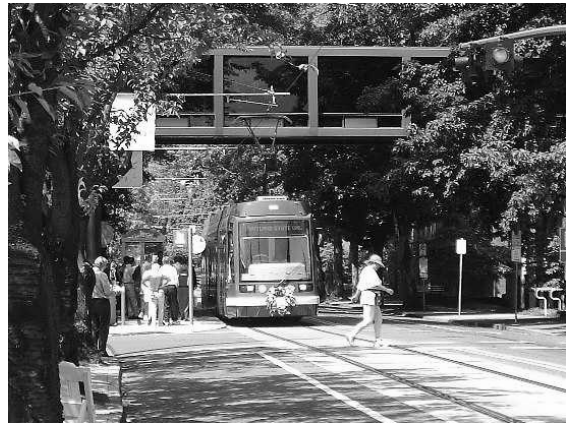
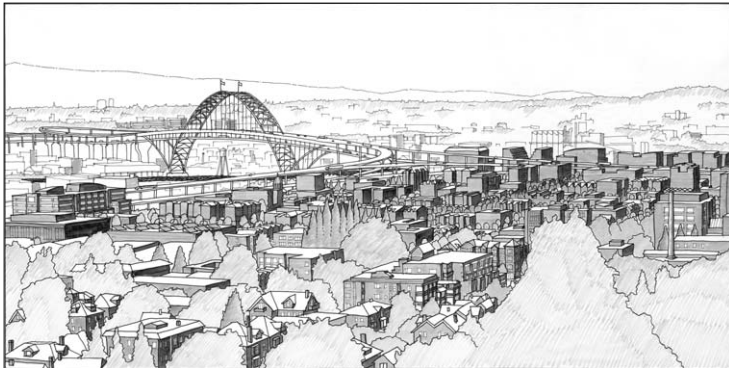


# Northwest District Plan



Adopted September 24, 2003 and  
November 5, 2003

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

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# Northwest District Plan

Ordinance No. 177920

Resolution No. 36171

**Adopted September 24, 2003**

**Effective November 8, 2003**

Ordinance No. 178020

**Adopted November 5, 2003**

**Effective December 20, 2003**

**Important Note:** The Northwest District Plan was adopted by Ordinance Nos. 177920 and 178020. Those ordinances were appealed. As of April 8, 2005, those appeals have not been resolved. The Land Use Board of Appeals and the Oregon Court of Appeals have raised questions about the validity of parts of the Northwest District Plan. See LUBA No. 2003-162 et seq and Court of Appeals No. A126345. The appealed ordinances are not currently acknowledged as being in compliance with the statewide planning goals. Pursuant to ORS 192.625, the issuance of a permit under an unacknowledged comprehensive plan or land use regulation shall not be relied upon to justify retention of improvements so permitted if the comprehensive plan provision or land use regulation does not gain acknowledgement.



CITY OF PORTLAND, OREGON

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# Acknowledgements

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- Appendix B: Existing Conditions
- Appendix C: Northwest District Plan Process
- Appendix D: Planning and Policy Framework
- Appendix E: Summary of Northwest TSP Projects
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## A. Introduction

### Purpose of the Plan

The *Northwest District Plan* is intended to guide public and private decision-making and investment in the Northwest District over the next 20 years. The plan provides policy direction in a number of key areas, including land use, urban design, transportation, housing, and economic development. The *Northwest District Plan* (NWDP) builds upon several previous planning efforts including the 1977 adopted *Northwest District Policy Plan* and the 1999 Northwest District Association board-adopted *Northwest District Neighborhood Plan*. The NWDP is intended to protect and enhance the livability, urban character and economic vitality of this inner-urban area while providing a means for guiding change over time.

### Boundaries

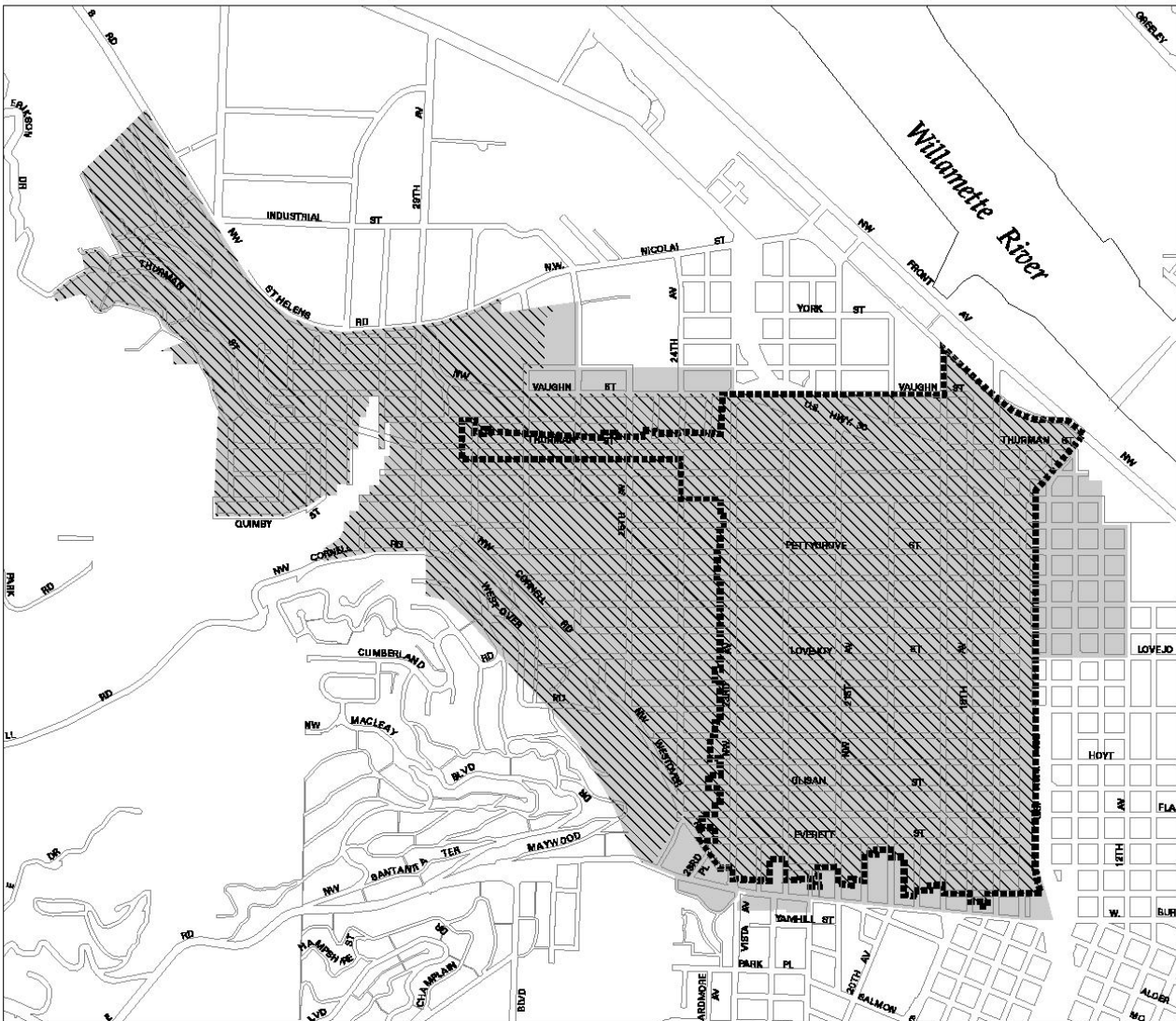
Three major boundary areas are referenced in this report. These boundaries are shown on Map 1 and explained below. Area neighborhood association boundaries are shown on Map 2. Map 3 shows the relationship between the Northwest District Neighborhood Association boundary and relevant adopted plan boundaries.

The **Northwest Study Area** is generally bounded on the south by West Burnside Street, on the north by NW Vaughn Street and NW St. Helens Road, on the east by the I-405 freeway and on the west by the Hillside neighborhood and Forest Park. The study area is the broadest boundary used in the planning process and much of the background research and public outreach for the plan encompassed this larger area. Portions of the study area are covered by other adopted plans and are governed by the adopted *Northwest District Plan*. Proposals arising out of the Northwest District Planning process for these areas (including the *Guild's Lake Industrial Sanctuary Plan* area and the *Central City Plan* area) are affected through amendments to those plans.

The **Northwest District Plan** boundary defines the area where the vision, policies, and objectives of this plan apply. It generally corresponds to the Northwest District neighborhood, except for those portions that are within the Guild's Lake Industrial Sanctuary (north of NW Vaughn Street) and the Central City (west of I-405 and along West Burnside Street) plan areas. The *Northwest District Plan* proposes some changes in these other areas, but they are excluded from the "Northwest District Plan Area" in order to avoid confusion and potential conflict between overlapping policies and regulations.

The **Northwest Plan District** boundary delineates the area where the special zoning regulations developed as part of this plan apply. This is a more focussed area that includes the main street corridors (excluding West Burnside Street) and the mixed-use and higher density-zoned areas east of NW 23<sup>rd</sup> Avenue.

# Map 1: Northwest Planning Boundaries



## Northwest Planning Boundaries






Scale  
0' 700' 1400' 2100'



City of Portland  
Bureau of Planning  
Geographic  
Information System  
April 11, 2003

### LEGEND

-  Northwest Study Area
-  Northwest District Plan Boundary
-  Recommended Northwest Plan District Boundary

#### INFORMATION SOURCES:

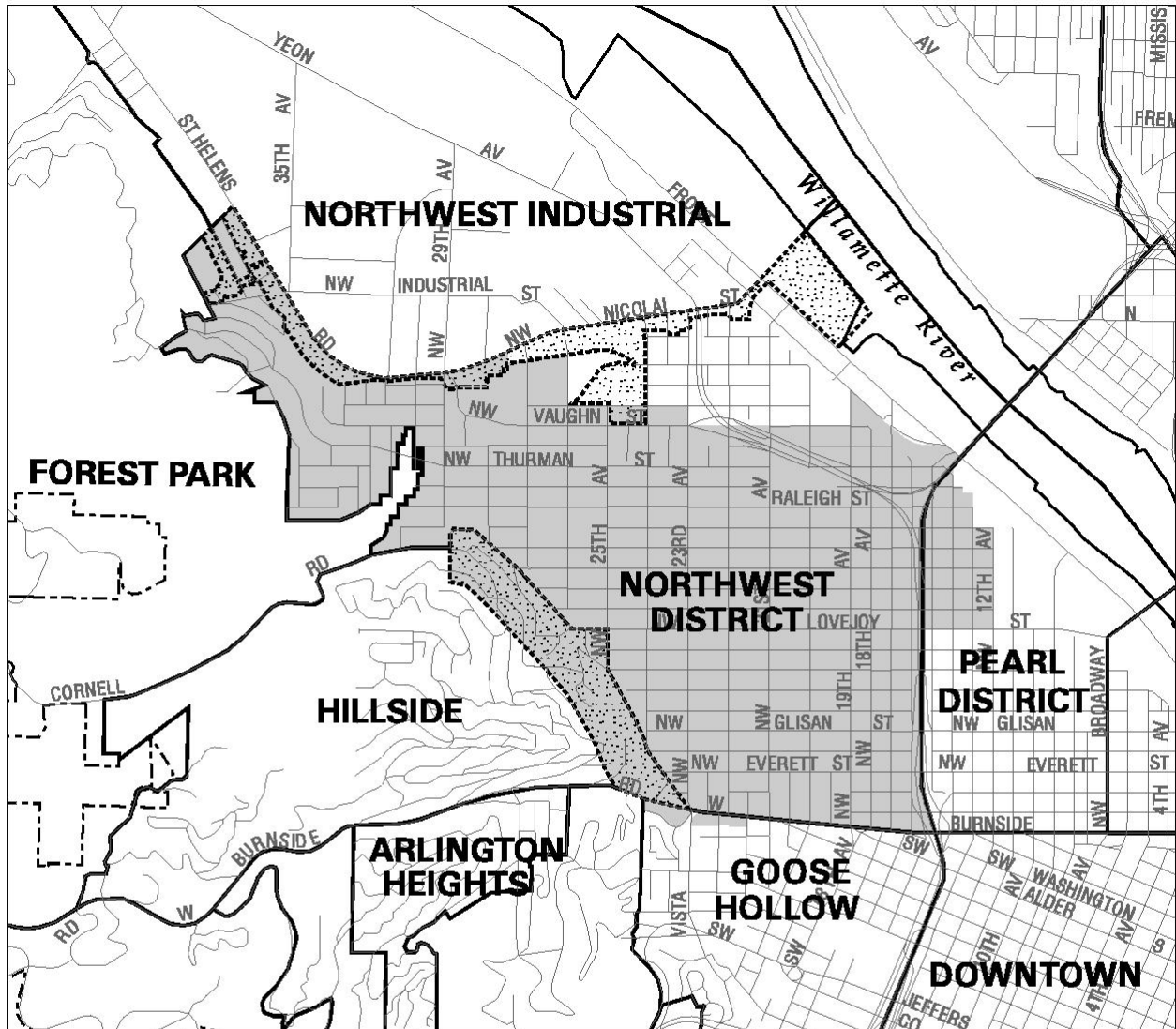
Map data Originally produced by Oregon Dept. of Revenue, Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through Jan. 2003. Accuracy +/- .1 feet.

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.

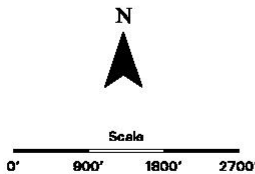
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Map 2: Northwest Neighborhoods








### Northwest Neighborhoods



City of Portland  
Bureau of Planning  
Geographic  
Information System  
April 11, 2003

#### LEGEND

-  Northwest Study Area
-  Neighborhood Boundary
-  Overlapping Neighborhood Boundary
-  Neighborhood Overlap Area
-  City Boundary

#### INFORMATION SOURCES:

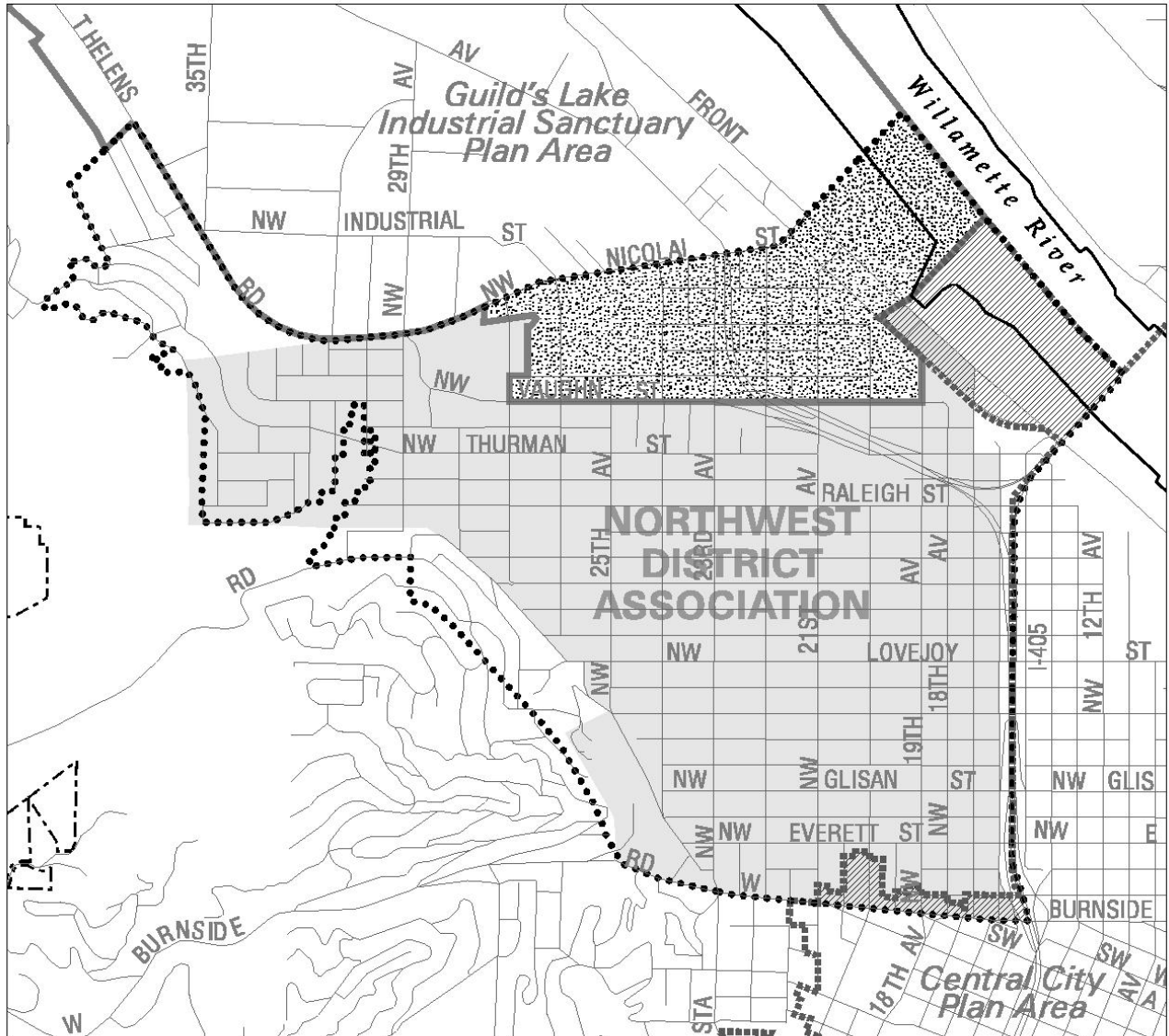
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U.S. Census Bureau TIGER data, registered to taxlots under contract to Metro. Updated by Metro through Jan., 1999.

Neighborhood Association Boundaries:  
Originally digitized by Portland Department of Transportation. Updated by Bureau of Planning for Office of Neighborhood Involvement, June 2001. Registered to taxlot base maps.


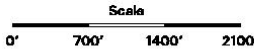





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Map 3: NWDA and Adopted Plan Boundaries



**LEGEND**

	Portion of NWDA within Central City Plan Area
	Portion of NWDA within Guild's Lake I. S. Plan Area
	Northwest District Policy Plan Area (1977)
	Northwest District Association Boundary (NWDA)
	Guild's Lake Industrial Sanctuary Plan Boundary
	Central City Plan Boundary
	City Boundary

**INFORMATION SOURCES:**

**Street Centerlines:**  
 U.S. Census Bureau TIGER data, registered to taxdots under contract to Metro. Updated by Metro through Jan., 1999.

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**City of Portland Bureau of Planning Geographic Information System April 11, 2003**

## Plan Organization

The *Northwest District Plan* consists of several interrelated components, described in the table below. Several plan appendices, contained in a separate document, summarize the district’s history, existing conditions, and other elements integral to the Northwest District Planning process.

Concept	The <b>Introduction</b> explains the purpose and organization of the plan and its relationship to other plans and regulations and summarizes the Northwest District planning process.
	The <b>Vision Statement</b> summarizes the community’s aspirations for the future, describing the Northwest District in 20 years, with the plan successfully carried out. The vision was adopted as part of Portland’s <i>Comprehensive Plan</i> by City Council ordinance.
Urban Design	The <b>Urban Design Concept</b> illustrates graphically the vision for the future of the Northwest area, focussing on basic elements of urban form such as land use emphasis areas, main streets and gateways. The Urban Design Concept is advisory and was adopted by City Council resolution.
	The <b>Desired Characteristics and Traditions</b> section summarizes key aspects of the Northwest District’s built environment that new development should respect. The Desired Characteristics and Traditions statements serve as an extension of the <i>Community Design Guidelines</i> and were adopted by City Council ordinance.
Comprehensive Plan	The <b>Comprehensive Plan Policy</b> ties the <i>Northwest District Plan</i> to Portland’s adopted <i>Comprehensive Plan</i> , thereby making the plan and its policies a part of the <i>Comprehensive Plan</i> .
	The <b>Policies and Objectives</b> provide the direction necessary to achieve the vision for the plan area. They serve as important binding guidelines for decision-makers. Policies and objectives were adopted by City Council ordinance and have the binding force of law.
Implementation	<b>Action Charts</b> , which follow each policy section, specify projects, programs and regulations needed to implement the policies and objectives of the plan. They are advisory and are adopted by City Council Resolution. Action items were adopted by City Council resolution, with the understanding that some may need to be adjusted and others replaced with more feasible proposals that may better implement the goals of the plan.
	The <b>Northwest District Master Street Plan</b> identifies the existing and future preferred street and connectivity pattern for the project area. It was adopted by City Council Ordinance and is implemented as new development or redevelopment occurs.
	The <b>Comprehensive Plan Map and Zoning Map Amendments</b> identify specific changes to long-range <i>Comprehensive Plan</i> map designations and zoning designations in the project area. Zoning designations control how land may be developed—for instance, which land uses are allowed and what limits to building bulk and height are imposed.
	The <b>Zoning Code Amendments</b> chapter summarizes the plan’s zoning provisions and how they address the particular conditions and desired character of the project area. The actual City Council adopted zoning code language is contained in the City’s Title 33, Planning and Zoning.
Other Plans	This section summarizes amendments to other city plans that were adopted with the <i>Northwest District Plan</i> . These include changes to the <b>Guild’s Lake Industrial Sanctuary Plan</b> and the <b>Central City Plan</b> .

## 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* (the “*NWD 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 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 greater detail in Appendix C.](#) 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 included the Northwest District, Northwest Industrial, Pearl District, Hillside, and Goose

Hollow-Foothills League Neighborhood Associations and the Nob Hill Business Association. Staff also met with individual area property owners, business people, service providers, residents, and developers.

**Outreach, Public Events and Milestones**

Major public events and key milestones in the Northwest District planning process are listed below. Other events and milestones associated with the NWDA Board-adopted *Northwest District Neighborhood Plan* preceded the City’s formal planning and adoption process. Additional information [is contained in Appendix C](#).

City Council adopts Northwest District Policy Plan.....	1977
NWDA Board adopts <i>Northwest District Neighborhood Plan</i> .....	November 1, 1999
Northwest Transition Area Urban Design Workshop.....	March 22, 2001
Northwest Transition Area Preliminary Urban Design Concept Report.....	May 18, 2001
Northwest Transition Zoning Project City Council Adoption.....	August 2001
Northwest Neighborhood Walks.....	Summer 2001
Northwest Neighborhood Walks Summary Report.....	October 10, 2001
Northwest Area Vision and Urban Design Concept Workshop.....	November 15, 2001
Guild’s Lake Industrial Sanctuary Plan Effective.....	December 2001
Northwest Area Vision and Urban Design Concept Report.....	January 2002
Open House and Release of Discussion Draft Northwest Area Plan.....	June 20, 2002
Proposed Northwest District Plan Released.....	October 28, 2002
Planning Commission Hearing.....	November 26, 2002
Planning Commission Work Sessions.....	December 10, 2002 & January 14 & 28, 2003
Planning Commission Decision.....	April 8, 2003
City Council Hearings and Meetings.....	May 21, June 11, June 19, July 10, August 27, August 28, September 17, and October 30, 2003
City Council Adoption.....	September 24 and November 5, 2003



## B. Vision Statement

The *Northwest District Plan* Vision Statement that follows reflects the community's aspirations for the future. **It describes the Northwest District 20 years from now, with the *Northwest District Plan* fully and successfully carried out.** The Vision Statement is intended to provide a broad standard against which the plan's success can be measured over time.

### ***The Vision for the Northwest District in 2023***

*In 2023, Portland's Northwest District provides a uniquely vibrant and livable environment for its residents, businesses, institutions, and visitors. Its distinctive character derives from both its continuity with the past and the results of directed change over time. The Northwest District consists of a number of distinct, but well-connected places, each with its own character, mix of uses, and defining features, ranging from shaded residential streets lined with single family homes to lively main streets blending multi-family homes and commercial uses. Each smaller area complements the larger mosaic. A diversity of land uses, architecture and people combine to make the Northwest District a unique and extraordinary part of the city.*

*A combination of public policy and private investments have reinforced and enhanced Northwest's historically mixed-use main street corridors, where commercial and institutional uses are concentrated. These uses provide goods, services, entertainment, and employment for residents and visitors, and together with the area's cultural and religious institutions, help make the Northwest District one of the most enriched districts in the city.*

*A variety of housing sizes and types meets the needs of the area's diverse population, which includes families with children, young adults, seniors, empty-nesters and others. Over the previous 20 years, concerted efforts by both the public and private sectors to preserve and create affordable housing have helped to maintain income diversity in the area.*

*The Northwest District's eclectic inventory of buildings and businesses reflect its history, as well as its adaptability to changes in the economy, technology and social conditions. Change is particularly evident in the northern and eastern sections of the area, which have transitioned from a primarily industrial emphasis toward better integration with the central city's urban ecology, providing additional housing and employment. Some lighter industrial uses remain, providing goods and services to the area and contributing to its diversity of land uses and employment opportunities. Taller buildings along the I-405 freeway minimize the freeway's impact on the community. New mixed-use and commercial development provides additional employment opportunities in this area. Safe passageways under I-405, enhanced by public art, have reduced the barrier created by the freeway and improved connections between the Pearl District and Northwest District neighborhoods.*

*The Alphet Historic District has helped to preserve historic structures and a rich architectural heritage that connects the past to the present. Here and elsewhere in the area, newer development has been designed to respect nearby structures and the character of Northwest Portland's urban fabric.*

*The Northwest District provides for a human scale environment. Its wealth of urban amenities, such as parks, a new community center, and fine public schools, attest to the importance of an inclusive public process and private initiative. Active streetscapes and public art also contribute to the Northwest District as a visually pleasing, energetic and livable place. Tranquil spaces, such as parks and quiet residential streets, complement areas of intense urban activity, such as NW 23<sup>rd</sup> and NW 21<sup>st</sup> Avenues. Pedestrian, bicycle and transit improvements connect the area to adjacent neighborhoods, public parks and the Willamette River. The area is served by the Portland Streetcar, which has been a catalyst for mixed-use development and has enhanced connectivity between the Northwest District and the greater central city.*



June 2002 Northwest Area Plan Open House



## C. Urban Design

This chapter contains two main elements: 1) an Urban Design Concept, which serves as a broad blueprint for the desired urban form of the Northwest District; and 2) Desired Characteristics and Traditions statements, which provide more detailed guidance for design review and other plan implementation actions in the district. Non-binding examples of how Community Design Guideline P1, “Plan Area Character,” may be met in the Northwest District were adopted with the Northwest District Plan and are contained in the *Community Design Guidelines* document itself.

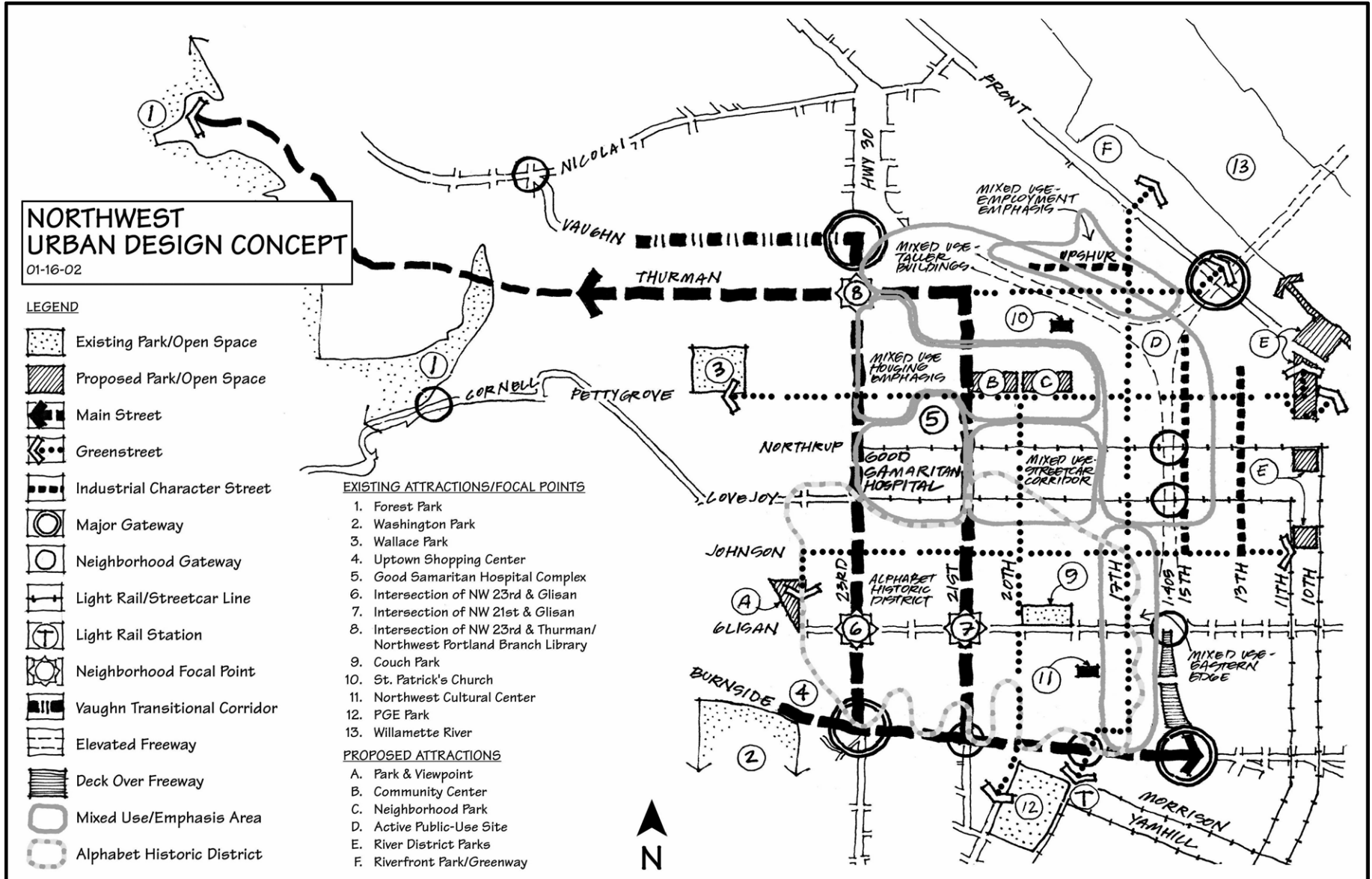
### Urban Design Concept

The Urban Design Concept is depicted on the following page, followed by more detailed descriptions of its various elements.

The Urban Design Concept graphically represents the community’s vision for the future of the study area, focusing on elements that define the desired urban form. It is a diagrammatic representation of the *Northwest District Plan’s* policies and implementation strategies. The diagram uses symbols that indicate the general locations of various urban form elements such as places, streets, and connections. The concept represents public and private development that, over time, will enhance the community’s character and livability. It also shows how future development in Northwest Portland can support the City’s *Comprehensive Plan* goals for economic development, transportation, housing, and the environment.

The Urban Design Concept is a general blueprint. Some elements will be implemented through the policies and regulations recommended in this plan. Other elements will be achieved through influencing future public and private investment. Successful implementation of the Urban Design Concept will require flexibility as opportunities present themselves over time.





## Urban Design Concept Elements

The Urban Design Concept identifies community features that are to be preserved and enhanced, as well as new improvements and development patterns that will contribute to realizing the community’s vision for the next 20 years. Key elements of the Urban Design Concept, which the *Northwest District Plan* will help implement and support, are as follows:

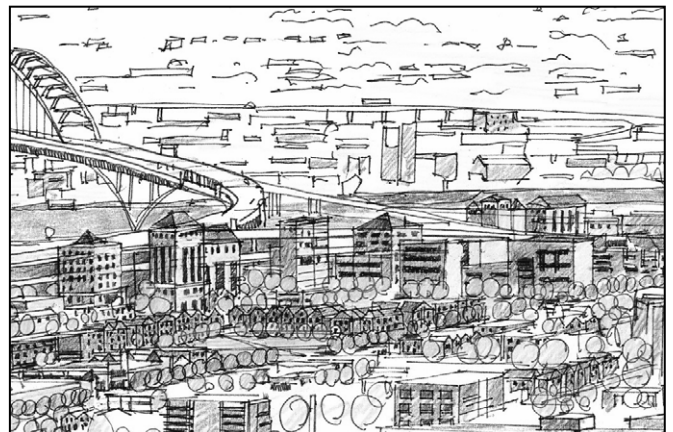
- **Established Residential Areas:** Preservation of the character of the community’s historic residential core, including the Alphabet Historic District. Future growth is primarily directed to mixed-use areas, rather than to established residential areas.
- **Transition Subarea:** Providing for future growth that builds on the character and assets of the Northwest District by allowing parts of the district to transition from existing industrial uses to redevelopment as vibrant mixed-use areas.
- **Main Streets:** Enhancement of the role of the area’s main streets (particularly NW 21<sup>st</sup> and NW 23<sup>rd</sup> Avenues, as well as West Burnside Street) as the pedestrian-oriented, commercial “backbones” of the Northwest District.
- **Vaughn Corridor:** Improvement of this corridor as a seam between the residential and mixed-use parts of the Northwest District and the industrial uses of the Guild’s Lake Industrial Sanctuary to the north.
- **Linkages:** Enhancement of links between the Northwest District and nearby areas, such as the Pearl District and the Willamette River. This includes:
  - Identification of “greenstreets,” where pedestrian- and bicycle-oriented improvements should be targeted.
  - Identification of “gateways,” where future public and private improvements will enhance these key passages and connections to surrounding areas.
- **Neighborhood Gathering Places.** Identification of places such as focal points, attractions, parks and streets that will contribute to community vitality, interactions and livability.

The following describes the design concept elements that comprise the Urban Design Concept for the Northwest District and broader study area. **The descriptions should be read as depicting the design concept elements at a point in the future, after the *Northwest District Plan* has been successfully implemented and carried out.**



### Mixed-use Areas

Northeastern parts of the Northwest area, south of NW Vaughn Street, have transitioned from predominantly industrial uses to a vibrant, mixed-use district. Within this transition area, predominant land uses, building heights and other development characteristics vary by subarea, as described below. All of these subareas are integrated into the urban fabric of the rest of the Northwest District by continuing established



patterns that characterize the rest of the area, such as the historic block pattern and pedestrian-oriented scale of development.

**Mixed-use / Streetcar Corridor**

A concentration of mixed residential and commercial uses, with active ground floor uses (such as retail, neighborhood services, and housing), are located here to take advantage of the high quality transit service provided by the Portland Streetcar. A particularly appropriate configuration here is upper-floor residences above ground-floor commercial uses.

**Mixed-use / Housing Emphasis**

Mixed-use area that includes retail and employment uses, but where residential development has been especially encouraged. Residences are centered around a new park and community facilities. New development is integrated into the surrounding neighborhood fabric through urban design that respects the fine urban grain established by the Northwest District's pattern of partial-block development and buildings built close to sidewalks.

**Mixed-use / Taller Buildings**

Mixed-use area where taller buildings screen the I-405 freeway. Building height steps down from the freeway into the rest of the community. Development continues the Northwest District's tradition of partial-block building massing, providing contrast to the whole-block developments characteristic of the Pearl District on the other side of the freeway.

**Mixed-use / Employment Emphasis**

Mixed-use area, north of I-405 and the Fremont Bridge approach ramps and located immediately south of the Guild's Lake Industrial Sanctuary, where the emphasis is on employment and commercial uses. Residential development is discouraged to avoid conflicts with the industrial uses north of Vaughn Street.

**Mixed-use / Eastern Edge**

A diverse, mixed-use area with a fine-grain mixture of employment, residential, and community service uses. This area serves as a transition and connection between the residential core of the Northwest District and the more intensely developed Central City.

**Good Samaritan Hospital Complex**

Future development of the Good Samaritan Hospital and Medical Center, which has long been a key neighborhood institution, is integrated with the surrounding neighborhood, with entrances and windows oriented outward to the neighborhood.



## Main Streets

The Northwest District's commercial main streets have helped define the district's character and contributed to its success as both a residential and commercial area. Their quality as pedestrian environments, their mix of shops and overall attractive urbanity make the Northwest District's main streets distinct in the city. New development continues the main street pattern of attractive sidewalks lined with storefronts and other active ground floor uses, and upper floor residences or offices.

Buildings meet the edges of sidewalks and street trees, curb extensions, and other pedestrian amenities create a pedestrian-oriented environment. Designation of these streets as "Main Streets" also serves to implement Metro's *Region 2040 Growth Concept* and *Functional Plan*. New development acknowledges and enhances the varying character of the area's main streets, as described below.



**NW 23<sup>rd</sup> Avenue** is composed of two distinct areas. The southern portion of NW 23<sup>rd</sup> Avenue functions as the Northwest Area's premier main street, characterized by ground-floor retail and upper-floor residential uses, and includes a thriving assortment of local- and regional-serving retailers. In contrast, the desired character for the northern portion of NW 23<sup>rd</sup> Avenue, north of the streetcar corridor, is of a mixed-use main street with a greater emphasis on residential uses and neighborhood-oriented services.

**NW 21<sup>st</sup> Avenue** is quieter in character, and with a greater emphasis on neighborhood-oriented services, than NW 23<sup>rd</sup> Avenue. Storefronts, and other development with active ground floor uses, extend northward through the Transition Subarea.

**West Burnside Street** is enhanced as a pedestrian-friendly main street that better connects its bordering neighborhoods and serves as a key connection to the Central City. New development is designed to restore and enhance West Burnside Street's urban architectural character.

**NW Thurman Street** is a neighborhood-oriented main street with a mix of uses, but with an emphasis on residential uses. Commercial uses are concentrated near NW 23<sup>rd</sup> Avenue and in nodes at intersections. Live/work units, and other arrangements that mix residential and employment uses, are a particularly appropriate development type here.





## Vaughn Transitional Corridor

NW Vaughn Street is a seam that both separates and connects the Guild's Lake Industrial Sanctuary and the residential and mixed use neighborhood to the south. City policies have contributed to its serving as a stable boundary for the Industrial Sanctuary. New development has been oriented to employment and commercial uses that have limited negative impacts on nearby residences and industrial operations. The north side of NW Vaughn Street is characterized primarily by uses that are compatible or synergistic with industrial businesses. Development on both sides of NW Vaughn Street has contributed to an attractive, unified streetscape.

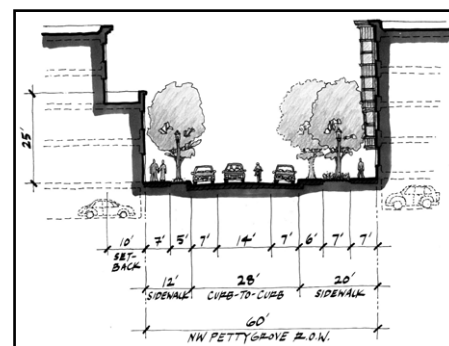


## Greenstreets

These are routes for pedestrians and/or bicyclists that provide safe and memorable connections through the community and to nearby areas and attractions. A key role of the greenstreets is to strengthen connections between area parks and destinations, and to the Willamette River. While most of the Northwest District is located within City-designated pedestrian districts that are intended to have a strong pedestrian-orientation, the greenstreets have been a special focus of improvements to create identifiable, pedestrian-oriented corridors that provide passage through the neighborhood on streets with relatively low automobile traffic volumes. Greenstreets serve as quieter alternatives to the area's busy main streets.

Greenstreets include improvements such as special paving materials, street trees, public art, street furniture, special street lighting, street crossing signalization, sidewalk widening and traffic calming strategies, where appropriate, to promote their safety and attractiveness to pedestrians and cyclists.

**Alternative approaches.** The emphasis of some greenstreets may be on pedestrian amenities, while others may be on bicycle system improvements. For example, a concentration on bicycle facility improvements may be most appropriate on NW Thurman Street (outside the main street area), which will serve as a key connection between Forest Park (particularly Leif Erikson Drive) and the Willamette River Greenway, two popular recreational destinations separated by a distance too great for most pedestrians. In contrast, pedestrian improvements are more appropriate on NW Pettygrove Street, which runs through the heart of the Transition Subarea and will serve to link neighborhood parks.





Idea for NW Pettygrove Street\*

\*Note that this drawing is conceptual only and does not reflect Office of Transportation standards.

### Gateways

These are high-visibility entrance points between distinct areas that serve as key passages and connections between these areas. Together with the greenstreets, improvements to gateways are intended to enhance linkages with surrounding areas and destinations. For example, passages under the I-405 freeway are identified for improvement as gateways to overcome the barrier created by the freeway and enhance connections between the Northwest and Pearl Districts and to the Willamette River.

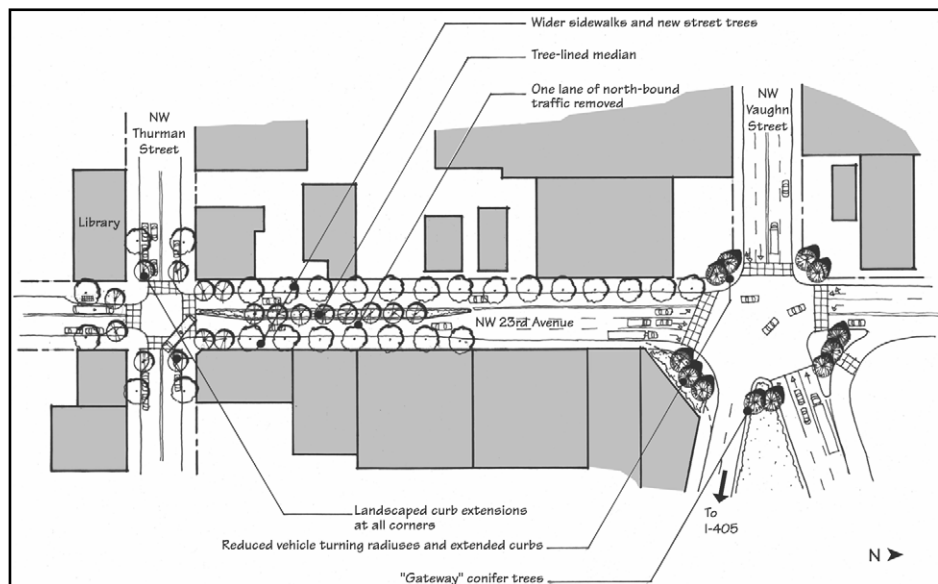
 **Major Gateways** are high profile entrances to larger districts or the Central City.

 **Neighborhood Gateways** are entrances to neighborhoods or other subareas within the plan area.

*Alternative approaches.* Improvements to enhance the experience of passage at gateways may be through public and/or private development, and will vary according to site and context. Possible gateway improvements include landscaping, public art, gateway structures, architectural treatments (such as special treatment of building corners), distinctive sidewalk improvements, special lighting, and signs. Examples of gateway improvements identified by community members as especially appropriate at particular locations follow.

**Gateway at NW 23<sup>rd</sup> Avenue and NW Vaughn Street.** This gateway serves as a major entrance into the Northwest District for motorists. Currently, narrow sidewalks and windowless building facades at the gateway provide no signal to motorists that they are entering a pedestrian-oriented neighborhood. The sense of passage into the neighborhood can be enhanced at this gateway by improving NW 23<sup>rd</sup> Avenue, from NW Thurman to NW Vaughn Streets, as a clearly pedestrian-oriented street, with wider sidewalks, narrower traffic lanes, street trees, and storefront windows.

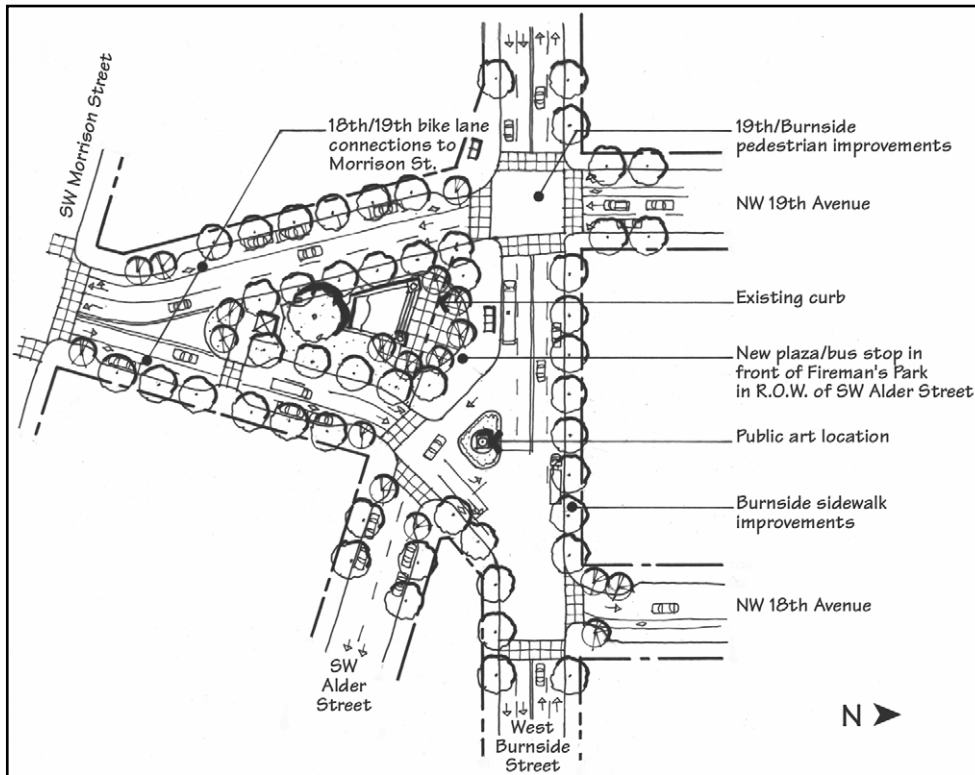
Other ideas for improving the intersection of NW 23<sup>rd</sup> Avenue and NW Vaughn Street as a gateway include: planting large fir trees, taller buildings at the streetcorners, public art, and a pedestrian bridge or archway.



Idea for gateway at NW 23<sup>rd</sup> Avenue and NW Vaughn/Thurman\*

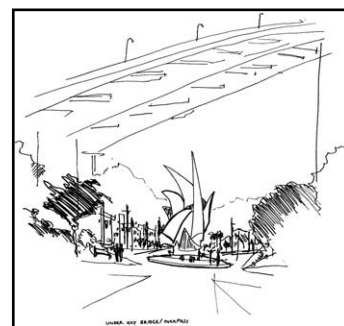
\*Note that this drawing is conceptual only and does not reflect Office of Transportation standards.

**Gateway at NW 18<sup>th</sup>/19<sup>th</sup> Avenues and West Burnside Street.** This gateway serves as a key link between the Northwest District and the PGE Park Light Rail Station and PGE Park. Gateway improvements should include a focus on enhancing pedestrian and bicycle connections across Burnside Street, with sidewalk extensions, distinctive crosswalk treatments, and enhancements to Fireman’s Park.



Idea for gateway at NW 18<sup>th</sup>/19<sup>th</sup> Avenues and West Burnside Street\*

**Freeway passages under I-405.** Currently, passage under the freeway is an unpleasant experience that creates a barrier between the Northwest and Pearl Districts. Ideas for gateway enhancements include improved lighting and pedestrian facilities, public art, and active recreation uses.



Idea for gateway under I-405

\*Note that this drawing is conceptual only and does not reflect Office of Transportation standards.





### Neighborhood Focal Points (numbers 6, 7 and 8 on diagram)

Neighborhood focal points are highly visible locations, where pedestrian pathways converge, that can serve as neighborhood meeting places or have a clear identity as landmark locations. They are good locations for public art, small parks or plazas, and other public amenities, such as drinking fountains or information kiosks that enhance the pedestrian environment. An example of a focal point amenity is the “Benson Bubbler” at the intersection of NW 21<sup>st</sup> Avenue and NW Glisan Street.



*Alternative approaches.* Ideas for additional focal point improvements include the incorporation of a small plaza as part of future redevelopment of a site at NW 23<sup>rd</sup> Avenue and NW Glisan Street, and benches outside the public library at the NW 23<sup>rd</sup> Avenue and NW Thurman Street focal point.



### Attractions (numbers 1-5 and 9-13, and letters A-F, on diagram)

These include places that are **Major Attractions** that draw people from throughout the city and beyond (such as Forest Park and Good Samaritan Hospital) as well as **Minor Attractions** that attract patrons primarily from nearby neighborhoods (such as Wallace Park and the Northwest Portland Branch Library). The attractions identified on the Urban Design Concept diagram include both existing and proposed facilities. New facilities such as the potential neighborhood park in the Transition Subarea will need to be selected based on detailed studies of facility needs and siting opportunities and are contingent on available funding.



### Existing Park / Open Space

Sites shown as existing open space are publicly owned parks, or have been committed by their owner to publicly accessible open space use. Existing parks within the Northwest District include Couch Park and Wallace Park. Nearby existing parks, whose connections to the Northwest District should be enhanced, include Forest Park and Washington Park.



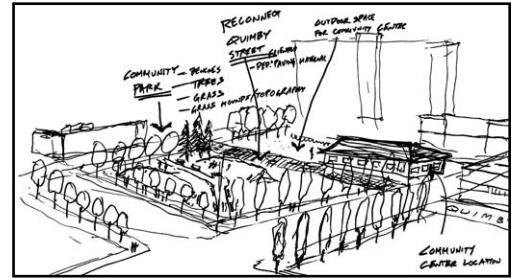
### Proposed Park / Open Space

These are locations where development of additional park and recreational facilities is needed and/or desired. This designation will not prevent development of identified sites for those uses permitted by the site’s zoning and *Comprehensive Plan* designation, but is intended to highlight areas identified by the community as particularly appropriate for future park development. Four proposed facilities are identified in the Urban Design Concept for the Northwest District.\*

\* The Urban Design Concept also shows potential parks and open space (letter E and F) located within the River District that are outside the *Northwest District Plan* study boundaries.

**Community center** (*letter B on the diagram*). This will serve as a key community asset in conjunction with an adjacent neighborhood park (see below), and could include active recreation facilities, such as a swimming pool and sports courts.

**Neighborhood park in the Transition Subarea** (*letter C on the diagram*). This park will serve as a focus for residential development in the Transition Subarea and play a much-needed role in meeting the recreational needs of the area’s growing population. Greenstreets will link this park with other parks in the Northwest District and nearby areas.



Idea for neighborhood park

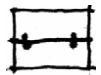
**“Viewpoint” park at NW Westover Road and NW 24<sup>th</sup> Avenue** (*letter A on the diagram*). This allows a viewpoint and a portion of undeveloped hillside, located near bustling NW 23<sup>rd</sup> Avenue, to be preserved and enhanced as a key public amenity.

**Active public use site(s) under the I-405 freeway and Fremont Bridge approach ramps** (*letter D on the diagram*). Ideas for making better public use of areas under the elevated freeway include an open air market, sculpture park, and recreation facilities (such as a skate park, rock-climbing wall, or sports courts).



**Industrial-Character Streets**

These are historically industrial streets whose characteristic loading dock platforms and canopies are preserved. When practical, these streets feature curbless pedestrian facilities and traffic-calming design. For NW 15<sup>th</sup> Avenue, this designation only applies to the east side of the street (its west side will include the more standard configuration of sidewalks and curbs).



**Light Rail / Streetcar Lines**

Depicts the existing light rail and streetcar alignments.

**The MAX (Metropolitan Area Express)** light rail system provides central Portland with high-capacity transit connections east to Gresham and the Portland International Airport and west to Hillsboro. The light rail system serves the Northwest District via its alignment through the nearby Goose Hollow neighborhood, south of West Burnside Street.

**The Portland Streetcar** provides the Northwest District with high-quality transit connections to the Pearl District, Downtown Portland and Portland State University. The existing streetcar



alignment in the study area is located on NW Lovejoy and NW Northrup Streets, and a small portion of NW 23rd Avenue. Possible future extensions of the line within Northwest Portland could serve the Thurman-Vaughn and/or the Transition subareas.



**Light Rail Station**

The Northwest District is served by the PGE Park Light Rail Station. Pedestrian connections across Burnside Street to this light rail station are a key link between the Northwest District and the regional light rail system.



**Alphabet Historic District**

This nationally and locally recognized historic district includes a concentration of historically and architecturally significant structures. Within this historic district, new development and exterior remodeling of structures are subject to additional design scrutiny aimed at ensuring that the development will be compatible with and enhance the district’s character.



**Elevated Freeway**

These are portions of the I-405 freeway and Fremont Bridge approach ramps located above grade. The elevated freeway has served as a barrier between the Northwest and Pearl Districts, generating negative visual, noise, and air quality impacts. Taller buildings are located near the elevated freeway to buffer impacts to the surrounding neighborhoods.



**Deck Over Freeway**

These decks provide both public open space and development opportunities above the I-405 freeway. They may include buildings, parking, or other facilities. They may also provide sites for public attractions.



## Desired Characteristics and Traditions

### Commentary

This plan extends the Design Overlay (d) Zone to all properties in the Northwest Plan District, except those in the Alphabet Historic District (where the Historic Resource Protection Overlay Zone already applies) and properties retaining industrial zoning. The *Community Design Guidelines* serve as approval criteria for design review in the plan district. (Eligible projects in the plan district, outside the Alphabet Historic District, would also have the option of instead meeting the non-discretionary, regulation-based Community Design Standards.)

Guideline P1, “Plan Area Character,” reads:

***Enhance the sense of place and identity by incorporating site and building design features that respond to the area’s desired characteristics and traditions.***

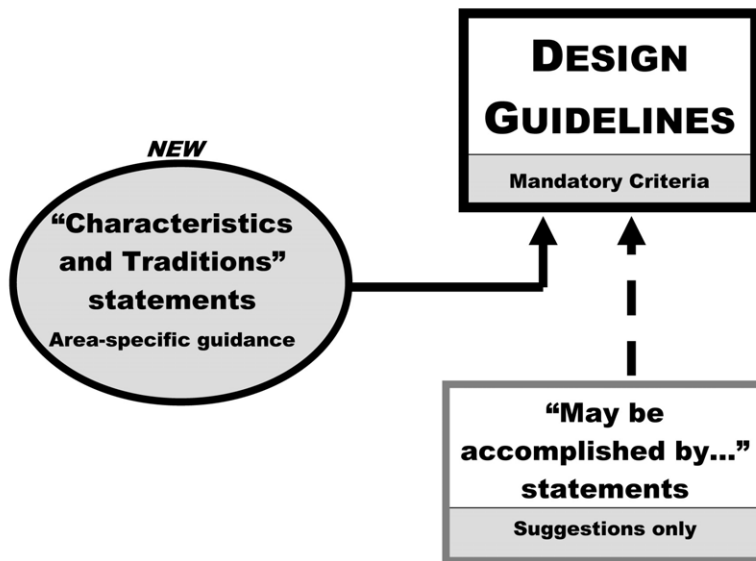
The “Desired Characteristics and Traditions” statements of this section provide guidance on how this guideline should be considered in the Northwest District. This section also serves to clarify and provide context to references this plan makes to the Northwest District’s architectural character and urban fabric. For the purposes of this section, the Northwest District may be divided into seven “urban character areas,” each of which is distinguished by its own characteristic mix of architecture and development patterns<sup>1</sup>. A description of the predominant architectural and urban patterns for each urban character area is followed by a “Desired Characteristics and Traditions” statement. This statement highlights what architectural features and development patterns the community would especially like to have preserved and continued in new development.

The “Desired Characteristics and Traditions” statements will be used by design review staff and review bodies when determining whether or not a proposal meets the intent of Guideline P1. They may also be used to inform references the *Zoning Code* makes to “desired character” (included in criteria for adjustment requests, for example). Previously adopted area and neighborhood plans lack clear and explicit references to community-desired characteristics and traditions, making interpretation of Guideline P1 problematic (often, nearby existing development is used to identify community character, but existing development does not always correspond to what the community envisions as its *desired* character). This section is intended to fill this gap. Note that that the Desired Characteristics and Traditions statements have been intentionally crafted to avoid the format of succinct statements that characterize design guideline language, in order to better differentiate them from actual design guidelines. These statements will be included as an appendix to the *Community Design Guidelines* document.

The diagram below illustrates the role of the Desired Characteristics and Traditions statements in relation to design guidelines, emphasizing their role in providing area-specific guidance for the *Community Design Guidelines*, and clarifying the non-binding role of the latter’s “may be accomplished by” statements, described in the next section of this chapter.

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<sup>1</sup> Note that the urban character areas do not correspond geographically to policy subareas in Chapter E.



The Desired Characteristics and Traditions statements must be interpreted in the context of the "Architecture" and "Urban Pattern" statements that precede them. As the descriptions in this chapter are not exhaustive, developers should also consult with community members for more information on the Northwest District's architectural traditions and desired characteristics.

## Northwest District Desired Characteristics and Traditions

### Background

The built environment of the Northwest District is the result of successive waves of development, each of which brought differing building types and architectural styles. As a result of these waves of development, the Northwest District is one of the most architecturally diverse areas in Portland. Much of the district was developed prior to and during the streetcar era, before automobile ownership became widespread, resulting in a built environment very much oriented to the pedestrian.

While the architectural diversity of the Northwest District makes it difficult to accurately and concisely describe the character of its component parts, certain predominant architectural characteristics and development patterns allow division of the district into the general urban character areas described below and shown on Map 4. The urban character area boundaries shown on Map 4 are not intended to be precise, as the neighborhood's built environment is usually not distinguished by clear breaks between the character of each area. For sites located at area edges, Desired Characteristics and Traditions statements from adjoining areas should be consulted, taking into account specific aspects of the site and its context. *Note that these urban character areas do not correspond to the subarea boundaries of the "Policies, Objectives and Implementation Actions" chapter of this plan.*

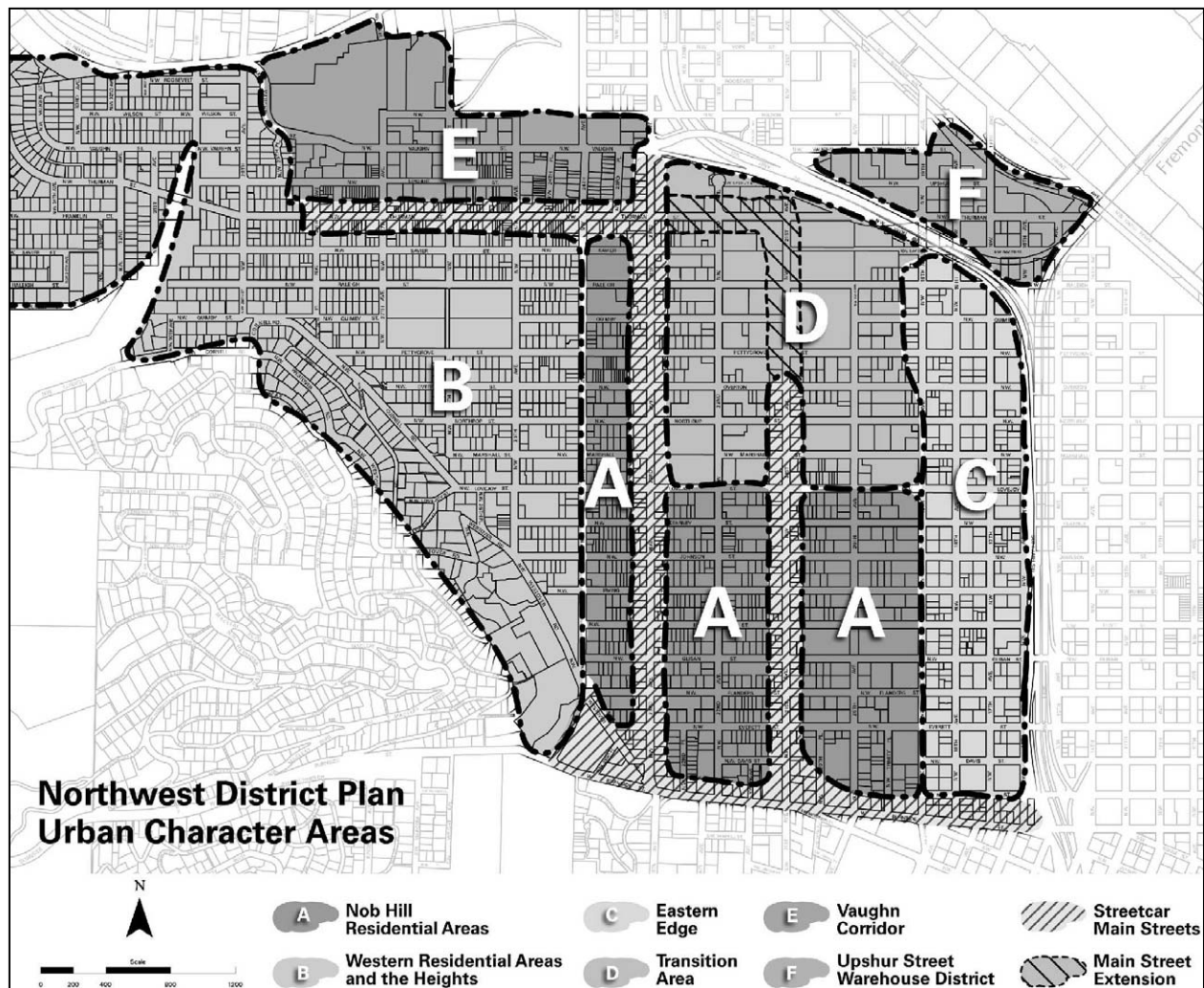


The district-wide considerations, which precede the individual Urban Character Area statements, include general desired characteristics that should be consulted for proposals on all sites in the Northwest District.

**Urban Character: District-wide Considerations**

While the emphasis of the Desired Characteristics and Traditions statements that follow is on highlighting the distinguishing characteristics of each urban character area, development throughout the Northwest District should contribute to maintaining the district’s architectural scale and its fine-grain pattern of development. New buildings and additions that are taller than the two- to four-story building height that is predominant in the district should have upper stories stepped-back in order to contribute to a more consistent streetscape and to maintain neighborhood scale. Also, the street frontage of large projects should be divided into distinct components that reflect the district’s established pattern of partial block massing.

**Map 4: Urban Character Areas**



## Urban Character Area A: Nob Hill Residential Areas

The Nob Hill residential areas, sometimes known as “the Flats,” include much of the historic residential core of the Northwest District, a large portion of which is now designated the Alphabet Historic District. These areas are characterized by a diverse mix of detached residences and apartment buildings, along with several prominent religious institutions.

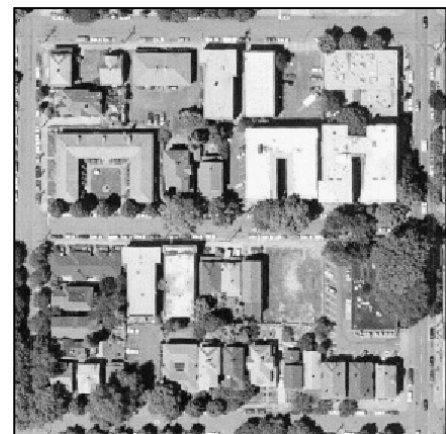
### Architecture

Detached houses include a wide-range of architectural styles popular in the late-nineteenth and early-twentieth centuries, including the Italianate, Queen Anne, Classical and Colonial Revival, and Craftsman styles. While exhibiting varied architectural styles, houses typically feature pitched roofs, one-and-a-half to two-and-a-half stories, orientation to the street, wood lap siding, generous fenestration featuring double-hung or casement windows, and raised front porches or stoops. The Nob Hill area is also distinguished by having the largest concentration of early twentieth century apartment buildings in Portland. Mostly dating from the time of the 1905 Lewis and Clark Exposition through the 1920s, apartment buildings in this area include examples in the Colonial Revival, Jacobethan, Streetcar Era, Craftsman, and Mediterranean styles. Larger apartment buildings are typically in block, split-block, or courtyard building forms, and range from two- to five-stories in height, usually with flat roofs and cornices or ornamented parapets. Of these, the most common building forms are the two-and-a-half story block-form “brickers” and the larger three to five story split-block buildings, which feature deep entrance courts that serve to break up building mass and provide light. Also common is small two- to six-unit apartment buildings (“plexes”), typically designed to mirror the form and architectural style of detached houses of the same era. Common building materials used in apartment buildings include exterior cladding of brick, stucco, or wood lap siding; with wooden double-hung or divided-light steel sash the predominant window types.



### Urban Pattern

While architecturally diverse, the Nob Hill residential areas include certain recurring elements that provide the area with a distinctive urban character. This area exhibits a fine-grain built environment that reflects its history of incremental development. Detached houses are closely spaced on 50-foot wide, or narrower, lots. Apartment buildings typically repeat this scale and rhythm of development, with front facades, building wings, and courtyards usually no wider than 50-60 feet (an exception to this is along north-south avenues, where the sides of apartment buildings extend up to 100 feet in length). Nob Hill residences most typically face onto streets that run perpendicular to the neighborhood’s commercial main streets. Frequently, larger apartment buildings are located at the ends of blocks, with detached houses and small apartment buildings located in mid-block areas. In contrast to the





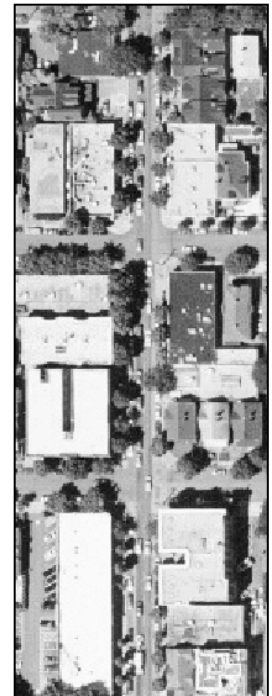
hard edge of the storefront-lined main streets, the residential side streets are characterized by a softer, greener edge provided by large street trees and landscaping and plantings in shallow front setbacks and courtyards. While some apartment buildings on these streets include no setbacks or courtyards, they rarely dominate any block frontage.

### **Nob Hill Residential Areas: Desired Characteristics and Traditions**

Most parts of the Nob Hill Residential Areas are located within the Alphabet Historic District, where historically and architecturally significant structures should be preserved. Throughout the Nob Hill Residential Areas, new development should utilize design elements that distinguish the residential side streets from the more intensely hardscaped main streets, with street frontages divided into distinct components that continue the established fine-grain urban pattern. Development should also acknowledge the scale, proportions, and street orientation of existing Pre-World War II structures and continue the areas' diverse range of building typologies.

### **Urban Character Area: Streetcar Main Streets**

The main streets of NW 21st and NW 23rd Avenues, and West Burnside and NW Thurman Streets, located along the original streetcar routes through the area, have historically served as the primary focus for commercial activity in the Northwest District. This status is reflected in the architecture and development pattern along these streets.



### **Architecture**

Characteristic architectural elements of commercial buildings along the main streets include: buildings located up against sidewalks, large storefront windows, often with transom lights; awnings; entrances typically at sidewalk level; flat roofs and cornices or ornamented parapets; masonry construction, and building heights of one to four stories (upper floors were usually designed for residences). The main streets also include block, split-block, and courtyard apartment buildings; as well as some early twentieth-century wood-frame houses, mostly located along northern portions of NW 23rd Avenue and converted to commercial uses. NW Thurman Street includes a predominance of residential structures not typical of the other main streets, including Victorian workers cottages in the Queen Anne style (these are remnants, together with similar houses along nearby streets, of the working-class Slabtown neighborhood) and modern rowhouses with architecture derivative of traditional styles.

### Urban Pattern

Commercial buildings typically abut each other, with little or no side setbacks, providing a continuous building frontage that provides a sense of urban enclosure along the main streets. Each main street block is typically lined by several small storefronts or tenant spaces, providing a diversity of activities and visual experiences. These patterns are occasionally interrupted by residential structures and by post-war commercial buildings with front setback parking and other automobile-oriented features (with drive-through facilities especially common along West Burnside Street). NW Thurman Street is characterized by a less continuous storefront commercial frontage than is the case along the other area main streets. Along NW Thurman Street, storefront commercial buildings tend to be clustered at intersections, with mid-block areas occupied by small lot houses, usually with shallow setbacks, and modern rowhouses with front garages and driveways.

#### Streetcar Main Streets: Desired Characteristics and Traditions

The Streetcar Era structures that define the character of the main streets, portions of which are located within the Alphabet Historic District, should be preserved or adaptively reused. New development should incorporate architectural features that characterize the district's main streets, such as large storefront windows, awnings and upper-story residences, and should continue the historic pattern of a continuous frontage of buildings and active uses located close to sidewalks. Large retail developments should be integrated into the main streets' fine-grain urban pattern and mix of uses through strategies such as including spaces suitable for small tenants along street frontages or by including upper-floor residences. Where appropriate, development should include outdoor space for dining and other activities that contribute to a vibrant urban environment. Disruptions to the continuity of the main street pedestrian environment by curb cuts, driveways, garage fronts and surface parking areas should be avoided.

### Urban Character Area B: Western Residential Areas and the Heights

The western residential areas, including Nob Hill Terrace, the Wallace Park area, and Willamette Heights, are characterized by their location at the foot of the West Hills and by the predominance of detached houses, which contrasts with the much greater mix of uses and building types found elsewhere in the Northwest District.



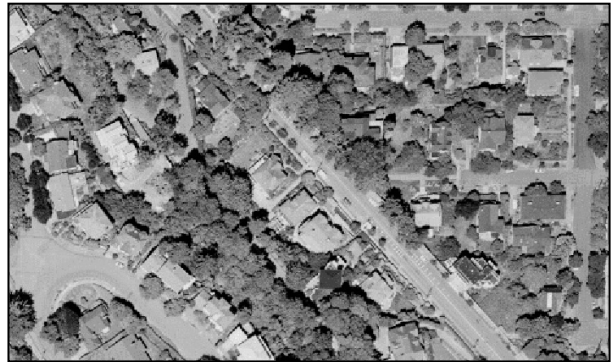
#### Architecture

Detached houses in the western residential areas primarily date from the early twentieth century, and include many grand houses designed by Portland's finest architects, with more modest housing located primarily north of Wallace Park. Common architectural styles include Classical and Colonial Revival, Arts and Crafts, Craftsman, and Tudor. Scattered apartment buildings and newer rowhouses are located primarily to the east near NW 23rd Avenue. Typical building

elements include pitched roofs, one-and-a-half to two-and-a-half stories, orientation to the street, generous fenestration, and front porches or stoops. Off-street vehicle parking, when provided, is clearly a subsidiary design element and rarely incorporated into the front facades of pre-World War II residences. Typically, vehicle parking is in the form of small detached garages at the rear of properties, set into front yard embankments, or occasionally in the form of basement conversions.

### Urban Pattern

The western residential areas are characterized by a fine-grain pattern of detached houses, and occasionally small apartment buildings, on relatively small landscaped lots. Below the steeper hillsides, streets follow a 200-foot by 460-foot grid pattern. Individual lots on these blocks tend to be 50-foot wide, with larger lots and grand houses sometimes located on corner sites. On the hillside “Heights,” streets generally follow a curvilinear pattern that follows hillside contours and are flanked by



larger lots and houses than are common in lower portions of the area. The Heights’ curvilinear streets and larger lots, which frequently feature large fir trees, serve to visually and functionally acknowledge their presence as part of the West Hills. Throughout the western residential areas, front and sideyard setbacks tend to be larger than elsewhere in the Northwest District, providing opportunities for ample landscaping and plantings. This provides the western residential areas with a greener, more distinctly residential character than the more intensely developed mixed-use areas to the east.

#### **Western Residential Areas & the Heights: Desired Characteristics and Traditions**

These areas’ rich architectural heritage of late nineteenth- and early twentieth-century houses should be preserved. New development should continue the existing pattern and scale of development and incorporate landscaping that contributes to these areas’ distinctly residential character. In hillside areas, site design and landscaping should acknowledge the natural features and vegetation of the West Hills.

### **Urban Character Area C: Eastern Edge**

The Eastern Edge is perhaps the most architecturally varied portion of the Northwest District. This diversity is a product of its location in an area that during the first part of the twentieth century had become the transitional boundary between the residential and industrial portions of Northwest Portland and that had previously served as the boundary between the area’s upper- and working-class neighborhoods. The Eastern Edge includes examples of the residential structures that made up the area’s late nineteenth-century middle- and working-class neighborhoods, as well as many early to mid twentieth-century light industrial buildings. It also

includes religious institutions, such as St. Patrick’s Church and several Lutheran churches that had served the area’s once large population of Scandinavian immigrants.

### Architecture

Among the diverse assortment of residential structures in the Eastern Edge are clusters of middle-class Victorian houses, primarily in the Italianate and Queen Anne styles; Portland’s only nineteenth-century brick rowhouses; occasional small wood-frame apartment buildings; and several block and split-block apartment buildings. The northern portion of the Eastern Edge, notably along NW 19th Avenue, includes scattered Victorian cottages, primarily in the Queen Anne style, that are remnants of the working-class Slabtown neighborhood. Industrial buildings, primarily dating from the early- through mid-



twentieth century, are another significant component of the Eastern Edge’s architecture. Light industrial buildings are located throughout the area, with larger concentrations near the I-405 freeway and toward the north. Most industrial buildings are of concrete construction, or occasionally brick, and feature flat roofs and one to two stories, with older examples having multi-pane steel sash windows.

### Urban Pattern

The Eastern Edge shares the pattern of fine-grain, partial block development that is characteristic of much of the Northwest District. Detached and attached houses are located on narrow lots with shallow, landscaped setbacks. Apartment buildings occupy no more than 100 feet of street frontage, with most front facades divided into building volumes no wider than 50 feet. Industrial structures, too, are of relatively small scale, partially due to this area’s pattern of 200-foot by 200-foot blocks (an extension of downtown Portland’s historic block structure). Industrial structures here are frequently only a quarter-block in size, with half-block buildings more common in northern portions of the area.



Most industrial buildings contribute to an urban streetscape, with buildings close to sidewalks, although this pattern is interrupted more frequently in northern portions of the area, where vehicle parking sometimes occupies setback areas. A dominant element of the built environment in the Eastern Edge is the presence of the I-405 freeway along its eastern boundary. South of NW Johnson Street, the freeway is located within a large, below-grade cut. North of this street, the freeway is raised above grade, looming as much as 95 feet above street level.

### **Eastern Edge: Desired Characteristics and Traditions**

New development should contribute to the architectural diversity of the Eastern Edge and continue its established pattern of partial block building massing, with parking areas screened behind buildings. Along the Portland Streetcar alignment on NW Lovejoy and NW Northrup streets, development should contribute to the creation of an identifiable corridor, with architectural characteristics and development patterns similar to those of district main streets. Development along raised portions of the I-405 freeway is encouraged to be designed to screen the rest of the neighborhood from the freeway and to locate building activity areas in ways that relate to and enhance linkages under the freeway. The historic resources of the Eastern Edge, part of which is located in the Alphabet Historic District, should be preserved. The scattered remnants of the historically working-class Slabtown neighborhood, located in northern portions of the area, are a particularly vulnerable component of the area's built environment that should also be preserved.

### **Urban Character Area D: Transition Area**

For the purposes of this discussion, the Transition Area includes the predominantly industrial northern portions of the Northwest District as well as the Legacy Good Samaritan Hospital and Medical Center area ("Good Samaritan Hospital" area). Both the industrial and Good Samaritan Hospital portions of the Transition Area are characterized by a scale of development that differs considerably from the fine-grain, partial-block development pattern that characterizes much of the Northwest District.



### **Architecture**

While pockets of the Transition Area include pre-World War II buildings typical of the Nob Hill neighborhood to the south, such as a mix of small apartment buildings and detached houses, much of the area is characterized by large-scale institutional and industrial buildings built since World War II. Toward the southwest, the multi-block Good Samaritan Hospital complex is characterized by a mix of modern multi-story institutional buildings and parking structures, mostly clad in brick. Primary entrances and windowed lobbies are oriented toward the center of the complex, at NW 22nd Avenue and NW Marshall Street, with few ground-floor windows facing onto the NW 23rd Avenue main street. Further north, architecture in the Transition Area is characterized by tilt-concrete industrial buildings, often with few windows, and by a cluster of modern mid-rise office buildings.

### Urban Pattern

While portions of the Transition Area include the partial-block development pattern typical of the rest of the Northwest District, it also includes development patterns that differ considerably. Both the Good Samaritan Hospital complex and the industrial areas include buildings with street-facing facades that are 200-feet wide, or larger, in contrast to other areas where building frontages are typically 100-feet wide or smaller. A key departure from the usual Northwest District development pattern is the existence in the Transition Area of large “superblocks,” including blocks that are 460-feet by 460-feet and others that are 980-feet in length. Also, the Transition Area, particularly in its industrial areas, includes large vehicle parking areas, sometimes a full block in size.



#### Transition Area: Desired Characteristics and Traditions

New development should contribute to integrating the Transition Area into the fabric of the Northwest District by more closely follow the development patterns of the rest of the neighborhood, such as a partial-block scale of development, street frontages lined with buildings rather than parking lots, and extension along NW 21st Avenue of the main street pattern of buildings with ground-floor windows built close to sidewalks. The facades and rooflines of larger buildings should be divided into distinct components that reflect the Northwest District’s established development pattern of 50 to 100 foot-wide increments. Larger structures that provide a sense of urban enclosure should be concentrated along main streets and the streetcar corridor, with a finer grain of façade articulation and roofline variation along east-west side streets. The historic 200-foot by 460-foot street grid pattern, as identified in the Northwest District Master Street Plan, is to be reestablished within the Transition Area. Future institutional development along NW 23rd Avenue should be designed to help reestablish the main street pattern of entrances and ground-floor windows. A key opportunity in the Transition Area is the new Portland Streetcar alignment on NW Lovejoy and NW Northrup streets. Along the streetcar alignment, new development should contribute to the creation of a pedestrian- and transit-oriented streetscape, similar to that of the main streets, with a continuous, but architecturally varied, frontage of mid-rise buildings with ground-floor windows and entrances oriented to the public realm. Retail development along NW 21<sup>st</sup> and NW Thurman (west of NW 21<sup>st</sup>) in the Transition Area should be designed to acknowledge the fine-grain mix and pattern of uses that characterizes the Northwest District’s established main streets, such as by dividing main street frontages into spaces suitable for small tenants or by including upper-story residences or offices.

### Urban Character Area E: Vaughn Corridor

The Vaughn Corridor, like the Eastern Edge, is an “edge” area characterized by a great variety of architecture and development patterns. NW Vaughn Street is a busy traffic arterial that serves both the Northwest District’s mixed use areas and the Guild’s Lake industrial area. It also serves as the interface between the industrial operations of the industrial area and the residential and mixed-use neighborhood to the south. The corridor’s architectural diversity reflects the historically dynamic, changing relationship between industrial and residential uses in the area.

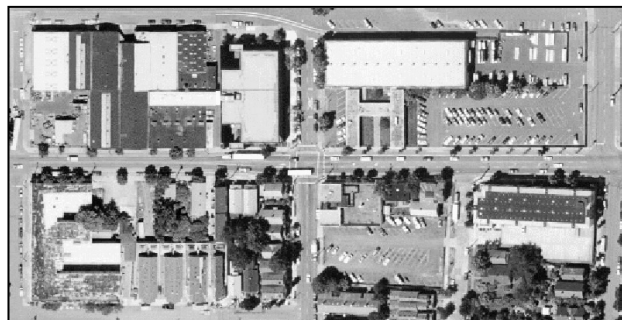
#### Architecture

The side streets immediately south of NW Vaughn Street include clusters of modest wood-frame houses from the late-nineteenth and early-twentieth centuries, often in the Queen Anne style, that are remnants of the working-class Slabtown neighborhood. The area south of Vaughn also includes small early twentieth-century apartment buildings; modern rowhouses (including some designed as “live-work” units); scattered small-scale industrial buildings from the early- to mid- twentieth century (mostly of concrete construction); and also some modern wood-frame apartment complexes. A similar architectural diversity characterizes buildings that front onto the south side of NW Vaughn Street itself, though with a greater proportion of non-residential buildings. The south side of Vaughn includes concrete industrial buildings (often with few or no windows); a modern four-story hotel; occasional Victorian-era workers cottages; small early-twentieth century apartment buildings; the historic Hotel Fairmount (the sole building remaining on site from the 1905 Lewis and Clark Exposition) with its expansive first-floor verandah; and a few early-twentieth century storefront-commercial buildings. Along the north side of NW Vaughn Street, the architecture ranges from windowless concrete industrial buildings to the rustic board-and-batten of the former L’Auberge restaurant. Other buildings along the north side of Vaughn include a modern four-story hotel, mid twentieth-century office buildings, corrugated metal industrial buildings, and a small cluster of storefront commercial buildings. The west end of Vaughn is anchored by Montgomery Park, a nine-story converted warehouse of reinforced concrete construction with steel-sash windows, which is the largest building in the Northwest District.



#### Urban Pattern

The block structure of the Vaughn Corridor primarily follows the 200-foot by 460-foot pattern found elsewhere in the Northwest District. Exceptions to this include blocks south of Vaughn Street whose longer dimensions run north-south, rather than the usual east-west orientation, and superblocks to the north of Vaughn. Development to the south of Vaughn generally follows the partial-block development pattern common in the rest of the





Northwest District. Large buildings, with greater than 100 feet of street frontage, are more common on the north side of Vaughn Street. Setback patterns also differ between the north and south sides of Vaughn. Along the south side of Vaughn, most buildings are located up against sidewalks, with some residential buildings set behind small landscaped setbacks. The north side of Vaughn exhibits a less consistent setback pattern. Many sites include buildings built close to sidewalks, but others include surface parking lots, storage lots, or landscaped areas along street frontages.

### **Vaughn Corridor: Desired Characteristics and Traditions**

Future development along NW Vaughn Street should contribute to a more urban and pedestrian-oriented streetscape, with buildings located close to and oriented to the Vaughn Street frontage. While a more unified street orientation along NW Vaughn Street is desired, new buildings should contribute to the architectural diversity of the area. The Vaughn Corridor's stock of late-nineteenth and early-twentieth century structures, including remnants of the Slabtown neighborhood, are an important component of the area's desired character that should be preserved.

### **Urban Character Area F: Upshur Warehouse District**

A unique area within the Northwest District is the warehouse district clustered along the former rail spur on NW Upshur Street, between NW 17th and NW 20th avenues, and along NW Thurman Street, between NW 15th and NW 19th avenues. This area, somewhat isolated from the rest of the Northwest District by the Fremont Bridge approach ramps, includes a well-preserved assortment of early twentieth-century industrial buildings.



### **Architecture and Urban Pattern**

The industrial buildings in this area, mostly dating from the early- to mid-twentieth century, are of utilitarian design with little architectural ornamentation. They are generally of masonry construction, with flat roofs and minimal cornice details. Buildings along the NW Upshur Street rail spur are characterized by loading docks and canopies and are frequently of brick construction. Buildings along Thurman Street are generally more modern than those along NW Upshur Street, and often feature multi-pane steel sash windows. The relatively small scale of the industrial buildings, together with their ample fenestration, brickwork and covered loading platforms, provide this area with a finely-textured and human-scaled streetscape.





**Upshur Warehouse District: Desired Characteristics and Traditions**

The historic industrial character of this area is an integral part of its identity that should be preserved and that new development should acknowledge. A key element of this industrial character is the curbless industrial configuration of the NW Upshur Street right-of-way and the identity-giving loading platforms and canopies, which should be continued.

## Community Design Guidelines

### Commentary

This section includes amendments to the *Community Design Guidelines* document that highlight architectural and urban design characteristics of the Northwest District that are of value to the community and that should be taken into consideration when developing new buildings in the area. No changes are proposed to any actual guidelines. Rather, the amendments primarily consist of examples of how existing Guideline P1 (“Plan Area Character”) may be accomplished in the Northwest District. These “may be accomplished by” statements serve as suggestions only, and do not constitute binding criteria. The *Community Design Guidelines* serve as approval criteria for design review within the Northwest Plan District (they do not apply to portions of the Northwest District within the Central City, except where within the Alphabet Historic District). Additional guidelines (the “Historic Alphabet District Community Design Guidelines Addendum”) also apply to development within the Alphabet Historic District.

Except when noted, amendments to the “Portland Personality Guidelines” section of the *Community Design Guidelines* document are shown below as underlined text, with deletions marked with ~~strikethroughs~~. The background statement would be amended to acknowledge the *Northwest District Plan*’s proposal to extend the Design Overlay Zone throughout most of the Northwest Plan District. The background statement would also be amended to clarify that new development should not mimic particular architectural “styles” (e.g., Queen Anne, Colonial Revival, Craftsman, etc.) of existing buildings, but should reflect characteristic architectural features (entrance treatments, fenestration patterns, cornices, etc.). The amendments also include reference to the “Northwest District Desired Characteristics and Traditions” section, which provides a greater level of detail and will be used by design review staff and review bodies to determine whether or not a proposal meets the intent of Guideline P1. The “Applicability Chart for Projects Located within the Historic Alphabet District” is amended to indicate that Guideline P1, Plan Area Character is applicable within the Alphabet Historic District.

# PORTLAND PERSONALITY GUIDELINES

## PLAN AREA CHARACTER

### Background

Plan Areas outside of the Central City which have areas within the design overlay include the Albina, Outer Southeast, and Southwest Community Plan areas, the Hollywood and Sandy Plan Area, and the Northwest District Plan Area. Each of these areas has distinct historic, cultural, and geographic characteristics that should be taken into consideration when developing in the area. New development blends into established areas by reflecting the architectural styles features and site design of the surrounding buildings and responding to views, topography, and nearby amenities such as parks, schools, and community centers.

### Guideline P1:

*Enhance the sense of place and identity by incorporating site and building design features that respond to the area's desired characteristics and traditions.*

[See Northwest District Desired Characteristics and Traditions \(Appendix J\) for application of Guideline P1 within the Northwest Plan District.](#)

*(All of the following text and graphics is new. For readability, text is not underlined.)*

*This guideline may be accomplished in the Northwest District by:*



*1920s apartment buildings on one of the most intensively developed blocks in the Nob Hill area*



*Modern apartment building with vertically-divided façade*

- A.** Continuing the area’s established pattern of partial-block building massing. Street frontages of large projects should be divided into building volumes or distinct wall planes that are no wider than 50 to 100 feet, through means such as: separate structures, courtyards, setback variations, or vertical projections or recessed areas.



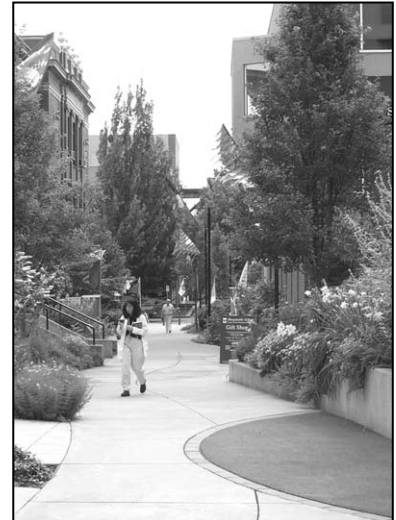
*Grocery store with upper-story residential units*



*Supermarket with small tenant spaces*

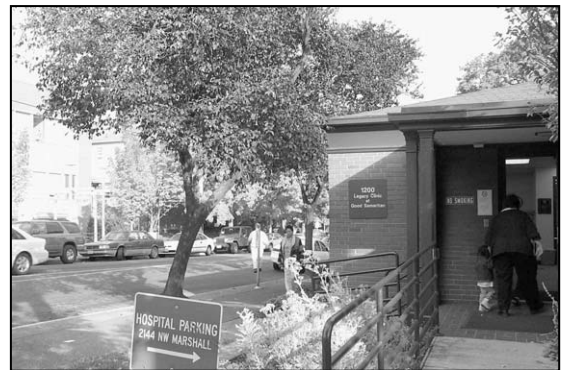
- B.** Integrating large retail into the district’s fine-grain mix and pattern of uses by including spaces suitable for small tenants on project street frontages or by incorporating a mix of uses, such as upper-floor residences.

*Pedestrian connection providing access and an open space amenity through an existing superblock*



- C. Maintaining and reestablishing the area’s historic street grid. Where superblocks exist, locate public and/or private rights-of-way, connections, and open space in a manner that reflects the historic block pattern.

*Clinic entrance on NW 23<sup>rd</sup> Avenue*



- D. Orienting the primary entrances, lobbies, and activity areas of multi-block developments and campuses to the surrounding neighborhood, instead of to interior streets.



*Two buildings, built a century apart, sharing design features characteristic of Northwest District main streets, including: large storefront windows, awnings, upper floors with windows, and a similar scale of development.*

- E. Along main streets and the streetcar alignment, incorporating 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.

*Residential street at the edge  
of the Transition Subarea*

- F. Along streets where residential uses predominate, utilizing design elements that acknowledge established characteristics that serve to distinguish residential streets from the more intensely hard-scaped main streets and streetcar alignment. Design elements that characterize the residential side streets include: landscaped setbacks; courtyards; front windows placed to preserve residential privacy; and façade articulation created by elements such as porches and other entrance treatments, bay windows, balconies, and vertically-divided building volumes.



- G. Respecting the historic industrial character of the Upshur Street Warehouse District (centered around NW Upshur and NW Thurman Streets, between NW 15<sup>th</sup> and NW 20<sup>th</sup> Avenues). This area is characterized by early twentieth-century masonry warehouse buildings, often featuring loading docks and canopies, and whose boxy massing is relieved by generous fenestration.



- H. Preserving or adaptively reusing structures that are remnants of the historically working class Slabtown neighborhood, located in northern portions of the Northwest District.



Applicability Chart for Projects Located within the Historic Alphabet District

DESIGN GUIDELINES	PROJECT TYPE	Mixed Use, Commercial Industrial Institutional	Multi-Dwelling	New Single and Attached Dwelling	Residential Exterior Alterations; Single and Attached	Open Space	Signs and Awnings	Storefront Remodel
<b>PORTLAND PERSONALITY</b>								
Community Plan Area Character		◆	◆	◆	◆	◆	◆	◆
Historic and Conservation Districts*		◆	◆	◆	◆	◆	◆	◆
Gateways		◆	◆			◆		
<b>PEDESTRIAN EMPHASIS</b>								
The Pedestrian Network		◆	◆			◆	◆	◆
Stopping Places		◆	◆					
The Sidewalk - Level of Building		◆	◆					◆
Corner that Build Active Intersections		◆	◆					◆
Light, Wind, Rain		◆	◆					◆
<b>PROJECT DESIGN</b>								
Outdoor Areas		◆	◆	◆				
Main Entrances		◆	◆	◆				◆
Landscape Features		◆	◆	◆		◆		
Parking Areas and Garages		◆	◆	◆				
Crime Prevention		◆	◆	◆		◆		
Architectural Integrity		◆	◆	◆	◆		◆	◆
Blending into the Neighborhood		◆	◆	◆	◆		◆	◆
Interest, Quality and Composition		◆	◆	◆	◆		◆	◆

\* Including the Historic Alphabet District interim design guidelines





## D. Comprehensive Plan Policy

Portland's *Comprehensive Plan* is the city's broadest and most inclusive policy document. Adopted in 1980 and amended most recently in 1999, it outlines the community's values and goals and sets courses of action for achieving them. The *Comprehensive Plan's* vision statement, goals, policies, objectives, and map provide guidelines for the future development and redevelopment of the city.

The proposed *Comprehensive Plan* Policy 3.10 summarizes the intent and importance of the *Northwest District Plan* and will make it a part of the *Comprehensive Plan*. This will ensure that the policies and objectives of the NWDP will be carefully weighed during future consideration of changes to the *Comprehensive Plan* map in the Northwest District.

### **3.10 Northwest District Plan**

**Promote the livability, historic character, and economic vitality of a diverse, mixed-use, urban neighborhood by including the *Northwest District Plan* as part of this *Comprehensive Plan*.**



## E. Policies, Objectives, and Implementation Actions

### Introduction

The *Northwest District Plan* policies, objectives, and actions are intended to help achieve the vision and urban design concept. They are based on the 1999 NWDA board-adopted *Northwest District Neighborhood Plan* and were revised to reflect input from community workshops, neighborhood walks, advisory committee meetings and citizen and agency comments on drafts of the plan.

Adopted by City Council, the policies and objectives are part of Portland's *Comprehensive Plan*. They provide guidance for decision makers and future public and private investments in the Northwest District. They support the plan's implementing measures (such as the new land use regulations adopted with the plan), and must be carefully weighed when quasi-judicial *Comprehensive Plan* map amendments are considered.

The action charts describe specific implementation actions designed to realize the vision, urban design concept and policies of the plan. The action charts are adopted by resolution and are advisory. While they are more than a "wish list," they are dependant on funding, shifting priorities and other things beyond the control of the plan.

The policies, objectives, and actions are organized by topic. A brief description precedes each policy topic area. The plan also contains four geographic policy sections covering the Transition, the Eastern Edge, Thurman-Vaughn, and the Willamette Heights subareas. The topical policies and objectives apply within the entire *Northwest District Plan* area, while the subarea policies and objectives apply only within the boundary of the subarea, as shown on [Map 5](#). [Map 6](#) shows the location of main streets and the streetcar corridor, which are key features referenced within the policies.

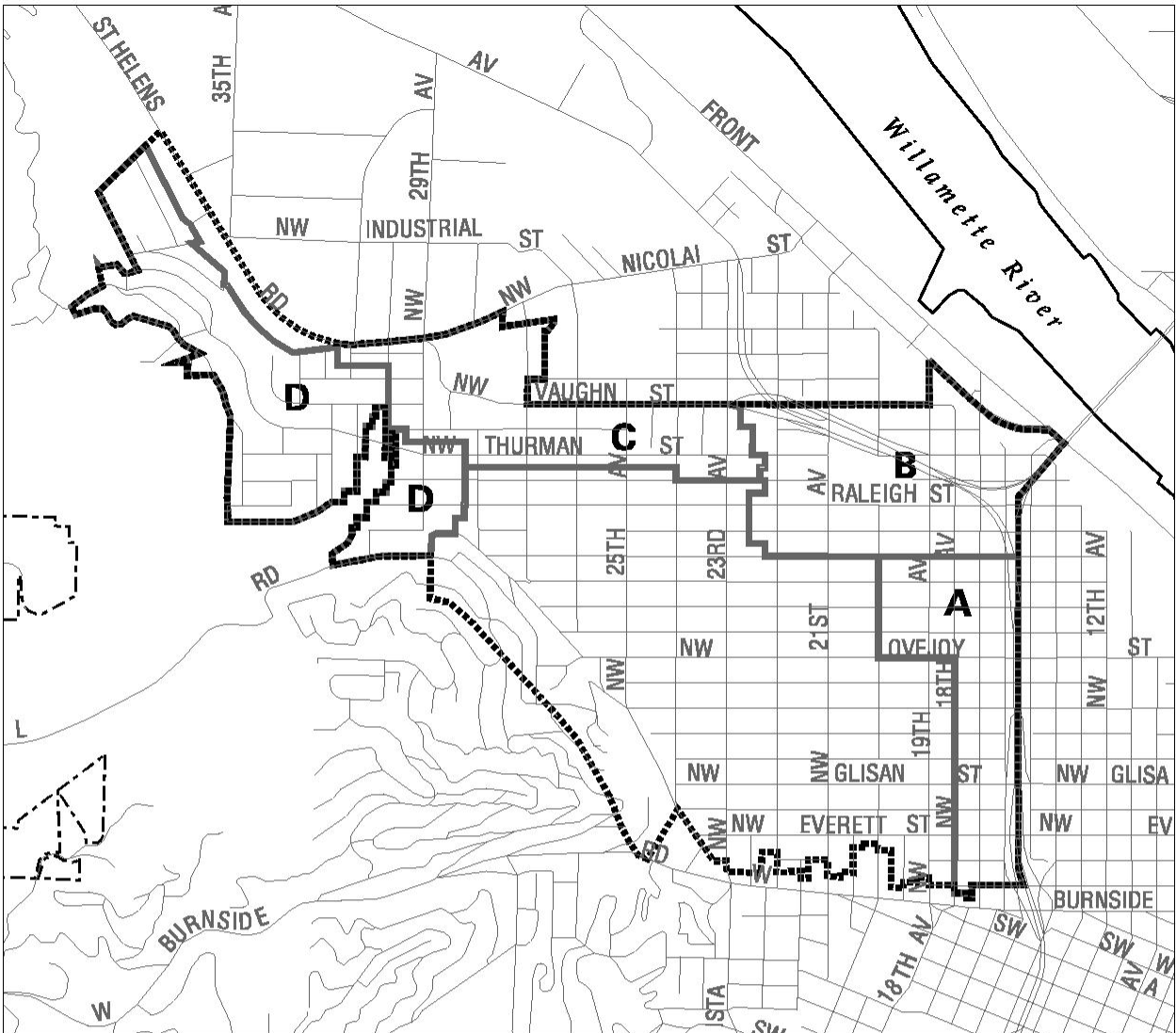
When looking at this chapter it is important to keep in mind that no policy should be considered in isolation. For instance, the role of the district's rich architectural heritage in defining the desired character of the area is articulated in the Historic Preservation, Urban Design, and Land Use policies.

### Relationship to Land Use Reviews

The *Comprehensive Plan* and neighborhood and area plans serve several purposes. Each plan is a statement of desired character and urban form over time. In addition, the plans may be used in certain land use reviews. When a land use review requires a proposal to be consistent with a plan, City planners look at certain aspects for conformance. Each plan contains a set of elements that should be considered and balanced, some requirements that should be met, and some that are guidelines but not required. Each goal and policy of the *Comprehensive Plan* is designated as mandatory, balancing, or aspirational. All of the goals and policies of the *Northwest District Plan* are balancing, as are the goals and policies of all neighborhood plans. This means that all

of them must be considered in relation to each other and must be weighed with the balancing policies of the *Comprehensive Plan*. They must all be considered, but do not have to be individually met.

Map 5: Northwest District Plan Area and Subarea Boundaries



## Northwest District Plan Subareas



Scale  
0' 725' 1450' 2175'



City of Portland  
Bureau of Planning  
Geographic  
Information System  
April 11, 2003

### LEGEND

- Northwest District Plan
- A** Eastern Edge Subarea
- B** Transition Subarea
- C** Thurman-Vaughn Subarea
- D** Willamette Heights Subarea
- City Boundary

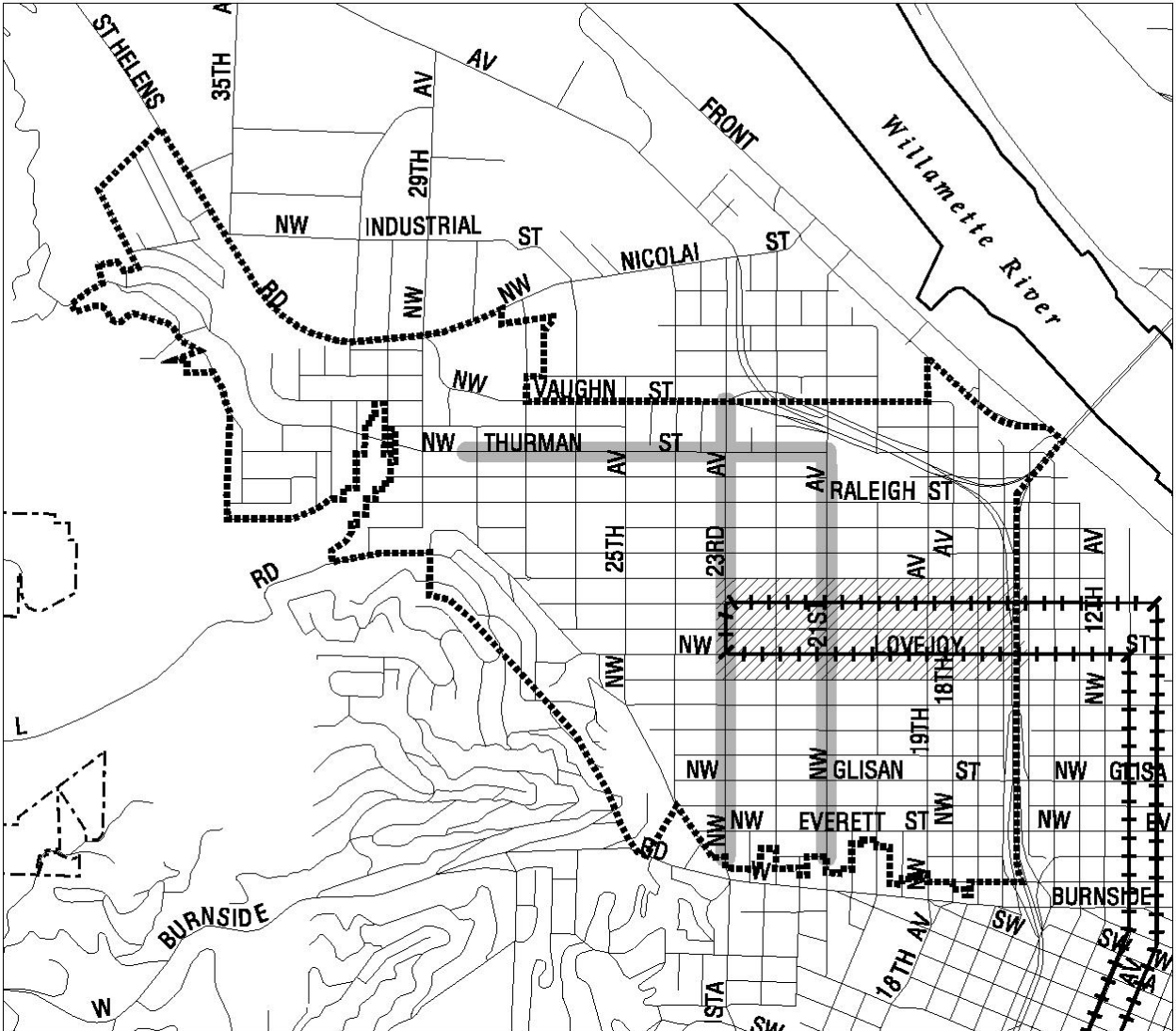
### INFORMATION SOURCES:

Street Centerlines:  
U.S. Census Bureau TIGER data, registered to basemap under contract to Metro. Updated by Metro through Jan., 1999.

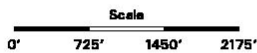
All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for errors, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Map 6: Main Streets and Streetcar Corridor



## Main Streets and Streetcar Corridor



City of Portland  
Bureau of Planning  
Geographic  
Information System  
April 11, 2003

### LEGEND

- Northwest District Plan
- Main Streets \*
- ▨ Streetcar Corridor
- ++++ Streetcar Alignment
- City Boundary

### INFORMATION SOURCES:

Street Centerlines:  
U.S. Census Bureau TIGER data, registered to taxlots  
under contract to Metro. Updated by Metro through  
Jan., 1998.

\* Note: Terminology corresponds to Metro's 2040  
Growth Concept "Main Street" designation.

All data compiled from source materials at different scales.  
For more detail, please refer to the source materials or  
City of Portland, Bureau of Planning.

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## Policy 1: Land Use

### Discussion

The Land Use Policy sets the framework for the *Northwest District Plan's* zoning map and plan district provisions, which are described in Chapter G. This policy demonstrates the broad themes of the plan—the desire for a human-scaled neighborhood, a vital, urban mix of uses, and distinct subareas.

The Northwest District has:

- a population large and dense enough to support a wide diversity of retail and services;
- a diversity of housing options, including a variety of old and new housing types;
- public and private schools;
- parks and open spaces;
- a broad array of religious institutions, medical facilities, and other services and amenities;
- a diverse transportation network with facilities for pedestrians, bicyclists, transit and autos; and
- an active citizenry that takes a great interest in the quality and character of new development.

The Land Use Policy intends to enhance these attributes by increasing housing and employment potential in certain locations and encouraging mixed-use projects. The primary main streets of NW 21<sup>st</sup> and NW 23<sup>rd</sup> Avenues will be the location of urban-scale commercial, residential, and mixed-use development. NW 21<sup>st</sup> Avenue north of NW Pettygrove Street in the Transition Subarea is anticipated to develop with more residential and employment uses. NW Thurman Street is a more residential, “local” main street with nodes of retail uses. Amendments to the *Central City Plan* adopted with this plan extend the West Burnside main street west of NW 21<sup>st</sup> Avenue to include the Uptown Shopping Center.

Portland Streetcar service through the Northwest District provides an important transit connection to the Central City and a great opportunity for creating a new mixed-use corridor. The community envisions future development patterns along the streetcar corridor to be similar to patterns on the main streets. The plan applies zoning code standards for new development along main streets and the Portland streetcar line designed to promote an urban, mixed-use, pedestrian-friendly character. Important elements of this strategy are to limit the size of new retail uses and concentrate them along main streets and the streetcar alignment, and to discourage auto-dependent retail uses which are not in character with the established neighborhood.

## Land Use Policy

**Participate in the growth of the metropolitan region in a manner that protects and enhances the quality of life in the Northwest District. Enhance the district's sense of place as a distinct yet diverse community, with an active mix of housing and businesses.**

### Land Use Objectives

- A. Support land use strategies and developments that increase the amount of housing in the district.
- B. Support land use strategies and developments that enhance employment opportunities in the district.
- C. Concentrate a mix of higher intensity residential and commercial development along main streets and the Portland Streetcar line.
- D. Reinforce main streets and the Portland Streetcar line as the focus for retail activity in the district.
- E. Limit large-scale auto-dependent retail throughout the district.
- F. Support small-scale developments that are oriented to pedestrian use.
- G. Promote development that includes useable public outdoor spaces such as plazas, play areas, gardens, and pocket parks.
- H. Promote neighborhood and citizen participation early in the land use review and development process.
- I. Encourage uses along edges of the district that serve the needs of the district and adjacent neighborhoods.



Action Chart: Land Use

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
LU1	Consider developing a program with tax incentives for developers who dedicate land for a public open space.			✓		PPR, BOP, PDC
LU2	Encourage the City to create a program that requires developers of new housing or commercial projects to either include public open space within their project or make a contribution to a new park land acquisition fund.			✓		NWDA
LU3	Undertake a study of potential future uses for the area under the I-405 freeway and Fremont Bridge approach ramps, with a goal of making more efficient and community-supportive use of these areas. Consider options such as an open air market, sculpture park, and an area for active recreation use.			✓		ODOT, PDC, PDOT
<b>PROGRAMS</b>						
LU4	Encourage institutional and commercial developments to include mixed-use components, such as housing and neighborhood-serving commercial services.		✓			NWDA
LU5	Encourage the development of buildings that contain both commercial and residential uses in zones that allow a mixture of uses.		✓			NWDA
LU6	Support the relocation of nonconforming uses to more appropriate locations.		✓			NWDA, PDC
LU7	Encourage developers to contact NWDA early in their development projects.		✓			Private, NWDA, BDS, BOP
LU8	Seek greater neighborhood participation in the City’s pre-application conference for land use reviews.		✓			ONI
LU9	Increase neighborhood and citizen participation in the land use and development processes. Ensure timely notification about proposed development projects.		✓			BDS, BOP, NWDA, PDC, NHBA, ONI, Private
LU10	Work with adjacent neighborhoods to develop uses that support the needs of both neighborhoods.		✓			NWDA
<b>REGULATIONS</b>						
LU11	Adopt changes to <i>Comprehensive Plan</i> map designations for selected sites to encourage an urban level of residential, commercial and mixed-use development in the Northwest District.	✓				BOP

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
LU12	Rezone selected sites throughout the plan area that are currently split-zoned to either match the zone of the rest of the property or to match the most appropriate adjacent zone.	✓				BOP
LU13	Ensure open space in perpetuity by giving properties owned by Portland Parks and Recreation the <i>Comprehensive Plan</i> and zoning designation of Open Space, OS.	✓				BOP
LU14	Adopt changes to <i>Comprehensive Plan</i> map designations for properties along the north and south sides of West Burnside Street to encourage an urban level of commercial and mixed-use development.	✓				BOP
LU15	Expand the Northwest Plan District to include the main streets, all areas east of NW 23 <sup>rd</sup> Avenue to the I-405 freeway, and CM-zoned properties. Implement with standards that address residential, retail, and mixed uses and development.	✓				BOP
LU16	Amend the Northwest Master Plan requirements and approval criteria with the development standards and design review procedures established for the entire Northwest Plan District.	✓				BOP
LU17	Expand Policy 15, Goose Hollow, of the <i>Central City Plan</i> (CCP) by 1) including objectives that encourage the retention of existing housing and improve pedestrian and bicycle connections across West Burnside Street; 2) revising action GH26 to amend the CCP boundary to include properties along the north and south sides of West Burnside Street between NW 21 <sup>st</sup> and NW 24 <sup>th</sup> Avenues rezoned to Central Commercial, CXd; and 3) adding two new actions relating to pedestrian areas, active use areas, and special building lines along West Burnside Street.	✓				BOP
LU18	Expand regulations of the Central City Plan District to include properties along the north side of West Burnside Street between NW 21 <sup>st</sup> and NW 24 <sup>th</sup> Avenues rezoned to Central Commercial, CXd, as well as properties along the south side of West Burnside Street currently zoned CX.	✓				BOP

## Policy 2: Institutions

### Discussion

Northwest District institutions range from very small to quite large. Most are organized as nonprofit organizations or public entities that provide educational, medical, social, cultural, and religious services to people both within and outside of the district. Some are also major sources of employment, as in the case of Legacy Good Samaritan Hospital and Medical Center (LGSHMC), which is centrally located along two main streets and the Portland Streetcar line. While institutions provide important public services and contribute to the vitality and richness of the district, they can sometimes generate negative impacts such as additional automobile traffic.

This policy seeks the establishment and continuation of institutional services, programs, and activities that support Northwest's diverse population of residents and employees. It also supports cooperative and mutually beneficial relationships and agreements between institutions, neighborhoods, and other organizations.



## Institutions Policy

**Support institutional planning, programming, and development that provides educational, cultural, medical, religious, and social services and amenities in the Northwest District. Build a climate of cooperation between the community and district institutions to ensure both the success of the institution and the livability of the neighborhood.**

### Institutions Objectives

- A. Encourage the development of and adherence to good neighbor agreements between institutions and neighborhood associations.
- B. Accommodate the establishment, retention, and growth of institutions that serve district residents and employees.
- C. Maintain and augment facilities and programs that provide educational, recreational, and cultural resources and opportunities.
- D. Maintain and augment facilities offering social and institutional services for community members.
- E. Encourage institutional development to be guided either by a Conditional Use Master Plan or an Impact Mitigation Plan that mitigates impacts of development.
- F. Encourage Legacy Good Samaritan Hospital and Medical Center (LGSHMC) to focus future expansion in underutilized and underdeveloped areas within its approved campus boundary.
- G. Promote institutional development that has an urban character, harmonizes with the district's design context, and preserves the district's street grid.
- H. Encourage institutions along main streets and the Portland Streetcar line to orient active uses to these street frontages.
- I. Encourage institutions to locate parking within structures.
- J. Utilize the resources of institutions to encourage partnerships among nonprofit, private housing developers, and social service providers.
- K. Expand opportunities for institutions and community organizations to work together on programs beneficial to those who use their services.

**Action Chart: Institutions**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
IN1	Develop and adopt an updated master plan for Legacy Good Samaritan Hospital and Medical Center (LGSHMC).			✓		LGSHMC, BDS
IN2	Encourage LGSHMC to retrofit the existing parking structures along the Portland Streetcar line with ground-level active uses.				✓	NWDA
IN3	Improve the swimming pool at the Metropolitan Learning Center if economically feasible.			✓		PPS, PPR
IN4	Establish a full-service community center in the district.				✓	PPR, NWDA
<b>PROGRAMS</b>						
IN5	Maintain and update the agreement between NWDA and Legacy Good Samaritan Hospital and Medical Center that defines the limits of institutional growth.		✓			NWDA, LGSHMC
IN6	As part of the next update of LGSHMC’s master plan, continue to monitor and report on employee usage of on-street parking and reduction in automobile use in traveling to and from work.		✓			LGSHMC, NWDA
IN7	Support institutional developments that are consistent with the policies and objectives of this plan.		✓			NWDA
IN8	Create and support open communication between institutions and local organizations in the district during the master planning processes and development of institutional projects and programs.		✓			NWDA, PPS, LGSHMC, Institutions
IN9	Conduct outreach activities in the community that promote institutional employment opportunities for local residents.		✓			LGSHMC, PPS, Institutions
IN10	Continue to encourage Legacy Good Samaritan Hospital and Medical Center to promote the use of public transit, walking, and bicycling by its employees, patients, and visitors.		✓			NWDA, TM, NHBA
IN11	Continue shared parking use of the medical center's parking structures. Monitor multiple users sharing the medical centers off-street parking at times when the hospital is under-utilizing its parking.		✓			LGSHMC, NWDA
IN12	Support and work with organizations to address social issues, such as homelessness, mental illness, and substance abuse.		✓			NWDA, MC, NHBA, Institutions

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
IN13	Work actively with the neighborhood's schools to enhance educational programs for students of all ages.		✓			NWDA, PPS, Private schools
IN14	Support the 24-hour use of district schools as community resources.			✓		NWDA, PPS, MC, Private schools, PPR
IN15	Continue to support the branch library in the district.		✓			NWDA, MC



## Policy 3: Transportation

### Discussion

The Northwest District is well connected to the city and the region by a network of highways, arterials, and local streets. The District is also exceptionally pedestrian-oriented with an attractive network of pedestrian and bicycle routes. It is well served by public transit including several bus routes, a streetcar line and a light rail stop just outside the district. Nearly 30 percent of all trips in the core area of the NW District are made by transit, walking and bicycling.

Balancing the diverse transportation needs of the district's residents, businesses and visitors is a challenging but important goal of this plan. Broad transportation goals include:

- Retaining and enhancing the district's pedestrian orientation and transit use,
- Preserving and extending the established street grid,
- Mitigating the negative impacts of automobile traffic,
- Encouraging transportation modes other than the automobile, and
- Optimizing the supply of on-street parking.

The Transportation Policy for the Northwest District seeks improvement for all modes of transportation but gives priority to alternatives to the automobile. The goal is to improve conditions for walking, bicycling and transit use, while making necessary accommodations for automobile traffic. The plan seeks to keep the District's main streets as successful pedestrian-oriented retail environments, while providing for improved connectivity within and through the district. Other recommendations seek to minimize traffic impacts in residential areas. The plan includes a new Master Street Plan, included at the end of this section that will increase street connectivity and ensure continuation of the District's fine mesh of pedestrian and bikeways.



## Transportation Policy

**Provide a full range of transportation options for moving people and goods thereby supporting neighborhood livability and commerce and reducing reliance on the automobile.**

### Objectives

- A. Increase the availability of, and incentives to use alternatives to the automobile.
- B. Maintain, reinforce, and re-establish the historic street grid, for example, by re-establishing streets or pedestrian connections through existing superblocks.
- C. Provide safe and convenient access to public transit.
- D. Improve the frequency of service and route coverage of public transportation services.
- E. Promote increased use of public transit by residents, employees and visitors.
- F. Maintain, improve, and expand pedestrian and bicycle connections within the district and to other parts of the city and minimize conflicts between motorized and non-motorized transportation.
- G. Enhance main streets and the Portland Streetcar line as key pedestrian places.
- H. Support bicycle use in the district by providing convenient facilities, such as parking and other support services.
- I. Preserve the local circulation function of streets that are classified as Local Service Traffic Streets in the Transportation Element of the *Comprehensive Plan* and encourage through-traffic to use streets that are consistent with their traffic classifications.
- J. Avoid street improvements in residential and commercial areas that are designed to accommodate increased vehicular traffic, except where such improvements establish or re-establish streets to provide connectivity.
- K. Discourage through-commuter and truck traffic in residential zones.
- L. Use a variety of traffic calming measures to ensure the appropriate functioning of streets, while discouraging street closures and closed-end streets.



**Action Chart: Transportation**

#	Action	Time				Implementers
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
T1	Plan, design and implement the transportation projects identified in the <i>Transportation System Plan (TSP)</i> for Northwest Portland and adjacent areas. (See <i>Appendix E.</i> )		✓			PDOT, ODOT, Metro
T2	Create a Northwest Transportation and Parking Management Association (TMA).	✓				NHBA, NWDA, Businesses, PDOT
<b>Transit Projects</b>						
T3	Develop a comprehensive transit service plan that integrates bus, streetcar and light rail services and links area neighborhoods with each other and the region.			✓		TM, PDOT, NWDA, NINA, Adjacent neighborhoods
T4	Explore the possibility of extending Fareless Square into the district.			✓		NW-TPMA, NWDA, TM, PDOT
T5	Seek to reduce transit headways to 5-8 minutes to make public transportation the preferred means in the district.		✓			NWDA, TM
T6	Increase the frequency of Portland Streetcar service.			✓		Private, TM, PSI, PDOT
T7	Explore options for extending the Portland Streetcar. Areas to consider include the Transition and Thurman-Vaughn Subareas.				✓	PDOT, Private, TM, PSI, NWDA, NHBA
T8	Work to improve the transit shelter at the terminus of the streetcar at NW 23 <sup>rd</sup> Avenue. Improve the sense of “arrival” through such means as landscaping and artwork.			✓		NWDA, PDOT, RACC, NHBA, TM, Private
T9	Place current bus and streetcar schedules at every transit stop.			✓		TM
<b>Pedestrian and Bicycle Projects</b>						
T10	Improve pedestrian crossings along main streets and near neighborhood attractions using measures such as curb extensions, improved markings and signage, and signalized intersections.			✓		PDOT
T11	Improve the pedestrian environment along NW 23 <sup>rd</sup> Avenue between NW Thurman and NW Vaughn Streets through means such as wider sidewalks, street trees, and curb extensions.		✓			PDOT, Private
T12	Improve pedestrian crossings and amenities along NW Vaughn Street.				✓	PDOT

#	Action	Time				Implementers
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
T13	Create safe and attractive passageways under the I-405 freeway through such means as public art, lighting, and improved pedestrian and bicycle facilities.				✓	PDOT, ODOT, RACC
T14	Maintain stairway connections between streets.		✓			PDOT
T15	Build a connecting stairway that links NW Thurman to NW Aspen at NW Gordon Streets.				✓	PDOT
T16	Provide improved pedestrian connectivity on the NW 29 <sup>th</sup> Avenue right-of-way between NW Thurman and NW Upshur Streets.			✓		PDOT
T17	Monitor traffic volumes on NW Overton to evaluate the need for new or improved bicycle facilities with the connection of the street to Naito Parkway.			✓		PDOT
T18	As a part of site development, evaluate the need for short-term bicycle parking in the right-of-way and require it as a part of development.			✓		PDOT
T19	Examine the possibility of creating safe and attractive bicycle pathways that are separated from traffic lanes by grade changes or special paving materials.				✓	BTA, PDOT, NWDA
<b>Street Projects</b>						
T20	Prepare a master street plan for the Northwest District.	✓				BOP, PDOT
T21	Consider uncoupling NW Everett and Glisan streets.				✓	PDOT
T22	Evaluate and implement improvements for the NW 23 <sup>rd</sup> /Vaughn/I-405 intersection to reduce congestion and provide a better transition into the district.				✓	PDOT, ODOT
T23	Develop a network of pedestrian and bicycle-oriented “Greenstreets”, as identified in the Urban Design Concept, with elements such as special sidewalk furniture, public art, signage, street lighting, landscaping and crossing improvements.				✓	PDOT, NWDA, PPR
T24	Identify locations and develop a NW Greenstreets proposal for active consideration in the <i>Transportation System Plan</i> update			✓		NWDA
<b>PROGRAMS</b>						
<b>Transit Programs</b>						
T25	Encourage businesses and institutions to provide TriMet passes to their employees.		✓			PDOT, TM, NWDA, NHBA, Private

#	Action	Time				Implementers
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>Pedestrian and Bicycle Programs</b>						
T26	Reduce impediments to pedestrian movement on sidewalks by: <ul style="list-style-type: none"> <li>Working with businesses to ensure that tables, chairs, and other items do not block sidewalks.</li> <li>Enforcing regulations that prohibit storage of private property such as refuse and recycling containers in the public right-of-way.</li> </ul>		✓			NWDA, NHBA, PDOT
T27	Use education and outreach tools to alert drivers of pedestrian activity in the neighborhood.		✓			PDOT
T28	Encourage businesses and institutions to provide bicycle parking and other end-of-trip facilities for their employees and customers.		✓			NW-TPMA, NWDA
T29	Place bicycle parking at locations that will not block sidewalks or building entrances.		✓			PDOT, Private
<b>Street Programs</b>						
T30	Create and maintain pedestrian, bicycle and/or automobile connections and reinforce the historic street grid by implementing the Northwest District Master Street Plan.		✓			PDOT, OPDR, Private
<b>Traffic Control Programs</b>						
T31	Identify and implement traffic control measures at locations that enhance the safety of school children.		✓			PDOT
T32	Work with the neighborhood to make traffic control modifications that enhance the safety of children and other pedestrians in the vicinity of parks and high-activity areas.		✓			PDOT, PPS, NWDA
T33	Encourage PDOT to experiment freely and broadly with measures designed to reduce the volume and speed of traffic on local streets near commercial development until desired reductions are achieved.		✓			NWDA, FB
T34	Support vigorous enforcement of traffic laws related to vehicle speed and pedestrian right of way in intersections.		✓			NWDA, PB, NHBA
T35	Promote car-sharing and similar efforts that reduce the need for increased auto ownership in the district.		✓			NW-TPMA, NWDA, PDOT
T36	Encourage consolidation of trips by service providers such as garbage haulers.		✓			NWDA, NHBA



## Northwest District Master Street Plan

The Northwest District Master Street Plan identifies the existing and future preferred street layout for the Northwest Study Area. It will provide guidance for areas where increased multimodal connectivity is desired, as in the Transition Subarea. Implementation of desired connections would occur at the time that properties adjacent to desired connections redevelop, such as when building permits for redevelopment are sought.

### Master Street Plans

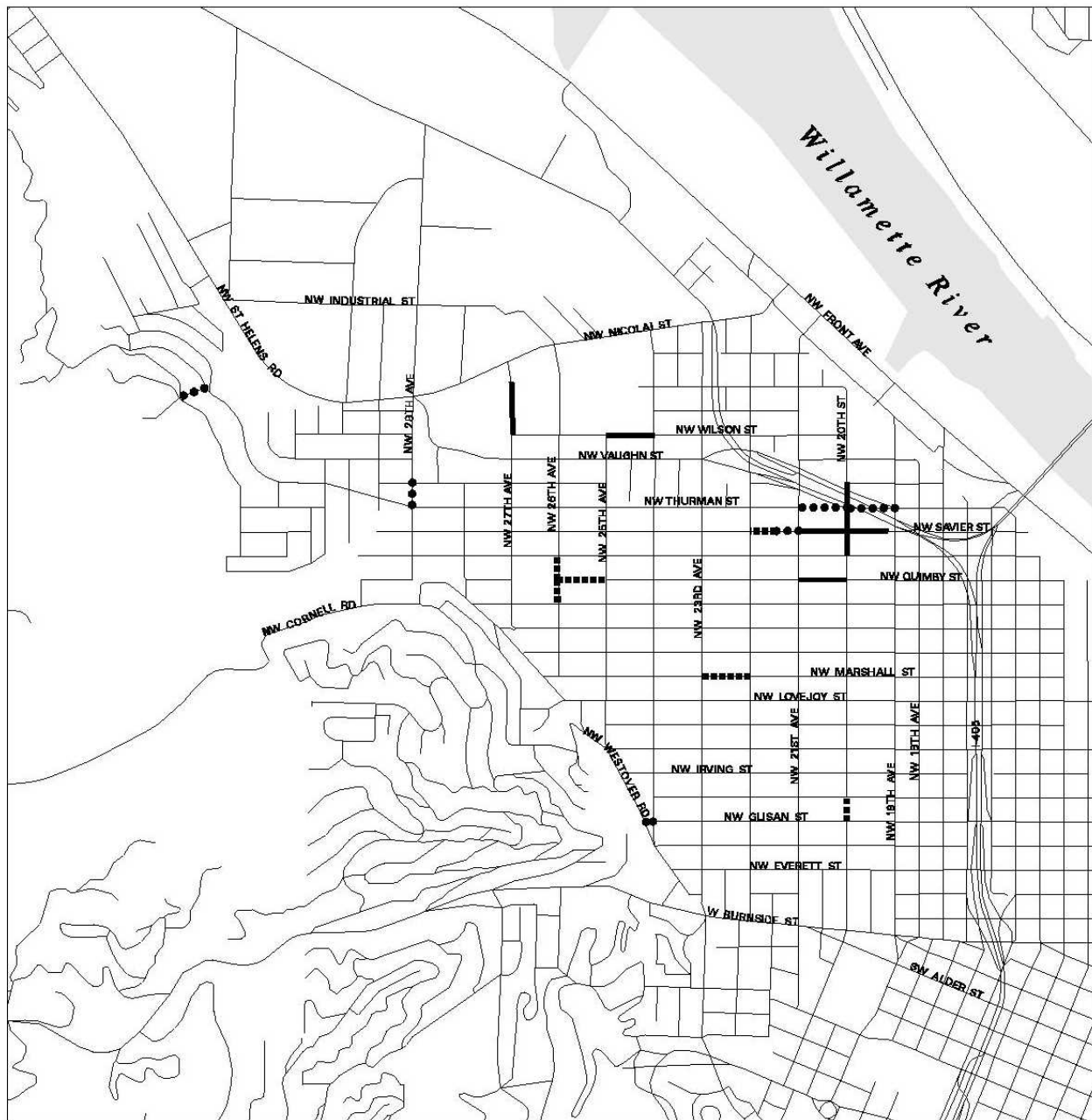
Metro's *Regional Transportation Plan* (RTP) requires local jurisdictions to adopt master street plans. Master street plans have been completed for parts of Portland, but not for all of it. The Northwest District Master Street Plan shown on the following page is adopted as part of the *Comprehensive Plan* and will be incorporated into the first update of the City's *Transportation System Plan* (TSP).

The purpose of master street plans is to maximize the efficiency of the transportation system through increased street connectivity and a finer grid of pedestrianways and bikeways. A dense grid of streets helps spread local vehicle trips more evenly over the local street network and reduces congestion on the arterial system. Studies show that enhanced local street connectivity improves arterial system capacity by as much as 25 percent.

Studies also show that distance is one of the most important factors in mode choice. The lack of a dense grid of streets and pedestrian/bicycle connections results in out-of-direction travel that is particularly discouraging to potential pedestrians and bicyclists. The result is increased use of the automobile for trips to nearby destinations. Trips need to be relatively short to encourage travel on foot or by bicycle.

Good street connectivity improves emergency response times. Police, fire, and ambulance services can reach their destinations more quickly because there is less out-of-direction travel. Multiple access routes can reduce travel times and provide access options if one route is blocked. Additional local street connectivity can also reduce traffic volumes on other streets by spreading traffic out over a denser network. With more intersections, traffic also moves more slowly because side street traffic and stop signs discourage drivers from speeding.

Map 7: Northwest District Master Street Plan



**Master Streets Plan**  
*Northwest District*

Scale  
 0' 750' 1500' 2250'

March 26, 2003

**LEGEND**

- Proposed New Street
- ..... Existing Ped/Bike Connection to be Maintained
- ..... Proposed Ped/Bike Connection

## Policy 4: Parking

### Discussion

The mix of commercial activity and high residential density in the Northwest District creates a situation where parking demand far exceeds supply. This is especially true in the core area between West Burnside, NW Pettygrove, I-405 and NW 25th, where many land uses were developed with little or no on-site parking. The question of how to address parking issues has preoccupied and polarized NW resident and business organizations for over a decade.

One view sees managing parking and related traffic as essential to preserving neighborhood character and livability. This point of view has been heightened as the community faced the prospect of overflow parking from PGE Park events and commuters using the streetcar to access downtown. Another view sees regulating short-term on-street parking as a threat to the competitive position and viability of the community's small and independent retail businesses, which also affects neighborhood livability. This point of view has been heightened as other urban retail areas have emerged with large supplies of off-street parking, such as the nearby Pearl District.

Independent of the *Northwest District Plan*, the Portland Office of Transportation has been working, since 1999, with Northwest residents and businesses on a Northwest On-Street Parking Plan to address these issues. The best chance to address the parking supply issue comes from a combined land use, parking and transportation management approach that combines elements of the two plans, which are described below. The timing for implementation of these elements, with participation from the City and local community will vary, but are essential for successful parking management and neighborhood livability and vitality.

### 1. Manage the Supply of On-street Parking

- Better manage the on-street parking supply shared by residents, businesses and visitors through creation of a “pay-to-park” district.
- Tailor time limits (such as 2-hour or 4-hour parking) to encourage turnover, keep a supply of parking available and discourage commuter and PGE Park event parking where appropriate.
- Create a permit program that exempts residents and a certain number of employees from the “pay-to-park” limits and provides incentive for residents and employees to use a means of transportation other than driving.
- Keep part of the revenues generated by the pay-to-park in the Northwest District to be used for local transportation demand management programs and parking improvements.
- Consider restricting some block faces to on-street parking by residents or permit-holders only.

Establishing a pay-to-park system creates a flexible tool to manage the use of the limited on-street parking supply. Time limits can be tailored to balance the competing parking needs such as using turnover to keep spaces available for shoppers. The combination of better management of on-street parking and the availability of funds for improvements in the District could be a powerful means of addressing the chronic parking issues in the Northwest District.

## **2. Establish a Transportation Management Association**

The establishment of a Northwest District Transportation and Parking Management Association (NW-TPMA) is a key component to implement parking and transportation system strategies as well as maintaining and enhancing the area's livability and economic vitality. The NW-TPMA would have permanent staff and a board made up of diverse stakeholders from within the community. Its roles and functions would include:

- On-going management of parking and permit programs, including the licensing and monitoring of shared parking in the Northwest Plan District area;
- Oversee, with the City, the use of the community's share of on-street parking revenues;
- Create and implement programs to encourage residents, employees and visitors to use transportation modes other than driving, e.g., transit passes, with the goal of increasing the percentage of non-automobile travel use in the community;
- Support for the creation of a limited number of additional off-street parking spaces;
- Identify and develop pedestrian, streetscape and other transportation-related livability improvements in the neighborhood;
- Monitor, evaluate, and modify NW-TPMA programs and activities; and
- Recommend to the City, TriMet and Metro, other transportation system improvements that are important for continued implementation and improvement of the parking plan.

## **3. Increase the Supply of Off-Street Parking**

The complement to optimizing use of the on-street parking supply is to marginally increase the supply of off-street parking in the high-density residential areas adjacent to the busy commercial main streets, NW 21st and NW 23rd Avenues. The narrowness and small size of the parcels along these streets provides few, if any, sites appropriately zoned and configured for commercial parking structures.

The implementation approach would allow for the development of new off-street parking in a very controlled way, through a limited number of small parking structures that would be allowed on specifically identified sites. (See Zoning Code Amendments to Sections 33.562.130, Map 562-3, and 33.815.308).



Zoning Code changes provide for two types of off-street commercial parking: (1) small decks allowed as permitted uses; and (2) larger structures potentially allowed as a conditional use. Both types would be subject to design review. The four “permitted use” sites identified would be limited to 75 or 110 spaces depending on the site. The “conditional use” sites allow for larger parking structures on the permitted sites and two additional locations. (See Zoning Code Map 562-3.) The total number of permitted or conditional use spaces would be capped. The cap was set to provide assurance that the increase in parking is large enough to make a difference for continuing economic vitality while not significantly affecting the District’s overall traffic capacity and livability.

All sites eligible for commercial parking consideration must meet the base zone and Northwest plan district development standards. The specifics of this approach include the following:

- **General applicability.** The commercial parking proposal only applies to specifically mapped locations south of NW Kearney Street. The majority of sites include a portion of the site zoned CS and abuts NW 21st or 23rd Avenues. A concerted effort has been made to minimize the likelihood of demolition of historic contributing or landmark structures.
- **Allowed parking locations.** Four identified sites may build commercial parking as allowed uses based on certain requirements and a maximum number of parking spaces. Design review is required for all sites to ensure a quality structure that fits in with the character of and minimizes impacts in the neighborhood.
- **Locations subject to conditional use review.** Two sites have been identified as possible locations for larger parking structures subject to conditional use review and design review. Applicants associated with the four “allowed” sites, as described above, may also apply for conditional use approval if they desire to exceed the allowable number of commercial parking spaces. The following specific transportation criterion will be applied in the conditional use review of a commercial parking project:

The transportation system must be capable of supporting the proposed use in addition to the existing uses in the area. Evaluation findings must demonstrate that

- Signalized intersections near the site will operate at an acceptable level of service or will not be significantly degraded by the proposed use;
  - The proposed use does not create a significant adverse impact on on-street parking;
  - The location of parking structure vehicular access minimizes the impact of traffic circulation on local service streets; and
  - The design for the proposed use provides safe operation of motor vehicle access and does not significantly degrade the safety of other modes.
- **Cap on the total amount of parking.** The total number of commercial off-street parking spaces developed under Zoning Code Section 33.562.130 is capped at 650 spaces. Up to 450 parking spaces may be approved under the conditional use review provision. This applies to the two mapped Type C “conditional use” sites and through the condition use review on the four Type A and B sites, if the total number of spaces requested for these sites exceeds the number of spaces allowed by its designated type. Once the overall 650 space cap is reached

from some combination of allowed and conditional use projects, no new commercial parking structures may be permitted under this Zoning Code regulation.

- **Require Historic and Community Design Guideline Review.** Require mapped sites to be approved through design review to ensure a quality structure and one that fits in with the character of and minimizes impacts to the neighborhood. Historic design review is required because all sites are located within the Alphabet Historic District
- **Base zone and Northwest plan district regulations.** Apply these regulations unless noted under the commercial parking regulation for the Northwest plan district. For example, ground floor active uses along the main streets and parking behind active uses are plan district requirements. For most of the sites on Map 562-3 which are split zoned between Commercial Storefront (CS) and Medium Density Multi-Dwelling Residential (R1) or High Density Multi-Dwelling Residential (RH) zones, the primary zone for these sites is CS, and the CS development standards will apply. There are also setback standard exceptions for two of the smallest parking sites, Papa Haydn's and Restaurant Row, (sites 4 and 5 on Zoning Map 562-3.) Overall, the maximum building height for commercial parking structures will be based on the number of allowed based on the zoning – 30' for the portion of the site in an R zone, and 45' in the portion of the site in the CS zone.

#### 4. Make Efficient Use of Existing Off-street Parking

There is such a limited amount of parking in the Northwest District that fully utilizing the available supply can make a big difference. One way to do this is to allow shared-use of off-street lots spaces. Implementing this concept is a Zoning Code provision to allow accessory parking spaces in residential areas to be leased to area residents, employers and valet parking services (see Section 33.562.290 Use of Accessory Parking for Commercial Parking). Initially this provision would be administered by the City's Bureau of Development Services for up to two years, until the NW-TPMA is operational. Then shared parking would be administered and monitored by the NW-TPMA, and illegal shared parking operations, which would be zoning violations, would be enforced by the City Bureau of Development Services.

Since these existing lots tend to be in residential areas, it is important to avoid the potential nuisance that could result if the lots were operated like a general commercial parking lot. The interim provision would only allow shared parking on mapped sites (Zoning Map 562-8) for the specific parking uses mentioned above. When the NW-TPMA is operational, mapped and non-mapped parking facilities could be considered for sharing parking use. Since these are lease only agreements, the NW-TPMA in reviewing and approving shared parking could contain provisions that allow cancellation if the use becomes a nuisance.

Additionally, use of an accessory parking lot for shared use parking in the NW Plan District would require a license that would include at a minimum the following information: the number of parking spaces to be used for shared parking, the purpose of the operation such as additional parking for residents, the hours of shared parking use and other conditions of approval, and a statement from the site owner(s) agreeing to manage the shared parking so that parking for the primary use is maintained. The NW-TPMA would also monitor the effectiveness of these

facilities to ensure they do not become a nuisance and are utilized for the expressed purpose. The NW-TPMA would have the power to revoke a license that has created a nuisance and inform the City of such.

## 5. Protect Neighborhood Character and Promote Better Design

Poorly designed off-street parking can be very detrimental to neighborhood appearance and character. The problem could be avoided by some basic development and design strategies, which are included in the *Northwest District Plan Zoning Code* and this amendments package, or are applied in the *Alphabet Historic District Design Guidelines* or *Community Design Guidelines* such as the following:

- Establish development standards, conditional use approval criteria and design review for structured parking;
- Limit the building height of commercial parking structures to 30' on the portion of the site in a residential zone;
- Require surface and ground-level structured parking to locate behind active-use building areas along main streets and the streetcar line;
- Limit the number of sites and amount of parking spaces for new commercial parking structures;
- Design buildings to match architectural details and proportions of surrounding buildings and adjacent landmarks for structured parking in the Alphabet Historic District; and
- Design site and building features that reflect the area's character and neighborhood traditions, and integrate parking garages in an attractive manner that complement their surroundings per Community Design Guideline D.4.

## Parking Policy

**Provide and manage parking to serve the community while protecting and enhancing the livability and urban character of the district.**

### Objectives

- A. Reduce the demand for automobile parking.
- B. Provide for efficient use of on- and off-street parking through such means as “shared use” of parking facilities and minimizing the number and size of curb cuts.
- C. Accommodate a limited amount of additional structured off-street commercial parking while preserving the overall pedestrian-friendly character of the district, and mitigating for negative impacts.
- D. Minimize the impacts of off-street parking along main streets and the Portland Streetcar line.
- E. Discourage parking in the district by PGE Park patrons and Central City commuters.
- F. Encourage turnover of on-street visitor parking.
- G. Focus short-term patron parking along NW 21st and 23rd Avenues.
- H. Encourage new off-street parking to locate within structures.
- I. Limit the size of new surface parking lots.

### Action Chart: Parking

#	Action	Time				Implementers
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
TP1	Develop a parking management strategy that includes <ul style="list-style-type: none"> <li>• On-street parking regulation,</li> <li>• Transportation demand management programs,</li> <li>• Limited increase in off-street parking supply and</li> <li>• Street and sidewalk project investments to improve community livability and safety, and</li> <li>• Creation of a Transportation and Parking Management Association to oversee ongoing management of the NW transportation and parking program.</li> </ul>	✓				PDOT, NHBA, NWDA, BOP
<b>PROGRAMS</b>						
TP2	Establish an on-street management program that utilizes pay-to-park regulations and a permit program for residents and employers. Earmark part of the revenue generated by the pay-to-park program for expenditure on transportation demand and parking improvements in the NW District.		✓			PDOT, NHBA, NWDA, BOP
TP3	Create a Northwest Transportation and Parking Management Association (NW-TPMA).		✓			PDOT, NHBA, NWDA, BOP
TP4	Preserve on-street parking spaces and reduce auto-pedestrian conflicts by eliminating unneeded curb cuts, minimizing the width of curb cuts, and consolidating driveways as properties redevelop.		✓			PDOT, BDS BOP,
TP5	Review whether existing on-street parking limitations and signage are still appropriate for adjacent land uses.		✓			NHBA, Private
TP6	Continue enforcing parking regulations through frequent patrols.		✓			PDOT, PB
TP7	Consider citywide application of the urban fence provision for parking areas after careful consideration of stormwater management and parking lot landscaping issues.			✓		BDS, BES, BOP

#	Action	Time				Implementers
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>REGULATIONS</b>						
TP8	Allow a limited amount of structured commercial parking on specific residentially zoned properties adjacent to CS-zoned properties along NW 23 <sup>rd</sup> and NW 21 <sup>st</sup> Avenues.	✓				BOP
TP9	Allow “shared use” of accessory parking facilities in plan district residential zones by residents, employees and valet-services and encourage the “shared use” of parking in commercial and employment zones.	✓				BOP, NW-TPMA
TP10	Eliminate minimum parking requirements in the Northwest Plan District.	✓				BOP
TP11	Limit new surface parking lots to 20,000 square feet per site.	✓				BOP
TP12	Encourage accessory parking to locate in a structure by exempting 50% of above grade parking from the maximum FAR calculation and by providing an underground parking bonus in the most urban part of the plan district.	✓				BOP
TP13	Require new commercial parking structures associated with a residential zone, as identified on a zoning map, to locate in a structure	✓				BOP

## Policy 5: Housing

### Discussion

The Northwest District has a diverse housing stock serving a wide range of ages, households, and incomes. In recent decades, the Northwest District has become increasingly popular as a vibrant inner-city neighborhood. The attractiveness of the Northwest District has contributed to rising housing costs. The cost of owner-occupied housing has risen faster than the city average. In some cases, new single-family homes sell for well over \$200 per square foot (2002). Historically, Northwest rental housing has been more affordable than in the city as a whole. However, the cost of rental housing in the area is approaching the citywide median. As property values rise, existing affordable apartments may be at risk for conversion to market-rate, owner-occupied housing.

The long-term protection of affordable rental and owner-occupied housing for a diverse population that includes adults without children, families, and people with special needs is a key goal of the *Northwest District Plan* Housing Policy. It seeks to retain the diverse housing stock and mix of types and tenures. It also supports housing for a population diverse in income, age and household size. Objectives and implementation actions call for retaining and increasing the supply of affordable rental and owner-occupied housing, as well as increasing the supply of housing for a full range of incomes and household types. Maintenance and rehabilitation of existing housing is preferred to clearance and redevelopment. Housing is encouraged as part of new mixed-use developments in commercial and employment areas. Key implementation actions include: inventorying the conditions of the existing stock of multi-dwelling developments, providing development bonuses for market rate and affordable housing in certain portions of the district, expanding the Transit Oriented Development Tax Abatement Program to a portion of the Northwest Plan District, and lobbying the State legislature for laws that maintain and enable more affordable housing.



## Housing Policy

**Retain the district’s existing housing stock and mix of types and tenures. Promote new housing opportunities that reflect the existing diversity of housing and support a population diverse in income, age, and household size.**

### Housing Objectives

- A. Increase the number of housing units in the district, including rental and ownership opportunities for current and future district residents.
- B. Increase the supply of housing that is affordable, accessible to a full range of incomes, and provides for special needs housing.
- C. Retain the existing supply of rental housing units affordable to the district’s low- and very low- income households.
- D. Encourage housing developments that accommodate a variety of living situations and support the district’s diverse population.
- E. Encourage the development of mixed-use projects that include housing in all commercial and most employment zones.
- F. Encourage the renovation and rehabilitation of existing housing as a preferred alternative to clearance and redevelopment.
- G. Encourage upkeep of residential properties.
- H. Encourage an increase of ownership opportunities through new development rather than conversion of existing rental housing stock.
- I. Increase the supply of housing attractive to families with children.



**Action Chart: Housing**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
H1	Identify areas suitable for new and infill housing development.			✓		NWDA
H2	Create new and preserve existing affordable housing units for low- and moderate-income people as well as those with special needs.		✓			Nonprofits, NWDA, Private
H3	Conduct an inventory of existing multi-dwelling residential developments.			✓		PSU
H4	Lobby the State Legislature to allow the imposition of inclusionary zoning provisions. When allowed, create an inclusionary zoning provision that ensures new housing developments include units affordable to households with incomes at or below 60 percent of median. Require at least 15 percent of the housing units in a multi-dwelling project to be affordable.			✓		NWDA
H5	Explore resource development opportunities, such as the City Lights Program, for the development of moderate-income rental housing in the district.			✓		PDC
<b>PROGRAMS</b>						
H6	Work with City officials to codify the local condominium conversion ordinance.		✓			NWDA, CAT
H7	Work with state legislators to change state laws to control excessive rent increases.		✓			NWDA, CAT
H8	Support the City’s ‘no net housing loss’ rule or a replacement that achieves the same goal.		✓			NWDA, BOP
H9	Support City actions that will accommodate growth and reduce the need for the expansion of the Urban Growth Boundary (UGB).		✓			NWDA
H10	Form partnerships among nonprofit, private housing developers, institutions, and social service providers to identify and develop special needs housing options that complement current services.		✓			Nonprofits, institutions, private, NWDA, CRSP
<b>PROGRAMS</b>						
H11	Encourage the replacement of low income, very low income, and special needs housing units with similar units on a one per one basis.		✓			NWDA, BOP
H12	Actively support not-for-profit and other organizations that develop housing in the district for low- to moderate-income people.		✓			NWDA, BHCD
H13	Encourage managers of rental properties to accept households with housing vouchers that subsidize their rents.		✓			NWDA, Friendly House, HAP

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
H14	Support the development of new housing in the district that meets the needs of employees, especially those who work for large employers like Legacy Good Samaritan Hospital and Medical Center and CNF.		✓			Private, NWDA
H15	Encourage the inclusion of housing and live/work spaces in the development of mixed use projects.		✓			NWDA, BDS
H16	Encourage developers of multi-dwelling housing projects to include useable outdoor space for residents, especially space designed for families and children.		✓			NWDA, BDS
H17	Support those infill housing projects that are consistent with the character and scale of adjacent buildings.		✓			NWDA
H18	Explore resources and opportunities to create a loan program that provides no or low-interest loans to renovate existing housing developments.			✓		PDC, BHCD, Friendly House
H19	Support efforts to provide public financial assistance, such as real property tax credits, to offset the cost of earthquake retrofits of existing multi-dwelling housing structures.		✓			NWDA, MC, PDC
<b>REGULATIONS</b>						
H20	Encourage residential development between NW Thurman and NW Kearney Streets and between NW 23 <sup>rd</sup> and NW 19 <sup>th</sup> Avenues by establishing a residential bonus area. Allow additional bonus height for projects that include a percentage of affordable housing units.	✓				BOP
H21	Apply the transit-oriented development (TOD) property tax abatement within the Northwest Plan District. Encourage developers of affordable housing to take advantage of this tax abatement.	✓				BOP, PDC

## Policy 6: Business and Economic Development

### Discussion

The Northwest District supports a healthy business climate and a broad range of successful businesses and employers. The district's many small businesses provide general and specialty goods, services and entertainment to residents, employees, and visitors. The vital, pedestrian-oriented main streets are activated by a diversity of shops, restaurants and services that together constitute one of the principle reasons people are drawn to live in the district. There are also a few larger retail businesses, such as Fred Meyer and Parr Lumber, that serve both the district and nearby neighborhoods. Important regional employers are also located in the district such as CNF, Inc. and Legacy Health Systems. Together, the district's businesses provide significant employment opportunities, allowing the potential for people to work and live in the same neighborhood.

The Business and Economic Development policy reinforces the business and economic development climate and seeks ways to enhance business success, while also meeting the needs of the local population. New retail and employment opportunities are emerging along the Portland Streetcar line and in the Transition Subarea. Goals for the entire district include supporting living-wage jobs for existing and new employees, encouraging the creation of live/work units, and building upon the unique identity and economic strengths of the district's main streets.

Implementation measures support utilization of economic development tools to enhance the main street business environment, create new living wage jobs, promote local-serving businesses, and assist industrial businesses to move to a nearby industrial location, when choosing to expand or relocate out of the Transition Subarea.

This policy recognizes the desire for new commercial development to include businesses that provide goods and services to meet local needs. For example, there are specific requirements for commercial uses to primarily serve local residents as part of the transit-oriented tax abatement program. The policy is also strategic regarding the location of new retail by identifying the main streets and the Portland Streetcar line as the prime focus for retail and service uses. In other areas, while retail uses may be allowed, tighter limits are imposed, so as to concentrate such uses along key corridors.

## **Business and Economic Development Policy**

**Foster a healthy and prosperous business community that serves the needs of the district. Retain and expand the diverse mix of businesses and jobs.**

### **Business and Economic Development Objectives**

- A. Promote the formation of new, and the growth of established, businesses.
- B. Encourage commercial development that is oriented to pedestrians.
- C. Support the establishment and growth of retail businesses that provide goods and services needed by district residents and employees while responding to the regional nature of the Northwest retail and service market.
- D. Support businesses that provide living wage jobs and assist the city in attaining its economic and employment goals.
- E. Encourage new commercial development and job creation opportunities to locate along main streets, the Portland Streetcar line, and close to the I-405 freeway.
- F. Encourage live/work spaces and home occupations.
- G. Encourage businesses with large facilities to locate uses that meet the needs of employees, visitors, and adjacent neighbors at its edges.
- H. Recognize the important role that large employers play in providing employment opportunities to residents of both the district and the greater Portland region.
- I. Build on the unique identity and economic strength provided by the district's main streets.

**Action Chart: Business and Economic Development**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
ED1	Investigate the formation of economic improvement districts and other mechanisms to provide funding for enhanced public safety, litter and nuisance abatement, and other services similar to those provided in downtown Portland by the Association for Portland Progress.			✓		NHBA, NWDA, PDC
ED2	Update TriMet’s walking guides.			✓		NHBA, NWDA, TM
<b>PROGRAMS</b>						
ED3	Encourage the construction of incubator space to foster emerging businesses that meet the needs of the community and provide living wages.		✓			IWCDC, NWDA
ED4	Support the success of small businesses and encourage their involvement in district concerns.		✓			NHBA, NWDA
ED5	Actively seek businesses that address local needs, offer a variety of goods and services for shoppers with diverse incomes, and provide employment opportunities for local residents.		✓			NWDA, IWCDC
ED6	Provide incentives, technical assistance and other measures, whenever possible, to retain existing firms and jobs in the district.		✓			PDC
ED7	Encourage industrial firms needing to expand beyond their current site or choosing to move elsewhere to relocate to one of the city’s industrial districts.		✓			PDC
ED8	Encourage businesses to light their ground floor windows during evening hours.		✓			NHBA, NWDA
<b>REGULATIONS</b>						
ED9	Reinforce main streets, the Portland streetcar line, and the development bonus target area as the focus for retail and service uses by: <ul style="list-style-type: none"> <li>• Allowing retail sales and service uses up to 20,000 square feet in the EX zone, and</li> <li>• Limiting retail sales and service uses in the EX zone to 3,000 square feet in between main streets and east of NW 21st.</li> </ul>	✓				BOP
ED10	Apply the transit-oriented development property tax abatement for developments that include space for businesses that primarily provide goods and services to the neighborhood’s residents as part of the larger project.	✓				BOP, PDC



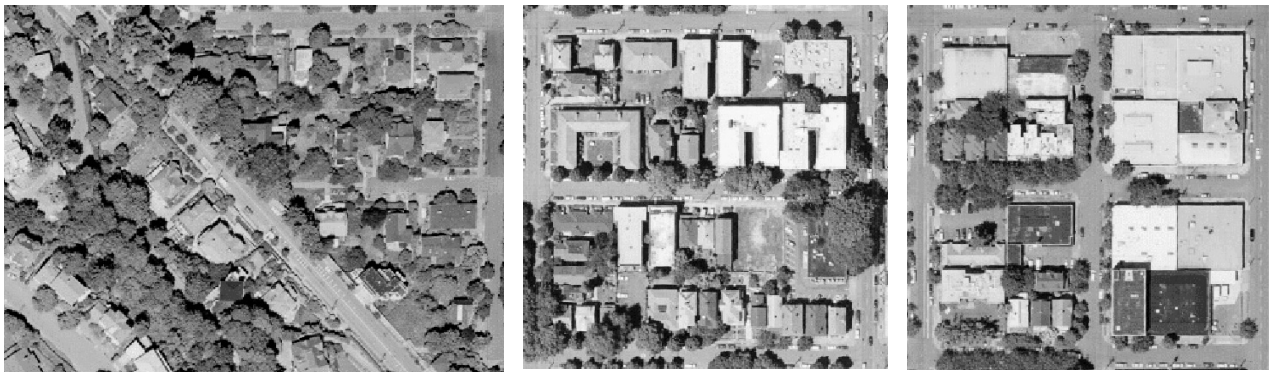
## Policy 7: Urban Design

### Discussion

The focus of the Urban Design Policy is to maintain the district’s vibrant, architecturally diverse, and mixed-use character as new development occurs. The policy recognizes that one of the district’s defining urban characteristics is its pedestrian orientation and human scale. It also recognizes that distinct parts of the Northwest District should be treated differently.

The Transition Subarea, addressed in a separate policy, contains some large underutilized parcels where a significant amount of new development is possible. While it is likely that this area will develop a distinct character of its own, it is important to the community that it be integrated into the established urban fabric of the Northwest District. Other parts of the Northwest District, such as the Nob Hill and Willamette Heights residential areas, are far less likely to see large amounts of new development, but what development does occur more directly impacts the existing character of the neighborhood and surrounding properties.

This policy elaborates on the Urban Design Concept included in the previous chapter. Implementation strategies emphasize improvements to the pedestrian environment and development that fronts the public realm. The plan also applies the Design (d) overlay zone to most of the Northwest Plan District area. Major new development and redevelopment on sites covered by the overlay zone will generally be required to go through a discretionary design review procedure or, in certain cases, use the objective Community Design Standards. To enhance the distinct character of each part of the district, the *Community Design Guidelines* now include Northwest District-specific “Desired Characteristics and Traditions” statements that summarize key aspects of the built environment that new development should respect. These new statements (also included in the previous chapter) will be applied when design review is used in the district.



## Urban Design Policy

**Respect the urban design principles and architectural qualities that define the district's human-scaled, pedestrian-oriented character.**

### Urban Design Objectives

- A. Integrate new development with the existing urban fabric by acknowledging the scale, proportions, orientation, quality of construction and other architectural and site design elements of the building's immediate area.
- B. Promote a high level of design quality in mixed-use areas, including main streets, the Portland Streetcar line, and other areas where more intensive development is anticipated.
- C. Preserve and enhance the distinct character of different parts of the Northwest District.
- D. Foster a continuous frontage of buildings and active uses along main streets and the Portland Streetcar line.
- E. Maintain and enhance identified gateways to acknowledge their roles as major access points to and from the district.
- F. Encourage new development on main streets and the Portland Streetcar line to include additions to the public realm, such as additional sidewalk width, a public square, or other open space.
- G. Encourage building designs that consider solar access impacts on streets and other public spaces.
- H. Foster the creation of public gathering places in areas with a concentration of activities and at neighborhood focal points.
- I. Discourage the creation of new vehicle areas between the fronts of residential buildings and streets.



**Action Chart: Urban Design**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
UD1	Develop Urban Design Plans for each distinct part or subarea of the Northwest District.			✓		NWDA
UD2	Add and maintain features at gateway locations as shown on the Urban Design Concept map to accentuate their role as entrances to the Northwest District.		✓			NWDA, NHBA, Private
UD3	Place one of Portland’s ornamental drinking fountains on a corner at the intersection of NW 23 <sup>rd</sup> Avenue and NW Lovejoy Street.			✓		City, NWDA
UD4	Locate attractions and amenities at focal points as identified in the Urban Design Concept map.			✓		NWDA, NHBA, Private
UD5	Place overhead utility wires underground, in conjunction with planned street improvements, in key areas, such as along main streets.				✓	Utility Providers, Private, PDOT
UD6	Implement the Urban Design Concept for the Northwest District.		✓			NWDA, BDS, PDOT, PPR
<b>PROGRAMS</b>						
UD7	Work with the Bureau of Development Services Code Compliance staff to enforce regulations in Chapter 33.266 pertaining to new vehicle areas between the fronts of existing buildings and streets, including those with two street faces.		✓			NWDA, BDS
UD8	Monitor and report to the City on the effectiveness of the <i>NWDP</i> design review provisions in achieving their intent.			✓		NWDA, BOP
UD9	Encourage new development that contributes to the continuous frontage of buildings and active uses along main streets and the Portland Streetcar line by applying the following standards: <ul style="list-style-type: none"> <li>• Require ground-level parking areas to locate behind an active use, with the exception of sites that are 10,000 square feet or less.</li> <li>• Restrict parking access and curb cuts.</li> <li>• Require a minimum floor area ratio (FAR) of 1.5:1.</li> </ul>	✓				BOP
<b>REGULATIONS</b>						
UD10	Develop an Urban Design Concept for the Northwest District.	✓				BOP

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
UD11	Extend the application of the “d”, Design Overlay, Zone, to all properties in the Northwest Plan District, with the exception of those properties designated General Industrial, IG1.	✓				BOP
UD12	Amend the <i>Community Design Guidelines</i> and adopt “Desired Characteristics and Traditions” statements to identify key aspects of the district’s desired urban character to be considered in design review within the Northwest Plan District.	✓				BOP



## Policy 8: Historic Preservation

### Discussion

One of the defining features of the Northwest District is its rich historic and architectural heritage. As an early Portland settlement area, historic resources can be found throughout the district from Willamette Heights to the remnants of the historic Slabtown neighborhood. They include residences, both grand and modest, commercial buildings, and the Thurman Street Bridge. The district's historic character is enhanced by the care that has been taken to retain and extend its heritage of street trees. The neighborhood has been active in promoting incentives for historic preservation offered by the City, State, and Federal governments, including the creation of the Alphet Historic District, which was listed in the National Register of Historic Places in November 16, 2000.

The Historic Preservation Policy calls for protecting and preserving the district's historic resources and recognizes their importance in defining the character of the area. Actions listed under the Historic Preservation Policy call for consideration of additional historic districts in the area. There are also actions calling for educating the public about the wealth of historic resources in the district and to encourage owners of historic resources to designate them as landmarks. Adopting permanent design guidelines for the Alphet Historic District is also identified as a community priority.

It is important to recognize that in a district historic resources are more valuable when viewed as ensembles or style patterns rather than isolated elements. These patterns can include building spacing, setbacks, streetscape elements, and architectural styles. Thus the critical interplay between the Historic Preservation Policy and other plan policies such as Urban Design and Land Use is seen.

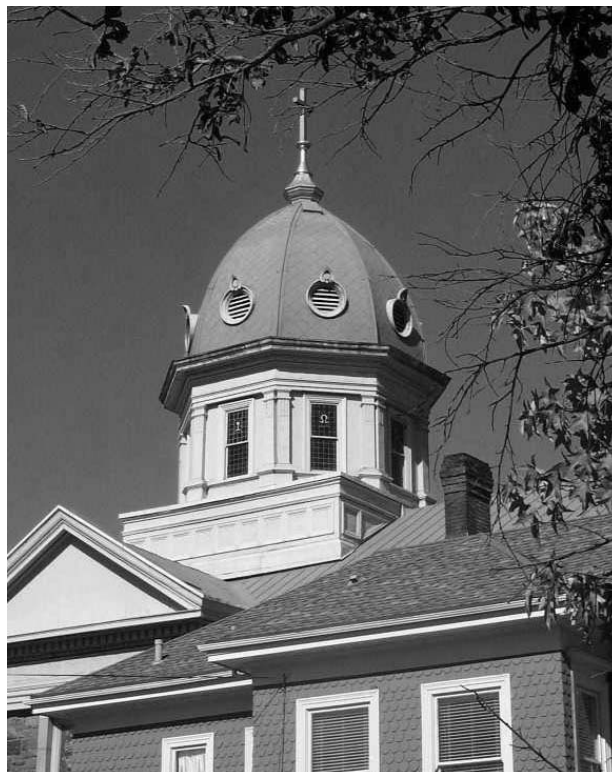


## Historic Preservation Policy

**Identify, preserve, and protect historic resources and support development that enhances the historic qualities of the district.**

### Historic Preservation Objectives

- A. Promote restorations and renovations of residential and commercial structures that maintain the historic style, quality, and character of the original building.
- B. Encourage adaptive reuse of historic resources that maintain their historic character.
- C. Promote awareness of the district's history and historic resources, which may include individual structures or groups of buildings, streetscapes, stairways, trees, gardens, parks, bridges, and natural areas.
- D. Encourage individual and multiple property listings in the National Register, including the development of additional historic districts outside of the Alphabet Historic District.



**Action Chart: Historic Preservation**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
HP1	Place plaques on historic landmarks or at locations where visitors may easily read the plaque and see the landmark.		✓			NWDA, Private
HP2	Develop a walking tour of historic properties.			✓		NWDA
HP3	Establish more and rehabilitate existing podium signs that share the district’s history and unique qualities with its current residents and visitors.		✓			NWDA, Private
HP4	Nominate properties surrounding and including Chapman School and Wallace Park to the National Register of Historic Places.			✓		NWDA, PPR, PPS
HP5	Nominate properties in the Nob Hill Terrace subdivision to the National Register of Historic Places.				✓	NWDA
HP6	Identify, through signage or other visible means, the original locations of buried streams in the district.			✓		BES, NWDA
HP7	Develop a program to alert pedestrians to the historic basis of the street names in the Northwest District.			✓		NWDA
HP8	Develop a Multiple Property Submission to the National Register of Historic Places for the historic “Slabtown” neighborhood.			✓		NWDA
HP9	Place historic district tops on street signs denoting the Alphabet Historic District.			✓		PDOT, Private, NWDA
<b>PROGRAMS</b>						
HP10	If older structures or any of their elements must be removed, deconstruct and salvage them instead of demolishing them.		✓			Private OSD
HP11	Actively participate in the City’s Heritage Tree Program.		✓			NWDA
HP12	Encourage those who own historic properties to nominate their property for designation as a landmark.		✓			NWDA
HP13	Provide information on incentives available to properties designated as landmarks.		✓			BOP
HP 14	Provide technical assistance to owners of historic resources for preservation and rehabilitation		✓			BMF, HPLO
HP 15	Provide educational resources related to Northwest Portland’s heritage.		✓			OHS
<b>REGULATIONS</b>						
HP16	Develop and adopt design guidelines for the Alphabet Historic District.				✓	BOP, NWDA



Corner of NW Thurman Street and NW 23<sup>rd</sup> Avenue, March 1967  
Oregon Historical Society photograph

## Policy 9: Public Safety

### Discussion

The Public Safety Policy focuses on ways to foster personal security and build a sense of community. To address these issues, the policy contains several objectives that address community policing, police visibility, and security at district parks. Actions to remove graffiti quickly, partner with adjacent neighborhoods, and retain the community policing contact center are some of the implementation measures.

Two objectives address the built environment and public safety. One of them relates to “Crime Prevention Through Environmental Design” or CPTED techniques. The philosophy behind CPTED is that if the configuration of the street and built environment is designed using these principles, then safety and crime prevention will be an inherent component of the urban fabric. These design principles include bringing more light and visibility to streets, allowing constant “eyes on the street,” using appropriate landscaping materials and considering the location of both public and private parking spaces. The NWDA and the City can work with developers to see CPTED measures are implemented with new development and redevelopment projects.



## Public Safety Policy

**Increase public safety by promoting measures that foster personal security and build a sense of community.**

### Public Safety Objectives

- A. Encourage site and building designs that incorporate “Crime Prevention Through Environmental Design” principles. These include designs that:
  - bring more light and visibility to streets,
  - create opportunities for those within buildings to observe activities taking place on the streets and in public open spaces, and
  - avoid attractions to properties where potential harmful objects exist
- B. Encourage projects that support active and passive spaces that focus toward the street.
- C. Encourage and expand participation in community policing.
- D. Increase police visibility in the district.
- E. Improve security at parks in the district.
- F. Forge partnerships with adjacent neighborhoods to address common public safety issues and allocation of resources.



**Action Chart: Public Safety**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
PS1	Identify projects that support street activities and determine ways to ensure their continuity over time.			✓		NWDA
PS2	Create resident crime prevention programs that are developed and coordinated with community policing.			✓		NWDA, PB
PS3	Advocate for expanding the drug and prostitution free zones to include the Northwest District.			✓		NWDA
<b>PROGRAMS</b>						
PS4	Improve public street lighting.		✓			PDOT
PS5	Work with property owners to install lighting that will promote safety both on and off the site.		✓			PDOT, NHBA, NWDA, Private
PS6	Work with developers to create building designs and developments that apply crime prevention design techniques, contribute to a safer pedestrian environment, and provide “eyes on the street.”		✓			NWDA, BDS
PS7	Encourage district-wide porch lighting.		✓			NWDA
PS8	Educate citizens about public and personal safety, including life, safety, and emergency preparedness issues.		✓			FB, PB
PS9	Maintain the community policing contact center.		✓			PB, NWDA
PS10	Seek an active, visible uniformed police presence along the commercial streets. Enhance police use of foot, bike, and horse patrol, particularly during afternoon hours.		✓			NWDA, PB
PS11	Implement a graffiti removal program.		✓			NHBA, NWDA, Businesses, Private
PS12	Support the creation of a West Side Community Court to reduce the load on the court system and improve enforcement of property and drug crimes.		✓			NWDA
PS13	Train community volunteers to assist the police by taking fingerprints at the scene of property crimes.		✓			PB, NWDA
PS14	Improve security in the neighborhood’s parks through 24 hour patrols and better lighting. Consider private security contracts, enhanced police presence, and citizen patrols.		✓			NWDA, PPR, PB
PS15	Encourage voluntary registration of bicycles.		✓			NWDA, PB, Businesses



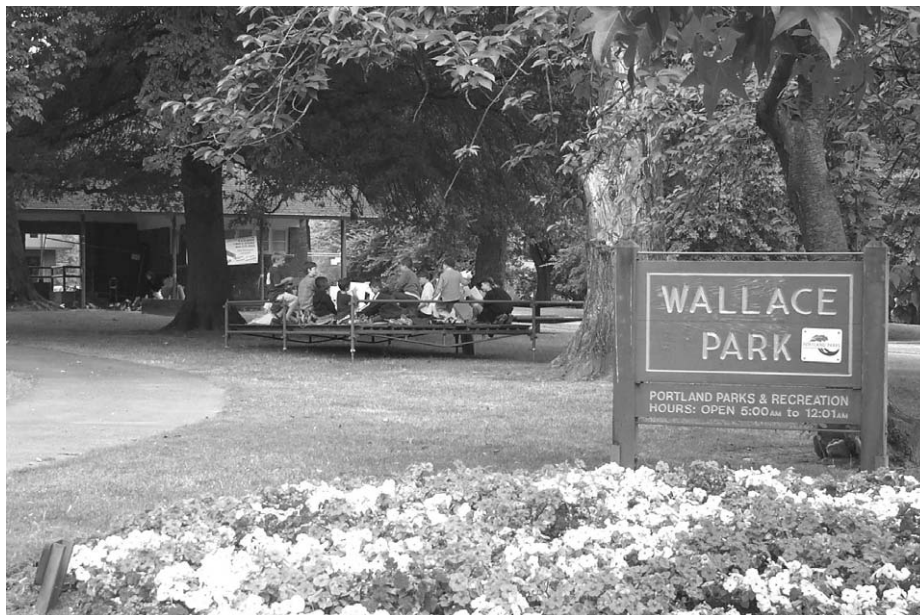
## Policy 10: Quality of Life

### Discussion

The Quality of Life Policy addresses special and unique elements that have led Northwest District residents and businesses to choose to live and work in the community. It is the linkages and interactions between the natural, built, and social environment that enhance the quality of life enjoyed by community members. These qualities include many intangibles. A sense of community includes neighbors helping each other, people devoting time to solving community problems, and taking time to get to know each other. The policy supports opportunities for community interaction through both active and passive recreation and the promotion of community based activities.

In terms of the natural and recreational elements, the retention of existing parks and open spaces and acquisition of new ones, especially in areas of anticipated population growth and development is of primary concern to district residents. Forest Park is a major natural and recreational resource, along with a number of other active and passive recreation facilities. Objectives and actions in this policy seek to enhance and protect existing natural and recreational resources and to create new ones for the future. The Transition Subarea Policy also identifies the need and desire for additional park and community facilities based on existing and future population growth in the area.

Citizen involvement in matters that relate to the natural, built, and social realms expand cooperation and camaraderie, and result in an improved quality of life and a strengthened sense of community. Objectives and actions in this policy encourage and reinforce this concept.



## Quality of Life Policy

**Strengthen the sense of community and ensure that cultural, educational and recreational resources continue to be a vital part of public life.**

### Quality of Life Objectives

- A. Enhance and protect Forest Park as a natural resource area providing recreation activities.
- B. Maintain, enhance, and expand current parks, open spaces, and recreational facilities.
- C. Create new parks, plazas, and community facilities in areas where significant growth is anticipated, taking advantage of opportunities for new open space development when they arise.
- D. Improve public access to nearby parks, natural areas, and the Willamette River.
- E. Foster events and activities that create positive interactions among community members.
- F. Encourage residents and businesses to participate in planning efforts for major entertainment and recreation facilities, such as PGE Park, in and near the district.

**Action Chart: Quality of Life**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
QL1	Work with Metro and Portland Parks and Recreation to acquire and develop the triangle shaped property bounded by NW Westover Street, NW 24 <sup>th</sup> Avenue and NW Irving Street as a public park.				✓	NWDA, Metro, PPR
QL2	Encourage Portland Parks and Recreation to create fenced off-leash areas for dogs in Couch and Wallace parks.			✓		NWDA
QL3	Complete the wheelchair accessible trail in Lower Macleay Park and improve the entrance to the park.			✓		PPR
QL4	Identify and develop new trailheads in appropriate locations to connect to the Forest Park trail system, including a new access to Forest Park from St. Helens Road.				✓	PPR, FOFP
QL5	Create one or more community gardens.			✓		NWDA, PPR
QL6	Develop one or more urban plazas near NW 21 <sup>st</sup> and NW 23 <sup>rd</sup> Avenues.			✓		NWDA, PPR, NHBA, Private
QL7	Consider amending the <i>Scenic Resources Protection Plan</i> to include the panorama of wooded slopes on the west side of the plan area as seen from the east. Include the slope above and below Willamette Heights and NW Westover Street.			✓		BOP
QL8	Create banners that can be used for seasonal events, to alert drivers to increased pedestrian activity, or for other special occasions.			✓		NWDA, NHBA
QL9	Establish a code compliance committee to identify and report violations of regulations intended to protect the neighborhood's livability.			✓		NWDA
QL10	Examine the possibility of periodically closing portions of NW 23 <sup>rd</sup> Avenue to automobile through-traffic to provide additional pedestrian space and opportunities for occasional street markets.			✓		NWDA, NHBA, FB
QL11	Work with Portland Parks and Recreation to find ways to retain and expand the number of waste receptacles in parks.			✓		NWDA
<b>PROGRAMS</b>						
QL12	Develop pocket parks at neighborhood focal points, such as near the public library at NW 23 <sup>rd</sup> Avenue and NW Thurman Street and at NW 23 <sup>rd</sup> Avenue and NW Glisan Street.		✓			PPR, Private

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
QL13	Promote the use of Wallace and Couch Parks for diverse activities, such as for: <ul style="list-style-type: none"> <li>community events and gatherings,</li> <li>organized evening activities, and</li> <li>the summer concert program.</li> </ul>		✓			NWDA
QL14	Keep the public restrooms in Couch and Wallace Parks open year-round.		✓			PPR
QL15	Retain and enhance existing access locations leading to Forest Park.		✓			PPR, FOFP
QL16	Cooperate with adjacent neighborhoods to address shared concerns, such as the mitigation of impacts from PGE Park.		✓			NWDA
QL17	Ensure that district residents and businesses participate in plans to mitigate negative impacts from improvements to major entertainment facilities such as PGE Park.		✓			NWDA, NHBA, Businesses
QL18	Work with BDS's Housing and Nuisance Officer to improve enforcement of the City's nuisance abatement and other ordinances that affect the district's quality of life.		✓			NWDA, BDS



## Policy 11: Environment

### Discussion

The Northwest District is part of a larger Willamette watershed ecosystem situated in Portland's West Hills. Small streams and open spaces, including Forest Park, provide ecological benefits for maintaining water quality and providing critical wildlife habitat areas. Most development in the district is in the lowland areas consisting of Willamette River flood deposits. The Willamette Heights area is characterized by steeper slopes with less dense development. Development and human activities have had profound impacts on natural resources, especially the Willamette River.

Most of Northwest Portland surface runoff flows directly into the Willamette River through four sewer outfalls during combined sewer overflow events (CSO). The City is implementing a comprehensive CSO program to capture combined sewage, including stormwater runoff, into large conduits that will be constructed along both sides of the Willamette River. The new system will convey almost all of the combined stormwater and sewerage to the Columbia Boulevard Treatment Plant in North Portland. The City has also initiated a watershed planning process for the Willamette River basin to identify other water quality improvement strategies. The Northwest District and the overall plan area are within the geographic boundary for both the CSO and Willamette Watershed planning projects. It is important that new development and redevelopment projects and other activities in the district not degrade, but help improve sewerage and stormwater conditions.

The Environment Policy section identifies how infrastructure facilities, new development, and individual and community activities can help protect and enhance local and regional natural resources. Objectives and implementing actions encourage landscaping and other sustainable construction solutions in development of infrastructure facilities and services and other development projects. Additionally, cooperative programs and activities to reduce litter and solid waste generation, improve air quality, and promote the planting of more trees and native species is included, as is improving natural connections between area parks, open spaces and the Willamette River.

## Environment Policy

**Protect and enhance the environmental and natural resources of the district.**

### Environment Objectives

- A. Develop and operate public facilities and infrastructure to be sustainable and to address multiple objectives, including public health and safety, natural resource protection and recreation.
- B. Promote measures that protect and encourage landscaping with native species as a vital part of the urban landscape.
- C. Promote the use of innovative measures that improve air and water quality and energy efficiency.
- D. Improve environmental connections between existing and future parks, open spaces, and the Willamette River.
- E. Encourage recycling and the reduction of solid waste generation and litter in the district.





**Action Chart: Environment**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
E1	Identify multi-objective “green solutions” where stormwater separation, treatment, and storage are integrated into other landscape needs. Identify funding strategies and coordinate with other public and private entities whenever possible.		✓			BES
E2	Conduct a Northwest Neighborhood Basin Characterization Study to determine the capacity and condition of the sanitary and stormwater system for existing and anticipated developments, and establish a timeframe for retrofitting.			✓		BES
E3	Identify opportunities for retrofitting existing facilities and for innovative demonstration stormwater projects, especially on large commercial and institutional sites, with resource-conserving techniques, to reduce the need for additional infrastructure capacity.			✓		BES, OSD, Public, Private
E4	Upon completion of a Willamette Watershed Plan by BES, revisit the NWDP policies and objectives to ensure their compatibility and effectiveness with recommendations outlined in the Watershed Plan.				✓	BES, BOP
E5	Establish an annual tree-planting program including the planting and maintaining of site-appropriate street trees.			✓		NWDA, NHBA, FOT, PPR, BES, Private
E6	Connect existing and future parks, open spaces and the Willamette River through the use of main and green streets that blend and transition the vegetation and natural features of the different places.			✓	✓	BES, Public, Private
E7	Explore the possibility of creating stormwater detention facilities under the I-405 freeway.				✓	BES
E8	Implement stormwater mitigation measures to avoid the construction of new storm sewers.		✓			BES

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROGRAMS</b>						
E9	Implement incentive programs for the use of green building, eco-roof, and other low-impact techniques in public and private development and redevelopment projects. Where appropriate, include design elements such as on-site stormwater management, landscaping with native vegetation and porous pavements.		✓			BES, OSD, Public, Private
E10	Support natural area restoration efforts, including, but not limited to, revegetation, day-lighting “buried” stream channels, restoring wildlife habitat and wetlands, and restoring Lower Macleay Stream.		✓			BES, PPR
E11	Educate businesses and residents about the need to eliminate chemical herbicides, pesticides, and fertilizers in order to maintain and enhance natural systems.		✓			BES, Metro
E12	Minimize the use of chemicals for park maintenance.		✓			PPR
E13	Increase stewardship of natural areas through outreach and education.		✓			BES, PPR
E14	Educate residents and property owners about the Urban Forestry Program and encourage property owners to preserve existing trees and plant a variety of trees, where possible.		✓			PPR, NWDA, BES
E15	Work cooperatively to resolve and mitigate air quality pollution concerns through business assistance and other programs.		✓			DEQ, NWDA, Private
E16	Work with the appropriate agencies to ensure compliance with environmental laws and regulations.		✓			NWDA, BES
E17	Remove invasive plant species, including ivy and other aggressive vines, from trees throughout the district, including those in parks.		✓			NWDA, NHBA, PPR, Private, BES
E18	Develop and implement a litter prevention program that includes regular litter patrols and periodic district-wide clean-ups.		✓			NWDA, NHBA, Businesses
E19	Encourage businesses to increase the amount of recycling occurring as part of business operations, and for businesses selling food or drinks on a “to-go” basis, to provide litter patrols in their impact areas.		✓			NWDA, NHBA, BES, Businesses

## Policy 12: Business and Residential Interaction

### Discussion

The Business and Residential Interaction Policy recognizes that in mixed-use neighborhoods impacts from commercial and industrial activity can negatively impact nearby residences. Objectives and actions call for increased communication, cooperative agreements and creative problem solving among residents and businesses.

One of the exciting elements of living in the Northwest District is the vibrant nature of NW 21<sup>st</sup> and NW 23<sup>rd</sup> Avenues. Destination-oriented commercial uses create an enjoyable, dynamic, and cosmopolitan environment. Likewise, industrial uses are an important part of the economy and provide employment opportunities within walking distance of the residential areas. Despite these positive features, both at times compromise the livability for local residents with added traffic, noise, litter, and pollution. This policy provides a framework for actions to alleviate these concerns.

The Business and Residential Interaction Policy endorses the promotion of formal and informal agreements between businesses and the neighborhood. With so many different land uses in close proximity to each other, it is inevitable that conflicts will arise. In addition, the policy encourages consistent enforcement of noise and other nuisance laws.

## Business and Residential Interaction Policy

**Foster cooperation between business and residential interests in the district, enhancing ways residential, commercial, and industrial uses can benefit from their interaction and mitigate negative impacts.**

### Business and Residential Interaction Objectives

- A. Promote communication among residents, businesses, industries, neighborhood organizations, and the City.
- B. Promote the development of, and adherence to, formal and informal good neighbor agreements that mitigate nuisance-related impacts.
- C. Increase understanding and awareness of creative, community-based approaches to solving problems or conflicts between residents and nonresidential activities.



**Action Chart: Business and Residential Interaction**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
BR1	Encourage the City to expand the applicable criteria for good neighbor agreements to situations other than convenience stores.			✓		NWDA, ONI
BR2	Using the PGE Park Good Neighbor Agreement as a model, work with the City to expand the use of these agreements to cover other attractions that impact the neighborhood.			✓		NWDA
BR3	Seek ways to reduce late-night and very early morning noise associated with commercial garbage and recycling pick-up.			✓		BDS, Businesses
BR4	Consider instituting a deposit on or paying for the return of disposable food containers.			✓		NWDA, NHBA, Businesses, OSD
<b>PROGRAMS</b>						
BR5	Identify, develop, and promote informal good neighbor agreements that mitigate nuisance-related impacts.		✓			NWDA, NHBA, Businesses, POEM
BR6	Work jointly with businesses entering into informal good neighbor agreements with NWDA to ensure on-going responsiveness and accountability.		✓			NWDA, ONI
BR7	Encourage multi-dwelling residential and business property owners to provide litter collection on and around their sites.		✓			NWDA, MFHC, NHBA
BR8	Provide regular, consistent enforcement of noise and other nuisance laws.		✓			BDS, PB, NWDA
BR9	Advocate for enforcement of regulations pertaining to good neighbor plans between convenience stores and NWDA.		✓			NWDA, ONI
BR10	Use education and outreach to businesses and community members to increase understanding and awareness of regulations, programs, and problem-solving options aimed at preventing or limiting conflicts between residents and nonresidential activities.		✓			ONI, NWDA, NHBA



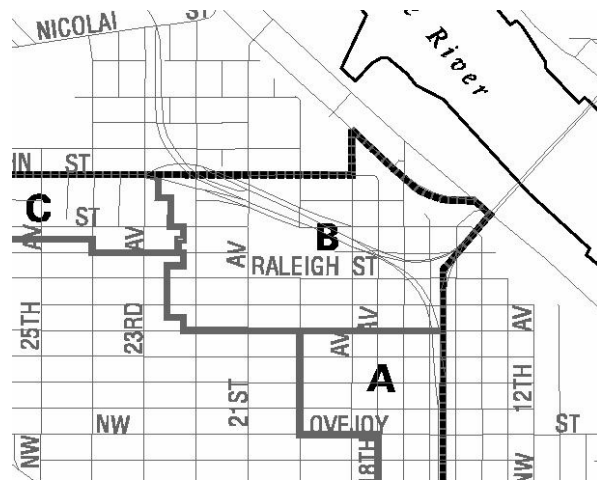
## Policy 13: Transition Subarea

### Discussion

The Transition Subarea (shown as “B” on Map 5) is home to a variety of commercial, industrial, creative industries, and transportation-related businesses, including the operations headquarters of CNF, Inc., a major regional employer. Other uses include small housing enclaves, and several historically significant structures, such as St. Patrick’s Church. While many industrial businesses have historically located here, it is becoming more obsolete for some types of industrial operations due to relatively small parcel sizes, street configurations and the ongoing transition of the nearby Pearl District from industrial uses to a vibrant mixed-use neighborhood. Large portions of the subarea are currently underutilized.

Other attributes include close proximity to the Central City and good freeway access. Although it is separated from areas to the east and north by freeway facilities, sidewalks exist along most streets and transit service is good, with bus routes on NW 23<sup>rd</sup> and 21<sup>st</sup> Avenues, and nearby on NW Lovejoy and Kearney Streets and NW Front Avenue.

With the adoption of the *Guild’s Lake Industrial Sanctuary Plan*, City Council acknowledged the changing nature of land uses south of NW Vaughn Street and directed that planning for a transition to new uses be a part of the *Northwest District Plan*. The planning process has identified the community’s desire to integrate the Transition Subarea into the fabric of the neighborhood as an area of mixed-uses. While many want to see an increase in housing, there is also a desire to preserve employment opportunities such as through the expansion of creative industries like Vinton Studios, and live-work units for people pursuing creative and other employment endeavors.



The Transition Subarea Policy encourages a mix of land uses including new housing, the retention and creation of employment opportunities and maintaining compatible light industrial uses, particularly north of I-405. This plan accomplishes this goal in part, by adopting changes to the *Comprehensive Plan* map from its current General Industrial designation to a mixed-use Central Employment designation. The policy, objectives and implementing actions promote a number of concepts such as transportation system connectivity, including multi-modal circulation and safety and linkages to the Willamette River. They also seek the retention or nearby relocation of industrial uses, the creation of plazas, open space, park and community facilities, the encouragement of new housing and in particular affordable housing, and the recognition of the unique historical attributes of the NW Upshur industrial area and St. Patrick’s Church. Also of importance is the gradual transition of compatible land uses near the Guild’s Lake Industrial Sanctuary north of NW Vaughn Street.

## Transition Subarea Policy

**Integrate the subarea into the pedestrian-oriented, architecturally diverse urban fabric to the south and west. Encourage a mix of housing, commercial, institutional, open space, and light industrial uses.**

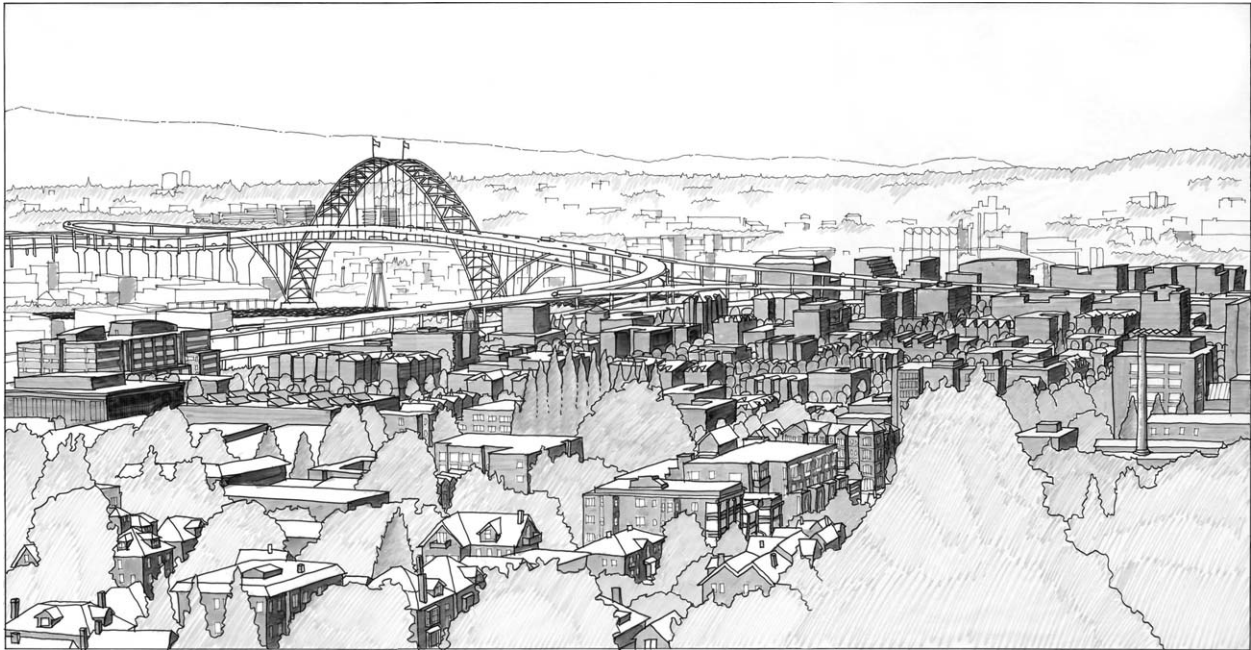
### Transition Subarea Objectives

- A. Encourage the mixing of land uses, both on individual sites and throughout the subarea.
- B. Promote the subarea as a prime location for increasing the supply of affordable housing.
- C. Encourage the retention of existing jobs and the creation of new jobs in the subarea.
- D. Protect existing industrial firms in the subarea from being forced to relocate out of the area.
- E. Reestablish key transportation system connections through the subarea.
- F. Implement multi-modal transportation improvements that address circulation and safety needs.
- G. Improve connections through the subarea and to the Willamette River.
- H. Support additional transit services and facilities to meet the growing needs of the subarea.
- I. Create plazas, parks, community facilities, and open spaces to meet the needs of the subarea's residents and employees.
- J. Preserve the historic industrial character of NW Upshur Street north of the freeway.
- K. Protect the Guild's Lake Industrial Sanctuary by locating activities and uses that are compatible with industry at the northern edge of the subarea.
- L. Reinforce the role of St. Patrick's Church as a district landmark.



**Action Chart: Transition Subarea**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
TS1	Expand the Northwest Pedestrian District to include the Transition Subarea.			✓		PDOT
TS2	Reestablish Thurman Street as a multimodal through-street connection from NW 23 <sup>rd</sup> Avenue to NW Naito Parkway.				✓	PDOT
TS3	Prepare a strategy to protect existing industrial firms as the subarea transitions out of its current industrial character.			✓		NWDA, NHBA, Industries
TS4	Locate, acquire, and build a neighborhood park or other public open space in the subarea.				✓	Private, PPR, NWDA
TS5	Locate, acquire, and build a community center in the subarea.				✓	Private, PPR, NWDA, Nonprofits
TS6	As the subarea redevelops, evaluate the need for a new school.				✓	PPS
TS7	Encourage the City to prepare standards for NW Upshur Street between NW 17 <sup>th</sup> and NW 20 <sup>th</sup> Avenues that would preserve the street’s characteristic loading docks and canopies.				✓	NWDA, Private
<b>PROGRAMS</b>						
TS8	Create or reestablish multimodal connections through oversized blocks as shown on the Northwest District Master Street Plan.		✓			PDOT, Property owners
TS9	Analyze the capacity of the infrastructure to accommodate proposed new development projects.		✓			Private
TS 10	Encourage compatible light-industrial uses to remain in the Transition Subarea.		✓			NWDA, NHBA
TS11	Encourage companies that provide living-wage jobs to locate in the subarea. Consider public/private partnerships as a means of encouragement.		✓			PDC, NWDA
<b>REGULATIONS</b>						
TS12	Adopt changes to <i>Comprehensive Plan</i> map designations to encourage a mix of uses as the subarea transitions out of its current industrial character.	✓				BOP
TS13	Allow greater building heights for new housing development including affordable housing within the subarea	✓				BOP
TS14	Restrict residential development for EX-zoned properties north of the I-405 freeway to 20 percent of the total floor area	✓				BOP



Illustrative view of Transition Subarea from Northwest hills

## Policy 14: Eastern Edge Subarea

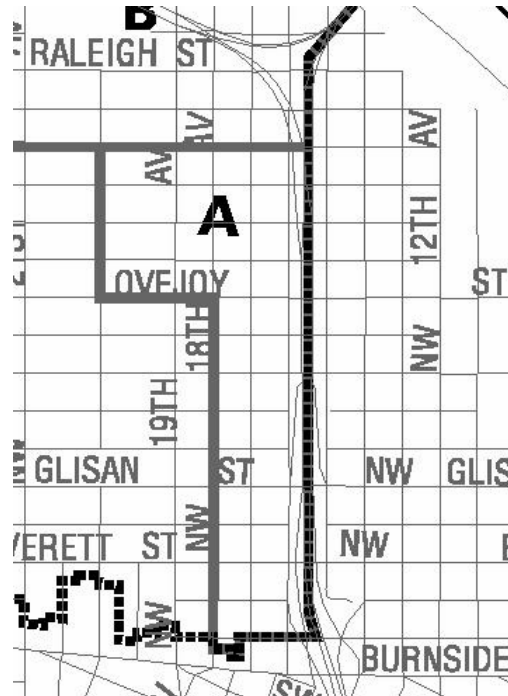
### Discussion

When the 1978 *Northwest District Policy Plan* was adopted, the Eastern Edge was seen as a transition area between industrial uses on the east side of the I-405 Freeway and established residential areas of the Northwest District neighborhood. The emergence of the River District as a mixed-use community planned for over 5,000 new housing units and significantly taller buildings changes the role of this eastern edge of the neighborhood. Pressure for clearance of historic residential buildings for industry has been replaced by pressure to displace industrial service firms.

The Eastern Edge Subarea, shown as “A” on Map 5, is one of the most dynamic, multiple-use areas within Northwest Portland. It contains light industrial, multiple dwelling residential, single detached dwellings, service uses, entertainment activities, and offices to international corporations. It works in part because of the scale of development is similar.

Industrial and business uses are limited by block and parcel structure. Access to the regional transportation system is to the east, limiting heavy impacts on the residential community to the west. The area provides the local community with housing, services, community uses, and jobs. Residents who move to this subarea know that they are sharing spaces with other uses and are generally not prone to take offense at reasonable impacts from their neighboring non-residential uses.

The policy, objectives, and implementing actions seek to retain and encourage a mix of employment, light industrial, commercial and residential uses as an urban scale transition between the more intensely developed Central City and the core area of the Northwest District. Other elements encourage businesses to locate along NW 18<sup>th</sup> and 19<sup>th</sup> Avenues, support the retention and growth of living wage jobs, protect industrial uses or assist with their relocation to a nearby industrial area, and promote new housing while discouraging the conversion of existing housing to other uses. Multimodal connectivity between the Eastern Edge and Central City is also desired, as is the registering of historic properties on the National Register of Historic Places.



## Eastern Edge Subarea Policy

**Foster the development of the Eastern Edge as a transition between the more urban Central City and the Northwest District.**

### Eastern Edge Objectives

- A. Support the established mixed-use urban character of this subarea.
- B. Encourage the location of businesses that serve local needs along NW 18<sup>th</sup> and NW 19<sup>th</sup> Avenues.
- C. Foster the establishment and growth of firms that provide living-wage jobs in this subarea.
- D. Protect existing housing from conversion to other uses.
- E. Protect existing industrial firms in the subarea from being forced to relocate out of the area.
- F. Increase multi-modal connectivity between the Central City and the Eastern Edge.



**Action Chart: Eastern Edge Subarea**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
EE1	Improve pedestrian and bicycle access across I-405 on West Burnside, NW Couch, NW Everett, and NW Glisan Streets from NW 14 <sup>th</sup> to NW 16 <sup>th</sup> Avenues.			✓		PDOT, ODOT
EE2	Participate in the planning process to cap the I-405 freeway.				✓	NWDA, PDNA
<b>PROGRAMS</b>						
EE3	Encourage companies that provide living-wage jobs to locate in the subarea. Consider public/private partnerships as a means of encouragement.		✓			PDC, NWDA
EE4	Encourage compatible light-industrial uses to remain in the Eastern Edge as well as businesses that service local needs along NW 18 <sup>th</sup> and 19 <sup>th</sup> Avenues.		✓			NWDA, NHBA
EE5	Encourage owners of historic properties to place their property on the National Register of Historic Places.			✓		NWDA
<b>REGULATIONS</b>						
EE6	Adopt changes to the <i>Comprehensive Plan</i> map for selected properties with residential uses from Central Employment (EX) to High Density Residential (RH).	✓				BOP
EE7	Allow greater building heights for new development along a portion of the Eastern Edge north of NW Kearney Street.	✓				BOP

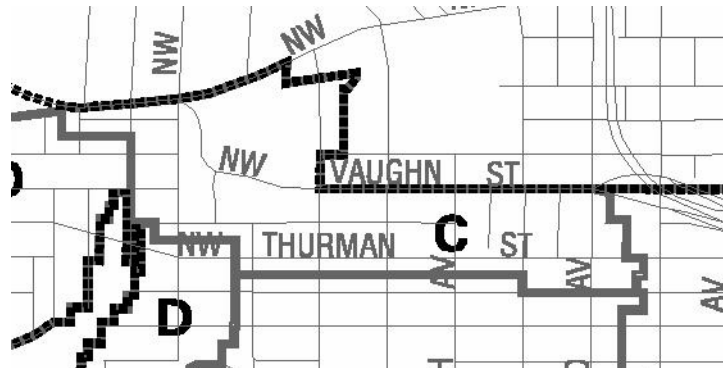


## Policy 15: Thurman-Vaughn Subarea

### Discussion

The Thurman-Vaughn Subarea Policy intends to retain the established pattern of residential and commercial development, while acknowledging the subarea's proximity to the Industrial Sanctuary. NW Thurman Street east of NW 28<sup>th</sup> Avenue is a designated main street with both neighborhood commercial and residential development. Many needed neighborhood services are found here, including a grocery store and Friendly House community center. In addition, the new Northwest branch of the Multnomah County Library at NW Thurman and NW 23<sup>rd</sup> Avenue attracts people to the subarea. The policy seeks to enhance the pedestrian environment of the main street and overall subarea, through pedestrian safety and transit service improvements.

The subarea contains a mix of older and newer housing, including a number of live-work units. The older units include clusters of modest housing built before World War I that are remnants of the working class "Slabtown" neighborhood. Some of the newer units are built as rowhouses. This plan includes *Comprehensive Plan* map changes for a number of properties along NW Thurman Street to encourage residential uses between commercial nodes and along on the south side of NW Vaughn Street.



NW Vaughn Street has been a dividing corridor between the mixed-use neighborhood to the south and the industrial area to the north. NW Vaughn Street carries traffic from the I-405 freeway to destinations to the north and west, including Montgomery Park, a major office development. This plan recognizes the difference between the north and south sides of NW Vaughn Street and the potential conflicts that can occur between residential and industrial uses. The plan includes zoning changes that encourage a continuous frontage of commercial buildings along the south side of NW Vaughn Street. New development along the south side of NW Vaughn Street will be encouraged to provide design elements that unify the streetscape and establish a more attractive corridor. The "Guild's Lake Industrial Sanctuary Plan Amendments" chapter of this document includes amendments for a five-block area on the north side of NW Vaughn Street that complement the provisions applied along the south side of the street.

## Thurman-Vaughn Subarea Policy

**Enhance this mixed-use subarea by emphasizing housing along NW Upshur and NW Thurman Streets and commercial uses on the south side of NW Vaughn Street and in nodes at intersections along NW Thurman Street.**

### Thurman-Vaughn Subarea Objectives

- A. Enhance NW Thurman Street as a neighborhood-oriented main street that is primarily residential, with commercial uses clustered at intersections.
- B. Emphasize residential and live/work opportunities on NW Upshur Street.
- C. Encourage development on the south side of NW Vaughn Street that includes a continuous frontage of commercial buildings, unifies the streetscape, and supports both the mixed-use area to the south and the industrial sanctuary to the north.





**Action Chart: Thurman-Vaughn Subarea**

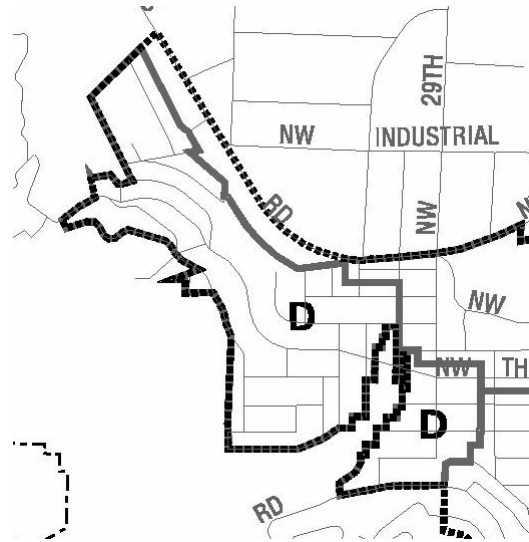
#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
TV1	Encourage PDOT to improve NW Vaughn and NW Thurman Streets and NW 26 <sup>th</sup> Avenue as pedestrian ways.			✓		NWDA
TV2	Work with TriMet to develop bus refuges and shelters.			✓		NWDA
TV3	Where possible, widen sidewalks along NW Vaughn Street.		✓			PDOT, Private
TV4	Consider methods to reduce speeding and calm traffic on NW Thurman Street.			✓		PDOT, NWDA, FB
TV5	Improve the intersection of NW 23 <sup>rd</sup> Avenue and NW Vaughn Street to create a sense of a gateway.				✓	NWDA, NINA, ODOT, PDOT
<b>PROGRAMS</b>						
TV6	Work with property owners and bordering neighborhood associations along NW Vaughn Street to encourage new development that contributes to an attractive, unified streetscape.		✓			NWDA, NINA, Private
TV7	Encourage industrial firms to locate their accessory office and other accessory buildings along the north side of NW Vaughn Street.		✓			NWDA, NINA, Private
<b>REGULATIONS</b>						
TV8	Adopt changes to <i>Comprehensive Plan</i> map designations to encourage residential uses along NW Upshur and portions of NW Thurman Streets and commercial uses along the south side of NW Vaughn Street and at intersections along NW Thurman Street.	✓				BOP



## Policy 16: Willamette Heights Subarea

### Discussion

Willamette Heights, shown as “D” on Map 5, is a single dwelling residential area located on the hilly western side of the Northwest District. It is characterized by its large collection of stately and historic homes and its proximity to Macleay and Forest Parks. The area is separated from the rest of the neighborhood by the deep ravine that houses Balch Creek and now acts as the entrance to Macleay Park. Access routes are limited and nearly all traffic entering and leaving Willamette Heights uses NW Thurman Street and crosses the Thurman Street Bridge.



The policy, objectives and implementing actions acknowledge the subarea’s character and infrastructure limitations in a number of ways. Nominations of residences and other structures to the National Register of Historic Places are encouraged. Improving pedestrian connections from Willamette Heights to Forest Park and acquiring additional open space to expand Forest Park is also desired. Another important issue addressed in this policy is the mitigation of negative impacts associated with parking near Forest Park. Finally, the need for improved emergency routes and access is identified, as is maintaining and promoting additional transit service to the subarea.



## Willamette Heights Subarea Policy

**Maintain and protect the residential character and environmental resources of the Willamette Heights Subarea.**

### Willamette Heights Subarea Objectives

- A. Support infill development that can be accommodated by the subarea's constrained transportation access routes and that mitigates for potential impact on environmentally sensitive areas.
- B. Preserve the subarea's stock of historically significant housing.
- C. Ensure that emergency response vehicles have fast and clear routes into and out of Willamette Heights.
- D. Encourage the historic designation of the subarea's historic resources, including the Thurman Street Bridge.
- E. Maintain or improve public transit service to Willamette Heights.
- F. Protect and enhance Forest Park as a regionally significant natural and recreational resource while reducing negative impacts on livability that may be associated with park usage.



**Action Chart: Willamette Heights**

#	Action	Time				Implementors
		Adopt With Plan	On-Going	Next 5 Years	6 to 20 Years	
<b>PROJECTS</b>						
WH1	Reconfigure parking at the entrance of Forest Park to reduce negative impacts on nearby homes.			✓		PDOT, Parks
WH2	Consider nominating properties in Willamette Heights, including the Thurman Street Bridge, in the National Register of Historic Places.				✓	NWDA
WH3	Improve pedestrian connections through Willamette Heights to Forest Park.			✓		PDOT, FOFP
WH4	Structurally improve and preserve the NW Thurman Street Bridge as a safe access route to Willamette Heights, even at times of severe natural disaster.				✓	PDOT
WH5	Consider the creation of another access into Forest Park that links to Leif Erickson and the Wildwood Trail.			✓		PPR, FOFP
<b>PROGRAMS</b>						
WH6	Improve access to emergency services to Willamette Heights and Hillside to ensure continued accessibility in times of severe natural disaster.		✓			PB, FB, PDOT
WH7	Work with NINA to reduce pollution and noise impacting this subarea.		✓			NWDA, NINA
WH8	Provide transit facilities and pedestrian facilities to enhance access to transit.		✓			TM
WH9	Seek to acquire or otherwise preserve significant undeveloped natural areas, including those adjacent to the Willamette Heights Subarea, as additions to Forest Park.		✓			BES, PPR, Metro, FOFP

## List of Action Implementors

Adjacent	Neighborhoods that border NWDA: Goose Hollow Foothills League, Hillside, Northwest Industrial, and the Pearl District
BDS	Bureau of Development Services*
BES	Bureau of Environmental Services*
BMF	Bosco-Milligan Foundation
BOP	Bureau of Planning*
BTA	Bicycle Transportation Alliance
Businesses	Refers to all businesses within the plan area
CAT	Community Alliance of Tenants
CRSP	Community Residential Siting Program
DEQ	Oregon Department of Environmental Quality
FB	Bureau of Fire, Rescue, and Emergency Services*
FOFB	Friends of Forest Park
FOT	Friends of Trees
HPLO	Historic Preservation League of Oregon
Industries	Refers to all industrial businesses within the plan area
Institutions	Institutions that provide educational, cultural, medical, and social services
IWCDC	Inner West Community Development Corporation
LGSHMC	Legacy Good Samaritan Hospital and Medical Center
Metro	Regional government for the Portland metropolitan region
MC	Multnomah County
MFHC	Multi-Family Housing Council
NHBA	Nob Hill Business Association
NINA	Northwest Industrial Neighborhood Association
Nonprofits	Refers to not-for-profit organizations and institutions
NWDA	Northwest District Association
NWNW	Neighbors/West Northwest Coalition
NW-TPMA	Northwest Transportation and Parking Management Association
ODOT	Oregon Department of Transportation
OHS	Oregon Historical Society
ONI	Office of Neighborhood Involvement*
OSD	Office of Sustainable Development*
PB	Portland Police Bureau*
PDC	Portland Development Commission*
PDOT	Portland Office of Transportation*
PDNA	Pearl District Neighborhood Association
PGE	PGE Park stadium management
POEM	Portland Office of Emergency Management
PPR	Portland Parks and Recreation*
PPS	Portland Public Schools
Private	Refers to all private property owners within the plan area
Private schools	Refers to all private schools within the plan area
PSI	Portland Streetcar, Inc.
SHPO	State Historic Preservation Office
TM	TriMet: Tri-County Metropolitan Transportation District of Oregon
Utilities	Refers to utility providers serving the plan area
WB	Water Bureau*

\* Indicates City of Portland agency or committee under jurisdiction of Portland City Council

## F. Comprehensive Plan Map and Zoning Map Amendments

### Context and Intent

Zoning and Comprehensive plan map patterns play an important current and long-term role, respectively, in determining the urban form and character of the city. They provide a concrete framework for future development and represent the long-term land use plan for a given area. The *Northwest District Plan* zoning map changes constitute an important means for achieving the community's overall land use and development goals. Note that the Northwest Plan District regulations contained in the Zoning Code provide district-specific regulatory guidance that works in concert with the zoning map. Major Northwest Plan District provisions are summarized in the next chapter.

Some of the plan's map changes originated with the 1999 Northwest District Neighborhood Association board-adopted *Neighborhood Plan*. Other proposals resulted from public outreach activities such as neighborhood walks, workshops and community meetings. Others resulted from Bureau of Planning staff fieldwork and analysis; for instance, proposals to remove "split zoning" (where more than one zone applies to a site) on certain parcels. And still other input was received from individual property owners. Overall, the plan and zoning maps are intended to help implement the plan's Urban Design Concept and land use policy. Brief summaries of the map changes effected by the plan follow. Consult the official Zoning Map, available from the Bureau of Planning, to determine the zoning of a particular piece of property.

### Transition Subarea

The Transition Subarea is generally north of NW Pettygrove Street, south of NW Vaughn Street, east of NW 23<sup>rd</sup> Avenue and west of Interstate-405. This area is expected to experience the most change over the next 20 years, with a shift away from industrial use patterns. The community has expressed a number of long-term goals for this area, including the desire to see a mix of uses and the extension of the pedestrian-oriented urban fabric to the south and east. The desire to retain compatible industrial and employment-generating land uses while also creating new opportunities for residential development has also been expressed.

To implement this, the Central Employment (EX) *Comprehensive Plan* and zoning designation is applied to a large portion of the Transition Subarea currently designated General Industrial 1 (IG1). Much of the area north of NW Thurman Street and the I-405/US 30 freeway structure will retain the IG1 zone and Industrial Sanctuary *Comprehensive Plan* designation. Industrial designations are retained here due to the desire to see a slower transition away from an industrial emphasis and overall transportation system constraints in the area.

A small part of the Transition Subarea proximate to NW 23<sup>rd</sup> Avenue is rezoned from IG1 to the Commercial Storefront (CS) zone. The CS zone allows for a mix of housing and commercial uses. The High Density Multi-Dwelling designation (RH) zone is applied to a small area with existing residential uses that are in close proximity to the NW 23<sup>rd</sup> Avenue main street and/or abut RH-zoned land.

### **Thurman-Vaughn Subarea**

The community has envisioned NW Thurman Street as a quieter, more neighborhood-oriented main street, in contrast to the more intensively commercial NW 21st and 23<sup>rd</sup> Avenues. To implement this, a nodal land use and zoning pattern is recommended, with commercial uses concentrated at street intersections and housing and mixed uses in between. To achieve this end, the Commercial Storefront (CS) zone is applied at intersections between NW 24<sup>th</sup> and NW 28<sup>th</sup> Avenues. In between these intersections, the Mixed Commercial/Residential (CM) zone is applied. The CM zone promotes development that combines commercial and housing uses on the same site. At least half of new development is required to be residential on sites in the CM zone.

In order to promote neighborhood commercial uses along the NW Vaughn Street corridor and reduce the potential for land use conflicts with the adjacent Guild's Lake Industrial Sanctuary, the CS zone is applied to properties formerly zoned for high density residential development on the south side of NW Vaughn Street between NW 26<sup>th</sup> and 27<sup>th</sup> Avenues. These designations are also applied to a few properties between NW Vaughn and Thurman Streets between NW 23<sup>rd</sup> Place and NW 24<sup>th</sup> Avenue, adjacent to properties currently zoned CS.

Several properties in the Thurman-Vaughn Subarea formerly had more than one zone applied on different portions of the property (split zoning). This creates confusion and can unnecessarily inhibit good development. To correct this, sites with split zoning have been rezoned to one designation, generally to the designation that already covers the majority of the property.

### **EX to RH sites**

A goal of the *Northwest District Plan* is to preserve and promote housing in the area. The High Density Multi-Dwelling (RH) zone is applied to several small Eastern Edge sites formerly designated Central Employment (EX). All are surrounded by, or are adjacent to, RH zoned properties and most are currently in residential use or are being used as surface parking.

### **Burnside/Central City**

West Burnside Street serves as a district edge and a key connection to the Central City and areas to the west. An urban scale of development along the north side of Burnside within the study area is promoted by expanding the Central Commercial (CX) zone to properties adjacent to CX zoning along or within close proximity to this street. The largest site is the Uptown Shopping Center, including the portion on the south side of West Burnside Street. More information the portion of the study area within the Central City can be found in the Chapter J.

### **Western Edge Residential**

The Single Dwelling Residential zoning (R7 and R5) is applied to a small cluster of single-family dwelling sites located west of NW 30<sup>th</sup> Avenue and north of NW Cornell Street that were formerly designated as Rural Farm and Forest (RF). These new designations match adjacent zoning patterns and the existing development on the subject parcels.



**City Owned Open Space**

The Open Space (OS) zone is applied to a few Portland Park and Recreation managed properties adjacent to or near Forest Park, to provide additional open space opportunities in the Northwest area.

**Guild's Lake Industrial Sanctuary**

An area along the north side of NW Vaughn Street between Montgomery Park and NW 23<sup>rd</sup> Avenue is redesignated to Mixed Employment (ME) on the *Comprehensive Plan* map, retaining the existing IG1 or IH zoning. More information on this change is contained in the Chapter I. A related amendment applies the Urban Commercial designation and CS zone to an area formerly zoned for high density residential development on the south side of NW Vaughn Street between NW 26<sup>th</sup> and 27<sup>th</sup> Avenues.

**Design Overlay Zone**

The Design "d" Overlay zone is applied to most properties within the Northwest Plan District. This overlay zone is applied where design and neighborhood character are of special concern in parts of the city that are mixed-use in character or designation and that have the potential for urban-scale development. The Design overlay is automatically applied in conjunction with certain base zones, including CX and EX. Major new development and redevelopment on sites covered by the overlay zone will generally be required to go through a discretionary design review procedure or, in certain cases, use the objective Community Design Standards. Where design review is used in the Northwest Plan District, the new "Desired Characteristics and Traditions" statements contained in the Urban Design chapter of this plan will be used in conjunction with the *Community Design Guidelines*.

## Map 8: Adopted Zoning

(See Map on following page)

## G. Zoning Code Amendments

The City's *Title 33, Planning and Zoning* is an important tool for implementing the policies and objectives of this plan, primarily through a revised and expanded Northwest Plan District. (See Title 33, Chapter 33.562.) The provisions of the Northwest Plan District allow the more generalized base zone regulation to be fine-tuned in response to Northwest District-specific conditions. The Northwest Plan District provisions may be grouped into three general topical areas:

- Main Street and Streetcar Corridor Provisions
- Transition Subarea/Eastern Edge Provisions
- Off-Street Parking Provisions

These provisions are summarized in the tables that follow. In addition, the plan amended two other existing plan districts: the Guild's Lake Industrial Sanctuary Plan District and the Central City Plan District. These changes are summarized in chapters H and I of this document.

### Provisions Applicable to the Main Street and Streetcar Corridors

The zoning provisions summarized below apply primarily along the main streets of NW 23<sup>rd</sup> and NW 21<sup>st</sup> Avenues and NW Thurman Street and along the streetcar corridors on NW Lovejoy and NW Northrup Streets.

INTENT	IMPLEMENTING CODE PROVISIONS
<p>Reinforce area main streets and the streetcar corridor as the focus for retail and service uses in the area.</p> <p>Prevent large-scale retail/service uses that can overburden the district’s transportation system and that are out of scale with the neighborhood.</p>	<p>In areas in the EX zone north of NW Pettygrove Street that are further than 200 feet from the main streets, the streetcar alignment, and east of NW 19<sup>th</sup> Avenue, limit the size of retail/service uses to 3,000 square feet per use.</p> <p>Allow retail/service uses up to 20,000 square feet within other portions of the EX zone (such as along main streets and the streetcar line, in the NW 18<sup>th</sup> &amp; 19<sup>th</sup> avenues corridor, and in long-established EX-zoned areas south of the streetcar line).</p>
<p>Allow a mix of uses on residentially-zoned properties fronting the streetcar line in order to foster a concentration of mixed-used development in the streetcar corridor.</p>	<p>In the RH zone along the streetcar alignment, allow a limited amount of office and retail/service uses (no more than 20 percent of building area) as part of residential developments within 100 feet of the streetcar alignment.</p>
<p>Ensure an urban- and transit-scaled level of development along the main streets and streetcar alignment.</p>	<p>Require a minimum floor-to-area ratio (FAR) of 1.5 to 1 along main streets and the streetcar alignment. This standard would apply to all CS and CM -zoned areas within the plan district, and to portions of properties in the EX zone within 200 feet of main streets and the streetcar alignment.</p> <p>Apply a maximum FAR of 4 to 1 to properties zoned RH within a block of the streetcar line between NW 21<sup>st</sup> and NW 23<sup>rd</sup> avenues (where FAR is currently limited to 2 to 1).</p>
<p>Encourage new development that contributes to the role of main streets and the streetcar corridor as a focus of activity in the community.</p> <p>Create a continuous building frontage along these streets, with uses and architectural elements that contribute to a vibrant, pedestrian-oriented environment.</p>	<p>Along main streets and the streetcar alignment frontage:</p> <ul style="list-style-type: none"> <li>• Require the ground-floor of buildings to be designed to accommodate active uses</li> <li>• Require 15% window coverage for upper-floor facades</li> <li>• Require ground-level parking areas (both surface and structured) to locate behind an active use</li> <li>• Restrict parking access along these</li> </ul>

INTENT	IMPLEMENTING CODE PROVISIONS
<p>Minimize the visual impact of vehicle parking facilities along main streets and the streetcar corridor, and reduce the potential for pedestrian and vehicle conflicts on corridor sidewalks.</p>	<p>streets, unless a site does not abut another street or approved through conditional use review for off-street parking</p>

**Transition Subarea/Eastern Edge Provisions**

The zoning provisions summarized below apply primarily to parts of the Transition Subarea and Eastern Edge, generally north of NW Kearney Street, south of NW Vaughn Street, east of NW 23<sup>rd</sup> Avenue and west of Interstate 405.

INTENT	IMPLEMENTING CODE PROVISIONS
<p><b><i>Transition Subarea Core (Bonus Area A)</i></b></p> <p>Encourage residential development, affordable to a wide range of income groups, in this area.</p> <p>Facilitate the continuation and growth of commercial/employment uses, but limit the scale of such uses to prevent overburdening the transportation system.</p> <p>Increase the potential for residential development on small sites.</p>	<p>EX zoning, with development bonuses for residential development, including:</p> <ul style="list-style-type: none"> <li>• 45-foot height limit for non-residential development.</li> <li>• 75-foot height limit for residential development (where at least 50% of building is in residential uses).</li> <li>• Bonus building height of up to 120 feet for residential development that includes a low- or moderate-income housing component. To use this bonus, projects must include at least: (a) 10 percent of units affordable to households earning 30 percent or less of area median income, <i>OR</i> (b) 20 percent of units affordable to households earning 60 percent or less of the area median income; <i>OR</i> (c) 40 percent of units affordable to households earning 80 percent or less of area median income.</li> <li>• FAR bonuses for residential development on small sites (1:1 FAR bonus where the site is between 10,001 and 20,000 square feet. 2:1 FAR bonus where the site is 10,000 square feet or less)</li> </ul>
<p><b><i>Eastern Freeway Edge (Bonus Areas B and C)</i></b></p> <p>Allow a diversity of uses.</p> <p>Encourage taller buildings along the raised freeway to screen neighborhood from freeway impacts.</p>	<p>EX zoning, with base height limit of 75 feet and 4 to 1 FAR. Recommended bonuses are:</p> <ul style="list-style-type: none"> <li>• <u>Between freeway and NW 18<sup>th</sup> Avenue:</u> 120-foot height and additional FAR possible through bonuses. To use these bonuses, projects must provide:</li> </ul>

INTENT	IMPLEMENTING CODE PROVISIONS
<p>Promote the development of housing affordable to a wide range of income groups.</p> <p>Facilitate the development of underground parking.</p> <p>Increase the potential for residential development on small sites.</p>	<p>(a) Affordable housing units (same as Bonus Area A, above) <i>OR</i></p> <p>(b) Underground parking.</p> <ul style="list-style-type: none"> <li>• <u>Between NW 18<sup>th</sup> and 19<sup>th</sup> avenues:</u> Fewer height bonuses provided (no underground parking bonuses) to encourage development intensity to “step down” toward the rest of the neighborhood.</li> <li>• <u>In both areas,</u> FAR bonuses possible for residential development on small sites (1:1 FAR bonus where the site is between 10,001 and 20,000 square feet. 2:1 FAR bonus where the site is 10,000 square feet or less)</li> </ul>
<p><b><i>Northern Freeway Edge (between NW Raleigh and Hwy 30, east of NW 23rd)</i></b></p> <p>Accommodate existing employment/industrial uses.</p> <p>Acknowledge transportation system limitations.</p> <p>Preserve role of St. Patrick’s Church as a visual landmark.</p>	<p>EX zoning with 65-foot height limit, no bonus height.</p> <p>North of NW Thurman Street, retain existing IG1 zoning, but change Comprehensive Plan Map designation to EX.</p>
<p><b><i>Transition Area North of Freeway (See Map 562-2, “Areas where residential uses are limited”)</i></b></p> <p>Allow a small transition now and address any future Comprehensive Plan Map amendments to a mix of primarily commercial and employment uses</p> <p>Limit impacts on the adjacent Guild’s Lake Industrial Sanctuary, while providing opportunities for a small amount of residential development.</p> <p><b><i>Transition Area North of NW Pettygrove Street</i></b></p> <p>Allow bonus floor area ratio (FAR) for non-residential uses above 1:1 FAR with a contribution to a NW Transportation Fund that will help pay for transportation system improvements in the area.</p>	<p>Retain existing IG1 zoning, except for a small area rezoned to Central Employment (EX) and limit building height to 45-feet.</p> <p>Residential uses limited to 20 percent of building area in the EX zone.</p> <p>For EX zoned property as identified on Map 562-5, where non-residential uses are limited to an FAR of 1:1, allow additional non-residential FAR as allowed in Chapter 562 when a contribution is made to a NW</p>

<b>INTENT</b>	<b>IMPLEMENTING CODE PROVISIONS</b>
	Transportation Fund for the additional square feet of non-residential uses above 1:1 FAR.

### Off-Street Parking Provisions

The zoning provisions below implement the plan’s parking policy and objectives.

INTENT	IMPLEMENTING CODE PROVISIONS
Encourage parking to locate within structures.	Exempt 50 percent of above-ground structured parking area from maximum FAR calculations.
Promote alternatives to the automobile and the efficient utilization of urban land.	Eliminate minimum automobile parking space requirements within the entire Northwest Plan District.
Prevent large surface parking areas and minimize their visual impact.	Limit new surface parking lots to 20,000 sq. ft.
Encourage more efficient use of existing parking lots and structures by allowing shared use of parking facilities (by users other than those associated with the primary land use).	Allow shared parking arrangements, subject to approval by a local Transportation Management Association (TMA) when formed. In the interim, sites identified on Map 562-8 are eligible for shared parking. Limit such parking to plan district residents, employees, and to valet parking.
Facilitate the creation of a limited amount of additional commercial parking on relatively small sized lots, in an area where busy commercial main streets are adjacent to high-density residential areas, to address the scarcity of off-street parking, while minimizing negative impacts.	<p>Allow a limited amount of structured commercial parking on six mapped sites that include residential zoning adjacent to the NW 21<sup>st</sup> and NW 23<sup>rd</sup> main streets.</p> <p>Limit the building height of commercial parking structures on the portion of the site in a residential zone.</p> <p>Provide setback standard exemptions for smaller sized commercial parking sites to allow the desired number of parking spaces to be built.</p> <p>Allow two of the six mapped sites to operate existing surface parking as commercial parking with the installation of code required exterior parking lot landscaping.</p> <p>Allow somewhat larger amounts of structured commercial parking on specific sites with residential zoning through conditional use approval, with a plan district-wide limit of 450 spaces. Conditional use criteria ensure that the transportation system is capable of supporting these larger commercial parking structures.</p> <p>Limit the number of parking spaces provided</p>



<b>INTENT</b>	<b>IMPLEMENTING CODE PROVISIONS</b>
	by all projects using the above provisions to a combined total of 650 spaces, including replacement of existing spaces.



## H. Guild's Lake Industrial Sanctuary Plan Amendments

### Context and Intent

NW Vaughn Street between NW 23<sup>rd</sup> and NW 27<sup>th</sup> Avenues is a unique area of interface between a successful industrial district and a mixed-use urban neighborhood. The proximity of industrial uses in the Guild's Lake Industrial Sanctuary to residential and mixed-use areas to the south has concerned citizens, businesses and policy makers for many years. Land use conflicts have the potential to negatively impact both areas. For instance, air and noise pollution from industrial uses can degrade livability in nearby residential areas, while increased automobile traffic from vibrant mixed-use areas can hinder industrial operations.



In November 2001, during public hearings for the *Guild's Lake Industrial Sanctuary Plan (GLISP)*, City Council directed the Bureau of Planning to consider issues pertaining to the interface between industrial and nonindustrial land in the NW Vaughn Street corridor as part of the *Northwest District Plan* process, and to refine as needed the provisions of the *GLISP*. A Vaughn Corridor Area Focus Group was formed to consider land use options for a limited area along the north side of NW Vaughn Street from NW 23<sup>rd</sup> to NW 27<sup>th</sup> Avenues. The amendments discussed in this chapter are a result of further staff analysis, public input and deliberations on this issue.

The *Northwest District Plan* amends the *Guild's Lake Industrial Sanctuary Plan* to provide for a limited employment, retail, and light industrial transitional area on the north side of NW Vaughn Street. The intent is to foster a better interface with the mixed-use commercial/residential neighborhood to the south and to promote a better streetscape along NW Vaughn Street. The amendments include three primary components: a new *GLISP* land use objective; *Comprehensive Plan* map changes; and code amendments to the Guild's Lake Industrial Sanctuary plan district regulations

### New Land Use Objective

The new land use objective below expresses the desire for a better transition between the Guild's Lake Industrial Sanctuary and neighboring nonindustrial lands and provides the policy support for the plan district amendments.

11. Create a limited transitional area along NW Vaughn Street between industrial land uses in the GLIS and nonindustrial land uses to the south.

### **Comprehensive Plan Map Amendment**

An area along the north side of NW Vaughn Street between Montgomery Park and NW 23<sup>rd</sup> Avenue, generally for one block in depth, is redesignated to Mixed Employment (ME) on the *Comprehensive Plan* map. This designation is intended for areas where a wide variety of employment opportunities are encouraged in an industrial-type setting. The corresponding zones for the ME designation are General Employment 1 (EG1) and General Employment 2 (EG2). The proposal retains the General Industrial 1 (IG1) zoning in this transitional area due to transportation system constraints, such as the lack of public right-of-way along a section of NW Wilson Street, which would serve as an important local access street. In order to take advantage of the additional commercial and retail development potential provided for under the ME designation and plan district provisions described below, property would need to be rezoned to either EG1 or EG2 (the more appropriate zone for this area is EG1). In considering such future proposals for zone changes, decision-makers will take into consideration the adequacy of public services, including the transportation system, on the subject site.

A related amendment applies the Urban Commercial designation and CS zone to an area formerly zoned for high density residential development on the south side of NW Vaughn Street between NW 26<sup>th</sup> and 27<sup>th</sup> Avenues.

### **Changes to the Guild's Lake Industrial Sanctuary Plan District Regulations**

The Guild's Lake Industrial Sanctuary plan district amendments establish a new Subdistrict B that is intended to serve as a transitional area between the mixed-use commercial/residential neighborhood to the south and the industrial lands to the north, as well as promote a better streetscape along NW Vaughn Street.

The new subdistrict allows the potential for office uses up to a 1:1 floor area ratio and retail uses up to 10,000 square feet per site, under certain conditions. A bonus option allows up to an additional .85:1 floor area ratio of office use when the property owner contributes to the Northwest Transportation Fund. This fund will help pay for transportation system improvements that will be needed based on anticipated congestion caused by new development in the subdistrict and adjacent areas. These opportunities increase the potential for more non-residential development from that which exists today. The intent of the additional office FAR bonus in the GLIS plan district is to broaden the range of job producing uses that could be developed in a transitional area between the Industrial Sanctuary and mixed-use neighborhood, north and south of NW Vaughn Street. It also responds to the changing nature of types of businesses and functions that area associated with industrial uses. The Zoning Code provisions also include a disclosure and a marketing statement that recognizes that office uses in Subdistrict B are in an industrial sanctuary.

The property must first be rezoned to an employment designation to take advantage of these provisions. The rezoning process will provide for an analysis of the adequacy of public infrastructure and services, and may require certain improvements as part of development approval. For example, the rededication of NW Wilson Street between NW 24<sup>th</sup> and NW 25<sup>th</sup> Avenue, would likely be required as part of any rezoning adjacent to the desired new right-of-way. It would be implemented at the time development permits are sought for the property adjacent to the desired right-of-way.

In the transitional area, EG base zone provisions apply, with a few exceptions. These regulations prohibit certain uses, limit retail sales and service uses, allow a transfer of office FAR from one site to another, permit half of structured parking FAR to be excluded from FAR calculations, allow a maximum building height of 65', permit 100% building coverage, require ground floor windows, and disallow motor vehicle access along NW Vaughn Street. The Subdistrict B development standards would also promote pedestrian-oriented building designs along NW Vaughn Street through transit street maximum setbacks and pedestrian connectivity standards.



## I. Central City Plan Amendments

Burnside Street is a primary thoroughfare stretching from the West Hills, into downtown Portland, and to the city's eastside and beyond. Much of the Burnside corridor is a regionally designated main street. The segment of West Burnside Street located roughly between NW 21<sup>st</sup> Avenue and NE/SE 12<sup>th</sup> Avenues lies within the *Central City Plan* boundary. The Northwest District Association (NWDA) and Goose Hollow Foothills League (GHFL) neighborhoods contain portions of the Burnside corridor area, on the north and south sides respectively, from I-405 west to around NW 24<sup>th</sup> Avenue and Washington Park. The western portion of these neighborhood areas along Burnside Street are addressed in the plan amendments.

The 1999 NWDA Board-adopted *Northwest District Neighborhood Plan (NWD Neighborhood Plan)* identifies the rezoning of General Commercial (CG) properties to Central Commercial (CX) along the north side of Burnside Street (between NW 23<sup>rd</sup> and NW 24<sup>th</sup> Avenues). In addition, the *NWD Neighborhood Plan* recommends extending the *Central City Plan* from NW 21<sup>st</sup> to NW 24<sup>th</sup> Avenues to include the property to be rezoned and existing CX zoned property located along this stretch of the street. The provisions of this chapter reflect such changes. Also included is the rezoning of CG zoned land to CX on the south side of Burnside Street (between NW 23<sup>rd</sup> Avenue and Washington Park) along with the extension of the *Central City Plan* on the south side from SW King Avenue to Washington Park. The GHFL Planning Committee discussed and provided input on the south side of Burnside Street proposal.

Policy 15, Goose Hollow, of the *Central City Plan*, was adopted in August 1988. It was revised in 1996 as part of the adoption of the *Goose Hollow Station Community Plan*. The properties identified in this Plan are brought into the *Central City Plan*, would be subject to the Goose Hollow Policy in addition to zoning and design guideline provisions. Portions of the West Burnside corridor that currently in the *Central City Plan* are within the Goose Hollow Policy and plan district boundary. Changes to Policy 15 were made to implement the 1999 *NWD Neighborhood Plan's* Burnside Subarea Policy, by revising two objectives (further statements) and one action item, and by adding two action items.

This chapter describes changes to the following Central City Plan elements the *Central City Plan* Policy 15, Goose Hollow and the Goose Hollow Action Chart. Additional changes were made to reflect the new expanded Central City Plan area along West Burnside Street. Amended maps are: Maps 33.510-1 through 33.510-12 of the Portland Zoning Code, Map 420-1, Design Districts and subdistricts in the Central City and South Auditorium Districts, Maps from *Central City Fundamental Design Guidelines* including: Central City Overlay, Zones, Central City Design Guidelines Location Map, Alphabet Historic District, and Kings Hill Historic District, and a Goose Hollow District Design Overlay map from *Goose Hollow Design Guidelines*. See these documents for revised map boundaries.

This section describes City Council adopted revisions, utilizing the following conventions:

- New language is underlined.
- Language to be removed is shown in ~~strikethrough~~.





## Amendments to Central City Plan Policy 15: Goose Hollow

Changes to the Goose Hollow Policy of the Central City Plan follow. These amendments to two “further statements” implement ideas found in the 1999 *NWD Neighborhood Plan*’s Burnside Subarea Policy, specifically the desire to retain existing housing and to improve pedestrian connections across West Burnside Street.

### Central City Plan Policy 15: Goose Hollow

**Protect and enhance the character of Goose Hollow by encouraging new housing, commercial, and mixed-use development, which retains or enhances a sense of community while improving the urban infrastructure to support a more pleasant and livable community.**

#### **FURTHER:**

- A. Encourage the retention of existing housing and Create opportunities for 1,000 new households within the District over the next 20 years. Housing created should provide for those who enjoy a central city location with a neighborhood feel, as well as encourage diversity by attracting families.
- B. Improve pedestrian and bicycle connections to light rail, across West Burnside Street, and throughout the neighborhood.

## Goose Hollow Action Chart Amendments

### Discussion

There are numerous action items and regulations relevant to properties along West Burnside Street and that now apply to those properties incorporated into the *Central City Plan* as part of the *Northwest District Plan*'s adoption. Two new action items (GH25 and GH42) and one revised action item (GH26) were adopted by City Council to implement concepts in the 1999 NWD Plan and clarify future consideration of additional development standards.

### Goose Hollow Action Chart

GH25 Create wider pedestrian areas by including arcades along the frontage of new buildings along West Burnside Street. Time: Ongoing. Implementor: Private

GH26 Expand regulations of the Central City Plan by amending the CCP boundary to include: a) area immediately north and south of West Burnside Street and zoned CX; b) area west of 20<sup>th</sup> Ave. between West Burnside and SW Jefferson Streets within the Goose Hollow station community study area but excluding RH zoned property in the Kings Hill Historic District; and c) area south of SW Jefferson and west of 18<sup>th</sup> Avenue within the station community study area.

GH42 As part of the next update to the *Central City Plan*, explore and apply as appropriate the following development standards along West Burnside Street: Active Use Areas and Required Building Lines. Time: Next 5 years. Implementor: BOP





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