

STRATEGIC PLAN

• NOVEMBER 1990 •

POLICY, ADVOCACY AND PROGRAMS FOR DOWNTOWN PORTLAND IN THE 1990s

Since implementation of the Downtown Plan of 1970, Portland has become the “biggest downtown success story in America.”¹ More than \$2 billion in public and private investment has produced a downtown that is the epitome of a city. Portland’s exciting mix of open space, retail, office, arts, cultural, and other eclectic uses has made downtown everybody’s neighborhood. Downtown defines Portland’s quality of life.

In the 1990s, downtown Portland needs policies, advocacy and programs to protect that investment. By continuing to collect downtown information and initiate projects that are beneficial to downtown, the Association for Portland Progress (APP) will be the catalyst in meeting these challenges.



ASSOCIATION FOR PORTLAND PROGRESS

MISSION STATEMENT

The Association for Portland Progress is a private, non-profit membership organization dedicated to the beneficial growth and development of the central business district of Portland, through policy development, advocacy and program management functions conducted on behalf of businesses in the central business district, and in cooperation with public and other private sector partners.

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¹Don Canty, editor, *Architecture Magazine*

INTRODUCTION

This five year strategic plan is the product of a six month process, involving more than 100 people with business, property or civic interests in downtown Portland.

Managing downtown Portland is a complex task. Many organizations, public and private, play a role (page 3). The Association for Portland Progress sees its role as the organizer of varied interests and catalyst for certain projects—especially those for which there is no clear public or private champion. APP is a membership organization of corporate executives, and includes a Downtown Retail Council made up of several District Advisory Committees. Its activities encompass policy development, advocacy and program management (page 2).

This strategic plan is an outgrowth of a Business Development Platform adopted by the APP membership in October 1989. The strategic planning process began with an analysis of emerging issues for downtown Portland (*Downtown Portland Outlook*, June 1990). Experts were then interviewed about future trends (*Outlook 2000*, August 1990). Ten focus groups followed, refining the issues, setting priorities, and outlining activities. The APP membership reviewed and refined this plan.

Eight basic goals of the organization are identified (pages 4 and 5), followed by a five-year action schedule of specific and detailed objectives, with indicators of success (pages 6 – 28).

MANAGING DOWNTOWN PORTLAND IN THE 1990s

PORTLAND PROGRESS

Association for Portland Progress

The Association for Portland Progress is a private, non-profit membership organization of resourceful and influential community business leaders. Their common goal is the development and promotion of Portland, with special emphasis on the central business district—Oregon's largest business, professional, governmental, cultural and activity center. The membership is APP's greatest asset. By requiring that its members be either the Chairman, President, or principal Oregon officer for their respective companies, APP is assured that it represents an accurate, meaningful and well-focused cross section of the business community.

Downtown Retail Council

An adjunct of the Association for Portland Progress, the Downtown Retail Council is an organization of people interested in the health of downtown's retail and service businesses. The Council comments on, researches and recommends solutions to the day-to-day issues which face the businesses of the downtown district, and works to influence the long-term business development of Downtown Portland. It is made up of members of the District Advisory Committees.

District Advisory Committees

The District Advisory Committees were created to help downtown Portland retailers meet retail challenges. By organizing downtown business people into identifiable districts, and by encouraging them to work together to promote downtown, the district program increases the reach of small business marketing efforts. Each District Advisory Committee, made up of district merchants, works with the district manager to develop and implement projects, both as individual districts and as downtown-wide activities coordinated by the Downtown Retail Council.

Activities

Portland Progress works for downtown in three ways:

Policy Development

Membership Activity

Policy development is a research and consensus building process that allows the membership to develop a set of guiding principles and to take a stand on particular issues that affect the central business district.

Advocacy

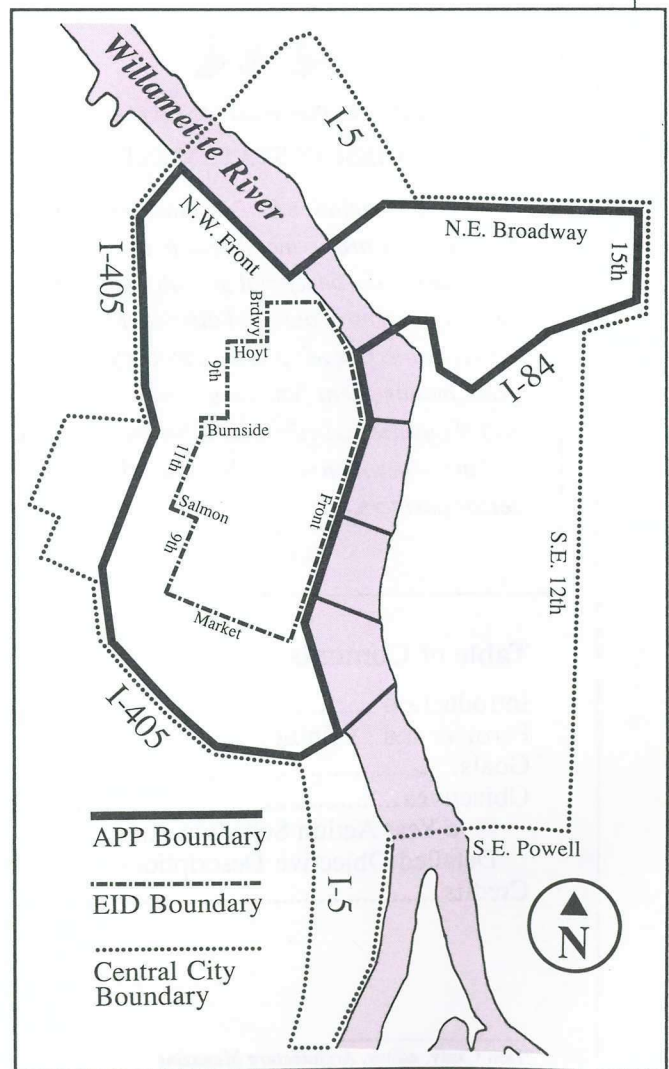
Committee Activity

Advocacy is educating the public and other private sector partners about, and developing support for, APP policies (taking stands, lobbying, working to build alliances, etc.).

Program Management

Staff Activity

Program management, undertaken only in areas of critical concern, is developing, implementing and maintaining programs that carry out APP's policies.



PARTNERS

Burnside Projects

Burnside Projects is a private, non-profit social service agency providing services to the homeless. Among other programs, Burnside Projects manages an emergency night shelter and provides counseling, case management, and employment assistance.

Building Owners & Managers Association

A private, non-profit trade association for the office building industry, BOMA's 400 members are building owners, property managers, leasing agents and brokerage firms working to enhance the office industry in the Portland metropolitan area.

Central City Concern

CCC is a private non-profit corporation that manages more than 700 housing units for low income Portlanders. The units are located in nine buildings, either owned or managed by CCC. CCC also operates the Hooper Detox Center and Cheers van, serving individuals suffering from substance overdoses.

Citizens Crime Commission

Fighting crime is the responsibility of the criminal justice system. However, its efforts are supported by private groups such as the Citizens Crime Commission (a subdivision of the Portland Chamber), which was formed to monitor government responses to crime problems in the Portland area.

City of Portland

The City of Portland can form alliances and partnerships with the private sector to meet the objectives contained within APP's strategic plan. Key players will be the Bureaus of Police, Planning, General Services, Traffic Management, (PDOT), and Parks and Recreation, as well as the Department of Transportation.

Housing Authority of Portland

Housing Authority of Portland is a municipal corporation serving the City of Portland and Multnomah County. It owns or operates 40 apartment complexes, providing housing for individuals and families through grants from the federal Department of Housing and Urban Development.

METRO

The Metropolitan Service District handles regionwide concerns in the urban areas of Clackamas, Multnomah and Washington counties. METRO is responsible for developing a policy for guiding management of the region's urban growth.

Multnomah County

Multnomah County's major responsibilities include administering human services and corrections programs. The County is governed by five commissioners with an annual budget of \$350 million.



Port of Portland

The Port of Portland is a municipal corporation funded through its own tax base. The Port is governed by state statute, and its activities are overseen by the Oregon Legislature. Port properties include the Portland ship repair yards and four airports. The Port is also involved in industrial development, and owns the largest amount of industrial property in the city.

Portland Metropolitan Chamber of Commerce

The Chamber is a private, non-profit business association representing business interests in the Portland metropolitan area. The Chamber leads business involvement in many important issues.

Portland Development Commission

PDC is the City of Portland's urban renewal agency, assisting in the financing of public projects, economic development, and project management.

Portland/Oregon Visitors Association

POVA is a non-profit association which promotes Portland and the region and provides information services and visitor industry coordination.

Portland State University

A major institution located downtown, PSU is Oregon's comprehensive urban university.

State of Oregon

Dept. of Environmental Quality

DEQ is responsible for development, implementation and enforcement of policies and regulations protecting the State's land, water and air.

Land Conservation and Development Commission

LCDC oversees Oregon's statewide planning program. LCDC sets standards and policies for land-use planning, monitors local implementation.

Department of Transportation

ODOT oversees the state highway system's funding, construction and maintenance, as well as statewide transportation planning.



GOALS FOR THE 1990s

Leadership goals:

Eight strategic categories shape APP's basic goals for the 1990s. Access to and within downtown, quality of life, and retail growth are the three top priorities to APP participants—from corporate executives to independent retailers.

ACCESS

Maintain easy access to and within downtown through a balanced system of transportation and parking management.

Dramatic growth will increase constraints on downtown access and parking. Easy access to, from and within downtown is critical to maintaining its competitive edge. Objectives:

- Influence transportation planning to ensure that downtown is the hub of the region with easy access.
- Develop a new downtown parking policy.
- Develop a regional air quality plan.
- Work to improve current downtown parking management and traffic circulation.
- Increase marketing of transportation alternatives (i.e. transit, bicycles, walking, car pools, taxis).
- Work to increase transit capacity and ridership.



QUALITY OF LIFE

Reinforce downtown's position as the focus of Portland's quality of life.

Downtown will continue to lead the region as the focus of Portland's quality of life. Portland enjoys a national reputation for successful revitalization of the central city. Today, downtown defines Portland's quality of life with its exciting mix of open space, retail, office, arts, cultural, and other eclectic uses. APP plans to maintain downtown's position as everybody's neighborhood. Objectives:

- Ensure a "clean and safe" downtown environment.
- Influence growth management in the region.
- Coordinate quality special events downtown.
- Support and/or create full-service 24 hour living environments (including housing and services) for all income levels within downtown.
- Support development of PSU as a major urban university.
- Work to support existing arts and cultural activities.

RETAIL

Reinforce downtown's retail growth.

Portland enjoys a strong retail climate, and downtown has a growing segment. Growth in the metropolitan area will include new regional malls and others which are repositioning themselves in the marketplace. Downtown must respond. Objectives:

- Enhance marketing of downtown as the premiere destination in the region.
- Identify and improve problem areas in downtown's retail environment.
- Continue managing and promoting the availability of short-term parking.
- Encourage business promotion and increased use of "Free Park" validation program.
- Develop a retail retention, expansion, and recruitment program by district.



Supportive goals:

The Association for Portland Progress and its various committees are concerned about crime, downtown as a destination, regional growth, social issues, and office development, but APP acknowledges the lead of other organizations in each area.

CRIME

Reduce downtown street crime.

Fighting crime is the responsibility of the criminal justice system, supported by the private efforts of the Citizens Crime Commission. To help reduce downtown street crime, APP will:

- Support and participate in community policing and other effective programs.
- Encourage neighborhood crime prevention programs in the districts.
- Support increased police and jail services.
- Encourage more crime prevention through environmental design with merchant participation.

DESTINATION

Promote downtown as a destination.

The Portland/Oregon Visitors Association and the Oregon Tourism Division promote Portland and the region. APP can augment these efforts by focusing on downtown. APP will:

- Identify what is unique about downtown & promote it.
- Market the accessibility of downtown.
- Market downtown Portland as a destination for conventioners.

GROWTH

Reinforce high density development downtown to limit regional sprawl.

METRO is charged with managing regional growth. To support this, APP will:

- Encourage high density development and infill within Central City Plan guidelines.
- Support westside light rail.
- Preserve & enhance the diverse mix of uses downtown.
- Influence the State to strengthen land use laws as they tie in to transit, mixed use, density and infill.
- Influence the development north of Old Town and south of River Place as a high density, mixed use urban neighborhoods with strong housing components.
- Work to preserve the effectiveness of the urban growth boundary.
- Encourage development that is responsive to international markets.

SOCIAL ISSUES

Reduce effects of homelessness, mental illness, and substance abuse on downtown.

Many agencies deal full-time with social issues. To support them, APP will:

- Provide support to programs for street kids.
- Influence the expansion of job opportunities and remedial programs for the homeless within and beyond APP and downtown.
- Encourage dispersal of adequate low income housing throughout the region to replace shelters.
- Support development of treatment facilities and half-way houses for the chronically mentally ill.
- Encourage the coordination of area housing programs and projects.



OFFICE

Retain, expand and recruit office use downtown.

PDC plays a lead role in regional office recruitment; BOMA is the primary voice for the regional office industry. To support them, APP will:

- Complete and implement an active business recruitment and retention program to maximize office space downtown.
- Influence regulations that hinder business from locating downtown.
- Encourage incentives for companies to locate and/or expand downtown.
- Promote housing and other services that support downtown jobs.
- Encourage the development of a shared downtown database on office and retail space.



APP OBJECTIVES 1990 — 1995

Pages 7 through 28 cover APP's objectives for the next five years. The Five Year Action Schedule, on page 7, outlines the time required to complete each objective, some of which are already underway or will begin immediately, while others won't be undertaken for a year or more.

The Five Year Action Schedule will be updated annually, with a review of the year just completed, and adjustments to the work plan for the coming year.

As discussed earlier, **POLICY DEVELOPMENT** is administered by the board and membership, with committees and staff providing background research. **ADVOCACY** is active lobbying or consensus-building undertaken by committees or task forces. **PROGRAM MANAGEMENT** projects require substantial staff attention. With each objective, the lead committee or task force is identified.

Indicators (measures of success for the objectives) are also included. Some indicators are hard numbers based on real statistics and careful projections, but most are simply estimates made by the strategic planning participants as to what may happen, and what they hope APP can achieve.

Policy Development

Policy development objectives for 1990-91 include existing projects such as developing a regional air quality plan, as well as new policies such as taking a position to strengthen the urban growth boundary. Policy objectives for 1991-92 include several new high priority projects which also are of primary concern to other organizations. APP will encourage the other organizations to take the lead, and develop APP policies only if necessary in the future.

Advocacy

Several top concerns of planning participants consist of existing advocacy projects. Support for community policing and developing a new parking policy are of great concern to APP, its membership, and its volunteers. Similarly, transportation planning, development near downtown, and on-going development of Portland State University are advocacy priorities which must be addressed promptly.

Program Management

The single top priority identified is to continue APP's security, cleaning, and marketing program, "Clean and Safe." Other existing programs, such as district crime prevention and parking validation, also received high priority from planning participants. Additionally, a number of new programs were identified, including more active involvement in office and retail retention, expansion and recruitment. It is also possible that near-term policy and/or advocacy may lead to new programs in the future.

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TRANSPORTATION PLANNING

Goal: Access

Objective:
Influence transportation planning to ensure that downtown is the hub of the region.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Percentage of regional (non-downtown) workers using transit	1.7 ²	2.0 ²	3.4 ²
Percentage of downtown workers using transit	50 ²	50 ²	70 ³

¹Source: METRO

²Source: Tri-Met

³Source: Regional Transportation Plan

New Advocacy **Timeline: *Three Years***
Committee/Task Force: ***Transportation***

Issues. Assuming downtown's offsets can meet air quality standards, and parking is added, access and circulation become the issues. Accessibility to downtown, as density increases in surrounding areas, will become more important. Planners believe that downtown will accept reducing the number of daily vehicle trips per household as a publicly held goal by 2000, but that the rest of the region will not. Others believe that the region will become congested and out of control, and that downtown will not see the new employees. The loss of a strong core would then cause the region to sprawl.

Actions. APP will encourage employers to do business differently (staggered hours, etc.), which will have ripple effects by causing a new definition of "peak" for transit. APP will also work through METRO and others to find practical solutions to regionwide circulation and promote transportation alternatives.

Lead Agency: **METRO**

NEW PARKING POLICY

Goal: Access

Objective:
Develop a new downtown parking policy.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
New Policy adopted	current lid in place	urban flight	new policy in place
spaces within parking lid	43,914 ¹	43,914	at least 45,284 ²
office absorption (square feet/year)	290,000 ²	113,900 ²	400,000 ²

¹Source: PDOT

²Source: City/Bamey and Worth

Existing Advocacy **Timeline: *Two Years***
Committee/Task Force ***Parking***

Issues. Downtown's parking "lid" allows a maximum of 43,914 parking spaces. There are currently less than 100 spaces left within the lid. In situations where new development replaces existing surface lots, no provisions exist to accommodate the needs of parkers displaced from those lots (generally tenants of Class B and C buildings). Having reached the lid, downtown faces a situation of constrained parking that is forcing development to the suburbs, causing increased regional congestion, vehicular traffic, and air quality problems.

Actions. City Council recently approved development of a new downtown parking policy. APP and the Clean Air Business Alliance will continue to actively participate in both the funding and management of this joint public/private project. The policy should be adopted and implemented by the Fall of 1992. In order to apply findings and recommendations of a new parking policy for downtown to the *central city* and the *region*, further efforts by the City, METRO, and the business community will be required.

Lead Agency: **City**



AIR QUALITY PLAN

Goal: Access

Objective:
Develop a regional air quality plan.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Existing Policy	restricts only downtown	restricts only downtown	balanced regional measures
New Policy Process	discussion	discussion	adopted & implemented
No. of days with unhealthy air	0	>0	0

New Policy

Timeline: *Two Years*

Committee/Task Force:

Parking

Issues. Downtown currently carries the environmental weight for the entire region's air quality. The existing Parking and Circulation Policy regulates only downtown development, and the Department of Environmental Quality (DEQ) has only set parking standards for the downtown. If this geographically restricted view continues, it will continue to push development out of downtown, causing a regional increase in vehicle trips and a decrease in regional air quality.

Actions. A regional air quality plan will require DEQ to adopt "preventive" air quality programs throughout the region. APP will actively support DEQ in its policy development efforts, and the implementation of these programs once adopted. Similarly, APP's role in developing a new downtown transportation management policy can facilitate the examination of new strategies for emission reduction that can serve as models for future regional planning.

Lead Agency:

DEQ/METRO

PARKING MANAGEMENT

Goal: Access

Objective:
Work to improve current downtown parking management and traffic circulation.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Peak Hour Parking Utilization Rate	82% ¹	95% ³	85% ¹
Short-term Utilization Rate (city garages)	60% ²	50% ²	80% ²
Long-term Utilization Rate (city garages)	40% ²	50% ²	20% ²

¹Source: Barney & Worth

²Source: Portland Public Parking statistics

³Source: APP Estimate

New Policy

Timeline: *One Year*

Committee/Task Force:

Parking

Issues. Short-term vs. long-term parking needs will continue to be at odds during the 1990s. One view says that the parking policy focuses on the short-term, while the need is for a long-term strategy to retain and attract office workers. Another view accommodates retail needs by converting long-term parking to short-term, thus encouraging long-term parkers to use transit.

Today, circulation within the downtown is efficient, with some congestion during evening peak. Spreading the peak hour traffic will be increasingly essential to effective management of downtown.

Actions. As the primary representative of business interests in the central business district, APP is responsible for managing the differing needs of users. This may be accomplished simply by building consensus among the APP membership, or it may require advocacy for public and/or private policy changes in the future, including transportation alternatives.

Lead Agency:

APP

TRANSPORTATION ALTERNATIVES

Goal: Access

Objective:
Market transportation alternatives.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Transit ridership trips per day	76,000 ¹	76,000 ³	142,000 ²
Number of businesses subsidizing employee transit	10	10	10
Number of carpool spaces used	662 ¹	809 ²	1,000 ²

¹Source: Tri-Met

²Source: City/Barney & Worth study

³Source: APP Estimate

Existing Advocacy **Timeline: On-going**
Committee/Task Force: **Parking**

Issues. Quality access to, from and within downtown is crucial for maintaining the downtown's position as the focus of Portland's quality of life. It is also essential to the vitality of existing and future retail and office uses. Half of all downtown workers use public transit to get to work, as do 26% of downtown shoppers. Nevertheless, transit use must increase to accommodate the region's growth, as must the use of other means of access to and within downtown.

Actions. By working with Tri-Met, Vintage and Central City Trolley projects and City planners, APP will strive to increase the public's awareness of alternative modes of transportation into, and within downtown and throughout the Central City. Existing alternatives to private automobiles include transit, bicycles, walking, car pooling, and taxis. Future alternatives may include peripheral parking with shuttle service, water taxis, and others.

Lead Agency: **Tri-Met/City**

TRANSIT RIDERSHIP

Goal: Access

Objective:
Work to increase transit capacity and ridership.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Current mode split transit trips downtown	26% ¹	26% ³	35% ²

¹Source: Tri-Met

²Source: Regional Transportation Plan

³Source: APP Estimate

Existing Advocacy **Timeline: On-going**
Committee/Task Force **Parking**

Issues. As downtown increases in density, increased transit use is crucial for maintaining high quality access and circulation. It is proposed that 70% of all new employees will ride transit to downtown. This shift will require substantial marketing, as well as service changes. In a recent rider survey, Tri-Met found that downtown is the usual destination for more than 65% of its riders.

Actions. The APP Parking Task Force, in conjunction with Tri-Met, will develop common goals and objectives to increase ridership within the Central City. This may entail discussions involving promoting employer tax credits, air quality offsets, MAX and bus scheduling adjustments, Vintage Trolley services, implementing the Central City Trolley and reviewing current MAX and bus capacities.

Lead Agency: **Tri-Met**



“CLEAN AND SAFE”

Goal: Quality of Life

Objective:

**Ensure a “Clean and Safe”
downtown environment.**

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Annual E.I.D. budget (1990 dollars)	\$1.75 million	0	\$2.8 million ¹
Property owner remonstrance (1990 dollars)	5%	no program	5%

¹(estimated minimum to maintain existing level of service)

Existing Program

Timeline: *On-going*

Committee/Task Force: *E.I.D. Advisory*

Issues. The need to make downtown more “user friendly” will bump into priorities of the user versus those of the resource-short criminal justice system. This will increase demand for more privately financed Guide-type programs.

The “Clean and Safe” project of security, cleaning and marketing for downtown has had a significant impact on downtown’s livability. Police Bureau statistics show anywhere from a 5 to a 35 point incident spread between downtown and the rest of the city in 28 foot-patrol related categories.

Actions. APP must lead the refunding of the economic improvement district. The success of Ballot Measure 5, in November 1990, dictates that the service funding focuses on businesses rather than property owners. However, support from both arenas is anticipated and necessary to successful service delivery.

Lead Agency: APP

GROWTH MANAGEMENT

Goal: Quality of Life

Objective:

**Develop a policy on growth
management in the region.**

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Regional growth Plan	poor regional cooperation	unmanaged growth	balanced regional plan & cooperation

New Policy

Timeline: *On-going*

Committee/Task Force: *Bus. Development*

Issues. Population forecasts show that the area will grow by more than 500,000 new residents over the next 20 years. According to METRO, the metropolitan area can expect a population of 1,569,050 by 2000, an increase of 10% for the decade. Along with such an influx in population is the specter of urban sprawl, and its impact on the region’s quality of life (i.e., air quality, infrastructure support, land use, etc.)

Actions. METRO is currently developing its “Regional Urban Growth Goals & Objectives” in a document to be finalized by the end of the year. The APP membership will develop a public policy in response to the METRO work, particularly relating to regional growth management as it impacts the downtown. APP will participate through its membership in future METRO growth management planning, and continue to support METRO’s efforts to bring agencies and regional governments together in the development of a regional growth plan.

Lead Agency: METRO

COORDINATED SPECIAL EVENTS

Goal: Quality of Life

Objective:
Coordinate quality special events downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Attendance at downtown events	1,000,000 ¹	1,200,000 ²	1,500,000 ²

¹Source: City of Portland, Parks and Recreation Bureau

²Source: APP Estimate

³Source:

New Program

Timeline: *On-going*

Committee/Task Force:

Marketing

Issues. To date, no successful effort has been made to coordinate the planning or marketing of special events. These events have a profound effect on the downtown economy, transportation system, retail businesses and image of downtown. One central organization needs to manage this.

Actions. APP will work to coordinate special events. The first year will be devoted to pulling together an existing fragmented body and work on events policy issues as they relate to downtown. The following years will be devoted to coordination. Key organizations included in this strategy range from the Rose Festival and the Bite to the Cascade Run-Off and Pioneer Courthouse Square. More than two dozen events will eventually join in this effort.

Lead Agency:

APP

FULL SERVICE DOWNTOWN

Goal: Quality of Life

Objective:
Encourage and/or create full-service 24 hour living environments (including housing and services) for all income levels within downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Low-income housing units/CBD	1,702 ³	4500 ³	2,000 ²
Middle-income housing units	3,148 ¹	4,148 ²	5,148 ²
High-income housing units	575 ⁴	825 ²	1075 ¹
Overall housing occupancy	90% ²	85% ²	95% ²
No. of basic services within 10 blocks to res.	50%	50%	100%

¹Source: PDC, 1990

²Source: APP Estimate

³Source: Housing Authority of Portland (Nov. '89)

New Policy

Timeline: *On-going*

Committee/Task Force:

Business Dev.

Issues. According to the Portland Development Commission, 65% of downtown residents also work downtown and another 15% work close to downtown.

People want to live close to work. Currently it is difficult to live downtown as many of life's daily essentials (childcare, groceries, gasoline, hardware) must be acquired outside the downtown neighborhood.

Actions. The primary influences in service mix are the City Planning Bureau and the Portland Development Commission. Priorities are designation by the Planning Bureau of more mixed-use areas, which encourage the development of neighborhood services, followed by PDC mixed-use initiatives within their projects. APP will develop a policy to encourage such development.

Lead Agency:

PDC



PSU DEVELOPMENT

Goal: Quality of Life

Objective:
Support development of PSU as a major urban university.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Attraction of graduate center to PSU	none	none	successful & funded
PSU lead in metro education delivery	fragmented funding	same	acknowledged leader

New Advocacy

Timeline: *On-going*

Committee/Task Force:

Board

Issues. Portland State University (PSU) should become a major urban center for metropolitan and statewide education. It should provide world class research, teaching, and service activities focused on the needs of the community, which help the community strengthen its international markets and ties. PSU should play a lead role in coordinating a consortium of educational institutions that cooperate and interact to create an educational environment which effectively supports Portland's future.

Actions. APP needs to support PSU's efforts to attract an engineering center to the urban site and support the findings of the Governor's Commission on Higher Education.

Lead Agency:

PSU

CULTURAL LIFE

Goal: Quality of Life

Objective:
Maintain and enhance Downtown's cultural life.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Number of museums	10 ¹	8 ²	12 ²
Number of galleries	50 ¹	45 ²	60 ²
Number of parks	17 ¹	17 ²	21 ²

¹Source: City of Portland

²Source: APP Estimate

New Advocacy

Timeline: *Three Years*

Committee/Task Force:

Marketing

Issues. Downtown is the center of Portland's cultural life. In addition to 10 museums, downtown Portland is home to nearly 50 galleries and many works of outdoor art. Downtown also plays host to the Portland Performing Arts Center, the Civic Auditorium, Civic Theater, has 17 parks. Each year, more than one million people attend various events downtown. All of these facilities and events create a very active street life, and event patrons contribute to the downtown economy.

Actions. APP will need to continue to advocate the essential relationship downtown's cultural life has for both the vitality and quality of life of the downtown. APP should continue to support the efforts of the Metropolitan Arts Commission, the Multnomah County Exposition and Recreation Commission, the City of Portland, and the Bureau of Parks in their efforts to diversify the funding and support base of cultural amenities in the downtown.

Lead Agency:

MERC

DOWNTOWN AS DESTINATION

Goal: Retail

Objective:

Enhance marketing of downtown as the premiere destination in the region.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Mid-day foot traffic	10,290 ⁴	9,000 ²	15,000 ²
Attendance at downtown events	1,000,000 ¹	1,200,000 ²	1,900,000 ²
Number of retail stores	1,157 ³	1,000 ²	1,400 ²
Number of district events	3 ²	6 ²	12 ²

¹Source: City of Portland, Parks & Recreation

²Source: APP Estimate

³Source: TRW, 1990

⁴Source: BOMA

New Advocacy

On-going

Committee

Marketing Committee

Issues. Downtown has the largest number of retail stores and amenities of any shopping area in Oregon. Downtown has approximately 4.1 million square feet of retail space—more space than Washington Square, Jantzen Beach Center, and Clackamas Town Center combined. Downtown has 10 museums, nearly 50 galleries, and numerous theaters, many of which in combination with PSU are forming a cultural/arts/education district. Downtown also has 17 parks and a major river.

Actions. The APP marketing committee will include strong retail and cultural components in their marketing plan which is addressed to the region, and emphasizes the place called “downtown.” APP must also advocate for services addressing the needs of our increasing numbers of international visitors.

Lead Agency:

APP

RETAIL ENVIRONMENT

Goal: Retail

Objective:

Identify and improve problem areas in downtown’s retail environment.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Inventory of downtown retail space	none	none	completed & updated annually
Retail vacancy rate	unknown	unknown	known & tracked
Net gain and/or loss of businesses	unknown	unknown	known & tracked
Active district advisory committees	3	3	6

New Program

Committee:

Timeline: Three Years

DRC/District Adv. Comms..

Issues. The retail environment in downtown varies from district to district. Some districts are successful. Others experience high vacancy and turnover. Parking, circulation, access, street disorder, image, and retail mix are just a few of the possible causes for a district to stagnate.

Actions. APP, through the district manager program, will develop baseline data by district on downtown’s retail mix by district, then identify those areas that are not prospering and why they are not doing so. A plan will be developed for each identified area to strengthen its retail environment—be it improving the retail mix or addressing access, circulation, street disorder, image, parking, or other issues that negatively impact retail in the area. To further these efforts, APP will solicit partnerships from PDC, PDOT, the Police Bureau, and social services agencies.

Lead Agency:

APP



SHORT-TERM PARKING AVAILABILITY

Goal: Retail

Objective:
Continue managing and promoting the availability of short-term parking.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Short-term parking spaces available	3,200 ¹	3,200 ²	6,000 ²
Short-term parking in city garages	60% ³	50% ³	80% ³

¹Source: APP, 1990

²Source: APP Estimate

³Source: Portland Public Parking Garages

Existing Program **Timeline: On-going**
Committee/Task Force: **Marketing**

Issues. Today, downtown has 43,914 parking spaces, including garage, surface lot, and street parking.

Downtown retail and office users will maintain and increase pressure for more parking. Additionally, as growth continues, parking will continue to be perceived as a problem, regardless of reality. By aggressively marketing the short-term Portland Public Parking garages, APP can offer shoppers available and inexpensive parking.

Actions. APP will continue to manage and market short-term, shopper parking by providing clean, safe, inexpensive and efficient parking, by advertising and promoting the garages, through outreach programs targeted at one suburban market, and through special events. Partners in this effort will continue to be the City's parking(meters) deputies, Tri-Met and downtown businesses.

Lead Agency: **APP**

PARKING VALIDATION

Goal: Retail

Objective:
Encourage business promotion and increased use of "Free Park" validation program.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Number of Free Park accounts	600 ¹	500 ²	800 ²
Number of validated tickets	315,000 ¹	250,000 ²	500,000 ²
Annual Free Park revenue (1990 dollars)	\$500,000 ¹	\$400,000 ²	\$800,000 ²

¹Source: APP, 1990

²Source: APP Estimate

Existing Program **Timeline: On-going**
Committee/Task Force: **Marketing**

Issue. Increased development, and the resulting loss of surface parking lots, will increase the price of parking and pressure the system overall. The Free Park program will help to dispel this problem. However, merchant participation will decrease as the price of parking increases.

Actions. As part of its on-going marketing plan, the APP Marketing Committee will assure the continued growth of the Free Park program by offering participation incentives for businesses, efficient management of the program, and an overall effort to improve parking management downtown—hence controlling the escalating cost of parking (see also New Parking Policy, pg. 16). Strategies include producing marketing material to distribute to businesses, continuing the Free Park customer service program, and advertisements as well as surveying merchants for on-going input regarding the program's effectiveness.

Lead Agency: **APP**

RETAIL RETENTION & RECRUITMENT

Goal: Retail

Objective:

Develop a retail retention, expansion, and recruitment program by district.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Retail vacancy rate	10.4% ¹	15% ²	8% ²
Net gain and/or loss of retail businesses	1,157 ³	1,000 ²	1,400 ²
Percentage of shopping downtown per month	3.3% ⁴	2% ²	8% ²

¹Source: Grubb & Ellis

²Source: APP Estimate

³Source: TRW, 1990

⁴Source: KATU

New Program

Timeline: *On-going*

Committee: *DRC/District Advisory Comms.*

Issue. The vitality of downtown retail is important to the overall health of downtown. With the increased competition from regional malls and shopping centers, it is incumbent upon downtown to work to retain its quality, diverse mix and to recruit retailers to expand upon that quality and diversity. Changing demographics and buying patterns will continue to force downtown to redefine its market niche so that recruitment efforts are targeted to businesses that will enhance downtown's unique position in the marketplace.

Actions. APP, through its district manager program, will develop baseline data on downtown's retail mix and its niche in the regional marketplace. In cooperation with the commercial real estate industry, PDC and others, APP will analyze that data and implement retention and recruitment strategies that will strengthen downtown retail.

Lead Agency: **APP**

COMMUNITY POLICING

Goal: Crime

Objective:

Support and participate in community policing and other effective programs.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Implementation of the Portland Police Bureau's Five-Year Strategic Plan	in process	in process	full implementation
Number of Police Officers	733 ¹	825 ²	945 ³

¹Source: Police Bureau

²Source: Operation Jumpstart

³Source: ICJ Report

Existing Advocacy

Timeline: *On-going*

Committee/Task Force: *Human Services*

Issues. Community policing is a re-definition of how the police accomplish their mission, placing new emphasis on problem-solving in partnership with citizens. The bureau has adopted a five-year strategic plan for changing the way it does business. In order for that change to take place, the bureau needs clear, consistent leadership both politically (i.e. from city hall) and from within.

Actions. APP (along with the Citizens Crime Commission and others) must actively support the concept of community policing in the political arena. On a grass-roots level, APP, through its district manager and crime prevention programs, must continue to facilitate links between downtown merchants, citizens and the Police Bureau, thereby expediting implementation of the Bureau's Strategic Plan.

Lead Agency: **Police Bureau**



DISTRICT CRIME PREVENTION

Goal: Crime

Objective:
Encourage neighborhood crime prevention programs in the districts.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Number of crime prevention seminars for merchants (per year)	3 ¹	3 ²	12 ²
Crime prev. seminars for office workers	3 ¹	3 ²	12 ²
Troubleshooter card returns	300 ¹	300 ²	900 ²
Phone tree networks	4 ¹	4 ²	12 ²

¹Source: APP Reports, 1990

²Source: APP Estimate

Existing Program **Timeline: On-going**
Committee: DRC/District Advisory Comms.

Issues. As the police convince the public that they, alone, cannot "solve" this community's crime problems, individuals will understand the need to take more responsibility for their neighbors' safety. Educating merchants, downtown workers and residents about how to protect themselves from "street crime" will be fundamental to that process.

Actions. APP, through its district management and crime prevention programs, is in the position to educate downtown merchants, employees and residents on subjects such as street smarts, shoplifting, and office safety. Better education regarding "Troubleshooter Cards" and their use will identify problem areas. APP will continue to actively support the Community Policing program, and make every effort to strengthen communications between citizens and police officers.

Lead Agency: APP

POLICE & JAIL SERVICES

Goal: Crime

Objective:
Support increased police and jail services.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Number of Jail Beds	1,078 ¹	1,318 ¹	1,750 ²
Number of Police Officers	733 ³	825 ⁴	945 ⁵
Street Disorder (Number of Guide Contacts per year)	100,000 ⁶	0 ⁷	60,000 ⁷

¹Source: Multnomah County Sherriff Annual Report, 1989

²Source: APP Estimate

³Source: Police Bureau

⁴Source: Operation Jumpstart

⁵Source: ICJ Report

⁶Source: APP Guide Audit

⁷Source: Program not funded; see "Clean and Safe," page 11

Existing Policy **Timeline: On-going**
Committee/Task Force: Human Services

Issues. The perception that downtown is not safe is reinforced by the fact that police and correction resources are stretched to the limit. The perception will change when there is some certainty that offenders will be apprehended and incarcerated. Prior to the passage of the property tax limitation, actions by state and local governments offered encouragement that adequate police and corrections resources would be available by 2000. The future of governmental services is now clouded.

Actions. The Citizen's Crime Commission was formed to monitor state and local governments response to crime problems in the metropolitan area. APP will develop policy with regard to how these problems affect downtown, and work through the Crime Commission to see that downtown's unique problems are adequately addressed by public policy makers.

Lead Agency: Citizens Crime Commission

CRIME PREVENTIVE DESIGN

Goal: Crime

Objective:

Encourage more crime prevention through environmental design with merchant participation.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Number of volunteer hours at design review	336 ¹	300 ²	500 ²
Changes in existing store layouts and exterior design	6 ²	12 ²	20 ²
Number of Merchants participating in training	10 ¹	30 ²	100 ²

¹Source: City of Portland Planning Bureau

²Source: APP Estimate

New Advocacy

Timeline: *On-going*

Committee: *DRC/District Advisory Comms.*

Issues. How storefronts and buildings are designed, and the way shops are laid out, impacts the susceptibility of merchants and citizens to being victimized. Building rehabilitation and new construction should take these facts into consideration.

Actions. APP, through the Downtown Retail Council and District Advisory Committees, will provide retailers and other businesses with information and assistance in design for crime prevention through meetings, seminars, and individual consultation.

Lead Agency:

APP

DOWNTOWN'S UNIQUENESS

Goal: Destination

Objective:

Identify what is unique about downtown and promote it.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Attendance at downtown events	1,000,000 ¹	1,200,000 ³	1,500,000 ³
Rate of return on marketing materials	7% ²	7% ³	10% ³
Total return of marketing materials	6,500 ²	6,500 ³	15,000 ³

¹Source: City of Portland, Parks and Recreation Bureau

²Source: APP, 1989

³Source: APP Estimate

New Program

Timeline: *On-going*

Committee/Task Force:

Marketing

Issues. Portlanders rank the city's quality of life as high. Downtown contributes through its cultural events, parks, museums, special events, urban design and natural beauty. Each year, over a million people attend various events downtown, ranging from operas and concerts, to ArtQuake and the Rose Festival. Transportation access in downtown is further enhanced by a fareless square zone.

Actions. APP is the primary organization actively marketing downtown Portland. By undertaking a multi-media campaign promoting downtown's unique qualities, APP can monitor results through increased attendance at cultural and special events, tracking results from marketing material distribution and subsequent rates of return.

Lead Agency:

APP



DOWNTOWN ACCESSIBILITY

Goal: Destination

Objective:
Market the accessibility of downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Daily City garage usage	5040 ¹	6,500 ¹	8,000 ¹
City garage revenue	\$3.6 million ²	\$4.7 million ²	\$6 million ²
Travel time to downtown from Beaverton	13 ³	19 ³	17 ³

¹Source: APP/Portland Public Parking

²Source: Portland Public Parking Revenues

³Source: Oregonian, April, 1990

Existing Program Timeline: *Two Years*

Committee/Task Force: *Marketing*

Issues. Portland is known for its quality road system, as well as its transit system. Survey results show that more than 70% of Tri-Met's riders rate the system's job performance as "good" or "excellent." Accessibility to the core area as density increases will become more important. Transit ridership to downtown needs to increase, as does auto circulation in areas around downtown.

Actions. In order to promote accessibility into downtown, APP will educate the public about the convenience of getting into, and out of, downtown by all transportation options. APP will produce, design and distribute marketing materials emphasizing access into downtown. Also, APP will help develop an on-street downtown information system, as well as work with surrounding districts to increase transit ridership and other circulation improvement projects.

Lead Agency: APP

CONVENTIONEER DESTINATION

Goal: Destination

Objective:
Market downtown Portland as a destination for conventioners and foreign visitors.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Average daily expenditures per conventioner	\$157 ¹	\$157 ³	\$225 ¹
Total conventioners	318,747 ¹	318,747 ¹	425,000
Guide assists to conventioners	500 ²	0 ³	1,500 ³

¹Source: POVA, 1990

²Source: APP, 1990

³Source: APP Estimate, see page 11

New Program Timeline: *Two Years*

Committee/Task Force: *Marketing*

Issues. With the opening of the Oregon Convention Center, downtown Portland has the opportunity to become a destination like San Francisco or New Orleans. According to the Portland/Oregon Visitors Association (POVA), the conventioner spends an average of \$157 per day. Downtown should capture a good percentage of this.

Actions. POVA estimates an average of 318,747 conventioners will come to Portland this year. APP plans to reach these conventioners by producing material promoting downtown, increasing the amount spent downtown on shopping and entertainment, advocating for the development of public attractors and promoting accessibility to downtown through joint promotions with Tri-Met and Vintage Trolley.

Lead Agency: APP

HIGH DENSITY DEVELOPMENT

Goal: Growth

Objective:
Encourage high density development and infill within Central City Plan guidelines.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Central City Plan	in process	in process	implemented

New Advocacy

Timeline: *On-going*

Committee/Task Force: *Bus. Development*

Issues. Development is increasing in areas adjacent to downtown—Northwest Triangle, North Macadam, Lloyd District. Environment and livability will continue to grow as factors in development decisions. Through the Downtown and Central City Plans, downtown has developed guidelines for high-density development unlike the rest of the region. As a result, quality of life will continue to improve in downtown and decline in the rest of the region.

Actions. The Portland Development Commission is charged with development within the urban renewal boundaries of downtown. APP members will work in partnership with the City's Planning Bureau and PDC to assure that all developments meet the high density criteria outlined in the Central City Plan.

Lead Agency: PDC/City

WESTSIDE LIGHT RAIL

Goal: Quality of Life

Objective:
Support Westside Light Rail.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Westside Light Rail	planned	scrapped	under const.
Percentage of trips downtown using transit	26% ¹	26% ³	35% ²
Lake Oswego, Milwaukie, I-205 Vancouver, Light Rail	RTP goal ²	scrapped	planned & funded

¹Source: Tri-Met

²Source: Regional Transportation Plan

³Source: APP Estimate

Existing Policy

Timeline: *One Year*

Committee/Task Force: *Transportation*

Issues. A functional and efficient transportation system, to and within downtown, is critical for maintaining Portland's vital core area. It is similarly crucial to the region's ability to maintain air quality, facilitate density development, and control urban sprawl. Downtown transit ridership currently averages 76,000 trips per day with projections indicating that by 2000, transit trips will nearly double to 142,000 trips per day.

Actions. APP has taken a public position supporting Westside Light Rail and has advocated the development of a transportation contingency plan should light rail be delayed or plans downsized. APP will continue its advocacy and support for Tri-Met as it takes the lead in providing necessary transit capacity and service (rail and bus) to meet the projected ridership increases. Tri-Met, the City of Portland, APP and others should begin examining strategies for increasing incentives for transit ridership (i.e., free transit system, expanded fareless square, increased employer credit for employee transit subsidy, etc.).

Lead Agency: Tri-Met



DOWNTOWN DIVERSITY

Goal: Growth

Objective:
Preserve and enhance the diverse mix of uses downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Total downtown housing units	8,587 ¹	11,087 ³	13,587 ³
% of arts contributions from banks/utilities	70% ²	70% ³	50% ³
Downtown employees	90,000 ⁴	100,000 ³	114,097 ³
Retail stores downtown	1,157 ⁵	1,000 ³	1,400 ³

¹Source: PDC, 1988

²Source: Oregon Business Committee for the Arts

³Source: APP Estimate

⁴Source: Tri-Met Survey, 1989

⁵Source: TRW, 1990

New Advocacy

Timeline: *On-going*

Committee/Task Force: *Business Dev.*

Issues. Many factors influence downtown's diversity. APP has identified housing, culture and entertainment, office and retail businesses, adequate transportation and parking and the retention of open spaces as critical to preserving this mix as downtown grows. Projected growth in office, retail, housing and lodging development downtown will result in 39,100 new jobs between 1986 and 2010.

Actions. Portland Future Focus has identified a commitment to enhancing and preserving the quality of life in Portland. APP firmly supports this goal and will work with the City of Portland to advocate and influence the continued mix and density that contributes to downtown's quality of life.

Lead Agency:

City

LAND USE LAWS

Goal: Growth

Objective:
Influence the state to strengthen land use laws as they tie in to transit, mixed use, density and infill.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
LCDC Administrative ruling to protect the UGB and control development	no action	no action	rules in place
ODOT Administrative ruling on use of funds for transit			in place
DEQ Administrative ruling limiting Ozone			in place

Note: New laws adopted by LCDC, ODOT, and DEQ would encourage mixed-use density within the Urban Growth Boundary, particularly along transit corridors.

New Policy

Timeline: *Two Years*

Committee/Task Force

Parking

Issues. Population forecasts show that the greater metropolitan area will gain more than 500,000 new residents over the next 20 years. Current land use laws are not adequate to effectively accommodate this type of growth demand, nor is there regional cooperation and consensus regarding the issues of growth management, density, and transportation management.

Actions. METRO should lead regional growth planning initiatives. METRO's draft Urban Growth Goals should be supported, particularly maintenance of the UGB and high density, mixed use development within urban activity centers. Similarly, the LCDC, DEQ, ODOT and the State Council on Growth need to evaluate and strengthen regional land use, transportation, and environmental standards. APP's role is one of building consensus within the business community and, in the future, advocating that consensus opinion to METRO and at the state level.

NORTH/SOUTH DEVELOPMENT

Goal: Growth

Objective:

Influence the development north of Old Town and south of River Place as high density, mixed use urban neighborhoods with strong housing components.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Downtown housing units	8,587 ¹	8,600 ²	11,087 ²
Downtown retail stores	1,157 ³	1,000 ²	1,400 ²
Downtown employees	90,000 ⁴	104,284 ⁵	114,097 ²

¹Source: PDC, 1988

²Source: APP Estimate

³Source: TRW, 1990

⁴Source: Tri-Met Survey

⁵Source: Metro, City/Barney and Worth

New Advocacy

Timeline: *On-going*

Committee/Task Force: *Bus. Development*

Issues. Acreage roughly equal to one-half of downtown's existing size, located adjacent to downtown on the north, is currently owned by PDC, the railroads, and the Port of Portland. This land will be developed in the next decade, and this development will have a profound impact on the Central Business District. Similarly, an area about 1/3 the size of downtown on the south end presents development opportunities as well.

Actions. APP's Business Development Task Force will develop a policy and advocate for development of a new high density, mixed use urban neighborhood capable of supporting an expanded office base in the downtown. Infrastructure maintenance and improvement needs must be addressed parallel to the development advocacy.

Lead Agency: PDC

URBAN GROWTH BOUNDARY

Goal: Growth

Objective:

Work to preserve the effectiveness of the Urban Growth Boundary.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Percentage of transit usage by new development	50% ¹	25% ³	75% ³
# of employees in UGB	481,190 ²	450,000 ³	561,984 ²
Percentage of tri-county population in within the UGB	90% ²	85% ³	90% ²

¹Source: Metro, Regional Transit Plan

²Source: Metro, Urban Growth Goals

³Source: APP Estimate

New Policy

Timeline: *On-going*

Committee/Task Force: *Bus. Development*

Issues. Currently, the effectiveness of the Urban Growth Boundary is threatened. Its future is uncertain. Some believe that this issue may have more impact on downtown Portland than any of the other issues.

The Urban Growth Boundary is useful as a tool for transportation and land-use planning. It will continue to be useful, if maintained, but if the Boundary is breached, haphazard development will occur, damaging forest, agriculture and open space resources, as well as increasing vehicle trips and causing congestion and air quality problems.

Actions. METRO should lead this growth management effort by encouraging cooperation throughout the region. APP's role is to endorse and possibly advocate maintenance of the Urban Growth Boundary and help in addressing the urban sprawl developing within the Urban Growth Boundary.

Lead Agency: METRO



JOBS FOR HOMELESS

Goal: Social Issues

Objective:

Influence the expansion of job opportunities for the homeless within and beyond A.P.P. and downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Downtown street cleaning positions	14 ¹	0 ²	28 ²
Number of APP sector placements	10 ¹	0 ³	20 ²

¹Source: APP, 1990

²Source: APP Estimate

³Source: see cleaners, page 23

New Advocacy

Timeline: *On-going*

Committee/Task Force: *Human Services*

Issues. Problems for the "hidden" homeless (those not accounted for in any plans) will increase. New development will increasingly eliminate their hiding places.

People on the streets, especially those who want to be on the streets, will increase in numbers. Downtown will receive the majority of this expanded population.

Actions. APP will advocate with the County, State and business community to increase the opportunities for the homeless.

Lead Agency:

County

LOW INCOME HOUSING

Goal: Social Issues

Objective:

Encourage dispersal of adequate low income housing throughout the region to replace shelters.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Emergency and transitional housing for Families (# of units)	94 ¹	94 ¹	481 ¹
Emergency and transitional housing for Single Adults (# of units)	679 ¹	679 ¹	1142 ¹
Unmet affordable housing for very low-income families (# of units)	2,295 ¹	5,000 ²	0
Percentage of Low Income units in CBD	98% ¹	98% ¹	75% ¹

¹Source: Housing Authority of Portland, 1989

²Source: APP Estimate

New Policy

Membership

On-going

Housing Task Force

Goals Addressed:

Social Issues

Issues. Presently, more than half the housing downtown is low income housing. Portland's homeless population is also concentrated downtown. In addressing the issue of housing for homeless families and individuals, downtown needs more single room occupancy housing to reduce the need for shelters. Further, this low income housing needs to be dispersed throughout the community.

Actions. Once again, the Chamber is leading the private sector's efforts in this area as part of its Master Agreement to break the cycle of homelessness. APP will adopt a policy that supports the Chamber's efforts and advocate for low income housing dispersal.

Lead Agency:

Chamber of Commerce



CHRONICALLY MENTALLY ILL

Goal: Social Issues

Objective:
Encourage development of treatment facilities and half-way houses for the chronically mentally ill.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
No. of Chronically Mentally Ill served	<2,000 ¹	1,500	>4,000 ²
Number of CMI Guide contacts (monthly)	500 ³	600 ³	250 ³

¹Source: City Club Study on Mayor's 12 Point Plan for the Homeless

²Source: Figure includes estimated 2,000 additional residential beds for CMIs in Multnomah County (HAP, 1989) plus the approximately 2,000 CMI individuals treated currently.

³Source: APP Guide Audit

New Policy

Timeline: *Three Years*

Committee/Task Force: *Human Services*

Issues. Many people wandering the streets of downtown suffer from chronic mental illness. Insufficient numbers of outreach workers and case managers are available to assist these people in obtaining services and in managing their lives. More public resources need to be devoted to providing a range of services to these individuals. Legislative action may be needed to give the community the tools needed to help these people.

Actions. The County and the State are primarily responsible for providing services to the chronically mentally ill. The Chamber of Commerce has worked actively with these governments, on behalf of the private sector. APP will support the Chamber's efforts.

Lead Agency: **Chamber of Commerce**

COORDINATED HOUSING PROGRAMS

Goal: Social Issues

Objective:
Encourage the coordination of area housing programs and projects.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Creation of co-ordinating council	fragmented	none	working council

New Policy

Timeline: *Two Years*

Committee/Task Force: *Housing*

Issues. At present, the Portland Development Commission, the Housing Authority, Multnomah County, and the Bureau of Community Development, as well as several not-for-profit agencies, have housing programs for moderate- and low-income people. There is a lack of co-ordination among the players and a lack of accountability.

Actions. The Chamber of Commerce has led the private sector demands for greater co-ordination among the agencies dealing with housing programs. APP will develop a policy which supports the Chamber's efforts.

Lead Agency: **Chamber of Commerce**

OFFICE RETENTION & RECRUITMENT

Goal: Office

Objective:

Complete and implement an active business recruitment and retention program to maximize office space downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Office vacancy rate	11% ¹	11% ²	5% ²
Office absorption (square feet per year)	290,000 ¹	113,900 ²	400,000 ²

¹Source: City/Bamey and Worth

²Source: APP Estimate

Existing Program

Timeline: *On-going*

Committee/Task Force: *Bus. Development*

Issues. Nearly one-third of vacated office space is caused by urban flight. In 1989, more than 32% of downtown vacancies resulted from tenants moving to the suburbs. Only three years ago, that figure was just 7.4%.

Downtown has a good absorption rate but, 59.6% of this growth came from business expansions or moves within downtown. Only 29.3% of new leases came from new tenants.

Actions. APP members will develop and implement office recruitment and retention strategies in 1990. These strategies will include marketing materials, conducting retention and expansion surveys, developing an "early warning" system for at-risk businesses, and developing a database on downtown advantages, as well as targeting and contacting business prospects.

Lead Agency:

APP

RESTRICTIONS ON OFFICE

Goal: Office

Objective:

Influence regulations that hinder businesses from locating downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Office vacancy rate (class "A")	10.5% ¹	15% ²	8% ²
Percentage of downtown leases from new tenants	23% ¹	30% ²	40% ²

¹Source: Grubb & Ellis, 1990

²Source: APP Estimate

New Advocacy

Timeline: *Two Years*

Committee/Task Force: *Bus. Development*

Issues. In 1950, Downtown had 90% of the region's Class A office space. It now has 66%. Suburbs are often perceived to be more attractive than downtown for national corporate headquarters. Currently, 1989 statistics show that 32% of downtown vacancies resulted from tenants moving to the suburbs. And, only 23% of downtown's absorption came from new downtown tenants.

Actions. APP acknowledges the progress the City has made in streamlining the development process for new construction projects. In the same vein, APP will advocate for a review of existing regulations and policies that could hinder the attraction of businesses to downtown. This can be beneficial for downtown economic development.

Lead Agency:

City



OFFICE LOCATION INCENTIVES

Goal: Office

Objective:
Encourage incentives for offices to locate and/or expand downtown.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Employee transit use	50% ¹	50% ³	70% ³
downtown employees	90,000 ²	104,284 ³	114,097 ³
additional parking available	0	1,370 ⁴	4,141 ⁵

¹Source: Central City Plan

²Source: Tri-Met Survey

³Source: APP Estimate

⁴Source: City/Barney and Worth

⁵Source: City/Barney and Worth (high growth scenario)

DOWNTOWN LIVING

Goal: Office

Objective:
Promote housing and other services that support downtown jobs.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Middle-income housing units	3,148 ¹	4,148 ³	5,148 ³
High-income housing units	575 ¹	825 ³	1075 ¹
Middle- and High-income occupancy	97% ²	85% ³	95% ³

¹Source: PDC, 1990

²Source: Portland Development Commission

³Source: APP Estimate

New Advocacy **Timeline: On-going**
Committee/Task Force: **Business Dev.**

Issues. In 1950, downtown had 90% of the region's Class A office space. It now has 66%. Half of Class A development is out of downtown. This competition from outlying commercial centers will increase. At the same time, growth projections for the Portland population (from 1,200,000 to 1,600,000) and an increase in two worker households portend placing increased emphasis on addressing the needs of businesses and their employees (i.e. daycare, personal services). Additionally, Portland needs to accommodate international businesses and their families.

Actions. As the voice of the central business community, APP will develop incentives to assist in reversing the trend toward locating in the suburbs. APP will analyze existing development guidelines and make recommendations for incentives, as well as assist new employees by advocating for increased housing development, transportation services, and other basic needs.

Lead Agency: **City**

New Policy **Timeline: On-going**
Committee/Task Force: **Housing**

Issues. According to the Portland Development Commission, 65% of downtown residents work downtown and another 15% work close to downtown. Since 1980, downtown has gained more than 1,200 new middle- and upper-income dwellings. A PDC study shows downtown occupancy at 97% for apartments with monthly rents of \$500 or more.

Actions. The Central City Plan calls for development of 5,000 housing units in the Central City by 2010. APP will encourage the development of 2,500 of those by 2000. APP acknowledges and supports the activities of the Portland Development Commission in the area of housing development. The APP membership will develop a public policy in support of the development of middle- and upper-income housing downtown, and, if necessary, advocate new opportunities for development. (See also Low Income Housing, pg. 24.)

Lead Agency: **PDC**

SHARED DOWNTOWN DATABASE

Goal: Office

Objective:

Encourage the development of a shared database on office and retail space.

Indicator	1990 Estimate	2000 Projection (No New Action)	2000 Objective
Number of sources needed to compile data on downtown	67 ¹	75 ²	1 ²
Recruitment/retention surveys per year	3	3	6

¹Source: APP, 1990

²Source: APP Estimate

New Advocacy

Timeline: *One Year*

Committee/Task Force

Business Dev.

Issues. In 1990, APP undertook the compilation of secondary data to determine the current downtown status. It became apparent through this process that there is a need for a sole source for critical statistics regarding office and retail space. The purpose is two-fold. One, it allows the user an opportunity to go to one source for this data, thus saving fact-gathering time. Second, a shared database allows many users the same statistics for their trend analysis purposes.

Actions. The APP Business Development Task Force will make a recommendation, and work in partnership with BOMA, PSU's Urban & Public Affairs Department and the real estate community, to develop a database proposal and implementation timeline. With the Downtown Portland Outlook (1990) report as a baseline, APP can define trends that are important to retail and office recruitment and retention programs.

Lead Agency:

BOMA

NEW PROJECTS AS NECESSARY

Goals: All

Objectives:

New policies, advocacy, and programs will be researched and developed as trends and issues dictate.



New Policy, Advocacy, Program On-going

Committees/Task Forces: *Board & various*

It is impossible to predict all the issues that will influence the continuing growth of downtown Portland over five years. As this plan is updated annually, staff and board members will review emerging issues and respond accordingly.

Lead Agency:

APP



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Ruth E. Scott
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Rockne Gill
Schwabe Williamson Wyatt
Harry Glickman
Trailblazers
Carl Greve III
Carl Greve Jeweler
J. Clayton Hering
Norris Beggs & Simpson
David Higginbottom
The Benson Hotel
Wayne Hilliard
Lane Powell Spears Lubersky
Sherwood Hinman
KATU TV
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Ball, Janik & Novak
John Jenkins
Marriott Hotel
Richard Botteri
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STRATEGIC PLAN

• NOVEMBER 1990 •

EXECUTIVE SUMMARY

POLICY, ADVOCACY AND PROGRAMS FOR DOWNTOWN PORTLAND IN THE 1990s

Since implementation of the Downtown Plan of 1970, Portland has become the “biggest downtown success story in America.”¹ More than \$2 billion in public and private investment has produced a downtown that is the epitome of a city. Portland’s exciting mix of open space, retail, office, arts, cultural, and other eclectic uses has made downtown everybody’s neighborhood. Downtown defines Portland’s quality of life.

In the 1990s, downtown Portland needs policies, advocacy and programs to protect that investment. By continuing to collect downtown information and initiate projects that are beneficial to downtown, the Association for Portland Progress (APP) will be the catalyst in meeting these challenges.



ASSOCIATION FOR PORTLAND PROGRESS
MISSION STATEMENT

The Association for Portland Progress is a private, non-profit membership organization dedicated to the beneficial growth and development of the central business district of Portland, through policy development, advocacy and program management functions conducted on behalf of businesses in the central business district, and in cooperation with public and other private sector partners.

Companion Documents

- Business Development Platform October 1989
- Downtown Portland Outlook June 1990
A Preliminary Analysis of Emerging Issues for
Downtown Portland (w/executive summary)
- Outlook 2000 August 1990
Trends and Issues Impacting Downtown
Portland by 2000 (w/executive summary)
- APP’s Strategic Plan November 1990
Policy, Advocacy and Programs for Downtown
Portland in the 1990s

¹Don Canty, editor, *Architecture Magazine*

INTRODUCTION

APP’s five year strategic plan is the product of a six month process, involving more than 100 people with business, property or civic interests in downtown Portland.

Managing downtown Portland is a complex task. Many organizations, public and private, play a role. The Association for Portland Progress sees its role as the organizer of varied interests and catalyst for certain projects—especially those for which there is no clear public or private champion. APP is a membership organization of corporate executives, and includes a Downtown Retail Council made up of several District Advisory Committees. Its activities encompass policy development, advocacy and program management.

The strategic plan is an outgrowth of a Business Development Platform adopted by the APP membership in October 1989. The strategic planning process began with an analysis of emerging issues for downtown Portland (*Downtown Portland Outlook*, June 1990). Experts were then interviewed about future trends (*Outlook 2000*, August 1990). Ten focus groups followed, refining the issues, setting priorities, and outlining activities. The APP membership reviewed and refined the plan.

Eight basic goals of the organization are identified in the strategic plan, and included in this executive summary. The full strategic plan includes a five-year action schedule of specific and detailed objectives, with indicators of success.

GOALS FOR THE 1990s

Leadership goals:

Eight strategic categories shape APP's basic goals for the 1990s. Access to and within downtown, quality of life, and retail growth are the three top priorities to APP participants—from corporate executives to independent retailers.

ACCESS

Maintain easy access to and within downtown through a balanced system of transportation and parking management.

Dramatic growth will increase constraints on downtown access and parking. Easy access to, from and within downtown is critical to maintaining its competitive edge.

APP will continue to influence transportation planning to ensure that downtown retains its position as the hub of the region with easy access. To achieve this, a new downtown parking policy and regional air quality plan must be developed which guide both urban and suburban development.

APP will also work to improve current downtown parking management and traffic circulation, increase its marketing of transportation alternatives, and work to increase transit capacity and ridership.



QUALITY OF LIFE

Reinforce downtown's position as the focus of Portland's quality of life.

Downtown will continue to lead the region as the focus of Portland's quality of life. Portland enjoys a national reputation for successful revitalization of the central city. Today, downtown defines Portland's quality of life with its exciting mix of open space, retail, office, arts, cultural, and other eclectic uses.

APP plans to maintain downtown's position as everybody's neighborhood by ensuring a clean and safe downtown environment and coordinating quality special events downtown, as well as continuing to influence regional growth management.

Further, APP will support and/or create full-service 24 hour living environments (including housing and services) for all income levels within downtown, support development of PSU as a major urban university, and work to support existing arts and cultural activities.

RETAIL

Reinforce downtown's retail growth.

Portland enjoys a strong retail climate, and downtown has a growing segment. Growth in the metropolitan area will include new regional malls and others which are repositioning themselves in the marketplace.

Downtown must respond to this challenge by reinforcing its position as the premiere destination in the region. To do this APP will enhance its marketing of downtown, continue managing and promoting the availability of short-term parking, and encourage business promotion and increased use of the "Free Park" validation program.

Additionally, APP will identify and improve problem areas in downtown's retail environment, and develop a new retail retention, expansion, and recruitment program within downtown's various shopping districts.



Supportive goals:

The Association for Portland Progress and its various committees are concerned about crime, downtown as a destination, regional growth, social issues, and office development, but APP acknowledges the lead of other organizations in each area.

CRIME

Reduce downtown street crime.

Fighting crime is the responsibility of the criminal justice system, supported by the private efforts of the Citizens Crime Commission.

To help reduce downtown street crime, APP will support and participate in community policing and other effective programs, as well as support increased police and jail services. Furthermore, APP will actively involve merchants in neighborhood crime prevention and crime preventive design through its district management program.

DESTINATION

Promote downtown as a destination.

The Portland/Oregon Visitors Association and the Oregon Tourism Division promote Portland and the region. To augment these efforts by focusing on downtown, APP will identify what is unique about downtown and promote it, market the accessibility of downtown, and market downtown Portland as a destination for conventioners and foreign visitors.

GROWTH

Reinforce high density development downtown to limit regional sprawl.

METRO is charged with managing regional growth. To support this, APP will encourage high density development and infill within Central City Plan guidelines, support westside light rail, influence the State to strengthen land use laws as they tie into transit, mixed use, density and infill, and take a position to protect the existing urban growth boundary.

APP will also work to preserve and enhance the diverse mix of uses downtown. This will include areas of substantial new development, especially north of Old Town and south of RiverPlace, which APP believes should become high density, mixed use, urban neighborhoods with strong housing components.

Additionally, APP will encourage development that is responsive to international markets.

SOCIAL ISSUES

Reduce effects of homelessness, mental illness, and substance abuse on downtown.

Many agencies deal full-time with social issues. To support them, APP will directly influence the expansion of job opportunities and remedial programs for the homeless within and beyond APP and downtown.

Furthermore, APP will provide support to programs for street kids, encourage dispersal of adequate low income housing throughout the region to replace shelters, support development of treatment facilities and half-way houses for the chronically mentally ill, and encourage the centralization of area housing programs and projects.



OFFICE

Retain, expand and recruit office use downtown.

PDC plays a lead role in regional office recruitment; BOMA is the primary voice for the regional office industry. To support them, APP will complete and implement an active business recruitment and retention program to maximize office space downtown.

Additionally, APP will influence regulations that hinder business from locating downtown, encourage incentives for companies to locate and/or expand downtown, promote housing and other services that support downtown jobs, and encourage the development of a shared downtown database on office and retail space.



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