CC2035 Steering Committee

Meeting 6: May 17, 2012, 5:00 - 7:00 PM

Bureau of Planning & Sustainability: 1900 SW 4th Avenue, Room 2500B



Agenda

1. Welcome, Updates, and Agenda Review

5:00 PM Orloff

2. Planning Framework

Staff seeks Steering Committee input on the revised framework of goals and policies. Staff seeks input, suggests revisions, and if possible an endorsement of goals and policies related to following topics:

- Housing & Neighborhoods
- Willamette River
- Urban Design
- Green Central City

3. Public Input 6:50 PM

5:15 PM Steering Committee

Central City 2035 Steering Committee



Meeting Minutes – April 5, 2012, 5:00-7:00pm

CENTRAL CITY 2035 1900 SW 4th Avenue, Room 7A

Group members in attendance: Chet Orloff (Co-chair), Bernie Bottomly, Patricia Gardner, Heather Hoell, Amy Lewin, James McGrath, Linda Nettekoven, Bill Scott, Ethan Seltzer, Paddy Tillett, Michael Zokoych

Group members not in attendance: Michelle Rudd (Co-chair), Andre Baugh, Wink Brooks, Erin Flynn, David Knowles, Jeff Miller, Veronica Rinard, Mary Wahl

Staff in attendance: Mayor Sam Adams, Shannon Buono, Amy Chomowicz, Troy Doss, Sallie Edmunds, Elisa Hamblin, Lisa Libby, Jonna Papaefthimiou, Nicholas Starin, Nan Stark, Joe Zehnder

Public in attendance: Debbie Kitchin, Suzanne Lennard, Wendy Rahm

Agenda

- Welcome, Introductions, Agenda Review
- Update on Concept Plan Outline
- Eastbank Freeway Update
- Chapter 2: Planning Framework
- Public Input

Introductions

- Chet Orloff welcomed the group and reviewed the agenda for the meeting.
- He asked the group aim high in conversation, be productive, and focus on big issues.

Update on Concept Plan Outline

- Troy Doss introduced the storyboards on display in the room and their purpose in outlining and illustrating the concept plan. The concept plan document final form might look something like the storyboards drafted here.
- Mark Raggett talked about the storyboards, gave disclaimers regarding wording, length, and layout.
- The storyboards include graphics and text and outline:
 - The story and big vision for 2035 (perhaps a rendering of the Central City in 2035)
 - Critical moves (the big ideas here are placeholders, this spread will probably including images and photos)
 - Purpose of the Concept Plan
 - o How it works (connections between CC2035, Portland Plan, and Comp Plan)
 - Planning framework (to be reviewed tonight and next meeting)
 - The design concept and quadrant directions (urban design graphics with maps, bubbles, arrows, charts, etc.)
 - Implementation (tools to achieve the vision and plan)
 - Quadrant plan testing and refinement
 - How did we get here
 - Partnerships

- How to get involved
- Troy Doss clarified this is the sort of product we will be creating, the Concept Plan will
 establish goals and policies and focus implementation. We want to demonstrate how the
 quadrants will relate to the Concept Plan, but will not include marching orders at the
 quadrant level the details will be in the Quadrant Plans. The Quadrant Plan is where
 the rubber meets the road.
- Chet Orloff asked how this will be used as a tool.
- Troy clarified it is a broad concept plan meant to guide from a policy, land use, and urban form perspective. It will help inform and guide the quadrant plans.
- Joe Zehnder talked about audiences, including the quadrant plan participants and the general public. The CC2035 Concept Plan will also be used by BPS and other city departments and bureaus focusing on other work like the comprehensive plan. This will help write the comprehensive plan and rewrite the zoning code. With the Concept Plan we are establishing intent.
- Chet asked about how the Portland Plan will relate to the CC2035 Concept Plan.
- Joe stated that the CC2035 Concept Plan implements the Portland Plan. We will also go back and make sure we are advancing the equity agenda of the Portland Plan.
- Heather Hoell asked if this is an executive summary.
- Troy stated we should focus on sections rather than the number of pages and how it is presented and laid out.
- Heather followed-up by asking how this level of detail informs the quadrant plans and how they will feel about that.
- Joe stated that the level of specificity in this new draft will provide the clearest direction about what is important. This group will be able to say how the pieces will fit into the whole and it will be then refined in the quadrants. When we run off and do any one of those individual pieces, the piece doesn't forget that it's part of the whole. Now with N/NE Quadrant we see it is actually building on these principals and taking them down to specific things on the ground. There will be a feedback loop so when we get to the end the overall framework and the individual quadrants will have depth.
- Michael Zokoych asked how information and ideas are included in the concept plan. He states the river sections are too general. It appears as if previous work and information has been totally overlooked.
- Joe explained that the concept plan is more general and that the details will come out in the quadrant plans. He encouraged the group to comment as they review the framework. In particular, ask these questions: Are there components missing? Are the components included specific to the Central City (rather than the city in general?) Will the parts we include in the Concept Plan pass on guidance to the quadrants?
- Troy stated the goals and policies had been refined down from all the information received over the last couple years.
- Michael asked for clarification about how the decisions are made about which components are included. For instance, why is the river not included right now?
- Troy and Joe offered some clarification. They stated that this storyboard includes placeholders instead of the final big ideas that will be included. They explained that the first drafts were too comprehensive so they have winnowed it down to get to a more overarching scope appropriate for a Concept Plan. They suggested the group make suggestions and have a conversation about anything is missing to arrive at the big ideas that should be included in the Concept Plan.
- Chet Orloff asked to bring the group back on track to the storyboard discussion.

- Patricia Gardener talked about the original Central City Plan being a relevant document for reference. Starting at this scale helps to make discussion easier. This Concept Plan doesn't need to have all the detail because there is a place for it in the final document.
- Chet stated this is the tool to get the process going.
- James McGrath appreciated the format, structure, and visual layout. The idea of Central
 City as a layer of the Comp Plan helps to refine its scope and topic and liberate the
 Central City 2035 Plan from including everything. This document amplifies some of the
 aspects of the Comp Plan. He stated the hierarchy of information is confusing. Let's
 have big sections for clarity and not use numbers over and over.
- Patricia stated this is a big, fat multi-neighborhood plan and all the neighborhoods will need to relate to the Portland Plan.
- Amy Lewin appreciated the work that has been done and likes to see it presented graphically.
- Bernie Bottomly asked to include "you are here" in a timeline with key milestones, so people can graphically see how it would help related to other efforts.

Eastbank Freeway Update (moved to later in agenda)

Chapter 2: Planning Framework

- Joe Zehnder started the discussion of the revised planning framework. It has been simplified and gets to the heart of the issues that we have heard about. It is organized through overarching goals and supporting policies. We have integrated some of the original components throughout the document. Let's focus on high-level goals that can guide the quadrant plan participants.
- Patricia Gardener started the conversation with Regional Center. She stated goal 3
 didn't need to be a goal and was weak. It should be replaced with last meeting's goal
 about economic competitiveness.
- Chet asked for other comments.
- Bill Scott and Paddy Tillett agreed.
- Heather Hoell felt the word sustainability should be included as a term and be added and included as part of the green economy and industry.
- The group agreed.
- Joe stated the group needs to go through each item and get general agreement or make modifications.
- Amy Lewin felt that Green Central City covered the green economy needs. Including green and sustainable everywhere may not make for a lasting document since these words are buzz words right now but other words may be used more in the future.
- Others suggested that we need to be sure that green doesn't address just environment but also economic sustainability.

Eastbank Freeway Update

• Mayor Sam Adams arrived at the meeting and gave an update to the steering committee regarding a proposal to trench and cap a portion of I-5 in place through the Central Eastside Industrial District. The Mayor explained that he decided to present the proposal to the Central City 2035 Steering Committee because it would impact the N/NE Quadrant of the Central City and because he promised the Central Eastside he would pursue the idea while he is in office. He stated it was a reference alternative and a feasibility and massing study exploring geometry, access, grade, connection, and alignment.

- Right now I-5 acts as a barrier now between the river and the industrial, residential, and commercial areas of the Eastside. Because there is talk but no plan for removing the highway the area's future is uncertain and investment has been stalled.
- The challenge was to come up with an alternative to address the issues of geometry, alignment, grade, and connection.
- One element of the proposal is an arterial connection. We would either knee-cap or build a new bridge and the Central Eastside would get an on-ramp at Stark.
- The initial feasibility study shows that trenching and capping I-5 could work.
- Joe stated there is a long list of challenges, but also to creating a connection to the river, and not having significant impact to the built character of the Central Eastside. It's an alternative that wasn't shown before in previous work and explored whether it is possible.
- Amy Lewin asked for an explanation of color. Light blue is above ground. Plum is underground.
- Chet asked for reference on location and geography.
- Joe stated this has implications for the other side of the freeway and is built on engineering analysis. He explained the pieces of the proposal.
- Michael asked about capacity.
- Capacity would be maintained but not increased. Access would be improved.
- Bill asked where the freeway was underground. From the Hawthorne Bridge to Broadway?
- The proposed underground I-5 freeway would follow roughly the same alignment. A new surface street (Water Avenue) would follow the river and go underneath the Hawthorne Bridge, Morrison Bridge, and the Burnside Bridge. One of the benefits would be the ability to reclaim land along the waterfront. There would be potential opportunity for new south-north access while maintaining access to I-84. It would work with improvements to other streets as well. This project would likely be 10 years out, depending on funding. The surface street has not yet been designed but there's potential for green streets.
- The Mayor stated this may be out of sync with this process, but its important to get it out now for public comment since it's related to the Central City Plan.
- Michael asked what the reclaimed land would be used for.
- The area could be a park, employment space, etc. The City has the first option to purchase the land. There would be challenges but there are also opportunities.
- Chet asked about timing.
- This plan is going out to the Central City Steering Committee, the eastside ecodistricts.
 The Mayor stated he would get the proposal out on the City website tomorrow so that it is open for public comment.
- Joe said the previous Central City Plan considered burying the I-5 freeway and a number of options were considered but it never moved past the dotted line stage. The preference was to both connect to the river and retain the functionality of the freeway. This would be a big project requiring city, regional, state, and federal collaboration. ODOT has not signed onto this project.
- Chet asked about the relationship with the Central City Plan, particularly the SE Quadrant, and what leverage is available to push this plan forward.
- The Mayor stated his personal opinion is that the Central City Plan could have a big impact on pushing the tunneled freeway plan forward. The improved freeway access could be beneficial for employment and the route of the streetcar is zoned for increased residential unit. The steering committee can offer suggestions and direction for the project. There are opportunities to activate the waterfront the way other major cities such as Vancouver have activated theirs.

- Heather Hoell asked what the feedback was at the N/NE Quadrant.
- The Mayor stated they were shocked but they saw the opportunity of better connecting various areas. They liked the surface street connections and arterials.
- Paddy Tillett felt the timing of this proposal is perfect. In 1988 there was paranoia that a
 tunneled freeway on the eastside would compromise the industrial sanctuary and the
 ability to get federal funding for light rail. The project was taken on as an exercise by the
 Harvard School of Design and they came up with four design options. It's amazing we
 haven't gotten there yet, but it's nice to see that it's being considered again.
- The time horizon is important to consider. We would be 10-20 years from building the project anyhow.
- Chet asked if there was an economic plan component to this. Could the project help recoup some of its costs by generating economic development?
- The Mayor replied that rebuilding of the freeway will be required in any case but rather than just maintaining this project could improve the area. The amount of land opened up isn't a lot, but it creates a main street and could increase the value of the whole neighborhood. He explained that any time a major project is proposed someone has to take the questions about why we would spend the money. He is willing to put the project on paper and take those questions because he believe there are opportunities.
- The Mayor thanked the Steering Committee for their time and work.

Chapter 2, Planning Framework (continued)

- The group continued the conversation about the planning framework.
- Ethan Seltzer felt it is a bad idea to name specific industries, especially those that are not there already.
- Several committee members agreed.
- Heather Hoell asked about Central City's districts and what that means.
- Troy Doss responded they are referred to as subdistricts right now (such as South Waterfront). We are making a move to calling them districts instead of subdistricts.
- Joe talked about the common usage of the term district.
- Heather asked about having government as an important hub of the Central City. Maybe this needs to be included and called out. Also, in #5 what does "evolution of industrial districts" mean?
- Troy and Joe responded, explaining there is a changing definition of what industry
 means. It's not just manufacturing but more mixed-use, more variety of industries. It
 refers to industries evolving, not suggesting that the Central Eastside Industrial District
 will become the Pearl District.
- Bernie Bottomly brought up a few themes that seemed to him to be missing. He noted
 that there is nothing in the Concept Plan about affordability and ease of doing business.
 He would like to see something that talks about minimizing barriers and hurdles for
 business development. If we want to promote and nurture density we may need to
 acknowledge trade-offs (perhaps less open space).
- Joe asked, from Heather's point, do we want to bring the Central City as the center for government back into the next draft?
- The steering committee agreed we do want government in the Central City in the next draft
- Joe asked, from Bernie's comment, do we want to include something about the cost and ease of doing business?
- Amy Lewin read a few points regarding affordable business accommodations. The steering committee suggested we bring the cost of doing business component back into the next draft, but keep it general rather than including specific implementation elements.

- Michael asked about the role of freight.
- Joe explained we're emphasizing freight above private transportation in both the Portland Plan and CC2035. Bill asked for clarification about whether vehicles are autos or other types of vehicles.
- Patricia noted that emergency preparedness dropped off the list.
- Troy explained that emergency preparedness will be addressed in the Comp Plan but because of the density of the Central City, it could be mentioned here.
- The committee agreed that because of the concentration of bridges, masonry buildings, and people warrant some mention of emergency preparedness.
- Heather suggested including something in the Concept Plan about fostering social interaction that stimulates creativity and innovation.
- Bill Scott asked about the phrase "street hierarchy" and wondered about implications for multi-use streets. What sort of transportation is prioritized?
- Mark explained that some street character will encourage certain types of transportation but not prohibit others.
- Paddy Tillet also expressed concern about losing the variety of transportation options and street character available with the current grid.
- Joe explained that "hierarchy" refers more to classification and capacity, the character and design of a street, rather than prioritizing auto-intense streets over pedestrian and bicycle transportation.
- The committee agreed that rather than using the terms "hierarchy" or "classification" they
 would be more comfortable using language that talks about optimizing street design and
 use to increase efficiency and safety since we're not really inventing a new street
 hierarchy.
- James stated that among those he's representing there is interest in the street and its
 edges, not just the streets themselves. He also suggested we not discuss streets (or
 anything else) in several different places but things at a similar scale together. He said
 he'll write up and share some additional notes. There was general agreement that the
 pieces that are integrated throughout be organized consistently so that they can be
 found easily.
- Heather and Amy reminded the steering committee that we keep the economic competitiveness element in the Concept Plan because it matters for business success.
- During the next meeting will move on to Housing & Neighborhoods. Joe encouraged everyone to read through the document so we can move quickly at the next meeting and keep our eyes open for missing critical pieces and organization.
- The next meeting will be in three weeks and the next three weeks after that. We need to telescope our schedule so we can get the Concept Plan wrapped up in June.

Public Input

• Suzanne Lennard suggested moving the point about exceptional and unique into the first goal: "an exceptional and unique center" since that's the essence of it.

Regional Center: Economy and Innovation

- **Goal 1:** Reinforce the Central City's role as the city's and region's center for commerce and employment as well as for arts and culture, entertainment, tourism, education, and government.
- **Goal 2:** Increase the Central City's strength as a center for innovation in business, higher education and urban development.
- **Goal 3:** Provide the safe, affordable, efficient multi-modal transportation system needed for the Central City's success as the region's high density center.

- 1. Traded Sector Growth. Focus on target industry clusters and high-growth traded sector businesses in business development efforts and assistance.
- 2. Center of Higher Education. Support the ability of the Central City's major universities Portland State University, Oregon Health Science University and other higher education institutions to add to the strength of the Central City as a center of learning, business and innovation.
- 3. Center of Urban Innovation. Increase the Central City's role and stature 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.
- **4. Entrepreneurship and Business Innovation.** Strengthen the Central City as a location for job creation through business creation, growth and innovation. Provide for support for the needs of these businesses in the design and development of the Central City's districts and in programs and investments the City's Economic Development Strategy.
- 5. Next generation of Industrial/Employment Sanctuaries. Preserve and provide for the long-term success of Central City industrial districts while supporting their evolution into being home for a broader mix of businesses with higher employment densities.
- **6. Tourism, Retail, and Entertainment.** Support the success of business and cultural uses in the Central City that are complementary to its economic success, vibrancy and livability as a place retail, tourism, cultural events, arts and entertainment venues.
- 7. Regional Transportation Hub. Strengthen the Central City as the hub for moving people and goods, reinforcing its regional center roles, enabling successful high density employment and housing development while affirming its ties to the Region 2040 Framework Plan.
- 8. Optimized Street Network. Establish a street hierarchy system to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the mobility needs of businesses, shoppers, residents and visitors. Establish a system and standards that provides for vehicle access but that emphasizes freight access, transit, pedestrian and bicycle facilities.

- **9. Parking.** Use parking management strategies to support commercial and housing development while optimizing the use of the limited parking supply, and encouraging the use of alternative transportation.
- **10. A Great Place.** Maintain and improve the qualities of the Central City that make it competitive as a location for business and that support the competitiveness of the Portland region as a whole.
- **11. Safe and Secure Central City.** Maintain adequate public safety and security services while reducing the sources of conflict and nuisance crime through design, regulation and management.

Housing & Neighborhoods

- **Goal 4:** Make the Central City a successful residential center by supporting growth of more complete neighborhoods with a mix of housing, services and amenities that support the needs of people of all ages, incomes and abilities.
- **Goal 5:** Support the ability to meet the human and health service needs of the at-risk populations concentrated within the Central City.

- Complete Communities. Ensure Central City neighborhoods have access to essential
 public services, including public schools, parks, and community centers, and amenities,
 including neighborhood serving retail and commercial services, that support sustainable
 community structure.
- 2. Parks and Recreational Facilities Promoting Healthy, Active Living. Develop new parks or recreational facilities or change park programming to provide the variety of community recreation and gathering opportunities.
- 3. Low-income Affordability. Preserve the existing supply and continue to support the development of additional housing to meet the needs of at-risk low-income residents.
- **4. Housing Diversity.** Provide a more diverse stock of housing to support a diversifying Central City population that includes housing compatible with the needs of families with children, people with special needs, students, seniors and workforce housing.
- **5. Development without Displacement.** Maintain the economic and cultural diversity of established communities in and around the Central City 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.
- **6. Transitional Housing and Services.** Provide housing and services that directly assist atrisk populations and allow people to transition to more stable living conditions.
- 7. 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.

Willamette River

Goal 6: Enhance the Willamette River's role in the urban form, character and experience of the Central City.

Goal 7: Improve the health of the Willamette River for fish, wildlife and people.

- 1. Willamette River Health and Water Quality. Improve the environmental conditions of the Willamette River to achieve healthy riparian and upland habitat areas, a swimmable and fishable river, and compliance with regional, state and federal laws.
- 2. The Willamette River Waterfront as Portland's Commons. Promote improvements and activities on the waterfront to strengthen the physical, visual and cultural connections between the river and the rest of the Central City. Improve recreational use, the system of trails and destinations, and public awareness of the river's historical and cultural importance.
- 3. Prosperous and Vibrant Willamette River Waterfront. Support uses that take that capitalize on waterfront locations, and reinforce the distinctive character of the different waterfront districts.

Urban Design

- **Goal 8:** Reinforce and celebrate the Central City's unique setting with visual and physical connections to the citywide and regional landscape. transportation connections, views to and from the larger landscape, and the river.
- **Goal 9:** Strengthen the character, diversity and experience of the Central City, its highly urban districts and its surrounding neighborhoods through design of its urban form and distinctive places.
- **Goal 10:** Design, develop and use the public realm to support the Central City's vitality, livability and lasting quality.

- Distinct and Evolving Districts. Enhance the character of the distinct places and districts
 that make up the Central City. Promote development that complements the character of
 existing buildings and districts while allowing for Central City to evolve with non-traditional
 and innovative development and design.
- 2. Historic Resources and Districts. Enhance the Central City identity by preserving historically, culturally and architecturally significant buildings and places while encouraging contextually sensitive infill development.
- **3. Neighborhood Transitions.** Establish more sensitive transitions between the denser, taller, and sometimes more active land uses associated with the city center and adjacent neighborhoods.
- **4. Street Diversity.** Define the character and role of unique streets in the Central City that contributes to the experience and reinforce the desired character and direction of the Central City districts in which they are located.
- **5. Regional Corridors and Connections.** Elevate the presence, character and role of the major defining routes in the Central City major multimodal corridors, regional connections and city greenways, including freeways, bridges, arterial streets, trails, and transit lines.
- **6. Functional and Responsive Open Space.** Ensure that the Central City continues to feature an iconic system of open spaces that have the range of sizes and uses needed to meet needs for recreation and respite in a highly urbanized area.
- 7. Celebrate Key Public Views. Identify and celebrate significant public views, including the river, mountains, buttes and hills that establish the unique natural setting of the city and region.
- **8. Experimentation and Innovation.** Encourage temporary uses that allow dynamic testing and display of architecture, landscape architectural, art, performance piece/art or other place-making contributions.
- **9. Development Patterns.** Use some large development sites to establish development patterns, land uses and densities not easily accommodated on the typical downtown blocks while still providing circulation and a public realm that complements and is consistent with the surrounding context and character of more established parts of the Central City.

Green Central City

- **Goal 11:** Create a high-performance Central City characterized by a coordinated effort among stakeholders to increase energy efficiency and resource conservation, and improve wildlife habitat, air and water quality and stormwater management.
- **Goal 12:** 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.
- **Goal 13:** Expand the use of green infrastructure to improve environmental health, reduce long-term costs of providing services, and to help meet the goals of the City's Climate Action Plan.

- 1. **Buildings and Energy.** Promote development standards and practices that set high-performance targets to reduce energy use and greenhouse gas emissions, and increase on-site renewable and clean district energy systems in the Central City.
- 2. Green Infrastructure. Expand use of infrastructure designs that use natural systems, such as green streets, eco-roofs and living walls and tree canopy to improve stormwater management, improve air quality, reduce energy usage, and sequester carbon and greenhouse gases. 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.
- **3. Preservation.** Promote rehabilitation of existing buildings to retain or create new uses as part of conserving resources and improving the environmental performance of these structures.
- **4. Environmental Health.** Identify opportunities and techniques to expand the urban forest and natural ecosystem function; decrease impervious areas; restore riparian and upland vegetation as part of Central City development.