6-1-1981

Downtown Plan Handbook

Portland (Or.). City Planning Commission

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Downtown Plan Handbook
Portland, Oregon
June 1981
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Portland, Oregon
June 1981

Prepared in conjunction with the
1980 Downtown Plan Update

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Introduction

This document should be used as a central guide to City plans, policies and regulations that control development within the boundaries of Downtown Portland. It is an aggregation and summarization of over twenty separate documents and sets of regulations, most of which have been adopted by the City Council over the past fifteen years. References to these individual documents are usually accompanied by an indication of their legal standing and the date of adoption. Since this handbook is a summary and has not been formally adopted, the reader should rely on the original documents for detailed or legal applications.

The Downtown Plan Handbook contains five sections. This section (Part I) provides an introduction to the document and a brief synopsis of the Plan's basic objectives.

Part II reproduces the original citizen's goals and planning guidelines as updated and adopted by the City Council on October 1, 1980. It also includes more recent policy statements that have been adopted during the period from 1972, when the original goals and guidelines were adopted, to 1981. Under each goal area, applicable documents that serve to implement the goal are listed and summarized.

Part III discusses the various subdistricts of Downtown. Included for each of the ten districts is a statement of the district's background, a map(s) of the districts boundaries and important features, and brief summaries of the appropriate land use programs and regulations that control development activities within the district.

Part IV provides detailed summaries of the Downtown Development Regulations (City Code provisions) and a listing of the downtown and historic district design guidelines. The former are the specific rules with which all new development must comply. The latter are standards that are applied by the Design Committee and Landmarks Commission in reviewing the design of major renovations and new construction.

Part V contains a bibliography of the documents summarized or referenced in this handbook. Each entry indicates where information about the document, or the document itself, can be obtained. Also included are addresses for the appropriate sources.

Objectives and Accomplishments of the Downtown Plan

In the latter part of the 1960's, Downtown Portland began to experience the construction of buildings of a scale and proportion that was new to the City. Rapid growth of office space in large scale buildings sparked a vocal and contentious debate over how Downtown Portland should develop, and motivated the development of the Downtown Plan.

The planning process produced from the debate some basic points of consensus. There was a heavy interest in rehabilitation and general upgrading of the downtown area. It was felt that public financial participation in private developments should be exercised with moderation. Emphasis should be placed on retail activity, housing, public transit, accommodation of pedestrian rather than vehicular traffic, and vegetation. Finally, new development should be relatively close in scale to that found throughout the Downtown as a whole.
The 1972 Downtown Plan sought the "creation of a pleasurable human environment" as the primary goal and strategy to attract residents and business investment to the core. In order to do this, the Downtown community stressed that three key elements have to be developed simultaneously: (1) Pedestrian amenities need to be introduced in a systematic way; (2) A mix of densities, activities and land uses, especially retail and housing, need to be encouraged; and (3) Good access has to be provided through the management of parking resources and a greater reliance on public transportation.

During the 1970's the Downtown made significant gains toward the attainment of its goal of enhancement. Major retailers were persuaded to remain within the Downtown. Air quality improved significantly. Parks were opened along the waterfront and elsewhere within the core. The Transit Mall was constructed and, importantly, the community agreed upon the ground rules for the redevelopment of the Downtown. As a result of this consensus and an aggressive improvement program, downtown employment expanded at a rate 50-100% greater than anticipated in the early 1970's.

The Plan, its goals for humanization, and its successive policies for management and implementation have been successful in the Downtown. A few weak points remain however. Housing and retail development, while stabilizing and making modest gains, have not kept pace with the construction of office space. This is an area the City hopes to encourage developers to pursue in accordance with the Downtown Plan.
Part Two
Goals, Guidelines, and Policies

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Introduction

Part II presents the guiding principles and concept of Portland's Downtown Plan. It is divided into fourteen sections. Each section is organized around a subject area of Goals and Guidelines/Portland Downtown Plan (October 1, 1980). The first section provides the overall Plan concept. Each subsequent section contains one or more of the following elements: General Goals, Specific Goals, Planning Guidelines, Policy Statements, and Implementation Measures.

The General Goals, Specific Goals, and the Planning Guidelines are from the original 1972 Downtown Plan as updated and adopted by the City Council on October 1, 1980. The Policy Statements are from other documents, resolutions and ordinances that have been adopted since 1972. These goals, guidelines and policies are the heart of the Downtown Plan. They are reproduced as adopted by the Council and may be quoted as official City policy.

Plans and programs that help to implement the respective goal areas are listed and summarized under the heading of Implementation Measures. The language of these summaries has not been officially adopted. Reference for detailed applications should be made to the original document or source (see Part V, Bibliography). A notable exception is the summary of the Downtown Parking and Circulation Policy under the goal area Transportation. The stated objectives, parking allocation, parking ratios and street designations (Figures 2-7) are as adopted by the City Council on October 30, 1980. The entire policy is available at the Bureau of Planning.
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 in 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

Figure 1

- Major Vehicle Access
- Mass Transit
- Major Open Space
- Medium Density Offices
- Major Office Corridor
- Retail Core

Portland State University
Skidmore/Oldtown Historic District
Yamhill Historic District
South Waterfront Renewal
South Auditorium Renewal

Willamette River

Figure 1

Downtown Plan Handbook
6/81
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, gymnasiuims, etc.

d. Accessible service centers for residential areas: drug stores, supermarkets, medical facilities, transportation and public restrooms.

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.

POLICY STATEMENTS:

Downtown Housing Policy and Program

Adopted by City Council October 3, 1979.

1. Maintain Low-Income Housing

The City recognizes the importance of Downtown as a low-income housing resource, appealing to a variety of needs and lifestyles and supported by existing services. It also recognizes that this housing and these services cannot be effectively and economically replaced elsewhere in the City. Therefore, the City is committed to assure that the 5,183 low-income units which existed in April 1978, be maintained in the Downtown.

2. Create Middle-Income Housing

The City recognizes the desirability of an economically and socially balanced Downtown which is now predominantly low-income. It also recognizes the significant and growing demand for smaller units which are especially suitable Downtown. Therefore, the City is committed to the creation of new housing for small middle-income households.

3. Encourage New High-Income Housing

The City recognizes that high-income housing will be selectively developed on acceptable sites throughout the Downtown and should not need direct City participation. The City encourages new high-income housing Downtown consistent with other downtown housing policies.

4. Support Related Activities Which Reinforce Downtown's Residential Neighborhoods

The City recognizes the importance of housing in the context of a "neighborhood". It is committed to developing and supporting services and amenities necessary for a quality neighborhood as well as assisting the maintenance and production of substantial and well designed housing. It will use Federal and State assistance, as well as local programs to accomplish this policy as effectively as possible.
North of Burnside Land Use Policy

Adopted by City Council May 14, 1981.

5. Housing Concentrations North of Burnside

Concentrate and consolidate long term low-income housing and supportive services where largest concentrations are currently located. Two such areas exist in the area of Ankeny and Davis, First and Third Avenues; between Burnside and Flanders, Sixth Avenue and Broadway. Continue to support housing rehabilitation and the reopening of vacant buildings, but select buildings for public assistance based on the number of low-income units that can be accommodated within each building and the location of the building within existing concentrations. Social services targeted for the long-term residents of North of Burnside should also be located within these areas of residential concentration.

6. North Park Blocks Housing

Encourage the development of a full range of housing on property fronting the North Park Blocks. This housing should include, when funding becomes available, new construction of publicly subsidized housing units replacing low-income housing units lost elsewhere in downtown. Until this housing is feasible, special commercial uses such as lighting showrooms, office furniture and specialty print shops should be maintained in the area.

IMPLEMENTATION MEASURES:

Downtown Housing Policies and Program


On March 29, 1978, the City Council appointed the downtown Housing Advisory Committee to review and recommend a downtown housing policy and program to evaluate the administration of that program. This document includes an overview of the findings of the committee and the resulting Council adopted policies and programs. When combined with other City, State and Federal Programs, this policy helps the City to meet its goal of increasing housing in downtown Portland for all age, income and lifestyle groups, thus insuring the vitality and stability of the Downtown community. See Policy Statements 1-4 above, and Appendix A for the complete document.

RX Zone Development Notebook

Adopted by the Portland City Council February 5, 1980.

The RX Zone Development Notebook provides general development guidelines for the RX Downtown Residential Zone that are consistent with the adopted downtown and housing policies, plans and supportive studies. The notebook includes specific development objectives, guidelines, examples and potential projects to assist the residential development of this district. Refer to Part III, Downtown Districts, RX Zone, for a detailed description of the important elements of the RX Zone Development Notebook.
Middle Income Multi-Unit Housing Bond Program

Authorized by Ordinance #149771 June 12, 1980.

This program, administered by the Portland Development Commission, involves the use of Economic Development Project Revenue Bonds to finance the construction of multi-unit housing and the rehabilitation of non-residential buildings for residential use.

A primary criterion of eligibility is that the projects must be determined to provide housing at rent or price levels affordable by households with incomes between 80% and 150% of the area median income. Projects in the downtown, particularly the RX Zone and designated urban renewal or redevelopment areas receive highest priority.

Interested persons should contact the Portland Development Commission for details.
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 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 restrooms.
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.


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. (See Housing Section; Policy Statement #6)

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.

POLICY STATEMENTS:

The City shall assist in promoting retail, lodging, office, residential and cultural opportunities and facilities in the Central Business District. (City-wide Economic Development Policy)
IMPLEMENTATION MEASURES:

Economic Development Policy

This document contains the Goals and Objectives adopted by the City Council on March 26, 1980. The purpose of the policy is to establish a framework for City activities affecting jobs, incomes and business development.

There are eight policy elements: public and private partnership, jobs and incomes, business and industry, district economic development, central business district, equalization of economic opportunity, regional coordination and environment, energy and transportation. Each policy statement is followed by a set of goals to be met in developing programs.

Of these eight policy elements the section on the Central Business District supports the Downtown Plan specifically. The Policy statement states, "The City shall assist in promoting retail, lodging, office, residential and cultural opportunities and facilities in the Central Business District."
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.
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.

POLICY STATEMENTS:

Downtown Development (Z Zone) Regulations

Chapter 33.56, Portland City Code.

1. In order to protect scenic view corridors through the Downtown, maximum permitted building heights in these corridors shall be as designated by City Council on the official zoning maps of Portland, Oregon, Planning and Zoning Code.

2. Public Open Spaces designated by the City Council on the official zoning maps of Portland, Oregon, Planning and Zoning Code shall be protected from buildings of a height which excessively blocks sunlight from such open spaces.

IMPLEMENTATION MEASURES:

Z Downtown Development Zone Regulations

Chapter 33.56, Portland City Code.

Section 33.56.050 Maximum Building Height and Section 33.56.060 Maximum Floor Area limit height and bulk of buildings within the Downtown. These regulations help preserve light and air within the Downtown and prevent unreasonable shading of streets and parks in accordance with Downtown planning goals. The Z Downtown Development Zone regulations are summarized in Part IV.

Portland Comprehensive Plan

Adopted by Portland City Council, October 1980.

The Comprehensive Plan designates several areas in the Downtown as Open Space. Open Space designations are placed on public parks, cemeteries, golf courses, schools with Park Bureau playground improvements and parkways. Areas designated Open Space are zoned in conformance with adjacent property. Existing uses in Open Space areas, if not in conformance with this designation, may continue indefinitely, but they may not be replaced by new inconsistent uses. A Comprehensive Plan amendment is necessary before an Open Space designated area can be redeveloped to a more intensive use.
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 accommodation 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.
TRANSPORTATION

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.

*At this printing, a draft City-wide Policy on Encroachments in the Public Right-of-way was being reviewed by the Planning Commission and the City Council. Upon adoption by the Council, that policy may require certain amendments to be made to this section.
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-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 crosstown 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

POLICY STATEMENTS:

North of Burnside Land Use Policy

Adopted by City Council May 14, 1981.

Promote the north end of the (North of Burnside) area as a transportation center for the downtown. This means: (1) maintain NW Glisan and NW Everett Streets as major east-west traffic access streets; (2) develop the second light rail line to serve north-south office development along NW Fourth and NW Fifth Avenues or NW Fifth and NW Sixth Avenues; (3) proceed with the development of the Transportation Center; (4) proceed with a pedestrian development program, first on NW Couch and NW Ankeny from the North Park Blocks through to Waterfront Park, and on NW First Avenue giving continuity to Skidmore/Old Town, and then the length of the North Park Blocks from NW Ankeny to NW Hoyt; (5) develop a centralized parking facility on the edge of the Historic District; (6) review and update the parking strategy for parking sectors B and C as part of the Downtown Parking Management Program; and (7) improve automobile and pedestrian access from the McCormick Pier development to the rest of the study area.

IMPLEMENTATION MEASURES:

Downtown Parking and Circulation Policy

Adopted by City Council February 26, 1975.
Updated October 30, 1980

The Downtown Parking and Circulation Policy has three basic functions. First, it serves to distribute and regulate the downtown parking supply. It also is the major transportation component of the Downtown Plan. Finally, it serves as the City's downtown air quality plan to meet and maintain federal and state air quality standards. The Policy requires that it be updated every three years.

The following objectives of the Downtown Parking and Circulation Policy are to be used as criteria in evaluating projects and proposals to which the policy applies.
TRANSPORTATION

a. Develop adequate and efficient parking which supports the goals and guidelines of the Downtown Plan.

b. Encourage the improvement of public transit service and the increase in transit ridership, to thereby reduce the need for parking.

c. Encourage trips to and within downtown made in shared vehicles, on bicycles, and by walking.

d. Reduce the need for parking, especially long term parking serving low occupancy commuter trips, while maintaining adequate parking opportunities necessary to support downtown housing, retail, office, hotel, recreation and cultural activities.

e. Reduce conflicts between transit, pedestrian, bicycles, and automobile traffic.

f. Encourage identifiable concentrations of short-term parking, especially in the retail core.

g. Reduce through and circling traffic on downtown streets, and minimize traffic congestion.

h. Reduce reliance on automobile travel to and within downtown, particularly during peak hours.

i. Improve air quality.

j. Provide parking and transportation elements which respond to the special needs of districts within downtown.

The Policy establishes a maximum inventory of 40,855 parking spaces in the downtown. These spaces are allocated to eleven parking sectors according to the following table:

<table>
<thead>
<tr>
<th>Parking Sector</th>
<th>Parking Space Allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Long-Term</td>
</tr>
<tr>
<td>A</td>
<td>2,200</td>
</tr>
<tr>
<td>B</td>
<td>2,800</td>
</tr>
<tr>
<td>C</td>
<td>1,000</td>
</tr>
<tr>
<td>D</td>
<td>1,500</td>
</tr>
<tr>
<td>E</td>
<td>4,000</td>
</tr>
<tr>
<td>F</td>
<td>1,300</td>
</tr>
<tr>
<td>G</td>
<td>4,700</td>
</tr>
<tr>
<td>H</td>
<td>700</td>
</tr>
<tr>
<td>J</td>
<td>2,100</td>
</tr>
<tr>
<td>K</td>
<td>1,700</td>
</tr>
<tr>
<td>L</td>
<td>870</td>
</tr>
<tr>
<td>Parking Reserve</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>22,870</td>
</tr>
</tbody>
</table>
Figure 2 shows the location of each parking sector. For new development within each sector, there are maximum parking to floor area ratios. These ratios are presented in Schedules One and Two below.

**SCHEDULE (1)**

Maximum Parking-Space Ratios by Land Use district for Parking Spaces in Office Developments.

<table>
<thead>
<tr>
<th>Parking Sectors</th>
<th>Spaces Per 1,000 Square Feet of Gross Floor Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>A, D, H, K, L</td>
<td>1.00</td>
</tr>
<tr>
<td>B, J</td>
<td>0.90</td>
</tr>
<tr>
<td>C, G</td>
<td>0.80</td>
</tr>
<tr>
<td>E, F</td>
<td>0.70</td>
</tr>
</tbody>
</table>

**SCHEDULE (2)**

Maximum Parking-Space Ratios for Parking Spaces for Types of Development Other than Offices.

<table>
<thead>
<tr>
<th>Development Type</th>
<th>Spaces Per 1,0000 Square Feet or Per Habitable Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>1.20 per Dwelling Unit</td>
</tr>
<tr>
<td>Hotel</td>
<td>1.00 per Rentable Unit</td>
</tr>
<tr>
<td>Retail</td>
<td>1.00 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Medical</td>
<td>1.50 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Educational</td>
<td>1.00 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Cultural/Entertainment</td>
<td>0.25 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Manufacturing/Wholesale</td>
<td>0.70 per 1,000 sq. ft.</td>
</tr>
</tbody>
</table>
Figure 2

Downtown Parking Sectors

Downtown Plan Handbook
6/81

Willamette River

0' 1,200'
In addition to allocating parking spaces, the Policy designates functional classifications for all Downtown streets. These classifications are defined as follows:

Traffic Access Streets

Traffic Access Streets are intended to function as the principal downtown routes for automobile traffic. Their primary function shall be to provide direct and efficient access to the downtown. Service to traffic circulating within downtown is a secondary function of these streets.

Non-Automobile Oriented Streets

Non-automobile oriented streets are those streets which may become public transit or pedestrianways, subject to on-going planning and implementation. The actual design and future use of these streets, and the degree to which automobile traffic may be limited on them will be determined by future planning and design studies. These streets are to be protected from further development of auto-oriented facilities that require access to new parking.

Local Service Streets

Local Service Streets are intended to serve local circulation, access and service requirements, including possible curb parking, possible access to off-street parking and loading facilities, and may also provide pedestrian and bicycle services.

Principal Bicycle Streets

Principal bicycle streets are intended to form a system of principal downtown routes for bicycle riders. These are considered to be the streets which are most suitable for safe, direct, and pleasant bicycle travel in downtown. Decisions on design treatment and traffic operations on the principal bicycle streets shall give preference to the safety and convenience of bicycle travel.

Figures 3 through 6 show the classifications of all downtown streets. Figure 7 shows streets where new access to parking is not allowed and "reduced traffic areas".

See Appendix B (Downtown Parking and Circulation Policy) for the complete Policy.

Assessment of Alternative Alignments for Light Rail Transit in Downtown Portland

Adopted by Portland City Council, Resolution #32450, May 11, 1979

This Analysis sets forth the policies of increasing access to and within the Downtown by transit; of coordinating transit investments with development by concentrating densities along the Fifth and Sixth Avenue corridor; and of managing access and parking for the automobile in the Downtown while making adjustments in the parking supply to support the retail core. The north/south office corridor is designated as the major corridor for the concentration of transit services and employment densities.
Traffic Access Streets

Figure 3

Downtown Plan Handbook
6/81
Non-Automobile Oriented Streets

Figure 4
Principal Bicycle Streets

Figure 6
Figure 7

Streets where new access to parking will not be approved* "Reduced Traffic Areas" where new parking access may be allowed subject to conditions.

*Except when granted under variance procedures.
With the adoption of this report, the City Council recommended to the Oregon Department of Transportation, the Tri-County Metropolitan Transportation District of Oregon, and the Metropolitan Service District, that the Cross Mall alignment, utilizing a route which follows First Avenue from the Steel Bridge, then Morrison and Yamhill Streets to an Eleventh Avenue terminal, be used as the Downtown alignment for an initial eastside light rail transit corridor. The City also intends to recommend the modification of 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.

City Council also directs that Morrison and Yamhill Streets be designed to ultimately serve as crosstown pedestrian and transit shuttle/distribution links which will initially serve as the downtown alignment for the eastside light rail corridor. Refer to Figure 8 for illustration of the priority transit corridors adopted by this resolution.
Figure 8

- **First Priority**
- **Second Priority**
- **Third Priority**
Building Density

GENERAL 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 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.

POLICY STATEMENTS:

North of Burnside Land Use Policy

Adopted by City Council May 14, 1981

1. Encourage medium density office redevelopment and infill along Fifth Avenue from Burnside to NW Glisan.

2. Encourage medium density commercial development to link the Northwest Natural Gas site and the transportation facility area.

3. Maintain low density uses in the Skidmore/Old Town Historic District to encourage the restoration and preservation of existing buildings. Promote the Skidmore/Old Town District as an identifiable specialty retail district that can also accommodate offices, market rate housing and publicly subsidized housing on upper floors of buildings.

4. Promote medium density uses along Fourth Avenue adjacent to Skidmore/Old Town.
5. Maintain a block between West Burnside and Couch Streets between Fifth and Sixth Avenues as high density office to serve as a transition from the high office core densities south of Burnside to the medium densities north of Burnside.

For a summary of the entire North of Burnside Land Use Policy, see Part III of this document, NORTH OF BURNSIDE.

IMPLEMENTATION MEASURES:

Z Downtown Development Zone

Chapter 33.56, Portland City Code

The Downtown Development (Z Zone) is intended to promote and encourage development in downtown Portland in accordance with public policies and downtown development goals established by the City, by enforcing specific regulations, in addition to those of regular zones, which are deemed necessary to accomplish downtown planning goals.

The Z Zone establishes maximum building heights in the Downtown Development Zone; maximum floor areas; maximum parking spaces and parking requirements; required building lines; required retail activity and limitation of blank walls. The provisions are summarized in detail in Part IV of this document.
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.

IMPLEMENTATION MEASURES:

MX Industrial Zone

Chapter 33.46, Portland City Code

The original Downtown Plan called for the concentration of industrial uses north of Burnside Street and west of 9th Avenue. Establishment of this zone accomplishes this goal. The MX Zone is located only in the Downtown. Activities that are encouraged are warehousing, distribution and manufacturing that require a location close to the city center. High density housing is permitted but commercial activities are limited to small establishments serving the area's industrial and residential needs. See Part IV of this document for a detailed summary of the MX Zone regulations.
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 structures 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.

IMPLEMENTATION MEASURES:

Skidmore/Old Town Historic District Development Program

Adopted by Portland Historical Landmarks Commission, November, 1976

The Development Program is a continuation of a series of planning efforts that began in 1959 when the Portland City Council officially recognized the Skidmore/Old Town Historic District by adopting the Skidmore Fountain Design Zone, an area within the present District south of Burnside.

The Program Development Standards and Implementation Schedule deal with specific public improvements within the context of the Downtown Waterfront Urban Renewal Plan and Strategy and in support of the Portland Downtown Plan. Refer to Part III Downtown Districts, subsection on Skidmore/Old Town Historic District, for a list of the basic elements contained in the report.
Yamhill Historic District Development Program

Approved Portland Historical Landmarks Commission, June 1979

The Yamhill Historic District was first formally recognized as a significant historic district in 1975 by the City of Portland with the adoption of Ordinance No. 140282. In 1978, the Portland Development Commission contracted the preparation of this development program to guide public and private investment decisions within the Yamhill Historic District. Major elements of the Development Program include goals, project boundary, development strategy, and issues and strategies. Those four topics are summarized and reproduced from the Development program in Part III of this document, section on the Yamhill Historic District.

Historic Districts, Buildings and Sites Regulations

Chapter 33.120 Portland City Code

This chapter sets forth regulations for the protection of historical districts, buildings and sites. It also establishes the Portland Historical Landmarks Commission and spells out its responsibilities.

See Appendix D for the complete chapter.
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 improvement 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.
POLICY STATEMENTS:

Waterfront Park Plan/Resolution #31595

Adopted August 28, 1975

1. The Waterfront shall be a park with a combination of activity centers and generous, unstructured open spaces. Specifically:

   The landscape shall be comprised of both deciduous and evergreen varieties preserving and integrating with the pattern of existing trees.

   Large areas shall be left as open grass "meadows" which can serve many uses and act to preserve areas for future uses.

   Landscaping shall be designed to minimize the obstruction of the river view.

2. The Park shall be considered an extension of and integrated with the Downtown. Specifically:

   The Park landscape shall reflect the order and form of Downtown and shall relate to and complement development plans west of Front Avenue.

   Front Avenue shall become a tree-lined boulevard, thus, in effect, becoming a part of the park.

   The Park and Front Avenue tree patterns shall be extended west toward the Downtown on major pedestrian streets.

   Specifically designed paved crosswalks with appropriate signalization benefitting the pedestrian shall be provided on Front Avenue to minimize it as a pedestrian barrier.

   Efforts shall continue to reduce through traffic on Front Avenue.

   Lighting, furnishing, fixtures and materials, etc., for the Park and Front Avenue shall be harmonious with those in public spaces on the rest of Downtown.

3. Water contact, physical and visual, shall be provided. However, it shall be accomplished consistent with public health and safety and the safety of Downtown. Specifically:

   Remove the solid balustrade and replace it with an open rail to improve visibility of the river. Provide flood control panels for protection when needed.

   Provide water elements such as fountains and pools within the Park.

   Develop and improve opportunities for water contact to the north and south of the Park beyond the ends of the seawall, such as the existing boat moorage.
4. Uses in the Park which require constructed facilities may include those specified below. However, large open areas shall be provided for a wide variety of unspecified use. Specifically:

Rose Festival shall be accommodated with provision for growth and flexibility to respond to different needs, interests, and age groups.

The Skidmore Fountain Plaza shall be extended to the river's edge and provide a generous paved plaza for a variety of public functions.

Several large areas shall be left primarily as open grass "meadows" to provide space for unspecified park uses and future flexibility. These shall include: the areas south of the Hawthorne Bridge, between the Morrison and the Burnside Bridges, and between the Burnside and Steel Bridges.

Additional uses which may be included only with specific Council approval may include:

Establish open sided covered areas or walks to encourage park use during wet periods.

Establish structures for a public market, shops, restaurant or commercial or non-commercial activities, consistent with other park policies.

Locate a restaurant/shop complex at the Morrison Bridge designed to attract and serve people.

The old Visitors Information Center shall be restored and converted to an appropriate park use such as a restaurant or community center.

5. Circulation for pedestrians and vehicles shall be provided consistent with other circulation planning for Downtown. Specifically:

There shall be a continuous pedestrian esplanade at the river's edge which connects with future east-west pedestrian streets in Downtown.

Provisions shall be made to extend the esplanade north and south as soon as this becomes possible.

A continuous bicycle path shall be provided separate from pedestrian paths where space permits, which connects with existing and proposed bicycle paths.

The esplanade shall be designed to carry maintenance and emergency vehicles.

Automobile circulation shall not be altered by this Three-Year Plan except that opportunities to reduce through traffic on Front Avenue shall be pursued.
There shall be no parking in the Park except as required for service and maintenance and emergency vehicles.

Provisions shall be made for public transportation service to the Park.

6. Low or easy maintenance and operation of improvements shall be primary consideration. No improvement or facility will be approved without assurance, at the time of approval, that funds for maintaining and operating such improvements and facilities will be available either through income derived from park uses or by specific allocation of general fund revenues by the Council.

Note: Parts of these policies may be superceded by Resolution #32406 adopting the South Downtown Waterfront Redevelopment Program.

IMPLEMENTATION MEASURES:

Downtown Waterfront Urban Renewal Plan

Adopted by Portland City Council, April 25, 1974

The primary objective of this Plan is to improve the function, conditions and appearance of the area adjacent to the Willamette River and to eliminate blighting influences in order to strengthen the downtown and reestablish its relationship to the river.

For a statement of public objections of the Plan, refer to Part III (Downtown Districts) subsection on Downtown Waterfront Urban Renewal Area.

The Willamette River Greenway Plan

Adopted by Portland City Council, October 3, 1979

The purpose of the Willamette River Greenway is; "To protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River." (State-wide Planning Goal 15, "The Willamette Greenway", Oregon Land Conservation and Development Commission.)

The Greenway in Portland emphasizes public use and appreciation of the Willamette as a diverse urban river. Refer to Part III (Downtown Districts) subsection on Downtown Waterfront Urban Renewal area, for a summary of this plan.

Waterfront Park Development Program (Plan)

Adopted by Portland City Council, August 28, 1975

The policies and procedures recommended in this document are to be used as a guide for the detailed design and development of the Downtown Waterfront Park and shall provide the basis for future action in undertaking work in the Park. (See Policy Statements 1-6 above.)
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. Portland State University 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. Portland State University 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 burdend 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.

IMPLEMENTATION MEASURES:

Portland State University Development Plan

Portions Approved by the Planning Commission and City Hearings Officer, March, 1980

This is a long range plan for the PSU campus prepared by PSU and Campbell, Yost, Grube. In July 1977, the Planning Commission directed the Hearings Officer to limit master plan approvals to a maximum of six years. Therefore, the Present Plan and Mid-Plan have been approved while the Long-Range Plan has been approved in concept only. It is the intent of the Planning Commission to place a time limit on conditional use approvals.

Refer to Part III (Downtown Districts), PORTLAND STATE UNIVERSITY for the major elements of this plan.

RX Zone Development Notebook

Adopted by Portland City Council, February 7, 1980

Portland State University is designated as one of the four neighborhoods that comprise the RX residential zone. This neighborhood contains 32% of the total available housing in the RX zone. About half of this housing is for PSU students. The South End neighborhood, which includes the South Park Blocks, contains another 36% of the total housing in the RX Zone. The RX Zone Development Notebook includes guidelines for private and public development in these areas that are consistent with the Downtown Plan goals and guidelines for PSU and the South Park Blocks. See Part III, RX RESIDENTIAL ZONE, for a detailed summary of this document.
Portland State College Urban Renewal Plan

Adopted by City Council, May 1967

This plan was adopted as a twenty year plan in 1967. However, it has been largely superseded by the PSU Development Plan described above. The major objectives of the urban renewal plan have been accomplished.
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.
IMPLEMENTATION MEASURES:

D Zone Regulations

Chapter 33.62, Portland City Code

All development within the Downtown is subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines are applied to major projects by the Design Review Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts and alteration of historic structures elsewhere in Downtown are reviewed by the Portland Historic Landmarks Commission. See Part IV for a summary of the D Zone regulations and a listing of the Downtown and historic district design guidelines.
Air Quality

PLANNING GUIDELINES:

1. Manage traffic circulation and parking in order to reduce air pollution.
2. Encourage increased use of mass transit.
3. All sections of the City's clean air plan shall apply.

IMPLEMENTATION MEASURES:

Downtown Parking and Circulation Policy, Parking Management Program and Air Quality Plan

Adopted by City Council February 26, 1975 (Parking and Circulation Policy) October 30, 1980 (Updated Policy, Management Program and Air Quality Plan)

The Downtown Parking and Circulation Policy is the transportation component of the Downtown Plan. It also is the essential element of the City's compliance plan to meet federal and state air quality standards for carbon monoxide by 1987. The Air Quality element will be incorporated in the State of Oregon's Clean Air Act Implementation Plan (S.I.P.).

The Policy addresses air quality by establishing functional classifications for Downtown streets, encouraging the use of mass transit, and limiting and managing the supply of Downtown parking. Refer to Part II, TRANSPORTATION, Implementation Measures, for a summary of the Policy. The entire Policy is reproduced as Appendix B.
Part Three
Downtown Districts

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Introduction

There are a number of sub-areas within the Downtown that deserve special attention. Some areas are unique because of historical concentrations of a particular use. Others are special because of architectural or natural amenities. Still others are the result of direct governmental involvement in the form of public investments and redevelopment programs.

The original Downtown Plan specified or inferred numerous special districts within the Downtown. Not all of these districts, however, are described here. This section discusses only those districts that have been formally recognized by the City Council. These districts have officially recognized boundaries, and, in most cases, plans, policies or regulations that apply specifically to the district.

Following is a brief historical background on each district, map(s) showing the district's boundaries and its important features and a summary of the relevant plans and regulations that apply within the district's boundaries.
Figure 9

1. MX Industrial Zone
2. North of Burnside
3. Skidmore/Old Town Historic District
4. Retail Core
5. Downtown Waterfront Urban Renewal Area
6. RX Residential Zone
7. Government Center
8. Yamhill Historic District
9. Portland State University
10. South Auditorium Urban Renewal Area
11. South Waterfront Sub-Area
RX Residential Zone

The RX Zone (formerly called the AX Zone) was established by Council Ordinance No. 147239 on February 15, 1979. The zone is intended to help implement the Downtown Plan Goals and Guidelines which call for the maintenance and encouragement of housing in the area west of 10th Avenue. This area contains the largest concentrations of existing housing in the Downtown, making it the most logical site for designation as a housing district. The South Park Blocks and surrounding cultural and neighborhood commercial facilities contribute to the residential environment of the area.

The district is the only area in Downtown that is reserved for primarily residential development. City objectives for the district include the provision of a quality residential environment in the Downtown with more housing and related services being made available to a mix of age and income groups. To that end, the City has adopted a series of documents that both regulate and promote the residential development potential of the RX Zone.

Downtown Housing Policy and Program

Adopted by City Council October 3, 1979

This document contains four Downtown Housing Policies and eight new housing programs. These programs have been locally conceived and are locally funded and administered. They have been tailored to fill the voids in existing Federal and State housing programs. With these new and existing policies and programs, the City hopes to realize in the near future its goal of increasing downtown housing for a mix of age, income and lifestyle groups.

The objectives of this Housing Policy and Program are to:

1. Assure continued high level of public planning, services and improvements.
2. Encourage innovative housing unit design.
3. Encourage rehabilitation and reopening of vacant residential buildings.
4. Encourage conversion to housing of suitable underutilized buildings and land in appropriate locations.
5. Obtain and expand financial assistance for housing.
6. Coordinate public assistance.
7. Publicize available development tools, opportunities and advantages of Downtown living.
The RX Zone Development Notebook

Adopted by City Council February 5, 1980

The RX Zone Development Notebook is a general development document for the RX Zone. It is derived from the adopted downtown development and housing policies, plans and the regulations which it supplements. It seeks to expand the practical experience reflected by those ordinances and that of most recent Downtown housing projects.

The notebook includes specific development objectives, examples and potential projects to guide the residential development of the RX Zone. Specifically, it provides information to:

1. Help the City promote and guide desirable private development.
2. Assist the City's planning of complementary public projects.
3. Inform private developers of the public objectives which may shape the development program of a particular site, and of public resources which may be available to assist its execution.

The information contained in the notebook does not supercede other adopted City policies, plans, regulations or standards pertaining to development in the RX Zone. Rather, it anticipates their application to particular project opportunities and provides criteria for the refinement of, or variance from, those standards.

The RX Zone has several distinct areas which offer varied development opportunities and have the potential to become independent neighborhoods within a larger downtown residential community.

The four neighborhoods are:

1. Portland State, bounded by I-405, Broadway and Market
2. The South End, bounded by I-405, Market, Broadway and Salmon
3. Mid-Town, bounded by I-405, Salmon, 11th and Morrison
4. The North End, bounded by I-405, Morrison, 10th and Burnside

Portions of the Portland State, South End and North End neighborhoods include areas outside of the RX Zone. This does not suggest that the RX Zone should be expanded but rather that the neighborhood boundaries reflect more appropriate development units.

Current residential development opportunities and objectives for these neighborhoods include:
PORTLAND STATE UNIVERSITY: The Portland State neighborhood contains 32% of the housing stock located in the RX Zone as well as all of the state-owned subsidized student housing (16% of the RX Zone total). The University has developed a three-phase Master Plan for the development of its campus and to establish a framework for its future growth. Elements of the Plan related to the residential objectives of the RX Zone include:

1. Construct more on-campus housing (750-1,000 units) with a range of apartment, efficiency and dormitory units.
2. Develop or insure adequate pedestrian access to neighborhood services.
3. Expand pedestrian system serving campus and reconcile with the circulation system north of Market.
4. Provide adequate on-campus parking for resident and commuter students to prevent overflow into adjacent areas.

SOUTH END: The South End includes 36% of the housing in the RX Zone (contained in a variety of residential structures), service, commercial activities, institutions, and the Park Blocks.

1. Create a residential neighborhood serving a heterogeneous housing market of low, middle and upper income residents.
2. Reinforce existing open space, institutional and convenience commercial functions which do or can serve the resident community.
3. Provide both rental and owner-occupied units in sufficient number and proportion to satisfy market requirements.
4. Substantially expand the existing residential stock and sustain a mix of housing types including small wood frame structures, older mid-rise apartment buildings, new low rise high density projects (including infill) as well as conventional high rise buildings. Reduce through traffic, diverting it to the periphery where possible.

MID TOWN: Mid Town is a focus of the RX Zone yet it contains few residential activities and is susceptible to the encroachment of adjacent non-residential functions. Traditionally, it has been dominated by medical and religious facilities serving the region. More recently, it has been considered as an area capable of absorbing the expansion of the downtown core. It currently contains over 60,000 square feet of vacant parcels which could be developed with housing and related uses.

The following would confirm the residential development potential of Mid Town in the context of the existing non-residential environment.

1. Evaluate potential for expansion of medical and retail core functions.
2. Encourage development of housing and service commercial activities to provide the link between South End and North End neighborhoods.
3. Sustain major existing non-residential uses but,
4. Discourage new development unrelated to local residential functions.
NORTH END: The North End is the most densely populated and economically homogeneous neighborhood in the RX Zone. It contains 32% of the housing units in the RX Zone as well as three adjacent residential hotels. The majority of the residents have limited incomes and are single. Many are elderly. Area residents may occupy the North End by choice but since downtown residential alternatives and personal resources are limited, the neighborhood has no particular incentive to accommodate them. Although many small convenience commercial and social establishments are located in the North End, few serve the needs of local residents. Through traffic fragments the neighborhood and frustrates efforts to physically establish the North End as a residential community. Therefore, general objectives for its redevelopment include:

1. Stabilize as an established neighborhood.
3. Expand neighborhood services for existing and future residents.

**Middle Income Multi-Unit Housing Bond Program**

**Authorized by Ordinance #149771 June 12, 1980**

This program, administered by the Portland Development Commission, involves the use of Economic Development Project Revenue Bonds to finance the construction of multi-unit housing and the rehabilitation of non-residential buildings for residential use.

A primary criterion of eligibility is that the projects must be determined to provide housing at rent or price levels affordable by households with incomes between 80% and 150% of the area median income. Projects in the downtown, particularly the RX Zone and designated urban renewal or redevelopment areas receive highest priority.

Interested persons should contact the Portland Development Commission for details.

**RX Zone Regulations**

Chapter 33.36 Portland City Code

These are the formal zoning code provisions regulating property within the RX one. They are summarized in detail in Part IV of this document.
Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the CI, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the CI zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the CI, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines exist for development within design zones. These guidelines are applied to major projects by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts and alteration of historic structures elsewhere in D Zones is reviewed by the Portland Historic Landmarks Commission. The D Zone regulations are summarized in detail in Part IV.

Portland State University Development Plan

Portions approved by the Planning Commission and City Hearings Officer, March 1980

This is a long range plan for the PSU campus. In July, 1977, the Planning Commission directed the Hearings Officer to limit master plan approvals to a maximum of six years. Therefore, the Present Plan and Mid-Plan have been approved while the Long-Range Plan has been approved in concept only. It is the intent of the Planning Commission to place a time limit on conditional use approvals.

Refer to Part III (Downtown Districts), subsection on Portland State University for the major elements of this plan.

Portland State University Urban Renewal Plan

Adopted by City Council, May 1967

This plan was adopted as a twenty year plan in 1967. However, it has been largely superceded by the PSU Development Plan described above. The major objectives of the plan have been accomplished.
MX Industrial Zone

This is one of two Downtown Districts that are defined by zoning lines. This zone encompasses an area where industrial development has historically located. Its proximity to the rest of Downtown is essential for many of the firms located in the district. These firms are classified as "industrial distribution", meaning goods are transported from warehouse facilities to commercial outlets and offices in the Downtown. The Downtown Plan recognizes a need for a Downtown industrial district from which these firms can operate. (See Part II, Industry goals and guidelines).

MX Zone Regulations

Chapter 33.46 Portland City Code

The original Downtown Plan called for the concentration of industrial uses north of Burnside Street and west of 9th Avenue. Establishment of this zone accomplishes this goal. The MX Zone is located only in the Downtown. Activities that are encouraged are warehousing, distribution and manufacturing that require a location close to the city center. High density housing is permitted, although it is not intended that it be a primary use in the zone. Commercial activities are limited to small establishments serving the area's industrial and residential needs. The MX Zone regulations are summarized in detail in Part IV. See Appendix D for the complete chapter, MX Industrial services Zone.

Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the C1 zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines exist for development within design zones. These guidelines are applied to major projects by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures in historic districts and alteration of historic structures elsewhere in D Zones is reviewed by the Portland Historic Landmarks Commission. The D Zone regulations are summarized in detail in Part IV.
Figure 11

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Downtown Waterfront Urban Renewal Area

This area was established as a special Downtown district with adoption of the Downtown Waterfront Urban Renewal Plan in April 1974. Since then, the urban renewal plan has been amended six times. These amendments were needed to accommodate land use, boundary, and text revisions as well as Council directives on public improvements and land acquisition.

The most recent plan revision, in September, 1979, expanded the urban renewal area to include the South Waterfront area bounded by the Willamette River, Hawthorne and Marquam Bridges, and SW Front Avenue. Although the South Waterfront area is formally a part of the Downtown Waterfront Urban Renewal Area, there is a special Council adopted plan for the area and it is normally viewed as a subsection of the larger urban renewal district.

Public improvements within the Downtown Waterfront Urban Renewal Area are financed primarily through the tax increment process. Between 1974, when the district was established, and 1980, the assessed property values increased by nearly 150%. This incremental value yielded $3,430,000 in tax revenue during the year ending June 30, 1980; revenue that is used to continue implementation of the plans and programs described in this section.

Urban renewal activities in the Downtown Waterfront and other urban renewal districts are administered by the City of Portland Development Commission. Property owners and developers who anticipate a development or rehabilitation project in an urban renewal district should contact the Development Commission for information on programs, assistance and urban renewal plan requirements. The Commission is located at 1500 SW First Avenue; phone 248-4800.

Downtown Waterfront Urban Renewal Plan

Adopted by Portland City Council April 25, 1974, current amendment, September 1979

The primary objective of this Plan is to improve the function, conditions and appearance of the area adjacent to the Willamette River and to eliminate blighting influences in order to strengthen the downtown and reestablish its relationship to the river. More specifically stated, the public objectives of this Plan are:

a. To develop the Waterfront Park between the Marquam and Steel bridges as a major public open space and environmentally enhance the approach to the City and to provide pedestrian connections to downtown.

b. To support the retail core including the provision of pedestrian facilities and convenient short-term parking, the development of open space including a public square and reduction of traffic congestion.

c. To maintain existing low income housing and promote additional new housing serving mixed income groups.

d. To support and promote the preservation and enhancement of historic buildings and districts.
Figure 12

Public Open Space and Parks

Mixed Use

Mixed Use Waterfront

(See Figure 13.)
e. To assist in the provision of transportation facilities necessary to insure a balanced transportation system.

f. To stimulate private conservation, rehabilitation and development both within and adjacent to the Project Area through public improvements in the Project Area.

g. To eliminate blighted and deteriorated structures which are not suitable for conservation or rehabilitation.

h. To establish a redevelopment program for the South Waterfront Activity Area.

i. To establish a redevelopment program for the Pioneer Square Activity Area.

See Figure 12 for the Urban Renewal Plan Project Boundary and Land Use Map.

**South Downtown Waterfront Redevelopment Program**

Adopted by City Council April 18, 1979

The South Downtown Waterfront Redevelopment Program is a medium density redevelopment of the land from Front Avenue to the river, between the Hawthorne and Marquam Bridges. A 2-4 story development pattern is proposed between the Willamette River and Harbor Drive with higher structures located on the slope between Harbor Drive and Front Avenue. A 150-200 slip marina with permanent and transient moorages provides the focus for six renewal parcels on 14.9 acres including a mixed use Waterfront Center with restaurants and retail with offices above. The remaining renewal sites provide for up to 500 units of housing and 300,000 square feet of office.

A terraced waterfront is proposed for the area immediately south of the Hawthorne Bridge to provide direct public access to the river. A pedestrian esplanade and bikeway are proposed for the entire length of the riverfront for a total open area of 13.4 acres.

A limited restructuring of the transportation system is proposed to remove obsolete and underutilized roadways, improve accessibility for local and regional traffic, and improve pedestrian access between the city, open space and the river.

The six community objectives of the Council adopted redevelopment program are:

1. To provide extensive, direct public access to the river's water.

2. To provide active, permanent waterfront uses that attract families and individuals to the riverfront throughout the year.

3. To provide non-recreational land uses that stimulate public access and use of the waterfront.

4. To strengthen Downtown Portland through the provision of land uses and transportation systems which reinforce the Portland Downtown Plan and the Downtown Housing Policy.
Figure 13

South Downtown Waterfront Development Program
5. To provide an exemplary waterfront development to stimulate publicly-oriented riverfront re-uses elsewhere in south Portland.

6. To prepare a financially feasible waterfront development which can be implemented through a phased program utilizing identifiable public sources to stimulate private investment.

See Figure 13 for the redevelopment plan map.

Skidmore/Old Town Historic District Development Program
Adopted by the Portland Historic Landmarks Commission November 1976

A primary purpose of the Development Program is to implement through public improvements the Downtown Plan as adopted by City Council, and appropriate segments of the Downtown Waterfront Urban Renewal Plan. The document itself contains the following elements:

1. Statement of general design concepts and policies for the entire District.

2. Historical background on each program element, followed by design concept and policy recommendations, and proposals for specific improvement and acquisition projects.

3. Development and design standards for certain public improvements.

4. Development priorities and implementation schedule.

5. Review of related future development projects.

6. Recommendations for future policy, planning and administration.

Refer to Part III, SKIDMORE/OLD TOWN HISTORIC DISTRICT, for a more detailed description of the historic district and this document.

Yamhill Historic District Development Program
Adopted by the Portland Historical Landmarks Commission June 1979

This document provides a framework for public investment within this historic district. It includes:

1. An analysis of the district, including a discussion of goals, issues and development strategies.

2. Physical, traffic and economic inventories.

3. A development program for streets, walkways, public space, landscaping, street furniture, lighting, district entrances, restoration and infill, and rain protection.

4. A proposed implementation schedule for the development program.

5. Design controls and guidelines.

Refer to Part III, YAMHILL HISTORIC DISTRICT, for a more detailed description of the historic district and this document.
The Willamette River Greenway Plan

Adopted by Portland City Council October 3, 1979

The purpose of the Willamette River Greenway is: "To protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River." (State-wide Planning Goal 15, "The Willamette Greenway", Oregon Land Conservation and Development Commission.)

The Greenway in Portland emphasizes public use and appreciation of the Willamette as a diverse urban river and establishes the following concept to accomplish the purpose of the Greenway:

a. North of (downstream from) the Broadway Bridge, to reinforce the port functions of the Willamette River and to ensure the viability of the deep draft shipping channel by preserving opportunities for river dependent and river related industrial development. To establish public access to the river at selected locations, and preserve or re-establish a vegetative fringe along the river where it does not interfere with industrial operations.

b. South of (upstream from) the Broadway Bridge, to reconnect Portland's residential neighborhoods to the river and re-establish the river as the City's central axis and focus. To redevelop riparian lands with people-oriented residential, commercial and recreational uses including a continuous waterfront trail. To enhance the river's scenic qualities.

c. To preserve those significant riparian environments and wildlife habitats remaining within the City.

d. To create a continuous Willamette Greenway trail for pedestrians and bicycle travel from the confluence of the Columbia and Willamette Rivers to the south City limits. To integrate the Willamette River Greenway trail into proposed regional trail systems, and to provide access to the trail from Portland's neighborhoods.

See Appendix G for the complete Willamette River Greenway Plan and the associated code provisions.

North of Burnside Land Use Policy

Adopted by City Council May 14, 1981

The North of Burnside Area is located within the Downtown Waterfront Urban Renewal Area. This Council adopted land use plan is summarized in Part III, NORTH OF BURNSIDE.

C1 Zone Regulations

Chapter 33.44 Portland City Code

All of the Downtown Waterfront Urban Renewal Area is within the C1 Central Commercial zone. This zone is applied only in the Downtown area. It allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and bulk are
Figure 14

Scenic/Recreational Zone

Scenic/Development Zone

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controlled by a special Z overlay zone. Parking is not required (except for residential buildings) and there is a maximum limit on parking to encourage transit use both to and within the Downtown and to help implement the City's air quality plan. These regulations are summarized in detail in Part IV.

Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the C1 zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines exist for development within design zones. These guidelines are applied to major projects by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts and alteration of historic structures elsewhere in D zones is reviewed by the Portland Historic Landmarks commission. The D Zone regulations are summarized in detail in Part IV. Part IV also contains the Downtown and historic district design guidelines.
South Auditorium Area

The South Auditorium area as seen today represents the culmination of urban renewal efforts dating back to the 1950's. The intent of the South Auditorium Urban Renewal Project was to create a vital mixed use neighborhood in a distinctly urban setting. Major emphasis was on attracting people back into the Downtown area through creation of an urban residential environment.

In terms of increasing property values, the South Auditorium Project has clearly been a success. Since the project was initiated, the assessed value of the area has increased by over $160 million, an increase of almost 1,500% in 22 years. This dramatic and immediate increase in values allowed the project to be retired from the tax increment roles on January 1, 1975; much earlier than expected. When the incremental property value was turned over to the general taxing authorities there was an immediate 1% decrease in property tax rates for all of Multnomah County. It is expected that an additional 1 1/2% reduction will be attributed to the project by the time all private developments and public improvements in the project area are completed.

The original South Auditorium Redevelopment Plan was adopted by the City Council on June 18, 1958; as a 30 year plan. Funding for this urban renewal program was derived 2/3 from the Federal Government and 1/3 from tax increment. In 1966, the Portland Development Commission approved an extension to the north of the original project boundaries, as stipulated in the South Auditorium Project Area II Plan. This extension was essential to improve the area surrounding the newly remodeled auditorium and provide a link to the downtown government centers. When this expansion took place, the project was refinanced and a 5-year tax levy was implemented.

All tax increment bonding has been retired for the entire South Auditorium area and redevelopment will be nearly complete with the construction of the 2 1/2 block Fountain Plaza mixed use development north of the Civic Auditorium, the Parkside center offices, and the Madison Tower condominiums (see Figure 15). Future emphasis will be on creating stronger ties between the South Auditorium area and the waterfront and coordination with the South Downtown Waterfront project.

South Auditorium Urban Renewal Plan

Adopted by Portland City Council June 18, 1958

The original South Auditorium Urban Renewal Plan established project boundaries indicated as Area I on Figure 15. In 1966, the boundary was extended to include area north of Market Street. The Urban Renewal Plan generally provided for the creation of sites for private development of residential and commercial uses in a setting of public parks, malls and landscaped street areas. Owners of land uses which remained in the area were required to maintain their properties in conformance with the Plan.

The Urban Renewal Plan, as amended, is recorded and constitutes covenants and restrictions that run with the land over a 30 year period (1958-1988). Specific provisions of the Plan include:
South Auditorium Urban Renewal Area

Figure 15

1. Fountain Plaza Mixed Use Development
2. Madison Tower Condominiums
3. Parkside Center Offices

Area II (Extension)

Area I (Original)

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1. Description of project boundary, land uses, public rights-of-way and public uses.

2. Project and urban design objectives.

3. Land use and building regulations governing use, minimum lot size, setbacks, height, land coverage and density, parking, off street loading, landscaping, roof and sign design.

4. Procedures for evaluating developer proposals, granting variances and amending revisions to the Plan.

5. Effective period of controls.

Copies of the Urban Renewal Plan and current amendments are available for review at the offices of the Portland Development Commission, 1500 SW First Avenue, phone 248-4800.

Cl Zone Regulations

Chapter 33.44 Portland City Code

With the exception of a small area south of the Freeway Loop, all of the South Auditorium Area is within the Cl Central Commercial Zone. This zone is applied only in the Downtown area. It allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and bulk are controlled by a special Z overlay zone. Parking is not required (except for residential buildings) and there is a maximum limit on parking to encourage transit use both to and within the Downtown and to help implement the City's air quality plan. These regulations are summarized in detail in Part IV.

Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the Cl, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the Cl zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the Cl, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design standards exist for development within design zones. These standards are applied to major
projects by the Design Committee, a seven member committee appointed by the
Mayor. Minor projects may be reviewed administratively by the Director of
the Bureau of Planning. Development and alteration of structures located in
historic districts as well as alteration of historic structures elsewhere in
D zones is reviewed by the Portland Historic Landmarks Commission. The D
Zone regulations are summarized in detail in Part IV.
Portland State University

Portland State University is not simply an urban college located adjacent to the downtown core. Its overall impact on the Downtown is to strengthen vitality, diversity and the fostering of cultural activities. The Downtown in turn provides a unique setting for the campus and an exceptional environment for the study of business, economics and urban development.

Portland State began as the Vanport Extension Center established in 1946 by the State Board of Higher Education to accommodate the large number of returning veterans. In 1952, the State Board of Higher Education purchased the Lincoln High School building at Southwest Park and Market Streets to house the extension operation in Portland. In 1955, the Legislature passed a bill that established Portland State College as a degree granting institution. As a result, an initial expansion plan was developed for the college campus.

By 1957, a trend rapidly increasing enrollment at Portland State College became apparent. The associated space needs prompted the State Board of Higher Education in 1961 to commission a long-range plan for physical expansion. This plan extended the campus boundaries to the west across the South Park Blocks. It was the first comprehensive physical development plan for the institution and extended the campus boundaries to their current limits. Subsequent comprehensive development plans were developed for Portland State College in 1966 and Portland State University in 1979.

Portland State University and the City of Portland have long enjoyed a relationship of mutual support and cooperation. In 1967, in order to provide the young college with the space needed to continue its growth and development plans, the City created the Portland State College Urban Renewal Area. Land that was acquired through the urban renewal process was resold to the State Board of Higher Education which then developed on the land the educational facilities that now represent Portland State University.

Goals and Guidelines/Portland Downtown Plan

Adopted by Portland City Council December 28, 1972 - October 1, 1980

The Downtown Goals and Guidelines contain a specific section on Portland State University and the South Park blocks. These goals and planning guidelines are reproduced in Part II of this document.

Urban Renewal Plan for Portland State College Project

Adopted by Portland City Council May 1967

This urban renewal plan was prepared to aid in the acquisition of land for the expansion of Portland State College (University) and to regulate the PSU Physical Development Plan. Funding for the acquisition of land for this project was obtained partially through Federal loans and grants programs.

This urban renewal plan was adopted as a 20 year plan. As a practical matter, however, it has been superseded by the PSU Development Plan described in the following section. The objectives of the urban renewal plan have been largely accomplished. As stated in the plan, they include:
Portland State University

Figure 16

General Boundary

South Park Blocks

Other

Ione Plaza and Park Plaza Housing

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1. Removal of structurally substandard buildings.

2. Elimination of blighting influences.

3. Modification of the Street system to provide for separation of pedestrian and automobile traffic and improvements within the Project Area.

4. Provision for making land available to the Oregon State Board of Higher Education, a public body, for the development of necessary facilities for Portland State College for higher educational purposes.

A copy of the Portland State College Urban Renewal Plan is available for review at the Offices of the Portland Development Commission, 1500 SW First Avenue.

Portland State University Development Plan

Portions Approved by: Planning Commission March 4, 1980 and Hearings Officer March 27, 1980

City regulatory control over development of campus master plans is through the conditional use process. Until recently, a separate conditional use permit was issued for each development project. Conditional use approval may now be granted for an entire land use master plan. However, the Planning Commission has directed the Hearings Officer to limit master plan approvals to a maximum of six years, projects not started within that time must be reapproved.

The PSU Development Plan is in three parts. The first describes existing conditions. The second is a mid-range plan. The third part is a long-range plan. The mid-range plan has been reviewed and approved, with conditions, by the City's Hearings Officer. The long-range plan has also been reviewed and conceptually approved. However, because of the six year time limit on master plan approvals, the long-range plan must be formally approved by the Hearings Officer or the Planning Commission at a later date.

The present plan describes current campus conditions as they pertain to land use. Previous planning efforts have recognized the existing city block structure as the natural campus pedestrian and vehicular flow pattern by which to integrate the University into the larger community. The Plan states that the physical definition of where the city stops and the campus begins should be treated as a subtle one in accordance with the University view of itself as an integral part of the larger community. Accordingly, this new plan is sensitive to city-campus visual continuity, mass scale relationships, and general characteristics such as landscaping and paving.

The mid-range plan states that the next steps in campus development are to enhance programs in instruction and research while accommodating growth in enrollments. The next building projects will increase floor area available for academic and related activities to 1,947,000 square feet to support an enrollment of 12,200 FTE (Full Time Equivalent) students. This enrollment could be achieved as early as 1985 and probably not later than 1900.
Figure 17

1. Phase I Professional School Building
2. Phase I Parking Structure 3
Figure 18

Mid Plan to 10,500 FTE
1. Addition to Parking Structure 3.
2. Recreation and Sports Center.
4. Phase 2 of Professional Schools Building.
5. Mid Plan to 12,200 FTE
7. 5-level Addition to Dept. of Continuing Education.
8. Phase 3 of Professional Schools Building.

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1. Housing—south of Shattuck on Smith Memorial Center, at West Campus.
2. Administration Center.
3. Two-level expansion for Health and P.E.
4. Millar Library Expansion to 10 levels above grade.
5. Parking Structure 4, west of Ondine.
The long-range plan projects additional growth to 15,500 FTE requiring academic and related facilities with a gross floor area of 2,400,000 square feet, exclusive of parking and housing. To accommodate this growth the plan calls for a series of additions to existing buildings as well as new construction. It also anticipates the grouping of departments within the various schools and colleges through the phased reallocation of space. See Figures 17-19 for plan phasing.

PSU Water Master Metering Plan

Recent growth and development of the PSU campus has involved the construction of street improvements, and the vacation of certain streets by the City. These street improvements and vacations have a direct impact on the public facilities located underground within the right-of-way.

Among the conditions imposed by the City Hearings Officer in approving the PSU Master Plan (see above), was that "all requirements of the City Engineer, Water Bureau, Building Bureau and Fire Marshall shall be met." In order to coordinate the provision, maintenance and repair of water supply facilities with the PSU development program, the Water Bureau and the University have agreed that "master metering" of the campus is desirable.

The addition of three master metering locations as shown on Figure 20 and other minor improvements will enable the entire piping system to be turned over to PSU. The resulting on-campus system will be totally under the control of the University. Note that a large supply main critical to city-wide operations is located in SW Mill from Broadway to SW 12th, then in SW 12th northerly. This main will remain under Water Bureau control and will not be affected by the Master Metering project.

RX Zone Development Notebook

Adopted by City Council February 7, 1980

Portland State University is designated as one of the four neighborhoods that comprise the RX residential zone. This neighborhood contains 32% of the total available housing in the RX zone. About half of this is housing for PSU students. The University is also a significant cultural contributor to the Downtown community. Portland State University is therefore an important element of the RX residential zone. The RX Zone Development Notebook includes guidelines for private and public development within the RX zone. See Part III, RX RESIDENTIAL ZONE, for a detailed summary of this document.
PSU Master Water Meter Plan

Figure 20

- Project Area
  - Master Meter (New)
  - Master Meter (Modify Existing)
  - Major City-Operated Supply Main (not connected to PSU)

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C1 Zone Regulations

Chapter 33.44 Portland City Code

The part of the PSU campus east of SW Broadway Avenue lies in the C1 zone. This downtown commercial zone allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and density are controlled by a special Z overlay zone. There is a maximum limit on parking to encourage transit use both to and within the Downtown and to help comply with clean air objectives. The C1 Zone regulations are summarized in part IV of this document.

RX Zone Regulations

Chapter 33.36 Portland City Code

The western 3/4ths of the PSU campus lies in the RX Residential zone. These regulations are the formal zoning code provisions regulating property within the RX Zone. They are summarized in detail in Part IV of this document.

Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the C1 zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines exist for development within design zones. These guidelines are applied to major projects by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts as well as alteration of historic structures elsewhere in D zones is reviewed by the Portland Historic Landmarks Commission. The D Zone regulations are summarized in detail in Part IV.
Transportation Center; (4) proceed with a pedestrian development program, first on Couch and Ankeny from the North Park Blocks through to Waterfront Park, and on First Avenue giving continuity to Skidmore/Old Town, and then the length of the North Park Blocks from Ankeny to Hoyt; (5) develop a centralized parking facility on the edge of the Historic District; (6) review and update the parking strategy for parking sectors B and C as part of the Downtown Parking Management Program; and (7) improve automobile and pedestrian access from the McCormick Pier development to the rest of the study area.

9. Encourage the development of a full range of housing on property fronting the North Park Blocks. This housing should include, when funding becomes available, new construction of publicly subsidized housing units replacing low income housing units lost elsewhere in downtown. Until this housing is feasible, special commercial uses such as lighting showrooms, office furniture and specialty print shops should be maintained in the area.

These policies provide clarification and consistency among existing goals and guidelines of the Downtown Plan as applied to the North of Burnside Study area. They break the barrier that Burnside Street now imposes without endangering the scale and flavor of Skidmore/Old Town or the Chinatown area, or requiring abrupt changes in resident lifestyles. Further, private development activities currently underway in the North of Burnside area and the more general economic patterns in the Downtown remain unaltered. Finally, these policies offer the basis for the development of a sound fiscal framework for achieving City goals and objectives in the area, the task of Part II of the North of Burnside Study.

Figure 21 provides a reproduction of the adopted land use map. The entire North of Burnside Land Use Policy is available at the Bureau of Planning.

Downtown Waterfront Urban Renewal Plan

Adopted by City Council April 25, 1974 - Current amendment September 13, 1979

The entire North of Burnside area lies within the Downtown Waterfront Urban Renewal Area. See Part III, DOWNTOWN WATERFRONT, for a summary of this plan.

Skidmore/Old Town Development Program

Adopted by the Portland Historical Landmarks Commission November 1976

The southeast third of North of Burnside contains this historic district. See Part III, SKIDMORE/OLD TOWN HISTORIC DISTRICT, for a summary of the Development Program.
support housing rehabilitation and the reopening of vacant buildings, but select buildings for public assistance based on the number of low-income units that can be accommodated within each building and the location of the building within existing concentrations. Social services targeted for the long-term residents of North of Burnside should also be located within these areas of residential concentration.

2. Encourage the location of temporary housing, drop-in centers and social service facilities intended primarily for use by non-resident transients or travelers to be outside the residential areas in the north part of the study area along NW Glisan or Flanders.

3. Encourage medium density office redevelopment and infill along Fifth Avenue from Burnside to Glisan. Floor area to site area ratios should reflect this density and be kept at a maximum of 6:1 FAR to attract infill development compatible with the adjacent residential areas.

4. Encourage medium density commercial development to link the Northwest Natural Gas site and the transportation facility area. FAR's now set at 4:1 east of NW 5th Avenue between Flanders and Hoyt should be raised to 6:1 to allow this density.

5. Maintain low density uses in the Skidmore/Old Town Historic district to encourage the restoration and preservation of existing buildings. Promote the Skidmore/Old Town District as an identifiable specialty retail district that can also accommodate offices, market rate housing and publicly subsidized housing on upper floors of buildings.

6. Promote medium density uses along Fourth Avenue adjacent to Skidmore/Old Town. If merchants and property owners pursue a Chinatown special district designation, promote that designation through regulations that would maintain and encourage additional development of traditional commercial uses and design features appropriate to the district. District boundaries would extend from Burnside to Glisan between NW Third and Fifth Avenues. FAR's now set at 4:1 for property fronting Fourth Avenue would be maintained to encourage development appropriate to the area, with the exception of the blocks west of Fourth between Burnside and Davis. A 6:1 FAR would be set for the full vacant block between Couch and Davis and the full block between Burnside and Couch as a transition from high densities south of Burnside to the medium densities north of Burnside.

7. Maintain a block between W. Burnside and Couch Streets between Fifth and Sixth Avenues as a transition from the high office core densities south of Burnside to the medium densities north of Burnside. A floor area ratio of 9:1 will serve as this step down, allowing development which connects activity on both sides of Burnside Street.

8. Promote the north end of the area as a transportation center for the downtown. This means: (1) maintain Glisan and Everett Streets as major east-west traffic access streets; (2) develop the second light rail line to serve north-south office development along Fourth and Fifth Avenues or Fifth and Sixth Avenues; (3) proceed with the development of the
4. The present pattern of office space development involves the conversion of historically significant buildings into professional offices located over renovated specialty shops. Retail-commercial uses are scattered throughout the district, with specialty retail facilities concentrated in the Historic District and Chinatown area. Of 14 commercial development projects planned or underway, 12 are small retail/office projects and two involve high rise office tower developments.

5. Seventeen percent of the floor space and land area in the Skidmore/Old Town Historic District is vacant or transitional. Fourteen separate projects are proposed for this area. The New Market Theater Block and Saturday Market are keys to anchoring the specialty retail market in Skidmore/Old Town.

6. A number of buildings of historical significance are scattered throughout the area outside of Skidmore/Old Town. Five are listed on the National Register of Historic Places, and fourteen have been noted as potential landmarks. Thirteen Chinese-American businesses and a number of Chinese family and tong organizations are active along or adjacent to NW Fourth Avenue between Burnside and Flanders. Though designation as a conservation or ethnic district has been suggested in past studies, public policy support has been limited to reinforcement of the Oriental retail concentration.

7. Significant transportation improvements have been planned for the area. These include the Transportation Center, renovation of Union Station and light rail transit (LRT). Locational decisions regarding LRT and diminishing federal transportation funds may make reconsideration of the adopted site plan and scale of the Transportation Center necessary.

8. North of Burnside provides parking space for the office/retail core south of Burnside. Eighty-nine percent of off-street and 35% of curb parking is long-term. Short-term parking for area retail uses is in short supply.

9. Pedestrian travelways in North of Burnside are underdeveloped. There are currently few street and sidewalk amenities accentuating the special character of Skidmore/Old Town and the Chinatown area.

10. The majority of public resources invested in Downtown have been expended outside of the North of Burnside area. Public funds expended in North of Burnside have been primarily directed to historic building rehabilitation and improvement of some hotels and low-income housing. Portland has been named one of two cities to conduct a demonstration to use Section 8 funds for SRO rehabilitation.

The North of Burnside Land Use Plan provides the following development policies.

1. Concentrate and consolidate long-term low-income housing and supportive services where largest concentrations are currently located. Two such areas now exist: between Ankeny and Davis, First and Third Avenues; between Burnside and Flanders, Sixth Avenue and Broadway. Continue to
North of Burnside Land Use Plan

Figure 21

Project Boundary
Historic District
Chinatown
Residential Concentrations

A. Government
B. Transportation Facilities Area
C. Housing and Specialty Commercial
D. Office Commercial
E. Specialty Retail Commercial
F. Mixed Specialty Retail, Office, Housing, and Entertainment
G. Housing

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The Goals and Guidelines of the Downtown Plan support the maintenance, accessibility and increased public use of the North Park Blocks and Waterfront Park. Open Space Planning Guideline #9 also designates North of Burnside as a "deficiency area" for which an open space program should be developed.

North of Burnside Land Use Policy

Adopted by City Council May 14, 1981 - Ordinance #151568

In the spring of 1980, the City Council directed the Bureau of Planning to undertake a study of the North of Burnside area, one of the last portions of downtown that had not undergone close study. Proposed projects like Pacific Square in the vicinity of Flanders and NW Second, the US National Bank Tower just south of Burnside on SW Fifth, along with increases in transit service through the area and a possible Transportation Center in the north end had raised the possibility of a shift in downtown development focus to the area North of Burnside.

The questions raised by these and other development projects made a study of the area North of Burnside necessary. Would continued downtown development require an increase in the availability of land North of Burnside for high density commercial development? Should the Downtown Plan be changed to promote high density development North of Burnside? What affects would such a change have on the North of Burnside area, downtown generally and the City's objectives for downtown housing, transportation, commercial development and historic preservation?

On May 14, 1981 the City Council adopted the North of Burnside Land Use Policy. The following is a summary of the findings and conclusions presented in that document.

1. The market for downtown land is strong. Leland and Hobson, Economists, have optimistically estimated a downtown demand of 591,000 square feet of new office and retail space per year to 1990. However, underused land in the downtown can accommodate development into the foreseeable future at current density limits. This makes the raising of density limits in North of Burnside unnecessary.

2. Public policy in North of Burnside has been to maintain low floor to site area ratios (FAR) and height limits within and around the Skidmore/Old Town Historic District; support medium density development at the Pacific Square site; encourage a mixture of medium density uses in the rest of the area; and to offer public assistance to selected developments.

3. In 1979 the City Council adopted a Downtown Housing Policy that requires the maintenance of low income housing downtown. Nevertheless, the low-income housing supply has declined. The 1,122 SRO units and 329 other low-income units existing in North of Burnside are a significant resource to the City of Portland. On November 13, 1980 the City Council resolved to investigate specific solutions to the problems of maintaining low-income housing in the downtown.
North of Burnside

The North of Burnside area of Downtown Portland is a diverse collection of medium density housing, retail, office and institutional land uses. Included within the boundaries of North of Burnside is the Skidmore/Old Town Historic District (see the following section, SKIDMORE/OLD TOWN HISTORIC DISTRICT).

There is a year-round residential population in the district of about 2000 persons. Seventy-five percent of these people reside in the area's SRO (single room occupancy) hotels and low income apartments. The other 25% depend on mission dormitories, emergency shelters, alcohol treatment centers and make-do shelters out-of-doors. Much of the resident population is underemployed and has a variety of health problems.

The North of Burnside area's low income housing stock of 1,450 units consists primarily of SRO housing concentrated around NW Sixth and W. Burnside Streets and in the area between Second, Third, Ankeny and Davis Streets. The area contains 50% of Downtown Portland's remaining SRO units. This housing is an important asset since the City is committed to maintaining low income housing in Downtown (see Part II, HOUSING, Policy Statements). The McCormick Pier development (under construction) will add 302 units of middle income housing in the far northeast corner of the area.

Major retail-commercial concentrations are located in the Skidmore/Old Town Historic District and in the areas along NW Broadway, NW Sixth and Burnside Streets. General business and professional offices occupy the bulk of the office space. Retailing consists mainly of eating and drinking places, specialty goods, and convenience retailing such as grocery stores, cafes and clothing stores patronized by area residents. A major 5 1/2 block mixed-use development is planned for the area bounded by NW First, Third, Davis and Glisan Streets. Miscellaneous industrial and service commercial establishments are dispersed throughout the area.

Extensive amounts of land and buildings are devoted to government and institutional use. Government uses include the Main Post Office, the Customs House, the Portland Fire Bureau and various branch offices of large agencies such as the State Employment Office. Four square blocks north of Glisan Street and west of Fifth Avenue are owned by the City and County. These blocks are planned for the construction of the Transportation Center. Institutional uses include a variety of community service centers which offer shelter and assistance to area residents.

A range of cultural activities have been drawn to and are identified with the North of Burnside area. Several visual arts organizations rent space in this area. Saturday Market, in addition to providing unique retail goods, has created a cultural atmosphere that is enjoyed state-wide. Rehabilitation of the Chinese Consolidated Benevolent Association hall has encouraged cultural activity in the area along NW Fourth Avenue known as Chinatown.

Eleven percent of the land area in North of Burnside is classified as open space. However, virtually all of that is located on either side of the district. Eight-four percent is in Waterfront Park. Access to Waterfront Park is very poor, the only crossing of Front Avenue being at Ankeny Street. Nearly all the remaining public open space is in the North Park Blocks at the far western edge. The only other open space is Skidmore Fountain/Plaza in Skidmore/Old Town.
C1 Zone Regulations

Chapter 33.44 Portland City Code

North of Burnside lies within the C1 zone. This zone is applied only in the Downtown area. It allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and bulk are controlled by a special Z overlay zone. Parking is not required (except for residential buildings) and there is a maximum limit on parking to encourage transit use both to and within the Downtown and to help implement the City's air quality plan. These regulations are summarized in detail in Part IV.

Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the C1 zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design standards are applied to major projects by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts as well as alteration of historic structures elsewhere in D zones is reviewed by the Portland Historic Landmarks Commission. The D Zone regulations are summarized in detail in Part IV.
Skidmore/Old Town Historic District

Context of Portland's Historic Districts

In 1845, Portland was a simple pioneer settlement located in a clearing on the bank of the Willamette River. This clearing was near the location of the present Skidmore/Old Town Historic District. For its first decade, Portland remained a village of log cabins, mud streets and tree stumps. But by the time Oregon achieved statehood on February 14, 1859; the log cabins were being replaced by homes and buildings of architectural significance for that period.

Portland's rapid growth and development was largely due to its physical location as an inland port. The Willamette and Columbia Rivers provided access to world ports for Oregon's vast lumber and agricultural resources. Like most river cities, the main business district began at the water's edge and spread inland. Front Street was just that; building fronts faced the street with their backs to the river docks.

In 1872 and 1873, fires ravaged about 30 blocks of what was then the central area of the young city. The rebuilding boom that followed these fires provided the opportunity to use the newest in building techniques, modular cast iron construction. Many of these elegant buildings with cast iron facades now provide the essence of Portland's historic districts.

The decades of the 1930's, 40's and 50's were not good to Portland's architectural past. The riverfront wharves were removed in 1929 and a seawall was constructed. The buildings on the east side of Front Street were demolished to make way for the late Harbor Drive in the early 1940's. The historic Portland Hotel was demolished in 1951 to make way for a parking lot; everywhere the post-war building boom replaced the old structures with freeways and high-rise office buildings.

The early 1960's saw some movement toward consideration of historical preservation. Lists of structures with historical and architectural merit were compiled. But, little public attention was focused on preservation; the major interests and issues of the day were new construction and urban renewal programs.

Oddly enough, it was an urban renewal program that provided the conditions that would spark Portland's preservation and conservation program. The South Auditorium Urban Renewal Plan, adopted in 1958, called for an almost total redevelopment of a 40 block area of old South Portland. Within the area was a vintage 1880's building distinguished by a cast iron facade. In 1965, concern for this structure led to negotiations between the City and the building's owner for its preservation. However, premature news stories announcing that the building would be saved caused the owner to fear that he would be forced into maintaining an old and inefficient building without just compensation. On a Saturday night, and without warning, a wrecking crew moved in and demolished the structure.

The aftershocks of this incident fueled the preservation and conservation movement in Portland. The Portland Chapter of the AIA, the Portland Art Commission and the Portland Beautification Association combined to develop and promote a preservation and conservation ordinance. This legislation established the Portland Historical Landmarks Commission and set the stage for the City's present historic districts and landmarks program. The current ordinance, Chapter 33.120 of the City Code, is reproduced in Appendix D.
Skidmore/Old Town Historic District—Building Classifications

Figure 22

- **District Boundary**
- **Designated Landmarks**
- **Potential Landmarks**
- **Other buildings compatible with district character**
- **Buildings not compatible with district character**

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The Skidmore/Old Town Historic District is generally considered to be the prime historic area of the City. The area, once the heart of commerce and entertainment, contains Portland's largest concentration of mid to late 19th century business buildings, and next to New York City, one of the largest collections of Victorian Italianate cast iron architecture.

In 1969-70, following adoption of the Historical Landmarks Ordinance, 14 buildings in the District were designated as historical landmarks by the City Council. The 1972 "Goals and Guidelines for Downtown Portland" further emphasized the City's commitment to preservation and restoration of the Skidmore/Old Town area.

During 1973-74 the Downtown Waterfront Urban Design Plan and Development Regulations were prepared. These plans included historical surveys, modifications to the Landmarks Ordinance, and specific proposals for the Skidmore/Old Town and Yamhill Historic Districts. The two districts were formally established by individual ordinances in 1975.

In December 1975 the Skidmore/Old Town Historic District was certified by the National Park Service for enrollment on the National Register of Historic Places. National Register status provided protection for all historic buildings within the District from direct federal action and from federally funded action, and makes historic buildings eligible for federal preservation grants, and for property tax benefits. Limited federal matching grants through the National Park Service are also available for restoration of public elements such as cobblestones and street lights, and for public acquisition of historic properties for preservation and restoration purposes.

The Portland City Council, in August 1976, approved the Urban Conservation Fund, a program jointly administered by the Portland Development Commission (PDC) and the Portland Historical Landmarks Commission (PHLC). The intent of the program is to provide financial assistance for preservation and restoration of historic properties through low interest loans, grants and other means.

This program was developed to guide public improvements within the Skidmore/Old Town Historic District. Specific public improvements are dealt with in the context of the Downtown Waterfront Urban Renewal Plan (see Part III, DOWNTOWN WATERFRONT URBAN RENEWAL AREA). The Skidmore/Old Town Development Program contains the following elements:

a. Statement of general design concepts and policies for the entire District.

b. Historical background on each program element, followed by design concept and policy recommendations, and proposals for specific improvement and acquisition projects.

c. Development and design standards for certain public improvements.
d. Development priorities and implementation schedule.

e. Review of related future development projects.

f. Recommendations for future policy, planning, and administration.

A primary purpose of the Development Program is to implement, through public improvements the 1972 Goals and Guidelines adopted by City Council, and appropriate segments of the Downtown Waterfront Urban Renewal Plan. To achieve this purpose the following general design concepts and policies are proposed for the Skidmore/Old Town Historic District:

a. Preserve, restore, reinforce and in some cases, reestablish the historic character of the District:

   o Retain all existing historic buildings, and historic public elements.

   o Where practicable, reuse existing historic elements, such as cast iron facades, that may be available in the City.

   o Where practicable, reproduce historic elements, such as street lights, that have a special association with the District or the City.

b. Provide identity and cohesiveness within the District, while at the same time allow for the diversity that is historic and essential for continued vitality.

c. Deemphasize auto and truck traffic, and stimulate pedestrian and transit use in accord with the Downtown Parking and Circulation Policy.

d. Develop public improvement projects that will encourage and support private investment, and the development objectives for the Skidmore/Old Town Historic District as stated in the 1975 Urban Design Plan.

Downtown Waterfront Urban Renewal Plan

Adopted by Portland City Council April 25, 1974

Last Amendment: September 13, 1979

This document provides special provisions for historic districts. The following statement is included in the Plan:

Special consideration shall be given to the Historic Districts identified on the Districts Map (see Figure 21). Development within the Historic Districts shall comply with Title 33, Planning and Zoning Code of the City of Portland, all guidelines established for the Historic District and shall be supportive of objectives of this Plan.

The Plan also provides that within Historic Districts, design review shall be performed by the Landmarks Commission (see also Part IV, D Design Zone).
Figure 23

1. Project Boundary
   1. Yamhill (Ord. No. 140282)
   2. Skidmore/Old Town (Ord. No. 140593)
   3. Transportation Center (Res. No. 31950)
   4. South Waterfront (Res. No. 32406)
Goals and Guidelines/Portland Downtown Plan

Adopted by Portland City Council December 28, 1972 - October 1, 1980

The Downtown Plan Goals and Guidelines contain one general goal and seven specific goals concerning the preservation of historic buildings and areas. These goal statements are reproduced in Part II of this document.

Historic Districts, Buildings and Sites Regulations

Chapter 33.120 Portland City Code

This chapter sets forth regulations for the protection of historical districts, buildings and sites. It also establishes the Portland Historical Landmarks Commission and spells out its responsibilities.

See Appendix D for the complete chapter.

C1 Zone Regulations

Chapter 33.44 Portland City Code

The Skidmore/Old Town Historic District lies entirely within the C1 Zone. This zone is applied only in the Downtown area. It allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and bulk are controlled by a special Z overlay zone. Parking is not required (except for residential buildings) and there is a maximum limit on parking to encourage transit use both to and within the Downtown and to help implement the City's air quality plan. These regulations are summarized in detail in Part IV.

Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the C1 zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines exist for development within design zones. These guidelines are applied to major projects by the Design Committee, a seven member committee appointed by the
Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts as well as alteration of historic structures elsewhere in D Zones is reviewed by the Portland Historic Landmarks Commission. The D zone regulations are summarized in detail in Part IV.

North of Burnside Land Use Policy

Adopted by Portland City Council May 14, 1981

The Skidmore/Old Town Historic District lies within the area covered by the North of Burnside Land Use Policy. This land use plan is summarized in Part III of this document under NORTH OF BURNSIDE.AREA. The entire document is available at the Bureau of Planning.
Yamhill Historic District

The Yamhill Historic District is a small six block area along both sides of Yamhill Street adjacent to the waterfront. It includes a mixture of mid-to-late 19th century business buildings of Victorian architecture, contemporary buildings and surface parking lots. After the Skidmore/Old Town Historic District, it has the largest concentrations of designated historic structures in the City.

During the early development of Portland, the Yamhill area became the original business district and hub of the City. Several major Portland businesses had their beginnings in the Yamhill District during the 1850's. The most well known is Meier and Frank. The Yamhill area, from its earliest beginnings in the 1850's has continued to be an area of change subject to good and bad influences and periods of prosperity and neglect.

During the early part of the twentieth century, the area was probably most well known as the public market area. The Yamhill District has experienced periods of progressive growth, slumps and the impact of flood and fire. Until the 1950's the District maintained a compact urban quality. This quality has now been lost due to extensive demolition of structures in and around the District and the replacement of these structures with surface parking lots. The definition of the District has been reinforced recently through the construction of the PGE Complex on the District's southern edge.

City Council, in July, 1975, formally designated the Yamhill area as an historic district. The designated national landmark buildings in the district account for over 51% of the buildings in the area. This qualifies the Yamhill Historic District for placement on the National Register of Historic Places. Such status provides protection for all historic buildings within the District from the effects of any direct federal action and of any federally funded and licensed programs, and makes historic buildings within the District eligible for Federal Preservation Grants and, by Oregon Law, property tax benefits. Additionally, financial assistance for preservation and restoration of historic buildings through low interest loans is available through the Urban Conservation Fund, a program jointly administered by the Portland Development Commission and the Portland Historical Landmarks Commission.

Yamhill Historic District Development Program

Adopted by the Portland Historical Landmarks Commission June 1979

This document is used as a general guide for public and private development within the Yamhill Historic District. It is organized in three parts. Part I includes a goal statement for the development program, a discussion of issues and strategies, and an inventory of physical conditions in the area. Part II includes the development program and implementation schedule. Part III includes special design controls and guidelines for the district. A summary of the more important elements of this document follows.

The Yamhill Historic District Development Program has not been adopted by the City Council. It is therefore an advisory document that is subject to change and interpretation.
1. Yamhill Development Program Goal

To improve the Yamhill Historic District's identity as a significant Historic District of Downtown Portland through the following actions:

- Implement public and private physical improvements
- Increase economic activities and public uses that are harmonious and mutually reinforcing

Improvement is to be shown by the following results:

- Increased recognition and use of the area by citizens and customers
- Further profitable and compatible development and renovation by buildings owners and property developers.

2. Development Program Summary

The development program is intended to accomplish through public improvement the Goals and Guidelines of the Downtown Plan and appropriate segments of the Downtown Waterfront Urban Renewal Plan. Specifically, it is to accomplish the objective of establishing a Yamhill Historic District identity, reinforce the preservation of the area and provide guidelines for rehabilitation and new construction within the district. Also, the public improvements are to respond to development impacts and corresponding increased use of the area.

Yamhill Historic District has always been an area of change. The objective of preserving the District is to insure that, in spite of continued change, its historical qualities are maintained. The district's revitalization effort is not intended to reproduce the district as it was at some point in the past. However, sensitivity to historical precedents should be demonstrated whereever practicable. Public improvements must support and assist in defining the historical character of the District. Public improvements recommended for the District have been developed within the following design framework:

- Establish District Boundary and Character
  - Street Trees
  - Identify District Entrances
  - Sidewalk Improvement and Detailing
  - Special Street Sign Standards
  - Maintain Building, Sidewalk and Street Relationship

- Establish District Focal Point
  - Major Public Feature in the District

- Accommodate Increased Pedestrian Activity
  - Public Space
    - Improved Pedestrian movement
    - Street Furniture
    - Pedestrian Information
    - Building and Business Directory
0 Private Building Improvements

Rehabilitation
New Construction Sympathetic and Supportive of Historical Buildings
Rain Protection

4. Street Design Concept

The street pattern in the Yamhill Historic District is as originally platted. The streets have been paved over with asphalt where originally they were paved with cobblestones, often called "Belgian Block". The full width of Front, 1st and 2nd were paved with cobblestones for their full length within the District.

Historically, the relationship between the street, sidewalk and building was extremely important in the Yamhill District. There was a high level of pedestrian activity associated with markets along Yamhill Street. The street was alive with activity; both pedestrian and vehicular. The scale of buildings in the district, extensive use of large tent-like awnings, and high pedestrian use focused attention at the street level. Yamhill Street should receive special emphasis for it is the backbone of the District and serves an important connecting role between the retail core and the Waterfront Park. In some cases special material other than asphalt paving should be used in the roadway.

5. Pedestrian Walkways

Original wood sidewalks were replaced with concrete in the early 1900's. Existing sidewalks are the originally poured concrete with alterations due to repairs and the addition of handicapped ramps. A few iron horse rings still remain in the District and basement glass windows have been paved over. In some cases, elevator doors are in poor condition. Many old cast iron utility covers (gas and water) are still in use and should be continued.

Historically, as well as today, sidewalks were an important design element in the Yamhill Historic District. Sidewalk improvements should reflect considerable detailing. The major design resource in the District, its historical buildings, exemplify the high level of detailing present in the late 19th Century architecture. Such design detailing should be carried out in the sidewalks.

6. Public Space

WATERFRONT PARK. Historically, the relationship between the district and the Waterfront has been important. Although the area east of Front is technically within District boundaries, they are two distinct areas. The Waterfront park has been developed primarily with a linear north/south orientation.
A physical connection between the District and the park has been accomplished with the Front Avenue Boulevard project. This reinforces the role Yamhill can play as a major pedestrian connector between the Downtown core and the Waterfront Park. The visual relationship between the District and the Waterfront Park, particularly down Yamhill is extremely important as is the interaction of activities between the two areas.

WIDENED SIDEWALKS. The widened sidewalks, discussed in other sections, will be a significant public space accommodating pedestrian movement and allowing pedestrians an opportunity to experience some of Portland's past. Although benches will provide seating areas, the space will be active with movement. The First and Yamhill intersection is the center of the District and is a key intersection.

PUBLIC SPACE. Consideration should be given to development of public space that would meet two objectives: 1) assisting in defining the District with a major feature, and 2) providing an area where District activities and special events could take place.

7. Landscaping

Landscaping is severely limited in the Yamhill Historic District with very few trees in existence other than those established with the Front Avenue Boulevard project and the PGE Complex. Trees are a relatively new phenomenon to the urban environment. They can have a dramatic effect on an area and they serve effectively to define a District.

Particular care must be taken to insure appropriate street tree type and location. Large deciduous trees similar to those found in the sidewalk areas on Front and in the PGE complex should be used around the perimeter of the District.

Location and street tree type should be determined by sidewalk width, growth characteristics and relationship to building facade elements. Generally, five trees per block are recommended. Street tree type and placement should be reviewed by the Street Tree Advisory Committee, the Yamhill Historic District Advisory Council and the Portland Historical Landmarks Commission.

8. Lighting

In the early 1900's the City of Portland began establishing a standard downtown electrical light. The "4-ball" fixture was used throughout the downtown area. None of these fixtures remain in the District today. In 1925, the present downtown ornamental standard lighting fixture began replacing the "4-ball" fixture.

The downtown standard ornamental should be the designated lighting fixture. Special landscape lighting should be integrated into widened sidewalk and plaza areas. Special lighting should be considered in the illumination of proposed entrance features.
9. District Entrances

The identity of the Yamhill Historic District as a special district of the City is a major concern. Also, as previously noted, the role the District plays as a major connection between the downtown retail core and the Waterfront Park and the historical significance of the Yamhill District offer an opportunity to reinforce the District's sense of place. Establishment of special entrances at 3rd and Yamhill and Front and Yamhill, combined with a focus on the First and Yamhill intersection as the center of the District, could clearly reinforce the District's identity. Additionally, entrances should be established at First and Taylor and First and Morrison intersections.

Arches were commonly found at major intersections in Portland in the early 1900's. These have all now been demolished. However, installation of a similar design might be considered as an entrance to the District.

10. Restoration and Infill

All restoration and infill projects should be accomplished by the private sector. Special project assistance should be provided in addition to the already existing programs; Urban Conservation Fund, 15 year freeze on property tax assessment, matching grants for restoration and acquisition from the National Park Service Program and the Federal Tax Reform Act of 1976. Portland Development Commission should consider assistance to new construction projects where an historical building facade or a compatible building design would not be feasible without public participation.

11. Rain Protection

Rain protection elements were often a part or attachment to a 19th Century Building. Most common were awnings and wood or steel canopies supported by brackets. Rain protection served to shelter goods stored on the sidewalk as well as pedestrians.

Rain protection should be encouraged throughout the District where it would be consistent with the function of the buildings. Such improvements are the responsibility of the property owner and financing is available through Bancroft Bonding.

12. Design Review

Alteration of existing structures and new construction within the Yamhill Historic District must undergo design review by the Yamhill Advisory Council and the Portland Historical Landmarks Commission. The procedures and guidelines for historic district design review are detailed in Part IV of this document.

Downtown Waterfront Urban Renewal Plan

Adopted by Portland City Council April 25, 1974

Last Amendment: September 13, 1979

This document provides special provisions for historic districts. The following statement is included in the Plan:
Special consideration shall be given to the Historic Districts identified on the Districts Map (see Figure 21). Development within the Historic Districts shall comply with Title 33, Planning and Zoning Code of the City of Portland, all guidelines established for the Historic District and shall be supportive of objectives of this Plan.

The Plan also provides that within Historic Districts, design review shall be performed by the Landmarks Commission (see also Part IV, D Design Zone). The code provisions regulating historic districts, buildings and sites are reproduced in Appendix D.

**Cl Zone Regulations**

Chapter 33.44 Portland City Code

The Yamhill Historic District lies entirely within the Cl Zone. This zone is applied only in the Downtown area. It allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and bulk are controlled by a special Z overlay zone. Parking is not required, (except for residential buildings) and there is a maximum limit on parking to encourage transit use both to and within the Downtown and to help implement the City's air quality plan. These regulations are summarized in detail in Part IV.

**Z Zone Regulations**

Chapter 33.56 Portland City Code

All development within the Cl, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the Cl zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

**D Zone Regulations**

Chapter 33.62 Portland City Code

All development within the Cl, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines exist for development within design zones. These guidelines are applied to major project by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts as well as alteration of historic structures elsewhere in D Zones is reviewed by the Portland Historic Landmarks Commission. The D zone regulations are summarized in detail in Part IV.
Historic Districts, Buildings and Sites Regulations

Chapter 33.120 Portland City Code

This chapter sets forth regulations for the protection of historical districts, buildings and sites. It also establishes the Portland Historical Landmarks Commission and spells out its responsibilities.

See Appendix D for the complete chapter.

Goals and Guidelines/Portland Downtown Plan

Adopted by Portland City Council December 28, 1972 - October 1, 1980

The Downtown Plan Goals and Guidelines contain a general goal and seven specific goals concerning the preservation of historic buildings and areas. These goal statements are reproduced in Part II of this document.
Government Center

The concept of a Government Center in Portland is not new. Variously called a Government Center or Civic Center, the concepts were based on the premise that government offices should be clustered together - county, city, federal and state.

The first Government Center plan was developed by Edward Bennett in 1911. He initiated the term Civic Center which was in vogue through at least the 1950's. It was in the 1960's that the term Government Center came into being. All the plans from Bennett forward put a Civic Center in the general vicinity of the County Courthouse and City Hall. There is one exception. That was in the mid-1940's when voters were asked to choose between that location and one on the east side.

Civic Center plans have varied in size from 9 blocks to 24 or more. The more ambitious ones ran from a block or two west of the Courthouse and City Hall all the way to the waterfront in a minimum width of four blocks. All the ambitious plans were prior to 1960. Scaled down versions consisting of a maximum of 9 blocks began appearing after 1966. The reasons were escalating land costs and perceived voter resistance.

Civic Center plans have been voted on at least five times. First, the Bennett plan was approved by voters by a margin of more than 2 to 1 in 1912. It was approved in concept only. No money was appropriated and the plan died for lack of attention. Between the Bennett plan and the Moses plan in 1943, at least five other Civic Center plans were submitted to the Council. None were adopted.

The Moses plan, which Collier's called a "masterpiece" was put on the ballot twice -- both times after it had been massaged by the Portland Planning Commission. The first time it was placed before the voters, it covered 24 blocks in spite of the fact that the Moses plan had called for only 20. That was in June 1945. It was overwhelmingly defeated. The Planning Commission reworked the plan, scaling it back to 20 blocks and calling for a staged development with voter approval at each stage. They placed this on the ballot in November 1946 where the voters again turned it down by a margin of more than 2 to 1.

Interest died down and was not rekindled until 1963 when the City-County Coordinating Committee was formed to look at the feasibility of a City-County Building. In 1967 a plan for a Government Center was unanimously approved by the Council, but in May and November 1968 voters rejected ballot measures for the acquisition of the land. That was the last time a Civic Center proposal was submitted to a vote.

Since then progress has been slow but steady. In the 1970's the emphasis changed from government acquisition of all the land needed to develop a Government Center to the development of specific proposals on specific sites for the construction of office buildings to house government personnel. In 1972, Planning Guidelines/Portland Downtown Plan was adopted by the City Council. This plan confirmed a Government Center in the nine block area bounded by SW Fifth, Second, Salmon and Jefferson.
Government Center

Figure 25

1. Multnomah County Courthouse
2. Public Safety Building
3. General Services
   Administration (Federal) Building
4. City Hall
5. Public Service Building
During 1973-74 the Federal Government constructed the general Services Administration Building and Shrunken Plaza on the two blocks east of City Hall. This development seemed to firmly anchor the nine block area as a government center.

In 1977, the City Office of General Services put out a report outlining the joint use (city-county) of a building to be constructed on the Annex Block between City Hall and the County Court House. It was also pointed out that there was still need for an additional building to house City personnel. The report recommended that the City acquire either the Hamilton or Lenox Hotel Block for that purpose.

In 1979, the Lenox Block was purchased by the City and a professional consultant hired to draw up performance plans and specifications for a new Public Service Building. Because a criminal detention center was to be included in the joint City-County Public Safety Building to be located on the Annex Block, the locations of the two planned buildings were switched.

Today both the Public Service Building and the Public Safety Building are under construction. This leaves only the block in the far northeast corner of the nine block Government Center area with uses other than government buildings or parks.

Downtown Waterfront Urban Renewal Plan

Adopted by City Council April 25, 1974 to September 13, 1979

This urban renewal plan does not substantially affect the Government Center or the uses within the area defined as Government Center. The blocks now used as parks between SW 3rd, 4th, Jefferson and Salmon are designated as Public Open Space and Parks in the plan. All other blocks are designated as Mixed-Use. The plan did, however, provide for the purchase of the Lenox Hotel Block for development of the Public Safety Building. See Part III, DOWNTOWN WATERFRONT URBAN RENEWAL AREA, for a summary of this urban renewal plan.

Cl Zone Regulations

Chapter 33.44 Portland City Code

Government Center lies within the Cl Central commercial Zone. This zone is applied only in the Downtown area. In addition to institutional uses, it allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and bulk are controlled by a special Z overlay zone. There is a maximum limit on parking to encourage transit use both to and within the Downtown and to help implement the City's air quality plan. These regulations are summarized in detail in Part IV.
Z Zone Regulations

Chapter 33.56 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the C1 zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

D Zone Regulations

Chapter 33.62 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design guidelines exist for development within design zones. These guidelines are applied to major projects by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts as well as alteration of historic structures elsewhere in D Zones is reviewed by the Portland Historic Landmarks Commission. The D zone regulations are summarized in detail in Part IV.
Retail Core

The Downtown Plan Goals and Guidelines emphasizes the importance of a strong downtown retail core to the health of a city. Six of the ten goal statements in the section on commerce specifically address the Retail Core. Numerous other references throughout the document support a strong retail function throughout the Downtown and within the Retail Core in particular (see Part II of this document for the Goals and Guidelines).

The boundaries of the Retail Core district are defined by the Z Downtown Development Zone regulations. Within this area, all new development and renovations that exceed fifty percent of the value of the existing structure must include retail uses in at least fifty percent of the part of the building fronting on the sidewalk. The highest concentrations of retail activity and the highest land values in the City are located within this district.

The retail concentrations that exist here today are extensions of the early commercial districts along the waterfront and in the Skidmore and Yamhill areas. Between 1900 and 1930, retail activity shifted from the waterfront to locate along the principal street car routes on Morrison and Washington Streets. The boundaries of the Official Retail Core, as with other Downtown Districts, may be changed by the City Council from time to time. The Downtown Plan Goals and guidelines specifically call for an eventual extension of the Retail Core back toward the Waterfront.

Terra Cotta

Most buildings in the Retail Core date from 1900 to 1930 and are similar in size, configuration and in the prevalence of glazed terra cotta ornamentation. Terra cotta, which literally means "burnt clay" has been used as a building material for almost 8000 years. At the turn of the century, glazed terra cotta, which has the appearance of white or buff stone, became a popular material for exterior walls. It was light, economical and fireproof making it an ideal facing for the tall buildings made possible by the advent of elevators and steel frame construction. Later it was supplanted by even lighter materials, and with the adoption of modular construction techniques, fell into total disuse. Today as an architectural material it is almost unknown.

The rapid development of Portland's retail district at the time when terra cotta construction was at its height has resulted in an abundance of the material within the Retail Core. There are twenty-two separate buildings within the district that exhibit this abandoned architectural form. A walking tour guide of downtown terra cotta buildings entitled Last of the Handmade Buildings is available from the Architectural Preservation Gallery, 26 NW Second, Portland, Oregon 97209; from which some of the above information was obtained.

Downtown Waterfront Urban Renewal Plan

Adopted by City Council April 25, 1974

Last amendment - September 13, 1979
The primary objectives of this plan are to improve the function, conditions and appearance of the area adjacent to the Willamette River and to eliminate blighting influences in order to strengthen the Downtown and reestablish its relationship to the river. One of the public objectives of this plan is to support the Retail Core including the provision of pedestrian facilities and convenient short-term parking, the development of open space including a public square and reduction of traffic congestion. Not all of the Retail Core is within the Downtown Waterfront Urban Renewal Area. See Part III, DOWNTOWN WATERFRONT URBAN RENEWAL AREA, for a summary of this plan.

**C1 Zone Regulations**

Chapter 33.44 Portland City Code

The Retail Core lies entirely within the C1 Central Commercial Zone. This zone is applied only in the Downtown area. It allows high rise development, a full range of commercial uses, clean labor intensive industry and high density apartments. Building height and bulk are controlled by a special Z overlay zone. Parking is not required (except for residential buildings), and there is a maximum limit on parking to encourage transit use both to and within the Downtown and to help implement the City's air quality plan. These regulations are summarized in detail in Part IV.

**Z Zone Regulations**

Chapter 33.56 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the Z Downtown Development Zone. This zone was established in order to implement the objectives of the Downtown Plan Goals and Guidelines. Among other things, the Z Zone regulates building height and bulk, parking and access to parking. It also provides for density bonuses for residential development in the C1 zone. It specifies required building lines and retail activity in certain areas and limits development with blank walls at street level in certain situations. These regulations are summarized in detail in Part IV of this document.

**D Zone Regulations**

Chapter 33.62 Portland City Code

All development within the C1, MX and RX zones is also subject to the regulations of the D Design Zone. The purpose of this zone is to conserve and enhance the appearance of the City in areas of special interest and use, of cultural note or architectural merit. Special design standards exist for development within design zones. These standards are applied to major project by the Design Committee, a seven member committee appointed by the Mayor. Minor projects may be reviewed administratively by the Director of the Bureau of Planning. Development and alteration of structures located in historic districts as well as alteration of historic structures elsewhere in D Zones is reviewed by the Portland Historic Landmarks Commission. The D zone regulations are summarized in detail in Part IV.
Downtown Development Regulations

The zoning code regulations for the Cl, RX, MX, Z and D zones are commonly referred to as the Downtown Development Regulations. These regulations are made a part of the City Code by City Council ordinance. They are the primary legal land use controls with which all development in the Downtown must comply.

City Code provisions are often adopted to implement general City goals and plans. In this case, the Downtown Development Regulations have been adopted to implement the objectives of the Downtown Plan Goals and Guidelines. Goals, guidelines, plans and policies provide guidance for actions and regulations. Regulations are often more specific and more extensive than general goals, guidelines, plans and policies; but they must be consistent with them to be legal.

There are two basic types of Downtown Development Regulations; the primary zones and the overlay zones. The primary zones (Cl, MX, RX) are mutually exclusive. They encompass separate areas of the Downtown and regulate the types of land uses that are allowed in each respective zone. They also regulate such things as lot size and coverage. The overlay zones (Z and D) apply to the entire Downtown area. The provisions of these zones are in addition to those of the primary zones. Both the Z and D Zone regulations address urban design concerns. They regulate such things as building height, bulk and design; and were developed in direct response to the Downtown Plan Goals and Guidelines. Section 33.62.030 of the D Zone regulations requires that specific guidelines be adopted for application by the appropriate body in performing the design review function required by the D Zone regulations. These design guidelines are reproduced in two sections following the summary of the D Design Zone regulations.

Although the following summaries of the Downtown Development regulations are fairly detailed, they should not be relied on as a substitute for the official City Code. The official language for legal applications can be found in copies of the City Code or as Appendix D (not attached).
# Part Four

## Downtown Development Regulations and Design Guidelines

### Contents

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Purpose

The Cl Central Commercial Zone is designed to regulate development of Downtown Portland. The regulations permit a broad range of uses including but not limited to office, retail, entertainment, housing and supporting institutional and service uses which will maintain downtown as Portland's commercial, cultural and governmental center in furtherance of planning goals and public policies.

Other Regulations

The entire area within the Cl Zone is also within the Z Downtown Development Zone and the D Design Zone and subject to the provisions of Chapters 33.56 and 33.62 of the City Code.

Uses Permitted

The Cl Zone allows a wide range of general commercial, light manufacturing and residential uses of the types described below:

1. Group 1, 2 and 3, commercial uses as listed in Section 33.42.020. These include various retail, service and governmental uses.

2. Group 5 commercial uses such as banks, hotels, taverns and restaurants; excluding drive-in businesses, billboards and cemeteries.

3. Group 6 uses as listed in Section 33.42.020. These include churches, colleges, hospitals, schools, etc.

4. Manufacturing or assembly of electrical appliances, cosmetics, drugs, pottery, signs, musical instruments, precision instruments, etc.

5. Wholesale businesses.

6. Residential uses, including apartments and boarding and rooming houses.

Conditional Uses

1. Private or public helistop.

2. Drive-in business, or any drive-in activity associated with a permitted use.

3. Excavations and filling.

4. Group 4 uses as listed in Section 33.42.020, except bicycle sales and service.

5. Public or private off-street parking facilities subject to the regulations provided in Chapter 33.56. (Z Zone)
6. Outdoor activities not incidental and related to permitted uses, such as commercial amusements, open air markets, vendors and eating places not otherwise regulated by the city code.

7. Radio or television transmitters.

Limitations on Use

1. Any uses and operations objectionable due to unsightliness, odor, dust, smoke, glare, noise, heat, vibration, and other similar causes shall be prohibited.

2. All uses and operations, except Group 5 and 6 uses which are by nature of an open air type shall be confined, contained and conducted wholly within completely enclosed buildings provided that incidental activities related to permitted uses such as outdoor sale of plants, outdoor eating areas and similar outdoor activities may be unenclosed subject to approval in accord with Chapter 33.62. (D Design Zone)

Off-Street Parking

1. The maximum amount of parking allowed to a development is regulated by Chapter 33.56 Z Downtown Development Zone and Section 9 of the Downtown Parking and Circulation Policy. All parking is a conditional use subject to the provisions of Chapter 33.106, Conditional Uses.

2. New buildings may be constructed without parking spaces or with fewer spaces than the maximum limit; except, minimum residential parking requirements are: not less than one space per condominium unit, 0.75 space per rental unit, and 0.25 space per elderly housing unit.

3. Open (surface) parking lots are regulated by Section 33.56.100 (Z Zone).

4. Parking is further regulated by Chapter 33.82, Parking Regulations. The chapter provides general requirements, standards of measurement, and design requirements.

Off-Street Loading

Off-street loading facilities are required to maintain the efficient use of street right-of-way.

1. Apartments: one loading berth is required for buildings with 50 or more units.

2. Offices: one loading berth is required for buildings with over 30,000 square feet of gross floor area.

3. Business and Service Uses: one loading berth is required for businesses with over 20,000 square feet of gross floor area.

4. If the above requirements create site, building development or circulation problems; on-street loading may be approved if the Traffic Engineer finds it to be supportive of the Downtown Plan Goals and Guidelines.
Minimum Lot Size

There is no minimum lot size requirement.

Maximum Lot Coverage

There is no maximum lot coverage requirement except as may result from the Minimum Yard Requirement below.

Minimum Yards

Courts and yards necessary to provide adequate light, air and privacy may be required under procedures in Chapter 33.62, D Design Zone.

Maximum Floor Area

1. Maximum total floor area permitted on any site shall be as prescribed in Chapter 33.56. (Z Downtown Development Zone) See Figure 29.

2. Two or more contiguous or noncontiguous sites within the C1 Zone may be developed jointly and residential and nonresidential floor area, including bonus residential floor area authorized by Section 33.56.070 may be transferred between the sites, provided that:

   a. Buildings on each site shall not exceed the total (base and bonus) floor area or height permitted on that site.

   b. The total residential floor area requirement on all sites developed jointly involving residential bonus shall be assured by withholding issuance of a certificate of occupancy for the nonresidential floor space until a certificate of occupancy for the residential floor space has been issued.

Maximum Building Height

Maximum height shall be as prescribed in Chapter 33.56. (Z Downtown Development Zone) See Figure 28.

Demolitions

1. Building demolition is regulated to encourage building rehabilitation and thereby prevent the creation of unsightly vacant lots.

2. The Bureau of Buildings shall issue no demolition permit for any building until the proposal for demolition has been reviewed in accordance with Chapter 24.13 of the Portland Code as though the building proposed for demolition fell under the scope of Chapter 13 of the Appendix of the Uniform Building Code. (The purpose of this provision is to require all buildings in the C1 zone to undergo the review process provided in Chapter 24.13, Group "H" Occupancies, prior to demolition. Chapter 24.13 requires the Portland Development Commission to assess the potential of the building as a housing resource for low and moderate income persons.)
Signs

1. On-Premise Signs, Permanent Materials
   a) Maximum Area Permitted: 1.5 square feet per foot of street frontage.
   b) Number Permitted: Unlimited.
   c) Projecting Signs: Not to exceed 15 square feet in area or to project over the right-of-way (sidewalk) more than 18 inches, except with the following conditions where a sign may project up to 3.5 feet over the right-of-way:
      1) a sign below rain protection may project the width of the rain protection structure
      2) along the face or edge of a canopy or marquee, provided they do not extend below the lower surface or above the upper surface.
      3) one standard parking symbol along each street frontage of a parking lot or garage available to the general public for parking
   d) Maximum Height: Signs may not extend above the roof or the second story unless approved by the Design Committee. Ground signs may not exceed 20 feet above sidewalk grade.
   e) Lighting: Signs may be lighted.
   f) Flashing Signs: Not permitted, with exceptions.
   g) Movement: Moving signs are not permitted, with exceptions.
   h) Additional Signs: Additional signs are permitted in certain conditions. Such signs may not exceed 0.2 square feet per lineal foot of street frontage or extend more than 8 feet above the sidewalk.

2. On-Premise, Impermanent Materials
   a) Maximum Area: 0.5 square feet for each lineal foot of street frontage.
   b) Attachment: Such signs must be attached to the building only.

3. Traffic and Other Public Signs
   Signs exceeding 15 square feet must be reviewed by the Design Committee.

4. On-Premise Real Estate Signs
   Such signs may not be lighted or exceed 20 square feet in area along any one street frontage. They must be removed within 20 days of the sale of the property.

5. Prohibited Signs
   a) Signs moved or rotated by the wind.
   b) Strings of exposed incandescent lights.
   c) Signs constituting a traffic hazard.
   d) Outdoor advertising signs.
6. Administration

a) Signs must be approved by the Landmarks Commission in historic districts or the Design Committee elsewhere in the Cl zone if the sign to be built combined with existing on-premise signs exceeds 30 square feet.

b) Traffic and public signs over 15 square feet in area must be approved by the Design Committee or Landmarks Commission.

c) Presentations to the design review bodies must include drawings, specifications and color samples.

d) Adjustment to certain provisions in the sign regulations may be granted by the Planning Director.

e) An applicant aggrieved by a decision of the Planning Director may appeal to the Design Committee.

f) Special standards and guidelines for evaluation and acceptability may be adopted and applied for special and unique areas within the Cl zone.

g) No sign may be erected, reerected, inscribed or structurally altered in a Cl zone unless a permit has first been obtained from the Bureau of Buildings.

SEE APPENDIX D FOR COMPLETE CHAPTER, CI CENTRAL COMMERCIAL ZONE
Purpose

The MX Central Services Zone is intended to provide regulations governing use and development of property as commercial services and light manufacturing districts complimentary to downtown retail and office uses. The regulations permit various manufacturing, commercial service, wholesale, retail and other uses compatible with development of downtown Portland and in furtherance of planning goals and public policies. Although residential uses are permitted it is not intended that residential uses will predominate or that residential uses will tend to set development standards for the commercial service and light manufacturing uses.

Other Regulations

The entire area within the MX Zone is also within the Z Downtown Development Zone and D Design Zone and is subject to the provisions of Chapters 33.56 and 33.62.

Uses Permitted

1. Group 1, 2 and 3 commercial uses as listed in section 33.42.020. These include various retail, service, entertainment and governmental functions.

2. Group 5 commercial uses as listed in Section 33.42.020; including banks, hotels, restaurants, taverns and clubs but excluding drive-in businesses, billboards and cemeteries.

3. Group 4 industrial uses as listed in Section 33.50.020; including auto reconditioning, painting, upholstering, washing, body and fender work, auto sales, truck rentals; but excluding garages, parking and auto repair and service stations.

4. Group 7 industrial uses, including fabrication, assembly and other light manufacturing activities.

5. Residential dwellings of all types.

Conditional Uses

The following uses may be allowed subject to the provisions of Chapter 33.106, Conditional Uses.

1. Private or public helistop.
2. Automobile service stations and repair garages.
3. Drive-in activity associated with a permitted use.
4. Excavations and filling.
5. Public or private off-street parking.
6. Radio or television transmitters.
7. Outdoor activities not incidental and related to permitted uses, such as commercial amusements, open air markets, vendors and eating places.

Limitations to Use

1. Any use or operation objectionable due to unsightliness, odor, dust, smoke, noise, glare, heat, vibration and any similar causes is prohibited.

2. All operations and activities must be contained within an enclosed building, except:
   a) activities incidental to a permitted use such as outdoor eating areas and sale of plants, etc., if approved by the Design Committee.
   b) those group 5 uses that by nature are conducted in open air.

Off-Street Parking

1. The maximum amount of parking allowed to a development is regulated by Chapter 33.56 Z Downtown Development Zone and Section 9 of the Downtown Parking and Circulation Policy. All parking is a conditional use subject to the provisions of Chapter 33.106, Conditional Uses.

2. New buildings may be constructed without parking spaces or with fewer spaces than the maximum limit; except, minimum residential parking requirement are: not less than one space per condominium unit, 0.75 space per rental unit, and 0.25 space per elderly housing unit.

3. Open (surface) parking lots are regulated by Section 33.56.100.

4. Parking is further regulated by Chapter 33.82, Parking Regulations. The chapter provides general requirements, standards of measurement, and design requirements.

Off-Street Loading

Off-street loading facilities are required to maintain the efficient use of street right-of-way. Off-street loading berths shall be provided as follows:

1. Apartments: One loading berth is required for buildings with 50 or more units.

2. Offices: One loading berth is required for buildings with over 30,000 square feet of gross floor area.

3. Business and service Uses: One loading berth is required for businesses with over 20,000 square feet of gross floor area.

4. If the above requirements create site, building development or circulation problems; on-street loading may be approved if the Traffic Engineer finds it to be supportive of the Downtown Plan Goals and Guidelines.

Minimum Lot Size

There is no minimum lot size requirement.
Maximum Lot Coverage

There is no limitation on lot coverage.

Maximum Floor Area

Maximum total floor area permitted on any site shall be as prescribed in Chapter 33.56 (Z Downtown Development Zone). Currently in the MX Zone, a maximum of six square feet of gross floor area is allowed for every square foot of site area.

Maximum Height

Maximum building height is controlled by Chapter 33.56 (Z Downtown Development Zone). Currently in the MX Zone, maximum building heights are 460 feet from the lowest site elevation.

Minimum Yards

No yards are required.

SEE APPENDIX D FOR COMPLETE CHAPTER, MX CENTRAL SERVICES ZONE
Purpose

Provision of an area within the downtown where the primary use is housing. The regulations of the RX Zone provide for a mixture of apartment residential and institutional uses, together with appropriate office and retail activities that serve the area residents as well as complement adjacent downtown retail and office uses. The geographic boundaries of the RX Zone are illustrated on Figure 27.

Other Regulations

The RX Zone is also subject to the regulations of two overlay zones:

(1) the Z Downtown Development Zone; and
(2) the D Design Zone

The regulations of the Z zone have been partially integrated into this summary. The D Design Zone Overlay requires review and approval of all proposed developments by the Design Review Committee prior to issuance of a building permit.

Regulations

Permitted Uses:

(1) All residential uses including boarding and rooming houses and hotels in which more than half the rooms are occupied on a weekly or monthly basis.

(2) All commercial uses allowed in Cl, Central Commercial Zone subject to the following limitations:

a. Twenty percent of the total floor area built, as a matter of right;

b. Up to 40% of the total floor area built, if approved as a conditional use;

c. Along the South Park blocks frontage commercial uses are not permitted except as approved by conditional use and are limited to 20% of the total floor area built;

d. Until March 19, 1982, with the exception of the South Park Blocks frontage, more than 40% and up to 100% of the total floor area, if approved by a conditional use and if in compliance with guidelines adopted by the City Council; and

e. Certain non-residential uses approved by conditional use are exempt from the maximum floor area limitations.

Limitations on Use

The following limitations shall apply to permitted Cl commercial uses:
RX ZONE

(1) All activities shall be confined, contained and conducted wholly within the building. Incidental activities (outdoor eating areas) may be unenclosed if approved through Design Zone regulations.

(2) A majority of goods produced on premises shall be sold at retail on premise.

(3) Any uses objectionable due to unsightliness, odor, dust, smoke, noise, glare, heat, vibration and other similar causes are prohibited.

Prohibited Uses

Those uses not specifically allowed.

Conditional Uses

See Appendix D

Nonconforming Uses

(1) All uses lawfully existing on or prior to March 19, 1979 but which do not conform with the use, height, area and all other regulations of this zone.

(2) Nonconforming uses may change to a conforming use or other use of the same or more restrictive classification as determined by the Bureau of Buildings. Disputes shall be reviewed by the Design Review Committee.

(3) Normal repairs or alterations are permitted.

(4) Enlargements for 20% increase in floor area are allowed. Enlargements in excess of 20% are allowed if (1) the enlargement or aggregate of enlargements were authorized through downtown plan review procedures between June 27, 1971 and March 19, 1979 or (2) by variance for enlargements to floor area existing on July 1, 1959.

Maximum Floor Area

(1) A maximum floor area ratio is applicable to all sites. The floor area ratio (FAR) is the ratio of the floor area of the structure to the area of the site (see Chapter 33.56.060 for definition of floor area).

(2) The FAR throughout the RX Zone is 6:1.

(3) During the period from March 19, 1979 through March 19, 1982 buildings developed solely for retail, personal services and professional office shall not exceed an FAR of 1:1.

(4) Except on the South Park Blocks frontage, non-residential floor area may be transferred between two or more sites if approved as a conditional use.
Minimum Lot Size

There is no minimum lot size.

Maximum Lot Coverage

There are no limitations to lot coverage except as may result from the requirements under minimum yards.

Minimum Yards

Courts and yards necessary to provide adequate light, air and privacy may be required under the procedures of the D Design Zone.

Maximum Building Height

Maximum height of any building is 460 feet from the lowest grade of the site except when the site is within a view corridor or affects public open spaces. Then maximum height would be reduced as specified on the Maximum Building Height Map B, of the Downtown Development Regulations (see Figure 28).

Limitation on Blank Walls

With the exception of residential uses on the first floor, 50% of the width of the wall facing a street shall be devoted to pedestrian entrances, display windows or windows with a view of retail, office or lobby spaces.

Off-Street Parking

1. The maximum amount of parking allowed to a development is regulated by Chapter 33.56 Z Downtown Development Zone and Section 9 of the Downtown Parking and Circulation Policy. All parking is a conditional use subject to the provisions of Chapter 33.106, Conditional Uses.

2. New buildings may be constructed without parking spaces or with fewer spaces than the maximum limit; except, minimum residential parking requirements are: not less than one space per condominium unit, 0.75 space per rental unit, and 0.25 space per elderly housing unit.

3. Open (surface) parking lots are regulated by Section 33.56.100 (Z Zone).

4. Parking is further regulated by Chapter 33.82, Parking Regulations. The chapter provides general requirements, standards of measurement, and design requirements.

Access to New Parking Facilities

(1) New parking approved as a conditional use will not be allowed access to and from any street designated on Exhibit VI of the Updated Downtown Parking and Circulation Policy (see Figure 7), except when granted under a variance procedure.

(2) Approved new parking will be permitted access to and from a street within a reduced traffic area provided that:
a) such parking access would contribute substantially to the goals of the Downtown Plan and to the specific objectives and policies relating to the RX Zone.

b) such parking access would not lead to serious pedestrian/vehicle conflicts within the RX Zone.

(3) Access to new parking from any street designated on Figure 7 may be considered through the variance procedures.

Open Lot Parking

(1) New open lot parking approved as a conditional use shall be limited to 20 spaces or less and shall serve a permitted use in the RX Zone.

(2) Approval shall be for 3 years only. The approval is renewable upon re-application and re-approval.

(3) The new parking shall be screened as approved by the Design Review Committee.

(4) Except screening, new parking shall meet the design requirements for parking lots (Section 33.82.030).

(5) Existing open lots shall be screened by March 19, 1982 and shall be exempt from non-conforming use status.

Off-Street Loading

(1) One off-street loading berth will be required when:

a) an apartment dwelling has 50 or more units;

b) an office contains 30,000 square feet (gross floor area) or more;

c) a business or service use contains 20,000 square feet (gross floor area) or more

(2) If concluded by the Traffic Engineer that an on-street loading zone more effectively promotes the goals and objectives of the Downtown Plan and the Parking and Circulation Policy for a particular site, an on-street space shall be authorized instead.

Signs

See City-wide Sign Regulations or Appendix D.

Demolition

(1) No permit will be issued for any residential building until reviewed by the Portland Development Commission according to Chapter 24.13. This review is not required if a building permit has already been issued or the structure condemned.

SEE APPENDIX D FOR COMPLETE CHAPTER, RX DOWNTOWN APARTMENT RESIDENTIAL ZONE
Purpose

The Downtown Development Zone is intended to promote and encourage development in downtown Portland in accord with public policies and Downtown Development goals established by the City by establishing specific regulations in addition to those regulations of regular zones which are deemed necessary to effectuate Downtown planning goals.

Other Regulations

1. The Downtown Development Zone is established in combination with other regular zones. The Z Zone regulations are in addition to the regulations of the primary zone with which the Z Zone is combined (i.e., Cl, MX, RX).

2. The entire area within the Z Downtown development Zone is also within the D Design Zone and is subject to the provisions of Chapter 33.62, D Design Zone.

Maximum Building Height

1. Maximum building heights are established to protect scenic views, public open spaces, historic districts and waterfront districts. Maximum building heights for these purposes are designated on the official zoning maps. See Map B at the end of this section. (Figure 28)

2. On sites not limited for the above purposes, the maximum height of any building shall be 460 feet measured from the lowest grade of the site.

Maximum Floor Area Permitted

1. Building bulk is limited by allowable floor area ratios (FAR). FAR is the ratio of the gross floor area of the structure to the area of the site.

2. Maximum allowable floor area ratios for the Downtown are indicated on Map C at the end of this section. (Figure 29)

Residential Bonus Provisions

1. In any area zoned Cl and subject to a 3:1 or 4:1 FAR, additional floor area of 1:1 may be permitted for residential use only.

2. In any area zoned Cl and subject to a 6:1 or 9:1 FAR, additional floor area of 2:1 may be permitted for residential use only.

3. No residential bonus exists for areas zoned MX or RX or in any area with a FAR of 10:1 or greater.

4. This residential bonus provision does not permit exceeding maximum building height limits.
Maximum Parking Spaces in Downtown

1. At the end of any quarter of any year the total number of parking spaces available for use in the Downtown area will not be permitted to exceed the maximum allowed by the Downtown Parking and Circulation Policy (current maximum is 40,855).

2. New parking spaces for residential and hotel uses are exempt from this limit.

Maximum/Minimum Parking Space Ratios

The maximum and minimum limits for off-street parking for individual developments in the Downtown are prescribed by Section 9 of the updated Downtown Parking and Circulation Policy. Section 9 is reproduced below:

a. A new parking structure which is proposed as part of a new development or redevelopment, may be approved, subject to other applicable sections of this policy (see sections 3, 5, and 20), provided that the number of parking spaces in the structure does not exceed the number indicated by the following schedules of maximum parking-space ratios for office and other types of development.

**SCHEDULE (1)**

Maximum Parking-Space Ratios by Land Use District for Parking Spaces in Office Developments

<table>
<thead>
<tr>
<th>Parking Sectors (See Figure 2)</th>
<th>Spaces Per 1,000 Square Feet of Gross Floor Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>A, D, H, K, L</td>
<td>1.00</td>
</tr>
<tr>
<td>B, J</td>
<td>0.90</td>
</tr>
<tr>
<td>C, G</td>
<td>0.80</td>
</tr>
<tr>
<td>E, F</td>
<td>0.70</td>
</tr>
</tbody>
</table>

**SCHEDULE (2)**

Maximum Parking-Space Ratios for Parking Spaces for Types of Development Other than Offices

<table>
<thead>
<tr>
<th>Development Type</th>
<th>Spaces per 1,000 Square Feet or Per Habitable Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>1.20 per Dwelling Unit</td>
</tr>
<tr>
<td>Hotel</td>
<td>1.00 per Rentable Unit</td>
</tr>
<tr>
<td>Retail</td>
<td>1.00 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Medical</td>
<td>1.50 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Educational</td>
<td>1.00 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Cultural/Entertainment</td>
<td>0.25 per 1,000 sq. ft.</td>
</tr>
<tr>
<td>Manufacturing/Wholesale</td>
<td>0.70 per 1,000 sq. ft.</td>
</tr>
</tbody>
</table>
b. The above ratios are maximums. The recommendation of the Parking Manager shall be based on consideration of the following:

(1) The availability of parking in the vicinity of the development.

(2) The level of transit service in the vicinity of the development. (Note: The office ratios reflect this consideration generally).

(3) The proposed usage of the parking. The following order of priorities will apply: short-term, carpool, public, long-term, private.

(4) The parking sector allocation goals, and specific parking sector strategies.

c. New buildings may be constructed without parking spaces, or with fewer parking spaces than indicated by the parking-space ratios listed in paragraph a. above; except, minimum residential parking requirements are: not less than one space per condominium unit, 3/4 of a space per rental unit, and one space per four elderly housing units.

d. The parking-space ratios listed in paragraph a above are to be reviewed periodically by the Parking Manager at intervals not to exceed three years.

Open Lot Parking

1. Surface parking lots are limited to 20 spaces or less.

2. Such parking must be for residential use only in the RX zone. It must serve a permitted use in the MX and Cl zones. In the Cl zone, a special set of open lot parking guidelines applies. (See 33.56.100 Appendix D)

3. A conditional use permit for open lot parking may be approved for a maximum of 3 years.

4. Screening and landscaping is required.

Access to New Parking Facilities

1. Access to new parking facilities will not be permitted to or from any street classified as a non-automobile oriented street or designated on Exhibit VI in the Downtown Parking and Circulation Policy (see Figures 4 and 7), unless granted under a variance procedure.

2. Access to new parking facilities may be permitted as a conditional use within special "reduced traffic areas" (see Figure 7); provided that such parking access would contribute substantially to the goals of the Downtown Plan and would not lead to serious pedestrian/vehicle conflicts.
Required Building Lines

1. New construction must extend to the property line for at least 75% of site frontage along streets with a required building line as indicated on supplemental zoning Map D, Building Requirements. (See Figure 30)

2. The portions of a building required to extend to the property line must be at least one story in height.

Required Retail Uses

1. Retail uses are required within areas designated as retail districts on Map D, Building Requirements (see Figure 30). Within these areas, all new construction and all additions, alterations and repairs exceeding 50 percent of the value of the existing building must incorporate retail uses into at least 50 percent of the part of the building that fronts on a sidewalk, plaza or other public open space.

2. These retail uses must be directly accessible from the sidewalk, plaza or other public open space.

3. Compliance with these requirements is determined by the Design Review Committee.

Limitation on Blank Walls

1. When uses other than residential development occur on the first floor in the RX or C1 zones, at least 50 percent of the width of all new or reconstructed first story building walls that face the street must be devoted to pedestrian entrances, display windows, or windows affording views into retail, office or lobby space.

2. Compliance with the regulation is determined by the Design Review Committee.

SEE APPENDIX D FOR COMPLETE CHAPTER
Figure 28A
- View Corridor Building Heights
- Open Space Building Heights
- Historic District Building Heights
- Waterfront Building Heights

Maximum height all other areas is 460 feet.
Maximum Building Heights—South

Figure 28B

- ● View Corridor Building Heights
- ▲ Open Space Building Heights
- ♦ Historic District Building Heights
- ■ Waterfront Building Heights

Maximum height all other areas is 460 feet.
Building Requirements

Figure 30

- Required Building Lines
- Retail District

Downtown Plan Handbook
6/81
SUMMARY OF REGULATIONS

Purpose

1. For the purpose of conserving and enhancing the appearance of the City in areas of special interest and use, of cultural note or architectural merit.

2. For the purpose of assisting property owners and public agencies to improve and maintain property in a manner supportive of adopted City policies and compatible with the natural and man made environment.

Other Regulations

1. Land classified in a D Zone shall also be classified in a regular zone (in Downtown, Cl, MX or RX).

2. The D Zone regulations are in addition to the regulations of the regular zone with which the D Zone is combined.

Design Committee

1. The Design Committee shall be a seven member design review body appointed by the Mayor, for terms not to exceed four years.

2. The Committee shall adopt separate sets of design guidelines for the review and evaluation of projects for each area included in a D Zone. In adopting such guidelines, the Committee shall consider and be guided by criteria which property owners, tenants and building users may furnish for the control of their particular areas in a D Zone.

3. Within the Downtown, the Design Committee shall apply the design guidelines adopted by the Council on November 19, 1980 (see end of this section).

Technical Assistance

1. The Bureau of Planning staff shall assist the Design Committee in discharging its duties.

2. Department of Public Works and Water Bureau staff shall assist the Design Committee in cases involving public rights-of-way.

3. The Design Committee may retain the services of professional consultants to assist them in the review of large projects.

Regulations and Authority

1. No building permit or other permit for construction or exterior alteration of any building or structure; site landscaping; or street landscaping, including sidewalk and street paving, street lights, kiosks, vendors, benches, newstands, banners, etc. will be issued until design approval has been granted.
2. Design approval may be granted by the Design Committee on major projects or the Planning Director on minor projects. Projects are considered minor when the Planning Director and the Design Committee chairman find that the design proposal is a minor improvement and will not significantly affect surrounding properties.

3. Within designated historic districts and for designated historic landmarks in D Zones, design approval is granted by the Landmarks Commission.

4. The Design Committee, or the Planning Director, or the Landmarks Commission may require changes in the features of a project and impose conditions of development that are necessary in their judgement to carry out the purposes of the D Design Zone.

Procedures

1. A written request for design review must be filed with the Bureau of Planning. Requests must be signed by the applicant, and by the property owner if different.

2. Requests must be accompanied by plans and elevations, and a master plan for any phased development.

3. Minor Projects. Design review shall be completed by the Planning Director and a decision and findings made within 10 working days of the receipt of the application. The Planning Director may grant, grant with conditions, modify or deny the design requested. The decision is final unless appealed to the Design Committee within 14 days of the written decision. Appeals will be processed the same as a design request for a major project as described in (4) below.

4. Major Projects. Major projects should be submitted for initial design review during the conceptual stage of design preparation. Any subsequent review will be conducted in an expeditious manner. The Design Committee shall hold a public hearing and act on design requests within 60 days of application unless such time limitation is extended with the written consent of the applicant. Public notice of the design review hearing shall be mailed to affected property owners, officials and interested groups fourteen days prior to the public hearing. After considering all testimony, the Design Committee may grant, grant with conditions, modify or deny the design request.

5. Designated Landmarks and Historic Districts. The review of projects involving historic landmarks and projects within designated historic districts is conducted by the Landmarks Commission in accordance with Section 33.120.080 of the City Code (See Appendix D). At a Portland Historical Landmarks Commission hearing, the applicant and representatives of the Bureaus of Buildings and Planning shall be heard. If a historic district is involved, the district advisory council will submit recommendations. The Landmarks Commission may also hear any other interested party. The Commission may approve, approve with conditions, modify or deny the design request. The decision of the Landmarks Commission may be appealed to the City Council according to Section 33.120.080.
6. Conditional Use or Variance. In the case of projects requiring conditional use approval or variance from the Code, the Planning Director, Design Committee or Landmarks Commission shall transmit recommendations to the Hearings Officer or Variance Committee.

Effectiveness and Appeal

1. Minor Projects. The decision of the Planning Director is effective fourteen days after transmittal of the written decision unless an appeal is filed with the City Auditor within that time. Appeals may only be made to the Design Committee.

2. Major Projects and Projects on Appeal from a Planning Director Decision. The decision of the Design Committee may become effective immediately, if the Committee grants the application and determines that there is no person eligible to appeal the decision. Otherwise, the decision of the Committee becomes effective after 14 days have elapsed from the date of the decision. Appeals from a decision of the Design Committee must be filed with the City Auditor within 14 days of the Committee's decision. Appeals are directly to the City Council.

3. Historic Landmarks and Districts. Decisions of the Landmarks Commission concerning the design of projects involving historical landmarks or within a designated historic district become effective after 10 days have elapsed from the date of the decision. Appeals from the decision must be filed with the City Auditor within 10 days of the decision. Appeal is directly to the City Council.

Acceptance

1. The applicant for design review and the property owner, if different, must accept in writing the decision of the Design Committee, Planning Director or Landmarks Commission, including any conditions or modifications, before the design approval becomes effective.

2. Written acceptance of the application approval, including any conditions and modifications, must be filed with the City Auditor within 30 days of the application approval.

SEE APPENDIX D FOR COMPLETE CHAPTER

See The Following Two Sections For:

1. DOWNTOWN DESIGN GUIDELINES

and

2. HISTORIC DISTRICT DESIGN GUIDELINES
Downtown Design Guidelines

The Downtown Design Guidelines were adopted by City Council on December 19, 1980. There are four downtown design goals and twenty-one design guidelines to implement the goals. They are intended to aid project designers in understanding the principal expectations of the City and the concerns and objectives of the Design Committee for downtown development. Only the goals and guideline statements are reproduced here. Additional information is contained in the document, *Downtown Design Guidelines, Portland, Oregon, December, 1980.*

**GOALS**

1. Enhance the existing character of Portland's downtown.

2. Promote the development of diversity and areas of special character within the Downtown.

3. Provide for a pleasant, rich and diverse pedestrian experience.

4. Provide for the humanization of the Downtown through promotion of the arts and excellence in design.

**GUIDELINES**

1. **The 200-Foot Block Structure.** Preserve the present grid pattern typical of Downtown Portland's public right-of-ways and the ratio of open space to buildings that it produces.

2. **Protect the Pathway System.** Avoid the formation of pedestrian barriers (physical, visual or psychological) within the public right-of-ways, and maintain an adequate access route for pedestrian travel wherever a public right-of-way exists or has existed.

3. **Protect the Pedestrian.** Where a right-of-way contains mixed modes of travel, protect and reinforce the sidewalk environment through maintenance of the city's pattern of strongly separating pedestrian and motor vehicle movement.

4. **Maintain the Street Wall.** Maintain a recognizable enclosure of space in downtown right-of-ways.

5. **Reinforce the North-South Orientation.** Maintain active pedestrian-oriented uses on the north-south avenues, on east-west streets designated as pedestrian or transit streets.

6. **Differentiate the Ground Level.** In multi-story buildings, differentiate between the pedestrian-oriented uses at the sidewalk level and the office/residential levels above.

7. **Unifying Elements.** Strengthen the special identity of sub-areas of the Downtown by respecting existing layers of similarity or by adding new layers that enrich and expand an area's character.

8. **Continuity and Compatibility.** Maintain compatibility with design features of surrounding buildings which give continuity in the area.
9. **Special Features.** Enhance the identity of sub-areas in the Downtown by respecting existing special features.

10. **Entrances to the Downtown.** Reinforce the sense of gateway or entrance at bridgeheads.

11. **Flexible Ground-Level Space.** Maintain the diversity of the Downtown by providing opportunities for pedestrian-oriented activities adjacent to the pedestrian space.

12. **Upper Floor Access at Mid-Block.** The location of elevator lobbies and lobby entrances of office buildings should allow for the development of retail activities at the corners of the block.

13. **Corners that Build Intersections.** When designing building corners, give special attention to the role such elements as openings and awnings play in reinforcing the intersection as an activity area.

14. **Connecting Across Edges.** Bridge strong edges in the Downtown and continue the pedestrian pathway system across the edge with a similar sidewalk design and a strongly marked pedestrian crossing.

15. **The Stage and the Action.** When planning new buildings, develop the ground level with as much public use space as possible with frequent views and access into internal activity spaces from adjacent sidewalks.

16. **Cityscape and Landscape.** Provide physical and visual contact between commercial space and the adjacent sidewalk.

17. **Extensions.** Embellish the public right-of-way with small-scale features that connect the interior activities of buildings with the street.

18. **Stopping Places.** Increase the pleasure of the downtown experience by providing safe comfortable places where people may slow down or stop.

19. **Plazas and Parks.** Require that new public parks and plazas offer frequent opportunities for public use, are oriented to receive sunlight, and integrate well with the downtown pedestrian circulation plan.

20. **Structures Over the Right-of-Way.** When placing structures over the public right-of-way, preserve significant views, pedestrian pathways and public access to light and air, and provide active pedestrian spaces below.

21. **Park Blocks.** Reinforce and protect the Park Blocks as pedestrian promenade linking different areas of the Downtown and providing opportunities for rest and recreation.
Historic District Design Guidelines

The following design guidelines were adopted by the Portland Historical Landmarks Commission on December 10, 1980. They are applied within historic districts by the historic district advisory councils and the Landmarks Commission in accordance with the D Design Zone regulations and Chapter 33.120; Historical Districts, Buildings and Sites. With the exception of the guidelines for scale and proportion of new construction, the design guidelines are the same for both the Skidmore/Old Town and the Yamhill Historic District (see section III C). Additional information concerning historic district, building and site design review is available at the Bureau of Planning.

I. GENERAL CONSIDERATIONS

A. Every reasonable effort should be made to provide a compatible use for buildings which will require minimum alteration to the historical character of the building and its environment.

B. Rehabilitation work should not destroy the distinguishing qualities or character of the property and its environment. The removal or alteration of any historical material or architectural features should be held to the minimum, consistent with the proposed use.

C. Deteriorated architectural features should be repaired rather than replaced, whenever possible. In the event replacement is necessary, the material should match the material being replaced in design, color, texture and other visual qualities to achieve a replica matching the exterior appearance of the existing feature. Repair or replacement of architectural features should be based on accurate duplications of original features, substantiated by physical or pictorial evidence rather than on conjectual designs or the availability of different architectural features from other buildings. The Oregon Historical Society has a substantial collection of vintage photographs of the District. This, or other sources should be researched to obtain accurate information on the building.

D. Distinctive stylistic features or examples of skilled craftsmanship which characterized older structures and often predate the mass production of building materials, should be treated with sensitivity.

E. Many changes to buildings and environments which have taken place in the course of time are evidence of the history of the building and the District. These changes may have developed significance in their own right, and this significance should be recognized and respected.

F. All buildings should be recognized as products of their own time. Alterations to create an appearance inconsistent with the actual character of the building should be discouraged.
G. Contemporary design for new buildings in old neighborhoods and additions to existing buildings or landscaping should not be discouraged if such design is compatible with the size, scale, color, material and character of the neighborhood, building or its environment.

H. Wherever possible, new additions or alterations to buildings should be done in such a manner that if they were to be removed in the future, the essential form and integrity of the original building would be unimpaired.

I. A structural soundness survey should be obtained prior to any substantial rehabilitation. This should include an analysis of the types of structural elements (primary: foundations, bearing walls, columns, beams, floors, roof; secondary: non-load bearing walls, windows and doors, stairs, utilities; and minor: finish materials, roof coverings, siding, ceilings, etc.) and the extent of deterioration of each element.

II. GENERAL GUIDELINES - ALTERATIONS AND ADDITIONS TO HISTORIC LANDMARKS, POTENTIAL LANDMARKS AND OTHER COMPATIBLE BUILDINGS

A. Retention of Original Construction

So far as practicable, all original exterior materials and details shall be preserved.

B. Cast Iron

In the case of cast iron structures which have lost cast iron elements, every effort shall be made to replace such elements with appropriate cast iron parts available in the City. If this is not feasible, replicas matching the exterior appearance of the existing feature may be permitted.

C. Height

Additional stories may be added to historic buildings provided that:

- The added height complies with requirements of the building and zoning codes. The Historic District has a FAR (Floor Area ratio) designation of 4:1. The FAR may be increased to 5:1 if the 1:1 increase is for residential only. This residential bonus was established to stimulate new housing construction in order to enhance the vitality and economy of Downtown.

- The added height does not exceed that which was traditional for the style of building.

Example: Portland's cast iron buildings did not exceed four stories. The majority of Portland's masonry buildings did not exceed six stories.
• The added height does not alter the traditional scale and proportions of the building style.

• The added height is visually compatible with adjacent historic buildings.

D. Width

Horizontal additions may be added to historic buildings provided that:

• The width of the addition does not exceed that which was traditional for the building style.

• The addition maintains the traditional scale and proportion of the building style.

• The addition is visually compatible with adjacent historic buildings.

E. Visual Integrity of Structure

The vertical lines of columns and piers, and the horizontal definition of spandrels and cornices, and other primary structural elements shall be maintained. Such structural lines should be restored if previous alterations have substantially changed such elements.

• The modulation of building facades was determined by lot parcelling. Generally, buildings were built at 25, 50 or 100 foot widths. Within those general building widths, the building was further divided into smaller bay storefront systems.

• Where structural lines cannot be carried to the ground, integrate the upper and lower floor design with color, materials and form similarity.

F. Scale and Proportion

The scale and proportion of altered or added building elements, the relationship of voids to solids (that is openings such as doors and windows to walls and column elements) shall be visually compatible with the traditional architectural character of the historic district. An important element within the Historic District was the emphasis on the pedestrian scale activities which were characterized with the addition of canvas awnings or permanent canopies. This defined an important scale and proportion element, of the District and to the extent possible, this relationship at pedestrian level should be re-established within the District.
G. **Exterior Building Materials**

Most of the buildings within the District were constructed of bearing wall brick masonry (left exposed or covered with plaster), or stone. This feature gives the area much of its textural surface character. Surfaces need to be treated, repaired and maintained in a manner which is sympathetic to the District.

1. **Walls:**
   - Original building materials shall be preserved wherever possible. Cleaning and/or repainting masonry is preferred over replacement.
   - If masonry has to be replaced, repair or replace existing masonry with masonry of matching color, texture, size, coursing. Avoid using "used" brick in replacement. This conflicts with traditional masonry surfaces.
   - Mortar should match the color and joint configuration of the existing masonry wall.
   - Masonry was painted to seal soft bricks from the weather or painted later for other reasons. Where soft brick surfaces are found to be painted, surfaces should not be stripped but should be repainted.
   - Plastered surfaces should be cleaned, repaired with a similar plaster texture and repainted. Avoid exposing brick to the weather by removing finish plaster as this will speed deterioration of the brick.
   - Do not apply artificial and/or inappropriate coverings to masonry surfaces. Examples are metal, plastic or wood sidings.

2. **Storefronts, Doors and Windows:**

   The shape, size, placement and trim of storefront openings are a key element in establishing the character of a building.

   - Where original storefronts remain, preserve and repair. Where covered with other materials, remove and determine condition of original materials.
   - Storefronts requiring new materials could consider a wide variety of replacement systems. Building Codes require non-combustible materials (steel, aluminum, etc.) but wood systems may be acceptable provided other means of fire protection are installed. Wood systems should be painted, rather than stained or treated naturally.
   - New window and door openings should maintain a similar
horizontal and vertical relationship as the originals. Traditionally, windows were two-over-two or one-over-one. Large panes of glass as used in contemporary storefronts should be avoided.

- Glazed portions of windows were important elements to the building and should not be altered, painted over or eliminated.

- Clear glass is traditional and should be used instead of tinted glass. Additionally, signs cannot be painted on tinted glass without the possibility of breakage due to the effect of sunlight.

- Re-use original hardware whenever possible. If impossible, new hardware should be in keeping with original designs.

- On side-walls, avoid walling-in openings with masonry, if possible. Rather, maintain the opening and replace the glazing if necessary with appropriate hard surface materials.

H. Rear and Side Walls

Generally, the standards which apply to the fronts of buildings also apply to rear and side walls, although the conditions to meet are usually much more simple. The chief concern lies with the removal of redundant additions to each building including signs, pipes, non-functioning stacks, grills, television aerials, etc. The repair and repointing of brick or masonry, painting of wood or certain masonry surfaces, and an effort to coordinate and subdue the clutter of the mechanical equipment are all recommended.

I. Color

The colors used in alterations or additions within the District shall be visually compatible with the traditional architectural character of the historic buildings within the area.

- Historically, in the era of the late 1800's and early 1900's, painting was usually done using earth colors, i.e., hues tending towards brown, soft greens, and beiges.

- Bright colors and white were rarely used. Buildings, therefore, are perhaps most appropriately painted using subdued colors. Little or nothing is gained by the use of strong or loud colors, especially those with no tradition of local usage.

- Color combinations will occur, as nearly all buildings will have wood trim or metal ornamentation in addition to their base materials. This, plus the further elaboration of wood storefronts, suggests the use of an overall wall color plus
one or two trim colors.

- A method for determining the original wall and trim colors consists of scraping chips from the existing surface and analyzing them microscopically. This should be done whenever the original color is unknown and major repainting is contemplated.

J. **Signs**

Exterior building signage should be visually compatible with the traditional architectural character of the historic buildings in the District. A variety of signage is encouraged, incorporating excellence in graphic design and lettering, careful color coordination with the building, good mounting, readability and materials; all of which are compatible with and sensitive to the character of the building. Lighting may also be permissible which is creative without being overwhelming. Sign design should be done in an "identification" sense rather than an "advertising" sense. All types of exterior signs are reviewed.

Signs are controlled by three ordinances. One is the Signboard Control Zone (S Zone) which includes the area at the Morrison and Burnside Bridgeheads and along Front Avenue; another is the newly adopted ordinance which regulates signs in Cl Zones (downtown), and finally, the Landmarks Ordinance provides sign review. Projects should address all ordinances in addition to District compatibility.

K. **Lighting**

Historically, lighting within the District was provided by lighting in public right-of-way with the use of gas lamps, electrical lights, etc. First floor storefront lighting should be consistent with the overall character of the building and the District.

L. **Awnings/Canopies**

Alterations and/or additions to historic buildings within the District should consider the use of awnings and/or canopies. These should be consistent with the function of the building and the relationship of the awning to adjacent buildings and to the District.
III. GENERAL GUIDELINES - NEW CONSTRUCTION

An analysis of old photographs depicting the area at the turn of the century indicates the District was a compact, urban environment. With the addition of Harbor Drive and the reconstruction of Front Avenue in 1942, the eastern edge of the District was seriously weakened. Additionally, the loss of buildings within the District for the conversion to surface parking lots added to the historic loss. An essential ingredient to the development of the District is re-establishing the compact urban feeling it once had with compatible new infill buildings.

A. Siting

In addition to zoning requirements, the relationship of the new building to the street, and to the open spaces between it and other historic buildings should be visually compatible with the adjacent buildings and with the architectural character of the District.

B. Height and Bulk

In addition to zoning requirements, the height and width of a new building should not exceed the height and width of the largest landmark building in the District, and should be visually compatible with adjacent landmark buildings.

It is the intention of these guidelines to ensure District compatibility with respect to new construction. It is recognized that developments could occur which combine several parcels. In this event, the project should respond to the above guidelines through major vertical "breaks" in the facade design. The maximum height should not exceed 75 feet.

C. Scale and Proportion - Yamhill Historic District

The size and form of a new building, the relationship of voids to solids, the size and relationship of windows, doors, porches, and other architectural elements, should be of a scale, and have a proportion that is visually compatible with adjacent landmark buildings, and with the architectural character of the District.

- The horizontal dimension of a facade of any new building should not exceed 100 feet on Yamhill and Morrison Streets and 50 feet on Front, First and Second Avenues. It is further recommended that there be major facade breaks at 25 or 50 foot bay modules, consistent with traditional District development.

- An important element within the District was the emphasis on the pedestrian scale activities, emphasized with awnings or canopies. New development should include provisions for this element.

- New development should avoid blank walls at the pedestrian level.
C. Scale and Proportion - Skidmore/Old Town Historic District

The size and form of a new building, the relationship of voids to solids, the size and relationship of windows, doors, porches and other architectural elements, should be of a scale, and have a proportion that is visually compatible with adjacent landmark buildings, and with the architectural character of the District.

- The apparent horizontal dimension of any new buildings can be guided by the lot layout in a block. Typically, this 50' lot fronts on the Avenues (north and south) and 100' lot sides on the Streets (east and west), normally with 8 lots per block. Therefore, the horizontal dimensions and facade articulation should respond to the normal modulation of traditional District development of 25; 50; and 100 foot facade increments and 100 foot side facade increments.

- An important element within the District was the emphasis on the pedestrian scale activities, emphasized with awnings or canopies. New development should include provisions for this element.

- New development should avoid blank walls at the pedestrian level.

D. Materials, Colors and Textures

The exterior materials, colors and textures used in new buildings should be visually compatible with adjacent landmark buildings, and with the architectural character of the District. Refer to previous, under Alterations and Additions to Historic Landmarks, Potential Landmarks and Other Compatible Buildings for guidelines.

- Use of masonry and stuccoed masonry as a major building material should be given consideration. Attention should be given to new brick work as follows: a) the color, texture and size of the brick themselves; b) the width of the joints between the bricks; c) the color and tone of the mortar in the joints; and d) the profile of the mortar joint.

- The use of artificial finish materials shall be avoided. Also, the use of wood as a major surface material should be avoided.

E. Rear and Side Walls

Generally, the standards which apply to the fronts of buildings also apply to rear and side walls, although the conditions to meet are usually much more simple. A strong effort should be made to coordinate and subdue the clutter of mechanical/electrical equipment on exterior surfaces.

F. Signs, Lighting and Other Appurtenances

Signs, exterior lighting, and other appurtenances such as walls, fences, awnings/canopies, and landscaping should be visually compatible with adjacent landmark buildings, and with the architectural character of the District.

G. Cast Iron

For new buildings the appropriate re-use of available cast iron elements is encouraged.
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