

CC2035 Steering Committee

Meeting 4: March 8, 2012, 5:00 – 7:00 PM

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



Agenda

1. **Welcome, Introductions, and Agenda Review** 5:00 PM
Orloff

2. **Brief Overview of Revised Chapter 1** 5:05 PM
All
Staff seeks tentative Steering Committee endorsement of *Preamble* and *Introduction* sections before beginning substantive review of *Chapter 2, Planning Framework*

3. **Chapter 2, Planning Framework** 5:25 PM
Subcommittee
Staff seeks Steering Committee input on first two planning goals and objectives. Full list of topics to cover include:
 - **Review or overall structure of proposed framework**
 - **Goal 1: Regional Center**
 - **Goal 2: Housing & Neighborhoods**

4. **Public Input** 6:55 PM



Central City 2035 Steering Committee

Meeting Minutes – February 9, 2012, 5:00-7:00pm

1900 SW 4th Avenue, Room 7A

Group members in attendance: Chet Orloff (Co-chair), Michelle Rudd (Co-chair), Bernie Bottomly, Patricia Gardner, Heather Hoell, James McGrath, Linda Nettekoven, Veronica Rinard, Ethan Seltzer, Bill Scott, Paddy Tillett, Mary Wahl, Michael Zokoych

Group members not in attendance: Andre Baugh, Wink Brooks, Erin Flynn, David Knowles, Amy Lewin, Jeff Miller

Staff in attendance: Shannon Buono, Amy Chomowicz, Troy Doss, Sallie Edmunds, Peter Englander, Elisa Hamblin, Steve Iwata, Kevin Kilduff, Lisa Libby, Karl Lisle, Lindsey Menard, Jonna Papaefthimiou, Mark Raggett, Nan Stark, Joe Zehnder

Public in attendance: Derek Abe, Jeremy Dalton, Debbie Kitchin, Fatoumata Kone, Suzanne Lennard, Danell Norby, Natalie Perrin, Dan Petrusich, Wendy Rahm

Agenda

- Review outline of the Central City 2035 Concept Plan
- Review the first 9-10 pages (Part 1) of the Draft (which is BPS staff's interpretation of the last Steering Committee meeting)

Welcome & Reminder of Purpose

- Co-chair Chet Orloff welcomed the group.
- Joe Zehnder reminded the Steering Committee that the product of this process will be the Central City 2035 Concept Plan, which will include concept-level goals as well as land-use recommendations. The CC2035 Concept Plan will be incorporated into the Comprehensive Plan.
- The first page of the packet is an outline of the product to be produced: the CC2035 Concept Plan.
 - *Part 1 of Concept Plan:* explains why the central city is important, the goals we'd like to accomplish, includes discussion of what we've learned in the first phases of the project, provides context for Concept Plan
 - *Part 2 of Concept Plan:* lays out policy direction (guidelines) that will enable us to accomplish the goals of Part 1
 - *Part 3 of Concept Plan:* brings it to the urban design level, a statement of intent drawn onto the map
 - *Part 4 of the Concept Plan:* provides direction for the quadrant level plans
 - *Part 5 of Concept Plan:* provides direction for the tools (zoning, code, etc.)
- The Steering Committee needs to get through Parts 1-4 now, part 5 can wait for later.

Question & Answer with Planning Staff

- Member Question: Is it correct that the N/NE Quadrant plan, which is a subset of the CC2035 plan, is going to be approved next week, before the CC2035 Concept Plan is approved?

- Staff Response: The N/NE Quadrant is coming to the end of their concept plan phase. Next week there will probably be a thumbs-up from the Stakeholder Advisory Committee on the urban design concept diagrams. The CC2035 Concept Plan is happening simultaneously with the N/NE Quadrant Plan and the N/NE Quadrant Plan will be approved after the Central City Plan. The CC2035 Plan provides guidance for the whole Central City, while the quadrant plans delve into the details of each quadrant. The N/NE Quadrant Plan was driven by the fact that we had a partner in ODOT and an opportunity to plan the freeway project along with the district plan. So even though the projects are slightly out of sync, the project teams are working closely together and the two plans will work together.
- Member Question: Why don't we refer to the Central City as the Central City Quadrant?
 - Staff Response: The Central City is not a separate quadrant. The Central City includes 4 quadrants and the quadrant plans fit within the Central City 2035 Plan. The plan for the city's core used to be referred to as the Downtown Plan, but the name was changed in 1988 to reflect the reality of the Central City encompassing both sides of the river. We will be sure to state this clearly in the CC2035 Concept Plan.
- Member Question: How are we going to interconnect these 4 quadrants in a way they have never been connected before?
 - Staff Response: We will interconnect the 4 quadrants as we identify the overarching themes of the 4 quadrants within the Central City and their relationship with the rest of the city.
- Member Question: Could maps of the Central City and its quadrants be available to Steering Committee members?
 - Response: Yes. [Maps were provided by a BPS staff member.]

Relationship Between Central City & Portland Plan

- Joe Zehnder explained that the Central City 2035 Plan will work within the framework of the Portland Plan, which is the city's strategic plan for the next 25 years.
- The Central City plays a central role in accomplishing the goals of the Portland Plan, so we will need to consider how the policy guidelines of CC2035 and the unique aspects of the Central City will meet the goals of Portland Plan.
- The overarching goal of Portland Plan is equity, which is supported by three strategies: 1) thriving and educated youth, 2) healthy connected city, 3) economic prosperity
- Since there are multiple plans in motion right now we should ensure that the right aspects end up in each plan (concepts for Central City in CC2035, city-level guidelines in Portland Plan, specific land use plans in Comprehensive Plan, details for Central City in Quadrant Plans)

Discussion of Project Goals & Objectives (comments from committee)

- Staff Introduction: Looking at the Project Goals & Objectives on Page 3 (theme, thesis, vision): there's an essential quality of a Central City that we want to see. The key to Portland's Central City is its ability to foster innovation and exchange (commercially, culturally, and personally).
- Staff Question: There are 6 values/visions/qualities of the Central City from the last discussion that we wanted to have on the table. Right now it is structured as one overarching goal and five supporting objectives. Did we capture the 6 accurately? Is there a hierarchy of the 6?

- The current organization of the draft makes it seem that places for exchange are the ultimate goal and issues like prosperity and livability are in support of places for exchange, but that seems backward to me. What we want to get out of the Central City is prosperity and livability. The areas for exchange are a setting for them.
- As we talked about last time, Portland is a “learning city.” There’s a commitment to learning here, which relates to innovation and exchange. People can learn from each other and be supported by educational institutions and government.
- Equity is not just about fairness. It is also about making this a better place for everyone because we are including everyone. The Central City can contribute to the equity goal of the Portland Plan. If we want Portland to be a rich and livable city, we need to embrace diversity and make the Central City accessible to all kinds of different people.
- Rather than using the six themes, it may make sense to focus in on the goals of the Portland Plan and simplify the CC2035 Concept Plan down to how it can specifically advance the goals of the Portland Plan.

CC2035 Breadth & Scope (comments from committee)

- Staff Question: Is the CC2035 Concept Plan broad enough to capture everything? Does it need to be?
- How we describe Portland (how we brand it) will influence whether visitors will want to come here. Describing Portland as a “learning city” may focus too much attention on education, technology, and design, so it may not be engaging for a wider audience.
- We do not want to define Portland too narrowly. There are 11 business districts included in the Central City and each has a different identity than downtown.
- The Central City will be the densest part of Portland but we do not want the description to be too “tall-building defined.”
- The quality of exchange isn’t about high or low-rises as much as interaction. Let’s not get lost in the words. Let’s keep our focus at the concept level.
- It was helpful to think about exchange as cultural, economic, and personal – not just about trading money or ideas.
- Pages 4 & 5 list supporting objectives which are very similar to the goals of the Portland Plan, so why not just simplify our six themes into three and say that we have the same three goals as the Portland Plan? The Central City intends to be the epicenter of innovation and exchange for Portland, so the Central City 2035 Plan can use the same three goals and intensify them.
- Portland’s Central City is not just about ideas but also about making things. There is access to space for manufacturing and not just in the Central East Side. That proximity to manufacturing and transportation is important to our economy now and it will continue to be in the future. We should also include something about Portland’s willingness to use itself as a laboratory. We are experimental.
- I agree that there should be a mention of the Central City’s manufacturing potential and the traded sector value of business. We should also include diverse economic stability and address how aspects of the economy interact with each other for innovation, exchange, and creativity.
- It’s not just youth that should be thriving and educated, everyone should be. The equity issue sometimes gets lost in discrimination – by trying to help one group you disadvantage another, but if we defend equity for all that becomes the most important initiative.
- What is it that is unique about Central City that helps it accomplish the Portland Plan goals? It seems to me it’s innovation & exchange. The things that support them are

density, design, and mixed uses. Or we could think of it as thinking, doing, living, and making.

Inspirational Possibilities of CC2035 (comments from committee)

- Staff Question: As you bring CC2035 back to the constituencies you are representing, consider “Is it going to be compelling?”
- We have isolated the part of Portland called Central City because it is important and somehow different than rest of the city. Our role is to recognize what is authentically unique about Central City and what role it will play. The Central City is an important location with qualities we need to advance in a new way. It’s time to make a new statement about the Central City.
- We need to talk about not just what makes a Central City different from its surrounding city but what makes *Portland’s* Central City unique. For instance, we have small blocks so Portland is a walkable city, thanks to the pedestrian focus of the Downtown Plan of the 1970s. What statement we can make about the Central City in our time?
- There’s something unique about the alchemy of Portland that positions us to take new leaps. Bringing people together for innovation and exchange is what every Central City does. Considering why and how we do it better will enable us to always be a step beyond the other Central Cities of the world.
- How does the alchemy of the Central City take the projects we’ve been working on (such as eco-districts) to the next level?
- How will we measure and track our progress? We made giant leaps in 1970s. Are we planning to take any giant leaps in this plan? What can we learn from the 1988 Central City Plan as we project ourselves forward into the future? How does the Central City interface with surrounding neighborhoods as it grows and changes? What happens at the edges? How do we keep it from getting scary and impersonal? How do we manage density effectively?
- The accumulation of people’s values have shaped the area and these values have impacted planning in the region. We have the park blocks because of our value for open space. Senate Bill 100 affirmed the importance of natural resource conservation. Those events still echo in the decisions we make as well as the physical space the city has become. The effort is to recognize the cycle of reflection and projection and try to project it further into 2035 and understand how, if at all, we want to redirect it.
- What is the cultural infrastructure of the city? Are we looking for some grand approach? Not necessarily. We have not only a legacy but an asset, so we can take what we already have and build upon it as we plan for the future.
- If we are looking ahead to 2035 we can also imagine back to 1986 which is 25 years ago. Have we accomplished what we set out to in the 1988 Central City Plan? The Central City is the heart of Portland, but many people are not familiar with the values or the history of Central City planning in Portland. We may need to make the case for the Central City: why care about it now and in 2035? We should strengthen why the document is important and why the Central City is important. The idea of excellence not necessarily captured. If we want Portland to be a competitive place in 2035, design and innovation excellence should be pushed. (We should not accept “background buildings.”) We need to be more aspirational and consider not just what’s already here but what we want to have here.
- There is also an important connection between people and jobs. Portland is a city of workers, not just “the city that works.” We can focus on bringing the manufacturing element back into the city. The interconnectivity of white and blue collar in the Central

City can serve as a model for neighborhoods. CC2035 should reflect our motivation to bring balance to the city by accommodating manufacturing within the Central city.

- Many people are cautious about density, but if we cannot be dense in Central City we are in trouble. Density is important to a Central City because of the exchange it can foster.

Recap from Planning Staff

- We hear that we should bring in the six themes prosperity, affordability, education/learning, equity, connectedness, and livability.
- The Central City as center of innovation and exchange is a critical element of the goals and it can be described better.
- What we have not answered is what makes Portland's Central City distinctive, so let's discuss that.

Discussion of What Makes Portland's Central City Unique (comments from committee)

- Portlanders connect to a sense of place and the places that people identify with are often their neighborhood or their business district, not necessarily the Central City. But Portland's Central City incorporates all the things that make this city great (neighborhoods, tall buildings, etc.). The Central Cities of many places are not as rich as Portland's; entrepreneurship happens because of this richness.
- We made great leaps in the 1970s such as Pioneer Courthouse Square and Waterfront Park. What is the equivalent now? Our university connection and the focus on learning is supportive of the economy and the values of the Portland Plan, but no one was thinking about this 40 years ago. Big commitments have been made by the universities. Manufacturing in the Central City also sets us apart. We have creative industries, warehouses, offices, technologies, and designs that are different than in other places.
- Portland is less ethnically diverse than other metros in the country, but our commitment to equity is unique. We are also making a bigger commitment to equity than other cities are making. Hopefully our commitment to equity will move us towards more diversity.
- So here are some distinctive qualities we can pull out: manufacturing, diversity, clustering of uses, education, excellence, and our process (the way we do what we do).
- Historically, Portland made a leap in connecting land use and transportation. Now we're making a huge leap in understanding the connections and complexity of equity and social issues. We understand the connection between food deserts and kids doing poorly in school because they are hungry.
- We need to bring equity to the forefront in Central City 2035 Plan. We need to determine what's feasible so we can reinforce what's working.
- Why take bold leaps? In pursuit of what? Let's start by identifying the ultimate goal, then people can absorb and understand the strategies. We need to make the goals explicit.
- The purpose is very clear: the Central City 2035 Plan should maximize potential for achieving the goals and strategies set out by Portland Plan. When Harbor Way was closed to make Waterfront Park the progress created confidence as people realized they could make a difference. What we achieve and how we achieve it will be colored by recent successes as well as resources we do not know what to do with yet. For instance, there is a cohort of young creatives. What will their role be? How can we maximize our potential to achieve the three goals?
- How can we assemble the words of the Central City 2035 Plan in a way that everyone understands it. Let's make it shorter, lighter, and nimbler, leaving no ambiguity about our purpose or direction.

- Portland is known as a not-very-diverse city, but there's great diversity among our school-aged children.
- Many of our innovations are largely of preservation (such as our human scale blocks, our waterfront, beaches, forest, and farms). It's not about coming up with something no one else has ever thought of, but looking carefully at the hand we were dealt and preserving the best parts of it. How can we do a better job of recognizing what we have and using it effectively? In the 70s, 80s, & 90s we focused on arranging things in space, and we did that really well. Now we are focused on recognizing social relations and impacts on specific populations. I'd like for us to be seen in 30 years as the city that figured out how to deal with the equity question in a way no other city has.
- It seems our big leap is about social relations and the way our resources are shared. The learning community means not only life-long learning for residents, but also that we are a city that learns from our own mistakes. We live in a state that doesn't fund education and the situation is dire. Our innovative future depends on creativity and access to education.
- Let's intensify the goals of the Portland Plan in the role that's unique to the Central City.
- So, is this congealing concept? Twenty-five years from now we want to be the city that figured out how to distribute the goods across the entire city and hung onto all of the stuff that made us as vital as we are.

Timeline & Next Steps

- BPS staff will turn around a draft and meet in 3 weeks and again in 3 weeks, we will have rethought the structure of Part 2 so that we can focus on Part 2 at the meeting in 6 weeks. The next meeting will include time for unbundling of the Portland Plan so we can talk about and what's in it for the Central City.

Public Comment

- Suzanne Lennard of Making Cities Livable Conferences likes the statement about innovation, but says she finds that inspirational goal for Central City does not seem to be reflected in the details later on in the document. She says innovation will require public places believes that Portland has done a good job of creating public places, so she recommends emphasizing urban design throughout the CC2035 Plan.
- Wendy Rohm has several comments she will email. A hole she sees in the Concept Plan is the lack of discussion about seismic upgrading and earthquake preparedness. She recommends that a visionary document such as this address seismic upgrades of culturally valuable buildings. She also recommends defining density and heights for emergency planning.

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Preamble

To call Portland's Central City unique is accurate yet inadequate. This place is distinctive not because of what it contains but due to how it became what it is today. This is the result of thousands of choices and decisions made by people who shared a deep respect for the natural and urban environment, a pioneer's independence of thought, civic aspiration and a number of often competing values. The aggregate of all this is a place that reflects aspirations of past and present generations, a place critical to the lives of Portlanders and that serves as the region's center.

Any city center worth mentioning will contain a successful commercial or retail district, perhaps the local seat of government, a mix of institutions, some residential development, and parks and cultural facilities that help define its character. Most often, these uses tend to only be found in the city center. These centers also tend to be connected to their region through a transportation network.

However, the best of these centers set themselves apart when they have a charisma, a sense of place, which is hard to clearly articulate. They communicate a yearning to be inclusive, to attract new people, cultures and experiences that enhance their city and ensure they are members of the larger global community. It's something you know when you experience it. Portland's Central City is one of these special places.

Our Central City is a place more about us as a people than about tall buildings and commerce. It expresses how we view our place in the Pacific Northwest, a desire to celebrate local talent, industry, and institutions, and to be connected with the stunning landscape that surrounds us.

These ideals manifest themselves in the walkable urban form we have so intently crafted and preserved, the moves we have made to enhance our natural environment, the steps we have made to assist those most in need, and the priorities we have established to maintain industry and manufacturing as a central part of our local and Central City economy. They also emerge persuasively in *how* we've approached the challenge of planning and managing the Central City.

This is an intentional place, crafted through a participatory process engaged in with the belief that planning, done publically and acted on collectively, is a critical ingredient for getting the City we seek. This is also a place of purposeful experimentation, a learning city where new ideas about reshaping the traditional urban landscape and civic involvement have been actively pursued.

The 1972 Downtown Plan began Portland's efforts to restore the city center as a place where the serendipity of urbanity can be experienced by those drawn to the City. A place where the raw materials common to any downtown produce a special alchemy because here they are nurtured to leverage multiple benefits in a manner consistent with our larger civic principles.

Two major efforts from the 1970's provide examples of how Portland charted a different course that influenced other cities around the world. In 1972 Portland closed Harbor Drive and established Tom McCall Waterfront Park. It also rejected the proposed Mount Hood Freeway, which would have required displacing 1,750 households, and embraced development of the transit mall and eastside light rail. These moves reconnected the downtown to its historic waterfront, helped to preserve and save numerous neighborhoods and communities, and established a new recreational amenity and transportation network that continue to serve people throughout the region. These were bold moves that provide continuing dividends today and that have defined the scope of all of our city-building aspirations since.

Perhaps more importantly, these moves demonstrated to Portlanders that they had a voice in how their city operated and evolved, and that conventional wisdom borrowed from other places was not always the best strategy to create a great and livable city.

As Portland begins to think about "the next 25 years", the Portland Plan provides a new set of lenses through which we hope to see ourselves. Further, the Central City is not merely a stage to

present how Portland Plan goals may be achieved, a prosperous city center is critical if these goals are to be achieved city-wide.

Beyond preserving the assets we have, beyond continuing on the path we began in 1972 to create a truly livable city center, we choose to be a place where equity is our greatest aspiration, reflected as a priority in the actions we take and decisions we make. A place where youth thrive and can emerge as the citizens and leaders we'll need in the future. A place that is successful and livable because it is healthy and connected to the region it serves and the opportunities its citizens need.

Through all these experiences and the new lenses provided by the Portland Plan, we see Central City 2035.

Introduction

The Central City is the engine that drives the regional economy. It is here that the ability to accomplish the integrated strategies of the Portland Plan also lies. This is because the Central City provides jobs, professional services, workforce development, and governance critical to the success of every individual business and household in the City of Portland.

Resulting in more than just a symbiotic relationship, a prosperous Central City creates a multiplier effect that increases the prosperity of the region as a whole. It influences the ability every business district, corridor, and industrial area to flourish. It generates the earnings that fuel new physical and business development, influences house income, and creates revenue that funds public infrastructure, programs, and services that all people and businesses within the Portland metropolitan region depend upon.

Central City 2035 proposes new directions to maintain and expand upon the Central City's ability to fulfill its critical role as the economic heart of the region. Some of these directions build upon successful goals and policies originally promoted by the *Downtown Plan* and *Central City Plan*. Other directions address emerging issues and are intended to increase the resiliency of the Central City in the face of challenge and ability to thrive as new opportunities are presented.

These directions also realize the Portland Plan's advancement of establishing a more equitable city through a series of integrated strategies that promote a thriving educated youth, economic prosperity and affordability, and Portland as a healthy connected city. Central City 2035 will directly pursue these strategies as follows:

Thriving Educated Youth

Ensure that youth ages (0-25) of all cultures, ethnicities, abilities and economic backgrounds have the necessary support and opportunities to thrive – both as individuals and as contributors to a healthy community and prosperous, sustainable economy.

The Portland Plan will achieve this goal by focusing on actions and policies that:

- **Build a culture of high expectations and achievement for all Portland Youth**
- **Encourage all Portlanders to share ownership for youth success**
- **Create complete neighborhoods and communities that support youth success**
- **Support facilities, systems and programs that meet 21st century opportunities and challenges**

In the Central City this goal and associated objectives can be achieved by:

- Expanding access to K-12 public schools for the growing number of families with children choosing to live within the Central City.
- Supporting the development of new parks, community centers, libraries and other facilities that become extensions of the home and support urban families and

residents of all ages in active life systems, the ability to engage and learn, and establish community networks that enrich their lives and support the livability of the Central City.

- Encouraging new urban housing to be compatible with the needs of residents of all ages, abilities and incomes, by ensuring it includes a diverse mix of unit types, facilities that encourage community interaction and gathering, and is available in the ownership and rental market.
- Establishing new programs and partnerships between institutions and the public sector located in the city center to engage youth and to utilize the Central City as a stage for life long learning.

Economic Prosperity and Affordability

Expand economic opportunities to support a socially and economically diverse population by prioritizing business growth, a robust and resilient regional economy and broadly accessible household prosperity.

The Portland Plan will achieve this goal by focusing on actions and policies that:

- **Foster regional traded sector business and job growth**
- **Support public and private urban innovation**
- **Support Portland's advantages as a trade and freight hub**
- **Elevate the growth and vitality of the city's employment districts**
- **Support the vitality of Portland's neighborhood based businesses**
- **Meet Portland's needs for quality, affordable homes for current and future residents**
- **Ensure access to education and job skills needed by Portlanders and industry**
- **Provide for the economic security of low-income households**

In the Central City this goal and associated objectives can be achieved by:

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

- Optimizing the capacity of our transportation system to move people and goods to and through the Central City in a manner that is efficient, safe, and that supports the maintenance of an attractive, livable environment.
- Making strategic investments that maintain existing and help fund new transportation infrastructure critical to sustain the Central City as the regional center of commerce.
- Managing parking supply to ensure that there is enough on and off-street parking to support economic vitality and development of an urban form not dominated by the automobile.
- Increasing the supply of housing affordable to the work force of the Central City and increasing access to essential public services and neighborhood serving commercial services that making urban living for people regardless of their income level.

Healthy Connected City

Improve human and environmental health by creating safe and complete neighborhood centers, linked by a network of city greenways that connect Portlanders with each other, encourage active transportation, integrate nature into neighborhoods, enhance watershed health and provide access to services and destinations, locally and across the city.

The Portland Plan will achieve this goal by focusing on actions and policies that:

- **Prioritize human and environmental health and safety**
- **Promote complete and vibrant neighborhood centers**
- **Develop city connections, greenways and corridors**

In the Central City this goal and associated objectives can be achieved by:

- Fully utilizing and enhance the role of the public realm, establishing stronger ties to the Willamette River, and enhance connections between east and west sides of the Central City with each other and the city beyond.
- Preserving and enhancing the character of unique neighborhoods and historic districts while establishing a greener, healthier urban form that accommodates new growth and expresses the character of future generations while celebrating the past.
- Ensure urban neighborhoods include access to essential public services, such as schools and parks, and housing compatible with the needs of residents of different ages, income levels, and abilities, to ensure Central City living is possible for all Portlanders.
- Enhance the ability of at-risk populations to access human and health services they need.
- Continue to support the growth and revitalization of existing residential neighborhoods in and around the Central City in a manner that respects existing populations and businesses and addresses displacement.
- Ensure that all modes of the transportation network are safe, accessible, and attractive to all potential users.

- Move beyond the development of stand alone green buildings and create EcoDistricts that integrate systems to better manage resources, and improve human and environmental health.
- Continue efforts to clean and improve the health of the Willamette River as a primary source of habitat.
- Establish climate adaptation strategies intended to improve the ability of the Central City's built and natural environment to be resilient to the potential range of effects of climate change.

Framework for Equity

Central City Context

The history of housing and redevelopment in the Central City provides a unique insight to the story of equity and inequity in Portland. In 1950 Downtown contained over 28,000 housing units. At that time much of the housing in the city center was located in some of Portland's most ethnic and racially diverse communities, including African American communities in the northeast and Jewish and Italian American neighborhoods in southwest.

However, in the 1960's urban renewal and the major infrastructure projects, such as Memorial Coliseum, Portland State University, the South Auditorium District and Interstate 5 and 405 freeways, resulted in the removal of significant amounts of this housing, as well as a considerable amount of affordable housing, to make way for redevelopment. By 1970 the total number of housing units Downtown had been reduced to 11,000. Along with the housing and communities displaced, the local businesses supporting these neighborhoods and diverse communities were also lost.

Beginning with the 1972 Downtown Plan, and again reaffirmed by the 1988 Central City Plan, efforts were set in motion to retain and expand the supply of affordable housing and to increase the overall stock of housing to support economic development. These efforts were very successful as today approximately 34,000 people live in the Central City's 23,500 households. Approximately 8,500 of these units are affordable to people earning less than 60% of the median family income for the City of Portland.

The demographics of who is choosing to live in the Central City are also shifting significantly. In 2010 approximately 148 children were born to families living on the westside of the Central City, which continues a trend that started around 2001 when 65 children were born to families living in the same area. Over the last decade alone over 1,000 children have been born to Central City families and families with children are also moving into the Central City. The Pearl's Ramona apartments, an affordable housing project designed to accommodate the needs of families with children, recently reported that over 108 children live in that building alone. The Portland Housing Bureau further noted that at least an additional 100 children live in other affordable projects located in the River District.

These numbers demonstrate that the Central City is again a place attractive to live for people of all ages, income levels, and abilities. Thus, the type of housing developed in the Central City needs to shift to be compatible with the needs of more diverse population. Access to a range of services that support community development and sustained neighborhood growth, such as public schools, parks with play grounds, community centers, and daycare, also need to keep pace with housing development.

Further, growth within and adjacent to the Central City needs to occur in a manner that does not displace access to housing, services, or businesses that more vulnerable communities depend upon. At the same time, new housing, public services, and economic development opportunities and the benefits they present must be accessible to all Portlanders regardless of age, income, ability, ethnicity, or race. For the Central City to serve as the regional center of prosperity the benefits it presents must be shared by all.

Portland Plan's Framework for Equity

The Portland Plan defines equity as a condition when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential. The plan seeks to make the promise of equity real by ensuring:

- All Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, basic services, a healthy natural environment, efficient public transit, parks and green spaces, decent housing, and healthy food.
- The benefits of growth and change are equitably shared across our communities.
- All Portlanders and communities fully participate in and influence public decision-making.
- Portland is a place where your future is not limited by race, gender, sexual orientation, disability, age, income, where you were born, or where you live.
- Underrepresented communities are engaged partners in policy decisions.

Promoting Equity is the most critical element of the Portland Plan and this effort is intended to result in a more prosperous and resilient city. The strategic directions of the plan further promote preventive measures intended to increase access to institutions, programs, and services that benefit all people and the health of the City. Lastly, the plan seeks to establish Portland as a leader in social sustainability by focusing on ways to build equity and accountability and lead to the development of 21st century business practices and tools that have value in a knowledge based economy.

CC2035 Equity Framework

To these ends, CC2035 will establish new policies and create tools that support city-wide initiatives to promote equity, but will also address specific barriers to equity within the geography of the Central City. Among the issues CC2035 will address are:

- **Economic Development.** Expand the City Center's economy in order to improve the city's overall growth, competitiveness, and opportunity and bring those benefits to all Portlanders.
- **Housing.** Facilitate the development of a more diverse housing stock to serve the needs of residents of all ages, incomes, and abilities.
- **Public Services.** Expand access to a range of essential public services that address the needs of all residents and support sustained neighborhood development and urban communities.
- **Education.** Expand access to public schools for Central City families and the role higher educational institutions can play in enhancing the lives of all Portland youth.
- **Workforce.** Create a diverse workforce through programs and initiatives that provide training to meet the needs of existing and targeted sectors and address people at all skill levels.
- **Displacement.** Ensure new development does not result in the displacement of more diverse residents, businesses or services that may have an economic disadvantage in the face of rising land values.

- **Celebrating Diversity.** Promote arts and cultural events, programs that include and facilitate the participation of people of all backgrounds and experiences to increase awareness, acceptance, and access to prosperity.
- **Multimodal Transportation.** Expand and maintain multimodal transportation network to ensure those living and working in Central City have access to affordable transportation to home, work, and services.
- **Human Health.** Ensure all residents live in healthy living conditions, access to active recreation, and healthy foods.
- **Willamette River.** Improve the environmental conditions of the Willamette River to improve recreational access and restore the ability for cultures historically dependant on river resources for subsistence, such as fish, to use the river safely.

Vision: Region's Center for Equity, Innovation & Exchange

We often think of the Central City in terms of the concentration of businesses, facilities and housing located there. At a deeper level, the competitive advantage of the Central City comes from its ability to support efficient, opportunistic and synergistic interaction and exchange among people. This is why cities and downtowns everywhere have been centers of commerce, civic and cultural life, creativity and innovation. The goal for Portland's Central City in 2035 is to be an exceptional and unique center for this interaction. Further, the integrated strategies of the Portland Plan provide mechanism through which the opportunities and benefits derived from such a center are shared by all Portlanders.

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

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

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

Forty years of planning, partnerships, and investments have led us to where we are today. The Portland Plan establishes a new framework that builds on past success, while providing us with a new set of lenses for how we view ourselves as a people, and the city we want in the future. CC2035 seeks to leverage all of this to position Portland's Central City a globally recognized center of equity, innovation and exchange.

Partnerships

The Central City of today is the result of many successful partnerships. To accomplish the ambitious goals envisioned by the CC2035 Concept Plan pre-existing partnerships will need to be continued and strengthened while new ones will need to be created.

As the CC2035 Plan begins to shape new directions within the individual Central City districts as part of the Quadrant Plans, a number of actions will need to be identified that allow these plans to be successfully implemented. Some actions will be pursued by public sector agencies, others by private development entities or community organizations. Perhaps most importantly, public – private partnerships will be necessary if the most bold of the plan's objectives are to be achieved.

Although the full range of potential partners have yet to be identified, as well as the specific roles they will play and actions they will support, the CC2035 Concept Plan envisions that an implementation and collaborative partnership framework similar to that being pursued by the Portland Plan will be necessary. Such a framework promotes shared responsibility in the risks, outcomes, and opportunities that must be pursued to create the city we collectively envision and the outcomes we individually seek.

To these ends, the CC2035 Concept Plan proposes:

Identify Lead Partners. Lead partners will be either the primary or one of a few key stakeholders in the implementation of actions implementing CC2035. They will:

- Adopt, fund, schedule and coordinate the implementation of CC2035 actions that match their mission.
- Recruit, coordinate and recognize and support additional partners that can help implement action(s), including community organizations and businesses.
- Complete a brief, periodic status reports on the actions they agreed to implement
- Participate in CC2035 Implementation meetings and community forums.
- Coordinate with other partners to request modifications or add new ideas.

Lead partners for each action will be formalized as actions are selected for implementation and it is encouraged that these actions become part of an organization's approved budget and/or strategic plans. Commitment to implementing actions will be critical as CC2035 seeks to identify actions that leverage additional actions necessary for the Central City to evolve and become the place envisioned by this plan.

Supporting Partners. Supporting partners will not lead action implementation, but they are critical just the same as without their cooperation and support many of the outcomes intended by the actions will either not be achieved or successfully sustained.

Supporting partners will:

- Provide direct assistance to lead partners where support matches the mission and resources of an organization or business.
- Undertake activities that support CC2035 actions and objectives.

- Coordinate with lead partners where technical assistance or volunteer support is needed.
- Potentially leverage additional funds, as appropriate.

Supporting partners may include businesses, nonprofits, community organizations and government agency partners. They will include both those identified in the plan and others, as appropriate. Supporting partners will be identified through a collaborative process as actions are indentified for implementation. Identifying supporting partners will be the responsibility of the lead partner.

Critical Partners. As mentioned, all the partners necessary to implement CC2035 have yet to identified, yet, at a minimum the following agencies, institutions, and organizations will play a role either as lead or support partners:

City of Portland	South Portland Neighborhood Association
Multnomah County	Elliot Neighborhood Association
Metro	Northwest District Association
TriMet	Sullivan’s Gulch Neighborhood Association
Portland Development Commission	Old Town China Town Neighborhood Association
Oregon Department of Transportation	Lloyd District Community Association
Portland State University	Irvington Community Association
Oregon Health and Science University	Goose Hollow Foothills League
Portland Public Schools	Hosford-Abernathy Neighborhood Association
Portland Business Alliance	Buckman Community Association
Central Eastside Industrial Council	Kearns Neighborhood Association
Pearl District Neighborhood Association	
Downtown Portland Neighborhood Association	

Take Action. Portland’s engaged residents, businesses and community organizations are among the city’s greatest strengths. Portlanders continued support is essential to the achieving CC2035. The larger goals of this plan can only be achieved if businesses and community organizations as well as individual Portlanders take complementary supporting actions that align with their missions, interests and capacities. We’re all in this together!

Chapter 2: Planning Framework

Concept Plan Goals & Objectives

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

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

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

How to read this chapter

This chapter presents five integrated **planning goals** that address key issues critical in the development of a comprehensive land use plan for the Central City. Following each goal are a series of tables that identify **specific goals** which begin to address issues associated with the larger goal in more detail. Next a series of **planning objectives** associated with each specific goal are outlined. These objectives provide a shaper focus on issues related to the specific goals.

Central City 2035 & Portland Plan Integration

The far left column of each table, entitled “Portland Plan Integrated Strategies”, identifies which of the Portland Plan integrated strategies each CC2035 planning objectives is associated with.

Note: Symbols will be developed for each strategy, but until that time each strategy is identified by the following letters:

- E** Thriving **E**ducated Youth
- P** Economic **P**rosperity and Affordability
- C** Healthy **C**onected City

Goal: Regional Center

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

Specific Goal 1.1: Economic Competitiveness		
<i>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.</i>		
Portland Plan Integrated Strategies	Planning Objectives	
P	1.1.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.
P C	1.1.B	Regional Center of Business. Maintain and grow the Central City’s role and competitiveness as: <ul style="list-style-type: none"> ▪ The region’s center for professional, business, financial, institutional, and information services; ▪ Location for industry, especially those generating high employment densities; and ▪ An incubator for business startup activity and innovation.
P	1.1.C	Entrepreneurship and Innovation. Strengthen the Central City as a location for job creation through business startup activity and innovation. Develop specific approaches to implement this policy as part of the periodic update of the City’s Economic Development Strategy. Examples of the types of activities relevant to this guidance include: <ul style="list-style-type: none"> ▪ Technical assistance and mentorship opportunities such as currently provided by the Oregon Entrepreneurs Network ▪ Facilities such as incubators/accelerators that offer physical space, connections to industry and faculty expertise as well as connections to other resources. ▪ Access to range of capital resources including seed, angel, venture and traditional lending resources. ▪ R&D and tech transfer initiatives provided through higher education institutions in the central city
E P	1.1.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.
P	1.1.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.
P	1.1.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. <ul style="list-style-type: none"> ▪ Consider broadening the types of business activities allowed in the industrial zone where this would reflect the changing character of industry, support greater job densities, and not unduly erode the long-term economic viability of these industrial/employment districts. ▪ Maintain access and other conditions necessary for success of industrial uses; and ▪ Provide for conditions beneficial to workers and others including safe pedestrian, bike and transit access and some ground floor commercial uses.

Specific Goal 1.1: Economic Competitiveness (Continued)

Portland Plan Integrated Strategies	Planning Objectives	
P	1.1.G	<p>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.</p> <ul style="list-style-type: none"> ▪ Reinforce the success of the Downtown Retail Core as a regional destination. Implementation of this policy typically includes improvements and programs designed to maintain a safe, attractive, and vibrant place for people and a location in which local and national retailers and associated businesses will choose to locate; and ▪ Support retail activities in other parts of the Central City as an important ingredient to the attractiveness and vibrancy of other Central City districts as a way to complement and strengthen the market for the Retail Core.
E P C	1.1.H	<p>Arts and Entertainment. Support businesses, institutions, and organizations that contribute to the Central City's role as a diverse center for arts and entertainment, including but not limited to museums, performance and sports venues, festivals and other special events.</p>
P	1.1.I	<p>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.</p>
E P	1.1.J	<p>Housing Supporting Economic Vitality. Support housing development as part of the overall strategy to support business development and economic vitality in the Central City. In particular, support the development of student, family and workforce housing at locations within and near the city center to support institutions and workforce development in the Central City.</p>
P	1.1.K	<p>Day Laborer Organization and Education. Continue efforts and initiatives within the Central City that organize and centralize day laborer services that can provide for safe place for worker rights education, outreach, and protect the rights of laborers.</p>

Specific Goal 1.2: Business Competitiveness and Growth

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

Portland Plan Integrated Strategies	Planning Objectives	
P	1.2.A	<p>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.</p>
P	1.2.B	<p>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.</p>
E P	1.2.C	<p>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.</p>
E P	1.2.D	<p>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.</p>

Specific Goal 1.3: Commercial Development and Districts

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

Portland Plan Integrated Strategies	Planning Objectives	
P	1.3.A	<p>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:</p> <ul style="list-style-type: none"> ▪ Dense, multi-use development; ▪ Distinctive and active neighborhoods and districts; ▪ A healthy urban environment; ▪ Efficient and safe multi-modal transportation access; and ▪ A safe, attractive and active public realm – streets, sidewalks, plazas, places and parks.
P	1.3.B	<p>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.</p>
P	1.3.C	<p>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:</p> <ul style="list-style-type: none"> ▪ Projects and programs that are relevant to the City's economic development strategy, ▪ Projects and programs that increase the supply of cost-competitive Central City commercial space for small and start-up businesses, and ▪ Projects and programs that increase job densities in new or redeveloped buildings.
P C	1.3.D	<p>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.</p>

Specific Goal 1.4: Civic and Cultural Amenities

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

Portland Plan Integrated Strategies	Planning Objectives	
E P C	1.4.A	<p>Public Spaces and Venues. Ensure public spaces and venues are safe, attractive, and accessible for both organizers and users, and that collectively they meet the programmatic needs of a broad array of activities and functions.</p>
P C	1.4.B	<p>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.</p>
P C	1.4.C	<p>Willamette Riverfront. Increase the use of the Willamette Riverfront for arts, entertainment, and cultural activities.</p>
P	1.4.D	<p>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.</p>

Specific Goal 1.5: Digital Accessibility

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

Portland Plan Integrated Strategies	Planning Objectives	
P C	1.5.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.
E P C	1.5.B	Broadband and Digital Transfer Infrastructure. Plan and create an incentive for very high bandwidth broadband deployment through clustering and collocating very large capacity users.

Specific Goal 1.6: Public Safety

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

Portland Plan Integrated Strategies	Planning Objectives	
C	1.6.A	Crime Prevention and Security. Provide a robust public law enforcement presence throughout the Central City augmented through collaboration with private, as well as public and non-profit security providers. Reduce the sources of conflict and nuisance crime through appropriate zoning and environmental design techniques.
P	1.6.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.
P C	1.6.C	Emergency Preparedness. Implement programs to prepare the public regarding natural hazardous and events that could threaten the Central City, and retrofit existing critical infrastructure and unreinforced masonry structures to improve operational resiliency and public safety.

Goal: Housing & Neighborhoods

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

Specific Goal 2.1: Neighborhood Development

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

Portland Plan Integrated Strategies	Planning Objectives	
E P C	2.1.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.
E P C	2.1.B	Development without Displacement: Support maintaining the economic diversity and established communities in the Central City. Where public actions pose the risk of forced displacement of existing low-income residents, engage all residents in planning for changes that will/may affect their communities and neighborhoods, and utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City or close-in neighborhoods.

Specific Goal 2.2: Housing Stock

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

Portland Plan Integrated Strategies	Planning Objectives	
E P C	2.2.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.
P C	2.2.B	Low-Income Housing. Continue development of publicly supported, financially sustainable, low-income housing by prioritizing investments on the most critical unmet needs.
E P C	2.2.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.
P C	2.2.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 P C	2.2.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.
E C	2.2.F	Healthy Living Environments. Ensure all housing promotes human and environmental health, energy efficiency, and livability.

Specific Goal 2.3: Essential Services

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

Portland Plan Integrated Strategies	Planning Objectives	
E P C	2.3.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.
E P	2.3.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.
E P C	2.3.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.
P	2.3.D	Retail and Commercial Services Supporting Urban Living. Encourage development of a range of neighborhood serving retail and commercial services that support urban living, including grocery and department stores, daycare, medical care, and other services.

Specific Goal 2.4: Human and Health Services

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

Portland Plan Integrated Strategies	Planning Objectives	
P C	2.4.A	Shelter and Health Services. Ensure that at-risk populations have adequate access to emergency shelter and essential mental and health care services.
P C	2.4.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.
P C	2.4.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.
P C	2.4.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.

Goal: Transportation

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

Specific Goal 3.1: System Management

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

Portland Plan Integrated Strategies	Planning Objectives	
E P C	3.1.A	Multi-Modal System. Continue to support and enhance the multimodal transportation network to support trips within and to the city center in a manner that reduces congestion and greenhouse gas emissions, increases safety, and supports continue economic growth and livability in the Central City.
P C	3.1.B	<p>Street Hierarchy. Provide a clear street hierarchy that integrates land use with the transportation modes to ensure efficient Central City access and circulation, support land use activities and provide for safe movement of people and goods.</p> <ul style="list-style-type: none"> ▪ Multi-modal Access. Establish a street system and standards that balance auto and freight access and the increasing needs for transit, pedestrian and bicycle facilities; and, ▪ Pedestrian Realm. Ensure that the highest priority for the public realm is a safe and pleasant pedestrian experience in all parts of the Central City. ▪ Central City Transportation Portals. Ensure adequate capacity of the transportation portals into the Central City in order to provide for efficient and safe movement of people and goods destined to the Central City through design and management of the system.
P	3.1.C	Transportation Demand Management. Support the continued maintenance and creation of transportation management associations and related strategies that reduce congestion and enhance access to the Central City's multimodal transportation network.

Specific Goal 3.2: System Maintenance and Infrastructure Investments

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

Portland Plan Integrated Strategies	Planning Objectives	
<p style="text-align: center;">P C</p>	<p>3.2.A</p>	<p>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.</p> <ul style="list-style-type: none"> ▪ 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; <ul style="list-style-type: none"> - On the east side, improve access to the Willamette River and the Vera Katz Esplanade while reinforcing the Central Eastside Industrial Sanctuary. - With the State and regional partners, develop a plan and implementation strategy for needed improvements to the I-5 Eastbank Freeway. The plan should be consistent with the findings of the 2006 Freeway Loop Study that calls for long term strategies to relocate the freeway into a tunnel. The plan must also address seismic safety, the priority given to transit and freight movement, improved railroad operations, and the development goals for the Central City. • High Capacity Transit/Light Rail System: Complete the next phase of the high capacity transit system connecting the Central City to neighborhoods and communities to the southwest along the Barbur Corridor. This work should also address issues identified in the South Portland Circulation Study. • Intercity Passenger Rail Service: Support efforts by the States of Oregon and Washington and the Province of British Columbia to improve intercity passenger rail service by increasing the frequency of service, speeds, reliability and safety between Portland and Eugene, Oregon, and Portland to Vancouver, British Columbia. Continue to reinforce Union Station as the multi-modal intercity transportation center. • Regional and State Planning Coordination: Use the CC2035 Plan and the Central City Transportation Management Plan (CCTMP) as the basis for agreements with the State of Oregon and regional partners that resolve issues between local plans for the Central City and State highway regulations and policies. Flexibility in the definition of freeway accessibility and mobility is needed to adequately reflect the unique contribution of the Central City to meeting State land use and transportation goals and to recognize the highly complex, urban and multimodal context of the Central City.
<p style="text-align: center;">P C</p>	<p>3.2.B</p>	<p>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.</p>
<p style="text-align: center;">P C</p>	<p>3.2.C</p>	<p>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.</p>
<p style="text-align: center;">E C</p>	<p>3.2.D</p>	<p>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.</p>
<p style="text-align: center;">P</p>	<p>3.2.E</p>	<p>Economic Development. Prioritize transportation improvements that support economic development and private investment in the Central City.</p>
<p style="text-align: center;">C</p>	<p>3.2.F</p>	<p>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.</p>

Specific Goal 3.3: Parking

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

Portland Plan Integrated Strategies	Planning Objectives	
P	3.3.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.
P	3.3.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.
P	3.3.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.
P	3.3.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.
P	3.3.E	Parking to Promote Alternative Fuel Vehicles. Encourage the development of facilities that support alternative fuel vehicles as new on-street and off-street parking is created or reconfigured.

Specific Goal 3.4: Safety and Accessibility

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

Portland Plan Integrated Strategies	Planning Objectives	
E C	3.4.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.
E P C	3.4.B	Bicycle Facilities and Routes. Continue to expand facilities and routes in the city center that encourage bicycle travel and increase safety.
P C	3.4.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.
P C	3.4.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.

Goal: Urban Design

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

Specific Goal 4.1: Recognize the Larger Landscape

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

Portland Plan Integrated Strategies	Planning Objectives	
C	4.1.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.
C	4.1.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.
E P C	4.1.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.
C	4.1.D	Edges and Nodes. Identify and highlight points of transition into and out of the Central City, including transit hubs and important intersections through appropriate urban form, art, streetscape design, landscape materials and/or gathering spaces.

Specific Goal 4.2: Districts

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

Portland Plan Integrated Strategies	Planning Objectives	
P C	4.2.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.
C	4.2.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	4.2.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.
E P C	4.2.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.
C	4.2.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.

Specific Goal 4.2: Districts (Continued)

Portland Plan Integrated Strategies	Planning Objectives	
C	4.2.F	Design Tools. Improve existing and create new clear and succinct urban design tools (such as guidelines, zoning and concept plans) to ensure the Central City and its unique districts and places continue to evolve in a manner that enhance cherished and successful elements of their past and express the times and values of future generations.

Specific Goal 4.3: The Public Realm

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

Portland Plan Integrated Strategies	Planning Objectives	
E C	4.3.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.
E C	4.3.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	4.3.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.
P	4.3.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.
C	4.3.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.
P C	4.3.F	Green Buildings. Integrate green or high-performance features on new and existing buildings that reduce the building's total energy use, lower its carbon footprint, enhance the site, add character and diversity to adjacent public spaces, and contribute to a distinctive and function-based urban form/cityscape.

Specific Goal 4.4: Central City Waterfront

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

Portland Plan Integrated Strategies	Planning Objectives	
C	4.4.A	<p>Portland's Commons. Elevate the role and importance of the Willamette River in the daily lives and activities of Portlanders.</p> <ul style="list-style-type: none"> ▪ Design and develop the waterfront to take advantage of the river. <ul style="list-style-type: none"> - Strengthen the physical and visual connections between the river and the rest of the Central City. - Increase opportunities for recreational use of the river by ensuring that a variety of active and passive recreational needs are served such as fishing, - Develop a network of distinctive destinations along the waterfront that reflect the character or unique features of each area. - Complete a system of trails along, across and to the river establishing continuous interconnected loops. - Enhance riparian areas and incorporate habitat along the river and an urban design feature. ▪ Undertake programming activities that take advantage of the river. <ul style="list-style-type: none"> - Celebrate Portland's bridges through activities that highlight the unique qualities of each bridge. - Promote and establish arts, education and entertainment activities along the river especially a key publically owned waterfront sites. - Increase public awareness of the Willamette River's significant cultural heritage and natural history in Portland through art, educational programs, and facilities that celebrate the diverse and important roles the river has and will continue to play. - Allow for a seasonal ferry system that circulates between important destinations along the river in the Central City.
P	4.4.B	<p>Prosperous Waterfront. Support industrial and commercial business uses that take advantage of a waterfront location.</p> <ul style="list-style-type: none"> ▪ Support the existing industrial and commercial uses; ▪ Encourage employment and tourist-related uses that capitalize on waterfront locations. ▪ Encourage new development especially on underutilized land at bridgeheads and brownfield sites; ▪ Treat access to the river as an asset supportive of employment uses in the Central City.
C	4.4.C	<p>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.</p>

Specific Goal 4.5: Historic Resources and Districts

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

Portland Plan Integrated Strategies	Planning Objectives	
C	4.5.A	Preservation Strategy. Identify, protect, improve and promote the Central City's historically and architecturally important buildings, structures, districts, landscapes and sites.
P C	4.5.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	4.5.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.
C	4.5.D	Social and Cultural History. Foster inclusive historic preservation and public history activities that embrace Portland's diverse communities, cultures and history.
C	4.5.E	Seismic Hazards and Upgrades. Increase the long-term viability of historic structures and improve public safety through seismic retrofits and structural upgrades.
C	4.5.F	Stewardship of Public Resources. Preserve and celebrate publicly-owned historic structures as our common civic heritage.
C	4.5.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.
C	4.5.H	Implementation and Regulation. Use a broad set of historic preservation tools and incentives, including regulatory, financial, educational and promotional elements.

Goal: Environment

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

Specific Goal 5.1: EcoDistricts

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

Portland Plan Integrated Strategies	Planning Objectives	
P C	5.1.A	Buildings and Energy. Establish programs and strategies to reduce total energy use of new buildings to achieve net zero greenhouse gas emissions, and increase on-site renewable and clean district energy systems in the Central City.
C	5.1.B	Green Infrastructure. Identify how infrastructure can be integrated to mimic or utilize natural systems, such as expanded tree canopy, ecoroofs, living walls, green streets, as part of new public and private development.
C	5.1.C	Healthy and Diverse Urban Forest. Identify opportunities and techniques to: expand the urban forest and natural ecosystem function; decrease impervious areas; restore riparian and upland vegetation; increasing tree canopy; and, integrate green infrastructure, such as bird and wildlife-friendly designs, ecoroofs, and living walls, into development projects.
C	5.1.D	Preservation. Identify techniques and constraints associated with rehabilitating existing buildings for new uses, while also improving the environmental performance of these structures.
C	5.1.E	District-Wide Strategies. Develop strategies to implement incentives to create eco-districts and district energy programs where feasible in the Central City.
C	5.1.F	Waste Stream Management. Identify strategies to reduce total solid waste generation and maximize recycling and composting in the Central City.
P C	5.1.G	Stewardship, Education, and Inspiration. Create programs and projects which through education and demonstration show how development can be designed, constructed, and maintained to be more efficient and improve environmental health.
C	5.1.H	Climate Adaptation Strategies. Identify strategies to ensure the infrastructure, built environment, and natural systems of the Central City are resilient and/or adaptable to impacts associated with climate change.

Specific Goal 5.2: Willamette River

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

Portland Plan Integrated Strategies	Planning Objectives	
P C	5.2.A	River Health and Water Quality. Improve the environmental conditions of the Willamette River to achieve: <ul style="list-style-type: none"> ▪ Healthy and riparian and upland habitat areas; ▪ A swimmable and fishable river; and, ▪ Compliance with regional, state and federal laws.
P C	5.2.B	Environmental Restoration and Enhancement. Implement environmental improvements by: <ul style="list-style-type: none"> ▪ Incorporating habitat enhancements into development projects; ▪ Restoring key riverfront sites to improve overall system functions; ▪ Encouraging riverbank improvements that increased natural hydrology while maintaining flood protection. ▪ Coordinating river restoration and stewardship efforts with upstream communities.

Specific Goal 5.3: Air Quality

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

Portland Plan Integrated Strategies	Planning Objectives	
C	5.3.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.
P C	5.3.B	Greenhouse Gas Sequestration and Air Quality Strategies. Continue the implementation of the City of Portland and Multnomah County Climate Action Plan and additional strategies intended to reduce carbon emissions and reduce other air pollutant, such as carbon monoxide, sulfur dioxide, benzene, and particulates.
C	5.3.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.
C	5.3.D	Green Infrastructure. Increase urban tree canopy, green streets, ecoroofs, and living walls to capture particulates and improve air quality.
C	5.3.E	Air Toxics. Develop means to consider the concentration of airborne toxins in making land use and development decisions.

Specific Goal 5.4: Water Resources

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

Portland Plan Integrated Strategies	Planning Objectives	
C	5.4.A	Water Conservation. Reduce the use of potable water, capture and reuse rain-water and waste-water, and manage stormwater by applying methods to reduce per capita water use and improve the quality of water entering local rivers and streams.
C	5.4.B	Integrated Stormwater Management. Incorporate stormwater as a design element in buildings, streets, and urban open spaces, to create opportunities for the public to experience, enjoy and learn about water resources in the urban landscape.

Specific Goal 5.5: Human Health

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

Portland Plan Integrated Strategies	Planning Objectives	
C	5.5.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.
C	5.5.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	5.5.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.