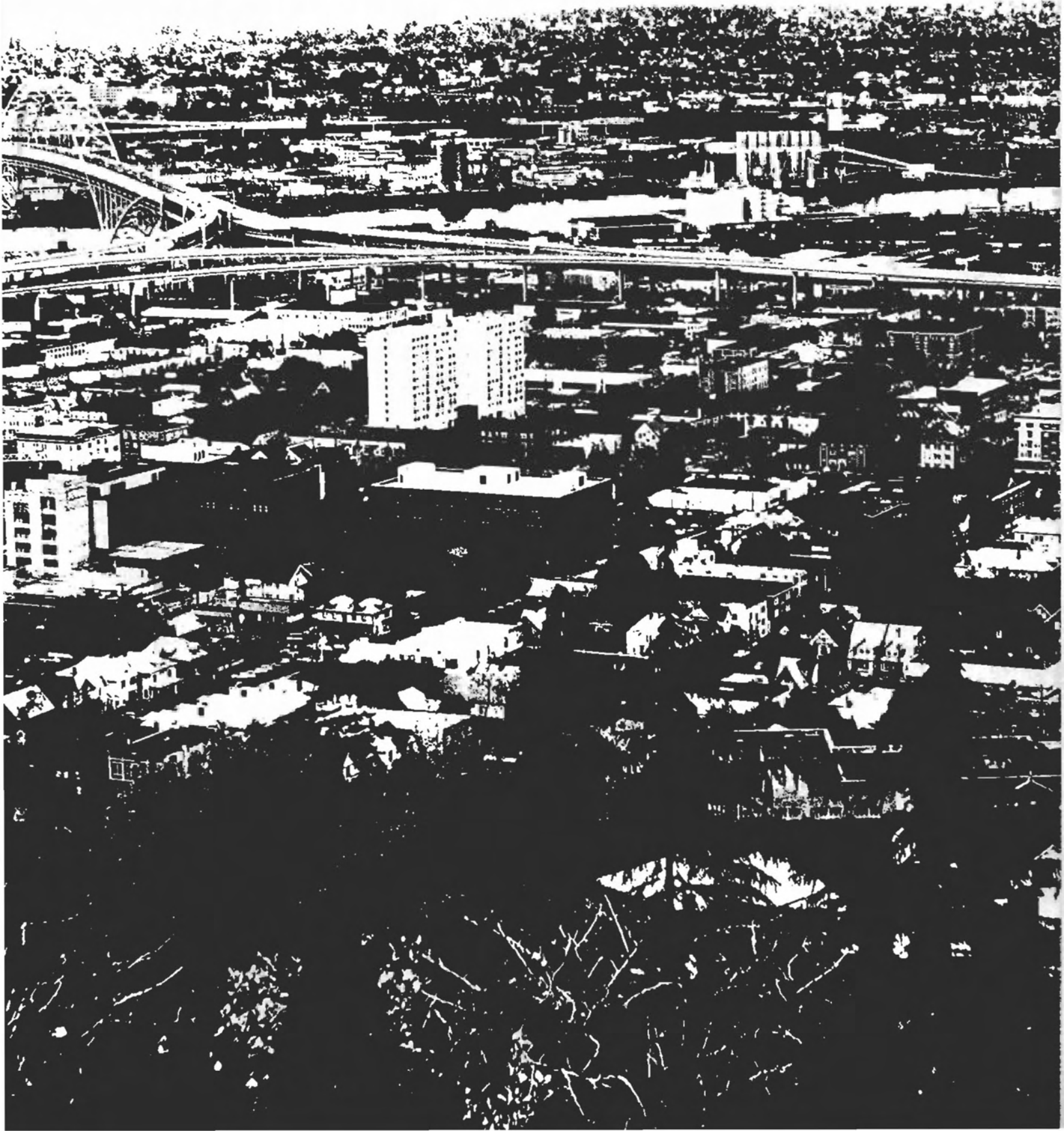


# northwest district policy plan

city of portland, or.  
neil goldschmidt, mayor  
adopted november, 1977



# northwest district policy plan

city of portland

neil goldschmidt, mayor

adopted november, 1977, per  
resolution number 31941 and  
ordinance numbers 144383,  
144391, 144727, and 145124.

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# contents

	PAGE
Title Page	
Contents	1
Maps and Tables	2
I. Introduction	3
● Northwest District Planning History	3
● Summary of Planning Commission Recommended Policy Revisions	4
II. Planning Commission Recommended Policy Revisions	6
● Policy Area 3 Revisions, Central	6
● Policy Area 9 Revisions, Hills and Westside	8
● Policy Area 11 Recommended Actions Hills and Westside	10
● Policy Areas 13 and 14 Revisions and Actions, Thurman Vaughn	12
● Thurman Vaughn Corridor Improvement Plan: Land Use and Development Guidelines	14
● Implementation Program: Findings	18
III. Planning Commission Recommended Transportation Policy	22
Appendices	
1. District Findings, Appendix 1	23
2. Adopted Goals, Appendix 2	30
3. Adopted Land Use Policy, Appendix 3	33
4. Correspondence, Appendix 4	60
Memorandums:	
Trial Traffic Division, NW Upshur Street and 27th Avenue	61
Bureau of Police, Commanding Traffic Division	62
Sanitary Sewer Service for Public Housing, Thurman Vaughn	63
Tri-Met Review; Thurman Vaughn Corridor	64
Central Precince Review, Thurman Vaughn Corridor	65
5. Legal Description for Proposed Rezoning Areas, Appendix 5	66



maps and tables

## Maps and Tables

## Policy Revision Maps

● Central Area, Policy Area 3, Map 7, July, 1977	7
● Hills and Westside Area, Policy Areas 9, 9A, and 11, Map 8, July, 1977	11
● Thurman Vaughn, Policy Areas 13 and 14, Map 9, July, 1977	13
● Thurman Vaughn Corridor Improvement Plan, Map 10, July, 1977	17

## Appendices Maps

● Northwest District, Map 1	24
● Zoning Activity Since 1959, Map 2, July, 1975	28
● Residential and Nonresidential, Map 3, July, 1975	29
● NW District Sub-Areas, Map 4, July, 1975	34
● North Industrial Area, Map 5, July, 1975	38
● Eastern Edge (Mixed Uses), July, 1975	43
● Eastern Edge Area, Map 6, July, 1975	46
● Central Area, Map 7, July, 1975	51
● Hills and Westside, Map 8, July, 1975	55
● Thurman Vaughn, Map 9, July, 1975	59

## Tables

Table I, New Construction Building Permits Issued in Eastern Edge Since 1965	41
Table II, Sample of Annual Tax Assessment, Eastern Edge	41
Table III, Percent of Uses, NW 17th & 19th and W. Burnside and NW Johnson	42

# introduction

## INTRODUCTION

On July 2, 1975, the City Council adopted the Northwest District Policy Plan, setting decisions regarding land uses and development in the District. Additional decisions are required in order to reinforce those already made and carry out more effectively the goals and policies of the adopted plan.

This document provides:

1. a description of where the planning process has led and what remains to be done in order to address Northwest District issues;
2. the Planning Commission's recommended policy revisions and actions to City Council (proposed new language is italicized); and
3. an appendix including the adopted goals and policies for the District and correspondence.

In addition, the document is accompanied by supplementary material including the Northwest District Rezoning, Special Hearings Officer Reports, March, 1976, P.C. Files 6471 and 6472, and The Thurman Vaughn Corridor Improvement Plan.

### Northwest District Planning History

The genesis of the Northwest District Policy Plan occurred in 1969 because of a) citizen concerns about the quality of life in their community, and b) City Council's concern regarding the impact of proposed plans and projects within the area on the broader community, i.e. the proposed urban renewal plans for Good Samaritan Hospital.

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.

The plan evolved from a high level of participation and involvement of citizens and public officials.

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 widely reviewed.

In May, 1974, the Council passed a resolution that a) removed the threat of the imminent construction of the proposed I-505 Freeway through the Thurman Vaughn Corridor, and b) reaffirmed the public commitment to aid in the redevelopment of the Corridor. This decision ended nine years of uncertainty and lack of new construction, rehabilitation, or renovation in the corridor.

From 1973 to 1975, a series of Planning Commission and City Council hearings, as well as several interim neighborhood meetings, was held to review and adopt a set of goals and land use policies for the Northwest District.

On July 2, 1975, City Council completed the Northwest District planning process by adopting the Northwest District Policy Plan, therefore setting forth a set of decisions to guide the use and development of land in the District. Council decisions addressed industrial uses; mixture of uses; conversion of residential uses to professional offices; hospital expansion; development of professional and commercial uses; residential density and maintenance; office use; and planning and development areas in the district.

With adoption of the Northwest District Policy Plan in July, 1975, the City Council directed the Bureau of Planning to develop and make recommendations to Council on specific actions (particularly zoning) to carry out the adopted policy plan.

The following month, staff began to develop an administrative procedure to carry out policy three (3) in the central area of the district, and develop and make recommendations for rezoning policy areas 9 and 11 in the Hills and Westside. Special hearings were held in December, 1975, on the rezonings and the Hearings Officer forwarded his recommendation to the Planning Commission in January, 1976.

In addition, 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 in order to determine specific planning and improvement projects for the area. Over a six month period, meeting at least once a week, a broadly based group from both the public and private sectors worked with a consultant team to develop recommendations for the area. A joint meeting of the Planning Commission and the Portland Development Commission was held on April 20, 1976, to review the recommended improvement plan.

#### Summary of Planning Commission Recommended Policy Revisions

In October and December of 1976, the Planning Commission reviewed and decided on all of the recommended revisions of the Policy Plan, specifically:

- A policy addition and administrative procedure to implement Policy Area 3 in the Central Area.

- A policy statement change and recommended rezoning for Policy Area 9 in the Hills and Westside as recommended by the Hearings Officer (Special Hearings Officer Report, P.C. File 6471 calls for a clarification of policy language for Area 9 prior to taking any formal action to rezone).
- A recommended rezoning of Policy Area 11 from A1 to A2,5 in the Hills and Westside section of the District.
- A recommendation to adopt a new policy and policy guidelines for Thurman Vaughn Corridor. It is further recommended that the Thurman Vaughn Corridor be designated as a special planning and development review area where new development would require a conditional use approval according to the policy guidelines described in the Thurman Vaughn Corridor Improvement Plan.

planning commission

recommended policy revisions

## PLANNING COMMISSION RECOMMENDED POLICY REVISIONS

### o Policy Area 3 Revisions, Central: Map 7

#### 1. Recommended Policy Revision, Central

Maintain and encourage high density residential uses. Permit conversion of existing residential units to nonresidential uses under conditional use provisions if the use proposed is substantially residential, and if the residential like character of the building is retained. Permit new construction under conditional use procedure if the proposed new use is predominantly residential. *Existing nonresidential (business and professional offices) uses upon adoption of the plan may expand as provided for under Section 33.34.360 and under the provisions of Chapter 33.106 of the Planning and Zoning Code without regard to administrative guidelines a) and b) below. Further, the adopted policy and its administrative procedure below applies only to the AO zones shown in the policy area.*

#### 2. Recommended Administrative Guidelines

*Approval of conditional use request for conversion of residential use to a nonresidential use, (business and professional office as per 33.34.360) in Policy Area 3 shall require the following:*

*a) Conversion of existing residential units to nonresidential uses (business and professional office) shall be permitted if at least 35% of the gross floor area of the building remains in residential use and if the residential like character of the exterior of the building is retained.*

*b) New construction for nonresidential use, (business and professional office), under the conditional use procedure shall include more than 50% of the gross floor area of the building in residential use.*

#### 3. Reason for Recommendation

A mixture of institutions, offices, homes, apartments, clinics and shops helps make up part of the diversity of NW Portland and augments residential use in the core area; however, the continued loss of dwelling units through conversion to other uses threatens -- over the long run -- to change the basically residential character of the area and further reduce the already dwindling housing stock in the district and City. In certain cases, however, this conversion is the only way of preserving structures of historic or architectural interest, particularly on the fringes of the area or along heavily traveled streets. Therefore, the conditional use option must be left open, but its use must be carefully weighed. In addition, provisions must be made to allow for expansion of existing nonresidential uses in the area.

---

\*Proposed new language is italicized.



## PREVIOUSLY ADOPTED POLICIES

- 3** Maintain and encourage high density residential uses. Permit conversions of existing residential units to nonresidential uses under conditional use provisions if the use proposed is substantially residential and if the residential character of the building is retained. Permit new construction under conditional use procedure if the proposed new use is predominantly residential.

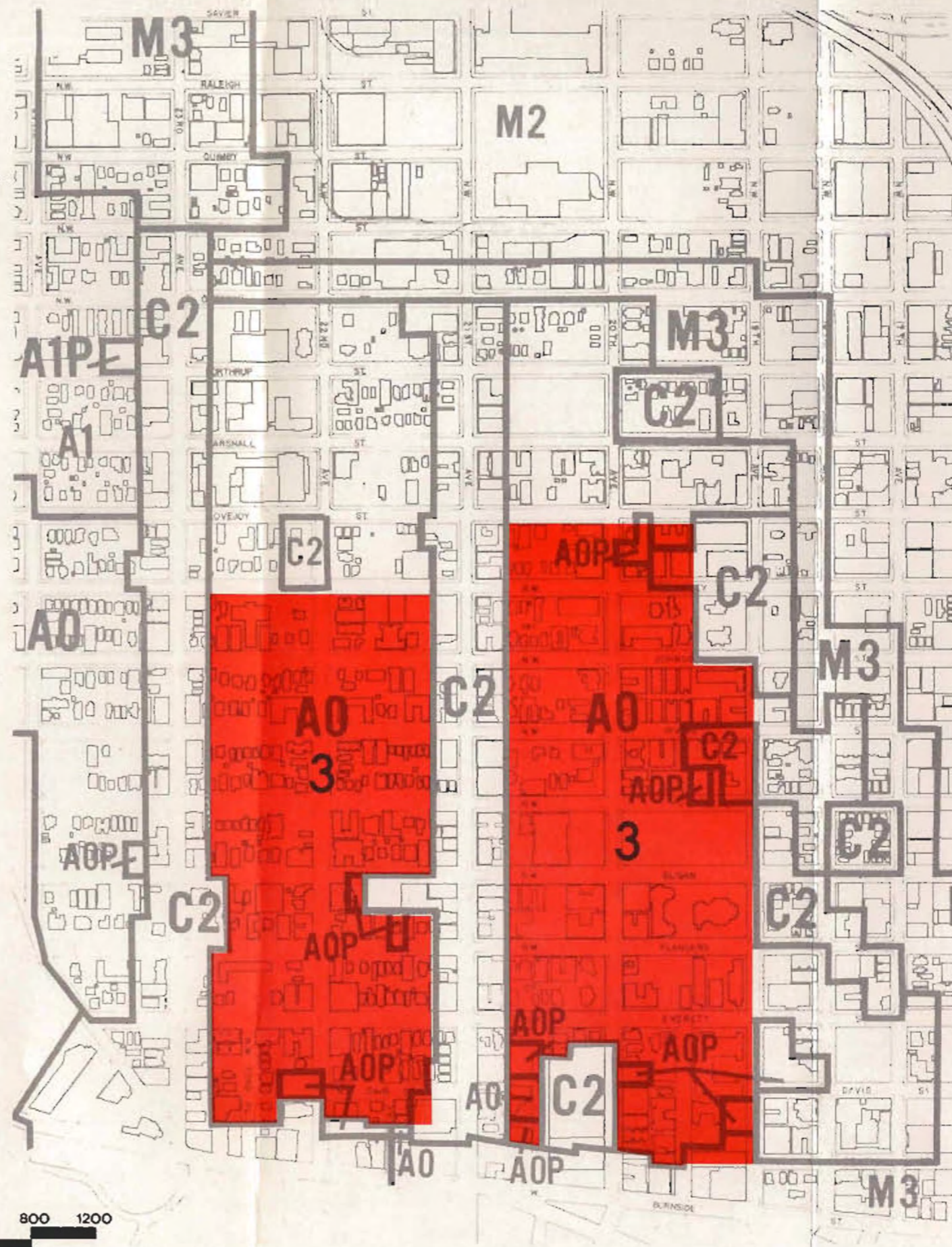
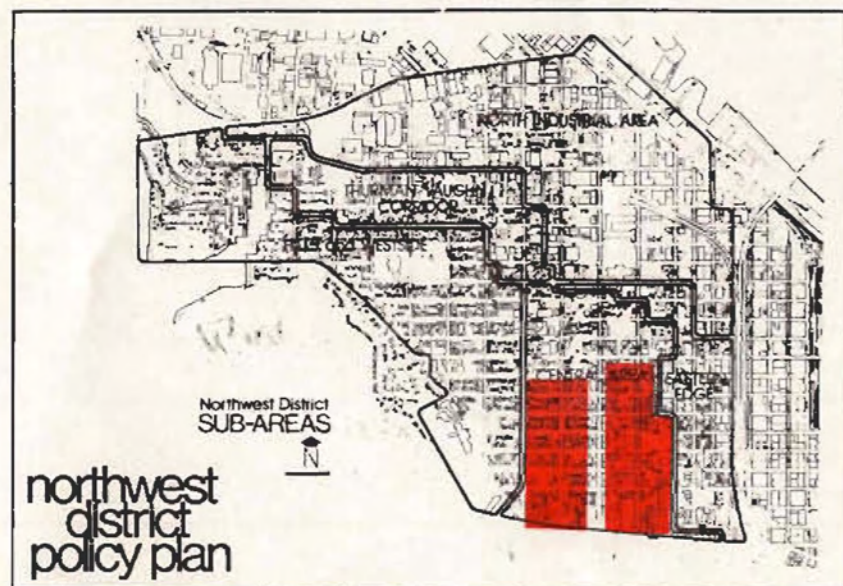
See map 7, July 1975, for policies 4, 5, 6, 7, 8; appendix 3.

## RECOMMENDED NEW POLICIES AND ADMIN. PROCEDURE

In addition to the adopted policy above, existing non-residential uses upon adoption of the plan may expand as provided by the Planning and Zoning Code (see text) without regard to administrative guidelines a) and b) below. Further, the adopted policy and its administrative procedure below applied only to the AO zones shown in the policy area.

Approval of conditional use request for conversion of residential use to a nonresidential use, (business and professional office as per 33.34.360) in Policy Area 3 shall require the following:

- A** 35% of the gross floor area must be retained in residential use to allow the conditional use conversion of a residential structure to nonresidential use.
- B** 50% of the gross floor area must be in residential use, to allow the conditional use construction of a nonresidential use.



# CENTRAL AREA MAP 7

POLICY AREAS  
JULY 1977

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● Policy Area 9 Revisions, Hills and Westside: Map 8

1. Recommended Policy Revision

a) Policy Area 9

*Maintain and stabilize medium density residential uses west of 23rd and insure the quality of future development. Limit further nonresidential use and permit densities higher than A1 residential development as a conditional use with limits on height, lot coverage, and parking requirements in the area. Provide for the continuation of existing and legal AO development in the area by allowing such development to become conditional uses.*

b) Policy Area 9A

*Allow for continued AO development in the area with conditions as applied in Policy Area 3.*

2. Reasons for Recommendation

The medium density residential character of the area has been disrupted, and its residential function threatened due to the proliferation of nonresidential uses in the area over the last several years.

Recent development trends have taken advantage of nonresidential conditional use provisions of the code. Only one residential structure has been built since 1960. In spite of this, the area remains essentially residential.

A number of residential structures have been converted to nonresidential uses.

Many structures of AO density are in good condition, have existed in the area for a number of years, and should be allowed to remain.

In order to continue to provide decent housing and maintain the area as an attractive one, the owners of AO residential development should be provided the opportunity to apply for a conditional use permit and thus continue residential development as a legally allowed use.

The terrain in this area begins to slope, rising toward the hills to the west. The topographic swell creates potential for obstruction of extant views if new development is high rise. Further, this is a transition area between the higher density (high rise) development east of 23rd and the single family areas in the hills to the west.

Area 9A generally bounded by 100 feet south of Glisan Street to Everett between NW 23rd and NW 24th (a number of feet west of 24th) and Westover Street is a mixture of apartments, commercial uses, and offices; therefore it should continue as an AO zoned area.

3. Recommended City Council Action.

*Rezone from AO to A1 the area (Area 9) bounded by a line beginning at NW 24th Avenue to a point 100 feet south of NW Glisan Street, then east to a line 100 feet west of NW 23rd Avenue, then north to NW Lovejoy Street (excluding Lot 5, Block 25, Goldsmith's Addition), then west to a line 260 feet west of NW 24th Avenue (including Lots 1 and 2, Block 14, Goldsmith's Addition), then south to NW Irving (excluding portions of Tax Lots 1 and 2 of Lots 12 and 13, Block 6, King's 2nd Addition), then east to NW 24th, then south to a point beginning 100 feet south of NW Glisan Street (see Map 8, Policy Area 9 and Appendix 5, Legal Description of Proposed Rezoning Areas Policy Area 9).*

*Maintain as an AO zone the area (Area 9A) bounded by a line 150 feet west of NW 23rd Avenue on the east, a line 100 feet north of NW Flanders Street on the north, NW 24th Avenue and NW Westover Street on the west, and NW Everett Street on the south (see Map 8, Policy Area 9A).*

*Adopt a conditional use procedure for the rezoned area designated above (Area 9) which allows new residential development with densities higher than A1 as a conditional use provided certain pre-defined guidelines are complied with.*

● Policy Area 11 Recommended Action, Hills and Westside: Map 8

1. Recommended City Council Action

*Rezone from A1 to A2.5 the area (Area 11) bounded by a line beginning at a point in NW 24th Avenue 100 feet north of NW Savier Street, then south to NW Pettygrove Street, then west to NW Cornell Street, the northeast of the intersection of NW Quimby and NW Cornell Streets at a point 200 feet west of NW 28th Avenue, then north to a point 100 feet north of NW Quimby Street, then east to a point 100 feet west of NW 28th Avenue, then north to a point 100 feet north of NW Savier, then east to a point of beginning (See Map 8 Policy Area 11 and Appendix 5, Legal Description of Proposed Rezoning Areas, Policy Area 11).*

2. Reasons for Recommendation

The intent is to preserve the essentially single family character of this area, recognizing that a number of duplexes and a few apartment buildings exist in the area. The action encourages the preservation of existing residential units but does not deny development of quality medium-density residential units as provided for by the Planning Commission development guidelines for rezoned A1 to A2.5 areas.

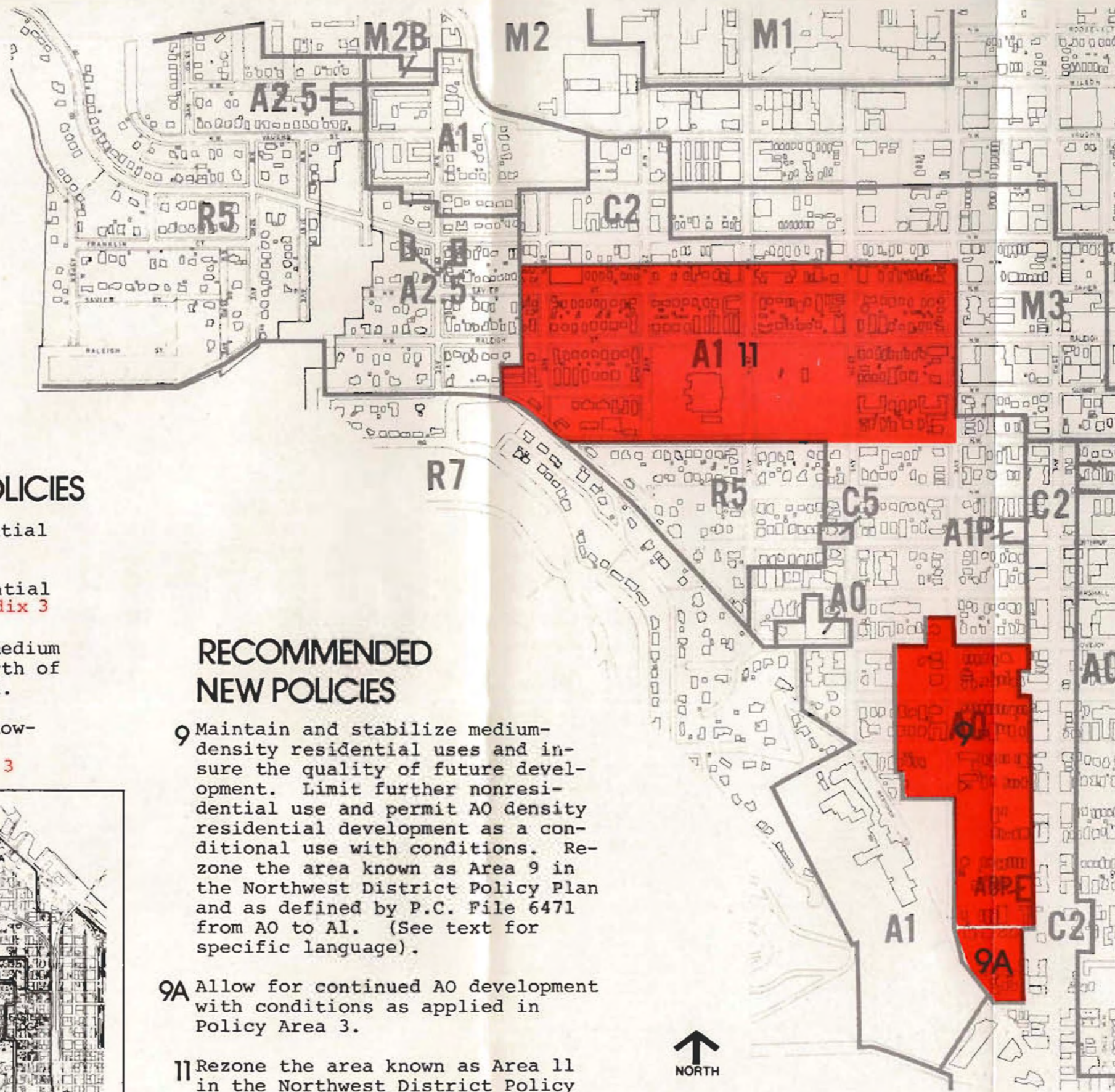
The overall policy plan for Northwest Portland emphasizes the availability of housing, the opportunities of owner-occupancy, the improvement of the residential area as desirable areas for diverse users, and the discouragement of speculative land ownership which relies on inflationary increases in land values. The recommended zone change is consistent with these goals.

The direction of the planning activity in Area 11 for the last six years has consistently called for rezoning from A1 to A2.5. While present zoning maintains medium-density housing, the reasons for adopting the stated policy "preserve and enhance the existing medium and low density residential" is related to maintaining the lower-density character of the area. The objectives are directed to preserving the status quo by preserving existing residential density, but allowing quality medium-density residential units.



# HILLS and WESTSIDE MAP 8

POLICY AREAS  
JULY 1977

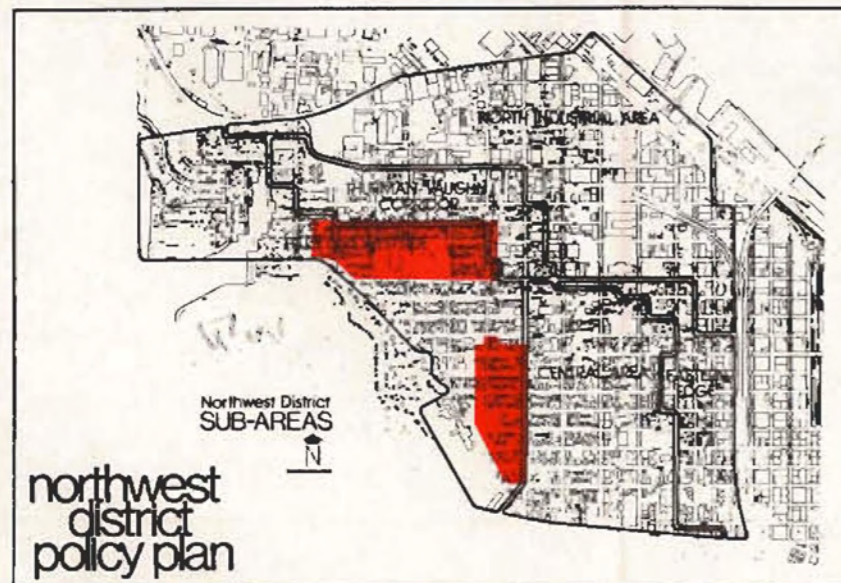


## PREVIOUSLY ADOPTED POLICIES

- 9 Limit further high rise residential west of 23rd.
- 10 Maintain medium-density residential west of 23rd. See map 8, appendix 3
- 11 Preserve and enhance existing medium and low-density residential north of Chapman School and Wallace Park.
- 12 Preserve and enhance existing low-density residential area. See map 8, July 1975, appendix 3

## RECOMMENDED NEW POLICIES

- 9 Maintain and stabilize medium-density residential uses and insure the quality of future development. Limit further nonresidential use and permit A0 density residential development as a conditional use with conditions. Rezone the area known as Area 9 in the Northwest District Policy Plan and as defined by P.C. File 6471 from A0 to A1. (See text for specific language).
- 9A Allow for continued A0 development with conditions as applied in Policy Area 3.
- 11 Rezone the area known as Area 11 in the Northwest District Policy Plan and as defined by P.C. File 6472 from A1 to A2.5.



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● Policy Area 13 and 14 Revisions and Action, Thurman Vaughn: Map 9

1. Recommended Policy Revision

Promote joint public/private redevelopment and rehabilitation in the area between Thurman and Vaughn, 23rd and 30th for mutually compatible medium-density residential, commercial and office use.

*Improve the Thurman Vaughn Corridor by preserving and enhancing existing residential uses; encouraging new residential and commercial uses that are compatible with housing; preserving existing commercial and light industrial uses; and encouraging new commercial and light industrial development in appropriate areas of the Corridor.*

*Improve the internal traffic and transportation system in the Corridor.*

*Provide for neighborhood recreational facilities where Macleay Park adjoins the Corridor and in other appropriate areas in the Corridor.*

2. Reasons for Recommendation

To carry out the directive of Council contained in the Resolution No. 31424 of May, 1974, to make "...recommendation on the priority which should be assigned to the Thurman Vaughn Corridor for residential development."

To provide guidance to redevelopment and rehabilitation planning efforts now underway in the Corridor, long blighted by the anticipated construction of the I-505 Freeway.

To establish through long-delayed investment a well defined area of compatible, mixed land uses.

To provide a well functioning transition between the industrial area north of Vaughn and the well established residential area south of Thurman.

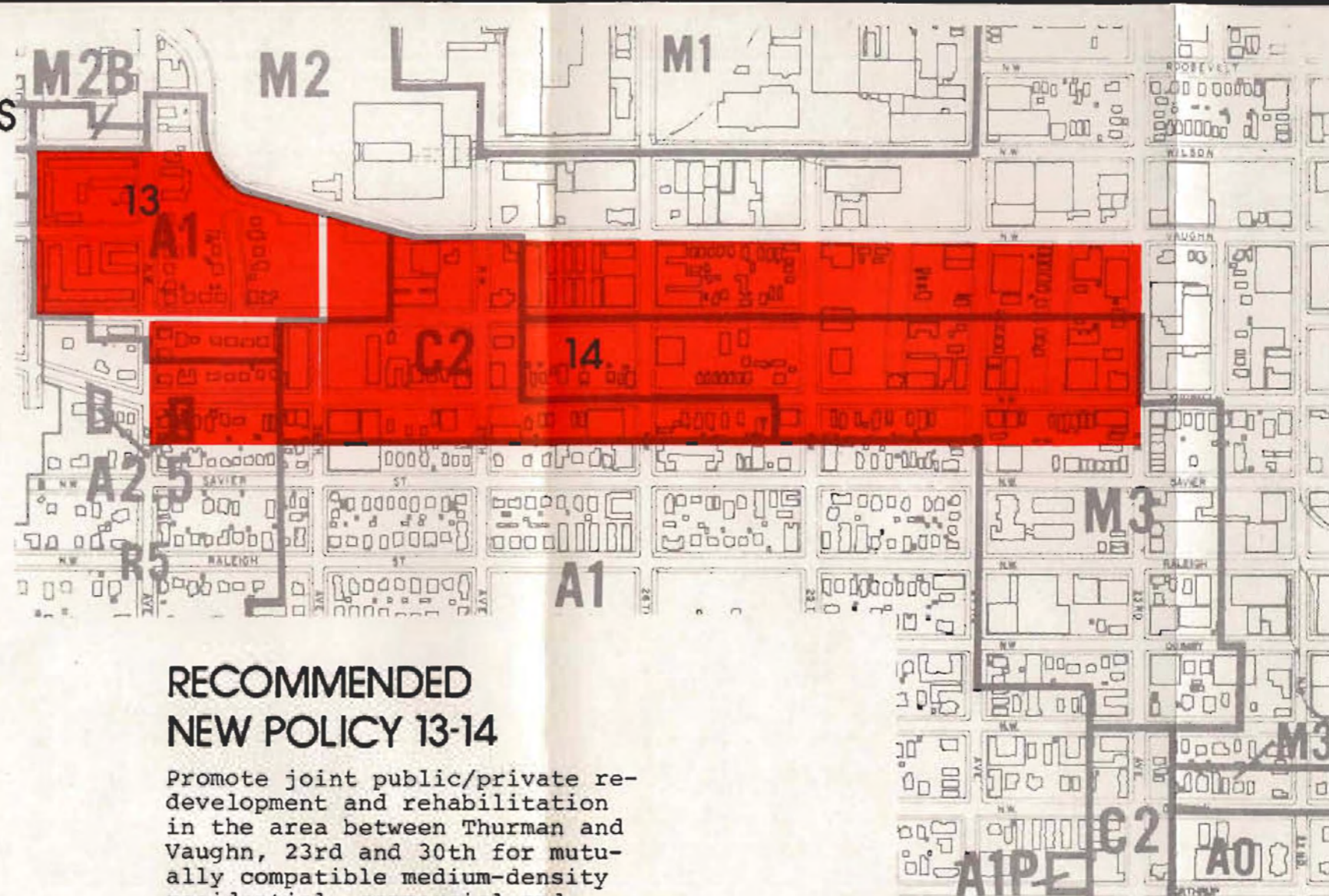


# THURMAN - VAUGHN MAP 9

POLICY AREAS  
JULY 1977

## PREVIOUSLY ADOPTED POLICIES

- 13 Encourage medium density residential development north of Upshur between 28th and 30th.
- 14 Promote joint public/private re-development and rehabilitation in the area between Thurman and Vaughn, 23rd and 30th for mutually compatible medium-density residential, commercial and office use. [The Commission has the implicit understanding that we will have a planning process in this particular area as opposed to other areas, and we are considering it on that basis.]
- 15 Maintain and encourage light industrial use.  
See map 9, July 1975, appendix 3

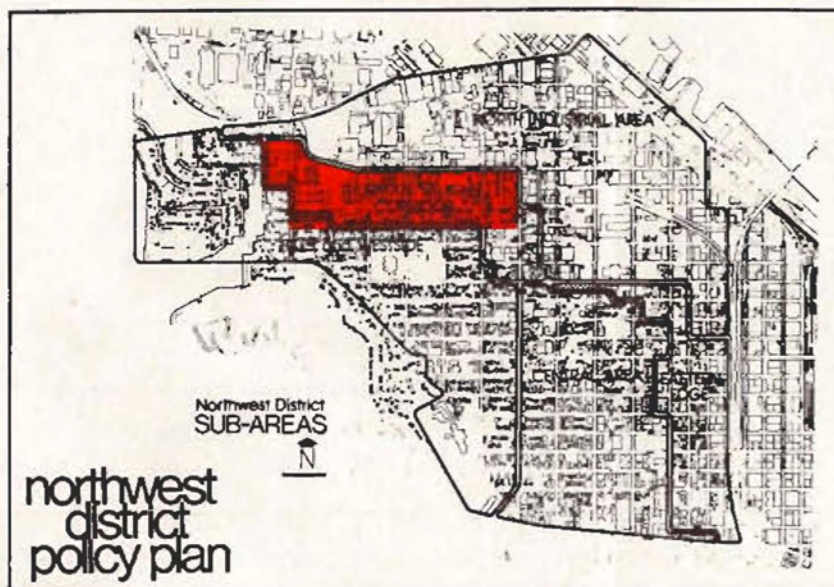


## RECOMMENDED NEW POLICY 13-14

Promote joint public/private re-development and rehabilitation in the area between Thurman and Vaughn, 23rd and 30th for mutually compatible medium-density residential, commercial and office use.

Improve the Thurman Vaughn Corridor by preserving and enhancing existing residential uses; encouraging new residential and commercial uses that are compatible with housing; preserving existing commercial and light industrial uses; and encouraging new commercial and light industrial development in appropriate areas of the Corridor.

Improve the internal traffic and transportation in the Corridor. Provide for neighborhood recreational facilities where Macleay Park adjoins the Corridor and in other appropriate areas in the Corridor.



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### 3. Recommended City Council Action

- a) *Designate the Corridor as a Special Planning and Development Review Area whereby all projects which constitute substantially new development shall require a conditional use approval according to the policy guidelines. (see attached ordinance).*
  - b) *Adopt the land use and development guidelines for area A, B, and C as described below:*
- **Thurman Vaughn Corridor Improvement Plan: Land Use and Development Guidelines (See Map 10)**

#### Area A

*Land Use Policy: At 31st Avenue to approximately 100 feet west of 28th Avenue, and including the Forestry Center site; preserve and enhance existing medium and low density residential uses.*

*Provide neighborhood recreational facilities in that portion of Macleay Park adjacent to the Corridor. Maintain existing zoning and building code requirements to preserve the existing residential use of the area.*

*Development Guidelines: Exceptions to existing codes, parking requirements and other standards should be favorably considered if such action would encourage rehabilitation or new construction conducive to maintaining the existing residential character of the area.*

**Reason:** The area is primarily a stable mixture of single and multi-family residential uses in good condition. The area also includes City park property and an entrance to Macleay Park.

#### Area B

*Land Use Policy: From approximately 100 feet west of 28th Avenue to 26th Avenue, plus the south side of Thurman to 24th Avenue, NW Vaughn and the south side of Thurman to 24th Avenue, but excluding the Forestry Center site; preserve and enhance existing uses where possible. Permit and encourage construction of new residential units, and new commercial uses that are compatible with and supportive of, residential uses.*

*Permit expansion, or rebuilding, of existing nonresidential uses, as long as expansion of such uses does not exceed 100% increase in land area. Expansion must occur on contiguous parcels adjacent to the existing use, and within area B.*

*Development Guidelines: Review proposed residential developments on individual basis. Density, parking, building height, and other code requirements should generally conform to those typical of medium-density residential areas.*



*Exceptions from these standards should be favorably considered if the plan provides amenities for public use, encourages use of public transit, or otherwise makes a positive contribution to revitalization and stabilization of residential uses in this area. Encourage building code variances if such action would implement rehabilitation of existing residential structures.*

*No demolition permit will be issued for any existing residential structure until such proposal for demolition has been reviewed by the Portland Planning Commission. Notification should also be given to the Housing Authority of Portland and the Portland Development Commission. Purpose of notification will be to determine if such housing could be rehabilitated by public and/or private action. Such review will not exceed 30 days from time of proposal, will not be required if a building permit has already been issued for that site, or if condemnation proceedings on such structure has been accomplished.*

*Review proposed new commercial development on an individual basis. New commercial development shall be predominantly retail or service establishments dealing directly with ultimate consumers. Predominantly all goods produced or processed shall be sold at retail on the premises. Any uses and operations objectionable due to unsightliness, odor, dust, smoke, noise, glare, heat, vibration, and other similar causes shall be prohibited. All business servicing or processing, except off-street parking, shall be conducted within completely enclosed buildings or enclosed by a sight-obscuring screen. Building set-backs from property lines, off-street parking requirements, signing and building height shall be determined on an individual basis, taking into account the predominantly residential character of Area B, the nature of, and relationships to adjoining uses, and to assure compatibility of the proposed development with surrounding uses.*

*Exceptions to existing codes should be favorably considered if the plan provides amenities for public use, encourages pedestrian traffic and use of public transit, or otherwise makes a positive contribution to revitalization and stabilization of the residential uses or services compatible with residential uses in this area.*

*Existing non-residential uses that plan expansion or rebuilding in accordance with land use policies for this area should conform to the above design criteria as necessary to assure compatibility with adjoining uses.*

**Reason:** Land use consists of a mixture of residential, commercial and light industrial. Building conditions range from good to poor. The area contains a majority of vacant, developable property within the Corridor. The large amount of vacant land offers an opportunity for new residential development that will increase housing supplies, assure continuing residential land uses in the Corridor, and provide a stable buffer area for the residential uses to the south and west.

## Area C

Land Use Policy: From 26th Avenue to 23rd Avenue between Vaughn and 100 feet south of Thurman, except the south side of Thurman west of 24th.

Preserve and enhance the existing mixture of uses where possible. Encourage construction of new commercial uses.

Permit expansion or rebuilding of existing industrial uses so long as expansion of such use does not exceed 100% increase in land area. Expansion must occur on contiguous parcels adjacent to the existing use.

Development guidelines: Review proposed development on an individual basis. Any uses and operations objectionable due to unsightliness, odor, dust, smoke, noise, glare, heat, vibration and other similar causes shall be prohibited. All business, servicing or processing shall be conducted within completely enclosed buildings or enclosed by a sight-obscuring screen.

Design of developments shall take into account the policy of preserving and enhancing a mixture of uses in Area C. Developments shall not be permitted that are substantially detrimental to existing uses in the area. Gross floor area, lot coverage, building setbacks from property lines, off-street parking requirements, signing and building height shall be determined on an individual basis, taking into account the nature of and relationship to adjoining uses, and to assure compatibility of the proposed development with surrounding uses.

Commercial development should be encouraged that provides services for residents and businesses in the Northwest District and that do not attract regional traffic. Support should be given to development plans that encourage pedestrian traffic and use of public transit, or otherwise make a positive contribution to revitalization and stabilization of the area.

Reason: Existing use consists of a mixture of residential, commercial and industrial on high value land. Building conditions range from good to poor. Much of the single-family housing is in poor condition or inappropriately located by reason of traffic or surrounding commercial-industrial uses. Good housing is primarily clustered in the eastern portion of the area, surrounded by commercial-industrial uses. Vacant land is mostly owned by businesses planning to utilize the property or is so located as to be suitable for commercial rather than residential uses.

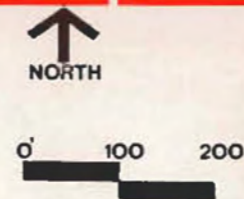
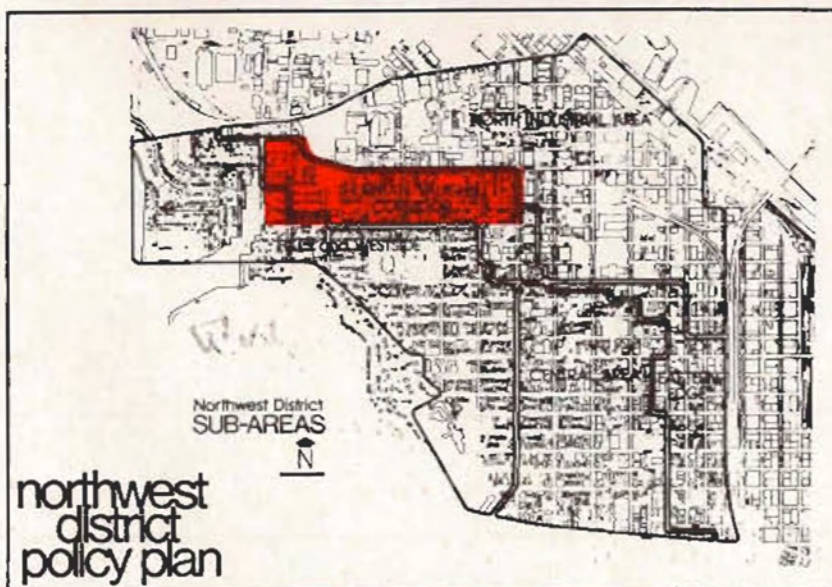
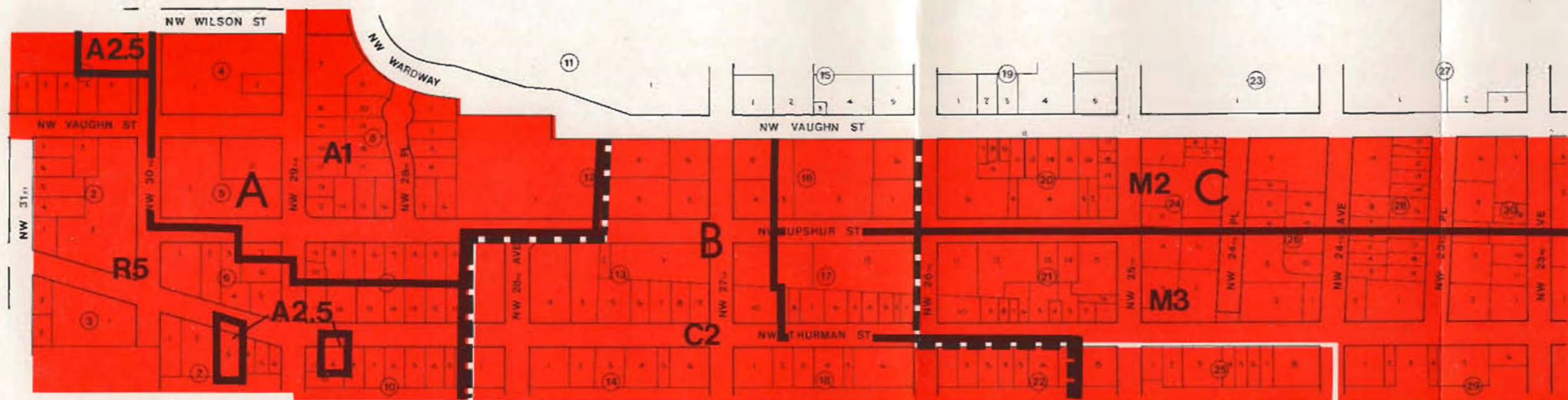


# THURMAN - VAUGHN MAP 10

POLICY AREAS  
JULY 1977

## thurman/vaughn corridor improvement plan

- A Residential**  
Area A: preserve & enhance residential use. Provide neighborhood recreational facilities where Macleay Park adjoins the Corridor.
- B Mixed Use Predominantly Residential**  
Area B: Preserve & enhance existing uses where possible. Encourage new housing and new commercial uses that are compatible with housing
- C Mixed Use**  
Area C: preserve & enhance the existing mixture of uses where possible. Encourage construction of new commercial uses



**consultants:**  
Erceg-Lowell Inc  
Broome, Oringdulph, O'Toole, Rudolf & Assoc. AIA  
William L. Parish, Architect  
The Leland Company

**note:** block and parcel numbers shown are only for the purposes of this study

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## ● Implementation Program: Findings

The purpose for an implementation program is to identify specific private and public developments that will have a significant impact in the achievement of the Improvement Policies.

It is generally agreed that the stabilization of mixed use in the Corridor provides a desirable transition between exclusively commercial-industrial use and exclusively residential use. It should be noted here that nonresidential use can be achieved by the private sector with conventional financing. It will be necessary, however, to provide public support to the maintenance and development of residential use in the initial phases.

### Economic Considerations

Commercial-industrial development in the Corridor and uncertainties associated with the I-505 freeway discouraged the maintenance and development of housing. As a result, much of the housing in the Corridor is deteriorated and the desirability and value for residential use is depressed. Under such circumstances it would normally be expected that housing would diminish and commercial-industrial would increase until the area was no longer of mixed use.

Low market rents associated with deteriorated housing, combined with high land values associated with commercial-industrial demand, make conventionally financed housing infeasible at this time. In order to initiate housing development, public assistance is required.

Research on public assistance to housing indicates that the Housing Authority of Portland (Section 8, Rental Assistance, Housing and Urban Development) or land accumulation and writedown through the Portland Development Commission offer the most viable housing program at this time.

Within the Corridor, new residential development and new commercial developments can be both compatible, and mutually beneficial. The proposed improvements will benefit nonresidential uses and serve to encourage new construction and rehabilitation of commercial uses. On the other hand, housing and related new commercial development will reestablish the confidence in the Corridor that is critical to privately financed housing.

To help establish this confidence and to achieve the long range goals, public right-of-way improvements and public write-down of high land values for public and private housing development will be needed. Right-of-way improvements, beautification, well-designed public housing, park improvements and other changes can best be coordinated by designating the Corridor as a Special Planning and Development Review Area.

## Planning Considerations

Initial private and public development should be encouraged that fulfill several functions:

The initial publicly financed development should be a demonstration of the type of uses envisioned by the plan. This development should be centrally located, highly visible, and well designed in order to achieve maximum impact in triggering other developments. As far as possible, additional developments should be privately financed.

Initial development should be planned in areas requiring minimum time-consuming property acquisition and other predevelopment activities.

Initial development should be primarily oriented to residential use in order to achieve stabilization of residential use in the Corridor.

## Private and Public Developments

Private and public developments are recommended that will contribute to achieving the stated objectives and policies for the Corridor. These recommendations are based not only on economic and general planning considerations, but also on the community needs as expressed by the neighborhood groups. The financial feasibility of specific developments will be verified as detailed plans are prepared.

### ● Suggested Improvement Program

Implement an internal circulation plan on an experimental basis.

Encourage maintenance and rehabilitation of existing housing in Area A.

Improve the entrance to Macleay Park.

Improve Upshur Street and 26th Avenue as major pedestrian ways.

Construct housing on the Forestry Center site.

Use the vacant parcels on Upshur Street west of 26th for residential or combined residential and commercial development.

Develop a park on all or a portion of the state-owned parcel at 27th and Upshur.

Develop small neighborhood commercial shops on vacant or acquired parcels on the north side of Thurman between 26th and 27th except for Lots 1, 2, 3, 4, 5, and 6 as shown on Map 10, where residential, commercial or a mixture of uses will be encouraged.

Rehabilitate the multi-family structure on the northeast corner of 26th and Upshur, or remove and redevelop according to policy guidelines.

Rehabilitate the housing in poor condition on the north side of Thurman between 25th and 26th, or remove and redevelop in accordance with policy guidelines.

Develop a medium-sized food market on the west side of 25th between Thurman and Upshur.

Improve or reuse 24th Place, 24th Avenue, and 23rd Place in accordance with subsequent detailed planning for the area between 23rd and 25th Avenues.

Remove single-family housing in poor condition fronting on Vaughn Street and redevelop according to policy guidelines.

- Circulation

The Circulation Plan suggested below reflects the following transportation goals adopted by the City Council for the Northwest District:

"Develop a variety of systems for the movement of people that will enhance their opportunities for work, trade and social contact within the Northwest District.

Preserve streets within the residentially zoned districts insofar as possible for local use. Discourage through traffic by diversion to peripheral routes.

Improve the efficiency of on and off-street parking in order to gain maximum use of existing facilities."

An additional goal of the Circulation Plan is to improve a sense of neighborhood cohesiveness by connecting areas within the Corridor, and by more closely relating the Corridor to the remainder of the Northwest District.

The Circulation Plan involves the basic existing condition of problems with through traffic and pedestrian circulation within the area between Vaughn and Thurman.

- Suggested Circulation Improvement Plan.

Implement the following closures on an experimental basis before final execution:\*

Close 29th and 30th Avenues north of Wilson Street to prevent through traffic from spilling over into the residential areas west of 26th Avenues.

Close 27th Avenue to traffic (except property access and parking) between Vaughn and Thurman.

Close 26th Avenue to traffic (except property access and parking) between the south side of Upshur and Pettygrove Street.

Close Upshur Street to traffic (except property access and parking) between the west side of 26th Avenue and the east side of 28th Avenue.

Encourage major pedestrian linkages from Macleay Park along Upshur to 26th Avenue, and along 26th Avenue from Vaughn Street to Chapman School and Wallace Park.

Develop bus refuges and shelters to reinforce use of public transit by residents and employees in the Corridor.

- Suggested Improvement to Vaughn and Related Improvements

Relieve congestion of vehicular traffic on Vaughn and improve internal circulation. Alternatives include extension of Vaughn to the 14th - 16th Avenue couplet, improvement of Nicolai as an alternative route, and construction of I-505.

Improve Vaughn to permit left turn movements at 23rd and 25th Avenues.

Upon providing for left turns on 23rd and 25th Avenues, close off access between Vaughn and 23rd Place, 24th Avenue, 24th Place, 26th Avenue and 27th Avenue. Open access between Thurman and 24th Place.

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\*The specific effects of street closures should be tested by temporary closures prior to actual street modifications.

planning commission  
recommended transportation policy



PLANNING COMMISSION RECOMMENDED TRANSPORTATION POLICY

As directed by City Council in July, 1975, the Planning Commission deferred the proposed Trafficways Plan to the Arterial Streets Classification Policy.

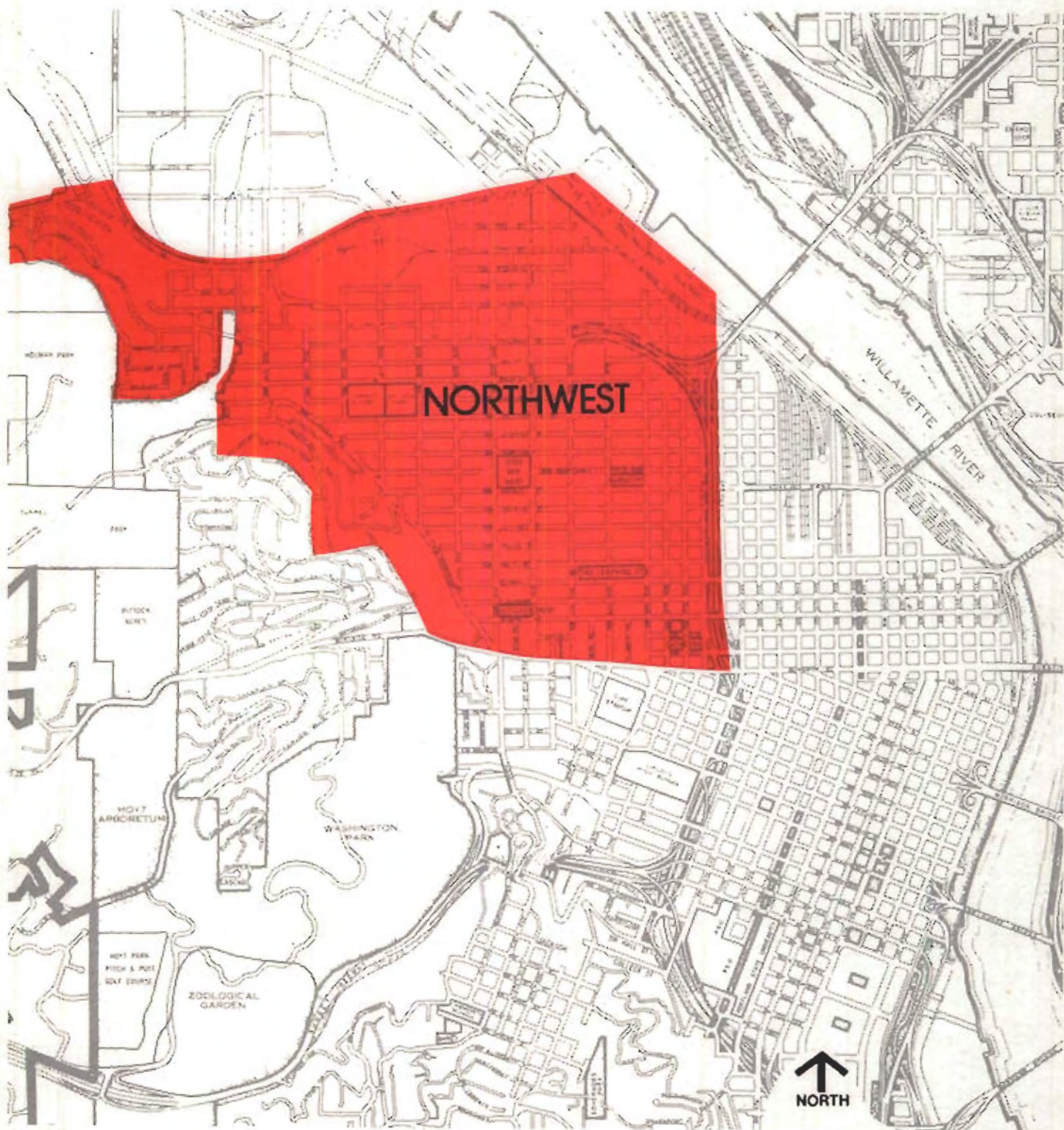
The Arterial Streets Classification Policy for Northwest, adopted by Council June 30, 1977, is in agreement with the adopted goals and land use policies for the district, as well as the recommended policy revisions contained in this report.

Any concerns with transportation policy guidelines and improvements for the Northwest District should refer to this document.

# appendices

appendix 1,  
district findings

# 1 MAP



0' 1000 2000

## 1. District Findings

### A. Northwest Portland

Northwest Portland is an area with diverse population, housing, land uses, religions, ages, income, etc. An immediate impression is that Northwest has all the characteristics of a medium sized town.

The Northwest has always been a scene of diversity and contrast. In the early part of the century it had one of the finest residential neighborhoods in the City at its southern end - Nob Hill, and at the northern end, one of the poorest and roughest - Slabtown. These links to the past have given portions of Northwest a rich character embodied in the area's buildings, stately trees, and street names that contain a wealth of the City's history, such as Lovejoy and Pettygrove. In Northwest Portland, one can trace the history of building in the City from early residences and warehouses to contemporary apartments and modern industrial plants.

Once a solid residential area, the Northwest has been subjected to the modifying forces of commercial, medical, and industrial investment and expansion. These factors, combined with increased property taxes, high land values, and increased absentee ownership have contributed to a subtle decline of sound residential uses and a continuing deterioration in social conditions.

A distinctive trend in the Northwest was the age polarization that was occurring until a planning process was initiated in the area.

The elderly and the young adult share of the population mix was increasing while children and middle-aged individuals were decreasing. The segment of the population that had the greatest earning capacity and leadership potential was leaving the community and being replaced by an increasingly dependent population. As people became aware of the planning effort in Northwest, the trend began to reverse itself.

### B. General findings of the Planning Commission with regard to the NW District

The NW District is the location of many social services, and religious and institutional facilities which serve the district as well as the City and region.

The District has a smaller proportion of children (under 14 years old) and a larger proportion of elderly (age 65 and over) than the city as a whole.

The population of the NW District declined from 14,358 to 13,495 in the 10 years between 1960 and 1970.

The District is the highest density residential neighborhood in the City with over 200 people per acre in portions of the area.

Current vacancy rates in the district are far lower than the city wide average. Single family rates are as follows:

<u>Area</u>	<u>% of Total Units Vacant</u>
Hills & Westside, Central	1.66%
Eastern Edge*	3.4%
City wide**	2.7%

Vacancy rates for multi-family dwellings and apartments are hard to verify; however, conversations with local realtors indicate they are very low, virtually non-existent. Seldom are apartments listed; most vacancies are filled by word of mouth.

The number of housing units in the District changed only slightly (a net decrease of 19 units) in the 10 years between 1960 and 1970. Over 90 single-family dwelling units were lost during that same period.

Since 1959, all changes in zoning in the NW district have been from residential to nonresidential permitted uses. These changes affected just over 25 acres of land in the District (See Map 2 for the location of these changes).

Half of all building activity since 1965 in the NW District has been for institutional purposes -- most of this for expansion of Good Samaritan and Physicians' and Surgeons' Hospitals. The other half was split about evenly among residential, commercial and industrial building. Two tower apartment buildings account for almost all of the residential building activity. These structures house almost exclusively elderly, low-income individuals. Industrial building in the M2 zoned area between Thurman, Pettygrove, 16th and 23rd accounted for almost all of the industrial building in the district. Two warehouses have been completed recently in the area along 18th and 19th Avenues north of Marshall.

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\* Approximately the same as for the metropolitan area.

\*\* This rate is low compared with other western cities. In fact, a vacancy of 5% is considered healthy by realtors.

The City has inspected multi-family structures of three or more stories for the purpose of enforcing Chapter 13 of the City Building Code. Their inspection covered 389 structures throughout the City that did not satisfy the fire safety requirements detailed in Chapter 13. 137 structures, over 1/3 of the total, were located in the Northwest District. Most of these are concentrated in the area between Glisan and Burnside. These 137 code deficient structures account for over 2500 dwelling units or approximately 40% of the total housing stock in the Northwest. However, all are now up to code or closed.

Residential use is still found in commercially and industrially zoned areas. Approximately 34 acres of land zoned nonresidential are being used for residential purposes (See Map 3).

The Northwest offers a tremendous employment base with over 512 business firms with employment of over 13,000 operating in the Northwest District.

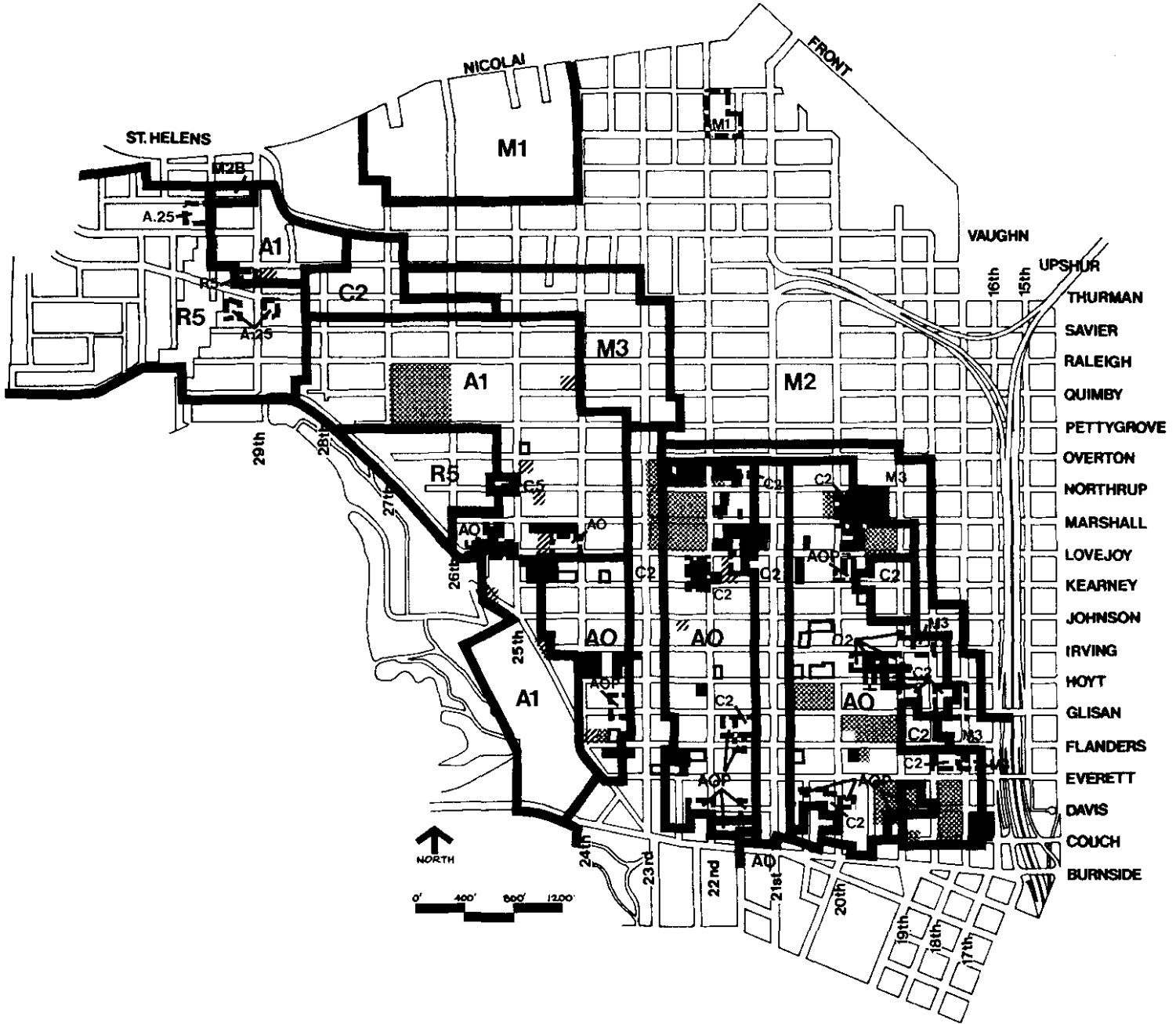
In the period 1968 to 1973 twelve business firms relocated outside the Northwest. These 12 firms had a total of 286 employees.

Public transportation services to the area is excellent, particularly from the downtown. Access to the I-405 freeway and the regional interstate network occurs at 21st and Thurman, 21st and Vaughn, Glisan and Everett Streets.








The Northwest District contains 5% of the total firms in the City and 5% of the total jobs located in the City of Portland (April, 1973 figures).



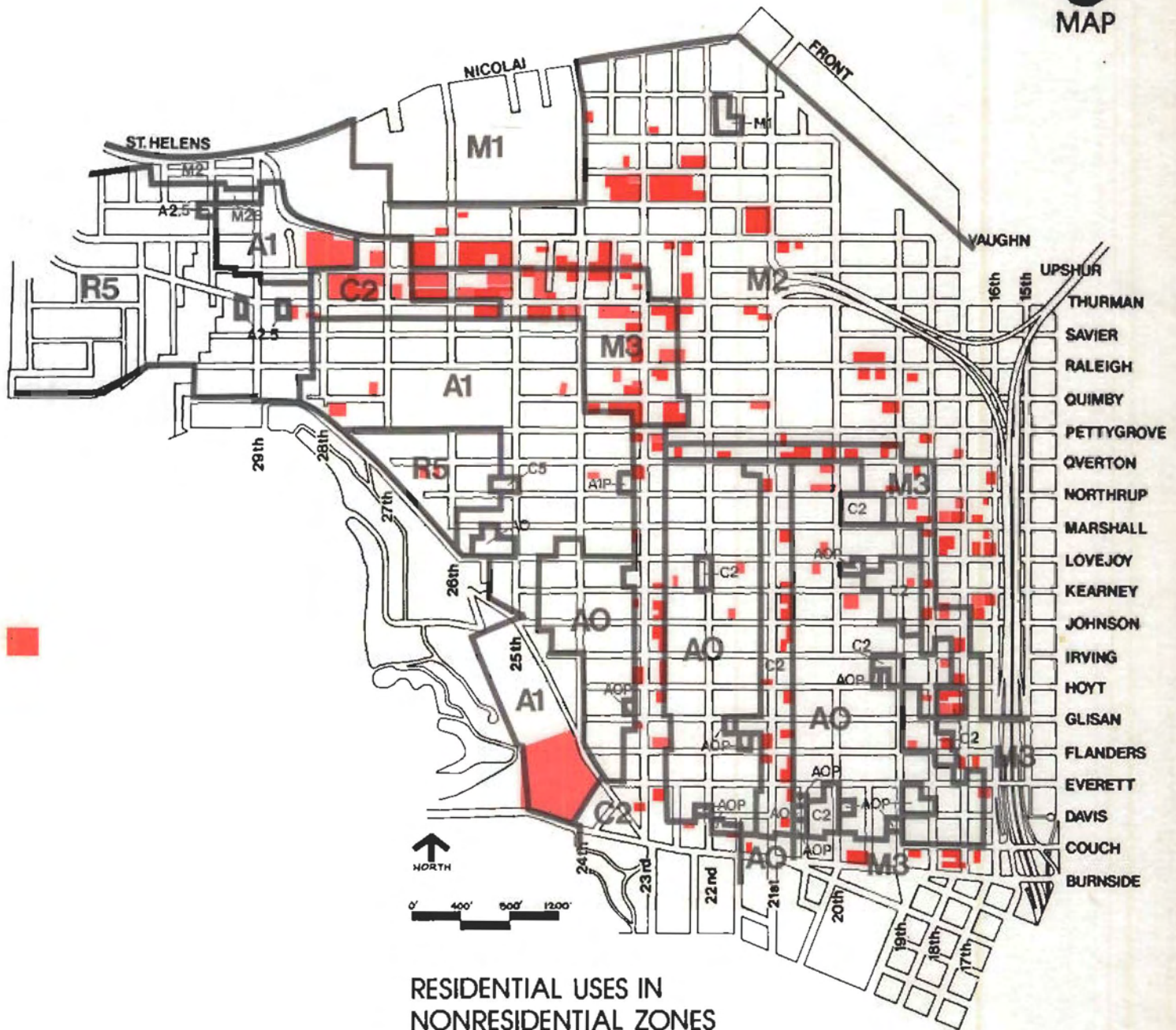
# 2 MAP



## ZONING ACTIVITY SINCE 1959

-  Zone Changes
-  New Conditional Use Sites & Development
-  Additions or Alterations to Conditional Uses Existing in 1959
-  Conversion of Existing Construction to Conditional Use
-  Revocable Permits
-  Use Expanded by Adjoining Revocable Permit
-  1959 Zoning





## RESIDENTIAL USES IN NONRESIDENTIAL ZONES and VACANT LAND

- Residential uses
- Vacant land

appendix 2,  
adopted goals

## 2. ADOPTED GOALS

The adopted goals for the Northwest District provides guidance for achievement of the objectives of the district policy plan. Moreover, the adopted goals create circumstances that offer a greater sense of meaning and purpose for the residents and users of the Northwest District.

Based on the certified proceedings issued from the Auditor's Office, the following goals for the NW district were adopted by the City Council on January 15, 1975.

### A. Major Goal

The Northwest District should serve and house a diverse population close to the center of the City, consisting of a mixture of land uses which provide a functional, stimulating and livable environment for its users, including but not limited to residents, businesses, institutions, commercial and manufacturing. (Adopted November 11, 1974; amendment to Planning Commission recommendation.)

### B. Housing Goals

- A wide variety and increasing amount of sound and well-maintained housing should be available at all prices and rental levels throughout Northwest Portland.
- Persons of low and moderate income presently living in the Northwest District should receive immediate attention with respect to their housing problems.
- Develop housing suitable to the needs of diverse family types.
- Protect people displaced by clearance projects.
- Increase the opportunities and economic feasibility of owner occupancy of existing single-family homes and cooperative or condominium ownership of existing or future multi-family structures.

### C. Land Use Goals

- Improve the desirability of the District as an urban residential area for diverse users. (Amendment to Planning Commission recommendation.)
- Improve visual environment. (Amendment to Planning Commission recommendation.)

- Encourage the diversity of land use and buildings that contribute to the diversity of living and working. (Amendment of Planning Commission recommendation.)
- Reduce incompatible land uses and blight.
- Explore ways to discourage the purchase and holding of property exclusively for its long-range increases in land value, if this results in the deterioration of existing improvements.
- Enhance and protect the residentially zoned areas that border on industrially or commercially zoned areas and enhance and protect the industrially or commercially zoned areas that border on residentially zoned areas. (Amendment to Planning Commission recommendation.)
- When the zoning is AO, new projects may be permitted to contain some mixed uses, if the use is predominantly residential. (Amendment to Planning Commission recommendation.)

#### D. Transportation Goals

- Develop a variety of systems for the movement of people that will enhance their opportunities for work, trade and social contact within the Northwest District.
- Preserve streets within the residentially zoned districts insofar as possible for local use. Discourage through traffic by diversion to peripheral routes. (Amendment to Planning Commission recommendation.)
- Improve the efficiency of on and off street parking in order to gain maximum use of existing facilities.

#### E. Human Resource Goals

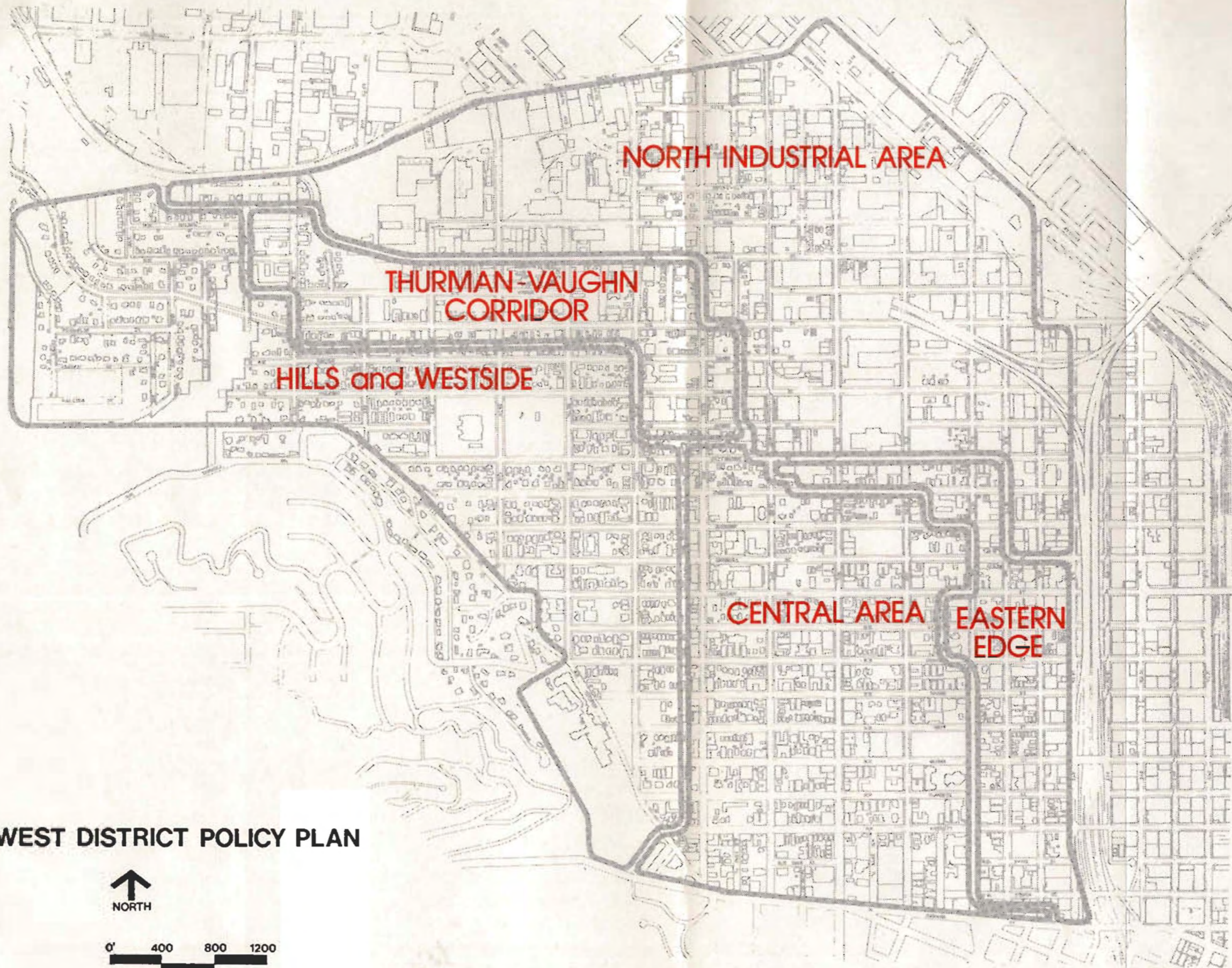
- Encourage appropriate agencies to design and implement an integrated district based program of social planning and coordination to assist agencies in their service to the district.
- Encourage agencies to distribute services closer to where the needs are, taking into account the acceptability of the form of the services to recipients.

appendix 3,  
adopted land use policy

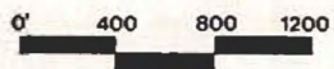


Northwest District  
SUB-AREAS

4  
MAP



NORTHWEST DISTRICT POLICY PLAN



northwest  
district  
policy plan



### 3. ADOPTED LAND USE POLICIES

On July 2, 1975, the Portland City Council adopted land use policies for five sub-areas in the Northwest District including (a) the North Industrial Area to the north, (b) the Eastern Edge to the east, (c) the Central Area, (d) the Hills and Westside to the west and (e) the Thurman Vaughn Corridor located between the North Industrial Area and the Hills and Westside to the south.

This section contains the findings for each sub-area as adopted by the Portland Planning Commission on May 7 and 12, 1975; policies for each sub-area as adopted by the City Council on July 2, 1975; and reasons for each adopted policy.

A. The North Industrial Area: Map 5  
Findings - Adopted by Portland Planning Commission May 7, 1975

The North Industrial area currently houses heavy and light industry, trucking, manufacturing, commercial services and some residential.

The area has good access to the interstate system with the ramp to I-405 at 21st and Thurman and has good railway service. The construction of I-505 in the Yeon corridor will dislocate an estimated 14 businesses with approximately 500 employees and 35 residents from their present location in this area.

There are 168 acres of industrially zoned land in the area. Approximately 14 acres of this land is vacant or underutilized land is evenly dispersed through the area, with the exception of a few sites or over one acre.

The entire area is now zoned predominately M2 (see map) with a small, consolidated amount of M1.

One zone change -- from M2 to M1 -- has occurred in the area since 1959.

Approximately 85% of all industrial building activity in the NW District since 1965 has occurred in this area of the District.

Approximately 34 residential units presently exist and are occupied in this area. These units are located on approximately 9 acres and are generally concentrated in small pockets or enclaves throughout the area.



POLICY FOR NORTH INDUSTRIAL AREA

POLICY AREA 1

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975.

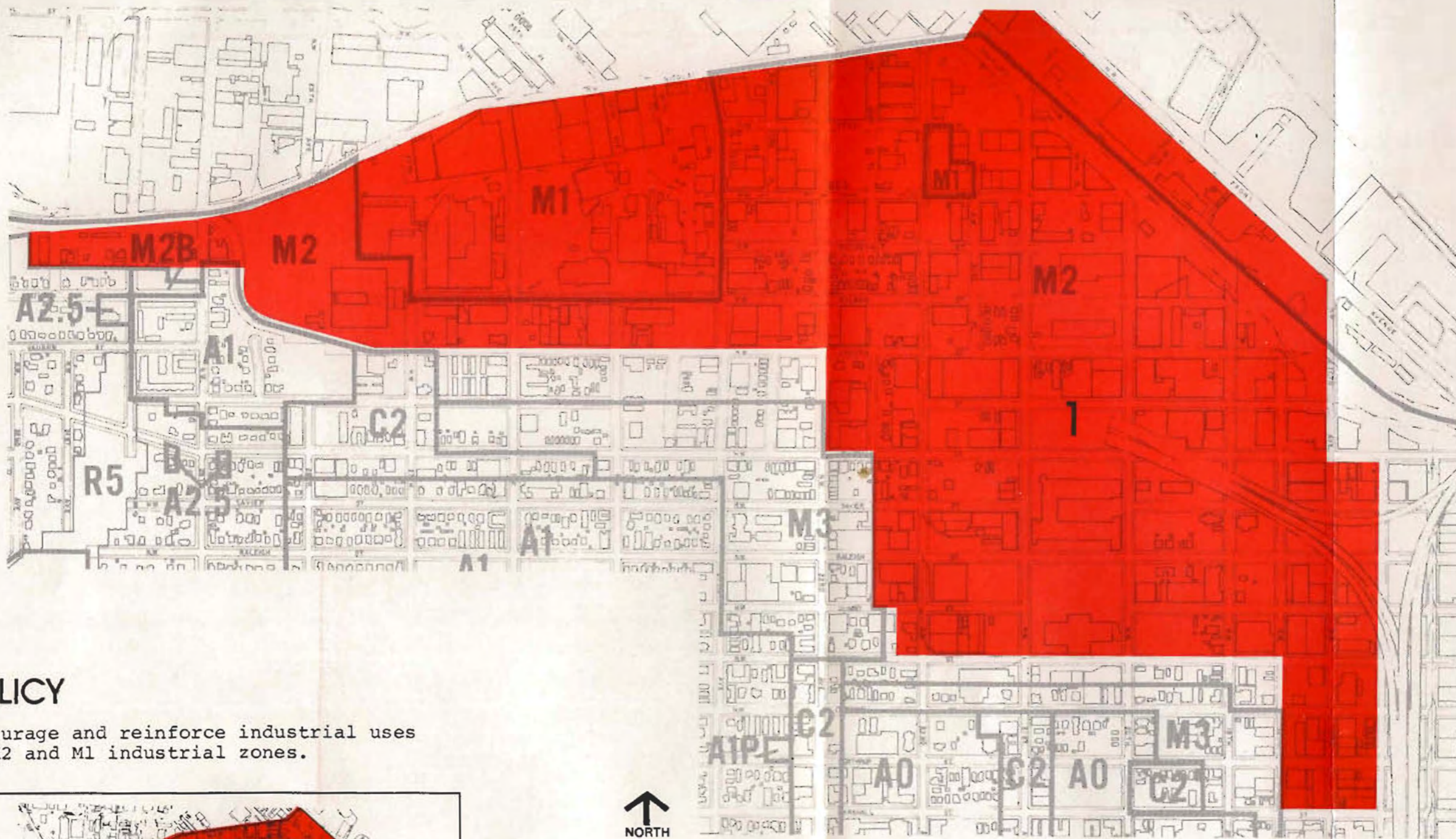
Encourage and reinforce industrial uses in M2 and M1 industrial zones.

Reasons for recommendation: The North Industrial Area has historically been and continues to be predominately industrial by virtue of its proximity to transportation modes for both goods and employees. The viability of the area for industrial uses remains strong.



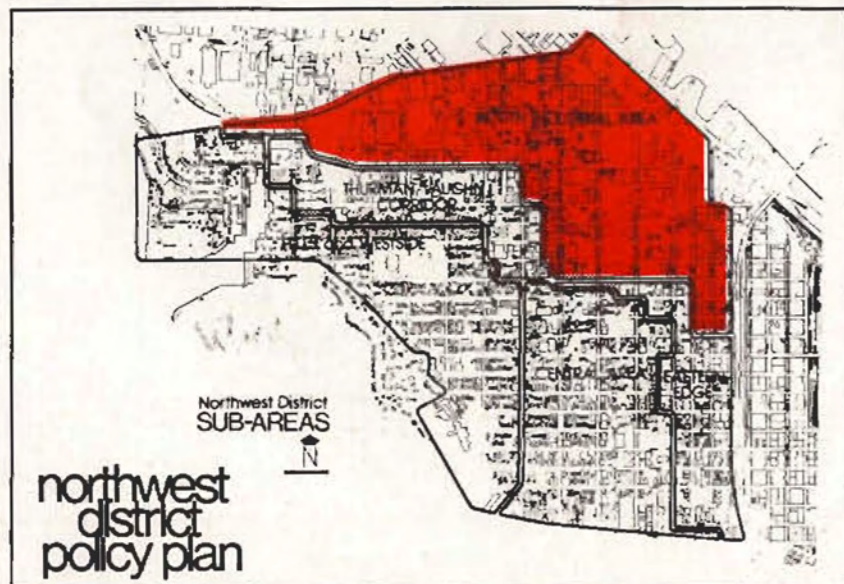
# NORTH INDUSTRIAL MAP 5

POLICY AREAS  
JULY 1975



## POLICY

1 Encourage and reinforce industrial uses in M2 and M1 industrial zones.



0' 1000 2000

northwest  
district  
policy plan



B. THE EASTERN EDGE AREA: Map 6

Findings - Adopted by Portland Planning Commission May 7, 1975.

The Eastern Edge includes a great variety of uses -- residential (both single - and multi-family), churches, schools, community service facilities, warehouses and distribution facilities, professional offices, light industry, and retail and wholesale trucking, auto and commercial facilities.

The Eastern Edge between 18th and 20th was Portland's fashionable place to live at the turn of the century. The area was a relatively exclusive neighborhood until after World War I and remained predominately residential until World War II.

Between 1950 and 1970, the number of housing units in the Eastern Edge dropped from 1062 to 999 but the population increased from 1195 to 1406.

The construction of I-405 freeway dislocated 120 housing units and businesses, one utility, and one special use in the near vicinity of the Eastern Edge.\* Ready access to the interstate freeway system promoted the value of the property at those points for nonresidential activities. Property values in the northern parts of the area reflect this change in the accessibility of the area by the increase in six or seven years from \$1.50 per square foot to \$4.50 - \$6.00 per square foot.

Recent studies on the impact of the I-405 freeway on residential environments from the standpoint of both air pollution and noise indicate that beyond approximately 200' from the right-of-way the impacts are very minor and generally create no health hazard or discomfort.

Since 1959, approximately 2.5 acres of residentially zoned land in the Eastern Edge have been changed by public action to permit nonresidential construction.

One full block between 17th and 18th, and Glisan and Hoyt was zoned in 1968 from A0 to C2. At that time the block was completely developed in residential uses, with 10 single family structures occupying 3/4 of the block. In 1969, three of the single family structures were destroyed by fire. In that seven year period no commercial activity has taken place.

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\* Summary of Units replaced by I-405 construction: Business Units 37, Residential Dwelling Units 83, Utilities 1, Special use (Catholic Church) 1. Total: 122 units

The present mixture of uses in the area is basically a compatible one for all users. Residential or residentially compatible uses (churches, social service agencies, schools, etc.) comprise almost 54% of all land in the area (See Map of Composite Uses).

The area contains over a dozen substantial multi-story apartments, most of masonry construction, located mainly in that part of the area south of Marshall. Nearly all of these are in violation of Chapter 13 of the City Building Code.

Commercial financing for residential mortgages or rehabilitation is difficult to arrange for property in industrially zoned areas such as the Eastern Edge. In the case of the few efforts undertaken in the area, special efforts and considerable expertise were required to secure the confidence of lenders for financing such projects.

The value of the building permits issued since 1959 in the Eastern Edge area amounted to 1/2 of 1% of the value of all building permits issued in the NW District (See Table I).

Property taxes for residential uses in the Eastern Edge are often higher than for nonresidential uses, because of substantial differences in assessed valuation (See Table II).

Average daily traffic counts on 18th and 19th have dropped dramatically since the construction of I-405 and the shift of U.S. 30 designation from this one-way couplet to I-405.

Traffic volumes on 18th and 19th dropped from 10,000 trips per day in 1971 to 4000-6000 trips per day in 1975.

City Council adoption of a major goal for the NW District, states that the District "...should serve and house a diverse population close to the center of the city consisting of a mixture of land uses which provides a functionally, stimulating and livable environment for its users, including but not limited to residents, businesses, institutions, commercial and manufacturing."

The Council also indicated that the mixture of land uses in the NW District should include "A wide variety and increasing amount of sound and well-maintained housing...at all prices and rental levels throughout NW Portland."

TABLE I

NEW CONSTRUCTION BUILDING PERMITS ISSUED IN EASTERN EDGE  
SINCE 1965 BY TYPES OF LAND USE  
AND AMOUNT OVER \$5,000

<u>Type</u>	<u>Location</u>	<u>Amount</u>	<u>Date Issued</u>	<u>New Construction</u>
				<u>for</u>
				<u>Total District</u>
				<u>Amount</u>
Residential	--	--	--	267,000
Single Family	--	--	--	4,333,000
Multi-Family				
Commercial	*1717 NW Everett	\$ 5,000	March, 1970	
	*1640 NW Johnson	12,000	June, 1970	
	936 NW 18th	29,200	July, 1967	
	1015 NW 17th	7,500	April, 1966	
	1830 NW Hoyt	20,000	March, 1965	
Industrial	1316-1306 NW 18th	30,000	May, 1972	
	*717 NW 16th	18,500	Sept., 1971	
	*1737 NW Kearney	60,000	Aug., 1969	
				17,964,000
Institutional	--	--	--	13,435,000
Total		182,200		35,999,000

\*Addition to existing structure.

TABLE II

SAMPLE OF ANNUAL TAX ASSESSMENT  
Eastern Edge -- 3/26/75

<u>Residential</u>	<u>Tax</u>	<u>Nonresidential</u>	<u>Tax/</u>
<u>Annual Tax</u>	<u>Sq. Ft.</u>	<u>Annual Tax</u>	<u>Sq. Ft.</u>
\$4,432	.43	\$4,849	.32
4,694	.46	2,177	.21
346	.13	2,177	.21
3,911	.39	2,057	.20
2,252	.16		

Average .31/ ft.      Average .24/ ft.

TABLE III

Percent of Uses Between  
NW 17th & 19th and W Burnside & NW Johnson  
5-26-75

Uses	Square Foot	Percent
Institutional	215,000	23%
Residential	203,000	22%
Light Industry	184,000	20%
Parking	94,000	10%
Office and Professional	88,000	9%
Commercial	43,000	5%
Auto	42,000	5%
Heavy Industry	30,000	3%
Utility	21,000	2%
Vacant	13,000	1%
<hr/>		
Totals	932,000	100%

Of the land uses found between W. Burnside and NW Johnson and NW 17th and 19th streets, residential and institutional compose 45% of the uses; light and heavy industry, auto, and one utility comprise 30% of the uses; office/professional, and commercial comprise 14%; and parking and vacant comprise 11% of the uses.

# EASTERN EDGE



0' 400 800 1200

- RESIDENCES
- ▨ NEIGHBORHOOD COMMERCIAL
- ⊞ RELIGIOUS/INSTITUTIONAL/SERVICE RELATED, SCHOOLS & PARKS
- ▣ NON-RESIDENTIAL IN CONVERTED RESIDENTIAL STRUCTURE

## POLICY FOR THE EASTERN EDGE

### POLICY AREA 2

#### THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Maintain and encourage mixture of uses.

The City Council adopted the following guidelines to implement this policy. Guidelines apply to both policy Area 2A and 2B unless otherwise noted.

1. Changes in zoning, including rezoning, conditional uses and revocable permits within the "Eastern Edge" should be determined by a showing of public need which includes consideration of the following guidelines:
  - a. Conformance with the Northwest District Plan, as adopted and approved by the City Council.
  - b. Existing zoning code and map provisions in effect at the time and passage of the Northwest District Plan.
  - c. When any request for change of zoning, conditional use or revocable permit is made for property or uses within the "Eastern Edge", the burden of proof is upon the applicant for change. The applicant shall make a full and satisfactory showing of public need for such a change and shall be required to disclose plans for new, expanded or specifically permitted use sufficient to permit findings relevant to the criteria upon which the change will be judged.
  - d. When such rezoning is by application of the property owner and is consistent with the present underlying uses, and constitutes a change to a more restrictive zone, the change may be judged favorably, providing the adjacent and abutting properties are not required to adopt the Codes' proximity requirements of the more restricted zones.
2. No demolition permit will be issued for any existing residential structure in the Eastern Edge area (Area 2A only) until such proposal for demolition has been reviewed by the Portland Planning Commission Hearings Officer. Notification will also be given to the Housing Authority of Portland and the Portland Development Commission. Purpose of notification will be to determine if such housing could be rehabilitated by public and/or private action. Such review will not exceed 30 days from time of



proposal and will not be required if a building permit has already been issued for that site, or if condemnation proceedings on such structure has been accomplished.

3. Promote joint public/private improvement and rehabilitation for mutually compatible residential, commercial and light industrial uses.

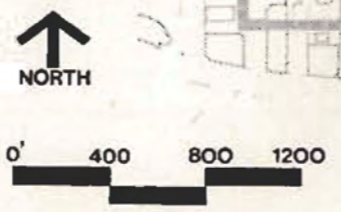
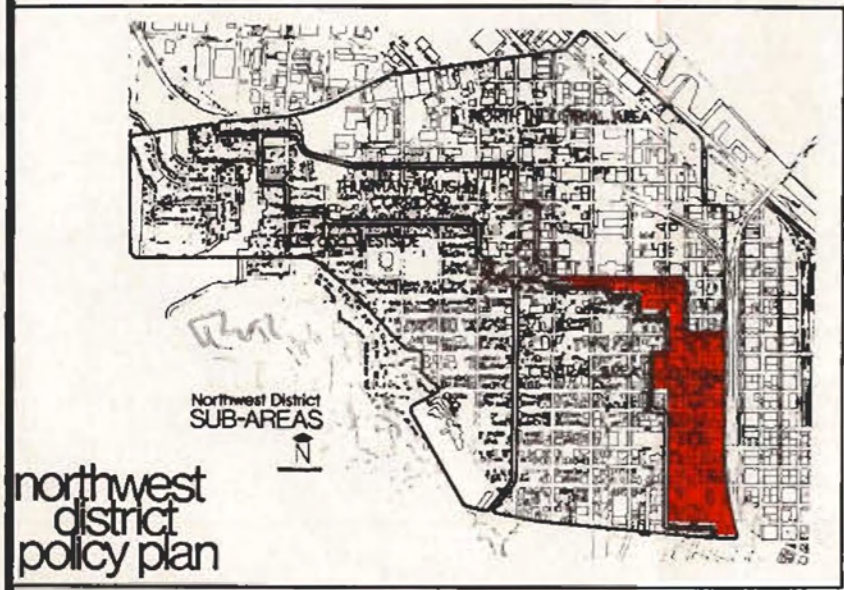
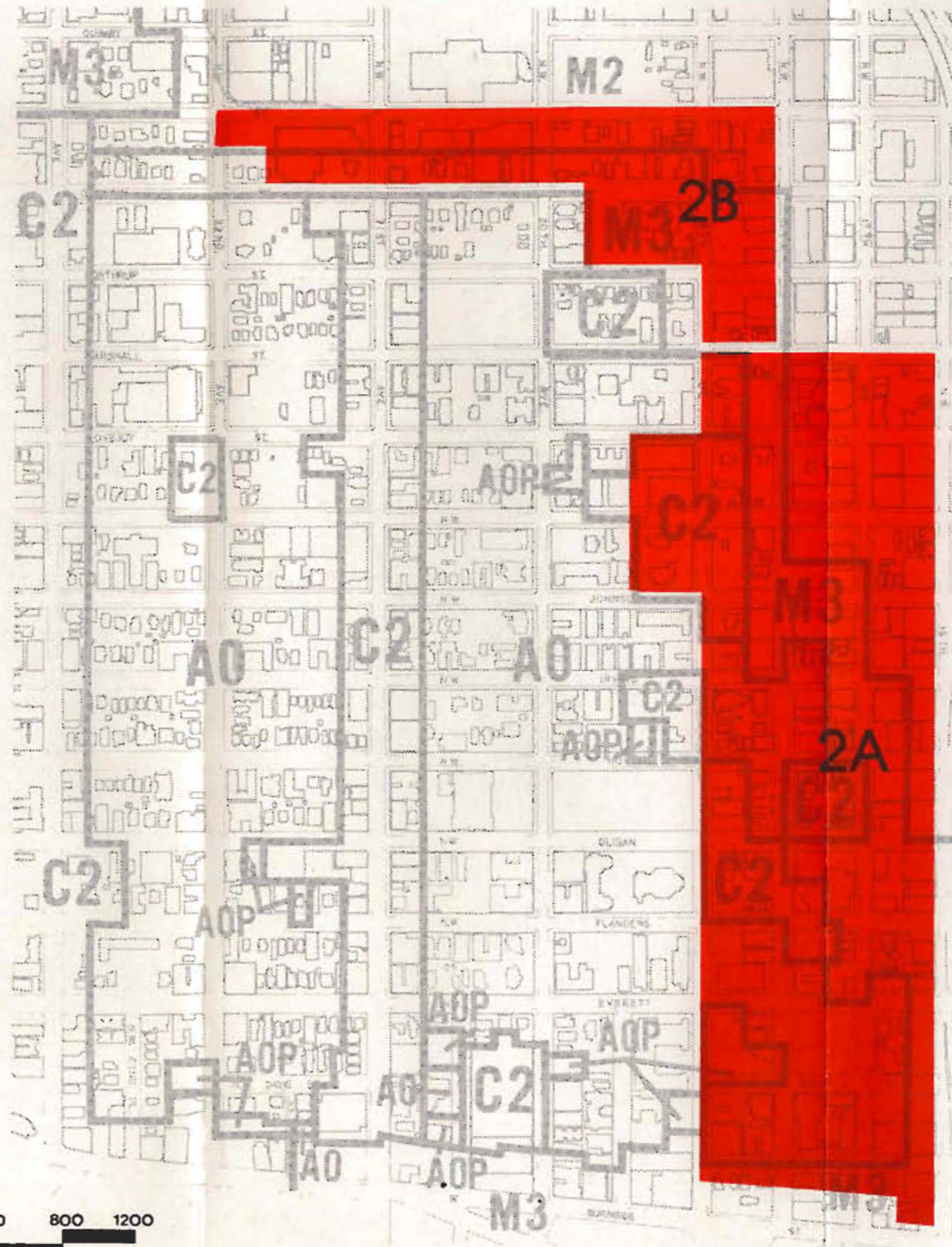


# POLICY

2 Maintain and encourage a mixture of uses. (See implementing guidelines for distinction between 2A and 2B.)

# EASTERN EDGE MAP 6

POLICY AREAS  
JULY 1975



northwest  
district  
policy plan



C. CENTRAL AREA: Map 7

Findings: Adopted by Portland Planning Commission May 7, 1975

The Central Area currently houses most of the major medical and religious institutions; almost all of the commercial activities, and a great proportion of the high-density apartment houses.

The area is served by two bus lines (21st and 23rd Avenue); ridership of the latter is the highest in Tri-Met system.

Incomes of the population are low relative to the City as a whole.

Residents of the area are mainly elderly or young -- in either case single. A substantial portion of the population (approximately 30%, mostly elderly) has remained in the same dwelling for 5 years or more.

Predominant zoning in the area is high density residential (AO) with commercial (C2) along 21st and 23rd and W. Burnside.

Population density of the area is 200 persons per acre, the highest in the State.

Rents are moderately low but appreciating at the same rate as the City.

Land values in the area range from \$4.00 to \$5.25 per sq. ft.

Since 1959, 8.7 acres of residentially zoned land has been converted to nonresidential use through conditional uses, rezoning or revocable permits.

Demolition and conversion of single-family structures since 1965 have resulted in the loss of 38 residential structures in this area.

Conditional use permits granted in the last two years have resulted in the demolition of six residential structures and conversion of an additional three structures to office use.

Recent conversions of apartment houses and row houses to condominium units have resulted in 50 new owner occupied units.

Commercial uses along W. Burnside are becoming increasingly auto oriented and serving the region at large rather than the district.

Commerical uses along 21st and 23rd are primarily neighborhood or specialty shops and depend on a clientele from the immediate neighborhood and beyond -- foot and automobile arrivals. Parking for auto arrivals is limited to on-street parking.

Several of the adopted goals for the district indicate the desire of City Council to retain the essentially residential character of the Central Area.

- \* A wide variety and increasing amount of sound and well-maintained housing should be available at all prices and rental levels throughout Northwest Portland.
- \* Persons of low- and moderate-income presently living in the Northwest District should receive immediate attention with respect to their housing problems.
- \* Develop housing suitable to the needs of diverse family types.
- \* Increase the opportunities and economic feasibility of owner occupancy of existing single-family homes and cooperative or condominium ownership of existing or future multi-family structures, and specifically when the zoning is A0, new projects may be permitted to contain some mixed uses, if the use is predominantly residential.

## POLICY FOR CENTRAL AREA

### POLICY AREA 3

#### THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Maintain and encourage high-density residential uses. Permit conversions of existing residential use provisions if the use proposed is substantially residential and if the residential like character of the building is retained. Permit new construction under conditional use procedure if the proposed new use is predominately residential.

Reasons for Recommendations: A mixture of institutions, office, clinics and shops helps make up part of the diversity of NW Portland and augments residential use in the core area; however, the continued loss of dwelling units through conversion to other uses threatens-- over the long run--to change the basically residential character of the area and further reduces the already dwindling housing stock in the district and City. In certain cases, however, this conversion is the only way of preserving structures of historical or architectural interest, particularly on the fringes of the area or along busily traveled streets. Therefore, the conditional use option must be left open, but its use must be carefully weighed.

### POLICY AREA 4

#### THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Maintain and encourage high-density residential uses. Plan medical facility additions and alterations for compatibility with surrounding uses.

Reasons for recommendation: To support the residential enclaves that exist between the hospitals and industrial area north of Pettygrove.

### POLICY AREA 5

#### THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Plan medical facility additions and alterations for compatibility with surrounding uses.

Reasons for recommendation: To support the approved master plan for Good Samaritan Hospital and Physicians and Surgeons Hospital for the continued growth and expansion of the hospital-related medical facilities and at the same time recognize the impact that those improvements have on the adjacent residential community; further, to direct the hospitals and the neighborhood association to continue their established working relationships to resolve potential problems before submitting plans to the Planning

Commission. While no zone change is recommended for the area encompassed in the hospital plans, conditional use requests will be judged favorably if they are in conformance with the approved master plan.

POLICY AREA 6

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Maintain and improve the quality of existing commercial uses and encourage the location of new commercial activities which are primarily pedestrian oriented and related by scale and market to the NW District.

Reasons for recommendation: To reinforce two of the most successful neighborhood commercial strips in the City without being overly restrictive in the types of uses permitted. Both streets have a variety of uses and a relatively pleasing visual appearance.

POLICY AREA 7

THE CITY ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Maintain and support existing commercial areas and uses along the southern portions of 21st and 23rd.

Reasons for recommendation: To support the established variety and mixture of commercial and noncommercial uses, considering that many cater to a larger portion of the City than just the Northwest community. However, the continued existence of such commercial uses should not result in further encroachment into the residential areas abutting them.

POLICY AREA 8

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

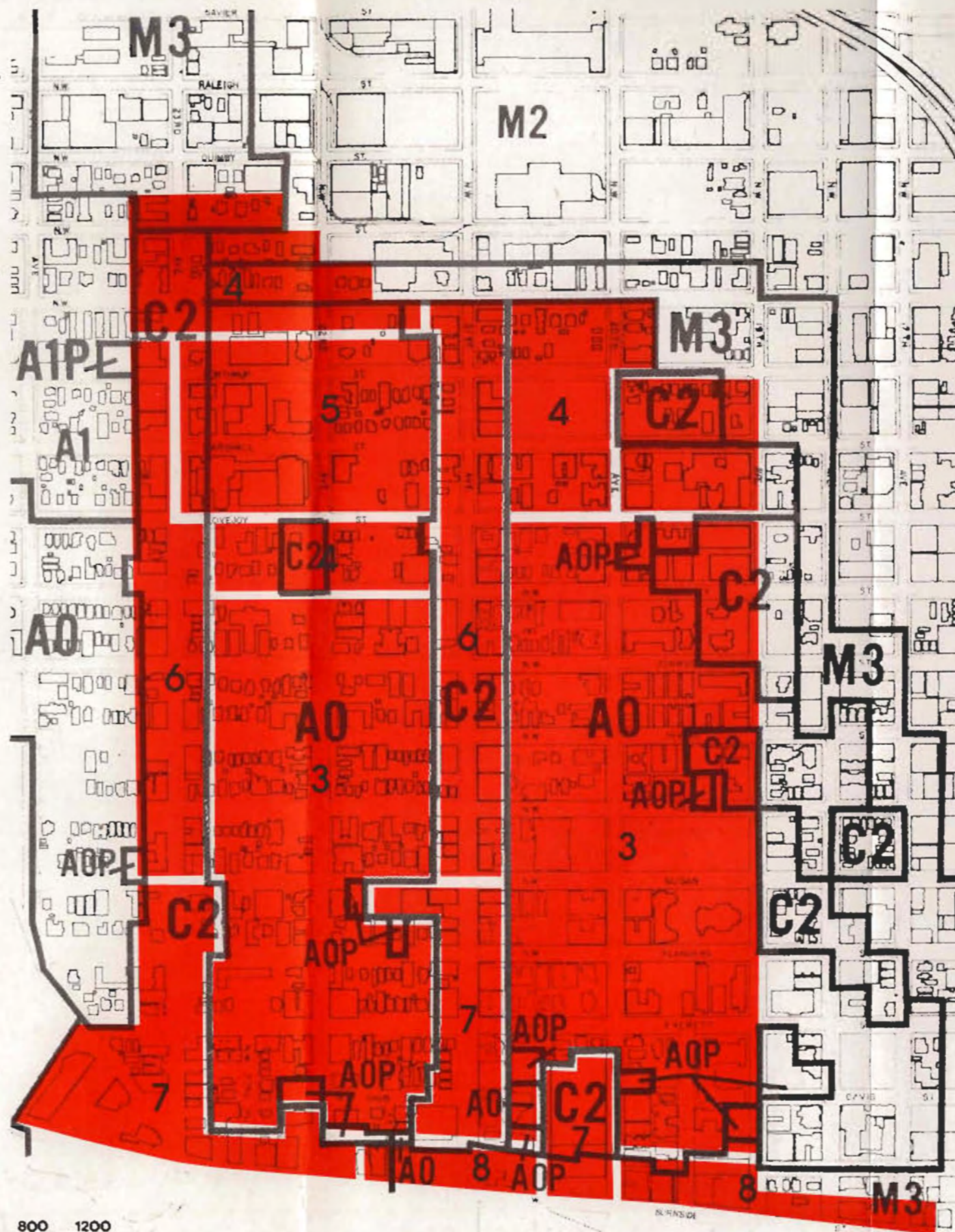
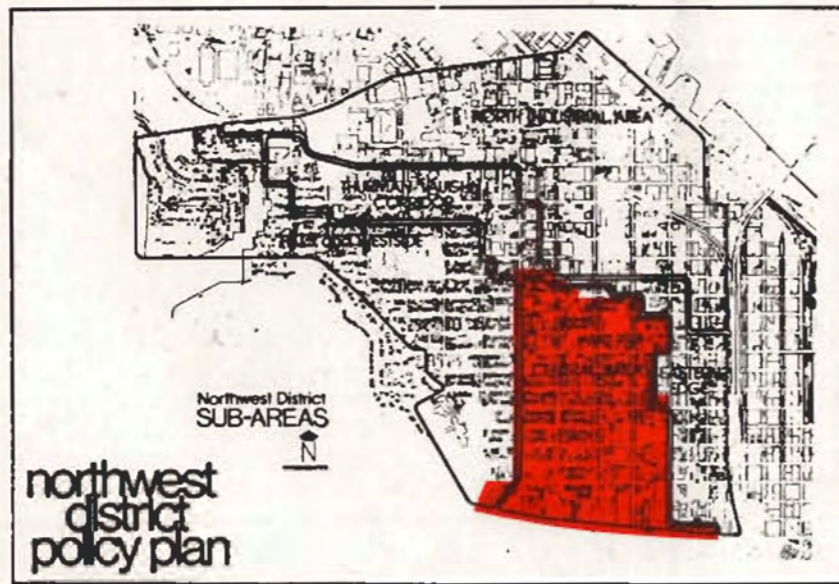
Continue to allow commercial, auto sales and service, and light industrial uses on Burnside east of King Court.

Reason for recommendation: To recognize the predominately auto-oriented nature of the commercial uses along this portion of Burnside and to support their continued operation including additional auto-related commercial enterprises that may wish to establish in the area.



# POLICIES

- 3 Maintain and encourage high-density residential uses. Permit conversions of existing residential units to nonresidential uses under conditional use provisions if the use proposed is substantially residential and if the residential like character of the building is retained. Permit new construction under conditional use procedure if the proposed new use is predominantly residential.
- 4 Maintain and encourage high-density residential uses. Plan hospital additions and alterations for compatibility with surrounding uses.
- 5 Plan medical facility additions and alterations for compatibility with surrounding uses.
- 6 Maintain and improve the quality of existing commercial uses and encourage the location of new commercial activities which are primarily pedestrian oriented and related by scale and market to the Northwest District.
- 7 Maintain and support existing commercial areas and uses along the southern portions of 21st and 23rd.
- 8 Continue to allow commercial, auto sales and service, and light industrial uses on Burnside east of King.



# CENTRAL AREA MAP 7

POLICY AREAS JULY 1975

northwest district policy plan



D. HILLS AND WESTSIDE: Map 8

Findings - The Planning Commission adopted the following findings May 12, 1975

The Hills and Westside represent the most stable residential area in NW Portland. The area is predominately single family interspersed with a number of multi-family structures. In the entire area, only one block has a density higher than that which would be allowed under A1 density.

During the period 1960 to 1970, a sale price of owner occupied dwelling units increased almost 44% to an average of \$18,700. During the same period, rents in the area increased 45% to an average of \$97.

The population is characterized by concentrations of young adults in the 20-30 age bracket and also concentrations of individuals over 50 years of age. There is a small percentage of families with children. The area is undergoing a transition in population from old time residents to professionals, such as architects, lawyers and professors.

Although Chapman School enrollment has declined somewhat over the years, it has remained quite stable in contrast to other schools in the City, particularly Couch School (see below).

<u>School</u>	<u>1970-71</u>	<u>1971-72</u>	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>
Chapman	661	647	604	576	553
Couch	202	184	145	158	---*

The area has shown an increase of 104 housing units during the last ten years, bringing the total to 2,413 dwelling units.

The majority of the increase occurred in the area west of Chapman School.

Of the building permits issued since 1965, 14 were for residential construction, (single or multi-family), 5 were for commercial construction and 3 for institutional construction.

Lovejoy Street divides the area into two sections and operates as a collector arterial with traffic volumes over 5,000 vehicle trips per day.

A number of zone changes and conditional use permits primarily for the construction of medical offices, clinics and institutions further reinforces Lovejoy as a divider.

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\* Became Metropolitan Learning Center, a city wide alternative education center.



Of the four building permits issued for the area south of Lovejoy since 1965, none were for residential construction. Three were for commercial construction, one was for institutional (Fruit and Flower Nursery).

The character of the area south of Lovejoy is typified by many older single-family dwellings and a number of two and three story apartment structures, primarily of frame construction. Interspersed through the area are a number of large old dwellings that have been converted to offices through conditional use.

North of Marshall, the area is almost exclusively residential with a much higher percentage of older single-family dwellings being owner occupied.

A concentration of well maintained duplexes is located immediately north and west of Chapman School.

POLICY RECOMMENDATIONS FOR HILLS AND WESTSIDE

POLICY AREA 9

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Limit further high-rise residential west of 23rd.

Reasons for Recommendation: The area is well established containing many one to three story units of a medium-density residential level. The policy recommendation encourages the maintenance of the area's present character.

POLICY AREA 10

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Maintain medium-density residential west of 23rd.

Reasons for Recommendation: The area is well established, containing many one to three story units of a medium-density residential level. The policy recommendation encourages the maintenance of the area's present character.

POLICY AREA 11

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Preserve and enhance the existing medium- and low-density residential north of Chapman School and Wallace Park.

Reasons for Recommendation: The intent is to preserve the essentially single-family character of this area, recognizing at the same time that a number of duplexes and a few apartment buildings exist in the area. The policy encourages the preservation of the existing residential units but is intended to limit further residential construction to single-family units and duplexes. With adoption of this policy, action will be initiated to rezone this area to A2.5 density.

POLICY AREA 12

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

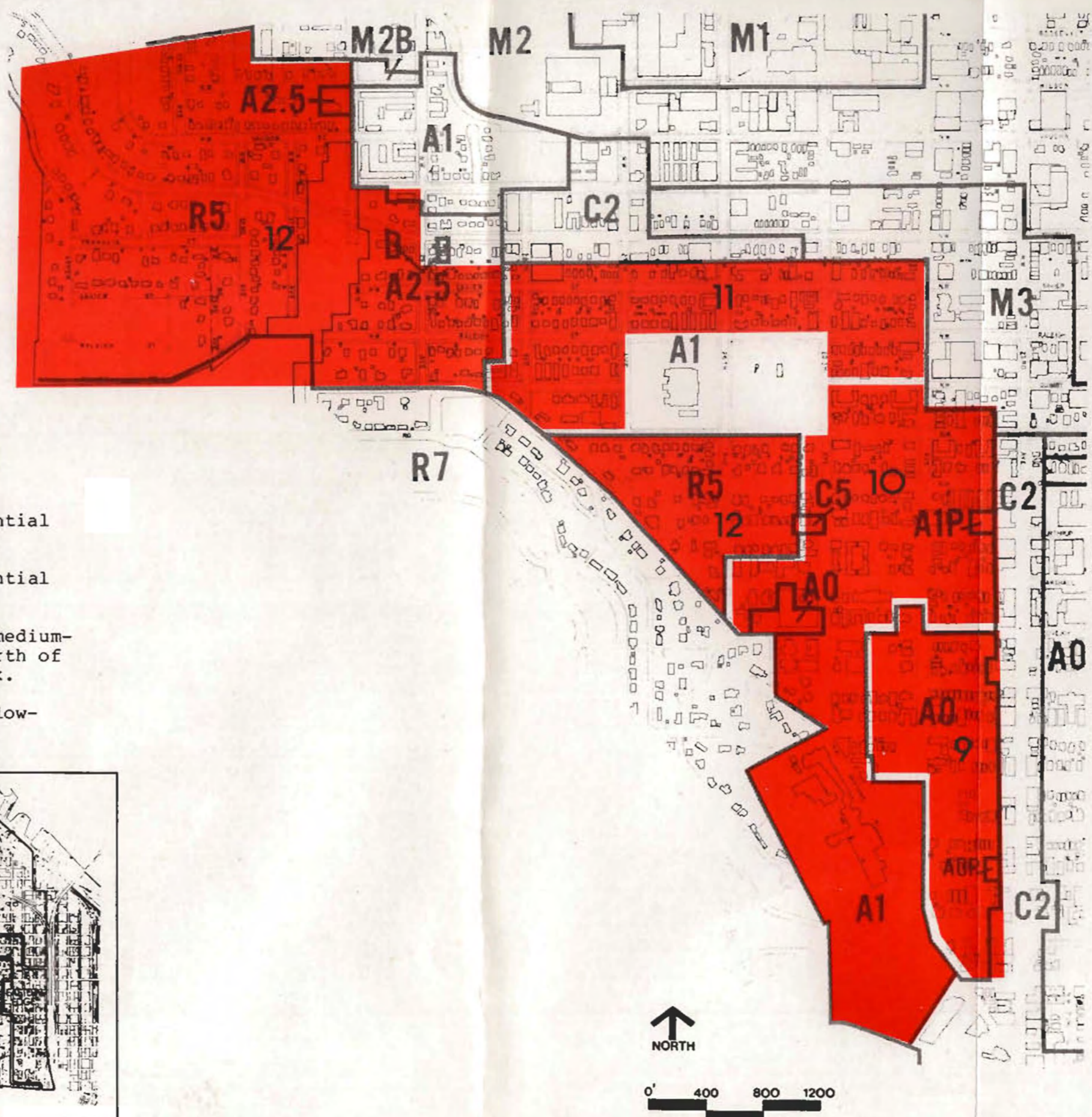
Preserve and enhance existing low-density residential area.

Reasons for Recommendation: The area is now a stable low-density area. Changes in that policy are not called for either to serve the City's interests or those of the area.



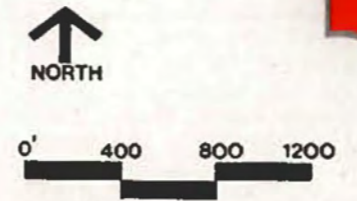
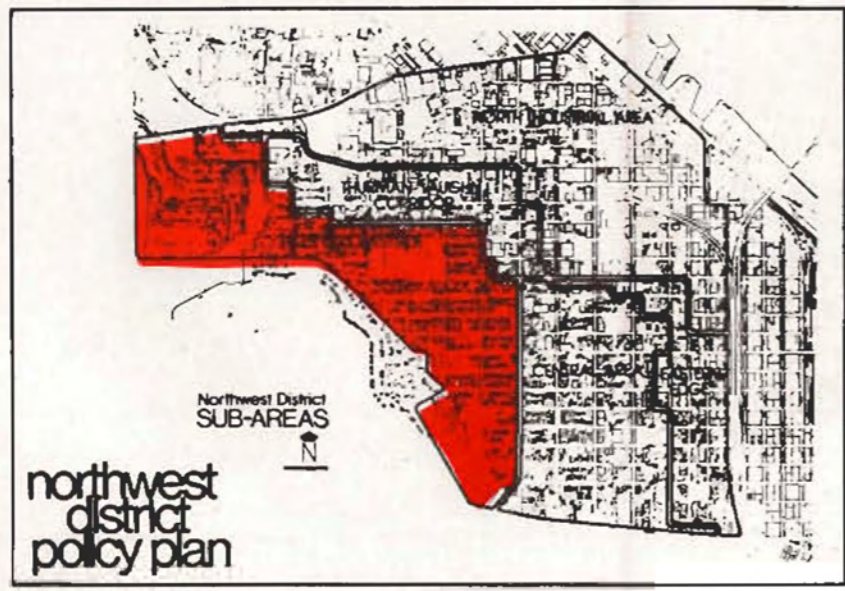
# HILLS and WESTSIDE MAP 8

POLICY AREAS  
JULY 1975



## POLICIES

- 9 Limit further high-rise residential west of 23rd.
- 10 Maintain medium-density residential west of 23rd.
- 11 Preserve and enhance existing medium- and low-density residential north of Chapman School and Wallace Park.
- 12 Preserve and enhance existing low-density residential area.



northwest  
district  
policy plan



THURMAN VAUGHN CORRIDOR \_ Map 9

Findings- The Planning Commission adopted the following findings May 12, 1975

The Thurman/Vaughn Corridor is a portion of the area previously proposed for the I-505 freeway. For approximately 9 years, the threat of eminent construction, rehabilitation and renovation efforts. Recently, signs of new activity have emerged. Several for lease or sale signs have appeared and some commercial expansion and housing renovation activity can be seen.

Historically, the area began to develop as a residential area for sawmill workers and their families at the turn of the century. The area served as a first neighborhood for newly arrived emigrant groups -- the Irish at the turn of the century, Swedes and Finns in the 20's and Eastern Europeans until after WWII. The area remained residential during WWII, housing workers in the ship building and other war related industries in the area.

The present population, approximately 830 people, is predominantly comprised of working poor. The 1971 NWDA Corridor Survey set the median income at \$3,100. Many of the people are employed nearby, do not own cars, and walk to work or use public transportation. The demographic profile is nearly identical to that of the City as a whole, with no major concentration of either elderly or young.

Home ownership in the area is somewhat higher than the norm for the Northwest District. 16% of all dwelling units in the Corridor are owner-occupied as compared to 7.3% for Northwest Portland overall.

The area is typified by single-family dwellings and small two and three story apartment buildings. The structures are predominately frame construction with a few masonry apartment units.

Whereas virtually all of the residential structures were built prior to 1930, nearly all of the industrial structures south of Vaughn have been constructed in the last 20 years.

Historically, the Thurman Vaughn Corridor has functioned as a transition area between the industrial land use activities to the north and the solidly residential uses to the south.

The area has been zoned primarily for commercial and industrial use since 1924, but land use has remained predominately residential. The present land use distribution is almost equally divided among commercial/industrial, residential and vacant land:

	<u>Approximate Acreage</u>
Commercial/Industrial	9
Residential	11
Vacant Land	8 (both public and private)
Total Acreage	<u>28</u>

Much of the area north of Upshur is zoned M2 in which housing is nonconforming use.

Land values in the Corridor vary considerably from \$3.50 per square foot to \$2.00. In that last two years, prices have fallen off somewhat, partly due to the general lack luster of the economy but more specifically due to the fact that the State Highway Division purchases in the 60's and 70's inflated values in the area. The State paid \$3.50 per square foot for sites that are comparably priced at \$2.75 to \$3.00 per square foot today. Several sizeable vacant sites (20,000 to 30,000 sq. ft.) are available for purchase.

The public commitment to aid in the redevelopment of the Thurman Vaughn Corridor began with a community initiated law suit against the State Highway Division over the proposed route of I-505 through NW Portland.

A public corridor hearing was held in October, 1973. In May, 1974, City Council adopted a resolution which approved the so-called Long Yeon route through the industrial area for I-505. Council instructed Office of Planning and Development to prepare plans and recommend properties for new residential development in the corridor.

In March, 1975, City Council approved the application for federal funds through the Housing and Community Development Act of 1975. In that application, \$286,000 was allocated to initiate public actions in the corridor intended to support residential development and rehabilitation.

POLICY FOR THURMAN VAUGHN CORRIDOR

POLICY AREA 13

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Encourage medium density residential development north of Upshur between 28th and 30th.

Reason for recommendation: To support existing, well-established residential uses, both single and multifamily.

POLICY AREA 14

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

Promote joint public/private redevelopment and rehabilitation in the area between Thurman and Vaughn, 23rd and 30th for mutually compatible medium-density residential, commercial and office use. (The Commission has the implicit understanding that a planning process is underway in this particular area, that this is a unique area as opposed to other areas, and that it is being considered on that basis.)

Reasons for recommendation: To carry out the directive of Council contained in Resolution No. 31424 of May, 1974, to make "...recommendation on the priority which should be assigned to the Thurman Vaughn Corridor for residential redevelopment."

To provide guidance to redevelopment and rehabilitation planning efforts now underway in the Corridor, long blighted by the anticipated construction of the I-505 Freeway.

To establish through long-delayed investment a well defined area of compatible, mixed land uses.

To provide a well functioning transition between the industrial area north of Vaughn and the well established residential area south of Thurman.

POLICY AREA 15

THE CITY COUNCIL ADOPTED THE FOLLOWING POLICY JULY 2, 1975

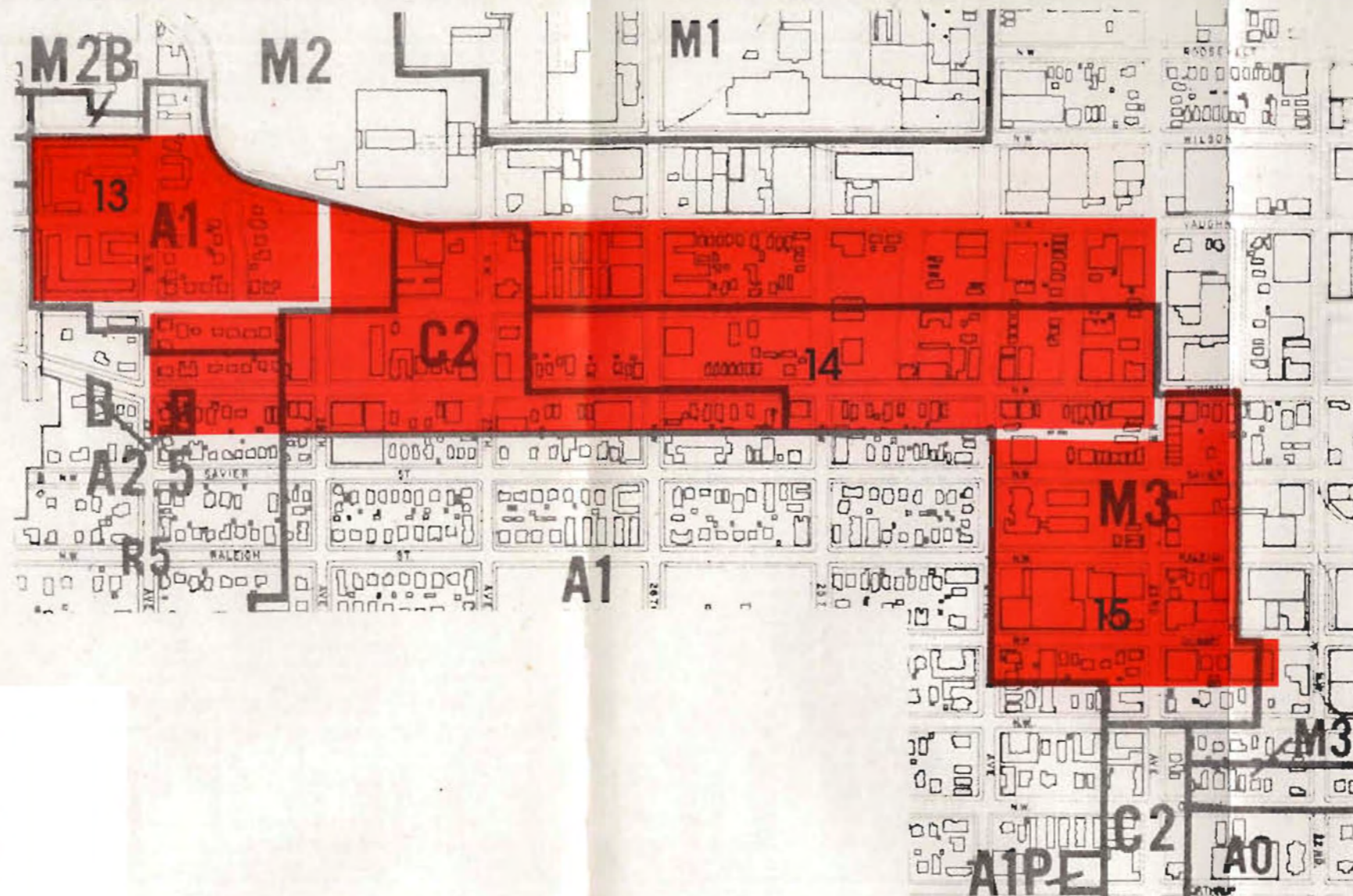
Maintain and encourage light industrial use.

Reason for recommendation: Recognizing that the area is predominately commercial/industrial interspersed with a number of residential structures, care should be given to the manner in which light industrial uses expand in the area.



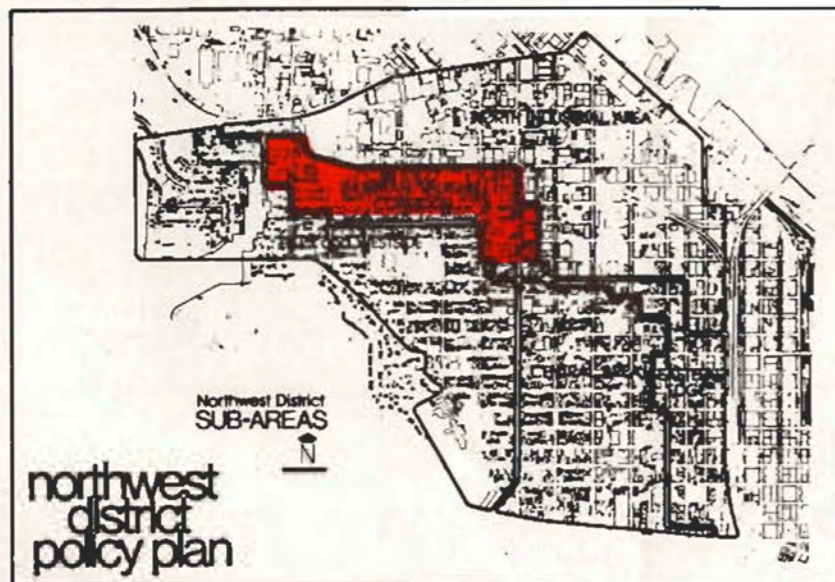
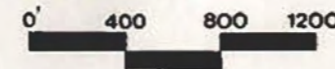
# THURMAN - VAUGHN MAP 9

POLICY AREAS  
JULY 1975



## POLICIES

- 13 Encourage medium-density residential development north of Upshur between 28th and 30th.
- 14 Promote joint public/private redevelopment and rehabilitation in the area between Thurman and Vaughn, 23rd and 30th for mutually compatible medium-density residential, commercial and office use. [The Commission has the implicit understanding that we will have a planning process in this particular area, that this is a unique area as opposed to other areas, and we are considering it on that basis.]
- 15 Maintain and encourage light industrial use.



northwest  
district  
policy plan



appendix 4,  
correspondence

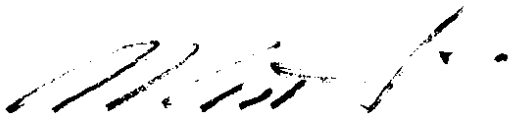
CITY OF PORTLAND  
INTER-OFFICE CORRESPONDENCE  
(NOT FOR MAILING)

July 12, 1977

*From* Bureau of Traffic Engineering  
*To* Bureau of Planning  
*Addressed to* Art Barfield  
*Subject* Trial Traffic Diversion  
N. W. Upshur Street and on N. W. 27th Avenue

We have examined the plan for altering the traffic patterns on N. W. Upshur Street and on N. W. 27th Avenue on a trial basis to determine its practicability.

We approve of this configuration and will be available for any assistance you may need in its installation.



M. J. Martini  
Sr. Traffic Engineer

TVN:jjp







DEPARTMENT OF  
PUBLIC WORKS

CONNIE McCREADY  
COMMISSIONER

OFFICE OF  
PUBLIC WORKS  
ADMINISTRATOR

400 S.W. SIXTH AVE.  
PORTLAND, OR. 97204

June 2, 1977

MEMORANDUM

TO: Bureau of Planning, Art Barfield

FROM: Bureau of Sanitary Engineering, R. G. Sunnarborg *R.G.*

SUBJECT: Sanitary Sewer Service for Proposed Public Housing

Subject to your letter dated May 5, 1977 we can provide you the following information:

The Bureau of Sanitary Engineering has received Council approval to design the relief sewers for N. W. Raleigh, Savior, and Thurman Streets in the fiscal year 1977-78 (reference project #7-23-711). We will begin design of these sewers in the summer of 1977 and construction should begin some time in the spring of 1978, and completed in the winter of 1979.

The sewer in N. W. Upshur Street is hydraulically overloaded and does not have capacity to dispose of the stormwater runoff from the proposed public housing developments.

Upshur Street is substantially lower in elevation than Thurman Street; consequently, it is not feasible to design the Thurman Street sewer to serve the ultimate needs of the Upshur Street line. However, the N. W. Thurman Street relief sewer could be designed to provide an interim place to dispose of stormwater runoff from the proposed public housing complexes at N. W. 26th Avenue and Upshur Street and N. W. 27th Avenue and Upshur Street until such time as the sewer in Upshur Street is replaced with a system with adequate capacity.

The temporary service lines between the proposed housing complexes and the new relief line in N. W. Thurman Street could be part of the development's plans or could be designed by this office. By either method the cost of engineering and construction would be a development expense.

If you should have questions or require additional information don't hesitate to call.

RGS:es







appendix 5, legal description for  
proposed rezoning areas

Legal Description of Proposed Rezoning Areas  
Policy Areas 9 and 11

A. Policy Area 9, Legal Description

<u>Addition</u>	<u>Block</u>	<u>Lots</u>
Goldsmith's Addition	Block 14	Lots 1 and 2
King's 2nd Addition	Block 3	Lots 5 and 18
"	" 4	" 1 - 10
"	" 6	" 1 - 10
"	" 7	" 5 - 18
"	" 13	" 5 - 18
"	" 16	" 5 - 18
"	" 25	" 6 - 18
"	" 26	" 1 - 10
"	" 23	6,7,10,11,14-16

B. Policy Area 11, Legal Description

<u>Addition</u>	<u>Block</u>	<u>Lots</u>
Balch's Addition	Block 318	Lots 1 - 9
"	" 319	" "
"	" 320	" "
"	" 321	" 1 - 6
Goldsmith's Addition	" 8,9,10,19,20,21 22,23,24,29,30,31	
Fordham Heights	" A	Tax Lots 3 and 4
Willamette Heights	" A	Lots 1-4, 6 & 7
"	" B	" 1 - 4
"	" C	" 1 & 12
	Section 29 T1H,R1E	Tax Lot 23