

# Northwest District Plan

## Exhibit B: Appendices



*Recommended Draft  
April 2003*



Image Courtesy University of Oregon



CITY OF PORTLAND, OREGON  
BUREAU OF  
**Planning**

For more information on the *Northwest District Plan* project, please contact:

Portland Bureau of Planning  
1900 SW 4<sup>th</sup> Avenue, Suite 4100  
Portland, Oregon 97201

**Phone:** 503/823-7700

**Fax:** 503/823-7800

**TDD:** 503/823-6868

**E-Mail:** [pdxplan@ci.portland.or.us](mailto:pdxplan@ci.portland.or.us)  
Re: Northwest District Plan

**To help ensure equal access to information, the City of Portland Bureau of Planning offers accommodation to persons with disabilities. Call 503-823-7700 in advance to arrange for accommodation.**

**TTY:** 503-823-6868

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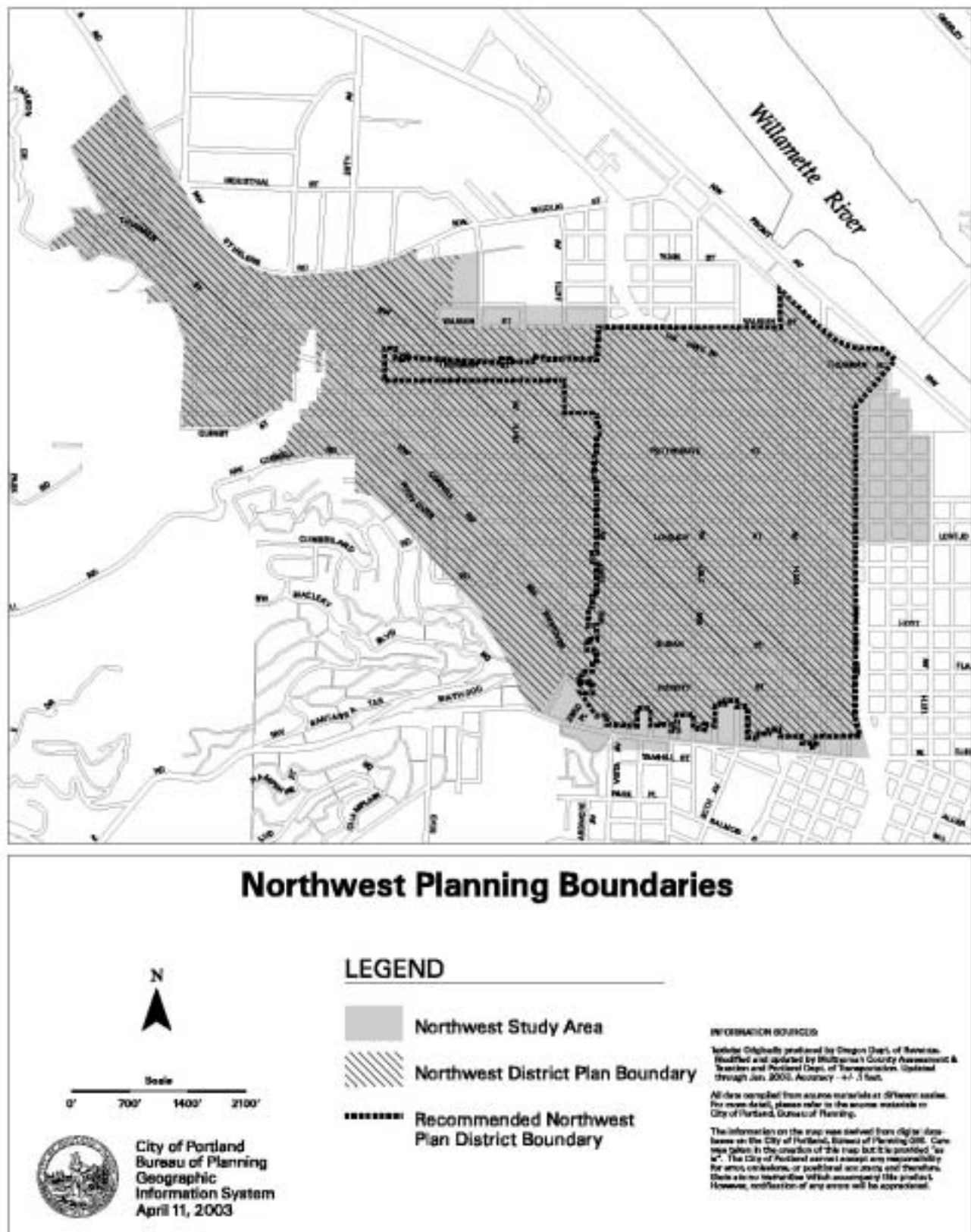
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## Appendix A: Northwest District History

This appendix briefly summarizes the Northwest District's rich history. Understanding the district's past provides an overall context for the plan and helps clarify some of the issues directly addressed by plan proposals. This section is based on research by Carl Abbott and others that is contained in the 1999 NWD *Neighborhood Plan*.

### Donation Land Claims and Early History, 1840s - 1883

The history of the Northwest Portland area during the nineteenth century is closely bound to the early growth of Portland as a whole. During this period, Portland grew from a small trading village in the late 1840s to a bustling metropolis that by the end of the nineteenth century served as the commercial crossroads for much of the Pacific Northwest.

The 1840s through 1860s saw the Northwest Portland area's first permanent residents, and limited economic development based on direct use of natural resources—water for city consumption, land for farming and industries such as lumber milling and leather tanning. Most of the future Northwest Portland neighborhood, however, remained uncleared and undeveloped.

The Northwest Portland area contains all or part of four original Donation Land Claims. In 1845 Captain John Heard Couch, a wealthy mariner from Massachusetts, laid claim to 640 acres of land north of the original Portland town site, in what is now Northwest Portland and the River District. He chose the area for its proximity to the Columbia and Willamette Rivers. Couch's addition to the city of Portland was recorded in 1865. In 1850, William Blakiston claimed 200 acres directly north of the Couch claim. He eventually lost his land due to bad business dealings and litigation. Danford Balch settled in 1850 on the land northwest of the Couch and Blakiston claims. His land was divided and changed hands after his death in 1859. In the 1860s the Balch land played an important role in the city's water supply. Amos King claimed the remaining 535 acres after arriving in Portland in 1849, operating a tannery there.

In 1865 Couch platted the first subdivision in Northwest Portland between what are now Ankeny and Kearney Streets. At that time the streets were not named, but were simply assigned a letter, in alphabetical order. The area came to be called the Alphabet District. In 1891 the streets were renamed after prominent figures in Portland's history while preserving the alphabetical sequence.

Much of Northwest Portland was officially platted into blocks and lots between 1869 and 1872. The area south of Hoyt and east of 15<sup>th</sup> was subdivided into standard 200 x 200 foot blocks by the early 1860s. Between 1866 and 1872 the same grid was extended in several stages westward to 19<sup>th</sup> and northward to Savier, and eventually to the Willamette River with Watson's Addition (on part of the Blakiston Donation Land Claim). In 1870, Couch's widow and George Flanders subdivided the remaining western reaches of their Donation Land Claim with double-sized 200 by 460 foot blocks. This larger grid set the standard for subsequent subdivisions of the King and Balch Donation Land Claim lands.

In the 1870s and 1880s, railroad construction connected Portland to the rest of the Northwest and the nation, spurring a period of rapid growth during which the city's population more than doubled. During this time, the nearby Willamette River waterfront became a bustling center of

warehouse and commercial activity and Northwest Portland became an important focus for the city's residential and institutional growth. In the 1870s, while the blocks between 10<sup>th</sup> and 16<sup>th</sup> streets began to be filled with modest housing for workers employed in the nearby waterfront warehouses and mills, the large blocks west of 19<sup>th</sup> Street began to attract the city's elite. The 200 by 460 foot blocks between 19<sup>th</sup> and 21<sup>st</sup> streets (and later, further west) provided space for large homes with ample grounds, and were comfortably distant from the riverfront industrial areas. Among the prominent Portland families who built mansions in the area were the Couches, Flanders, Glisans, and Weidlers. Portlanders began to refer to the area as "Nob Hill" in imitation of San Francisco's prestigious Nob Hill. Nearby, modest middle-class housing began to fill the smaller blocks east of 19<sup>th</sup> Street, and served to buffer the Nob Hill elite from the working-class neighborhoods and industrial riverfront to the east.

The 1870s also witnessed the establishment of important institutions in Northwest Portland. Many of these institutions were attracted to the area's relatively large tracts of land and pleasant setting. Among the early institutions were the Bishop Scott Grammar School (established 1870), located west of 19<sup>th</sup> Street between C and E streets; and Good Samaritan Hospital (established 1875), originally located at 21<sup>st</sup> and L streets.

### **The Progressive Era, 1884 - 1914**

In the 1880s and 1890s, Nob Hill's status as an elite neighborhood was reinforced by the continued development of grand houses for Portland's wealthy. This growth was facilitated by the introduction of streetcars, first drawn by horse and later, by the 1890s, powered by electricity. By the end of the nineteenth century, streetcar lines were located along lengthy portions of Burnside, Northrup, Thurman, 16<sup>th</sup> and 23<sup>rd</sup> streets, and along smaller segments of several other streets in the area. The westward expansion of the streetcar system allowed residential development in the western portions of the Northwest Area, including the Balch Donation Land Claim and Willamette Heights, which were developed primarily after 1900. Another development initiated by the streetcar was the increasing concentration of commercial uses along the streetcar lines on Burnside, 16<sup>th</sup>, 23<sup>rd</sup>, Thurman, and Savier streets.

By the 1890s, the area to the east of 17<sup>th</sup> Street was filled with middle- and working-class housing, and also by a number of religious institutions serving the area's many northern European immigrants (including a notable concentration of Scandinavian churches). During the same period, several of the area's prominent families built middle-class housing for speculative purposes in the blocks between 17<sup>th</sup> and 19<sup>th</sup> streets.

There was also heavy residential and commercial development in two clusters at the northern edge of Northwest Portland in the 1880s and 1890s. One cluster started around Raleigh, Thurman, 21<sup>st</sup>, and 23<sup>rd</sup> and spread westward along the Savier and Thurman streetcar lines to 27<sup>th</sup>. The second cluster developed north of Overton and east of 20<sup>th</sup>. These areas, which offered easy access to the riverfront lumber mills and shipyards, were developed largely with modest working-class cottages. These northern areas of Northwest Portland became known as "Slabtown" because workers heated their homes with cast-off ends and slabs that piled up at the sawmills.

A catalytic event in the history of the Northwest Area, and Portland, was the Lewis and Clark Exposition of 1905. The exposition attracted 1,588,000 visitors, including over 400,000 from beyond the Pacific Northwest. The entrance plaza and main gate was at the northwest corner of 26<sup>th</sup> and Upshur, and most of the exhibition buildings were on the bluff around the present locations of Vaughn and Wilson streets.

The exposition earned Portland national recognition and initiated a substantial surge of citywide growth. In Northwest Portland, the exposition and the period that followed brought new housing types to the area. Hotels and apartment buildings were constructed to accommodate fairgoers, and the surge in construction of apartment buildings in the area continued until World War I. A wide range of apartment buildings, ranging from duplexes and fourplexes designed to blend in with single family houses to large luxury apartment buildings, began to dot Nob Hill and its fringes. Such buildings provided affordable alternatives for Portlanders who wanted the attractions and convenience of a Northwest Portland address but who could not afford a single family house.

Another great influence for change in Northwest Portland in the early twentieth century was the expansion of railroad spurs and warehouses east of 16<sup>th</sup> Street. This transformation displaced the working class neighborhood that had existed there and that had buffered Nob Hill from the riverside industrial areas. Along with the growing numbers of middle-class apartment buildings, the shift of working-class population toward the west contributed to a significant rise in the proportion of rental housing around Nob Hill. The area between 16<sup>th</sup> and 19<sup>th</sup> streets became a thin and eroding buffer of middle class housing intermixed with apartments and commercial uses, and also became the new location of several Scandinavian churches displaced from areas east of 16<sup>th</sup> Street.

West of Nob Hill, the decade before World War I brought an expansion of single family housing for the upper middle class of retailers and professionals. Further west, Willamette Heights continued to attract new upper-income residents.

During this period, the Nob Hill area also attracted a growing number of important religious institutions. Among the imposing church buildings constructed were Trinity Episcopal Church (1905) at 19<sup>th</sup> and Everett, and the First Church of Christ, Scientist (1911) on Everett between 18<sup>th</sup> and 19<sup>th</sup> streets.

### **The Motor Age, 1914 – 1940**

After World War I, increasingly widespread automobile ownership and the growth of commercial trucking brought significant changes to Northwest Portland. Automobile ownership allowed middle- and upper-class households to buy new houses in areas further removed from the central city. Well-to-do families that had previously built homes in Nob Hill now increasingly situated themselves in new neighborhoods in the West Hills and elsewhere, such as Westover, King's Heights, Council Crest, and Dunthorpe.

During the same period, manufacturing and distribution business increasingly relied on trucks, which demanded larger tracts of land for parking and maneuvering. One result was an increasing demand for industrial land on the northern and eastern fringes of Northwest Portland. The

impacts on Northwest Portland brought about by the expansion of trucking and the dispersal of upper-class families afforded by the automobile were rapid. By 1924, the area was being described as a “zone in transition” in which single family housing was giving way to apartments, institutions, commerce, and industry.

By the 1920s, new single family housing construction was confined to areas west of 23<sup>rd</sup> Street and north of Marshall, both on the flatter land surrounding the new Chapman School and in the Willamette Heights subdivision. The same period saw the steady erosion of Slabtown as a viable working class neighborhood, as truck-oriented businesses displaced housing.

In Nob Hill, new construction was primarily apartment buildings, which often replaced the large Victorian mansions. The new apartments ranged from mid-sized and mid-priced units to a number of luxury apartments that continued to attract upper-class residents. The large number of apartment buildings built in Northwest Portland during the 1920s helped make it one of the most densely-populated areas of Portland during the inter-war period.

The establishment in Northwest Portland during the 1920s of new religious institutions serving Jewish and Catholic congregations reflected the social changes of this period. Among the most prominent new religious buildings were the Immaculate Conception Cathedral (1925) at 18<sup>th</sup> and Couch streets, and the Beth Israel Synagogue (1927) at Glisan and 19<sup>th</sup> streets.

### War and Post War, 1941 - 1967

The massive war production effort that followed the United States entry into World War II brought continued change to Northwest Portland. Because Northwest Portland was close to the factories of the Guilds Lake area and the riverfront, its old houses were especially attractive for conversion to smaller rental units, accelerating a trend that had started in the 1930s.

The suburbanization that followed World War II also amplified previous trends. The upper crust, the middle class, and families with children left the big houses of Northwest Portland for new suburban houses. Many were torn down in the 1950s and 1960s for parking lots and for commercial redevelopment. Others were converted into office space. The continued growth of trucking-based distributing companies further eroded the housing base of Slabtown.



Uptown Shopping Center, 1951. Oregon Historical Society photo.

During the post-war period, city officials sought to use the new federal urban renewal program to further accelerate the transition of Northwest Portland from a residential neighborhood to an



industrial district. In 1952, work by the Housing Authority of Portland resulted in a Vaughn Street redevelopment plan, which proposed to remove 500 old residential buildings housing 1000 households north of Savier Street to make the area available for warehousing and light industry. However, the bond issue necessary to implement the plan failed to gain the support of Portland voters. Protest from the neighborhood blocked revival of the Vaughn Street project in 1953.

Despite the defeat of the Vaughn Street project, Northwest Portland in the 1960s continued to look like a neighborhood in decline. The City of Portland's *Community Renewal Study* of 1967 concluded that Northwest Portland was a depressed area. Five years later, the Columbia Region Association of Governments classified all of Northwest Portland, except for Willamette Heights, as "blighted."

### **The Contemporary Era, 1968 - 1990**

The 1970s and 1980s were another era of substantial change in Northwest Portland. During this period, strong political leadership and successful planning stemmed the decline of the central city, and renewed public interest in older houses and neighborhoods brought about the conservation of older residential areas.

Northwest Portland played a major part in the redirection of planning policies between 1969 and 1975. In 1969, opposition by the newly formed Northwest District Association (NWDA) to Portland Development Commission (PDC) plans for a multi-block land acquisition and clearance, requested by Good Samaritan Hospital and Consolidated Freightways, led to City Council's support for development of a comprehensive plan for the neighborhood (adopted by City Council in July 1975). Among the early goals of the NWDA were to preserve the blocks west of 21<sup>st</sup> Avenue for housing and to influence the route and design of the planned I-505 freeway connector (plans for which were subsequently abandoned, after neighborhood opposition).

If the 1970s were the decade of social revitalization, the 1980s brought economic change. In the later 1980s, careful reinvestment transformed the old streetcar main street of 23<sup>rd</sup> Avenue into a trendy specialty retail district. Since the late 1980s, there has also been renewed interest in Northwest Portland as a residential choice. Besides the renovation of old residential structures, this interest led to the construction of many new rowhouses, which sometimes involved the controversial removal of turn-of-the-century houses.



## Appendix B: Existing Conditions

Northwest Portland is a complex inner-urban area, with a rich diversity of land uses, people, businesses, infrastructure, services and amenities. This chapter summarizes some of these neighborhood elements and systems. It is meant to record the current conditions, both positive and negative, that influence daily life in Northwest Portland and to provide a context for the policies and implementing measures of this plan.

### Land Use<sup>1</sup>

This section provides information on the types of land use activity found in the portion of the project area generally bounded by West Burnside Street on the south, I-405 and NW 12<sup>th</sup> Avenue on the east, NW Vaughn Street and NW St. Helen's Road on the north, and the crest of the adjacent hill west of Westover Road on the east. This area is approximately 803 acres in size with 535 acres within taxlots and about 268 acres devoted to rights-of-way. It includes a large part of the Northwest District Association (NWDA) neighborhood and a small portion of the Pearl District neighborhood. The industrial portion of NWDA north of NW Vaughn Street lies within the Guild's Lake Industrial Sanctuary. The generalized land use pattern is shown on Map B-1.

### Overview

The Northwest Study Area contains a diverse mix a mixture of residential, commercial and industrial land uses, reflecting its history as one of the city's most densely settled and complex urban areas. Existing commercial uses, especially retail operations are primarily located along established "main streets," such as NW 21<sup>st</sup> and NW 23<sup>rd</sup> Avenues, West Burnside Street, and to lesser degrees NW Thurman Street and NW 19<sup>th</sup> Avenue. Much of the area along NW 23<sup>rd</sup> and NW 21<sup>st</sup> Avenues, as well as portions of the south side of NW Thurman Street are characterized by storefront commercial development types. Industrial uses are primarily located north of NW Thurman Street and near the I-405 freeway. Both single dwelling and multi-dwelling residential uses are located throughout the study area and help to define, and support the commercial corridors. Multifamily residential development is relatively more common east of NW 23<sup>rd</sup> Avenue, with single family structures becoming predominant west of NW 23<sup>rd</sup> Avenue. The area between NW 23<sup>rd</sup> and NW 21<sup>st</sup> Avenues consists primarily of multi-dwelling residential uses, including mid-rise apartments and converted single-dwelling structures.

Good Samaritan Hospital and Medical Center, located between NW 23<sup>rd</sup> and NW 21<sup>st</sup> Avenues and NW Kearney and Pettygrove Streets is one the area's largest single land uses. The Medical Center's single-use, institutional campus is distinct from the finer grained urban pattern of the overall area.

The concentration of storefront commercial uses along NW 21<sup>st</sup> and NW 23<sup>rd</sup> Avenues, which include specialty retail, bars, restaurants, coffee shops and other retail and commercial uses, contribute to the main street character of NW 23<sup>rd</sup> and NW 21<sup>st</sup> Avenues

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<sup>1</sup> The land use figures and tables in this Appendix do not include the small portions of the Northwest Study Area north of Vaughn corresponding to proposed Subdistrict B of the Guild's Lake Industrial Sanctuary plan district or areas south of West Burnside Street.

Beyond the main streets, other parts of the Northwest Study Area are distinguished by different mixtures of land uses. The area west of NW 23<sup>rd</sup> Avenue includes a mixture of medium-density, multi-dwelling residential uses and single-dwelling residential uses. In contrast, much of the area east of NW 21<sup>st</sup> Avenue is currently home to high-density, multi-dwelling residential uses, interspersed with commercial and employment uses. The area north of NW Pettygrove Street likewise includes as much contrast in the land uses of its east and west portions. For example, much of the area west of NW 24<sup>th</sup> Avenue is composed of single dwelling residential uses. However, property located east of NW 23<sup>rd</sup> Avenue and north of NW Pettygrove Street is primarily made up of general industrial and employment uses and contains a relatively large amount of underutilized land, including several large surface parking lots and vacant industrial buildings.

### Land Uses by Type

The tables that follow are drawn from information gathered during a land use inventory conducted by the Bureau of Planning in 2000, covering a large part of Northwest Portland. The area covered included over 7,000 parcels in the Guild's Lake Industrial Sanctuary, the Northwest District Association neighborhood, and Pearl District neighborhood. Land uses were determined from the public right-of-way, and the inventory is, therefore, subject to limitations. For example, when more than one land use category applies to a site, it is often difficult to ascertain which use is predominant. This problem is particularly difficult in mixed-use commercial areas where an office and retail and residential use may occupy the same structure. In the land use tables below, only the predominant land use is counted if a parcel has more than one use.

Table 1 summarizes existing land uses by major category within the study area. Tables 2 through 6 break down the main categories into subcategories for further comparison.

One-half of the land within the study area (excluding public rights-of-way) is devoted to residential uses. Twenty-one percent of the land area is devoted to commercial uses, 15 percent to industrial uses, and nine percent to institutional uses. The remainder, nine percent, is a combination of open space, vacant land, and "other" which includes rail lines and utility corridors.

**Table 1: Land Uses in the Northwest Study Area**

<i>Land Use</i>	<i>Taxlots</i>	<i>Square Feet</i>	<i>Percent of Lots</i>	<i>Percent of Area</i>
Residential	1,748	10,878,716	68%	47%
Commercial	371	4,803,468	15%	21%
Industrial	217	3,560,835	8%	15%
Institutional	82	1,999,582	3%	9%
Open Space	22	704,957	1%	3%
Vacant	97	1,213,378	4%	5%
Other	18	160,524	1%	1%
Total	2,555	23,321,460	100%	100%

## Residential Uses

Table 2, which represents 47 percent of the overall land area within the study area, shows that single-dwelling development is the predominant residential land use type (almost 60 percent). Multi-dwelling development accounts for another 36 percent, while duplex units represent only four percent.

**Table 2: Residential Land Uses in the Northwest Study Area**

<i>Residential Uses</i>	<i>Taxlots</i>	<i>Square Feet</i>	<i>Percent of Lots</i>	<i>Percent of Area</i>
Single Dwelling	1,167	6,420,726	67%	59%
Multidwelling	476	3,968,608	27%	36%
Duplex	105	489,382	6%	4%
Total	1,748	10,868,716	100%	100%

## Commercial Uses

Within the commercial land use category, five major subcategories are found within the study area. Table 3 summarizes the breakdown of commercial uses within the NWDP. Together, retail sales and service and office uses (with an even split) account for 94 percent of the commercial land. Automobile-related uses account for the remainder.

**Table 3: Commercial Land Uses in the Northwest Study Area**

<i>Commercial Uses</i>	<i>Taxlots</i>	<i>Square Feet</i>	<i>Percent of Lots</i>	<i>Percent of Area</i>
Retail Sales and Service	219	2,243,186	59%	47%
Office	129	2,262,096	35%	47%
Commercial parking	10	161,637	3%	3%
Vehicle Repair	11	106,549	3%	2%
Quick Vehicle Servicing	2	30,000	<1%	1%
Total	371	4,803,468	100%	1.00%

Table 4 summarizes industrial land uses within the study area. Together, warehouse/freight movement and industrial service uses account for almost 90 percent of the industrial land, with 60 percent of this figure being warehouse/freight movement. Of the balance, nine percent is devoted to manufacturing and production.

**Table 4:  
Industrial Uses in the Northwest Study Area**

<i>Industrial Uses</i>	<i>Taxlots</i>	<i>Square Feet</i>	<i>Percent of Lots</i>	<i>Percent of Area</i>
Warehouse/ Freight Movement	109	2,118,734	50%	60%
Industrial service	76	977,636	35%	27%
Manufacturing/ Production	20	311,754	9%	9%
Wholesale sales	10	135,703	5%	4%
Waste-related	2	17,008	1%	0%
Total	217	3,560,835	100%	100%

## Lot Sizes

Table 5 provides a comparison of lot size, grouped by range. Of the 2,555 lots within the study area, 83 percent are between 2,500-25,000 square feet in size, 41 percent of those being within the 5,000-10,000 square foot range. Another 33 percent of the total land area contains lots 25,000 square feet or larger, comprising only six percent of the total lots within the area. Lots greater than 100,000 square feet in size, while only totaling one percent of the total number of lots, total twelve percent of land area.

**Table 5: Lot Sizes in the Northwest Plan Area**

<i>Lot size</i>	<i>Taxlots</i>	<i>Square Feet</i>	<i>Percent of Lots</i>	<i>Percent of Area</i>
Less than 2,500 SF	294	506,483	11%	2%
2,500-5,000 SF	565	2,100,589	22%	9%
5,000-10,000 SF	1,049	6,288,830	41%	27%
10,000-25,000 SF	510	6,675,409	20%	29%
25,000-100,000 SF	120	5,017,148	5%	21%
More than 100,000 SF	17	2,733,001	1%	12%
Total	2,555	23,321,460	100%	100%

Table 6 summarizes the single- versus mixed-use status of lots within the study area. Lots described as “Single Use” contain one or more uses occurring in only one main category of use. For example, Single-Dwelling is a specific land use located under the main category of Residential. Retail Sales and Service is a specific use located under the main category of Commercial. Other main categories within this inventory include Industrial, Institutional, Open Space, Vacant, and Other.

“Single Use-Multiple” describes lots containing uses located under more than one subcategory within the same main category. An example would be a lot with both a Single-Dwelling and a Multi-Dwelling use, both of which are subcategories within the main category of Residential. Another would be a lot with both a Retail Sales and Service use and an Office use, both subcategories within the main category of Commercial.

Lots described as “Mixed Use” are those lots containing uses within more than one main category. An example would be a lot with a Multi-Dwelling use (apartments) located above a Retail Sales and Service use (clothing store). A further refinement would be “Mixed Use-Multiple” which would describe lots having uses in more than one sub-category within a main category *and* in more than one main category. An example would be a building with apartments (Residential main category) located above two storefront spaces housing a retail store and an office (two sub-categories within the Commercial main category).

Of the 2,555 lots in the study area, a large majority, 91 percent, are defined as Single Use. These lots occupy 84 percent of the total land area. Multiple Single Use accounts for twelve percent of the total area (six percent of the lots). Only three 3 percent of the lots (66 lots), occupying three percent of the total area, are defined as Mixed Use. Less than one percent are Mixed Use-Multiple.

**Table 6: Use by Type in the Northwest Plan Area**

<i>Use type</i>	<i>Taxlots</i>	<i>Square Feet</i>	<i>Percent of Lots</i>	<i>Percent of Area</i>
Single Use	2,335	19,658,406	91%	84%
Single Use-Multiple	144	2,831,604	6%	12%
Mixed Use	66	532,307	3%	3%
Mixed Use-Multiple	10	299,143	0%	1%
Total	2,555	23,321,460	100%	100%

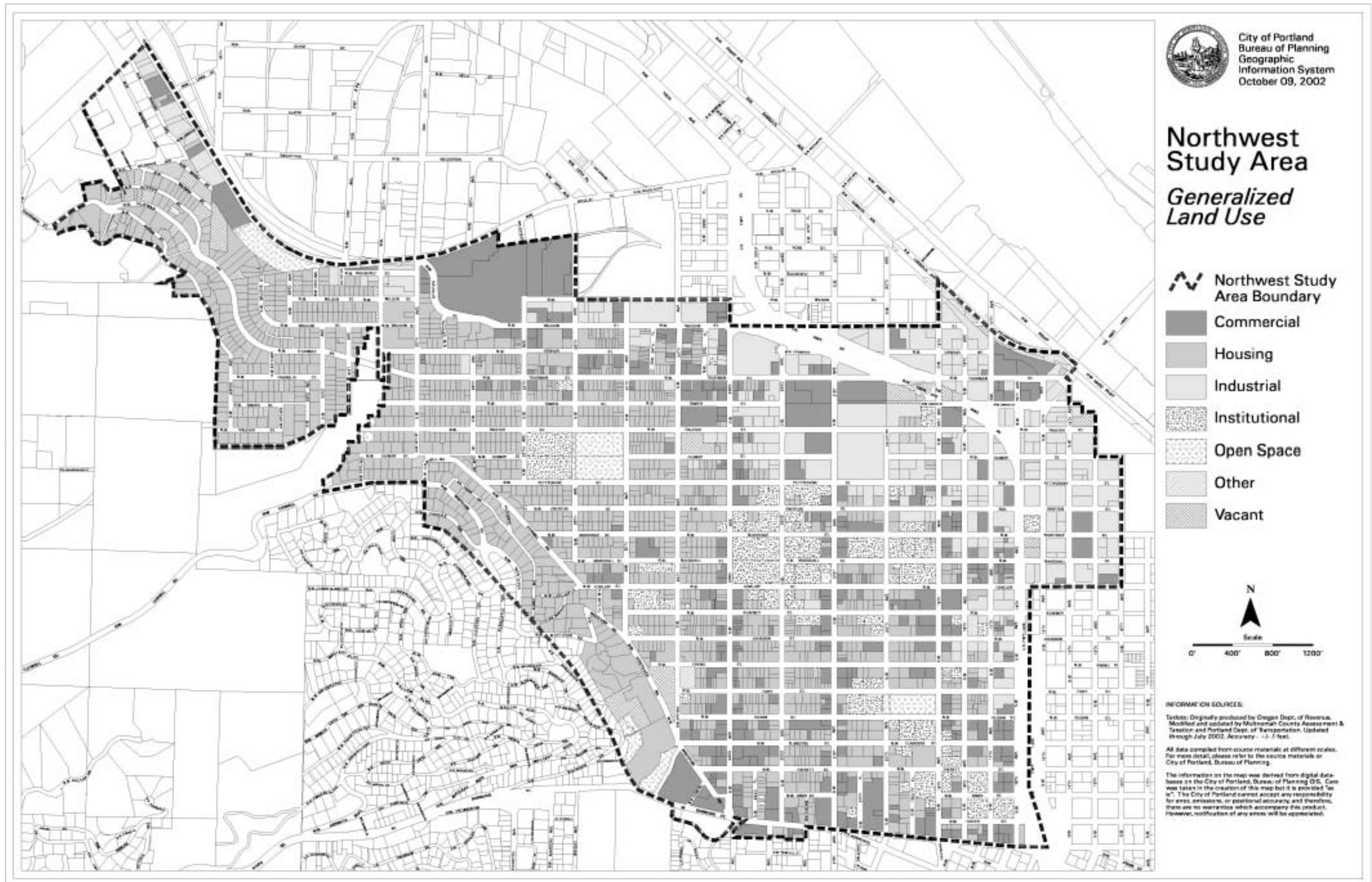
## Summary

From a broad perspective, the Northwest Study Area is characterized by a mix of land uses: one-half of the land area is devoted to residential land uses, one-third to commercial and industrial uses, with the remainder a mixture of institutional, open space and vacant land. Of the residential portion, almost 60 percent are developed as single-family. Of the commercially used land, there is an even split between retail sales and service uses and office uses. Of the industrially used land, 60 percent is categorized as warehouse/freight movement. Lots sizes within the NWDP are in the mid-range, with over one-half of the total land area (61 percent of the total lots) divided into lots between 5,000-25,000 square feet. Of the total number of lots, 91 percent are occupied with a single use and only three percent with mixed-use. While the pattern of development for the study area as a whole may be considered mixed-use, this mixing does not frequently occur on individual lots.

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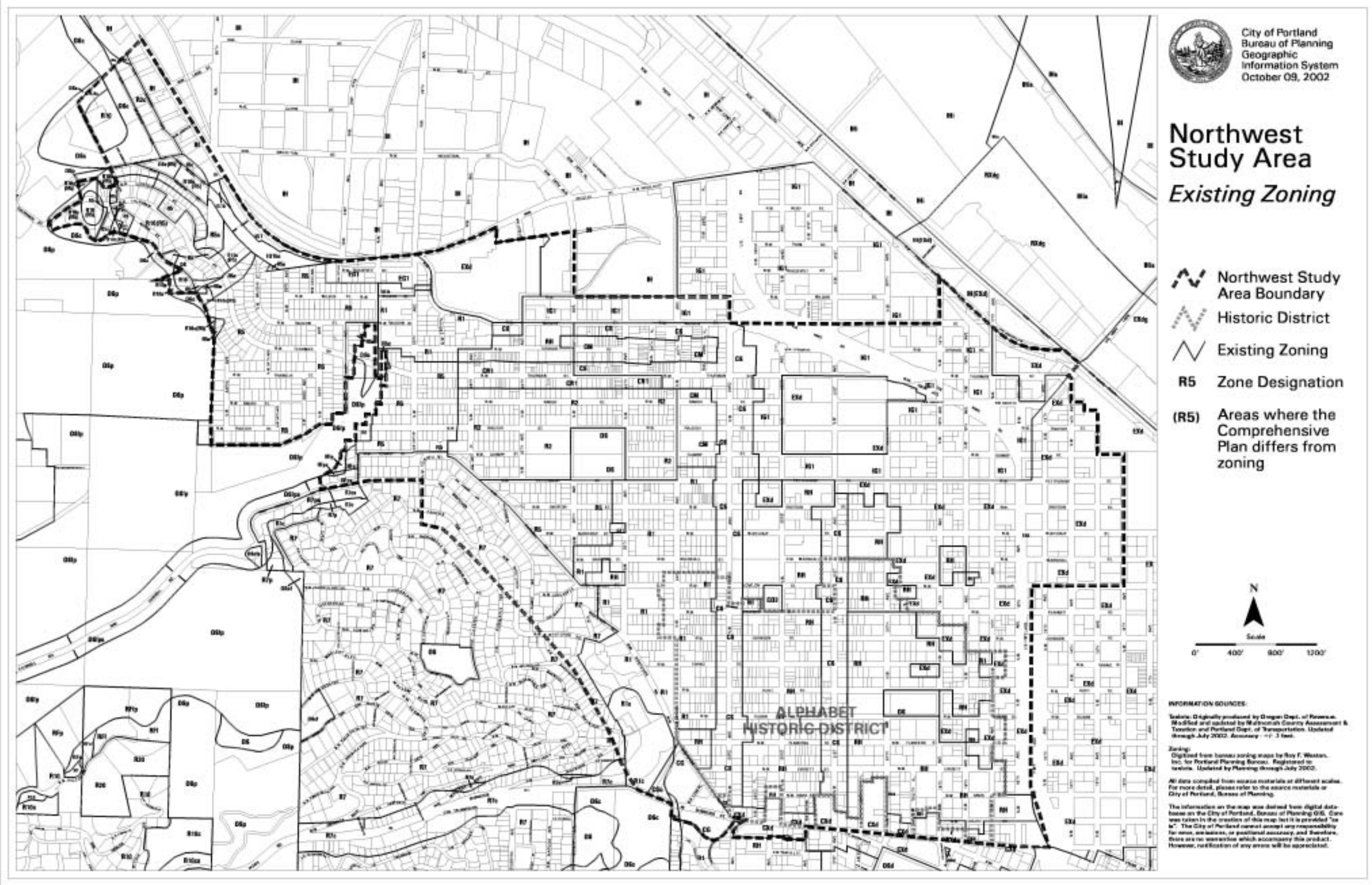


Map B-1: Northwest Study Area Land Uses





Map B-2: Northwest Study Area Existing Zoning



## **Comprehensive Plan Map and Zoning Map Designations**

Map B-2 depicts the existing *Comprehensive Plan* Map and Zoning Map designations in the study area. With very few exceptions, the *Comprehensive Plan* designations, which express the long-term desired land use pattern for an area, correspond to existing zoning. The following section summarizes the existing zoning patterns in the area.

### **West Burnside Street**

The area along West Burnside Street between Highway 1-405 and NW 23<sup>rd</sup> Avenue, is currently zoned Central Commercial (CX), which is the City's most physically intense commercial zone. The Uptown Shopping Center property west of NW 23<sup>rd</sup> Avenue extending to NW 23<sup>rd</sup> Place is currently zoned General Commercial (CG), which allows a broad range of commercial uses, and is generally auto-oriented.

### **NW 23rd and 21st Avenues**

The areas located along NW 23rd Avenue between West Burnside and NW Vaughn Streets and along NW 21st Avenue between W Burnside and NW Pettygrove Streets are currently zoned Storefront Commercial (CS). The CS zone is intended for areas well served by transit and with a strong pedestrian orientation and to preserve the storefront character of older commercial areas.

The majority of the area located between NW 23rd and NW 21st Avenues south of NW Pettygrove Street, is zoned High-Density Multi-Dwelling Residential (RH), although many sites in this area contain older structures at considerably less overall intensity than the base zoning allows. This area also houses Good Samaritan Hospital and Medical Center, permitted under a conditional use master plan.

### **NW Thurman Street**

The area along NW Thurman Street is currently zoned Neighborhood Commercial (CN) and Storefront Commercial. The area just to the south of NW Thurman Street is zoned Low Density Multi-Dwelling Residential (R2). The area north of NW Thurman Street, south of NW Vaughn and east of NW 28th Avenue contains High-Density Multi-Dwelling Residential (RH) and Mixed Commercial/Residential (CM) zoning. An area of Medium Density Multi-Dwelling (R1) zoning exists south of NW Vaughn Street and west of about NW 27th Avenue.

### **NW Vaughn Street**

Property located along the south side of NW Vaughn Street is predominantly zoned CS, with RH zoning between NW 26th and NW 27th Avenues. Property north of NW Vaughn Street is generally within the Guild's Lake Industrial Sanctuary and is zoned General Industrial 1 (IG1). A significant exception is Montgomery Park, which is zoned EX.

### **Residential Areas West of NW 23rd Avenue**

The area between NW 23rd and NW 25th Avenues south of NW Thurman Street is zoned for multifamily residential uses, including a large area of Medium Density Multi-Dwelling Residential (R1) zoning and an area of Mixed Commercial/Residential (CM) zoning. The area west of NW 25th Avenue, including Willamette Heights, is primarily zoned Single-Dwelling

Residential (R5 and R7) with an area of Low Density Multi-Dwelling (R2) surrounding Wallace Park.

### East of NW 21st Avenue

The area located east of NW 21st Avenue contains primarily High-Density Multi-Dwelling Residential (RH) and Central Employment (EX) zoning, the latter becoming more prevalent closer to the I-405 freeway and the Transition Area.

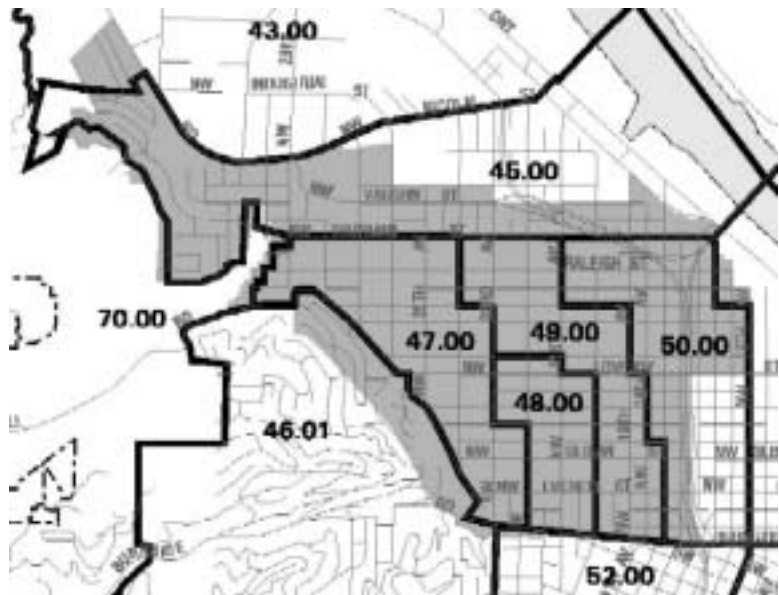
### Northwest Transition Subarea/Pearl District

The core of the Transition Area, generally bounded by NW Pettygrove and Vaughn Streets and the I-405 freeway and just east of NW 23rd Avenue, is currently zoned General Industrial (IG1) with a large area zoned Central Employment (EX) in the center. The portion of the study area within the Pearl District is also zoned EX.

## Demographics

This section discusses basic demographic characteristics of the Northwest Area. Comparisons are made over time and with comparable figures for the city of Portland as a whole, where appropriate. The data discussed in this section are derived primarily from U.S. Census Bureau sources, including, where possible, the 2000 Decennial Census of Population and Housing. Not all demographic variables from the 2000 Census were available in time for inclusion in this report; when 2000 figures were unavailable, figures from the Census Bureau's 1996 American Community Survey (ACS) are provided (see Notes on Census Data at the end of this Appendix).

Map B-3: Northwest Census Tracts



Census Tracts 45, 47, 48, 49, and 50 are analyzed in this report. The boundaries of these tracts, shown on Map B-3, do not correspond precisely with the boundaries of the study area. However, the match is sufficient to permit a meaningful demographic portrait of the area to be created. In the tables and discussion below, figures for the Northwest District are the sum of these five tracts. For certain derived statistics, such as medians and averages, the figures can only be reported at the tract level. Additional information about the Census data is included at the end of this Appendix.

The Northwest area's overall population level has experienced significant shifts over the past fifty years. Like many inner-urban areas in the country, Northwest Portland experienced a moderate, but steady, decrease in population in the decades following World War II. The causes for this trend are multiple but include suburbanization, decreasing family size, and economic factors. Beginning in the 1980s, Northwest Portland began to gain population once again, as the area became more attractive as a residential and mixed-use district. However, despite significant investment and new development in the area, overall population increase has remained quite moderate. Table 7 indicates that between 1980 and 2000 the population increased by about five percent, compared to 45 percent in the city as a whole (however, a significant portion of the city's growth in that time frame was due to annexations). Table 10 shows that the Northwest Portland has a lower average household and family size than the city as a whole. This, in combination with relative lack of vacant and under-utilized land (and therefore constrained space for new housing development), in part explains the relatively modest population growth.

**Table 7: Population**

<i>Area</i>	<i>'80-'90</i>			<i>'90-'00</i>		<i>'80-'00</i>
	<i>1980</i>	<i>1990</i>	<i>% Change</i>	<i>2000</i>	<i>% Change</i>	
Tract 45	1,521	1,686	11%	1,680	0%	10%
Tract 47	3,768	3,680	-2%	3,828	4%	2%
Tract 48	2,737	2,743	0%	2,722	-1%	-1%
Tract 49	2,822	2,889	2%	3,038	5%	8%
Tract 50	587	617	5%	690	12%	18%
Total NW	11,435	11,615	2%	11,958	3%	5%
Portland	365,027	437,319	20%	529,121	21%	45%

Thirty-one percent of the Northwest area's population resided in a family (two or more individuals related by blood marriage or adoption living in the same household) in 2000, while only seven percent of the area's households have children (see Tables 8 and 9). These are very low figures in comparison to the city as a whole—67 percent and 24 percent respectively.

**Table 8: Households and Families**

<i>Area</i>	<i>1990</i>			<i>2000</i>		
	<i>Households</i>	<i>Families</i>	<i>% of Pop. in Families</i>	<i>Households</i>	<i>Families</i>	<i>% of Pop. in Families</i>
NW	7,484	1,448	30%	7,889	1,504	31%
Portland	187,268	103,967	70%	223,737	118,447	67%

**Table 9: Households with Related Children**

<i>Area</i>	<i>1990</i>		<i>2000</i>		<i>90-00 % Change</i>
	<i>Households</i>	<i>% with Children</i>	<i>Households</i>	<i>% with Children</i>	
NW	527	7%	519	7%	-2%
Portland	50,017	27%	54,740	24%	9%



**Table 10: Average Family and Household Size**

Area	1990		2000		90-00 % Change	90-00 % Change
	Family	Household	Family	Household	Households	Family
NW	2.44	1.55	2.47	1.52	-2.3%	1.1%
Portland	2.96	2.34	3.00	2.30	-1.5%	1.4%

Like the city as a whole, Northwest Portland has become more racially and ethnically diverse over the past decade. Table 11 shows the area's population by race and Table 13 shows the area's Hispanic and Latino population (Hispanics and Latinos may be of any race). The largest population increase between 1990 and 2000 occurred in the Asian and Pacific Islander category, with an increase of 235 individuals. The largest percentage increase (170 percent) occurred in the "other" category, which is generally chosen by census respondents when they do not believe they fit any of the other categories. The area actually lost over 100 white residents between 1990 and 2000. Despite the general trend towards a larger proportion of nonwhite residents (an increase of 54 percent), the area remains less racially diverse than the city as a whole with just 11 percent of the area population being nonwhite, compared with 22 percent for the city. Four percent of the area's population is Hispanic or Latino, compared to seven percent in the city as a whole.

**Table 11: Population by Race\***

Area	1990					2000				
	White	Black	Amer. Indian, Alaska Native	Asian, Pacific Island	Other	White	Black	Amer. Indian, Alaska Native	Asian, Pacific Island	Other
NW	10,976	339	158	322	90	10,871	353	243	557	243
Change	-105	14	85	235	153					
% Change	-1%	4%	54%	73%	170%					
Portland	370,135	33,530	5,399	23,185	5,070	430,350	41,589	12,125	39,485	25,836
Change	60,215	8,059	6,726	16,300	20,766					
% Change	16%	24%	125%	70%	410%					

\* Data not strictly comparable between 1990 and 2000.

**Table 12: Nonwhite Population\***

Area	1990		2000		90-00 % Change
	Persons	% of Area	Persons	% of Area	
Total NW	909	8%	1,396	11%	54%
Portland	67,184	15%	119,035	22%	77%

\* Data not strictly comparable between 1990 and 2000.

**Table 13: Hispanic and Latino Population\***

Area	1990		2000		90-00 % Change
	Persons	% of Pop	Persons	% of Pop	
NW	353	3%	454	4%	29%
Portland	13,874	3%	36,058	7%	160%

\* May be of any race.

Median incomes have risen dramatically in Northwest Portland since 1980, as indicated in Tables 14 and 15. Income growth between 1980 and 1996 has been substantially higher in each of the Northwest Census Tracts than for the City as a whole. However, median household incomes in tracts 48, 49, and 50 and median family income in tracts 48 and 49 remain significantly below that of the city. While the number of persons living below the poverty level has dropped in Northwest Portland, the percentage of residents in poverty remains higher than seen citywide (Table 16).

**Table 14: Median Household Income**

Area	1980		1990		1996		80-96 % Change
	Income	% of City Median	Income	% of City Median	Income	% of City Median	
Tract 45	\$10,518	57%	\$25,281	99%	\$44,007	140%	318%
Tract 47	\$11,071	60%	\$24,255	95%	\$31,866	101%	188%
Tract 48	\$8,549	46%	\$14,129	55%	\$20,755	66%	143%
Tract 49	\$6,596	36%	\$10,889	43%	\$15,405	49%	134%
Tract 50	\$7,158	39%	\$13,884	54%	\$22,594	72%	216%
NW	NA	NA	NA	NA	NA	NA	NA
Portland	\$18,423	100%	\$25,592	100%	\$31,396	100%	70%

**Table 15: Median Family Income**

Area	1980		1990		1996		80-96 % Change
	Income	% of City Median	Income	% of City Median	Income	% of City Median	
Tract 45	\$14,440	64%	\$40,417	125%	\$61,723	153%	327%
Tract 47	\$21,354	94%	\$38,309	118%	\$58,057	144%	172%
Tract 48	\$12,813	56%	\$35,750	110%	\$36,459	90%	185%
Tract 49	\$9,920	44%	\$22,773	70%	\$26,682	66%	169%
Tract 50	\$10,000	44%	\$30,625	94%	\$65,829	163%	558%
NW	NA	NA	NA	NA	NA	NA	NA
Portland	\$22,720	100%	\$32,424	100%	\$40,314	100%	77%

**Table 16: Population below Federal Poverty Line**

<i>Area</i>	<i>1990</i>		<i>1996</i>		<i>90-96 % Change</i>
	<i>Persons Below Poverty Line</i>	<i>% Below</i>	<i>Persons Below Poverty Line</i>	<i>% Below</i>	
NW	2,553	23%	2,133	19%	-16%
Portland	62,058	15%	66,972	15%	8%

In general, area residents are well educated, with 81 percent of the adult population having obtained at least some form of higher education, significantly higher than in the city as a whole (Table 17).

**Table 17: Percent of Population 25 Years and Over with at least Some Education Beyond High School**

<i>Area</i>	<i>90-96</i>		
	<i>1990</i>	<i>1996</i>	<i>% Change</i>
Total NW	74%	81%	10%
Portland	58%	64%	10%

## Housing and Housing Affordability

Northwest Portland has long served as an important residential area in close proximity to Portland's central business district. It continues to be one of the most densely populated areas of the Portland region. Almost 50 percent of the land area and almost 70 percent of the lots in the study area are devoted to residential use. Northwest Portland has a diverse housing stock, ranging from modest single-family homes to high density multi-story apartment buildings. Multi-dwelling and duplexes constitute about a third of the residential properties in the study area. A mix of both rental and ownership opportunities exist.

Table 18, below, shows the number of housing units and vacancy rates for the Northwest District Census Tracts. The 2000 census counted 8,374 units<sup>2</sup>, an increase of only five percent from the 1980 Census, compared to an increase of over 40 percent for the city as a whole in the same time frame (although that figure includes units in annexed areas). This is another indication of the Northwest area's maturity as a developed urban area. Vacancy rates have generally declined—from 9 percent in 1990, to 5 percent in 2000—as the area's desirability as a residential location has increased.

<sup>2</sup> The Northwest land use inventory, conducted in 2000 counted 8,305 housing units within the Northwest Study Area itself.



Table 18: Housing Units and Vacancy Rates

Area	1980		1990			2000			80-00 % Change
	Units	% Vacant	Units	% Vacant	80-90 Change	Units	% Vacant	90-00 Change	
NW	7,970	9%	8,038	7%	68	8,374	6%	336	5%
Portland	167,253	5%	198,368	6%	31115	237,307	6%	38,939	42%

Northwest Portland has a diversity of housing types but has long provided an important reservoir of rental housing in close proximity to the central core. Table 19 indicates the number of owner- and renter-occupied units in the area. The overall percentage of rental housing in the area is decreasing, although the proportion of rental housing remains substantially above that of the city—83 percent compared to 44 percent in 2000. The 2000 Northwest land use inventory indicates that multi-dwelling developments and duplexes (which may be owner- or renter-occupied) constitute about a third of the sites in residential use within the study area.

Table 19: Tenure of Occupied Housing Units

Area	1980			1990			2000			80-00 % Change Renter Occ.
	Owner Occ.	Renter Occ.	% Renter	Owner Occ.	Renter Occ.	% Renter	Owner Occ.	Renter Occ.	% Renter	
NW	864	6,414	88%	973	6,511	87%	1,315	6,574	83%	2%
Portland	84,350	73,874	47%	99,206	88,062	47%	124,767	98,970	44%	34%

Table 20 below shows the number of persons living in “noninstitutional group quarters” in Northwest Portland. Noninstitutional group quarters are places where people live or stay other than the usual house, apartment, or mobile home and include settings such as college dormitories, military barracks, group homes, shelters, missions, and flophouses. The figures below exclude college dormitories and military barracks and thus generally correspond to those persons living in “special needs housing,” where the defining characteristic is people needing assistance in conjunction with their housing. While the city has seen a substantial increase in the number of persons living in group quarters, the number has decreased in Northwest Portland. The proportion of the population living in special needs housing has declined in Northwest Portland as well, and has fallen below the citywide figure.

Table 20: Persons Living in Noninstitutional Group Quarters\*

Area	1990		2000		90-00 % Change
	Persons	% of Population	Persons	% of Population	
NW	231	2.0%	86	0.7%	-63%
Portland	3015	0.7%	4881	0.9%	62%

\* Excluding College Dormitories and Military Quarters.

Table 21 shows renter-occupied units by the number of bedrooms. Northwest rental housing generally has a larger proportion of studio units than the greater city, as well as a much smaller

percentage of units with 2 or more bedrooms. Since households with children tend to favor larger units, this indicates Northwest Portland rental housing may, on average, be less attractive to those households.

**Table 21: Number of Bedrooms in Renter-Occupied Units**

Area	1990					2000				
	Studio	1	2	3 or More	% 2 or More	Studio	1	2	3 or More	% 2 or More
NW	2,228	3,095	951	256	18%	2,391	3,053	932	206	17%
Portland	9,595	28,567	33,533	16,136	57%	14,647	33,092	34,703	16,444	52%

As in the rest of the city, the cost of both rental and for-sale housing has risen sharply over the past few decades. This trend is somewhat more noticeable in the Northwest area, after a long period of relative affordability prior to the 1980s. Table 22 below illustrates changes in median housing rents (unadjusted dollars) in Northwest District Census Tracts for the years 1980, 1990 and 1996 (US Census figures for 2000 are not available at the time of writing). Note that median figures for the sum of the Northwest Tracts are not available. The table also includes median rents as percentages of the median rent of the city as a whole.

Between 1980 and 1990, rents increased at a greater rate than in the city as a whole in all of the five Northwest tracts and in four of the five between 1990 and 1996. Note that over time, median rents in the Northwest tracts have generally remained lower than the median for the city as a whole, but that the gap appears to be narrowing. The rate of change between 1980 and 1996 is larger for the Northwest tracts (ranging from 148 percent to 176 percent) than for the city as a whole (132 percent).

Table 23 shows the number and proportion of units at different rent levels in Northwest Portland and the city for the year 2000.

**Table 22: Median Rent**

Area	1980		1990			1996			80-96 % Change
	Rent	% of City Median	Rent	80-90 % Change	% of City Median	Rent	90-96 % Change	% of City Median	
Tract 45	\$154	75%	\$288	87%	85%	\$425	48%	89%	176%
Tract 47	\$189	92%	\$355	88%	104%	\$510	44%	107%	170%
Tract 48	\$178	87%	\$307	72%	90%	\$450	47%	95%	153%
Tract 49	\$161	79%	\$286	78%	84%	\$400	40%	84%	148%
Tract 50	\$166	81%	\$327	97%	96%	\$430	31%	91%	159%
NW	NA	NA	NA	NA	NA	NA	NA	NA	NA
Portland	\$205	100%	\$340	66%	100%	\$475	40%	100%	132%

**Table 23: Contract Rent, 2000**

<i>Rent in \$</i>	<i>NW</i>		<i>Portland</i>	
	<i>Units</i>	<i>% of Total</i>	<i>Units</i>	<i>% of Total</i>
No cash rent	96	1.5%	2,487	2.5%
<100 to 349	933	14.2%	12,330	12.5%
350 to 549	2,662	40.4%	33,008	33.4%
550 to 899	2,288	34.8%	41,580	42.0%
900 to 1999	573	8.7%	9,181	9.3%
2000 or more	30	0.5%	300	0.3%
Total	6,582	100.0%	98,886	100.0%

Table 24 indicates median values for owner-occupied housing (unadjusted dollars), as well as the median values expressed as a percentage of the city median. Housing values have consistently risen in the Northwest tracts, although not at consistent rates. Values rose 268 percent between 1980 and 1996 in tract 45, which includes the Willamette Heights area, while rising only 33 percent in tract 50 which includes nonresidential areas near the freeway. In general however, values have increased at a rate greater than that seen in the city as a whole.

**Table 24: Median Value of Owner-Occupied Housing Units**

<i>Area</i>	<i>1980</i>		<i>1990</i>			<i>1996</i>			<i>80-96 % Change</i>
	<i>Value</i>	<i>% of City Median</i>	<i>Value</i>	<i>% of City Median</i>	<i>80-90 % Change</i>	<i>Value</i>	<i>% of City Median</i>	<i>90-96 % Change</i>	
Tract 45	\$81,500	149%	\$124,700	211%	53%	\$300,000	250%	141%	268%
Tract 47	\$80,000	146%	\$121,400	205%	52%	\$225,000	188%	85%	181%
Tract 48	\$67,100	123%	\$93,800	158%	40%	\$230,000	192%	145%	243%
Tract 49	\$68,500	125%	\$95,000	160%	39%	\$175,000	146%	84%	155%
Tract 50	\$86,700	159%	\$93,800	158%	8%	\$115,000	96%	23%	33%
NW	NA	NA	NA	NA	NA	NA	NA	NA	NA
Portland	\$54,700	100%	\$59,200	100%	8%	\$120,000	100%	103%	119%

Source: U.S. Census Bureau

Recent research indicates that the average selling price for homes on Portland's west side in 2000 was \$293,300, the second highest average in the region, behind Lake Oswego/West Linn. An informal survey of on-the-market units in the study area, including detached single-family homes, rowhouses, and condominiums revealed prices ranging from about \$140 per square foot to more than \$245 per square foot.

Finally, table 25 indicates the number of residents by whether they lived in the same house five years prior to the date of census enumeration. Showing a fairly stable pattern between 1990 and 2000, Northwest Portland residents are less likely to have lived in the same residence five years previously, with 75 percent of the population living in a different house in 2000 than in 1995, compared to 55 percent in the city as a whole. Note that this table does not tell us whether residents are moving in, out, or within Northwest Portland, only whether or not they lived in the same residence five years previously.

Table 25: Persons by Residence 5-Years Previously

Area	1990			2000		
	Same Residence 1985	Different Residence 1985	% Different House	Same Residence 1995	Different Residence 1995	% Different House
NW	3,179	8,125	72%	2,934	8,770	75%
Portland	187,204	219,792	54%	223,916	273,140	55%

## Transportation and Parking

The Northwest District is connected with the rest of the city and region by a well-developed transportation network that includes interstate and state highways, major arterials and a grid of local streets and sidewalks. Internal street connections are generally quite good although access to and from the Willamette Heights area is somewhat constrained.

The area has a variety of transportation options for residents, employees, and visitors. It is generally a pedestrian-friendly area with sidewalks on nearly all streets. Bicycle lanes exist on key corridors such as NW 18<sup>th</sup> and 19<sup>th</sup> Avenues. The study area is also well served by public transportation, including five bus lines. A MAX light rail station is located just south of the area in the Goose Hollow neighborhood. The recent arrival of the Portland Streetcar line has improved transit connectivity between the Northwest District and the Central City.

High demand for on- and off-street parking results from the area's density, older residential and commercial developments that lack adequate parking, and the regional popularity of amenities along NW 23<sup>rd</sup> and 21<sup>st</sup> Avenues.

### Street Network

The following section looks at existing conditions and street classifications on selected key routes and streets within the plan area. Note that some of these street classifications, which are adopted as part of the City's *Comprehensive Plan* and identify the preferred street functions of city streets, may change with the adoption of the *Transportation System Plan*. Selected traffic volumes at intersections on some of these routes are shown at the end of the section. Additional information on the built environment along these streets is contained History and Urban Character chapter of this report.

### Interstate 405

Interstate 405 (I-405) connects the west side of Portland with the Interstate Highway System. I-405 runs along the east side of the study area, acting as a boundary between the Northwest District and the Pearl District. It consists of three lanes in each direction and has two access points within the Northwest area, located at NW 23<sup>rd</sup> Avenue and NW Vaughn Street, and at NW 16<sup>th</sup> Avenue and NW Everett Street.

I-405 carries about 62,700 vehicles per day northbound and about 68,000 vehicles per day southbound, measured just north of the plan area, on the Fremont Bridge. The NW 16<sup>th</sup> Avenue and NW Everett Street freeway ramp has 13,240 vehicles using the ramp per day.

### **West Burnside Street**

Located on the southern boundary of the study area, West Burnside Street consists of two lanes in each direction and is major carrier of automobile traffic. It is designated as a Main Street in Metro's *Region 2040 Growth Concept Plan*. Main Streets are classified by Metro as linear corridors characterized by dense mixed-use development and transit-supportive residential uses, frequent transit service, and high pedestrian use. West Burnside is classified as a Major City Transit Street and a Major City Traffic Street in the *Comprehensive Plan* and connects Northwest Portland with the Central City, the east side and Washington County. Major City Transit Streets are intended to provide concentrated transit services to connect and reinforce major activity centers and residential areas. Major City Traffic Streets provide the principal routes for traffic and emergency vehicle movements, while also providing connections to Regional Trafficways and service major activity centers. This multiplicity of demands on Burnside have resulted in conflicts. A Burnside study sponsored by the Portland Office of Transportation that may recommend functional and design changes to the street is currently underway.

### **NW 23<sup>rd</sup> Avenue**

NW 23<sup>rd</sup> Avenue is one the project area's major commercial streets and plays a vital role in the area's public life and community identity. Northwest 23<sup>rd</sup> Avenue is classified as a Main Street in Metro's *Region 2040 Growth Concept Plan* and as a Major City Transit Street and a Neighborhood Collector Street in the *Comprehensive Plan*. Neighborhood Collectors serve as distributors of traffic from more major streets, while also serving trips which both start and end within the area. Northwest 23<sup>rd</sup> Avenue consists of one lane in each direction, with access to Interstate 405 at the northern end of the street. Auto circulation is slow due to vehicles turning left and moving in and out of on-street parking spaces. NW 23<sup>rd</sup> also functions as a primary pedestrian area, with its wealth of activity and vital street life.

### **NW 21<sup>st</sup> Avenue**

Northwest 21<sup>st</sup> Avenue is also an important, if somewhat quieter, commercial corridor. It is classified as a Main Street in Metro's *Region 2040 Growth Concept Plan* and as a as a Major City Transit Street and a Neighborhood Collector in the *Comprehensive Plan*. It consists of two lanes and has generally less intensive use by all modes of traffic than 23<sup>rd</sup> Avenue

### **NW Thurman Street**

Northwest Thurman Street is classified as a Metro Main Street and as a Neighborhood Collector and Minor City Transit Street in the *Comprehensive Plan*. NW Thurman Street is also classified as a City Bikeway throughout the project area, which is intended to establish direct and convenient bicycle access to all significant destinations within the city, town and regional center. NW Thurman Street consists of one lane in each direction. The street's dispersed commercial activities are generally neighborhood-related.

### **NW Vaughn Street**

NW Vaughn is an important auto and truck street, serving many uses and needs within both the study area and industrial areas to the north. NW Vaughn Street consists of two lanes in each

direction in part of the study area and one lane in each direction with a left turn lane in another. It is located directly off of the I-405 Highway exit, at the corner of NW 23<sup>rd</sup> Avenue and NW Vaughn Street. NW Vaughn Street is classified in the city's *Comprehensive Plan* as a Minor City Transit Street, as well as a Neighborhood Collector Street east of NW 23<sup>rd</sup> Avenue. NW Vaughn Street is a border between the Guild's Lake Industrial Sanctuary and the project area and is included in both the Northwest Pedestrian District and the Northwest Truck District.

### **NW Lovejoy Street**

NW Lovejoy Street consists of two lanes, one lane in each direction, and is classified in the city's *Comprehensive Plan* as a Major City Transit Street, a Neighborhood Collector Street as well as a City Bikeway, east of NW 16<sup>th</sup> Avenue. The Portland Streetcar line runs west to east along Lovejoy and connects the Northwest District to the River District to the east and the Central City to the southeast.

### **NW Northrup Street**

NW Northrup Street consists of one lane in each direction, and is classified in the city's *Comprehensive Plan* as a Minor City Transit Street between NW 23<sup>rd</sup> and 25<sup>th</sup> Avenues. The Portland Streetcar line runs east to west along NW Northrup Street and connects the Northwest District to the River District to the east and the Central City to the southeast.

### **NW 19<sup>th</sup> Avenue**

Northwest 19<sup>th</sup> Avenue is a one-way street heading south that consists of one lane and a bicycle lane north of NW Hoyt Street and two traffic lanes south of NW Hoyt Street. NW 19<sup>th</sup> Avenue is classified in the city's *Comprehensive Plan* as a Major City Transit Street as well as a City Bikeway between West Burnside and NW Thurman Streets. Congestion is generally low and auto traffic proceeds at relatively high speeds.

### **NW 18<sup>th</sup> Avenue**

Northwest 18<sup>th</sup> Avenue is a one-way street heading north that consists of one traffic lane and a bicycle lane north of NW Everett Street and two traffic lanes south of NW Everett Street. NW 18<sup>th</sup> Avenue is classified as a Major City Transit Street and a City Bikeway between West Burnside and NW Thurman Streets. It forms a "couplet" with NW 19<sup>th</sup> Avenue.

### **NW 16<sup>th</sup> Avenue**

Northwest 16<sup>th</sup> Avenue located adjacent to Interstate-405 and acts as the project area's eastern boundary. NW 16<sup>th</sup> Avenue consists of two lanes and an intermittent bicycle lane. NW 16<sup>th</sup> Avenue is classified as a Major City Traffic Street, a Major City Transit Street, a Minor Truck Route Street as well as a City Bikeway Street, in the city's *Comprehensive Plan*.

**Table 26: Daily Traffic Counts for Selected NW Intersections**

<i>Street</i>	<i>Intersection</i>	<i>Date</i>	<i>Daily Count</i>
W Burnside St	W/NW 16 <sup>th</sup> Ave	05/16/01	29,336
NW Lovejoy St	E/NW 25th Ave	10/16/01	5,953
NW Lovejoy St	W/NW 25th Ave	10/16/01	9,671
NW Thurman St	W/NW 21 <sup>st</sup> Ave	10/15/01	4,525
NW Thurman St	E/NW 21 <sup>st</sup> Ave	10/15/01	1,398
NW 16th Ave	S/NW Lovejoy St	10/11/01	5,697
NW 18th Ave	S/NW Lovejoy St	10/11/01	5,226
NW 19th Ave	S/NW Lovejoy St	10/11/01	4,664
NW 21st Ave	S/NW Lovejoy St	10/11/01	9,006
NW 23rd Ave	S/NW Lovejoy St	10/11/01	12,248
NW 23rd Ave.	N/NW Northrup St	05/05/99	12,808
NW 25th Ave.	S/NW Vaughn St	09/11/96	7,083

Source: Portland Office of Transportation

### Pedestrians and Bicyclists

Sidewalks exist on both sides of the street in the majority of the area. Streets where sidewalks are on one side only include the bridges crossing I-405 on West Burnside Street and NW Couch, Everett, and Glisan Streets, as well as portions of NW Westover. Pedestrian connectivity on NW Thurman Street underneath the freeway structure is also poor. Crosswalks and pedestrian-activated signals are provided at all signalized intersections in the area. The sidewalks located within the plan area's mixed-use main streets are fairly narrow, when compared with the high volumes of people who use these sidewalks on a daily basis. Pedestrian improvements to increase safety and accessibility are needed along Northwest study area main streets. The Transition Subarea contains some blocks larger than the typical Northwest 200 foot by 460 foot pattern. As new development occurs, smaller blocks are desired, for enhanced pedestrian connectivity.

Much of the study area is designated as a Pedestrian District in the city's *Comprehensive Plan*. A Pedestrian District is typically a compact walkable area of intense pedestrian use with a dense mix of land uses and good transit service, where walking is intended to be the primary mode for trips within the district.

**Map B-4: Northwest Pedestrian District**

The gridded street network provides numerous choices for bicycle travel in Northwest. The bicycle commuter route to downtown is along NW 18<sup>th</sup> and 19<sup>th</sup> Avenues. However, actual

bicycle lanes are fragmented and discontinue at their southern ends. Bicycle lanes also run east-west and connect to the NW 18<sup>th</sup> and 19<sup>th</sup> Avenue couplet at NW Everett and Glisan Streets. Bicycle lanes also exist for a short stretch along NW 24<sup>th</sup> Avenue and on NW Vaughn Street from NW 23<sup>rd</sup> to Montgomery Park. Local streets given City Bikeway classification include NW Couch, Flanders, Johnson, Overton, and Raleigh Streets, although no specific bicycle enhancements exist on these streets. NW Thurman Street is also a City Bikeway that provides a good connection through the northern end of the plan area, and to Forest Park, which is at NW Thurman's western terminus. It has multiple speed bumps that slow automobile traffic enough to make for a comfortable environment for bicyclists. Improvements sought within the Northwest District include enhancing the connectivity across Burnside Street, completing the bicycle lanes along NW 18<sup>th</sup> and 19<sup>th</sup> Avenues, and establishing a more prominent east-west bikeway that connects this area with the River District and the waterfront.

## Transit

The Northwest area enjoys excellent public transportation services by bus and streetcar. Five TriMet bus lines (15, 17, 18, 20 and 77) directly link the area to the Northwest Hillside, Downtown Transit Mall, the Lloyd District, St. Johns, Guild's Lake Industrial Sanctuary, Beaverton, Troutdale, and other parts of the city and region. The 15 provides a direct link to the nearby MAX light rail station at PGE Park. The Portland Streetcar line, located along NW Lovejoy and NW Northrup Streets, connects the Northwest District to the Pearl District, Downtown and Portland State University.

Table 27 shows the peak period headways and daily boarding data for bus lines and the Portland Streetcar.

**Table 27: Average Transit Headways (in Minutes) and Daily Ridership**

Route	Midday		PM Peak		Daily Riders Through NW
	Inbound	Outbound	Inbound	Outbound	
15	12	12	8	12	3,722
17	15	14	12	11	2,092
18	NA	NA	50	50	65
20	15	15	14	14	1,181
77	15	15	14	15	1,019
Streetcar	13	13	13	13	4,400*

\* Streetcar ridership is for the entire line.

Source: TriMet

## Travel Behavior

Tables 28 and 29 below show Northwest residents' primary means of transportation to work, as reported in the U.S. Census (Tracts 45, 47, 48, 49, and 50). In general, Northwest residents show a noteworthy propensity to commute through means other than the single occupancy vehicle, with over 50 percent of workers using such means. This "mode split" is significantly more than that of the city as a whole.



**Table 28: Means of Transportation to Work, 1990**

<i>Area</i>	<i>Drove alone</i>	<i>Carpooled</i>	<i>Transit</i>	<i>Bicycle</i>	<i>Walked</i>	<i>Other</i>	<i>Worked at home</i>	<i>% Did Not Drive Alone</i>
NW	3,712	549	1,095	287	1,657	114	297	52%
Portland	139,246	27,594	23,465	2,453	12,058	2,211	7,243	35%

**Table 29: Means of Transportation to Work, 1996**

<i>Area</i>	<i>Drove alone</i>	<i>Carpooled</i>	<i>Transit</i>	<i>Bicycle</i>	<i>Walked</i>	<i>Other</i>	<i>Worked at home</i>	<i>% Did Not Drive Alone</i>	<i>90-96 % Change</i>
NW	3,669	388	1,182	350	1,440	49	414	51%	-2%
Portland	144,977	26,400	26,958	4,181	10,301	1,732	9,494	35%	1%

## Vehicle Availability

The availability of personal-use vehicles tends to be lower in Northwest than in the rest of the city, on average. However the U.S. Census shows that 1,132 vehicles were added in the Northwest Census Tracts between 1990 and 2000, with a concomitant increase from 0.82 vehicles per household to 0.93 vehicles per household (Table 30).

**Table 30: Vehicles Available and Vehicles Per Household**

<i>Area</i>	<i>1990</i>		<i>2000</i>		<i>90-00 Change</i>	<i>90-00 % Change Vehicles/ HH</i>
	<i>Vehicles</i>	<i>Vehicles/ Household</i>	<i>Vehicles</i>	<i>Vehicles/ Household</i>		
NW	6,191	0.82	7,323	0.93	1,132	12.7%
Portland	270,998	1.45	334,248	1.49	63,250	3.2%

Table 31 below shows the percentage of households with the stated number of vehicles available. In the Northwest Tracts, the percentage of households with no vehicles available dropped seven percentage points between 1990 and 2000, while the percentage with one or two vehicles available rose five and three points, respectively.

**Table 31: Vehicles Available by Percent of Households**

<i>Area</i>	<i>1990</i>				<i>2000</i>			
	<i>None</i>	<i>1</i>	<i>2</i>	<i>3 or more</i>	<i>None</i>	<i>1</i>	<i>2</i>	<i>3 or more</i>
NW	37%	47%	13%	3%	30%	52%	16%	3%
Portland	16%	39%	33%	12%	14%	40%	34%	12%

## Parking

[See Appendix G]

## Public Services and Infrastructure

### Sewer Systems

The city's sanitary and storm sewer systems are managed by the Portland Bureau of Environmental Services (BES). Storm sewers in the project area are currently routed directly to four outfalls along the Willamette River. Sanitary sewer flow is routed to one or more pump stations in the area and is eventually pumped across the river for treatment at the Columbia Boulevard Wastewater Treatment Plant in North Portland.

Portions of the area's sanitary and storm sewer systems are aging and in need of upgrade including upsizing of pipes and replacement of aging conveyance infrastructure. For instance, the Yeon pump station has been identified for upgrade or replacement. Other concerns include basement flooding in some parts of the area.

A comprehensive program to reduce combined sewer overflows (CSOs) into the Willamette River is currently underway throughout the city, including Northwest Portland. The program employs multiple strategies including: disconnecting residential downspouts; draining impervious areas to vegetated areas; diverting underground streams; and separation of sanitary and storm sewers.

In Northwest Portland, major system improvements will include installation of shallow surface pipes and drop shafts to collect combined sewage and construction of the 54-inch Balch Conduit, which will divert CSOs from two river outfalls into the planned Westside CSO Tunnel. The new 14-foot diameter tunnel will run parallel to the river beneath Front Avenue/Naito Parkway and cross the Willamette about one mile north of the Fremont Bridge, ending at a new Swan Island Pump Station. These improvements are scheduled for completion by 2006.

### Water

The existing public water supply system, managed by the Portland Bureau of Water Works, is adequately sized and distributed and meets the demands of the existing land uses in the area. Water mains are installed on nearly all of the public streets. The existing water system will be adequate to provide service to most future customers that may want to develop in the area. The system performs well enough that the Bureau of Water Works has no current need or plans to upgrade it.

### Public Safety, Fire, and Emergency Services

The Portland Bureau of Fire, Rescue and Emergency Services provides 24-hour fire and rescue response in Northwest Portland, primarily from Station 3 located on NW Johnson Street at NW 17<sup>th</sup> Avenue. Fire and medical assistance response times are generally low in the area, due to the proximity of Station 3 and the well-connected street network in the area, although emergency access to the Willamette Heights area is constrained by a single access point over Balch Creek via the Thurman Street Bridge. Table 32 below shows Station 3 response times for medical and fire incidents for the period July 1, 2001 to June 30, 2002. Of the 317 fire incident responses, 260 involved injuries or property loss, including 57 injuries, one death, and property damage

totaling almost 12 million dollars. During the same period, Station 3 also responded to 36 hazardous condition incidents, which included two chemical spills, eight flammable gas or liquid spills, and 15 natural gas leaks or odors.

**Table 32: Fiscal Year 01-02 Portland Fire Bureau Station 3 Response Times**

<i>Response Time</i>	<i>Medical</i>		<i>Fire</i>	
	<i>Responses</i>	<i>Percent</i>	<i>Responses</i>	<i>Percent</i>
Within 4 mins	891	42.4%	139	43.8%
Within 6 mins	1,764	84.0%	266	83.9%
Within 8 mins	2,022	96.2%	297	93.7%
Total	2,101	100%	317	100%

**Source:** Portland Bureau of Fire, Rescue and Emergency Services

The project area lies within the Portland Police Bureau's Central Precinct. A community policing contact center is located on NW Irving Street off NW 23<sup>rd</sup> Avenue.

The crime statistics for the Northwest District neighborhood contained in Table 33 below, indicate that the incidence of many serious crimes, including assault, robbery and burglary is declining. However, bicycle theft and vandalism appear to be on the rise. The overall crime rate per one thousand residents (for the crimes shown in the table) declined by almost 20 percent between 1990 and 2001. The crime rate in the Northwest District (152.3 incidents per 1,000 residents in 2001) remains higher overall than for the city as a whole (97.6 incidents per 1,000 residents in 2001). However, the Northwest rate may be somewhat distorted due to the large number of visitors to the area.

**Table 33: Selected Crime Statistics for the Northwest District Neighborhood**

<i>Crime</i>	<i>1990 Incidents</i>	<i>1996 Incidents</i>	<i>2001 Incidents</i>	<i>% Change 96-01</i>	<i>% Change 90-01</i>
Murder	2	0	0		
Rape/Sodomy	8	12	13	8.3%	62.5%
Molestation	3	9	2	-77.8%	-33.3%
Robbery	81	49	29	-40.8%	-64.2%
Aggravated Assault	85	69	39	-43.5%	-54.1%
Residential Burglary	186	95	40	-57.9%	-78.5%
Nonresidential Burglary	119	107	65	-39.3%	-45.4%
Arson	19	13	13	0.0%	-31.6%
Theft from Auto	606	620	660	6.5%	8.9%
Bike Theft	48	39	69	76.9%	43.8%
Other Larceny	499	471	502	6.6%	0.6%
Motor Vehicle Theft	310	242	170	-29.8%	-45.2%
Vandalism	201	213	256	20.2%	27.4%
Total	2,167	1,939	1,858	-4.2%	-14.3%
Rate per 1000 Residents	188.0	165.7	152.3	-8.1%	-19.0%

**Source:** Portland Police Bureau Planning and Support Division

## Electricity and Natural Gas

Electric power is provided by Portland General Electric (PGE) via the Canyon Substation at SW Columbia Street and SW 17 Avenue, and Station E at NW 21st Avenue and NW Sherlock Avenue. Electric service west of I-405 and north of W Burnside Street is provided predominately from overhead poles and wires, with the exception of underground service in some areas near streetcar lines and Legacy Good Samaritan Hospital. The portion of the study area east of I-405 to is planned for a transition to underground service as the River District develops, due to clearance problems associated with high-density development.

PGE is upgrading the Canyon Substation in 2002 and 2003 to enhance reliability and is planning a major rebuild of Station E in 2003 and 2004. These projects will provide improved service and significant added capacity to serve redeveloping areas in the River District and Northwest Portland.

Natural gas is provided by Northwest Natural. A variety of pipe sizes serves the area, due to the varied requirements of small to large industrial, commercial and residential land uses. The existing natural gas infrastructure is meeting current demand and has the ability to meet a significant increase in demand, because of the study area's location downstream from a pipeline receipt point on Sauvie Island and storage facilities near the St. Johns Bridge.

## Business and Economy

The Northwest District has a broad array of businesses and jobs, covering most major sectors of the economy. Table 34 below shows the number of study area employers and employees by broad industry sector for the year 2000 (excluding the parts of the study area north of NW Vaughn and south of W Burnside). The most significant sectors in terms of both firms and numbers of employees are retail trade and services. Combined, these sectors account for over 70 percent of the area's firms and 68 percent of its jobs. Table 35 breaks out the service category into more refined subcategories, the most significant being healthcare, accounting for over 50 percent of the service employment and over 24 percent of total employment in the study area.

Other major sectors of importance in the Northwest District include transportation and utilities, wholesale trade, FIRE, and construction, with more than one thousand jobs in each category.

**Table 34: 2000 Employers and Jobs By Industry**

<i>Industry</i>	<i>Employers</i>	<i>% of Total</i>	<i>Jobs</i>	<i>% of Total</i>
Agriculture, Forestry and Fishing	5	0.5%	149	0.7%
Construction	35	3.4%	1,759	7.9%
Finance, Insurance and Real Estate	96	9.3%	1,067	4.8%
Government and Education	4	0.4%	224	1.0%
Manufacturing	57	5.5%	926	4.2%
Retail Trade	238	23.1%	4,883	22.0%
Services	494	47.9%	10,215	46.0%
Transportation and Utilities	20	1.9%	1,881	8.5%
Wholesale Trade	83	8.0%	1,126	5.1%
Total	1,032	100.0%	22,230	100.0%

Source: Metro and Oregon Employment Department

**Table 35: 2000 Service Sector Employers and Jobs**

<i>Service Category</i>	<i>Employers</i>	<i>Jobs</i>	<i>% of Service Jobs</i>
Lodging	4	51	0.5%
Personal Services	28	677	6.6%
Business Services	89	1,416	13.9%
Auto Repair, Services, and Parking	10	150	1.5%
Film & Video	25	699	6.8%
Amusement and Recreation Services	22	219	2.1%
Health Services	165	5,349	52.4%
Legal Services	18	194	1.9%
Educational Services	8	127	1.2%
Social Services	35	623	6.1%
Membership Organizations	17	196	1.9%
Engineering, Accounting, Research, Management Services	41	330	3.2%
Private Households	25	107	1.0%
Misc. Services	7	76	0.7%
Total	494	10,215	100.0%

Source: Metro and Oregon Employment Department

The Northwest District is home to several individual employers of regional significance. The Legacy Health System, which is the sixth largest private employer in the metropolitan region, employs approximately 2,600 people at three major facilities in Northwest Portland. Legacy Good Samaritan Hospital and Medical Center, with roots in Northwest Portland dating to 1875, has 280 inpatient beds and provides comprehensive medical services to more than 295,000 outpatients each year. CNF, Inc., a global supply chain management company based in

California, also with historic roots in Northwest Portland, employs approximately 1,400 people in three major facilities in Northwest Portland. The majority of these employees work in the information technology and corporate finance areas. These two employers provide thousands of living wage jobs, and together, account for approximately 18 percent of the jobs in the area.

The Northwest District is also home to an important cluster of high-end retail and dining located primarily along NW 23<sup>rd</sup> and NW 21<sup>st</sup> Avenues. Many of the retail businesses in this area are fairly small in terms of individual company employment levels. However, in total, retail trade accounts for a significant number of jobs (22 percent of the area total). Northwest District retailers tend to be relatively specialized, and together provide a unique array of goods and services that draw customers from throughout the region.

### Real Estate and Development Markets

This section briefly outlines real estate and development market conditions in the area. Most of this information is derived from research conducted by Edward Starkie Consulting for the Bureau of Planning. Additional relevant information is contained in the Demographics and Housing existing conditions sections.

The area's low **residential** vacancy rates and high residential property values indicate its continued appeal as a housing area. Because of its desirability as a residential location, new housing development in the area is currently constrained by the lack of available sites for building rather than unwillingness on the part of purchasers. Future growth in the number of area households is governed by a constrained supply and rising prices due to high demand. Pricing is in the range of \$200 and up per square foot. The income and equity required for purchase prevent home ownership for a large percentage of area households that are not already owners. As a result, policy questions of affordability and maintenance of neighborhood diversity are as critical as questions of market demand. High land prices will tend to push development densities upward.

Vacancy rates for **office** space in the Northwest District is relatively low, except for buildings that are in poor condition or are located far from amenities and have comparatively poor access. The current office market in Northwest, Pearl and Goose Hollow has a vacancy rate of about 8.5 percent. When adjusted for properties in poor locations, the adjusted vacancy is around 3.7 percent. Short-term projections for net absorption rates in Northwest are low for the next two years, but are expected to rise toward historic levels. Historic absorption has been around 26,000 square feet per year (this does not include dedicated corporate facilities such as CNF).

Specialty **retail** is an especially successful market sector in Northwest Portland. The area currently has a regional retail market because of its restaurants, boutiques, and unique main street ambience. In addition, retail spending by Northwest residents is higher than the averages for the city as a whole (around \$1,600 higher annually per household in the 97210 ZIP code than for the average Portland household). Combined with its excellent overall access and proximity to downtown and high income neighborhoods to the west and south, these factors help explain the success of its retail establishments. However, retail is extremely sensitive to location and access at a fine-grained level and future retail growth in the area is subject to a complex number of factors.

## Recreation and Open Space

The Portland Parks Bureau's *2020 Vision Report* locates the project area within the Central City/Northwest subarea, which includes Downtown, the River District and the Lloyd Center District, as well as all of Northwest Portland. While this subarea contains the most park acreage of any in the city, Forest Park actually accounts for 90 percent of that acreage. Without Forest Park, the Central City/Northwest subarea would have the least total park acreage in the city. It also has the smallest amount of neighborhood and community park acreage, with just 47 acres to satisfy the recreation needs of the entire subarea. There are few schools in the area and therefore fewer opportunities to use school grounds and facilities to provide additional recreation and open space. The area also lacks a significant urban plaza.

Major open space and recreation facilities in and near the project area are described below. Additional information on related community recreation facilities and programs may also be found in the Community Assets section of this document.

- **Wallace Park**, the largest park within the Northwest area's core, it is located next to Chapman Elementary school at NW 25<sup>th</sup> Avenue and NW Raleigh Street. The 4.50 acre park is broken into several areas, with sporting fields located along the southern and western edges of the park and more open space located along its northeastern edge. The athletic fields are operated by Portland Parks and Recreation and the Portland School District. These include softball and soccer fields, tennis courts, horseshoe pits and basketball courts. The basketball court is known as one of Portland's best spots for pick-up basketball games. The park also has a playground, a wading pool, a shelter, restrooms and group picnicking facilities.
- **Couch Park** is located at NW 19<sup>th</sup> Avenue and NW Glisan Street, next to the Metropolitan Learning Center (MLC). This 2.67 acre park includes basketball courts, a playground, a picnic shelter with tables, electricity and restrooms. Couch Park is a heavily used and popular facility located near the existing residential core of the area and NW 21<sup>st</sup> and 23<sup>rd</sup> Avenues.
- **Forest Park** is located along the western edge of the Northwest District boundary. Forest Park consists of 5,601 acres and is the largest forested urban park in the country. The park is a regional facility rich in natural resources. It contains over 60 miles of hiking, bicycling and equestrian trails. Adjacent Macleay Park provides access to Forest Park from the Northwest District and has a picnic shelter, picnic tables, a field house, and restrooms.
- **Washington Park**, located directly to the south of the Northwest Area, is a regional park containing 129 acres. Washington Park includes a variety of facilities, including softball and soccer fields, a basketball court, six lighted tennis courts, a playground, covered picnic area, electricity, restrooms, hiking trails, the International Rose Test Garden, the Japanese Garden, and the Hoyt Arboretum. In addition to these sites, the Oregon Zoo, Vietnam Veterans Memorial, Children's Museum, World Forestry Center, Pittock Mansion and the Rose

Garden Children's Park are all located within Washington Park. Pedestrian access to Washington Park from the Northwest District is limited to a steep trail located across West Burnside from the Uptown Shopping Center.

- **Metropolitan Learning Center Pool**, located in the basement of the Metropolitan Learning Center (see Community Assets section below) is the only public aquatics facility in the area. The 20' by 60' foot pool serves users from throughout the city. However, the pool is not wheelchair accessible, and does not meet current Portland Parks & Recreation standards and may be shut down in the near future.
- **Hillside Community Center**, located west of the project area is a small facility with limited access, difficult parking, and consists primarily of a gym and a small classroom. Its location and site conditions make expansion difficult.
- **Friendly House**, located on NW Savier is a nonprofit facility that offers recreational programs for youth and adults as well as other services (see Community Assets, below).

## Environment and Watershed Conditions

The Northwest District lies within the Balch Creek, Johnson-Nicolai Hills and Tanner subbasins of the Willamette watershed. These subbasins are connected to Tualatin Mountain, Forest Park and large contiguous tracts of undeveloped upland areas to the north of the plan area. These areas contain numerous small streams and significant natural areas. These areas provide several ecological benefits including maintaining water quality, buffering winds, trapping soils, intercepting rainfall and providing wildlife habitat. The majority of the study area, however, is highly urbanized. It is important to recognize that the high-quality upland habitat is impacted by nearby urban development in many ways. For instance, natural areas located near developed areas are prone to encroachment by invasive, non-native species such as Himalayan blackberry, English ivy and English holly that reduce the habitat quality.

Most of the plan area is located on fine-grained Willamette River flood deposits that slope gently towards the river. A small section of this lowland area near the river is artificial fill. The southwest portion of the plan area, located in the Northwest Hills, is characterized by steeper slopes and highly erodible soils (Portland Hills Silt) that do not drain well and are prone to landslides. The instability of the soil is a major reason why much of this area has not been developed and remains parkland and open space. Erosion, slope failure, and land clearing associated with development have affected the watershed and an increase in impervious area without concurrent stormwater management implementation could worsen water quality problems in the future.

The study area's proximity to major industrial operations to the north, such as metals and chemical manufacturing and processing facilities, has resulted in reported air quality problems. These problems are compounded by vehicle, small engine and household furnace emissions, common to urban areas.



## Community Assets

The Northwest area is a vital urban district with a wealth of community facilities, services and amenities to serve its residents, employees and visitors.

Six recognized neighborhood and business associations—the Northwest District Association, Goose Hollow-Foothills League, the Pearl District Neighborhood, and the Hillside Neighborhood, the Northwest Industrial Neighborhood Association (NINA), and the Nob Hill Business Association—are involved in the Northwest study area. Neighbors West/North West is a nonprofit coalition that provides support to local neighborhood associations. These groups provide an arena for community discussions and offer an organized, community-based system for citizens and businesses to voice their concerns to city government and directly influence decision-makers. They engage in activities and programs that promote citizen awareness and participation, helping to forge a strong sense of community.

There are three major community centers in the area. Friendly House, the Northwest Cultural Center and the Hillside Community Center. Friendly House provides a variety of community services. It provides extensive daycare for children of all ages year round. Some drug and alcohol counseling and intervention strategies are available for teenagers. It also provides senior services such as counseling, housekeeping, emergency services, and a wide range of social activities. Friendly House also serves low-income or socially isolated elderly individuals. Low income and homeless families are frequently assisted with food baskets and shelter referrals. Friendly House maintains some transitional apartments where homeless families can stay for up to six months.

The nonprofit Northwest Neighborhood Cultural Center houses community organizations and serves as a meeting place for numerous groups, and features various kinds of lectures, talks, and performances in its upstairs theater space. The Northwest Children's Theater and School mounts productions there each season. Space is available for community meetings or events.

The City's Hillside Community Center is located in Hillside Park, once the site of the Catlin Gabel School, in the Hillside Neighborhood. It includes classrooms, a gymnasium, a kitchen, office and restrooms. The Hillside Park and Community Center were at one time the Catlin Gabel School. After the school was moved, the property changed hands and was to be sold to a condominium developer. Instead, the neighborhood bought the land and reserved it for public open space. In the spring of 1974 the residents turned the property over to Portland Parks and Recreation who manages the center today.

The Metropolitan Learning Center (a division of Portland Public Schools) provides before and after school activities for school age children, as well as a fully equipped kindergarten during the day. During the summer there are organized field trips. The center has a playground, a swimming pool in the building and is located close to Couch Park. There are also language immersion programs that regularly visit the school, including Spanish and Japanese.

Legacy Good Samaritan Hospital and Medical Center (LGSHMC) has been an important influence in the Northwest since its founding in 1875. Providing a full range of medical and health services, the hospital also offers services such as community education classes on health

care and lifestyles and has amenities such as a medical resource library. Legacy's Caregiver Services program supports families caring for elderly or chronically ill family members. The hospital has an agreement with the Northwest District Association to present and discuss master plans regarding future construction projects affecting the neighborhood so that the two parties can continue to exist harmoniously.

There are a several religious institutions within the study area, some long-established. For example Temple Beth Israel and St Patrick's Catholic Church have been present in the Northwest for over 100 years. Each provides religious services and classes for all ages along with social programs such as assistance to the poor.

Raphael House is a nonprofit human services organization in the Northwest District that provides assistance to victims of domestic violence, including an emergency shelter, case management, children's programming, a 24-hour crisis line, and Oregon's first transitional and long-term low income housing programs for battered women and children made homeless by domestic violence.

Social services for the elderly are provided by several institutions including Loaves and Fishes and Meals on Wheels. Seniors can get hot nutritious meals and socialize at the Loaves and Fishes Center, or get meals delivered via the Meals on Wheels program. There is also a Store-to-Door grocery delivery service which helps homebound seniors remain independent, even if they can't make it to the local grocery store to do their shopping. The Alzheimer's Association assists both patients and family members affected by Alzheimer's and other dementing disorders. It provides education, support groups, and 24-hour counseling, information and referrals.

Chapman Elementary School, on NW 26<sup>th</sup> adjacent to Chapman Park, serves children in Kindergarten through grade five. It has 20 classroom teachers, full-time PE and music teachers and three special education teachers. A variety of programs and activities enrich students' experiences including, a "Reading Buddy" program, Junior Great Books (reading) and Eat Your Words (writing), on-site classes by the OMSI staff, and multi-cultural education. Full day Kindergarten is available, as is after-school daycare in conjunction with Friendly House. Community partners include ESCO Corporation (located in the nearby Guild's Lake area) and Legacy Good Samaritan Hospital and Medical Center.

Area students generally attend West Sylvan Middle School in Southwest Portland and Lincoln High School. Metropolitan Learning Center (MLC), on NW Glisan Street adjacent to Couch Park is a public Kindergarten through twelfth grade community school that draws children from throughout the city. MLC offers alternative and flexible learning approaches and strives for a nonrestrictive, student-centered learning environment. Community and parent involvement in learning and school activities is high.

Other educational institutions include St. Mary's Cathedral School, which provides Catholic education for students in Kindergarten through grade 8, and Linfield College's school for nursing and health sciences.

There is a recently-opened Multnomah County library branch at NW 23<sup>rd</sup> Avenue and Thurman Street. The branch had been sought by residents for years and is proving to be very popular. It

has a small meeting room available for public meetings and offers other programs, including story-telling for small children.

There are numerous Northwest institutions, which support the visual and performing arts in the area, including the CoHo Theater, the Stark Raving Theater, the Brody Theater, the Northwest Children's Theater and School, the Comedy Sports Arena, and several art galleries.

## Notes on U.S. Census Data

Much of the demographic, housing and economic information in this Appendix was obtained from the US Census Bureau's Decennial Census of Population and Housing. The Census data provide a wealth of reliable data. Below are several points that should be kept in mind while interpreting the Census data in this report. Also note that at the time of this writing some of the 2000 Census data was not yet available or needed additional analysis beyond the scope of this report.

- As is noted in the text, Census Tracts do not correspond precisely to study area or neighborhood boundaries. While the boundaries of the Northwest District Census Tracts have remained relatively stable over the previous three Censuses, the geographic area of the city has changed. Between 1980 and 1990 over 17,000 acres were added to the city through annexations; over 6,000 acres were added between 1990 and 2000. Therefore, caution needs to be used in interpreting the changes in citywide values for demographic variables between different Censuses.
- The 2000 Census instituted a number of changes in the way data was collected and reported. One of most important of these changes is that individual respondents may now indicate more than one race on the survey form, where in the past only one race could be chosen. This makes comparisons between 2000 data and previous years difficult. In this report, 2000 Census race figures include both those who indicated the specified race alone and those indicating the specified race in combination with one or more races. Because more than one race may be selected, totals may exceed the number of persons in area.
- The 1996 American Community Survey (ACS) data for Portland is for the Multnomah County portion of the city only.
- Household income includes the income of the householder and all other persons 15 years old and over in the household, whether related to the householder or not. Because many households consist of only one person, average household income is usually less than average family income.
- Some Census data is collected from every household—the “Short Form” or “100 percent” data. Other variables are collected from a random sample of about one of every six households—the “Long Form” or “sample” data. While the sample data is considered very reliable, it should be treated with the same caution as any data that is not taken from a complete census of the population under study. The existence of two data sets can also result in very minor discrepancies when looking at the same variable, but reported from different

sets. For instance, in 2000, the number of renter-occupied units in the Northwest tracts is reported as 6,574 in the 100-percent data set, and 6,582 units in the sample set.

- The Census Bureau web site describes in greater detail the distinctions between data categories, statistical methodologies, and potential error factors. <http://www.census.gov/>

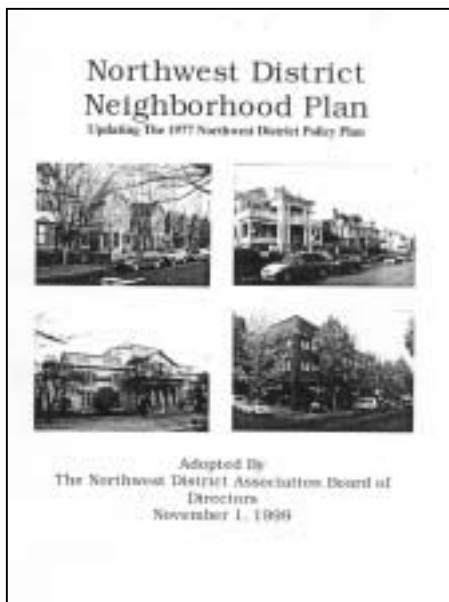
## Appendix C: Northwest District Plan Process

The *Northwest District Plan* is the result of a collaborative process between public agencies, community organizations, citizens, property owners and businesses. The process began over a decade ago with an effort by the Northwest District Association (NWDA) to update the 1977 *Northwest District Policy Plan*. This culminated in 1999 with the adoption by the NWDA Board of the *Northwest District Neighborhood Plan*. This plan addressed a comprehensive set of issues affecting the neighborhood, including land use, transportation, urban design, quality of life and business-residential interaction, among others. The NWD *Neighborhood Plan* also proposed



June 2002 Northwest Area Plan Open House

changes to the Zoning Code and Zoning Map. This plan has served as one of the primary inputs in the *Northwest District Plan* process.



In June of 2000 City Council directed the Bureau of Planning to review the NWD *Neighborhood Plan* and take it through the City adoption process. At that time, the Bureau was engaging in related planning efforts to preserve and enhance industrial lands north of NW Vaughn Street and to transition industrially zoned lands south of NW Vaughn Street from industrial to employment, residential and mixed-use zoning. These related planning projects are described in more detail in the Related Northwest Portland Planning Efforts section below. Elements of the “Transition Area” planning project were subsequently combined with the Bureau’s review of the NWD *Neighborhood Plan*, resulting in the *Northwest District Plan* project.

### Advisory Committees and Community Associations

The Bureau of Planning established three main advisory committees to gather input, generate and test ideas, and to review draft plan proposals. Planning staff also worked closely with several neighborhood and business associations in developing the plan.

The **Northwest Planning Citizen Advisory Committee (CAC)**, which also advised the Bureau of Planning during the *Guild’s Lake Industrial Sanctuary Plan* process, is composed of community residents, businesspeople and property owners from the Northwest District, Northwest Industrial, Pearl District, Hillside, Goose Hollow and Linnton neighborhoods. The **Northwest Planning Technical Advisory Committee (TAC)**, is composed of representatives of state, regional, county, and city agencies, as well as private sector utilities. The **Northwest**

**District Committee (NWDC)** is a smaller group made up of representatives from the Northwest District Association and Nob Hill Business Association. This group served as a first point of contact for staff in developing plan concepts and provided advice on the intent of the elements of the 1999 NWD *Neighborhood Plan*. These three groups have worked closely with project staff and provided valuable input and assistance in development of this plan.

A special advisory group, the **Vaughn Corridor Focus Group**, was created to advise staff in the analysis of potential land use changes on properties along the north side of NW Vaughn Street. This group included property owners and their representatives, community members and technical advisors from public agencies.

Throughout the planning process, staff sought input from affected neighborhood and business associations by attending meetings, making presentations and exchanging ideas. These groups include the Northwest District, Northwest Industrial, Pearl District, Hillside, and Goose Hollow-Foothills League neighborhood associations and the Nob Hill Business Association. Staff has also met with individual area property owners, business people, service providers, residents, and developers.

## **Outreach, Public Events and Milestones**

### **Northwest Transition Area Urban Design Concept Workshop and Report**

This public workshop, sponsored by the Bureau of Planning with the help of the urban design firm Crandall Arambula and held March 22, 2001, began the formal planning process for the Northwest Area. The workshop concentrated on the “Northwest Transition Area” between NW Lovejoy and NW Vaughn Streets and NW 12<sup>th</sup> and NW 23<sup>rd</sup> Avenues, where the most potential change is anticipated within the study area. The purpose of the workshop and design work was to develop a preliminary urban design concept for the transition area and to set the stage for the development of a broader urban design concept for the entire Northwest area. This work is summarized in the *Northwest Transition Area Preliminary Urban Design Concept Report*.

### **Neighborhood Walks**

The Bureau of Planning sponsored four “neighborhood walks” during the summer of 2001 designed to:

- Allow citizens to explore parts of Northwest Portland in detail;
- Provide citizens with an opportunity to share their views and ideas about Northwest Portland and its future with each other and City staff; and
- Provide planning staff with valuable citizen input to help in the creation of an urban design concept and vision statement for the *Northwest District Plan*.

The information gathered from the walks was presented at a public meeting in October 10, 2001 and is summarized in the *Northwest Neighborhood Walks Results Summary* document available through the Bureau of Planning.

**Northwest District Vision and Urban Design Concept Refinements and Workshop**

Following completion of the Northwest Neighborhood Walk events, Bureau of Planning staff prepared initial drafts of the Northwest District Vision Statement and Urban Design Concept. These were then presented and discussed at a joint meeting of the Northwest Planning Projects CAC and TAC, and at meetings of the NWDA and Pearl District Neighborhood Association planning committees. Bureau of Planning staff used input from these meetings to further refine the Vision and Urban Design Concept before presentation to the public at a “Vision and Urban Design Concept Workshop,” held November 15, 2001. During the workshop, community members discussed the draft Vision Statement and Urban Design Concept in small groups led by planners. Staff recorded participants’ comments and ideas, and highlighted possible changes on maps when supported by group consensus. Input from the workshop was used to further refine the vision and design concepts for the Northwest District, resulting in the versions of the Vision Statement and Urban Design Concept contained in this plan.

**Northwest District Plan Open House**

The Bureau of Planning sponsored an open house to review the *Discussion Draft Northwest Area Plan* on June 20, 2002. Over 100 people attended the event, picked up copies of the Discussion Draft, and offered initial comments to project staff. A nearly two month comment period was provided for additional public comments. The *Proposed Northwest District Plan* incorporates suggested changes from comments received on the Discussion Draft plan.

**Ongoing Advisory Committee and Community Meetings and Input**

Throughout the winter, spring, summer and early fall of 2002 staff met regularly with the Citizen and Technical Advisory Committees as well as the Northwest District Committee to test and refine plan proposals. Staff has also met on a periodic basis with other groups, including the planning and transportation committees of the Northwest District Association, the Land Use/Planning Committee of the Pearl District Neighborhood Association, the Goose Hollow-Foothills League and the Nob Hill Business Association.

Staff has also attended and worked with project staff and advisory committees of related ongoing City-sponsored projects, including the Burnside Corridor Transportation and Urban Design project and the *NW On-Street Parking Plan* project, led by the Portland Office of Transportation.

**University of Oregon Architecture Studios**

An additional source of input has been the work of University of Oregon undergraduate and graduate architecture students. Working in consultation with Bureau of Planning staff, several students crafted studio projects within the context of Northwest Portland and the Northwest District Planning process. These projects highlighted key urban design issues and illustrate development opportunities within the district.

University of Oregon architecture student Karl Refi's concept for a library and public plaza in the Northwest Transition Area. These amenities would serve the existing neighborhood to the south of NW Pettygrove, while anticipating future development to the north. Images courtesy of the University of Oregon.





## Appendix D: Planning and Policy Framework

Planning for the Northwest District is conducted within a framework of state, regional and local planning policies that guide future land use, key transportation and public facilities decisions. This appendix highlights the planning and policy framework considered in development of the plan.

### State Goals and Rules

Through Senate Bill 100, the 1973 Oregon Legislative Assembly established the current regulatory framework for land use planning in the state of Oregon. The Oregon Land Conservation and Development Commission (LCDC), under the authority delegated to them by the legislature, adopted standards called the *Statewide Planning Goals*. The Department of Land Conservation and Development (DLCD) administers these planning goals.

### Oregon's Statewide Planning Goals

Oregon's Statewide Planning Goals constitute the framework for a statewide program for land use planning. The nineteen goals incorporate state policies on land use, resource management, economic development, and citizen involvement, among others. The statewide goals are achieved through local comprehensive planning.

### State Transportation Planning Rule (TPR)

The Transportation Planning Rule implements Statewide Planning Goal 12 (Transportation) and is intended to foster the development of land use and transportation patterns that will reduce the number of vehicle miles traveled per capita, reduce overall reliance on the automobile, support developments that are less dependent on the automobile, and encourage other modes of travel.

To implement this rule, jurisdictions must adopt transportation plans that reduce the amount of miles driven and the amount of parking per person (on average) in order to reduce overall reliance on the automobile, promote other forms of travel, improve air quality, and reduce traffic. The intent is to avoid or minimize many of the livability problems that other urban areas face.

### Metropolitan Housing Rule

The purpose of this rule is to ensure the provision of adequate numbers of needed housing units and the efficient use of land within cities in the Portland region. It is also designed to provide greater certainty in the development process, which can lead to reduced housing costs.

### Regional Plans and Policies

Metro is the directly elected regional government for the urbanized portions of Clackamas, Multnomah, and Washington Counties. In addition to managing regional facilities, including the Oregon Zoo, the Oregon Convention Center, and solid waste disposal, Metro provides regional land use and transportation planning and determines the location of the region's urban growth boundary.



## Region 2040 Growth Concept Plan

The *Region 2040 Growth Concept Plan* (1994) depicts the preferred form of regional growth and development through the year 2040; the character and density of different areas, as well as ways to protect open spaces, natural resources, and air and water quality. The growth concept is designed to accommodate an estimated 720,000 additional residents (a third of whom will be born in the region) and 350,000 additional jobs within the current urban growth boundary (UGB). Fundamental to the growth concept is a multimodal transportation system that ensures mobility of people and goods throughout the region. The *Regional Growth Concept Plan* identifies and maps “design types” such as regional centers, town centers and main streets

To accommodate future growth and development, Metro, along with the cities and counties in the region, jointly designated a number of mixed-use development areas that correspond to mapped “design types” region wide. Mixed-use design types mapped within the Northwest Study Area include Main Streets, Corridors, and Central City. Other Region 2040 design types included within the study area are Inner Neighborhoods and Industrial Areas.

## Urban Growth Management Functional Plan

The *Urban Growth Management Functional Plan* (UGMFP) was created by Metro to aid in early implementation of the *Region 2040 Growth Concept Plan*. The UGMFP establishes specific actions local governments must take to adhere to regional growth management policies. Among other things, the UGMFP requires local governments to change, if necessary, their policies and ordinances to:

- Apply minimum density standards for residential zones, allow accessory dwelling units, and establish 2040 “design type” boundaries (Title 1);
- Meet or exceed standards for parking minimums and maximums (Title 2);
- Demonstrate compliance with water quality standards and stream protection (Title 3); and
- Prohibit large-scale retail uses in most employment and industrial areas (Title 4).

The UGMFP also requires jurisdictions to increase street and pedestrian/bicycle connections, support boulevard design guidelines, and establish transportation mode split goals to encourage the use of alternatives to the automobile.

## Regional Framework Plan

Metro’s *Regional Framework Plan*, adopted in 1997, contains the policies that will direct the region's future growth. The plan address the following:

- Management and amendment of the urban growth boundary
- Protection of lands outside the urban growth boundary for natural resource use and conservation, future urban expansion or other uses
- Urban design and settlement patterns
- Housing densities
- Transportation and mass transit systems
- Parks, open spaces and recreational facilities

- Water sources and storage
- Coordination with Clark County, Washington
- Planning responsibilities mandated by state law
- Other issues of metropolitan concern

This document brings together these elements and the contents of previous regional policies to create an integrated framework and to ensure a coordinated, consistent approach. While technically a new document, the *Regional Framework Plan* incorporates goals, objectives and policies established in existing documents, including the *Regional Urban Growth Goals and Objectives*, the *Regional Greenspaces Master Plan*, the *Region 2040 Growth Concept Plan* and the *Regional Transportation Plan*.

### Regional Transportation Plan

The *Regional Transportation Plan* (RTP), adopted by Metro in 2000, is a 20-year blueprint to ensure our ability to get from here to there as the Portland region grows. The RTP establishes transportation policies for all forms of travel - motor vehicle, transit, pedestrian, bicycle and freight - and lays out the priority projects for roads and freight movement as well as bicycling, walking and transit. The plan is based on forecasts of growth in population, households and jobs as well as future travel patterns and analysis of travel conditions. It considers estimates of federal, state and local funding which will be available for transportation improvements. The plan also comes with cost estimates and funding strategies to meet these costs. The plan was first adopted by the Metro Council in 1983, and is updated periodically to reflect changing conditions and new planning priorities. Local transportation plans are required by state law to be consistent with the RTP.

### Portland Comprehensive Plan

The Portland *Comprehensive Plan* provides the citywide policy framework for the *Northwest District Plan*. The *Comprehensive Plan* is a broad and inclusive expression of community values and aspirations and is designed to guide the future growth and development of the city. Portland's *Comprehensive Plan* includes citywide goals, policies, and objectives, but also includes: the goals, policies, and objectives of neighborhood, community and area plans; a list of significant public works projects; and a map of the city's desired land use pattern. Zoning is a major implementation tool for the *Comprehensive Plan* but is not part of the plan. The documents comprising Portland's *Comprehensive Plan* have never been printed together in a single volume as other adopted plans contain policy language.

The provisions of the *Northwest District Plan* must support the *Comprehensive Plan*. The NWDP vision statement, policies, and objectives will be adopted as part of the *Comprehensive Plan*, providing policy guidance applicable specifically in the Northwest District.

### Portland Transportation Policies

Portland's *Comprehensive Plan* contains a set of transportation and transportation-related policies for the city. The intent of these policies is to coordinate transportation investments with land use and to create an efficient transportation network that supports economic development and neighborhood livability. In addition to transportation policies, the *Transportation Element*

(the transportation component of the *Comprehensive Plan*) contains street classifications, descriptions of the classifications, and district policies. All of these provide guidance on how the transportation system should work. Many of these transportation-related elements of City policy will be revised and updated as part of the *Transportation System Plan* recently adopted by City Council in October 2002.

## Northwest Portland Area Planning Projects

### Northwest District Policy Plan

In 1969 Northwest Portland forged a new standard for community participation in the planning process, ultimately improving citywide public involvement practices. This happened in response to activities undertaken by the Portland Development Commission (PDC).

At that time, the PDC had begun a land acquisition and clearance program at the request of the Good Samaritan Hospital and Consolidated Freightways. Since there was no existing neighborhood group, PDC set up a citizen group (the Northwest District Association, or NWDA) to meet federal requirements for citizen consultation. The level of community organization and interest that followed was more than PDC anticipated. The NWDA opposed the proposals and eventually separated from PDC. The NWDA ultimately went before the City Council and argued that Portland should not apply for an urban renewal planning grant without a comprehensive plan for the district. In 1969, the City Council directed the Planning Commission to proceed with studies and analysis leading to the proposal of a comprehensive plan for the Northwest District.

In 1971 the publication of two staff study documents, *Interim Report No. 1, A Study of Land Use and Conditions*, and *Interim Report No. 2, A Study of Social Factors* provided the essential supporting materials for the *Draft Northwest Comprehensive Plan, March, 1972*. This plan was cooperatively prepared by the Northwest District Association and the Portland Planning Commission staff and was widely reviewed.

On July 2, 1975 after ongoing meetings with the public, City Council completed the Northwest District planning process by adopting the *Northwest District Policy Plan*. The intention was to provide a guide for the use and development of land in the district. The Council then directed the Bureau of Planning to develop and make recommendations on specific actions (particularly Zoning) to carry out the plan.

Beginning in November 1975 the Northwest District Association (NWDA) and the Northwest Industrial Neighborhood Association (NINA), in cooperation with the Portland Development Commission (PDC), initiated a planning study for the Thurman-Vaughn Corridor. Over a six-month period, a broadly based group worked to develop recommendations. A joint meeting of the Planning Commission and the Portland Development Commission was held on April 20, 1976, to review the recommended plan.

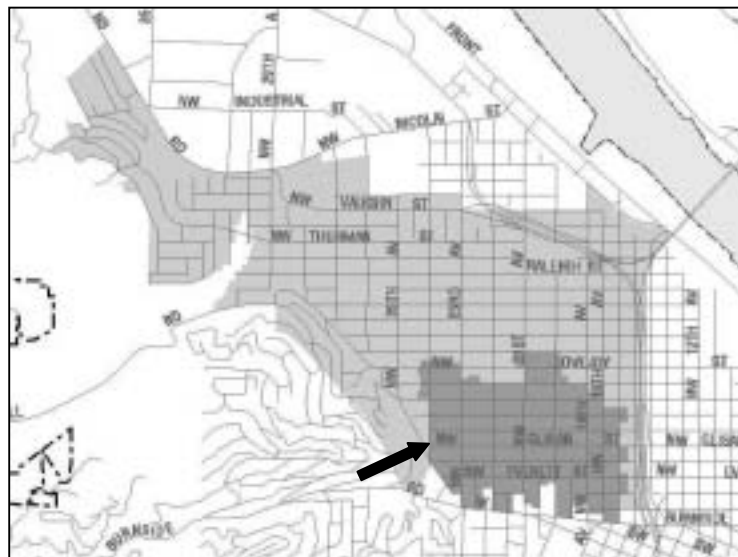
In the summer of 1976 the Planning Commission completed their deliberations and recommended that the Portland City Council adopt their amended version of the *Northwest District Policy Plan*. The City Council adopted the amended *Northwest District Policy Plan* in the winter of 1977 and as part of the Comprehensive Plan in 1980. It remains adopted city policy and is one of the city's oldest neighborhood plans still in effect. The *Northwest District Plan* will replace this older neighborhood plan and form a new policy framework to guide the Northwest District into the future.

### Alphabet Historic District

A large portion of the study area south of NW Marshall Street is located within the Alphabet Historic District. This historic district includes a rich assortment of residential and commercial structures that represent a wide range of building forms and architectural styles from the late-nineteenth to early-twentieth centuries. The District is generally located between West Burnside and NW Lovejoy Streets and NW 17<sup>th</sup> and NW 24<sup>th</sup> Avenues.

The community driven process that led to the official designation of the Alphabet Historic District began at the end of the 1980s, when residents of Northwest Portland became concerned about the demolition of historically significant buildings to make way for development. In the early 1990s the NWDA received two grants from the State Historic Preservation Office (SHPO) to document the neighborhood's significant historic buildings and prepare a historic district proposal. Scores of volunteers contributed hundreds of hours to this project, which resulted in an extensive inventory of architectural resources and historical information.

**Map D-1: Alphabet Historic District**



In October 1997 the City of Portland used funds from a SHPO grant to undertake completion of the historic district project as a City priority staffed by the Bureau of Planning. On March 8, 1999, the Portland Historic Landmarks Commission accepted the Bureau of Planning recommendation to forward the nomination of the Alphabet Historic District to SHPO. On May 12, 2000, the State Advisory Committee on Historic Preservation recommended that SHPO accept the nomination of the historic district and forward their recommendation to the U.S. Secretary of the Interior for listing in the National Register of Historic Places. The Alphabet Historic District was officially accepted for listing in the National Register on November 16, 2000.

As part of a related project, Bureau of Planning staff developed a set of interim design guidelines to serve in conjunction with the *Community Design Guidelines* as the design review criteria for

properties within the Alphabet Historic District. On March 13, 2000, these guidelines were accepted by the Portland Historic Landmarks Commission for recommendation to City Council, which adopted the guidelines on April 6, 2000. The interim design guidelines (found in a document entitled *Historic Alphabet District: Community Design Guidelines Addendum*) are intended to serve together with the *Community Design Guidelines* as the design review criteria for the historic district until the future development and adoption of a more comprehensive historic district design guidelines document.

### **Guilds Lake Industrial Sanctuary Plan**

This planning effort to protect Northwest Portland's industrial land north began in 1996 in response to controversial proposals to develop "big box" retail developments within the Northwest Industrial Sanctuary and longer term trends that have resulted in the loss of critical industrial lands to nonindustrial uses. With the support of City Council and local industrial firms, the Northwest Industrial Neighborhood Association (NINA) developed a neighborhood plan which the Bureau of Planning revised and took through public review and the City adoption process, ultimately resulting in adoption of the *Guild's Lake Industrial Sanctuary Plan* in November 2001.

The *Guild's Lake Industrial Sanctuary Plan* provides a policy and regulatory framework to preserve industrial land in the Guild's Lake Industrial Sanctuary, and protect and promote its long term economic viability as an industrial district. The plan recognizes the importance of the industrial entities to the economic viability of the city and attempts to protect them from undue pressure to relocate.

The *Guild's Lake Industrial Sanctuary Plan* is intended to work in conjunction with the *Northwest District Plan* to facilitate the continued stability of Northwest Portland. Together, the two plans work to enhance the area south of NW Vaughn Street as a diverse mixed-use urban neighborhood, while strengthening protections to the industrial land north of Vaughn Street. The Guild's Lake Industrial Sanctuary includes land within both the Northwest Industrial Neighborhood as well as a portion of the Northwest District Association (NWDA).

### **Northwest Transition Zoning Project**

In 1999 City Council directed the Bureau of Planning to propose regulatory changes to transition industrially zoned lands south of the NW Vaughn Street from industrial to employment, residential and mixed-use zoning. This "Northwest Transition Area" planning effort began in conjunction with the *Guild's Lake Industrial Sanctuary Plan* effort. The Bureau of Planning soon merged transition area planning with the efforts to adopt the 1999 NWDA board-adopted *Northwest District Neighborhood Plan*, resulting in the *Northwest District Plan* process. However, a related "quick response" project was initiated in the fall of 2000 to address the increasing number of Electronic Equipment Facilities (EEFs) that were locating along the new Portland Streetcar line, which passed through the Transition Area along NW Lovejoy and Northrup Streets. Community members were concerned that these "faceless" electronic equipment operations facilities had the potential to diminish pedestrian activity and degrade the urban fabric along the streetcar corridor, where more active-use development and a lively, pedestrian environment was envisioned.

The project rezoned portions of the Northwest Transition Area from General Industrial 1 (IG1) to Central Employment (EX) and established a new Northwest plan district that contained development standards designed prevent EEFs from degrading the mixed-use, pedestrian friendly environment desired along the new streetcar line. A portion of the Northwest Transition Area, centered around the CNF corporate facility was rezoned from IG1 to EX, with the addition of a Master Plan requirement prior to major redevelopment in that area. This project was conceived as an interim solution and was intended to be followed up with more thorough policy planning through the *Northwest District Plan* process.

### **Northwest On-Street Parking Plan (Ongoing)**

This ongoing project, led by the Portland Office of Transportation, is designed to better manage scarce on-street parking resources within the highest demand areas of the Northwest District. Project objectives include discouraging PGE Park patrons and Central City commuters from parking in the area, minimizing negative impacts from auto traffic and increasing the supply of off-street parking. Tentative proposals include establishing a Pay-to-Park district, time limits for visitor parking and a resident/employee permit program. *Northwest District Plan* parking related proposals are meant to work in concert with the *Northwest On-Street Parking Plan*.

### **Central City Plan**

The 1988 *Central City Plan* provides the policy and regulatory framework for development in the inner-most portions of Portland, including Downtown, the Central Eastside, Lloyd Center, North Macadam, Goose Hollow, and the River District. The plan articulates a vision for the Central City as the region's economic, transportation and cultural hub, with a substantial resident population and a rich urban environment. It addresses a broad array of policy concerns including economic development, housing, transportation, culture and entertainment, open space, historic preservation and urban design, among others. One of the plans primary implementing measures is the Central City plan district which includes zoning code provisions that address the unique characteristics and circumstances in the city's urban core.

Portions of the Northwest Study Area within the River District and along West Burnside Street are governed by the policies and plan district regulations of the Central City Plan (see Map 3).

### **River District and Pearl District Planning**

In the early 1990s, citizens and land owners in the North Downtown area, aware of the oncoming challenges and opportunities presented by the changing character of the area, crafted a vision for the burgeoning district. The vision statement describes the newly named River District as a vital urban community of connected, diverse, and mixed-use neighborhoods and called for the district to accommodate a significant portion of Portland's expected future population growth. The City of Portland followed up this effort with the creation of the 1994 *River District Development Plan*, which provides a framework for directed change in the district.

Guided by the *River District Development Plan*, the Bureau of Planning amended the Central City Plan in 1995, creating a new River District sub-district (incorporating the former North of Burnside and Northwest Triangle sub-districts) and a new River District policy with related objectives and action items. The plan also created a new urban design map for the district.

The River District Policy, calls for the extension of “downtown development throughout the River District that is highly urban in character.” The plan also calls for the district to house a substantial residential population with supporting jobs, services and recreation.

The Pearl District is one of the burgeoning neighborhoods in the River District. The *Pearl District Development Plan*, completed in 2001 was a citizen-driven effort to direct future development in a fast-changing River District neighborhood. The plan, funded by the Portland Development Commission, builds on many of the previous planning efforts for the River District, and addresses a broad array of issues, including the built environment, housing, neighborhood amenities, arts and culture, economic development and transportation. It recognizes the rapid growth and change in this inner-urban area, as well as the need for public and private investment in infrastructure, services and amenities to support this growth and maintain the areas livability and economic health.

A portion of the project study area, bounded by NW Lovejoy Street, I-405 and NW 12<sup>th</sup> Avenue, lies within the Pearl District.

### **Goose Hollow Station Community Plan**

The Goose Hollow Station Community Plan (GHSCP) was adopted in January 1996. In addition to including most of the Goose Hollow Neighborhood, the plan includes properties in the Northwest District Association between the I-405 freeway and NW 21<sup>st</sup> Avenue and West Burnside Street and the northern boundary of the properties zoned Central Commercial (CX). The purpose of the plan, which was prepared in conjunction with planning for new stations along the Westside Light Rail line, was to anticipate the integration of housing, employment, retail and services into the existing pattern of land uses once Westside MAX opened. To do this, the plan expanded the boundary of the Central City Plan to incorporate the entire GHSCP area.

### **Burnside Transportation and Urban Design Plan (Ongoing)**

This current Portland Office of Transportation project is focussing on Burnside Street from NW 23<sup>rd</sup> Avenue to SE 12<sup>th</sup> Avenue. Its goals are to “humanize” Burnside, enhance its diverse character, support a mix of uses and businesses, eliminate the street as a “barrier,” and recognize it as a multimodal transportation corridor. The project’s draft recommendations include a preferred design alternative, which includes lane and intersection reconfigurations, sidewalk enhancements and a possible couplet system with NW Couch between NW 2<sup>nd</sup> and 15<sup>th</sup> Avenues.



## Appendix E: Summary of Northwest TSP Projects

Portland's Transportation System Plan (TSP) is a citywide document that will guide and coordinate investment in the transportation network over the next 20 years. In accordance with the State Transportation Planning Rule (TPR), the TSP must include a list of planned transportation facilities and major improvements, including a rough cost estimate, a general timing estimate, and the anticipated service provider for the facilities. There are 11 major transportation improvements identified in the TSP that directly relate to *Northwest District Plan* area. These projects are briefly described below.

In addition to the major transportation improvements identified below, other more minor projects related to the study area can be found in the TSP Reference List. The Reference List projects are drawn from a number of sources including the *Pedestrian Master Plan*, the *Bicycle Master Plan*, lists of needed maintenance projects and other city plans and documents. These projects do not qualify as major improvements, yet are still important to the overall maintenance and improvement of the city's transportation system. The Reference List helps to organize and prioritize the hundreds of small-scale projects throughout the city. A list of relevant TSP Reference List projects follow the major TSP projects below.

In most cases, desired transportation improvements identified during the Northwest District planning process have not been included in the Northwest District Plan action charts if they have already been identified in the TSP. Where TSP-identified projects are included as action items, it is because the community has identified them as priorities or because more detailed guidance can be provided.

### Northwest Portland Transportation System Plan Projects

20014: W Burnside boulevard improvements

(Years 1 – 5)

\$9,365,000

Boulevard retrofit of street including pavement reconstruction, wider sidewalks, curb extensions, safer crossings and traffic management to limit motorist delays.

20052: 10<sup>th</sup>/11<sup>th</sup>/Lovejoy/Northrup streetcar streetscape improvements

(Years 1 - 5)

\$3,405,568

Architectural, engineering, planning, and construction for Central City streetcar and related streetscape improvements.

20064: NW 14<sup>th</sup>/16<sup>th</sup> connections to Burnside, Yeon, and Vaughn

(Years 11 - 20)

\$200,000

Improve or create connections to W. Burnside, Yeon, and Vaughn and provide directional signage to route non-local traffic to 14<sup>th</sup>/16<sup>th</sup> couplet.

60002: NW 18<sup>th</sup>/19<sup>th</sup> decouple

(Years 11 - 20)

\$180,000

Analysis of design options, engineering and construction of 18<sup>th</sup>/19<sup>th</sup> decoupling.

60003: NW 23<sup>rd</sup> reconstruction

(Years 1 – 5)

\$500,00

Rebuild street.

60006: W Burnside (west of 23<sup>rd</sup>) multimodal improvements

(Years 11 - 20)

\$1,100,000

Retrofit bikeway to existing street, improve sidewalks, lighting, crossings and provide traffic signal & left-turn lane at Burnside/Skyline.

60008: NW Everett corridor safety improvements

(Years 11 - 20)

\$175,000

Install flashing beacon & additional signing at NW Park Ave, remodel traffic signal and improve overhead signing at 16<sup>th</sup> Ave and provide additional minor improvements along corridor to improve safety at high accident locations.

60009: NW Everett/Glisan bikeway

(Years 11 – 20)

\$60,000

Retrofit bike lanes to existing street.

60010: NW Everett/Glisan decouple

(Years 11 – 20)

\$680,000

Analysis of design options, engineering and construction of Everett/Glisan decoupling or other appropriate alternative.

60014: NW Pedestrian District improvements

(Years 11 – 20)

\$500,000

Plan & develop improvements to the pedestrian environment to emphasize district identity and make walking the mode of choice for trips within the district.

60021: West Bikeways – Johnson, 24<sup>th</sup>, and Couch

(Years 6 - 10)

\$10,000

Construct curb extensions on Johnson at 21st and 23<sup>rd</sup>; Contraflow lane on 24<sup>th</sup> (Glisan - Flanders); Bike lanes on Couch (Broadway - 10<sup>th</sup>).

## **Northwest Portland TSP Reference List Projects**

### **Neighborhood Livability and Safety**

- NW 26<sup>th</sup> walkway
- NW 28<sup>th</sup> bikeway
- NW Lovejoy bike lane
- NW Overton bike lane
- NW Thurman at Gordon to Aspen stairs
- NW Upshur/26<sup>th</sup> access to Macleay Park

### **Bridges**

- NW Thurman Street bridge rehabilitation

### **Rebuild (4R)**

- W Burnside (I-405 – 23<sup>rd</sup>)
- NW 23<sup>rd</sup> (Burnside – Lovejoy)

### **Intelligent Transportation System (ITS) Improvements**

- W Burnside

### **Traffic Calming**

- NW Westover (25<sup>th</sup> – Cornell)
- NW 19<sup>th</sup> – (Burnside – Lovejoy)
- NW 27<sup>th</sup> (Thurman – Vaughn)



## Appendix F: Transit Oriented Development (TOD) Tax Abatement

The *Northwest District Plan* proposes to amend Section 3.103.020 of the *City Code* to allow certain developments within a portion of the Northwest District to be eligible for property tax abatements. These provisions are designed to encourage housing and mixed-use projects that are affordable to a broad range of the public and that take advantage of close proximity to transit services. This proposal is an important implementation tool for achieving the plan's objectives for lessening dependence on the automobile and for increasing opportunities for affordable housing in the district

The *Northwest District Plan* identifies excellent bus and rail service in the district, including five TriMet bus lines and the Portland Streetcar. All areas on map 3.103-7 on the following page are within one-quarter mile of a fixed route transit service. The plan also found a decline in the affordability of both rental and owner-occupied housing in Northwest Portland since 1980. These facts make it appropriate to extend the area eligible for TOD tax abatements to include a part of the Northwest District. The portions of the Northwest Plan District not included in the area eligible for the tax abatement, generally north of US Highway 30, have been determined to be inappropriate for higher density residential development due to poorer transit service and proximity to industrial sanctuary lands.

In the text below, proposed new code language is underlined. The map showing the area within the Northwest District eligible for the TOD tax abatement is shown on proposed map 3.103-7 on the following page<sup>3</sup>.

### 3.103.020 Eligible Projects and Sites.

#### A. Unchanged

#### B. Unchanged

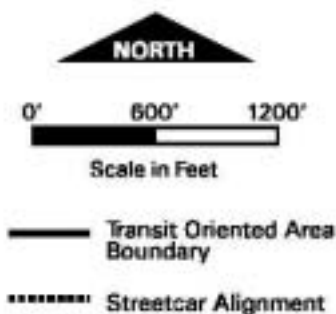
C. For the purposes of this Chapter, eligible sites must be located within the following areas:

#### 1. through 4. Unchanged

#### 5. Transit oriented areas within a portion of the Northwest Plan District as shown at the end of this Chapter on Map 3.103-7.

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<sup>3</sup> This proposal is being considered by City Council under a separate Ordinance.



**Map 3.103-7**  
**Property Tax Exemption for**  
**New Transit Supportive Residential**  
**or Mixed Use Development**

**Northwest Plan District**

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## Appendix G: Parking Plan Supporting Documents

### Existing Conditions: Parking

On-street parking is available at no charge along most of the district's streets. A residential parking permit and visitor time-limit program is in place in high-demand areas to discourage the use of on-street parking for events at PGE Park and by downtown commuters. Average occupancy of on-street parking spaces is generally quite high, reaching effective saturation during peak evening and night periods (as high as 98 percent occupancy). An on-street parking plan, with a proposed pay-to-park and expanded permit system is currently under development by the Portland Office of Transportation (PDOT) in cooperation with Northwest community and business organizations.

Several on- and off-street parking space inventories have been conducted over the past few decades, each using differing methodologies, boundaries and reporting methods. A 1983 study by Portland State University graduate students counted 4,194 on-street spaces (of which 650 were time-limited) and 6,109 off-street spaces in the area roughly bounded by West Burnside and NW Pettygrove Streets and NW 25<sup>th</sup> / NW Westover and the I-405 freeway. A more recent PDOT inventory counted approximately 4,7078 on-street spaces in the same general area (assuming 20 lineal feet of curb per parking space). The 2000 Northwest area land use inventory counted 6,023 off-street spaces in the same area.

The tension between a limited supply of parking and rising demand from residents, employees and visitors is a long-standing issue in the area. The problem has many influences, including: high population density; increasing auto ownership and incomes; relative lack of accessory parking associated with older buildings; and increased volumes of visitors frequenting the successful commercial corridors.

Several research efforts have indicated wide-spread dissatisfaction with the parking conditions in the area. One study found that "too little parking" was the biggest problem affecting neighborhood livability. In another survey, 52 percent of area residents specifically mentioned lack of parking as the top-of-mind major problem in Northwest Portland.

However, these beliefs are not universal. Northwest residents are generally less-auto dependant and have lower auto ownership rates than in many parts of the city. This helps to explain why one study found that, while 40 percent of area residents identified parking as a "big problem," another 40 percent identified it as "not a problem." Some believe that the relative dearth of parking in the area is actually a benefit, as it acts to constrain increased traffic and the negative impacts from automobiles.

Nevertheless, eighty percent of the area's households own one or more cars. These cars need to be parked somewhere. In addition, many area businesses rely on a regional customer base and believe that an adequate supply of parking is critical to their economic viability. One survey found that 93 percent of the nonresident pedestrians along NW 21<sup>st</sup> and 23<sup>rd</sup> Avenues drove to the area. Fifty-three percent of surveyed businesses believed that parking conditions hurt their business.

## Selected Northwest District Facts

### 2000 Population and Employment

	NW Study Area	NW Parking Study Area*	% of NW Study Area Total
Population	12,396	8,214	66%
Households	8,102	5,786	71%
Employees	25,484	12,610	49%
Employers	1,114	649	58%

### 2000 Employers by number of Employees

Number of Employees	NW Study Area Employers	% of Total	NW Parking Study Area* Employers	% of Total
1-3	48	4%	15	2%
4-6	596	54%	345	53%
7-10	106	10%	75	12%
11-40	250	22%	163	25%
41-100	80	7%	38	6%
101-150	15	1%	9	1%
>150	19	2%	4	1%
Total	1,114	100%	649	100%

### 1990 and 2000 Vehicles Available and Vehicles Available per Household

Area	1990 Vehicles	1990 Vehicles/Household	2000 Vehicles	2000 Vehicles/Household	90-00 Change	90-00 % Change Vehicles/HH
NW**	6,191	0.82	7,323	0.93	1,132	12.7%
Portland	270,998	1.45	334,248	1.49	63,250	3.2%

### 2000 Parking Spaces

Parking Spaces	NW Study Area	NW Parking Study Area*
On-Street***	NA	4,708
Off-Street	13,136	6,023

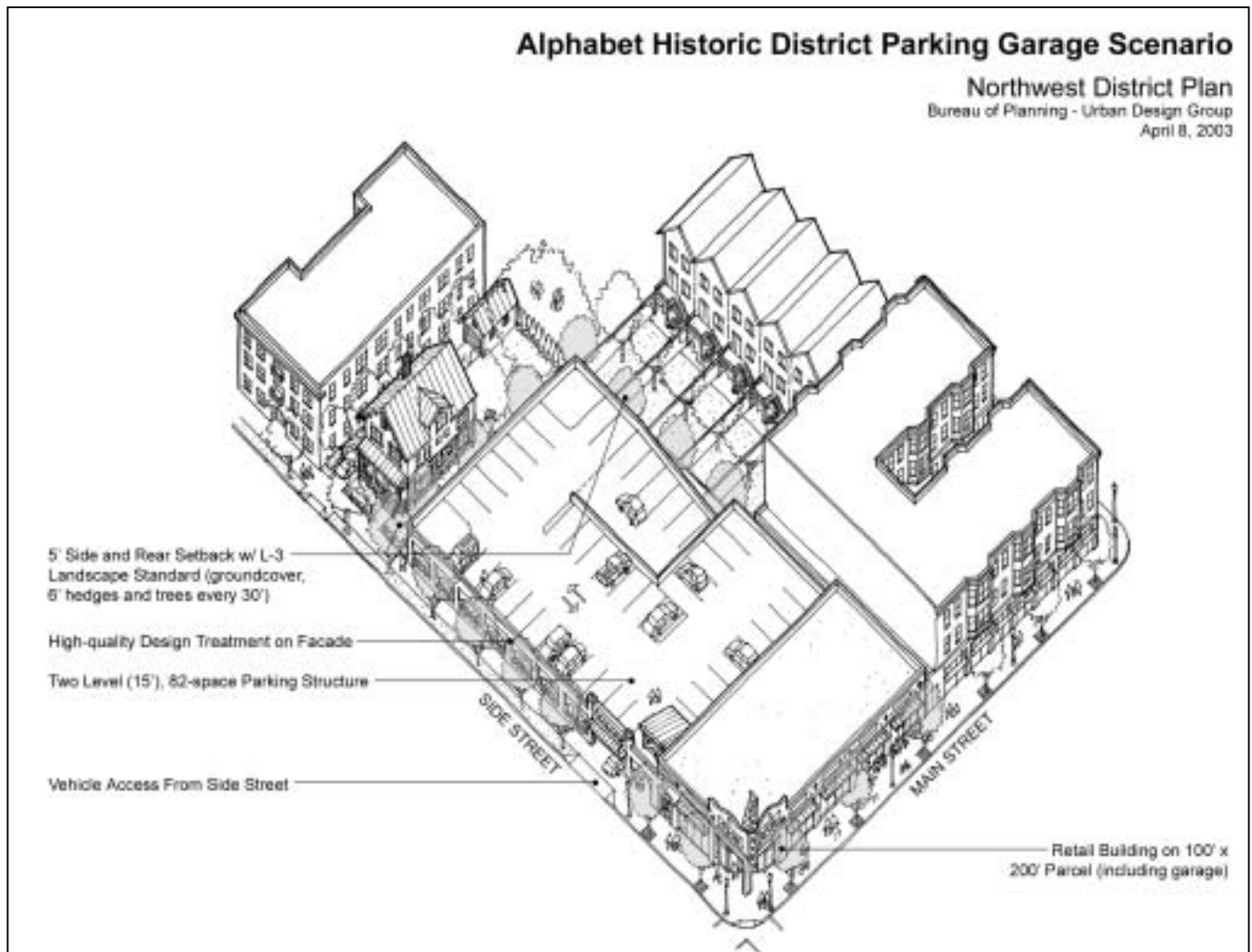
\* Approximately bounded by NW Pettygrove, W Burnside, I-405, and NW 25th/NW Westover

\*\*Census Tracts 45, 47-50

\*\*\* Assumes 20 lineal feet per space and excludes truck-loading areas

Sources: US Census Bureau, Oregon Employment Department, Metro, Portland Office of Transportation, Portland Bureau of Planning





## Development and Design Provisions for Structured Parking

This section briefly summarizes the existing and recommended development standards and design review provisions that would influence the siting and design of a commercial parking structure allowed under new Northwest Plan District provisions.

Note: All existing base zone and other applicable Zoning Code regulations along with proposed Northwest Plan District regulations would apply to commercial parking structures unless otherwise described below. These regulations also apply to an entire project site not just the residential portion of the site.

### Applicability Matrix

Development Standard/Design Category	NW District Plan Standards	Community Design Guidelines	Alphabet Dist. Design Guidelines
Height	X		
Building Footprint/Form	X		
Uses	X	X	X
Architectural Massing		X	X
Façade Articulation/Materials		X	
Vehicle Access	X	X	
Lighting and Signage		X	

### Proposed Northwest District Plan Development Standards:

#### Base Zone Regulations for Split Zoned Properties

- When the zoning for any of the sites identified on Map 562-3 is split between a Multi-Dwelling Zone and a Commercial Storefront (CS) Zone, the base zone development standards for the CS zone applies to the entire site.

#### Footprint/Form

- Limited by size of designated parcels on a map.
- All commercial parking uses identified on Map 562-3 must be in a structure.

#### Building Height

- For conditional use reviewed sites designated on Map 562-3 that are zoned High Density Residential (RH), there is a 45' height limit when the commercial parking is greater than 50% of the project's FAR. When residential and/or land uses other than parking are greater

than 50% of the FAR, the project can reach the base zone height limit for the multi-dwelling zone.

### Uses - Parking Space Cap

- Limit the total number of parking spaces allowed for all sites developed as Commercial Parking as shown on Map 562-3 to 800 spaces. Of this total and in combination, no more than 450 spaces may be achieved through the allowed use provision and no more than 450 spaces can be approved for any of the sites on Map 562-3 that are approved through a conditional use review.

### Uses – Ground Floor

- A parking structure must be built to the main street lot-line. Ground-floor active uses must occupy 100% of the building edges facing designated Main Streets and the Streetcar line, except when parking access is determined more appropriate than along a side street. The active use area must be constructed to be a minimum of 25’ deep and 12’ from the finished floor to the bottom of the structure above.

### Uses – Density

- For the sites designated on Map 562-3, minimum density requirements for the residentially zoned portion of the project do not have to be met.
- Residential density is encouraged for mixed-use commercial parking projects in the RH zone. See bullet under building height.

### Access

- Vehicle access into a parking structure is not allowed from a designated Main Street or Streetcar line unless access is determined more appropriate than a local service street through a conditional use review.

## Relevant Design Guidelines

Note: all commercial parking structure projects considered in the Northwest District would be subject to the design review process. Those projects in the historic district would be subject to the *Historic Alphabet District Guidelines*.

- **Community Design Guidelines –**  
Guideline P1 (Community Plan Area Character)--“Enhance the sense of place and identity of community plan areas by incorporating site and building design features that respond to the area’s unique characteristics and neighborhood traditions”. The *Northwest District Plan* informs this guideline with the following key examples. Also, the plan’s Desired Urban Characteristics and Traditions chapter details the desired characteristics for development in the Nob Hill Residential Areas (the Alphabet Historic District)
  - A. Continue the area’s established pattern of partial-block building massing. Large projects should be divided into building volumes or wall planes that are no wider than 100 feet, through means such as: separate structures, courtyards, setback variations and vertical projections or recessed areas.

- E. Along Main Streets and the streetcar alignment, incorporate design elements that contribute to a vibrant and pedestrian-oriented streetscape. Development along these streets should include elements such as: large storefront windows, awnings, outdoor space for dining and other activities, and building frontage and setbacks seamlessly integrated with the public realm.”

All other *Community Design Guidelines* are relevant. In particular, Guideline D4: (Parking Areas and Garages) specifically addresses parking structures: “Integrate in a manner that is attractive and complementary to the site and its surroundings. Locate parking in a manner that minimizes negative impacts on the community and its pedestrians. Design parking garage exteriors to visually respect and integrate with adjacent buildings and environment.”

- ***Historic Alphabet District: Community Design Guidelines*** – Guideline 3: “...New development will seek to incorporate design themes characteristic of similar buildings in the Historic Alphabet District.” Examples of how this guideline may be accomplished in the design of new projects include matching the proportions and incorporating architectural details of surrounding buildings, and relating cornice lines and opening proportions to adjacent landmark properties.

## Appendix H: Bibliography

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