



April 12, 2012

TO: N/NE Quadrant Stakeholder Advisory Committee

FROM: Project Team

SUBJECT: SAC #15 Meeting, Quadrant Plan Discussion (7:10 agenda item)

Attached is the first draft of N/NE Quadrant Plan district goals, policies and selected implementation action items for review and comment by the SAC.

This document represents a key chapter of the plan, as it will provide long term policy direction for the area and it provides a roadmap for implementation of the plan. Additional plan chapters will be developed that describe the planning process, issues that plan is intended to address, and the quadrant concept that was developed based on SAC and public input.

Please note that this draft includes only land use and zoning implementation actions, provided as an example of the types of actions that will be proposed. Additional actions are being developed in coordination with implementing bureaus and a more complete list will be provided prior to the May 10 meeting.

An overview of this document will be provided at the April 12 SAC meeting. Following the meeting, we request that SAC members review this draft and provide comments and suggested revisions via email. This will help staff address SAC concerns, while still meeting our tight timeline for production of the draft plan. **Please provide comments via email to Stephanie.Beckman@portlandoregon.gov by April 27, 2012.**

Quadrant Plan Review Schedule

Meeting Date	Plan Component
3/15, SAC #14	Quadrant Plan Outline
3/21, LU Subcommittee	Potential changes in height regulations
4/12, SAC #15	SAC direction on height regulations Draft Goals, Policies and Selected Implementation Actions (comments via email)
5/10, SAC #16	Revised Draft Goals, Policies and Implementation Actions
5/23, LU Subcommittee	Follow-up on Implementation Actions
6/28, SAC #18	Complete Draft Quadrant Plan, public comment
Late July/Early Aug: SAC #19	Revised Draft Quadrant Plan, final review and approval

N/NE Quadrant Plan

Draft Goals, Policies and Implementation Actions

This plan chapter will be organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A **district goal** and **concept diagram** will convey the overarching vision for each district, followed by a series of **policies**, which provide more specific direction on issues associated with the larger goal. The district concept diagrams are currently being developed, therefore are not available with this draft. However, they will be based on the N/NE Quadrant Concept diagrams, which the SAC has reviewed several times.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina. The policy topics are as follows:

1. Regional Center: Economy and Innovation
2. Housing and Neighborhoods
3. Transportation
4. Urban Design
5. Green Central City

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a “Housing and Neighborhoods” section.

Implementation actions, such as regulatory changes, future work items, projects, programs or studies, will be proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. This draft includes only land use and zoning actions, as an example of the types of actions that will be proposed. Additional actions are being developed in coordination with implementing bureaus and a more complete list will be provided prior to the May 10 meeting.

Relationship to SAC Goals

As noted above, the draft goals and policies are organized consistent with the CC2035 framework. They were also crafted with the original SAC goals and objectives, developed at the beginning of this process, in mind. Below is a summary of how the SAC goals and objectives have been incorporated into the draft plan policies:

SAC Goals	Draft Plan Policy Areas
Goal 1: A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.	<i>Lloyd</i> : Regional Center: Economy & Innovation, Housing and Neighborhoods <i>Lower Albina</i> : Regional Center: Economy & Innovation
Goal 2: Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages	<i>Lloyd</i> : Regional Center: Economy & Innovation, Housing and Neighborhoods <i>Lower Albina</i> : Regional Center: Economy & Innovation
Goal 3: Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.	<i>Lloyd</i> : Housing and Neighborhoods, Urban Design, Green Central City <i>Lower Albina</i> : Green Central City

SAC Goals	Draft Plan Policy Areas
Goal 4: Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.	<i>Lloyd:</i> Housing and Neighborhoods, Urban Design
Goal 5: A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.	<i>Lloyd:</i> Transportation, Urban Design <i>Lower Albina:</i> Transportation
Goal 6: Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.	<i>Lloyd:</i> Transportation, Urban Design <i>Lower Albina:</i> Transportation
Goal 7: Equitable access to community amenities and economic opportunities.	<i>Lloyd:</i> Regional Center: Economy & Innovation, Housing and Neighborhoods <i>Lower Albina:</i> Regional Center: Economy & Innovation
Goal 8: Protection and enhancement of the cultural heritage of the area and its sub-districts.	<i>Lloyd:</i> Housing and Neighborhoods <i>Lower Albina:</i> Urban Design

Lloyd District

District Goal

Foster the growth of the Lloyd District into the intensely urban and increasingly residential center of the Central City's eastside, second only to Downtown in vitality, employment and livability. Capitalize on the district's regional attractions, high quality transit and other connections to the city and region. Develop the district as a complete and green community with well designed parks, streets, and high-performance green buildings and infrastructure.

Regional Center: Economy and Innovation

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street character along Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd will support job growth and enliven the district.

Policies

1. **Employment.** Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.
2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.
3. **Core Employment Uses.**
 - a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.
 - b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.
 - c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the Broadway corridor. Encourage and support retail development on "Retail and Commercial Streets" identified in the district concept diagram.

- d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district's tourism, regional attractions and growing residential character. Examples of attractions could include centers for arts, culture, history or science.
4. **Innovation: High Performance Green District.** Promote the Lloyd District as a center for green innovation, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Adjust the Lloyd District and Lower Albina boundaries to include the Portland Public School (PPS) Blanchard site and adjacent properties to the south and east within the Lloyd District.
2. Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to CXd or EXd to encourage future redevelopment. Set maximum FAR at 3:1 and height at 100'. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses.
3. Adjust and increase maximum allowed heights to support high density development, provide public amenities, and encourage desired uses in the following areas:
 - a. N. Broadway near the Broadway Bridgehead
 - b. Riverfront ("Thunderbird" site)
 - c. Central Lloyd area
4. Adjust regulatory tools and incentives to encourage new development that supports the Convention Center, including new or expanded hotel development, retail and other services. Potential tools include: bonus incentives, overlay zoning, and site assembly.
5. Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.
6. Examine potential changes to parking zoning code regulations for the Lloyd District to provide incentives for mixed use development and the redevelopment of surface parking lots through the provision of shared parking strategies, development agreements and other strategies.

Housing and Neighborhoods

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, parks and recreation facilities and schools. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses, which is a concern that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

Policies

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.
2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes and ages. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.
3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.
4. **Parks and Open Space.** Improve existing parks and develop new trails and open spaces (public and private) that are safe and inviting and meet a range of recreation needs. Prioritize development of new parks within the Central Lloyd area and on the riverfront.

5. **Successful Neighborhood Business Districts.** Support and expand local main street business and areas within the Lloyd District and in adjacent neighborhoods. Cluster neighborhood scale businesses on the existing Broadway retail corridor and on district retail commercial streets.
6. **Community Building.** Encourage public spaces, public art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.
7. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.
8. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Develop regulatory tools to encourage housing development and the inclusion of affordable housing, focusing on housing emphasis areas in the district concept diagram. Regulatory options include:
 - a) Restructuring the FAR/Height base and bonus system to encourage housing
 - b) Changes to base zoning to increase flexibility for mixed use development
 - c) Changes to superblock regulations to encourage housing
 - d) Remove housing incentives from the Office Core area
2. Develop regulatory tools and incentives to encourage open space consistent with the district concept diagram and to encourage the provision of private open space and public parks. Possible tools include: height/FAR bonus incentives, superblock regulations, master plan requirements and development agreements.
3. Develop a strategy to acquire and improve public parks consistent with the district concept diagram.

Transportation

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to incentivize development and encourage the use of non-auto transportation modes; and leveraging street improvements with future development.

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.
2. **Encourage active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.
3. **Transportation Demand Management.** Support the Transportation Management Association as one of the most effective ways to encourage the use of active transportation.
4. **Transit.** Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.
5. **Parking.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips.
6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.
7. **Increase connectivity.** Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines and natural features.
8. **Transportation System Management.** Manage access and circulation to reduce traffic speeds, provide for safe crossings, while balancing the need for traffic access in the Lloyd District.

Urban Design

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different from those possible on the west side of the Central City. The area features a series of existing places with established characters that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets and characters.

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces would be linked by a system of pathways, multi-use trails and quiet street segments that together create a set of lower stress quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside.

The Lloyd District includes a number of portal or “gateway” locations, such as the Broadway Bridgehead, the Oregon Convention Center station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. These will be reinforced by buildings taller than the surrounding context that emphasize the civic significance of these places. At its edges, the scale of new development in the Lloyd District will “step down” to established lower density neighborhoods and historic districts.

Policies

1. **Diverse and Distinctive Urban Places.** Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.
2. **Better Connected District**
 - a. **More Seamless Connections.** Improve the character and increase the number of connections across transportation barriers in the district - freeways, major arterials and transit facilities.
 - b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.
3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.
4. **Relationship to the Willamette River.** Develop vacant non-industrial land along the Willamette riverfront in ways that activate the riverfront, better connect the riverfront to the rest of the district and improve visual access to the river.
5. **Auto-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of sites with surface parking lots and drive-throughs.

6. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and regulations related to street car.
2. Revise height regulations along Broadway within the Irvington Historic District to allow a maximum height of 75 feet (no bonuses) on the north side of Broadway.
3. Examine potential changes to parking zoning code regulations for the Lloyd District to provide incentives for mixed use development and the redevelopment of surface parking lots through the provision of shared parking strategies, development agreements and other strategies.
4. Evaluate existing scenic view corridor designations and potential new designations in the Lloyd District as part of a Central City-wide analysis of scenic resources. Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12th Ave bridge and from Lillis Albina park. The evaluation should consider the quality and uniqueness of the view weighed against the economic impact of restricting heights within the view corridor.
5. Work with the property owner/developer of the “Thunderbird” site to craft a development agreement that results in public open space on the riverfront. Consider options for relocating the Union Pacific railroad tracks that that would allow public access to the river.
6. Update the Lloyd District’s 1991 design guidelines: Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan to reflect the district concept including:
 - Street character and relationship of adjacent development to streets and streetcar
 - Connections through development sites
 - Open space strategy and relationship of development to open spaces
 - Incorporating green elements, native vegetation and bird-friendly design

Green Central City

The combination of significant potential for new development and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan seeks to capitalize on that potential by promoting district-wide sustainability strategies and by calling for green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation and livability.

A key component to realizing the goals for green development in the district will be better use of space within public rights-of-way, including sustainable stormwater strategies and increased tree canopy to absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, Flexible Streets and Water Quality/Tree Canopy Corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as eco-roofs and energy efficiency.

This plan embraces the formation of the Lloyd Eco-District and supports its goals for district-wide sustainability. To this end, components of the district concept that call for district energy and rainwater harvesting systems are considered starting places that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district—high density, mixed-use development that is well served by transit and facilities for biking and walking—will also make a significant contribution to sustainability goals by promoting a compact urban form and encouraging the use of alternative transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

Policies

1. **High-Performance Green District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable development, energy efficiency, water conservation and waste reduction. Support partnerships that facilitate district-wide strategies.
2. **Tree Canopy and Vegetation.** Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designate boulevards, flexible streets and water quality corridors. Encourage the use of green elements on development sites, including eco-roofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls and native vegetation.
3. **Green Buildings and Energy.** Encourage the development of high performance buildings; district energy, and deep energy retrofits that reduce greenhouse gas emissions.
4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to prevent erosion and improve habitat functions and connectivity, while furthering other objectives for recreation, views, and riverfront development.
5. **Sullivan's Gulch.** Protect and enhance Sullivan's Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, maintain and enhance views, while providing flexibility to incorporate a recreation trail.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Evaluate natural resource protection and management options for Sullivan's Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, agreements, partnerships and acquisition.
2. Scope a pilot project to develop and evaluate regulatory tools that provide incentives for green infrastructure, deep energy retrofits of existing buildings, high performance new construction, and connections to district heating and cooling systems. Seattle's "Green Factor" is an example of regulations geared toward green infrastructure.
3. Consider Lloyd District sites for enhancement and/or mitigation through a river restoration or similar program developed as part of the River Plan/Central Reach process. Potential sites could include the area of shallow water near the I-5/I-84 interchange and the "Thunderbird" site.
4. Continue to support the Lloyd EcoDistrict in its efforts to study and implement district-wide systems and programs that support sustainability goals.

Lower Albina

District Goal

Strengthen Lower Albina as an industrial employment area by reinforcing the working harbor and providing for diverse employment and development opportunities, while enlivening the historic Russell Street Conservation District and the adjacent MAX station area with industrially compatible mixed-use/commercial activity.

Regional Center: Economy and Innovation

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district's existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density.

Policies

1. **Working Harbor.** Strengthen the Lower Albina working harbor and support river-dependant uses.
2. **Industry and Employment.** Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.
3. **Incubator.** Support existing businesses and foster the district as an industrial and employment incubator.
4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.
2. Rezone properties directly east of the MAX station at Interstate and Mississippi from IG1 to EXd. Set max FAR at 3:1 and maximum height at 65'. Prohibit housing in this area.
3. Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 65'. Prohibit housing in this area.
4. Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Economic Opportunity Subarea regulations in the Central Eastside.

Transportation

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement provided by the working harbor, freight railroad, and trucks are essential for the economic vitality of this district. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality and livability of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

Policies

1. **Freight System.** Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.
2. **Multi-Modal Connectivity.** Improve multi-modal connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue.
3. **Rail and Marine.** Preserve rail and inter-modal access to the Albina Rail Yards and marine freight facilities.
4. **Freeway Access.** Improve access from industrial areas to the regional freeway system.
5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

Urban Design

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, especially within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area.

Repurposing and reconfiguring spaces underneath freeways to the north and east will offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed use neighborhoods. Implementing the “Strand” concept will strengthen connectivity, wayfinding and movement options to N. Interstate between the N. Russell commercial area in the conservation district and the Rose Quarter.

Policies

1. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.
2. **Russell Street.** Strengthen the character of Russell Street between Lower Albina and the Vancouver/Williams Corridor with new mixed uses, rehabilitated structures and a nighttime orientation.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.
2. Review application and direction of Community Design Guidelines for new development in Lower Albina.

Green Central City

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure central-city wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels.

Policies

1. **Willamette River.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.
2. **Sustainable Design.** Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, energy efficiency improvements, and alternative energy generation.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Revise, adopt and implement the River Plan / North Reach, to provide more specific river-related policy guidance and regulations within the North Reach, which includes Lower Albina. The River Plan / North Reach was originally adopted in April 2010 and is currently under appeal.

Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan's study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.

North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City's higher density commercial and residential development to lower density residential in the Sullivan's Gulch neighborhood.

Sullivan's Gulch provides valuable natural resources in the Central City. Enhancement of the Gulch resources and development of the Sullivan's Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, connecting the Willamette River with areas to the east. New redevelopment opportunities along Multnomah will bring additional residents and new neighborhood-oriented commercial services to the area.

The N/NE Quadrant Plan seeks to increase flexibility and encourage neighborhood-serving mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Apply CXd zoning to the sites south of Multnomah St. and west of NE 21st Ave.
2. Evaluate natural resource protection and management options for Sullivan's Gulch as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, agreements, partnerships and acquisition.
3. Complete the Sullivan's Gulch Concept Plan and implement the trail connection through the area.

Vancouver/Williams Corridor

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and discourages mixed-use redevelopment. It also contains a number of buildings identified in the Bosco-Milligan Foundation's Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing RH zoning to EXd. This additional land use flexibility will support mixed-use development, reinvestment in existing non-conforming employment uses, and the rehabilitation of cultural resources.

Implementation Actions

Selected land use and zoning actions are presented below. Additional actions will be provided at the May 10 SAC meeting, following review and coordination with implementing bureaus.

1. Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.
2. Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.