Begin Preliminary Engineering on West Burnside and Couch

- **Vision**
  - Capture a once-in-a-generation opportunity
  - Create one of the safest streets in Portland
  - Unlock the hidden value of real estate along Burnside and Couch
  - Create the greenest street in Portland – A model for other Cities
  - Handle all Burnside stormwater on-site to prevent combined sewer overflow
  - Peak Oil/Greenhouse Gases: Reduce reliance on oil and reduce CO₂ pollution
  - Establish the image of Burnside as the Green Meridian of Portland
  - Expand Portland’s interconnected streetcar/rail system
  - Connect east and west Portland with new express streetcar option
  - Create Public spaces and plazas with public art and greenery
A Review of the Problems

- **Burnside is dangerous for pedestrians**
  - Long pedestrian crossings
  - Excessive vehicle speeds
  - Inadequate safe crossings

- **Burnside is in poor repair and needs to be rebuilt**

- **Burnside unattractive and unpleasant**
  - Narrow sidewalks
  - Crowded transit stops

- **Burnside discourages economic development**
  - No on-street parking,
  - Challenging retail environment
  - Creates a barrier north and south between neighborhoods and districts
  - Lack of investment, inactive storefronts, poor frontages
  - No left turns, fails to provide adequate access

- **Burnside is a highly-polluting street**
  - Congestion and idling creates significant, unnecessary air pollution
  - Significant stormwater is directed to combined sewer overflow
**Funding**

- **Principles for Project Funding**
  - City assumes funding responsibility for:
    - Basic street rebuild and safety improvements
  - City seeks funding partners for:
    - Enhancements beyond the basic street rebuild and safety
  - Project must maximize:
    - Overall return on investment
    - Federal funding
    - Private redevelopment & private investment into the project
Funding

- **Potential Funding Sources**
  - Development Agreements
  - FHWA Funds
  - FTA - Small Starts
  - Federal Earmark
  - System Development Charges
  - Tax Increment Financing
  - General Transportation Revenue
  - Energy Tax Credits
  - Local Improvement District
  - New on-street parking meter Revenue
Funding

- **Project Cost**
  - Planning Level—Low Confidence Estimates
    - Street Improvements: $41 m
    - Streetcar: $39 m

  (Basic Street Rebuild $20 m)
Funding

- Cost Comparison for Street Improvements
  - Burnside Only
    - Enhanced Existing Alternative: $37 million
  - Burnside Couch Alternative: $41 million
Stakeholder Advisory Committee
2000 - 2007

Michael Boardman
Hillside Neighborhood Association
Elisa Boston
Goose Hollow Foothills League
Liz Cavanaugh
Portland Family Entertainment
Catherine Ciarlo
Bicycle Transportation Alliance
Graham Clark
Portland Bureau of Planning
Angela Crawford
Goose Hollow Business Association
Troy Doss
Portland Bureau of Planning
Patricia Gardner
Pearl District Neighborhood Association
Don Genasci
Northwest District Association
Phil Goff
Portland Bureau of Planning
Aviva Groner
Northwest District Association
Richard Harris
Central City Concern

Michael Harrison
Portland Bureau of Planning
Jim Kautz
East Burnside Association
Doug Klotz
Willamette Pedestrian Coalition
David Krause
Downtown Community Association
Susan Lindsay
Buckman Community Association
Julie Lukasik
Central Eastside Industrial Council
Denyse McGriff
Portland Development Commission
Don Merkt
Regional Arts and Culture Council
Alix Nathan
Downtown Community Association
Mark Neibur
Goose Hollow Foothills League
Ann Niles
Pearl District Neighborhood Association
Richard H. Parker, Jr.
Central Eastside Industrial Council

Frank Philips
Central Eastside Industrial Council
Jerry Powell
Goose Hollow Foothills League
Michael Powell
West End Steering Committee
Lidwien Rahman
Willamette Pedestrian Coalition
Tad Savinar
Regional Arts and Culture Council
Kathleen Schultz
Harsch Investment Properties LLC
Emily Simon
Kerns Neighborhood
Chris Smith
Northwest District Association
Bruce Speidel
Portland Business Alliance
John Tess
Historic Old Town Vision Committee
Paul Verhoeven
Old Town/Chinatown Neighborhood Assoc.
Michael Whitmore
Kerns Neighborhood Association
Dennis Wilde
Gerding/Edlen Development
Stakeholder Advisory Committee

Vision Statement

Humanize Burnside

“Burnside will be Portland’s most diverse and interesting street. Known as a ‘people place’ it will be comfortable yet exciting – a place to walk, congregate, work, live and visit. As a gateway to Portland’s most dense neighborhoods, and diverse and interesting districts and activities, there is safe access for pedestrians as well as vehicles.”
Stakeholder Advisory Committee

- **Guiding Principles**
  - Recognize and enhance the diverse character of Burnside and Couch
  - Support and encourage a mix of businesses and uses
  - Eliminate Burnside as a barrier
  - Recognize Burnside and Couch as a multi-modal corridor
Stakeholder Advisory Committee

- Community decision on use of right-of-way
  - Exercise in setting priorities and establishing trade-offs
  - Set amount of right-of-way
  - Many competing demands
    - Pedestrians
    - Bikes
    - Transit
    - Cars
    - Safety
    - Environment
    - Service vehicles
    - Stormwater
Neighborhoods

**Goose Hollow Station Community Plan (Apr. 2003)**
- Develop Burnside Street as a place that integrates pedestrians, cars and bicycles in a quality environment.
- Identify improvements for safe and convenient crossings at specific locations and design standards for future adjoining developments.
- Improve pedestrian crossing along I-405, especially Burnside with adequate sidewalks, curb cuts and signals.
- Examine building heights, FAR's, bonuses along Burnside commercial zone to address the character and scale of the neighborhood and continuity of the street.
- Apply a special 10-foot setback for new development on both sides of Burnside.

**Goose Hollow District Design Guidelines (Feb. 1999)**
- Buffer and separate the sidewalk from vehicular traffic with street trees, plantings, and bollards.
- Enhance the pedestrian promenade along Burnside Street and make it a linear focus for safe pedestrian activity by widening the sidewalk.
- Maintain visual contact and surveillance between the inside of buildings and the adjacent public right-of-way space on Burnside.
- Punctuate ground floors of buildings with many destination points such as entries for pedestrians and display windows.
- Locate driveways and garage entrances on side streets where feasible, rather than crossing sidewalks along Burnside.
- Provide pedestrian scale to buildings fronting the street with awnings and/or second floor balconies.

**Vision Plan for the West End (July 1999)**
- Redevelop Burnside Street as the district's front door.
- Enhance the pedestrian environment.
- Create a gateway to the West End at West Burnside.
- Improve the link across Burnside Street to the Pearl District.
- Provide a continuous streetscape treatment on West Burnside from 9th Avenue to the I-405 bridge overpass.

**Old Town/Chinatown Development Plan (Dec. 1998)**
- Remove barriers that West Burnside possesses: width, high traffic speeds and difficult pedestrian crossing.
- Provide a left turn lane for eastbound West Burnside Street traffic onto 4th Avenue.
- Reduce West Burnside to two lanes in each direction rather than three, add parking meters on street.
- Relocate sidewalk space by reducing excess roadway space.
- Increase number of pedestrian crossings.
- Consider study for the reconstruction of West Burnside as soon as possible.
- Add curb extensions.
- Reuse or eliminate medians.
- Provide special paving at crosswalks.

**Lower Burnside Redevelopment Plan (Feb. 1999)**
- Create an identity that reflects the character of the Central Eastside.
- Increase on-street parking on or near East Burnside.
- Investigate possible off-peak turn signals at Grand, MLK and East Burnside.
- Investigate possible signal at 7th Avenue and East Burnside.
- Improve streetscape with ornamental lighting, street trees, traffic strips and special sidewalk lighting pattern.
- Analyze feasibility of gateway feature at 12th/Garsey Burnside.

**Northwest District Plan (Apr. 2003)**
- Create a gateway at NW 18th/19th Avenues and West Burnside.
- Improve pedestrian and bicycle connections across West Burnside.
- Improve pedestrian and bicycle access across I-405 on West Burnside and NW Couch.

**Goose Hollow/Civic Stadium Committee Vision (May 2003)**
- Improve pedestrian crossings at 18th, 19th, Trinity Place, 20th, 20th Place and 21st.
- Reconfigure intersections at 20th Place, 19th and 18th Avenues.
- Change 19th Avenue to a two-way street from Morrison to West Burnside; design street so it could be closed for special events.
- Close Morrison Street from West Burnside to 20th.

**Bridge the Divide and Cap I-405 (Oct. 1993)**
- Develop capped blocks at West Burnside.
- Build an oval shaped plaza at West Burnside over I-405 that slows traffic, provides a pedestrian-oriented environment.

**Midtown Blocks (May 1998)**
- Vision: The Park Blocks act as a north-south pedestrian link between district.
- Provide a continuous and identifiable connection between the mid-town and North Park Blocks across West Burnside.
- Bring park continuity and pedestrian accessibility into balance with the auto-dominated Burnside corridor, enhance pedestrian crossings.
- Conduct traffic analysis for proposed lane reductions on West Burnside.
- Add traffic signal at West Burnside and 5th/Park Avenues.
- Improve streetscape at Burnside near bathrooms.
Other Participants

- **Business Partners**
  - Portland Business Alliance
  - Pearl Business Association
  - Friends of Burnside Couch
  - Portland Business Alliance
  - Portland Streetcar Inc.

- **Agency Partners**
  - Portland Development Commission
  - Bureau of Planning
  - Bureau of Environmental Services
  - Bureau of Parks and Recreation
  - City Forester
  - Metro
  - TRIMET

- **Commissions and Professional Associations**
  - Design Commission
  - Planning Commission
  - American Society of Landscape Architects
  - American Institute of Architects
A Short History

- **1999**: Scoping
- **2000**: Economic Analysis
- **2001**: Draft Technical Refinements
- **2002**: Burnside/Couch Plan Adopted Unanimously by City Council November 2002
- **2003**: Burnside/Couch Plan
- **2004**: Economic Analysis June 2005
- **2005**: Draft Technical Refinements August 2005
- **2006**: East Burnside/Couch City Council Advanced PE March 2006
- **2007**: West Burnside/Couch Alternatives Analysis December 2006
## Additional Community Outreach

### PRE-PLANNING PHASE
- Community Workshop
- Stakeholder Advisory Committee
- Technical Advisory Committee

### PLANNING - PHASE I
- Community Workshop
- Stakeholder Advisory Committee
- Technical Advisory Committee
- Park Blocks Foundation
- AIA Urban Design Committee
- AIA Historic Committee
- Portland Planning Commission
- Portland Development Commission
- Portland City Council - Plan Adoption

### TECHNICAL REFINEMENTS - PHASE II
- Community Workshop
- Stakeholder Advisory Committee
- Technical Advisory Committee
- Metro Briefing
- American Society of Landscape Architects
- Portland Business Alliance Central City Committee
- Bureau of Planning Meeting

### ALTERNATIVES ANALYSIS
- Town Hall Meeting
- Stakeholder Advisory Committee
- Commissioner Walking Tour
- Business Owners/Managers Meeting
- Portland Planning Commission
- American Institute of Architects (AIA)
- Portland City Council
Alternatives Analysis

Urban Design

Transportation

Economics

Streetcar
Alternatives Analysis

5-4-3

Three-lane 1/1/1

Three-lane 2/1

Preferred Alternative

Enhanced Existing
# Evaluation Summary

## Location/Measure of Effectiveness

How well does each alternative address the evaluation criteria?

### Evaluation Scale

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<th>Medium</th>
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### TRAFFIC EVALUATION

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1. **Park Avenue to 15th Avenue**

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Alternatives Analysis

Preferred Alternative
Alternatives Analysis

Preferred Alternative

Street Improvements with streetcar

Expansion of the downtown one-way street grid
A Closer Look at Burnside and Couch

Preferred Alternative

Upper West
Central West
Lower West
Lower Burnside and Couch

24th Place  19th Ave.  Park Ave.  2nd Ave.

Upper West  Central West  Lower West
Typical Street Plan on Burnside from 3rd to 8th
A Closer Look at Burnside and Couch

- 100 foot Right-of-way

Lower Burnside
A Closer Look at Burnside and Couch

- 100 foot Right-of-way
A Closer Look at Burnside and Couch

- **60 foot Right of Way**
A Closer Look at Burnside and Couch

- **60 foot Right of Way**
Couch at NW 3rd Avenue
New Gateways and Public Spaces
2nd and Burnside Gateway

Alexis Greek Restaurant

Central City Concern

2nd Ave.

Salvation Army

Burnside

Lower Burnside
Park Block Crossing

Central Burnside

Burnside

Image © 2007 Metro, Portland Oregon
Gateway Opportunities

4th and Burnside

2nd and Burnside

3rd and Burnside

Park Blocks

3rd and Burnside
Central Burnside and Couch
A Closer Look at Burnside and Couch

- **60 foot Right of Way**
A Closer Look at Burnside and Couch

- **60 foot Right of Way**
A Closer Look at Burnside and Couch

- **60 foot Right-of-way**
A Closer Look at Burnside and Couch

- 60 foot Right-of-way
Couch at NW 10th Avenue
New Green Public Spaces
A Closer Look at Burnside and Couch

Central Burnside
A Closer Look at Burnside and Couch

Central Burnside

[Diagram of street layout with measurements and vehicles]
A Closer Look at Burnside and Couch

15th and Burnside
A Closer Look at Burnside and Couch

15th and Burnside
A Closer Look at Burnside and Couch

Central Couch

Burnside Between 16th and 17th
A Closer Look at Burnside and Couch
18th 19th and Burnside
18th 19th and Burnside
18th 19th and Burnside

Fireman’s Memorial Plaza and 19th Avenue Streetcar Stop
18th 19th and Burnside

Fireman’s Memorial Plaza and 19th Avenue Streetcar Stop
Upper Burnside

24th Place  15th Ave.  Park Ave.  2nd Ave.

Upper West  Central West  Lower West
A Closer Look at Burnside and Couch

Upper Burnside

[Diagram of road layout with labeled sections for sidewalks and lanes]
A Closer Look at Burnside and Couch

Upper Burnside
A Closer Look at Burnside and Couch

Upper Couch
A Closer Look at Burnside and Couch
A Closer Look at Burnside and Couch

20th Place and Burnside

Upper Burnside

20th Place and Burnside
A Closer Look at Burnside and Couch

Upper Burnside

20th Place and Burnside
Project Highlights

- Mitigation
- Streetcar
- Carbon Footprint
- Green Streets System
- Safety
- Economics
Project Highlights

- Church and Cathedral
- School Stated Concerns
  - Safety
  - Noise
  - Vibration
  - Air Quality
  - Operations
Project Highlights

- Mitigation for Church and Cathedral School
  - Sound Insulation
  - Sound Insulating Windows
  - Roof top air handling system
  - Wall with gates on 17th and Couch
  - Bollards with chains in furnishing zone
  - Curb extensions
  - Traffic signals at every intersection
  - Designated drop off zone
  - Vibration dampening slab for streetcar
Project Highlights

- Roof top air handling
- Sound insulation
- Insulated Windows
- Traffic Signals
- Drop-Off Zone
- Vibration track slab

Couch at 16th Avenue

- Bollards and chains
- Curb extensions
Project Highlights

- Alternative Streetcar Alignments
Project Highlights

- Streetcar Alignment Selection
- Why is Burnside and Couch the Best Alternative?
  - Minimal impact to capacity
  - Minimal impact to traffic operations
  - Maximizes planned parking (supports adding 200 parking spaces)
  - Utilizes existing I-405 bridge crossings on Burnside and Couch
  - No conflicts with existing or planned bicycle facilities
Project Highlights

- **Peak Oil Report**

  Resolution Sponsored by Commissioner Saltzman, Adopted by Council in 2007

  Peak Oil Task Force convened with Office of Sustainable Development support

  “The City can play a catalytic role by setting a positive example”

  Descending the Oil Peak: Navigating the Transition from Oil and Natural Gas

  Report of the City of Portland Peak Oil Task Force

  March 2007
Project Highlights

- **Peak Oil Report Recommendations**

1. Reduce total oil and natural gas consumption by 50% over the next 25 years.

   (c) Require City bureaus to set reduction targets for their operations.
Project Highlights

Peak Oil Report Recommendations

4. Support land use patterns that reduce transportation needs, that promote walkability, and provide easy access to services and transportation options.

(d) ensure ...housing near transit stops that will support the use of transit and generate fares to make transit more sustainable.

(g) build and maintain a street network that supports bicycle and pedestrian trips.

(h) provide pedestrian-friendly public spaces and other amenities near Centers and other areas of compact development.
Peak Oil Report Recommendations

5. Design infrastructure to promote transportation options... and prevent infrastructure investments that would not be prudent given fuel shortages and higher prices.

(b) invest in infrastructure that meets access and mobility needs with less fuel.

(e) Continue to expand the LRT, Streetcar and bus systems.
Project Highlights

- **Peak Oil Report Recommendations**

6. Encourage energy efficient and renewable transportation choices
Project Highlights

- Fuel Consumption Reductions

Fuel Consumption Alternatives Analysis
Project Highlights

- **Reduced Vehicle Emissions/Carbon Footprint**
Green Street Opportunities

- Creating a Green Street System includes:
  - Absorbing storm water from 31 acres of impervious area
  - Planting 400 new trees (216 on Central and Lower Burnside)
  - Creating 2.6 acres of new public open space

- Burnside: 87,000 s.f. (2.0 Acres)
- Couch: 26,800 s.f. (.6 Acres)
Project Highlights

- Excessive Crashes Between Vehicles and Pedestrians

Four of the ten most dangerous intersections for pedestrians are on West Burnside.
Project Highlights

- **Excessive Crashes Between Vehicles**

  “Burnside…contains Portland’s highest concentration of ‘High Collision Intersections’…”
Project Highlights

**Potential Pedestrian Safety Enhancements**

- Interim safety improvements are proposed for the intersection of Burnside and 8th Avenue
- Curb extensions where possible
- Enhanced street lighting
- Add countdown pedestrian heads
- Create side street green delay phase
- Enhance pedestrian signage
- Enhance crosswalk markings
An Even Closer Look

- Redevelopment: Jobs, Housing and Economic Benefit over 20 Years

- Jobs: 1,160
- Housing: 1,265
- Net Assessed Value: $1.4 billion
- Net New Annual Taxes: $28 million
Project Benefits

- Maximizes pedestrian and auto safety
- Most pedestrian oriented
- Maximizes development potential
- Best Urban Design
- Greatest return on investment
- Creates public gathering spaces
- Reduces fuel consumption
- Reduces vehicle emissions
- Sustainably processes stormwater
- Expands streetcar system
- Stimulates commerce
- Leverages public resources
- Grass roots community developed project
Humanize Burnside

*Burnside will be Portland’s most diverse and interesting street.*

*Known as a ‘people place’ it will be comfortable yet exciting – a place to walk, congregate, work, live and visit.*

*As a gateway to Portland’s most dense neighborhoods, and diverse and interesting districts and activities, there is safe access for pedestrians as well as vehicles.*
The Burnside and Couch improvements...

put the Center back into the Central City