South Park Blocks Area Development Strategy: Priorities and Actions to Strengthen Neighborhood Identity

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South Park Blocks Area Development Strategy

Priorities and Actions to Strengthen Neighborhood Identity

June 2004
Preface

Planning Workshop, the capstone course for Portland State University’s Master of Urban and Regional Planning program, provides graduate students with professional planning experience. Student teams develop consulting contracts with clients for planning services that address local and regional issues and the students’ personal and professional interests. The Workshop provides experience in planning for constructive social and environmental change, while considering the planner’s ethical responsibility to serve the public interest.

The South Park Blocks Development Strategy: Priorities and Actions to Strengthen Neighborhood Identity was created by a project team of PSU students for the Downtown Neighborhood Association. The DNA is an official neighborhood association and is open to individuals who reside, work, own property, own a business or attend school in Downtown Portland.

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And thank you to Carroll Investments for the use of the images throughout.
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Executive Summary

The South Park Blocks Area Development Strategy: Priorities and Actions for Strengthening Neighborhood Identity was prepared for the Downtown Neighborhood Association (DNA) and is the product of a three-month examination of the neighborhood. The project consists of a neighborhood analysis to distill the identity of the area, an identification of the opportunities and challenges to development, and a strategy for DNA to be an active participant in the development of the South Park Blocks Area (SPBA).

The impetus of this project was the residents’ concern that proposed condominium development might significantly change the character of the neighborhood. While DNA welcomes this new development, they are concerned about preserving the area’s existing strengths and maintaining a sustainable, mixed-income, urban neighborhood.

Past and current planning efforts by the City of Portland, such as the South Park Blocks Urban Renewal Area and the West End plan, have sought to promote new mixed-use development through increasing the residential density and investment in the area. The West End plan focused primarily on the area north of SW Salmon Street and the urban renewal area currently does not have a standing advisory committee to represent the neighborhood’s interests.

The project’s objectives are to:

• Solidify an understanding of South Park Blocks area identity
• Build upon past planning efforts
• Identify opportunities for and constraints to development
• Specify locales where development can fulfill neighborhood needs
• Recommend actions that enable DNA to influence development decisions

By accomplishing these objectives, the development strategy will provide DNA with a greater understanding of existing conditions, considerations for new development, and tools that they can use to help guide public and private investment.

Neighborhood Analysis

The neighborhood analysis examines what the area is, why people live there, and what people would like to see in the future. The study area is bounded by SW Market to the south, SW Taylor to the north, I-405 to the west, and Broadway to the east. The methodology combines historic information; community outreach efforts; land use, parking patterns and trends, business, and housing inventories; market data; and, a journal article and municipal plan review. Public input was gathered through community meetings, surveys, focus groups, and in-depth interviews.

The neighborhood’s identity was distilled from the analysis:

The South Park Blocks area is rich in history, culture and diversity. There is a mixture of affordable and market rate housing, which accommodates individuals of many income levels and age groups. Its proximity to nearby employers, retailers, services and an urban university make it an ideal location for residents, businesses, and visitors. Located in the heart of Portland’s transportation network, residents have excellent accessibility to destinations throughout the region. Its architectural heritage, numerous churches, social services, and regional museums and performing arts theaters create a diverse architectural environment and attract many visitors. The Cultural District and the South Park Blocks also act as defining characteristics and are a source of pride for neighborhood residents.

Opportunities and Challenges

Neighborhood analysis and the views of residents, investors, and other stakeholders illustrate the strengths and weaknesses of the area. Opportunities and challenges to development help DNA understand where development is most likely to occur and know how best to participate in the process.

Opportunities

• Central location
• Cultural and recreational amenities
• Architectural heritage
• Public investment and Urban Renewal Area designation
• Height allowances and FAR regulation
• Pending development and private investment
• Multi-modal transportation options
• Underutilized properties
• High concentration of housing

Challenges

• Transportation traffic and noise
• Small tax lots and varied ownership
Limited and nonadjacent ground floor activity
A concentration of low-income housing and limited home ownership opportunities
Poor perception of safety

Strategy for Strengthening Neighborhood Identity
The strategy consists of key development priorities for DNA to pursue and actions that they should take to be an effective participant in the realization of those priorities. The priorities capitalize on the opportunities and address the challenges distilled from the neighborhood analysis. They also recommend what development should happen and in what location. The actions provide means by which DNA can have a direct voice in the development of the neighborhood.

Key Development Priorities:
- Develop a major path of continuous ground floor activity along SW Jefferson.
- Redevelop surface parking lots along SW Main Street as housing.
- Infill new housing development south of SW Columbia Street with active ground floor uses to attract the demand base at Portland State University.
- Integrate elements from the South Park Blocks and Cultural District throughout the neighborhood.
- Introduce interpretive signage at historic sites to commemorate the neighborhood’s residential history.

Actions for DNA to take:
- Use the historic West Park District name to reference the area.
- Formalize social service and cultural networks to ensure that they remain anchors in the neighborhood.
- Develop shared parking to maximize efficient use of space.
- Use an Economic Improvement District to promote and preserve smaller businesses and raise funds to build or maintain structured parking.
- Actively participate in the required design review process to preserve a diversity of architectural styles and scales.
- Work with PDC to appoint an Advisory Committee for the South Park Blocks URA that includes DNA representatives and guarantees the neighborhood a formal voice in project administration and budgeting.
- Form a standing West Park District subcommittee within the Downtown Neighborhood Association to focus on the neighborhood's planning.
Introduction

The South Park Blocks area (SPBA) is a neighborhood within the West End of downtown Portland. Historically a residential neighborhood, the area is shaped by its location. It is naturally bounded by the city’s commercial center to the north and east, Portland State University’s urban campus to the south, and the city’s inner freeway loop to the west. A high concentration of housing, the South Park Blocks, and a predominance of cultural institutions characterize the neighborhood.

The 38-block study area is bounded by SW Market to the south, SW Taylor to the north, I-405 to the west, and Broadway to the east. The boundaries were established based on past planning efforts, as well as a transition in land uses. There is a distinct shift from residential to commercial at SW Taylor and at Broadway, and to Portland State University (PSU) at SW Market.

In 2002, the City of Portland adopted the Downtown's West End plan (West End Plan) to promote new residential and mixed-use development. While the West End Plan identifies areas for future development, the plan’s amendments to the Central City Plan focus largely on the area north of SW Taylor. At the time, public and private development was underway south of SW Taylor and it was determined that the SPBA did not require substantial attention.

The area is also within the South Park Blocks Urban Renewal Area (SPBURA). It was created in 1985 and is scheduled to expire in 2008. Unlike newer urban renewal areas in Portland, the SPBURA does not have a designated Urban Renewal Advisory Committee (URAC).

Urban renewal has stimulated many recently completed developments, such as Museum Place and St. Francis, which offer a combination of market rate and affordable rental units similar to a number of other existing apartment buildings. Three proposed condominium developments signify a tremendous shift in the neighborhood in terms of tenure, income levels, and architectural scale. At 19-stories and above, the high-end condominiums will be the most expensive and tallest buildings in the area.

While the Downtown Neighborhood Association (DNA) welcomes new development, they are concerned about preserving the area’s existing strengths and maintaining a sustainable, mixed-income, urban neighborhood. As the neighborhood’s official representative, DNA is open to those who reside,
work, own property, operate a business or attend school within Downtown.

In response to the neighborhood’s concern about new development, DNA authorized the South Park Blocks Area Development Strategy: Priorities and Actions for Strengthening Neighborhood Identity. On March 8, 2004, the project was introduced at the association’s Land Use and Planning Committee meeting, attended by over 80 people. The project’s objectives are to:

- Solidify an understanding of South Park Blocks area identity
- Build upon past planning efforts
- Identify opportunities for and constraints to development
- Specify locales where development can fulfill neighborhood needs
- Recommend actions that enable DNA to influence development decisions

By accomplishing these objectives, the development strategy will provide the Downtown Neighborhood Association with a greater understanding of existing conditions, considerations for new development, and tools that they can use to help guide public and private investment.
Neighborhood Analysis

The goal of the neighborhood analysis is to define the identity of the South Park Blocks area. The analysis examines what the SPBA is, why people live there, and what people want for their neighborhood.

“A vibrant residential neighborhood in an urban setting filled with history, culture and transit access.”

– resident description

Methodology
The project’s methodology combines historic information; community outreach efforts; land use, parking patterns and trends, and housing inventories; market data; and, journal article and municipal plan review. Public input was gathered through community meetings, surveys, focus groups, and in-depth interviews.

History
Historical information was gathered through interviews with local historians, research for the Bureau of Planning’s Midtown Blocks Historic Assessment, and review of local plans.

Community Outreach
Community outreach efforts used public meetings, surveys, focus groups, and interviews. One hundred forty-four surveys were returned from the 1,700 distributed to community residents, churches, social services, public agencies and business owners. The surveys asked questions about neighborhood identity, services, and safety and offered respondents the option to participate in a focus group. Twenty-one residents and business owners took part in five focus groups. DNA Land Use Committee meetings were used as a means to update the community and receive feedback on the status and direction of the project. Finally, in-depth interviews were conducted with fourteen residents, stakeholders and project advisors.

Inventories
A land use survey was conducted for all tax lots within the study area. Information collected included: land use, height, building type, ownership, and commercial tenancy. An inventory of all study area housing and businesses was gathered from the land use inventory, Portland Business Alliance (PBA), and Portland Development Commission (PDC). An inventory of all off-street parking spaces was conducted including occupancy rates at different times of the day and week.

Market information
Local residential and retail market information was gathered from a number of sources including: 1990 and 2000 U.S. Census, business survey and planning documents, and private market studies.

Journal article and plan review
Municipal planning documents were studied for information on existing regulations and development conditions. Journal articles covering infill development, mixed-income neighborhoods, transit and sense of place were examined.

A more detailed explanation of each research method is in the appendices.

What is the South Park Blocks area?
In an effort to define actual neighborhood boundaries, twelve focus group participants drew a map of their neighborhood. Although there was consensus that the western and southern boundaries lie along I-405, there was no consistent definition of the boundaries to the north and east. The northern and eastern boundaries represent two categories: one similar to the South Park Blocks area and another equivalent to the larger Downtown neighborhood. When drawing the eastern boundary six participants identified the Willamette River, while four identified the Park Blocks. The northern boundary was either drawn between SW Main and the MAX line, or between W Burnside and the Fremont Bridge.
The participants’ range of neighborhood boundaries indicate that while residents see themselves as part of Downtown, they also identify with a smaller, residential core comparable to the SPBA. The boundaries of this residential subsection of Downtown are determined to be: I-405 to the west and south, intersecting with the University District, SW Salmon to the north, and the blocks along SW Park (8th Avenue) to the east.

Much like the boundaries of the neighborhood, there was little agreement over what this area is called. No one name was cited more often than the others; references included: South Park Blocks, Cultural District, Downtown, next to PSU, Museum Place, and the West End. Research revealed that historically, the area west of the South Park Blocks was known as the West Park District (Oregonian, 1931).

Why do people live here?

“[I am] close to work (downtown), museums, clubs, restaurants, nightlife, PSU, pretty much everything.”
- resident survey response

The South Park Blocks area is an urban neighborhood valued by those who live there for its central location, diverse population and building stock, and residential character. Survey results indicated that residents appreciate its location within the heart of Portland’s transportation system, and proximity to amenities, retail, and social services. When asked why they chose to live in their current location, the following reasons were given: transportation (75%), parks/recreation (75%), convenience (73%), proximity to services (36%), and proximity to school/work (33%). In addition, residents appreciate the area’s socioeconomic diversity. Twenty-four percent of DNA meeting attendees surveyed cited population and architectural diversity as neighborhood strengths.

Central Location

Transportation Network
Residents appreciate their location within Downtown Portland’s public transit, automobile, bicycle, and pedestrian networks, which are primary factors in its accessibility. The SPBA is located within Fareless Square, which allows for transit travel within the Central City at no cost. Thirty-four percent of resident and 24% of business surveys stated that the transportation network is a locational advantage. Both the transit mall and light-rail are located just a few blocks from SW Taylor and Broadway. Eight bus routes circulate through the SPBA. When light rail is extended onto SW 5th and 6th Avenues, TriMet proposes to divert routes from the bus mall and add 20 buses per hour to SW Columbia and Jefferson during peak periods of the day. Portland’s Streetcar runs north/south along SW 10th and 11th, connecting PSU to the Pearl District and NW 23rd Avenue. The public transit system is used by residents, commuters, PSU students, visitors, as well as residents from neighboring areas.

The downtown network of roads and freeways makes the SBPA convenient for automobile traffic. Interstate 405 and Highway 26 provide excellent access to the regional freeway system. There are several access points to and from I-405 and Highway 26, which is of particular importance to businesses. While 11% of business owner surveys cite freeway access as a locational advantage, it was not listed by any of the resident respondents. In fact, according to the 2000 U.S. Census, 63% of residents do not own a car. The street network is comprised of roads that facilitate one-way traffic. All east and westbound streets, except SW Main, include bridges that extend across I-405. Residents and business owners alike complain about the cost and availability
of parking. Surveys showed that 22% of residents and 52% of business owners feel that parking is a disadvantage of their location. On-street parking spaces are metered and range from a 15-minute to 5-hour time limit. Focus group participants stated that on-street parking is difficult to find during the day and on Sundays during church services, but easier in the evenings and during most of the weekend. There are 1,206 accessible off-street parking spaces and 11 blocks with restricted parking lots. A study of off-street parking indicated that a high occupancy level exists during the weekday, but there is excess capacity on weekday evenings and Sundays.

<table>
<thead>
<tr>
<th>Table 1. Off-Street Parking Capacities</th>
</tr>
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<tbody>
<tr>
<td></td>
</tr>
<tr>
<td><strong>Total Spaces</strong></td>
</tr>
<tr>
<td>------------------</td>
</tr>
<tr>
<td><strong>Weekday, 10am to 2pm</strong></td>
</tr>
<tr>
<td>Public</td>
</tr>
<tr>
<td>Private</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td><strong>Weekday, 6pm to 7pm</strong></td>
</tr>
<tr>
<td>Public</td>
</tr>
<tr>
<td>Private</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td><strong>Sunday, 11am to 12pm</strong></td>
</tr>
<tr>
<td>Public</td>
</tr>
<tr>
<td>Private</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

In addition, the bicycle network within the SPBA is not cohesive. One survey respondent stated, “As a bicyclist, I find the district one of the least hospitable in our entire city.” Designated bike lanes exist only along SW Broadway and 13th Avenue (traveling south), on Jefferson Street (traveling west), and on three blocks of 12th Avenue (traveling north). Streetcar tracks and angled parking on SW 10th and 11th create a dangerous bicycle environment.

Transportation options include the Vintage Trolley, on-street parking, TriMet buses, and the Portland Streetcar.
Neighborhood Analysis

Pedestrian Environment
In open-ended survey questions about locational advantages, 64% of the respondents indicated that they can walk to places with ease. “I walk to work. Walk to church. Walk to river. Walk to movies. Walk to shop. Walk to cultural events.” This survey quote is indicative of neighborhood sentiment regarding walkability. Only SW Jefferson and Columbia Streets have sidewalk widths of less than 12 feet. All intersections have curb cuts, which makes the area especially accessible for seniors and disabled individuals. As indicated in Map 3, there are both major north/south and east/west paths through the neighborhood.

“A walkable community is one of the primary reasons I live here.”
- focus group participant

With the exception of the park blocks, the pedestrian environment lacks sufficient streetscape elements. Four focus group participants indicated that they like the trees and streetscape elements of the park blocks, which are not as prevalent in the rest of the neighborhood.

A second limitation of the pedestrian environment is a lack of active ground floor use. One focus group participant stated, “[There is not enough] emphasis on street level retail.” The land use survey shows that 49% of block faces are primarily inactive, as demonstrated in Map 4. Increased activity at street level raises the sense of security for pedestrians and gives them a reason to be on the street.

A final deficiency of the pedestrian network is its lack of connection to the west. The barrier of I-405 is evident in focus group maps and the existing conditions analysis (see Map 3).
Active edges created through ground floor windows, exterior display, and outdoor seating

Inactive edges created by parking lots and windowless walls
Neighborhood Analysis

Retail Services

Many daily shopping needs are met at the 71 retail establishments within the study area. Residents were asked where the stores they frequent are located. The following chart details their responses:

Table 2. SPBA Shopping Patterns

<table>
<thead>
<tr>
<th></th>
<th>Neighborhood</th>
<th>Downtown</th>
<th>Elsewhere</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grocery</td>
<td>38</td>
<td>9</td>
<td>14</td>
</tr>
<tr>
<td>Hardware</td>
<td>6</td>
<td>9</td>
<td>30</td>
</tr>
<tr>
<td>Clothing</td>
<td>4</td>
<td>31</td>
<td>16</td>
</tr>
<tr>
<td>Restaurant</td>
<td>20</td>
<td>31</td>
<td>10</td>
</tr>
<tr>
<td>Household Goods</td>
<td>10</td>
<td>15</td>
<td>26</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>78</strong></td>
<td><strong>95</strong></td>
<td><strong>96</strong></td>
</tr>
</tbody>
</table>

Survey respondents shop for a majority (64%) of the retail categories listed in Table 2 within Downtown. Thirty-five percent of the residents surveyed considered proximity to retail services to be a locational advantage. Residents expressed that they shop outside of Downtown primarily for hardware and household goods. People shop “elsewhere” for better cost and selection. As one resident stated, “I shop for food once a month—and get a large amount at a time, so I drive to a cheaper grocery store.”

Social Services

“This is a truly livable downtown area in which one can live, work, shop, participate in leisure activities…and conduct health and business activities—doctors, CPAs, attorneys, etc.”

- resident survey response

Some residents cited proximity to medical services as an advantage to their location. One business focus group participant who runs a medical facility in the SPBA stated that proximity to disabled residents and transportation influenced their location choice. There is a work release center, the Multnomah County Restitution Center, and three prominent social service providers: the YWCA, New Avenues for Youth, and Outside In. Both New Avenues for Youth and Outside In provide services for homeless youth. The services are complemented by domestic violence programs, counseling, and food distribution provided by local churches. For example, the St. Stephens Episcopal Church feeds over two hundred people weekly through their Saturday’s Bread and Tuesday lunch programs, and the YWCA’s Loaves and Fishes program provides sustenance and support to people in need.

Downtown’s only major grocery store, located at SW 10th & Jefferson

YWCA at SW 10th & Main
Amenities

A number of educational, cultural, historic, and recreational amenities are situated within or in close proximity to the area. Classes and events held at Portland State University, just south of SW Market, are a valued resource. Eighteen percent of surveyed residents listed PSU as a locational advantage. Three senior focus group participants take classes at PSU, taking advantage of free enrollment for people over 65 years of age.

Portland’s Cultural District, encompassing four regional cultural institutions, is located in the northeast corner of the neighborhood. Cultural institutions include the Arlene Schnitzer Concert Hall, Portland Art Museum, Oregon Historical Society, and the Portland Center for the Performing Arts. The NW Film Center and Northwest Academy are also within the study area. There are eleven churches often referred to as cultural landmarks. The Old Church, built in 1883, is no longer used for religious services, but was incorporated as a nonprofit in 1969 to serve as a space for performances, weddings, and other events. Cultural amenities were identified as a locational advantage by 45% of resident survey respondents. In addition, each focus group stated that cultural institutions within walking distance are an important amenity. Sixty-seven percent of focus group participants referenced at least one cultural building on their map.

The South Park Blocks function as an historic, cultural and recreational amenity. Created in 1852, the park is the neighborhood’s only open space. The blocks are lined with large trees, gardens, a fountain, and statues of historic figures. Forty-nine percent of the residents surveyed indicated that the parks influenced their decision to live in the area, and 15% listed parks as an advantage to their location. In addition, 83% of focus group maps identified the park blocks as a landmark. The park blocks are occasionally used as a gathering place for residents, and are home to a weekly Farmer’s Market, which attracts residents as well as visitors. Several focus group participants mentioned that, in past years, residents hosted ice cream socials in the park blocks.

“You walk out the door and feel at home in the Park Blocks.”
- focus group participant

Cultural institutions include the Arlene Schnitzer Concert Hall, Portland Art Museum, and Oregon Historical Society
People

“The fact that people of all income brackets live in close proximity promotes tolerance and understanding”
- DNA survey response

People value the area for its diversity of age and income. Resident focus groups and community interviews referenced the diverse income and age of residents in the community as one of its defining characteristics. According to the 2000 Census, there are approximately 2,475 SPBA residents. In 1999, over 50% of households in the study area had incomes 80% or lower than the Portland Primary Metropolitan Statistical Area (PMSA) median family income. This shows that the proportion of low-income families is comparable to that of middle and high-income families combined.

Table 3. Study Area - Proportion of Median Family Income

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $45,000 (approx. 80% PMSA MFI)*</td>
<td>50.16%</td>
</tr>
<tr>
<td>$45,000 - $74,999 (approx. 80-120% PMSA MFI)</td>
<td>23.15%</td>
</tr>
<tr>
<td>Greater than $75,000 (approx. 120% PMSA MFI)</td>
<td>26.69%</td>
</tr>
</tbody>
</table>

*Portland PMSA Median Family Income is $55,669.

Additionally, there is a concentration of young adults and elderly residents, and a lack of families with children. As shown in Chart 1, there is an under-representation of children younger than 5 and an over-representation of those over 70 and between 18 and 29 years of age when compared to Multnomah County and the Portland PMSA. The lack of families results in a predominance of residents (78%) in single person households.

“It is the nature of downtown areas to not attract many families.”
- Community residents

There is a separate population that spends time in the South Park Blocks area, but does not live there. This non-residential population includes: downtown employees, residents of adjacent neighborhoods, church congregations, homeless, social service recipients, students, and visitors to the cultural institutions. Neighborhood services and amenities are used by regional visitors, employees of the area’s 27 commercial offices, and 71 retail establishments. This non-resident population provides an additional client base for local

![Chart 1. Age Distribution in SPBA, County and Portland PMSA](image)

The Park Blocks serve as gathering space.
businesses. Survey results show 23 businesses stating that their clients are area workers.

Many homeless persons are seen on the streets and in the South Park Blocks. Fourteen percent of business surveys and 9% of resident surveys indicated that the homeless population is a locational disadvantage. Residents believe that social services provided by the churches and social service agencies attract the homeless. The park blocks provide a location for this population to congregate. Focus groups and interviewees stated that homelessness is a problem, but understand it is a problem inherent to urban neighborhoods.

**Safety**

“I feel safer in this neighborhood than anywhere else in Portland, largely because of the foot traffic and students.”

- focus group participant

On a scale of 1 to 5, with 1 being “very unsafe” and 5 being “extremely safe,” survey findings averaged 3.71 for resident respondents, 3.33 for landlords, and 3.76 for business owners. Focus group residents and some local developers have, however, revealed a concern about the public perception of safety, especially due to the homeless who are attracted to the park blocks and the Multnomah County Restitution Center, located at SW 11th and Main. Residents feel that pedestrian traffic and active ground floor retail increases their safety by placing more eyes on the street. In addition, the Business Improvement District Clean and Safe program funds bicycle and foot patrols along the park blocks to reduce this perception.

**Housing**

“[This is] an attractive and convenient downtown location in which people of mixed incomes can comfortably live.”

- Community resident

Forty-three residential buildings offer both affordable and market-rate housing opportunities. Sixty-seven percent of residents cited housing programs and housing affordability as factors influencing their location choice. Affordability was cited as a locational advantage by 19% of surveyed residents. Approximately 50% of housing units, located primarily between SW 10th and 13th, are income-restricted. Market-rate units are largely clustered along the park blocks. Ninety-two percent of housing units are renter-occupied, which is well above that of the Portland PMSA (37%).

Some residents see a need for housing units that cater to middle-income individuals and families. Focus group participants indicated that small unit sizes and a lack of middle-income ownership opportunities constrain the ability of the area to attract and retain that population. The 2002 PDC housing inventory indicates that the average unit size is 626 square feet, which is not conducive to housing more than one person.

Only three properties, the Mosaic, Cornerstone and the Roosevelt, contain owner-occupied units. Units in the Cornerstone and Mosaic are marketed to single-person households, with unit sizes ranging from 454 to 1050 square feet. Although prices are under $400,000, small unit sizes make them an unattractive investment for families. Over the next five years 600 new condominium units will be developed in three residential towers: the Eliot, Benson, and Roosevelt Towers. These buildings will offer larger unit sizes, but will be marketed to high-income buyers. For example, upper-level, two-bedroom condominiums in the Roosevelt Tower are anticipated to sell for over $1,200,000.
Map 5. South Park Blocks Area Housing

Cornerstone

Mosaic

Roosevelt
**Built Environment**

“[This neighborhood is] a true architectural classic with thoughtful contemporary additions to make it even more vital.”

– resident survey response

The built environment is characterized by diverse architectural styles, high-density development, surface parking lots, and one- to two-story buildings. The building stock includes structures from almost every decade of Portland’s history and include Art Deco, Gothic Revival, Victorian, and Modern architectural styles. Sixty buildings are designated as historic properties or landmarks, twelve of which are from the late 1800s.

Residents appreciate the historic architecture and are conflicted over how modern structures blend with the existing building stock. Modern structures, such as Museum Place and the Mosaic, completed in 2003, provide a stark contrast to the historic buildings. One focus group spoke about how the historic buildings soften the urban scale, while a participant of a different focus group stated that she “finds the new glass and steel style buildings upsetting, and dislikes the Mosaic building abutting the Old Church.” Yet, another resident stated, “A contrast of old and new buildings is important.”

![Contrast of modern and historic architecture](image-url)
Under current regulations, future development will add to this architectural diversity. The RX and CX zoning permit the most dense land use in the City and is supported through large floor area ratios (FAR) and tall height limits. Most of the study is designated 8:1 FAR with small pockets of 6:1, 9:1, and 12:1. The height limit is 250 feet for the most part, steps down along the park blocks, and steps up to more than 300 feet north of SW Salmon Street. These development regulations allow for densities greater than have been employed to date and provide the ability to dramatically increase the population of the neighborhood. Current densities range from underutilized properties, such as surface parking lots and gas stations, to two-story historic buildings, to the 19-story Clay Tower. The three pending residential towers are approved for development at maximum densities and heights.

Covered by the Central City design overlay, all new development is required to adhere to the Central City Fundamental Design Guidelines. The overlay is intended to promote the area’s continued vitality, architectural and cultural value, and provides an opportunity to minimize the impact of high-density development by requiring design review for all new development.
What do people want?

Residents envision the neighborhood’s future composition much as it is today. Survey results indicate that residents want their neighborhood to have:

- access to multiple modes of transportation
- comprehensive services that support local and city-wide populations
- cultural, historic, recreational and educational amenities
- a mix of affordable and market-rate housing
- an attractive and diverse built environment

One survey respondent said it best when asked what he would like to see more of in the neighborhood: “More of the same.”

Transportation network

“I would like] pooled parking for residents of older buildings.” “I have to pay to park (at home!)”
- resident survey response

Residents identified parking as the primary item within the transportation system that needs improvement. Twenty-one percent of resident survey respondents said that additional parking is needed. They stated that there should be parking dedicated to people who live in the neighborhood. Thirty-five percent of surveyed business owners indicated they would like to see more parking to accommodate their clientele.

Pedestrian environment

Residents want to make the pedestrian network more attractive while increasing street activity and connections. Residents spoke of various elements they would like to see added to the pedestrian environment. One focus group member stated, “The path from Goose Hollow to Downtown is just a concrete slab. It needs to be separated from traffic with trees and landscaping.” Another focus group participant said that there should be more “real trees” like those in the park blocks, “not ornamental trees.”

“Streetscapes! I feel that to bring cohesion to the neighborhood and separate it from “downtown” retail core, there should be an effort to add a residential quality to the streets and extend the feel of the park.”
- resident survey response

Services

According to the 2002 Downtown Portland Retail Strategy, the SPBA needs to strengthen itself as a retail district and create a streetscape of active ground floor uses. This two-fold recommendation for retail growth is corroborated by community input. Residents expressed that while there are a number of services available in the SPBA, they would like to see increased services for neighborhood and city residents. Sixty-nine percent of residents surveyed, and 79% of focus group participants said they wanted one or more of the following retail additions: hardware, restaurants, household goods, grocery, clothing, and social services. Additional requested services included a bakery, bank, pharmacy, and video store. The residents’ stated need for retail growth will be supported by new, higher income homeownership units, a strong anchor grocery store, proximity to a growing downtown, and excellent access to an expanding urban university.

Amenities

Residents also want to see the cultural district strengthened and expanded. When asked what they would like to see more of in the neighborhood, survey residents indicated cultural facilities (27%), parks (18%), and educational facilities (7%). A six-participant focus group discussed a concern over rumors that several cultural institutions and historic landmarks may leave the area. DNA members and a focus group of local developers and cultural institutions expressed a desire for more coordination amongst institutions in the Cultural District.

People and Housing

Maintaining diverse incomes is important to residents. Twenty-two residents surveyed stated they would like to see more of the following types of housing: low-income (77%), market-rate (32%), and homeownership (23%). A market study of housing opportunities supports the community outreach results. Five percent vacancy rates for condominiums and subsidized units are an indication of demand for these types of units. St. Stephen's Episcopal Parish has plans to redevelop their site with 200 units of affordable housing. As the neighborhood matures and the pending condominium projects are realized, conversion of affordable housing to market rate housing may become a more appealing option for the privately owned low-income buildings in the neighborhood.
**Neighborhood Analysis**

**Built Environment**
Residents want to preserve historic buildings and redevelop underutilized properties. Two focus groups and one interviewee voiced their desire to prevent their neighborhood from becoming like the Pearl District, a recently constructed neighborhood in Portland’s Central City. These residents dislike the Pearl District’s uniform architectural style and full block development. In an interview, one local employee expressed her desire for the SPBA to remain an organic neighborhood. “This is a true urban neighborhood. Not everywhere needs to be flashy. The Pearl is flashy.”

When asked what properties should be redeveloped, the most prominent response was surface parking lots. Twenty-four residents from focus groups and interviews stated that surface parking lots should be consolidated into a parking structure to open up land for housing development.

“*Develop vacant lots and parking lots into more active and attractive uses.*”
-resident survey response

**Summary of Neighborhood Analysis**
The South Park Blocks area is rich in history, culture and diversity. There is a mixture of affordable and market rate housing, which accommodates individuals of many income levels and age groups. Its proximity to nearby employers, retailers, services and an urban university make it an ideal location for residents, businesses, and visitors. Located in the heart of Portland’s transportation network, residents have excellent accessibility to destinations throughout the region. Additionally, its architectural heritage, numerous churches, social services, and regional museums and performing arts theaters create a diverse architectural environment and attract many visitors. The Cultural District and the South Park Blocks also act as defining characteristics and are a source of pride for neighborhood residents.
Opportunities and Challenges

The following is a list of opportunities for and challenges to redevelopment and growth. It was developed from the neighborhood analysis and demonstrates how residents, investors, and other stakeholders view the strengths and weaknesses of the area. It helps the Downtown Neighborhood Association understand where development is most likely to occur and know how best to participate in the process.

Opportunities

**Location.** The neighborhood adjoins Portland State University to the south and the commercial core to the north and east, which gives residents easy access to school and work and provides businesses a significant customer base. In addition, I-405 forms the western edge of the area, which allows for regional access.

**Culture and Recreation.** The Cultural District is an important component of the neighborhood. The district offers a unique concentration of museums, theaters, and uninterrupted open space in the South Park Blocks that attracts visitors region wide.

**Architectural Heritage.** The historic resources are exemplary of Portland’s architectural heritage from its founding to today. The existing architectural fabric is a testament to its stability as a residential neighborhood since the late 1800s. The numerous churches and many historic resources are emblematic of this character.

**Public Investment.** The neighborhood is within the South Park Blocks urban renewal area, which has bonding capacity until 2008. Many recent projects in the area are a direct result of public-private partnerships specific to urban renewal designation. For example, the Museum Place Lofts and Townhouses, YWCA renovation, and new St. Francis Apartments were completed through urban renewal assistance.

**Regulation.** The area’s RX and CX zoning along with generous height allowances permit for more dense development than other existing residential neighborhoods in downtown Portland. This intensity is critical to a vibrant urban community. A design review overlay provides a process to ensure that new development is compatible with existing buildings.

Pending Development. Three major condominium projects – Eliot Tower, Benson Tower, and Roosevelt Tower- have been approved through the city’s review process. All three projects implement the zoning and height limit revisions adopted in the city’s West End plan in 2001. These towers would introduce approximately 600 new home ownership units, increase the neighborhood’s residential and economic base, and assume demand for ownership opportunities.

**Transportation.** There are a variety of multi-modal transportation options including the Portland Streetcar, eight Tri-Met bus lines, dedicated bicycle routes, and three carsharing vehicles. It is within Portland’s Fareless Square, which allows for free travel throughout the central city. Tri-Met anticipates increasing bus traffic and access through the area, which will create centers of activity and improve the streetscape.

**Underutilized Properties.** Surface parking lots punctuate the area and provide obvious sites for development. Many are adjacent to one another, and there is a significant cluster along SW Main Street. There are also low-density, one- and two-story buildings that do not maximize the land potential in the area.

**Housing.** This area has a high concentration of rental housing units and is ideal for additional high-density housing due to its location, accessibility, and neighborhood services, such as small neighborhood retailers and the Safeway grocery store.

Proposed condominiums- Benson Tower (left) & Eliot Tower
Opportunities and Challenges

Challenges

Transportation. Bus traffic will increase with TriMet’s plans to add routes on SW 10th and 11th avenues and SW Jefferson and Columbia streets. Additional bus traffic will intensify noise levels and may displace on-street parking.

Property Characteristics. Small tax lots are complex and costly to develop because of low building efficiency, difficulty to incorporate parking demanded by the market, and obstacles to assembling development parcels. Varied ownership and historic designation also limit development and redevelopment options. In addition, the surface parking lots generate revenue and continue to rise in property value, which provides little incentive for redevelopment at this time.

Ground Floor Activity. Many residential and institutional uses in the neighborhood lack ground floor activity, and there are few establishments open in the evening and night hours. Limited retail options are broken up by residential buildings, buildings without ground floor use, and surface parking lots. Institutional architecture poses a significant obstacle to continuous street activity.

Housing. The neighborhood is home to a large proportion of low-income housing structures and limited home ownership opportunities, which creates an income imbalance and a negative image.

Safety Perception. There is a poor public perception of safety due to a large concentration of social services and the diversity of people on the streets and in the park blocks, including a number of homeless people.
The strategy consists of key development priorities for DNA to pursue and actions that they should take to be an effective participant in the realization of those priorities. The priorities are shaped by the opportunities and challenges distilled from the neighborhood analysis and recommend what development should happen and in what location. The actions provide means by which DNA can have a direct voice in the development of the neighborhood.

Key Development Priorities

Rather than a site-by-site analysis, key development priorities were determined to build on the strengths of the neighborhood. These concepts are focused on SW Jefferson and Main streets, the area south of SW Columbia at SW 10th and 11th avenues, and an integration of identifying features, such as the Park Blocks and the cultural institutions, throughout the neighborhood.

**SW Jefferson Street**

Develop a major path of continuous ground floor activity along SW Jefferson to capitalize on recent public and private investment and build upon the existing concentration of retail. Provide a better connection to Goose Hollow through streetscape and overpass improvements, such as trees and wider sidewalks. Strengthen the emerging nodes of activity at the corners of SW Jefferson and 10th and 11th avenues. Orient additional retail and cultural activity to Jefferson as well as the north/south streets. A primary main street along SW Jefferson with nodal activity provides a distinct center to the district and links landmarks, such as Safeway and the Portland Art Museum.

**SW Main Street**

Redevelop surface parking lots as mixed-use housing with an emphasis on home-ownership units. New housing makes good use of multi-modal transit options on SW 10th and 11th avenues, improves underutilized properties, and increases land use diversity north of SW Main. These half-block sites have superior street frontages and can more easily incorporate structured parking into their development program due to larger tax lot sizes. To compensate for loss of commercial parking, convert on-street parking on at least one side of SW Main to angled spaces for public use.

**South of Columbia Street at SW 10th and 11th Avenues**

To connect sporadic retail and improve north/south connectivity, infill ground floor retail in new housing development that attracts Portland State University students and employees. Uses such as restaurants and household goods or drug stores tap into the large demand base at PSU and within the neighborhood. Infill development should be compatible with the existing historic architecture. Capitalize on streetcar access and pedestrian traffic between the campus and Goose Hollow.
Development Strategy

South Park Blocks/Cultural District elements
Integrate the South Park Blocks and cultural facilities into the neighborhood fabric. Activate the façade of the Portland Art Museum on SW 10th Avenue with public art and signage to encourage growth of cultural facilities westward. As the defining characteristic of the neighborhood, expand the application of South Park Blocks design features. Introduce elements such as public art, street trees, benches, and formal planting in new development landscaping and public right-of-ways, especially along the SW Madison pedestrian corridor.

Interpretive signage at historic sites
Commemorate the neighborhood’s residential history to further highlight the architectural and social heritage. Protecting significant testaments to neighborhood character also will ensure continued architectural diversity.

Map 11. Madison Pedestrian Corridor

Map 12. Historic residential locations

Integrate identifying park elements throughout the neighborhood
Recommended Actions

**Use the West Park District name.** A unique district name differentiates this area as a distinct residential subdistrict of downtown Portland and can help to promote development. When the area first experienced high-density redevelopment in the early twentieth century, the neighborhood was called the West Park District. A return to this historic name also reinforces its character.

**Formalize social service and cultural networks.** Convene a working group of nonprofits to initiate shared resources, such as building and parking space. For example, the Northwest Academy efficiently manages their limited resources by using the Multnomah County Library, the Portland Art Museum, and the Oregon Historical Society as teaching facilities. Such coordinated efforts ensure that social services, churches, and cultural amenities remain anchors in the neighborhood, and that smaller institutions can flourish. Organize social service and public property owners to establish and preserve affordable housing.

**Develop shared parking.** Share private surface parking lots between compatible uses. For example open up office parking lots for use by churches and cultural institutions on weekends and evenings. Incorporate additional car-sharing vehicles in new development to lessen overall parking demand.

**Use an Economic Improvement District.** With increased investment, there is a likelihood that property prices will increase. Expand the existing Business Improvement District beyond SW 9th Avenue or establish a new SPBA Economic Improvement District (EID) to preserve and promote smaller businesses and organizations that might otherwise be displaced due to rent increase. An EID, as established in the City Code & Charter, is an assessment or fee to support local development or improvement activities through landscaping; security measures; public events; commercial activities; parking provision; and, other economic improvements benefiting specific types of properties. For example, this tool can be used to raise funds to build or maintain a parking structure to replace redeveloped surface parking lots.

**Actively Participate in Design Review.** Relay the neighborhood’s desire to preserve a diversity of architectural styles and scales through written comment and public testimony in the required design review process for new development. Ensure that new half- and full-block development provides a variety of textures and masses to blend with the existing diverse and rich building stock.

**Appoint an Urban Renewal Advisory Committee with DNA representation.** Work with PDC to appoint an Urban Renewal Advisory Committee, including DNA members, for the South Park Blocks urban renewal area. Use this appointment as an opportunity to expand DNA membership and to guarantee that the neighborhood association has a formal voice in the administration of the urban renewal area and that neighborhood priorities are addressed.

**Form a Standing West Park District Subcommittee.** Establish a West Park District Subcommittee within the Downtown Neighborhood Association to promote this strategy and focus on the residential neighborhood. Perform an annual review of key development considerations. Proactively monitor the implementation of previous planning efforts to more effectively lobby City Council during the City’s annual budget review.
**Development Strategy**

Using these actions, DNA can accomplish their development priorities. The following matrix indicates which actions can be used to address specific development priorities.

Table 4. Development Matrix

<table>
<thead>
<tr>
<th>Key Development Priorities</th>
<th>Actions</th>
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<tr>
<td></td>
<td>Use the West Park District name</td>
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<td><strong>SW Jefferson Street</strong></td>
<td>✓</td>
</tr>
<tr>
<td><strong>SW Main Street</strong></td>
<td>✓</td>
</tr>
<tr>
<td><strong>South of Columbia Street at 10th and 11th Avenues</strong></td>
<td>✓</td>
</tr>
<tr>
<td><strong>South Park Blocks/Cultural District elements</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Interpretive signage at historic sites</strong></td>
<td>✓+</td>
</tr>
</tbody>
</table>

+ denotes priority action
The recommended actions acknowledge that a neighborhood association has no regulatory powers and few resources. In addition, it is understood that the Downtown Neighborhood Association has numerous constituencies and interests. DNA should, therefore, review the actions and priorities with the community to receive input and build support.

To expand the neighborhood’s implementation abilities, DNA should convene a joint task force of persons involved in area development. The task force would include West Park Subcommittee representatives, public agency staff, private developers, and property owners in the neighborhood. The task force would strengthen and formalize the role of neighborhood identity in implementing new development.

Map 12. Key Development Priorities
Appendix A. HISTORY

Between 1850 and 1870, land donations from Daniel Lownsdale, William W. Chapman, and John Couch created a strip of Park Blocks through downtown Portland. The Park Blocks were intended to provide both public open space and a fire-barrier for the downtown riverfront area.

By the 1880s, elegant Italianate mansions lined the South Park Blocks and were home to many of the city’s most prominent figures. Henry Pittock, owner of The Oregonian, and Sylvester Pennoyer, Mayor of Portland and Governor of Oregon, were but two of the city’s leaders to reside in the park blocks area. Due to this residential growth, numerous churches and fraternal organizations developed to serve nearby residents.

The westward shift of Portland’s downtown encouraged increasingly dense residential development along the Park Blocks during the early 1900s, and many single family residences were replaced by hotels and apartment buildings. Concurrently, growing commercial activity encroached on the park’s northern and eastern edges.

Development of apartment buildings, churches and cultural institutions was also pronounced in the 1920s, and, unlike many other areas, construction thrived throughout the 1930s, despite the Great Depression. With increased density and the prestige of park block frontages, the area came to be known as the West Park District, as suggested in the following 1931 Oregonian article.

The Oregonian – February 8, 1931

APARTMENT HOUSES REPLACE MANSIONS.
Great Building Activity Noted on West Park Street. Scenic View Offered.

-Investment of more than $1,000,000 made recently in space of Four Blocks – Park avenue, New York, that street noted for its multitude of beautiful apartments, is being rivaled in a smaller way by one of Portland’s well-known and old-time thoroughfares, West Park Street.

Along this street may be seen building activity which is transforming the residences of yesteryear into strikingly modern apartment houses. Of the many white-fronted mansions which some decades ago faced the park blocks, marking the homes of many of Portland’s most eminent citizens, only two now remain, that of the Dohrs and the Jacobs. The others have given way to the modern development which is certain to result in Portland’s having a “cliff dwellers” avenue comparable to that of old Manhattan.

The eminent suitability of this location as a site for fine apartment housing was demonstrated several years ago by the lucrative operation of the new Queen Louise apartments, a five-storied structure erected by Harry Mittleman, builder and operator.

Park Blocks Appeal. Many features of the West Park district seemed to have an especial appeal to apartment house seekers. The fact that the beautiful park blocks were only across the way lent an air of freedom and spaciousness which is even lacking in New York’s Park avenue. And, too, this space meant a playground for apartment youngsters. Yet, with these advantages, the location is extremely close to the downtown district, which is thus easily accessible to the residents. In addition, the elevation meant that the much-sought-after luxury of a view of distant hills was a reality.

These features are being rapidly utilized. Only last summer the Blackstone, a $300,000 project, was completed at Harrison Street, just across from the first successful venture in large-scale operation.

Building Nears Completion. At the present time the Jeanne Manor at Clay street, a $250,000 project modeled after the Beaux Arts apartments of New York, selected by a group of American architects as the most outstanding achievement in that line of construction, is in the last stage of construction, and only one major feature remains to be completed. Walls of another, to be known as Parkway Manor, may be seen rising above the trees of the park blocks. This will mean that within the space of four blocks along West Park street there will be four modern apartments representing an investment of more than $1,000,000.

Nor is there any reason to believe that development will halt at that point, say those interested. Too many natural advantages are evident in West Park street for it not to respond to the demand of a rapidly growing city for adequate, beautiful and convenient housing."
Since its inception as a residential neighborhood for the city’s elites, this neighborhood has experienced a transition to a predominantly low- and mixed-income neighborhood. During the last half of the twentieth century, many residences were razed and replaced with surface parking lots or new, more high-density apartment structures. Today, as in the 1930s, there is a renewed interest in high-end, high-rise condominium development.
Appendix B. Policy Framework

As part of the Central City and a portion of downtown’s West End, the South Park Blocks area has been the beneficiary of a number of planning efforts over the past several decades. These include Downtown’s West End Plan, The Downtown Plan, South Park Blocks Urban Renewal Plan, Central City Plan, Central City Transportation Management Plan, and the Downtown Community Association’s Residential Plan.

The Downtown Plan, 1972
The plan set the current direction for planning in Portland’s Downtown. Several of the guidelines refer directly to South Park Blocks study area. Specifically, the South Park Blocks guideline calls for additional housing to be mixed in with cultural and religious facilities in that area. Other guidelines encourage retail use of ground level space in all buildings and clusters of specialty retail to support Portland State University and residential areas. Zoning Code and map changes that implement the Downtown Plan policies occurred into the late 1970’s.

South Park Blocks Urban Renewal Plan, 1985
The entire study area lies within the Portland Development Commission’s (PDC’s) South Park Blocks urban renewal area (SPBURA), which was created to improve the condition and appearance of the area and encourage its development as a thriving residential neighborhood. The South Park Blocks Urban Renewal Plan specifically supports the housing goal of the Downtown Plan and the Downtown Housing Policy. SPBURA has funded many projects including new affordable and market rate housing, aid to retail businesses, and improvements along the streetcar line. The urban renewal area is scheduled to expire in 2008.

Central City Plan, 1988
The Central City Plan (CCP) updated and expanded the area of the Downtown Plan. The CCP updated Downtown Plan policies and greatly elaborated on its urban design guidelines. The CCP concept map designates most of the study area as Central Residential with a small portion around Taylor Street as Central Commercial.

Central City Transportation Management Plan, 1995
This plan carries out the CCP’s transportation policy. The plan supports growth in the Central City while managing parking and the transportation system. Off-street parking regulations have been incorporated into the Central City plan district.

Downtown Community Association’s Residential Plan, 1996
City Council adopted the Downtown Community Association’s (DCA’s) Residential Plan, which promotes an increased residential base of all income levels in Downtown and the development of more retail sales and services. The plan identifies the area that is the focus of this project as Park Blocks and lays out specific recommendations for the subdistrict.

Downtown Portland Development Capacity Study, 2000
An analysis of housing and jobs capacity, conducted by the Portland Development Commission, establishes land use and development assumptions for Downtown. The study identifies parcels with redevelopment potential throughout Downtown, but in the West End in particular. Downtown development at build-out capacity was illustrated using 3-d computer simulation, and development impacts under future development scenarios were provided.

Downtown’s West End: Amendments to the Central City Plan, Zoning Code, and Zoning Map, 2002
City Council adopted amendments were designed to spur new development in the West End with the goal of 5,000 new housing units and 5,000 new jobs over 20 years. The planning process began in 1997 and led to the West End Proposal published by the Bureau of Planning in 2000. Recommendations in the Proposal were designed to improve the development market in the area and many of which were included in amendments adopted by City Council.
Appendices
Appendix C. Stakeholders

Project stakeholders in the district include individuals, agencies, businesses and organizations from which the project team received invaluable support. The team worked closely with several primary stakeholders identified as:

- Community residents
- Business owners
- Portland Development Commission
- Portland Bureau of Planning
- Portland Business Alliance
- Private developers

Descriptions of each stakeholder and their relationship to the project are described below.

Community residents
Residents in the district are primarily renters as there are few ownership opportunities in the area. There are persons with a diversity of incomes. Very low-income individuals live in income-restricted units reserved for families earning less than 80% of the median family income as well as the transitional housing available through social service providers. Middle-income renters live in market rate apartment units, and high-income households are buying the newly constructed condominium units. The majority of the residents are between 18 and 29 years of age, a significant senior population and very few children.

Business owners
Many businesses are located in this district. Many ground level retail stores exist along the Park Blocks, Broadway, SW Salmon and SW Taylor. Common business types include restaurants, coffee shops, travel agencies, and convenience stores. Safeway is the only grocery store in the district and recently moved into the new Museum Place development. Additional business types include architectural firms, law firms and hair salons and an adult theater.

Social service providers
There are three regional social service providers: the Outside In, the YWCA, and New Avenues for Youth. Additionally there is the Multnomah County Restitution Center, which is a work release and drug rehabilitation program. These organizations provide assistance to homeless youth and domestic violence survivors, as well as counseling and food services. The YWCA has meeting rooms for the community’s use and is where the Downtown Neighborhood Association holds its meetings.

Portland Development Commission (PDC)
PDC offers business services, performs market analysis, district planning and site planning, and promotes economic development by bringing together public and private partners to develop housing, retail and office projects. PDC oversees the ten urban renewal areas in Portland, one of which is the South Park Blocks Urban Renewal Area (SPBURA). PDC was recently involved in the Museum Place development, located between SW 10th and 11th, and SW Jefferson and Columbia. PDC owns a few buildings in the area and has developed housing and retail strategies including building renovation, housing unit relocation and development incentives for owners of underused sites.

Bureau of Planning (BOP)
The Portland Bureau of Planning develops plans for the city’s livability, vitality, development and long-range goals. With a regional emphasis on limiting urban sprawl, these planning efforts focus on smart development. BOP involvement in the area is through the various Downtown, Central City, and Comprehensive Plans, and the implementation of the West End Plan's amendments to these documents.

Portland Business Alliance (PBA)
Through the Portland Business Alliance, the region's businesses are engaged in regional public policy issues involving businesses and the business community. The PBAs 1,600 members are mostly small businesses with less than 50 employees. PBA programs include:

- Business assistance in advocacy, marketing, development and working with public agencies
- Advocacy for improved transportation, retail, entertainment, and tourism
- Cleaning and security services through its Downtown Clean and Safe program
Private Developers

There are three major development projects in the development pipeline for this area. First, ongoing development at SW Jefferson and 10th includes the Eliot Tower, a 19-story, mixed-use building with almost 10,000 square feet of commercial space and 200 to 220 residential units. The Roosevelt Tower, a 21-story, 108-unit condo building, is proposed for the intersection of SW Salmon and 10th. The third project, the 26-story Benson Tower includes 150 condominium units. All three projects include approximately one parking space per unit in underground parking.

Other stakeholders include, but are not limited to:

- TriMet
- Portland Streetcar
- Portland Parks and Recreation
- Neighborhood churches
- Portland State University
- Business employees
- Property owners
- Portland Art Museum
- Portland Bureau of Housing and Community Development
- Housing Authority of Portland
Appendix D. Public Outreach Process

Public outreach efforts included public and private meetings, focus groups, interviews, and surveys. The process began on March 8, 2004 and lasted through May 21, 2004.

Public Meetings (hosted by DNA)

  Kick-off meeting introducing the project to the DNA and the public. Various guest speakers including a local developer, city planner, state historian and representative from PDC gave presentations about the South Park Blocks Area. Representatives from the project team introduced the project and distributed a general survey.

- March 16, 2004 – DNA Board of Directors.
  Comments on project purpose and goals.

- April 12, 2004 – DNA LUP Committee.
  Comments on methodology and neighborhood attributes.

- May 10, 2004 – DNA LUP Committee.
  Comments on neighborhood vision.

- June 7, 2004 – DNA LUP Committee.
  Final product presentation.

Private Meetings

- April 9, 2004 – Meeting with PDC, various developers and property owners.
  Comments on neighborhood vision and opportunities and constraints to development.

- May 21, 2004 – Meeting with PDC, various developers and property owners.
  Comments on opportunities and constraints and principles for future development.

Focus Groups (offered to all interested survey respondents)

- April 21, 2004 – 2 General Focus Groups.
  Discussion of area boundaries, neighborhood identity, land uses and safety perception.

- May 11, 2004 – 2 Resident Focus Groups.
  Discussion of area boundaries, land uses, safety perception and transportation.

- May 11, 2004 – 1 Business Focus Group.
  Discussion of location attributes, land uses, safety perception and transportation.

Stakeholder Interviews


- March 20, 2004 – Keith Witcosky & Leah Halmstead, PDC.

- April 8, 2004 – Will Macht, PSU Real Estate professor.

- April 9, 2004 – Don Statsny, architect/planner.

- April 15, 2004 – Victoria Dudley, DNA.

- April 19, 2004 – Larry Felkowsky and associates, St. Stephen’s Episcopal Church.

- April 14, 2004 – Graham Clark, Bureau of Planning.

- April 19, 2004 – Vicki Diede, Portland’s Office of Transportation.


- April 20, 2004 – Erika Silver, DNA and YWCA.

- April 20, 2004 – B.J. Seymour, DNA.


- May 10, 2004 – Colin McConnaha, DNA.
Surveys

- **DNA Surveys:** March 8 through April 1, 2004.
  Handed out (81) at DNA Land Use and Planning Committee.
  Sent through e-mail (180) to DNA membership list.
  Received: 44 surveys.

- **Resident Surveys:** April 12 through April 22, 2004
  Distributed (1,700) in person and through property managers. Some buildings were not accessed due to inability to contact manager or manager’s unwillingness to distribute surveys.
  Received: 55 surveys.

- **Business Surveys:** April 14, 2004
  Distributed (143) in person to one employee in each business.
  Received: 37 surveys.

- **Church Surveys:** April 14, 2004
  Mailed (11) to all churches in the area.
  Received: 3 surveys.

- **Social Service Surveys:** April 14, 2004.
  Distributed (20) in person to social service employees or volunteers.
  Received: 0 surveys.

- **Property Manager Surveys:** April 14 through April 20
  Sent (16) through postal mail, and e-mailed (11) to property managers.
  Received: 6 surveys.

The following tables summarize the quantitative data collected in the business and resident surveys.
## Resident Surveys

| Surveys Returned | 51 |

### What would you like to see more of in the neighborhood?

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
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<tr>
<td>Hardware Store</td>
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<tr>
<td>Restaurants</td>
<td>18</td>
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<tr>
<td>Low-income Housing</td>
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<tr>
<td>Grocery Store</td>
<td>12</td>
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<tr>
<td>Parking</td>
<td>11</td>
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<tr>
<td>Parks</td>
<td>10</td>
</tr>
<tr>
<td>Clothing Stores</td>
<td>9</td>
</tr>
<tr>
<td>Social Services</td>
<td>7</td>
</tr>
<tr>
<td>Market Rate Housing</td>
<td>7</td>
</tr>
<tr>
<td>Condos</td>
<td>5</td>
</tr>
<tr>
<td>Educational Facilities</td>
<td>4</td>
</tr>
<tr>
<td>Offices</td>
<td>1</td>
</tr>
</tbody>
</table>

### What influenced your decision to live in this area?

<table>
<thead>
<tr>
<th>Factor</th>
<th>Influenced</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation</td>
<td>41</td>
</tr>
<tr>
<td>Convenience</td>
<td>40</td>
</tr>
<tr>
<td>Parks</td>
<td>27</td>
</tr>
<tr>
<td>Proximity to Services</td>
<td>20</td>
</tr>
<tr>
<td>Community</td>
<td>20</td>
</tr>
<tr>
<td>Affordability</td>
<td>20</td>
</tr>
<tr>
<td>Proximity to School/Work</td>
<td>18</td>
</tr>
<tr>
<td>Housing Program</td>
<td>17</td>
</tr>
<tr>
<td>Recreation</td>
<td>14</td>
</tr>
</tbody>
</table>

### Perception of Safety

| Safety Ranking | 3.71 |

### Shopping Patterns

<table>
<thead>
<tr>
<th>Shopping Patterns</th>
<th>Neighborhood</th>
<th>Downtown</th>
<th>Elsewhere</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grocery</td>
<td>38</td>
<td>9</td>
<td>14</td>
</tr>
<tr>
<td>Hardware</td>
<td>6</td>
<td>9</td>
<td>30</td>
</tr>
<tr>
<td>Clothing</td>
<td>4</td>
<td>31</td>
<td>16</td>
</tr>
<tr>
<td>Restaurant</td>
<td>20</td>
<td>31</td>
<td>10</td>
</tr>
<tr>
<td>Household Goods</td>
<td>10</td>
<td>15</td>
<td>26</td>
</tr>
</tbody>
</table>
Appendix E. Demographics

Study Area Methodology
The study area is defined as the area bounded by SW Market to the south, SW Taylor to the north, I-405 to the west, and Broadway to the east. 1990 and 2000 Census block group level data was collected for the study area, Multnomah County, and the Portland Metropolitan Area.

In order to address the conflicting boundaries of the study area and Census block groups, a proportional approach was used. Each block group is composed of several smaller blocks. Each Census block is assumed to have analogous populations within them. By calculating the proportion of blocks in each block groups that are within the study area, a proportion of the continuous block group variables can be identified. This method for calculating population within a study area is considered to be more accurate than using the physical proportion of the block group area.

The boundaries for the PMSA expanded to include Salem, Oregon between 1990 and 2000. Increases in population of the PMSA for this time period can therefore not be considered relevant for comparison across time.

Data collected to address the study areas includes: population, household size and tenure, income, and general built environment characteristics. Raw and processed data can be found in the appendix of this preliminary report.
Chronological Methodology
In order to examine trends across a longer period of time, data from the 1960 through 2000 census years was collected for the larger census tracts that comprise the study area. These census tracts did not change over this period of time.

### SBPA Demographics 1960 -2000

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>6,263</td>
<td>4,825</td>
<td>4,680</td>
<td>5,286</td>
<td>5,806</td>
</tr>
<tr>
<td>Median Family Income</td>
<td>$25,887</td>
<td>$34,010</td>
<td>$23,483</td>
<td>$35,273</td>
<td>$35,557</td>
</tr>
<tr>
<td>Average Persons per Household</td>
<td>1.36</td>
<td>1.27</td>
<td>1.26</td>
<td>1.29</td>
<td>1.28</td>
</tr>
<tr>
<td>Proportion Renters</td>
<td>88.90%</td>
<td>90.34%</td>
<td>95.93%</td>
<td>87.77%</td>
<td>95.60%</td>
</tr>
<tr>
<td>under 5 - number</td>
<td>31</td>
<td>75</td>
<td>38</td>
<td>48</td>
<td>48</td>
</tr>
<tr>
<td>20-34 - number</td>
<td>1,533</td>
<td>1,944</td>
<td>2,331</td>
<td>2,580</td>
<td>2,580</td>
</tr>
<tr>
<td>65+ - number</td>
<td>1,273</td>
<td>1,111</td>
<td>972</td>
<td>820</td>
<td>820</td>
</tr>
<tr>
<td>under 5 - proportion</td>
<td>0.64%</td>
<td>1.60%</td>
<td>0.72%</td>
<td>0.83%</td>
<td>0.83%</td>
</tr>
<tr>
<td>20-34 - proportion</td>
<td>31.77%</td>
<td>41.54%</td>
<td>44.10%</td>
<td>44.44%</td>
<td>44.44%</td>
</tr>
<tr>
<td>65+ - proportion</td>
<td>26.38%</td>
<td>23.74%</td>
<td>18.39%</td>
<td>14.12%</td>
<td>14.12%</td>
</tr>
</tbody>
</table>

### 2000 CENSUS DATA

<table>
<thead>
<tr>
<th></th>
<th>Study Area</th>
<th>Multnomah County</th>
<th>Portland PMSA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drove to Work</td>
<td>28.81%</td>
<td>77.66%</td>
<td>84.60%</td>
</tr>
<tr>
<td>Public Transportation</td>
<td>22.00%</td>
<td>11.13%</td>
<td>6.33%</td>
</tr>
<tr>
<td>Walked</td>
<td>42.95%</td>
<td>4.56%</td>
<td>2.95%</td>
</tr>
<tr>
<td>Bicycle</td>
<td>3.34%</td>
<td>1.50%</td>
<td>0.77%</td>
</tr>
<tr>
<td>Worked at Home</td>
<td>1.98%</td>
<td>4.32%</td>
<td>4.60%</td>
</tr>
<tr>
<td>No vehicle available</td>
<td>62.98%</td>
<td>12.70%</td>
<td>8.06%</td>
</tr>
<tr>
<td>1 vehicle available</td>
<td>30.73%</td>
<td>38.43%</td>
<td>33.16%</td>
</tr>
<tr>
<td>2 vehicles available</td>
<td>5.75%</td>
<td>35.17%</td>
<td>40.16%</td>
</tr>
<tr>
<td>3 vehicles available</td>
<td>0.22%</td>
<td>10.17%</td>
<td>13.47%</td>
</tr>
<tr>
<td>4 vehicles available</td>
<td>0.12%</td>
<td>2.55%</td>
<td>3.61%</td>
</tr>
<tr>
<td>5 or more vehicles available</td>
<td>0.20%</td>
<td>0.98%</td>
<td>1.55%</td>
</tr>
<tr>
<td>Families with Children</td>
<td>17.29%</td>
<td>48.14%</td>
<td>50.40%</td>
</tr>
<tr>
<td>5 and under</td>
<td>0.60%</td>
<td>6.91%</td>
<td>7.74%</td>
</tr>
<tr>
<td>6 to 17</td>
<td>1.59%</td>
<td>14.71%</td>
<td>17.03%</td>
</tr>
<tr>
<td>18 to 29</td>
<td>36.41%</td>
<td>19.18%</td>
<td>16.87%</td>
</tr>
<tr>
<td>30 to 39</td>
<td>13.76%</td>
<td>16.79%</td>
<td>16.16%</td>
</tr>
<tr>
<td>40 to 49</td>
<td>12.72%</td>
<td>16.46%</td>
<td>16.47%</td>
</tr>
<tr>
<td>50 to 59</td>
<td>12.04%</td>
<td>11.04%</td>
<td>11.45%</td>
</tr>
<tr>
<td>60 to 69</td>
<td>9.09%</td>
<td>5.70%</td>
<td>5.87%</td>
</tr>
<tr>
<td>70 plus</td>
<td>13.54%</td>
<td>8.58%</td>
<td>7.75%</td>
</tr>
<tr>
<td>1-person household</td>
<td>77.78%</td>
<td>32.41%</td>
<td>25.91%</td>
</tr>
<tr>
<td>2-or-more-person household</td>
<td>22.22%</td>
<td>67.59%</td>
<td>74.09%</td>
</tr>
<tr>
<td>Native</td>
<td>85.07%</td>
<td>87.29%</td>
<td>89.05%</td>
</tr>
<tr>
<td>Born in state of residence</td>
<td>29.47%</td>
<td>44.98%</td>
<td>44.04%</td>
</tr>
<tr>
<td>Foreign born</td>
<td>14.93%</td>
<td>12.71%</td>
<td>10.95%</td>
</tr>
<tr>
<td>Median Family Income</td>
<td>$49,133.39</td>
<td>$51,118.00</td>
<td>$55,669.00</td>
</tr>
<tr>
<td>Per Capita Income in Study Area, 1999</td>
<td>$20,475.95</td>
<td>$22,606.00</td>
<td>$22,592.00</td>
</tr>
<tr>
<td>Households with public assistance</td>
<td>7.32%</td>
<td>4.21%</td>
<td>3.49%</td>
</tr>
<tr>
<td>Owner occupied - Housing Unit</td>
<td>8.29%</td>
<td>56.89%</td>
<td>63.02%</td>
</tr>
<tr>
<td>Renter occupied - Housing Unit</td>
<td>91.71%</td>
<td>43.11%</td>
<td>36.98%</td>
</tr>
<tr>
<td>White alone</td>
<td>78.87%</td>
<td>76.46%</td>
<td>81.02%</td>
</tr>
<tr>
<td>Black</td>
<td>4.52%</td>
<td>5.32%</td>
<td>2.18%</td>
</tr>
<tr>
<td>American Indian and Alaska Native</td>
<td>1.10%</td>
<td>0.90%</td>
<td>0.81%</td>
</tr>
<tr>
<td>Asian and Other Pacific Islander</td>
<td>8.24%</td>
<td>5.95%</td>
<td>4.34%</td>
</tr>
<tr>
<td>Hispanic or Latino</td>
<td>3.33%</td>
<td>7.49%</td>
<td>8.68%</td>
</tr>
<tr>
<td>Other</td>
<td>3.94%</td>
<td>3.88%</td>
<td>2.97%</td>
</tr>
</tbody>
</table>
Appendix F. Inventories

Parking
A parking occupancy study was conducted during the week of April 17, 2004 tallying vehicles in off-street parking lots during the middle of the weekday (10:00am to 2:00pm), on weekday evenings (6:00pm to 7:00pm), and on Sunday (11:00am to 12:00pm). Tally results are shown in the following table.

Weekday use is heaviest at locations closest to the downtown core. This indicates that many of the area’s public lots may be used as overflow parking for employees working in downtown’s office core and not due to area demand. Further study on lot users might verify this claim. Occupancies on Sunday mornings vary significantly across lot locations. This variability is likely due to agreements between religious institutions and specific parking lot management companies or property owners. Many churches perceive a parking shortage, therefore, due to their dependence on single lots for Sunday morning parking. The large amount of off-street parking available on weekday evenings between 6:00 pm and 7:00 pm can be attributed to the small amount of restaurant or other evening activity in the area.

<table>
<thead>
<tr>
<th></th>
<th>Total Spaces</th>
<th>Total Vehicles</th>
<th>Occupancy Level</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Weekday, 10am to 2pm</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public</td>
<td>815</td>
<td>721</td>
<td>88%</td>
</tr>
<tr>
<td>Private</td>
<td>391</td>
<td>208</td>
<td>53%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,206</strong></td>
<td><strong>929</strong></td>
<td><strong>77%</strong></td>
</tr>
<tr>
<td><strong>Weekday, 6pm to 7pm</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public</td>
<td>815</td>
<td>282</td>
<td>35%</td>
</tr>
<tr>
<td>Private</td>
<td>391</td>
<td>143</td>
<td>37%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,206</strong></td>
<td><strong>425</strong></td>
<td><strong>35%</strong></td>
</tr>
<tr>
<td><strong>Sunday, 11am to 12pm</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public</td>
<td>815</td>
<td>383</td>
<td>47%</td>
</tr>
<tr>
<td>Private</td>
<td>391</td>
<td>198</td>
<td>51%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,206</strong></td>
<td><strong>581</strong></td>
<td><strong>48%</strong></td>
</tr>
</tbody>
</table>

Land Use
During the month of April a land use inventory was conducted for each tax lot in the study area. Land use information was collected according the Bureau of Planning coding for land uses. Each tax lot was coded, and linked into the Regional Land Inventory System (RLIS). In conjunction with the collection of land use, building type, size, and tenancy data (see table), a photo inventory was compiled.

<table>
<thead>
<tr>
<th>Land Use Inventory Categories</th>
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</thead>
<tbody>
<tr>
<td>Site Address</td>
</tr>
<tr>
<td>Tax Lot Identification Number</td>
</tr>
<tr>
<td>R Number</td>
</tr>
<tr>
<td>Mixed-Use</td>
</tr>
<tr>
<td>Ground Floor Retail</td>
</tr>
<tr>
<td>Land Use of the tax lot</td>
</tr>
<tr>
<td>Number of stories of the building</td>
</tr>
<tr>
<td>Off Street Parking</td>
</tr>
<tr>
<td>Sidewalks</td>
</tr>
<tr>
<td>Sidewalk Condition</td>
</tr>
<tr>
<td>Entrance Oriented to the Street</td>
</tr>
<tr>
<td>Street Lights</td>
</tr>
<tr>
<td>Street Condition</td>
</tr>
<tr>
<td>Building Condition</td>
</tr>
<tr>
<td>Street Trees</td>
</tr>
<tr>
<td>Transit Stop at Site</td>
</tr>
<tr>
<td>On Street Parking Restrictions</td>
</tr>
<tr>
<td>On Street Parking</td>
</tr>
<tr>
<td>Loading Zone Present</td>
</tr>
<tr>
<td>Bike Racks on Site</td>
</tr>
<tr>
<td>Street Furniture on Site</td>
</tr>
<tr>
<td>Street Facing Windows</td>
</tr>
<tr>
<td>Building Framing Materials</td>
</tr>
<tr>
<td>Building Skin Materials</td>
</tr>
<tr>
<td>Name of Building Tenant</td>
</tr>
</tbody>
</table>
South Park Blocks Area Land Use and Ground Floor Retail
Appendix G. Existing Conditions

Built Environment

The SPBA's built environment includes a diverse building stock of various eras and architectural styles. Building sizes vary due to era of construction, variety of use, as well as the small blocks and tax lots upon which the buildings are located. A combination of structural scales and styles creates a distinct, historic feel. The South Park Blocks, lined with statues, trees, and landscaping, run north-south through the SPBA and complement the historic character.

Development Regulations

Zoning is downtown residential or commercial, RX or CX, which allows for some of the most dense land use and development in the region. The buildings are placed close together. Older buildings’ landscaped setbacks and new construction ground floor retail provides a more pedestrian-friendly streetscape. The Central City design overlay develops design guidelines and requires a design review for all new development. The overlay is intended to promote continued vitality, architectural and cultural value.

A majority of floor to area ratios (FAR) are 8:1, although there are small pockets along the northern and eastern borders which allow a 6:1 or 9:1 FAR. The block on the northeast corner of the area is the only block that exceeds these restrictions, with a 12:1 FAR. Maximum height limits are mostly 250 feet, although, again, there are a few pockets that allow taller buildings and there is a lower height limit along those lots fronting the South Park Blocks. Few blocks have been built out to allowable heights or densities.

Building Stock

The building stock is unique in that it includes structures from almost every decade of Portland's history. There are twelve extant buildings from the 1800s, with the oldest—the John S. Honeyman House—built in 1879. In total, there are sixty buildings designated as historic properties or landmarks, including a number of the Cultural District’s primary architectural attractions. For example, the Arlene Schnitzer Concert Hall is a Rococo Revival building constructed in 1927-1928, and the Portland Art Museum, developed in 1933, was designed by Pietro Belluschi, one of the city’s modernist architects.

A number of modern structures provide stark contrast to the many historic buildings. The most recent additions include Museum Place and the Mosaic, both of which were completed in 2003. Plans are underway for an increase of private condominium development over the next few years. The Eliot Tower is a proposed 19-story building to be constructed of glass and steel; construction is slated to begin in June 2004. The Benson Tower, scheduled for completion in 2005, will rise 250 feet (26 stories) and feature a 130-foot horizontal fountain wrapped around three sides of the building. The third large, new development proposal is the Roosevelt Tower, a 21-story building which will step back from the street and complement the historic Roosevelt Hotel just to its east.

The SPBA is also characterized by its numerous historic churches. A majority of the ten area churches were constructed between 1880 and 1935. The Old Church, one of the most prominent and historic structures, built in 1883, no longer functions as a church and now provides a gathering space for fine arts performances and special events. The churches’ architectural styles offer diversity to the neighborhood and include Byzantine, Art Deco, and Gothic Revival institutional structures.
Finally, in line with the traditional land use of the South Park Blocks area, there are a number of residential structures unique in downtown Portland. The majority of rental housing units were either built prior to World War II or since the 1980s. Two notable buildings are The Sovereign Apartments (1923) with glazed terra-cotta covering the first two floors and the Chaucer Court (1924) with baldachins, an unusual style of canopy running along the top of the building usually found over altars or thrones.

Parks
The South Park Blocks were donated to the City in 1852 by Daniel H. Lowensdale and William W. Chapman and are the area’s oldest historic properties. The park blocks provide a spine of open space and are lined with numerous bronze statues and the Shemanski Fountain, commissioned in 1926. Two of the city’s landmark trees, Farrell’s Sycamore Tree and Burrell’s Elm Tree are also within the SPBA.

Streetscape
Most of the blocks are 200 x 200 feet, as in much of downtown Portland. The combination of small blocks, and buildings built out to the sidewalk make the streets very walkable, with the exception of numerous surface parking lots. Streetscape improvements such as curb extensions and transit shelters were constructed at streetcar stops when the lines were developed in 2001. One streetscape feature of historic note are the Benson Bubblers. These drinking fountains were commissioned by Simon Benson in 1912 and are located throughout the downtown. A plaque commemorating the fountains is located on the South Park Blocks at SW Salmon Street.

Land Use
There are a mix of uses that primarily include multi-family residential, retail, commercial, community services and cultural institutions.

Housing
Multi-family residential properties include mostly affordable rental units. Over fifty percent of units are income-restricted and nearly ninety-five percent are renter-occupied. Lower rental rate units are primarily located between SW 10th and 13th Avenues, while market rate units are clustered along the park blocks. Only three properties, the Mosaic, Cornerstone and Roosevelt Hotel, contain owner-occupied units.

Retail Establishments
Retail establishments are located throughout the area and mostly occupy small sized commercial space. One important exception is Safeway, at SW 10th and Jefferson, which functions as an anchor business in the area. This establishment serves both residents and many people living in the University District, Goose Hollow and Riverplace and is also frequented by a number of downtown employees.

There is a wide range of other small retailers, including hair salons, restaurants, mini-marts and laundromats. Smaller retail establishments are found on the ground floor of many multi-family residential complexes. A number of other retail establishments are located within walking distance of the area, such as the Galleria and Pioneer Place.

<table>
<thead>
<tr>
<th>Retail Type</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Restaurants</td>
<td>15</td>
</tr>
<tr>
<td>General Retailers</td>
<td>12</td>
</tr>
<tr>
<td>Coffee Houses</td>
<td>8</td>
</tr>
<tr>
<td>Hair Salons</td>
<td>6</td>
</tr>
<tr>
<td>Hotels/Motels</td>
<td>4</td>
</tr>
<tr>
<td>Clothing/Shoes Store</td>
<td>6</td>
</tr>
<tr>
<td>Minimarts</td>
<td>5</td>
</tr>
<tr>
<td>Fast Food Restaurants</td>
<td>3</td>
</tr>
<tr>
<td>Laundromat/Cleaners</td>
<td>2</td>
</tr>
<tr>
<td>Video Store</td>
<td>2</td>
</tr>
<tr>
<td>Photo Lab</td>
<td>1</td>
</tr>
<tr>
<td>Supermarket</td>
<td>1</td>
</tr>
<tr>
<td>Tailor</td>
<td>1</td>
</tr>
<tr>
<td>Tavern/Pub</td>
<td>1</td>
</tr>
<tr>
<td>Books/Magazines</td>
<td>1</td>
</tr>
<tr>
<td>Sporting Goods</td>
<td>1</td>
</tr>
<tr>
<td>Florist</td>
<td>1</td>
</tr>
<tr>
<td>Copier</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>71</strong></td>
</tr>
</tbody>
</table>
Cultural Resources
The city’s Cultural District is encompassed within the SPBA. Cultural institutions within the district include the Oregon Historical Society, Portland Art Museum, Portland Center for Performing Arts (PCPA), and the Arlene Schnitzer Concert Hall. The Art Museum's two buildings abut SW 10th Avenue but do not have an active front or entry to this street. In addition to these regional cultural institutions, many of the churches offer lectures and performances along with their religious services. Portland State University, the Multnomah County Central Library, Keller Auditorium, and the Guild Theater are all within close proximity of the neighborhood.

Transportation Network

Circulation
The proximity to I-405 provides excellent access to the regional freeway system. However, this leads to heavy volumes of automobile traffic traveling in all directions:

- Southbound on Broadway and 13th Ave.
- Northbound on 12th Ave
- Westbound on Clay St. and
- Eastbound on Market St.

All the streets facilitate one-way traffic, most of which primarily serve commuter traffic. All east and westbound streets, except Main Street, include bridges that span across I-405, which lies 25'-30' below street elevation. Through traffic on Main Street is also limited during events at the performing arts centers off Broadway when access from the east is blocked. Two other streets serving local traffic, 10th and 11th Avenues, also contain the Portland Streetcar.

Transit Network
There is tremendous access to Portland’s regional transit system. The light rail is two to three blocks to the north, and the transit mall is one to two blocks to its east. The Portland Streetcar runs through the center of the SPBA, and there are currently eight bus routes in the area.

TriMet is studying changes to its transit system that may include placing additional routes along SW Jefferson and Columbia Streets and SW 10th and 11th avenues. Some of the relocated routes would likely have destinations in SW Portland and turn around at 14th Avenue. Those placed along SW 10th and 11th Avenues may have destinations in NE Portland. The additional routes will significantly increase the per hour bus traffic on these streets. There are currently approximately 20 buses per hour that run on SW Jefferson and Columbia Streets during the peak period; this number may increase to over 40.

On-Street Parking
All of the on-street parking spaces are metered and range from a 15-minute to 5-hour time limit. Occupancy levels are low in the evenings and most of the weekend with the exception of those evenings when large events are held at the cultural institutions.

Downtown’s only angled parking spaces are concentrated on the southern ends of SW 10th, 11th, and 12th avenues. These wide, low-traffic streets allowed the placement of angled parking on one side of the street thus limiting traffic to two lanes. While angled parking permits more spaces to be placed along a block—and greater associated parking revenue—they also have greater safety concerns due to the blind spots created for vehicles exiting spaces.

Off-Street Parking
Aside from restricted lots, there are 1,206 off-street parking spaces. There are 391 private or reserved spaces, while the remaining 815 spaces are available for public use. Parking occupancy was studied during the weekday, in the evening and on Sundays during church services. The study showed that a high occupancy level, 77 percent, exists during the weekday. Low usage occurs on weekday evenings and on Sundays, with average occupancy levels at 35 percent and 48 percent respectively. (See Parking Inventory appendix for a more complete summary of the study).
Bicycle Network
Traffic moves slowly due to the frequency and timing of traffic signals. Slower traffic allows bicyclists to travel in lanes at speeds similar to those of automobiles. Streetcar tracks make for unsafe bike routes on 10th and 11th Avenues, due to the tracks in the right lane and angled parking on the left. All other streets have moderate to good levels of bicycle service. Designated bike lanes exist along SW Broadway and 13th Avenue, on Jefferson Street, and on three blocks of 12th Avenue.

Pedestrian Network
There are sidewalks on every block and curb cuts at each corner of every intersection. The sidewalks and curbs are generally in good condition. Most blocks are developed with twelve foot sidewalks at the property line, with one major exception: block faces along SW Jefferson and Columbia Streets have eight foot sidewalks on most blocks.

People

Residential Population
There are approximately 2,475 residents according to the 2000 U.S. Census. The population for the larger census tracts indicate that the number of residents decreased significantly throughout the 1970s and 1980s (a 25% loss in population), but has steadily increased during 1990s. Between 1990 and 2000, the population increased at a higher rate than the population of Multnomah County as a whole. Similar to Multnomah County and the Portland PMSA (Primary Metropolitan Statistical Area), there are few foreign born residents, although more people come from states other than Oregon.

Income
The average per capita income of residents is over $2,000 less than the average per capita income in both Multnomah County and the Portland PMSA. In 1999, over 50% of households had incomes 80% or lower than the city median household income. Despite economic slumps in 1960 and 1980, the median family income has remained fairly consistent since 1960. This indicates that lower income residents began to reside in this area prior to 1960.

Race
The overall distribution of race is comparable to that of both Multnomah County and the Portland PMSA. The population is predominantly White, with an above average proportion of Asian and Pacific Islanders. Between 1990 and 2000, this proportion decreased slightly, while the Hispanic population increased slightly.

Age
The age distribution is unevenly spread. Less than 1% of the population is under the age of 5, compared to almost 8% in the city as a whole. Alternatively, 13% of the population is over 70 years of age in the area, compared to less than 8% in the Portland metropolitan area. The proportion of the elderly population, however, has been steadily decreasing since 1970. In 2000, the highest proportion of the population was between the ages of 18 and 20 years (36%).

Household Composition and Tenure
Over three quarters of households live in one-person households. This is a trend that has remained fairly consistent since 1960, decreasing only from 1.36 to 1.28 persons per unit. In contrast, 74% of the residents in the entire the Portland PMSA live in households with two or more persons. Nearly 92% of the households are renters. Conversely, 63% of households in Portland PMSA are homeowners.

<table>
<thead>
<tr>
<th></th>
<th>Owner occupied</th>
<th>Renter occupied</th>
</tr>
</thead>
<tbody>
<tr>
<td>Study Area</td>
<td>8.29%</td>
<td>91.71%</td>
</tr>
<tr>
<td>Multnomah County</td>
<td>56.89%</td>
<td>63.02%</td>
</tr>
<tr>
<td>Portland PMSA</td>
<td>43.11%</td>
<td>56.98%</td>
</tr>
</tbody>
</table>
Appendix H - Market Analysis

The South Park Blocks area’s opportunities and challenges, however, are only significant insofar as the area is both marketable and economically viable for development. The area’s land value is competitive at an average $60 per square foot of land and $134 per square foot of improvement. Similarly, the economic viability of new housing, retail, and office development is directly related to both the study and primary market area’s current and projected demographic and economic growth.

The local market for development in the study area is defined to include both the South Park Blocks area and the larger primary market area of downtown Portland that might be captured by SPBA development. The primary market area selected for this analysis is generally bounded by the I-405 loop and extends west to include Goose Hollow and the Northwest District.

These market areas take into account both the immediate resources within the neighborhood as well as the potential trade and development growth that might be captured with downtown Portland’s approximately 38,000 residents and 82,000 employees (as reported in the 2002 Downtown Portland Business Census & Survey, Portland Business Alliance). Using population and income data to analyze the nature and degree of such growth informs the area’s demand base and the development type that should occur.

### Market Area Profiles

<table>
<thead>
<tr>
<th></th>
<th>1990 (Census)</th>
<th>2000 (Census)</th>
<th>2010 (Projected)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SOUTH PARK BLOCKS AREA</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>2,048</td>
<td>2,476</td>
<td>2,993</td>
</tr>
<tr>
<td>Households</td>
<td>1,389</td>
<td>1,754</td>
<td>2,215</td>
</tr>
<tr>
<td># of Units</td>
<td>1,505</td>
<td>1,886</td>
<td>2,363</td>
</tr>
<tr>
<td>Household Size</td>
<td>1.36</td>
<td>1.31</td>
<td>1.27</td>
</tr>
<tr>
<td>Per Capita Income</td>
<td>$14,847</td>
<td>$20,476</td>
<td>$28,239</td>
</tr>
<tr>
<td><strong>PRIMARY MARKET AREA</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>30,400</td>
<td>35,648</td>
<td>41,802</td>
</tr>
<tr>
<td>Households</td>
<td>18,507</td>
<td>22,065</td>
<td>26,306</td>
</tr>
<tr>
<td># of Units</td>
<td>20,106</td>
<td>24,166</td>
<td>29,046</td>
</tr>
<tr>
<td>Household Size</td>
<td>1.48</td>
<td>1.48</td>
<td>1.44</td>
</tr>
<tr>
<td>Per Capita Income</td>
<td>$20,835</td>
<td>$37,704</td>
<td>$68,229</td>
</tr>
<tr>
<td>Avg HH Income</td>
<td>$34,224</td>
<td>$60,791</td>
<td>$107,982</td>
</tr>
</tbody>
</table>

* From the two Census Block Groups, 410510063002 and 410510066001, that overlay the South Park Blocks study area.

The previous table illustrates that based upon the percent change from 1990 to 2000, the project market areas will continue to experience population growth throughout the decade. In addition, the incomes of the market areas are also expected to continue to rise, but SPBA income may remain substantially lower, on average, than that of the primary market area. The continued rise in both population and income will increase demand for housing and retail services in the South Park Blocks area.

To better understand the housing and retail development potential in the South Park Blocks area, the preceding market area profile was analyzed in conjunction with additional quantitative and qualitative measures, which included:

- **Review of general economic and market analysis.** Secondary data pulled from Portland Business Alliance and Portland Development Commission documents as noted provides demand, occupancy and vacancy rates, costs, and income potential.
Surveys, focus groups, and interviews. The community input offered quantitative, qualitative, and anecdotal evidence regarding which uses are most desired by neighborhood residents and businesses.

Land use analysis. Examining existing land uses and land use patterns establishes the current supply in the neighborhood and provides some indication as to where future development might occur.

Residential
The neighborhood surrounding the South Park Blocks is an established residential area comprised of many mixed income apartments and few condominiums. There is continued demand for housing in the area because of its close proximity to downtown’s commercial and employment core and amenities.

The following tables, originally reported by the Portland Business Alliance in the Fall 2003 Central City Residential Occupancy Report, show the supply of housing units as of October 2003.

Overall Occupancy and Occupancy by Tenure

<table>
<thead>
<tr>
<th>SOUTH PARK BLOCKS AREA</th>
<th>Total</th>
<th>Vacancy Rate</th>
<th>Residents</th>
<th>Unit Dist. by Tenure</th>
<th>Pop. Dist. by Tenure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall Units</td>
<td>3,386</td>
<td>8.15%</td>
<td>3,628</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Overall Rental</td>
<td>3,259</td>
<td>8.25%</td>
<td>3,470</td>
<td>96.25%</td>
<td>95.64%</td>
</tr>
<tr>
<td>Overall Ownership</td>
<td>127</td>
<td>5.51%</td>
<td>158</td>
<td>3.75%</td>
<td>4.36%</td>
</tr>
</tbody>
</table>

PRIMARY MARKET AREA

| Overall Units                | 12,582| 7.96%        | 15,552    |                      |                      |
| Overall Rental               | 10,385| 8.54%        | 12,605    | 82.54%               | 81.00%               |
| Overall Ownership            | 2,197 | 5.14%        | 2,957     | 17.46%               | 19.00%               |

Rental Market Area by Size and Age Classification

<table>
<thead>
<tr>
<th>SOUTH PARK BLOCKS AREA</th>
<th>Total Units</th>
<th>Vacancy Rates</th>
<th>Residents</th>
<th>Unit Dist.</th>
<th>Pop. Dist.</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 49 Units</td>
<td>906</td>
<td>6.40%</td>
<td>1,037</td>
<td>24.98%</td>
<td>26.67%</td>
</tr>
<tr>
<td>50 - 99 Units</td>
<td>1,028</td>
<td>5.93%</td>
<td>1,106</td>
<td>28.34%</td>
<td>28.45%</td>
</tr>
<tr>
<td>100+ Units</td>
<td>1,693</td>
<td>10.22%</td>
<td>1,745</td>
<td>46.68%</td>
<td>44.88%</td>
</tr>
<tr>
<td>Newer Construction (1997+)</td>
<td>421</td>
<td>28.50%</td>
<td>402</td>
<td>11.61%</td>
<td>10.34%</td>
</tr>
<tr>
<td>Established Units (Prior to 1997)</td>
<td>3,206</td>
<td>5.36%</td>
<td>3,486</td>
<td>88.39%</td>
<td>89.66%</td>
</tr>
</tbody>
</table>

PRIMAR Y MARKET AREA

| 0 - 49 Units                 | 1,210       | 7.77%         | 1,372     | 11.63%     | 10.84%     |
| 50 - 99 Units                | 2,916       | 6.65%         | 3,215     | 28.02%     | 25.41%     |
| 100+ Units                   | 6,282       | 9.55%         | 8,066     | 60.36%     | 63.75%     |
| Newer Construction (1997+)   | 2,422       | 16.06%        | 3,390     | 23.27%     | 26.79%     |
| Established Units (Prior to 1997) | 7,986 | 6.25%         | 9,263     | 76.73%     | 73.21%     |
Rental Occupancy by Rent Restriction

<table>
<thead>
<tr>
<th>SOUTH PARK BLOCKS AREA</th>
<th>Total Units</th>
<th>Vacancy Rate</th>
<th>Residents</th>
<th>Unit Dist. by Tenure</th>
<th>Pop. Dist. by Tenure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income Restricted Units</td>
<td>1,594</td>
<td>5.33%</td>
<td>1,684</td>
<td>48.91%</td>
<td>48.49%</td>
</tr>
<tr>
<td>Unrestricted Units</td>
<td>1,665</td>
<td>11.05%</td>
<td>1,789</td>
<td>51.09%</td>
<td>51.51%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PRIMARY MARKET AREA</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Income Restricted Units</td>
<td>4,213</td>
<td>8.38%</td>
<td>4,486</td>
<td>42.16%</td>
<td>35.58%</td>
</tr>
<tr>
<td>Unrestricted Units</td>
<td>5,780</td>
<td>9.26%</td>
<td>8,122</td>
<td>57.84%</td>
<td>64.42%</td>
</tr>
</tbody>
</table>

When compared to the primary market area as a whole, the tables above show that the SPBA contains a much higher percentage of rental units versus ownership units, the size of the buildings are more evenly distributed, and the neighborhood has a higher percentage of low-income housing.

Even though the area contains a higher percentage of low-income units, survey and focus group findings demonstrate residents’ desire for additional low-income housing units in the South Park Blocks area. The low vacancy rates for affordable housing in the area are also an indication of continued demand for low-income housing in the neighborhood. There was also a strong emphasis on the need for more middle-income housing units to compliment the large number of existing affordable and pending high-end opportunities.

According to recent studies of the primary market area—including both the Johnson Gardner market study and a PGP Valuation neighborhood analysis from 2004—the target markets for housing in the neighborhood include young professional singles, central business district employees, and couples without kids, including empty-nesters, and seniors. The superb access to services and transit appeal to these market segments. Conversely, the lack of middle-income, multi-bedroom units and a primary school make the area prohibitive for families.

New market rate residential units would require accompanying parking spaces in order to be marketable. Given density requirements and desires, this additional parking would need to be underground or structured. Because the area consists primarily of one-person households of low and middle income, the parking per dwelling unit can be slightly less than 1 to 1 for new development. But, at an average of .9 spaces per dwelling unit, parking could be a tremendous hurdle for development in the area for higher income households.

While the market is currently receptive to new residential development, attention must be paid to preserving the low-income housing stock in the area. As the neighborhood matures and the pending condominium projects are realized, conversion of affordable housing to market rate housing may become a more appealing option for the privately owned low-income buildings in the neighborhood. The following map shows the location of such properties.
According to the 2002 Downtown Portland Retail Strategy, published by the Portland Development Commission and Portland Business Alliance, the South Park Blocks area needs to strengthen itself as a retail district and create a streetscape of active ground floor uses. This two-pronged recommendation for retail growth is corroborated by both community input and the land use analysis.

With regards to retail district development, the size and scope of the area’s retail growth is determined by the SPBAs demand base and the ability of neighborhood retailers to capture downtown spending. With an increasing population and income in both the SPBA and primary market area, the amount of supportable retail space should experience an upward trend.

Currently, there are an estimate 70 retailers within the South Park Blocks area. According to an allowance used in Portland Development Commission documents, there is an average 990 square foot allowance for retail and office stalls in the downtown area. This 990 square foot average is relatively accurate for the SPBA's retailers who are often confined to smaller tax lot and building footprints. This provides an estimated total of nearly 70,000 square feet of existing retail in the neighborhood. New, higher income homeownership units, a strong anchor grocery store, proximity to a growing downtown, and easy access to an expanding urban university makes the area's potential for retail growth even greater.

Through focus groups and interviews, community residents expressed their desires for new retail establishments. They feel the neighborhood could use a household goods store, a hardware store, and a competitive grocer. In addition, the residents would support a bakery, pharmacy, and additional restaurants and cultural establishments. Residents currently travel to the Pearl District, Northwest District, or other areas of Downtown for these amenities.

New retail development should support and complement existing businesses in the area while fulfilling the demand expressed by neighborhood businesses and residents. The Portland Streetcar and bus lines along SW 10th and 11th Avenues and SW Jefferson and Columbia streets can offer an active streetscape with equitable and easy access to retailers. Additional retail development will also require that parking availability be increased or more strategically used.
Appendix I. BIBLIOGRAPHY

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MIXED INCOME


NEIGHBORHOOD IDENTITY & SENSE OF PLACE


