

# CC2035 Steering Committee

**Meeting 2: December 1, 2011, 5:00 – 7:00 PM**

Bureau of Planning & Sustainability: 1900 SW 4<sup>th</sup> Avenue, Room 7A



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## Agenda

1. **Welcome, Introductions, and Purpose of Meeting** 5:00 PM  
Chet Orloff
2. **Basis for Proposed Policy Framework** 5:05 PM  
Troy Doss
  - Existing Central City Policy Framework
  - Basis for Proposed Framework
3. **Proposed Framework: Goals & Policy Sets** 5:15 PM  
All
  - Is the framework telling the right story, setting the right direction?
  - Are there important topics not covered in the proposed framework?
  - Are there policies or goals proposed that seem out of place?
  - Are any significant amendments necessary?
4. **Goal 1: Economic Prosperity in the Region's Center** 5:55 PM  
All
  - Does the goal set the right agenda?
  - Do the associate policies support this agenda?
  - What if any additions or amendments do the Steering Committee suggest at this time?
5. **Public Input** 6:55 PM



# Central City 2035 Steering Committee

## Meeting Minutes – November 10, 2011

1900 SW 4<sup>th</sup> Avenue, Room 7A

**Group members in attendance:** Chet Orloff (Co-chair), Michelle Rudd (Co-chair), Paddy Tillett, Andre Baugh, Ethan Seltzer, Amy Lewin, Patricia Gardner, Bernie Bottomly, Wink Brooks, Veronica Rinard, Erin Flynn, James McGrath, Bill Scott

**Group members not in attendance:** Scott Langley, Linda Nettekoven, Heather Hoell, Michael Zokoych, David Knowles, Jeff Miller

**Staff in attendance:** Stephanie Beckman, Troy Doss, Peter Englander, Elisa Hamblin, Steve Iwata, Kevin Kilduff, Mauricio Leclerc, Lora Lillard, Lindsey Menard, Mark Raggett, Nicholas Starin, Nick Byers, Jonna Papaefthimiou

**Public in attendance:** Wendy Rahm, Suzanne Lennard, Sam Imperati, Will Macht

### 1. Welcome & Introductions

- a. Co-chair Chet Orloff welcomed the group
- b. Each group member introduced him/herself, his/her affiliation, and described what s/he would like Portland to be like in 2035
- c. Goals for Portland in 2035 included:
  - i. Environmental Sustainability: beacon for green infrastructure, low-carbon, well-adapted to climate change, embrace natural environment that makes Portland special
  - ii. Social/Cultural: national and international reputation as a great place to live and work, safe, diverse, vibrant, family-friendly, multi-generational, livable neighborhoods, special/unique, Portland as a world class city, diversity, honor our history, interesting
  - iii. Economic: retained commerce and industry, wages & income comparable to other cities of our size, affordable, well-educated adults
  - iv. Design: not sprawling, beautiful, Central City density

### 2. Central City 2035 Background

- a. Troy Doss provided an overview of the planning process and project phases:
- b. Phase I – Research & Goal Setting:
  - i. Work completed by Advisory Group convened in June 2010
  - ii. Symposiums, research, draft policy goals and framework
- c. Phase II – Concept Plan Development
  - i. The CC2035 Steering Committee will create Concept Plan
- d. Phase III – Quadrant Plans
  - i. NE in process, then SW, NW, SE, and final plan
- e. Phase IV – Final Plan Development
  - i. Will impact the zoning map, comprehensive plan, etc.
- f. What we've learned to date
  - i. Focus should be more about people than development this time around
  - ii. Integrate policies, less of a siloed approach

- iii. Portland as the region's center
- g. Basis for proposed goals and policies

### 3. CC2035 Concept Plan

- a. Joe Zehnder described what a concept plan is and how it connects to other plans (Comp Plan & Portland Plan)
- b. Connection to the Comprehensive Plan
  - i. See *handout (Comprehensive Plan Overview for CC2035 11/10/11)*
  - ii. CC2035 will eventually be part of the Comprehensive Plan
  - iii. Land use and physical development planning tool:
    - 1. maps
    - 2. policies
    - 3. list of capital improvement projects
  - iv. Decision making tool for the future, used by Development and City Council, interagency agreements, reviewed for consistency and integration with other plans
- c. Connection to the Portland Plan
  - i. See *handouts (Portland Plan and CC 2035 11/9/11)*
  - ii. Portland Plan is a strategic plan for the city and many of its guiding policies are relevant to Central City 2035 Plan
  - iii. Long-range goals (25 years) and action plan (5 years)
  - iv. Equity focus with 3 priorities:
    - 1. Thriving educated youth
    - 2. Economic prosperity and affordability
    - 3. Healthy connected city
- d. Troy Doss described elements of the Concept Plan, which will include:
  - i. Existing conditions, trends, and issues of sub-districts
  - ii. Goals & policy framework
  - iii. Land Use & Urban Design scenarios and concept maps
  - iv. Project List/Action Items – implementation strategies at Central City level (not quadrant level), system for plan review, measures for success
- e. Introduction of the Outline – existing conditions, demographic info, executive summary, abbreviated version of subdistrict profiles

### 4. Clarification of Steering Committee's focus/scope (Q&A):

- a. Question: Is the draft Portland Plan our best resource to track all of the issues that aren't included in the 5 goals for the Central City?
- b. Response: Yes – and there are copies of the Portland Plan available for steering committee members
- c. Question: In the Portland Plan when there's a suggestion for action plans, will there be action plans for the Central City?
- d. Response: The final Central City Plan will likely include action items, based on the outcomes of the quadrant plans. The CC2035 Concept Plan will provide guidance for the whole Central City – each quadrant plan will nest under the Central City Concept Plan.
- e. Question: In the overall Portland Plan we have expectations about population growth and employment growth, but are we allocating it by subarea? Does the Central City have an allocation of population growth and employment growth?
- f. Response: The Central City does have an allocation. The development scenario piece upcoming in January and the work we are doing now in updating the comprehensive plan reflects different choices about how much we do allocate to the Central City. The regional forecast sets benchmarks for the amount of growth in jobs and households Portland could experience and it's our responsibility to plan to accommodate that

forecast citywide. The Central City plays a huge roll. The numbers from Metro are still being revised.

- g. Question: How will those projections drive our decisions about level of density, height restrictions, etc.?
- h. Response: We have the zoning entitlements to accommodate forecasted growth for the next 25 years, but there are other issues at play. We will share information with Metro and visa-versa and it will be a negotiation to settle on growth goals.
- i. Question: Are we thinking about the Central City as one place or as four places? Is use of the quadrants going to carry through?
- j. Response: The work of this committee is to think of the Central City as one place. The Concept Plan provides overarching guidance for the quadrant plans so that they do not become local-interest plans. Working at the quadrant level allows for complexity and stakeholder interest that wouldn't be possible at the Central City level. The N/NE Quadrant Plan is in the works right now as an accident of timing, but because the two have been developed simultaneously we are confident it will work out.
- k. Question: How are the boundaries of the Central City determined? What informs the shape of the territory? Why are we reinforcing the boundaries established during the 1980s when there are emerging areas that feel more like the Central City?
- l. Response: The starting point is the existing boundaries. Several of the areas adjacent to the Central City are being reviewed as study areas within the CC2035 planning process.
- m. Discussion: Some people would like to see the boundaries of the Central City amended. Staff provided historical context: The boundaries have been discussed at Portland Plan meetings and earlier Central City planning meetings. From an urban design perspective the areas surrounding the Central City that are carefully considered. Defining and determining goals for the center may be more important than delineating or amending the outer edges. Central City boundary amendment will likely be an ongoing discussion as the Comprehensive Plan comes under review.
- n. Question: Since the overarching framework of the Portland Plan is equity, how does that map onto CC2035? How should we be thinking about that? Is equity a conscious, deliberate lens we should be using?
- o. Response: Yes. We'll need to consider which of these actions will reduce or exacerbate disparities. The measures of success for the Portland Plan are long range and citywide. There are equity issues such as affordable housing, displacement, etc. that will be relevant for the Central City. Equity will be an consideration for the CC2035 Steering Committee.
- p. Question: How will we illustrate what we are doing with maps? How are action items developed?
- q. Response: Action items are developed by identifying capital projects that need to get into the citywide project list in order to accommodate projected growth (transportation, parks, etc.) The urban design group creates graphic representations but we'll use other tools like the website to share our work as well.
- r. Question: How do the Portland Plan Goals guide CC2035? How do we create a CC2035 Plan that advances the goals of the Portland Plan?
- s. Response: In an ideal world we would have had the Portland Plan first, then CC2035, then quadrant plans. A lot of the Portland Plan applies here but CC2035 won't necessarily address all the elements. They are both drafts, but there's a commitment to develop and maintain partnerships to implement the objectives of the CC2035 Plan. The Portland Plan will guide the CC2035 Concept Plan and the two should interact without contradicting each other. The CC2035 Concept Plan will be a dynamic and evolving document.
- t. Question: What was the impact of the 1988 Central City Plan?

- u. Response: The Comprehensive Plan is implemented by zoning code, land use plans, intergovernmental agreements, urban renewal areas, etc. It's a long-range plan with slow-moving, legally-binding tools. We have a chance now to recalibrate these tools. Many of the elements of the 1988 plan have been accomplished now.

## **5. Draft Policy Framework**

- a. Joe Zehnder presented the 5 Goals for Central City 2035
- b. Policy directions for the Central City overall and direction for BPS and the Planning Commission
  - i. Goal 1: Economic Prosperity for the Region's Center
  - ii. Goal 2: Healthy Connected Urban Neighborhoods
  - iii. Goal 3: Mobility
  - iv. Goal 4: Design & Civic Vitality
  - v. Goal 5: Urban Ecosystems
- c. Policies and sub-policies
- d. Charge of the committee
  - i. Question: What is the charge of the group?
  - ii. Response: Steering Committee's role is to question, clarify, and revise the work that's been done in order to direct BPS to create the Central City 2035 Concept Plan.
  - iii. Question: What are the final products?
  - iv. Response: Final products will include the Concept Plan, a chapter of the Comprehensive Plan (a more succinct version), and a full record that will be provided to the state department of land conservation and development.

## **6. Wrap Up**

- a. Committee meeting schedule
  - i. The meeting time for the Steering Committee was revised from 6:00-8:00pm to 5:00-7:00pm.
  - ii. Discussion about the timeline for the meetings
  - iii. Question: Can we do this in six meetings? Will it take longer for the group to discuss these five goals and formulate the Concept Plan?
  - iv. Response: Perhaps it makes sense for the first meeting to be a discussion of the five goals which will give us a better sense of the timeline that's reasonable. The Steering Committee will focus on the first goal at the next meeting.

## **7. Public Input**

- a. Jonna Papaefthimiou, Planning & Sustainability Policy Adviser for Mayor Sam Adams introduced herself and explained that she is serving as a liaison between the CC2035 Steering Committee and the Mayor's Office

## **Homework:**

- Read the materials provided and arrived prepared to discuss the Steering Committee's role and Goal #1

CC 2035  
November 30, 2011

Is the story right? What is the story?!?

Suggestion: CC 2035 should not be the comp plan in miniature. Rather, CC 2035 should explicitly address the unique role for the CC in the city and the region and the critical attributes needed to enable that role to continue despite the uncertainty of the future.

SO.... What is that unique role? I think we should take a big lead from Jane Jacobs here. Cities are where we can be among strangers, in public, and where strangers can interact to create new knowledge that fuels innovation. This is the genius of cities. Not buildings, not squares, not street furniture or streetcars, but the engagement of people with each other.

AND.... What is the story? Try this:

- The 1972 Downtown plan involved the fundamental recognition of the role for Downtown as habitat for people, not cars, and for hosting the essential activities for which cities were created. It was a rejection of the “suburbanization as destiny” school of thought that dominated urbanism at that time, and threatened to take Portland in the direction of so many other failing cities.
- The 1988 CC Plan was developed in recognition of not only the success of the 1972 Downtown Plan, but that we had become so successful that the inner eastside was now being taken over by what were previously seen as downtown patterns and functions.
- CC 2035 could be (and I think should be) a recommitment to the Jane Jacobs view of what distinguishes a city and its economy by updating the CC Plan in several ways. First, functions previously associated with the eastside are now turning up in the core (software, startups, small scale but thriving economic development in many forms), and we need to ensure that our plans and policies aren’t getting in the way. Second, functions previously found in the core are vanishing, not relocating, due to changes in technology, firm structure, and globalization. Third, residential uses have grown to the point where it’s not clear whether we’re building a downtown for the future or simply a collection of neighborhoods, an ambiguity that is a hallmark of this very process. Fourth, we need to recognize the important role of truly public spaces for more than just a view of the sky, but for the fundamental provision of zones of engagement for strangers. Time to get serious about building a downtown known for social, political, cultural, intellectual, and economic engagement and interaction.

WHAT DOES THIS MEAN FOR THE DRAFT GOALS?

Well, of course, we should talk about that. From my perspective:

- 1) Urban ecosystems are irrelevant at this scale and should be addressed thoroughly in the comp plan, not marginally or separately in CC 2035.
- 2) Design and Civic Vitality are too superficial, as presented, and the ideas there should be recombined elsewhere.
- 3) Mobility is a threadbare notion for a goal. Mobility for who? Towards what end? At what cost? It's outdated and not useful, and if it is at all relevant, which I question, it, too, ought to be addressed at the scale of the comp plan.
- 4) From the above, I'm not a huge fan of thinking of the CC as a bunch of neighborhoods. It is too general, too generic, too disconnected from what the CC uniquely needs to do.
- 5) The economic prosperity goal is a grab-bag, and doesn't directly address what the CC could or should uniquely contribute to the economy of the region and the state.
- 6) So, if it was up to me, I'd bring forth three goals:
  - Innovation and Exchange: the CC should be organized to support and promote innovation and the engagement of everyone in the process of generating new knowledge. It's not about credentials but about interaction, and key policy issues involve things like the design and stewardship of the public realm, the unique role for public institutions, schools, and cultural institutions, and the ongoing evolution of public life and making a place for exercising our rights of free association.
  - Livability: the CC should be directed to provide a high quality of life and degree of livability for people of all ages, incomes, and occupations, and aware of their participation in and contributions to the most urban place in the entire state. Livability needs to be thought of as anticipating the basic needs of a wide range of folks, including but not limited to safety (as Jane would have put it) and, at the same time, offering something uniquely different than would be found in what we think of as neighborhoods in a more generic sense. That is, there should be an expectation for terms like livability and neighborhood to mean something different than they do in other parts of the city.
  - Connectivity: the CC needs to be conceived of in the context of the larger city and region. It shouldn't be expected to be a Noah's ark of urbanism, with a little bit of everything, but instead to be a place with a purpose. That may not include, for example, active uses on every ground floor, or residential opportunities in every quadrant.

You asked.... There you have it!

Ethan

Hi Troy

The Goal as written is fine – the policies are where there needs to be some work.

I understand that current PDC policies do not see the Portland food industry in any of its incarnations as worthy of any financial support. I do not agree with this position and think that this document needs to take a wider view on this subject than current policies.

Portland Oregon is located in the Willamette Valley-one of the great agricultural valleys of this nation and the world. Portland and most specifically the Central City should foster this relationship in a very deep way. As the world population grows, agriculture is only going to become more and more important to the health and vitality of this place. It is known in the sustainability community that agriculture and food security are well on their way to being one of the great tenets of sustainable design. Portland needs to lead this effort in every way.

Most specifically we should be fostering food innovation, food processing, food culture, food technology, and design integration in the central city. (An example of a small existing business that is currently doing this, is the Oregon Agriculture Center on Naito but it could be so much more! Also think about Singapore and its efforts on this subject as well as the Living Building Challenge)

I would posit that one of the key aspects to the culture of this city is the food scene we enjoy-it is the prime reasons we get press in national media such as the Wall Street Journal and New York Times. Fostering this aspect of our culture is exceedingly important to the prosperity of the city and region.

I can give very specific ideas of where it needs to be worked into the economic prosperity policies if you like-let me know if it moves forward.

Patty



## Functional Policies

### **Policy 1: ECONOMIC DEVELOPMENT**

*Build upon the Central City as the economic heart of the Columbia Basin, and guide its growth to further the City's prosperity and livability.*

### **Policy 2: THE WILLAMETTE RIVERFRONT**

*Enhance the Willamette River as the focal point for views, public activities, and development which knits the city together.*

### **Policy 3: HOUSING**

*Maintain the Central City's status as Oregon's principal high density housing area by keeping housing production in pace with new job creation.*

### **Policy 4: TRANSPORTATION**

*Improve the Central City's accessibility to the rest of the region and its ability to accommodate growth, by extending the light rail system and by maintaining and improving other forms of transit and the street and highway system, while preserving and enhancing the City's livability.*

### **Policy 5: HUMAN SERVICES**

*Provide social and health services for special needs populations, and assist dependent individuals to become more independent.*

### **Policy 6: PUBLIC SAFETY**

*Protect all citizens and their property, and create an environment in which people feel safe.*

### **Policy 7: NATURAL ENVIRONMENT**

*Improve the Central City's environment by reducing pollution, keeping the Central City clean and green, and providing opportunities to enjoy nature.*

### **Policy 8: PARKS AND OPEN SPACES**

*Build a park and open space system of linked facilities that tie the Central City districts together and to the surrounding community.*

### **Policy 9: CULTURE AND ENTERTAINMENT**

*Provide and promote facilities, programs and public events and festivals that reinforce the Central City's role as a cultural and entertainment center for the metropolitan and northwest region.*

### **Policy 10: EDUCATION**

*Expand educational opportunities to meet the needs of Portland's growing population and businesses, and establish the Central City as a center of academic and cultural learning.*

### **Policy 11: HISTORIC PRESERVATION**

*Preserve and enhance the historically and architecturally important buildings and places and promote the creation of our own legacy for the future.*

### **Policy 12: URBAN DESIGN**

*Enhance the Central City as a livable, walkable area which focuses on the river and captures the glitter and excitement of city living.*

### **Policy 13: PLAN REVIEW**

*Periodically review the progress of the Central City Plan.*

## District Policies

### **Policy 14: DOWNTOWN**

*Strengthen the Downtown as the heart of the region, maintain its role as the preeminent business location in the region, expand its role in retailing, housing, and tourism, and reinforce its cultural, educational, entertainment, governmental and ceremonial activities.*

### **Policy 15: GOOSE HOLLOW**

*Protect and enhance the character of Goose Hollow by encouraging new housing and commercial and mixed-use development which retains or enhances a sense of community while improving the urban infrastructure to support a more pleasant and livable community.*

### **Policy 16: UNIVERSITY DISTRICT**

*Foster the development of a distinct sub-district which has its character defined by its focus on Portland State University (PSU). Shape the University District into a vital multi-cultural and international crossroads with an environment which stimulates lifelong learning, collaboration between business and government and a rich cultural experience.*

### **Policy 17: RIVER DISTRICT**

*Extend downtown development throughout the River District that is highly urban in character and which creates a unique community because of its diversity; its existing and emerging neighborhoods housing a substantial resident population, providing jobs, services and recreation; and most important, its embrace of the Willamette River.*

### **Policy 18: LOWER ALBINA**

*Strengthen the economic development of the district as an industrial employment area while preserving its historic buildings and providing a connection for pedestrians to the Willamette River.*

### **Policy 19: LLOYD CENTER-COLISEUM**

*Reinforce the Lloyd Center as the eastern anchor of Central City retailing and locate the highest density new development in areas served by light rail.*

### **Policy 20: CENTRAL EASTSIDE**

*Preserve the Central Eastside as an industrial sanctuary while improving freeway access and expanding the area devoted to the Eastbank Esplanade.*

### **Policy 21: SOUTH WATERFRONT**

*Create a vibrant urban neighborhood connected with and enriched by a clean and healthy river.*

### **Policy 22: WEST END**

*Build on the West End's exceptional cultural and institutional assets, and its proximity to Portland State University, the Park Blocks, public transit, Goose Hollow and the Stadium area, and the Downtown retail core to foster its development as a vibrant Downtown neighborhood.*

## Economic Prosperity of the Region's 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.*

### POLICIES:

- 1.1 **Competitive Economic Center:** Undertake activities that 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.
  - A. Economic Development Performance Targets
  - B. Regional Center of Business
  - C. Center for Entrepreneurship and Innovation
  - D. Center for Government
  - E. Center of Higher Education
  - F. Industrial / Employment Sanctuaries
  - G. Retail Vitality
  - H. Arts & Entertainment
  - I. Tourism
  - J. Housing for Economic Vitality
  - K. Day Laborer Organization & Education
- 1.2 **Business Competiveness & Growth:** Undertake activities that increase the Central City's competitiveness for job and business growth and new business development especially in traded sector and target industry cluster businesses.
  - A. Traded Sectors Growth
  - C. Learning from and Marketing Urban Innovation
  - D. Education, Research, and Workforce Development
  - E. Talent
- 1.3 **Commercial Development & Districts:** Undertake activities that 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.
  - A. The Central City's Core Physical Assets
  - B. Central City Management and Promotion
  - C. Adequate Mix and Cost of Commercial Development
  - D. Infrastructure Investments
- 1.4 **Distinctive Civic & Cultural Amenities:** Undertake activities that 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.
  - A. Public Spaces & Venues
  - B. Distinct Districts
  - C. Willamette Riverfront
  - D. Artist Infrastructure
- 1.5 **Prosperity & Public Safety:** Undertake activities that 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.
  - A. Crime Prevention & Security
  - B. Fire & Emergency Rescue
  - C. Emergency Preparedness

## Healthy Connected Urban 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.*

### **POLICIES:**

- 2.1 Complete Urban Neighborhoods:** Undertake activities that support development of dense complete neighborhoods within and near the Central City that enhance livability and the prosperity of existing populations while allowing continued growth and diversity.
  - A. Incorporate Residential Development in Central City Districts**
  - B. Development without Displacement**
- 2.2 Diverse Housing Stock:** Undertake activities that 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.
  - A. Range of Unit Types and Sizes**
  - B. Low-Income Housing**
  - C. Housing Affordability and Accessibility**
  - D. Housing for Economic Vitality**
  - E. Housing Compatibility**
  - F. Healthy Living Environments**
  - G. Housing and Community Development Performance Targets**
- 2.3 Public & Commercial Services Supporting Central City Communities:** Undertake activities that provide for a full range of public and commercial services inside the Central City to allow households and workers to access basic daily needs.
  - A. Public Schools**
  - B. Childcare and Early Childhood Education**
  - C. Parks, Playgrounds, Community Centers, and Libraries**
  - D. Retail and Commercial Services Supporting Urban Living**
- 2.4 Human & Health Services Supporting Central City Communities:** Undertake activities that ensure all populations within the Central City have adequate access to a full range of human and health services.
  - A. Shelter and Health Services**
  - B. Transitional Housing and Services**
  - C. Governmental Coordination**
  - D. Conflict Reduction Strategies**

## Mobility

**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.*

### POLICIES:

- 3.1 System Management:** Undertake activities that 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.
- A. An Efficient Multi-Modal System
  - B. The Role of Street Hierarchy in the Multi-Modal System
  - C. Transportation Demand Management
- 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.
- A. Regional Infrastructure
  - B. Access
  - C. System Maintenance
  - D. Multimodal Transportation Options
  - E. Economic Development
  - F. Livability
- 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.
- A. Parking Supply and Management
  - B. Parking and System Demand Management
  - C. Surface Parking Facilities
  - D. Bicycle Parking and Trip End Facilities
  - E. Parking to Promote Alternative Fuel Vehicles
- 3.4 Safety and Accessibility:** Undertake activities to ensure that 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.
- A. Pedestrian Safety
  - B. Bicycle Facilities and Routes
  - C. Multimodal Circulation and System Hierarchy
  - D. Education, Stewardship and Enforcement
- 3.5 Other forms of Access:** Optimize the capacity to transport electronic information to strengthen the Central City as a place to work, live, visit, and gather.
- A. Telecommuting Strategies
  - B. Broadband and Digital Transfer Infrastructure
- 3.6 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.
- A. Trip Activity and System Capacity
  - B. Mode Split Targets
  - C. Reduce Per Capita Vehicle Miles Traveled
  - D. Greenhouse Gas Emission Reduction Strategies
  - E. Safety

## Design & Civic Vitality

**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.*

### POLICIES:

- 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.
- A. Orient to the River
  - B. Significant Public Views
  - C. Regional Corridors and Connections
  - D. Edges and Nodes
- 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.
- A. Distinct and Evolving Districts
  - B. Block Patterns
  - C. Building Forms
  - D. Density and Livability
  - E. Experimentation and Innovation
  - F. Design Tools
- 4.3 The Public Realm System:** 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.
- A. Blend Open Space and Mobility Functions
  - B. Functional and Responsive Open Spaces
  - C. Intuitive Open Space Connections
  - D. Street Hierarchy
  - E. Green Infrastructure
  - F. Green Buildings
- 4.4 Willamette 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.
- A. Portland's Commons
  - B. Prosperous Waterfront
  - C. Vibrant Waterfront Districts
- 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.
- A. Preservation Strategy
  - B. Growth, Infill and Compatibility
  - C. Transitions between Districts and Neighborhoods
  - D. Social and Cultural History
  - E. Seismic Hazards and Upgrades
  - F. Stewardship of Public Resources
  - G. Sustainable Development and Adaptive Re-use
  - H. Implementation and Regulation

## Urban Ecosystems

**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.*

### POLICIES:

- 5.1 Urban Ecosystem Targets and Goals:** Establish and periodically review progress in meeting targets to improve environmental health and performance in the Central City.
- A. Energy Use
  - B. Renewable and Clean Energy Systems
  - C. Solid Waste Reduction
  - D. Greenhouse Gas Emission Reductions
- 5.2 Green Buildings and Districts:** 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.
- A. Buildings and Energy
  - B. Green Infrastructure
  - C. Healthy and Diverse Urban Forest
  - D. Preservation
  - E. District-Wide Strategies
  - G. Waste Stream Management
  - H. Stewardship, Education, and Inspiration
- 5.3 Clean and Healthy Willamette River:** Ensure that the Willamette River, and the land along the riverfront, supports a healthy, functioning environment in the heart of the Central City.
- A. River Health and Water Quality
  - B. Environmental Restoration and Enhancement
- 5.4 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.
- A. Indoor Air Quality
  - B. Greenhouse Gas Sequestration / Air Quality Strategies
  - C. Land Use and Development
  - D. Green Infrastructure
  - E. Air Toxics
- 5.5 Water Resources:** Establish methods to 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.
- A. Adaptive Reuse and Water Conservation
  - B. Integrated Stormwater Management Systems
- 5.6 Human Health:** Expand opportunities for people who live and work in the Central City to walk, bike, recreate, and live more active lifestyles.
- A. Complete Communities and Districts
  - B. Access to Healthy Food
  - C. Parks and Recreational Facilities Promoting Healthy, Active Living
- 5.7 Climate Adaptation Strategies:** Develop 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.

# Economic Prosperity of the Region's 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.***

Central City has been the region's center of commerce, government, arts, culture, business, trade, tourism for over 150 years. As the center for regional growth and investment, the city center has benefited from the development of critical infrastructure, including an extensive multimodal transportation network that links its industry, services, and neighborhoods with the rest of the region. Although much has been accomplished, a continued regional and city-wide need for a strong center for commerce, governance, education, and arts and culture, require continued investment and attention to ensure the continued health of the City of Portland and the metropolitan region as a whole.

The 1988 Central City Plan promoted a land use model for high density employment and mixed-use development with substantial growth capacity. The plan also emphasized livability as a central component of the economic development strategy as a means to attract new residents and talent to new rapidly developing mixed-use areas. Although these efforts did not result in significant job growth, which has been above average compared to peer cities, it established conditions that made the Central City resilient to the economic changes the nation as a whole has faces over the last 25 years. Looking ahead to 2035, the Central City continues to have considerable potential for job growth and economic vitality so long as growth is nurtured and supported by the public and private sectors.

## **POLICIES:**

### **1.1 Competitive Economic Center**

Undertake activities that 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.

- A. 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.
- B. Regional Center of Business.** Maintain and grow the Central City's role and competitiveness as:
  - 1. The region's center for professional, business, financial, institutional, and information services;
  - 2. A location for industry, especially those generating high employment densities; and
  - 3. An incubator for business startup activity and innovation.
- C. Center for 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 policy include:

1. Technical assistance and mentorship opportunities such as currently provided by the Oregon Entrepreneurs Network
2. Facilities such as incubators/accelerators that offer physical space, connections to industry and faculty expertise as well as connections to other resources.
3. Access to range of capital resources including seed, angel, venture and traditional lending resources.
4. R&D and tech transfer initiatives provided through higher education institutions in the central city

- D. 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.
- E. 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.
- F. Industrial / Employment Sanctuaries.** Continue to protect land for industrial uses through the industrial sanctuary policy in the Central Eastside and Lower Albina sub-districts.
1. 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.
  2. Maintain access and other conditions necessary for success of industrial uses; and
  3. Provide for conditions beneficial to workers and others including safe pedestrian, bike and transit access and some ground floor commercial uses.
- G. 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.
1. 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
  2. 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.
- H. Arts & 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.
- I. 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.
- J. Housing for 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.

- K. Day Laborer Organization & 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.

## 1.2 Business Competiveness & Growth

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

- 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. Learning from and 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.

## 1.3 Commercial Development & Districts

Undertake activities that 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.

- A. The Central City's 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:
  1. Dense, multi-use development;
  2. Distinctive and active neighborhoods and districts;
  3. A healthy urban environment;
  4. Efficient and safe multi-modal transportation access; and
  5. A safe, attractive and active public realm – streets, sidewalks, plazas, places and parks.
- B. Central City 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. Adequate 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:
  - 1. Projects and programs that are relevant to the City's economic development strategy,
  - 2. Projects and programs that increase the supply of cost-competitive Central City commercial space for small and start-up businesses, and
  - 3. 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.

#### 1.4 Distinctive Civic & Cultural Amenities

Undertake activities that 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.

- A. Public Spaces & 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.

#### 1.5 Prosperity & Public Safety

Undertake activities that 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.

- A. Crime Prevention & 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

# DRAFT

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## CENTRAL CITY 2035 POLICY FRAMEWORK

critical infrastructure and unreinforced masonry structures to improve operational resiliency and public safety.

# Healthy Connected Urban 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.***

Complete neighborhoods with a range of supportive public and private community supporting services contribute to the overall vitality and continued livability of a city center. The Central City Plan set out to transform the city center into a place where people would live as well as work. The goal was to create housing in pace with job production in an effort to transform the Central City into a vibrant 24-hour district. The measures used to implement this goal resulted in the development of more than 15,000 residential units and new residential districts not even envisioned when the Central City Plan was originally adopted. As a result, over 34,000 people now live in the Central City's housing stock of approximately 23,000 units. While these efforts resulted in a significant increase in the supply of housing, there is a notable lack of diversity in the type of housing developed compared to the city and region as most housing in the city center consists of one bedroom and studio units. Central City neighborhoods also lack a full range of essential public and commercial services that create complete, sustainable communities.

These conditions worked as the first phase of urban pioneers returned to the Central City, but now as the population begins to grow and diversify there is a significant need to provide housing and services that accommodate the needs of families with children, seniors, university students, and the Central City's work force. There also continues the need to provide housing and services to low-income and at-risk populations. If we are to achieve a broader goal of making the Central City a diverse, prosperous, and sustainable place where all can people live and work, additional efforts that refocus our implementation measures to influence the creation of housing stock, and public and commercial services that as diverse as the Central City's growing population will be necessary.

## **POLICIES:**

### **2.1 Complete Urban Neighborhoods**

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

- 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.

## 2.2 Diverse Housing Stock

Undertake activities that 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.

- 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.
- G. Housing and Community Development Performance Targets.** Achieve the following targets: (Targets still under development)
  - 1. Units with 2 or more bedrooms...
  - 2. Student housings (total number of beds)...
  - 3. Senior Living (percentage of units)...
  - 4. Affordable units 80% MFI and below...
  - 5. Middle Income / Worker Housing 81% to 120% MFI...

## 2.3 Public & Commercial Services Supporting Central City Communities

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

- 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.

## **2.4 Human & Health Services Supporting Central City Communities**

Undertake activities that ensure all populations within the Central City have adequate access to a full range of human and health services.

- 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.

# Mobility

**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.***

In many ways the transportation infrastructure that supports the city center is the lifeline of all other activities within the Central City. The regional multi-modal transportation network that connects the Central City to the region was greatly enhanced by implementation measures emanating from the Central City Plan. These efforts, which include streetcar, light rail, bike and pedestrian routes, and enhancements to improve the movement of automobiles and freight, have changed how people move to and through the Central City while contributing to improved air quality, greater range of transportation options, improved safety, and often improved design quality within the public right-of-way. However, despite these successes, additional challenges related to climate change, regional growth, and oil supply, will continue to threaten the future vitality of the Central City and will require continued improvements and enhancements to this critical network.

Future policies related to mobility will have to consider how to optimizing the capacity of the transportation system to accommodate multiple modes by making new infrastructure investments, continuing to manage parking supply, ensuring the maintenance of a safe and accessible transportation network, and allowing for new technological infrastructure that combined with other efforts helps to create a more prosperous, livable and connected Central City that is accessible to all.

## POLICIES:

### 3.1 System Management

Undertake activities that 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.

- A. An Efficient 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. The Role of Street Hierarchy in the Multi-Modal System.** 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.



1. 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,
2. 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.
3. 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.

### 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.

**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.

1. 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;
  - a. On the east side, improve access to the Willamette River and the Vera Katz Esplanade while reinforcing the Central Eastside Industrial Sanctuary.
  - b. 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.
2. 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.
3. 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.
4. 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.

### 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.

- 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.

### 3.4 Safety and Accessibility

Undertake activities to ensure that 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.

- 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 motorist in the Central City, including increased enforcement of all applicable laws to increase safety and reduce conflicts between all modes of travel.

**3.5 Other forms of Access**

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

- 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.

**3.6 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.

- 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. Reduce Per Capita 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 Emission Reduction Strategies.** 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.

# Design & Civic Vitality

**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.*

The scale, character, and natural setting of the Central City make it perhaps the most identify place in the region, and establishes an iconic image recognizable well beyond the region. The regional landscape of valleys, hills, and mountains, the dense built environment framed by one of the most walkable pattern of blocks of any urban setting, the system of parks and open spaces, and the Willamette River are all key features which give the city center a strong identity and sense of place for the people who live here.

Over the last 25 years there have been many improvements and enhancements to the urban form of Central City, including new parks, street and sidewalk improvements, new design and historic design guidelines, innovative green buildings and infrastructure, and new waterfront districts, uses, and trials that have improved vitality along the Willamette. Continued attention and consideration about how the urban design of the city evolves will further allow us to increase residential and employment grow and densities, preserve our historical heritage while allowing new chapters to be written by the emerging architect of the city, establish an urban form that is more sustainable and less resource dependant, promote human health, increase the functionality and quality of the urban forest and natural areas, and ensure the long-term vitality, livability, and design excellence of our urban environment.

## **POLICIES:**

### **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.

- 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.

## 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.

- 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.

## 4.3 The Public Realm System

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.

- 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.

#### 4.4 Willamette 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.

- A. Portland's Commons.** Elevate the role and importance of the Willamette River in the daily lives and activities of Portlanders.
  - 1. Design and develop the waterfront to take advantage of the river.
    - a. Strengthen the physical and visual connections between the river and the rest of the Central City.
    - b. Increase opportunities for recreational use of the river by ensuring that a variety of active and passive recreational needs are served such as fishing,
    - c. Develop a network of distinctive destinations along the waterfront that reflect the character or unique features of each area.
    - d. Complete a system of trails along, across and to the river establishing continuous interconnected loops.
    - e. Enhance riparian areas and incorporate habitat along the river and an urban design feature.
  - 2. Undertake programming activities that take advantage of the river.
    - a. Celebrate Portland's bridges through activities that highlight the unique qualities of each bridge.
    - b. Promote and establish arts, education and entertainment activities along the river especially a key publically owned waterfront sites.
    - c. 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.
    - d. 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.
  - 1. Support the existing industrial and commercial uses;
  - 2. Encourage employment and tourist-related uses that capitalize on waterfront locations.
  - 3. Encourage new development especially on underutilized land at bridgeheads and brownfield sites;

4. 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.

#### 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.

- 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.



# Urban Ecosystems

**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.*

When the Central City Plan was adopted in 1988 many of the environmental issues now familiar to Portlanders (such as salmon recovery, watershed and stormwater management, and climate change and the development of green/energy efficient buildings) were not commonly discussed. Rather, the Natural Environment policy of that time focused on the environmental issues most directly facing the City at that time: air pollution; Willamette River water quality; noise; litter; and urban wildlife habitat. Efforts over the last two decades have made significant progress to address most if not all of these issues.

Although much progress has been made, continued work is necessary to ensure we build upon and maintain the successes that have been achieved. Additionally, new efforts are necessary to tackle a host of emerging environmental issues including a need to minimize the impact of the city with regard to climate change, and the need to make the city more resilient the effects of this crisis, continued need to protect, enhance, and where possible restore environmental resources, and the need to improve and promote human health in the built environment.

## POLICIES:

### 5.1 Urban Ecosystem 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.

## 5.2 Green Buildings and Districts.

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.

- A. Buildings and Energy.** Implement programs that reduce total energy use of all 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.** Integrate infrastructure that mimics or utilizes natural systems, such as expanded tree canopy, ecoroofs, living walls, green streets, and innovative techniques into new public and private development.
- C. Healthy and Diverse Urban Forest.** Expand the urban forest and natural ecosystems, and decrease impervious areas in the city center by restoring riparian and upland vegetation, increasing tree canopy, and integrating green infrastructure, bird and wildlife-friendly designs, ecoroofs, and living walls into development projects.
- D. Preservation.** When appropriate rehabilitate existing buildings for new uses, while improving the environmental performance of these structures.
- E. District-Wide Strategies.** Establish strategies and implement incentives to create eco-districts and district energy programs where feasible in the Central City.
- G. Waste Stream Management.** Develop strategies to reduce total solid waste generation and maximize recycling and composting in the Central City.
- H. Stewardship, Education, and Inspiration.** Promote environmental stewardship and inspiration through education and demonstration projects that show how development is designed, constructed, and maintained to be more efficient and improve environmental health.

## 5.3 Clean and Healthy Willamette River

Ensure that the Willamette River, and the land along the riverfront, supports a healthy, functioning environment in the heart of the Central City.

- A. River Health and Water Quality.** Improve the environmental conditions of the Willamette River to achieve:
  - 1. Healthy and riparian and upland habitat areas;
  - 5. A swimmable and fishable river; and,
  - 6. Compliance with regional, state and federal laws.
- B. Environmental Restoration and Enhancement.** Implement environmental improvements by:
  - 1. Incorporating habitat enhancements into development projects;
  - 2. Restoring key riverfront sites to improve overall system functions;
  - 3. Encouraging riverbank improvements that increased natural hydrology while maintaining flood protection.
  - 4. Coordinating river restoration and stewardship efforts with upstream communities.

## 5.4 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.

- 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 / 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.

## 5.5 Water Resources

Establish methods to 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.

- A. Adaptive Reuse and 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 Systems.** 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.

## 5.6 Human Health

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

- 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.

## 5.7 Climate Adaptation Strategies

Develop 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.

- A. Note.** Sub-policies of this section and associated metrics are under development.