

GOALS AND GUIDELINES PORTLAND DOWNTOWN PLAN

AS UPDATED OCTOBER 1, 1980



City of Portland
Bureau of Planning

Downtown Plan Goals and Guidelines

Addendum

On March 24, 1988 the Portland City Council adopted the **Central City Plan, Ordinance 160606**. The plan specifically identified the **Downtown Plan** as a part of the City's Comprehensive Plan by reference in Comprehensive Plan Policy 2.10 and by reference under the Central City Plan Policy #14 - Downtown. Both policies call for the implementation of the Downtown Plan.

In October 1980 the Portland City Council updated and adopted the Goals and Guidelines of the Portland Downtown Plan. The format of the goals and guidelines begins with a general goal statement, then follows specific guidelines and finally planning guidelines. The planning guidelines are intended to identify ways to implement the goals. **The goals and guidelines of the Downtown Plan remain applicable.**

GOALS AND GUIDELINES/PORTLAND DOWNTOWN PLAN

As Updated and Adopted
by the
Portland City Council

October 1, 1980

TABLE OF CONTENTS

	Page
Introduction	1
Plan Concept	3
Housing and Downtown Neighborhoods	4
Commerce	9
Office	12
Open Space	14
Transportation	16
Building Density	22
Culture and Entertainment	23
Industry	25
Historic Preservation	26
Waterfront	27
PSU/Park Blocks	30
Visual Image	32
Air Quality	34

INTRODUCTION

This document was originally entitled "Planning Guidelines/Portland Downtown Plan." It was first adopted by the Portland City Planning Commission on December 28, 1972. This update has been prepared to reflect practical changes that have occurred since 1972 and defacto amendments that have resulted from City action over the past 7 1/2 years. The intent and basic concepts of these goals and guidelines remain the same as those adopted in 1972.

The Downtown Plan goals and guidelines provide a basic framework for the growth and development of Downtown Portland. The original Planning Guidelines/Portland Downtown Plan was intended to provide a basis for future planning in Downtown. Subsequent planning efforts produced a series of implementation plans and development regulations that are helping to insure that the 1972 Downtown Plan is carried out. The result has been that the Downtown Plan has grown to include a series of documents and regulations that collectively define the City's plan for Downtown Portland.

This document, Goals and Guidelines/Portland Downtown Plan, will continue to serve as the guiding force behind future planning, regulation and development in the downtown. A document that consolidates and summarizes the various plans, policies and regulations that make up the complete Downtown Plan is available at the Portland Bureau of Planning. It is entitled Portland Downtown Plan Summary.

CITIZENS' GOALS

These statements of goals and objectives were prepared by the Citizens' Advisory Committee to the Downtown Plan. The Committee early in its existence formed Task Forces on Housing and Downtown Neighborhoods, Commerce, Waterfront, Portland State University/Park Blocks and Transportation. Each Task Force was chaired by a committee member, but membership was open to anyone willing to attend meetings. Each Task Force addressed the problems that were indicated by (1) the public response at early "town hall" meetings and by (2) planning staff reports. Drafts of goals and objectives were formulated and later edited, reviewed and approved by the entire committee.

The goals are intended to serve as a framework for making land use decisions. The goals are also intended to serve as a tool to evaluate continuing Downtown planning efforts. Specific land uses and policies are included where the committee and other citizens indicated a strong preference for them.

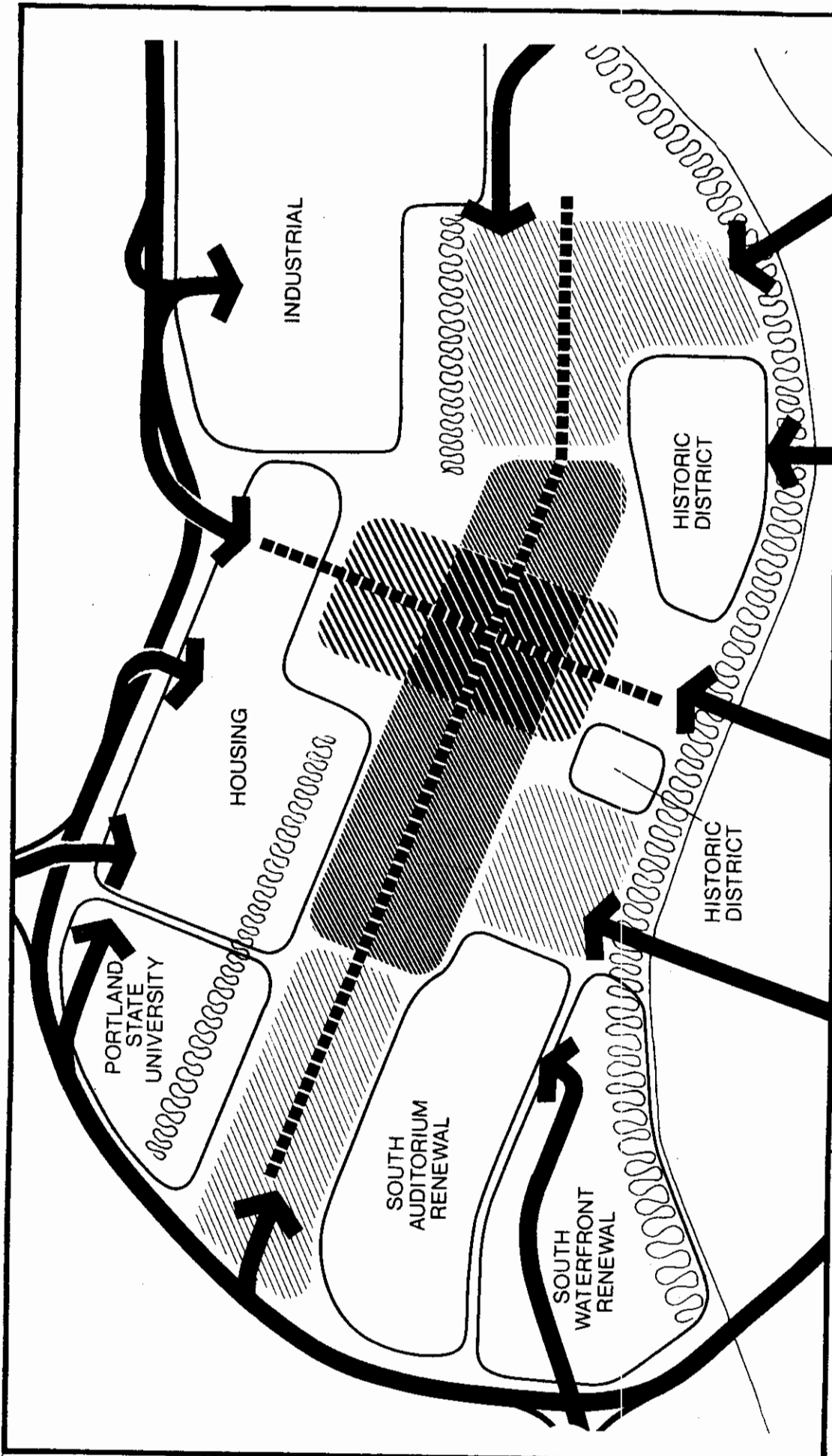
PLANNING GUIDELINES

The guidelines are a product of the efforts of the Planning Commission, its staff and consultants, the Mayor's Citizens Advisory Committee and the City Council. In most cases, the guidelines are more specific than the goals. They are intended to identify ways to implement the general goals that were developed by the Downtown Plan Citizens' Advisory Committee.

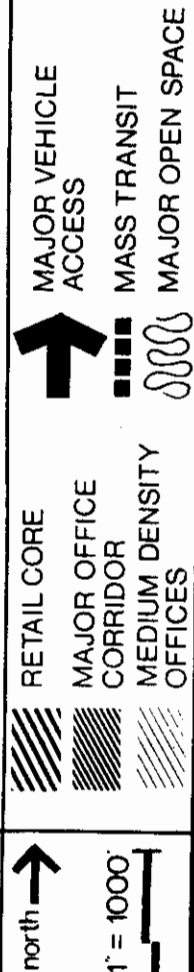
PLAN CONCEPT

A combined linear/multi-node concept best meets the planning goals for Downtown. The plan concept features are summarized below:

1. High density north-south concentration of office development reinforcing existing patterns.
2. Compact east-west retail core concentration extending to the river.
3. Medium density office concentrations at selected access points into Downtown.
4. Remainder of area inside freeway loop development in medium and lower density uses.
5. North-south regional transit corridor centered on high density spine.
6. East-west transit shuttle centered in retail core.
7. Waterfront esplanade penetrating into Downtown where soft spots occur.
8. Existing special districts are identified and strengthened.
9. Strong north-south and east-west pedestrianways link development concentrations and special districts.
10. Where possible, preserve and rehabilitate structures of special significance throughout Downtown.
11. Protected and reinforced housing district west of the high density office corridor and retail core.
12. Functional classification of Downtown public rights-of-way in support of the plan concept and the goals and guidelines of the plan.
13. Location of warehousing, distribution and manufacturing activities that require a location close to the city center north of Burnside and west of the Park Blocks.



DOWNTOWN PLAN CONCEPT



north →

1" = 1000'

PORTLAND
BUREAU of
PLANNING

HOUSING AND DOWNTOWN NEIGHBORHOODS

GENERAL GOAL:

To give a high priority to increasing the number of residential accommodations in the Downtown area for a mix of age and income groups, taking into consideration differing life styles; and to provide a "quality" environment in which people can live recognizing that residents of Downtown and adjacent areas are essential to the growth, stability and general health of a metropolitan city.

SPECIFIC GOALS:

- A. Provide a coordinated housing program involving all agencies that are involved in the provision of housing (both public and private, including Portland City Planning Commission, City Housing Development, Inc., Portland Development Commission, Housing Authority of Portland, Burnside Consortium, etc.). Specifically:
1. Develop economic or other incentives to reduce the slippage rate of existing housing units from the market in the Downtown area and encourage the building of additional housing units.
 2. Encourage the fullest use of public and private programs to ensure that future Downtown housing accommodates a mix of low, moderate and high income people.
 3. Provide, in addition to existing federal programs, comprehensive plans for the relocation of all displaced residents.
 4. Promote mechanisms within the neighborhoods that provide the people living in them a voice in making decisions affecting the area as well as responsibility for those decisions.
 5. Recognize the differing needs and problems of the various groups who will be housed, including those groups who naturally gravitate to the city core. Provide housing and services commensurate with their physical and social needs. These groups include the single retired,

the elderly, itinerant workers, "down and outers", students, the handicapped, as well as middle and upper income groups.

B. Enhance the Livability of Downtown

1. Maintain the Downtown area as a "design zone". The role of Portland City Planning Commission and Design Review Committee should include an active leadership role in translating the "Portland character" as defined by rivers, parks, trees, topography, vistas, and spirit into design concepts that will guide future development and the use of existing structures.
2. Promote residential districts that reflect the desire for a strong residential base in the Downtown area. Concentrate housing in identifiable areas in which incompatible uses are minimized. (e.g. parking facilities, heavy traffic, noise-generating activities)
3. Create a pleasurable human environment by providing:
 - a. Pedestrianways, "people-mover" systems and bicycle trails to connect core area housing and adjacent neighborhoods with open-spaces, the retail core, and medical and other support facilities.
 - b. Parks, places to talk, play (both children and adult activities), look, think and enjoy. Open space is especially needed in conjunction with residential areas west of Tenth Avenue.
 - c. Other public-use facilities such as restaurants, plazas, covered outdoor facilities, skating rinks, tennis courts, gymnasiums, etc.
 - d. Accessible service centers for residential areas: drug stores, supermarkets, medical facilities, transportation and public rest-rooms.
 - e. Adequate lighting in all parts of the Downtown area.
 - f. Adequate police, fire and health protection.

g. A variety of tourist attractions, e.g. use of the river.

h. Clean air and reasonable noise levels.

Planning Guidelines

1. Assign responsibility for implementing housing guidelines to a city department in order to:
 - a. better coordinate efforts of city agencies that affect Downtown housing and related social services.
 - b. coordinate, and where possible, give direction to the efforts of non-profit and other private agencies where their actions affect the housing supply.
 - c. assure that Downtown residents are part of the public review process concerning public and private projects which affect them.
2. Provide a minimum of one replacement unit in the same relative rental category in Downtown or in adjacent areas for every unit removed.
3. Where either public or private relocation is necessary:
 - a. survey affected residents and determine the kind of living environment and the areas in the city they desire to live in.
 - b. for those wishing to live in close to Downtown, adequate replacement housing will be provided. This may be in the form of existing standard housing, rehabilitated housing or new housing.
 - c. an effort should be made to provide replacement housing of comparable size and rent in the same general area and to complete relocation before any redevelopment is allowed to begin.
4. Develop and promote incentives such as subsidies, tax relief, or increases in density to encourage rehabilitation and new housing construction in Downtown.

5. Specifically encourage retention and rehabilitation of existing housing and the development of new housing units in the following locations:

a. South Auditorium Renewal Area.

The Housing Program is virtually complete. Encourage housing related retail commercial expansion particularly a full service grocery outlet.

b. Fourth-Broadway Corridor South of Market Street.

Mixed income rehabilitation and new units are encouraged with convenient access to Downtown, PSU and city parks.

c. Waterfront Area.

Retain existing low income and elderly housing with federal/state/city assistance programs and encourage private investment in mixed-use middle and high income housing developments.

d. Skidmore Fountain Area.

Retain existing low income and elderly housing with federal/state/city assistance programs and encourage private investment in mixed-use middle and high income housing developments that are compatible with existing historic structures.

e. Union Station-Railroad Area.

Retain existing low income and elderly housing with federal/state/city assistance programs and encourage private investment in mixed-use middle and high income housing developments.

f. North of Burnside.

Retain existing low income and elderly housing with federal/state/city assistance programs. Encourage rehabilitation and reuse of closed residential structures for housing.

g. RX Zone.

Encourage mixed income housing with selected public improvements and financial assistance programs in the area west of Tenth Avenue.

h. South Park Blocks.

Additional housing can be mixed with the cultural/religious facilities along the South Park Blocks. This "fill in" housing on "soft" parcels will give physical definition to, and benefit from, the adjoining open spaces.

i. South Waterfront.

Develop residential uses as proposed in the South Downtown Waterfront Redevelopment Program.

COMMERCE

GENERAL GOAL:

Enhance Downtown's role as leading center for retail goods and consumer services. Provide an atmosphere conducive to investment.

SPECIFIC GOALS:

- A. Maintain a compact retail core.
- B. Encourage retail use of ground-level space, including shops and restaurants on first floors of office buildings. Keep parking and other non-retail uses from breaking up the sidewalk retail frontage.
- C. Encourage clusters of general and specialty retailing not only in the retail core, but also to support other areas such as Portland State University and residential areas.
- D. Encourage development of specialty shops and restaurants in the direction of the waterfront to generate activity and pedestrian flow toward the river.
- E. Promote a system of pedestrianways which:
 1. Connect the retail core with the waterfront, offices, residential areas, and parking facilities.
 2. Creates a pleasant shopping environment in the retail core, utilizing widened and covered walkways and/or malls, special lighting and landscaping. Special attention should be given to providing protection from Portland's rainy weather.
 3. Reduces stress by eliminating pedestrian/vehicle conflicts. Alteration of store loading schedules and/or locations may be necessary.
- F. Provide facilities for shoppers: street furniture meeting rooms, places to sit, to rest, to wait, to observe; shopper's lockers, day care facilities, bicycle storage and public rest rooms.

- G. Promote a strong transit system to reinforce the retail core. Encourage use not only by workers who do not need their cars, but also by shoppers.
- H. Encourage a system of short-term parking to serve retail core facilities. Development of alternative circulation systems should be given high priority.
- I. Encourage renovation of run-down retail facilities.
- J. Maintain a major city square in the center of the Downtown retail core to provide breathing space, a focal point and gathering place.

Planning Guidelines

1. Strengthen the Downtown retail core by concentrating retail uses, providing convenient, close-in shopper parking and improved public transit, and by creating a pleasant pedestrian environment.
2. Encourage expansion of the retail core in the direction of the waterfront by development of tourist-oriented retailing there.
3. Encourage continued concentration of specialty retailing and restaurants in the Skidmore/Old Town and Yamhill Historic Districts, with special attention paid to the environment of these areas.
4. Maintain a "Farmer's Market" type facility in Downtown in the area along Yamhill or in the ground floor of a new structure on or near the Waterfront or in the Yamhill Historic District.
5. Encourage specialty retailing and restaurants along the Central Waterfront as shopper and tourist attractions.
6. Maintain a river-oriented commercial-recreation focus south of the Hawthorne Bridge.
7. Strengthen and concentrate convenience retailing in the Lovejoy Fountain Center, near the University at 6th and Hall, and at 10th and Jefferson to support nearby residential uses.

8. Develop a specialty commercial area around the North Park Blocks for uses such as lighting showrooms, office furniture, stationary and specialty printing shops.
9. Encourage commercial activities at street level in all buildings, including parking structures. Convenience retailing - newstands, candy shops, barber and beauty shops, restaurants and cafes, flower shops, etc. - is recommended throughout Downtown in support of office and residential uses.
10. Develop concentrated retailing along major ground-level and second-level pedestrianways.
11. Encourage predominantly retail/mixed use projects within the area bounded by SW Fifth, Taylor, Third and Morrison Streets. Public assistance may be appropriate for such projects.

OFFICE

GENERAL GOAL:

Strengthen Downtown's role as an important center for administrative, financial, personal and professional business, service and governmental activities.

SPECIFIC GOALS:

- A. Provide sites and environment which will adequately accommodate new office development as needed.
- B. Encourage use of rehabilitated historic buildings as office space.
- C. Encourage at the street level pedestrian-oriented spaces and activities such as retailing, restaurants, etc.
- D. Strengthen pedestrian access from office facilities to retail, housing and public areas.
- E. Utilize office building rooftops for supportive open-spaces and other amenities.
- F. Provide adequate off-street loading facilities in new buildings.
- G. Encourage use of transit by office workers and development of peripheral all-day parking and shuttle service.

Planning Guidelines

1. Promote a high density linear concentration of office extending from Burnside to Market between Fourth and Broadway, oriented to the north-south transit malls.
2. Promote a medium density office concentration adjacent to selected access points into Downtown.
3. Permit low density office development dispersed throughout Downtown.

4. Limit the height and bulk of office buildings in the district adjacent to the South Park Blocks and the districts adjacent to the waterfront west of Front Avenue, consistent with the existing and planned character of these areas.
5. Encourage rehabilitation of historic buildings.
6. Encourage retail and service commercial activities at the ground level of office buildings, especially in the retail core and along the high density corridor.
7. Through incentives, encourage building designs at pedestrian levels which provide more public open space such as arcades and covered walkways.
8. Maintain existing government center facilities in the nine block area from Fifth to Second and from Jefferson to Salmon. Develop in this area additional space for city-county government facilities, and for related public agencies as warranted. Encourage the location of street level retail uses.

OPEN SPACE

GENERAL GOAL:

Provide public and private open spaces adaptable to a wide variety of uses.

SPECIFIC GOALS:

- A. Provide supportive open space to residential facilities Downtown.
- B. Use street rights-of-way for open space where appropriate and utilize rooftop open space.
- C. Encourage private provision of open space.
- D. Connect open spaces with pedestrian and bicycle linkage.
- E. Design existing open spaces to make them more adaptable to a variety of uses, e.g. individual sports: tennis courts, frisbee areas, shuffleboard, archery, horseshoes, bowling greens, card and checker tables.
- F. Permit active uses in open spaces, e.g. cafes, kiosks, vending stands, and entertainment.
- G. Maintain a major city square in the center of Downtown to provide a focal point and gathering place.
- H. Provide facilities for people - public restrooms, outdoor furniture, protection from the elements.

Planning Guidelines

- 1. Develop Waterfront Park as a major public open space and recreation facility for the entire city.
- 2. Improve the block bounded by Yamhill, Broadway, Morrison and Sixth as a major public square. Coordinate with the design of the Pioneer Courthouse open space and with the transit mall system.

3. Maintain the Federal Plaza (Terry Shrunken Plaza) park between Jefferson, Fourth, Madison, and Third as part of a coordinated design including Chapman and Lowndale Squares.
4. Acquire the park block between Stark and Oak Streets and Park and Ninth Avenues and redevelop as open space.
5. Extend the North Park Blocks to Hoyt Street by acquiring the block between Glisan and Hoyt.
6. Encourage developers to create public space within their projects at ground level.
7. Encourage attractive design of building's roof tops.
8. Require private development in the North Waterfront and South Waterfront areas to dedicate a substantial and continuous right-of-way along the river's edge for public use as part of the Willamette Greenway system.
9. Promote programs for open space requirements in remaining deficiency areas west of Tenth and north of Burnside.

TRANSPORTATION

GENERAL GOAL:

To design a balanced transportation system which is supportive of the other Downtown goals; and which recognizes that the transportation system should provide more efficient use of both right-of-way and vehicles. This means reducing reliance on the automobile, increasing the number of persons per car and increasing the number of persons moving through concentrated areas on transit facilities.

SPECIFIC GOALS:

- A. Promote a mass transit system that will carry 75% of the passenger trips to and through the core; and which provides a viable alternative to the private vehicle i.e., fast, economical, convenient and comfortable.
 1. Improve transit service to Downtown from outlying areas.
 2. Develop a transit system for circulation within Downtown which includes fast, frequent and quality service from peripheral parking facilities. Vehicles should be quiet, non-polluting and of a scale compatible with the pedestrian orientation.
 3. Make transit easily accessible to all, and particularly to the handicapped, children, the elderly, the poor and others with special needs.
 4. Develop an interchange system, including a transit terminal for transfer among and between modes of inter and intra-city transportation.
- B. Give maximum accomodation to walking in the core.
 1. Reduce air and noise pollution and pedestrian-vehicle conflicts to provide a healthier, more pleasant atmosphere for walking. Reduce and where possible eliminate private automobile traffic in the core. Traffic volume should be scaled down commensurate with the needs of the area and to a degree which reflects the viability of the developing mass transit system and the requirements of the federal air quality standards.

2. In recognition of Portland's rainy weather, covered walkways, malls and other appropriate pedestrianways should be developed to serve the entire core area and to link open spaces and parks.
 3. Provide safe pedestrian access across bridges.
 4. Provide pedestrian areas and facilities on the ground floors of buildings.
- C. Promote use of bicycles as an alternative mode of transportation by:
1. Providing safe bicycle access over the bridges.
 2. Developing a network of bikeways serving the entire core and connecting it with adjacent areas.
- D. Maintain a circulation pattern which responds to the Downtown Plan Goals by:
1. Encouraging elimination of through traffic in downtown.
 2. Establishing a functional classification of streets for:
 - Transit
 - Private Vehicles
 - Service Vehicles
 - Bicycles
 - Pedestrians
 - Parking
- E. Maintain a public parking policy to:
1. Manage a system of parking Downtown which will best serve all Downtown activities.
 - a. Distribute parking facilities to locations which will best serve recommended land uses in Downtown and relate to circulation and transit systems.

- b. Provide parking facilities for automobiles appropriate for both long and short-term parking in conjunction with good pedestrian and transit access to the rest of Downtown.
 - c. Provide protected parking for bicycles downtown and at peripheral parking sites.
 - d. Reduce and wherever appropriate, remove curb parking and establish buffers to separate and protect pedestrians from vehicular traffic.
- F. More efficient use of existing transportation resources shall be encouraged through the institution of Flex-Time (Flexible Working Hours).

Planning Guidelines

PEDESTRIAN CIRCULATION

1. Develop major pedestrianways in the following locations:

North-South Pedestrianways

- a. Along the waterfront connecting the South Waterfront, Central Waterfront and North Waterfront districts.
- b. Second Avenue connecting Portland Center, Government Center and Skidmore/Old Town Historic District.
- c. Along the north-south transit malls on Fifth and Sixth Avenues.
- d. Along the Park Blocks from Portland State University to the Retail Core and north to Union Station.
- e. Twelfth Avenue from Portland State University to housing areas west of Tenth Avenue through the RX Zone.

East-West Pedestrianways

- f. Connecting the pedestrian systems in the Portland State University district, Portland Center and the waterfront.
 - g. Main and Madison Streets connecting the waterfront, Government Center, South Park Blocks and Lincoln High School.
 - h. East-west malls along Morrison and Yamhill Streets from the waterfront through the Retail Core to housing and office areas west of Tenth Avenue.
 - i. Ankeny Street through the Skidmore/Old Town Historic District from the Park Blocks to the Waterfront.
 - j. Flanders Street from the Northwest Residential District to the Waterfront.
2. Explore privately or publicly developed upper-level "skyways" in the following locations:
- a. Between Fifth and Sixth north-south from Meier and Frank through the U.S. National Bank Building to possible parking facilities.
 - b. Between Alder and Morrison east-west from possible peripheral parking facilities to the center of the Retail Core. Extend this skyway to the waterfront.
 - c. In the Government Center and Auditorium Renewal areas connecting buildings over major streets and to the Waterfront.
 - d. Connecting convention hotels together in the Hotel/Entertainment District.
 - e. In the Portland State University area connecting educational buildings and parking facilities.

VEHICLE CIRCULATION

1. Maintain a functional classification of streets in Downtown.
2. Promote use of the Stadium and Eastbank freeways to carry through traffic around Downtown.

PUBLIC TRANSPORTATION

1. Proceed with the detailed designs for the Fifth-Sixth and Alder and/or Morrison-Yamhill transit mall shuttle.
2. Provide additional Downtown shuttle service.
3. Develop Twelfth Avenue as a combined two-way transit mall with widened sidewalks and provision for local traffic and loading.
4. Modify the Fifth and Sixth Avenue Transit Mall for light rail transit when and if a second regional light rail corridor is constructed to form a light rail transit system with the potential of becoming the major mode of access to and through the Downtown.
5. Develop guidelines for development along those streets designated for future light rail so that an expansion of the light rail system can be accommodated in the future. Such designation shall be subject to Council review and confirmation. Allow for building setbacks at future light rail station locations.
6. Develop Morrison and Yamhill Streets to ultimately serve as cross-town pedestrian distribution and transit shuttle links which can initially serve as the Downtown alignment for the east side light rail corridor.
7. Develop a short and long term transit service plan to better serve Portland State University and the South Auditorium Renewal District.

PARKING

Implement recommendations of the Downtown Parking and Circulation Policy.

SERVICE AND LOADING

1. Permit service and loading on local streets within each district.
2. Restrict major service and loading on transit malls to off-peak hours.
3. Prohibit service and loading on major traffic streets except during late night and early morning hours.
4. Permit service and loading on pedestrian malls during off-peak pedestrian usage.
5. Design pull-out areas along secondary and local streets and along transit malls for taxis, "pick-up", and loading.
6. Encourage underground service and loading in new development.

INTERCITY BUS TERMINAL

Locate Downtown inter-city bus terminals in a single facility.

REDUCED TRAFFIC AREAS

Minimize vehicular traffic within all downtown areas and emphasize particularly the limitation or restriction of auto traffic in the following areas:

1. Retail Core
2. Downtown Waterfront
3. Skidmore/Old Town Historic District Area
4. South Auditorium Urban Renewal Area
5. Portland State University
6. South Park Blocks
7. South Waterfront
8. North Park Blocks

BUILDING DENSITY

GOAL:

Establish height and bulk limitations in the context of a building's immediate environment. Careful consideration should be given to the cost of providing utilities and services and the capacity of the transportation system which serves it to accommodate a given density.

Planning Guidelines

1. Permit tallest buildings in a corridor extending generally from Market to Burnside between Fourth and Broadway. Encourage uses with the greatest densities of people in this corridor. Support this corridor with improved mass transit service.
2. Permit medium density development adjacent to the higher density corridor and at selected access points leading into Downtown.
3. Protect against the impact of height in locations where tall buildings will be disruptive of existing environmental values - in the Skidmore/ Old Town Historic District, along the park blocks, in perimeter blocks around the Forecourt Fountain, west of Tenth and along portions of the Waterfront.
4. Consider granting incentives - permitting maximum densities or other economic benefits - in order to implement planning objectives: such as more downtown housing, preservation of historic buildings, provision of arcades or covered walks, additions to the skyway system and usable rooftop open space.
5. Maintain detailed density guidelines as a basis for administering land use regulations. Specifically, promote guidelines relating to the protection of skylines, views and vistas, and to the impact of proposed development on surrounding properties, on the street and open space system and on the demand for public services.

CULTURE AND ENTERTAINMENT

GENERAL GOAL:

- A. Promote downtown as the entertainment and cultural center of the metropolitan area.
- B. Encourage public sponsorship of entertainment.
- C. Encourage diversification of cultural entertainment in the core.
- D. Provide spaces for community entertainment, exhibition and meeting facilities.

Planning Guidelines

1. Strengthen the existing concentration of theaters, restaurants and hotels along Broadway by adding more entertainment activities and introducing environmental improvements.
2. Encourage the location of restaurants in support of new office concentrations, along major pedestrian paths and along the waterfront.
3. Encourage additional specialty restaurants in the Skidmore/Old Town Historic District and the Yamhill Historic District.
4. Reinforce the Oriental restaurant concentration along NW Fourth Avenue with additional entertainment facilities and specialty shops.
5. Develop a community exhibition facility for the Downtown area. The ideal location is adjacent to the waterfront at the head of the retail core and in close proximity to peripheral parking facilities.
6. Provide a medium sized theater for the performing arts.
7. Create pedestrian links Downtown to insure good access to and between recreational and cultural facilities.

8. Reinforce areas with distinctive flavor and specialty functions such as the Skidmore/Old Town and Oriental/International areas.
9. Maintain and reinforce Broadway and other active and identifiable entertainment areas.
10. Provide for and encourage Rose Festival activities.
11. Provide incentives for new and existing buildings to create entertainment facilities within them for public use.
12. Set aside, for the acquisition of art, a portion of the cost of all major City construction projects that involve the construction or alteration of a City building. Such art should be displayed in, upon, adjacent to or in close proximity to the City building that is the subject of the project.

INDUSTRY

GENERAL GOAL:

Maintain supportive warehousing and wholesaling in a cohesive district close to downtown.

SPECIFIC GOALS:

- A. Encourage off-street parking and loading to reduce vehicular congestion.
- B. Encourage supportive land uses in industrial areas to provide for the needs of employees.
- C. Provide the amenities of landscaping, proper lighting and open space where possible in industrial districts.

Planning Guidelines

1. Maintain wholesale and warehouse uses north of Burnside between NW 9th and the Stadium Freeway as support facilities for Downtown retail businesses.
2. Discourage industrial uses north of Burnside between Front Avenue and NW 9th Avenue.
3. Redevelop obsolete industrial areas for new mixed use development including retail, office, housing and recreation. These areas are:
 - a. the existing railyard and warehouse area north of Hoyt Street from Union Station to the river.
 - b. the Waterfront area between the Hawthorne and Marquam Bridges. Major emphasis shall be placed on providing public space.
4. Discourage the location of manufacturing and warehousing uses which do not require a Downtown location.

HISTORIC PRESERVATION

GENERAL GOAL:

Identify, preserve, protect and dramatize historical structures and locations within Downtown.

SPECIFIC GOALS:

- A. Define in clear and specific terms the criteria for the classification of historic structures.
- B. Protect historic areas from incompatible development.
- C. Maintain incentives for rehabilitation of historic structures, including the Urban Conservation Fund.
- D. Encourage coordination among those revitalizing historic structure to create a common atmosphere.
- E. Restrict unnecessary auto traffic in the historic areas.
- F. Provide appropriate public improvements to dramatize historic areas.
- G. Coordinate the installation of public improvements within historic districts with the Landmarks Commission.

WATERFRONT

GENERAL GOAL:

The riverfront is one of the few places which provides the city dweller with the opportunity to get in touch with the natural environment, and more particularly with the special qualities of a body of water. It should provide the opportunity for play as well as work, relaxation as well as stimulation, nature as well as artifice; the opportunity to create for the people of Portland a combination of unique activities through which city life can be enhanced.

SPECIFIC GOALS:

- A. Within the downtown waterfront area, the highest priority must be given to the human element; to enhancing livability; and to fulfilling the human need for open space.
- B. The riverfront should offer contrast and relief from the formal character of downtown.
- C. Development of the riverfront should make possible the realization of a broad range of unique activities, not possible elsewhere in the City.
- D. The riverfront should be a place which will act as a magnet, drawing people back into the heart of the city--a community focus.
- E. Through careful planning, landscaping and development, we should strive to recapture the beauty and drama of the Willamette--a great northwest river with a colorful past.

Planning Guidelines

1. Encourage public use of the waterfront and promote a broad range of publicly-oriented activities.
2. Establish a mechanism for public involvement in the development of the waterfront. Individuals as well as organizations should be directly involved.
3. Implement the Council adopted plans and programs for the development of publicly-owned waterfront land, including the Redevelopment Program for the South Downtown Waterfront and the policies and procedures for the development of Waterfront Park. The potential for uses and community involvement which may not exist on private lands should guide public policy for the development of publicly-owned waterfront land.
4. Promote activities which take advantage of the water.
5. Develop programs to make the Willamette River free of pollution and safe for water-oriented activities and marine life.
6. The area included in "the waterfront" should be large enough to be flexible and usable, providing for the fullest range of activities. Extend acquisition of public land and development as far west, north and south as possible.
7. Good physical and visual access should be developed from the downtown to the waterfront and to the water itself.
 - a. The waterfront must be pedestrian-oriented.
 - b. Facilities for automobiles should be avoided on the waterfront.
 - c. Public mass transit should serve the waterfront.
 - d. Pedestrianways should penetrate automobile traffic barriers to the greatest extent possible.
 - e. Develop a network of trails, paths, walks, etc. which provide wide-ranging connections to all of downtown.
 - f. Create a "promenade" feeling, a setting for mingling and communicating.

- .8. The two banks of the river should be connected visually and by safe, pleasant pedestrian and bicycle ways.
- .9. Develop permanent facilities to provide public-oriented commercial, retail, service, gathering and entertainment activities. Create "people-scale" atmosphere on the waterfront.
10. Density (height and bulk) regulations and design controls should be part of the waterfront development plan.
 - a. Buildings near the waterfront district should not constitute a barrier between the core and the river or block important vistas.
 - b. Height of development should be stepped down from the core to the river.
 - c. Standards for the height and bulk of buildings and the provision of open space should encourage variety of design.
 - d. Exclusive, or private use should be subordinate to public use. Private development should provide public access and facilities.
 - e. The public should have access to the riverbank at all points.
 - f. Highly diverse development of mixed commercial uses should be encouraged in the adjacent "primary benefit area" west of Front Avenue. Development within the waterfront district should be far less intense, so that a sense of openness is maintained.
 - g. Where private development is permitted east of Front Avenue, properties should be leased rather than sold.

PORTLAND STATE UNIVERSITY/PARK BLOCKS

GENERAL GOAL:

Portland State University should be an "urban university". This phrase implies far more than a fact of location. PSU and the city should be consciously aware of, take advantage of, and in fact emphasize their impact on each other.

SPECIFIC GOALS:

- A. Encourage interaction between the university and the larger community. University programs and facilities should be used for greater benefit of the general public. The Downtown community should be more responsive to PSU needs.
 - 1. PSU should be totally accessible to the handicapped. It is ideally located near services they need, and is the only university in the state which comes close to providing adequate access to university facilities.
 - 2. Encourage appropriate and desirable retail uses of private property which can serve both the university and the general public. Suggested uses are restaurants, barber shops, drug stores, boutique and specialty shops.

- B. Minimize congestion in the PSU area caused by student autos; develop alternatives to private vehicle parking in the area.
 - 1. It is desirable for the University to maintain only the minimum amount of parking necessary to complement alternative modes of transportation.
 - 2. The student population should serve as a target group for transit programs.
 - 3. Bicycle trails should be developed to provide access to the university from areas of concentrated student housing (i.e.

Corbett, Northwest Portland, Goose Hollow).

C. Provide maximum access to the park blocks and cultural area and the university for both the public and PSU students.

1. Expand the balance of the South Park Blocks along the lines developed for the PSU Park Blocks.
2. For users of the cultural area, provide short-term parking in peripheral facilities which are part of a parking system.
3. Extend the cultural area northward with the ultimate goal of connecting the North and South Park Blocks.
4. Encourage the Park Bureau and other appropriate agencies and private groups to implement programs which will insure maximum public use of the Park Blocks.

D. Minimize the impact of students on the already burdened low-cost housing market.

1. Encourage private developers to build additional conventional housing suitable for students, rather than dormitory type housing. Such housing should be integrated into the larger community to promote maximum cultural mixing.

Planning Guidelines

1. Continue the Portland State University urban renewal program as implemented through the PSU Master Plan.
2. Encourage the location of support retail and service commercial uses in and around the University precinct.
3. Promote development of student housing near the University district.
4. Strengthen the existing concentration of public and semi-public uses along the South Park Blocks by developing "soft" blocks for compatible uses.

VISUAL IMAGE

GENERAL GOAL:

Create in downtown Portland an urban setting with a definite sense of place and identity by developing strong boundaries, emphatic focal points, unique physical designs for identifiable areas, and by enhancing special views such as the waterfront, and historic or architecturally significant buildings.

SPECIFIC GOALS:

- A. Sharpen the visual identity of downtown sub-areas or districts such as Skidmore/Old Town, Portland State University, government center and the retail area.
- B. Encourage creation of visual amenities and physical facilities that might not otherwise be built.
- C. Restrict fortress-like facades at street level.
- D. Give careful consideration to design of street furniture, planting, signing and lighting.
- E. Encourage careful consideration of climatic conditions in design and redesign of buildings.
- F. Enforce standards for the number, location and design of billboards and business signs.

Planning Guidelines

- 1. Make use of adopted design review standards in a design review procedure for all new development.
- 2. Designate buildings and groups of buildings of historic and architectural merit to be preserved.

3. Coordinate design of street furniture elements for all of Downtown but with special consideration for imageable districts.
4. Adopt and enforce sign and graphic standards for Downtown.
5. Develop a street tree planting program for Downtown.
6. Develop a street lighting design pattern for Downtown.
7. Develop street designs for each type of street identified in the plan.
8. Develop a coordinated design for all skyway systems.

AIR QUALITY

Planning Guidelines

1. Manage traffic circulation and parking in order to reduce air pollution.
2. Encourage increased use of mass transit.

Note: The City Council, on October 12, 1972 adopted Resolution 31146, A Transportation Control Strategy to Improve Air Quality in Downtown Portland. This program identified measures to be undertaken to meet the requirements of the Federal Clean Air Act and therefore represents an addendum to the Guideline Plan. The control strategy is designed to assist in implementing various Guidelines contained in this report. Upon completion of the update of the Downtown Parking and Circulation Policy, (late 1980), the Transportation Control Strategy will be replaced by the Parking and Circulation Policy, pulling the air quality, parking and circulation strategies of the City together into one document.

3. All sections of the City's clean air plan shall apply.