

# Chapter I: Introduction

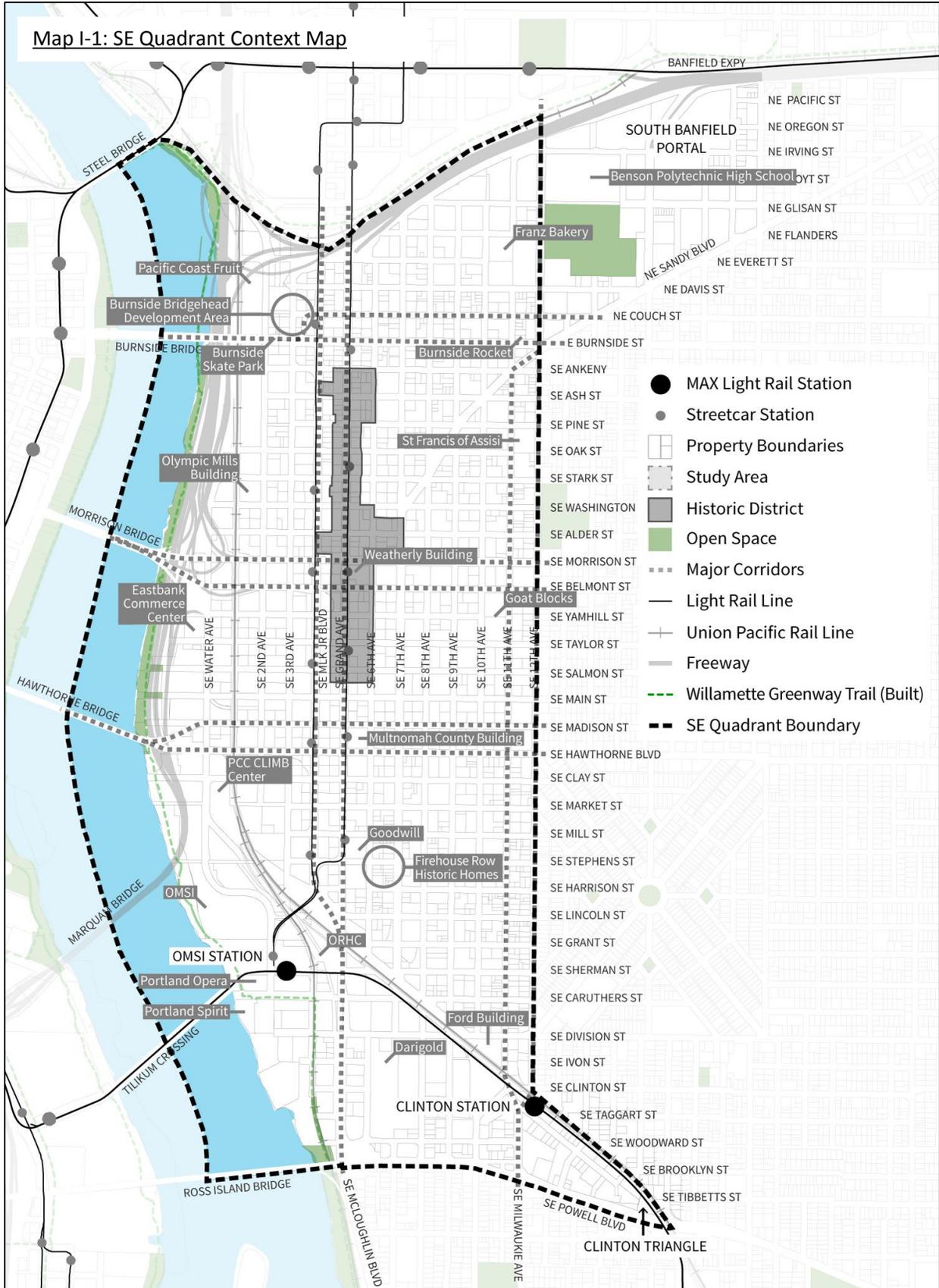
The vitality of the Central City is key to the state, region and City of Portland. Policies for growth management and economic development — and for addressing new directives that have emerged since 1988, such as sustainable development and addressing climate change — come to life in the city center.

The SE Quadrant Plan is an element of the broader Central City 2035 (CC2035) project to update the 1988 Central City Plan. The CC2035 Plan will include new guiding policies, updated land use and urban design plans, and more detailed plans for specific Central City districts. The Plan will replace the 1988 Central City Plan as the primary guiding policy document for the Central City and will update the Comprehensive Plan for this geography.

The SE Quadrant is the last of three quadrant plans addressing land use and development entitlements, transportation, urban design, parks, open space, and recreation opportunities, the Willamette River and the environment. As shown in the map on the following page, the planning area includes one district and two “study areas” outside of the Central City. These areas were included in the project boundary because of their importance for land use and transportation proposals within the quadrant. The study areas include the Banfield Portal bordered by I-84 and Sandy Boulevard (no changes being proposed) and the Clinton Triangle to the south, bordered by SE Powell Boulevard.

## Features of the Central Eastside

- **Growth:** The SE Quadrant is projected to grow by 2,500 households and 9,000 jobs by 2035, for a total of 3,500 households and 26,000 jobs.
- **Residential Development:** There is ample room for residential growth along the mixed use corridors in the area.
- **Central Location:** The district’s proximity to downtown and industrial, institutional, cultural and other urban amenities makes it attractive to new and established businesses.
- **New Industrial Users:** A cadre of “doers and makers” is establishing new workspaces in this district alongside longstanding manufacturers, creating synergy among old and new industrial operations.
- **Improved Access:** With the completion of the new transit bridge and associated infrastructure improvements, the inner transportation circle around the Willamette River will be complete.
- **Innovation:** New development indicates the SE Quadrant is poised to become a major contributor to the Central City as a center for innovation and exchange.
- **Diverse Needs:** The challenge will be to protect traditional industries that serve the region while creating new spaces for emerging industries and prototypes — as well as defining new places for residents, workers and visitors to enjoy.



## Planning Process and Public Involvement

The SE Quadrant Plan was developed over a period of 18 months. A diverse set of stakeholders contributed to the development of this plan, including a dedicated group of 30 volunteers who served on a Stakeholder Advisory Committee, meeting a total of 15 times. Organizations such as the Central Eastside Industrial Council, Portland Business Alliance, and Kerns, Buckman, Hosford-Abernathy, and Brooklyn Neighborhood Associations also contributed to the plan. The plan was additionally shaped by input received from businesses, residents and interest groups through interview focus groups, open house events, a design charrette and other public events organized throughout the development of the plan.

Numerous public events were held at key milestones in the process to encourage broad participation and input, including two open houses attended by more than 250 people. Two online “virtual” open houses were launched to coincide with these events and were visited by over 5,000 attendees. Both physical and virtual open houses included a web-based mapping tool which allowed community members to explore various aspects of the district and offer feedback. The project team also attended numerous community, neighborhood and business association meetings in addition to individual meetings with stakeholders.

Plan content was additionally guided by the advice of a 23-member joint West Quadrant/SE Quadrant Technical Advisory Committee (TAC), which included members from partner City bureaus, the Portland Development Commission, the Oregon Department of Transportation, Multnomah County, Portland Public Schools, TriMet and Metro.

**The result of this planning process is a careful balance of land use, urban design, transportation, environmental and economic development policies and actions, which has received broad support from the SAC and community at large.** Additional information about the planning process is contained in Appendix A: Public Involvement Summary.

Phase	Work Scope	Public Involvement
Phase I: Fall 2013	Kick Off and Orientation	Stakeholder Advisory Committee
Phase II: Winter – Spring 2014	Issue Identification and Analysis	Published Primer: <i>Portland’s Central Eastside</i> Central Reach Committee
Phase III: Spring – Summer 2014	Scenarios Development	Charrette/Workshop Open House
Phase IV: Summer – Fall 2014	Plan Development	Stakeholder Policy Meetings Open House
Phase V: Winter – Spring 2015	Public Review	Stakeholder Meetings Open House
Phase VI: Spring – Summer 2015	Public hearings and approval process	Planning and Sustainability Commission City Council

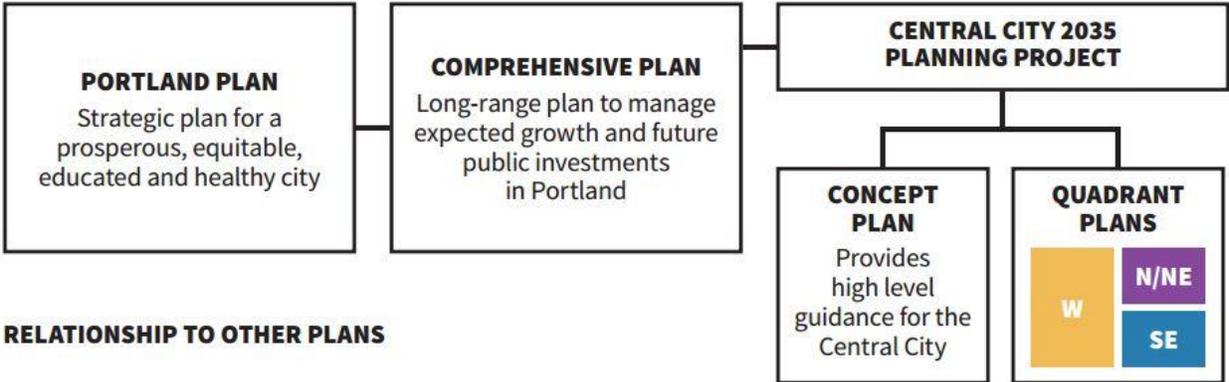
## Relationship to the Other Planning Efforts

### Central City 2035 Concept Plan

In October 2012, City Council adopted the Central City 2035 Concept Plan to guide the update of the 1988 Central City Plan. The Concept Plan established a vision for a growing Central City that is a "Center for Innovation and Exchange." It posits that a great central city has the concentration of businesses, people and activities and the quality of design, development and connections that are uniquely able to support creative energy and economic productivity. This type of central city is not only critical to the health and vitality of Portland, but also the whole region and entire state.

The Central City 2035 Concept Plan was intended to guide preparation of the more detailed quadrant plans and provide a foundation for Central City-wide goals and policies. Additional items identified through the quadrant processes which apply Central City-wide will be added to this foundation and incorporated into the final Central City 2035 Plan.

The N/NE Quadrant Plan, which covered the Lloyd District, Rose Quarter and Lower Albina, was adopted by City Council in October 2012. The West Quadrant Plan, which covered Downtown, the West End, Goose Hollow, Pearl, Old Town/Chinatown, South Waterfront and South Downtown/University, was adopted by City Council in March 2015. The SE Quadrant Plan covers the Central Eastside, and the larger CC2035 process will also include an update to the 1987 Willamette Greenway Plan for the Central Reach portion of the Willamette River.



### Portland Plan and the Comprehensive Plan

Portland’s Comprehensive Plan is the long-range growth, land use and development plan for the city as a whole. The final Central City 2035 Plan will be incorporated into the Comprehensive Plan, which also is currently being updated. Both of these plans are guided by the Portland Plan, which was adopted by City Council in April 2012 as a strategic plan for the City of Portland. The Portland Plan covered topics broader than growth, land use and development. It established a foundational goal to improve equity for Portland’s communities of color and other under-served groups. The Plan proposed three strategies for improving equity: i) focus on improving educational outcomes for youth; ii) improve economic prosperity and affordability for businesses and households; and iii) enhance opportunities for healthy living through the design and development of a healthy connected city. The equity framework and the intent of these three strategies are reflected in the CC2035 Concept Plan and the SE Quadrant Plan.

### **Framework for Equity**

Broad outreach and engagement have been central to the SE Quadrant Plan process. A 30-member Stakeholder Advisory Committee (SAC) advised staff throughout the development of the plan. This committee included representatives from social service agencies, Central Eastside industrial businesses, property owners, transportation advocates, environmental advocates, neighborhood organizations and others offering different perspectives. In addition, a range of public events and outreach activities including open houses, design charrettes and walking tours provided opportunities for input from a broad constituency. Staff also attended more than 350 individual meetings on the project with area groups and interested individuals.

The goals, policies and actions in the plan are intended to build upon the previous success of the area while fostering a more inclusive, diverse Central City with a range of opportunities for all members of the community. Core to the plan are the goals of i) increasing employment densities while protecting industrial businesses and creating and preserving living wage jobs; ii) activating the station areas and encouraging affordable housing in and around the Clinton station; iii) encouraging vibrant mixed use corridors along MLK/Grand Avenues; and maintaining and growing essential public services to support employees, residents and visitors to the district. The plan recognizes that these things must be accomplished in concert with the preservation and enhancement of the area's historic and cultural resources, existing neighborhoods, communities and environmental assets.

### **Economic Prosperity and Affordability**

The Central Eastside is experiencing a period of extensive growth and renewal. The district has become attractive to small scale manufacturing, creative services, and new businesses in various industrial design and technology sectors, contributing to substantial job growth over the last decade. Importantly, the Central Eastside was the only Central City district to increase employment during the last recession.

At the same time, the mixed-use corridors of the district and proximity to employment opportunities and Central City amenities, have made the area an attractive location for new apartment development. The zoning for residential uses along these corridors has been in place since the 1980s. The plan is not proposing to expand zoning in the district to allow for additional housing opportunities except in the area around the Clinton Station. Within the Central City, a range of housing options and affordability levels including affordable units are proposed. As part of the Central City 2035 process, new resources and tools are being identified in order to achieve affordability goals.

### **Healthy Connected City**

In late 2015, the new Orange Line will open, connecting the Central Eastside south to Milwaukie and Clackamas County; west to South Waterfront and the emerging Schnitzer Campus of OHSU; and northwest to Portland State University. This, along with the completion of the Portland Streetcar loop will make the Southern Triangle, and district as a whole, far more visible, accessible and attractive for significant new investment over the next decade.

The Central City Concept Plan also articulates a vision for a Green Loop around the entire Central City, circling both sides of the river and providing people of all ages and abilities a way of walking, biking, and strolling on a continuous, safe route. A community amenity such as this would further enhance the Central Eastside as a destination point for recreation, cultural attractions, restaurants, tourism and other amenities that enliven an area and create a sense of place.

With residential and employment growth comes an increased demand for parks, open space, and recreation opportunities to serve the needs of both residents and workers. The area is currently underserved by parks and open space, and additional growth will further exacerbate this problem.

Parks and open spaces provide opportunities for respite, recreation, community gathering, and can also provide important environmental functions. The Willamette riverfront is a primary open space and environmental resource. The provision of such open space amenities, and active and passive recreational opportunities is as important for the health and wellbeing of district employees as it is for residents.

### **Thriving Educated Youth**

The Central Eastside is home to institutions such as Benson High School, Portland Community College's CLIMB Center, Portland Opera, Oregon Museum of Science and Industry (OMSI), and others that have unique roles in educating Portlanders of all age groups. Each strives to improve the region's workforce through programs and partnerships that prepare Portlanders at different education and skill levels for employment. This district also benefits from the physical connections created by the Tilikum Crossing to join Central Eastside industries with west side institutional assets such as Oregon Health Sciences University (OHSU) and Portland State University (PSU). The Central Eastside is well positioned to facilitate the growth of traditional and emerging industries in service to the Innovation Quadrant and encourage venues such as OMSI to showcase the diversity of research, economic development, and educational activities occurring within the quadrant.