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Regional planning and development

# State of the Centers

Investing in our communities

January 2009



Metro | *People places. Open spaces.*

**In 1995**, Metro, with the help of residents in the region, adopted the 2040 Growth Concept to guide development over the coming decades. The Growth Concept identified more than three dozen centers across the region as the focus for redevelopment, multi-modal transportation and concentrations of homes and jobs.

This report contains profiles of each of those centers and is intended to help communities understand their current conditions as well as develop their aspirations for the future. The centers in our region are varied. Some support activities throughout the day and evening, some are more active in a concentrated time period.

For purposes of this discussion, we have highlighted six centers that host daily activity that ranges from 14 to 24 hours. These “typologies” can be used to help local leaders define how they want to maintain and enhance their communities as their populations continue to grow.

In the coming months, Metro will work with local leaders to understand how their local aspirations fit within the context of regional growth management, and will provide tools and assistance to help them achieve their stated aspirations.

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# State of the Centers

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# State of the Centers

## Where we are today



In 1995, with the support of the public and elected officials of the region, Metro adopted the 2040 Growth Concept as a vision to guide growth and development over the coming decades. The Growth Concept calls for maintaining the region's connections with nature, preserving existing neighborhoods, strengthening employment and industrial areas, and concentrating growth in designated centers and corridors. By adopting the 2040 Growth Concept, the region committed to create compact, vibrant communities and to protect the region's farm and forestland.

The 2040 Growth Concept designates 37 Centers across the region as the focus for redevelopment, multi-modal transportation and concentrations of households and employment. Over the last ten years, local governments have taken numerous actions to create vibrant centers including amending their comprehensive plans, providing financial assistance and investing in essential public

*The State of the Centers report is intended to help communities understand their current conditions and develop their aspirations for the future.*

infrastructure. Centers vary greatly in geographic size, urban form and transportation access. Some, such as the undeveloped Pleasant Valley Town Center, have only recently been included in the Metro urban area, while others, such as St. Johns Town Center, reflect early twentieth century streetcar-era development patterns. Each of the centers is truly unique.

The Portland region is enjoying an increase of new activity and interest in its urban communities. With this growth a new generation of main street retailers, restaurateurs, and coffee shops is flourishing, bringing life, energy and activity to communities. In part, this growth

has occurred because the Portland region is simply a great place to live, a great place to visit and a great place to work. But the other, reason is the thoughtful planning and strategic investments made by public and private partners to bring jobs, homes and businesses to our communities. Cities across the region have taken many actions and have had much success in activating their centers, despite this, many jurisdictions have further aspirations.

The State of the Centers Report is intended to facilitate discussion about local aspirations for the future and to compliment the many actions taken by the region's cities.

The State of the Centers report presents three separate sections to further support implementation of the 2040 growth concept, including:

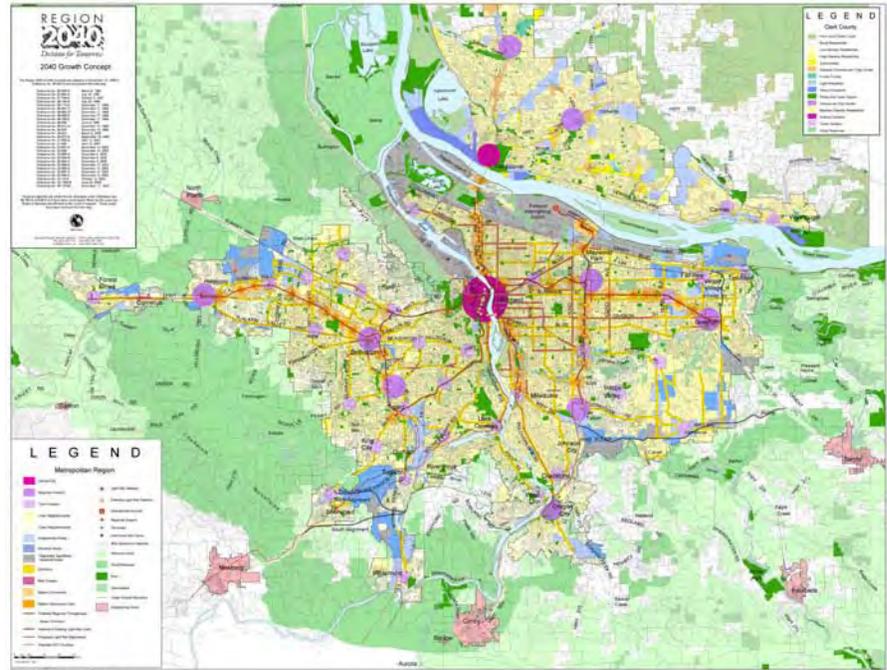
### Activity spectrum and typologies

that provide examples of successful centers in the Portland area that can be used to better understand relationships between transit, people per acre, urban form and the diversity of businesses in a vibrant community. More specifically, this analysis looks at certain businesses as 'urban amenities' that help create desirable local destinations and raise the activity levels of centers. These 'Urban Living Infrastructure (ULI)' businesses include brewpubs, bookstores, and coffee shops, among others.

### Regional and town center descriptions

that illustrate current population and employment concentrations as well as the number of ULI businesses. The report also provides current statistics on each centers' residents, including median age, income and household size, current park and transit services, and key infrastructure for center development. These data represent a snapshot in time and will be updated periodically.

**A publications list** summarizes a number of publications that Metro has prepared to assist local communities develop their centers.



The State of the Centers report is particularly timely now, as the region moves toward a series of growth management decisions including how to meet the growth needs for the next 20 years, the size and location of urban and rural reserves for a 40 to 50 year time period, and the region's transportation priorities. These decisions will be made in a time when limited financial capacity makes the return-on-investment calculations even more important.

The aspirations that a community has for its center, and the actions communities are willing to take to achieve those aspirations, will help support these centers as vibrant places. The State of the Centers report is intended to help

communities understand their current conditions and develop their aspirations for the future. Metro is committed to providing on-going assistance for achieving high-performing, vibrant centers across the region.

This report reflects current development and geographies of all of the centers in the Metro region using the most up-to-date data available. As a first draft, we are prepared to revise and add additional measures over time to make it more useful. We welcome questions and suggestions and value your input. Centers, like all places, are dynamic and constantly evolving, and we anticipate the need to update the information in this report over time.

# Local Aspirations

## What type of place do you want to be?



Making a vision a reality is no simple task. Often when people are asked to describe what they want their community to be like in the future they use descriptions of how it should look and function. They describe the businesses that would anchor the community and the amount of people coming and going on the street. Vibrant communities come in many varieties and, unfortunately, what makes them work is not easily derived from a simple formula. There are, however, a number of steps communities can take to encourage the development of a successful center. Most importantly, a successful, vibrant center needs a critical mass of people, both residents and workers, to sustain local businesses and to provide for efficient transit and other services. This base population can leverage a community's ability to create the kind of place it desires. The State of the Centers report provides information and tools for Metro area communities to examine, and to evaluate what kind of center they aspire to be, what their center could look like and what steps might be needed to get there.

### **The Activity spectrum and typologies**

The Activity Spectrum and the associated Typologies are two comparative tools that can help communities in understanding

### *How to use the Activity Spectrum and Typologies*

*All places are unique and there is no one formula that would change an aspiring community into a vibrant center. The Activity Spectrum and Typologies provide an in-depth look at vibrant centers and can serve as benchmarks for comparison with the existing conditions of the Regional and Town Centers. The information presented here is aimed at assisting local communities in achieving the community aspirations they have envisioned.*

and discussing their community aspirations. The first tool, the Activity Spectrum, shows successful centers of various sizes and activity levels. The intention of the tool is to provide reference points that can be used to establish specific population targets in order to achieve a community's aspiration. The Activity Spectrum uses six different districts within the City of Portland - three small neighborhood districts, similar to 2040 Main Streets or smaller Town Centers, and three large districts similar to 2040 Regional Centers or large Town Centers. They were selected to represent the wide range of possibilities for development in centers throughout the region, and their specific geographies have been selected for their compact mixed-use nature. These districts exhibit desirable characteristics such as an active pedestrian environment, access to a variety of transit options,

and a successful mix of retail, employment and housing that make many of them active during the day or through the evening.

The different districts are called 'Typologies' because they represent varying types of successful centers. An in-depth look at socio-geographic form using three primary indicators - Urban Amenities (ULI businesses as explained in the previous section), demographics and urban form are provided. Demographics include the number of people living and working in the district. Urban form is represented by the 'Floor Area Ratio' (FAR) which is the ratio of building area to lot size, and is a good measure of how intensely the land is being utilized.

### Urban amenities

The data from the Activity Spectrum and Typologies show that there is a basic relationship between the number of people living and working in a given district and the number of urban amenities. As the number of total people (residents plus employees) goes up, so does the number of amenities. In addition the data show that there is variety in intensity, and for the most part, the lower the FAR the lower the number of amenities. Interestingly, the majority of the most intensely developed areas in the region are primarily two to four stories in

height. This shows that successful centers can take on many different forms and, with only moderately tall buildings, can accommodate a significant portion of the region's households.

### About the data

Geographic data are from Metro's Regional Land Information System (RLIS), a comprehensive set of geographic layers for the metropolitan region. The center boundaries reflect the definitions adapted by local jurisdictions and provided to Metro. Aerial imagery was taken in July 2007. Demographic and business data are derived from the Environmental Systems Research Institute (ERSI, [www.esri.com](http://www.esri.com)) and infoUSA ([www.infousa.com](http://www.infousa.com)). Whenever possible, we have updated the businesses' data with local sources in order to provide the most up to date and accurate portrayal of the centers possible. The geographic areas used for these Typologies (and center descriptions) assumes that parks, streets and highways are not developable land and therefore are net areas and not the total gross acreage.

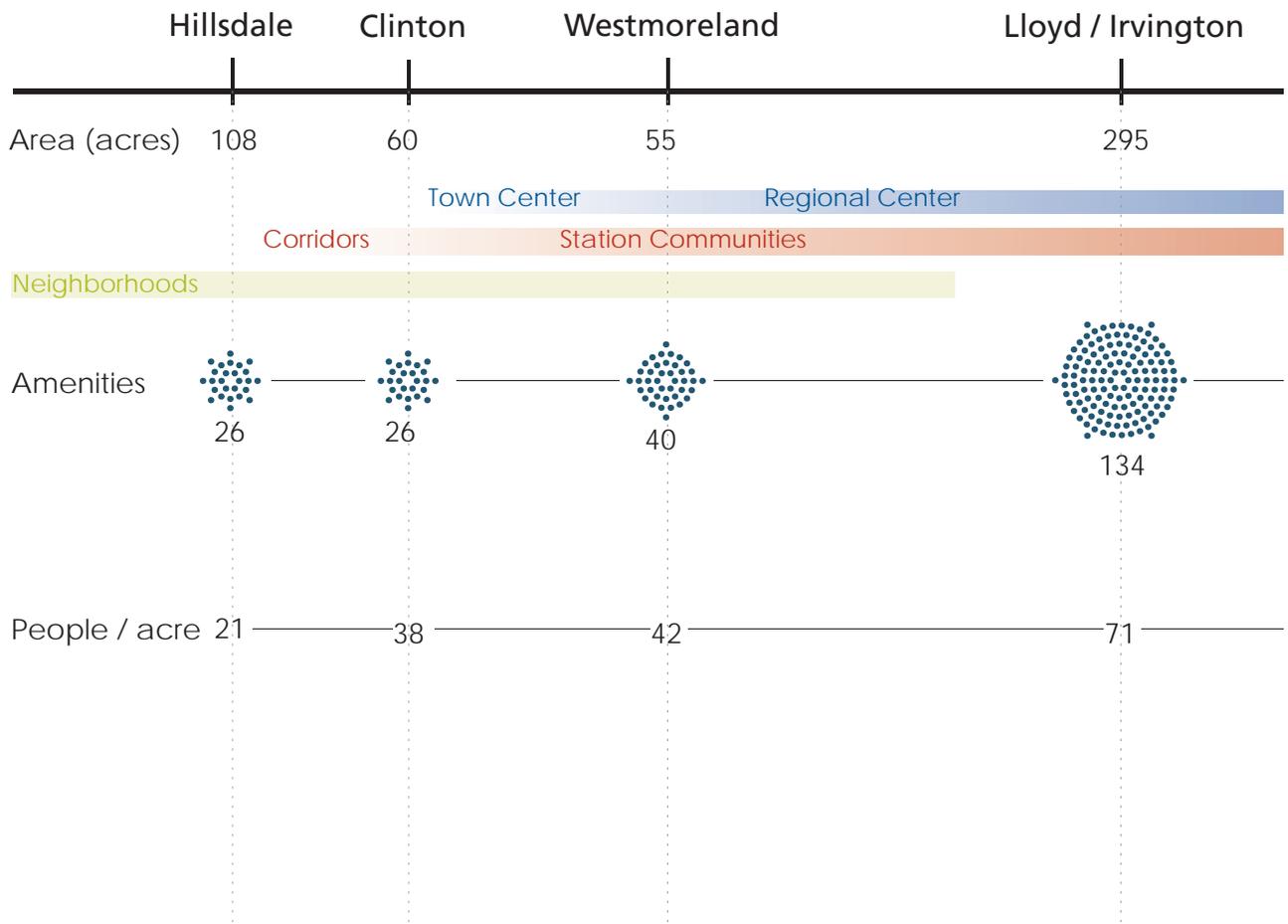
the left gives a sample of a center's ULI amenities.

There are many ways to display similar statistics, and we have attempted to provide statistics that illustrate the best comparisons possible. For instance, in each of the Regional and Town Center descriptions, the centers are compared to either unweighted Town Center averages or unweighted Regional Center averages. All centers are different and have varying geographies. Some, such as the Hollywood Town Center, are small primarily mixed-use areas, but surrounded by large residential areas. Others, like Forest Grove, have comparatively small populations, but have unique circumstances (Forest Grove has a large student population not included in census population numbers). As stated in the report's introduction, all centers are constantly evolving as new residents arrive and businesses grow or change hands. The data provided here gives a general picture of the state of each center, but it is also important to look for other circumstances that make each center unique.

Amenities		
Bakery		1
Bar		0
Bike Shop		0
Book Store		1
Brew Pub		0
Child Care		1
Cinema		1
Clothing Store		19
Coffee Shop		6
Deli		0
Dry Cleaner		2
Fast Food Restaurant		6
Fitness Gym		0
Full Service Restaurant		24
Garden Store		0
Grocery Store		4
Ltd Service Restaurant		1
Music Store		0
Wine Bar/Sales		1

The Urban Living Infrastructure (ULI) amenities are a set of land use amenities that together comprise an active urban environment. These characteristics of place are based on the work of Urban Living Infrastructure Report commissioned by Metro and written by Johnson Gardner in June 2007. The box to

# ACTIVITY SPECTRUM



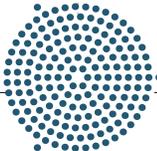


Nob Hill

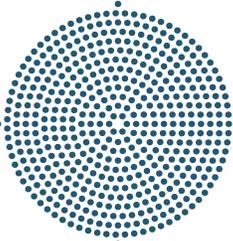
Downtown / Pearl District

358

754



174



485

99

216





# Typologies



# Downtown and the Pearl District

**FOCUS** | Employment, entertainment hub and tourist destination



## Activity level

24 hour

## Jobs to housing ratio

8:1

## Economic focus

Employment and Tourism

## Median household size

1.3

## Median household income (2007)

\$26,000

## Median age

36

## Home ownership

13%

## People per acre

216

## Dwelling units per acre

24

## Floor Area Ratio (FAR)

3:1

**Downtown and the Pearl District** include significant amounts of employment and businesses and an expanding housing stock. More than 13,000 residents live within a quarter mile of the district and during the day the district and this surrounding area host more than 75,000 workers. Additionally, the area is the primary tourist destination in the region, boasting multiple theaters, museums, restaurants and high-end retailers.

The area has a jobs to housing balance of 8:1, highlighting its primary function as the regional employment center. The area includes a substantial amount of housing stock in the form of urban-style condos and apartments, allowing for many to live and work within the district.

Downtown and the Pearl is considered a 24-hour activity center, with daytime uses that includes office jobs, high-end and specialty retailers, grocery stores, farmers markets, museums and many limited-service restaurants. Nighttime activity includes full-service fine dining restaurants, coffee shops, theaters, bars and nightclubs. Within the area there is a wide range of businesses, especially restaurants, coffee shops and specialty clothing stores, with an additional range of businesses that include: bars, bakeries, dry cleaners, fitness gyms, child care and book stores.

Residents, workers and visitors can easily access the area through a variety of transportation options. The area is served by multiple light rail lines, multiple bus lines, a streetcar system and pedestrian friendly streetscapes based on an urban style grid network and narrow streets. Additionally, this center serves as the central hub for all bus lines in the region, meaning most major bus routes stop in this district at some point. Auto access is prevalent with access to several major highways and thoroughfares that further support the area's accessibility to others from outside the region. Land values in this center allow for the strategic placement of structured parking throughout. Large, mixed-use parking structures and underground parking are prevalent. In addition, surface parking lots can also be found in key locations along the edge of the district. Various forms of public transit and walkable streetscapes help make the car a secondary choice for transportation into and out of the district.



# Nob Hill District

## FOCUS | Tourism and entertainment



### Activity level

24 hour

### Jobs to housing ratio

2:1

### Economic focus

Tourism and entertainment

### Median household size

1.4

### Median household

income (2007)

\$37,000

### Median age

34

### Home ownership

12%

### People per acre

99

### Dwelling units per acre

28

### Floor Area Ratio (FAR)

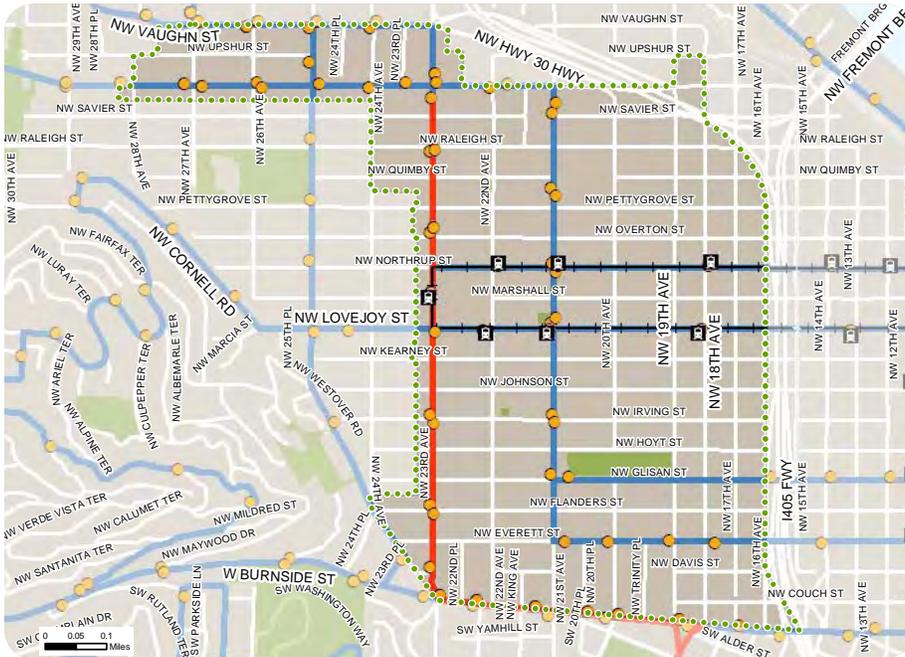
1.14:1

**The Nob Hill District** includes significant housing, employment and commercial businesses. It serves the local population and functions as a regional and tourist destination, because of its unique combination of fine dining, specialty foods, clothing and accessory retail. Including the immediate surrounding area the district has more than 8,500 residents and 13,000 workers. The area has a jobs to housing balance of 2:1, and while it is a hub for employment it also has a significant amount of housing providing considerable opportunity for those living in the district to also work in the district.

Nob Hill is considered a 24-hour activity location, with daytime office uses and supporting services such as limited service restaurants and other services such as a grocery and dry cleaning that can be easily accessed by workers and residents alike. Nighttime retail activities include restaurants, a cinema, bars and brew pubs. There are many businesses in the district especially restaurants, coffee shops and specialty clothing stores, with an additional range of businesses that include: bars, bakeries, dry cleaners, fitness gyms, grocery stores and bookstores.

Residents, workers and visitors can easily access the area through a variety of transportation options. The area is served by frequent bus service, a streetcar system and pedestrian friendly streetscapes based on an urban style grid network and narrow streets. Auto access is prevalent with access to several major highways and thoroughfares that further support the area's accessibility to others from outside the region. There is limited structured and surface parking in the area, however adequate on-street parking is available. Various forms of public transit and walkable streetscapes provide multiple travel options into and out of the district.

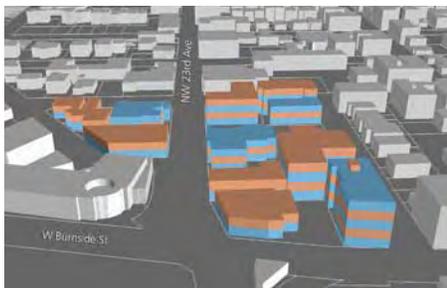
# 24-hour



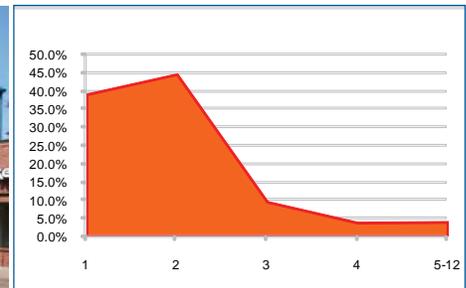
- Center boundary
- Light rail (under construction)
- Light rail
- Commuter rail stops
- Bus stops
- WES commuter rail
- frequent service
- Standard service
- Parks

Amenities		
Bakery		5
Bar		6
Bike Shop		6
Book Store		3
Brew Pub		2
Child Care		2
Cinema		1
Clothing Store		27
Coffee Shop		15
Deli		2
Dry Cleaner		4
Fast Food Restaurant		2
Fitness Gym		5
Full Service Restaurant		77
Garden Store		1
Grocery Store		9
Ltd Service Restaurant		1
Music Store		1
Wine Bar/Sales		3

Urban form of selected buildings



Distribution of building heights within the entire district



# Lloyd / Irvington District

## FOCUS | Shopping and employment



### Activity level

18 hour

### Jobs to housing ratio

7:1

### Economic focus

Shopping and Employment

### Median household size

1.5

### Median household

income (2007)

\$42,000

### Median age

37

### Home ownership

20%

### People per acre

71

### Dwelling units per acre

8

### Floor Area Ratio (FAR)

1.48:1

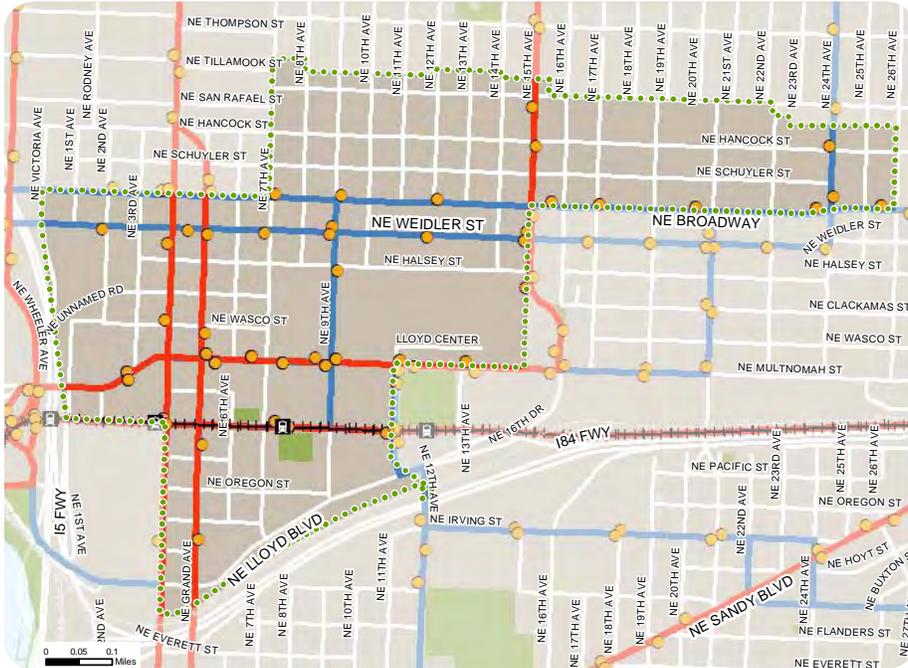
**Lloyd / Irvington** is a moderately populated district with an emphasis on employment and commercial retail activities. This district focuses on office and retail employment, which is highlighted by a regional shopping center and several large-scale office complexes. Additionally, the core of the center is surrounded by low to medium density housing in the form of single-family housing and several apartment buildings.

The area has a jobs to housing ratio of almost 7:1, which indicates that a large percentage of the workers in the center travel from outside the area to a job within the district. Additionally, the regional shopping center draws many trips in from outside the area.

The Lloyd / Irvington district is considered an 18-hour activity center, with a majority of daytime uses in the form of office jobs and retail employment. These uses are supported by many fast food and limited service restaurants as well as dry cleaners, child care and coffee shops. Nighttime activity includes a limited number of full-service fine dining restaurants, bookstores, specialty retail and a major movie theater.

As an employment and regional shopping destination, the area can be easily accessed by a variety of transportation options. The area is served by a light rail line for morning and evening commutes in and out of the district, as well as multiple bus lines. The automobile is the primary form of transportation in this district. Several major highways and thoroughfares provide access to the regional shopping and employment locations. The area is mainly comprised of surface and on-street parking with some structured parking attached to major employment/office locations. The street network tends to be a mix of small block grids in the residential neighborhood areas and "super blocks" in the office and shopping areas, making walking somewhat more difficult in several areas as wide streets and fast-moving traffic discourage pedestrian movement between the residential areas and the shopping/office areas.

# 18-hour



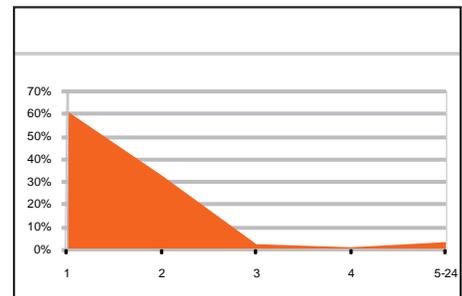
- Center boundary
- Light rail stops
- Commuter rail stops
- Bus stops
- Light rail
- frequent service
- Standard service
- Parks

Amenities		
Bakery		3
Bar		1
Bike Shop		3
Book Store		4
Brew Pub		0
Child Care		4
Cinema		1
Clothing Store		29
Coffee Shop		13
Deli		0
Dry Cleaner		4
Fast Food Restaurant		10
Fitness Gym		2
Full Service Restaurant		52
Garden Store		0
Grocery Store		1
Ltd Service Restaurant		1
Music Store		4
Wine Bar/Sales		1

Urban form of selected buildings



Distribution of building heights within the entire district



# Westmoreland District

**FOCUS** | Specialty retail, small town feel



## Activity level

18 hour

## Jobs to housing ratio

3:1

## Economic focus

Shopping and dining

## Median household size

1.8

## Median household

income (2007)

\$49,000

## Median age

41

## Home ownership

55%

## People per acre

42

## Dwelling units per acre

9

## Floor Area Ratio (FAR)

.41:1

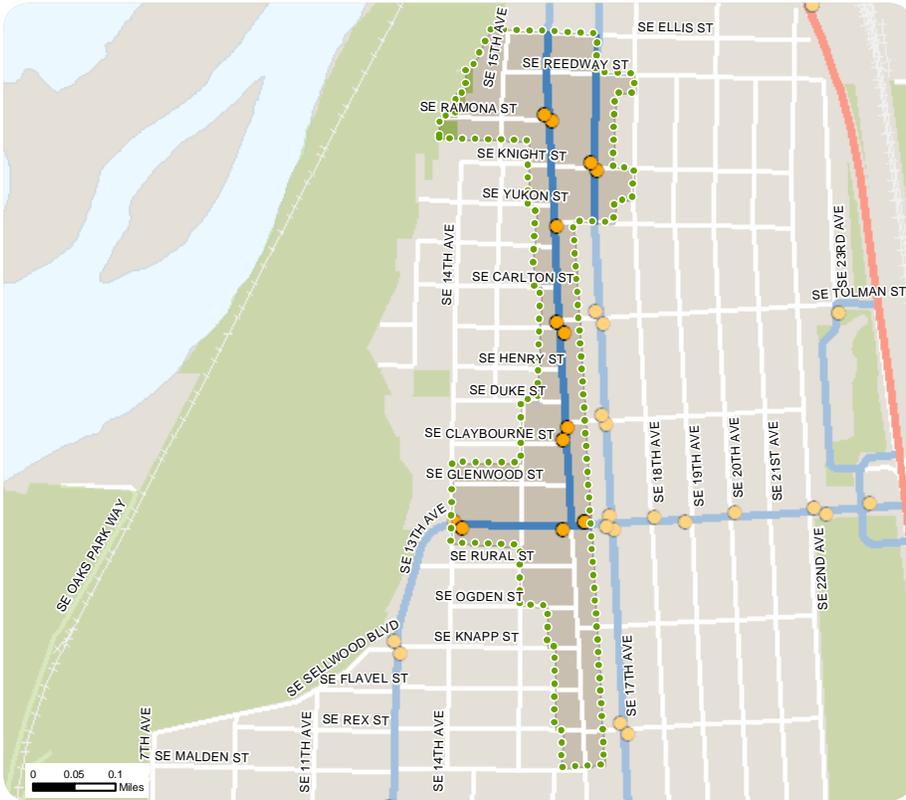
**Westmoreland** is a moderately populated district with an emphasis on dining and specialty retail shopping. It serves the local population and functions as a regional and tourist destination because of its unique combination of fine dining, specialty foods and clothing and accessory retail. The area was historically considered a Main Street. Today, it still serves the same purpose but it has evolved into a destination location.

The area has a jobs to housing balance of almost 3:1, and while it is a hub for specialty retail it also has a significant amount of housing in the surrounding area. The majority of the housing is single-family residential, of which 55 percent is owner occupied. The majority of the jobs in the district are retail oriented, meaning that most people leave the area to work.

Westmoreland is considered an 18-hour activity center, with a majority of daytime uses in the form of grocery stores, garden stores, clothing stores and coffee shops. Nighttime activity includes several bars, two cinemas and multiple full-service restaurants.

As a regional shopping destination, the majority of access comes in the form of automobile traffic. Parking is handled by multiple surface lots and considerable on-street parking. Additionally, parking tends to move into the residential neighborhoods during peak dining and shopping times. The area is served by bus lines, with a frequency of 15-minute head-ways and multiple stops. The street network is mainly small block in nature with narrower residential streets just off the main thoroughfare. This street network promotes pedestrian movement throughout the district.

# 18-hour



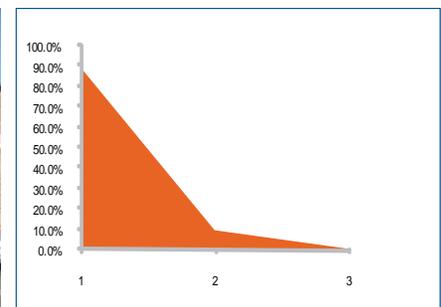
- Center boundary
- Light rail stops
- Commuter rail stops
- Bus stops
- Light rail
- frequent service
- Standard service
- Parks

Amenities		
Bakery		0
Bar		3
Bike Shop		1
Book Store		1
Brew Pub		0
Child Care		0
Cinema		2
Clothing Store		7
Coffee Shop		5
Deli		0
Dry Cleaner		2
Fast Food Restaurant		0
Fitness Gym		1
Full Service Restaurant		16
Garden Store		0
Grocery Store		1
Ltd Service Restaurant		1
Music Store		0
Wine Bar/Sales		0

Urban form of selected buildings



Distribution of building heights within the entire district



# Clinton District

## FOCUS | Dining and entertainment



### Activity level

18 hour

### Jobs to housing ratio

2:1

### Economic focus

Dining and entertainment

### Median household size

1.95

### Median household

income (2007)

\$50,000

### Median age

34

### Home ownership

44%

### People per acre

38

### Dwelling units per acre

11

### Floor Area Ratio (FAR)

.55:1

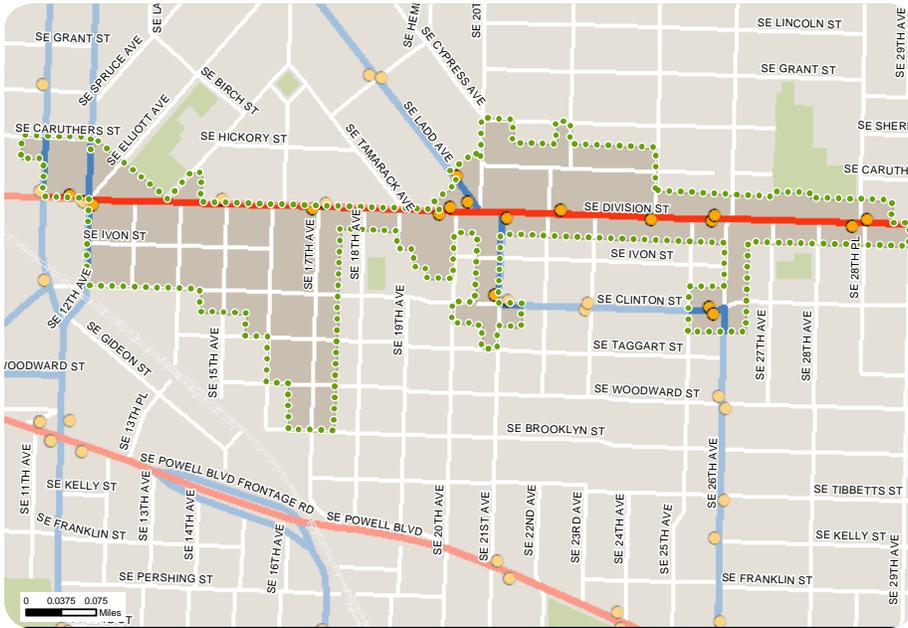
**Clinton** is a moderately populated district with a focus on dining and entertainment. There are several full service restaurants and bars in this district, a movie theater and a specialty video rental store. The area also includes a number of coffee shops, vintage clothing stores and record shops. This unique district serves the local population and is also a popular scene for younger people to come and hang out at the local bars and restaurants. Ample outside seating is present at most of the restaurants, cafes and bars.

The area has a job to housing balance of 2:1 which, coupled with its low employment numbers, indicates that many of the residents of the area leave to go to work. The majority of the employment is centered around retail, restaurants and entertainment activities. The housing stock is primarily from the early 20th century and includes a mix of single-family residential and multi-family structures of which 44 percent is owner occupied. Significant infill development has also been prevalent in this area primarily in the form of duplexes and condominium development.

Clinton is considered an 18-hour activity center, with a majority of daytime uses in the form of coffee shops, clothing stores and music stores. Nighttime activity includes full-service and limited-service restaurants, as well as multiple bars and theaters.

The Clinton district is accessed through several different transportation options. The district is a network of narrow streets and small blocks, making it very pedestrian friendly. Additionally, Clinton is an official bike boulevard, making bike travel a viable and often-used option. Several bus lines cross through this district with multiple stops and short headways. The area has frequent bus service to assist in the movement of workers into and out of the district during morning and evening peak travel times.

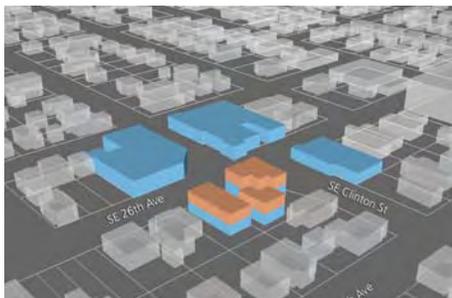
# 18-hour



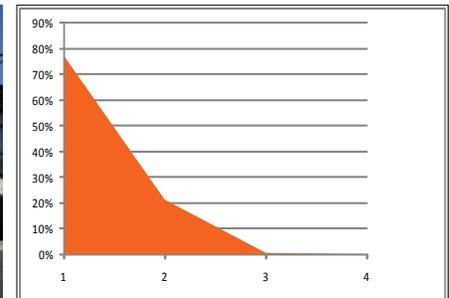
- Center boundary
- Light rail stops
- Commuter rail stops
- Bus stops
- Light rail
- frequent service
- Standard service
- Parks

Amenities		
Bakery		0
Bar		5
Bike Shop		1
Book Store		0
Brew Pub		0
Child Care		0
Cinema		1
Clothing Store		2
Coffee Shop		3
Deli		0
Dry Cleaner		0
Fast Food Restaurant		0
Fitness Gym		0
Full Service Restaurant		8
Garden Store		0
Grocery Store		2
Ltd Service Restaurant		1
Music Store		2
Wine Bar/Sales		0

Urban form of selected buildings



Distribution of building heights within the entire district



# Hillsdale District

## FOCUS | Dining and local services



### Activity level

14 hour

### Jobs to housing ratio

3:1

### Economic focus

Dining and local services

### Median household size

2.08

### Median household

income (2007)

\$55,000

### Median age

33

### Home ownership

36%

### People per acre

29

### Dwelling units per acre

10

### Floor Area Ratio (FAR)

0.38:1

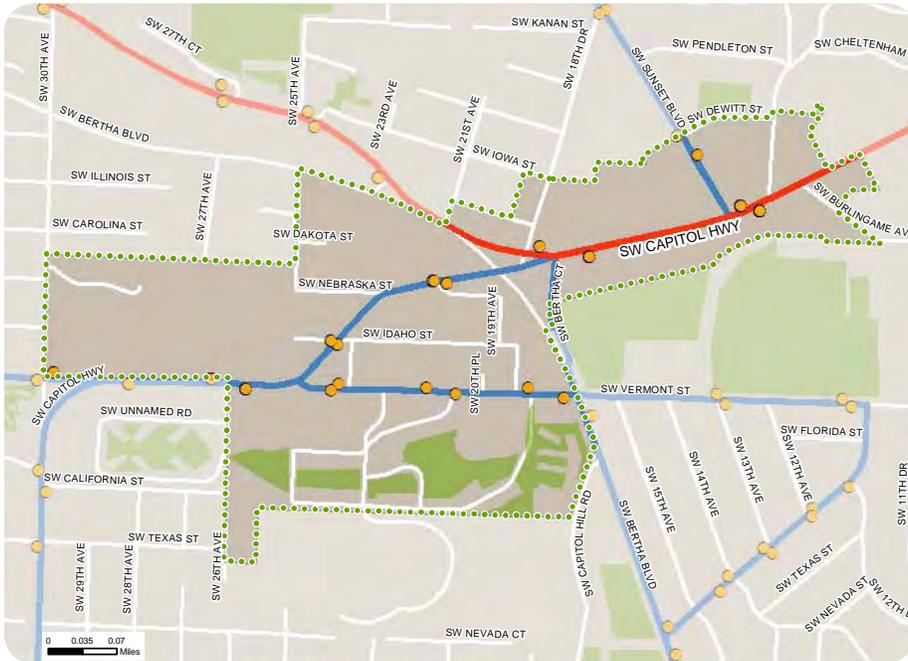
**Hillsdale** is a district with a more suburban, single-family residential feel. The area was historically considered a Main Street, serving the local population. Today, the area is still primarily geared toward serving the local population, but the main street is now a state highway and significant efforts have been made or are underway to improve the pedestrian environment. Despite having a state highway as the main street in this district, it has evolved into a destination location for restaurants and a farmers market. The area also has several trails and schools within walking distance from the district.

The area has a job to housing balance of 3:1, but the total number of jobs is actually quite low. This would indicate that a majority of the population leave the area to work, while any jobs found within the center are predominantly retail or restaurant focused. Housing in the district is mainly single-family residential with some multi-family housing located in clusters near the main highway.

Hillsdale is considered a 14-hour activity center, with a majority of daytime uses in the form of coffee shops, clothing stores and child care. Nighttime uses are centered around the restaurants found in the center. There are no bars or nightclubs located within the Hillsdale center.

Hillsdale is accessed predominantly via the automobile. The area displays a more curvilinear street pattern, with a lack of sidewalks in some areas. Parking is generally found in surface lots and on street. The use of parking structures is limited due to land values and uses in this center. Frequent bus and several other buses serve Hillsdale, providing public transit to the area.

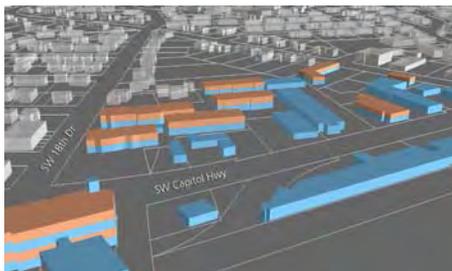
# 14-hour



- Center boundary
- Light rail stops
- Commuter rail stops
- Bus stops
- Light rail
- frequent service
- Standard service
- Parks

Amenities		
Bakery		2
Bar		0
Bike Shop		0
Book Store		0
Brew Pub		0
Child Care		4
Cinema		0
Clothing Store		4
Coffee Shop		6
Deli		2
Dry Cleaner		4
Fast Food Restaurant		2
Fitness Gym		1
Full Service Restaurant		22
Garden Store		0
Grocery Store		1
Ltd Service Restaurant		4
Music Store		0
Wine Bar/Sales		0

Urban form of selected buildings



Distribution of building heights within the entire district

