
 - **Intercity Passenger Rail Service:** Support efforts by the States of Oregon and Washington and the Province of British Columbia to improve intercity passenger rail service by increasing the frequency of service, speeds, reliability and safety between Portland and Eugene, Oregon, and Portland to Vancouver, British Columbia. Continue to reinforce Union Station as the multi-modal intercity transportation center.
 - **Regional and State Planning Coordination:** Use the CC2035 Plan and the Central City Transportation Management Plan (CCTMP) as the basis for agreements with the State of Oregon and regional partners that resolve issues between local plans for the Central City and State highway regulations and policies. Flexibility in the definition of freeway accessibility and mobility is needed to adequately reflect the unique contribution of the Central City to meeting State land use and transportation goals and to recognize the highly complex, urban and multimodal context of the Central City.
- B. Access.** Maintain safe and efficient movement by all modes in the Central City. Increase the people and goods carrying capacity of the transportation system through giving priority to increases in non-single occupancy vehicle (SOV) capacity.
- C. System Maintenance.** Increase maintenance of transportation infrastructure to ensure their longevity, address seismic needs, and where appropriate adapt the facilities to integrate into the urban fabric of the Central City.
- D. Multimodal Transportation Options.** Continue to improve and expand the pedestrian, transit and bicycle infrastructure to encourage additional trips by these modes over SOV trips and support Central City growth and livability.
- E. Economic Development.** Prioritize transportation improvements that support economic development and private investment in the Central City.
- F. Livability.** Design transportation infrastructure improvements in the Central City to enhance the quality and livability of Central City neighborhoods, the public realm and the retail environment of the Central City.

Specific Goal 3.3: Parking

Manage the supply of off- and on-street parking to support economic development, improve mobility, promote non-SOV modes, reduce greenhouse gas emissions and minimize impacts to adjacent neighborhoods.

Planning Guidelines:

- A. Parking Supply and Management.** Simplify the approach to regulation and management of off-street parking. Explore strategies for more flexible parking management for on- and off-street parking to better utilize the parking supply.

- B. Parking and System Demand Management.** Integrate parking strategies with demand management strategies as important elements of the transportation system to support economic vitality, reduce the volume of single occupant vehicles.
- C. Surface Parking Facilities.** Encourage the redevelopment of existing surface parking lots and limit new surface parking. Where surface parking is warranted and appropriate, design surface parking facilities to minimize the negative impact that they can have on urban form and vitality.
- D. Bicycle Parking and Trip End Facilities.** Promote the development of trip-end facilities, secure bike parking and shower rooms, in new office development, as well as expanded access to long-term and short-term bicycle parking throughout the Central City.
- E. Parking to Promote Alternative Fuel Vehicles.** Encourage the development of facilities that support alternative fuel vehicles as new on-street and off-street parking is created or reconfigured.

Specific Goal 3.4: Safety and Accessibility

Ensure the transportation network is safe and easily accessible for all travel modes and give priority to the safety of pedestrians in the Central City transportation system.

Planning Guidelines:

- A. Pedestrian Safety.** Develop facilities and strategies that enhance and increase pedestrian safety, including strategies that reduce vehicle speeds and provide more protection for pedestrians at intersections, to further walking as the primary means of directly accessing jobs, businesses, shops, homes, schools, parks, and civic places.
- B. Bicycle Facilities and Routes.** Continue to expand facilities and routes in the city center that encourage bicycle travel and increase safety.
- C. Multimodal Circulation and System Hierarchy.** Provide clear separation of modes when appropriate and safe, attractive and intuitive design when modes must share the right of way to increase access and encourage safe, attractive and efficient travel.
- D. Education, Stewardship and Enforcement.** Establish and provide long-term support for programs that promote safe travel behavior of bicyclists, pedestrians, and motorists in the Central City, including increased enforcement of all applicable laws to increase safety and reduce conflicts between all modes of travel.

Specific Goal 3.5: Mobility Performance Targets and Goals

Establish performance targets that help meet the goals of the Central City by increasing access, encouraging non single occupancy trips, reducing vehicle miles traveled per capita and greenhouse gas emissions.

Planning Guidelines:

- A. Trip Activity and System Capacity.** Target at least a 50% increase in trips as a result of increased economic activity and number of jobs and residents expected by 2035. Additionally, target total traffic in and out of the Central City to be no more than today's levels to avoid worsening of congestion.

B. Mode Split Targets. Central City land use and transportation strategies should aspire to achieve a target of 25 percent drive alone (SOV) trips in and out of the Central City; and 75 percent by other modes. Subdistrict targets for commute auto person trips (including carpool) to be no more than:

Downtown:	30%
River District:	30%
Goose Hollow:	40%
South Waterfront:	40%
Lloyd:	45%
Central Eastside:	65%
Lower Albina:	75%

- C. Vehicle Miles Traveled.** Establish a vehicle miles traveled (VMT) per capita reduction target for Central City trips of 40 percent from today's levels.
- D. Greenhouse Gas Emissions.** Support greenhouse gas emission reduction strategies city and region-wide by establishing a target of keeping private motorized vehicles and trucks at no more than today's levels, thus making the growth of the Central City "carbon free," supported primarily by non auto modes.
- E. Safety.** Reduce crash rates per million vehicle miles traveled to below 2011 crash rates in the year 2035.

Urban Design

Goal 4: *Ensure that the design and development of the Central City creates a vibrant place of lasting quality and a source of civic identity and pride that supports the success of all the roles of the Central City and allows for the evolution of those roles.*

Specific Goal 4.1: Recognize the Larger Landscape

Reinforce and celebrate the Central City's unique setting with visual and physical connections to the larger natural, topographic and citywide landscape.

Planning Guidelines:

- A. Orient to the River.** Increase visual and physical access to the Willamette River to strengthen the river's role as the Central City's central and largest public open space, while diversifying riverfront spaces, activities and experiences. Accomplish this through the following streetscape design, reorientation or creation of new open spaces, and the design and orientation of buildings.
- B. Significant Public Views.** Protect and enhance significant public views and view corridors that celebrate the stature and setting of the Central City in the landscape of the city and region as a whole.
- C. Regional Corridors and Connections.** Elevate the presence, character and role of the multimodal regional routes and corridors and city greenways into and through the Central City, including freeways, bridges, arterial streets, trails, and transit lines.
- D. Edges and Nodes.** Identify and highlight points of transition into and out of the Central City, including transit hubs and important intersections through appropriate urban form, art, streetscape design, landscape materials and/or gathering spaces.

Specific Goal 4.2: Districts

Strengthen the character, diversity and experience of the Central City's highly urban districts while creating and enhancing places for people to live, work, learn and gather.

Planning Guidelines:

- A. Distinct and Evolving Districts.** Enhance the character of the Central City's distinct places with development that complements the existing buildings, streets and spaces while encouraging new and innovative forms and patterns of development to emerge in under-developed areas as the Central City continues to evolve.
- B. Block Patterns.** Consider the creation of new, larger block patterns when large vacant parcels or redevelopment projects are implemented as a means to accommodate different land uses, circulation patterns, and distinct urban character than can be accommodated on the Central City's traditional small block grid pattern.
- C. Building Forms.** Establish clear direction and guidance to ensure that the forms of new buildings enhance and contribute to the character of the adjacent public realm and local district.
- D. Density and Livability.** Promote utilization of the full development potential of the Central City to establish a dense, livable, prosperous environment, and to promote the maintenance of the regional urban growth boundary and prior investments made to support growth in the Central City.

- E. Experimentation and Innovation.** Identify underutilized and/or “remnant” sites throughout the Central City that can serve as high-visibility locations for temporary and dynamic testing and display of architecture, landscape architecture, art, performance piece/art or other place-making contributions.
- F. Design Tools.** Improve existing and create new clear and succinct urban design tools (such as guidelines, zoning and concept plans) to ensure the Central City and its unique districts and places continue to evolve in a manner that enhance cherished and successful elements of their past and express the times and values of future generations.

Specific Goal 4.3: The Public Realm

Expand the quality and variety of experiences offered by the Central City’s system of public parks, streets and open spaces and the buildings that frame them.

Planning Guidelines:

- A. Blend Open Space and Mobility Functions.** Explore the integration of design, character, and, in some cases, functions allowed in parks and open spaces with those of the public streets and trails. Seek to design these facilities to enhance the quality of experiences, environmental function, safety, recreational opportunities, accessibility, connectedness and the overall liveliness of the public realm.
- B. Functional and Responsive Open Spaces.** Ensure that the Central City continues to feature an iconic system of public open spaces. Design this system with the range of sizes and scales of spaces needed to meet the user’s needs for recreation and respite in a highly urbanized area. Design these spaces to be responsive to the cultural, demographic, place-specific needs and shifts of an evolving city center.
- C. Intuitive Open Space Connections.** Increase the clarity of connections among existing spaces, new open spaces and the Willamette River. Accomplish this through public realm enhancements such as a coordinated street tree strategy, more pedestrian spaces and bicycle amenities, targeted stormwater management strategies and other green street infrastructure.
- D. Street Hierarchy.** Establish a clear and varied hierarchy of streets and related streetscape and ground floor use characteristics. Design these to increase district identity and way finding, accommodate an array of travel modes, enrich the natural environment, and improve the pedestrian experience.
- E. Green Infrastructure.** Integrate green infrastructure into the public realm, and develop new types and models of green infrastructure that increase long-term system resiliency, improve environmental health, provide habitat opportunities, enhance the pedestrian experience, and are coordinated with a Central City street hierarchy system.
- F. Green Buildings.** Integrate green or high-performance features on new and existing buildings that reduce the building’s total energy use, lower its carbon footprint, enhance the site, add character and diversity to adjacent public spaces, and contribute to a distinctive and function-based urban form/cityscape.

Specific Goal 4.4: Central City Waterfront

Ensure that the Willamette waterfront supports varied types of activities, experiences, spaces and business opportunities. Maintain and enhance the distinctive urban edge where the developed parts of the Central City.

Planning Guidelines:

- A. Portland’s Commons.** Elevate the role and importance of the Willamette River in the daily lives and activities of Portlanders.

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- Design and develop the waterfront to take advantage of the river.
 - Strengthen the physical and visual connections between the river and the rest of the Central City.
 - Increase opportunities for recreational use of the river by ensuring that a variety of active and passive recreational needs are served such as fishing,
 - Develop a network of distinctive destinations along the waterfront that reflect the character or unique features of each area.
 - Complete a system of trails along, across and to the river establishing continuous interconnected loops.
 - Enhance riparian areas and incorporate habitat along the river and an urban design feature.
 - Undertake programming activities that take advantage of the river.
 - Celebrate Portland's bridges through activities that highlight the unique qualities of each bridge.
 - Promote and establish arts, education and entertainment activities along the river especially a key publically owned waterfront sites.
 - Increase public awareness of the Willamette River's significant cultural heritage and natural history in Portland through art, educational programs, and facilities that celebrate the diverse and important roles the river has and will continue to play.
 - Allow for a seasonal ferry system that circulates between important destinations along the river in the Central City.
- B. Prosperous Waterfront.** Support industrial and commercial business uses that take advantage of a waterfront location.
- Support the existing industrial and commercial uses;
 - Encourage employment and tourist-related uses that capitalize on waterfront locations.
 - Encourage new development especially on underutilized land at bridgeheads and brownfield sites;
 - Treat access to the river as an asset supportive of employment uses in the Central City.
- C. Vibrant Waterfront Districts.** Reinforce the distinctive character of the Central City's different waterfront districts by strengthening each districts unique relationship to the river building on the residential, commercial, employment, recreational and habitat opportunities that each district presents.

Specific Goal 4.5: Historic Resources and Districts

Enhance the Central City's identity, design and sustainability by preserving and rehabilitating historically, culturally and architecturally significant buildings and places, while encouraging contextually-sensitive infill development and the creation of a new architectural legacy for future generations.

Planning Guidelines:

- A. Preservation Strategy.** Identify, protect, improve and promote the Central City's historically and architecturally important buildings, structures, districts, landscapes and sites.
- B. Growth, Infill and Compatibility.** Strengthen the vitality of historic districts by incorporating infill development that responds to the surrounding historic context and preserves the integrity of the district, while reflecting contemporary design values and practices.

- C. Transitions between Districts and Neighborhoods.** Create legible transitions between historic districts and surrounding neighborhoods as well as higher density development in the Central City.
- D. Social and Cultural History.** Foster inclusive historic preservation and public history activities that embrace Portland's diverse communities, cultures and history.
- E. Seismic Hazards and Upgrades.** Increase the long-term viability of historic structures and improve public safety through seismic retrofits and structural upgrades.
- F. Stewardship of Public Resources.** Preserve and celebrate publicly-owned historic structures as our common civic heritage.
- G. Sustainable Development and Adaptive Re-use.** Promote historic preservation as a sustainable development strategy through adaptive reuse of historic buildings, energy upgrades and the reuse of historic materials.
- H. Implementation and Regulation.** Use a broad set of historic preservation tools and incentives, including regulatory, financial, educational and promotional elements.

Environment

Goal 5: *Weave together the natural and built environment at the building and district scale to create a sustainable central city by using natural systems and processes that increase energy efficiency, minimize resource consumption, pollution and waste, and provide wildlife habitat, clean and cool the air and water, and improve stormwater management.*

Specific Goal 5.1: EcoDistricts

Transform the built environment at the building and district scale to manage resources efficiently and use natural functions to improve the environment and provide multiple benefits.

Planning Guidelines:

- A. Buildings and Energy.** Establish programs and strategies to reduce total energy use of new buildings to achieve net zero greenhouse gas emissions, and increase on-site renewable and clean district energy systems in the Central City.
- B. Green Infrastructure.** Identify how infrastructure can be integrated to mimic or utilize natural systems, such as expanded tree canopy, ecoroofs, living walls, green streets, as part of new public and private development.
- C. Healthy and Diverse Urban Forest.** Identify opportunities and techniques to: expand the urban forest and natural ecosystem function; decrease impervious areas; restore riparian and upland vegetation; increasing tree canopy; and, integrate green infrastructure, such as bird and wildlife-friendly designs, ecoroofs, and living walls, into development projects.
- D. Preservation.** Identify techniques and constraints associated with rehabilitating existing buildings for new uses, while also improving the environmental performance of these structures.
- E. District-Wide Strategies.** Develop strategies to implement incentives to create eco-districts and district energy programs where feasible in the Central City.
- G. Waste Stream Management.** Identify strategies to reduce total solid waste generation and maximize recycling and composting in the Central City.
- H. Stewardship, Education, and Inspiration.** Create programs and projects which through education and demonstration show how development can be designed, constructed, and maintained to be more efficient and improve environmental health.
- I. Climate Adaptation Strategies.** Identify strategies to ensure the infrastructure, built environment, and natural systems of the Central City are resilient and/or adaptable to impacts associated with climate change.

Specific Goal 5.2: Willamette River

Enhance the Willamette River and the land along the riverfront to support a healthy, functioning environment in the heart of the Central City.

Planning Guidelines:

- A. River Health and Water Quality.** Improve the environmental conditions of the Willamette River to achieve:
 - Healthy and riparian and upland habitat areas;

- A swimmable and fishable river; and,
 - Compliance with regional, state and federal laws.
- B. Environmental Restoration and Enhancement.** Implement environmental improvements by:
- Incorporating habitat enhancements into development projects;
 - Restoring key riverfront sites to improve overall system functions;
 - Encouraging riverbank improvements that increased natural hydrology while maintaining flood protection.
 - Coordinating river restoration and stewardship efforts with upstream communities.

Specific Goal 5.3: Air Quality

Improve air quality throughout the Central City District and inside buildings to improve human and environmental health within and exterior to the built environment and reduce the amount of greenhouse gases (GHG) released, and increase the amount of GHG sequestered in the urban environment.

Planning Guidelines:

- A. Indoor Air Quality.** Ensure new development, including housing at all affordability levels, utilizes ventilation systems and construction materials that protect indoor environmental air quality.
- B. Greenhouse Gas Sequestration and Air Quality Strategies.** Continue the implementation of the City of Portland and Multnomah County Climate Action Plan and additional strategies intended to reduce carbon emissions and reduce other air pollutant, such as carbon monoxide, sulfur dioxide, benzene, and particulates.
- C. Land Use and Development.** Increase the balance between jobs and households in the Central City to increase use of alternative transportation modes and reduce per capita vehicle miles traveled and greenhouse emissions.
- D. Green Infrastructure.** Increase urban tree canopy, green streets, ecoroofs, and living walls to capture particulates and improve air quality.
- E. Air Toxics.** Develop means to consider the concentration of airborne toxins in making land use and development decisions.

Specific Goal 5.4: Water Resources

Reduce per capita use of potable water, improve the water quality of the Willamette River, and return water from the urban environment to the natural hydrologic system.

Planning Guidelines:

- A. Water Conservation.** Reduce the use of potable water, capture and reuse rain-water and waste-water, and manage stormwater by applying methods to reduce per capita water use and improve the quality of water entering local rivers and streams.
- B. Integrated Stormwater Management.** Incorporate stormwater as a design element in buildings, streets, and urban open spaces, to create opportunities for the public to experience, enjoy and learn about water resources in the urban landscape.

Specific Goal 5.5: Human Health

Expand opportunities for people who live and work in the Central City to walk, bike, recreate, and live more active lifestyles.

Planning Guidelines:

- A. Complete Communities and Districts.** Improve and expand infrastructure that supports pedestrian and bicycle mobility and provide a range of essential services in the Central City that residents and employees do not need an automobile to easily access.
- B. Access to Healthy Food.** Increase access to healthy food choices in the Central City by supporting the development of community and roof-top gardens, supporting the expansion of farmers markets, and other efforts that make healthy food options easily accessible to residents, employees and visitors.
- C. Parks and Recreational Facilities Promoting Healthy, Active Living.** Develop new and where appropriate repurpose existing public parks and recreational facilities to provide a wide variety of active recreation opportunities through facilities such as playgrounds, sports courts and fields, trails, and other infrastructure that encourages active recreation throughout the city center.

Specific Goal 5.6: Targets and Goals

Establish and periodically review progress in meeting targets to improve environmental health and performance in the Central City.

- A. Energy Use.** Implement programs that reduce total energy use of all buildings built before 2010 by 25 percent.
- B. Renewable and Clean Energy Systems.** Implement programs that produce at least 10 percent of the total energy used in within the Central City from on-site renewable and clean district energy systems.
- C. Solid Waste Reduction.** Reduce total solid waste generation by 25 percent and recover 75 percent of all waste generated in the Central City.
- D. Greenhouse Gas Emission Reductions.** Reduce greenhouse gas emissions originating from sources in the Central City by **XX percent** by the year 2035.