Minutes

Portland City Planning Commission

Volume XVI

January 1960

December 1960

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AGENDA 197

PORTLAND CITY PLANNING COMMISSION MEETING

January 19, 1960

3:00 p.m.

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1. Approval of Minutes and Committee Reports

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2. Election of Officers

3. Progress Report on Sunset Freeway Study

4. Planning Director's Report

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
December 15, 1959
3:00 p.m.

The Portland City Planning Commission met on Tuesday, December 15, 1959, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Acting Chairman Windnagle and members McKinley, Stanton, Prichard, and Kochendoerfer; Metropolitan Planning Director Keith; City Planning Director Woodward; Zoning Supervisor Frost; Senior Planner O'Hiser; Gordon Edwards and Steve Johnston of the Portland Development Commission; and recorder Kaplan.

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APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....November 17, 1959.....approved

b. Zoning Committee.....September 24, 1959.....approved

c. Streets Committee.....December 4, 1959.....approved

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STATEMENT ON CONDITIONS AND AFFAIRS FOR 1959 OF PORTLAND CITY PLANNING COMMISSION

Mr. Woodward pointed out that the statement on Conditions and Affairs of the Planning Commission was prepared for the Mayor's annual budget message. He made reference to pages 1 and 4 of the statement which incorrectly read that Mr. Keefe served as Planning Director for the past seven years; he pointed out that it should correctly read eight years and that the record should be revised to indicate this. This statement was presented for the information of the Planning Commission.

*****

TERWILLIGER PLAZA APARTMENTS

A discussion was held on the problems connected with providing egress and ingress to the Terwilliger Plaza Apartments. This matter was taken up at the Streets Committee's December 4th meeting and it was felt that the Streets Committee would not become involved until such time as a possible dedication or vacation request was presented in connection with this development.

*****

POSSIBLE NEW YEAR'S PARTY FOR COMMISSION MEMBERS AND STAFF

Mr. Woodward related that Mr. Sroufe and he had discussed the possibility of holding a holiday party for Commission members and staff as a means of getting better acquainted with one another. He felt that this had been a very worthwhile and successful event in Oakland and Berkeley, California. No specific date has been suggested for this party.

It was the consensus of the Commission that it would be worthwhile to postpone the party until all vacancies on the staff have been filled, but that it be held as soon after the new year as possible. It was the feeling of the Commission that this would give them an opportunity to become acquainted with the new staff members as well. The Commission members indicated that they did not wish the party tied in with new year's day and suggested that it be a get-acquainted party, possibly holding a cocktail party at one of the clubs.

The matter of working out further details was then referred to Mr. Sroufe and Mr. Woodward.

*****

STATUS OF SUNSET FREEWAY REPORT

Mr. Woodward related that Mr. Keefe's report on the Sunset Freeway has not yet been completed for consideration by the Streets Committee. It is expected that the report will be finalized by the end of December. However, the State Highway Department report will not be available until the middle of January.

Mr. Woodward reported that the consultants who will be hired by the State Highway Department to appraise the two routes are being considered this month but are not likely to be selected until after the State Highway Department's report on the Sunset Freeway is published and made available to this group. He pointed out that the consultants will be required to work with the various City departments to get their viewpoints on the impact of one route over another. The Commission was in agreement with Mr. McKinley's suggestion that Mr. Sroufe, Mr. Woodward, Mr. Fowler, and Commissioner Bowes decide on major issues which should be considered by this consultant firm. Mr. McKinley felt it very important that a firm be selected that is familiar with planning in regard to the impact of such freeways on land use.

*****

PROPOSED ORIGIN-DESTINATION SURVEY

Mr. Woodward reported on a recent meeting held in Salem and attended by State Highway officials, City and County officials, and Bureau of Public

Roads' representatives from Washington, D.C. regarding an origin and destination survey to be conducted in 1960 for the Portland Metropolitan Area. This origin and destination survey will be the first step in developing a Transportation Plan for the Portland Metropolitan Area. From the various agencies represented at the meeting, it was proposed that a Co-ordinating Committee be set up. Two representatives, one for each county and one for all cities in each county, would comprise the Co-ordinating Committee. The City Planning Commission and Metropolitan Planning Commission will be involved in providing information in regard to existing and future land use, population, and employment data.

*****

REPORT ON URBAN RENEWAL ACTIVITIES

Mr. Woodward related that an Urban Renewal Committee meeting will be scheduled in the near future to outline the various phases of urban renewal activities available to the City of Portland.

A demonstration project has been proposed by the Portland Development Commission to show how residential areas can be rehabilitated without clearance and redevelopment. Federal "220" funds can be made available to home owners in a demonstration project area to help them improve their dwellings. The Portland Development Commission has asked the staff of the City Planning Commission to analyze one area as a possible project site and to suggest other possible sites.

The Housing Act of 1959 makes grants available to cities to prepare a Community Renewal Program. This program may include: (1) the identification of slum areas or blighted, deteriorated, or deteriorating areas in the community; (2) the measurement of the nature and degree of blight and blighting factors within such areas; (3) determination of the financial, relocation, and other resources needed and available to renew such areas; (4) the identification of potential project areas and, where feasible, types of urban renewal action contemplated within such areas; and (5) scheduling or programing of urban renewal activities. The staff is presently exploring the feasibility of the City of Portland making application to prepare such a program. A report will be submitted to the Urban Renewal Committee in the near future.

*****

PLANNING ADVISORY SERVICE

Copies of the ASPO Newsletter, which are supplied through out recent subscription to ASPO's Planning Advisory Service, were mailed to Commission members prior to the meeting. The Commission expressed the feeling that this was a worthwhile source of information with regard to planning matters, and were pleased to learn of this recent subscription.

Mr. Woodward related that the subscription to Planning Advisory Service also includes an inquiry service through which we may obtain research, advice, and information on specific questions and problems; a series of monthly Information Reports, each on a particular aspect of planning that is a current or foreseen problem; Planning, the annual book of ASPO conference papers; and several additional reports and bibliographies.

*****

Meeting adjourned.

*****

Charles E. Woodward
Planning Director

CEW:lmk

MINUTES OF MEETING
Schools and Parks Committee
January 8, 1960
3:00 p.m.

The Schools and Parks Committee of the City Planning Commission met on Friday, January 8, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman McKinley and members Stanton and Dudley; Planning Director Woodward; Zoning Supervisor Frost; Senior Planner O'Hiser; and recorder Kaplan.

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P.C. File No. 3598 was the request of School District No. 1 to construct a two-classroom addition to Peninsula School, located at 8125 N. Emerald Avenue.

Staff Report: The proposed addition is to be an extension of the north wing of Peninsula School. The addition therefore will be located in the northwesterly corner of the site.

At the present time, Peninsula School has a classroom-per-acre ratio of 3.7. The proposed addition would boost this ratio to 4.0, which is the maximum for a two-story elementary school. The maximum ratio for single-story schools such as Peninsula is 3.5. Other minimum requirements of the Planning and Zoning Code are met by this proposal.

The Land for Schools report recommends no further enlargement to Peninsula School since the school is, at the present time, exactly at the maximum recommended size for elementary schools (816 pupil capacity). The suggestion in that report was that provision for future needs be made by boundary adjustments rather than enlargement to the school. The principal adjustment proposed in the report was the pulling in of the easterly attendance district boundary to the proposed freeway alignment along N. Burrage or N. Delaware Avenue. Since this has not become the adopted alignment for U.S. 99, it no longer appears a logical district boundary. Consequently, there seems to be little objection to the enlargement from the point of view of the school neighborhood system.

The principal objection appears to be one of standards in relation to the classroom-per-acre ratio proposed. All property bordering on the Peninsula School site is improved. To attempt to expand the site would mean the purchase of additional houses. The location of the addition is such that very little of the site which is usable for playground purposes is being taken. The staff therefore, although feeling somewhat hesitant, cannot find grounds for vigorously objecting to this proposal.

Staff Recommendation: Approval of the proposed addition.

Discussion: Under discussion of the proposed enlargement to Peninsula School, it was brought out that the neighboring Kenton School is presently serving below its school capacity of 696, having three vacant classrooms at this time. With this in mind, the Schools Committee members felt the need to see the exact relationship between these two schools before any action is taken on this matter. The staff was then asked to contact the School District for further information.

Action Taken: The Committee voted to table this matter at the present time, and directed the staff to meet with Dr. De Bernardis of the School District for further information on this proposal.

*****

P.C. File No. 3605 was the request of School District No. 1 to construct a two-story addition to Roosevelt High School, housing library, art and music facilities.

Staff Report: The addition is being proposed to be located at the southwesterly corner of the existing Roosevelt High School building. The addition will contain approximately 29,000 square feet of floor area in two stories. Total ground coverage will be approximately 20,000 square feet.

The Planning and Zoning Code lists no minimum standards for high school buildings other than the minimum yards and required parking. The proposed addition is well within all of these requirements.

The Planning Commission staff can find no possible objection to the proposed addition.

Staff Recommendation: Approval of the proposal as submitted.

Discussion: Under discussion of this high school matter, the Committee pointed out the need for a study to determine recreational requirements for high schools in the Portland area. Mr. Frost stated that recommendations for joint school-park facilities were directed toward elementary schools in the Land for Schools report while high schools were not touched upon. However, the staff and Committee members agreed that there is a need for study of school-park facilities at the high school level. It was brought out that the Portland School District has asked the City Planning staff to explore the high school problem.

Action Taken: The Committee voted to approve the proposed addition to Roosevelt High School as submitted. The Committee further suggested that the proposal for a study to determine high school needs be considered in the near future.

*****

Charles E. Woodward
Planning Director

CEW:lmk

EXTRACTS FROM PUBLIC ADMINISTRATION SERVICE REPORT TO CITY COUNCIL RELEVANT TO THE CITY PLANNING COMMISSION

In fulfillment of its contract with the City of Portland, the Public Administration Service prepared a report, dated December 22, 1959, recommending certain organizational, functional, and administrative reforms in the governmental structure of the City. The excerpts below are the most important references from the report on the role and responsibilities of the City Planning Commission.

History

"Portland has had a City Planning Commission and staff since the year 1919 and has enjoyed many of the benefits accruing from land use planning and zoning. To a more limited extent, the planning agency has participated in the planning of public works and related physical improvements undertaken by the several City departments.

The Planning Commission, created by ordinance, is comprised of nine members appointed by the Mayor for four-year terms and serving without compensation. The Commission is advisory to the City Council on all matters pertaining to land use zoning and physical improvement programs and projects. It receives and reviews planning reports of the staff and hears and makes recommendations to the Council on petitions for changes in zoning. The Variance Committee of the Commission hears and decides applications for zoning adjustments or variances, subject to appeal to the Council. Commission-Council relationships are generally good, the Council being reluctant to reverse or disregard the findings of the Planning Commission.

The Planning Bureau is now organizationally located in the Department of Public Works, with the Planning Director responsible to the Commissioner of Public Works. The staff of 17 members is divided between the two Divisions of Planning and Zoning. As noted above, the zoning enforcement program is relatively comprehensive, with technical studies made of each request for zone change or variance by the staff, followed by Commission or Committee action. The completely revised zoning ordinance, recently developed and made effective July 1, 1959, represents a marked improvement over the former ordinance. A closer liaison between the zoning enforcement staff and the building inspection personnel would be desirable, and possibly best achieved by physically locating the two groups together.

Participation in the planning of capital improvement projects of the several City bureaus and departments by the Planning Commission has been less than adequate. This has been more the fault of the operating departments than of the planning agency, possibly because the departments do not request assistance at an early enough point in the planning process.

An example of this is the current design and relocation of fire stations, where the planners were brought in much too late. The only recent case of fully effective use of the planning agency was not by a City department, but by School District No. 1 in the preparation of its school site plan.

The recommended capital budget system will bring the Planning Bureau definitely into the programming of the City's capital improvements and will require the updating and expansion of the comprehensive City plan. Essential to this is the transfer of the Planning Bureau to the proposed Department of Administration and Finance along with the other vital staff agencies serving all departments of the City government." (Page 30)

Administrative Improvement

"The Planning Commission should be given Charter status by a simple provision requiring that there shall be a City Planning Commission with such powers and duties as shall be prescribed by ordinance. The provision should specify the number of members and terms of office, with appointment and removal by the Mayor subject to Council approval." (Page 237)

Organization

"No changes are proposed in the organization or functions of the City Planning Commission, other than its transfer from the Department of Public Works.....The planning of the physical development of the City and the capital improvement program of the City government touches upon every municipal activity and requires the co-ordinated efforts of all departments. This can best be assured by locating the unit responsible for technical planning services directly under the Mayor." (Pages 18 and 20)

Capital Budget

"The City of Portland has no capital budget; that is, no orderly plan for capital improvements and their financing. At each election, the voters judge a popularity contest between sewers, parks, streets, bridges, buildings and other public works in approving or rejecting special tax levies and bond issues. This approach to capital improvements results in extravagance in some areas and critical neglect in others, for it is a little unfair to ask the public to judge between fire trucks and sewers, or between a jail and a park. The nearest approach thus far to a planned capital improvement program was the unsuccessful attempt to gain voter approval of a large public works "package"

in the election of November, 1958. The intent was good and the need present, but the processes of preparing and justifying the plan were inadequate.

The need for capital budgeting has, in recent years, gained widespread recognition among large American cities. The ultimate savings to be realized from long-range planning should be self-evident; but consummation of a long-range plan is largely dependent upon the development of, and adherence to, a plan for financing the necessary improvements. Without an effective capital budget, much of the value of planning is lost. It is therefore recommended that the following steps be taken by the City to assure the development of a capital budget:

1. The Planning Commission be charged with the responsibility of developing and recommending to the City Council a master city plan. Once this plan is adopted by the Council, it should be kept current through the establishment of a procedure for annual review. The master plan should represent the developmental goals toward which the City is striving.

2. Each department should submit annually a "project request sheet" for each improvement of a capital nature which the department feels should be constructed within a predetermined number of years (generally a five to ten-year period) .....The project request should be routed through the Planning Commission for review and comment relative to compliance with the over-all City Plan and for an appraisal as to priority. The requests should then be forwarded to the Budget Bureau for compilation." (Pages 26 and 27)

Strengthening the Planning Processes (Example of Functioning of Capital Budget Program)

"There is a real need for improving the planning processes for the development of park facilities. There is evidence of good planning having been done at certain times in the past, but this does not apply to the present situation. Program and facility planning involves more than preparing lists of desired activities and projects, and rough estimates of their cost; it encompasses a continuing analysis of needs versus facilities or resources, and methods of maintaining a desirable balance between the two. It includes the development of comprehensive long-range plans, their periodic review and modification to meet changing situations, and continuing review of plan execution and results.

With income from the special tax levy, a number of new properties have been acquired, the development of which will require considerable additional capital investment. Some of these properties were purchased

according to predetermined plans and others at random or as attractive opportunities occurred. No useful purpose would now be served by exploring the wisdom of past actions, but it is important at this time to prepare definite plans for the future improvement or disposition of these areas, if and when funds become available, and to support possible requests for such funds. Plans do not now exist in a form that meet even minimum acceptable requirements, and it would be most unwise to commit additional funds to the expansion of park facilities and programs until the planning job has been done.....

It is recommended that there be maximum co-operation between the Parks and Recreation Bureau and the Planning Commission in the conduct of the forthcoming study and that this be given high priority by the Superintendent and division heads. The Administrative Officer should be assigned continuing responsibility for the Bureau's participation in this planning study as well as for the co-ordination of all internal program and facility planning activities of the Bureau. In the development of a long-range recreational plan, careful consideration should be given to (1) the desirability of improving existing properties prior to the acquisition of new areas, (2) the geographic distribution of facilities based on actual need, (3) maximum joint planning and use of park and school facilities, and (4) interpretation of general "standards" in light of Portland's favored natural location. This plan, when completed, should provide the basis for the development of a capital improvement program with time and priority schedules essential to sound fiscal and program planning." (Pages 139, 140, and 141)

Relationship to Semi-Autonomous Commissions

"Each commission should make periodic reports to the City Council describing present programs and future plans. The monthly meeting of commission directors, inaugurated and conducted by the present Mayor, provides a good means for commissions to report on their activities and to learn about the activities of others; however, it would be preferable for the entire City Council to participate in these meetings. Each commission should also submit to the Council an annual budget, which should represent its best estimate of its program, revenues, and expenditures for the coming year. The format of such a budget need not be the same as that used by the regular City departments, nor is there any reason why commission expenditures should be limited to the amount authorized in the approved budget. Revenues and expenditures are likely to vary in proportion to the amount of business conducted by the Exposition-Recreation or Dock Commissions or with the speed with which a project is accomplished, as in the case of the Portland Development Commission. Where applicable, the budgets should also include a schedule of the basic rates to be charged, for the rates determine the amount of income an enterprise may earn. The proposed programs and budgets should be reviewed, modified if necessary, and approved by the City Council. Each

commission should then operate within the intent of its approved program during the coming year.

All plans for capital expenditures should be submitted to the City Council for review and consideration. The physical plants administered by the Exposition-Recreation Commission and the Commission of Public Docks have been paid for, in large measure, by the taxpayers of the City and they are the property of the City as is true, to a major degree, of the property being acquired by the Development Commission. No commission should spend or pledge its earnings to pay for new facilities or projects until a determination has been made that the public interest would be better served by such an expenditure than by the reduction of the general fund debt levy or by the payment of a dividend by the enterprise to its stockholders -- the people of Portland -- in the form of a transfer to the general fund.

Although City finances are not involved in the provision of public housing, the amount and type of public housing which the City is to have is a matter of public policy and should be determined by the City Council." (Pages 218 and 219)

Administrative Co-ordination

"There are innumerable instances where co-operation of various commissions and City departments is to the advantage of the City, and commissions should expect assistance from and give assistance to regular City departments. The Development Commission and the Housing Authority, as well as the Bureaus of Building, Fire, and Health and the Planning Commission, would all be interested, for example, in the results of a housing survey and should make such a survey jointly; the Commission of Public Docks and the Planning Commission should co-operate in planning for future port facilities;.....and the Development Commission should work closely with several City agencies in expediting execution of its renewal projects. Commissions should expect to be members of the City government and other departments should treat them as such.

It would assist the process of providing for adequate administrative co-ordination if each commission were assigned to a Commissioner who would assume responsibility for achieving needed co-ordination and co-operation, and this has been recommended." (Pages 220 and 221)

PCPC
CEW:lmk
1-14-60

Chart 1

PRESENT ORGANIZATION
PORTLAND CITY GOVERNMENT

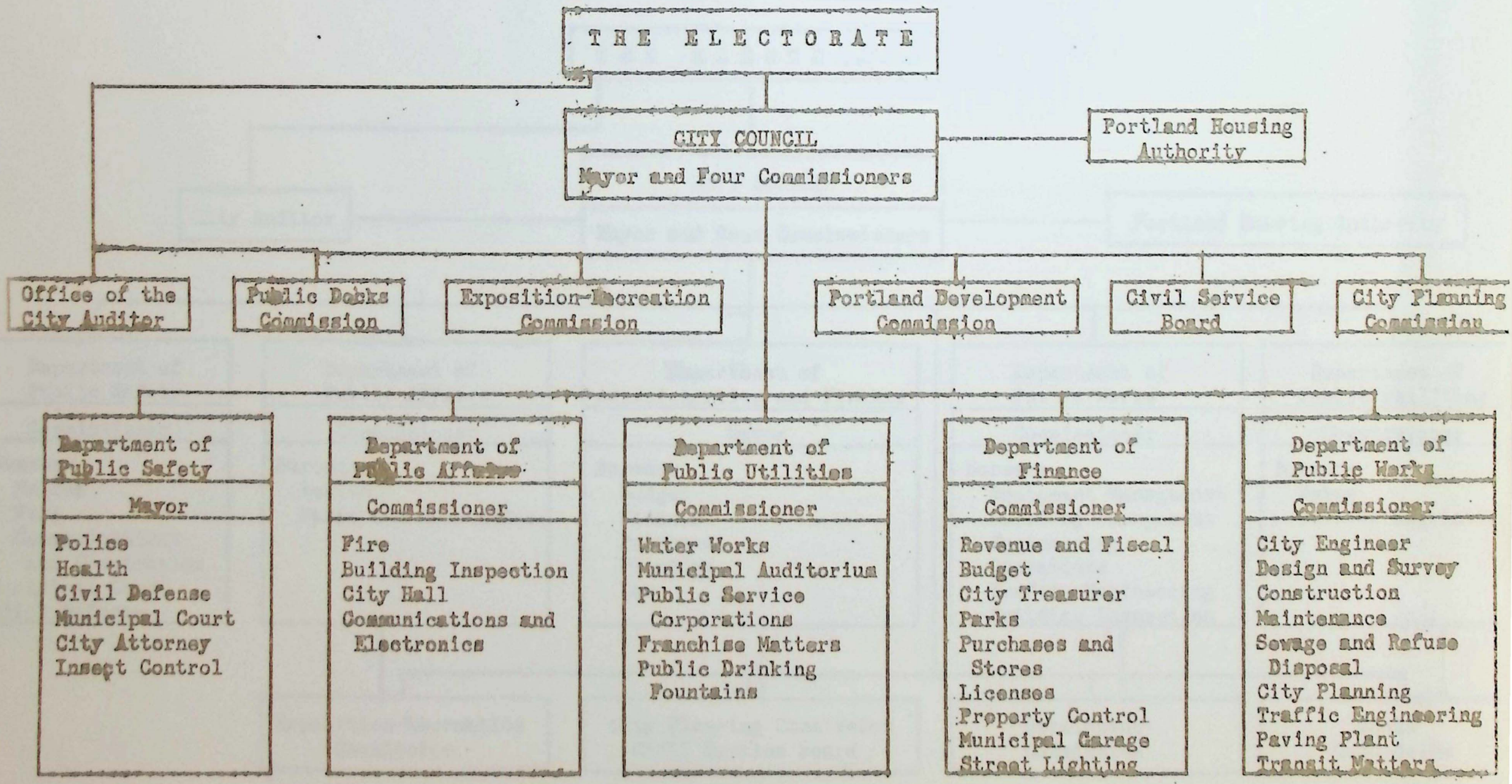
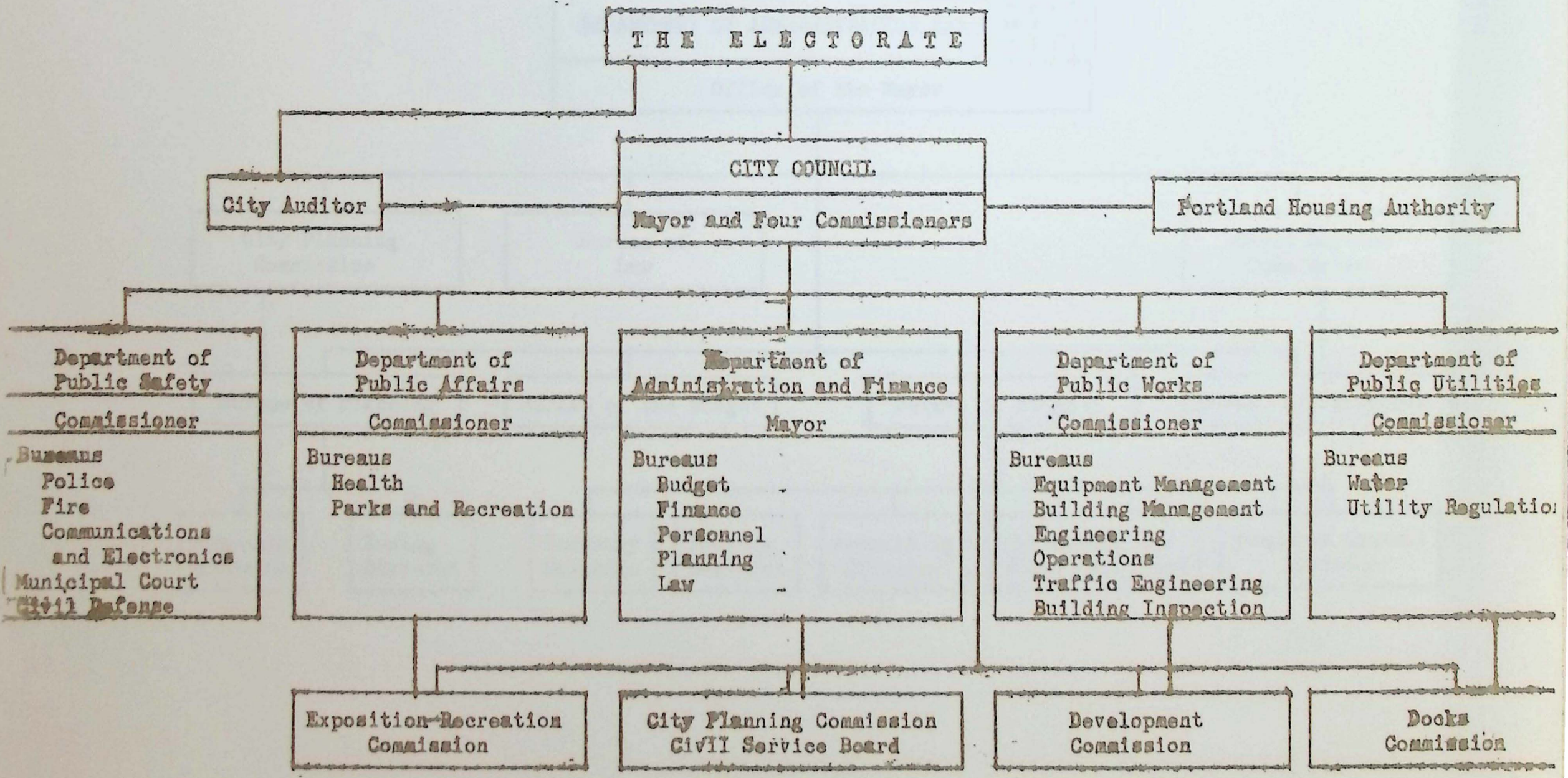
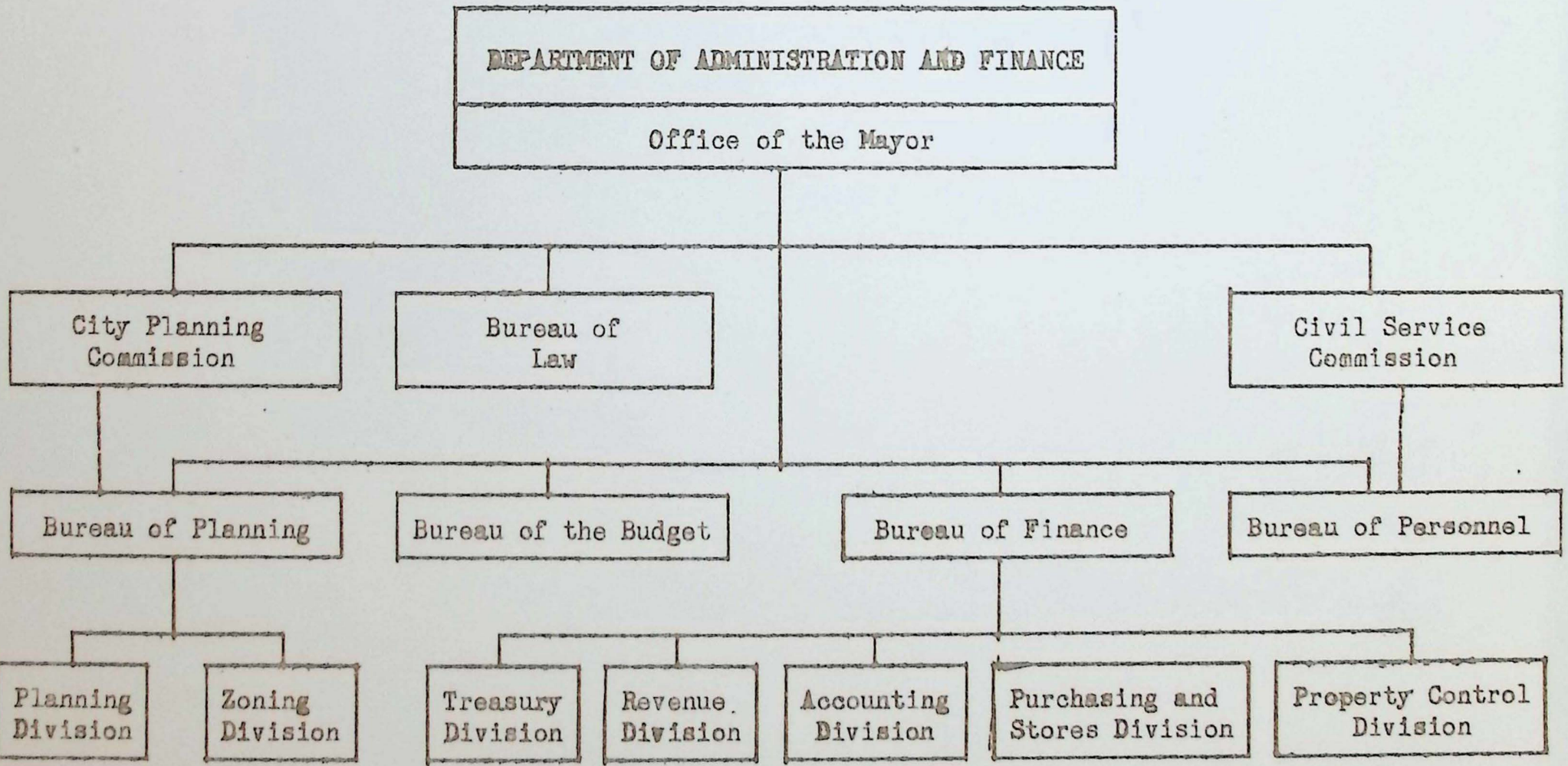


Chart II

RECOMMENDED ORGANIZATION OF PORTLAND CITY GOVERNMENT



January 1960


DEPARTMENT OF ADMINISTRATION AND FINANCE
Office of the Mayor
City Planning Commission
Bureau of Law
Civil Service Commission
Bureau of Planning
Bureau of the Budget
Bureau of Finance
Bureau of Personnel
Planning Division
Zoning Division
Treasury Division
Revenue Division
Accounting Division
Purchasing and Stores Division
Property Control Division

AGENDA 198

PORTLAND CITY PLANNING COMMISSION MEETING

February 16, 1960

3:00 p.m.

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1. Approval of Minutes and Committee Reports

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5. Planning Director's Report

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
January 26, 1960
3:00 p.m.

The Portland City Planning Commission met on Tuesday, January 26, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Sroufe and members Windnagle, Stanton, McKinley, Prichard, Kochendoerfer, Dudley, and Clark; Planning Director Woodward; Zoning Supervisor Frost; Senior Planner O'Hiser; Planning Assistant Thibeau; and recorder Kaplan.

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Mr. Sroufe welcomed Mr. Herbert Clark to the Commission and introduced him to the various Commission members. Mr. Clark has been appointed to the position vacated by Mr. Boody.

*****

APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....December 15, 1959.....approved

b. Schools & Parks Committee.....January 8, 1960.....approved

Mr. McKinley referred the Commission to the Schools and Parks Committee minutes dated January 8, 1960, at which the question was raised as to the need for a study to determine high school standards. The Committee generally felt that there is a definite need for a future study of this nature.

*****

ELECTION OF OFFICERS

The Commission unanimously voted to re-elect Mr. Sroufe and Mr. Windnagle as President and Vice President, respectively. Prior to a vote on this matter, Mr. Windnagle pointed out his plans for a forthcoming trip to Europe during the period of March 1 to October 1.

*****

PROGRESS REPORT ON SUNSET FREEWAY STUDY

Mr. Woodward read the minutes of the January 18 meeting of the Streets Committee regarding the status of the Sunset Freeway Report. The minutes,

as adopted by the Planning Commission, are included in this Agenda on page 5.

It was brought out that another Streets Committee meeting has been scheduled for January 29, at which an outline report of the Sunset Freeway study will be presented by the staff. An effort will be made to present a completed report to the Planning Commission at its March 15 meeting. Mr. Sroufe related Mr. Fowler's statement that the State's report on the Sunset and Stadium Freeways will be submitted to the State Highway Commission sometime this week and will be available for distribution about a week following.

Mr. Sroufe reported that he had received a copy of the Summary and Recommendations of the Sunset Freeway Report from Downtown Portland, Incorporated, along with a letter of transmittal offering support of the Market-Clay route in the event that it is the selection of the Planning Commission. Mr. Sroufe submitted the letter for the information of the Streets Committee at its January 29 meeting.

Mr. Sroufe spoke of a recent meeting held at the University Club concerning the Sunset Freeway route and attended by representatives from the State Highway Department and Downtown Portland, Incorporated's Board of Directors, Mr. Lloyd Keefe, Mr. Fred Fowler, Mr. L. H. Rosenthal, and Commissioner Bowes. Mr. Sroufe related that the meeting was scheduled by the State Highway Department, and Mr. McIver gave a presentation on the groundwork of the State with regard to this study, including cost estimates, which led to its recommendation for the Foothills route.

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PLANNING DIRECTOR'S REPORT

Mr. Woodward reported that Mr. Jeffery Holbrook has filled the position on the Design Committee recently vacated by Al Bullier.

With regard to the Mayor's annual budget message, which was previously mailed to Commission members, Mr. Woodward pointed out recommendations in the report which suggest the possibility of a joint City-County planning agency and the mention of a joint recreation study.

Mr. Woodward stated that a limited number of copies were issued of the Public Administration Service report for Bureau use. The two copies issued to the Planning Commission are the property of Commissioner Bowes and must be returned to him on call. Commission members interested in reading the entire report (extracts from the report were mailed to the Commission members) may do so on a loan basis.

With regard to outstanding Committee minutes, Mr. Woodward cited the several minutes, mainly zoning, which have been omitted from Agendas to date.

He stated that an effort will be made to include the outstanding minutes as soon as possible.

Mr. Woodward related that Bob Blakesley has been appointed to the Senior Planner position on our staff, his employment to become effective February 1. Mr. Blakesley is presently employed by the Bureau of Municipal Research. Also, the upgrading of Kenneth Erickson from Planning Assistant to City Planner was reported.

Mr. Woodward stated that the Assistant Director position has not attracted too many applicants to date. He pointed out the disadvantage of the low salary offered for this position, and added that it might be possible to increase this salary in the new budget. Mr. McKinley felt that some appeal should be made to the Salary Supervisor regarding this position. Mr. Sroufe felt that it might be advisable to make a study with regard to pay scales for our planning positions, and added that he would give further consideration as to selecting a committee to make such a study.

Mr. Woodward reported that matters to be brought to the attention of the Urban Renewal Committee in the near future are (1) what types of urban renewal assistance are available to the City of Portland, and (2) a discussion on the role of the Planning Commission and the role of the Portland Development Commission. In connection with this, a discussion followed on the need for a closer working relationship between the Planning Commission and the Development Commission. It was felt that the boundary of planning control of the two agencies should be more clearly defined and that a better working relationship would then develop.

Mr. Woodward related that the objective of the staff's current work program is to complete all projects which were started prior to the arrival of the Commission's new Planning Director in September. The majority of this work should be completed in February. A review of the City Planning Commission's long-range planning program will be undertaken as soon as there is sufficient time and manpower available. This is deemed essential for programing future work assignments and preparing the annual budget. The future planning program will be concerned with a continuing review, revision, and expansion of the work started on the Comprehensive Development Plan as well as developing programs and techniques for accomplishing-the-plan proposals.

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COMMITTEE ASSIGNMENTS

Mr. Sroufe appointed Mr. Herbert Clark, the newly appointed Commission member, to serve on the Zoning Committee. In the absence of Mr. Windnagle, who will be in Europe from March 1 through October 1, Mr. Kochendoerfer will serve as chairman of that committee.

Mr. Sroufe indicated he would make further committee assignments at the February 16 meeting of the Planning Commission.

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EXCAVATIONS AND FILLS

Mr. Stanton pointed out that the matter of control over excavations and fills is one item which has been pending for some time. No action has been taken to date concerning control over grading on public or private property. He felt that some measure of action should be taken with regard to this.

It was brought out that the new Zoning Code has certain limitations for excavations and fills on private property only.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

CEW:lmk

MINUTES OF MEETING
Streets Committee
January 18, 1960
3:00 p.m.

The Streets Committee of the City Planning Commission met on Monday, January 18, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Commission President Sroufe; Planning Director Woodward; Senior Planner O'Hiser; City Planner Erickson; Planning Assistants Thibeau and Polehn; and recorder Kaplan.

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The Streets Committee requested the Planning Commission staff to start preparing a report on the freeway system in the vicinity of downtown Portland, to be presented to the Streets Committee at its earliest convenience, taking into consideration all available reports (studies by the State Highway Department, Lloyd T. Keefe, and Fred T. Fowler). Any report pertinent to downtown freeway planning should be utilized.

More specifically, the Committee directed the staff to (1) extract the gist of Mr. Keefe's report, in terms of major policies or principles of freeway design that relate to city planning, and present an outline report to the Committee at the earliest possible date; (2) present a review and analysis of the State Highway Department's report to the Committee; (3) make a comparative analysis of the State Highway Department's report and Mr. Keefe's; and (4) prepare this material in final report form for adoption by the Planning Commission and submission to the City Council. An analysis of the Stadium Freeway proposals would be included, where appropriate, in this directive.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

CEW:lmk

MINUTES OF MEETING
ZONING COMMITTEE
August 27, 1959
3:00 P.M.

The Zoning Committee of the City Planning Commission met on Thursday, August 27, 1959, at 3:00 p.m. in the conference room of the Commission at 424 S.W. Main Street.

Those present were: Chairman Windnagle and Members Dudley and Kochendoerfer; Building Inspectors Director Benard, Acting Director Nims, and Recorder Brown.

* * * * *

PETITION NO.: 3511 was the request of Tully D. and Hazel M. Reschler, of 3200 S.E. Johnson Creek Boulevard, to change from Zone I to Zone C2, for construction of a service station, on property located at 32nd and Johnson Creek Boulevard, legally described as Lots 1 & 2, Block 1, Enyart.

Staff Report: The petitioner wishes to replace an old vacant service station on the west half of Lot 1 with a larger new modern one covering Lots 1 and 2. On the east half of Lot 1 is a single-family residence. Lot 2 is at present vacant as is Lot 9 to the east which is under the same ownership. Lots 10 and 11 to the north of Lot 9 are also owned by this same party, and contains a single-family residence on Lot 11 and a small vacant florist shop on Lot 10. Lot 3, south of the zone change area is vacant too, but Lots 4 & 5 contain single-family homes. Along the west side of S.E. 32nd Avenue between S.E. Sherett and the zone change area are four single-family homes. Across S.E. Johnson Creek Boulevard to the north is a cut approximately 40 feet deep which contains the Portland Traction Company right-of-way. A wooden bridge carries Tacoma Street diagonally across this cut and into S.E. Johnson Creek road at its intersection with S.E. 32nd Avenue. All three of these streets are local thoroughfares and carry a fair amount of traffic. East of S.E. 33rd Avenue residences are located on both sides of Johnson Creek Boulevard, some of which are quite substantial.

Staff Recommendation: Approval of Zone Change

Action Taken: The Zone Change request was approved as submitted.

* * * * *

PETITION NO.: 3523 was the request of Thomas K. Welch of 1423 S.W. Columbia to change from Zone R5 to Zone A1, for construction of a court apartment, the property located at S.E. 40th Avenue and Powell Boulevard and legally described as T.L. 108, Section 12, 1 S, 1 E.

Staff Report: The petitioner proposes to construct a court apartment on the zone change area. The site measures 30,500 square feet in size which would permit a 30 unit apartment. The property lies within a low ravine which runs parallel with Powell Boulevard for some distance. On the northeasterly portion of the site is situated an old single-family residence which should be removed. The C2 property to the north of the zone change area contains a large Safeway parking lot behind a retaining wall. The southeast corner of S.E. 40th Avenue and Powell Boulevard in C2 is a lumber yard. Just to the south of this and across S.E. 40th Avenue from the zone change area on Tax Lot 120 is a single-family home and the ravine which is surrounded by dense evergreen trees contains a nursery. South

of this on Tax Lots 208 & 230 are small single-family homes. Tax Lots 121 & 195 are now being developed with a 12-plex and duplex. Tax Lot 19 on the east side of S.E. 41st Avenue contains a two-story, 19 unit apartment.

The rest of S.E. 40th Avenue south of the zone change area on both sides of the street is in single-family use. Properties along S.E. 39th Avenue west of the zone change area are in A1 and contain a few multi-family units.

It seems very reasonable that a transitional strip of apartment zoning be situated between C2 and R5 in the vicinity of this zone change.

Staff Recommendation: Approval

Action Taken: Approval of Zone Change request as submitted

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PETITION NO.: 3521 was the request of B. F. Freeland, 430 N.E. Church Street for change of zone from A2.5 to C2 for construction of a Western Auto store building on property located at N.E. Church Street between S.E. 7th Avenue and S.E. Union Avenue and is legally described as the south 45 feet of Lot 6, Block 1, Cloverdale Tract.

Staff Report: The petitioner has requested a change to Zone III, (a comparable zone under the new code would be C2) in order to permit the construction of a Western Auto storerbuilding on Lots 25 and 26 (now in Zone C2 to the south) and on the southerly 45' of Lot 6 of the Zone Change area. The northerly position of the Zone change area to be for parking and loading for the store.

The Zone Change area now contains an older single-family residence. Lot 5 to the west is vacant and gravelled for parking. Lots 3 and 4 along Union Avenue (in C2) to the west contain a building approximately 50' x 50' in size and the balance is in paved parking. Zone C2 across N.E. Church Street to the north contains a commercial building. To the east of this and all along the north side of N.E. Church Street opposite the Zone Change area are older, single-family houses. Just east of the Zone Change area lies Lot 7 which is vacant. To the east of this is Lot 8 with a single-family home and which is zoned A2.5P, the balance of this block to the east is in single-family use.

The vicinity of N.E. Union and Killingsworth has developed into a major shopping center concentration. At the southeast corner is the Fred Meyer complex which has recently been granted street vacations and zone changes for further expansion. At the southwest corner in Block 9 is the J.C. Penney complex. The northwest corner contains a bank with associated parking. The Planning Commission believes it would be logical to permit zone changes which would block up the commercial expansion of the northeast corner as well.

Staff Recommendation: Approval

Action Taken: Approved

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P. C. FILE NO.: 3270 was the request of Mrs. Leonard E. Cornelius, 4950 S.W. Barbur Boulevard for change of Zone from II to III.

Staff Report: On October 31, 1957, Mrs. L. E. Cornelius petitioned the City Council to initiate proceedings to change to Zone III two parcels of Zone II property lying on the west side of SW Barbur Boulevard between SW Hooker Street and Duniway Park. The Council on November 7, 1957 did initiate the proceedings and directed the Planning Commission to prepare a report. The Planning Commission on April 8, 1958 reported back to Council in a six page statement recommending that the zone not be changed. The Council on June 25, 1958 voted to grant the Zone Change with conditions and referred the matter to the Planning Commission to recommend conditions. The Zoning Committee on July 14, 1958, voted to recommend the following conditions:

1. The following conditions shall apply to the Zone Change area and to all of Blocks 74 and 75, Caruther's Addition to Caruther's Addition if developed as part of a coordinated project constructed upon the Zone Change area and adjoining properties along SW Barbur Boulevard between city-owned park property and SW Hooker Street.

2. One off-street parking space of 250 square feet shall be provided for each guest room or suite of any motel constructed wholly or partially on the above mentioned properties. For commercial uses other than a motel, off-street parking shall be provided for at a ratio of one space of 250 square feet for every 250 square feet of gross floor area.

3. All off-street parking spaces shall be paved with a dust-proof material.

4. No wall of any structure hereafter erected wholly or partially on the Zone Change area shall be constructed closer than 30' to the North property line which adjoins Duniway Park nor closer than 10' to SW Hooker Street and SW Barbur Boulevard.

5. Ingress and egress from the above mentioned properties to SW Barbur Boulevard shall be confined to SW Hooker Street in a location satisfactory to the Traffic Engineer's Office.

The petitioner has never replied to these conditions, and consequently the Council has never taken final action on the matter.

Recently the petitioner submitted an Architects preliminary site plan for a motel with swimming pool, coffee shop and shops. After viewing the site again with this project in mind, the staff recommends that Condition No. 4 be amended to reduce the 30' side yard width to Duniway Park to 20', and that the 10' yard along Hooker Street be reduced to 5'. With this change the petitioner's plan meets all conditions except that buildings are 5' within the north side yard, and 10' within the Barbur Boulevard setback at the north end.

It is expected that the petitioners will attend the meeting to explain their project.

Action Taken: The petitioner could not comply with all the conditions and the proposed buildings are too close to Barbur Boulevard so action is delayed for two weeks.

P. C. FILE NO.: 3487 was the request of the Holy Trinity Greek Orthodox Church by Gregg J. Gregors, 3131 N.E. Glisan Street for a church parking lot on the NE corner of N.E. 32nd Avenue and Glisan Street, and is legally described as Lot 12, Block 15, Laurelhurst.

Staff Report: At the last meeting of the Zoning Committee protests were made by some of the neighbors that the proposed parking lot would present a traffic hazard and that there was actually no need for off-street parking because the on-street parking was working satisfactorily. The Traffic Engineer has been asked to investigate these matters.

Discussion: Appearing in opposition to the request were R. A. Bennet, 3452 N.E. Pacific Street, Mrs. George Sandy, 3261 N.E. Sandy, Mrs. Frederick, 3243 N.E. Hoyt. In favor of the petition was George Flissas, of 5718 S.E. Washington.

Action Taken: Approval

* * * * *

P. C. FILE NO.: 3501 was the request of Dr. A. G. Maudsley of 4151 N. Overlook Terrace, to place fill material over the bank at the back of their property to bring the back yard up to usable level, on property legally described as Lot 21, Block "B", Overlook, and located at 4151 N. Overlook.

Staff Report: The applicant desires to place additional fill material at the rear of their property to raise the level of their back yard. The house is a daylight basement type and is situated at the edge of a steep ravine which lies above Greeley Avenue. The Nuisance Division finds no objection provided the dumping is completed in a reasonable length of time. No remonstrances have been received.

Staff Recommendation: Approve Conditional Use for filling until December 31, 1960.

Discussion: Appearing in objection to this request was John A. Schrag of 4055 N. Overlook Terrace.

Action Taken: Approval of Conditional Use request.

* * * * *

PETITION NO.: 3515 was the request of George B. and Mathilda Allen of 8841 N. Delaware Avenue, to change Zone R5 to M3, on property legally described as Lots 16 through 24 and 33 through 39, Block 42, Peninsular Addition No. 4, located at 2536 N. Columbia Boulevard near Delaware Street.

Staff Report: The petitioner conducts an automobile repair and paint shop approximately 50' back from Columbia Boulevard in M3. He also has a few old cars for sale which are parked on the Zone Change area and he wishes to have all his property in Zone M3 to legalize this activity and also since "no one would buy any of the back lots for a home", leaving it in R5 "would be a great economic loss to us as tax payers and also to the city."

The petitioners Zone Change area has been graded and leveled during past years leaving a sloping bank approximately 20' high along the southerly Zone Change boundary and 15' bank along the westerly boundary. This bank serves as a recognizable demarcation line between properties along Columbia Boulevard and residential districts to the south. A single-family home is situated above the bank to the south, the petitioners own single-family residence lies approximately in the center of the Zone Change area. Lots 31 and 32 were not included in the petition because they are city owned lots with sewer installations underground. To the east of the Zone Change area between Delaware Avenue and Kenton Avenue is a large vacant tract in M3 and east of this the Voit Company manufacturing recapping rubber in M2. Across Columbia Boulevard and the railroad tracks to the north are various industries in M1 such as a pipe and tank company. West of the Zone Change area along the gently sloping strip of ground lying just south of Columbia Boulevard are mostly vacant properties and a few older homes. The M3 zoning here averages 100' to 200' in width, but narrows to practically nothing at Delaware Avenue. The University Homes residential subdivision recently platted by the Housing Authority approximately ten blocks to the west, reserved a 140' wide strip along Columbia Boulevard to buffer the residential district and for future widening into the Columbia Expressway. Because of the railroad right-of-way the expressway could not be moved to the north.

Staff Recommendation: Approval on condition that any building be setback 50' from Columbia Boulevard.

Action Taken: Approval of staff recommendation

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Meeting adjourned.

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Frank N. Frost

Frank N. Frost
Zoning Supervisor

MINUTES OF MEETING
Zoning Committee
October 8, 1959
3:00 p.m.

The Zoning Committee of the City Planning Commission met on Thursday, October 8, 1959, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Windnagle and members Kochendoerfer and Dudley; Planning Director Woodward; Zoning Supervisor Frost; and recorder Reilly.

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Petition No. 3526 was the request of Albert and Beatrice Furrer to construct a new five-plex on the corner of SE 55th Avenue and Hawthorne Boulevard. This request was continued from the previous meeting for Committee viewing.

After viewing the property, it was the opinion of the Committee that this is not a proper apartment site.

Action Taken: The Committee voted unanimously to deny the petition.

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P.C. File No. 3520C was the request of Robert and Sandra McDonald and Richard and Kathleen Thompson for Conditional Use approval of a home occupation -- the operation of a printing press.

Discussion: Two problems were discussed in connection with this petition: first, the fact that one applicant was not a member of the household but would be working on the press, which is not allowed under code provisions for a home occupation, and, secondly, the question of carrying on the business in an accessory building. Mrs. McDonald explained that she would be glad to amend the petition, and the non-resident signer would be omitted.

Action Taken: The Committee voted unanimously to grant the petition as amended, subject to an interpretation by the City Attorney as to whether an accessory building would come under the terms of the Zoning Code. Subsequently, the City Attorney agreed that, if the Planning Commission so interpreted, then the garage would constitute a portion of the total dwelling complex.

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P.C. File No. 3555C was the Conditional Use request of the Southeast Company for the moving of a building (Oregonian branch office). Proposed site: SE 23rd Avenue and SE Glenwood Street.

The applicant proposes to move a small 16' x 20' wood frame building onto the site, to be used as a branch newspaper distribution office. The proposal is to set the building back 15 feet from the SE Glenwood Street property line at approximately the center of the block, between SE 23rd Avenue and SE McLoughlin Boulevard.

The surrounding property is zoned R5. The strip of property lying between SE McLoughlin Boulevard is vacant and undeveloped, and lies north of the proposed location of the portable building. To the south, across SE Glenwood Street, is a new fire station and in the center of SE Glenwood Street, at the McLoughlin Boulevard line, is a small building used as a labor recruiting office. To the south, across SE Bybee Boulevard, lies Westmoreland Park; to the west, property fronting on SE 22nd Avenue is developed with single-family houses.

Branch newspaper offices such as this have been erected in the past in residential sections of the city by special permit. The primary problem which they can raise is one of nuisance value for surrounding residential properties. In this location, there are no nearby residential properties and, consequently, that nuisance would thereby be eliminated. The staff feels that this is probably an excellent location for such a use.

Staff Recommendation: Approval of Conditional Use request.

Discussion: Several remonstrators spoke against granting this request. These included Mrs. Earl Barker, 6826 SE 22nd Avenue; Irvine Campbell, 2209 SE Bybee Boulevard; W. B. Tate, 6814 SE 22nd Avenue. Eleven additional property owners submitted a petition of remonstrance. The objections were mainly concerned with infringement on a residential section and the possibility of this being an opening wedge toward commercial zoning. The location near the railroad and highway was also mentioned as undesirable from the standpoint of the newsboys.

Action Taken: The Committee voted unanimously to grant the application.

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P.C. File No. 3535C was a request of the Pisgah Home Colony, 7511 SE Henry Street, for Conditional Use approval for a home for the aged, housing 25 persons. Location: SE Henry, just west of SE 77th Avenue.

The applicant now maintains a home for the aged which exists on the western portion of the property. The proposal is to construct a new

single-story home immediately adjacent to this older building on the east. The existing building will remain standing until its present tenants can be moved to the new structure; thereupon, the older building will be torn down.

The total site measures 32,000 square feet in area and could, according to zoning code standards, be developed with a building housing up to 32 persons. A 25-foot front yard is proposed along SE Henry Street. There is ample property to provide the necessary off-street parking and off-street loading facilities. All other yards, as proposed by the applicant, are within the minimum standards set forth in the Zoning Code with the exception of the yard along the easterly property line. At this property line, the applicant is proposing 11 feet rather than the 15 feet provided in the code. This reduction in yard is made necessary by the problem of constructing a new building upon a site already occupied by an existing structure. The new building will be directly against the old structure, the east porch and fire escapes of which will already have been removed to provide additional construction room. Adjoining this reduced yard on the east is a single-family house. All other development in the vicinity is in the form of single-family houses, mostly older, but containing a scattering of modest new dwellings as well. All factors considered, the staff did not believe that this reduction in required yard width is a serious deficiency.

Staff Recommendation: While any reduction in minimum standards makes denial of the application mandatory, the staff believes that our report to City Council should indicate that the denial was on technical grounds only and recommend that the application be approved as submitted.

Discussion: Although there were no actual remonstrators present, questions were raised by Lawrence Dann, 7406 SE Henry Street, and Mr. Messenger, 3528 SE Henry Street, concerning the amount of improvements to be made such as sewers, curbing, etc., which might cause assessments against adjoining properties. The architect, Donald Lindgren, explained that the sewer would be extended to the property and that curbs would be put in only in front of the property. The question was raised by Mr. Benard concerning the possibility of removing the fire escape on the old structure during construction of the new one, and he pointed out that the Fire Marshal would no doubt object to this. The secretary of the Pisgah Home Colony agreed that some kind of temporary fire escape would be provided.

Action Taken: The Committee voted unanimously to grant the petition with the condition that it be pointed out to the City Attorney and City Council that, in one respect, the property does not meet minimum requirements, and recommend to the Council that they grant the reduction of side yard from 15 feet to 11 feet.

*****

P.C. File No. 3540C was the request of Richard and Ruth Shane (Clarence Earl Finker, optional purchaser) for Conditional Use approval to convert an existing house to two apartments. Location: northeast corner of NE 17th Avenue and Saratoga Street.

The applicant's property is developed with an old, large two-story building located on the 75' x 100' corner in Zone R5L. The Planning and Zoning Code lists as a Conditional Use the conversion to a two-family dwelling of a house which is by greater size, greater age, obsolete plan, material, construction, large site size, or other features substantially different from the dwellings characterizing its immediate neighborhood. Surrounding the applicant's property, all other houses seem to be considerably smaller in size, generally newer and primarily of single-story construction. In the opinion of the staff, this proposal is fully within the intent of the code provision quoted above. The applicant's proposal seems to be completely within all other provisions of the Planning and Zoning Code.

Staff Recommendation: Approval of Conditional Use request.

Action Taken: The Committee felt that the proposal was fully within the intent of the code provision quoted above and approved the request unanimously.

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Petition No. 3560 was the request of Thomas H. and Nettie Allen (Timberline Incorporated of Oregon, optional purchaser) to change from Zone A1 to C4 the property located on the northwest corner of NW 25th Avenue and Lovejoy Street, legally described as Lots 1-2, Block 14, Goldsmith's Addition.

The applicant's property contains a large old house located in a neighborhood of similar two and three-story buildings, all formerly expensive residences, which are now mostly apartments and rooming house conversions. The applicant's property is located in Zone A1, directly across NW Lovejoy Street from A0 zoning. The nearest commercial zoning lies along NW 23rd Avenue, some 400 feet to the east.

The applicant proposes to install in this large old residential building (1) a residence, (2) a one-room office for the Austrian Consulate, (3) one or two rooms for the office of Timberline Incorporated, a veneer export firm, and (4) one or two rooms to be used as an antique shop. Both the Consulate office and the export office will hire employees -- a part-time employee is anticipated for the Consulate office and a full-time employee for the business office. The antique shop will be operated by the lady of the house. The applicant states that the house will be fully painted and restored on the outside and that there will be no outside display of merchandise and that the anticipated signs will be small identification signs only.

The staff originally advised the applicant to initiate a change of zone to C_4 to allow this complex operation. Upon further study, however, it became apparent that both these office uses are Conditional Uses in Zone AO. The antique shop is a legitimate home occupation in AO and the proposed signs are all within AO standards for Conditional Use. Since AO zoning lies directly across the street from the applicant's property, it would seem entirely feasible to extend the AO zoning to include this property. The staff cannot recommend the requested zoning change since it would constitute a simple case of "spot zoning" and would, of course, not limit the use of the property to the present intentions of the applicant. On the other hand, each of the uses requested, if developed as described by the applicant, would, in all probability, be quite reasonable in the surroundings. The staff therefore suggests the following procedure:

1. Planning Commission recommendation of a change of zone to AO.
2. Instructions to the applicant to file a Conditional Use application.
3. The Planning Commission could then hold the required hearing of the Conditional Uses with the anticipation that they could be approved subject to the required zone change which the Planning Commission would have already recommended favorably upon.

Staff Recommendation: As above.

Action Taken: It was the feeling of the Committee that this zone change should be approved to AO, and that a Conditional Use request should be filed by the applicant. By unanimous consent, the request was tabled until after the filing of a Conditional Use request, at which time both items will be considered simultaneously.

*****

P.C. File No. 3571 was the request of Robert and Beverly Wagner to amend Ordinance No. 110232, a revocable permit, which allowed the conversion of an old two-story house into a professional office building (See File No. 3465) in Zone AO.

In April, 1959, the C.A. Wagner Company was granted a revocable permit (Ordinance No. 110232) to convert an existing residential building, located on Lot 10, Block 285, Couch's Addition, into professional offices. The applicant now finds that it would be more advantageous to construct an entirely new structure than to convert the existing building. However, the wording of Ordinance No. 110232 allows a conversion only. It was the feeling of the Committee that it was not the intent of the Planning Commission that the applicant be restricted to a conversion, and therefore the ordinance should be amended to allow either the conversion of the existing residence, subject to the conditions of the ordinance, or a new office structure, subject to the provisions of the Planning and Zoning Code. It was unanimously agreed to request such an amendment.

Action Taken: As discussed above, the Committee was in agreement that an amendment to Ordinance No. 110232 should be prepared, allowing construction of a new office structure subject to the provisions of the Planning and Zoning Code.

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P.C. File No. 3574 was the Planning Commission initiation of a zone change from R5 to C2 at SW 22nd Avenue and Spring Garden Street. The properties are located on the east side of SW 22nd Avenue at Spring Garden Street. They now contain business structures and are physically an integral part of the business strip development along SW Pacific Highway.

Because of the location of the petition property, an attempt on the part of the owners to change the zone by the usual petition procedure would require the circulation of the petition within an area lying entirely on the opposite side of the Baldock Freeway and ranging from 400' to 800' removed from the zone change property. The Committee felt that such a procedure would impose an obviously unnecessary hardship and that the zone change should be initiated by the Planning Commission.

Action Taken: The Committee unanimously agreed that the Planning Commission should initiate a change of zone from R5S to C2S for the above described property.

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Petition No. 3553 was the request of Robert A. and Mable Bitar and Frank A. and Margaret Bitar for a change of zone from R5 and R5S to R5P and R5SP for the property located on the north side of NE Schuyler Street. approximately 225 feet east of NE 82nd Avenue.

In addition to the 50' x 200' parcel which is the subject of this zone change request, the applicant owns the abutting 104' to the west. The entire property, measuring 154' x 200', lies vacant and undeveloped. The entire parcel was originally placed in R5 in the proposed zoning pattern. The owner remonstrated against this classification. His original remonstrance letter requested that Lot 3 be assigned a C2 classification and that Lot 4 serve as a buffer between it and the residential property to the east. During the hearings before Council, he amended this request by asking that all except the easterly 50' of his property be placed in C2 with that easterly 50' to serve as a "buffer". The Council granted his request and placed Lot 3 and all except the easterly 50' of Lot 4 in C2. This petition has now been filed, asking that this easterly 50' of Lot 4 be placed in a "P" zone to allow it to be used for parking, which the applicant considers to be a reasonable step-down between a commercial development and adjoining residential properties.

Adjoining the applicants' property on the east, all development is in the form of single-family houses, those abutting the applicant's property being somewhat older while those further to the east are mostly new and well maintained. There has been considerable recent construction of single-family houses in this general vicinity.

The applicant has presented no plot plan indicating a specific proposal. For this reason, it appeared to the Committee that the applicant wants the change of zone for speculative reasons.

Action Taken: The Committee unanimously voted to deny the request as submitted.

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P.C. File No. 3556 was the request of Michael Pagnotta for a revocable permit to allow parking of a commercial vehicle in an A2.5 Zone for the property located on the south side of SE Taggart Street, 150 feet west of SE 25th Avenue.

The applicant's property is situated in an area developed primarily with single-family houses, although an occasional duplex is in evidence. Older houses of moderate size are the primary building type, but the area shows no signs of visual decay. The applicant requests a permit allowing him to park a one-ton refrigerated meat truck on a paved driveway which he has constructed on this vacant lot. The parking pad, as constructed, would allow the truck to be parked approximately 24 feet back from the street property line. No garage, carport or other shelter is anticipated.

The applicant maintains a single-family house on the lot adjoining to the east. This house and all other houses in the vicinity appear to be set back approximately 15 feet from the property line.

The applicant was issued a building permit to allow him to construct this driveway. The Zoning Code, however, prohibits the parking of commerical vehicles over one-half ton capacity in an A2.5 Zone. The staff can find no justification in this instance for waiving the provisions of the code.

Action Taken: The Committee voted unanimously to deny this request.

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Petition No. 3558 was the request of D.H. and C.A. Lomax for a change of zone from A2.5 to A1 for the property located on the southwest corner of SE Ladd and Palm Streets for construction of a 7-unit apartment building.

The applicant's property consists of a vacant 128' x 80' corner. Surrounding the property in all directions, the area is heavily built up, largely with two-story houses generally very well kept and an occasional duplex and rooming house. Generally speaking, SE Ladd Avenue is a very attractive residential street and represents one of the most pleasant portions of Ladds Addition. The applicant proposes to construct a six-unit apartment building attached to an additional large apartment to be occupied by the owner, making a total of seven dwelling units on the lot. Off-street parking is proposed along the alley to the rear of the property. Front yards of 11 feet from SE Ladd Avenue and 8 feet from SE Palm Street are proposed.

The central portion of Ladds Addition is all zoned A2.5. As far as could be determined by field inspection of surrounding streets, there are, at the present time, no apartment buildings other than duplexes within several hundred feet of the petitioners' property.

Approval of this petition would constitute a pure "spot zone" and, as such, could certainly not be justified in the opinion of the staff. Under A2.5 density regulations, a four-plex is the maximum that could be built on this property.

Action Taken: It was felt by the Committee that approval of this petition would constitute a "spot zone". Therefore, the petition was denied by a unanimous vote.

*****

Petition No. 3559 was the request of E.D. and Lillian C. Haney to change from Zone R5 to M3 the property located on the south side of SE Taggart Street, 110 feet west of SE 82nd Avenue, for use as a storage lot for new boats.

The zone change property consists of a 32' x 108' strip of property which abuts the applicant's boat sales lot on the west. The property lies between the business development along SE 82nd Avenue and a large new court apartment development on the west. There would seem to be no other sensible use for this narrow strip of property than development in conjunction with the abutting business. The applicant proposes to surface the property, erect a fence, and use it for a storage lot for new boats and eventually for expansion of the existing building.

Staff Recommendation: Approval of the zone change request subject to the following condition:

> A screen shall be immediately provided and thereafter maintained separating the zone change area from adjacent residential property. Such screen shall be a masonry wall, an ornamental wooden fence, a compact evergreen hedge or a chain-link type wire fence with evergreen vines, in accord-

Action Taken: The request was unanimously approved subject to the screening condition set forth in Section 6-3603, paragraph (b) and sub-paragraph (b) 1, Planning and Zoning Code.

*****

P.C. File No. 3536C was the request of Portland State College for Conditional Use approval for construction of a classroom building for Portland State College, to be located on the east side of SW Park Avenue between SW Harrison and Hall Streets.

After this application was filed and after notification of hearing was mailed to surrounding property owners, staff investigation disclosed that the property referred to in this application is not all in Portland State ownership as yet. Since a Conditional Use application must be made by the property owner, this must be considered a faulty application and the matter should be tabled until a future date when an amended application can be filed. At that time, new notification should be sent to adjoining property owners and a new hearing held.

Action Taken: The request was tabled by unanimous consent.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

FNF:lmk

MINUTES OF MEETING
Streets Committee
January 22, 1960
3:00 p.m.

The Streets Committee of the Portland City Planning Commission met on Friday, January 22, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Right-of-Way Engineer Short; Planning Director Woodward; Senior Planner O'Hiser; City Planner Erickson; Planning Assistant Thibeau; and recorder Kaplan.

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V8-59 -- Vacation of NE 66th Avenue between NE Oregon Street and NE Glisan Street. Petitioner: Gibbons and Reed Company.

Staff Report: On June 4, 1959, the Streets Committee considered the proposed vacation of NE 66th Avenue between NE Oregon and Glisan Streets. It was recommended that the vacation petition be deferred until definite plans could be presented with necessary zone changes and vacation requests acted upon together.

On January 14, 1960, the Zoning Committee recommended that a zone change be granted, changing the property in question to C2. This change was granted on the basis of a plan for a Fred Meyer store and commercial rental shops at the site.

The vacated portion of NE 66th Avenue is proposed for parking. The petitioner, at the same time, proposes the dedication of a 50-foot street, NE 66th Place, between NE 67th Avenue and NE Oregon Street. The dedication provides an access from NE 67th Avenue, the primary traffic distributor from the north.

A driveway on the north side of Glisan provides access to the parking area for traffic from the south, east, and west. In order to relieve traffic congestion on NE Glisan, lane refuges for right and left turns should be provided. The office of the Traffic Engineer believes this could be provided within the present 82-foot right-of-way; however, the existing roadway width of 50 feet should be widened to 64 feet.

Staff Recommendation: Approve vacation and dedication as submitted, provided that the City Council grants the zone change and that the roadway of NE Glisan Street be improved by the developer to provide lane refuges and be improved to a width approved by the Traffic Engineer.

Discussion: In connection with the proposed dedication, the Committee expressed concern over the small lots that would remain, as a result of the dedication, fronting on NE 67th Avenue. The Committee felt that they would be too substandard to build upon and perhaps should be landscaped.

Mr. Erickson reported that the lots in question are zoned R5, and further commercial development would be prohibited. Moreover, any residential use would require a variance.

It was generally agreed that access to the development was needed, but it was brought out that it might best be utilized as a private driveway rather than a dedication to the City. The Committee did not feel that a dedicated street should run through this block (between NE 66th Place and NE 67th Avenue on Oregon Street). Mr. Prichard did feel, however, that the dedication would be of benefit to the City because of the existing grade there. The factor of seeing that some control was placed over the 50' x 34' lots fronting on NE 67th Avenue was a major consideration in the Committee's final approval of the proposed dedication.

Action Taken: The Committee voted to recommend that the vacation and dedication be approved subject to Council approval of the zone change; that the roadway of NE Glisan Street be improved by the developer to provide lane refuges and be improved to a width approved by the Traffic Engineer; and that the 50' x 34' lots fronting on 67th Avenue be landscaped.

*****

S34-59 -- Setback Appeal of NE Killingsworth Street at NE Rodney Avenue. Ordinance No. 78098. Sponsor: Carter Oil Company.

Staff Report: Ordinance No. 78098, passed by the City Council on November 19, 1942, established a building setback on N and NE Killingsworth Street from N Willamette Boulevard to NE 42nd Avenue. On NE Killingsworth at NE Rodney Avenue, this setback is 10 feet from the street lot line or 40 feet from the center line.

The Carter Oil Company proposes to construct a service station on the southeast corner of Killingsworth and Rodney. They have requested that the street setback be reduced to allow the construction of the following:

1. Two yard lights and standards
2. One internally-illuminated identification sign and pole
3. One steel canopy, 20 feet in width, projecting 6.5 feet into the setback area

It is the staff's opinion that, inasmuch as yard lights contribute to the safety of vehicular and pedestrian traffic, they may be considered unobtrusive within the setback area.

The identification sign and pole display the product sold on the premises. However, such sign should be limited to less than 40 square feet in area. The pole should also conform to such standards as outlined in the proposed amendments to Article 45, Planning and Zoning Code.

The staff feels that the canopy could be moved to a point 7 feet from the street without incurring a hardship on the applicant or restricting traffic circulation on the premises.

Staff Recommendation: Approval of the following:

1. Two yard lights shielded from street traffic
2. One internally-lighted sign and pole, non-flashing, non-moving, not to exceed 40 square feet in area, and located within the lot lines
3. One steel canopy projecting no more than 3 feet into the setback area provided such canopy is non-illuminated within the setback

Discussion: Mr. Erickson pointed out that the Carter Oil Company requested that the steel canopy be permitted to project 6.5 feet into the setback area; the staff is recommending that this projection be only 3 feet.

The Committee discussed the matter of whether or not these setback appeals should be subject to future review by the Council. It was felt that the Planning Commission should investigate the possibility of allowing certain items in a setback on a revocable basis.

Mr. Thibeau reported that the City Attorney is of the opinion that, if property is needed or acquired for future street widening purposes, the City might have to stand the expense for removal of any existing structures.

Action Taken: The Committee voted to approve the following:

1. Two yard lights shielded from street traffic
2. One internally-lighted sign and pole, non-flashing, non-moving, not to exceed 40 square feet in area, and located within the lot lines
3. One steel canopy projecting no more than 3 feet into the setback area provided such canopy is non-illuminated within the setback

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S2-60 -- Setback Appeal of SW Barbur Boulevard at SW Alice Street. Ordinance No. 95283. Sponsor: Tidewater Oil Company.

Staff Report: Ordinance No. 95283, passed by the City Council on October 25, 1951, established a building setback of 15 feet from the property line for this portion of SW Barbur Boulevard under consideration.

The Tidewater Oil Company proposes to construct a truck service station on the southerly side of SW Barbur Boulevard near Alice Street. They have requested that the street setback be reduced to allow the construction of the following:

1. Four yard lights and standards
2. One illuminated identification sign and pole
3. One concrete island with 3 pipe stands
4. One truck scale, 60 feet by 10 feet

It is the staff's opinion that, inasmuch as yard lights contribute to the safety of vehicular and pedestrian traffic, they may be considered unobtrusive within the setback area.

The identification sign and pole display the product sold on the premises. However, such sign should be limited to less than 40 square feet in area. The pole should also conform to such standards as outlined in the proposed amendments to Article 45, Planning and Zoning Code.

The staff feels that the pump island and scale are relatively permanent structures and not in keeping with provisions of the setback. Further, both structures would tend to increase the density of trucks parking or stopping within the setback. On the rear of the lot, there is an area approximately 30 feet in width and relatively level. By moving the buildings and islands 15 feet to the rear, the setback could be maintained without incurring an unnecessary hardship.

Staff Recommendation: Approval of the following:

1. Four yard lights shielded from street traffic
2. One illuminated sign and pole, non-flashing, non-moving, not to exceed 40 square feet in area, and located within the lot lines

Discussion: The contractor for the project, speaking on behalf of the Tidewater Oil Company for the need of the concrete island and the truck scale as proposed, pointed out that there is a very definite slope at the rear of the main building which makes it difficult to set the structure back any further. He stated that the rear of the building will be utilized by trucks as a turn-around. If the building were to set back an additional 15 feet, this would only allow 10 feet for the trucks. Also, it was brought out that, if the staff recommendation was complied with, the appellant would have to abandon one driveway.

The Committee felt that they would be placing the City under a liability if the truck scale were permitted within the setback. They pointed out that the removal of such a structure, if right-of-way was needed for future street widening, would be at the expense of the City.

Mr. Stanton suggested that the appellant try to redesign his plan by perhaps turning the cafe around so that additional space could be utilized at the rear of the building and, at the same time, providing the needed setback.

A letter was then read by Mr. Erickson, which remonstrated against this proposed request. Mr. Erickson stated that the remonstrator was unable to attend this hearing. The letter stated no reasons for the opposition.

The Committee discussed the possibility of locating the pump island 7 feet from the property line. This would then place the truck scale out of the setback. After some discussion, however, the Committee agreed that it did not wish to establish a precedent by permitting the pump island within the setback as it was felt that it represents one portion of the entire structure and should be considered as such. The fact that the pump island was not under the same roof as that of the main structure in no way altered the feeling of the Committee that it represented a major portion of the economic potential of the development.

In support of Tidewater Oil's request, the contractor pointed out that they have tried to plan for a development that would be a benefit to the City by servicing the trucks in an uncongested area of the City off the street. Also, he pointed out that, in this particular section of the City, there are no existing sidewalks and there is mainly a highway-type development along this strip. Mr. Thompson felt, however, that future development may alter this picture.

Action Taken: The Committee voted to approve the following:

1. Four yard lights shielded from street traffic
2. One illuminated sign and pole, non-flashing, non-moving, not to exceed 40 square feet in area, and located within the lot lines

The Committee suggested that the appellant try to redesign his plan in an attempt to include the pump island and truck scale so that it could be successfully utilized as a part of the whole development. After such an attempt has been made, the Committee indicated it would welcome reconsideration of this matter.

*****

35-59 -- Subdivision at SE 73rd Avenue near East Burnside Street. No. of lots: 10. No. of Acres: 3.09. Sponsor: T.K. Welch.

Staff Report: Early in 1958, Mr. Abendroth asked the Planning Commission to consider a change of the proposed zoning from R5 to A2.5 for the properties on both sides of the middle portion of SE 73rd Avenue. The Planning Commission found that the existing 30-foot street could not adequately serve an apartment development and recommended dedication to widen the street to 50 feet. The owner filed a deed with the City Engineer, dedicating a 10-foot strip along each side of the existing 30-foot right-of-way of SE 73rd Avenue. The zone was then changed to A2.5.

Since that time in 1958, the property has changed ownership. Mr. Welch, presently in legal control, has planned a subdivision into lots for duplex and multi-family units under the old Zoning Code (Zone II). As proposed, Lots 1 through 8 are planned for 16 units, Lot 9 is planned for 13 units, and Lot 10 for 30 units. The plans were based on dedication of a 40-foot street. The staff indicated to the subdivider that a 50-foot street was the minimum requirement. Reluctantly, the subdivider agreed to a 50-foot street and noted that one or two proposed units would be lost.

The City Engineer has indicated that the required roadway width will be 30 feet and that it would be possible to utilize a 40-foot right-of-way. The staff restated the position of the Planning Commission, urging the dedication of a 50-foot street. The City Engineer agreed on the dedication of a 50-foot street and a 30-foot roadway.

Underground utilities are provided by easements to be recorded on the rear lot lines.

Staff Recommendation: Approve subdivision with a 50-foot street.

Discussion: Mr. Welch appeared at the meeting with regard to his plat and indicated that it would be very difficult to utilize 59 units with a 50-foot street. Mr. Erickson pointed out that, because of the density of the units, a 50-foot right-of-way is the minimum requirement. Mr. Short reported that the dedication in connection with the 50-foot street has not been accepted by the Council as yet, as it has been held in the City Engineer's office.

It was brought out that the sponsor will build under the old Zoning Code. Mr. Stanton felt that it was very unfortunate that the development will be so saturated. Mr. Welch, the owner and builder, related that he was not aware of the deed for a 50-foot street on his property at the time of its purchase. He added that he just recently learned of the existence of the deed. Mr. Welch felt that a 50-foot street would be excessive and related that the ends of 73rd Avenue, at Burnside and at Thorburn, are presently 30 feet and 40 feet, respectively.

The number of parking stalls Mr. Welch planned to provide exceeds the number of units. However, Mr. Erickson pointed out that the location of such parking stalls does not meet the requirements of the new code.

The City Engineer's office has taken the position that a 40-foot right-of-way would be feasible. Mr. Bergstrom, Assistant Traffic Engineer, stated that parking would have to be prohibited on both sides of the street if a 40-foot right-of-way is permitted. Mr. Stanton felt that there is some advantage in having a narrow street if parking is prohibited on the street. After further discussion, Mr. Bergstrom indicated that it was possible to have parking on one side of the street with

a 30-foot roadway, but was undesirable. He felt that sidewalks should be provided on both sides of the street for the safety of children and, because of the multiple-family development, for frequent walks to the bus stop.

Action Taken: The Committee voted to approve the plat with a 40-foot street.

*****

V32-59 -- Vacation of SW 24th Avenue between SW Dakota Street and SW Bertha Boulevard (reconsideration). Petitioner: Emil Hirning.

Staff Report: Mr. Hirning has petitioned for the vacation of SW 24th Avenue between SW Dakota Street and SW Bertha Boulevard. SW 24th Avenue and SW Dakota Street are presently unimproved.

The sponsor proposes a 46-unit apartment development. A zone change has been granted by the City, changing the proposed site from R5 to A2.5.

It appears to the staff that improvement of SW 24th is unlikely and that the use of the street as public right-of-way is unnecessary. The staff also feels that Lot 1 of Block 11, Bertha, should be dedicated for street purposes. The future street need of this small piece will be necessitated by interchange construction as outlined in the Hillsdale Report.

Staff Recommendation: Approve vacation as submitted with the dedication of Lot 1, Block 11, Bertha Addition.

Discussion: A report from the Traffic Engineer was read at the meeting, relating that they have no objection to the proposed vacation and suggesting that the left-turn refuge lane for west-bound traffic on the Bertha-Beaverton Highway be provided adjacent to Bertha Boulevard to serve not only the proposed development but other abutting properties on Bertha between the Bertha-Beaverton Highway and SW 30th Avenue.

Action Taken: The Committee voted to recommend that the vacation of SW 24th Avenue between SW Dakota Street and SW Bertha Boulevard be approved with the dedication of Lot 1, Block 11, Bertha Addition.

*****

33-59 -- Subdivision at SW Rivington Drive near SW Myrtle Court. No. of Acres: 1.65. No. of Lots: 5. Sponsor: Glen E. Kibbe.

Staff Report: The subdivision is a replat of Lot 4 (except the east 60 feet), Cardinell Heights, and comprises approximately 1.65 acres

(71,600 square feet). The owner, Mr. Glen E. Kibbe, plans a subdivision into five lots, the smallest of which is Lot 2, comprising slightly over 10,000 square feet. This conforms to the R10 zoning requirements which govern the subdivision area.

The very steep nature of the terrain presents extremely difficult building conditions. The entire area slopes abruptly from the edge of the street at a grade of roughly 50 per cent toward the northeast corner of the subdivision. However, the engineer of the plat has stated that purchasers are available for the five lots.

A deed restriction on the property requires that each lot have 100 feet of frontage. This is provided on the plat.

Staff Recommendation: Approve preliminary plat as submitted.

Action Taken: The Committee voted to approve the preliminary plat as submitted.

*****

V36-59 -- Vacation of alleys between Blocks 3 and 4 and Blocks 4 and 5, Virginia Heights, near SW Fairmount Boulevard. Petitioner: Carl N. and Mary Reynolds.

Staff Report: The alley between Blocks 3 and 4 is approximately 185' in length and 10' in width. The alley between Blocks 4 and 5 is approximately 106' in length and 10' in width. Both alleys are located along the center of steep ravines. It appears that the alleys were not platted to provide access, but rather to provide drainage facilities on public right-of-way.

Presently, there is a two-inch water main in the alley between Blocks 3 and 4. If the alley is vacated, access to the main would be accomplished by easement rights as written into a vacation ordinance.

The petitioner owns all the property abutting on the alleys and desires to vacate the alleys so that he may fence the frontage on SW Fairmount Boulevard. The vacation, if granted, would provide a contiguous area under the legal control of the petitioner.

Staff Recommendation: Approve vacation as submitted.

Discussion: Mr. Short reported that the Water Bureau has recommended against this proposed vacation because of the existing two-inch water main. It was brought out, however, that there is an easement written into the vacation ordinance which would provide access to the two-inch water main.

Action Taken: The Committee voted to recommend that the vacation be approved as petitioned.

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V38-59 -- Vacation of alley between the north line of SW Sweeney Street and the south line of SW Boundary Court. Petitioner: Arthur and Nadine Clarkson and Bede-Hibbitt, Inc.

Staff Report: Mr. and Mrs. Clarkson, owners, and Bede-Hibbitt, Inc., optional purchaser, have petitioned for the vacation of a 10-foot alley between the north line of SW Sweeney Street and the south line of SW Boundary Court. Under the terms of the Ziegler Amendment, the petitioners propose the dedication of a 10-foot strip along the east side of SW View Point Terrace.

On August 23, 1959, a zone change was granted for the property abutting the proposed vacation. The change was from A2.5S to M3S, allowing construction of an industrial building to house a printing plant. This building is to be located on Lots 5 through 8 with parking provided in a portion of the alley petitioned for vacation.

Access to the houses on Lot 1, Block 5, Sweeney's Addition, is gained by an unimproved roadway on SW Sweeney Street.

Staff Recommendation: Approve vacation and dedication as submitted.

Discussion: It was brought out that SW Boundary Court will be utilized for access, as it is an improved street.

Action Taken: The Committee voted to recommend that the vacation and dedication be approved as petitioned.

*****

V1-60 -- Vacation of N. Halleck west of N. Albina Avenue. Petitioner: Rich Manufacturing Company.

Staff Report: The proposed vacation is in the North Portland industrial area, approximately two blocks south of N. Columbia Boulevard. The Rich Manufacturing Company owns the property north of the vacation, and the Union Pacific Railroad owns the property south of the vacation. The north half of the present street area is used as storage for pipe by the petitioner, and a wire screen fence extends down the center line of N. Halleck Street.

The curb on the west side of N. Albina Avenue is straight and provides no radii for the portion of N. Halleck under vacation petition.

N. Arlington Place and N. Albina Avenue presently serve the affected properties, and it is unlikely that the stub of N. Halleck Street will be improved.

Staff Recommendation: Approve vacation as submitted.

Action Taken: The Committee voted to recommend that the vacation be approved as petitioned.

*****

Job No. 5500 -- Setback Amendment to Article 45, Planning and Zoning Code.

The Committee and staff agreed that more time should be allotted to study the proposed setback amendment to the new Planning and Zoning Code. It therefore referred this matter for consideration at a Streets Committee meeting to be held on January 29 at 4:00 p.m.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

KAE:lmk

MINUTES OF MEETING
Streets Committee
January 29, 1960
4:00 p.m.

The Streets Committee of the City Planning Commission met on Friday, January 29, 1960, at 4:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Highway Engineering Co-ordinator Fowler; Right-of-Way Engineer Short; Assistant Traffic Engineer Bergstrom; Planning Director Woodward; City Planners Erickson and Clark; Planning Assistant Thibeau; and recorder Kaplan.

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Setback Appeals S34-59 and S2-60

With regard to action taken at the Streets Committee meeting on January 22 regarding the above setback appeals, Mr. Erickson related that the City Attorney has informed the Planning Commission that it cannot issue a revocable permit on structures located within a setback. Only the Council can issue revocable permits. Under the terms of the new Zoning Code, the Streets Committee's consideration lies in its authority to treat a setback as a variance matter.

*****

East Bank Esplanade, Job No. 5814

In October, 1959, a meeting of the City Council and State Highway officials was held, at which the widening of the proposed East Bank esplanade was discussed. Eighty thousand dollars was proposed for the widening, one-third of the cost to be provided by the City and the remainder by the State. The plan was then submitted to the Planning Commission, Art Commission and the Park Bureau to analyze the proposals envisioned.

Mr. Woodward related the various proposals encompassing the plan for the esplanade, including fencing, a walkway, overpasses, stairways, and landscaping. It was brought out that one of the major problems in connection with having a usable walkway is access to the walkway. Proposals to make the walkway more usable were prepared by Gordon Clark and illustrated on a map at the meeting. Among possibilities were the extension of the walkway past the Burnside Bridge, a parking lot located between Oak and Stark Streets with a pedestrian underpass going under the freeway into the walk area, and a stairway extending from the Burnside Bridge down to the walkway itself. It was pointed out that access to the waterfront itself on the east and west sides is not satisfactory. A discussion also followed on the possibility of having further walkways to the E-R Center, the Lloyd Center, and to the Oaks amusement park.

Mr. Woodward related that the Art Commission expressed opposition to a chain-link fence which would detract from the view. Other methods of fencing were proposed at the meeting. However, it was the feeling that the State would have pretty rigid rules for fencing on major thoroughfares. It was brought out that an Interstate freeway has to be fenced off completely for its entire length. It has been suggested that the Art Commission, Planning Commission and the Park Bureau meet with State officials to discuss desirable methods of fencing. Further, it was suggested that the four agencies meet on the over-all plan for the esplanade.

Mr. Fowler related that the fence could be moved to the edge of the riprap provided pedestrian use of this area is prohibited. The Streets Committee did not feel that the fence should be next to the walkway proper. Mr. Fowler felt that the State would not care whether a walkway or a landscaped area is maintained as the cost would be the same. Any improvements over and above that reached in the agreement would have to be paid for by someone other than the State. For example, Mr. Fowler pointed out that any additional walkways would have to be at the expense of the City.

Where parking facilities are provided, Mr. Thompson felt that pedestrians would best be served by a footbridge rather than an underpass as proposed. It was agreed that it would be desirable to have a stairway at any point close to a bus stop. It was noted that there is an existing bus stop at 1st Avenue.

Action Taken: The staff was instructed to schedule a meeting for the Art Commission, Park Bureau, Planning Commission, and Mr. Fowler concerning the best proposal for an East Bank esplanade for the City of Portland. Mr. Stanton felt that some attempt should be made at that meeting to stress the need for the extended walkway. Also, Mr. Thompson felt that the need for a stairway at the Burnside Bridge should be stressed. Mr. Prichard asked that the feasibility of certain stairways be further explored.

*****

East Bank Freeway System

Slides were shown at the meeting of the proposed East Bank Freeway System for Portland, illustrating the many ramps and interchanges of the system. The slides were taken by Lloyd Shaw, Metropolitan Engineer, of the freeway model built by the State Highway Department in Salem.

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Proposed Amendments to Article 45 (Setback Lines), Planning and Zoning Code

The proposed amendments to Article 45 (Setback Lines) of the Planning and Zoning Code were previously mailed to the Committee members for consideration at this meeting. The intent of the proposed amendments is to make the Zoning Code more liberal with respect to restrictions of a setback line.

Action Taken: The Committee voted to approve the proposed amendments as submitted for referral to Commissioner Bowes. The text would then be submitted to the City Attorney for legal wording and for final transmission to the City Council.

*****

Sunset Freeway Report

Mr. Fowler related that copies of the State Highway Department's report on the Sunset and Stadium Freeways will be available for distribution very shortly. Although no specific recommendation is made in the State's report as to the best route for the Sunset Freeway, the following statement is made: "On the basis of cost and other considerations, the Foothills route appears more feasible.".

With regard to the Planning Commission study, Mr. Woodward related that the three sections of the report will deal with traffic service, impact on land use and aesthetic considerations, and cost. Mr. Woodward pointed out the staff's intent to work very closely with the Streets Committee on this study. The Committee felt no need to schedule a meeting to discuss the outlined report presented at the meeting. The Committee indicated the importance of making the study an objective report.

Mr. Fowler stated that the Highway Department does not wish to hire a consulting firm to make an independent study for the best Sunset Freeway route. However, the City has officially asked them to employ such a consultant.

Mr. Woodward related that a letter had been received from Downtown Portland, Inc., offering its support of the Market-Clay route in the event that it is the selection of the Planning Commission. A meeting between the two groups was suggested in the letter. The Committee felt that no conclusion should be based concerning this route prior to having reviewed the State Highway Department's report.

Mr. Fowler stated that the public hearing on this freeway will probably be scheduled in May.

Action Taken: The Streets Committee directed Mr. Woodward to prepare a letter in reply to that received from Downtown Portland, Inc., to go out under the signature of Mr. Sroufe, relating that the Planning Commission is withholding its recommendation concerning the Sunset Freeway route until the State Highway Department's report is reviewed and the Streets Committee of the Commission has completed its study and report.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

KAE:lmk

STATUS OF WORK
February 16, 1960

Following is a resume and time estimate for completion of the various projects being carried on by the Planning Section of the City Planning Commission staff:

St. Johns. The St. Johns area report, adopted by the Planning Commission on January 20, 1959, will soon be ready for transmittal to City Council. Upon adoption by the City, the report will be available for distribution. It is estimated that one man week will be required to complete the printing and assembly of this report.

Economic Prospects. The Planning Commission adopted this report with modifications on July 21, 1959. The recommended changes have been retyped and, upon partial reprinting of the report, the study can be transmitted to the City Council. It is estimated that three man weeks will be required to complete and assemble this report.

Land for Schools. On February 13, 1958, the City Planning Commission adopted the school report which contained an analysis and recommendations covering the schools situated in the Southwest and North sections of the Portland School District. At that time, staff proposals were made on schools in the remaining sections of the district. A rough draft has been prepared on the analysis of the Northeast, Southeast, Northwest, and Riverside sections of the City. This material, after review by the Schools and Parks Committee, can be printed, assembled, and transmitted to the School District. Approximately eight man weeks will be required to complete this report.

Neighborhood Analysis. A graphic recording of block statistics on dilapidation and value of housing and brief surveys and plans for three areas in the City were prepared for the Planning Commission by Clark-Coleman and Associates, a planning and urban renewal consulting firm. Their report was reviewed and approved, with minor modifications, by the Urban Renewal Committee of the Planning Commission. The suggested changes have been made and, upon a second review by the Committee, the report will be transmitted to the Planning Commission. About three man weeks will be required to prepare the Clark-Coleman report for distribution.

Hillsdale Shopping Center. The draft of this report has been completed with the exception of some design and cost data which will be obtained from the State Highway Department staff. The report will then be submitted to the Streets Committee, the Hillsdale merchants and the Highway Department for their review and recommendations. It is estimated that six man weeks will be needed in order to publish this report.

Sunset-Stadium Freeway. The staff currently is preparing a draft of an analysis of the various west side freeway alignments being considered by the State Highway Department. Tentatively, the date March 15 has been set for the completion of this staff report in order that the Planning Commission can review the findings and make a recommendation to the City Council in advance of the public hearing on these routes. Approximately ten man weeks will be required to prepare the staff report.

RO:lmk
PCPC
2-16-60

To: City Planning Commission

From: Planning Director

Subject: Work Program for Next Year and One-Half

The following is an outline of the work program proposed for the Commission and staff for the remainder of this fiscal year and for fiscal year 1960-61. This work program contains only new work assignments which would be undertaken as soon as the current work outlined under Status of Work as of February 16, 1960 is completed. I believe the Commission should consider this proposal now to aid the staff in preparing the proposed budget for 1960-61. As reported to the Commission last month, a review of the long-range planning program will be undertaken as soon as there is sufficient time and manpower available.

A. Comprehensive Development Plan

1. Annual Review and Revision for 2 man-months. Personnel: 1 man, 2 months

It is proposed that the Planning Commission and staff shall annually review the Comprehensive Development Plan and make extensions, changes or additions to the Plan where necessary. This is proposed in order that the Comprehensive Development Plan shall at all times be current with the needs of the City of Portland, be readily understood and used by the City Council, City Commissioners, bureaus, boards and commissions as a guide in making decisions regarding the physical development of the City of Portland.

2. Transportation and Thoroughfares Plan 12 months for 36 man-months. Personnel: 3 men,

The new Origin-Destination Survey for the metropolitan area will provide a good foundation for revising the Transportation and Thoroughfares section of the Comprehensive Development Plan. This Survey will be made during the latter part of April following the completion of the U.S. Census of Population and Housing. It should be possible to correlate the extensive data that will be gathered in the Census with the Origin-Destination Survey data. It will be possible to develop a Transportation and Thoroughfares Plan for the entire metropolitan area in co-operation with the Metropolitan Planning Commission and other local agencies.

B. Precise Plans

These entail more detailed and immediate plans for various geographic and functional sections of the City than those contained in the Comprehensive Development Plan.

1. Central District Plan Personnel: 2 men, 12 months for 24 man-months.

The Central District appears to be an extremely important area for consideration for many reasons. The preparation of such a plan is timely because of the basic importance of the Central District to the entire metropolitan area, the great amount of unco-ordinated activity that has been taking place, and because of the widespread interest among responsible groups in the admittedly serious problems of downtown. It may be possible to obtain some financial assistance from Downtown Portland, Inc. for this study and preparation of a Plan.

2. Water Tank Locations in Residential Areas Personnel: 1 man, 4 months for 4 man-months.

Commissioner Grayson has requested the Planning Commission and staff to study the general considerations affecting the location and expansion of sites for water tanks and related structures throughout the Water District. Of considerable importance is the impact of water tanks on residential areas. The height and mass of these tanks is entirely out of harmony and scale with the normal structures found in a residential neighborhood. A Water Bureau representative will aid the planning staff in this study.

3. Land for High Schools Personnel: 1 man, 6 months for 6 man-months.

A logical step following completion of the Land for Schools plan for elementary schools is the preparation of a similar plan for the High Schools in School District No. 1. This was recommended by the Schools and Parks Committee on January 8, 1960.

C. Urban Renewal

Activities relating to Urban Renewal are outlined under the following two headings -- non-reimbursible services and reimbursible services.

1. Non-reimbursible Services

a. Workable Program Personnel: 1 man, $\frac{1}{2}$ month for $\frac{1}{2}$ man-month.

Each year, the Office of the Mayor requests assistance from the Planning Commission staff in preparing the annual Workable Program report to the Federal Government. This is required to receive Federal recertification of the City's workable program.

b. Interim Renewal Plan Personnel: 2 men, 2 months for 4 man-months.

An Interim Renewal Plan is proposed to aid the City Council, the Development Commission and the Planning Commission in appraising possible new urban renewal activities. This entails the analysis of pertinent data that is readily available to determine the location and degree of blight. It would also involve formulating what renewal action is needed and appraising the available resources that are needed to conduct other renewal activities. Preparing the Interim Renewal Plan will also provide a better estimate of the time and manpower needed to prepare the more complete Community Renewal Program described below.

2. Reimbursible Services

a. Community Renewal Program Personnel: 2 men, 12 months for 24 man-months.

The Portland Development Commission of the City of Portland, subject to City Council approval, anticipates submitting an application to the Federal Government for aid in preparing a Community Renewal Program. A large share of this work should be prepared by the Planning Commission staff. This work for the Planning Commission staff entails: (1) Identification of all slum, blighted, deteriorated or deteriorating areas; (2) Analysis of the nature and degree of blight and blighting factors in such areas; (3) Determination of extent of the general type or types of urban renewal action needed, which may or may not be related to specific areas; (4) Financing the urban renewal activities proposed in the Community Renewal Program, including the proposed relationship between these activities and the capital improvement program for the locality; and (5) Development of a long-range program for urban renewal action. The latter two items would be prepared jointly by the Development Commission staff and the Planning Commission staff.

D. Zoning Code and Its Administration

1. Review and Revision Personnel: 2 men on a part-time basis.

The next few months will undoubtedly bring to light several needed amendments to smooth out the rough spots in our new Zoning Code, and needed improvements for processing applications and the maintenance of records. The experience of the past 7 months with this new code has already shown where many minor adjustments need to be made. It is proposed that, during the next year and one-half, the Zoning Committee and staff shall make a systematic review and appraisal of how to improve the regulations, districts and administrative procedures to provide adequate control with the minimum of regulation and "red tape".

E. Land Subdivisions, City Annexations, Street Vacations and Street Dedications Personnel: 1 man on a part-time basis.

This work involves processing applications on the above mentioned items. In 1959, there were a total of 38 applications handled as compared to 35 in 1958. It seems reasonable to expect approximately the same level of activity during the coming year and one-half.

F. Special Studies Personnel: 1 man on a part-time basis.

Special studies are assigned the staff by the Planning Commission, the Commissioner of Public Works and the City Council. They include investigation of school and recreation sites, fire station sites, freeway interchanges, population estimates, etc.

CEW:lmk
PCPC
2-10-60

AGENDA 199

PORTLAND CITY PLANNING COMMISSION MEETING

March 15, 1960

3:00 p.m.

Page

1. Approval of Minutes and Committee Reports

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2. 1960-61 Budget 25

3. Revised Design Committee Policy Statement 29

4. Planning Director's Report

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
February 16, 1960
3:00 p.m.

The Portland City Planning Commission met on Tuesday, February 16, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Sroufe and members Windnagle, Thompson, Stanton, Prichard, Kochendoerfer, and Clark, Jr.; Metropolitan Planning Director Keith; Building Inspections Director Benard; City Planning Director Woodward; Zoning Supervisor Frost; and recorder Kaplan.

*****

APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....January 26, 1960.....approved

With reference to the Planning Commission minutes of January 26, page 2 of the Agenda (4th paragraph under "Progress Report on Sunset Freeway Study"), Mr. Sroufe related that he incorrectly reported that Mr. Rosenthal was in attendance at the meeting at the University Club and that the Foothills route was given as a recommendation of the State Highway Department. He wished the minutes to be revised to omit Mr. Rosenthal's name from those in attendance at the meeting and to omit the following from the fourth paragraph, last sentence: "which led to its recommendation for the Foothills route". Minutes were then approved with revisions noted above.

b. Streets Committee.....January 18, 1960.....approved

c. Zoning Committee.....August 27, 1959.....approved

d. Zoning Committee.....October 8, 1959.....approved

e. Streets Committee.....January 22, 1960.....approved

f. Streets Committee.....January 29, 1960.....approved

*****

COMMITTEE ASSIGNMENTS

Prior to the meeting, Committee assignments were made by Mr. Sroufe and were reported by Mr. Woodward as follows:

ZONING COMMITTEE:
Windnagle (Chairman)
Kochendoerfer (Acting Chairman in absence of Mr. Windnagle)
Dudley
Clark
Prichard (To serve on this committee during absence of chairman)

STREETS COMMITTEE:
Thompson (Chairman)
Stanton
Prichard

SCHOOLS AND PARKS COMMITTEE:
McKinley (Chairman)
Stanton
Dudley

BUDGET COMMITTEE:
Thompson (Chairman)
Sroufe
Prichard

INDUSTRIAL DEVELOPMENT COMMITTEE:
Prichard (Chairman)
Thompson
Clark

DOWNTOWN COMMITTEE:
Stanton (Chairmen)
Prichard
Clark

METROPOLITAN PLANNING COMMITTEE:
McKinley (Chairman)
Thompson
Stanton

URBAN RENEWAL COMMITTEE:
Stanton (Chairman)
McKinley
Windnagle
Dudley

VARIANCE COMMITTEE:
Stanton (Member)
Dudley (Alternate)

DESIGN COMMITTEE:
Windnagle (Member)
Kochendoerfer (Alternate)

With regard to the activities of the Design and Variance Committees, Mr. Stanton felt that there was a need for a closer contact with the Planning Commission. He was particularly concerned with the standards recently adopted by the Design Committee and with outdoor advertising requests processed by the Variance Committee. He further suggested that the Variance Committee meet once every two weeks rather than the regular

weekly meeting. It was felt that the Planning and Zoning Code would have to be amended in this regard because of the 14-day appeal period. It was agreed, however, that, until the present signboard question is settled, meetings should remain scheduled on a weekly basis.

*****

STATUS OF WORK AS OF FEBRUARY 16, 1960

Mr. Woodward reviewed the Status of Work statement contained on pages 34 and 35 of Agenda 198. He pointed out that, with regard to the three man weeks estimated to complete the Economic Prospects Report, time was not allotted for a review of Mr. Prichard's comments and suggested revisions in this estimate. Mr. Woodward indicated that such a review would be made prior to release of the report.

*****

PROPOSED WORK PROGRAM

A statement of the proposed work program of the Planning Commission for the next year and one-half was contained on pages 36 through 39 of Agenda 198. With regard to a proposed Transportation and Thoroughfares Plan, Mr. Prichard questioned whether this couldn't be prepared by two men rather than three as proposed. Also, he asked whether a Central District Plan could be prepared by one man rather than the estimated two. Mr. Woodward related that it is too early to make a definite estimate until a more detailed work outline has been prepared.

Mr. Woodward reminded the Commission that a park and recreation plan has been proposed as a desirable study but it has not been included in this work program for the next year and one-half.

With regard to the possibility of financial support of a Central District Plan by Downtown Portland, Inc., Mr. Stanton felt that the Commission should be cautious in accepting matching money from any group other than a public agency. It was brought out that the proposal was at the suggestion of Downtown Portland, Inc. The Commission agreed that there is the need to work very closely with any agency that is involved with any phase of city planning. The Commission indicated that the proposal of Downtown Portland, Inc. should be directed through the City Council or through Commissioner Bowes rather than to the Planning Commission. Mr. Thompson did not feel that the City Council should turn down any cooperative effort by a citizen group with regard to such a project. In connection with cooperative studies of this nature, Mr. Woodward pointed out the need for a contract between the groups in question, denoting areas of responsibility for each group in question.

The Commission agreed that Mr. Sroufe and Commissioner Bowes should discuss the matter of cooperative studies and that some policy should be set with regard to them.

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Meeting adjourned.

*****

Charles E. Woodward
Planning Director

CEW:lmk

MINUTES OF MEETING
ZONING COMMITTEE
October 22, 1959
3:00 p. m.

The Zoning Committee of the City Planning Commission met on Thursday, October 22, 1959 at 3:30 p. m. at 424 SW Main Street, in the Conference Room of the Commission.

Those present were: Chairman Windnagle, members Dudley and Kochendoerfer, Director Woodward, Zoning Supervisor Frost and recorder Reilly.

P. C. File No. 3547 -- Request for conditional use approval of the erection of a water tank by the City of Portland at the corner of N. Denver and N. Going Court.

Staff Report: In July, 1958 the Planning Commission staff was requested to investigate and recommend on possible sites for the location of future standpipes or water tanks. One of the sites recommended at that time was the NE corner of N. Denver and Going Court. At the time of that report, however, it was the understanding of the Planning Commission staff that the tank was to be a standpipe some 75' in diameter and perhaps 75-100' high. The staff recommendation submitted to the Water Bureau was for the purchase of a parcel of property at this location, measuring approximately 180 x 270'--- approximately twice the size of the actual purchase.

This particular location was recommended because it is situated at the north edge of the Going Street ravine, at the extreme edge of the residential neighborhood. 100' to the north, across N. Blandena Street is Beech Elementary School. Consequently, it would be difficult to find an available site in North Portland where the impact of a structure of this size would be felt by fewer single-family houses. However, all houses are apparently oriented away from this particular site so that the visual impact is considerably lessened.

The Need: The Piedmont area bas experienced considerable water shortage in past summers. The need for additional storage facilities is acute. The Water Bureau has, for many years, owned a parcel of ground at N. Interstate and Emerson, which at the present time contains a 400,000 gallon elevated tank and a fire station. The remainder of the property is developed as a park and playground. To avoid discontinuing this playground, a badly needed facility in this area, the Park Bureau, in exchange for continuing use of this park, agreed to purchase this new site for Water Bureau purposes.

Proposal: The Water Bureau proposes to construct a 3 million gallon elevated tank upon this site. The approximate dimensions of the completed structure will be 145' in height and 115' in diameter. For purposes of comparison, the recently completed St. Johns tank is a 1 1/2 million gallon tank measuring approximately 95' in diameter. The Water Bureau's property consists of a rectangular parcel measuring 180' x 135'. There is an additional 45' x 100' lot adjoining the easterly boundary which was not mentioned in the original application, making the total property an "L" shaped parcel measuring 180' along each of the fronting streets.

Staff Recommendation: The staff belives that this is a logical location for such a public utility structure. However, the sheer mass of the proposed tank is such that adjoining properties must certainly suffer serious consequence. It is the believe of the staff that Planning Commission approval should be granted, but only

subject to the purchase of additional property.

The staff, however, would like to suggest that the Zoning Committee personally view the location before making a final decision. It would also be most desirable if such a viewing trip could be arranged to include the Water Bureau Chief Engineer and the Commissioners of Public Utilities and Finance.

Discussion: Following a summary of the surrounding conditions by Mr. Frost, Mr. Lawrence L. Kaptur, 4666 N. Denver Avenue, presented a letter of remonstrance from all property owners contiguous to the proposed site of the water tank. He then orally expressed objections which were: Objection to methods used by the City in procuring the land; devaluation of property in area; City has Zone III property which could be used; extreme cost of construction; lack of need for the facility in that area.

An Engineer from the Water Bureau pointed out that this site was substituted for the one in Patton Park because of a need for a park in that area. He further stated that there is a need for additional storage of water as evidenced by numerous complaints received during summer months. Additional storage is especially needed during peak months, he added.

Mrs. Kaptur also spoke against approval of the water tank at this site, stating that there are other parks where it could be situated.

Action: The Zoning Committee voted unanimously to continue consideration of this request until the next meeting, to give the Committee an opportunity to view the property. It was suggested that it would be advantageous to have Commissioner Grayson and Commissioner Bean also go on the viewing trip.

* * * * * *

P. C. File No. 3542 C -- A conditional use request by Homer C. Wilson, owner and Sandra S. Ansley, renter, 3214 SW 11th Avenue, for home occupation approval--baking bread.

Staff Report: The applicant proposes to bake and sell home-made bread for a few select customers. She states: "My plan is to cater to the market for a very high quality of bread at a necessarily higher price than the standard commercial bread price. This market is a small one, but it is my hope to establish a steady and greadually expanding good will."

The applicant's property is located in the Medical School district in an area of high congestion and extremes of topography. The applicant's property is situated in an A1 Zone and abutting a C2 Zone. Surrounding properties are developed with a varied mixture of moderately new, well-kept houses, old, deteriorating houses, large apartments, new court-apartments and stores.

Once more the staff can find no objection provided the hearing generates no significant remonstrance.

Staff Recommendation: Approval

Action: The Committee unanimously approved the request.

* * * * * *

P. C. File No. 3543 C ---A request for conditional use approval of a home occupation on the west side of N. James Street, just north of N. Reno Avenue, submitted by Pauline J. Turner, 9944 N. James Street.

Staff Report: The applicant's property consists of an attractive single-family house, situated on a street solidly developed with similar neat, well-kept single-family houses, which face Pier Park located across N. James Street to the east. Sitton School is situated to the west approximately one block.

The applicant proposes to install a small beauty shop in her attached garage, once more, provided the full requirements of the Zoning Code are complied with. These requirements include a prohibition on signs other than a name plate and no display of merchandise visible from the street.

The staff can find no objection to the applicant's proposal provided there is no substantial neighborhood remonstrance.

Staff Recommendation: Approval

Action: The Committee unanimously approved the request.

* * * * * *

P. C. File No. 3548 C--- A request for conditional use approval, by LaVerne M. Hudson, 6448 SE Division, for a home occupation.

Staff Report: The applicant proposes to conduct dancing classes in her home. The applicant states "This dancing would consist mainly of private lessons or small classes (4-8). There would be no employees involved except myself."

The applicant's property consists of a 100 x 250 foot parcel containing a large single-family house, set well back from SE Division Street. Adjoining the applicant's property on both sides are other single-family houses. There are numerous apartment structures in the immediate vicinity.

The staff can find no cause for concern with the applicant's proposal. The only possible objection that comes readily to mind is one of concern that there might be some objectionable noise from such an activity. The mere size of the applicant's property and the generous size of adjoining developments makes such a concern extremely remote. There is, however, an illegal sign in evidence, advertising dancing lessons, which would have to be removed.

Staff Recommendation: Approval

Discussion: Mrs. George McAdams, 6518 SE Division, stated that she was very much in favor of Mrs. Hudson's request for dancing classes, but wished to point out a traffic problem with the cars stopping on Division. She suggested that Mrs. Hudson should, perhaps, have a parking lot off the street.

The Committee felt that this was not a serious enough problem to necessitate requiring this off-street parking, and advised Mrs. McAdams that she might take up the matter of additional signs with the Traffic Engineering Bureau.

Action: Request unanimously approved.

* * * * * *

P. C. File No. 3550 C---A request for conditional use approval, by G. W. and Ada Dyer, 6647 SE Woodstock, of a home occupation.

Staff Report: The applicant's property consists of a 43 by 120 foot corner lot, presently occupied with an old non-conforming grocery store building with living quarters attached at the rear. The applicant proposes to make his residence in the living quarters and convert the existing store portion of the structure into a chiropractor's office. The applicant's property is located in an area that is developed with fairly old single-family houses. Woodstock Boulevard in this vicinity contains several duplexes or small apartments as well as single-family houses.

This proposal could in all probability have been processed by the Variance Committee as a request for change of occupancy of a non-conforming use. However, it was set up as a Conditional Use request.

The staff can find no major objection to the proposal. In fact, it seems quite evident that the proposed use would have considerably less impact on surrounding residences than the existing use has.

Staff Recommendation: Approval

Action: Approved unanimously

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P. C. File No. 3541 C ---A request for conditional use approval---conversion of a single-family building into a two-family dwelling, by Hazel L. Williams.

Staff Report: The applicant's property is located in an R5 zone. The Zoning Code provides for conversion to two-family use of buildings in an R5 zone when the structure is, by virtue of greater size, greater age, obsolete plan, materials, construction, large site or other features substantially different from the dwellings characterizing its immediate neighborhood. The surrounding area is developed with a mixture of older 1 1/2-story houses and fairly new, modest, single-story houses. The applicant's house is unquestionably the largest in the general vicinity and quite definitely out of character with its neighbors.

It is therefore the opinion of the staff that the intent of the applicable provisions of the Zoning Code is met in this instance.

Staff Recommendation: Approval

Action: The Committee unanimously approved the request.

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P. C. File #3544---A Conditional Use request by R. V. Scroggins and lessee Silver Eagle Company for construction of a radio transmitter.

Staff Report: The applicant proposes to construct a small unmanned radio transmitter, to be housed in a building measuring approximately 7' long, 6' wide and 8' high. The transmitting antenna is to be located in a tree, and is described as being of "approximate size and description as a normal TV receiving antenna". The building and antenna will

be located approximately 300' east of the street property line, on a large 150 by 400 foot lot which contains a single-family house in addition to the proposed transmitter. The applicant states that traffic to this building will be only for nurmal servicing of base station equipment, approximately once every two months, and that the installation will be entirely hidden from all directions due to the natural foliage. This would seem to be such a completely minor installation that the staff can find no objection to it whatsoever.

Staff Recommendation: Approval

Action: The Zoning Committee voted unanimously to approve the request.

* * * * * *

Petition No. 3566: A request for change of zone from R5 to M3 of the north side of SE Taylor Court, approximately 90' west of SE 82nd Avenue, presented by Thomas E. and Doris Wortendyke.

Staff Report: The applicant now operates an imported automobile sales and service operation on the lots adjoining the zone change property on the east. The proposal is to expand the existing garage facilities to occupy the remaining vacant portion of Lot 11 and to develop Lot 10, the zone change lot, for parking with ingress and egress to the new garage building and driveway access to SE Taylor Court.

Adjoinin the zone change property to the west is a single-family house. Directly across SE Taylor Court to the south is a lot occupied only with a garage; further to the west on both sides of SE TaylorCourt the predominant development is in the form of fairly old, deteriorating single-family houses, with one small three-unit apartment building in evidence. The SE 82nd Avenue frontage is of course developed with the usual used-car lots, small businesses and marginal industries.

Here again the continuing objection of insufficient depth of the property zoned for business purposes is the applicant's prime argument. The existing zoning boundary is drawn 90' back from the SE 82nd Avenue frontage. The proposed zone change would increase that depth to 140'. In the lots to the south across SE Taylor Court, the zoning depth is 120'.

The staff could find no objection to this business expansion in this area, provided zoning code requirements are met. These requirements would include surfacing and screening.

Staff Recommendation: Approval

Action: The Committee unanimously approved the petition

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Petition No. 3567: A request for change of zone from R5 and A2.5 to C2 of property located on the southwest corner of SE 67th and Division, presented by August and Lena M. Gatto, James and Jeanette Caputo.

The applicants' property consists of a 130' by 135' corner lot on which he wishes to construct a service station. No site plan has been submitted.

Directly across SE 67th Avenue from the applicants' property is another service station. When the new Zoning maps were drafted this existing service station was recognized by placing it, along with the full block fronting on SE Division Street on the north, in C2. This zoning pattern forms an "L", wrapping around the applicants' property. All of the property in the C2 zone on the north side of Division Street is developed with small, ageing single-family houses. The applicants' parcel is vacant. The Division Street frontage in this general vicinity is developed largely with apartment buildings, with a generous scattering of single-family houses.

It appears to the staff that if C2 zoning were justified at all in this location it certainly should have included the applicants' property as well, since it constitutes the remaining vacant parcel of any appreciable size in this immediate vicinity and certainly seems to be in the identical situation as adjoining properties which are zoned general business.

Staff Recommendation: Approval

Action: The Zoning Committee voted unanimously to approve the requested zone change.

* * * * * *

Petition No. 3564: A request for change of zone from Zone R5 to Zone C2 of property located on the northwest corner of SE 83rd and Flavel, presented by LaVerne and Elmer Belger, 7430 SE 82nd Avenue, owners, and optional purchasers Arden and Joyce Knappe, 7476 SE 82nd Avenue.

Staff Report: The applicant owns a 95' x 105' corner lot upon which he proposes to construct an automobile repair garage, measuring 26' x 48', with street access from SE Flavel. The proposal is to site the building 12' from the west property line and 27' back from the Flavel Street property line. The remainder of the lot is to be undeveloped.

Flavel Street at this point is the southern City boundary. Across Flavel to the south, Multnomah County has zoned the facing property R10, with the exception of the frontage on 82nd which is C2 for a depth of 80'. Within the City the frontage on 82nd is M3 and is developed with the usual mixture of business, light industry and houses. Along SE Flavel, however, all development within the City is in the form of single-family houses, generally small in size. Outside the City most development is in the form of small single-family houses, with a non-conforming trailer court located approximately 300' to the east of the petitioner's property.

The quality of housing in the area is such that little injury could result from the intrusion of a business of this sort into these surroundings. However, the principal question is not the immediate effect upon abutting property but rather, whether or not business in this area should be confined to the 82nd Avenue frontage. This proposal being a separate, new business to be established on Flavel Street rather than on 82nd would represent a considerable department from the existing zoning pattern, and in the mind of the staff would in all probability present an open invitation for additional requests for marginal businesses to be located in a strip along Flavel Street.

Staff Recommendation: Denial

Discussion: Discussion by the Committee centered around the question of whether or not business in this area should be confined to the 82nd Avenue frontage, and the potential danger of starting a business strip development on Flavel. While the requested use seemed compatabile with the 82nd Avenue surroundings, the Committee felt that the

over-all picture--the ultimate effect on Flavel included-- should be considered. Possibility of screening in addition to Code requirements was also discussed as a partial solution to the problem.

Action: The Zoning Supervisor was instructed to call in the applicant and discuss conditions which might be imposed if approval were given. Petition continued until next meeting.

* * * * * *

The Zoning Supervisor, Mr. Frost, then presented the request by the University of Oregon Medical School for authorization to build under the old Code, with building permit to be issued not later than September 1960.

Action: Approval

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The question was then brought up by the Zoning Supervisor of liberalizing the wording allowed on signs placed on tract development property. It was felt that the limitation to name of the project was not necessary, and that the use of such descriptive terms as "Medallion Homes" etc. should be allowed. It was decided that the present Code should be so amended.

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Meeting Adjourned

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Charles E. Woodward
Planning Director

FNF:r

MINUTES OF MEETING
ZONING COMMITTEE
November 12, 1959
3:30 p. m.

The Zoning Committee of the City Planning Commission met on Thursday, November 12, 1959, at 3:30 p. m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Windnagle, members Dudley and Kochendoefer, Director Woodward, Zoning Supervisor Frost and recorder Reilly.

* * * * * *

P. C. File No. 3546 C -- Request by Burke C. and Sarah J. Eaton, 1105 SE Pine Street for conditional use approval to move a house onto a substandard lot, located on the south side of SE Pine, just east of SE 14th Avenue.

There were no remonstrators and the Committee found nothing objectionable about the move.

Action: The Committee unanimously adopted the staff report, a copy of which is attached and made a part of these minutes.

* * * * * *

P. C. File No. 3554 C -- A request by Roy and Ethel Wilson, 1914 NE 22nd Avenue for Conditional Use approval of use of a dwelling loated on the NE corner of NE 22nd and Hancock for a wedding and reception chapel as a home occupation.

There were several remonstrators against this petition. The first was George Woodbridge, 2207 NE Tillamook. He stated that he had appeared before the City Council previously in opposition to another request for a similar use of this property, and that at that time Mayor Peterson's report did not approve such use, mainly on the basis that traffic that would be generated in narrow streets. Mr. Woodbridge also felt that the area north of Broadway is mainly one of single-family dwellings and duplex, and that such a use as proposed by the petitioner would be the beginning of the breaking down of this residential district.

Mr. Milton A. Sachs, 2157 NE Tillamook also spoke against the petition. He felt that while he had nothing against wedding and reception chapels, he appeared to urge the Committee not to break the line against this residential area. When the church had made an application he did not object because a church is a good influence and the parking was taken care of. "A church is something of a positive nature" he said, while a wedding chapel is not needed in a neighborhood. He also feared for the element of joy and frivolity that a wedding chapel might have, as it might affect his tenant in his duplex.

Mrs. Ganapole, 1911 NE 22nd, agreed with Mr. Sachs, but also stressed the parking problem in the narrow street.

Mr. Dwyer Wilson, attorney, 3537 NE Hawthorne Boulevard, then appeared for Mrs.Wilson, the petitioner (no relation) and explained the history of the building. He was followed by Mr. O. H. Platt of the architectural firm of Scott & Paine,

He explained in more detail the plans of the petitioner, including the fact that an area 75 x 100 feet to the north would be set aside to furnish offstreet parking for

50-60 cars, and also for a driveway, so that there would be no parking on the street. He also pointed out that the noise element would be minimal since the building in question is removed from the nearest residences. To substantiate this he pointed out that parties serving up to a 100 had been held, and the resident to the east did not know there had been a party. He also stated that the structure itself will meet code requirements for the most part and will be brought up to Code in every way.

The petitioner, Mrs. Wilson then answered questions put to her by the Committee, which b ought out the fact that she thought it was close enough to other business uses, including a dress shop in a home one block east, and a beauty shop in a home one block south. In addition, in answer to a question, she explained that no refreshments other than cake, coffee and fruit punch would be served. There would be a maximum of 2 weddings a week, with one or two in the afternoons, and only a few at 8'o'clock in the evening.

Following this discussion, the Committee felt that they should hold the Irvington district fronting or adjecent to Broadway for residential purposes. In addition, it was felt that this was not a proper request for Conditional Use--Home Occupation, since the operation would exceed that set up in the Code.

Action: The Committee unanimously agreed to adopt the staff report recommending denial of the request. A copy of that report is attached and made a part of these minutes.

* * * * * *

P. C. File No. 3561 C--A request by James C. and Frances G. Bond, 2220 N. Lombard for Conditional Use approval of a TV repair shop as a home occupation.

No remonstrators appeared. Mr. Bond spoke, explaining that he needed this home occupation to make a living.

Action: The Committee unanimously adopted the report of the staff, recommending approval of the Conditional Use request. A copy of the report is attached and made a part of these minutes.

* * * * * *

P. C. File No. 3565 C -- Home occupation, real estate brokers office, presented by Harold R. and Florence E. Luhr, 3530 NE Webster.

No remonstrators appeared against this petition.

Action: The Committee unanimously adopted the staff report which recommended approval of this petition. A copy of said report is attached and made a part of these minutes.

* * * * * *

P. C. File No. 3547 C -- Request for conditional use approval of the erection of a water tank by the City of Portland at the corner of N. Denver and N. Going Court.

This matter had been continued from the October 22nd meeting, and in the meantime the

site had been viewed by the Committee, together with Commissioners Grayson and Bean. Several of the same remonstrators appeared, principally Mr. Kaptur, and presented the same reasons against the tank, including the fact that it could be put in Patton Park, andthat the additional facility was not needed.

While the Committee felt that there would be adverse impact by such a structure, as Mr. Wyndnagle expressed it "the impact would be somewhat negligable".

Action: It was unanimously agreed that the request should be granted, and that in addition it should be recommended that the City Councilconsider very strongly the acquisition of the rest of the property in the block in question.

* * * * * *

Petition No. 3573-- A petition for a change of zone from A2.5 to C2 of the east side of NE 29th Avenue, 50' off NE Couch Street, presented by Frank and Margaret Biter et al. There were no remonstrators against the petition, and Mr. Biter pointed out the many advantages of the development he proposed.

Action: The Committee unanimously adopted the staff report recommending approval of the zone change. A copy of said report is attached and made a part of these minutes.

* * * * * *

Petition No. 3575--A petition for change of zone from A2.5 L to C2 L for the northwest corner of NE Woodlawn and NE Dekum Streets, presented by Lawrence and Augustine Knez, 7041 NE 22nd Avenue, to construct a service station.

While the Committee understood the attitude of the staff in objecting to a strip development, they were not convinced that this was not just an expansion of an existing C2 us. A copy of the staff report is attached and made a part of these minutes.

Action: Postpone until next meeting and view.

* * * * * *

Petition No. 3564 --(Continued from previous meeting) Mr. Frost, the Zoning Supervisor reported that further investigation had shown that the applicant operates a service station adjoining the property in question, and actually is only expanding his activity, rather than starting a new business. In addition, the applicant has been contacted and has shown his willingness to screen, and pave the portion of the property used. The staff therefore now recommends approval.

Action:
Approval of the zone change petition from Zone R5 to Zone C2 of property located on the northwest corner of SE 83rd and Flavel.

* * * * * *

Request for Interpretation: Alteration of buildings not in conformance with Code:

The Zoning Supervisor, Mr. Frost, pointed out to the Committee the confusion that is resulting from the literal interpretation of Section 6-1201, and similar sections in the new Code, dealing with the General Requirements of each zone. When literally applied, this makes it impossible to issue a building permit for any form of alteration or remodelling of an existing structure that does not fully comply with the Code. It is the opinion of the staff that this paragraph was not so intended, and was not meant to include alterations which did not change the exterior of the building. In order to relieve the Variance Committee of a great deal of unnecessary work in dealing with requests for minimum remodelling and alterations to existing buildings, the staff suggests that these paragraphs be interpreted to mean exterior alterations only.

Action: The Committee voted unanimously to instruct the staff to rewrite the sections in question, prepare an amendment and resubmit it.

* * * * * *

Mittleman property immediately south of the Mann Home: Mr. Wyndnagle reported that he had been asked to report that Mr. Sroufe feels that there was poor zoning of this property, and he has asked Mr. Wyndnagle verbally to refer it to the Zoning Committee for study and evaluation. The Committee decided to view the property before instructing the staff to initiate any study.

* * * * * *

Meeting Adjourned

Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

16

DATE: November 12, 1959

PETITION NUMBER: 3946 C

¼ SECTION: 3031-32

OWNER: Burke C. and Sarah J. Eaton, 1105 SE Pine

REQUEST: Conditional Use Approval to move a house onto a substandard lot

LOCATION: The south side of SE Pine, just east of S.E. 14 Avenue

LEGAL: East one-half of Lot 1 and north 12 feet of Lot 2, Block 303, Aikens Addition

Detailed Proposal and Surrounding Conditions: The applicant's house is a modest, well-kept 4-room building, measuring 24' x 34' which is now located at 1105 SE Pine. The proposal is to move this structure onto a lot at 1412 SE Pine. This lot measures 50' x 62' and contains a total of 3100 square feet of area. The Planning and Zoning Code stipulates that the minimum lot size for a single-family-house is 5000 square feet unless platted at a smaller size prior to July 1, 1959. The subject lot being composed of parts of two platted lots cannot qualify as a legal building lot without the granting of a variance.

In the vicinity of the applicant's lot most development takes the form of large old single-family-houses, duplexes and rooming houses. There are, in addition, several apartment houses in the block to the east. In the applicant's block all houses with the exception of one rooming house are at present constructed on substandard lots. This pattern is repeated in adjoining blocks. Lots measuring from 2500' to 4000 square feet are the rule rather than the exception. The applicant's house would certainly not be out of character with the surroundings unless the fact that it is smaller and probably structurally sounder than its new neighbors could be considered detrimental.

The proposed location on the lot is in conformance with all standards set forth in the Zoning Code with the exception of the lot size. A 5'-6' side yard on the west, a 10' front yard, and a 10'-11' side yard on the east are proposed. The total lot coverage will be approximately 26%.

Staff Recommendation: Approval of the move and variance in lot size.

Charles E. Woodward
Planning Director

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

18

DATE: November 12, 1959

PETITION NUMBER: 3554 C

¼ SECTION: 2832

OWNER: Roy and Ethel Wilson, 1914 NE 22nd Ave.

REQUEST: Conditional Use Approval--wedding and reception chapel as a home occupation

LOCATION: NE corner of NE 22nd and Hancock

LEGAL: Lots 7 &8 and S 1/2 of 9 & 10, Block 17, John Irvings 1st Addition to East Portland

Detailed Proposal and Surrounding Conditions: The applicant's property is a large 100' x 225' corner lot containing a very large handsome old house. The total development is unusually attractive. The proposal is to allow use of this residence as a wedding and reception chapel. This request was originally filed as a request for home occupation. However, further investigation has made it apparent that the scope and scale of the envisioned operation is well beyond the intent of the home occupation provision. The applicant desires to hold large weddings, catering principally to a relatively well-to-do clientel.

To facilitate this proposed use the applicant intends to refurbish the building, making minor alterations to bring it into conformity with applicable codes, and to add a parking lot for perhaps 25 cars at the north side of the building. This portion of the property is at present screened by a hedge and contains several trees and other landscaping. The screening and as many of the trees as possible are to be retained. When in use for a wedding catering and other outside services would be employed. Considered both by scale and by detail the proposed use is well beyond the home occupation section of the code. In the past, however, wedding chapels have from time to time been authorized in the residential sections of the city by special permit. There is the possibility that the best interests of the neighborhood might be served by such a procedure which would assure an economic future for a building such as this and at the same time restrict its non-residential use to an interim operation such as this.

It must be borne in mind, however, that the proposed use is unquestionably a business well within an apartment residential zone and the advisability of recommending such a permit appears dubious.

Staff Recommendation: Undecided

Charles E. Woodward
Planning Director

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 12, 1959

PETITION NO.: 3561 C

¼ SECTION: 2332

OWNER: James C. and Frances G. Bond
2220 NE Lombard

REQUEST: Conditional Use Approval--TV repair shop as home occupation

LOCATION: The south side of NE Lombard just east of NE 22nd Avenue

LEGAL: Parts of Lots 1 and 2, Block 98, Irvington Park

Detailed Proposal and Surrounding Conditions: The applicant proposes to conduct a TV repair business from his home. The applicant's property contains an attractive single-family house in an area of reasonably new substantial single-family dwellings. The applicant's property is isolated from adjacent houses by the existence of vacant lots on either side. The staff can find no reasonable objection to this request.

Staff Recommendation: Approval

Charles E. Woodward
Planning Director

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 12, 1959

20

PETITION NO.: 3565 C

¼ SECTION: 3534

OWNER: Harold R. & Florence E. Lutz
3530 NE Webster

REQUEST: Conditional Use Approval--real estate brokers office as home occupation

LOCATION: Southwest corner of NE 35th Place and Webster St.

LEGAL: Lots 38-40, Block 16, Williamette Add. to E. Portland

Detailed Proposal and Surrounding Conditions: The applicant wishes to use his home as a real estate brokerage office.

The applicant's property is a very attractive single-family-house, located in an area of good houses. There is, at the present time, posted on the front door of the applicant's resident, a sign stating his name and the words "Real Estate". The total sign measures approximately 3" x 12". Although technically a violation of the code, a sign of this sort and size is required by state law to be posted in such a location as to be visible to anyone entering the place of business. With the exception of this minor conflict, which is common with all requests for real estate brokerage offices, this proposal would seem to present no particular problems.

Staff Recommendation: Approval

Charles E. Woodward
Planning Director

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 12, 1959

PETITION NO.: 3573

¼ SECTION: 3033

21

OWNER: Frank and Margaret Biter, 6447 SE Stark St; Robert and Mabel Biter, 3316 SE Ankeny St.

REQUEST: A 2.5P to C2-- To expand existing clinic and construct business bldg.

LOCATION: The east side of NE 29th Avenue, 50' off NE Couth St.

LEGAL: South 50' of Lots 1&2, Blk.23, Hawthrone's 1st Addition

Detailed Proposal and Surrounding Conditions: Lot 1 of the applicant's property is developed as a parking lot with a clinic building situated on Lot 12 to the south. Lot 2 is at present occupied by an old single-family-house. The applicant proposes to construct a business building on the southerly 50' of Lot 2 and all of Lot 11 to the south. In addition the applicant proposes to expand the existing clinic into the southerly 50' of Lot 1. The north 50' of Lots 1 and 2 will be used for parking for both the clinic and business building. The applicant has submitted no plot plan of his proposed development, merely describing his proposal as a new retail business building and an expansion of the existing clinic.

The zone change property lies adjacent to C2 on both the south and west and will be considered a logical expansion of those zoning boundaries. The two one-half lot to the north will remain in A2.5P, providing some step-down in use between business zoning and adjacent A 2.5 property. The Zoning Code itself will assure that adequate parking is maintained for the clinic and the business building.

Staff Recommendation: Approval

Charles E. Woodward
Planning Director

REQUEST FOR INTERPRETATION

The General Requirement section of each zone in the new Zoning Code--- for example, Section 6-1201, reads as follows:

> "In all R5 Zones, the use of land and structures; the location and erection of new structures; and the alteration, enlargement, or moving of existing structures shall conform in all respects to the following regulations."

When literally applied, this makes it impossible to issue a building permit for any form of alteration or remodeling of an existing structure that does not fully comply with this code. The Variance Committee, therefore, must expect to be continually barraged with variance requests to allow mino remodeling and alterations to existing buildings.

It is the opinion of the staff that this paragraph was not intended to include alterations which did not change the exterior of the building. In order to relieve the Variance Committee of a great deal of unnecessary work and to provide better service to the public, the staff suggests that these paragraphs be interpreted to mean exterior alterations only.

MINUTES OF MEETING
Streets Committee
February 16, 1960
4:15 p.m.

The Streets Committee of the City Planning Commission met on Tuesday, February 16, 1960, at 4:15 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Building Inspections Director Benard; Planning Director Woodward; City Planner Erickson; and recorder Kaplan.

*****

Report and recommendation concerning a revocable permit for reduction of the 10-foot setback on the south side of NE Killingsworth Street between NE Union Avenue and NE 8th Avenue. Request by Commissioner of Public Works.

Staff Report: Ordinance No. 78098, passed by the City Council on November 19, 1942, established a building setback on N and NE Killingsworth Street from N Willamette Boulevard to NE 42nd Avenue. On NE Killingsworth near NE Union Avenue, this setback is 10 feet from the street lot line (40 feet from the center line).

Fred Meyer, Inc. proposes to construct two double-deck parking lots, one on each side of NE 6th Avenue between NE Killingsworth and NE Emerson Streets. Both lots extend to the street property line of NE Killingsworth Street along a total frontage of 300 feet and reach a maximum height of 14 feet on NE Killingsworth.

By revocable permit, the Council has permitted the Fred Meyer building at Union Avenue and Killingsworth Street, which has a 10-foot false front on the Killingsworth side which can easily be removed without the City being subjected to severance damages.

The City Attorney has recommended that the Zoning Code be amended so that all setback appeals are granted by the City Council on the basis of a revocable permit. Further, Fred Meyer, Inc. has not formally filed an application with, nor submitted an affected area notification list to, the Planning Commission.

In light of these considerations, the staff feels that the Streets Committee should not act on the request but, rather, refer the matter to the Council for action on a revocable permit.

Staff Recommendation: Refer the setback appeal to the City Council for action.

Discussion: It was brought out that Fred Meyer proposes to build the structures in question right up to the property line. Mr. Benard added

that the main store will be remodeled and questioned whether Killingsworth Street will ever be widened. A discussion followed on whether it would be feasible to place a clause in the revocable permit to insure that the building would be designed with a false front in the event that 10 feet is needed in the future for street widening purposes. The City Attorney was then contacted by phone with regard to this possibility.

The Committee felt that the City would never be able to acquire the 10 feet in question, when needed in the future, if removal of the 10 feet would hurt the structure itself. Mr. Erickson pointed out that restrictions in the structural plan were not the only considerations. If the setback appeal is approved, regardless of restrictions, the proposed structures would affect the Killingsworth properties that have adhered to the setback.

After a discussion with the City Attorney, the Committee decided to incorporate such a restriction on the design of the building. The restriction would require that plans be submitted which indicate a method of cutting the 10 feet away so that it would not adversely affect the remainder of the structure, if street widening should be needed.

Action Taken: The Committee voted to recommend to the City Council approval of a revocable permit on condition that the design provides that there is a practical way of taking 10 feet away from the structure without adversely affecting the structural acceptability of the remainder of the building after the 10 feet has been taken away.

*****

Meeting adjourned.

*****

Charles E. Woodward
Planning Director

KAE:lmk

MINUTES
Streets Committee
February 24, 1960

On February 24, 1960, Streets Committee members Thompson, Stanton, and Prichard were individually polled regarding the following vacation and dedication.

V5-60 -- Vacation and rededication of N. Channel Avenue. Petitioner: Port of Portland.

Staff Report: The proposed vacation and rededication is located on Swan Island and bounded by property under the control of the Port of Portland, the petitioner.

Presently, N. Channel Avenue parallels the southwestern edge of the island and is located approximately 240 feet from the existing harbor line. As part of a redevelopment plan for the area, the Port of Portland has suggested the realignment of Channel Avenue. The relocation of N. Channel Avenue provides greater uninterrupted site area for future industrial development adjoining the river.

Depending on the location of the individual sites acquired for industrial purposes, connector streets between N. Lagoon Avenue and N. Channel Avenue (relocated) will be provided. Depending on the rate of property acquisition, three existing buildings will be removed from the proposed street. Until such time as the street is needed, the buildings may remain under temporary easement.

The proposed dedication is approximately 5,000 feet in length with a right-of-way 72 feet in width.

Staff Recommendation: Approve vacation and dedication as submitted.

Action Taken: The Committee unanimously voted to recommend that N. Channel Avenue be vacated as petitioned and that relocated N. Channel Avenue be dedicated.

*****

Charles E. Woodward
Planning Director

KAE:lmk

March 15, 1960

To: City Planning Commission Members

From: Planning Director

Subject: Proposed Planning Commission Budget for 1960-1961

Enclosed for your information is a portion of the 1960-1961 budget request of the City Planning Commission, which includes the following items: Summary of Budget Request, Organization Chart, and Budget Detail of Personal Services. This budget and the proposed work program were approved by the Budget Committee of the City Planning Commission on February 29, 1960.

The request for equipment, additions and betterments is quite large in comparison with prior years. It represents the minimum amount necessary for efficient operation and to create a more presentable office. Several of these items were requested at the time the City Hall Annex was being remodeled but, due to the shortage of funds, they were left out. This request is made with ten months of experience in these new quarters and it will remedy several deficiencies that have been discovered.

Since this budget was prepared with the assumption that the proposed increase of the tax base will be approved, adjustments of salaries for the planning staff were recommended. Recommendations for adjustments were made for the Assistant Planning Director and Zoning Supervisor positions, as well as an overall salary adjustment for all positions. In regard to the latter, a report will be prepared showing comparative salaries that are paid by other planning agencies. There was insufficient time to prepare this report as part of our budget request.

Sincerely,

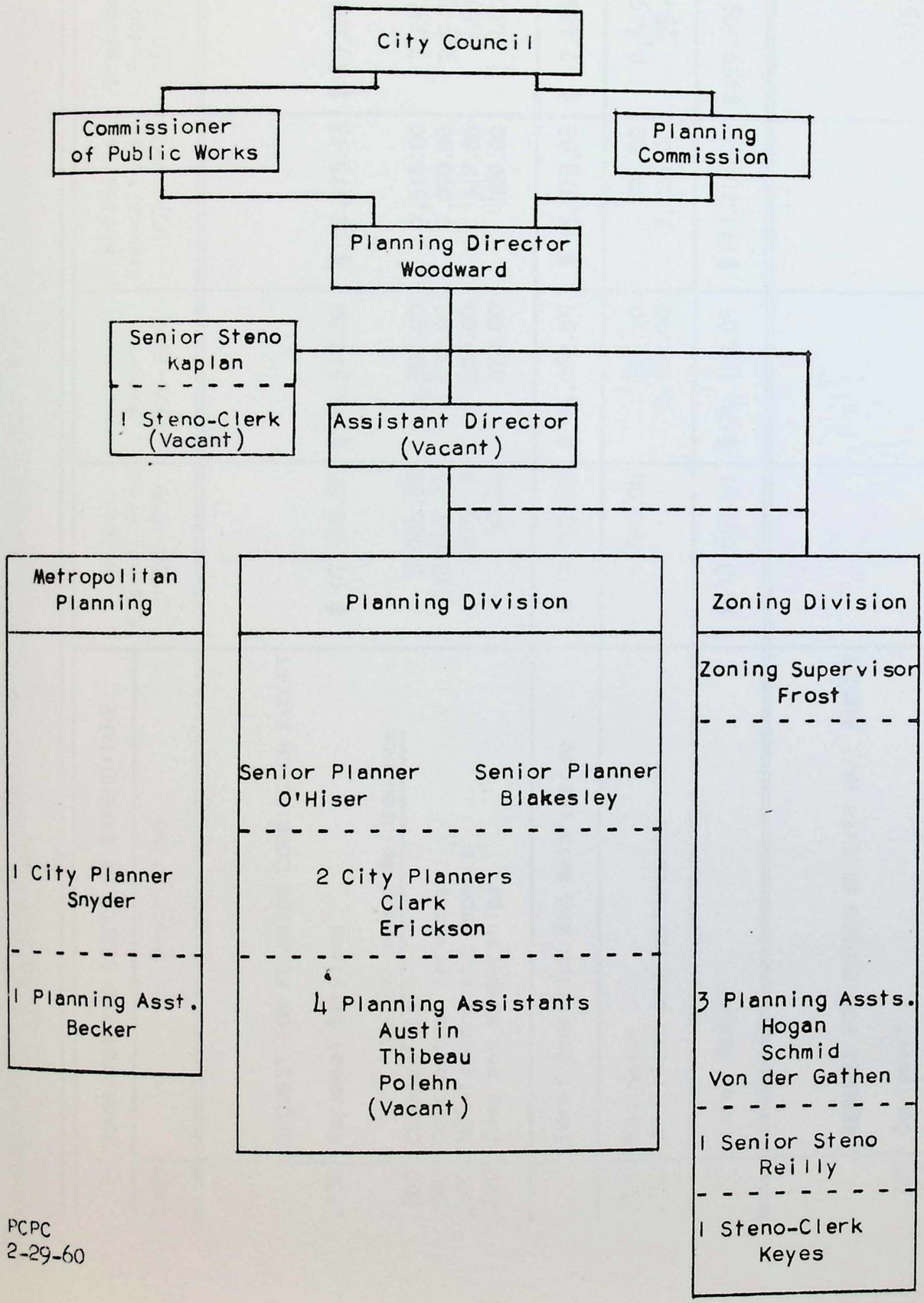
Charles E. Woodward

Charles E. Woodward
Planning Director

CEW:lmk

Enclosures

ORGANIZATION CHART
CITY PLANNING COMMISSION



PCPC
2-29-60

SUMMARY OF BUDGET REQUEST
CITY PLANNING COMMISSION 1960-1961

CHARACTER AND OBJECT OF EXPENDITURE		Actual Expenditures 1958-1959	Budget 1959-1960	Estimated Expenditures 1959-1960	Proposed Budget 1960-1961
Code	Description				
	REQUEST FOR PLANNING COMMISSION BUDGET				
.100	Personal Services	$ 97,568.86	$112,318.00	$102,173.13	$129,408.00
	Operation and Maintenance				
.200	Commodities	6,084.88	4,390.00	7,516.00	7,234.00
.300	Contractual Services	12,447.23	8,852.05	7,090.00	9,715.00
.400	Maintenance and Repairs	675.12	400.00	312.86	487.00
.620	Dues and Memberships	50.44	420.00	400.00	400.00
	Total Operation and Maintenance	$ 19,257.67	$ 14,062.05	$ 15,318.86	$ 17,836.00
.720	Equipment	1,810.04	595.00	595.00	2,615.50
.740	Additions and Betterments		2,128.00	2,128.00	350.00
	Total Budget	$118,636.57	$129,103.05	$120,214.99	$150,209.50
	REQUEST FOR BUREAU OF CITY HALL BUDGET				
.720	Equipment				1,115.00
.740	Additions and Betterments				2,350.00
	Total Request for Bureau of City Hall				$ 3,465.00

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BUDGET DETAIL: PERSONAL SERVICES

At its meeting on February 29, 1960, the Budget Committee of the City Planning Commission requested a description of the $17,090 increase in Personal Services shown in the proposed 1960-1961 budget over the amount budgeted for this current fiscal year. This amount is broken down into various categories in the following table and each category is described below.

$ 2,413	Automatic or merit increase in salary
10,059	New permanent positions established in 1959-1960
6,283	Temporary positions during 1959-1960
599	Transfer of funds to Operation & Maintenance in 1959-1960
$19,354	- gross
2,264	- less decrease due to change in personnel
$17,090	TOTAL increase over 1959-1960 budget

In 1960-1961, eight positions will receive an automatic salary increase over what was budgeted in 1959-1960. One person received a merit pay increase during this current year.

The new permanent positions were created due to the increased work load in administering the new Zoning Code and reclassifying a Stenographic-Clerk position to Senior Stenographer-Clerk.

The temporary positions, a Planner Trainee and an Engineering Aide - Field, were filled during the summer months by planning students. The students benefited from the experience in our office and the City of Portland benefited from the work they accomplished. Therefore, these two temporary positions are requested to be retained in our budget for 1960-1961. The Engineering Aide - Field is shown in the proposed budget with a full year's salary ($4,805).

The transfer of Personal Service funds to Operation and Maintenance covered the purchase of the recording equipment used in the Conference Room and a subscription to the American Society of Planning Officials' "Planning Advisory Service".

The decrease due to changes in personnel involved three positions: (1) a Planning Assistant resignation that will be filled at a lower annual salary, (2) reclassification of a Senior Planner position to City Planner, and (3) reclassification of a Junior Planner position to Stenographer-Clerk.

PCPC
3-7-60

March 8, 1960

DESIGN COMMITTEE POLICY STATEMENT

Attached is a copy of the revised Design Committee policy statement which was adopted by the Design Committee March 7, 1960, together with the covering letter and distribution list.

This statement of policy for evaluation of buildings to be constructed in the various "D" Zones has been revised in accordance with suggestions offered by a special committee of the Planning Commission. The Design Committee desires Planning Commission approval of this policy statement before proceeding with its publication and dissemination.

DESIGN ZONE COMMITTEE POLICY FOR EVALUATION AND ACCEPTABILITY

With the growth and development of our city, certain public areas have become important to our people, for reasons of scenic value, historical interest or architectural merit.

To safeguard these areas for future use and enjoyment by all of our people, it is appropriate that we conserve and enrich the appearance of these areas and of their surroundings.

To this end, it shall be the function of this committee to review all factors which may affect the visual development of these areas.

In reviewing designs for construction or alterations within Design Zones, each submission will be evaluated on character, scale, height, relationship to other structures and spaces, materials and colors, landscaping, lighting, protection of existing trees, public monuments, and architectural landmarks, and provision for appropriate parking, service, and access.

General Provisions:

1. Designs for temporary structures, fences, or barricades shall be submitted for approval.
2. Identification signs shall be included as a part of design submissions.
3. Size, design and location of advertising signs within Design Zones shall be regulated by this committee.
4. Unless otherwise approved, utilities within Design Zones shall be concealed.

D E S I G N Z O N E S

1. South Park Blocks: The character of this zone shall be, in so far as possible, that of a grove, the maintenance and development of which shall include structures, public monuments, fountains and lighting, designed to enhance its use by pedestrians by day and by night.

2. Memorial Coliseum: This zone shall be developed to provide a vigorous setting for spectator sports, conventions, ceremonies, exhibitions, and other public events related to the major structures.
Surrounding structures, signs and landscaping shall be so designed as to compliment the major structures, and their relationship to both the riverfront and city as a whole.

3. Terwilliger Boulevard: This zone shall be developed as a public parkway. Primary consideration shall be given to the sequence and relationship of views to wooded areas. Parking and concessions shall be restricted to designated areas.

PORTLAND CITY PLANNING COMMISSION

MAIL: 414 CITY HALL PORTLAND 4, OREGON OFFICE: 424 S.W. MAIN STREET • CAPITOL 8-6141

J. H. SROUFE, President
CHARLES McKINLEY
H. LOREN THOMPSON
GLENN STANTON
LEWIS G. PRICHARD
NEIL R. KOCHENDOERFER

WILLIAM A. BOWES,
Commissioner, Department of Public Works

L. V. WINDNAGLE, Vice President
NATHAN A. BOODY
GORDON C. DUDLEY

CHARLES E. WOODWARD, Planning Director
FRANK N. FROST, Zoning Supervisor

January 19, 1960

Dear Sir:

Article 31 of the new Planning and Zoning Code establishes D (Design) Zones in and around:

1. The South Park Blocks
2. Memorial Coliseum
3. Terwilliger Boulevard

All construction proposed for these areas must now be submitted to the Design Zone Committee for evaluation before the issuance of a building permit.

This Committee urges all parties currently contemplating work within these zones to arrange for a design review during preliminary studies. Drawings already in production should be reviewed at the earliest opportunity.

Very truly yours,

DESIGN CODE COMMITTEE	REPRESENTING
Lewis Crutcher, Chairman Hilmar Grondahl, alternate	Art Commission
L. V. Windnagle Neil Kochendoerfer, alternate	Planning Commission
Craig Kelley Jeffery Holbrook, alternate	Building Owners & Managers
Thornton T. Munger R. A. Montgomery, alternate	Public-at-large
Florence Gerke Margaret Fritsch, alternate	Architects

Encls. Article 31 of new Planning and Zoning Code
Standards of Evaluation and Acceptability
Map of existing Design Zones

AGENDA 200

PORTLAND CITY PLANNING COMMISSION MEETING

April 19, 1960

3:00 p.m.

Page

1. Approval of Minutes and Committee Reports

   a. Planning Commission.....March 15, 1960..... 1
   b. Zoning Committee.....November 25, 1959..... 5
   c. Streets Committee.....March 15, 1960..... 22
   d. Streets Committee.....March 28, 1960..... 25
   e. Streets Committee.....March 31, 1960..... 32

2. Planning Director's Report

not to include such items in the budget but to account for them as Emergency and Unforeseen expenditures as they occur. He related that, in Oakland, such convention costs are included in the budget.

Mr. Woodward felt that major conferences of concern to the Planning Commission would include the national ASPO convention, the national AIP convention, and the League of Oregon Cities convention. He thought that a policy could be set with regard to the number of staff members or Commission members to attend such conferences. The Commission further suggested that a rotational system for staff members and Commission members be established concerning attendance at such conferences. The Commission members expressed the need for representation at these conventions as a means of keeping our planners abreast of modern planning principles.

In connection with the ASPO convention, Mr. Woodward stated he would like to see funds budgeted for at least one staff member and two Commission members. For the AIP convention, he felt that money should be budgeted to allow one staff member to attend the convention. Regarding the League of Oregon Cities convention, he related that it is usually held in Portland but, when scheduled elsewhere, he felt that some provision should be made for staff members and Commissioners as well.

Mr. Stanton suggested that a letter be directed to Commissioner Bowes outlining a policy regarding planning conventions, with specific proposals in mind. Mr. McKinley felt that the Commission should be cautious in requesting additional funds for convention use if it could possibly jeopardize the other budget requests of the Planning Commission.

The Commission agreed that at least one staff member should attend the above mentioned planning conventions.

With regard to the adjustment of salaries for the staff, Mr. Woodward related that such increases are probably dependent on the adoption of a new tax levy. He added that, in comparison with salary schedules of Oakland and from information obtained from ASPO, Portland does not rate well with other cities.

ACTION: Mr. Woodward was asked to prepare a letter for transmittal to Commissioner Bowes regarding a policy of the Planning Commission for attendance at future planning conventions, such as the national ASPO and AIP conventions and the League of Oregon Cities convention. A rotational system, as discussed at the meeting, should be outlined in the letter. This letter will then be subject to review by Mr. McKinley prior to submission to Commissioner Bowes.

*****

REVISED DESIGN COMMITTEE POLICY STATEMENT

Mr. Kochendoerfer related that the Design Committee's policy statement, as revised at its last meeting, was incorporated in the Agenda and is contained on pages 29 through 32. Commission members indicated that there is still room for improvement concerning the letter and policy statement to be mailed out. It was felt that the letter should be expanded in clarity and persuasiveness and written in a more friendly manner. Following the first sentence of the letter, it was felt that there should be some mention of the purpose and need for the design zones. Mr. Woodward suggested that the statement on Policy for Evaluation and Acceptability be incorporated in the letter or that the section relating to the purpose of the Design Zone, as specified in the Zoning Code, be paraphrased in the letter.

Mr. McKinley felt that one of the major goals of the Design Committee should be to get the people in the design areas interested in preservation of such areas. He felt that a cogent case should be made as to the value of such design standards, why they were proposed and what they are supposed to accomplish.

ACTION: Mr. Woodward was directed to prepare a letter (to be reviewed by a committee of Sroufe, McKinley, and Stanton) to be sent out by the Design Committee regarding design standards. Matters discussed at the meeting should be considered in the preparation of this letter.

*****

INTERPRETATION OF NEW ZONING CODE

Mr. Kochendoerfer related that the City Attorney has recently ruled on an interpretation of a height provision in the new Zoning Code, which is contrary to the Zoning Committee's interpretation. It involves a height restriction which states that, in an R5 Zone (used as an example), no structure shall exceed 2½ stories or 35 feet in height. It has been the Zoning Committee's understanding that 35 feet would be the maximum height in any case. The City Attorney has ruled that such is not the case.

The Commission indicated that other zoning codes should be referred to in this instance as a guide in amending the code. A proposed amendment to the code should be prepared concerning this height restriction for consideration at the next Planning Commission meeting.

*****

VARIANCE COMMITTEE

Mr. Prichard questioned whether it wouldn't be desirable to have more Planning Commission representation on the Variance Committee to insure

that certain ideals and policies strove for in the Zoning Code are followed. In this regard, the need for close communication between the Variance Committee and the Planning Commission seemed of primary concern. It was felt, however, that the policies set forth in the Zoning Code have been supported by the Variance Committee, as reflected by their decisions on variances at meetings.

*****

Meeting adjourned.

*****

Charles E. Woodward
Planning Director

CEW:lmk

MINUTES OF MEETING
Zoning Committee
November 25, 1959
3:00 p.m.

The Zoning Committee of the Portland City Planning Commission met on Wednesday, November 25, 1959, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Windnagle and members Kochendoerfer and Dudley; Building Inspections Director Benard; Planning Director Woodward; Zoning Supervisor Frost; and recorder Reilly.

*****

P.C. File No. 3570C was a Conditional Use request for approval of construction of a professional office building in an AO Zone on the west side of SW 16th Avenue between SW Montgomery and Mill Streets.

Discussion: Mr. Carl Kline, owner of the property on the corner of SW 16th and Mill, questioned just what was being proposed and whether any change of zone would result. The detailed proposal of the applicant was read by Mr. Frost who also pointed out, in answer to a question by Mr. Kline, that the proposal will meet the parking requirements of the Zoning Code.

Mrs. Agnes L. Thomas, 1629 SW Montgomery, was confused by the location of the proposed building, but stated that she had no objections as long as it would not interfere with her property.

Action: The Committee unanimously adopted the staff recommendation of approval. A copy of the report is attached and made a part of these minutes.

*****

P.C. File No. 3583C was a Conditional Use application for a parking lot for a branch library in an R5 Zone, presented by the Library Association of Portland. Said parking lot is to be located on the east side of SE 49th Avenue, 100 feet south of Woodstock Boulevard.

There were no remonstrators.

Action: The Committee unanimously adopted the report of the staff recommending approval of the Conditional Use. A copy of said report is attached hereto and made a part of these minutes.

*****

P.C. File No. 3569C was a Conditional Use application by The Reed Institute for a Science Building Complex on the north side of SE Woodstock Boulevard at approximately SE 34th Avenue.

There were no remonstrators.

Action: The Committee unanimously adopted the staff report recommending approval of the long range plan provided all proposed buildings are located substantially as shown on the drawings. A copy of the report is attached and made a part of these minutes.

*****

P.C. File No. 3571C was a Conditional Use application for construction of an office building in an AO Zone on the south side of NW Lovejoy Street between NW 20th and 21st Avenues, presented by Robert A. and Beverly J. Wagner.

Action: The Committee unanimously adopted the report of the staff recommending approval of the request. A copy of the staff report is attached and made a part of these minutes.

*****

P.C. File No. 3563C was a Conditional Use application for enlargement to an existing church building at the northeast corner of NE 37th Avenue and Skidmore Street, presented by Bethany Lutheran Church by L. G. Gregersen, President.

Plans for the building were studied by the Committee, which agreed with the staff that the two deviances were very minor.

Action: The Committee unanimously adopted the staff report which recommended approval of the request as submitted. A copy of the report is attached and made a part of these minutes.

*****

P.C. File No. 3562C was a Conditional Use application for an addition to an existing church building in an R5L Zone at the northeast corner of NE 39th Avenue and Shaver Street, presented by Wilshire Methodist Church by Reverend Gardner.

Discussion: Reverend Gardner pointed out that the request includes a parking lot too. Stewart Mockford, architect, stated his opinion that the area will not be hurt by the reduced yard allowance because the adjacent house is the parsonage and is set back on another street more than is required. He also pointed out that the church has made an effort to comply with parking requirements by providing a parking lot. In answer to a question by Mr. Benard, Reverend Gardner stated that paving of the lot was a part of their plans.

Action: The Committee unanimously approved the request as proposed. A copy of the staff report is attached and made a part of these minutes.

*****

P.C. File No. 3545C was a Conditional Use application for approval of a complete campus plan for Columbia Christian College, located between East Burnside Street and NE Glisan Street at NE 91st Avenue, presented by Columbia Christian College by N. H. Rowland, President.

Discussion: Several remonstrators appeared against this application. The discussion was opened by Mr. Melvin McClure, 30 SE 91st Avenue, who stated that he had taken a poll and that he had 33 names of those who objected to the College and want to keep the residential tone of the area. He also mentioned traffic problems.

Mr. McClure was followed by Frank Lattanzi, 19 SE 93rd Avenue, who, he said, had at first objected to Mr. McClure's petition but, after investigating further, agreed with it. He now wants to keep the neighborhood as it is (his name is on petition).

Mr. Orville O. White, 400 NE 91st Avenue, then presented several questions to the Committee, including: (1) Are they going to take over 91st Avenue?, (2) Will buildings be used as designated?, (3) What type of buildings are to be constructed and how long a time will be needed for construction?, (4) Will there be independent parking for each building or just one parking lot?, and (5) Will all buildings coincide with Zone R5?.

Mr. Dave Bonn, NE 58th Avenue; Mr. Boyd, speaking for Edna B. Ceril, 9129 NE Hoyt; and Mr. Sam Wilson, 9102 NE Glisan, also spoke against the proposed school development plan, bringing out the same problems of traffic, length of time to construct, and parking problems. Mr. Grant E. Gower, 8932 NE Davis, was the only one appearing in favor of the school, and stated that the school was a definite advantage in his opinion -- he bought his property because of it and considered it a credit to the neighborhood.

Reverend Rowland, President of the College, answered the criticism by stating that they intended to improve year by year, and that they are leveling dirt and dumping it on campus. He presented the total plan and also pointed out that there are other schools in the area.

Mr. Benard questioned the development of the parking lot, but Reverend Rowland assured him it would be as planned, and that the entire development would be completed by 1969.

The Chairman pointed out that the question was divided into two parts: (1) the Committee could approve or deny the change from the temporary buildings to permanent ones or (2) approve or reject the whole plan.

Action: The Committee voted unanimously to approve construction of the permanent buildings to be substituted for temporary buildings, and to defer action on the total campus development until the staff has more

time to study the proposal and make a recommendation. January 14th was set for the date of the next hearing. A copy of the staff report is attached and made a part of these minutes.

*****

P.C. File No. 3568C was a Conditional Use application for a fill in an M3 Zone located on SE Milwaukie Avenue at SE Mitchell Street, presented by Harold A. and Mildred A. Wagner.

Discussion: Mr. John Epping, 2633 SW Tichner Drive, and Mr. Wall, 5010 SE Milwaukie Avenue, appeared in opposition to the operation of this fill, stating that the mud, dirt, dust, and traffic hazards constituted a nuisance. Both remonstrators agreed that the economic problems involved in operating the fill were important, but felt that unless proper precautions could be taken, it should be closed. Mr. William Miller, attorney for Mr. Wagner, pointed out that Mr. Wagner wanted to do everything possible to remove the nuisance element of the fill -- he would be willing to build whatever kind of roadway was necessary to "keep the Nuisance Division off their back", and while they would like to have a man there at all times, the economic problem had to be considered.

Mr. Fred Schlaff of the Portland Traction Company discussed his Company's interest in the slope to be maintained -- a 2-1, with the toe of the fill far enough back from the railroad right-of-way line so that a slide could not cover the tracks, and also that the owners should be responsible for drainage.

Action: The Committee voted unanimously to continue final decision on this application to give Mr. Wagner an opportunity to submit some proposal to the Committee that would minimize the impact on the neighbors -- perhaps some kind of roadway. The Committee wished to protect the neighbors without making it economically impossible for Mr. Wagner to operate his fill.

A copy of the staff report is attached and is made a part of these minutes.

*****

Petition No. 3588 was a petition to change from Zone R5 to R5P the property located on the south side of SE Haig Street, 100 feet east of SE 50th Avenue, presented by John and Lydia Schempp; optional purchaser, Henry F. and Hazel English.

Action: The Committee unanimously adopted the report of the staff recommending approval of the petition. A copy of the report is attached and made a part of these minutes.

*****

Petition No. 3585 was a request to change from Zone R5 to Zone R5P the northwest corner of NE 16th Avenue and Brazee Street to construct a parking lot, presented by George M. Lopiparo.

Action: The Committee unanimously adopted the staff report recommending denial of the petition. A copy of the report is attached and made a part of these minutes.

*****

Petition No. 3586 was a request to change from Zone R5 to C4 the southeast corner of SE 39th Avenue and Franklin Street to install a tailor shop in an apartment building, presented by John Ringstad, owner, and optional purchaser P. B. Bellman.

Action: The Committee voted unanimously to adopt the staff report recommending denial of the petition. A copy of the report is attached and made a part of these minutes.

*****

Meeting adjourned.

*****

Charles E. Woodward
Planning Director

FNF:lmk

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

10

PETITION NUMBER: 3570 C

¼ SECTION: 3127-3128

OWNER: Archie E. and Louisa P. Bradshaw, 1858 SW High Street; Optional Purchaser; Stuart W. and Frances M. Ball, 421 Yeon Building

REQUEST: Conditional Use Application--professional office building in AO Zone

LOCATION: The east side of SW 16th Avenue between SW Montgomery and SW Mill

LEGAL: Portion of Lot 25, Block C, Carters Addition

Detailed Proposal and Surrounding Conditions: The applicant proposes to construct a single-story office building to house an insurance agency. The staff is expected to consist of five or six agents and a secretarial staff of three or four.

The applicant's property consists of an irregular rectangular lot measuring 60' x 140'. He proposes to construct a 38' x 53' building set back 15' from the street property line and 6' from the north property line. A parking lot is to be developed at the rear of the lot with driveway access along the southerly side of the building. The proposal as presented is completely within the minimum standards of the Planning and Zoning Code.

Surrounding the applicant's property the predominant form of development is large old single-family-houses, most of which have been converted for multiple use. There are also numerous apartment houses in the area. One-half block to the east lies a lot which has previously received Planning Commission approval for the construction of a similar office building. This type of use seems quite compatible with the general character of the area.

Staff Recommendation: Approval

Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3583 C

¼ SECTION: 3635

11

OWNER: Library Association of Portland
801 SW 10th Avenue

REQUEST: Conditional Use Application--Parking lot for a branch library in R5 zone

LOCATION: The east side of SE 49th, 100' south of Woodstock Boulevard

LEGAL: North 1/2 of Lot 3, Block 6, Woodstock Addition

Detailed Proposal and Surrounding Conditions: The applicant, Library Association of Portland, is planning to construct a new branch library on the SE corner of SE 49th and Woodstock. The library building itself is to be constructed in a C2 zone and consequently does not require Conditional Use approval. The proposed parking lot, however, is in R5 and must receive Conditional approval.

The new library building will cover most of the 100' x 100' corner with some allowance for yards as provided by the Zoning Code. The proposed parkinglot will park approximately 16 cars.

SE Woodstock Boulevard is of course strip zoned for business in this vicinity and is developed with a mixture of residential, commercial and some light industrial uses. SE 49th Avenue, on the other hand, is entirely single-family, both in zoning and actual development.

Approval of this Conditional Use will bring non-residential development an additional 50' into a nominally single-family area. However, the screening and planting provisions of the Code would seem to make this a relatively innocent intrusion in this vicinity.

Staff Recommendation Approval

Charles E. Woodward

Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3569 C

1/4 SECTION: 12
3634

OWNER: The Reed Institute, 3202 SE Woodstock Boulevard

REQUEST: Conditional Use Application--Science Building Complex

LOCATION: The north side of SE Woodstock Boulevard at approximately SE 34th Avenue

LEGAL: Metes and Bounds

Detailed Proposal and Surrounding Conditions: The applicant's proposal consists of three additions to the existing Chemistry Building on the Reed College campus, which are to be constructed immediately. These additions consist of a classroom and laboratory wing, a laboratory and research wing and an additional laboratory space. In addition there is proposed for future construction a new wing to be added to the existing Science Building, a lecture and library building, a reactor building and a student and faculty parking lot. All of this proposed construction is to be grouped around the present Chemistry and Science buildings and will eventually form the total Science Building Complex for the college. The proposed locations of the structures are well within the bounds of the Reed College campus and could have little or no conceivable impact upon surrounding residential properties.

No timetable for construction has been presented, the proposal simply being the buildings will be built in the future as funds and needs make them necessary and possible. The total proposal appears to be well within the minimum Zoning Code requirements for college buildings.

Staff Recommendation: Approval of the long range plan provided all proposed buildings are located substantially as shown on the drawings.

Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3571 C

¼ SECTION: 2927-2928

13

OWNER: Robert A. and Beverly J. Wagner, 320 SW Stark Street

REQUEST: Conditional Use Application--Professional office building in an AO Zone

LOCATION: The south side of NW Lovejoy between NW 20th and 21st Streets

LEGAL: Lot 10, Block 285, Couch's Addition

Background: In April, 1959, the City Council, at the request of the Planning Commission, granted to the C. A. Wagner Company a revocable permit allowing the conversion of a large old two-story house at this location into a professional office building (P. C. File No. 3465). The Planning Commission recommendation at that time was based on the fact that once the new Code was adopted this property would qualify for conversion as a Conditional Use. The Planning Commission's consideration was based upon the Conditional Use section of the then proposed Zoning Code.

Subsequent to that action the applicant discovered that an entirely new building would cost little more than the contemplated conversion. However, the original ordinance restricted him to a conversion of the existing building. Recently at the applicant's request the Planning Commission recommended that the Council amend that earlier ordinance to allow the construction of a new building within the requirements of the Planning and Zoning Code. At the time of this second Planning Commission action it was pointed out that the applicant had on file a Conditional Use request allowing him to avoid the stigma of a revocable permit. The reason for the amendment to the permit was to allow him to proceed with a minimum of delay.

All of the original considerations remain with the exception that the applicant now desires to construct a new building rather than to convert an existing structure. The applicant's proposal is within the requirements of the Zoning Code. Such use is entirely compatible with the surroundings.

Staff Recommendation: Approval

Charles E. Woodward
Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

14

PETITION NUMBER: 3563 C

¼ SECTION: 2634

OWNER: Bethany Lutheran Church, by L. G. Gregersen, President

REQUEST: Conditional Use Application--An enlargement to an existing church building

LOCATION: The northeast corner of NE 37th Avenue and NE Skidmore

LEGAL: Lots 4 and 5, Block 24, Wilshire Addition

Detailed Proposal and Surrounding Conditions: The applicant's property consists of a 33,313 square foot corner lot measuring approximately 297' along NE 37th Avenue and 112' along NE Skidmore Street. The property presently contains an existing church building covering approximately 5300 square feet of ground area, plus a personage and garage. The proposal is to add a single-story educational unit attached to the existing church. The addition is to cover approximately 4300 square feet. This educational unit is to be attached to the northern end of the church building and will lie between the existing church and the existing personage. In addition, two new parking areas are to be developed; one, capable of parking 19 cars, will lie between the educational building and the personage; the other, parking 8 cars will lie along the existing driveway at the southeast corner of the property.

The proposal as presented embodies two deviations from the minimum standards set forth in the Code. The total lot coverage proposed is approximately 33½% as compared with the 30% maximum permitted in an R5 zone. The most westerly projection of the proposed addition would come within approximately 12' of the 37th Avenue property line. The required front yard for churches in an R5 zone is 15'. This 12' yard depth is the same as is currently being provided by the existing church and is offset by a deep courtyard penetration adjacent to it. In other words, the actual building line is irregular and varies from a minimum of the before-mentioned 12' to a maximum of approximately 63' back from the street property line. It was the opinion of the staff that this sort of treatment is far more desireable in its total affect than the imposition of a flat yard-depth standard. The staff is also of the opinion that the total layout represents a generous and interesting plot plan which adequately fulfills the spirit of the code requirements pertaining to churches, and that in this instance the slight excessive lot coverage requested is not objectionable.

Staff Recommendation: Approval as submitted

Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3562 C

¼ SECTION: 15
2634

OWNER:
Wilshire Methodist Church, by Rev. Gardner
4026 NE 39th Avenue

REQUEST:
Conditional Use Application-- An addition to an existing church building in an R5 zone

LOCATION:
The northeast corner of NE 39th Avenue and NE Shaver

LEGAL:
Lot 5, Block 21 and the south 95' of the east 55' of Lot 4, Block 22, Wilshire Addition

Detailed Proposal and Surrounding Conditions: The applicant's property consists of a 105' by 160' corner lot plus an additional lot across NE 39th Street which measures 55' by 95'. The applicant's property now contains an existing church building, personage and garage. The proposal is to add a new wing onto the existing church and develop the lot across 39th Avenue as a parking lot. The proposed addition is to serve as the church nave with the original church building to be remodeled as a social hall and educational unit. If the area of both lots can be added together and considered the total lot area, then 28½% lot coverage is being proposed. Actually 37% of the main lot is to be covered by buildings. The applicant proposes to build the new nave addition to within 8' of NE 39th Avenue. In an R5 zone 15' is required as a front yard for a church. This proposed reduction in yard at this point is partially offset by the fact that a fairly large area at the southwest corner of the lot is left vacant. Actually, this proposal and the proposal in file number 3563 C are very similar, varying only in the magnitude of the requested variation from standard.

Although the staff can claim to favor the applicant in 3563 C the feeling is that in the case of this proposal the requested reduction of standards is a bit too great to allow approval. An 8' front yard seperating the nave portion of a church building from the street property line is considerably more overpowering than the proposed 12' separating the much lower and lightly scaled educational unit from the street property line that was requested in 3563 C.

A study of the floorplan leads the staff to conclude that the architect could have found a means of designing the required addition within the standard front yard had he been convinced that it was necessary.

Staff Recommendation: Approval of the proposed church enlargement within the standards set forth in the Planning and Zoning Code only, with no reduction of the front yard requirement.

Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3545 C

¼ SECTION: 2939-2940
3039-3040

16

OWNER:
Columbia Christian College, by N.H. Rowland, President
400 NE 90th Avenue

REQUEST:
Conditional Use Application-- A complete campus plan for Columbia Christian College

LOCATION:
Between NE Burnside Street and NE Glisan Street at NE 91st Avenue

LEGAL:
Various

Detailed Proposal and Surrounding Conditions: The applicant, Columbia Christian College, owns a large parcel of property, reaching from NE Burnside Street nearly to NE Glisan Street, bounded on the west by NE 90th Avenue and on the east by NE 92nd Avenue. At the present time the property contains a single school building located at the extreme northern end of the site. The proposal is to build up a full scale college campus consisting of some seven buildings in addition to the existing grade school building. These seven buildings will include a highschool, library, administration building, science and home economics building, music building and mens and womens dormitories. It is anticipated that these will all be permanent buildings.

Since the scheduling of the public hearing on this request it has become apparent to the staff that a good deal of detailed study will be required before an intelligent decision can be arrived at. Among the problems which are obvious is the fact that the property owned by Columbia Christian College includes the former railroad right-of-way, now filled, which has long been urged by the Planning Commission as the route for a connection from East Burnside Street to the Banfield Freeway. The desireability of such a conection is apparent by simple inspection. There has not, however, been a detailed study of the need, or a presentation of such a study to the State Highway Department, to determine whether or not that body would be willing and able to aquire the needed property in the near future. Certainly Columbia Christian College deserves to know whether there is an imminent possibility that a portion of their property would be taken for such a use.

A glance at a map of the applicant's property reveals that numerous dedicated but undeveloped streets separate various portions of the total property, one from the other. Certainly if the applicant's property is to be developed as a true campus, the streets should be vacated. It is the belief of the staff that if the Planning Commission is to approve this campus plan, it should also go on record as approving the vacation of these streets, and urge the initiation of vacation proceedings.

The staff has not as yet had sufficient time to develop the necessary studies required, for a staff recommendation. The staff recommends that the hearing be held to determine neighborhood reaction to the proposal of the full-scale campus being developed at this location, but that the final decision be deferred with the applicant's approval for approximately 6 weeks to clear up the question of possible highway acquisition of a large part of the applicant's property. The staff believes that all outstanding questions can be answered and a report ready for this Committee by the January 14th meeting.

FNF:r

Charles E. Woodward

Charles E. Woodward, Planning Director

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

17

PETITION NUMBER: 3568 C

¼ SECTION: 3532

OWNER: Harold A. and Mildred A. Wagner, 6875 SE Pine Court

REQUEST: Conditional Use Application---Fill in an M3 Zone

LOCATION: Southeast Milwaukie Avenue at SE Mitchell Street

LEGAL: Tax Lots 65 and 70 (Metes and Bounds)

Detailed Proposal and Surrounding Conditions: The applicant's property consists of a 16 2/3 acre tract lying between Milwaukie Avenue and the Portland Traction Company's tracks along the Willamette River edge. The property consists mostly of swamp land lying some 80' below the elevation of Milwaukie Avenue. The applicant proposes to deposit fill material on the site over a period of years, eventually bringing the level of the ground up to the elevation of the railroad tracks, with one access road to be provided from Milwaukie Avenue. After the property has been filled and compacted to the desired level the applicant proposes to develop it as an industrial tract.

The location of the applicant's property adjacent to Milwaukie Avenue, a major street, makes it possible to bring fill material to the site entirely along major streets, avoiding the common problem of disruption to a residential neighborhood by continued truck traffic. This fill has been in operation for a considerable time, but was only recently purchased by the applicant. In the past there have been occasional problems raised by this operation when the former operator allowed garbage, rubbish and flammable material to be dumped on the property. There have also been the usual complaints of undue mud and dust, causing a nuisance to surrounding properties. The applicant, however, has displayed a very cooperative attitude and has indicated a willingness to institute any reasonable safeguards to assure that his operation does not constitute a nuisance. The staff feels that this is an unusually desireable location for a large fill and that the operation should by all means be encouraged, provided certain basic safeguards are provided.

Staff Recommendation: Approval, subject to the following conditions:

1. Fill material to be deposited on the site shall be restricted to solid materials such as clean dirt, rock,&concrete. At no time shall the applicant allow the dumping of garbage, rubbish or any flammable materials on the premises.

2. The applicant shall provide water service to the property and wet down the dump ground and access road during dry weather to prevent the development of excessive dust.

3. The applicant shall promptly clean up any fill material deposited on the streets as a result of hauling or will reimburse the City of Portland for any work necessary in order to clean the street(s) as a result of such hauling.

4. The placement of fill material on this property shall be terminated at a time no more than ten years from the date of Planning Commission approval of this Conditional Use application.

Charles E. Woodward
Planning Director

FNF:r

FORM I

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3588

¼ SECTION: 3335-3336 19

OWNER: John and Lydia Schempp, Route 1, Box 213, Clackamas, Ore.
Optional Purchaser: Henry F. and Hazel English, 4111 SE Cooper

REQUEST: R5 to R5P to construct a parking lot

LOCATION: South side of SE Haig 100' east of SE 50th Avenue

LEGAL: Lot 5, Block 7, Creston Addition

Detailed Proposal and Surrounding Conditions: The optional purchaser presently operates a real estate office on the property to the west. Immediately to the south of his office is a service station. There is considerable area at present blacktopped and used for parking both for the service station and real estate office. The optional purchaser desires to extend this parking lot into the zone change property. Adjoining the zone change property on the east are 2 single-family houses; directly across SE Haig to the north are 3 more single-family-houses. Both the frontage on SE Powell Boulevard to the south and the frontage along SE 50th to the west are developed for commercial uses, and the proposed zone change would seem to be a logical and reasonable addition to this grouping of commercial uses around a major intersection.

Staff Recommendation: Approval

Charles E. Woodward

Charles E. Woodward

FNF:r

FORM 1

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3585

¼ SECTION: 2732 and 2832 20

OWNER: George M. Lopiparo, 2503 NE 16th Avenue

REQUEST: R5 to R5P to construct a parking lot

LOCATION: The northwest corner of NE 16th and Brazee

LEGAL: Lot 10, Block 61, Irvington

Detailed Proposal and Surrounding Conditions: The applicant's property consists of a 50' x 100' corner lot which he proposes to develop as a parking lot to be used in conjunction with an existing nonconforming grocery store located adjacent at the northeast corner of NE 15th and Brazee. The grocery store now has an off-street parking lot capable of parking 18 automobiles. This proposal would expand that lot to allow the parking of an additional 14 cars. The proposed lot would be entered from NE Brazee Street by way of an existing driveway located at the extreme western end of the lot or by way of the existing parking lot to the west. An exit is proposed onto NE 16th Street at the east.

The grocery store is a nonconforming use and was in a similar category under the old Zoning Code. It is situated in the midst of a substantial single-family area solidly developed with large, old, still well-maintained single-family-homes. The approval of this zone change would allow the expansion, by virtue of the zone change, of an operation which has never been recognized by zoning since the adoption of the original code in 1924. If the maintenance of this operation in a nonconforming status was correct then the present zone change request could hardly be considered to be in the best interests of the community since it is in direct conflict with that nonconforming situation.

Staff Recommendation: Denial

Charles E. Woodward
Planning Director

FNF:r

FORM 1

PORTLAND CITY PLANNING COMMISSION
ZONING COMMITTEE

DATE: November 25, 1959

PETITION NUMBER: 3586

¼ SECTION: 3334

21

OWNER: John Ringstad, 4155 SE Ogden: Optional Purchaser, P. B. Bellman 1881 SW 6th Avenue

REQUEST: R5 to C4, to install a tailor shop in an apartment building

LOCATION: The southeast corner of SE 39th and Franklin

LEGAL: Metes and Bounds

Detailed Proposal and Surrounding Conditions: The applicant's property consists of a tax lot measuring 261' along the Franklin Street property line and 71' along the 39th Avenue property line. The westerly 88' of this tax lot is what he wishes changed to a C4 zone. The entire property, as well as the adjoining lots to the south, east and north, is in Zone R5. Formerly, however, the applicant's property was in Zone I1. Under the provisions of the former zoning code the applicant has constructed two duplexes immediately to the east of the zone change area and has a third duplex under construction on the zone change lot. All three of these duplexes are nonconforming as soon as they are built.

The corner of the intersection of SE 39th and Powell from 500' to the south is, of course, in a commercial zone. There has recently been granted a zone change for a fairly large area at the northeast corner of that intersection to allow the construction of a supermarket. This C2 zone extends northward to approximately 225' south of the applicant's property. On the southwest corner of SE 39th and Franklin is a small dentist's office building which is in C5. Property zoned C5 can be used only for a doctor, dentist or psychiatrist office and could not be converted to any other commercial use. On the northwest corner of the intersection of 39th and Franklin is an old nonconforming grocery store. All other property in the vicinity is zoned either R5 or A1 and is developed either with single-family-houses or with apartments. The applicant has a fairly substantial, attractive duplex under construction on the property at the present time. The proposal is to add a small extension onto the northwest corner of that building at the basement level, extending out to the street property line, to be occupied by a small tailor shop.

The questions concerning this proposal are two-fold: First, whether a spot of business zoning should be allowed this far north of the 39th and Powell intersection, obviously lending encouragement to the possibility of strip zoning along 39th Avenue. Secondly, whether the standards of the Zoning Code should be reduced to allow a business structure such as this to be constructed with no front yards whatsoever. It is the opinion of the staff that not only is the requested zone change itself completely improper, but that the proposed construction could only serve as a blighting influence to the complete detriment of the surrounding area.

Staff Recommendation: Denial

Charles E. Woodward

Charles E. Woodward, Planning Director

FNF:r

MINUTES OF MEETING
Streets Committee
March 15, 1960
2:30 p.m.

The Streets Committee of the Portland City Planning Commission met on Tuesday, March 15, 1960, at 2:30 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Acting Chairman Stanton and member Prichard; Engineer II Neely from the Bureau of Traffic Engineering; Right-of-Way Engineer Short; Planning Director Woodward; Zoning Supervisor Frost; City Planner Clark; and recorder Kaplan.

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3-60 -- Replat of subdivision at SE 66th Place and Ash Street. Sponsor: Ted R. Asbahr. No. of lots: 31. Zoning: R7 and R5.

Staff Report: The subdivision is a replat of Lots 1, 2, 3, 15 and 16, Block 3, all of Blocks 4 through 6, Asbahr Heights, and all of the replat of Lots 4 through 8 and Lots 17 through 24, Block 3, Asbahr Heights. The subdivision comprises approximately 14.2 acres (618,600 square feet). The preliminary plan calls for very large, over-size lots which average 17,000 square feet in area. The smallest lot is located in the southwest corner of the subdivision and is approximately 10,000 square feet in area. This more than exceeds the area requirements of the existing R7 zoning pattern governing the subdivision.

On the northwestern edge of the subdivision, the terrain slopes steeply to SE Thorburn Street. The subdivider has proposed that SE Ash Street be terminated with a turn-around (40-foot radius) since it is unlikely that Ash Street will be extended to Thorburn because of the steep nature of the terrain. The length of the cul-de-sac will be short since a loop connection is provided with the dedication of SE Ash Court. All streets proposed for dedication are 50 feet in width.

Single-family dwelling units are existing or presently under construction on Lots 7, 28, and 29. The dwelling on Lot 7 is the home of the sponsor of the resubdivision, Mr. Ted R. Asbahr.

Staff Recommendation: Approve preliminary replat as submitted.

Action Taken: The Committee voted to approve the preliminary replat as submitted.

*****

8-60 -- Subdivision and Apartment Development located in vicinity of SW 27th Avenue and Nebraska Street. Sponsor: Hugo Paul (option holder). No. of lots: 9.

Staff Report: A zone change for the southerly 7 3/4 acres of this tract,

from R7 to R5, was approved by the Zoning Committee on February 11, 1960 subject to Streets Committee approval of necessary street dedications.

The applicant's preliminary sketch for one and two-story court apartments shows a front entrance on Capitol Highway. This arterial has a right-of-way of 60 feet and setback lines of 25 feet on either side of the portion coinciding with Vermont Street. A 15-foot dedication for street widening, together with the normal 15-foot residential front yard, would be in line with previous dedications on Vermont Street and Capitol Highway by the Starlite View subdivision around the bend to the west.

The development plan proposes the extension of SW Nebraska Street westward to a temporary turn-around at the opposite boundary, with a connection north to SW 27th Avenue, which is paved. Nebraska Street will then serve a strip of R7 lots 115 feet in depth along the northern boundary.

SW 25th Avenue, a 30-foot half-street along the applicant's east border line, is unimproved between Nebraska Street and Capitol Highway. Vacation of this section would prevent a hazardous intersection at the junction of Capitol Highway and Vermont Street. A petition for this vacation is being circulated.

North of Nebraska Street to Bertha Boulevard, SW 25th Avenue serves existing homes and undeveloped properties on both sides. Here, a matching 30 feet should be dedicated from the applicant's side.

Staff Recommendation:

1. 15-foot dedication for the widening of Capitol Highway, plus the regular 15-foot front yard requirement.

2. Adequate provision for safe entry on Capitol Highway, as worked out in cooperation with the Traffic Engineering Department.

3. Submission of plat for the northerly 115-foot R7 strip to include the dedication of 60 feet for Nebraska Street, with temporary turn-around at the west boundary, 50 feet for the extension of SW 27th Avenue to Nebraska Street, and 30 feet for the widening of SW 25th Avenue north of Nebraska Street.

4. Dedication of 40-foot radius turn-around at the west end of Idaho Street in exchange for the vacation of SW 25th Avenue.

Discussion: In regard to the intersection at Dosch Road and the Beaverton-Hillsdale Highway, Mr. Prichard felt that some consideration should be given by the Engineering Department for an overpass at that point.

Mr. Prichard expressed surprise that the Zoning Committee had granted A2.5 for the area in question. Mr. Frost related that the situation could be worse, pointing out the pressures of the past for commercial zoning in this area.

Mr. Neely related that Mr. Weller is concerned with the proposed development in terms of a possible street connection in the property itself. Mr. Frost reported that the applicant is willing to work out entrence and exit problems with the Traffic Engineer. He added that, eventually, the applicant hopes to dedicate a street through the middle of the property.

Action Taken: The Committee voted to defer action on this matter until the Traffic Engineer has studied the matter further with regard to street layout and access problems. The applicant should be instructed to submit a proposed plan for consideration by the Traffic Engineer.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

GKC:lmk

MINUTES OF MEETING
Streets Committee
March 28, 1960
1:30 p.m.

The Streets Committee of the Portland City Planning Commission met on Monday, March 28, 1960, at 1:30 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Acting Chairman Stanton and member Prichard; Traffic Engineering representative Speer; Right-of-Way Engineer Short; Fire Chief representative Woodruff; Superintendent of Parks Buckley; Art Commission representative Crutcher; Chamber of Commerce representative Traschel; Planning Director Woodward; Zoning Supervisor Frost; City Planner Clark; and recorder Kaplan.

*****

Job No. 6006 -- Skidmore Fountain Plaza. Sponsor: Portland Junior Chamber of Commerce.

Staff Report: (follows Streets Committee minutes)

Staff Recommendation:

1. Approve in principle the development of a Skidmore Fountain Plaza to be sponsored and carried out by the Junior Chamber of Commerce.

2. Explore the legal aspects of street vacation versus limiting access to pedestrians and emergency vehicles only.

3. Revise the preliminary development plan to provide for:

   a. Addition to Central Fire Station
   b. Closure of Ankeny Street to vehicular traffic, if legal details can be worked out
   c. Curb separation of 1st Avenue traffic from fountain area
   d. Elimination of street between fountain area and park area
   e. Integration of fountain and park as one design

4. Acquire nearby off-street parking area for visitors' use.

5. Remove parking from the fountain area so that adjacent traffic lanes on 1st and Front Avenues may be used for viewing the fountain.

Discussion: Two problems encountered with the development of the plaza, Mr. Woodward pointed out, involves the Traffic Engineer's proposal for a 30-foot roadway on Ankeny Street and the Fire Bureau's proposal to expand its facilities to the north. Mr. Woodruff of the Fire Bureau related that it is the Fire Chief's plan to extend the present engine house 32 feet to the north. Mr. Stanton asked whether expansion would be feasible to the west rather than to the north. Mr. Woodruff reported that

drill practices are held in the area to the west. He felt that the proposed addition would probably be a one-story structure and would be utilized mainly for storage of apparatus. Entrance to this structure would be by way of Front Avenue.

Concerning the possible vacation of Ankeny Street, Mr. Short related that this matter was turned over to the Traffic Engineer as it was felt to be more of a traffic consideration. In a letter to Commissioner Bowes dated March 17, 1960 from the Traffic Engineer concerning park development around the Skidmore Fountain, provision of a 30-foot improved roadway on Ankeny Street was recommended.

The staff proposal for the area would, in effect, create a pedestrian mall and close off the entire area. Provision could be made, however, for emergency vehicles.

Concerning the park development of the area, Mr. Crutcher suggested the possibility of widening the sidewalk area for the placement of the north row of trees along the curb. He thought that, by so doing, the necessary 30-foot roadway could be provided. He felt that the trees to be planted should be large in scale in order to be compatible with the surrounding area.

The Traffic Engineer has recommended one parking lane next to the north curb plus two moving lanes of traffic. Mr. Stanton and Mr. Crutcher indicated they would not favor the extension of a curb surrounding the fountain. Mr. Stanton favored an 18-foot roadway on Ankeny Street as proposed in Plan A while Mr. Prichard favored a 30-foot roadway, as proposed in Plan C. However, the two members were in agreement with the pattern of park development and for the provision for Fire Bureau expansion. It was felt that a compromise could be worked out between Plans A and C. Approval of the curb line as shown in Plan A was expressed by the Committee.

Action Taken: The Committee voted to defer action on this matter until a decision can be reached on the roadway requirement for Ankeny Street. The Committee indicated approval of Plan C with the exception of the curb line at SW 1st and Ankeny (they favored curb line on Plan A). With regard to item 4 in the staff recommendation, the Committee felt that off-street parking for visitors' use was out of the province of the Streets Committee. Mr. Woodward felt that this might be a worthwhile project for the Junior Chamber of Commerce to explore.

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8-60 -- Subdivision and Apartment Development at SW 27th Avenue and Nebraska Street. Sponsor: Hugo Paul (option holder).

Staff Report: This item was presented to the Streets Committee at its last meeting and continued at that time to allow the Traffic Engineer,

City Engineer, Planning Commission staff and applicant to meet and work out details of access and streets.

All four parties are now in agreement with the following conditions. Embodied in the preliminary plat are these recommendations plus an indication for future action in the provision for a turn-around at the end of SW Idaho Street should SW 25th Avenue be vacated.

Staff Recommendation: Approval of single-family and apartment development subject to the following conditions:

1. A 15-foot dedication for the widening of Capitol Highway.

2. A single point of access to Capitol Highway to be located directly across from the end of SW 26th Avenue.

3. The submission of a plat for the northerly 115-foot R7 strip. This plat is to include the dedication of a 60-foot wide extension of Nebraska Street with a temporary turn-around at the westerly boundary of the applicant's property; a 50-foot wide dedication for the extension of SW 27th Avenue to Nebraska Street; and a 30-foot wide dedication for the widening of SW 25th Avenue north of Nebraska.

4. A single point of access from the apartment area to SW Nebraska Street to be located directly across from the end of SW 27th Avenue.

Action Taken: The Committee voted to accept the staff recommendation as submitted.

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Committee members indicated they would be able to attend another Streets Committee meeting on March 31 at 2:30 p.m. regarding the Hillsdale Center. Mr. Woodward related that an application for rezoning in this area has been filed which would virtually squelch the plan for Hillsdale.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

GKC:lmk

SKIDMORE FOUNTAIN PLAZA DEVELOPMENT

Staff Report to Streets Committee

SPONSOR: Portland Junior Chamber of Commerce

LOCATION: SW 1st Avenue and Ankeny Street

PROPOSAL: On February 17, 1960, the City Council adopted Commissioner Bean's report recommending acceptance of the Junior Chamber's offer to sponsor and carry out the plaza development within certain conditions. The proposal, based on a plan drawn by Lewis P. Crutcher, calls for the conversion of the small triangular parking area east of the fountain into a park between the north edge of the sidewalk on Vine Street and the south curb line of Ankeny Street, and extending from 1st Avenue to Front Avenue. Its purpose is to provide a setting for the fountain such as to encourage rejuvenation of this historic area through reconversion of present warehouse use to professional and business offices.

EXECUTION OF PLAN: The Jaycees will be responsible for obtaining all the necessary materials and labor from local groups and firms. Costs to the City will be minor, including re-establishment of catch basins and Park Bureau supervision of construction and maintenance after completion.

HISTORICAL BACKGROUND: Stephen G. Skidmore, pioneer druggist who died in 1883, bequested $5,000 in his will for the erection of a fountain for "men, horses, and dogs". Olin Levi Warner, a graduate of L'Ecole des Beaux Arts, was commissioned to design the fountain for a fee of $18,000. He selected the intersection of Ankeny, 1st, and Vine Street, in front of the New Market Theater in the heart of Portland's fashionable shopping district, as the site. The fountain, featuring a graceful bronze bowl held aloft by two Grecian maidens, was dedicated on September 22, 1888. Only one or two old buildings of that date now exist.

Mr. Warner placed his fountain to terminate the views from SW 1st Avenue and SW Vine Street. He could not have foreseen the one-way street grid which exposes the fountain only to rear-view mirrors or that pedestrians approaching the fountain from the south along 1st Avenue would not be able to see it because of parked cars.

Various efforts have been made by citizen groups to have the fountain transplanted to more aesthetic surroundings. After lengthy deliberations by the Portland Art Commission in 1957, it was recommended to let it remain where it was originally set until some future development should make it necessary to remove it.

HARBOR DRIVE - ASH STREET CONNECTION TO DOWNTOWN: Tentative plans for an elevated ramp to take northbound traffic from SW Harbor Drive into the northern part of the downtown core via Ash Street were approved

March 10, 1960 by the State Highway Commission and await approval by the City. Whether its eventual form is elevated or depressed, the ramp should not affect the layout of the fountain plaza.

A previous City plan for Harbor Drive improvement (1953) would have curved the ramp over the triangular plaza site, blocking any desirable plaza development.

ANKENY STREET APPROACH TO FRONT AVENUE: Recent traffic counts show a negligible movement from 1st Avenue to Front Avenue via Ankeny-Vine Streets. Fire trucks do not use this route. The adjacent truck parking lot for Bekins Storage at the corner of Front and Ankeny uses only the Front Avenue entrance. An existing truck-weighing platform along the Front Avenue sidewalk exits to the tip end of Ankeny, however. The adjacent Packer-Scott warehouse on the corner of 1st and Ankeny uses only 1st Avenue for loading and unloading operations.

Therefore, Ankeny Street could be closed today with no damage to existing operations, and with great benefit to the safety and quiet enjoyment of fountain viewers.

If small offices facing the plaza along the present Ankeny roadway should develop in the future, they could be serviced from 1st or Front Avenues. The only inconvenience would be the slightly increased walking distance. This change-over from warehouse to business and professional use will be encouraged by the Junior Chamber of Commerce and, if successful, will greatly reduce the amount and need for trucking in this area. Provision can be made in the design to permit access for emergency vehicles.

1ST AVENUE BY-PASS OF FOUNTAIN: One of the conditions for acceptance of the Junior Chamber's offer is that: "the area between the fountain base and the park to the east shall be so designated as to prohibit the use or parking by motor vehicles". Rather than leave this area in asphalt paving with an unsightly protective barrier, it is proposed in the staff plan, as well as in the original Park Bureau plan of 1957, that the new concrete pattern be extended around the fountain and separated from 1st Avenue traffic by a new curb. This will allow architectural integration of fountain, walks, trees and grass. The only reason for preserving the street circle around the base of the fountain might be to remind visitors that their ancestors used to pull up their carriages here to water the horses.

CENTRAL FIRE STATION EXPANSION: Fire Chief Simpson has indicated the desirability of adding 32 feet to the north end of the Central Fire Station within the next two years to accommodate a new exit door for two lines of fire trucks. This expansion, if certain, should be incorporated into any design for the area.

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PLAN REVISIONS: The following sketches have been made to illustrate how the original Crutcher plan might be modified according to factors considered:

Plan A. The original Crutcher plan as presented to the Council

- 18-foot Ankeny roadway (as is)
- Fire station (as is)
- Driveway between park and fountain

Plan B. Crutcher plan modified

- 30-foot Ankeny roadway
- Fire station (as is)
- Drive circle closed

Plan C. Crutcher plan modified

- 30-foot Ankeny roadway
- 32-foot fire station addition
- Drive circle closed

Plan D. Staff plan

- Ankeny Street closed
- 32-foot fire station addition
- Drive circle closed

STREET VACATION QUESTIONS: When Fire Bureau funds of $16,949.45 were transferred to property funds for widenings and rights-of-way, for the purchase of triangular Block 35 between Ankeny and Vine Streets, the original intention appears to have been to reserve for fire station expansion the portion left over from the widening of Ankeny Street. Subsequently, all of Block 35 was dedicated as street so that now Ankeny Street and Vine Street have no separate identities. It is all one street from the fire station property line to the Bekins Storage property line.

That street portion used for fire station expansion should be vacated. There appears to be some question whether it is necessary or desirable to vacate the street portion used for park purposes. All of Ankeny Street, desperately needed to replace the area reserved for the fire station addition, if vacated, would revert to the adjoining private properties, since Ankeny Street was platted in 1865 as part of Couch's Addition.

An alternative to vacation would be a City ordinance setting up the Skidmore Fountain Plaza as a pedestrian mall. The City of Kalamazoo, Michigan enacted such an ordinance in August of 1959. The California State Legislature is now studying a bill which would remove any legal question as to the right of the city legislative body to close streets in whole,

or in part, to vehicular traffic to establish pedestrian malls.

If affected property owners on Ankeny Street were willing to waive any damage claims as their contribution to the fountain project, there would be no problem in the closure of the street.

STAFF RECOMMENDATIONS:

1. Approve in principle the development of a Skidmore Fountain Plaza to be sponsored and carried out by the Junior Chamber of Commerce.

2. Explore the legal aspects of street vacation versus limiting access to pedestrians and emergency vehicles only.

3. Revise the preliminary development plan to provide for:

   a. Addition to Central Fire Station
   b. Closure of Ankeny Street to vehicular traffic, if legal details can be worked out
   c. Curb separation of 1st Avenue traffic from fountain area
   d. Elimination of street between fountain area and park area
   e. Integration of fountain and park as one design

4. Acquire nearby off-street parking area for visitors' use.

5. Remove parking from the fountain area so that adjacent traffic lanes on 1st and Front Avenues may be used for viewing the fountain.

GKC:lmk
PCPC
3-25-60

MINUTES OF MEETING
Streets Committee
March 31, 1960
2:30 p.m.

The Streets Committee of the Portland City Planning Commission met on Thursday, March 31, 1960, at 2:30 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Highway Engineering Co-ordinator Fowler; Traffic Engineer Weller, Right-of-Way Engineer Short; Planning Director Woodward; Zoning Supervisor Frost; Senior Planner O'Hiser; City Planner Clark; and recorder Kaplan.

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Job No. 5720 -- Hillsdale Center Report.

Mr. Woodward related that the urgency of this matter has stemmed from a property owner requesting a zone change in the Hillsdale area which, if granted, would permit a building to be constructed right in the center of the north loop of the proposed by-pass couplet. The southerly portion of the property is zoned C2 while the northerly portion is A2.5.

Mr. Woodward related that a meeting was held on this date between State Highway Department representatives and Planning Commission staff members to discuss future traffic volumes and capacities for this area. The meeting was in the form of a field trip with inspection of the area. The State Highway representatives suggested that the Planning Commission contact their design section in Salem to see whether they feel the proposed development is feasible.

Mr. Woodward reported that no meetings have been held with property owners and merchants from Hillsdale since 1957. At that time, however, the principle of the plan was adopted by this interested group. Mr. Frost added that the study of the Hillsdale area was actually initiated by the Planning Commission staff as a result of a zone change request.

The staff is asking permission at this time to contact the State Highway Department for a meeting concerning this matter. Mr. Prichard felt it would be desirable if a Hillsdale merchant were to contact the State Highway Department for promotion of the plan. It was the staff's feeling that the purpose of the meeting with the State would not be to promote the plan but rather to see whether they feel it is a feasible one. Mr. Frost felt that the meeting with the State would be necessary for consideration of the zone change.

Mr. Thompson felt that, engineeringwise, the plan is feasible. Whether it is economically feasible is another matter. He felt that our primary concern is whether the merchants and property owners in the Hillsdale area are going to back up the plan. Mr. Woodward stated that the key

AGENDA 201

PORTLAND CITY PLANNING COMMISSION MEETING

June 7, 1960
~~May 31, 1960~~

3:00 p.m.

Page

1. Approval of Minutes and Committee Reports

a. Planning Commission.....April 19, 1960..... 1
b. Streets Committee.....April 26, 1960..... 7
c. Streets Committee May 31, 1960

2. Consideration of Sunset-Stadium Freeway Report (progress report and recommendation of Streets Committee)

3. Planning Director's Report

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
April 19, 1960
3:00 p.m.

The Portland City Planning Commission met on Tuesday, April 19, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Sroufe and members McKinley, Thompson, Prichard, Kochendoerfer, and Dudley; Metropolitan Planning Director Keith; Planning Director Woodward; Zoning Supervisor Frost; Senior Planners O'Hiser and Blakesley; City Planners Snyder and Clark; Planning Assistants Thibeau and Von der Gathen; and recorder Kaplan. Also in attendance with regard to the Hillsdale zoning matter were: Mr. Hudson, Alton DeBorde, and John Faust.

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APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....March 15, 1960.....approved

Mr. Kochendoerfer made reference to page 3 of the Planning Commission minutes dated March 15, 1960 under the heading of "Interpretation of New Zoning Code". He pointed out that the statement "It has been the Zoning Committee's understanding that 35 feet would be the maximum height in any case" was incorrect, and should be amended to read: "It has been the Zoning Committee's understanding that 2½ stories would be the maximum height in any case". The minutes were then approved as amended.

b. Zoning Committee.....November 25, 1959.....approved

c. Streets Committee.....March 15, 1960.....approved

d. Streets Committee.....March 28, 1960.....approved

e. Streets Committee.....March 31, 1960.....approved

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HILLSDALE CENTER

Mr. Woodward related that, at the April 14 meeting of the Zoning Committee, a request was considered for a change of zone which would greatly affect the Planning Commission's proposal for development of the Hillsdale shopping center. The staff recommendation to the Zoning Committee was for denial of the zone change request until such time as the Hillsdale plan was either adopted or rejected. The Zoning Committee felt hesitant in taking action on this matter since the study was initiated

by the Planning Commission, and therefore referred it to the whole Commission. The petitioner is requesting an extension of the C2 Zone into an A2.5 area. If the zone change is granted, it would permit a building to be constructed right in the center of the north loop of the proposed by-pass couplet.

Mr. Woodward then reviewed the background of the area and pointed out the proposed development of the Hillsdale Center as displayed on maps at the meeting. He stressed the heavy traffic in the area today and that it is expected to double by 1975. Mr. Woodward reported that, in 1957, the Hillsdale Boosters favored the Hillsdale Center plan and approved it in principle. He added that the State Highway Department has recently been contacted with regard to the feasibility of the proposal, and they have indicated that it does have engineering merit but question how it could be financed.

Mr. John Faust, neighbor and attorney of Mr. DeBorde (the petitioner), appeared at the meeting in support of the zone change request. He pointed out that the petition for the zone change had 100 per cent signers. He then cited what he felt were the merits of the proposed zone change: the need to foster new construction and new investment for the area, the provision of needed off-street parking to accommodate patrons of the entire district, the provision of additional commercial facilities for the district, increasing the value of the property to more than six times its present assessed value, and allowing the land to produce an income commensurate with its desirable location. The petitioner has given Mr. Walter Daly an option on this property, conditioned upon approval of this zone change request. If the zone change is granted, Mr. Daly's plan of development would involve a $200,000 investment. Under the present zoning pattern, Mr. DeBorde would probably have to find two buyers for his property since the northerly half of this property is zoned A2.5 and the southerly half, C2. Mr. Faust felt that the Hillsdale plan is a long way from realization and is therefore too speculative to justify a hardship on Mr. DeBorde. Mr. Faust presented a petition at the meeting, which had been circulated during the previous weekend, in opposition to the Hillsdale plan. He stated that it was signed by all the owners of businesses in the affected area. Mr. Faust added that the purchaser is trying to obtain an easement on the property to gain access into the property. It was brought out that the option on the property is dependent on getting the easement.

Mr. Prichard expressed concern over the advisability of extending the commercial zoning when the property abuts a residential zone.

Mr. Hudson appeared at the meeting in support of the Hillsdale plan. He stated that he is aware of the traffic problems on Capitol Highway at this time and felt that, unless the Hillsdale plan is accomplished, he anticipates eventual widening of Capitol Highway an additional 30 feet, which would virtually wipe out the existing business district. In order

to meet the traffic demand expected in this area in the future, he felt that the business merchants in the area should be cognizant of the need for such a plan for the Hillsdale area. He did feel, however, that the northerly loop of the couplet could be shifted northward an additional 50 feet so that the proposed development, as planned by Mr. Daly, could be realized. He felt that this could be accomplished without topographic difficulties. He thought it would be to the advantage of the business merchants if they were to buy the new right-of-way in exchange to the State Highway Department for the existing street, thereby acquiring more parking area.

Mr. Prichard raised the question of whether the Highway Department would survey the area as to the needed amount of right-of-way and its engineering feasibility (the matter of shifting the northerly loop an additional 50 feet). Mr. McKinley felt that a great deal of consideration should be given to the proportion of the area inside the loop that is available for off-street parking.

Mr. Thompson felt that the Hillsdale plan should be upheld in the Planning Commission's consideration of this zone change. He added that it was his feeling that the zone change should not be granted unless it is found that the shifting of the northerly loop an additional 50 feet is feasible.

ACTION: The Hillsdale matter was referred to the staff to determine whether it is feasible to move the northerly loop of the one-way couplet an additional 50 feet to the north. Also, the staff is to investigate the desirability of including the additional land within this enclosed commercial area for parking or other suitable purposes. The staff will then submit its findings in a report to the Zoning Committee.

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ST. JOHNS REPORT

A suggested letter of transmittal for the St. Johns Report was read at the meeting. A previous letter, prepared a year ago, is now out of date because of changes that have taken place. It was felt that a new letter was in order.

Mr. Woodward pointed out that one of the controversial items in the report is the development of Parkside Homes. The Portland Development Commission proposes that it be developed entirely for industrial purposes. The Planning Commission, however, proposes that approximately one-half of the area be developed for apartment use. The area is presently zoned A2.5.

ACTION: The Commission voted approval for transmittal of the report to the City Council with the revised letter, as amended at the meeting, and shown on page 6 of this Agenda.

The Planning Commission was in agreement that there should be a charge for this publication.

Mr. Prichard expressed the need to see Planning Commission studies released to the public as soon after adoption by the Planning Commission as possible.

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PLANNING DIRECTOR'S REPORT

Mr. Woodward reported that Dale Cannady of the Seattle City Planning Commission has been appointed to the Assistant Director post on our staff. Mr. Cannady will report to work on May 2.

Regarding the noise problem in the Conference Room, Mr. Woodward related that acoustical tile will soon be installed, which should help this situation.

Copies of the 1960-61 Workable Program Report were distributed at the meeting for the information of the Commission members.

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METROPOLITAN PLANNING REPORT BY ROBERT E. KEITH

Mr. Robert E. Keith, Director of the Metropolitan Planning Commission, was invited by the Planning Commission to give a presentation of the work accomplished by the Metropolitan Planning Commission during the past year. Mr. Keith related that the Commission has been engaged primarily in a population projection and distribution study and an industrial survey of the Portland Metropolitan Area. The areas primarily of concern to the Metropolitan Planning Commission are the three counties in Oregon (Multnomah, Clackamas, and Washington). He added that the work program is under a 701 Federal Grant, which was applied for through the Bureau of Municipal Research. Although the biggest proportion of their work has been on population and industrial survey studies, it has also included drawing several base maps at various scales of the Metropolitan and Urban Areas.

In connection with the population and industrial studies, basic data information is being tabulated for the area. These data include land use, zoning, schools, parks, topography, sewer and water service, etc.

Mr. Keith related that the population study was divided into two parts: a gross population forecast for the entire Standard Metropolitan Area (four counties), and a population distribution estimate for the Oregon portion of the area. Information was used from the Economic Prospects Report for the population growth forecast. Age distribution of population estimates is recorded in five-year increments (period between 1955-1975) which should be helpful in estimating school population in the

future. The distribution study will produce an estimate of population by Census Tract for 1975. All building departments in the Urban Area have agreed to record their data regarding new or demolished dwelling units by Census Tract in the future as a basis for keeping population information current.

Mr. Keith stated that the Industrial Development Plan study was a follow-up of the Economic Prospects Report. The problem was to equate workers into the amount of land needed to accommodate the people and to see how it would fit into the supply pattern of Portland's industrial potential. One of the basic sources of information for the three-county area was the State Unemployment Compensation Commission. Mr. Keith related that some 3,000 firms, users of industrial-type land in the Urban Area, were sent questionnaires for this survey. About a 55-60% return was received. Those who did not respond were then contacted by phone to get a better representation. Questions covered in the questionnaire included the type of industry, its location, number of employees, and amount of land used. The information was then compiled and punched into IBM cards, and some 60-70 maps and tables have been prepared from these data. An attempt was made to determine patterns of development by density, facility and location. This study will be the basis for determining what facilities will be needed in the next 15-20 years. As a result of this study, the Metropolitan Planning Commission hopes to prepare a graph showing the future industrial demand in terms of requirements for acreage, geographic location, and various facilities.

The forthcoming work program for the Metropolitan Planning Commission, beginning in July, entails a land use survey (a block-by-block tabulation of the entire Urban Area), a complete park survey for the Urban Area, a preliminary commercial center study, and a preliminary drawing of a Comprehensive Development Plan for the entire Urban Area. The latter would involve mapping of the present Comprehensive Plans and ironing out any differences at their boundaries. All the local agencies have approved the program to date. The plan has now been submitted with a new application for a 701 Federal Grant to the Bureau of Municipal Research for transmittal to the Housing and Home Finance Agency.

*****

PARKING LOT PERMITS FOR COMMISSION MEMBERS' USE

Mr. Sroufe related that an attempt will be made to secure parking lot permits for all Commission members for use during Commission meetings and related City business.

*****

Charles E. Woodward
Planning Director

CEW:lmk

PORTLAND CITY PLANNING COMMISSION

MAIL: 414 CITY HALL PORTLAND 4, OREGON OFFICE: 424 S.W. MAIN STREET • CAPITOL 8-6141

6

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HERBERT M. CLARK, JR.

CHARLES E. WOODWARD, Planning Director
DALE D. CANNADY, Assistant Director
FRANK N. FROST, Zoning Supervisor

April 19, 1960

City Council
Portland, Oregon

Gentlemen:

We are pleased to transmit to you a unit of the City's Comprehensive Development Plan. This report, adopted by the Planning Commission on April 28, 1959, draws together all of our proposals for St. Johns, including related areas outside the city limits.

Since adoption of this report, during which time final typing, printing, and binding were undertaken, some recommendations made in the report have been implemented. These include the adoption of a new Zoning Code, which revised the zoning pattern in the St. Johns district, and a tentative agreement by the School District, Park Bureau, and Development Commission for joint development of a school, park, and buffer strip to be located in the former St. Johns Woods housing project area.

The Council may wish to hold a public hearing, or hearings if need be, and have the Planning Commission explain all proposals in detail to the general public and all affected governmental agencies. We urge the Council to adopt this report as its official policy statement to guide the actions of private enterprise and public agencies and City bureaus for the future development of the St. Johns area.

Respectfully submitted,

J. H. Sroufe

J. H. Sroufe, President
Portland City Planning Commission

JHS:lmk

MINUTES OF MEETING
Streets Committee
April 26, 1960
3:00 p.m.

The Streets Committee of the Portland City Planning Commission met on Tuesday, April 26, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; President Sroufe; Right-of-Way Engineer Short; Planning Director Woodward; Senior Planner O'Hiser; City Planners Clark and Erickson; Planning Assistant Thibeau; and recorder Kaplan.

*****

V15-59 -- Vacation of SE Madison Street between the harbor line and the East Bank Freeway. Petitioner: City Fire Bureau.

Staff Report: Agreement with the State Highway Department gives the City the right to use the portions of SE Main and Madison Streets beneath the freeway viaduct for the entrance and exit of fire trucks. Public vehicular traffic, except that on business with the Fire Bureau, is cut off on Main and Madison Streets at the easterly right-of-way line of the East Bank Freeway. For pedestrian use, however, SE Main Street will remain open as an underpass connecting with the south end of the esplanade.

If details can be worked out, the area beneath the freeway viaduct, ordinarily fenced off, may be converted to off-street parking for esplanade users.

Staff Recommendation: That the west end of SE Madison Street, lying within the Fire Bureau property between the East Bank Freeway right-of-way and the harbor line, be vacated.

Action Taken: The Committee formally went on record recommending that the vacation be approved as petitioned. The Streets Committee actually indicated its approval on this matter by phone on April 22, 1960.

*****

V4-60 -- Vacation of SE 69th Avenue between Mt. Tabor Park and SE Division Street. Petitioner: Warner Pacific College.

Staff Report: Warner Pacific College is petitioning for the vacation of SE 69th Avenue in order to acquire additional needed property for new construction of facilities for the school. SE 69th Avenue is, at present, unimproved although a narrow dirt roadway within the right-of-way serves the school's parking lot. The school owns all property adjacent to the proposed vacation. The future development, presently envisioned by the school, does not include any need for access to the stub portion of the remaining piece of SE 69th.

The portion of SE 69th south of the proposed vacation is presently used for access to garages erected for the homes facing SE Division, situated on Lot 12, Block 2, and Lot 14, Block 1, Meyers Addition.

The cul-de-sac which Warner Pacific College has proposed to dedicate on the stub end of SE 69th, should the vacation be approved, includes right-of-way from Lot 11, Block 1, Meyers Addition, which is not owned by the College but by the owner of Lot 14, Block 1, Meyers Addition. In any event, the cul-de-sac would be of no use to abutting properties since, as mentioned, neither the school nor garages for the homes on the two corners of SE 69th and Division would require access through the turn-around.

The staff has investigated the possibility of vacating the entire length of SE 69th between SE Division and Mt. Tabor Park since a short dead-end street not essential for access to any property is not desirable and only encourages accidental turns into the street by unwary motorists. The owner of Lot 12, Block 2, Meyers Addition, has expressed interest in acquiring a half portion of SE 69th if the vacation of the entire street is deemed feasible. The owner of the other property involved, Lot 14, Block 1, Meyers Addition, has not been reached for comment.

The Water Bureau has indicated that SE 68th between SE Division and Mt. Tabor Park contains all of the water mains that the street can practically hold and that future mains would have to be located elsewhere. It is important, therefore, to maintain an easement on SE 69th for the Water Bureau if the street is vacated in whole or in part.

Staff Recommendation:

1. Vacate entire length of SE 69th between Mt. Tabor Park and SE Division Street.

2. Retain easement on as much of the street as is deemed necessary by the Water Bureau for the construction of future water mains.

Discussion: Mr. Woodward related that the staff has since learned, following its recommendation on this matter, that the owner of Lots 11 and 14, Block 1, Meyers Addition, is opposed to the vacation of SE 69th Avenue all the way to Division Street, as it would prohibit access to Lot 11.

Action Taken: The Committee voted to recommend approval of the vacation of SE 69th Avenue as far south as Lot 10, Block 1, Meyers Addition. Also, the Committee indicated approval of retaining the easement on as much of the street as is deemed necessary by the Water Bureau for the construction of future water mains.

*****

D7-60 -- Extension of NE Weidler Street northeasterly to NE Broadway turn-around, near NE 90th Avenue. Petitioner: City Engineer.

Staff Report: The proposed dedication is a 40' x approximately 180' portion of what is presently Lot 14, Block 5, of Eastgate Village (and a small triangular piece of Lot 10, Block 9, Railway Addition) connecting, on a northeasterly diagonal, the presently dead-ended NE Weidler Street, just east of NE 86th Avenue, to NE Broadway which runs on a southwesterly diagonal.

The property proposed for the dedication is a part of a parcel of land purchased by the City of Portland for a proposed storm water sump and sewer pumping station and has, along with Lots 9, 10 and 12, Railway Addition, and a portion of Lot 14, Block 5, Eastgate Village, been deemed surplus for the land requirements of the proposed installations.

NE Weidler Street and NE 86th Avenue are presently unimproved while NE Broadway is paved, including curbs and sidewalks. However, since the City Engineer's office states that interest has been shown by various parties in developing the excess City-owned land west of the pumping site for residential purposes, it is quite possible that both NE Weidler and NE 86th would be improved.

The former cul-de-sac in the alignment of NE Broadway, to which NE Weidler would be connected, is completely improved with paving, curbs and sidewalk plus low retaining walls for the front yards of the properties which abut it, so it is not deemed feasible to vacate any portion of it.

Since the proposed 40-foot wide dedication for NE Weidler Street connects to its present 50-foot right-of-way, there would be a small triangular pocket in the present stub end of Weidler not needed for street purposes.

Staff Recommendation:

1. Approve dedication as submitted.

2. Vacate the small triangular "notch" in NE Weidler Street at the eastern end of existing dead-end street (parcel approximately 18' x 30' x 35' -- ± 270 square feet).

Action Taken: The Committee voted to recommend approval of the dedication as submitted with the vacation of the small triangular "notch" in NE Weidler Street at the eastern end of the existing dead-end street.

*****

V9-60 -- Vacation of 10-foot walkway between Lots 4 and 5, Block 9, Bridlemile, leading from SW 41st Avenue to unplatted Tax Lot 37, opposite SW Jerald Court. Petitioners: Lyle Nosler, John Powell, and Carl F. and Rosa Walther.

Staff Recommendation: Approve preliminary plat as revised.

Action Taken: The Committee voted to approve the revised preliminary plat.

*****

V12-60 -- Vacation of 12-foot alley on NE 49th Avenue between NE Irving Street and Banfield Freeway. Petitioner: Sisters of Charity of Providence Hospital.

Staff Report: The Providence Hospital owns the property on both sides of the alley. Lots 5 and 6 on the east side are used for a parking lot and storage shed. On the west side is the heating plant and smoke stack. Above the alley are overhead power lines continuing across the freeway to the north. Below the alley is a sewer line.

Staff Recommendation: Approve vacation of alley; retain an easement for utilities.

Action Taken: The Committee voted to recommend that the vacation be approved as recommended by the staff.

*****

Job No. 6006 -- Skidmore Fountain Plaza Development.

Mr. Stanton related that, in a recent conversation with Commissioner Bowes regarding the Skidmore Fountain Plaza, the Commissioner indicated that he felt it would be difficult for the Fire Bureau to justify expansion of its facilities.

*****

Job No. 5518 -- Progress Report on Sunset-Stadium Freeway Proposal.

A table of contents draft for the proposed Sunset-Stadium Freeway report was presented at the meeting as a basis for discussion of the report. Mr. Woodward pointed out that the table of contents should only be regarded as a rough draft at this time.

Mr. Woodward felt that the purpose of this report should be to give an appraisal, from a planning viewpoint, of which route is the most desirable for the City of Portland. An attempt is being made not to duplicate the studies of either the State Highway Department or Downtown Portland, Inc.

There are four major headings in the report: Traffic Service, Value and Impact, Sunset Freeway Route, and Stadium Freeway Route. The criteria used in the report is basically that of service to the community and

impact on the West Central Area (area bounded by the River, the hills, NW Vaughn, and the Ross Island Bridge).

Mr. Thompson felt that one of the main criticisms against the Market-Clay route is whether or not it is going to so congest the freeway that, in order to get the people on and off the freeway, traffic will be backed up on the on and off-ramps.

Mr. Thibeau related three difficulties encountered with the two proposed routes: the 5th Avenue on-ramp of the Market-Clay route, the 10th Avenue off-ramp of the Market-Clay route, and the 14th and Clay on-ramp of the Foothills route. Mr. Thibeau pointed out that all on-ramps designed by the State Highway Department for both routes are one-lane on-ramps. The Committee felt that taking the traffic down to one lane on 5th and getting it onto the freeway would present quite a problem. They felt that this matter should be investigated further.

Mr. Thompson felt that the outline for the report was a good one. Mr. Woodward related that Mr. Fowler will be contacted to discuss the proposals of the report.

Mr. Prichard related that the State Highway Department has recently doubled its reserve fund for the purpose of widening the west route (Beaverton-Tigard by-pass) from a two-lane highway to a four-lane expressway, which would by-pass the City of Portland. Mr. Thompson felt, however, that there is a definite need for a connection from Canyon Road to the Marquam Bridge. He did not feel that the City should jeopardize its chances of acquiring either route (Market-Clay or Foothills) because of the Beaverton-Tigard by-pass.

It was brought out that the State Highway Department will hold its public hearing on this matter during the early part of June. The Committee felt that the Sunset-Stadium Freeway report should be submitted to the Planning Commission as a whole after review by the Streets Committee. In this regard, the Committee felt that the report should be completed no later than May 24.

Mr. Woodward related that one of the problems encountered involves the placement of ramps to serve the Northwest section of the West Central Area. The Oregon State Highway Department has proposed the ramps to connect with NW Everett or Flanders Streets. The City Planning Commission staff has contemplated moving the ramps further north to NW Hoyt or Irving Streets since this would give better access to principal industrial concentrations. However, if they were moved north, the ramps could not function with NW Glisan and Hoyt Streets, which were proposed as a one-way couplet, which would serve as the northern segment of the inner distribution loop around the Downtown area. This loop was proposed in the 1952 report, Bus Transportation in Downtown Portland. The Committee felt that the loop should be preserved. They did not feel that it was so important that it be restricted to the streets in question. They indicated, however, that the loop connection could not be moved north of Glisan physically

and that Flanders Street cannot be used because of existing tracks on that street.

Mr. Woodward related that another tentative proposal is the separation of Stadium Freeway traffic from the Canyon Road traffic that would use the 14th - Market-Clay on-off ramps. It is proposed that the Stadium Freeway traffic should use separate on-off ramps in the vicinity of Yamhill and Taylor Streets. A depressed route, such as proposed between 13th and 14th Avenues, makes that particular ramp modification difficult.

Mr. Prichard questioned whether double-decked structures are permitted for elevated freeways. He felt it would be feasible to provide more on and off-ramps on such structures.

Mr. Prichard related that the State Highway Department is building a model of the 18th-19th route of the Stadium Freeway. Mr. Thibeau reported that the 18th-19th route appears to be very satisfactory from the standpoint of traffic service.

*****

Meeting adjourned.

*****

Charles E. Woodward
Planning Director

GKC:lmk

MINUTES OF MEETING
Streets Committee
May 31, 1960
1:00 p.m.

The Streets Committee of the Portland City Planning Commission met on Tuesday, May 31, 1960, at 1:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Highway Engineering Co-ordinator Fowler; Traffic Engineer Weller, Assistant Traffic Engineer Bergstrom; Right-of-Way Engineer Short; Planning Director Woodward; Assistant Director Cannady; Senior Planner O'Hiser; and recorder Kaplan.

*****

Sunset-Stadium Freeway Report -- Job No. 5611

The Streets Committee met to consider the Conclusions and Recommendations chapter of the Sunset-Stadium Freeway report, which was prepared by the staff. The chapter included two major recommendations, as follows:

1. That selection of a route for the Sunset-Stadium Freeway be made on the basis of the following preference of desirability. This preferential order ranks the alternatives as to their value to the community as a foundation for desirable land development, traffic service, and impact.

   a. Clay-Market and 15th-16th (depressed)
   b. Clay-Market and 15th-16th (elevated)
   c. Clay-Market and 18th-19th (elevated)
   d. Foothills and 15th-16th (depressed)
   e. Foothills and 15th-16th (elevated)
   f. Foothills and 18th-19th (elevated)
   g. Clay-Market and 21st-22nd
   h. Foothills and 21st-22nd

2. That further study be made of the proper location and number of ramps for any freeway route selected to insure that they will be properly integrated with the surface street system and to insure the best possible traffic service with minimum congestion and adverse effect on land use.

Mr. Woodward reviewed the Conclusions and Recommendations chapter for the Committee. During this review, the Committee suggested several corrections to be incorporated in this chapter of the report. Each of the suggested changes was discussed.

With regard to the matter of congestion on access streets, Mr. Prichard did not believe that this was adequately covered in the report.

With regard to the staff's priority list on Sunset-Stadium routes, the Committee indicated it did not favor an elevated route for the Stadium Freeway. The Committee therefore felt that only two routes were under consideration -- the Clay-Market and 15th-16th (depressed) and the Foothills and 15th-16th (depressed).

Mr. Fowler concurred with the staff's recommendation that further study needs to be given to the proper location and number of ramps for whichever route is selected. He added that this recommendation was also contained in his report on the Sunset-Stadium Freeway.

Mr. Fowler stated that the Committee should be concerned with future improvements to the existing City street system. He added that the Bureau of Public Roads will be insistent that something be done to the existing street system to enable the streets to carry the traffic load that will come off the freeway ramps. The Committee indicated that the City needs to present some financial scheme to provide these needed improvements at a later date. It was agreed, however, that the money need not be available at this time if some long range financing program is adopted.

Mr. Fowler related that, if a decision on the route is reached following the State Highway Department's June 13 hearing on this matter, acquisition of property might begin relatively soon. He added that it is anticipated that the freeway will be under construction in about five years.

The Committee indicated its belief that there might be some misunderstanding on the part of the general public regarding the grouping of routes contained in the Conclusions and Recommendations chapter of the report. Mr. Cannady pointed out that these groupings were based on similarity of routes with regard to their impact on land use and traffic service. Reorganization of the Conclusions chapter was suggested by the Committee.

In its consideration of both routes, Mr. Fowler asked the Committee to keep in mind the fact that there will be little traffic on the Marquam Bridge in the next ten years, prior to construction of the Mt. Hood Freeway.

Mr. Prichard suggested the possibility, and desirability, of having an overhead route along Burnside with an interchange on the east and west with the freeways to accommodate all the people that are destined Downtown. Mr. Fowler stated that the critical factor is whether anything will be done to the present street system to handle the traffic coming off the bridges and freeway ramps.

Mr. Fowler pointed out, with regard to on-off ramps, that the Clay-Market route, once built, could never be improved by adding more ramps. He indicated that the Foothills route could receive such ramp improvements along with collector-distributor roads at a later date. Mr. Prichard

asked whether it was possible to extend the number of collector-distributor roads along a depressed route. Mr. Fowler did not feel they could be acquired under Bureau of Public Roads standards and added that they would require more retaining walls. He stated that the Interstate standards are pretty restrictive with regard to access points.

Mr. Fowler indicated that he favored the Foothills route on the basis of its service to the public.

Mr. Fowler related that plans for the ramps of the Minnesota Freeway were recently given to the staff of the Planning Commission for study. He indicated that this matter should be brought to the attention of the Streets Committee within a short time.

Motion: Mr. Stanton moved that the Foothills and 15th-16th (depressed) routes be the recommendation of the Streets Committee as the best route for the Sunset-Stadium Freeway. This motion was lost for lack of a second.

Mr. Prichard believed that the Committee's recommendation should be more flexible so that differences could be resolved. He indicated he favored a Clay-Market alignment with a 15th-16th (depressed) route for the Stadium portion, but questioned whether it was feasible. Mr. Thompson related that he would not recommend the Clay-Market alignment unless the 15th-16th (depressed) route were also recommended. He added that he did not favor an 18th-19th (elevated) route. All Committee members indicated they were not in favor of an elevated route. Mr. Thompson felt that it would be less costly to provide additional on and off points on the Foothills route than for the Clay-Market alignment. However, the number of on-off ramps that can be provided is limited by the Bureau of Public Roads standards.

Action Taken: Inasmuch as the Committee was split in its opinion regarding the best Sunset-Stadium Freeway route, it agreed to recommend to the Planning Commission that consideration be given to either the Clay-Market and 15th-16th (depressed) route or the Foothills and 15th-16th (depressed) route. No order of priority was given to either route. The Committee further went on record as not being in favor of an elevated route for the Stadium Freeway in combination with either the Foothills or Clay-Market route.

Mr. Woodward suggested that a study of traffic circulation and distribution within the West Central Area might be in order as a follow-up to this report. The Committee concurred in the need for such a study. Meeting adjourned 4:15 p.m.

*****

Charles E. Woodward
Planning Director

DDC:lmk

OMPREHENSIVE
EVELOPMENT
LAN

ST. JOHNS AREA

PORTLAND OREGON



ORTLAND CITY PLANNING COMMISSION

PORTLAND CITY PLANNING COMMISSION

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Since adoption of this report, during which time final typing, printing, and binding were undertaken, some recommendations made in the report have been implemented. These include the adoption of a new Zoning Code, which revised the zoning pattern in the St. Johns district, and a tentative agreement by the School District, Park Bureau, and Development Commission for joint development of a school, park, and buffer strip to be located in the former St. Johns Woods housing project area.

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Respectfully submitted,

J. H. Sroufe

J. H. Sroufe, President
Portland City Planning Commission

JHS:lmk

ST. JOHNS AREA

A PLAN FOR THE DEVELOPMENT OF
A NORTH PORTLAND COMMUNITY

A UNIT OF THE PORTLAND
COMPREHENSIVE DEVELOPMENT PLAN

PORTLAND CITY PLANNING COMMISSION APRIL 1959

THE MATERIAL CONTAINED IN THIS REPORT MAY BE QUOTED WITH SOURCE ACKNOWLEDGEMENT

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SUMMARY AND RECOMMENDATIONS

SUMMARY

The community of St. Johns in the northern part of Portland is one of the oldest yet most rapidly developing districts of the City. Since its annexation to Portland in 1915, this community has retained, in large part, the identity and cohesiveness which it possessed as a separate town prior to joining the City.

The economic health and development of this community has always rather closely paralleled the manufacturing activities in the area. Located on the peninsula where the Willamette and Columbia Rivers converge, St. Johns is surrounded on three sides by large quantities of industrial land, most of which is still undeveloped. The residential and commercial core of the community is on the higher part of the peninsula above the land which slopes off to form the flood plains adjacent to the rivers, where most of the existing industrial development of the area is located.

The vacant land in St. Johns, which could be made suitable for industrial development, exceeds the existing industrial acreage in the City and is much larger than any propcsed industrial tract in the Metropolitan Area. These factors indicate that in the future, the St. Johns area will continue its past active rate of development.

This study is an investigation of past trends and present conditions, with proposals for the future development of the St. Johns area.

Population and Dwelling Units

In the past, St. Johns has been subjected to some sudden increases and decreases of population and employment. World War II was responsible for the construction of nearly 1,600 defense housing units and a large shipyard in the area. With the termination of the war, the shipyard was discontinued and the housing units have been gradually removed until only about 300 remained in 1957.

Aside from the wartime peak, St. Johns has experienced a steady growth of population and employment. In 1956, there were approximately 13,000 persons and 3,800 dwelling units in the area and, based on the proposed development pattern, this total can be increased to about 19,000 persons and 5,500 dwelling units.

The most significant population and dwelling unit characteristics of St. Johns may be generalized as follows:

1. High percentage of owner occupancy of dwelling units.
2. Relatively low-valued houses.
3. Average percentage of dilapidation.
4. Average family size among the highest in the City.
5. Occupation of a majority of the inhabitants is in the skilled and semi-skilled categories.
6. Income average approximately the same as the city-wide average.

Trafficways

Some of the major deficiencies of the present traffic pattern in St. Johns are the location of a national highway by-pass route through the commercial center; industrial truck routes passing through residential areas; parallel major streets spaced too close together; and lack of convenient routes serving industrial areas.

A system of peripheral expressways with well-spaced major streets to local areas is proposed as a solution for the shortcomings of the vehicle circulation pattern in the Study Area. The southern part of the expressway loop would be the U.S. 30 By-pass route connecting Columbia Boulevard and the St. Johns Bridge and following generally along N. Carey Boulevard on the east rim of the railroad cut and a new alignment south of Willamette Boulevard. The remainder of the expressway loop would serve primarily as an industrial distributor route following Swift Boulevard, N. Terminal Road, and N. Edison Street. N. Willamette Boulevard, N. Lombard Street, N. Fessenden Street, N. St. Louis Avenue, N. Jersey Street, and N. Burgard Street would continue to function as major streets.

Good deep water and/or rail access either exists or can be easily provided to most of the industrial tracts in the district.

Zoning

The existing Zoning Code and its application to St. Johns is inadequate to protect and guide optimum development of the area. A new Planning and Zoning Code for Portland, which has been recommended by the Portland City Planning Commission, and the application of this new code to the Study Area, as indicated in this report, will solve most of the serious deficiencies of present zoning in St. Johns.

Specifically, it is proposed that the shopping center at N. Jersey Street and N. Philadelphia Avenue be placed in a general commercial zone, that a belt around this shopping center be in an apartment dwelling zone, that the frontage on N. Lombard Street be general commercial, that N. St. Louis and N. Fessenden Avenues be multi-family residential with commercial areas at major intersections, and that the majority of the remaining property on the plateau should be in a single-family residential zone. The Parkside Homes and Fir Court tracts are classified as multiple-family residential zones around the fringes of the predominantly residential core of the area; limited and light manufacturing zones are located on the higher elevations; and the areas below the plateau are placed in a heavy industrial zone.

The proposed zoning pattern for St. Johns will bring the zone districts into closer conformance with existing development, eliminate non-compatible uses, provide for a transition between residential and industrial uses, and prevent the further development of commercial "strips". It will make possible a maximum flexibility of development consistent with the preservation of the value of existing investments and the promotion of desirable physical relationships of land uses.

Schools

The potential population increase of 6,000 persons in the Study Area can result in an additional 900 elementary school pupils. To accommodate this increased enrollment, a new elementary school in the St. Johns Woods tract and a new primary school near the intersection of N. Burr Avenue and N. Ivanhoe Street are proposed. In addition, an expansion of the James John School site, which is now too small, is recommended.

Parks

A unique opportunity exists in the Smith Lake area of the St. Johns district for the development of a large natural park and boating basin to serve the entire Metropolitan Area. It is recommended that Portland should partially fulfill the need for public recreation areas with direct access to water by acquiring some 1,400 acres around Smith Lake and developing this area for public use.

The St. Johns area is well provided with recreation facilities at the community level, which consists of a large park (Pier Park) and playground and a community center building. Undoubtedly, the City will receive additional community park areas for St. Johns by the dedication of green belts to be used as buffers between residential and industrial areas. It is recommended that the Park Bureau

accept these areas for planting and maintenance as part of the City park system.

Neighborhood parks and playgrounds are adequate for some neighborhoods in the St. Johns district, but additional facilities are needed at this level. To meet existing and future needs in this respect, it is proposed that the Park Bureau acquire sites adjacent to the existing George School, the proposed new Woods Elementary School, and the proposed new Ivanhoe Primary School. In addition, the expansion of the James John neighborhood park and playground by 1.1 acres is recommended.

Industries

There are 3,741 acres of potential industrial area in the St. Johns Study Area (as defined on page 11), only one-tenth or 376 acres of which have been developed. A total of 3,365 acres are still vacant, but 2,672 acres of this vacant land are subject to flooding.

While no sudden surge of industrial growth in the Study Area can be predicted, the increase of manufacturing uses can be expected to continue at a rate similar to past trends. The area has many tracts which are suitable for immediate construction of manufacturing uses, but development of a large part of the industrial land will first require some investments in access roads, sewer trunks, and flood protection. However, the expedient use of tracts having existing roads and sewers for industrial purposes should not be permitted if the land can be better used for residential development. There is a surplus of industrial land in the area, but residential property will soon be in short supply in St. Johns.

Commercial

It is apparent from past trends and present conditions of the St. Johns shopping center that the volume of business, as well as the center's ability to serve the community, is declining. Although this may be partly due to the discontinuance of the shipyard activity and defense housing in the area, the downward trend of business cannot be attributed primarily to these factors. More significant considerations are the conditions of traffic flow and congestion, the conflict of pedestrian and automobile traffic, shortage of parking facilities, and an inconvenient strip arrangement of the stores.

To relieve the most serious problems of the main shopping core and reverse the trend of business activity, a development plan for the center is proposed. This plan includes recommendations for bypassing through traffic, creation of pedestrian malls, provision of adequate off-street parking, the institution of a one-way street system, and the elimination of some on-street parking spaces.

If carried out, the proposed plan should result in better service to the community as well as a significant increase in business activity.

RECOMMENDATIONS

As a result of the findings of this study, several recommendations for action by various public and private agencies are made by the Portland City Planning Commission.

By the Portland City Council

1. Adopt this proposed Comprehensive Development Plan for St. Johns to serve as a guide for the physical development of the area.

2. Approve the proposed U.S. 30 By-pass route and the other major street improvements as indicated in Figure 15.

3. Establish a setback ordinance on Swift Boulevard from the S.P.&S. Railroad cut to the north city limits to provide for an ultimate right-of-way width of 100 feet.

4. Establish a right-of-way purchase program for the development of major trafficways which serve the entire community, but are not a part of the state highway or county road systems.

5. Incorporate the proposed zoning pattern, shown in Figure 16, as part of the new Zoning Code when adopted.

6. Approve the proposed park and recreation development of the Smith Lake area and the authorization of the purchase of the property as soon as funds are available.

7. Insist that green belt park areas in the Parkside Homes and St. Johns Woods tracts be dedicated to the City by the Development Commission to provide a buffer between residential and industrial developments. Inclusion of these park strips in the improvement and maintenance program of the Bureau of Parks.

8. Purchase land for the proposed Woods and George neighborhood parks as indicated in Figure 18.

9. When opportune, the purchase of the Ivanhoe neighborhood park, as shown in Figure 18.

10. When opportune, the expansion of the James John neighborhood park, as shown in Figure 18.

11. Co-operate with the citizens of St. Johns in carrying out proposed plans for the shopping center; i.e., vacation of streets, institution of one-way traffic system, off-street parking, urban renewal studies, etc.

By School District No. 1

1. Immediate purchase of the proposed Woods Elementary School site.

2. When opportune, the purchase of the two-block area north of James John School and the proposed Ivanhoe Primary School site, as shown in Figure 18.

By the Portland Development Commission

1. Plat and sell for residential development that part of the St. Johns Woods tract located northwest of N. Swift Boulevard.

2. Dedicate buffer strips in the Parkside Homes tract to the City, as shown in Figure 18; sell approximately 11 acres of the northern part of the same tract for industrial development; and plat and sell the remainder of the project for residential purposes.

By the Housing Authority of Portland

1. Retain the Fir Court property until future public housing needs can be more accurately assessed.

By the State Highway Department

1. Adopt the proposed U.S. 30 By-pass route, as indicated in Figure 15, and allocate funds for acquiring vacant land needed for the right-of-way.

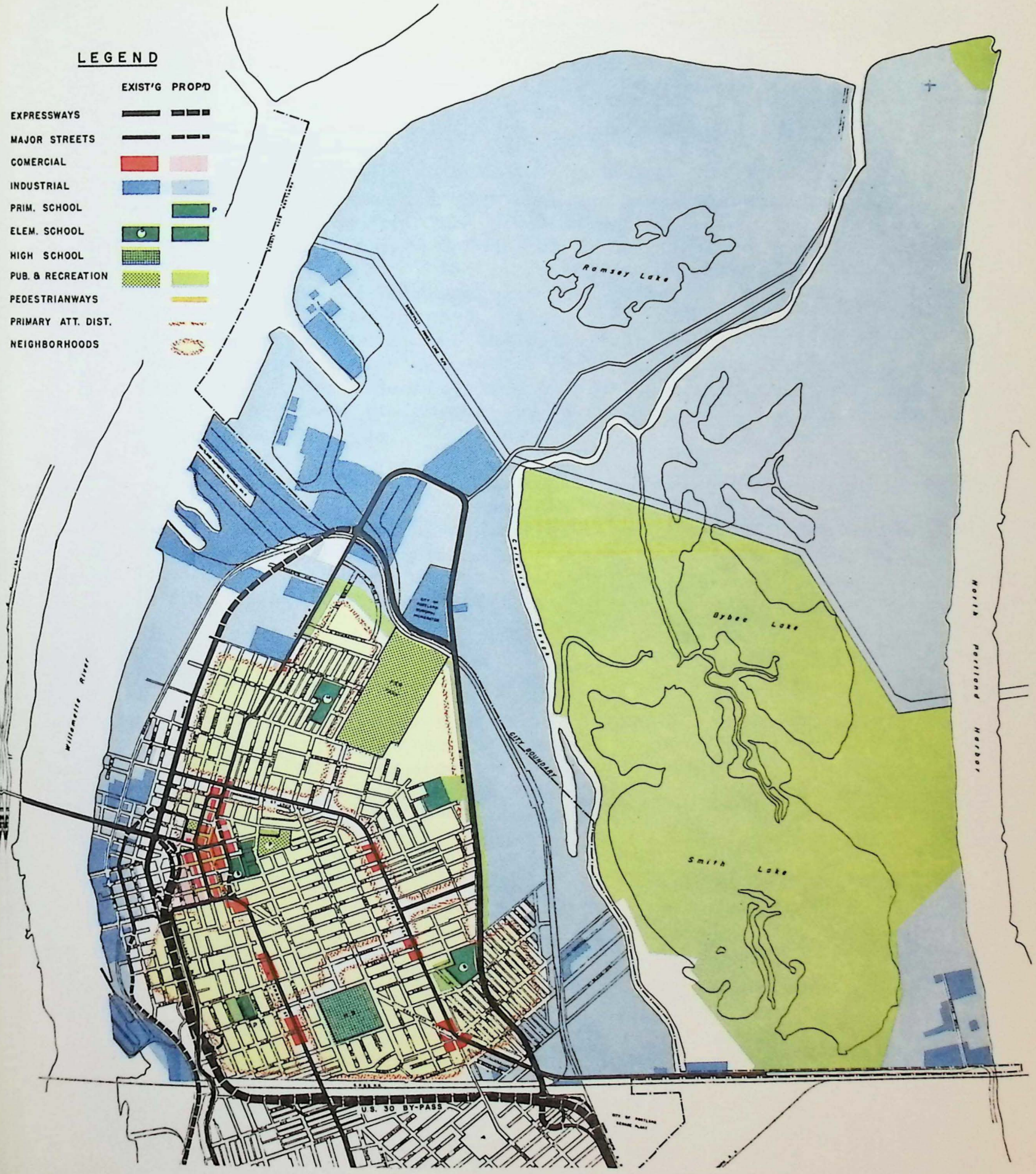
By the Citizens and Property Owners of St. Johns

1. Become informed of the proposals in this Comprehensive Development Plan, and support and urge its accomplishment.

2. The businessmen and property owners of the St. Johns shopping center should form a corporation to promote and co-ordinate the development of the shopping center.

3. Adopt and start a program for the accomplishment of the proposed plan for the shopping center.

4. Annexation of properties outside of the City limits on the peninsula to the City of Portland.



SHEET 1

COMPREHENSIVE DEVELOPMENT PLAN

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION

NORTH

SCALE IN FEET
0 500 1500 2500

JUNE, 1958

PURPOSE OF PLAN

The general purpose of a comprehensive development plan is to prepare a scheme for the physical growth and change of an area whereby an optimum development can be realized. This means considering simultaneously the factors of topographic and natural features, existing land use patterns, potential use patterns, schools, parks, trafficways, population, and utilities. Such a plan must integrate all of the activities so that feasible and necessary uses can be accommodated without serious detriment to each other. The objective is a plan which will be used as a guide for future growth and change toward the realization of the maximum potential of an area.

This is the first of a series of comprehensive development plans for sub-areas of Portland. Any plan of this nature for a district of a city must, of course, be based on and integrated with tentative generalized plans for the entire city (See Figure 2). For the understanding of specific detailed proposals, however, it is more convenient to consider smaller areas individually.

Effective Date of Study

Since conditions are constantly changing, it is necessary to establish a point in time for reference in the tabulation of statistics. Unless otherwise stated, the figures in this report represent conditions existing in May, 1957.

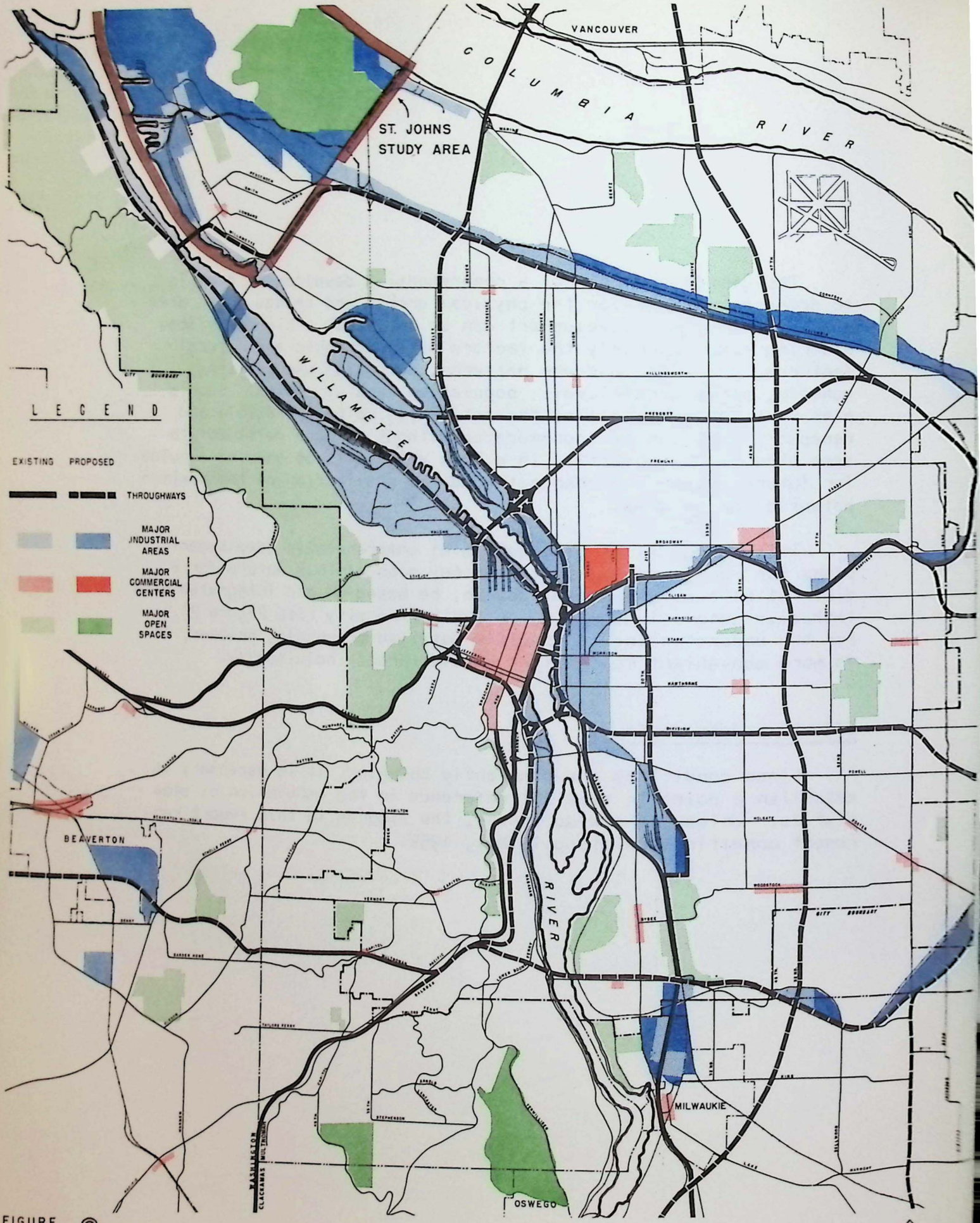


FIGURE 2

PORTLAND VICINITY

ST. JOHNS RELATED TO THE PORTLAND AREA

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY

THE STUDY AREA

DEFINITION OF AREAS

The Study Area considered in this report is known as the St. Johns district of Portland and is located in the northern part of the City on a peninsula at the confluence of the Willamette and Columbia Rivers (See Figure 2). This peninsula district falls naturally into two parts, each having different characteristics. One area is mostly above the danger of floods and has considerable development, while the other area is below probable high-water levels and is practically undeveloped. In spite of differences in development and susceptibility to flooding of the two areas, they are rather closely interrelated physically and any study of the district must include a detailed survey of both areas. However, because the inclusion of the large tracts of undeveloped flood lands in the tabulations of study data would distort the picture of the central developed area, the two will be considered separately for some aspects of the study and together for others.

For purposes of differentiation, reference will be made in this report to three different areas -- the Study Area, the Primary District, and the Secondary District (See Figure 3).

The Study Area

This area is defined as that part of the peninsula bounded by the Spokane, Portland, and Seattle Railroad Company (S.P.&S.) tracks, the Columbia River, and the Willamette River. Altogether, there are approximately 6,800 acres within these boundaries.

The Primary District

This area consists of the major developed part of St. Johns and is bounded by the S.P.&S. tracks on the southeast, the Columbia Slough on the north, the Bonneville Power Administration right-of-way on the northwest, and the Willamette River on the west. The district contains approximately 2,700 acres, 2,000 of which are inside the City limits of Portland.

The Secondary District

This district consists of the remaining 4,100 acres of the Study Area outside of the Primary District. Although there is some

industrial development along N. Portland Road and N. Suttle Road, the major portion of this area is vacant.

GENERAL HISTORICAL BACKGROUND

The central part of the Study Area was originally a separate town called St. Johns, which was founded in the year 1865 and was annexed to Portland in 1915. From about 1900, when concentrated development of the district began, until the present, the area has been characterized by the growth of industries and corollary residential and commercial facilities for industrial workers and their families.

The St. Johns district has been subjected to some rather sudden increases and decreases of population during the past fifteen years. World War II was responsible for the construction of hundreds of defense housing units in the area in an extremely short time. Conversely, the termination of the war and peak wartime industrial employment resulted in a rapid outflow of population from the area as the defense housing was removed. An additional impact of the war on St. Johns was the construction of the Oregon Shipyards, just north of Terminal No. 4. These shipyards employed approximately 34,000 workers in 1943, but the operation was discontinued by 1948 and, at present, there is no shipbuilding in the area.

There is considerable evidence indicating that the people of St. Johns have an exceptionally strong local community loyalty. This community cohesiveness has many desirable aspects and is probably partly a result of the previous existence of the area as an independent town. It is apparent that the majority of the residents of the district identify themselves and their activities with St. Johns as a distinguishable community within Portland.

The natural physical barriers of the railroad cut and the waterways (See Figure 4), together with the existing unity of the people of the community, are the major factors which have determined the boundaries of the Study Area as defined.

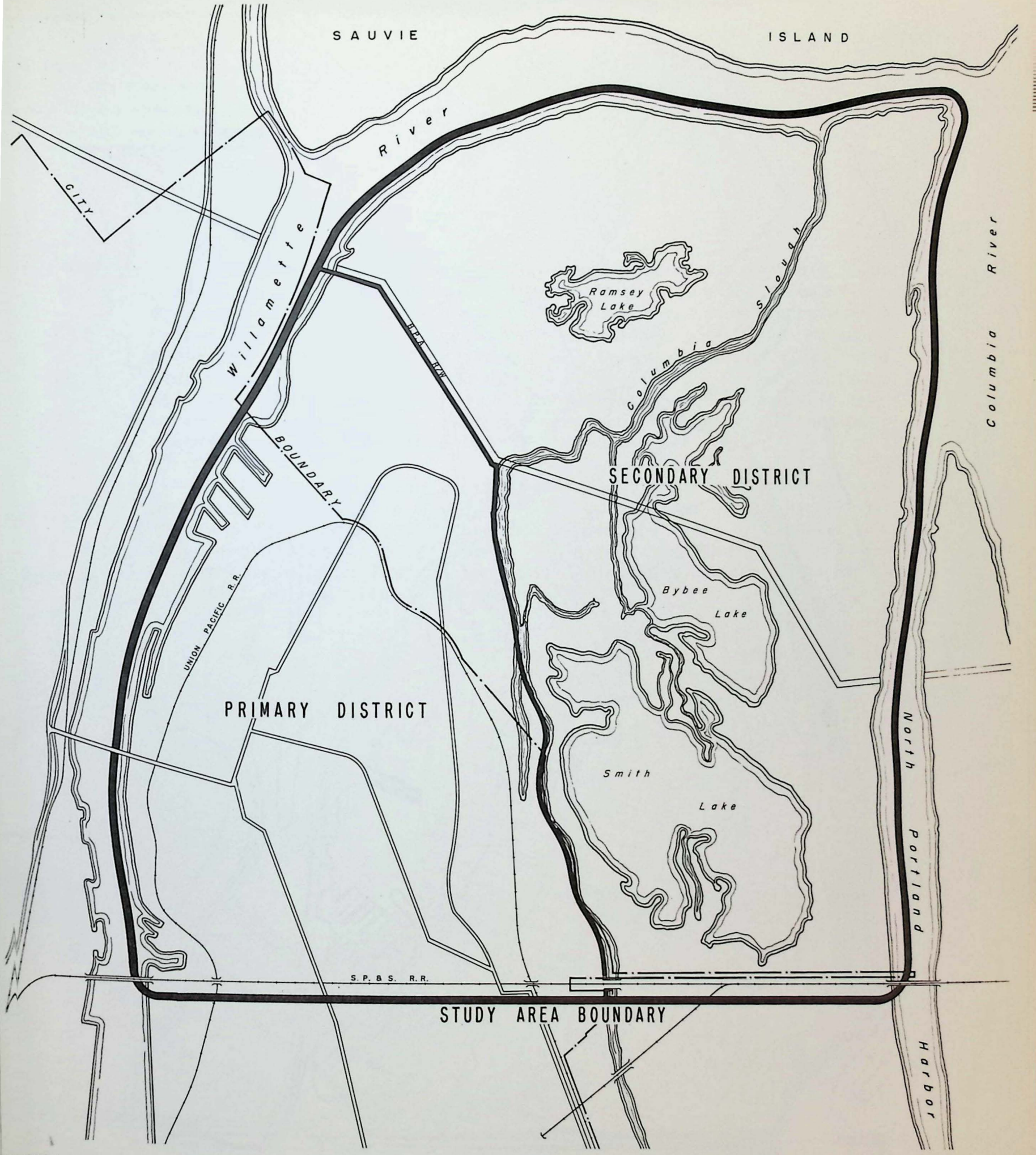


FIGURE 3

STUDY AREAS

ST. JOHNS AREA

SCALE IN FEET

0 1200 2400 3600

PORTLAND CITY PLANNING COMMISSION SEPT. 1957

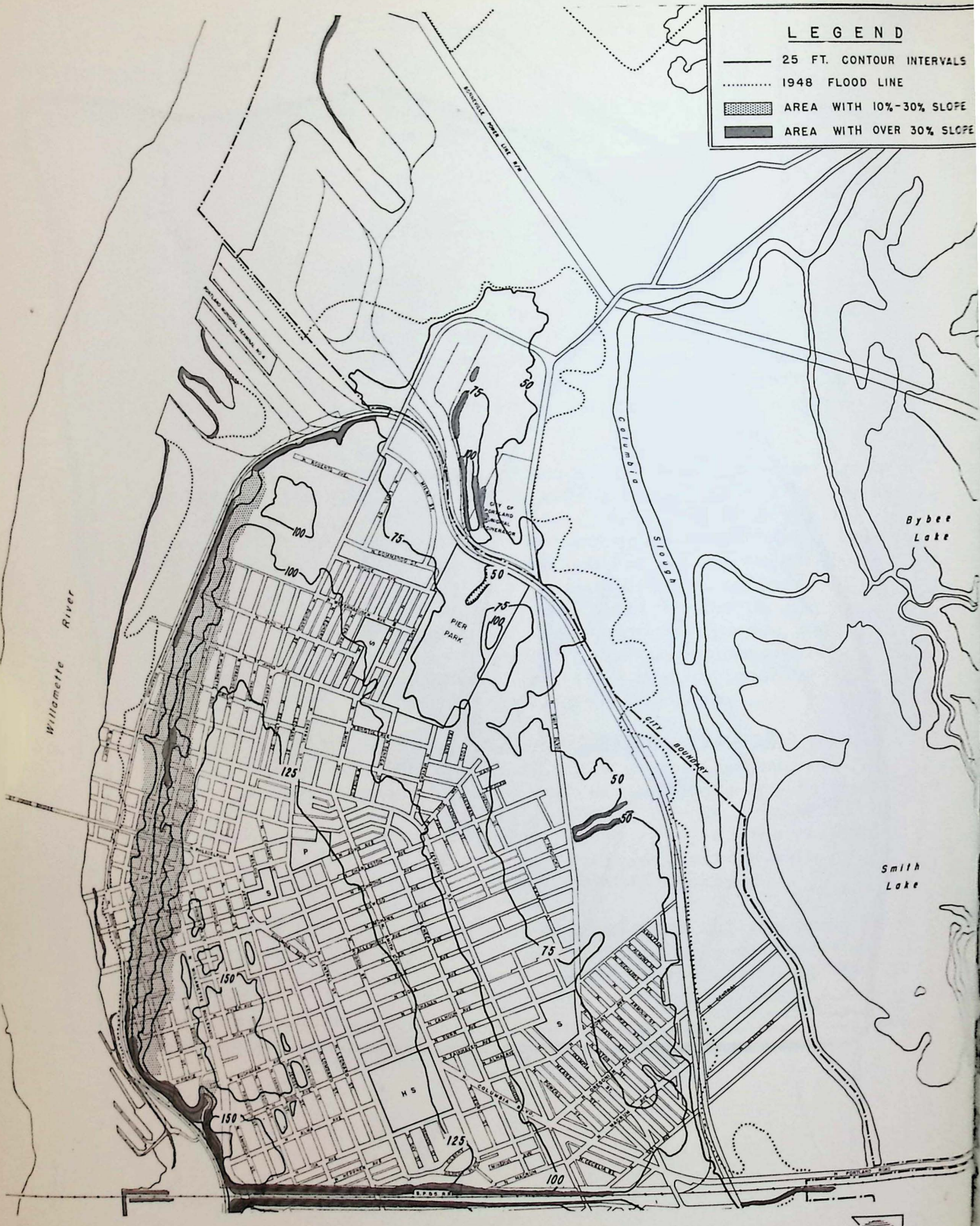


FIGURE 4

TOPOGRAPHY

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY 1957

TOPOGRAPHY

The major central part of the Study Area is a relatively level plateau which slopes gently to the north at an average grade of from 2 to 4 per cent. Around this plateau, the grade slopes down rather sharply to the river along the southern and western boundary of the Study Area. The railroad along the southeastern side of the Study Area is in a cut which varies in depth from 90 feet at its southern end to approximately 20 feet at the northern end. To the north, the gradual slope of the plateau continues and flattens out across the Smith Lake area to the Columbia River.

With the completion of projected flood control facilities upstream on the Columbia River, it is probable that future high-water levels will seldom exceed the 1948 flood, which has an expected recurrence interval of 31 years. This level, as indicated in Figure 4, represents 30.2 feet on the U.S. Engineers Vancouver Guage or 34.1 feet on the City of Portland datum.

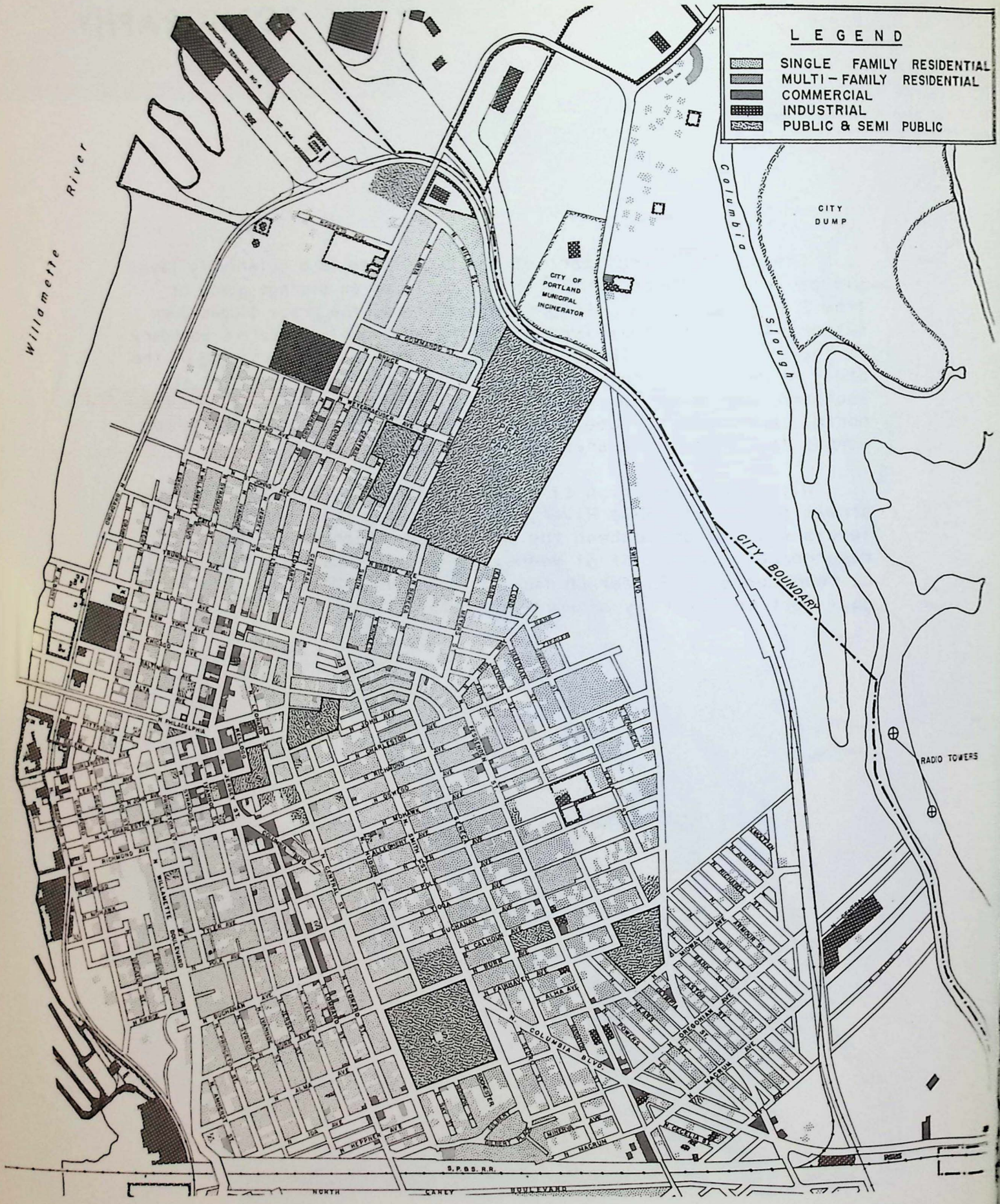


FIGURE 5

EXISTING LAND USE

ST. JOHNS AREA

SCALE IN FEET
0 600 1200

PORTLAND CITY PLANNING COMMISSION

MAY 1957

LAND USE

At present, the land in the Primary District is being used as indicated in Figure 5. Generally, residential and public and semi-public uses (parks, schools, churches, lodges, etc.) occupy the major part of this central developed area. A substantial community shopping center exists near the center of the residential district, and other commercial uses have developed as strips or neighborhood shopping centers along N. Lombard, N. Jersey, and N. Fessenden Streets. With the exception of a pickle and sauerkraut factory located in the north-central part of the residential area, the industries have been built around the fringe of the residential core, generally at the lower elevations.

The use of the land in the Secondary District is not shown in detail graphically, but the area is practically all vacant. The only existing development there consists of a gun club and some industrial uses along N. Portland and N. Suttle Roads, and radio transmission towers located to the northeast and southwest of Smith Lake.

The summary of a tabulation by sub-areas of the land as it is now being used is shown in Figure 6 and Table I. By comparing the totals of the Primary District with averages of thirty-three other satellite cities throughout the country[1], some generalized conclusions as to the nature of the area can be drawn. However, because of many basic differences in these areas, such comparisons must be considered as general indications only.

As a community, the St. Johns area is apparently near the average for per cent of land in railroad, street, and vacant uses. It is significantly below the average in public and semi-public, commercial, and residential uses, and is above the average for industrial use. It can be seen that the total area now developed for multi-family purposes is extremely small.

Some areas in and near the central St. Johns shopping center have as high as 40 per cent of the total area in dedicated streets. This is a result of a pattern of 200-foot square blocks and 60-foot wide streets. Although the per cent of the total area that is now in dedicated streets is only 20 per cent, it is obvious that this figure will increase considerably with the development of some of the larger unplatted tracts.

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[1]Harland Bartholomew, Land Uses in American Cities, Harvard University Press - 1955, Table 5.

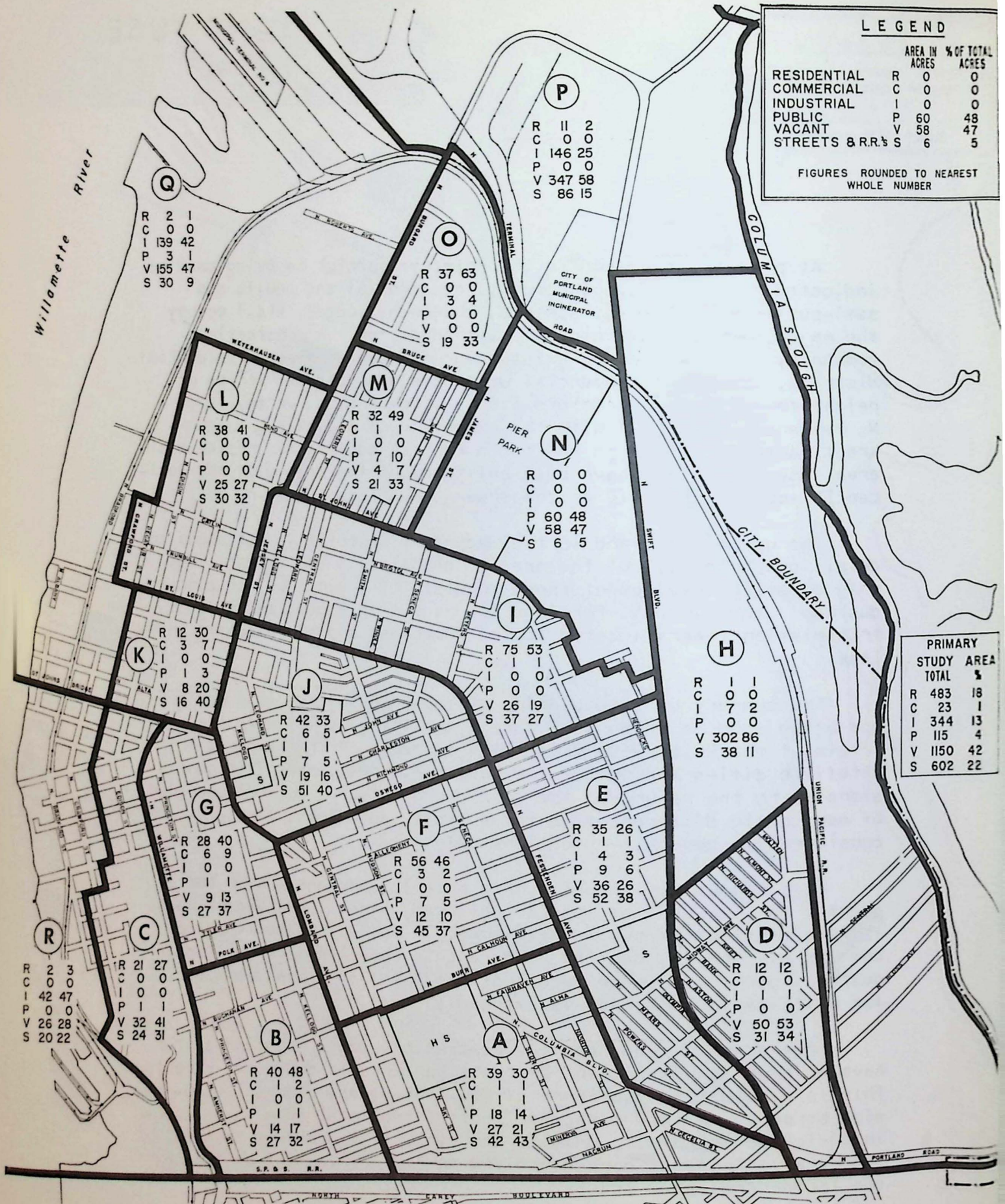

FIGURE 6

LAND USE AREAS

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION

MAY 1957

Since 41 per cent of the Primary District and 75 per cent of the Study Area are vacant, it might seem that adequate space exists for considerable expansion of all types of uses. However, as shown in Figure 5, the major portion of vacant land is located north of N. Swift Boulevard, west of N. Terminal Road, and at the lower elevations along the Willamette River, in what can be considered as potential industrial areas. Another factor which must be remembered when considering the apparent abundance of land for expansion is that about 4,200 acres (81 per cent of the total 5,100 acres of vacant land in the Study Area) are below the probable flood level and would require substantial expenditures for fill or dikes before much development would take place.

Table 1

Land Use Areas in St. Johns

Use	Primary District in City		Primary District Total		Secondary District		Study Area		Average of 33 Satellite Cities[3]
	Acres	Per cent	Acres	Per cent	Acres	Per cent	Acres	Per cent	Per cent
One-Family Residential	461.2	22.5	471.9	17.4	0.0	0.0	471.9	6.9	23.1
Multi-Family Residential									
Duplexes	5.9	0.3	5.9	0.2	0.0	0.0	5.9	0.1	2.1
Apartments	4.0	0.2	4.0	0.1	0.0	0.0	4.0	0.1	1.6
Total	9.9	0.5	9.9	0.3	0.0	0.0	9.9	0.2	3.7
Commercial	24.0	1.2	24.0	0.9	0.0	0.0	24.0	0.3	1.6
Industrial									
Above Flood[1]	146.3	7.1	227.0	8.2	0.0	0.0	227.0	3.3	---
Below Flood[2]	52.1	2.5	117.2	4.2	31.4	0.8	148.6	2.2	---
Total	198.4	9.6	344.2	12.4	31.4	0.8	375.6	5.5	5.0
Public & Semi-Public	113.3	5.5	113.3	4.2	29.7	0.7	143.0	2.1	9.7
Vacant									
Above Flood[1]	549.3	26.8	661.1	24.4	300.0	7.2	961.1	14.0	---
Below Flood[2]	146.0	7.1	451.6	16.7	3745.0	90.6	4196.6	61.2	---
Total	695.3	33.9	1112.7	41.1	4045.0	97.8	5157.7	75.2	35.5
Unbuildable	30.0	1.5	39.1	1.4	0.0	0.0	39.1	0.6	0.7
Streets	456.5	22.4	540.6	20.0	30.2	0.7	570.8	8.3	17.7
Railroads	59.4	2.9	61.6	2.3	0.0	0.0	61.6	0.9	3.0
TOTAL	2048.0	100.0	2717.3	100.0	4136.3	100.0	6853.6	100.0	100.0

[1]Area above 1948 flood level (34.1 feet City of Portland datum).

[2]Area between 1948 flood and mean high-water level.

[3]Source: Harland Bartholomew, Land Uses in American Cities, Harvard University Press - 1955, Table 7.

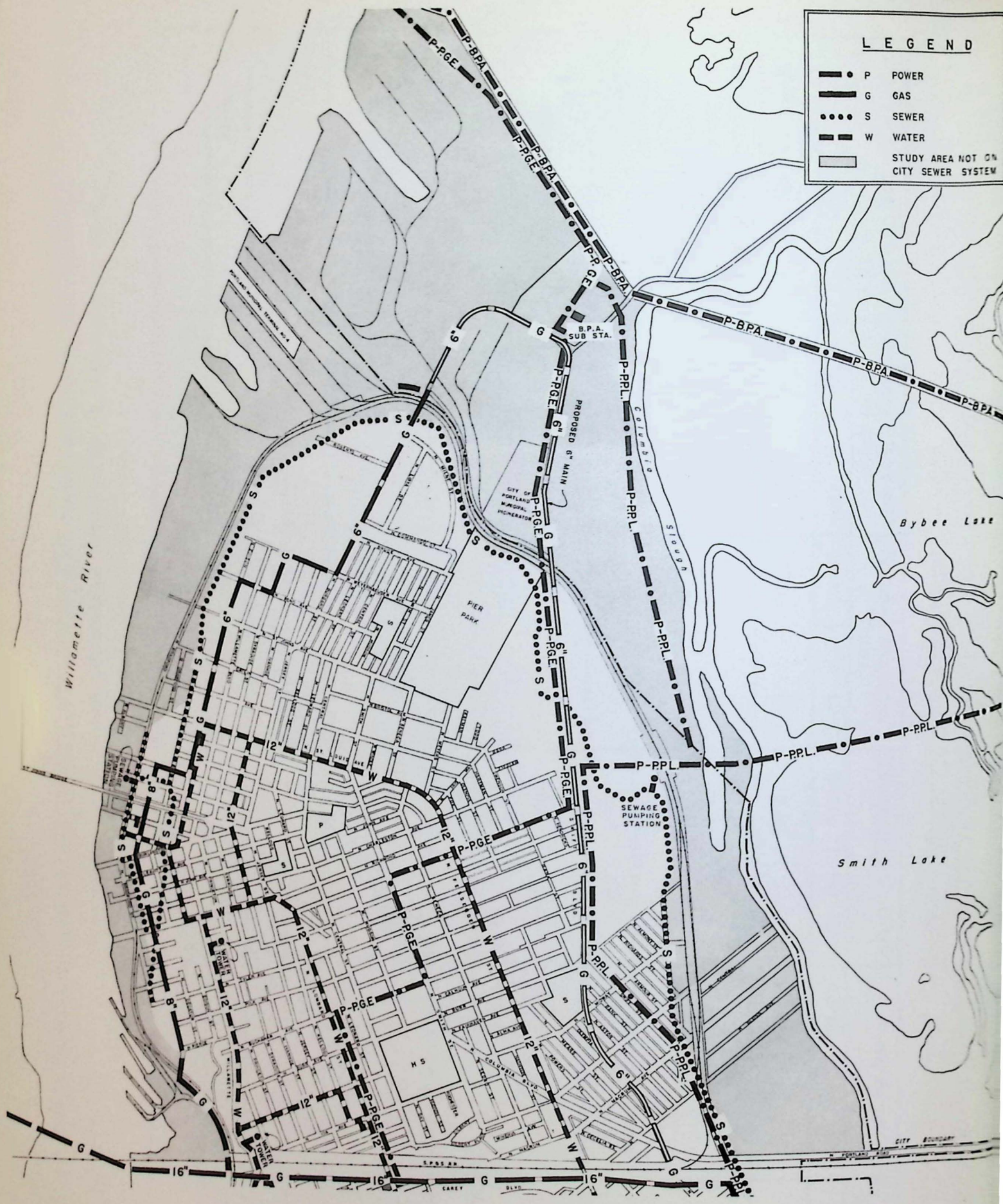

FIGURE 7

UTILITIES

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY 1957

UTILITIES

All of the existing major water, sewer, gas, and power lines in the St. Johns district are shown in Figure 7. The hundreds of secondary and local lines are not indicated, but the utilities service pattern can readily be seen from the location of the main trunks.

WATER

There are no serious problems of supplying any of the developed or undeveloped parts of the Study Area from the City water-distribution system. As a result of the increased demand in the Study Area, the Water Bureau has plans for enlarging some of the mains in the near future. Of course, various mains will have to be enlarged or extended as development occurs, but these changes are to be expected under any conditions of normal growth.

Since the low City water rates apply only to areas inside the City, water supply for developments outside the City could be provided only at the increased outside service area rates. Inasmuch as there are no organized water-distribution districts for this area outside of the City, each individual user must make a separate metered connection to the City supply system.

The most satisfactory solution to the problem of water distribution and rates for that part of the Study Area outside the City is annexation to the City of Portland.

SEWER

The provision of sewage disposal facilities is perhaps the most serious utilities problem to be encountered in the Study Area. Developments which are generally on the higher ground elevations drain naturally into an interceptor sewer and present no problems of sewage collection and disposal. However, those areas lying below the interceptor (See Figure 7) cannot have gravity flow lines into the City sewage disposal system.

The State Sanitary Authority will not permit any new developments to dump raw sewage into the Willamette River or the Columbia Slough, and those that now do will undoubtedly be forced to stop in

the future. It is possible that some small amounts of sewage could be handled by individual septic systems or treatment facilities, but this is not a desirable situation. The only satisfactory solution seems to be an integrated system of drainage for these low-lying areas with pumping stations at strategic locations. All sanitary sewage would thus be carried through the City interceptor system to the treatment plant, which has adequate capacity to accommodate all foreseeable demands. A possible alternate to this might be the construction of treatment facilities for joint use of these low-lying properties.

GAS

St. Johns is located in close proximity to the new 16-inch trunk natural gas main, which is located along the top of the east bank of the S.P.&S. Railroad cut. In addition to existing gas mains in the area, new ones are proposed as indicated in Figure 7. Provision of a natural gas supply to any new users in the Study Area should be a relatively simple matter involving a minimum of new mains.

POWER

Both Portland General Electric and Pacific Power and Light Companies have adequate electric power lines installed to serve the entire Study Area, and extensions can easily be made to serve any new demands.

The location of a U.S. Bonneville Power Administration (B.P.A.) sub-station in the St. Johns area is not a factor which would make this an economically advantageous district for large power users which buy power directly from B.P.A. because of their power service policies and the unlikelihood that appreciable amounts of electric power will be available to private users for 20 years or more.

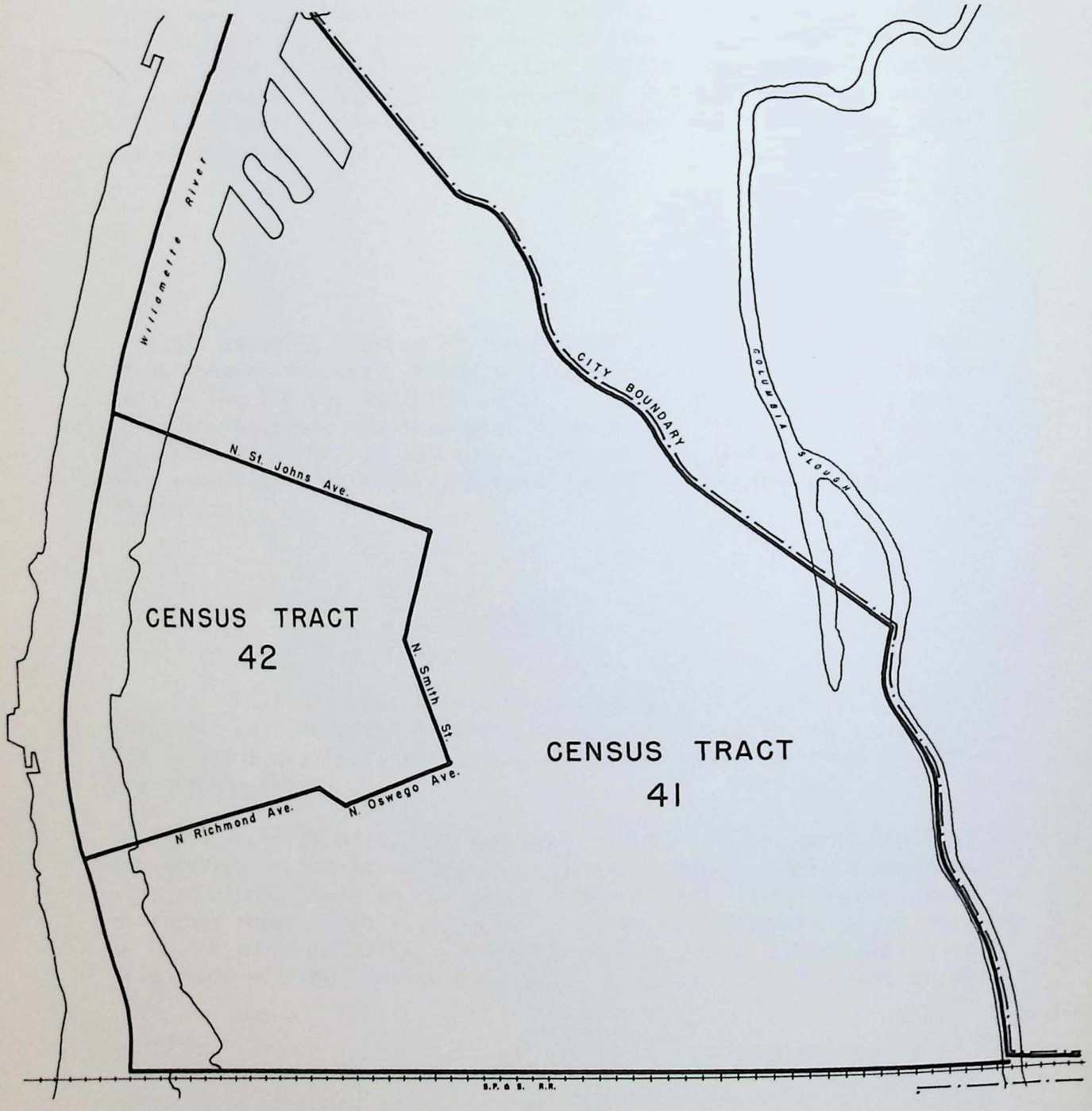

FIGURE 8

CENSUS TRACTS IN ST. JOHNS

POPULATION AND DWELLING UNITS

Since census tract statistics are available only for areas inside the City, the analysis of population and housing trends and characteristics can be applied only to that part of the Primary District inside the City. However, with the exception of a small group of 73 substandard residential structures, all of the dwelling units in the Study Area are located inside the City.

Much of the data regarding population and housing characteristics of the Study Area are available only from the 1950 Bureau of Census reports. The existence of nearly 1,600 defense housing units out of a total of 4,680 dwelling units in the Study Area at the time of the last census undoubtedly had a substantial influence on general characteristics derived from that data. Since 1950, most of these temporary defense housing units have been removed. It is possible to eliminate temporary public housing from considerations of dilapidation, owner occupancy, and value of houses because tabulations of these statistics were made on a block-by-block basis. However, the 1950 characteristics of family size, age of persons, education, and employment were tabulated by census tracts, and the elimination of the public housing influence is impossible.

The two census tracts (Nos. 41 and 42 -- See Figure 8) composing the part of the Study Area inside the City have markedly different characteristics. Census Tract 42, which is located around the main shopping center, has older buildings, smaller families, and a larger per cent of older persons than Census Tract 41, which contains most of the more recent buildings and has generally younger families with more children.

POPULATION

In July, 1956, the Study Area had a total population of approximately 13,200 persons which represented 3.2 per cent of the City's population. Based on proposed zoning and density assumptions discussed in a later section, when practically all of the buildable vacant residential land is used up, the population could increase by approximately 6,100 to a total of 19,300 distributed as shown in Figure 9. This means that there is a possible increase of 46 per cent in the number of persons living in the Study Area.

The average family size of the Study Area is above that for the entire City, with Census Tract 41 having nearly the highest average of any census tract in the City. The average number of persons per

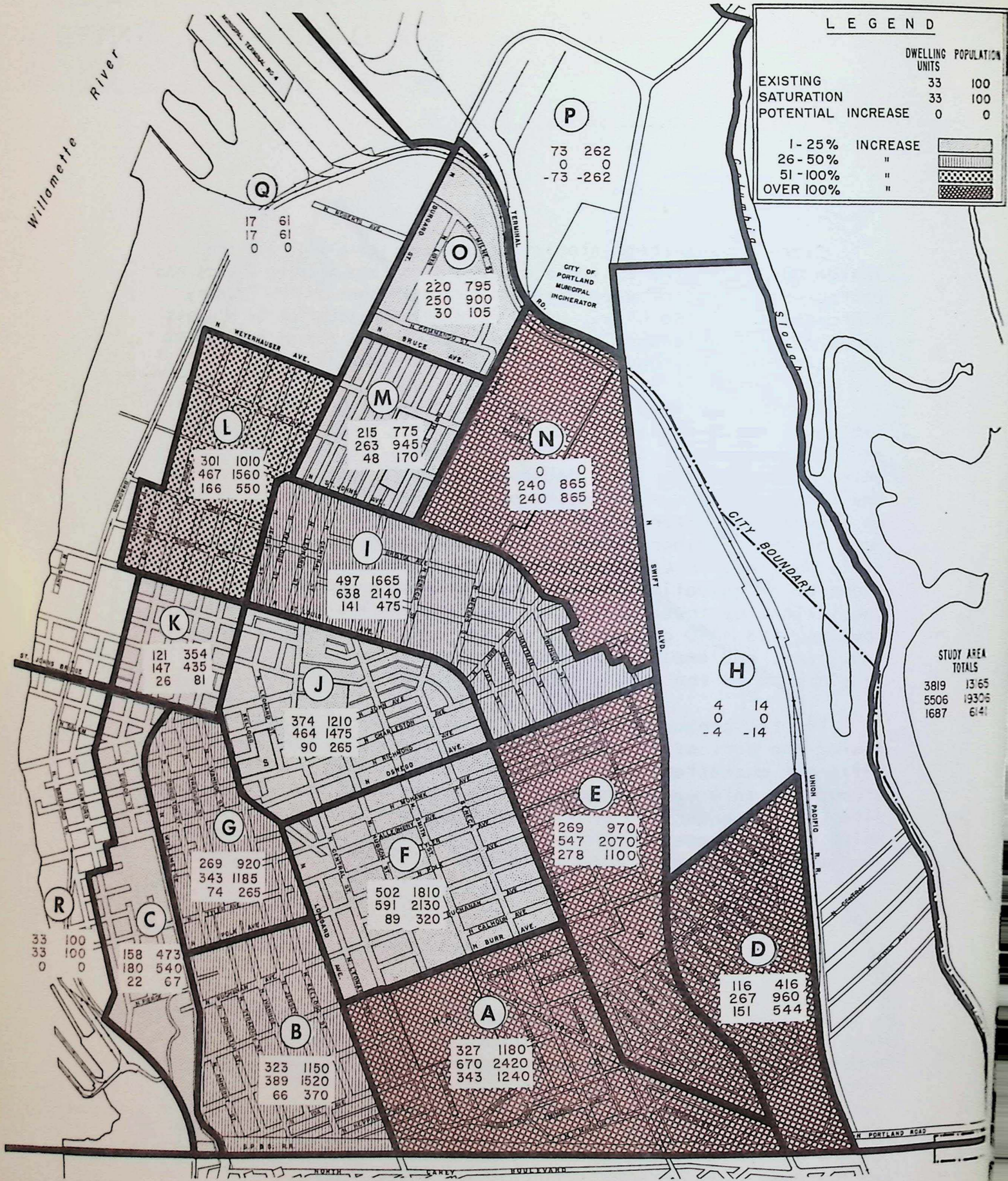

FIGURE 9

POPULATION & DWELLING UNITS

ST. JOHNS AREA

SCALE IN FEET
0 600 1200

NORTH

PORTLAND CITY PLANNING COMMISSION MAY 1957

dwelling unit in Census Tract 41 is 3.60; the average for Census Tract 42 is 2.94; and for the City as a whole, 2.84.

The relative age composition in 1950 of the two census tracts in the Study Area and for the City is indicated in the following table.

Table 2

Age Composition of Population in Portland and St. Johns - 1950

Age	Census Tract 41		Census Tract 42		Portland	
	No. of Persons	% of Total	No. of Persons	% of Total	No. of Persons	% of Total
Under 20	5,530	40.8	788	29.6	99,097	26.5
20 - 40	4,425	32.7	763	28.6	112,739	30.2
40 - 60	2,462	18.3	678	25.6	99,725	26.7
Over 60	1,099	8.2	432	16.2	62,067	16.6
TOTAL	13,516	100.0	2,661	100.0	373,628	100.0

Source: U.S. Bureau of the Census, 1950 Population Census Report, Series P-D.

Even though nearly one-third of the 1950 population of Census Tract 41 lived in defense housing, it is doubtful if the general age composition and family size of this area has changed significantly since these families have moved out. General observation of the growth in the district indicates that the new families moving into the area seem to have the same age and family characteristics as those moving out.

The education of the inhabitants of the Study Area is about the same as the average for the City. In St. Johns, 35 per cent of the persons over 25 years old have completed high school and 8 per cent have completed college, whereas for the City as a whole, 39 per cent of the persons over 25 have completed high school and 9 per cent have completed college.

Table 3 shows some of the employment characteristics of the Study Area and comparison of these characteristics with the Portland Metropolitan Area. It is apparent from this comparison that the employment of the residents of the St. Johns area is above average in the craftsmen, foremen, and operatives categories, and below the Metropolitan Area average in the professional, managers, officials, and proprietors categories. The majority of the workers in the Study Area are skilled and semi-skilled workers.

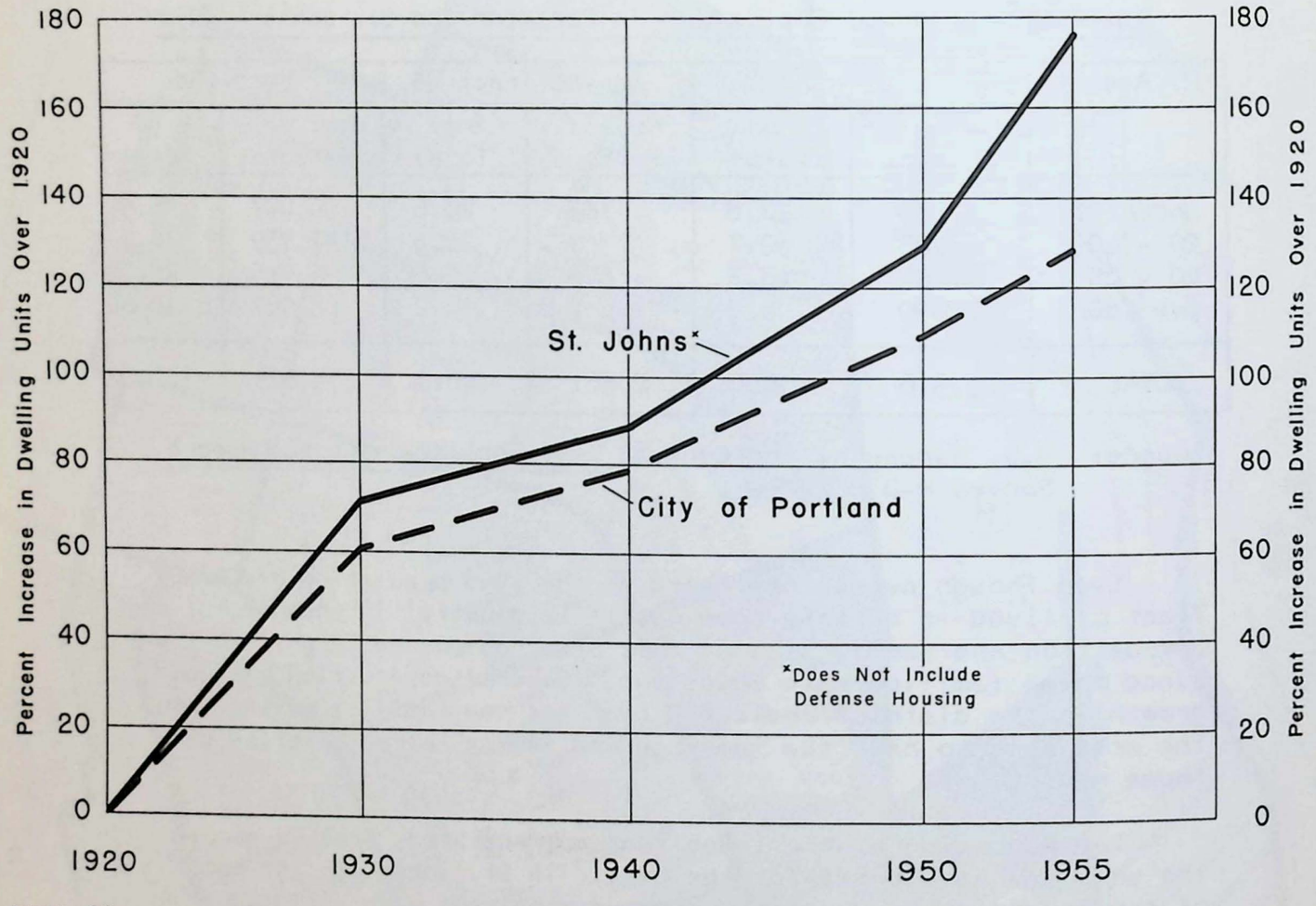

FIGURE 10

RATE OF DWELLING UNIT GROWTH

SOURCE: U.S. BUREAU OF THE CENSUS, 1950 POPULATION CENSUS REPORT, SERIES P-D
PORTLAND CITY PLANNING COMMISSION, DWELLING UNIT ESTIMATE, 1957

Table 3

Per cent of Employed Civilian Labor Force by Occupation Group

Occupation Group	St. Johns	Portland Metropolitan Area
Professional and Kindred	5.1	10.2
Managers, Officials, & Proprietors	6.7	15.1
Clerical and Sales	19.9	23.8
Craftsmen, Foremen, and Kindred	18.8	14.6
Operatives and Kindred	26.8	15.4
Private Household Workers	2.5	1.9
Service Workers	10.1	8.8
Laborers	10.6	9.1
Not Reported	--	1.0
Unemployed	13.2	7.4

Source: U.S. Bureau of the Census, 1950 Population Census Report, Series P-D and P-B.

DWELLING UNITS

Aside from the ebb and flow of wartime housing in St. Johns, the district has experienced a steady growth of permanent housing. As indicated in Figure 10, the rate of dwelling unit construction in St. Johns has been above the rate of growth for the entire City for the past 15 years.

As mentioned previously, the Study Area once had a total of nearly 1,600 defense housing units of which all but 300 had been removed by 1957.[1] In spite of the fact that approximately 630 residential building permits were issued from 1950 to 1956 for construction in St. Johns, there has been a net decrease of about 670 dwelling units in the area as a result of demolitions of defense units. However, with the scheduled removal of the remaining temporary units in Parkside Homes and Fir Court Homes, the impact of temporary government housing on the area will be at an end, and the rapid increase of permanent dwelling units will be statistically more evident.

At present, there are about 3,800 dwelling units in the Study Area or 2.7 per cent of the City's total. Of these, about 80 per cent are single-family units. Under conditions of saturated development of proposed residential areas, the existing dwelling unit total could

[1] From May, 1957 to May, 1958, an additional 200 units were removed, leaving a total of 100 defense units in the Study Area.

be increased by about 1,700 (44 per cent) to a total of approximately 5,500 units. The general distribution of the ultimate number of dwelling units and the percentage of potential growth in the various sections of the district can be seen in Figure 9.

The quality of the housing in the Study Area, as compared with various other sections of the City, is shown in Figures 11, 12, and 13. According to the 1950 Census of Housing, the Study Area ranked relatively high compared to the City as a whole in owner occupancy, but had the lowest average value of houses of any district in the City. The percentage of dilapidation in the Study Area was very near the City-wide average.

Urban Renewal

It is possible that some areas of St. Johns can qualify as projects for urban renewal or neighborhood improvement. If the citizens of the community feel that it is desirable to redevelop or rehabilitate substandard, dilapidated or obsolescent areas in the district, they can petition the Portland Development Commission for assistance. If a study by this agency reveals sufficient evidence of blight, various projects of redevelopment and rehabilitation can be carried out, financed jointly by the City and the Federal Government.

On the basis of indications of dilapidation shown by the 1950 Bureau of Census report, some areas around the St. Johns shopping core might qualify for complete renewal, while other areas might be projects for neighborhood improvement and conservation.

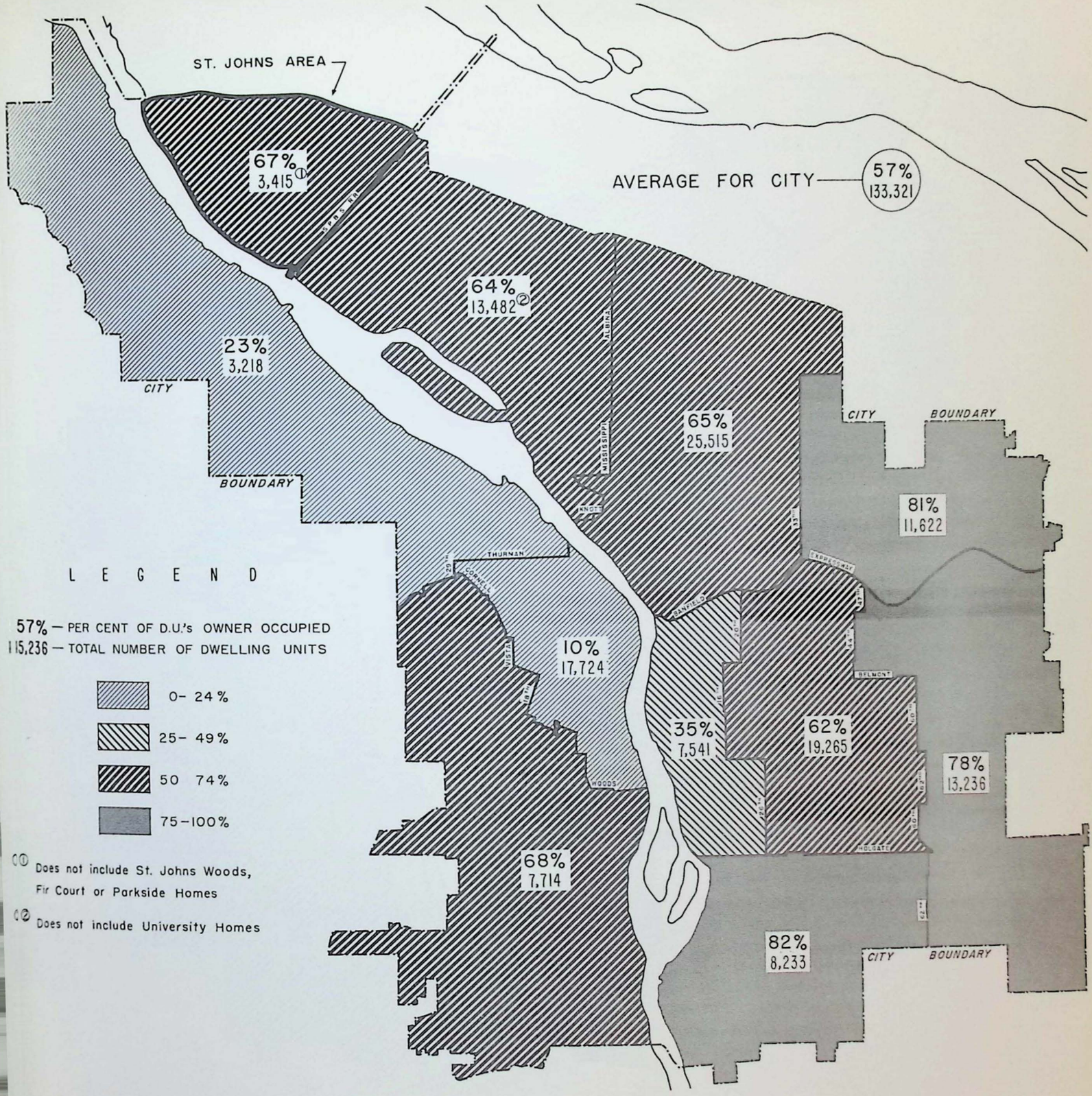

FIGURE 11

OWNER OCCUPANCY

PER CENT OWNER OCCUPANCY OF DWELLING UNITS IN ST. JOHNS AREA COMPARED WITH OTHER DISTRICTS IN PORTLAND

SOURCE: BUREAU OF THE CENSUS, U.S. CENSUS OF HOUSING, 1950

SCALE IN MILES
0 1 2

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY 1957

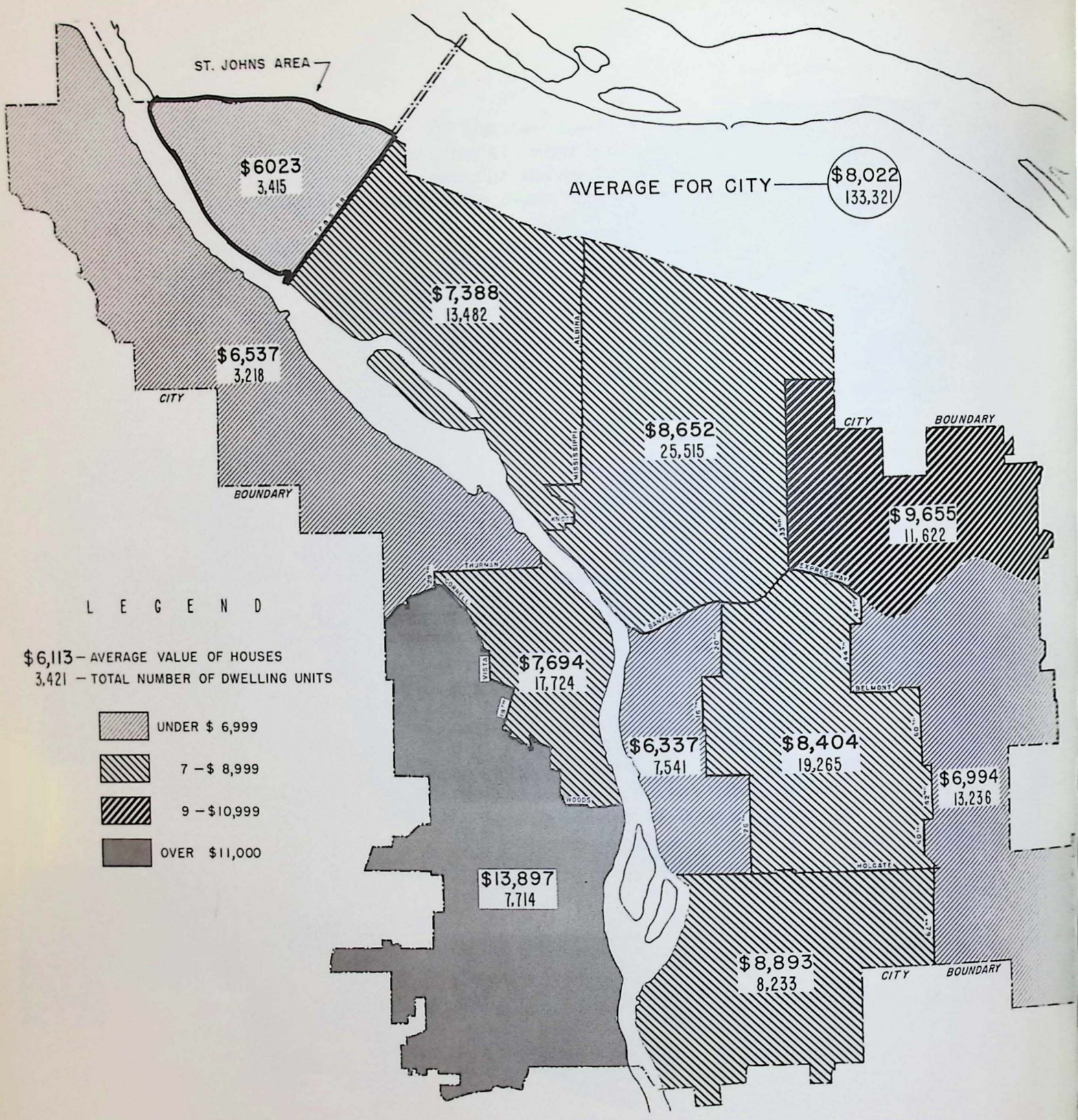

FIGURE 12

VALUE OF HOUSES

AVERAGE VALUE OF OWNER OCCUPIED HOUSES IN ST. JOHNS AREA COMPARED WITH OTHER DISTRICTS IN PORTLAND

SOURCE: BUREAU OF THE CENSUS, U.S. CENSUS OF HOUSING, 1950

SCALE IN MI.
0 1

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY

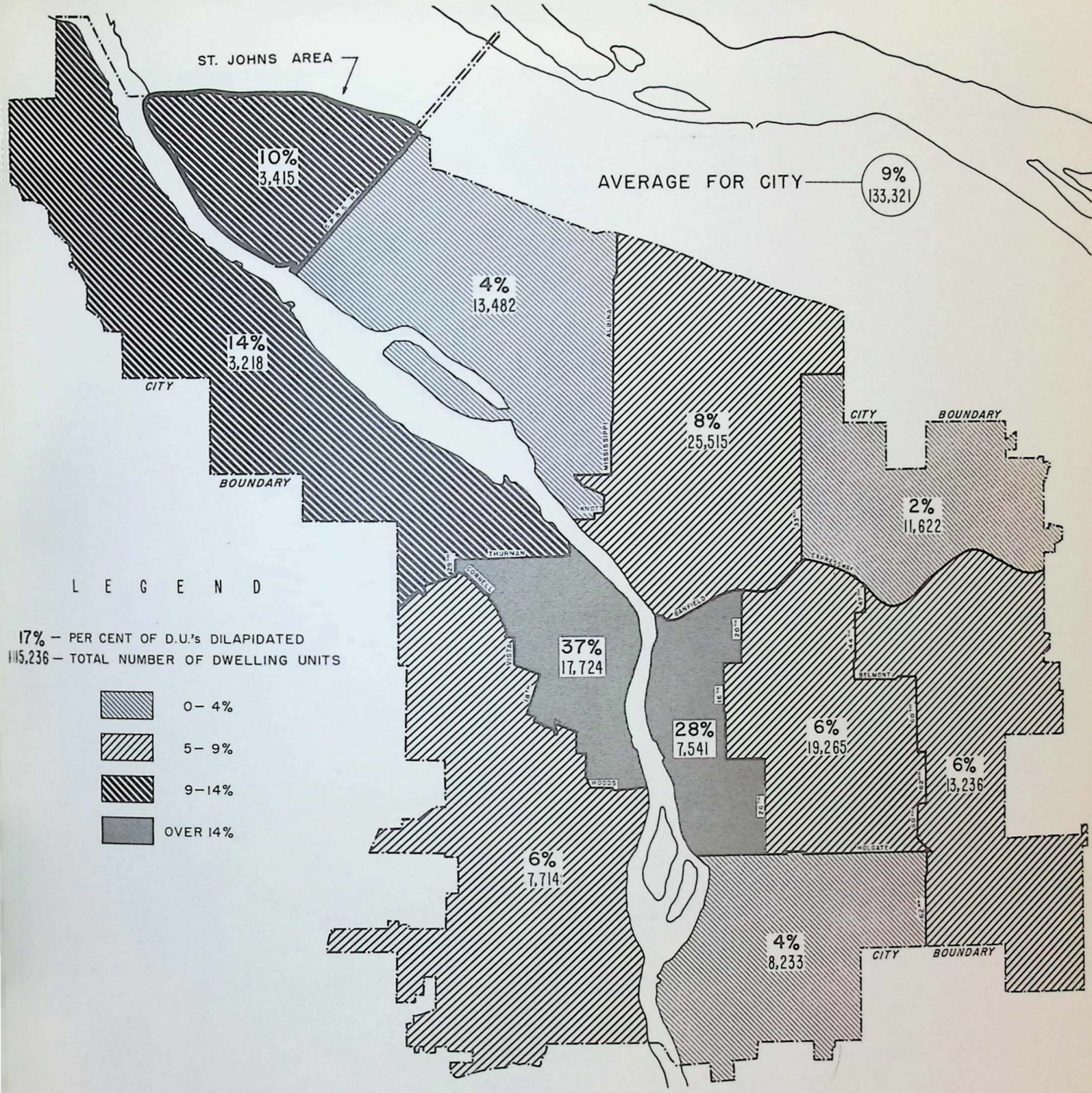

FIGURE 13

DWELLING UNIT DILAPIDATION

PER CENT OF DILAPIDATED DWELLING UNITS IN ST. JOHNS AREA COMPARED WITH OTHER DISTRICTS IN PORTLAND

SOURCE: BUREAU OF THE CENSUS, U.S. CENSUS OF HOUSING, 1950

SCALE IN MILES
0 1 2

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY 1957



AUTOMOBILE AND TRUCK

Existing System

The present street system in the St. Johns area has many aspects which tend to create conditions of congestion, inefficiency, and danger.

The most heavily-traveled route is U.S. 30 By-Pass, which extends from the St. Johns Bridge along N. Philadelphia Avenue to N. Jersey Street, to N. Columbia Boulevard, and eastward along N. Lombard Street. This route now carries from 10,000 to 15,000 vehicles per day and leads traffic through the heart of the shopping center. This means that through traffic to or from the bridge must either make a right angle turn onto local residential streets to avoid the shopping district or go directly through the congested core of shopping. From N. Philadelphia Avenue eastward in the Study Area, the route has a 60-foot right-of-way with parking on both sides of the street and only two moving lanes of traffic.

Since there is no direct connection between the bridge and the industrial areas in north St. Johns and along N. Columbia Boulevard to the east, a considerable amount of truck traffic is naturally drawn through predominantly residential districts. Most of this traffic uses N. Fessenden Street, N. St. Louis Avenue, N. Burgard Street, N. Syracuse Street, and N. Oswego Avenue. Recent traffic counts show an average volume of from 2,000 to 4,000 vehicles per day on all of these streets.

Since parts of N. Smith Street, N. Central Street, and N. Columbia Boulevard have right-of-way widths of 80 feet, the tendency of drivers is to use all of these routes as major streets. However, there is no need for as many closely spaced major east-west traffic streets as N. Lombard Street, N. Smith Street, N. Central Street, and N. Fessenden Street. The use of all of these as major streets results in damage to adjacent residential properties and creates unnecessary traffic hazards within the boundaries of neighborhoods.

The fact that over 40 per cent of the land in the central part of St. Johns is dedicated street right-of-way indicates an overabundance of street area, while the concentration of traffic and resulting congestion on a few of the streets indicate an inefficient use of the trafficways.

FIGURE 14
BRIDGE APPROACH TO ST. JOHNS

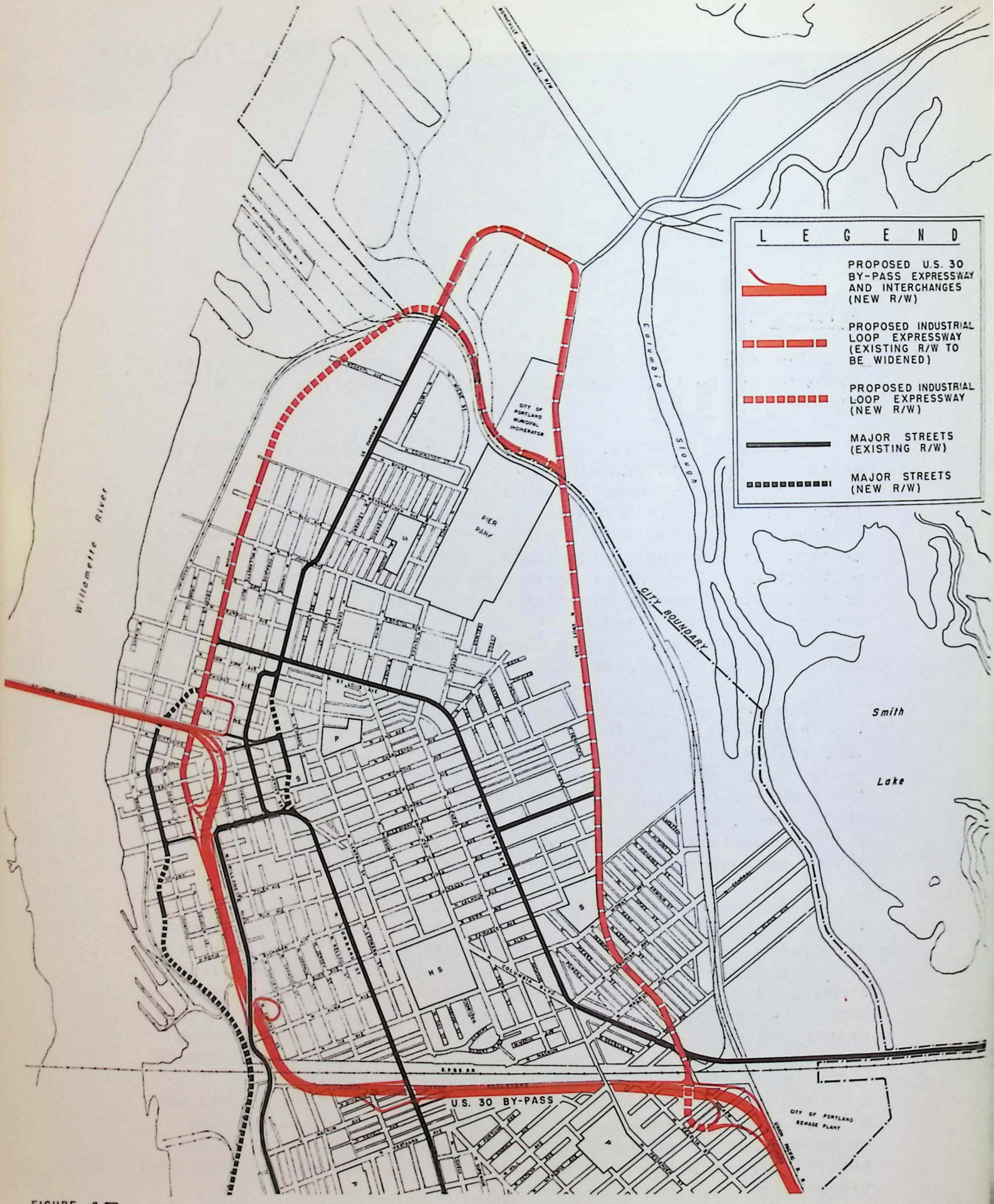

FIGURE 15

TRAFFICWAYS

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY 1957

General Objectives and Proposals

A street system should be designed so that all types of vehicles can move as directly and freely as possible to desired destinations, and so that residential, commercial, and industrial properties will be adequately served, but not adversely affected by traffic movements. In general, the types of trafficways utilized in effecting these objectives are:

1. Freeways - Six-lane divided highways to carry large volumes of high-speed traffic. Design characteristics include complete control of access, no crossings at grade, no left turns, and no signals or parking. (There are no freeways existing or proposed in the Study Area.)

2. Expressways - Four or six-lane trafficway designed to carry large volumes of traffic. Characteristics of design are partial control of access, some intersections at grade, left turns provided for with left-turn refuges, and no parking.

3. Major Streets - The principal function of major streets is to serve as traffic routes for major vehicle movements within a localized district. They are not as wide as freeways or expressways nor can they carry the amount or type of traffic. Intersections at grade and direct access to abutting properties are permitted.

The proposed trafficways plan, shown in Figure 15, would not only greatly facilitate the flow of vehicles to, from, and through the St. Johns area, but would improve the efficiency of residential and commercial areas by eliminating through traffic from local-use districts. This plan proposes an expressway loop around the central area, located generally between the residential and industrial districts. Major streets penetrating the district would serve intra-Study Area circulation and would conduct local traffic to and from the expressway loop. A one-way system is proposed for the St. Johns shopping district along with the elimination of on-street parking.

Proposed Expressways

U.S. 30 By-Pass - There have been two principal proposals for the rerouting of U.S. 30 By-Pass from its present location on N. Lombard and N. Jersey Streets. One has been made by the Oregon State Highway Department and the other by the Portland City Planning Commission.

In 1955,[1] the Oregon State Highway Department proposed an expressway extending in a northerly direction from the east end of the bridge and following generally the alignment of N. St. Louis Avenue and N. Fessenden Street to connect with N. Columbia Boulevard on the east side of the railroad cut. Although such an expressway would not necessitate complete control of access, it would nevertheless mean that many streets would have to be dead-ended or have grade separations. This would complicate local traffic movements considerably. This factor, combined with the width and heavy traffic on such a thoroughfare, would make it a strong physical barrier which would, in effect, split the community in two parts.

The U.S. 30 By-Pass route proposed by the Portland City Planning Commission would connect N. Columbia Boulevard and the St. Johns Bridge by following generally along N. Carey Boulevard on the east rim of the railroad cut and a new alignment south of N. Willamette Boulevard. This route would avoid splitting the community with a major traffic artery. Also, since the alignment abuts a railroad cut and a steep bank, the problem of terminating local streets and providing grade separations with major streets would be greatly simplified. In addition to these advantages, the Carey-Willamette alignment right-of-way had an assessed value of approximately $83,000 less in 1957 than the St. Louis-Fessenden right-of-way. This difference can be attributed primarily to the fact that the former alignment goes through predominantly undeveloped or poorly developed property and utilizes the existing 50-foot right-of-way of N. Carey Boulevard. Acquisition costs can be expected to be about four times the 1957 assessed values in this area, so the difference in right-of-way acquisition costs would be about $350,000.

The 1956 St. Johns Bridge traffic count of 17,300 vehicles for an average 24-hour period can be expected to increase to nearly 27,000 vehicles per day by 1975. The route proposed by the Planning Commission as U.S. 30 By-Pass, if constructed today, would probably have an average daily volume of somewhat over 10,000 vehicles, and would reach 20,000 to 25,000 vehicles per day by 1975.

Proposed Industrial Distributor - The northern and western part of the expressway loop, shown in Figure 15, is proposed as the major distributor route for industrial traffic. This route, which follows N. Swift Boulevard, N. Terminal Road, and N. Edison Street, would connect the industrial areas around the periphery of the Study Area with other parts of the City and with interstate routes via N. Columbia Boulevard and the St. Johns Bridge. As shown, this route would necessitate the ultimate widening of the existing rights-of-way of N. Swift Boulevard, N. Terminal Road, and N. Edison Street to 100 feet, together with the acquisition of a short section of new right-of-way between N. Terminal Road and N. Edison Street. Successive loops north into the Ramsey Lake area would connect that potential industrial area to the main distributor route. As the potential industrial area in the north and northwest parts of the

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[1] Oregon State Highway Department, Freeway and Expressway System--Portland Metropolitan Area, 1955.

Study Area develops, the peak-hour traffic on N. Swift Boulevard can be expected to increase also. If the maximum development is reached, there would be a peak-hour flow of over 6,000 vehicles on N. Swift Boulevard.

Whenever possible, developers of property along this route should be required to dedicate sufficient area to provide the 100-foot right-of-way, and setback ordinances should be passed to prevent the construction of any new buildings in the proposed right-of-way.

Major Streets

The system of major streets indicated in the residential part of the Study Area does not require any widening or improving to function properly. However, as previously mentioned, the tendency to use N. Smith and N. Central Streets as major traffic streets should be discouraged insofar as is possible. These streets, which have abutting residential development, are not needed as traffic arteries for an adequate circulation pattern, and their use as such disrupts the proper functioning of the neighborhoods.

At present, the major access streets to the industrial district along the river have grades in excess of 10 per cent, which is steeper than the desirable maximum. The proposed industrial service route along N. Crawford Street would connect with the St. Johns Bridge, the expressway loop, and N. St. Louis Avenue on the north. Also, it would be joined with the Mocks Bottom area and N. Going Street on the south by means of a water-level route. No portion of this road would exceed a 5 per cent grade.

Truck traffic from the area north of N. Swift Boulevard could be expected to use N. Fessenden Street, N. St. Louis Avenue, and N. Decatur Street to reach the industrial area along the river.

The proposed trafficways pattern for the St. Johns shopping center is discussed in the section on commercial development.

RAIL

It can be seen in Figure 15 that practically all of the existing industrial development in the Study Area is now served by an industrial service loop of Union Pacific Railroad trackage. Additional spurs and extensions can easily be made to provide rail access to any potential industrial area in the district.

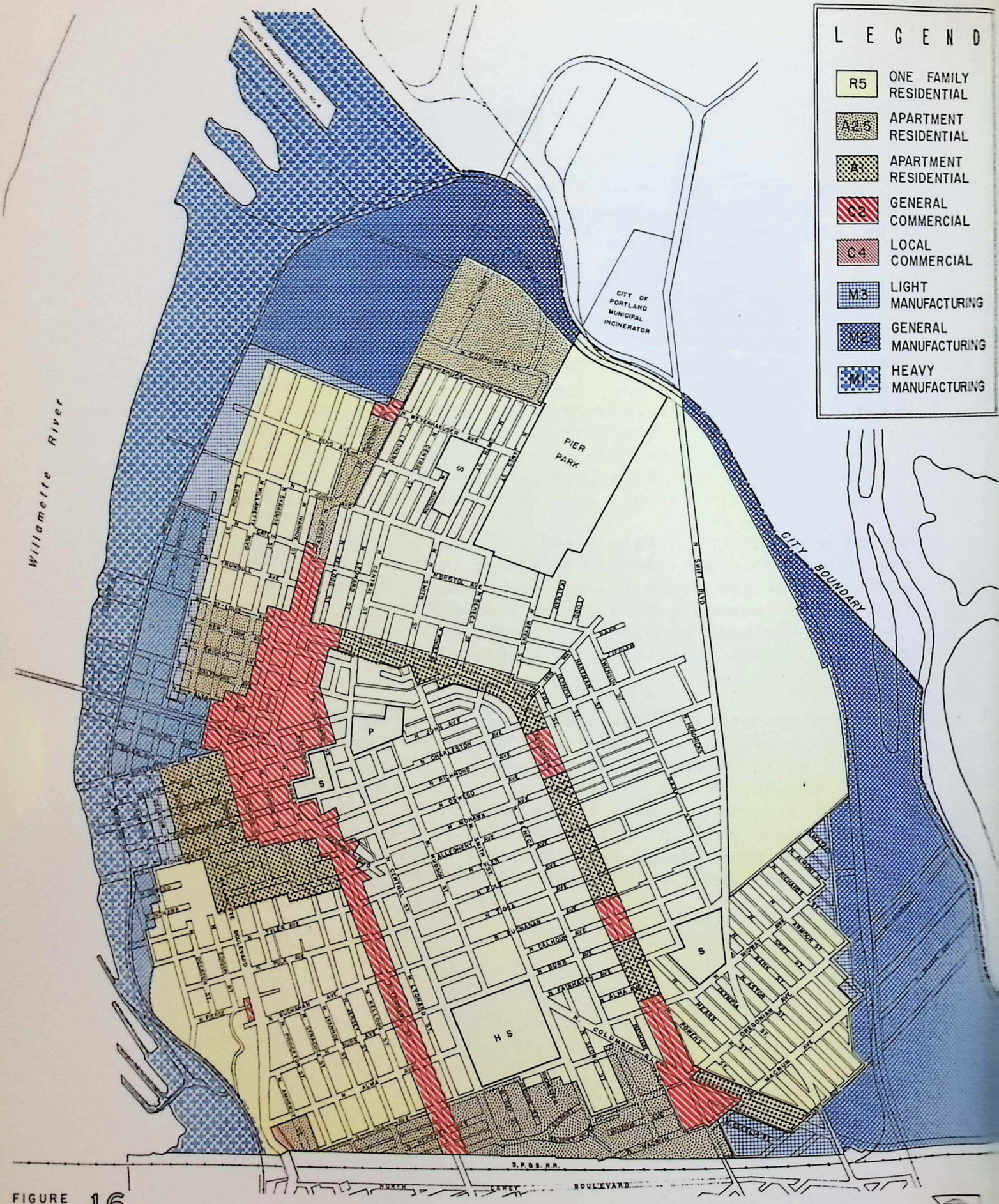
WATER

The Willamette River, the Columbia River, and the Columbia Slough provide the Study Area with exceptionally good water access for all types of waterborne traffic from ocean-going ships to log rafts.

Along the Willamette River, about 12,000 linear feet of a potential 16,000 linear feet of deep-water frontage in the Primary District has already been developed. Included in the developed area is Municipal Terminal No. 4, which is one of the largest and most important of the port facilities in the Portland area. This terminal has more berthing capacity, covered storage, grain storage, and loading and unloading facilities than any other docks in the City serving the general public. Also included in the developed frontage is the former Oregon Shipyards, which is now being used for industrial purposes, but not as dock facilities.

Proposals have been made in various studies as far back as the 1930's for the construction of extensive deep-water dock facilities in the Smith Lake area. Such a development would require considerable dredging to connect the dock area with the channel of the Columbia River. However, this proposal may become feasible and desirable in the future if the demand for deep-water access increases sufficiently to justify it.

The Columbia Slough can be used for log raft storage now. Also, some barging of materials to and from industrial plants located along its banks takes place. However, any increased usage of this waterway would necessitate its straightening and deepening. The expenditures necessary for dredging do not seem justifiable in view of the existing vacant deep-water frontage, the lack of substantial demand for water transportation facilities which would have to be limited to barge and raft traffic, and the fact that the Columbia Slough silts up at a rapid rate.


LEGEND
R5 ONE FAMILY RESIDENTIAL
A2.5 APARTMENT RESIDENTIAL
A1 APARTMENT RESIDENTIAL
C2 GENERAL COMMERCIAL
C4 LOCAL COMMERCIAL
M3 LIGHT MANUFACTURING
M2 GENERAL MANUFACTURING
M1 HEAVY MANUFACTURING
Willamette River
CITY OF PORTLAND MUNICIPAL INCINERATOR
PIER PARK
CITY BOUNDARY
N. SWIFT BLVD.
N. CHARLESTON AVE.
N. RICHMOND AVE.
N. OSWEGO AVE.
N. CENTRAL ST.
N. PURDUE ST.
N. TYLER AVE.
N. PEARL AVE.
N. BUCHANAN AVE.
N. CALHOUN AVE.
N. BURR AVE.
N. FAIRWEATHER BLVD.
N. COLUMBIA BLVD.
N. LEXINGTON AVE.
N. PORTSMOUTH AVE.
N. WILLAMETTE BLVD.
N. EDISON ST.
N. LOMBARD ST.
N. PHILADELPHIA AVE.
N. BURLINGTON AVE.
N. ST. LOUIS AVE.
N. ST. JOHNS AVE.
N. ST. LOUIS ST.
N. ST. JOHNS BOULEVARD
N. BUCHANAN AVE.
N. HARRISON AVE.
N. JERSEY ST.
N. KELLOGG ST.
N. TYLER ST.
N. PRINCETON ST.
N. AMHERST ST.
N. ALMA AVE.
N. ALMA PL.
N. ALMA CT.
N. ALBERTA ST.
N. PRESCOTT ST.
N. KILLINGSWORTH ST.
N. MONTANA AVE.
N. MONTANA ST.
N. ATTRIDGE ST.
N. ARMSTRONG ST.
N. ARGYLE ST.
N. ARTHUR ST.
N. ASTOR ST.
N. OLYMPIA ST.
N. OREGONIAN ST.
N. MACRUM AVE.
N. MACRUM ST.
N. PEARL ST.
N. WILLIS BLVD.
N. WILLIS ST.
N. WILLIAMS AVE.
N. WILLIAMS ST.
N. RUSSELL ST.
N. MISSISSIPPI AVE.
N. MISSISSIPPI ST.
N. VANCOUVER AVE.
N. VANCOUVER ST.
N. GANTENBEIN AVE.
N. GANTENBEIN ST.
N. WEIDLER ST.
N. FLINT AVE.
N. FLINT ST.
N. FLINT CT.
N. FLINT PL.
N. FLINT TER.
N. FLINT WAY
N. FLINT ALLEY
N. FLINT PARK
N. FLINT PARK AVE.
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N. FLINT PARK CT.
N. FLINT PARK PL.
N. FLINT PARK TER.
N. FLINT PARK WAY
N. FLINT PARK ALLEY
N. FLINT PARK BLVD.
N. FLINT PARK DR.
N. FLINT PARK LN.
N. FLINT PARK RD.
N. FLINT PARK SQ.
N. FLINT PARK TRL.
N. FLINT PARK VIA
N. FLINT PARK WALK
N. FLINT PARK WAY
N. FLINT PARK ALLEY
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ZONING

In several respects, existing zoning in the St. Johns area is unrealistic and inadequate. It does not provide sufficient control and protection necessary for the preservation of present values and the guidance of future developments toward optimum use of the area.

The Zoning Code of the City of Portland was adopted in 1924, and many of its provisions and regulations are now obsolete. There are only four basic and two special zones in the present code. This is not a sufficient gradation of uses to insure equity and protection to all property owners. The code has no density regulations for multi-family residences, and does not have any parking or loading requirements of any kind.

As a result of several years of study, an entirely new Zoning Code for the City has been devised.[1] Both the Portland City Planning Commission and a Citizens Advisory Committee have recommended the adoption of the proposed code to the City Council. In view of the expected adoption of a new Zoning Ordinance in the very near future, the zoning recommendations for that part of the Study Area in the City are based on the provisions and regulations of the new code.

In addition to this general inadequacy of Portland's present Zoning Code, there are several specific applications of zoning in St. Johns which are particularly undesirable. For example, the entire residential area, with the exception of a small district around Sitton School, is at present in a zone which permits any multi-family structure, in spite of the fact that almost all of the present development is single-family houses. Some areas are zoned for commercial use but have developed residentially; others are zoned for residential development even though they obviously have only industrial potential. Because of the practice of placing the property along major streets and former streetcar lines in a commercial zone, there are a considerable number of commercial "strip" zones in the area.

The proposed zoning pattern for St. Johns, indicated in Figure 16, which would eliminate most of the shortcomings of the present zoning, is intended to serve as a tool which can be used in the realization of the Comprehensive Development Plan for the Study Area (See Figure 1). The proposed zoning provides maximum protection for existing uses and investments by bringing the zoning into closer conformance with present development. It permits optimum development of vacant areas, allows for adequate expansion of all uses, and

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[1] Portland City Planning Commission, A New Planning and Zoning Code for Portland, October, 1957.

eliminates "commercial strip" and "spot" zoning wherever possible. Adjacent uses which would be non-compatible are separated by some transition area such as a buffer strip, a wide street, "step-down" zones, or a change in elevation. The expansion of detrimental non-conforming uses should be discouraged as much as possible.

Multnomah County has adopted a zoning pattern for only part of the Study Area which lies outside of the City limits. However, the Multnomah County Planning Commission has indicated that it is of the opinion that the majority of the Study Area outside of the City could eventually be used for industrial purposes. However, until such time as specific needs arise, it will propose that much of the Secondary District be placed in an agricultural zone.

A comparison of the present land uses in the Primary District with the total acreage in the proposed zones is shown in Table 4. The data in this table are based on the assumption that the portion of the Primary District outside of the City will be zoned industrially.

Table 4

Existing Uses of Land in Proposed Zones[a]
Primary District
(area in acres)

PRESENT USE	One-Fam. Resid. Zones	Multi-Fam. Resid. Zones	Commercial Zones	Industrial Zones	TOTAL USE[b]
One-Family Resid.	344.4	92.0	13.0	22.5	471.9
Multi-Fam. Resid.	5.7[c]	1.5	2.4	0.2	9.8
Commercial	0.7[c]	0.9[c]	21.5	0.9	24.0
Industrial	3.4[c]	0.3[c]	2.3[c]	338.2	344.2
Public & Semi-Pub.	106.2	0.8	2.8	3.5	113.3
Vacant	206.2	40.6	21.5	844.4	1112.7
Unbuildable	9.2	0.0	0.0	29.9	39.1
TOTAL ZONED[b]	675.8	136.1	63.5	1239.6[d]	2115.0
PER CENT ZONED	32.0%	6.4%	3.0%	58.6%	100.0%

[a]See Figure 16.

[b]Does not include street area.

[c]Non-conforming use.

[d]Includes 583 acres outside of City and 93 acres of St. Johns Woods tract, north of Swift Boulevard, which is temporarily zoned R5 (see page 48).

Some of the more significant facts which are evident after analysis of Figure 16, Table 1, and Table 4 are:

1. The area zoned for single-family residential use is approximately 70 per cent developed (i.e., 206 out of 676 acres are vacant).

2. The area zoned for multi-family residential use is 68 per cent developed, but a large percentage of this is in single-family public housing units, which the Housing Authority plans to remove, and can be eventually replaced with permanent multiple units.

3. The area zoned for commercial use is about 66 per cent developed and half of this development is in other than commercial-type uses. There is enough vacant space in the proposed commercial zone to permit doubling the present commercially developed acreage.

4. Approximately 27 per cent of the proposed industrial zone in the Primary District is developed. Excluding unbuildable land, there is enough vacant space in the proposed zoning pattern to permit an expansion of two and one-half times the existing industrial development in the Primary District.

5. If the proposed zoning pattern is adopted, there would be only 13.3 acres or 0.5 per cent of the Primary District in a non-conforming classification. In the proposed zoning pattern, there are 23 non-conforming multi-family structures, 20 non-conforming commercial establishments, and 12 non-conforming industrial uses.

6. It is proposed to zone approximately 76 per cent of the property now vacant in the Primary District for industrial use.

If the assumption is made that ultimately 1,600 acres of the Secondary District will be zoned for public use, and 2,600 acres will be zoned for industry, further results of the proposed zoning will be as follows:

7. Over 61 per cent of the Study Area will be zoned for industrial use.

8. Only about 10 per cent of the industrially-zoned property in the Study Area has been improved. This means that a tenfold expansion of the present industrial development in the Study Area would be possible within the framework of the proposed zoning pattern.

9. Nearly 65 per cent of the vacant property in the Study Area is proposed to be industrially zoned.

Although the part of the St. Johns Woods tract north of Swift Boulevard will eventually be in an industrial zone, it is proposed to place this property in an R5 zone until such time as the owner dedicates the proposed buffer strip to the City and agrees to conditions which will assure protection of residential areas south of Swift Boulevard.

The number and acreage of non-conforming uses in the proposed zones are very small. Those that do exist are scattered in spots throughout the entire district and do not fit into any reasonable over-all zoning pattern. To zone these few areas according to their existing uses would require spot zoning, the creation of undesirable strip zones, or the zoning of parts of some districts contrary to the predominant type of development.

Although a few owners of vacant property might not be able to realize a maximum profit because of more restrictive zoning of their holdings, the interests of the community as a whole and of the property owners who have already made investments in buildings will be best served by the proposed zoning pattern. Investments which have been made in non-conforming buildings will not be jeopardized, but expansion of such uses should be restricted.

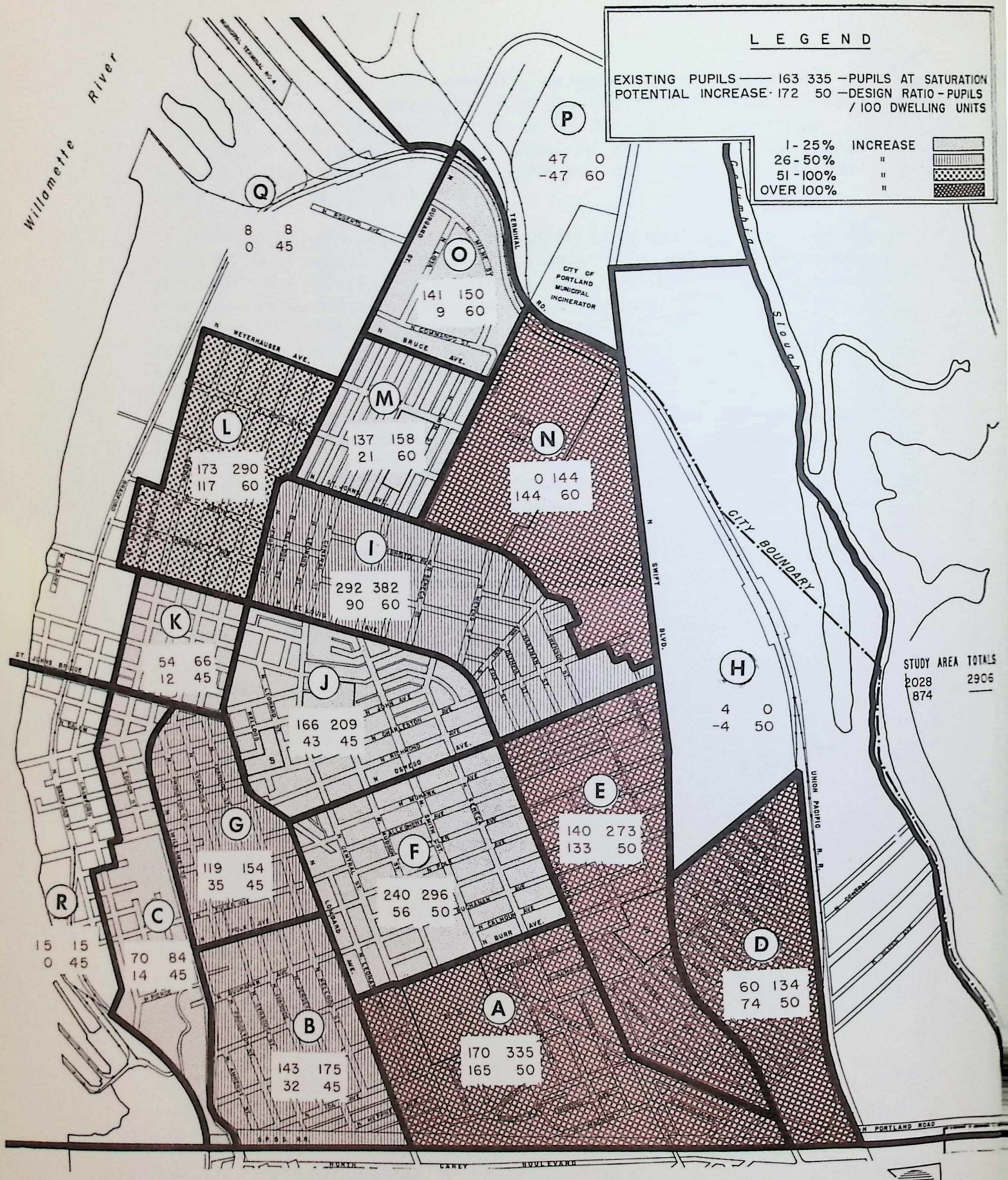

FIGURE 17

ELEMENTARY SCHOOL PUPILS

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY 1957

STANDARDS

The standards and objectives assumed for the school-planning phase of this study are the same as those set forth in the recent schools report by the Portland City Planning Commission.[1] In general, these standards can be summarized as follows:

1. Continuation of a K8-4 system (kindergarten and 8-grade elementary - 4-grade high school) with construction of primary schools where required.

2. Elementary school enrollment capacities: Minimum - 1 classroom per grade or a total of about 270 pupils. Optimum - 2 classrooms per grade or a total of about 540 pupils. Maximum - 3 classrooms per grade or a total of about 810 pupils.

3. Where possible, elementary schools should be combined with neighborhood parks.

4. Elementary attendance districts should be confined within rather than across major traffic arteries.

5. Minimum site areas for elementary schools varying from 2.5 classrooms per acre to 4.0 classrooms per acre depending on the story height of the school and the degree of development of land to be acquired. One-half classroom per acre more is permitted for primary schools.

6. Portable structures should be eliminated as soon as possible.

No standards have as yet been adopted by the Portland City Planning Commission or Multnomah County School District No. 1 for the development of high schools. In this study, it is assumed that optimum high school attendance capacity is approximately 1,200 pupils and maximum capacity is 2,400 pupils. It is also assumed that no high school site should have less than 20 acres.

Pupil-Dwelling Unit Ratios

For purposes of estimating the future number of pupils to be

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[1] Portland City Planning Commission, Land for Schools, December, 1957.

Table 5

School Facilities and Conditions in the St. Johns Area

Existing and Proposed

School	Capacity		Average Daily Membership		Pupils per 100 Dwelling Units		School Area (acres)			Adjacent Park (acres)		
	Exist.	Prop.	1957	Ultimate	1957	Ultimate	Exist.	Add.	Tot.	Exist.	Add.	Tot.
Roosevelt High	1800	1800	1466	2000	14	18	17.1	3.0	20.1	0	0	0
George Elem.	546	666	561	659	52	50	7.3	0	7.3	0	3.3	3.3
James John Elem.	756	706	757	706	44	45	3.3	2.8	6.1	5.3	1.3	6.6
Sitton Elem.	786	786	567	781	64	60	6.2	0	6.2	65.0	0	65.0
Woods Elementary	---	450	---	450	--	57	0	5.5	5.5	0	4.0	4.0
Ivanhoe Primary	---	270	---	269	--	45	0	2.3	2.3	0	2.3	2.3

accommodated in elementary schools, a method of applying a forecast ratio of pupils and dwelling units to the projected number of dwelling units at saturation has been used. From studies of birth rates per dwelling unit; continuation of residence to school age; age, ownership, and value of dwellings; recent and prospective dwelling unit construction; and the nearness of neighborhoods to being fully built up, it is possible to arrive at a ratio between the elementary school pupils and dwelling units which can be used for forecasting numbers of future school pupils. This ratio has been computed for all parts of the City and is discussed in detail on page 40 of the Portland City Planning Commission report, Land for Schools.

Since the population characteristics are not uniform throughout the Study Area, it is necessary to break the St. Johns district into small homogeneous areas for analysis. The existing and projected ratio of pupils to dwelling units (in terms of elementary school pupils per one hundred dwelling units) has been estimated for these smaller areas. These ratios, when multiplied by the existing and saturation dwelling unit figures, reveal the approximate number and distribution of elementary school children today and the number and distribution which can be expected under conditions of ultimate development of the area (See Figure 17).

The relatively large number of persons per family in the Study Area is reflected in the high ratio of school pupils per dwelling unit. At present, the ratios of the schools in St. Johns are among the highest in the City. In 1956, the number of elementary school children per hundred dwelling units for school attendance districts in the Study Area were as follows: Sitton - 64, James John - 44, and George - 52. The average for School District No. 1 in 1956 was 35. It is estimated that the future ratios for schools in St. Johns will vary from 45 to 60 pupils per one hundred dwelling units depending on the character and potential of the various areas. This estimate is based on the assumption that the families in St. Johns will continue to be larger than the City-wide average (See page 29).

Enrollments and Capacities

The present and projected average daily membership and capacities of schools in the Study Area are shown in Table 5. The schools of St. Johns have been built to accommodate large numbers of students from defense housing units, but these students have practically all been withdrawn within the past few years. As a result, there seems to be no critical problems in the district as far as quantity of schoolroom space is concerned. James John is operating above its capacity, but Sitton, George, and Roosevelt High have enrollments below their capacity. However, the steady growth of permanent housing in the area will not only fill up the unused capacity of existing facilities, but will require an additional elementary school and primary school to provide for the expected increase of nearly 900 pupils.

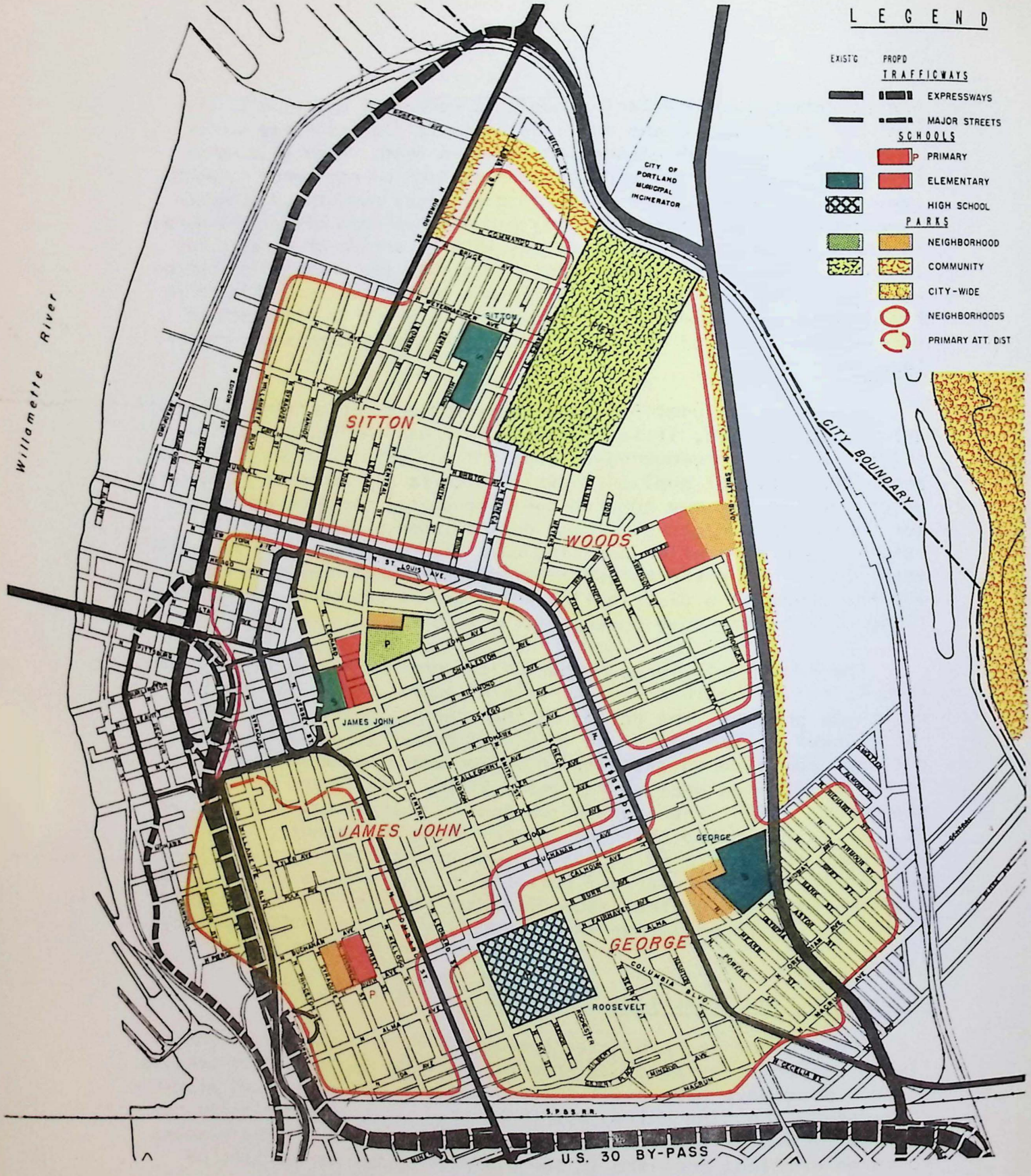


FIGURE 18

SCHOOLS & PARKS

ST. JOHNS AREA

NORTH

SCALE IN FEET

0 1200 2400

PORTLAND CITY PLANNING COMMISSION MAY 195

NEIGHBORHOODS

It is generally accepted that the "neighborhood", an area inhabited by persons who are likely to have some common interests and activities, should not be broken up by major trafficways, should contain some local shopping facilities, and should have an elementary school and neighborhood park as a focal point for common activities at this level. The elementary school attendance district boundaries are the same as boundaries of the neighborhoods.

Based on assumed neighborhood objectives, school standards, and projected development proposals for the Study Area, four neighborhoods have been defined as shown in Figure 18. Because of the location of existing schools and the existence of so many major streets, it is impossible to draw boundaries which accomplish all of the desirable objectives. The proposal represents the optimum school development pattern which can be achieved consistent with economic feasibility and the established desirable standards.

Sitton School Neighborhood

The Sitton neighborhood, as indicated in Figure 18, had some 1,085 dwelling units and a population of 3,910 in 1957. When the area is completely built up, there will be approximately 1,300 dwelling units and a population of 4,680 persons in the neighborhood. There is one major street cutting through the neighborhood (N. Burgard Street), but the amount of traffic on this thoroughfare will decrease appreciably with the construction of the proposed truck route along N. Edison Street.

The Sitton School plant consists of four buildings clustered on a 6.2-acre site. The original construction is the oldest existing school building in St. Johns, a two-story frame building erected in 1907. At one time, this structure was used for storage, but was reopened for school use in 1944. The other three units are a wood frame building and two brick veneer structures, all erected since 1948.

This is the best located school in the St. Johns area. It is located in the middle of a residential area on a site that is somewhat less than is desirable, but is very near to Pier Park, which is only one block away with no major trafficways intervening.

The existing capacity of 786 compares favorably with the estimated ultimate average daily membership of 781. However, it will undoubtedly be necessary to replace the obsolescent frame buildings sometime in the near future. When this occurs, the new facilities should not be made to exceed the present capacity of the school.

George School Neighborhood

In 1957, there were approximately 660 dwelling units and a

population of 2,390 persons in the George neighborhood, as outlined in Figure 18. At saturation, there will be about 1,300 dwelling units and 4,600 persons in the neighborhood. The boundaries of this neighborhood, which were drawn primarily as a result of the location of the present George School, cross a major street and the industrial loop expressway. However, it is expected that the relative undesirability of the area north of N. Swift Boulevard for residential development will discourage maximum potential development of dwelling units there and thus keep the crossings of this expressway by elementary school children to a minimum.

The George School is a one-story building which was erected in 1951 on a 7.3-acre site. The location of the school in the small triangular area between N. Swift Boulevard and N. Fessenden Street, which are major thoroughfares, makes it inevitable that a majority of the pupils attending the school will be forced to cross one of these streets. It is also located at one end of its attendance district, which means that some pupils will have to walk longer distances than are desirable.

At present, the attendance at George School is well below its capacity as a result of the withdrawal of students who lived in the St. Johns Woods housing project, which has now been discontinued. However, aside from the public housing influence, this is one of the most rapidly growing residential areas in St. Johns and it is expected that the enrollment at George School will soon reach capacity again.

Four additional classrooms may have to be built as the need develops to accommodate the projected enrollment at saturation of 660 pupils. The present school playground is adequate for future needs, but no neighborhood park area is available in the vicinity of the school. A proposed remedy for this shortcoming is indicated in the section on parks.

Woods School Neighborhood

The potential increase of nearly 900 elementary school pupils in the Study Area will necessitate the construction of at least one new elementary school. From the distribution of potential growth (See Figure 17), it is obvious that George and Sitton Schools will be unable to accommodate the expected growth in their present attendance districts, and that a new school should be so located so as to relieve these two districts. An excellent opportunity exists to acquire a well-located site in the St. Johns Woods area. This property is now vacant and in the ownership of the Portland Development Commission. This site should be acquired before the tract is disposed of or developed by the Development Commission. At $3,000 per acre, which is the price paid for the St. Johns Woods tract north of N. Swift Boulevard, this school site of 5.5 acres would cost approximately $16,500. The proposed school

site is located in the middle of an area which will probably experience the greatest and most rapid residential growth of any in St. Johns. At present, there are approximately 340 dwelling units and a population of 1,220 persons within the boundaries of the proposed Woods neighborhood. When fully built up, the area will have about 760 dwelling units and a population of 2,740.

Possibly the first unit to be constructed on the proposed school site would be a primary school. This could be expanded to a full elementary school as the ultimate enrollment of 450 pupils develops.

James John School Neighborhood

The boundaries of this neighborhood, like the George neighborhood, were determined in large part by the location of an existing elementary school. The poor location of James John School necessitates the drawing of neighborhood boundaries which cross major streets, of which the most heavily traveled is N. Lombard Street.

The James John neighborhood is the largest of the St. Johns neighborhoods, having some 1,730 dwelling units and a population of 5,540. Although the neighborhood is approaching saturation, there is sufficient scattered vacant properties to permit an increase to 2,165 dwelling units with a population of 7,290 persons.

The major part of James John Elementary School consists of a two-story brick and concrete building constructed in 1929. In 1948, a portable unit containing three classrooms and seven miscellaneous purpose rooms was added on the 3.3-acre site.

The location of this school adjacent to a commercial center and on a heavily-traveled thoroughfare is far from satisfactory. However, relocation is not feasible because of the substantial nature of the main structure and the investment involved. The site of 3.3 acres is sub-minimum for a school of this size.

It is recommended that the site deficiency be remedied by the immediate acquisition of the two blocks adjacent to the north of the present school property, and by vacating the intervening street (See Figure 18). These two blocks are now occupied by old residential structures, and the assessed value of the entire 2.8 acres in 1957 was $19,650. Since recent sales of property have been about four times assessed values, the acquisition cost of the two blocks for school site expansion can be approximated at $77,000. The extension of the school grounds to include these blocks would also provide a possible connection with the St. Johns Community Center and playground area to the north. The two would then be separated only by N. Central Street.

With the future accomplishment of the plan for the central shopping center, as indicated in Figure 26, and the rerouting of N. Jersey Street, it is recommended that the portion of the school

grounds adjacent to N. Jersey Street be sold for commercial use and that the school ground area be replaced by the purchase of the block bounded by N. Central Street, N. Leavitt Avenue, N. Leonard Street, and N. Burlington Avenue.

Even though the James John attendance district is approaching residential saturation, there will undoubtedly be a slow increase in elementary school pupils for this school, and its present average daily attendance of 757 already fills the school's capacity of 756. The unfortunate location of the school makes it necessary for pupils east of N. Philadelphia Avenue and south of N. Lombard Street to cross a major street and to travel relatively long distances to reach a school which is now operating at capacity. Additional construction on the James John site to accommodate increased enrollment would only make this undesirable situation worse, but there is not sufficient potential growth in the attendance district to support a new elementary school south of N. Lombard Street. Therefore, it is recommended that a new primary school be located as shown in Figure 18. The construction of such a school, referred to in this report as Ivanhoe Primary School, would minimize walking distances and eliminate major street crossings for primary school-age children. The estimated ultimate enrollment of 270 pupils in the new primary school and the 700 at James John would permit the elimination of portable units at the James John site.

No vacant sites of adequate size for a primary school exist in the area south of N. Lombard Street, but the suggested 2.3-acre site and adjacent block proposed for neighborhood park development are the lowest valued adjacent blocks in the area. The 1957 assessed value of the proposed primary school site was $17,730, and the probable acquisition cost is about $71,000. However, it is not likely that additional private construction will make this site more expensive, and acquisition could probably be delayed until the need develops.

ROOSEVELT HIGH SCHOOL

The buildings comprising Roosevelt High School are two-story structures on a site of 17.1 acres. Original construction was in 1921, and the later addition was built in 1957.

In 1956, there were approximately 10,500 dwelling units in the Roosevelt High School attendance district, and the average daily membership was 1,409 pupils. This produces a present ratio of 13.4 high school pupils per one hundred dwelling units for the Roosevelt district. However, trends indicate that the percentage of students completing high school is increasing. In addition, the ultimate ratio at saturation will be higher than at present because the existing ratio includes many older families in Census Tract 42, which have relatively few children, while the major growth is likely to

occur in areas which are characterized by large families. For these reasons, the present ratio of high school pupils per one hundred dwelling units is undoubtedly low. If all graduates of elementary school completed high school, the maximum possible ratio would be four-ninths (4 high school grades - 9 elementary grades) of the elementary school ratio or 22 pupils per one hundred dwelling units. For purposes of estimating ultimate enrollment at Roosevelt High School, an intermediate ratio of 18 high school pupils per one hundred dwelling units has been assumed for the potential increase. Since the number of dwelling units in the attendance districts can increase approximately 50 per cent, the ultimate number of high school students within the present attendance district can be estimated at approximately 2,250 pupils. However, there is evidence that some new high school facilities will be needed in the near future to relieve Jefferson and Grant High Schools located to the east of St. Johns. If this occurs, it is quite possible that the ultimate attendance at Roosevelt can be reduced to near optimum.

It would be desirable to enlarge the present site by some three to four acres for future playfield or building expansions. Because of the relatively expensive development to the north, west, and south of the site, the only reasonable direction of expansion seems to be to the east, across N. Ida Avenue. Although the need is not now critical, the School District should consider purchasing the area between N. Hudson Street and N. Central Street east of N. Ida Avenue, which is now largely vacant.



STANDARDS

The last officially adopted set of standards for guidance in the development of a park and recreation system for the City was incorporated in the report Public Recreational Areas, published by the Portland City Planning Commission in 1936. The standards and acquisition program recommended in that report have been substantially followed and accomplished since its adoption. The standards and objectives followed in this report on St. Johns, with regard to the park and recreation analysis and recommendations, are essentially the same as those outlined in the 1936 report.

In general, there are three levels of recreation activities with which this report will be primarily concerned: City-wide facilities, community facilities, and neighborhood facilities.

City-Wide Recreation

Recreation facilities at a City-wide level consist of large parks and special purpose areas serving the entire urban population. The location of this type of area is determined more by topographic considerations, unique features, or availability of suitable areas rather than a close relationship to population distribution.

Community Recreation

Recreation facilities at the community level (a combination of several neighborhoods and corresponding generally with a high school attendance district) should provide for the types of recreation which require more space and more people to support them than do neighborhood facilities. Such community facilities consist of a park, a playfield, and a community center designed to serve an entire district such as the St. Johns area. Ideally, no homes served by this type of facility should be more than one mile from it. The park and playfield should be a relatively large open space having a swimming pool, tennis courts, picnic area, grassed area, hardball diamond, etc. The playfield is intended primarily to provide active play space for high school and adult age groups and can thus be logically placed in close relationship with the high school grounds. However, the degree of control necessary to protect specialized high school athletic plants usually precludes any general use of those facilities by the public.

FIGURE 19

SMITH LAKE
PROPOSED MARINE PARK

The community center should be a structure designed to provide facilities for meetings, dinners, indoor recreation, etc. and should function as the social focal point of the community.

Neighborhood Recreation

The function of parks and playgrounds for a neighborhood (which is an elementary school attendance district) is to provide limited recreation facilities within a very short walking distance of the homes they serve. The neighborhood playground should provide active play space for children of elementary school age, and the neighborhood park is intended to serve as a passive recreation area for all age groups living in the neighborhood. It is mutually beneficial if a neighborhood park, a neighborhood playground, and an elementary school can be located adjacent to one another on a single site of approximately 15 acres.

ST. JOHNS RECREATION FACILITIES

City-Wide Facilities in St. Johns

A great many people desire to have public recreation areas on a large body of water. It is unfortunate that Portland, which has one major river running through the heart of the City and another along its northern edge, has practically no waterfront areas available to the general public for recreation. With the increasing demand by the public for waterfront recreation areas and with the growing popularity of boating as a form of recreation, it is quite logical that the City should seriously concern itself with reserving some of the fast dwindling suitable waterfront areas for general public usage.

There exists in the St. Johns area a unique opportunity for such a recreation facility to serve not only the St. Johns district, but the City and the entire metropolitan area as well. This opportunity exists in the Smith Lake area between St. Johns and the Columbia River where there is a large tract of vacant land which is ideal for development as a waterfront park and boating basin. This is the only large inexpensive area remaining with access to water which could serve the City as a convenient close-in park. With the exception of some industries along the Columbia River and North Portland Road, some radio transmission towers along the northern and southern edges, and a gun club in the southeastern corner, the area is undeveloped and is used principally by private property owners for duck hunting. The area indicated in Figure 1 for the proposed park development includes only two existing developments -- a truck terminal and the St. Johns Gun Club along North Portland Road. A Pacific Power and Light Company power transmission line crosses the area (See Figure 7), but this could be relocated around the park development.

The area of the proposed park is relatively flat and, because of its low elevation, is at present subject to frequent flooding. The depth of both Smith and Bybee Lakes is so shallow that the shore lines change considerably with only a small change in the river level. The elevation at the lowest part of the area is approximately 2 feet above mean sea level, and the elevation along the eastern and northern edges is approximately 20 feet.

The area indicated in Figure 1 as a large park includes a little over 1,400 acres of land. Dual objectives of stabilizing the water level in the lakes and raising the peripheral areas above flood danger would be accomplished by dredging the lower parts an additional 5 to 10 feet and depositing the waste on the higher ground around the edges of the lake. A fill of from 12 to 18 feet would be required to raise the highest parts above the maximum expected flood level. Channels should be made connecting the lake with the Columbia River and the Columbia Slough and between Smith Lake and Bybee Lake to provide free water access and circulation of fresh water to the area. The proposed ultimate development contemplates a facility with a body of water over a mile long out of the direct current of the river for sailboating, motorboating, water sports, moorage facilities, and a picnic and natural park area, all available for use by the general public.

At present, this area is in large tracts, and very few ownerships are involved. Approximately 210 acres of the proposed development are owned by the State of Oregon, which has no specific use contemplated for the property, and is willing to sell the tract to the City for $100 per acre. Some 300 acres are part of an estate which was willed to Willamette University in 1949 under a trusteeship. A condition of the will is that the property cannot be sold or developed for a period of 50 years, but this acreage could be acquired by the City under friendly condemnation proceedings. The remainder of the proposed park area is in three private ownerships.

The 1957 assessed valuation of the property included in the 1,400 acres is approximately $44,000 or an average of $37 per acre. It is quite possible that the entire 1,400 acres could be acquired for close to $190,000.

The City of Portland owns approximately 420 acres near the municipal incinerator which are being used for sanitary fill purposes. The 200 acres of this area located east of the Columbia Slough and south of the Bonneville Power Administration right-of-way can logically be added to the proposed park when they have been filled to above flood level.

If it becomes economically feasible to fill or dike the flood lands along the Columbia River for industrial use, the large areas of vacant flood plain east of the S.P.&S. Railroad, which are more conveniently located relative to industrial needs than the property north of the proposed park, will undoubtedly be developed first. In view of this fact and the prediction (see page 69) of only a

moderate increase in industrial activity for Portland in the next 20 years combined with the high cost necessary to make the area north of the B.P.A. line and east of the Slough suitable for industrial development, it is possible that in the future, the proposed park may be extended to the tip of the peninsula.

One of the most impressive view points in the Portland area is the tip of the peninsula. From this location, it is possible to see for some distance up and down both the Columbia and Willamette Rivers. Because of the uniqueness and advantageous location of this observation point, it is recommended that ten acres at the end of the peninsula be reserved for public use as a park and picnic area.

The Superintendent of Parks, the State Land Board, the State Game Commission, and the Multnomah County Planning Commission have been consulted regarding this proposal, and they have all indicated approval of the project.

Although no funds are available at present for acquisition and development of this area for a park, it is recommended that this project be included as part of the future park and recreation program for the City.

Community Facilities in St. Johns

Pier Park - The community of St. Johns is very fortunate in having available the 65 acres of fir-covered Pier Park. This park adequately provides for both active and passive recreation of all age groups. The area has picnic facilities, playground equipment, tennis courts, swimming pool, baseball diamonds, outdoor basketball courts, and rest room facilities, all connected by pleasant walkways through a shaded park environment.

In addition to Pier Park, the Roosevelt High School grounds, located on the opposite side of the community, have some limited use as a community playground for high school age children.

Community Green Belts - The proposed park strips located along N. Swift Boulevard, N. Burgard Avenue, and to the north of Parkside Homes are intended to serve primarily as buffers between potential industrial development and residential areas. This distance barrier between the edges of light industrial and residential properties should be from 200 feet to 300 feet wide to provide adequate protection and to maintain a distinct boundary between the two uses. If a traffic thoroughfare, such as Swift Boulevard, exists between the two districts, the park strip need not be as wide, but the total combined width of park and street should not be less than 200 feet.

Although the primary purpose of these green strips is to serve as a buffer and to preserve property values, a planted park strip of 100 to 300 feet wide is a valuable asset as a recreation area

for adjoining or neighboring properties. Besides providing an attractive setting for industrial buildings, the park strip would provide a pleasant environment for industrial workers' noon-hour relaxation. For residents of the area, it would provide for passive and limited active recreation as well as connecting residential properties with larger parks in the area. Since the proposed green belts adjoin existing and proposed parks, they could be maintained as an extension of existing facilities.

Community Center - Since shortly after World War II, the residents of St. Johns have had a community center building available for their use. This structure, which is well located immediately to the north of the shopping center, functions well as a social focal point for the community. Other than some minor revisions or extensions of this building, no additional proposals are necessary to fulfill this need in the Study Area.

Neighborhood Facilities in St. Johns

George Neighborhood - There are no local recreation facilities in the George neighborhood at present with the exception of the playground area adjacent to George Elementary School, Roosevelt High School, and St. Clements Parochial School. These facilities may be sufficient to accommodate the neighborhood playground needs, but the function of the neighborhood park is not provided for.

There are two possible sites which might logically be acquired by the City to provide a permanent neighborhood park for this area. One is the predominantly vacant property immediately south of the new George Elementary School, and the other is the block bounded by N. Fessenden Street, N. Calhoun Avenue, N. Seneca Street, and N. Burr Avenue. This is the site of the abandoned old George School, still owned by School District No. 1. Although both sites have some locational disadvantages, the property adjacent to the new George School seems to be the better of the two for a neighborhood park.

As shown in Figure 18, the site recommended consists of approximately 3.3 acres adjacent to the south of the school property. At present, there are only three houses on the site and one on which construction is partially completed. The assessed value of the entire tract in 1957 was $6,130, and the probable acquisition cost is about $25,000. Since this property might soon be developed for residential purposes, it is recommended that the City should acquire it before the cost becomes prohibitive.

James John Neighborhood - The location and development of the five acres surrounding the community center building make this a suitable neighborhood park and playground facility. It is recommended that the site be expanded 1.1 acres by acquiring the privately-owned property between the present park and N. Chicago Avenue. This property is now occupied by seven residential structures with a total assessed value in 1957 of land and improvements of $12,070, and should cost approximately $48,000.

The people living in the area south of N. Lombard Street and east of N. Philadelphia Avenue do not have access to recreation areas except by crossing major thoroughfares and traveling relatively long distances. The present population of 2,600 and the ultimate population of 3,000 of this small area are sufficient to justify the provision of some local recreation facilities. The most logical and economical location for such a facility is the 2.5-acre block and portion of N. Ivanhoe Street, which could be vacated, adjacent to the south of the proposed Ivanhoe Primary School site. This block, bounded by N. Syracuse Street, N. Burr Avenue, N. Ivanhoe Street, and N. Buchanan Avenue, is occupied by relatively old residential buildings and was assessed in 1957 at a total of $19,900, which would result in an acquisition cost of about $79,000.

Sitton Neighborhood - There is no small park immediately adjacent to Sitton School which could be classified as a neighborhood park. The school grounds are large enough to provide some play space, and Pier Park, which is only one block away from the school, has playground and recreation facilities for all age groups. The existing and projected recreation needs of this neighborhood can be amply served by existing facilities so no changes or additions need be contemplated.

Woods Neighborhood - Although Pier Park is also adjacent to this neighborhood, it is not as suitably situated to serve the local recreation needs of this area as it does the Sitton neighborhood. The proposed new elementary school site and much of the population of the neighborhood are removed by some distance from the large park. For these reasons, it is recommended that a neighborhood park of approximately four acres be acquired on the vacant land adjacent to the proposed school site as indicated in Figure 18. This property is owned by the Portland Development Commission. If possible, it is desirable to acquire this property while it is still vacant and before the Development Commission disposes of it.

Table 6

Summary of Parks in the St. Johns Area

(areas in acres)

Facility	Existing Area	Proposed Addition	Probable Cost of Addition
City-Wide Parks			
Smith Lake	0.0	1400.0	$190,000
Community Parks			
Pier	65.5	0.0	--
Green Belts	0.0	20.7	0
Neighborhood Parks			
John	5.1	1.1	48,000
George	0.0	3.3	24,500
Woods	0.0	4.0	12,000
Ivanhoe	0.0	2.3	79,000

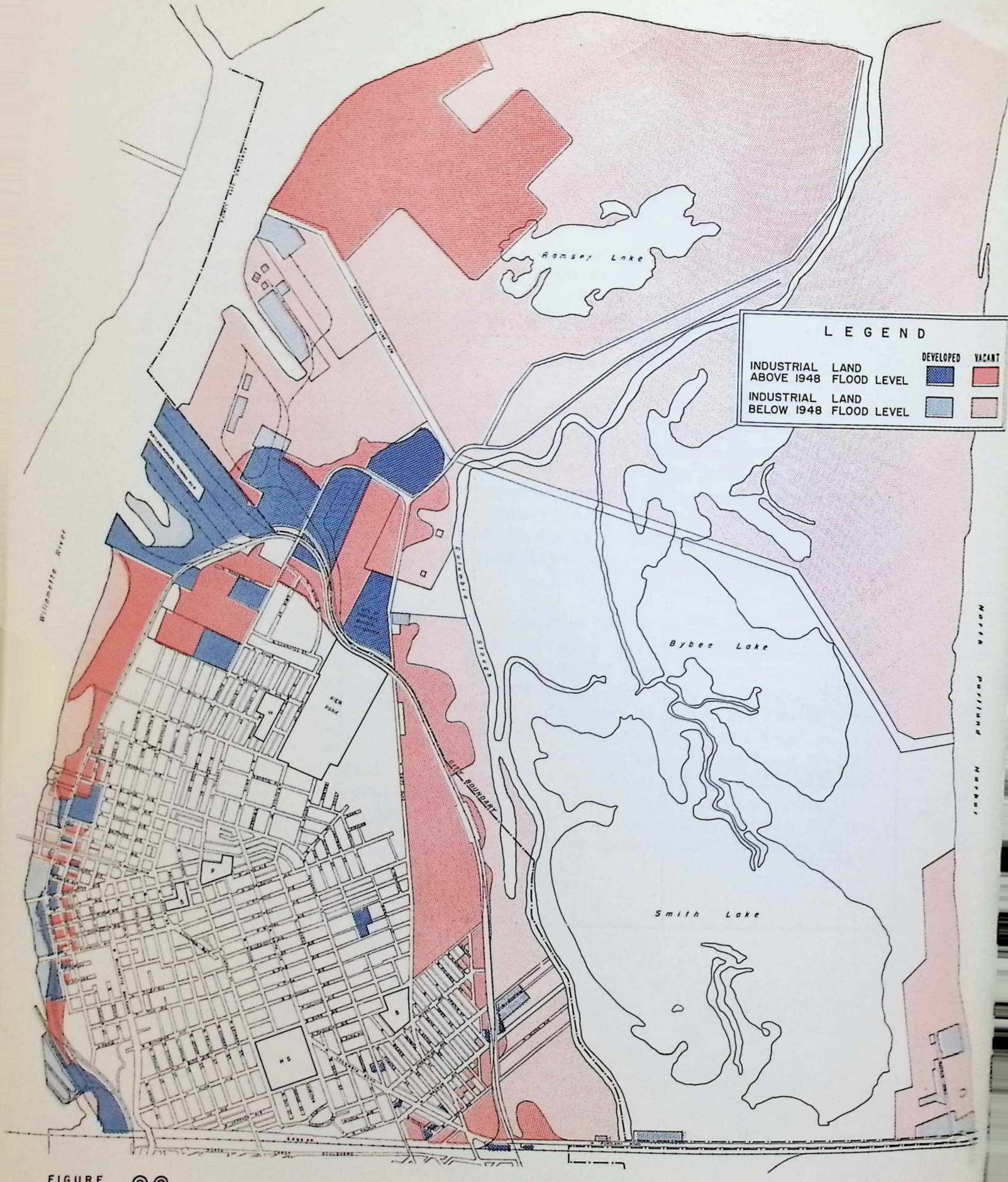


FIGURE 20

INDUSTRIAL AREAS

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION MAY 1957

INDUSTRIES

The chief elements characterizing the St. Johns area are the predominance of industrial development in the land use pattern and the predominance of manufacturing workers in its population. Aside from the shipyard activity in the area during World War II, St. Johns has always been a manufacturing community and is likely to be the location of further industrial development in the future. At the present time, the majority of development is of heavy diversified types such as manufacturers of pipe, containers, lumber and wood products, forgings, metallurgical products, resins, and woolen goods. The majority of these industries are located along the Willamette River. However, in the future, an increasing amount of light manufacturing and warehousing uses can be expected to come into the district, locating principally north of the Primary District.

It is impossible to predict accurately the rate or types of industrial growth which can be expected in the Study Area, but because of the suitability of much of the vacant land in St. Johns for heavy and light industrial development, a reasonable share of the future growth and expansion of these general industrial types will undoubtedly take place in this area.

A report by the Portland City Planning Commission, Portland's Economic Prospects, gives an indication of the types and rate of industrial growth that can be expected in the Portland area. Results of this study show that the rate of increase in manufacturing employment in the Portland Metropolitan Area (consisting of Multnomah, Washington, Clackamas, and Clark Counties) during the next two decades cannot be expected to exceed the rate of growth which has occurred during the decade since World War II. The forecast also anticipates a high rate of growth of warehousing and distribution activities.

Besides the availability and demand for industrial land, the availability of conveniently located residential land for workers must be considered as a factor which will influence the rate of industrial growth. Recent origin-destination studies in other cities in this country indicate that, as a general rule, over 60 per cent of the employed people live within four miles of their work place. Since there is comparatively little vacant residential land within a four-mile radius of St. Johns, this factor may be a deterrent to the location of some new industries in the Study Area.

Consideration must be given not only to what is possible, but also what is desirable insofar as industrial development in this area is concerned. In this respect, it is very desirable to

maintain as close a home-to-work relationship as possible so that long, expensive, and time-consuming commuting trips are not necessary. In view of the shortage of potential residential land in the Study Area and the relative abundance of industrial land, all land in the district which can reasonably be used for residential purposes should be protected from any encroachment by other uses.

Another objective of planning for industrial districts should be the protection of the City from obnoxious smoke and odor resulting from some industrial processes. The location of St. Johns with respect to the City is such that the prevailing winds, which are from the northwest, will carry large amounts of smoke or fumes emanating from this district to all parts of the City. Furthermore, this prevailing wind occurs primarily during the summer months when windows of homes are open and outdoor activity is at its peak. For this reason, the types of industry which produce this kind of obnoxious waste should be encouraged to locate elsewhere because it is quite possible that, in some cases, the disadvantages to a community resulting from the smoke, odor or noise of an industry outweigh the advantages of the employment and income from the industry.

In view of the above considerations and projections of economic activity in Portland, it seems unlikely that the full potential industrial development of the St. Johns area will be realized in the next 20 years. However, this should not be interpreted as meaning that the industrial future of St. Johns is not bright. While no employment boom is foreseeable for either Portland or St. Johns, it is, nevertheless, probable that the percentage increase of industrial development in St. Johns will be significant, and also that the importance of manufacturing activity in this area relative to the Portland region will continue.

From a longer range point of view, it is expected that, with the completion of the main control plan for the Columbia River System, there will be a large increase in the water-borne commerce from 1975 to the year 2000. This will undoubtedly result in a need for increased shipbuilding, ship repair, terminal, and storage facilities in the Portland area. Because of the large amounts of vacant land adjacent to deep water channels in the St. Johns area, it is probable that this district will be a natural location for many of these new facilities.

INDUSTRIAL AREAS

Study Area

The existing and potential industrial areas in the Study Area are shown in Figure 20, and a summary of the industrial acreage is given in Table 7 (page 73). The total potential acreage of industrial

land in the Study Area is approximately 3,741 acres. This is more than the total area now developed for industrial purposes in the entire City of Portland. Practically all of the industrial land, existing and potential, is located to the north, west, and south of the residential and shopping areas of St. Johns. Although some of the better vacant sites are being held by existing industries for future expansion, there are still many vacant tracts above the flood level that could be utilized for industrial developments with a minimum of access and utility extensions.

Primary District

Approximately 344 acres (exclusive of streets) or 16.4 per cent of the developed property in the Primary District is industrial. About 844 acres or 76 per cent of the vacant land is best suited for industrial use and, if the proposed development plan is followed, the Primary District could have approximately 1,200 acres or 60 per cent of its ultimate development (exclusive of streets) in industrial uses. These totals do not include 50 acres of industrially zoned property which cannot be used economically because of steep grades or size and shape of tract.

Figure 20 shows that there are at least four sites in this district having between 50 and 100 acres of land above flood level which are particularly adaptable for industrial development. The St. Johns Woods area between Swift Boulevard and the Union Pacific tracks, and the area west of Burgard Street north of the Continental Can Company, are both served by access roads and sewers. Recently, the Union Pacific Railroad Company purchased the 95 acres of St. Johns Woods located north of Swift Boulevard for development as an industrial district. Two other areas which do not have sewer or road access at present, but which have good immediate industrial potential, are the vacant tracts between the St. Johns Bridge and Municipal Terminal No. 4 and the vacant area above flood level north of the St. Johns Woods tract between the Union Pacific tracks and the Columbia Slough.

Secondary District

Of the total 4,200 acres of land in the Secondary District, about 1,600 are recommended for ultimate park development, and the remaining 2,600 acres can be considered as potential industrial property. Only about 32 acres have been developed so far, and no appreciable amount of new development can be expected until substantial investments are made in flood protection, access, and utilities.

In maintaining the depth and width of the Willamette River channel, the Port of Portland is faced with the increasingly difficult problem of finding suitable areas for the disposal of waste from dredgings. The area around Ramsey Lake is one of very few

remaining convenient sites which can be used for this purpose. The Port has purchased a large tract of property in this area, and has leased additional property to be used for disposal of waste from their river-dredging operations. They have already filled approximately 300 acres, as shown in Figure 20, to an elevation above the 1948 flood level, and are ready to develop this as an industrial district whenever the demand makes it feasible.

The City owns approximately 423 acres north of the Columbia Slough and north of the Bonneville Power Administration right-of-way in the neighborhood of the municipal incinerator which is being used for sanitary fill purposes. As this property is filled above flood level, it would be natural for the 200 acres northeast of the Slough and south of the B.P.A. right-of-way to be added to the proposed Smith Lake Park. The remainder of the fill area should become available for industrial development. Thus, as a natural by-product of the channel maintenance and sanitary fill operations, land, which is now subject to flooding, is being filled above the danger of floods.

There have been two major proposals in the past for the use and development of the Smith Lake area. One plan contemplates making a deep water port of the area by dredging the lake, connecting it with the Columbia River, and constructing dock facilities along the western side of North Portland Road. The other proposal for the development of Smith Lake is to deepen the lake and connect it by a channel to the Columbia River for use as log raft storage. While the development of the proposed park around Smith Lake would not make impossible the eventual accomplishment of either of the above proposals, it seems probable that the use of the area for a permanent park and boating basin would be the best use from the standpoint of the community as a whole. Inasmuch as the proposed development pattern would provide for a possible tenfold increase of industrial development within the Study Area, it is apparent that there is sufficient land in the Secondary District to accommodate both the proposed park and any possible new industrial uses that may locate there in the future.

Recently, the Port of Portland has hired the consulting firm of Cornell, Howland, Hayes, and Merrifield to make a study for the development of area corresponding generally to the Secondary District used in this report.

Table 7

Industrial Acreage in St. Johns

(areas in acres)

Areas	Developed	Vacant	Total Potential
Primary District			
Above Flood Level[1]	227	393	620
Below Flood Level[2]	117	452	569
TOTAL	344	845	1,189
Secondary District			
Above Flood Level[1]	0	300[3]	300
Below Flood Level[2]	32	2,220	2,252
TOTAL	32	2,520	2,552
Total Study Area			
Above Flood Level[1]	227	693	920
Below Flood Level[2]	149	2,672	2,821
TOTAL	376	3,365	3,741

[1]Refers to 1948 flood level.

[2]Area between 1948 flood level and mean high-water level.

[3]Does not include 1,400 acres proposed for park development or 200 acres of City-owned property now being used for sanitary fill which may be added to the park.

INDUSTRIAL EMPLOYMENT

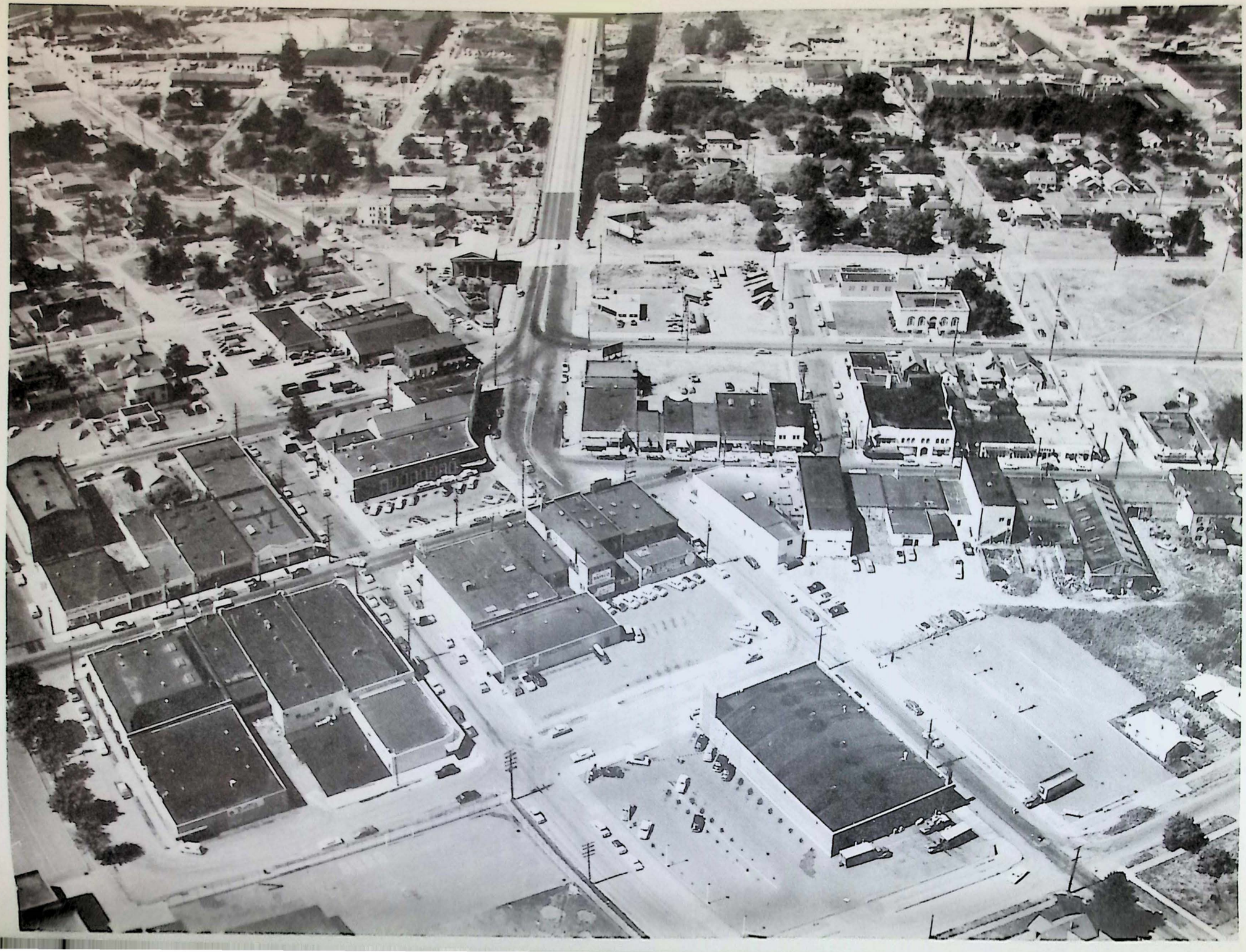
At present, there are some 25 manufacturing firms in the Primary District employing approximately 2,500 workers. One establishment has over 500 employees; three have from 200-300 employees; seven have from 100-200 employees; and fourteen firms employ less than 100 workers. An additional 260 workers are employed by five manufacturing establishments located north of North Portland Road in the Secondary District.

The importance of St. Johns as an industrial employment area can be seen relating it to population and employment in the City and the Standard Metropolitan Area (four counties). While the Study Area contains only 3.2 per cent of the City's population, its manufacturing firms have 10.2 per cent of the City's industrial employment. Approximately 1.7 per cent of the Standard Metropolitan Area population resides in St. Johns, but 4.5 per cent of the Standard Metropolitan Area industrial employees work there.

Combining the existing number of employees in the Primary District with the ground area developed for industrial purposes produces a ratio of 7.2 employees per net acre (not including streets). This is an extremely low ratio compared to other similarly situated industrial districts in this and other cities, which have ratios ranging up to 30 employees per net acre. This is undoubtedly a result of the large amount of land used for docks, terminals, storage, and warehousing in St. Johns since these uses have relatively few workers compared to the land they use.

If the existing employee density ratio in St. Johns is applied to the total potential industrial land in the Primary District, an ultimate employment of some 8,500 could be reached. It is possible at the same density to have approximately 28,000 workers in the entire Study Area. Of course it may be that future manufacturing establishments will employ more persons per acre than the present average for the district, in which case the above employment potentials would be increased.

To reach even a minimum employment saturation in the Primary District alone, it would be necessary for the St. Johns area to get approximately one-third of the predicted industrial employment increase for the whole Standard Metropolitan Area in the next twenty years. This is assuming that there will be no more national emergencies which would produce high density three-shift employment, such as occurred during World War II when the Oregon Shipyards had 34,000 employees. It can readily be seen that, while a substantial employment increase in the Study Area is probable, nothing approaching saturation of the potential industrial area of the district can be expected for many years.



COMMERCIAL PATTERNS

Shopping Levels

In general terms, there are three principal levels of commercial centers serving the shopping needs of the people of Portland. The most extensive is in the Downtown Central Business District, which offers a maximum of comparison shopping and stock selections, a wide variety of specialty shops, and many professional specialists.

At an intermediate level of commercial activity are the community shopping centers such as Hollywood, Montavilla, Walnut Park, Lents, Multnomah, and St. Johns. These centers usually have a bank, post office, supermarket, variety store, hardware store, and other limited numbers and types of retail and service establishments. Shopping trips to these centers are usually more frequent than to the downtown area, but are for a more limited variety of goods. Adequate parking space is essential to the successful function of a community shopping center since almost all shoppers can be expected to arrive by automobile.

The smallest shopping centers consist primarily of a grocery store and perhaps a drug store and service station situated within walking distance or a very short drive from the area it serves. These neighborhood shopping centers are located almost entirely on a basis of convenience and offer a very limited variety and type of goods and services.

Obviously, all of the commercial development in Portland does not fall neatly into the pattern outlined above. However, the classification described represents the existing situation closely enough for purposes of general analysis and design.

St. Johns Pattern

The commercial pattern in the Study Area consists of a community shopping center located generally around the intersection of N. Jersey Street and N. Philadelphia Avenue; neighborhood shopping centers at N. Fessenden Street and N. Oswego Avenue, N. Fessenden Street and N. Calhoun Avenue, and N. Willamette Boulevard and N. Pierce Avenue; and some strip developments along N. St. Louis Avenue, N. Lombard Street, and N. Burgard Avenue.

FIGURE 21

ST. JOHNS SHOPPING CENTER

EXISTING SITUATION AND PAST TRENDS

Before any recommendations for possible changes and future expansion of the St. Johns shopping areas are made, the existing facilities, building trends, and economic activity and trends must first be examined.

In the following discussion of the St. Johns commercial center, three separate tabulation areas are used:

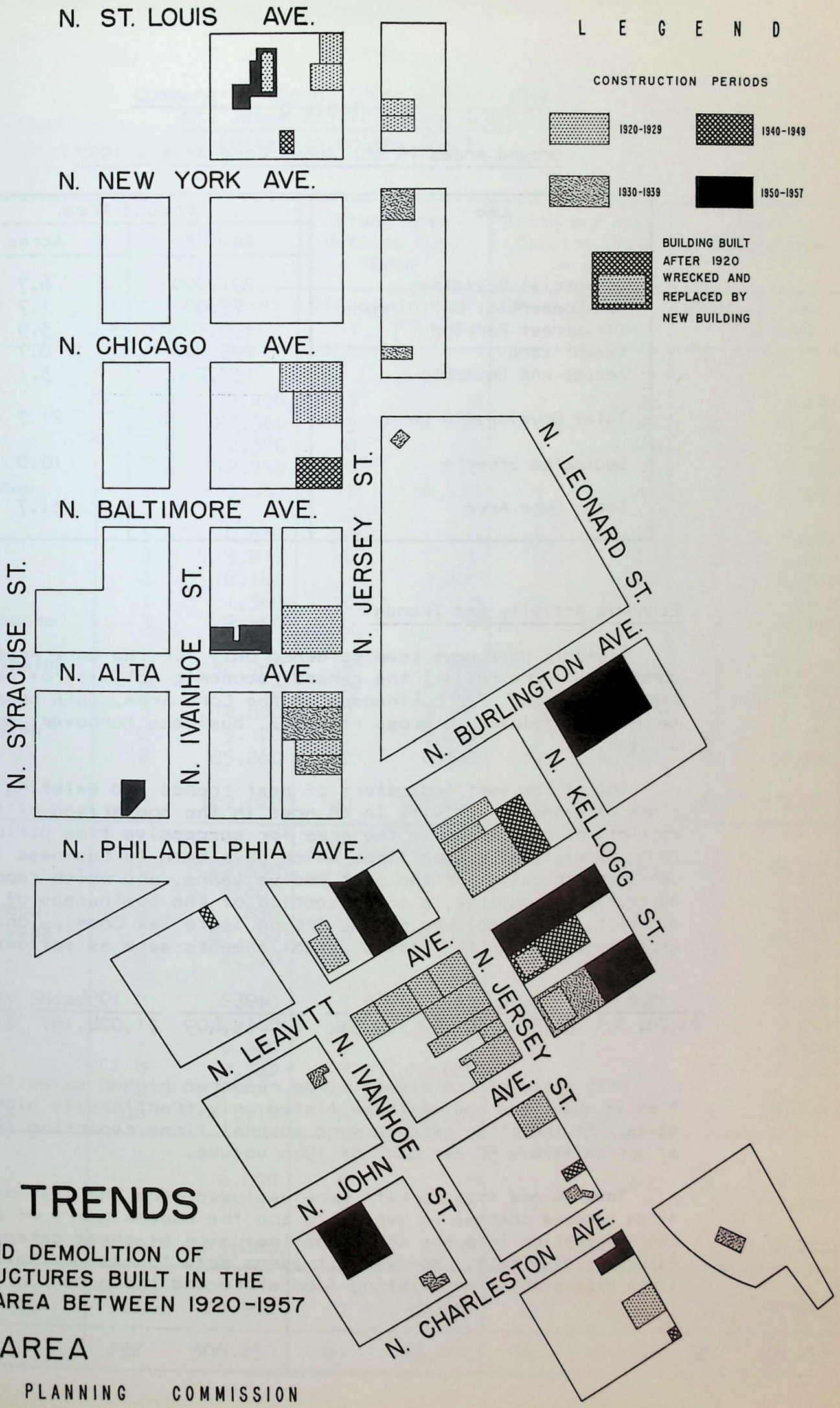
1. Core Area - the central community shopping center bounded generally by N. St. Louis Avenue, N. Richmond Avenue, N. Syracuse Street, and N. Leonard Street (See Figure 25).

2. Study Area - this area is the same as is used throughout the report and is defined on page 11.

3. Tributary Area - this area is defined as the district from which about 90 per cent of the business in the Core Area is drawn. Although accurate boundaries cannot be established, it is the consensus of St. Johns businessmen that the Tributary Area should include all of the peninsula northwest of N. Chautauqua Boulevard.

Physical Development and Trends

A detailed inventory and tabulation has been made of uses, floor areas, ground areas, and building trends in the Core Area. An inventory has also been made of commercial establishments and floor areas by types in the Study Area and Tributary Area. A summary of this information is shown in Figure 22 and in Tables 8 and 9. It should be noted that a few of the structures classified as vacant are being used for storage. However, it is obvious that these buildings are ill adapted for this purpose and are used as such only as a means of deriving some income from buildings for which there is no demand for commercial use.



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BUILDING TRENDS

CONSTRUCTION AND DEMOLITION OF COMMERCIAL STRUCTURES BUILT IN THE ST. JOHNS CORE AREA BETWEEN 1920-1957

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION

Table 8

Ground Areas in St. Johns Core Area - 1957

Use	Ground Area	
	Sq. Ft.	Acres
Commercial Buildings	291,000	6.7
Non-Commercial Buildings	75,000	1.7
Off-Street Parking	150,500	3.5
Vacant Land	295,000	6.7
Access and Unusable	137,000	3.1
Total Developable Land		21.7
Dedicated Streets		10.0
Total Core Area		31.7

Economic Activity and Trends

Economic data have been gathered only for the Core Area, but conditions there reflect the general economic activity of the entire Study Area. For businesses in the Core Area, data have been gathered pertaining to gross receipts, business turnover, and sales of land.

One of the best indicators of past trends and existing conditions of economic activity in an area is the comparison of the gross receipts of businesses in the area for successive time periods. Gross receipts of eleven firms which have been in business in St. Johns continuously for the past twelve years, and which represent, as nearly as possible, a cross-section of the businesses of the district, were furnished by the Oregon State Tax Commission. The gross receipts for the eleven establishments were as follows:

1946	1948	1950	1952	1954	1955
$1,294,047	$1,304,150	$1,129,314	$1,115,409	$1,024,187	$1,059,733

Only three of the eleven firms reported higher sales in 1955 than in 1946, and one of these listed only fractionally higher sales. At the other extreme were several firms reporting 1955 sales at approximately 50 per cent of 1946 volume.

Taverns and food markets were excluded from the list of eleven firms because changes in ownership and the recent entry of a major chain operation into the area made inclusion of these categories extremely difficult. However, it seems safe to assume that the large expansion of an existing food store and the construction of

Table 9

Commercial Ground Floor Areas - 1957
St. Johns and Tributary Area
(areas in square feet)

Use	Central Core Area		Study Area Outside Core Area		Tributary Area Outside Study Area		Total Tributary Area	
	Struc.	Floor Area	Struc.	Floor Area	Struc.	Floor Area	Struc.	Floor Area
Retail								
Drugs	2	2,200	0	0	2	3,400	4	5,600
Grocery	5	27,560	15	34,600	9	22,200	29	84,360
Other Food	6	8,370	0	0	1	1,250	7	9,620
Hardware	4	12,750	0	0	1	2,100	5	14,850
Service Stations	5	3,650	17	16,170	13	10,720	35	30,540
Apparel	5	14,630	0	0	3	4,800	8	19,430
Shoes	2	3,210	0	0	0	0	2	3,210
Variety	2	12,140	1	1,200	1	1,200	4	14,540
Jewelry	1	1,360	0	0	0	0	1	1,360
Furn. & Appliances	3	12,550	0	0	0	0	3	12,550
Eating and Drinking	15	22,980	18	19,720	15	18,350	48	61,050
Automobiles	0	0	2	18,000	0	0	2	18,000
Auto Parts	3	12,860	2	3,300	0	0	5	16,160
Building Supplies	2	3,100	3	4,200	3	18,400	8	25,700
Other Retail	8	25,260	2	6,300	10	22,350	20	53,900
Total Retail	63	162,620	60	103,490	58	104,770	181	370,880
Service								
Offices	16	22,530	2	1,040	2	2,500	20	26,070
Cleaning	5	5,640	4	5,110	3	3,030	12	13,780
Radio and TV Repair	2	830	4	7,100	1	450	7	8,380
Garage & Auto Repair	7	47,160	8	22,910	10	26,200	25	96,270
Printing	2	2,370	0	0	0	0	2	2,370
Barber & Beauty Shop	4	1,600	3	1,870	6	4,100	13	7,570
Plumbing	1	2,340	0	0	0	0	1	2,340
Bank	1	9,300	0	0	0	0	1	9,300
Other Service	8	9,340	3	1,680	6	6,320	17	17,340
Total Service	46	101,110	24	39,710	29	44,850	99	185,670
Amusement								
Theater	1	6,000	0	0	1	3,000	2	9,000
Bowling	1	7,200	0	0	0	0	1	7,200
Total Amusement	2	13,200	0	0	1	3,000	3	16,200
Vacant								
Vacant Comm. Bldgs.	21	29,300	7	12,800	11	8,400	39	50,500
TOTAL	132	306,230	91	156,000	99	161,020	322	623,250

a new large chain food store since 1950 indicate that the food sales in St. Johns have been increasing.

The above gross receipt totals are even more significant when compared with trends in the cost of living and wage indexes (Figure 24). Also, by way of comparison, Table 10 shows the change in retail sales for major districts of the Portland area from 1948-1954.

Table 10

Retail Sales in the Portland Metropolitan Area
By District
1948 and 1954

District	Amount ($1,000)		Per cent Change 1948 to 1954	Adjusted % Change[2] 1948 to 1954
	1948	1954		
Central Business District[1]	186,662	181,851	- 2.6	-12.7
City of Portland outside CBD	345,836	449,941	+30.1	+16.6
Total City of Portland	532,498	631,792	+18.6	+ 6.3
Portland SMA outside City of Portland	194,407	242,654	+24.8	+11.8
Total Portland SMA	726,905	874,446	+20.3	+ 7.8
St. Johns Center	--	--	-21.5[3]	-29.6

[1] Area bounded by W. Burnside Street, SW 12th Avenue, SW Jefferson Street, and SW Harbor Drive.

[2] Adjusted for price changes as measured by consumers price index for Portland.

[3] Based on total of eleven major commercial establishments in the St. Johns Core Area.

Source: U.S. Bureau of the Census, U.S. Census of Business, 1954; Oregon State Tax Commission.

Another indication of the economic health of the businesses in the Core Area is the frequency of changes of type of establishments at different locations (See Figure 23). This must be considered as only a general indication because many discontinuances are a result of retirement, death, or for reasons other than financial failure.

Conclusions

The principal facts and considerations which can be seen from

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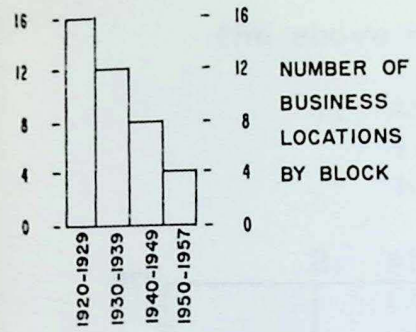

NUMBER OF TURNOVERS PER BUSINESS LOCATION BY BLOCK

- NO TURNOVER
- .1 TO .5
- .6 TO 1.0
- 1.1 TO 1.5
- 1.6 TO 2.0

A TURNOVER OCCURS WHEN :

1- ONE TYPE OF BUSINESS IS REPLACED BY ANOTHER (e.g. GROCERY STORE TO DRUG STORE – ONE TURNOVER)

2- A BUSINESS LOCATION BECOMES VACANT OR IS USED AGAIN AFTER A VACANT PERIOD (e.g. GROCERY STORE TO VACANT BACK TO GROCERY STORE - TWO TURNOVERS)

NOTE:

A CHANGE IN OWNERSHIP WITH NO CHANGE IN USE IS NOT INCLUDED

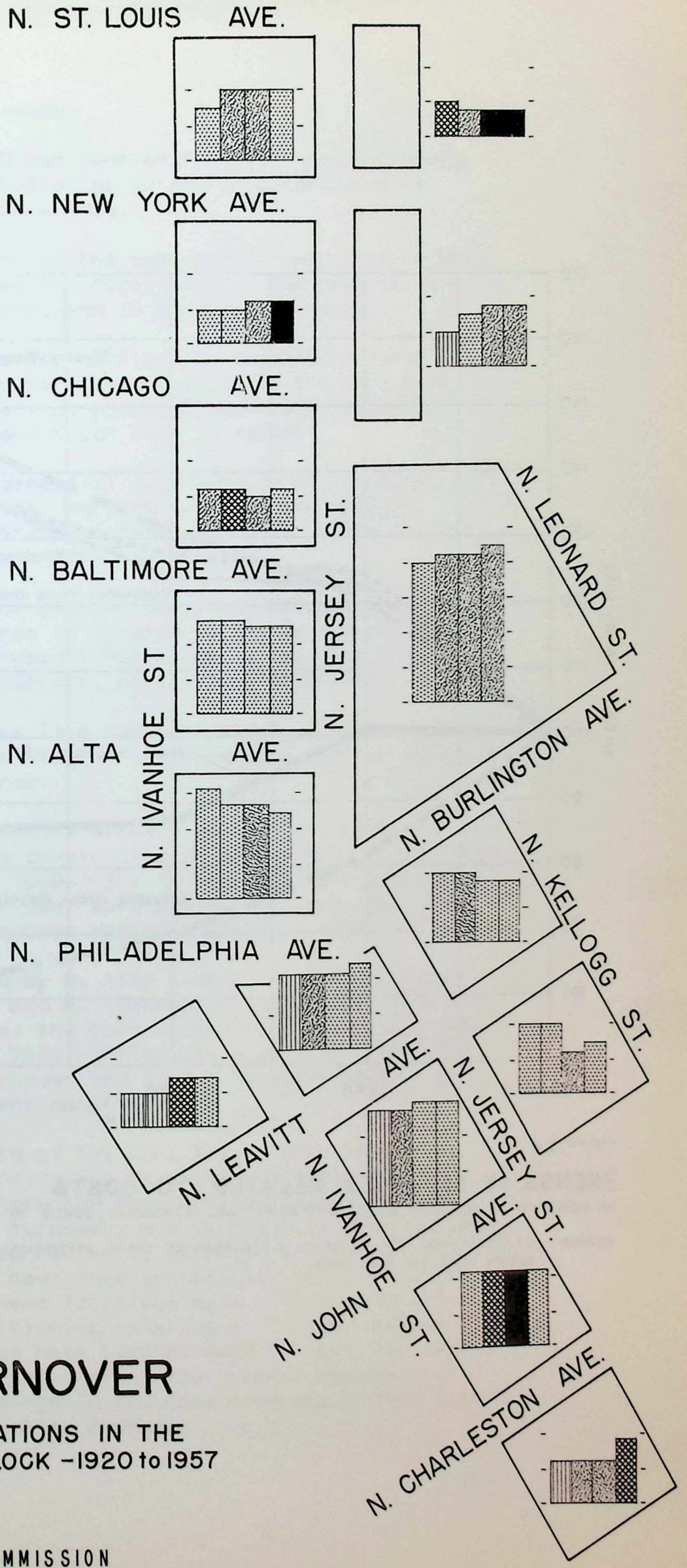

FIGURE 23

BUSINESS USE TURNOVER

CHANGES IN USE OF BUSINESS LOCATIONS IN THE ST. JOHNS SHOPPING CENTER BY BLOCK – 1920 to 1957

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION

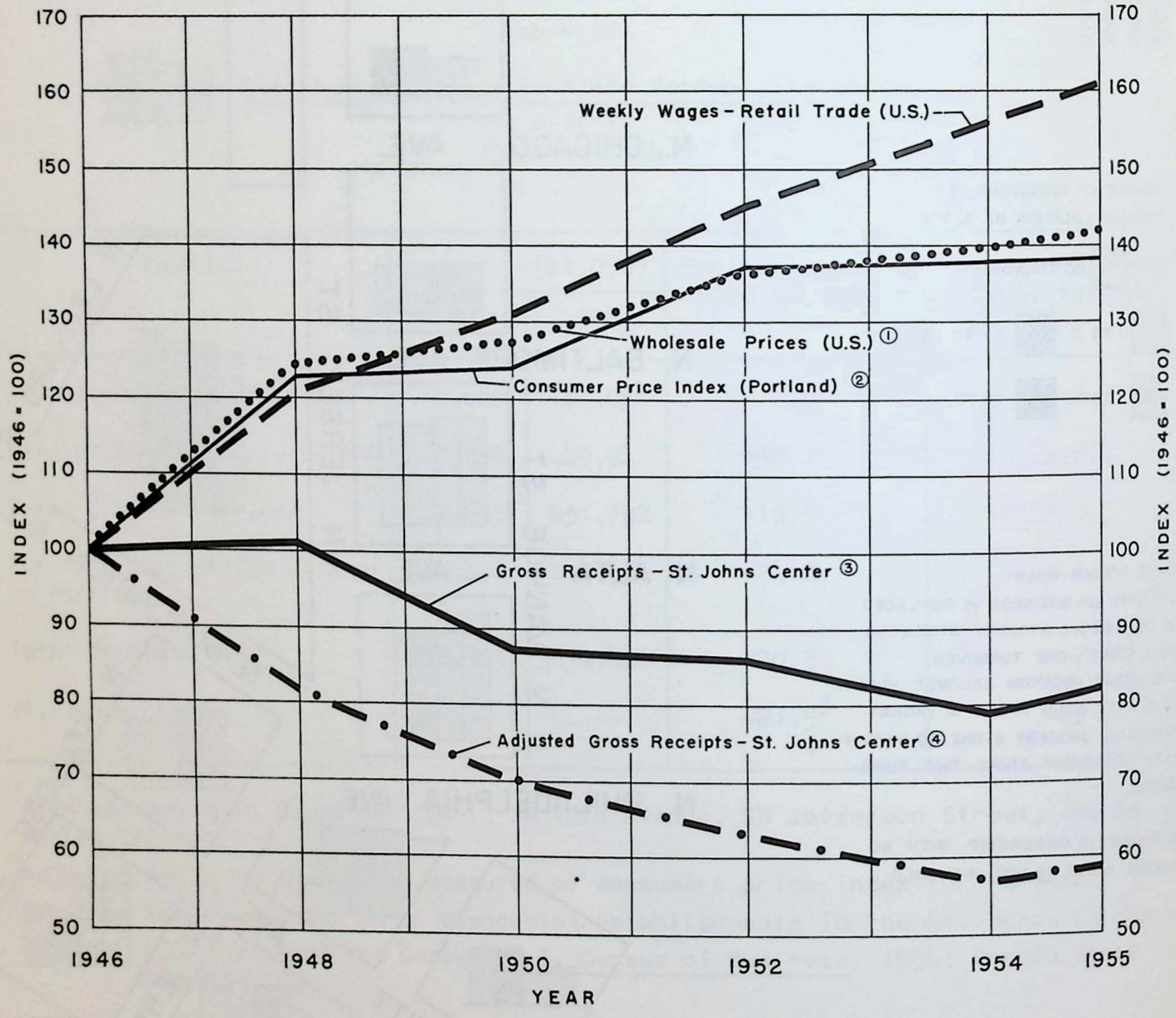

FIGURE 24

TRENDS IN REVENUES RELATED TO COSTS

AN INDICATION OF DECLINING BUSINESS RECEIPTS AND INCREASING COSTS IN ST. JOHNS

SOURCE: U.S. DEPARTMENT OF COMMERCE, U.S. BUREAU OF LABOR STATISTICS, OREGON STATE TAX COMMISSION.

① All commodities other than food and farm.

② Based on food, housing, apparel, transportation, medical care, personal care, recreation, other.

③ Based on total of eleven major commercial establishments in St. Johns Core Area.

④ Adjusted for price changes as measured by consumers price index for Portland.

the above data are as follows:

1. Approximately 50 per cent of the developed commercial floor area and buildings in the Tributary Area is located in the Core Area.

2. About 53 per cent of the commercial floor area in the Core Area is used for retailing; 37 per cent is service and amusement; and 10 per cent is vacant.

3. Approximately 66 per cent of the commercial floor area in the Tributary Area outside of the Core Area is used for retail purposes; 28 per cent is service and amusement; and 6 per cent is vacant.

4. The principal commercial uses outside of the Core Area are groceries, service stations and garages, and eating and drinking establishments -- typical neighborhood commercial facilities.

5. About 58 per cent of the vacant commercial land in the Tributary Area is located in the Core Area. A majority of the vacant buildings in the Core Area is on N. Jersey Street, north of N. Alta Avenue.

6. At present, there is a ratio of about .5 square feet of off-street parking for every square foot of commercial floor area.

7. Of the 132 commercial structures in the Core Area, 46 per cent were constructed prior to 1920; 24 per cent were built from 1920-1930; 10 per cent were built from 1930-1940; 7 per cent were built from 1940-1950; and 13 per cent have been constructed since 1950.

8. The area bounded by N. Alta Avenue, N. Leonard Street, N. John Avenue, and N. Ivanhoe Street can be described as the section of the Core Area having the most growth and stability. This section has a very low rate of business use turnover and is the location of a large majority of recent construction.

9. The section north of the Core Area, north of N. Alta Avenue, is generally one of decline and instability. In this area, there has been a relatively high rate of business use turnover, and very little construction activity has occurred here, although a new bank and service station have been constructed in this area in 1958. New business locations have been created principally by partitioning existing buildings, and many of the structures have been allowed to fall into disrepair. About 75 per cent of the present vacancies of commercial buildings in the Core Area are in this section north of N. Alta Avenue.

10. The section of the Core Area located south of N. John Avenue has no definite trends of construction or business use turnover. The uses are not as homogeneous as in other sections. Some locations have a high rate of turnover for a period of time and recently have become more stable. Other locations which were relatively stable in previous years have become less so in the past few years. This seems to be an area of transition and potential growth.

OBJECTIVES

Community Shopping Center

It is clear from the conclusions listed in the previous section that the St. Johns shopping center has some rather serious problems which must be at least partially solved if it is to maintain its present function as a community shopping center.

It is assumed that it is desirable for the St. Johns commercial center to continue as the major community shopping center for the peninsula district northwest of N. Chautauqua Boulevard. The alternative is the development of new centers to accommodate new growth in the area, which would also attract shoppers now using the St. Johns center. The result would probably be a further decline of the business activity in the Core Area of St. Johns, which would mean more vacant buildings or conversions to heavier types of uses.

Because of considerable investments already made, and because of the existing and proposed patterns of trafficways, neighborhoods, and land use, it is reasonable to conclude that it would be advantageous to the community to maintain and strengthen the position of the St. Johns Core Area as the major community shopping center for the district. However, the center must maintain its position by natural competitive processes rather than having it protected by artificial restrictions.

The St. Johns center has major advantages of location, existing development, established reputations, and habitual use by shoppers. On the other hand, this older center, the pattern of which was established at a time when transportation and shopping habits were different than they are now, must compete with possible new centers which would have advantages of adequate parking, unity of design, freedom from automobile-pedestrian conflict, and a small number of ownerships. To maintain the predominance of the present Core Area, and to reverse its apparent trend of decreased economic activity, some rather extensive measures must be taken.

Under conditions of need and feasibility, the following can be considered the objectives of a practical scheme for conservation,

rehabilitation, and expansion of the shopping center:

"1. UNIFICATION OF THE DISTRICT, architecturally and planningwise, into a definite entity which will not shift its location but will remain as a true "center" with the perpetual rebuilding of self-development.

2. IMPROVEMENT OF SITE LAYOUT through establishment of new relationships between stores, parking, pedestrians, motorists, truck and other services.

3. ELIMINATION OF BLIGHT in the form of non-conforming and incompatible uses and deteriorated structures.

4. PROVISION OF NEW AMENITIES, in terms of both aesthetics and convenience.

5. ACHIEVEMENT OF COHESION OF MANAGEMENT OPERATION, through co-operation.....to maintain scientific management practice in areas of mutual interest and necessity."[1]

These objectives can be translated into a physical plan for the St. Johns center, with a method and program for accomplishment, which would result not only in increased business activity for retail and service establishments, but would provide much more pleasant and efficient facilities to meet the local shopping needs of the people living in the district.

Neighborhood Shopping Centers

The existing number and distribution of the principal neighborhood shopping facilities in the Study Area seem adequate to fulfill the needs for this type of shopping. Provision for necessary expansion of these centers is made as shown in Figures I and 16.

As mentioned in the section on zoning, the development of retail and service establishments in strips along major streets should be discouraged. These developments, many of which are located on the assumption that traffic generates business, tend to create conditions of traffic congestion which eventually strangles the flow of traffic from which they supposedly feed. In addition, stores which are strung out in a long line are far from being convenient for shoppers.

A much better development pattern is to provide shopping centers adjacent to major thoroughfares for easy access, but with buildings grouped, and preferably located only on one side of the trafficway. It is probable that the increased desirability and convenience of one-stop concentrated shopping areas will gradually eliminate marginal commercial strip uses. However, some major uses such as automobile sales establishments, which constitute a different

[1] Urban Land Institute, Technical Bulletin No. 22, February, 1954, p. 8.

type of shopping not related directly to the retail sales and service center, can more logically be located outside of shopping centers along major streets.

PROJECTED NEEDS

Before any plans are made to translate the stated objectives into a physical scheme for development of the St. Johns shopping center, it is essential to establish the scale of the ultimate expected development in terms of land area which may be required. The maximum space requirement prediction should include sufficient area for buildings, off-street parking, and an excess of approximately 30 per cent over the estimated need to permit flexibility of development and to provide alternate purchase possibilities.

Methods

Ideally, computations of space needs for community shopping centers should be based on factors of ultimate population, average income, per cent of income spent for various service and retail categories, per cent of sales made at the community shopping level, and average dollar volume per square foot necessary to support various commercial activities. However, since this type of detailed economic information is not available for the St. Johns district and cannot be obtained within financial and time limitations for this study, it will be necessary to use a more generalized method for determining estimated commercial space requirements.

The steps followed in this report to estimate the area which will be needed for the St. Johns shopping center are as follows:

1. Determine the existing and projected ultimate population within the Tributary Area.

2. Compute the number of square feet of floor area presently used for commercial purposes and off-street parking in the Core Area.

3. Based on existing ratios in St. Johns, Portland City-wide averages, and standards established by various studies in other cities, determine the square feet of commercial floor area per person in the Tributary Area for a community shopping center facility.

4. Multiply the potential population in the Tributary Area by the average square feet of commercial floor area per person for a community shopping center.

5. Based on established standards, assume a ratio of off-street parking area to developed commercial floor area. Multiply this ratio by the ultimate floor area.

6. The sum of steps 4 and 5 plus the 30 per cent leeway above the estimated ultimate floor area for flexibility is the total area to be used for general design purposes.

Standards

Although no rigid standards for space requirements of shopping centers can be determined, there is sufficient agreement among various sources to permit use of a general ratio of square feet of commercial floor area and off-street parking area per person in the Tributary Area. The sources[1] used to derive a range of standards, after being reduced to common terms for community shopping centers, produce the following range of recommended areas:

1. Commercial floor area in community shopping center - 10 to 16 square feet per person in the Tributary Area.

2. Off-street parking area in community shopping center - 20 to 32 square feet per person in the Tributary Area.

Application to St. Johns

There are several factors which will affect the need for expansion of the commercial floor area in the St. Johns shopping center. If conditions of congestion, parking, and pedestrian ways are improved, the business center will undoubtedly draw a larger per cent of the trade of the existing population in its Tributary Area. In addition, the continued population increase in the St. Johns Tributary Area will result in a greater number of shoppers. In all probability, the Tributary Area will not expand significantly in area because of the attraction of the Portsmouth, Greeley, and Interstate shopping centers.

Indications are that many existing businesses are operating below their potential dollar volume per square foot of floor area, so undoubtedly some increased business activity can be absorbed with no increase in floor area.

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[1] Urban Land Institute, Urban News and Trends, September, 1944.
Urban Land Institute, Community Builders Handbook, 1954.
National Committee on Housing, Planning the Neighborhood, 1945.
Larry Smith, "Maintaining the Health of our Central Business Districts", Traffic Quarterly, April, 1954, p. 111.

It is a demonstrated fact that as the size and population of a city increase, the proportion of shopping done in the Downtown Central Business District decreases. This means that as Portland grows, the per cent of shopping done in suburban shopping centers can be expected to increase somewhat, and the St. Johns center should, if it takes steps such as are outlined in this report, receive its proportionate share of this increased suburban business activity. As the shopping volume in this center increases, new types and more variety of goods can be supported.

There are now about 570 on-street parking spaces in the Core Area of St. Johns, which is the equivalent of 171,000 square feet of parking space. If this were added to the existing off-street parking area (150,600 square feet), the ratio of all parking space to commercial floor area in the core would be about 1.2 : 1. Although there is no apparent serious parking problem in St. Johns at present, an increase in sales per square foot of existing businesses and the elimination of some on-street parking will necessitate an increase in off-street parking facilities.

Based on these factors and the standards for space requirements of community shopping centers, ultimate ratios of 11 square feet of commercial floor area per person in the Tributary Area and 22 square feet of off-street parking per person are assumed for the St. Johns shopping core. It should be emphasized that this is a general figure for design purposes only and that actual development may vary from the assumed ratio.

Applying the methods outlined on page 88 and the assumed ratios to existing and projected floor area, parking, and population figures produces probable ultimate space requirements for the St. Johns community shopping center. Since the development of this type of center will probably consist of one-story structures, the floor areas and ground areas can be used interchangeably. Table 11 shows the summary of these computations.

The total ultimate estimated increase in space need for the center is 722,500 square feet or 16.5 acres. If 30 per cent of the floor area is added to this figure for excess zoning and flexibility of development, the maximum area within which the center might expand is approximately 837,000 square feet or 19.2 acres. This area for expansion, added to the 9.8 acres of existing development, produces a maximum area of 29 acres which can initially be required for shopping center development.

Table II

Estimated Area Requirements for St. Johns Shopping Center
(areas in square feet)

	Existing	Ultimate	Increase	Per cent Increase
Population in the Tributary Area	25,700	34,800	10,100	41%
Floor Area in Core per Person in the Tributary Area	10.8	11.0	--	--
Off-Street Parking in Core per Person in Tributary Area	5.8	22.0	--	--
Floor Area in Shopping Core	276,900	384,000	107,100	39%
Off-Street Parking in Shopping Core	150,600	766,000	615,400	410%

SUGGESTED DEVELOPMENT

The type and design of expansion of the St. Johns business district is as important a consideration in planning for the future of the district as the amount of expansion. Indeed, the amount of expansion which can be expected is dependent to a large extent on a successful development plan for future construction as well as changes in the existing pattern of physical relationships.

To achieve the objectives stated on page 89, a development pattern is proposed for the shopping center as shown in Figures 26 and 27. Basically, this suggested scheme would eliminate traffic congestion, provide adequate off-street parking areas, unify the district, separate most of the automobile and pedestrian circulation, and create a more pleasant and convenient atmosphere for shoppers.

The development pattern proposes that a majority of the future expansion of the shopping center be encouraged to take place in the area to the south of the present business center. Some of the expected new businesses will undoubtedly be absorbed in existing vacant buildings located principally along N. Jersey Street.

north of N. Baltimore Avenue. However, this type of growth would tend to string the shopping out along N. Jersey Street, would increase traffic congestion, and would be inconvenient and uninteresting to the shopper. From a community standpoint, perhaps a better use of this area north of N. Baltimore Avenue would be for non-retail uses such as off-street parking, repair garages, or storage buildings.

If the majority of new retail growth occurred in the area southwest of N. Jersey Street and southeast of N. Philadelphia Avenue, the result could be a more unified center, with conditions of good traffic access and flow, and with the possibility of separation of most of the vehicle and pedestrian movements.

Construction of the proposed expressway and major street pattern for St. Johns would greatly relieve traffic congestion in the shopping center by diverting through traffic around the business district. However, with the expected increase in shoppers and the increasing automobile registration, it is apparent that further measures will be necessary to eliminate traffic congestion within the center. The present congestion does not occur because of too little street area, but rather because of the traffic flow pattern.

It is obvious that pedestrian and automobile movements are incompatible and that wherever their paths must cross, the safe and speedy circulation of both are appreciably inhibited. Incoming shoppers must, of course, have adequate trafficways by which they can drive quickly and easily to the shopping center, but once there, they should be able to park conveniently and walk from store to store in an atmosphere designed primarily for pedestrians. The narrow strips of concrete sidewalks between the streets and the store fronts can scarcely be classified as pleasant pedestrianways.

By converting certain selected streets, which are not essential to the traffic circulation pattern, for the use of pedestrians exclusively, it is possible to create blocks approximately 460' x 460' within which shoppers can park and shop without having to cross any streets. These converted streets, when improved with walkways, grass areas, trees and plantings, benches, etc., can provide a very pleasant and inviting environment for pedestrian shoppers (See Figure 27). The parking, loading and service areas would be located between the streets and the buildings, and the businesses would front on the pedestrian malls. This park-like strip would serve as a unifying element tying the newly created "super blocks" together and making it possible for a shopper to reach any part of the shopping center with a minimum number of street crossings. It is not proposed that such street areas be vacated. Because of the existence of utilities in these rights-of-way, it is suggested that the City retain title to the areas, but that a St. Johns businessmen's corporation be permitted to develop and maintain the designated parcels for pedestrianways.

N. ST. LOUIS AVE.
N. NEW YORK AVE.
N. CHICAGO AVE.
N. BALTIMORE AVE.
N. ALTA AVE.
N. PHILADELPHIA AVE.
N. PITTSBURG AVE.
N. DECATUR ST.
N. EDISON ST
N. WILLAMETTE BLVD.
N. SYRACUSE ST.
N. JERSEY ST.
N. KELLOGG ST.
N LEONARD ST.
N. CENTRAL ST.
N. IVANHOE ST.
N. BURLINGTON AVE.
N. LEAVITT AVE.
N. JOHN AVE.
N. PRINCETON ST.
N. CHARLESTON AVE.
N. RICHMOND AVE.

LEGEND

BOUNDARY OF CORE AREA

EXISTING DEVELOPMENT *	PROPOSED DEVELOPMENT	
		COMMERCIAL
		VACANT BUILDING
		PARKING
		PUBLIC & SEMI-PUBLIC

* GROUND LEVEL USES

FIGURE 25

SHOPPING CENTER
FIRST STAGE DEVELOPMENT
ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION

NORTH 351

SCALE IN FEET
0 200 400

MARCH 1958

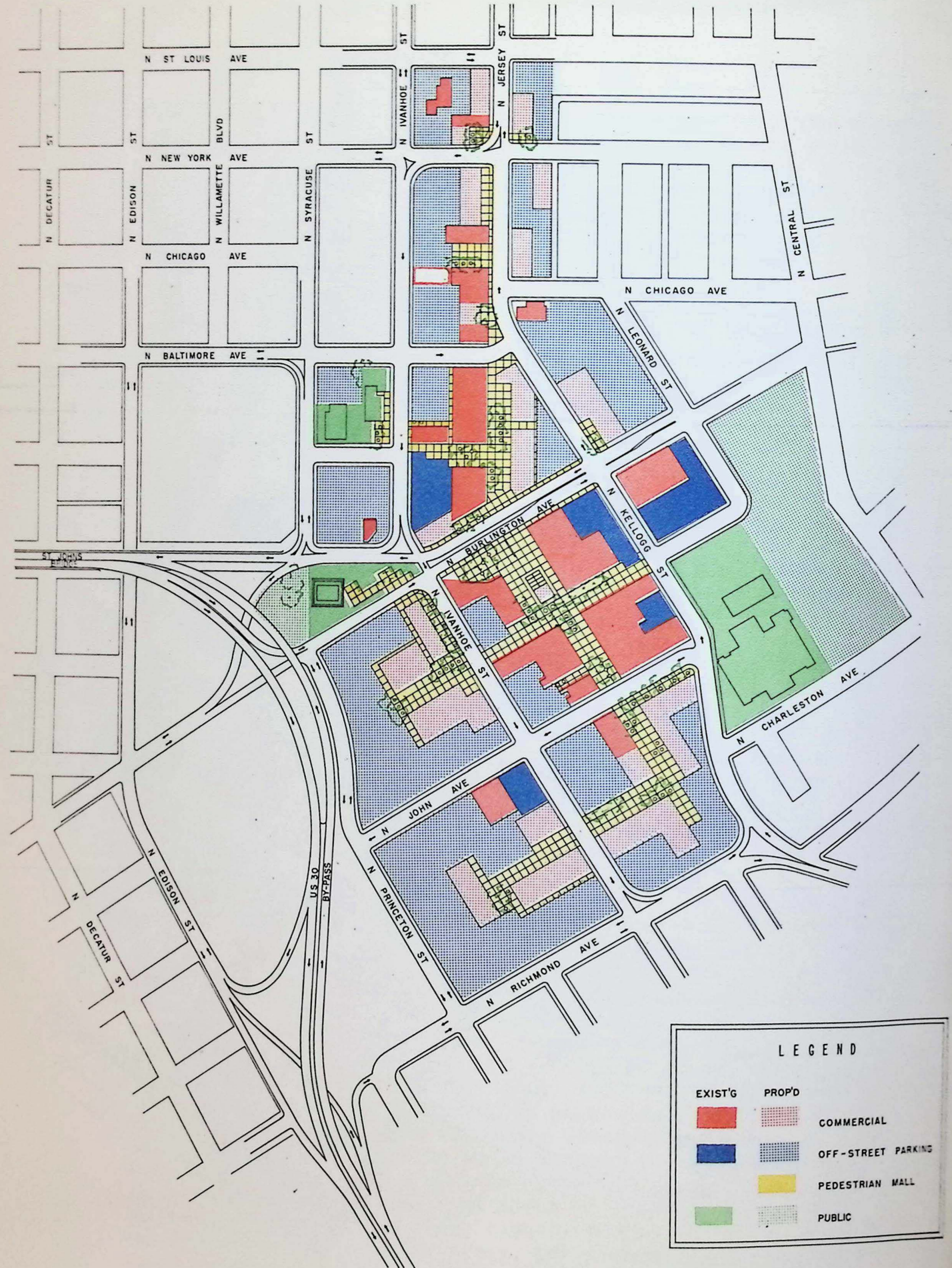


FIGURE 26

SUGGESTED ULTIMATE DEVELOPMENT

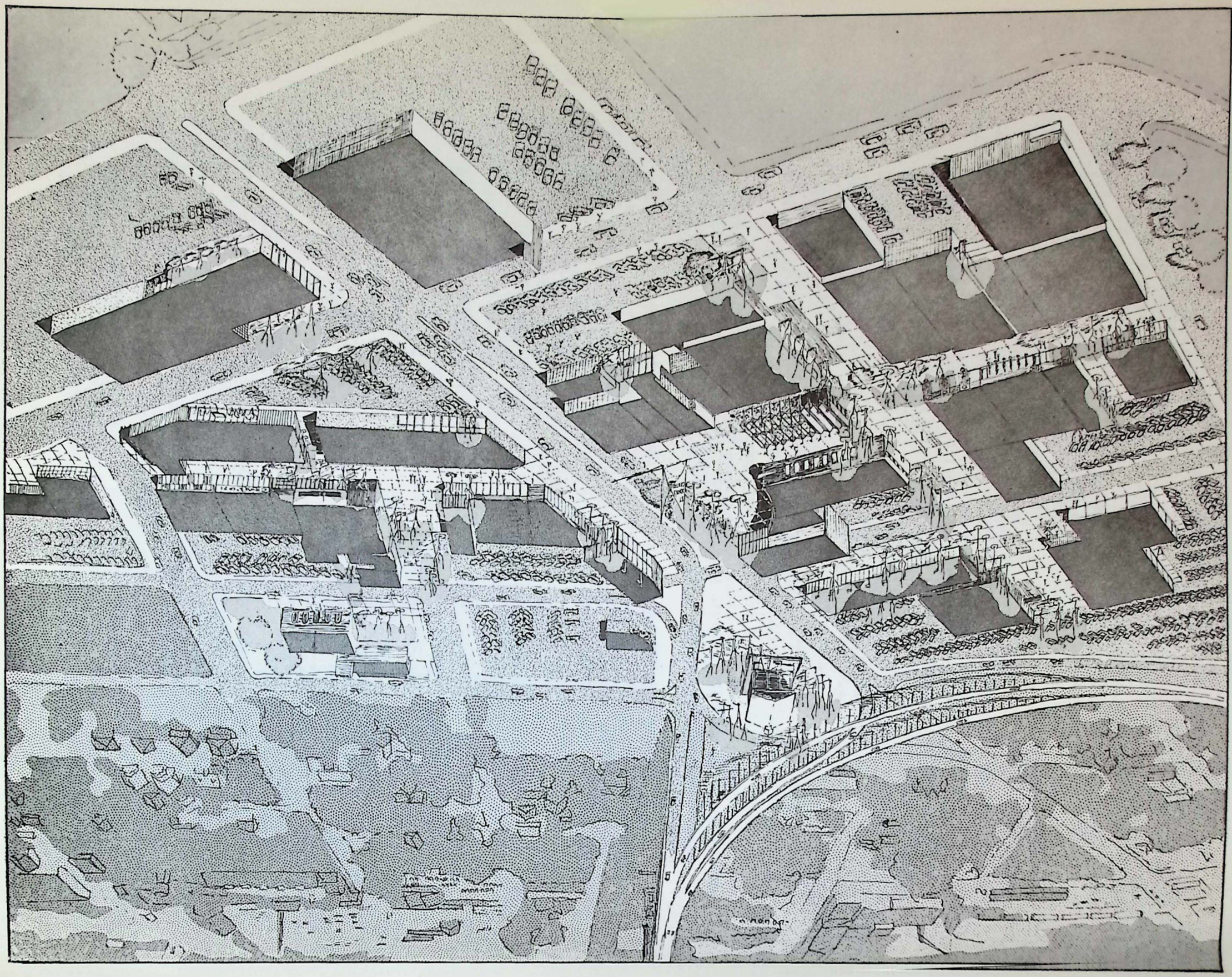
ST. JOHNS AREA

NORTH

SCALE IN FEET

0 200 400

PORTLAND CITY PLANNING COMMISSION MARCH 1959



Since it is likely to be some time before development of trafficways and the expansion of businesses will justify the ultimate development pattern, a first stage of improvements to accommodate the existing situation is proposed, as shown in Figure 25. Because of the existing street layout and topographic conditions, it is virtually impossible to establish a one-way pattern on the present street system that would relieve the traffic congestion in the shopping area. If N. Jersey Street and N. Ivanhoe Street were made one-way couplets, it would mean that about 600-800 through truck movements per day would be routed through the middle of the shopping center. The principal congestion today occurs on N. Jersey Street between N. Philadelphia Avenue and N. Richmond Avenue, where there is a total flow of about 10,000 vehicles per day. With parking on both sides of N. Jersey Street along this stretch, the 36-foot paving width can provide only two 8-foot parking lanes and two 10-foot lanes for moving traffic. To afford some relief for this tight situation, it is recommended that the parking strip along the south side of N. Jersey Street from N. Philadelphia Avenue to N. Richmond Avenue be eliminated.

Another proposal for the first stage development, which can be undertaken immediately, is the conversion and improvement of N. Leavitt Avenue from N. Ivanhoe Street to N. Jersey Street, and from N. Jersey Street to N. Kellogg Street for pedestrian use exclusively. The accomplishment of these two proposals would eliminate approximately 50 on-street parking spaces. As indicated in Figure 25, it is recommended that some additional off-street parking areas be developed in the first stage of development.

As expansion occurs and the need and desirability of further development becomes apparent, additional steps toward the ultimate suggested plan can be taken.

Since many of the major businesses are located fronting on N. Jersey Street, this street would be the best for an expanded pedestrianway. This would necessitate the rerouting of Jersey Street to the north, which in turn would mean cutting some of the James John School playground off, and the extension of Kellogg Street through on the north to Jersey Street. However, the sale of the potential commercial parcel of the school ground should compensate for the acquisition of further playground extension in the area between Burlington and Leavitt Avenues, south of Central Street.

The proposed development plan would undoubtedly provide the maximum benefit to both businesses and shoppers, but an alternate less desirable scheme is possible. This alternate proposal involves the same principles of pedestrianways, one-way streets, and off-street parking, but differs from the first scheme in that Jersey Street would remain as a trafficway and Ivanhoe Street would become a pedestrianway. There is no question but that the alternate scheme would be easier and less expensive to achieve because no new street dedications would be necessary, but the results would undoubtedly be less satisfactory.

The suggested development plan is not intended to indicate rigid locations for buildings and parking areas, but is proposed as a guide or framework to help in the location of specific developments.

The projected needs and plans for expansion of the St. Johns business district are predicated on the supposition that measures will be taken to change the existing conditions of inconvenience, noise, and congestion to make shopping trips a more pleasant experience. If such measures are not instituted, it is likely that the business volume will continue to decline and few new estabiishments can be supported in spite of increasing population and industrial employment in the area. The bank and post office are strong attractive elements, but these cannot be expected to offset too many disadvantages.

Accomplishment of the Plan

The realization of inadequacies and shortcomings of the shopping center and the promulgation of plans for correcting these conditions are relatively simple matters compared to the task of carrying out proposed changes. The responsibility for the promotion or accomplishment of any over-all plan for the improvement of the St. Johns commercial district must rest primarily with the businessmen and property owners involved. The City can lend support and assistance in many ways, but the initiative for action must come from the people of the area.

Since there are so many business operations and property ownerships in the district, the apparent first step to be taken is the incorporation of as many interested persons as possible into a legally constituted body so that decisions on matters of common interest can be made and carried out, and so that funds can be obtained and expended. The St. Johns Businessmen's Club, an organization which has existed in the community for many years, would undoubtedly be a good basis for the formation of such a group, but as presently constituted, it does not have the authority to make binding agreements or to handle money.

A precedent has already been established in Portland for this type of corporation. In 1951, the businessmen and property owners of the Multnomah business district formed the Multnomah Park and Shop Corporation for the purpose of promoting and carrying out local improvement projects, with provisions for obtaining funds for these purposes.

Immediate and future projects which should be undertaken by this proposed group include the development of off-street parking lots; the creation, improvement, and maintenance of pedestrianways; the elimination of deteriorated buildings and blighting uses such as greet the motorist approaching the business district from the bridge; and the guidance of development toward the accomplishment of an integrated plan for the area.

The effectuation of the proposed development plan for the shopping center would make the St. Johns business district unique in Portland, and would serve as an example for changes in other community shopping centers throughout the City. Many of the principles incorporated in the plan are the same as those being used in the design of new planned shopping districts, and are not only practical but essential to the conservation and rehabilitation of older unplanned shopping centers.

There are many indications that the St. Johns Business Center is at a decisive period of development insofar as its future economic health and its ability to serve the area are concerned. This means that the practicality and priority of proposed changes must be evaluated in the light of their ability to promote the center's economic well-being and its capacity to serve adequately the people in its trading area.

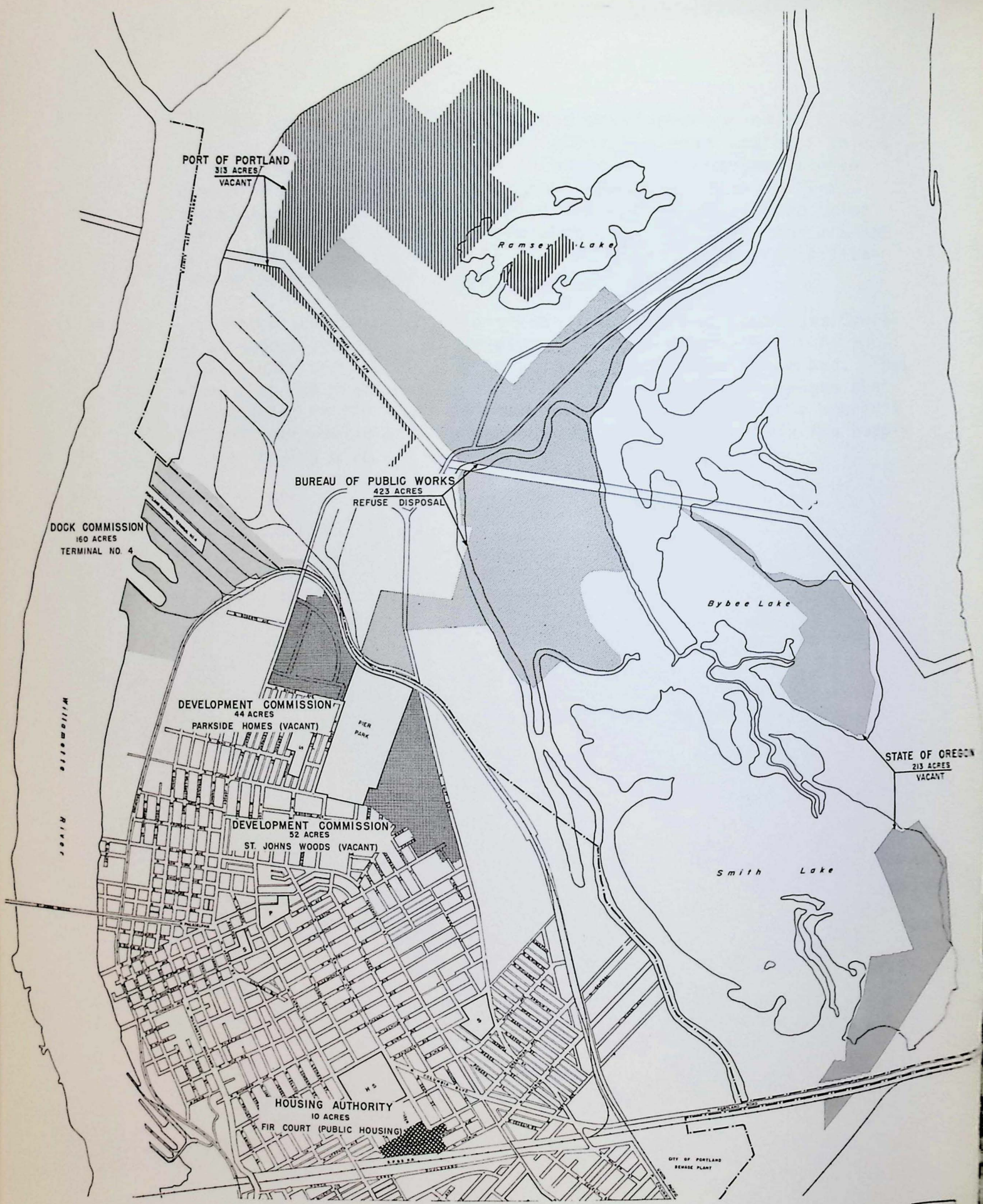


FIGURE 28

PUBLICLY OWNED PROPERTIES

ST. JOHNS AREA

PORTLAND CITY PLANNING COMMISSION

SCALE IN FEET

0 1200

MAY

PUBLICLY OWNED PROPERTIES

Excluding the 675 acres in parks, schools, and streets, there are about 1,200 acres of land in the Study Area which are in public ownership. The size, location, and agencies controlling these properties are shown in Figure 28.

At present, only about 20 per cent of this acreage is developed or being actively used. It is evident that the future development and use of these publicly-owned areas should be in accordance with a plan providing for maximum benefit to the entire community. Such a plan should co-ordinate the development or disposition of the public land areas to achieve the optimum usage of the property in the public interest. The proposals for the various parcels of property described in the following section are recommended as a guide to be adopted for the accomplishment of the above objectives.

Commission of Public Docks

In the performance of its responsibilities, one of which is the provision and maintenance of adequate marine terminal facilities in Portland, the Dock Commission has established Municipal Terminal 4 on approximately 160 acres of waterfront property as indicated in Figure 28. The specialized equipment for bulk handling of cargo and heavy lifting are unequaled anywhere else on the Pacific Coast. Grain, ore, coal, chemicals, oil, scrap metal, and molasses are typical of the types of commodities handled through this terminal. Although some warehousing space is available for the storage and assembly of general cargo (boxed, baled, barreled, and prepackaged goods), this type of cargo is more adequately provided for in Terminals 1 and 2 on the west side of the river.

Although no expansion of the municipal terminal properties in this area will be needed in the near future, it is apparent that the location of new industries in the area, which would use the terminal facilities, would be advantageous to the community. In this respect, some of the other publicly-owned properties on the peninsula may well be developed in such a way as to stimulate the growth of industries utilizing Portland's harbor facilities, particularly those which could use the unique capabilities of Terminal 4.

Port of Portland

As mentioned in a previous section of this report, the Port of Portland is charged with the maintenance of the channel in the Willamette River, and the spoil from dredging operations is being deposited in low-lying areas along the river bank. The Port Commission owns over 300 acres in the Ramsey Lake area (see Figure 28) which have been substantially filled to above flood danger by this method. About 225 acres are now filled to elevation 32 (U.S. Corps of Engineers datum) and an additional 80 acres will be filled to the same elevation within two to three years. Test borings indicate that the subsurface conditions of the soil on this property are such that it can support substantial structures.

Inasmuch as this property is now ready for development, the Port Commission, realizing that any development should be related to a plan for the utilization of the entire peninsula area, hired the engineering firm of Cornell, Howland, Hayes, and Merryfield to prepare such a plan. The Study Area considered by this firm corresponds approximately to the Secondary Study Area as defined in this report. The results of the study were submitted to the Port Commission in September, 1958 and consist of a thorough analysis of present conditions, possible uses, and proposed development of the area. The recommendations contained in the report of Cornell, Howland, Hayes, and Merryfield are substantially in agreement with the proposals of this study.

They have recommended that initially the 1,250 acres west of the Columbia Slough and north of the Bonneville Power Administration right-of-way be developed primarily for heavy industries which would utilize the harbor and water facilities that are available in that location. Road access, trackage, sewage, and water facilities necessary for this first stage of development would be integrated with the pattern for the ultimate development of the district.

The Portland City Planning Commission believes that the proposals made by the firm of engineering consultants represent a plan which is highly desirable and in the best public interest, and therefore recommends that the Port Commission carry out the plan insofar as is possible in the development of that area.

Bureau of Public Works - City of Portland

Approximately 425 acres in the northern part of the City (see Figure 28) is owned by the City of Portland and is being used or reserved for refuse disposal. At present, most of the refuse is being deposited in the area northeast of the municipal incinerator.

It must be recognized that the problem of disposing of wastes in a large growing city is one of increasing importance. Since

the incineration of all refuse is an extremely expensive process, it is virtually essential that adequate areas be reserved for future needs for sanitary refuse fills. In general, it appears that garbage and refuse disposal for the City of Portland, based on present population and a fill depth of 20 feet, might require about 15 acres per year.[1] From this estimate and the forecast of Portland's growth, it is possible to appreciate the scale of the problem of waste disposal.

However, in spite of the above facts, the reservation of all the area now designated for refuse disposal in the St. Johns district may be questioned. In terms of the maximum utilization of land in the interest of the entire community, the following facts must also be considered in the establishment of a plan for the development of this area:

1. The availability of water and harbor facilities to the vacant land in the Secondary Area makes this a unique area. To take full advantage of this natural asset, the property should be reserved for uses such as port and water-oriented industries, marine parks, etc., which can utilize the inherent characteristics of the area.

2. The 118-acre strip of City property west of the Columbia Slough and north of the Bonneville Power Administration right-of-way is essential to the initial development of the Ramsey Lake industrial district planned by the Port of Portland.

3. Although complete test borings have not been made, indications are that the bearing capacity of the subsoil changes markedly between Vanport and the west side of Smith Lake. The area to the west can support substantial structures while the area to the east cannot. Since the placing of refuse fill in itself creates serious foundation problems for structures, it seems logical that this type of fill should be placed in areas that are already unbuildable rather than increase foundation difficulties on potentially buildable land. The present area held for refuse fill could be expanded to the east. Selective filling in the Smith Lake area could aid the development of the proposed marina. Additional area to be used for refuse disposal is planned in the West Vanport area located east of North Portland Road.

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[1] Public Works Magazine, "Sanitary Refuse Fills", December, 1955.

Portland Development Commission

Recently, the Housing Authority of Portland transferred the ownership of the Parkside Homes tract and the portion of St. Johns Woods south of N. Swift Boulevard to the Portland Development Commission.

Originally, the St. Johns Woods housing project consisted of 145 acres of land located on both sides of Swift Boulevard in the northern part of the Primary District. In April, 1957, approximately 93 acres lying north of Swift Boulevard were sold to the Union Pacific Railroad Company for the development of an industrial district. At that time, the bid submitted by the Union Pacific Railroad Company for the purchase of the tract was predicated on the future dedications of property to the City for street widening and a buffer strip. Specifically, a strip 20 feet wide along the north side of N. Swift Boulevard from N. Burr Avenue to a point about 450 feet west of Oswego Avenue, and a strip 10 feet wide along the north side of N. Swift Boulevard from a point about 850 feet west of N. Oswego Avenue to the north boundary of the tract, are to be dedicated to the City for future widening of Swift Boulevard. In addition, a strip 90 feet wide north of the street-widening dedication from N. Burr Avenue to a point 450 feet west of N. Oswego Avenue is to be given to the City. This 90-foot strip is intended to be landscaped and will serve as a buffer between the proposed industrial development north of Swift Boulevard and existing residential properties south of Swift Boulevard in accordance with the principle of community green belts outlined in the section on parks.

The remaining 52 acres of the St. Johns Woods project is located on the south side of Swift Boulevard and is in the ownership of the Portland Development Commission. This vacant tract, which is adjacent to Pier Park and residential areas to the south and southeast, slopes up approximately 50 feet from Swift Boulevard to Pier Park.

The 43.8 acres comprising the former Parkside Homes public housing project is now vacant. This vacant residentially-zoned tract is adjacent to the west side of Pier Park and abuts the single-family area north of Sitton School.

Several possibilities have been proposed by various agencies for the development and disposition of these two tracts.

One such proposal is that the property be zoned and developed for industrial uses which would utilize the harbor and Terminal 4 facilities. Advantages of this proposal are that the utilities and access are already provided to the sites so that immediate development could take place.

Proximity to the dock is a factor in transportation costs, but how determining this factor is remains conjectural. Virtually

all of the bulk material handled at Terminal 4, with the exception of the grain, has to be transferred to or from the dock by rail or truck, and it is hauled for distances of a few to hundreds of miles. Just what the effect on costs would be of a haul of one or two miles, as compared with a haul of four or five miles, is a technical question which is difficult to generalize on. It would appear, however, that the effect is a marginal one, and that any difference in transportation costs for hauling materials from Parkside Homes to Terminal 4, as compared with the cost from other industrial sites in the St. Johns area, would be negligible.

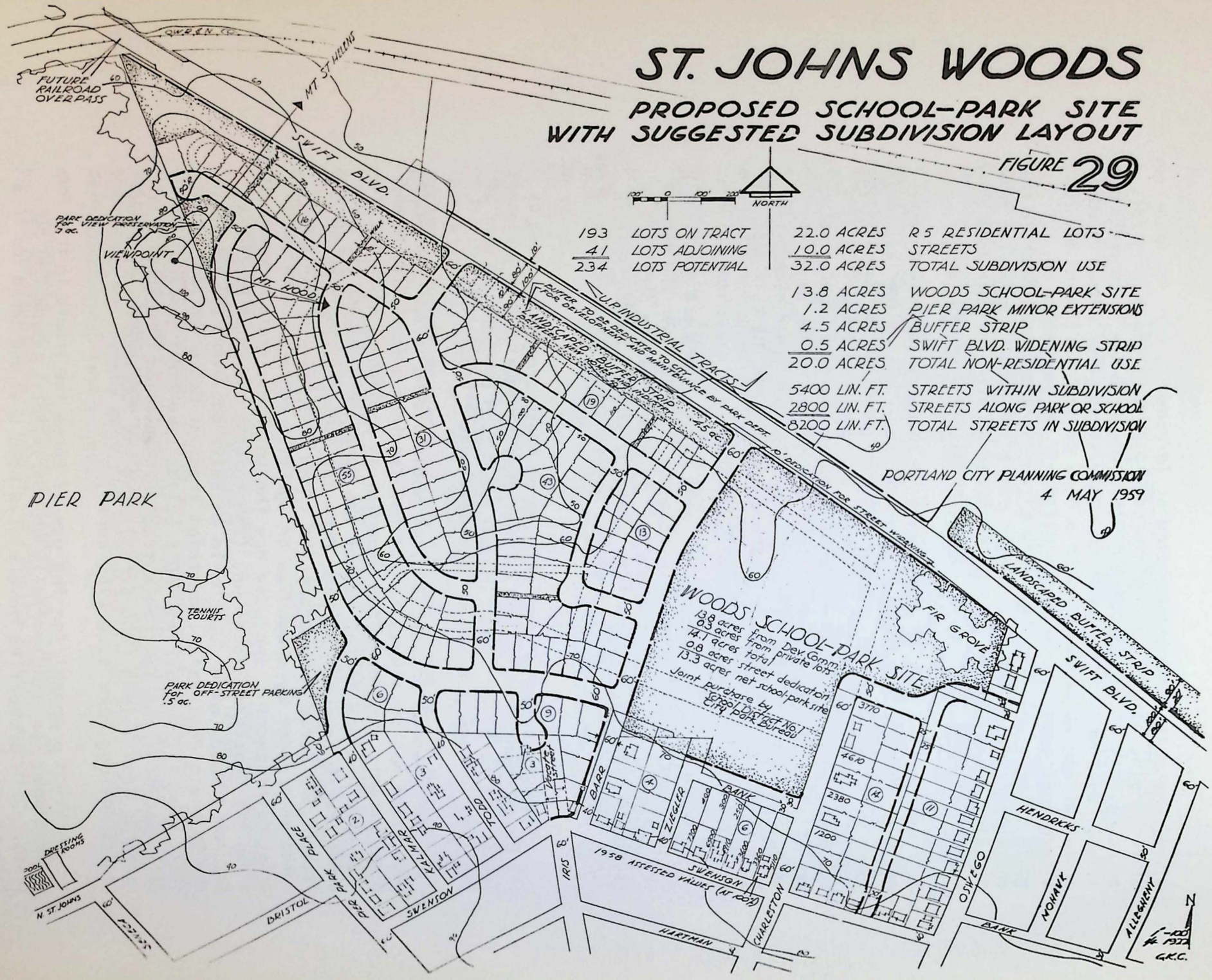
Generally speaking, the types of industry supporting Terminal 4 which make use of bulk commodities -- oil refineries, smelters, steel mills, etc. -- are the very heaviest (MI Zone) industries requiring large sites, which would not be compatible with the areas adjacent to Pier Park. Industries of a lighter nature may still be "dock-oriented" in the sense of either importing materials or exporting products via ship, but their commodities tend to be packaged general cargo, rather than the bulk material in which Terminal 4 is specializing.

At present, the industrial uses in St. Johns are practically all confined to the lower elevations along the river and outside the perimeter of Swift Boulevard. If such uses are permitted to penetrate into the residential plateau, it will be difficult to limit the expansion of industrial growth into the residential areas of St. Johns.

A second proposal for the use of these properties owned by the Development Commission is that they be developed as a planned industrial park for light industries. Such projects are part of the function and purpose of the Development Commission.

The types of industries that would locate in such a development would not be likely to use the Terminal 4 facilities to any great extent. As for sites immediately available, which can provide alternatives to the use of the Parkside Homes and St. Johns Woods tracts adjacent to Pier Park for industry, there are at least 1,300 acres throughout the urban area being actively promoted at present by companies or agencies concerned with industrial development. Included are the Union Pacific's Rockwood site along the Banfield Expressway (238 acres); the Union Pacific's St. Johns Woods site just north of Swift Boulevard (93 acres); the Southern Pacific's industrial tract at Beaverton (260 acres still vacant); the S.P.&S. RR's Guilds Lake tract (about 40 acres still vacant); the Tektronix tract at Beaverton (300 acres still vacant); Swan Island (200 acres); and the Portland Traction Company's Kellogg Park site (180 acres).

A third proposal for the use of these two tracts is that they be developed for single-family or multi-family residential purposes. Both properties have always been used and zoned for this type of use.


ST. JOHNS WOODS
PROPOSED SCHOOL-PARK SITE
WITH SUGGESTED SUBDIVISION LAYOUT
FIGURE 29
NORTH
193 LOTS ON TRACT
41 LOTS ADJOINING
234 LOTS POTENTIAL
22.0 ACRES R5 RESIDENTIAL LOTS
10.0 ACRES STREETS
32.0 ACRES TOTAL SUBDIVISION USE
13.8 ACRES WOODS SCHOOL-PARK SITE
1.2 ACRES PIER PARK MINOR EXTENSIONS
4.5 ACRES BUFFER STRIP
0.5 ACRES SWIFT BLVD. WIDENING STRIP
20.0 ACRES TOTAL NON-RESIDENTIAL USE
5400 LIN. FT. STREETS WITHIN SUBDIVISION
2800 LIN. FT. STREETS ALONG PARK OR SCHOOL
8200 LIN. FT. TOTAL STREETS IN SUBDIVISION
PORTLAND CITY PLANNING COMMISSION
4 MAY 1959
FUTURE RAILROAD OVERPASS
MT ST HELENS
SWIFT BLVD.
PARK DEDICATION for VIEW PRESERVATION .7 ac.
VIEWPOINT
MT. HOOD
U.P. INDUSTRIAL TRACTS
BUFFER TO BE DEDICATED TO CITY FOR DEVELOPMENT AND MAINTENANCE BY PARK DEPT.
LANDSCAPED BUFFER STRIP BETWEEN NEW HOMES AND INDUSTRY 4.5 ac.
10' DEDICATION FOR STREET WIDENING
PIER PARK
TENNIS COURTS
PARK DEDICATION for OFF-STREET PARKING .5 ac.
WOODS SCHOOL-PARK SITE
13.8 acres from Dev. Comm.
0.3 acres from private lots
14.1 acres total
0.8 acres street dedication
13.3 acres net school-park site
Joint purchase by School District No. 1 City Park Bureau
FIR GROVE
LANDSCAPED BUFFER STRIP
SWIFT BLVD.
HENDRICKS
BANK
OSWEGO
MOHAWK
ALLEGHENY
BARR
ZIEGLER
BANK
SWENSON
CHARLESTON
HARTMAN
IRIS
TODD
KALMAR
PIER PARK PLACE
SWENSON
BRISTOL
N. ST JOHNS
DRESSING ROOMS
POOL
1958 ASSESSED VALUES (AT 100%)
1-100
4 1922
G.K.C.

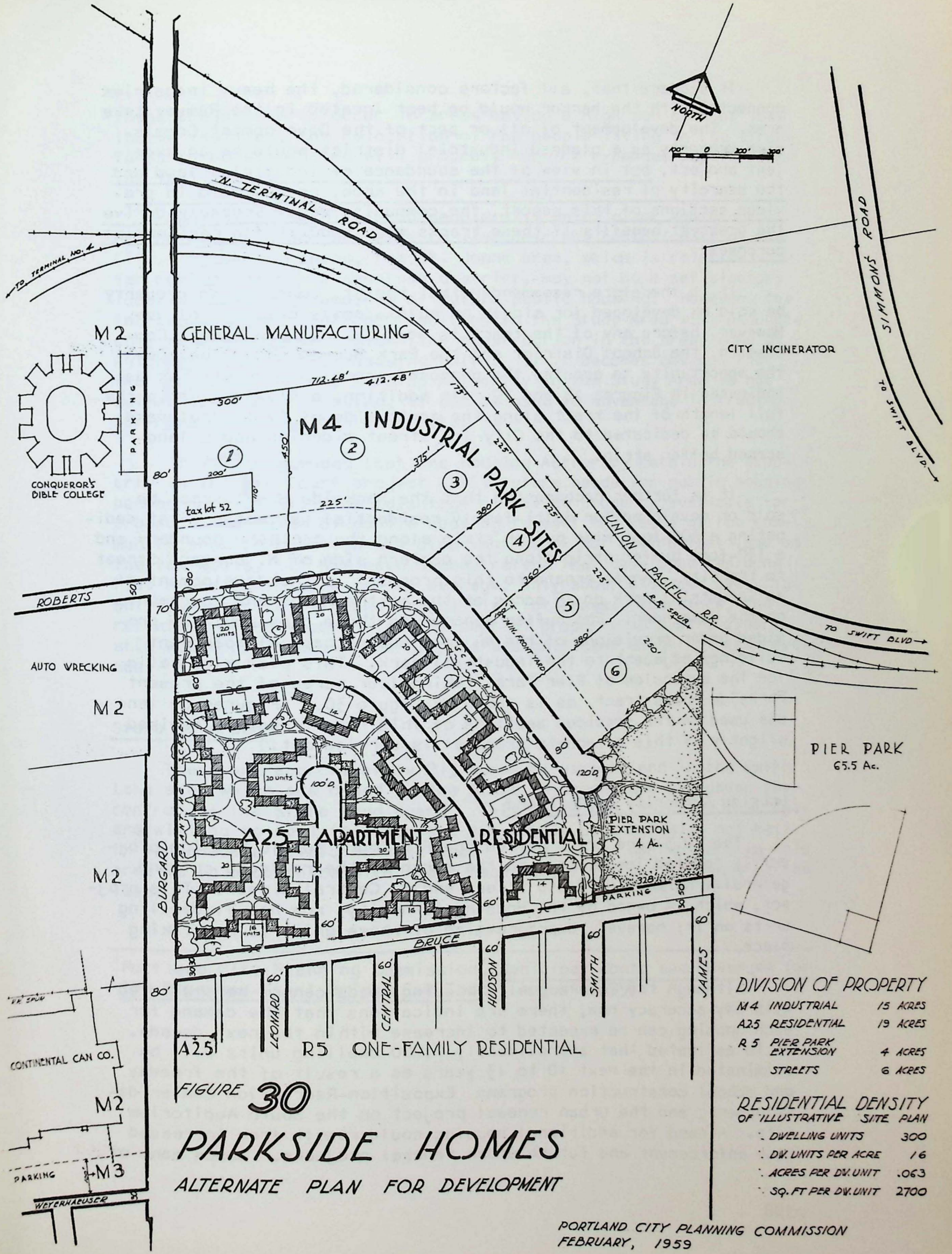


FIGURE 30

PARKSIDE HOMES

ALTERNATE PLAN FOR DEVELOPMENT

DIVISION OF PROPERTY

M4	INDUSTRIAL	15 ACRES
A2.5	RESIDENTIAL	19 ACRES
R5	PIER PARK EXTENSION	4 ACRES
	STREETS	6 ACRES

RESIDENTIAL DENSITY OF ILLUSTRATIVE SITE PLAN

∴ DWELLING UNITS	300
∴ DW. UNITS PER ACRE	16
∴ ACRES PER DW. UNIT	.063
∴ SQ. FT PER DW. UNIT	2700

PORTLAND CITY PLANNING COMMISSION
FEBRUARY, 1959

It appears that, all factors considered, the heavy industries connected with the harbor would be best located in the Ramsey Lake area. The development of all or part of the Development Commission property as a planned industrial district would be an excellent project, but in view of the abundance of industrial land and the scarcity of residential land in the area, as revealed in previous sections of this report, the community would probably derive the greatest benefits if these tracts were rebuilt for residential purposes.

It is therefore recommended that the St. Johns Woods property be sold or developed for single or multi-family residential use. However, before any of the tract is sold by the Development Commission, the School District and the Park Bureau should be given the opportunity to acquire the proposed school and park sites as indicated in Figures 18 and 29. In addition, a 100-foot strip the full length of the tract along the south side of Swift Boulevard should be dedicated to the City for street widening and a landscaped buffer strip.

It is further recommended that the Parkside Homes tract be sold or developed for multi-family residential use after first dedicating a 300-foot wide buffer strip along the northern boundary and a 130-foot buffer strip along the eastern side of N. Burgard Street to the City. An alternate to this proposal is the development of an industrial park on 15 acres at the northern end and apartments on the remainder. The buffer separating these uses would be provided under provisions of the M4 Zone and setback of apartment buildings adjacent to the industrial park. This plan also calls for the extension of Pier Park, taking four acres of the present Parkside Homes tract, as is shown by Figure 30. (Figures on land use used in the previous sections of this report must be revised slightly if this alternate proposal is carried out.)

Housing Authority of Portland

The 10.3-acre tract called the Fir Court public housing project is located immediately to the north of the railroad cut and generally between N. Sedro Street and N. Central Street. This project, which is owned by the Housing Authority, now has 71 dwelling units on it; however, deprogramming of these units is now taking place.

Although the future public housing needs cannot be predicted with any accuracy now, there are indications that the demand for such housing can be expected to increase within the next decade. It is estimated that approximately 7,200 dwelling units will be eliminated in the next 10 to 13 years as a result of the freeway and school construction programs, Exposition-Recreation Center development, and the urban renewal project on the South Auditorium site. A need for additional housing could result from increased code enforcement and future urban renewal projects. Since many of

these projects will occur in areas having a high per cent of low-income families, the relocation of the people living in the structures to be eliminated will probably require expanded public housing facilities.

Many of these displaced people will be of older age groups having no children, who wish to live near the central part of the City. For this reason, the St. Johns area, which is relatively far removed from the downtown district, may not be a satisfactory location for large amounts of future public housing. However, the increasing employment opportunities in the Study Area will undoubtedly result in more residential construction in the area, some of which could be public housing units. If it becomes obvious that the land owned by the Housing Authority in the Study Area is not suited for public housing, it can be used to advantage in trading for more suitably located tracts.

It is recommended that the Housing Authority retain the property in the Fir Court project until future needs for public housing become more clear. The advantage of having property available for probable expansion of public housing to meet the needs of the community seem to outweigh the disadvantage of not having that land on the tax rolls. It has been demonstrated[1] that developed residential areas contribute, on an average, only about $100 per dwelling unit per year to City and School District taxes. Therefore, the retention of some potential residential property in public ownership would not deprive the City of a significant amount of tax revenue.

State of Oregon

There are approximately 213 acres of vacant land in the Smith Lake area which are owned by the State of Oregon and are under the control of the State Land Board. This Board has indicated that they are willing to sell this acreage for public use, but will not sell it for private development or use. The proposed marine park in this area is in accordance with their requirement for public usage of the land.

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[1] Portland City Planning Commission, Municipal Costs and Revenues for the Broadway-Steel Bridge E-R Tract, August, 1957.

CONCLUSIONS

Even though the St. Johns area is one of the oldest districts in Portland, it cannot be considered to have reached its peak of development or started to decline, as have some other older fringe districts of Portland. In fact, the future rate of growth and development of population, commerce, industry, and traffic in St. Johns can be expected to parallel rather closely its past rate of growth.

The continued growth of these elements will, of course, necessitate a corresponding increase and expansion of public facilities such as streets, schools, and parks to serve the community. Also, from a City-wide aspect, the growth of Portland as a whole will require some additional public facilities in St. Johns to serve the population of the entire City.

The continued health and growth of St. Johns can be implemented in many ways by public agencies. Through zoning and air pollution regulations, an optimum pattern for development of the area can be established, and uses which are detrimental to one another can be prevented. Programs for school, park, and thoroughfare development must be adopted to adequately provide for the needs of the people of St. Johns and Portland in these respects.

The findings and recommendations of this study are intended, in part, to serve as a basis for the determination of location and the priority of such public action.

While there must be certain steps taken by various public agencies if the proposed development plan for St. Johns is to be realized, the importance of the role of the people living in the area must not be minimized. Their understanding of the proposals and objectives of the Comprehensive Development Plan for St. Johns, and their continued demonstrated support of it, is essential to the accomplishment of the plan.

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Lois E. Kaplan
Robert E. Keith
Margaret S. King
Rodney O'Hiser
Culley E. Polehn
James R. Schmid
Eugene E. Snyder
J. Frank Thibeau
Louis Von der Gathen

This report was prepared under the direction of Robert E. Keith.

Former employees also assisting on this report were Don Johnson, Charles Olson, and George Yost.

AGENDA 202

PORTLAND CITY PLANNING COMMISSION MEETING

July 19, 1960

3:00 p.m.

Page

1. Approval of Minutes and Committee Reports

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Fred Meyer zone change

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4. Oral Report on Metropolitan Portland's 1960 Population....

5. Planning Director's Report.....

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
June 7, 1960
3:00 p.m.

The Portland City Planning Commission met on Tuesday, June 7, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Sroufe and members McKinley, Thompson, Stanton, Prichard, Kochendoerfer, Dudley, and Clark; Highway Engineering Co-ordinator Fowler; Assistant Traffic Engineer Bergstrom; Transportation Director Wendt; Executive Secretary Keefe of Downtown Portland, Inc.; Planning Director Woodward; Assistant Director Cannady; Senior Planner O'Hiser; City Planners Erickson and Clark; Planning Assistant Thibeau; Oregonian-Journal City Hall Reporter Clarence Zaitz; and recorder Kaplan.

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Prior to commencement of the meeting, Mr. Woodward individually introduced Mr. Dale Cannady, the newly appointed Assistant Planning Director, to the Commission members.

*****

APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....April 19, 1960.....approved

b. Streets Committee.....April 26, 1960.....approved

c. Streets Committee.....May 31, 1960.....approved

Minutes of the May 31, 1960 meeting of the Streets Committee were read by Mr. Woodward. Minutes were then approved as read.

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SUNSET-STADIUM FREEWAY REPORT

Mr. Thompson related that models of both the Foothills and Clay-Market alignments are on display in the Public Auditorium. He believed it would be beneficial for each Commission member to view them.

Mr. Fowler related that he, along with a Bureau of Public Roads representative and Mr. Jerry Attig of the State Highway Department, had made a preliminary study as to the feasibility of a connection between the Clay-Market route and the 15th-16th (depressed) route as proposed by the staff of the Planning Commission. Their findings were presented in a statement which he read at the meeting. In summation, it stated that (1) it would appear that the cost of this connection would be several

million dollars more expensive than with the Foothills route although the final cost figure could not be determined on such short notice; (2) the basic principles of good geometric design practices have been disregarded (ramps not designed advantageously for super run-off and some points of flat or adverse super would probably be necessary); and (3) several undesirable grade situations on through roadway have been introduced in the nature of rolling vertical alignment, which is more extreme than that proposed in the State's design.

The statement further expanded on the latter two items, going into detail on individual ramp connections. Mr. Fowler pointed out that this is only a preliminary study. With regard to item (2) above, Mr. Woodward believed that the most critical factor lies in the on ramp at SW 3rd. Mr. Fowler was also concerned with the staff's elimination of Sunset interchange ramps that would carry traffic to and from the north on the Stadium route (the plan relocated rather than eliminated these ramps).

Mr. Thompson related that it was the Streets Committee's intent to recommend that further study needs to be given to the matter of ramps following a decision on the route itself.

Motion: Mr. Stanton moved that the Planning Commission go on record as favoring the 15th-16th (depressed) route for the Stadium Freeway. The motion was then seconded by Mr. Thompson.

During a discussion on the motion, it was brought out that the 15th-16th (depressed) route would have the least impact on the surrounding area. Because of the cost factor for excavation and extra tunneling that would be required, it was mentioned that the 18th-19th route could not be a depressed alignment. The Commission indicated that an important consideration lies in the question of whether a connection between the 15th-16th (depressed) route and the Clay-Market alignment is possible. Mr. Thompson pointed out that, if the Planning Commission goes on record for a depressed route for the Stadium Freeway, it would cost $2 million more than would the 18th-19th (elevated); if the Clay-Market route is recommended over the Foothills route, this would mean an additional $5 million. Mr. Prichard believed that the State Highway Department favors the 18th-19th alignment for the Stadium Freeway. However, Mr. Fowler indicated that it was his impression that the State favored the 15th-16th (depressed) route. Mr. McKinley believed that, from a city planning point of view, the 15th-16th (depressed) route would be the best choice.

Mr. Prichard noted that, if the Planning Commission approved the Foothills alignment, it would, in effect, be a reversal of a previous Planning Commission position. He pointed out that the Clay-Market route was a proposal endorsed by the Planning Commission in its adoption of the Comprehensive Development Plan. He believed that the Planning Commission should be reluctant in changing its position at this time because the proposals which went into this plan have been further developed by Downtown

Portland, Inc. Chairman Sroufe stated, and the Commission concurred, that Downtown Portland, Inc. represents a large segment of the downtown area and that this should be taken into consideration.

Mr. Prichard recommended that the Planning Commission go on record, as a matter of principle, as favoring as many on-off ramps as possible for whichever route is selected by the Commission. Mr. Thompson concurred with this suggestion to the extent that the State Highway Department should be asked to provide as many access and egress points as can be obtained under the Bureau of Public Roads standards. He further believed that the Planning Commission must take a different view with regard to access ramps for this Federal freeway than it has for other highways, bridges, etc. Mr. Fowler pointed out that this freeway is designed as a part of the Interstate System and that the number of ramps that can be provided under Bureau of Public Roads standards has been planned for. He added that design and construction of the ramps were not the only considerations but that signing itself presented many problems.

Based on the freeway's relationship to the downtown area, Mr. Kochendoerfer indicated he favored the Clay-Market alignment. Mr. McKinley also indicated that the freeway's relationship to the surrounding area was an important factor in his consideration of the alternative routes. Effect on the economy of the downtown, he added, was still another consideration. He suggested that perhaps more information could be obtained, from an engineering standpoint, as to the feasibility of a Clay-Market connection with a 15th-16th (depressed) route. Mr. Fowler indicated that cost was a major factor with this connection. Mr. McKinley believed that the Planning Commission's evaluation should be from a planning viewpoint and not be based on whether one route is more costly than another.

Points raised by Mr. Thompson and Mr. Stanton in favor of the Foothills route included the cost factor, a greater number of on-off ramps than provided on the Clay-Market route, and possible future improvements to existing streets. They also believed that the Clay-Market route presents more topographic difficulties. Mr. Thompson stated that Mr. Fowler's report represented a sound analysis of the difficulties involved in getting on and off the Clay-Market route. It was also stated that the Clay-Market route might restrict any future expansion of the downtown area.

Mr. McKinley noted that the biggest problem seems to lie in the Bureau of Public Roads standards which restricts the number of access and egress points that can be provided on the freeway. He suggested holding up our decision for an adjustment in the speed standards so that the best use of the land can prevail. Mr. Fowler pointed out that this would be placing a hardship on the downtown area, as their expansion or development plans are dependent on getting this route established.

Mr. Fowler then submitted his Stadium Freeway Report to the Commission and asked that it be entered as part of the record. No action was taken on this proposal.

It was announced that the State Highway Department's hearing on the Sunset-Stadium Freeway will be held on June 13 in the Public Auditorium.

Motion to Amend: Mr. McKinley moved to amend the original motion by adding the Clay-Market route to the 15th-16th (depressed) alignment with a further recommendation as indicated by item (2) on page 4 of the preliminary copy of the Sunset-Stadium Freeway Report. This motion to amend was seconded by Mr. Kochendoerfer. Because the previous motion was still on the floor, Chairman Sroufe ruled that each route be voted on individually.

During further discussion on both routes, Mr. Clark stressed his belief that the Commission should do what it could for the downtown area but expressed his doubt as to which route would be the most beneficial to the City of Portland. He indicated he would like further time to study these routes.

Mr. Thompson believed that the staff's report was an objective one and gave credit to the staff for a thorough analysis of both routes.

Mr. Prichard suggested the possibility, as previously proposed by him at the Streets Committee meeting of May 31, of having an overhead route along Burnside with an interchange with the freeways on the east and west to accommodate all the people that are destined downtown. He believed that the Planning Commission should show some vision concerning provision of more access points than are proposed.

Mr. McKinley believed that this freeway matter, as it relates to the downtown area, is tied in very closely with a mass transportation problem.

Prior to a vote on the question, Mr. Clark asked whether this matter couldn't be postponed for further study. It was the consensus of the Commission, however, that it had before it all information that is available.

ACTION TAKEN: The Commission unanimously went on record as favoring the 15th-16th (depressed) route for the Stadium Freeway.

ACTION TAKEN: By a vote of 4 to 3, the Commission went on record as favoring the Clay-Market route for the Sunset Freeway. Those voting for this motion included: Prichard, Kochendoerfer, McKinley, and Dudley. Those who dissented included: Stanton, Thompson, and Clark. Mr. Clark wanted the record to be clear that his vote did not necessarily mean that he favored the Foothills route over the Clay-Market alignment but was against making a decision at that time. Mr. Clark stated that he was still in doubt as to the best route and that, from his viewpoint, it would be desirable to hold another meeting to further review the studies available before making a decision.

ACTION TAKEN: The Commission also went on record recommending that further study be made of the proper location and number of ramps for any freeway route selected to insure that they will be properly integrated with the surface street system and to insure the best possible traffic service with minimum congestion and adverse effect on land use.

ACTION TAKEN: The Commission voted to submit a letter to the City Council reporting the action and recommendations of the Planning Commission. This letter would include the reasons for the action of the Commission, stating the advantages and disadvantages given by the majority, in favor of the Clay-Market route, and those given by the minority, in favor of the Foothills alignment. This letter should also point out why other Stadium Freeway alternatives were dropped from consideration, and arguments for and against these Stadium Freeway alternatives should be included. Mr. Woodward believed that a rewrite of the Conclusions and Recommendations chapter of the report could well be incorporated in this letter of transmittal to the Council. He pointed out that this chapter contained several corollary recommendations which should be incorporated in the letter to the Council, and the Commission voiced no objection to these. The Commission's action, however, prohibited the release of the entire report as prepared by the staff.

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PLANNING DIRECTOR'S REPORT

Mr. Woodward reported that Mr. Frost, our Zoning Supervisor, has submitted his resignation from the staff, effective on June 24. He added that Mr. Frost will commence work with the Bureau of Municipal Research shortly after leaving here. He pointed out that the loss of Mr. Frost's services will be felt by the Planning Commission as well as the staff itself.

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Meeting adjourned 5:10 p.m.

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Charles E. Woodward
Planning Director

DDC/CEW:lmk

STATUS OF WORK
JULY 14, 1960

Following is a resume of the various projects being carried on and contemplated for study by the City Planning Commission staff:

OLD BUSINESS

St. Johns Area. The comprehensive planning analysis for the St. Johns area, adopted by the Planning Commission on April 28, 1959, will soon be transmitted to City Council. The new letter of transmittal, which was approved by the Planning Commission on April 19, 1960, has been printed and is ready to be bound into the report. Upon adoption by the City, the report will be available for distribution.

Economic Prospects. The Planning Commission adopted this report with modifications on July 21, 1959. It is now being reviewed by the Planning Director for possible further revisions. The changes recommended by the Planning Commission have been retyped and, unless there are further revisions, the study is ready to be partially reprinted and then transmitted to the City Council. It is estimated that three man weeks will be required to complete and assemble this report.

Land for Schools. On February 13, 1958, the City Planning Commission adopted the school report which contained an analysis and recommendations covering the schools situated in the Southwest and North Sections of the Portland School District. At that time, staff proposals were made on schools in the remaining sections of the district. A rough draft has been prepared on the analysis of the Northeast, Southeast, Northwest, and Riverside Sections of the City. This material, after review by the Schools and Parks Committee, can be printed, assembled, and transmitted to the School District. Approximately eight man weeks will be required to complete this report.

Hillsdale Shopping Center. The draft of this report has been completed with the exception of some design and cost data which will be obtained from the State Highway Department staff. The report will then be submitted to the Streets Committee, the Hillsdale merchants and the Highway Department for their review and recommendations. It is estimated that four man weeks will be needed in order to publish this report.

NEW BUSINESS

Zoning Administration. The new Zoning Ordinance is being reviewed and recommendations will be prepared for amending the text to facilitate zoning administration. The staff is also analyzing the administrative procedures that are currently being used by the Zoning Division in an effort to streamline this work and to develop a better system of record keeping.

Urban Renewal Studies. The staff currently is preparing a report to be submitted to the Urban Renewal Committee of the Planning Commission on the following matters:

1. Review of the content of previous urban renewal surveys conducted by the City Planning Commission, including the Clark-Coleman studies completed in July, 1959.

2. An interim analysis of the location and extent of residential blight in the City using readily-available information which has been recorded by Census Tract.

3. A resume of the various Federal aids available for conducting new city-wide, neighborhood, and specific project surveys and programs.

4. A statement to more clearly define the roles of the Portland Development Commission and City Planning Commission in preparing renewal surveys, programs, and projects.

5. A time-cost estimate and work outline for a fully comprehensive community renewal program for the City.

Approximately three man weeks will be required to complete this work.

West Central Area Trafficways. Further study of the location and effect of ingress-egress facilities for the Stadium Freeway is underway.

Central Area Study. A comprehensive study of the City's central area will soon be undertaken which will embrace future land development proposals as well as recommendations on pedestrian and vehicular circulation and auto and mass transit terminal facilities.

Comprehensive Development Plan Review. The Comprehensive Development Plan, adopted by the Planning Commission in 1958, will be reviewed and recommendations will be prepared for any changes or additions which are believed necessary to update and add to the plan. It will also be reviewed as to how it can be made more effective in guiding community development. These steps are proposed in order that the Comprehensive Development Plan shall, at all times, be current with the needs of the City of Portland and be readily understood and used by the City Council, City Commissioners, bureaus, boards, and commissions as a guide in making decisions regarding the physical development of the City of Portland.

Preparation of Long-Range Work Program. The City Planning Commission's long-range work program, adopted in April, 1953 and revised July, 1958, will be reviewed and updated.

Capital Improvement Programming. It is planned that a study will be made outlining the need for, and the ways and means of, inaugurating a long-range capital improvement program. Such a program will list those public improvements necessary to carry out the objectives of the Comprehensive Development Plan according to a priority schedule related to the financial capacity of the community.

CONTINUING BUSINESS

1. Zoning

2. Streets

3. Schools and Parks

4. Other Referrals

RO:lmk
PCPC
7-14-60

STATUS OF PERSONNEL
JULY 14, 1960

At this time, there are three vacancies on the staff; also, at the end of the summer, two other staff members will be leaving. These present vacancies and contemplated vacancies are outlined below:

Zoning Supervisor:	Applications will soon be accepted for this position. The closing date will be about August 15, 1960 and it is hoped that a Zoning Supervisor can be at work by October 1, 1960.
Planning Assistant:	Owing to a $5,000 reduction in the final Planning Commission budget, the filling of this position probably will be held up until the fall of 1960.
Stenographer-Clerk:	Also due to the reduction in our budget, this position will probably not be filled until late 1960 or early 1961.
Senior Stenographer-Clerk:	Lois Kaplan will be leaving this position about the end of September, 1960. This is a key position in the office and it is desired that a replacement be hired by the 1st of October.
City Planner:	Ken Erickson will leave this position at the end of the summer. It is desired that a replacement be hired in October, 1960.

RO:lmk
PCPC
7-14-60

Metropolitan Planning Commission

FACTORS RELATIVE TO THE POPULATION OF METROPOLITAN PORTLAND

10

WITH PARTICULAR REFERENCE TO THE DECLINE IN POPULATION IN THE CENTRAL CITY AND THE GROWTH IN POPULATION IN SURROUNDING AREAS

The purpose of this report is to evaluate the 1960 U. S. census estimates for counties in the Portland Metropolitan Area, to explore some of the reasons underlying the slight decline of population within the city limits of Portland, and to examine some trends in other statistics which might, at a first glance, appear inconsistent with this decline in the central city's population.

Metropolitan Growth Up to Expectations

Emphasis on the decline in population within the legally defined city limits of Portland has tended to obscure the fact that, in the Portland Metropolitan Area as a whole, population has grown rapidly since 1950.

	1950	1960	% Change 1950-1960
Portland, inside city limits	373,628	371,000	-.7
Multnomah County outside Portland	97,909	149,600	+53
Clackamas County	86,716	112,400	+30
Clark County	85,307	92,200	+8
Washington County	61,269	91,900	+50
Total, Portland Metropolitan Area	704,829	817,100	+16

The actual 1960 count in the Metropolitan Area just equalled the estimate for April 1960 made last year by the Metropolitan Planning Commission, which predicted a 1960 range from 824,000 to 810,000, with 817,000 the medium or most likely figure. That estimate was based upon data for births and deaths since 1950, plus a factor for net migration based upon changes in school attendance and in employment.

While pre-1960 estimates of the distribution of population among the individual counties were not quite as accurate as the prediction for the Metropolitan Area as a whole, they were fairly close in regard to Clackamas and Washington Counties.

	Clackamas	Washington	Clark
Oregon State Board of Census, Est. for July 1959	113,100	97,100	--
Portland City Plan.Comm., Est. for 1960, made in 1956	108,000	86,000	96,000
Metropolitan Plan.Comm., Est. for 1960, made in 1959	111,900	93,900	97,900

In the case of Multnomah County, predictions underestimated the extent to which population had shifted from within the city limits of Portland to the areas surrounding the city.

Decline of Population within City Limits

Even before release of the 1960 U. S. census figures, there were indications that previous estimates for Portland's population were too high. The State Board of Census dropped its estimate for the City from 412,000 in 1957 to 405,000 in 1959. The lack of basic statistical information has been an obstacle in making past estimates, but, during the past two or three years, a statistical groundwork has been laid which should help make future estimates more accurate.

The Increase in Enrollment in School District No. 1

Enrollment in School District No. 1 was 50,776 in 1950 and 72,546 in 1960. However, part of School District No. 1 lies outside Portland's city limits. It is

estimated that about 5,200 of the 21,770 increase since 1950 represents students living outside the present city limits, leaving about 16,500 more students in the City in 1960 than in 1950. To explain why that increase is not inconsistent with Portland's 1960 census count, it is necessary to examine the age distribution of the total population. In 1950, school enrollment was lower than normal because of the fact that those born during the 1930-1940 period, when birth rates were far below average, had moved up into the school age bracket. In 1960, that same relatively small group had advanced to the bracket aged 20 to 30, while the large group of births during the 1940-1950 "baby boom" had advanced into the school age brackets. Based on these shifts in the age distribution of the population, one would have expected an increase in school enrollment from 1950 to 1960 just about equal to the 17,000 increase actually experienced--without any change in total population! Thus, the school enrollment figures, far from being inconsistent, actually tend to substantiate the 1960 census figures.

The Increase in Utility Connections

Telephone and electric utility connections have increased in the Portland urban area since 1950. In the case of the Telephone Company, however, its Portland district includes exchanges that extend east to Gresham, south beyond Milwaukie and Oswego, and west into Washington County, so that increases in its connections are not related to population changes within the city limits. Electric connections to separately-metered residences within the city limits increased about 12,500 from 1950 to 1960. This is the total for both electric companies. It does not include in either 1950 or 1960 those multi-family dwelling units served by a single meter. The increase appears to be consistent with the increase in dwelling units, discussed in the next section.

In the case of water connections, the statistics provide some rough indications as to population, but even here there is no exact correspondence between the increase in the number of meters and the change in population within the city limits. The Water Bureau divides its meter connections into two categories: (1) those meters owned by the City, and (2) privately owned meters. The bulk of the meters fall in the first category, which includes the meters for nearly all single-family residences within the city limits. These meters totalled 97,919 in 1950 and 110,835 in 1959, an increase of 12,916. Data for 1960 are not yet available. In the second category (meters privately owned), there were 5,207 meters in 1950 and 6,326 meters in 1959. This group includes houses outside the city limits served directly by the Water Bureau and also all meters, whether in or out of the City, over one inch in size. The meters over one inch in size serve apartment houses and commercial and industrial establishments. However, it is not possible to tell how many of the meters in category two are inside the city limits, how many serve apartment houses or how many dwelling units are supplied by single meters serving apartment houses. Insofar as the statistics on water meter connections have any bearing on population estimates, they seem to confirm roughly the trend in dwelling units discussed in the next paragraph.

The Increase in Dwelling Units

There were 131,413 dwelling units within the city limits in 1950. The Portland City Planning Commission estimates, on the basis of annexations, building permits and demolitions, that there are 144,000 in 1960, and indications are that the U. S. Census will show approximately the same number. The fact that these two sources arrived at a similar figure by totally different methods is a strong corroboration of the 1960 census count. There are about 12,580 more dwelling units inside the city limits in 1960 than in 1950.

The Decline in Persons per Dwelling Unit

Dividing total population by total number of dwelling units in the City gives a ratio of 2.84 persons per dwelling unit in 1950 and 2.59 in 1960. This indicated drop in the number of persons per dwelling unit is just about sufficient to explain the difference between earlier estimates of Portland's population and the actual census count. That is, the number of dwelling units in 1960 (144,000) multiplied by the 1950 factor for persons per dwelling unit (2.84) would give a population of 408,960.

Reasons for the Decline in Persons per Dwelling Unit

In the section on school enrollment, it was pointed out that a larger proportion of the total population is of school age now than in 1950, which would seem to indicate an increase in persons per dwelling unit occupied by parents and school-age children. But that tendency has been more than offset by the following factors, which have pulled down the average number of persons for all dwelling units:

1. More Multi-Family Dwelling Units. A larger proportion of the City's total dwelling units are now multi-family, which typically have fewer persons per unit than single-family residences. In 1950, 37% of all dwelling units in the City were multi-family. Data for 1960 are not yet available, but City Planning Commission records indicate that 54% of all dwelling units added in the City since 1956 have been multi-family.

2. More Vacant Dwelling Units. The above data are all for total dwelling units. If there are relatively more vacant units in 1960 than there were in 1950, that would lower the average number of persons per unit. No statistics on vacancies are available, but it is not unlikely that the rate of vacancy is higher now than it was in 1950.

3. More Dwelling Units Occupied by 1 or 2 Older People. It appears likely that an increasing proportion of dwelling units are occupied by elderly people, widows or couples, living alone. For one thing, just as the age distribution of the population has changed in such a way as to increase the proportion in the age brackets under 20, so it has increased the proportion in the age brackets over 65. Not only are there relatively more elderly people, but several factors are probably enabling them increasingly to occupy dwelling units by themselves, rather than living in their children's households. Such factors include higher incomes for the elderly (whether through social security, public assistance, or private pension or insurance plans) and also improved health at these older ages.

4. More Young People Living Separately. With younger marriage and other sociological changes, it seems likely that an increasing proportion of dwelling units are occupied by couples in their late 'teens or early twenties, where the wife is working and child-bearing has been postponed. Also, many 'teenagers who are not married are moving into apartments of their own, rather than remaining with their parents. These tendencies are hard to substantiate statistically but, to the extent that such trends are present, the average number of persons per dwelling unit would be reduced.

5. Higher Rate of Divorce. The large number of divorces may well have meant an increasing proportion of households comprised of an employed divorced mother and one child. Such break-ups of the family unit tend to pull down the average number of persons per dwelling unit.

Some statistical measures of such trends as those suggested in the 5 preceeding paragraphs will become available when the final and complete results of the 1960 census are released, late in 1960 or early in 1961. Meanwhile, even though precise data are not available, it does appear clear that such trends as those outlined have combined to reduce the average number of persons per dwelling unit within the City from 2.84 in 1950 to 2.59 in 1960, sufficient to account for the slight drop in Portland's population despite the increase in dwelling units.

STAFF REPORT

Petition No. 3796

July 12, 1960
¼ Section 3632-33
3732-33

MEETING DATE: July 14, 1960

ZONE CHANGE REQUEST: R5 to C2 to permit construction of a supermarket

LOCATION: On the west side of McLoughlin Boulevard just north of the SE Bybee Boulevard overpass

LEGAL DESCRIPTION: Metes and bounds. Tax Lots 37, 39 and 41, Sec. 14, 1S 1E; TL 38, Sec. 23, 1S 1E, Moreland Block "A"

APPLICANT: Fred Meyer, Inc.

PETITION PERCENTAGE: 66%

Applicant's Proposal: The applicant proposes to erect a supermarket on a site of approximately 5½ acres. The building, measuring 170' x 390' will have a floor area of 66,300 square feet and the proposed parking lots will accomodate a total of 420 cars.

Past History: The applicant has previously attempted to secure a similar zone change, first in 1938 and then in 1950, both petitions being denied because of West Moreland opposition. The previous proposal was on a much smaller scale then the current one which is more than 4 times as large in area.

Surrounding Conditions: The property is located along the west side of McLoughlin Boulevard, an expressway, just north of Bybee Boulevard. On the south is the West Moreland City Park, on the west a tier of vacant lots owned by Fred Meyer, Inc. and the residential area of West Moreland. Across McLoughlin Boulevard to the east is the S.P.R.R. line and the East Moreland golf course.

Code Considerations: The applicant will be able to comply with code requirements if this rezoning is approved. The applicant plans to provide twice the parking required by the Code.

Relation to Development Plan: The City Development Plan proposes single-family or recreational use for the entire East and West Moreland area on either side of SE McLoughlin Boulevard in the vicinity of the area proposed for rezoning. However, this does not preclude the granting of a zone change, within this broad plan, for a limited area with peculiar development problems.

McLoughlin Boulevard is an expressway and the City Development Plan recommends future improvement of this arterial to freeway status, or complete limitation of access.

Planning and Zoning Principles:

1. Commercial zones are best located adjacent to arterials and on the margins of residential neighborhoods. This C2 Zone request is located on the margin of the Westmoreland neighborhood and is adjacent to the McLoughlin Boulevard Expressway and intersecting Bybee Boulevard. However, this entire area, both to the east and west, is in residential zoning and in single-family or recreational use, providing a good argument for continuing residential zoning.

Planning and Zoning Principles (continued):

2. Expansion of existing commercial zones is preferable to creation of new commercial zones unless there is proven need for new zones. There is a great amount of established commercial zoning and development along Milwaukie Avenue in the West-Moreland-Sellwood neighborhoods, and of M zoning and commercial development along McLoughlin Boulevard north of Reedway. There is C2 zoning and use on McLoughlin Boulevard at Nehalem. Further expansion of C2 zoning and use in those locations appears to be possible and preferable to creation of new C2 zones. Therefore, the burden of proof for the need for creating a new C2 Zone in this area should rest with the applicant.

Discussion: Although commercial development at this location would provide commercial service both to residential areas in the immediate vicinity and to areas farther away, there are important objections to rezoning to permit this use. Commercial use here would have an adverse effect on adjacent residential areas through introduction of increased traffic and would reduce traffic flow and safety on the McLoughlin Boulevard Expressway.

Traffic from the south on the McLoughlin Boulevard Expressway would have to reach this commercial zone via one of the following: a left-turn refuge lane constructed in the expressway, an expensive ramp constructed at the Bybee Boulevard bridge, or turning left at Nehalem and filtering through residential and park development. Traffic departing to the north would require one of the following: permitted crossing of southbound traffic on McLoughlin Boulevard, travel through residential areas to 17th Avenue and via 17th to McLoughlin, or construction of another expensive ramp at the Bybee Boulevard bridge. A greater traffic problem at Bybee Boulevard and 23rd Avenue would also be created.

The property in question differs from most properties in the general area because of its proximity to heavily-travelled McLoughlin Boulevard and because it is bisected by a small stream, making development difficult. For these reasons, it is unlikely that this property between McLoughlin Boulevard and SE 23rd Avenue will ever be developed for single-family use. However, this does not mean that this property must be developed for commercial use without regard for the traffic problems mentioned above. In the staff's opinion, the subject property could be developed for apartment use, benefitting both the applicant and residents in the surrounding area and maintaining McLoughlin Boulevard as an expressway.

Staff Recommendation:

Denial of C2 as requested;
Approval of A2.5 zoning for that portion of the property north of SE Glenwood

Charles E. Woodward
Planning Director

DDC:Vsr

PORTLAND CITY PLANNING COMMISSION

MAIL: 414 CITY HALL PORTLAND 4, OREGON OFFICE: 424 S.W. MAIN STREET • CAPITOL 8-6141

J. H. SROUFE, President
CHARLES McKINLEY
H. LOREN THOMPSON
GLENN STANTON
LEWIS G. PRICHARD
NEIL R. KOCHENDOERFER

WILLIAM A. BOWES,
Commissioner, Department of Public Works

L. V. WINDNAGLE, Vice President
GORDON C. DUDLEY
HERBERT M. CLARK, JR.

CHARLES E. WOODWARD, Planning Director
DALE D. CANNADY, Assistant Director
FRANK N. FROST, Zoning Supervisor

May 21, 1960

Members of the
City Planning Commission
City of Portland, Oregon

Gentlemen:

Transmitted herewith for your review is a preliminary copy of the Sunset-Stadium Freeway report. All written materials of the report are included except the Conclusions and Recommendations chapter which is still under preparation. Many of the illustration plates are still in rough form only.

The report has not yet been reviewed or approved by the Streets Committee, but the Committee has scheduled consideration of the report for its meeting on Tuesday, May 24, 1960. Revisions and the final illustration plates will be sent to you prior to the meeting of the entire City Planning Commission. This meeting is scheduled for Tuesday, May 31, 1960.

Respectfully submitted,

Charles E. Woodward

Charles E. Woodward
Planning Director

DC:w

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INTRODUCTION

CONCLUSIONS AND RECOMMENDATIONS

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- Need for Sunset-Stadium Freeway
- Relation to West Central Area
- Can the Sunset-Stadium-East Bank Freeways Function as an Inner-Distributor Loop?
- Freeway Routes Must be Co-ordinated with Community Planning

VALUE AND IMPACT

- Basis of Route Selection
- Small Cost Differential Between Alternate Routes
- Evaluation of Impact on West Central Area

DOWNTOWN

- Expansion of Downtown Unhindered by Either Route
- Relation of Freeway Routes to Downtown Parking Facilities
- Traffic Service to Downtown

SOUTH CENTRAL SECTION

- Planning Considerations
- South Auditorium Project Area
- 4th-Broadway Area
- Portland State College

SOUTH CENTRAL SECTION (Continued)

South Park Blocks

Westpark and Cardinell Heights

NORTH CENTRAL SECTION

Relationship of Stadium Freeway to Proposed Industrial Freeway

Stadium Freeway Alternatives and Traffic Service

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INTRODUCTION

As part of the National System of Interstate and Defense Highways, a freeway loop is being developed to facilitate the circulation of traffic in the West Central Area of Portland. The East Bank Freeway, the Fremont and Marquam Bridges, and the Stadium Freeway comprise this loop. While the official title for the freeway that will be located in the West Central Area is the 'Stadium Freeway' or Interstate Route #405, in this report it is referred to as the 'Sunset-Stadium Freeway'. The Oregon State Highway Department Technical Report No. 59-3 refers to the two sections of this route as Units I and II. In this report, these two sections are referred to as the 'Sunset' and 'Stadium' Freeways, respectively.

The Planning Commission's purpose in this report is to present a comparative analysis of the suitability of various routes being considered for the Sunset-Stadium Freeway. This analysis consists of an appraisal of the relationship of the freeway facility to overall development -- to other traffic arterials and public and private land development. The long-range social and economic impact of freeways is given consideration as well as the traffic service functions.

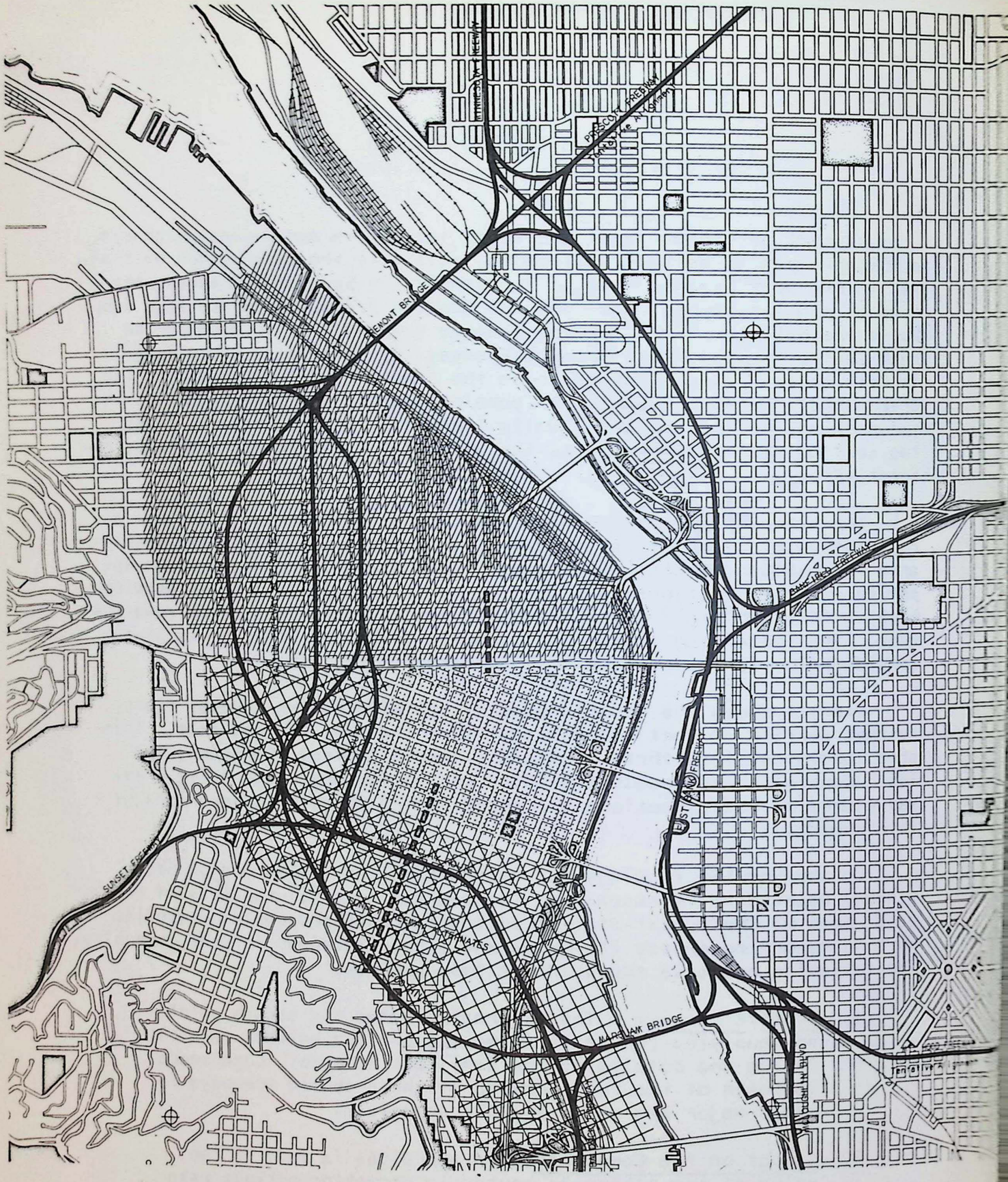
Plate I shows the relationship of the alternative freeway routes to that portion of Portland designated as the West Central Area. This area is divided into three sections -- North Central, Downtown, and South Central. The possible effects of the various alternative freeway routes on these sections are described in three major sections of this report.

To analyze the findings and recommendations of the Oregon State Highway Department in respect to the overall needs of the City of Portland, each of the Sunset-Stadium alternate route proposals is studied in this report to assess its value and appropriateness for the community. The following criteria are used for this purpose:

1. Traffic Service. The alternate routes and access points are analyzed for value in moving traffic between uses both inside and outside of the West Central Area. Cognizance is taken of the relationship of the proposed freeways to other major and minor traffic arterials.

2. Impact on the Community. An appraisal is made of the value of the alternate routes in promoting optimum uses of land in the West Central Area. The amount of land utilized, the immediate impact on neighboring development, and the characteristics of the uses removed are reviewed.

All traffic estimates stated in this report were made by the Portland City Planning Commission unless otherwise noted. The Oregon State



SECTIONS OF WEST CENTRAL AREA AND FREEWAYS

PLATE I

North Central Section

Downtown

South Central Section

Scale: 1" = 2400'

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COMMISSION
1960

Highway Department and the City Bureau of Traffic Engineering have also made estimates of future traffic that will be destined to and from the West Central Area. While all three show the same general trend, there are important differences that should be explained. The Oregon State Highway Department has estimated that traffic destined to and from Downtown in 1975 will be double the 1958 traffic flow. This is considerably higher than the estimates by either the City Bureau of Traffic Engineering or the Planning Commission. The City Bureau of Traffic Engineering has assumed a continuation of the existing traffic trend with a slight increase in the capacity of Downtown streets and parking facilities. In numerical terms, this is expressed as a 30 to 40 per cent increase over existing traffic volumes. The Planning Commission's estimates are based upon a projection of vehicle trip desire patterns[1]. This assumes that, by 1975, certain major improvements in parking facilities and vehicular circulation will be in effect in order that the public who will desire to come Downtown can be accommodated. The vehicle trip desire pattern projection to 1975 assumed the completion of the Lloyd Center in accord with current plans.

This report does not investigate the Fremont Bridge height question nor the proper location for the proposed Industrial Freeway in the Northwest section. However, both questions have considerable bearing upon the selection of a route for the Stadium Freeway and the selection of points of access to and from the Stadium Freeway. These questions will need to be studied in the near future.

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[1] Portland City Planning Commission, Trafficways Plan - Vehicle Trip Desire Patterns, August, 1956.

TRAFFIC SERVICE

NEED FOR SUNSET-STADIUM FREEWAY

Criteria for Establishing a Freeway

To provide for orderly auto transportation that will adequately serve various land uses, and to insure a logical pattern of community development, it is necessary to establish a differentiated system of streets. The checkerboard or gridiron pattern with each street of equal width, carrying all forms of traffic, cannot function adequately because of conflict between local and through traffic when using the same streets.

In its 1955 report "Freeway and Expressway System, Portland Metropolitan Area", pages 15-38, the Oregon State Highway Department pointed out that the city's present major highway network needed to be extended or expanded and adequately co-ordinated with a freeway and expressway system in order to serve an anticipated increase in traffic and to ease present congestion. It was suggested that congestion could occur and the normal growth of Portland be retarded if such an expanded system were not developed. The report noted that, as early as 1941, such congestion was taking place with respect to ingress and egress from the Central Business District.

Nine of the thirteen major trip desire lines illustrated in this 1955 report were radials from Downtown. The diagram and accompanying traffic projections substantiated the need for new major traffic arterials radiating from the Central Business District.

An important element of a complete major highway system is the development of circumferential, loop, or belt highways connecting the radial routes. An inner loop or large traffic interchange around the Central Business District, where the greatest amount of traffic terminates, is a main feature of the circumferential pattern.

There is a special need to differentiate streets as to function within the central area of Portland. An inner loop freeway facility will free the surface streets of through traffic and also effectively distribute traffic destined to the various sections of the Central Business District.

Previous Plans

The development of a new major east-west traffic artery south of Portland's Central Business District and a similar north-south facility to the west, as portions of an inner loop, has long been desired and suggested in various plan proposals for the West Central Area. The 1943

Moses report "Portland Improvements" related the need for "clearing the city streets on the west side of as much of the through (by-pass) traffic as possible" and to develop a facility "as close as practicable to the business and industrial areas". In April, 1952, the Planning Commission published "A Plan for Northwest Portland", which depicted a proposed major trafficway system in the West Central Area which included the above mentioned traffic arterials. The Planning Commission, in February, 1954, adopted a "Tentative Plan", a comprehensive plan of existing and proposed trafficways and major commercial, industrial, institutional and recreational areas. This plan also illustrated the recommended development of new major traffic facilities at the periphery of the Central Business District. The Oregon State Highway Department's 1955 report "Freeway and Expressway System, Portland Metropolitan Area" contained proposals for a Clay-Market route for the Sunset Freeway (the Harbor Drive on-off ramps portion of this scheme was constructed) and an 18th-19th alignment for the Stadium Freeway. The Comprehensive Development Plan adopted by the Planning Commission in 1958 proposes a Clay-Market Sunset Freeway facility and an 18th-19th to Burnside and 15th-16th to the Fremont Bridge alignment for the Stadium Freeway facility. The need for this freeway loop to serve the Central Business District is well recognized; its best location and points of access still need to be determined.

RELATION TO WEST CENTRAL AREA

Traffic Generation

The West Central Area, in which the Sunset-Stadium Freeway is located, is the origin or destination of 14 per cent of all vehicle trips, not including mass transit, within the Portland urban area. To illustrate the traffic problem involved, this area constitutes approximately .4 of 1 per cent of the urban area. Within the area are the principal traffic generators -- the retail, office, commercial, and industrial service establishments -- of the Portland urban area. The Sunset-Stadium Freeway will serve as principal distributor of traffic to the West Central Area.

Local Traffic

1975 traffic volumes that would use a Sunset-Stadium route for entering, leaving, or by-passing the West Central Area are illustrated on Plates 3 to 6. Summarizing totals from the four radial freeway approaches, by City Planning Commission estimates, 39 per cent of the above traffic will travel to or from the West Central Area. The State Highway Department estimates a somewhat higher proportion (52 per cent). The 39 per cent figure may be apportioned 8 per cent to North Central, 27 per cent to Downtown, and 4 per cent to South Central.

Through Traffic

It is estimated that only a little more than 1 per cent of the 170,000 vehicles per day using the Sunset-Stadium Freeway will be inter-city or

through by-pass traffic, such as between Beaverton and Gresham. Therefore, this traffic has been included with local by-pass traffic in this study.

By-Pass Traffic

Sixty-one per cent of vehicles using the Sunset-Stadium Freeway will be by-passing the West Central Area. One-fourth of this local and through by-pass movement will be east-west between Canyon Road and Marquam Bridge. Practically all of the heavy north-south by-pass traffic, however, will prefer the Marquam Bridge-East Bank Freeway route. Plate 6 shows another local by-pass flow of significant proportion between the Northwest industrial area along St. Helens Road and Front Avenue and areas south, southeast, and southwest of the West Central Area. It will make little difference to the 61 per cent by-pass traffic using the Sunset-Stadium Freeway which route combination is selected. Variations in length from one to two-tenths of a mile will not materially affect travel time. All alignments meet Federal interstate standards for safe and expeditious traffic flow and have virtually the same major interchanges for radiating trafficways.

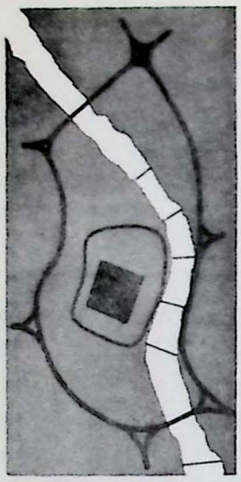
Choice of Route

With all proposed routes adequately serving by-pass traffic, the only traffic that can benefit from selection of a particular route is the traffic that travels to and from the West Central Area of Portland. Since Downtown accounts for three-fourths of the origins and destinations within the West Central Area, the route giving the greatest service to Downtown, as part of a comprehensive plan for central area development, will be the route best serving the general welfare of the community as a whole.

CAN THE SUNSET-STADIUM-EAST BANK FREEWAYS FUNCTION AS AN INNER-DISTRIBUTOR LOOP?

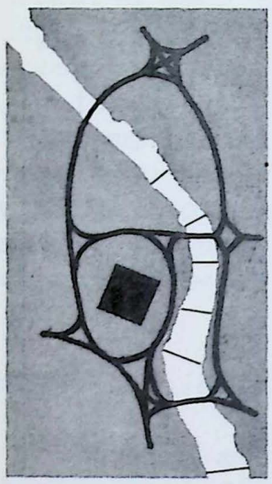
The main function of the Interstate System is to connect the major metropolitan areas of the United States by a system of freeways. The Interstate System also will provide many medium to large cities with outer by-pass circumferential routes.

An inner-distributor loop is a recent major improvement in urban highway development designed for distribution of traffic to and from a Central Business District. It is the most expensive element of an urban freeway network. Many cities, for various reasons, do not have, nor plan to develop, an inner-distributor loop. Yet, according to Horwood and Boyce, "Studies of the Central Business District and Urban Freeway Development", the Interstate Highway System will provide an inner-distributor loop, or some portion thereof, in about 20 cities. Columbus, Boston, Detroit, Cleveland, and Los Angeles will have complete inner-distributor

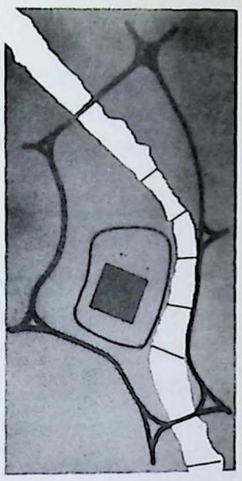


Foothills and 15th-16th (elevated) routes and the inner-distributor loop

The 18th-19th and 21st-22nd routes are comparable to the 15th-16th (elevated) in distance from the core.

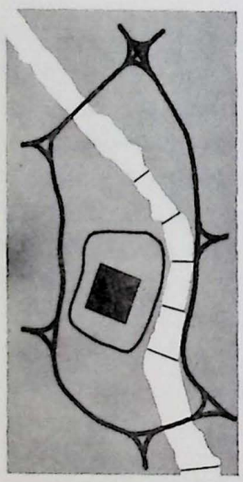


Hypothetical freeway inner-distributor loop

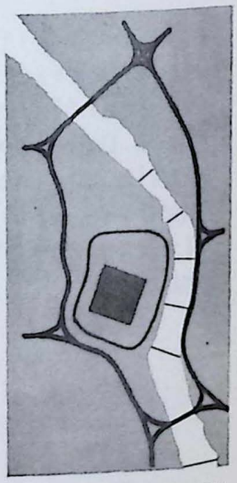


Clay-Market and 15th-16th (elevated) routes and the inner-distributor loop

The 18th-19th and 21st-22nd routes are comparable to the 15th-16th (elevated) distance from the core.



Foothills and 15th-16th (depressed) routes and the inner-distributor loop



Clay-Market and 15th-16th (depressed) routes and the inner-distributor loop

THE FREEWAY LOOP, INNER-DISTRIBUTOR LOOP, AND DOWNTOWN CORE

PLATE 7

0 4000 8000
FEET

FREEWAY

INNER-DISTRIBUTOR

CORE

PORTLAND CITY PLANNING COMMISSION

1960

loops as part of the Interstate System. Kansas City, Houston, and Washington, D.C. will have partial loops, while most of the other cities will have only intersecting radial routes near the Central Business District as part of the Interstate System.

The Sunset-Stadium-East Bank Freeway in Portland, which will be part of the Interstate System, is a loop encircling the busy central area. The question naturally arises as to what degree it should serve local traffic needs. As stated earlier, the selection of a particular route must be made on the basis of service to the West Central Area because the choice of a route for the Sunset-Stadium Freeway will have little effect on by-pass traffic.

The Sunset-Stadium Freeway must be integrated with other arterials in the area and must be so located so that it will complement rather than adversely affect existing and future land use in the area. Route selection must not be made only on the basis of highway alignment and acquisition and development costs.

To determine how well Portland's Interstate System loop will function as an inner-distributor loop, it is necessary to analyze the characteristics of such a loop.

Characteristics of the Inner-Distributor Loop[1]

Ideally, an inner-distributor loop must encircle the busy downtown area of a city and carry heavy volumes of traffic between the core of the Central Business District and freeway radials connecting with various segments of the city. It must also provide a by-pass route for cross-city traffic. Desirably, the loop should avoid highly valued land, yet be close enough to the core to provide easy access to parking areas adjacent to the core.

Access to and from the loop should be from the ramps closest to the parking facility in order to keep through traffic out of the core and minimize traffic conflicts and congestion on streets within the core and its periphery. The inner loop is designed to supply access to the core throughout its perimeter. Complete circulation around the core is essential because some ramps probably will be unusable at times due to accidents or congestion beyond the ramp. Also, some traffic probably will be unable to weave into the desired lane for off-ramp approach and must continue around the entire loop to be in the proper lane to get off on the desired ramp.

A complete loop permits convenient access to and from the distributor without the necessity of driving through the core. Inbound traffic will not necessarily enter the inner-distributor loop at ramps closest to the point of destination. The reverse is true for outbound traffic.

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[1] Horwood and Boyce, Studies of the Central Business District and Urban Freeway Development, pp. 104-107.

If the inner loop is too large, either long access ramps to the core are required to reach destination points or parking lots, or freeway traffic must filter through congested streets for some distance before reaching these destinations.

Too small a loop reduces the possible number of access ramps because of the spacing requirements for ramps, thereby limiting the amount of traffic which can be deposited in the core. Individual ramp distributors are major factors in determining the size and shape of the inner loop. Assuming a design speed of 40-50 m.p.h. and an average running speed of 35-40 m.p.h., successive ramp terminals cannot be closer than about 450 feet according to the American Association of State Highway Officials.

Too small a loop also limits the amount of available parking within the loop or cuts into overly expensive land.

Sunset-Stadium-East Bank Freeway Loop As an Inner Distributor

The Oregon State Highway Department, in its "Stadium Freeway Report" of January, 1960, has presented two proposals for a Sunset Freeway and four for a Stadium Freeway. The Sunset Freeway proposals are a Foothills route and a SW Clay-Market Street route, both depressed. The Stadium Freeway proposals are a SW 15th-16th Avenue route (depressed), a 15th-16th Avenue route (elevated), an 18th-19th Avenue route (elevated), and a 21st-22nd Avenue route (depressed).

The two alternative proposals for a Sunset Freeway and four alternative proposals for a Stadium Freeway provide eight possibilities for the Sunset-Stadium Freeway. However, for analysis with respect to Portland's Downtown, certain combinations (Plate 7) can be considered simultaneously because their relationship to Downtown will be similar.

The Oregon State Highway Department report shows proposed connections between all alternate routes except for a Clay-Market and 15th-16th (depressed) connection. Although not included in their report, this route appeared to be one which should be investigated. Our study, while not made by a highway engineer, indicates that such a route, and connection, is feasible and should be studied by the Oregon State Highway Department if its service possibilities seem to justify it. (See description of this connection in Appendix.)

Analysis of the proposed Interstate System loop shows that access to and from the core is limited. Access to the core from the East Bank Freeway would be via the Morrison Bridge and only for traffic from the north and northeast portions of the city. Traffic entering in a clockwise direction around the entire loop and departing in a counterclockwise direction would have three additional points of access to and from the Central Business District with a Clay-Market route and four additional with a Foothills route, plus one more if the 21st-22nd route were

used. Traffic entering in a counterclockwise direction around the entire loop and departing in a clockwise direction would have only three points of access to and from the Central Business District, plus one more exit if the 21st-22nd route were used; no access to the Morrison Bridge is provided. Ideally, there should be at least eight points of access to and from an inner-distributor loop located at approximately equal distance from the core.

The loop formed by the Sunset-Stadium Freeway and East Bank Freeway does avoid highly valued land and would keep by-pass traffic out of the core, but it does not serve as an adequate inner distributor of local traffic. The East Bank-Sunset-Stadium routes form too large a loop and generally are located too far from the core to provide easy access to parking areas along the periphery of the core. The East Bank Freeway is a particularly poor location with respect to parking areas along the periphery of the core because only one means of access (the Morrison Bridge) is available. The Foothills route and 15th-16th (elevated) route, or 18th-19th or 21st-22nd routes, are located too far from the core, and freeway traffic would be required to filter through congested streets for some distance before reaching parking facilities near destinations in the core. The Clay-Market route or a 15th-16th (depressed) route would sharply reduce the distance from the freeway to parking lots on the periphery of the core.

The Sunset-Stadium Freeway and East Bank Freeway follow a circular path around the central area, but access to the core from the loop would not be available throughout its perimeter (note number of access points discussed above). This would necessitate much filtering through congested areas for traffic moving to and from freeway ramps and parking destinations. Traffic leaving the core might choose to filter through the core rather than traverse a large arc on the loop to reach a particular freeway radial. Assuming free flow of traffic at approximately 35 miles per hour, it would take 10-12 minutes to complete the loop.

The Inner-Distributor Loop Around the Central Business District

In 1952, the Portland City Planning Commission proposed ("Bus Transportation in Downtown Portland", December, 1952) that a freeway loop be constructed around the Central Business District. The loop was to include existing Harbor Drive, a depressed freeway between SW Market and Clay Streets, a depressed freeway between SW 13th and 14th Avenues, and an elevated freeway on NW Glisan or Everett Streets connecting with the Steel Bridge. This plan also includes a larger freeway loop that roughly corresponds to the Sunset-Stadium-East Bank Freeway loop.

In the Comprehensive Development Plan adopted in 1958, the loop around the Central Business District was no longer a freeway in its complete circuit; Glisan and Everett Streets completed the loop as a one-way couplet.

This loop within a loop would be ideal for service to Downtown if it were built as a freeway with freeway connections to the Sunset-Stadium Freeway. However, the cost of such a facility would probably be too great for the City of Portland to bear within the foreseeable future.

A more practical and immediate scheme appears to be the development of a circular one-way couplet following the general route noted above. Certain design elements, such as a Harbor Drive connection to Glisan and Everett and a Harbor Drive connection to Market and Clay or SW Columbia and Jefferson, would have to be solved. Street widening, channelization, synchronizing of lights, and closure of some cross streets are examples of the traffic engineering measures that may be necessary to make this one-way couplet a high capacity inner-distributor loop. Development of the loop would have to be integrated with planned future development of the core, the Downtown, and the entire West Central Area.

The inner-distributor loop proposal by the Planning Commission would avoid too highly valued land, yet be close enough to the core to provide easy access to parking areas adjacent to the core. It would provide complete circulation around the core and would help keep through traffic out of the core. Access to and from the core could be supplied throughout the perimeter of the loop.

This loop would be large enough in circumference to permit development of the connections necessary to handle traffic entering and leaving the periphery of the core. On the other hand, it would not be so large as to necessitate long access routes to the core or filtering of traffic for some distance on congested streets.

However, the current major question is: which alternatives for the Sunset-Stadium Freeway can best function with this proposed one-way couplet that can form an inner-distributor loop?

The effectiveness of this inner loop would depend, to a considerable extent, on the location of and access to the Sunset-Stadium Freeway (Plate 7). Interchange of traffic between the two loops is essential to the usefulness of both the Planning Commission's proposed inner-distributor loop and the Sunset-Stadium Freeway as a principal distributor to the central area. The final design and location of freeway access ramps need to be worked out in close co-operation between the City of Portland and the Oregon State Highway Department.

With any location of the Sunset-Stadium Freeway, the full utilization of Front Avenue and Harbor Drive should not be overlooked. With adequate connection with the Sunset Freeway and sufficient grade-separated crossings for northbound traffic, this route can provide exceptionally convenient access to the peripheral parking areas on the east side of the core.

In analyzing the alternatives (Plate 7), it is immediately apparent that the Foothills and 15th-16th (elevated), or 18th-19th or 21st-22nd, routes have a similar locational relationship to the proposed inner-distributor loop and the parking lots adjacent to the core. Both routes are some distance away from them.

If the Foothills or 15th-16th (elevated), or 18th-19th or 21st-22nd, routes are selected for the freeway, longer traffic connections between the freeway and the inner-distributor loop will have to be developed for good access to and from the parking areas adjacent to the core. These traffic connections would be along Market and Clay Streets, SW 12th and 13th Avenues, and SW 4th-5th-6th-Broadway from the Foothills route. On a 15th-16th (elevated) route, or 18th-19th or 21st-22nd route, access would be from ramps at Everett Street.

Analysis of the diagrams also shows that the Clay-Market and 15th-16th (depressed) routes have a similar locational relationship to the proposed inner-distributor loop, the core, and parking lots adjacent to the core. Both routes are located on the alignment proposed by the Planning Commission for the inner-distributor loop.

If the 15th-16th (depressed) route is selected for the freeway, location of the Planning Commission's proposed inner loop couplet would probably be along SW 11th-12th Avenues, just inside the freeway loop. If this freeway route is selected, interchange of traffic between the two loops should be accomplished effectively in the short distance between the couplet and the freeway. The same would be true of the Clay-Market route and the one-way couplet on SW Columbia-Jefferson Streets.

The primary problem with both the Clay-Market and 15th-16th (depressed) routes is the possible congestion on cross streets carrying traffic to and from the freeway ramps. The Foothills and 15th-16th (elevated), or 18th-19th or 21st-22nd, routes will not present this problem near the ramps, but it will be even greater near Downtown.

The best argument that can be advanced in behalf of either a Foothills or 15th-16th (elevated), or 18th-19th or 21st-22nd, route is that it will encircle all, or almost all of, the Central Business District and provide better access to more outlying areas of the Central Business District's periphery. However, a 15th-16th (depressed) route or a Clay-Market route, being a depressed route bridged by local streets throughout, will present no barrier to traffic between portions of the periphery on either side of the route.

It appears that the Planning Commission's inner-distributor loop can best complement the distribution function of the Sunset-Stadium Freeway if a Clay-Market and 15th-16th (depressed) route or a Foothills and 15th-16th (depressed) route is selected.

FREEWAY ROUTES MUST BE CO-ORDINATED WITH COMMUNITY PLANNING

Existing Plans

Portland's Comprehensive Development Plan, devised by the City Planning Commission, contains general land use and trafficway development proposals covering the entire community. Most of this recommended development pattern has been formulated over a period of years, and proposals are well correlated. In the course of preparing various detailed studies of plan elements of the West Central Area, land use and trafficway proposals for that area of the city have been further established and substantiated. The Clay-Market and 15th-16th elevated routes are shown on the City's Comprehensive Development Plan, and both separate different types of land development and offer access on each side of the facility. The City's new Zoning Ordinance, twelve years in preparation and review by public agencies and civic organizations, reflects the pattern of land use evolved in these Comprehensive Development Plan studies.

With the objective of providing convenient access to the Central Business District, located in the West Central Area, certain principles were formulated by the Planning Commission in its 1952 report "Bus Transportation in Downtown Portland" to guide development in that area. These included:

1. Office buildings and other enterprises should be considered as one large market place or core in which travel is primarily on foot.

2. Surrounding this core should be a ring of off-street parking structures designed primarily for self-parking and to serve the short-term parker.

3. Traffic should be distributed to these facilities as directly as possible from the expressways (or freeways) which encircle and by-pass Downtown.

4. Vehicular traffic within the core should be noticeably reduced, giving more space for transit buses, delivery trucks, taxis, and emergency vehicles.

5. Congestion in the streets must be solved by separating conflicting types of traffic.

These planning premises are still as valid as they were eight years ago. Similar principles have been embodied in downtown plans for many major cities in the nation. These same basic ideas have also been incorporated in the development of large regional shopping centers throughout the country.

Revision of Comprehensive Development Plan

Certain principles have been enumerated upon which the Planning Commission based some of its trafficway and land use proposals contained in the City's Comprehensive Development Plan. In the Planning Commission's intensive survey and planning of the South Auditorium Project Area, freeway location and relationship to other traffic arteries were considered. The final project plan, after a year and a half formulation at a cost of $140,000, was adopted by the City Council and Housing and Home Finance Agency. The latter agency required that the proposed plan of circulation and land use be an integral part of a Comprehensive Development Plan for the community.

The City's Comprehensive Development Plan is not intended to be rigid and inflexible to new trends in urban development. At the same time, it must be of sufficient form and shape to be a realistic guide for community development. Many years of serious thinking have been put into formulation of the plan, and any major changes of plan proposals must be carefully considered in order to assess the effect on other closely related elements.

Opportunities for Plan Implementation

While considerable study has been made of some of the land area and traffic circulation problems of the West Central Area, i.e., "Bus Transportation in Downtown Portland", "Downtown Parking", reuse and trafficway plans within and near the Vaughn Street area in Northwest Portland, and the South Auditorium Urban Renewal Project south of the Central Business District, additional analysis of all the features in the West Central Area is to be undertaken by the Planning Commission.

The Interstate System freeway routes in the area are now designed in more precise detail than other equally essential features. The location of parking facilities, feeder streets to these facilities, freeway ramps and the freeway itself are so interrelated that planning for their development should be done simultaneously and co-ordinated with the development of other elements within the West Central Area and the community. The details shown on proposed alternate routes should not be regarded as final, but should be further studied in the ensuing months following route selection. The whole process of route selection, design of ramps and feeder streets, and parking facility locations could be better determined after the metropolitan transportation study and further detailed city planning studies of the West Central Area are completed. This small area of the city has by far the most serious traffic problems in the State, and the location of the freeway routes must be very carefully related and co-ordinated with the solution of local traffic problems and must recognize the potential growth of traffic generators in the West Central Area. The need to have an immediate selection of the freeway route, which will probably not be developed for several years, is deemed necessary so that the Development Commission can immediately proceed with its task of renewing a segment

of the West Central Area. There is need for close teamwork between the city planners, traffic engineers, city engineers, State and Federal highway officials and groups and agencies, such as Downtown Portland, Inc. and the Portland Development Commission, in order to evolve a detailed comprehensive development program for the West Central Area. Such teamwork is exemplified by the organization which was set up for the metropolitan transportation study.

The Downtown business interests are now organized, staffed, and desirous of improving the Central Business District of the city. The proper development of this area, including the location of freeways, would benefit everyone in the community. The fact that a number of agencies and groups are preparing development plans for various elements in the area points out the need for a co-operative effort toward a well-integrated comprehensive plan of action. The opportunity is here, as never before, for creating a better community.

Mass Transit

An improved mass transit system would not eliminate the need to develop the Sunset-Stadium Freeway segments of Portland's West Central Area freeway loop. Sigificant elements of a major urban highway system of radials and circumferentials have already been developed in the city or soon will be constructed for use by automobile and truck transportation, which is expected to continue to be an important means of circulating people and goods in Portland.

When costs to operate an automobile are equal or lower than a transit trip, the public has preferred to use automobiles because more convenience and freedom of movement was afforded. However, the private auto alone cannot furnish adequate transportation capacity and quality of service when city centers become densely developed. The costs of constructing congestion-free highway networks and related parking facilities are high, and combined transit and auto service meets the needs of the large city.

Public policy, as exemplified in the interstate freeway program, is committed to the improvement of a system of highways, rather than rail transit, within and between cities in the nation. Many transit operations are relating their activities to this policy. In the major cities in the country, express routings are being developed which utilize the city's freeway system. Such mass transit can be regarded as rapid rather than local, and speedy and convenient service has been experienced.

The high cost of equipment and maintenance precludes the development now of a rail mass transit system in Portland. Some radial rail lines do exist in the city and might possibly be utilized at some later date if central area development warranted such use. It should be noted that the capacity per hour of a single track for express subway trains is 60,000 passengers and of a freeway lane is 2,625 auto passengers.

Completion of the important Sunset-Stadium elements of the central area loop system not only is important to facilitate auto and truck traffic circulation, but can also be of equal use to an expanded express bus system if such transportation is warranted in the community.

VALUE AND IMPACT

BASIS OF ROUTE SELECTION

Relationship to Trafficway System

The Sunset and Stadium Freeways, when developed, will constitute very important elements of the trafficway system in the West Central Area. However, the total solution to the very complex traffic problems in that small but most important area will require the construction of several other major trafficways within and near the area. The selection of routes for the Sunset-Stadium Freeway should be based on how well an alignment can relate to a comprehensive trafficways system including future as well as existing highway facilities. A new freeway can best justify its large public expenditure when it is made a part of a systematic plan to efficiently circulate traffic and ease congestion and conflict. Such a well-integrated trafficway system will be of most value to the community and have the most favorable impact on the area in which it is located.

Local Considerations and the Highway User

While it is highly desirable to locate a freeway facility where it will most benefit the highway user, the impact that a freeway in a particular location may have on neighboring development must be analyzed and a route selection made which will not be detrimental to any significant cultural and land development features in the community. The following excerpt (Section 116 (b)) from the 1956 Federal Highway Act substantiates this premise:

> "It is further declared that one of the most important objectives of this Act is the prompt completion of the Interstate System. Insofar as possible in consonance with this objective, existing highways located on an interstate route shall be used to the extent that such use is practicable, suitable, and feasible, it being the intent that local needs, to the extent practicable, suitable, and feasible, shall be given equal consideration with the needs of interstate commerce."

Section 116 (c), which follows, gives further recognition to the desirability of considering local needs:

> "Any State highway department which submits plans for a Federal-aid highway project involving the bypassing of, or going through any city, town, or village, either incorporated or unincorporated, shall certify to the Commissioner of Public Roads that it has had public hearings, or has afforded the opportunity for such hearings, and has considered the economic effects of such a location."

It is mandatory, therefore, that route selection be based not only on acquisition and development costs and the alignment deemed best for the highway user, but also on whether the freeway has a positive impact on the area through which it passes and serves.

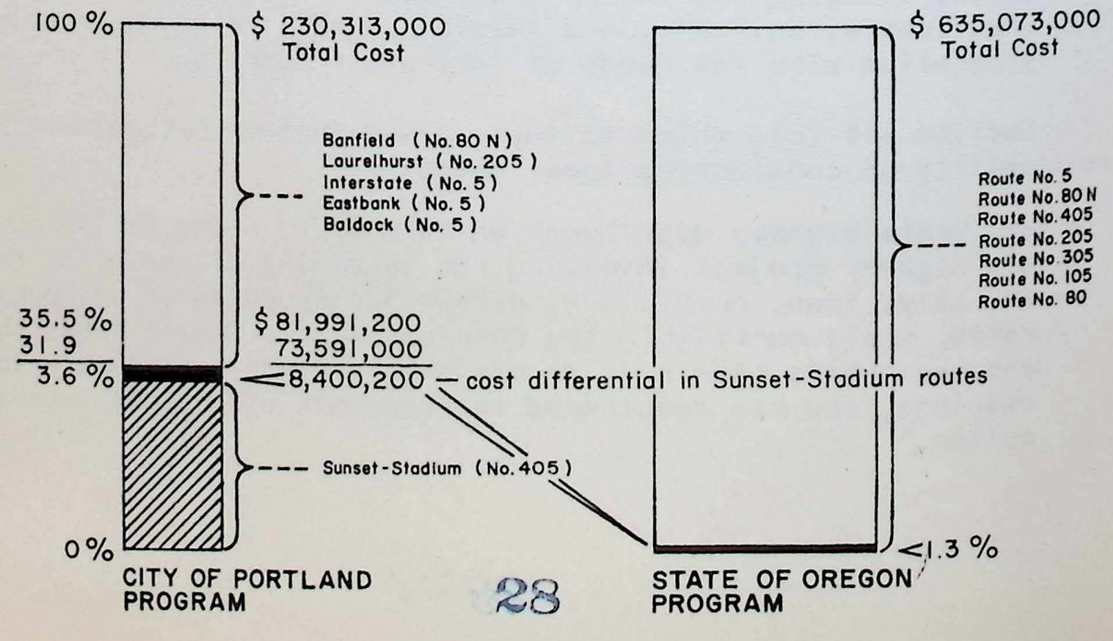
Future Trafficways Planning

Although the Sunset-Stadium Freeway will introduce very important trafficways into the West Central Area of the city, the total solution of the very complex traffic problem in that small but most important area will require the future construction of several other major trafficways within and near the area. The intricacy of the traffic problem in the West Central Area -- complicated by narrow streets, short blocks, and formidable topographic barriers, such as the west hills and the Willamette River -- demands that the Sunset-Stadium Freeway be planned as a carefully related element of a comprehensive trafficways plan and not as a single isolated project. To consider each of the trafficways required in the West Central Area on a project-by-project basis is to ignore the basic problem of how to correlate the very dense traffic flows generated by this area of the city with a future trafficways pattern which will minimize congestion and conflict.

SMALL COST DIFFERENTIAL BETWEEN ALTERNATE ROUTES

Oregon State Highway Department cost estimates for the seven alternate routes proposed for the Sunset-Stadium Freeway range from $73,591,000 to $81,991,200. The difference of $8,400,000 more or less seems tremendous when considered by itself. It would pay for Portland's Memorial Coliseum. But, when compared with estimates for the overall interstate freeway program proposed within the City of Portland or the State of Oregon, $8 million shrinks to 3.6 per cent of the City's total or 1.3 per cent of the State's total. (See diagram below.)

RELATION OF SUNSET-STADIUM FREEWAY COSTS TO TOTAL INTERSTATE FREEWAY PROGRAM



Based on the above, cost alone cannot be considered a critical factor in the major role of Route No. 405, the Sunset-Stadium Freeway, as a distributor of radial freeway traffic to Portland's Downtown. What is most important to discover is: which alternative will best serve Downtown and related areas?

EVALUATION OF IMPACT ON WEST CENTRAL AREA

The impact of traffic service has been introduced in the preceding section and will be discussed in detail in the last three sections of this report. In addition, the South Central Section will cover the overall effect of alternate routes on the South Auditorium Urban Renewal Project, Portland State College, South Park Blocks, and Westpark-Cardinell Heights.

Evaluation Factors

The following are some of the factors to be considered in measuring the impact of alternate freeway routes on community structure, land use, views and people using the freeway.

1. Blighting effects of freeway development.

    a. Creation of unusable lot remnants by diagonal right-of-way.
    b. Reduction of light and air by freeway structures.
    c. Displacement of residential and institutional uses within residential areas, or of businesses and industries within non-residential areas.
    d. Segmentation of residential neighborhoods or other homogeneous land use areas.
    e. Introduction of freeway entrance and exit traffic onto local residential or non-residential streets.
    f. Noise, fumes, and glare of lights from freeway traffic.

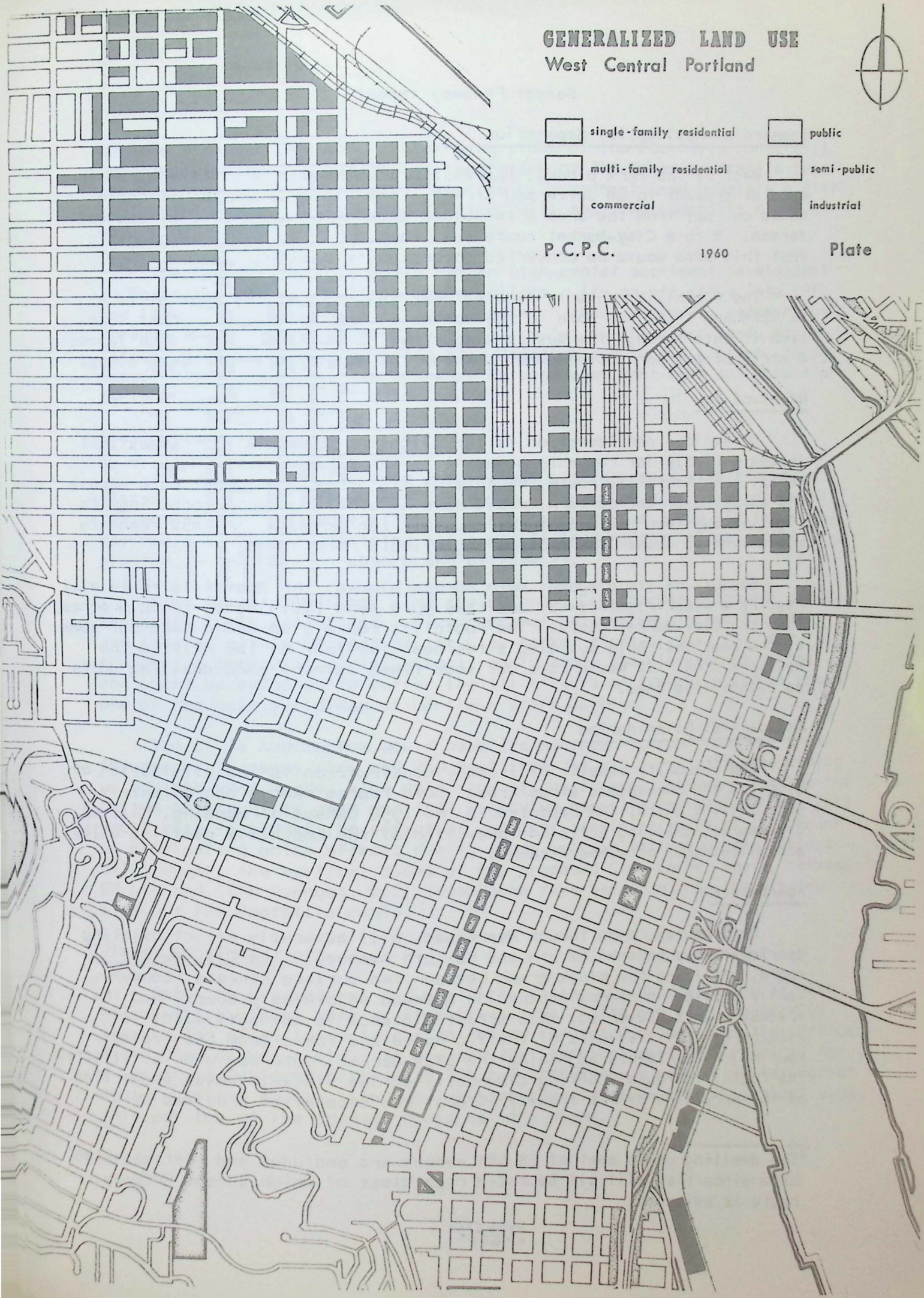
2. Beneficial effects of freeway development.

    a. Elimination of blighted structures.
    b. Separation of contrasting land use areas.
    c. Removal of through traffic from local streets in residential, commercial and industrial areas.
    d. Creation of a break in dense city development where an adequate, well-landscaped, right-of-way is provided.
    e. Provision of parking areas under sturctures.

3. Visual considerations in freeway development.

    a. Effect on views to and from portions of the city on either side of the right-of-way.
    b. Visual aspects of the freeway itself and of surrounding areas from the standpoint of the freeway user.

Many of the above factors can be seen on Plate 8, showing Generalized Land use in West Central Portland.


GENERALIZED LAND USE
West Central Portland
single-family residential
multi-family residential
commercial
public
semi-public
industrial
P.C.P.C.
1960
Plate

Sunset Freeway Impact

Commercial-Residential Separation

West of the Park Blocks, the Westpark apartment area extends northward at present to SW Jefferson Street. The Sunset Clay-Market route would cut off from the area a two-block segment between SW Clay and Jefferson. With a Clay-Market route exit ramp at SW 10th, it is probable that this area would be converted to periphery business use.

The Foothills route is located near the foot of the west hills at SW 12th and 13th, but both to the northwest and southeast of that location it cuts through the Westpark apartment area. The route thus leaves a strip of Westpark development between the west hills and the freeway.

Right-of-Way

Of serious consideration is the blighting effect of a freeway that leaves unusable lot remnants adjacent to the right-of-way in built-up areas. The Foothills route, because of its broader diagonal path across the existing street pattern, would have more lot remnants bordering its right-of-way than the Clay-Market route. Landscaping of these remnants would tend to lessen their blighting effect.

Because of its diagonal path across blocks, the Foothills route will require a wider right-of-way and take more land (28.5 acres to 14.6 acres) than the Clay-Market route. The Foothills route also would take out some of the most desirable building sites near the foot of the hill in the Westpark area. It would take out four times as many good dwelling units as dilapidated ones.

Residential Dilapidation

One community benefit of freeway construction is the elimination of blighted and uneconomic structures. Both routes remove approximately 500 dwelling units. As reported in the 1950 Census of Housing, half of Clay-Market dwelling units and one-fifth of the Foothills dwelling units are dilapidated or without bath.[1]

Apartments

Both routes, even though depressed, will adversely affect existing apartment uses between SW 4th and SW 14th Avenues. The Clay-Market route, utilizing the block areas between two surface streets, conveniently provides a narrow separation between adjoining property and the freeway itself. Even so, this street distance is not sufficient to eliminate the ill effects of traffic noise and fumes from the freeway. Four major apartments adjoining the Clay-Market route would be so affected. The Foothills route, cutting diagonally across blocks, leaves properties on the very edge of the freeway without the separation provided by a

[1] The dwelling units east of SW 4th Avenue are excluded and not tabulated here since they will all be razed regardless of which Sunset Freeway route is selected.

surface street. However, the sloping sides of the Foothills route will provide compensating horizontal separation of the lanes of traffic from the edge of the right-of-way. Four major apartments and possibly a fifth, contemplated near SW 10th and Clifton, will abut the Foothills right-of-way.

The Foothills route would hamper high-rental apartment development in Westpark west of Portland State College. Its on-off ramps into 12th and 13th Avenues would bisect the area with through traffic between the freeway and Downtown. The Clay-Market route, on the other hand, would intercept freeway-bound traffic from Downtown and form a logical, though insufficiently landscaped, boundary between apartment uses and potential periphery uses.

Institutions

The amount of noise from the freeway will decrease with increased distance from the freeway and its ramps. The noise will also vary with the amount and type of traffic on, and the degree of grade of, the freeway route or ramp. Retaining walls magnify and reflect noise, while planted slopes help to absorb and diffuse it.

Many institutions may find the noise of Clay-Market alignment detrimental to their activities. Five churches between SW 4th and SW 14th are located within 60 feet of the Clay-Market right-of-way. St. Mary's Academy, a parochial girls' school, would ajoin the Clay-Market route, and could be expected to suffer the ill effects of freeway noise as would one of the main buildings of Portland State College.

The Civic Auditorium would have its southeast corner 100 feet from the nearest freeway lane and 250 feet from the 4th Avenue off ramp coming up a 6 per cent grade. The main line of the freeway, however, reaches the bottom of its 4 per cent vertical sag curve opposite the auditorium. This would help to offset the effect of vertical retaining walls at this point by eliminating noise effects due to grade pull on engines. Other things being equal, the vertical sides of the proposed Clay-Market route, between SW 4th and 11th Avenues, will cause more reverberation than the sloping sides of the Foothills route.

Visual Considerations

Both the Clay-Market and Foothills routes are depressed and so will not create a visual barrier at surface level. The Foothills route with its sloping sides lends itself to better landscaping than does the vertical-sided Clay-Market route. It appears that vertical walls are required for a length of 6 blocks between SW 5th and 11th Avenues along the Clay-Market route. Unless special landscaping attention is given to the vertical sides this portion of the freeway could be very bleak.

Stadium Freeway Impact

Industrial-Residential Separation

Land use in the West Central Area between SW Columbia and Burnside is residential west of 18th and commercial to the east. North of Burnside, the area west of 18th is residential and the area east of 16th is industrial. Between 16th and 18th is a mixed use area.

Each of the three differing freeway alignments would function as a physical barrier. The freeway barrier may actually benefit land uses on either side if it is situated between two existing contrasting uses, but this ideal condition is difficult to obtain with any one of the three proposals. The freeway alignments trend north-south while the land use patterns run diagonally northwest-southeast. The 21st-22nd route produces a poor land use separation by dividing the residential area lying between NW 18th and the West Hills. The 15th-16th route leaves the two-block mixed use strip west of 16th, along the greater portion of the route. Optimum use separation is achieved utilizing the 18th-19th alignment, which separates the residential area on the west from the two-block mixed use strip on the east. It is easier for this mixed use strip to be changed to industrial than to residential use. The 15th-16th (depressed) route would cross the commercial area south of Burnside. Either 15th-16th proposal would require only one-third more land than the 18th-19th route.

Right-of-Way

The 21st-22nd route would require the greatest amount of land acquisition of the four alternative routes, roughly twice as much as the 18th-19th route. Either 15th-16th proposal would require only one third more than the 18th-19th route.

The 21st-22nd proposal would remove the Multnomah Athletic Club, the southwest corner of the Multnomah Stadium grandstand, and the Zion Lutheran Church, designed by Pietro Belluschi.

As the shortest and most direct line between the Fremont Bridge and the Sunset interchange, the 18th-19th route avoids diagonal crossing of street and property lines and would leave the least number of unusable lot remnants. Since the 21st-22nd alignment swings in the form of a broad arc, lot remnants are numerous along the right-of-way. The blighting effect of these triangular left-overs is most acute in residential areas and would be most pronounced in portions of the 21st-22nd route.

Residential Dilapidation

The quality of residential use apparently varies directly in proportion to the distance from industrial use. There is a noteworthy gradation

of residential dilapidation increasing from west to east. According to the 1950 U.S. Census, 28.6 per cent of the residential units within the 21st-22nd route were dilapidated or without bath. The percentage increases in each successive route eastward, reaching a maximum within the 15th-16th (depressed) route of 44.3 per cent dilapidation.

Apartments

The large apartment district lying between NW 19th and the base of the West Hills will be adversely affected by both the 21st-22nd and the 18th-19th routes. The elevated 18th-19th route offers the maximum amount of noise and the minimum amount of light and air to those residences adjoining the right-of-way. With residential use being located primarily on one side of the 18th-19th route, the serious blighting effect of the elevated structure would be limited to those residential units facing NW 19th. East of NW 18th, the spotty residential development is already seriously blighted by intermixing of commercial and industrial uses and by truck traffic.

The 21st-22nd plan would affect residential use on both sides of the freeway although, being depressed, the route would mitigate the freeway noise and eliminate the curtailment of light and air. The Portland Towers would be an example of a major high-rise apartment located at the very edge of the right-of-way.

Institutions

Institutional uses near the right-of-way are most evident along the 18th-19th alignment. The elevated 18th-19th proposal passes through an area north of Burnside which is intensely developed with large churches and schools. The Christian Science Church at NW Everett is within this proposed right-of-way. Adjoing the right-of-way in this vicinity are two sizable churches and parochial schools, a synagogue, and two school yards. An elevated freeway, roughly 20 to 25 feet above grade, in this locality would have a detrimental effect on these institutions.

At NW Lovejoy, the 21st-22nd route is located as close as 150 feet to the Good Samaritan Hospital. The noise could be particularly detrimental even though the freeway would be depressed at this point.

Lincoln High School

Only the 15th-16th (depressed) route succeeds in leaving the Lincoln High School site intact. It does, however, pass directly in front of the school at SW 14th Avenue. Being depressed and properly bridged, this freeway alignment should not materially interfere with the function of nor access to the school.

Multnomah Stadium

Nighttime and weekend athletic events at Multnomah Stadium produce critical parking shorages in its immediate area. During this peak use, the residential areas west of the stadium are saturated by street parking. The parking shortage could be substantially rectified with parking facilities located under an elevated freeway situated close to the stadium. The 18th-19th (elevated) and the 15th-16th (elevated) routes both are suitable in this regard. Nearby high school students and faculty could use the parking lots during the day, thereby doubling the utility of the lots. With both of these elevated alignments, the interchange immediately to the south could supply a large number of added parking spaces under the structure.

Trucking Center

The largest trucking agglomeration in the metropolitan area is located at the northernmost ends of the three route proposals in the tract situated north of Overton and between NW 13th and NW 22nd Avenues. The pre-eminence of trucking use in the area has been characterized by continued expansion. In the last ten years, of 49 new trucking locations in the metropolitan area, not less than 25 have been located in this northwest section. Conveniently located in the center of warehousing facilities and in close proximity to rail freight, this trucking area will benefit from a readily accessible freeway with interstate connections, which will also remove through traffic from local streets. The 18th-19th (elevated), the 15th-16th (elevated), and the 15th-16th (depressed) alignments are all capable, with modification, of providing this service, but the 21st-22nd route is not.

Visual Considerations

The view from the Fremont Bridge and the elevated portions of the Stadium Freeway routes should prove to be spectacular to the motorist. However, such elevated structures would create a visual barrier separating the West Central Area from the rest of the city. Properties which abut upon the freeway structure will probably experience blighting influence similar to that the Chicago 'El' structures have on adjoining structures in that city.

The Goose Hollow Interchange (with Canyon Road) would be elevated for all routes except for the 15th-16th (depressed) route. An elevated freeway interchange in this location would create a monstrous structure completely out of scale with other structures in the immediate vicinity. A depressed interchange, on the other hand, would be far less disrupting. No view would be cut off and extensive landscaping of the interchange area would be possible, creating a pleasant break in dense city development.

The 15th-16th (depressed) route appears to have similar structural characteristics to the Clay-Market route. Study of the State Highway Department's report indicates that the depressed section between SW Columbia and Alder Streets would have a right-of-way restricted by the necessity of keeping SW 13th and 14th open.[1] Between SW Columbia and Salmon Streets on and off ramps would further restrict the right-of-way and vertical walls would probably be required along this segment. These vertical walls also should be given special attention to enhance their appearance.

The proximity of both the 15th-16th (elevated) and the 18th-19th (elevated) freeways to the Zion Lutheran and the First Methodist Churches, both of which are notable examples of contemporary Northwest architecture, would be quite damaging to their present setting.

All things considered, the 15th-16th (depressed) route blends best with existing city views.

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[1] Oregon State Highway Department, Stadium Freeway Report, pp.83, 47

D O W N T O W N

EXPANSION OF DOWNTOWN UNHINDERED BY EITHER ROUTE

Some fear has been expressed that certain alternative freeway routes, notably the Clay-Market route, would constrict the economic growth of the Central Business District (CBD). The City Planning Commission has found this not to be true. Indeed, the Clay-Market route offers certain advantages in traffic service which will aid the growth and development of the CBD.

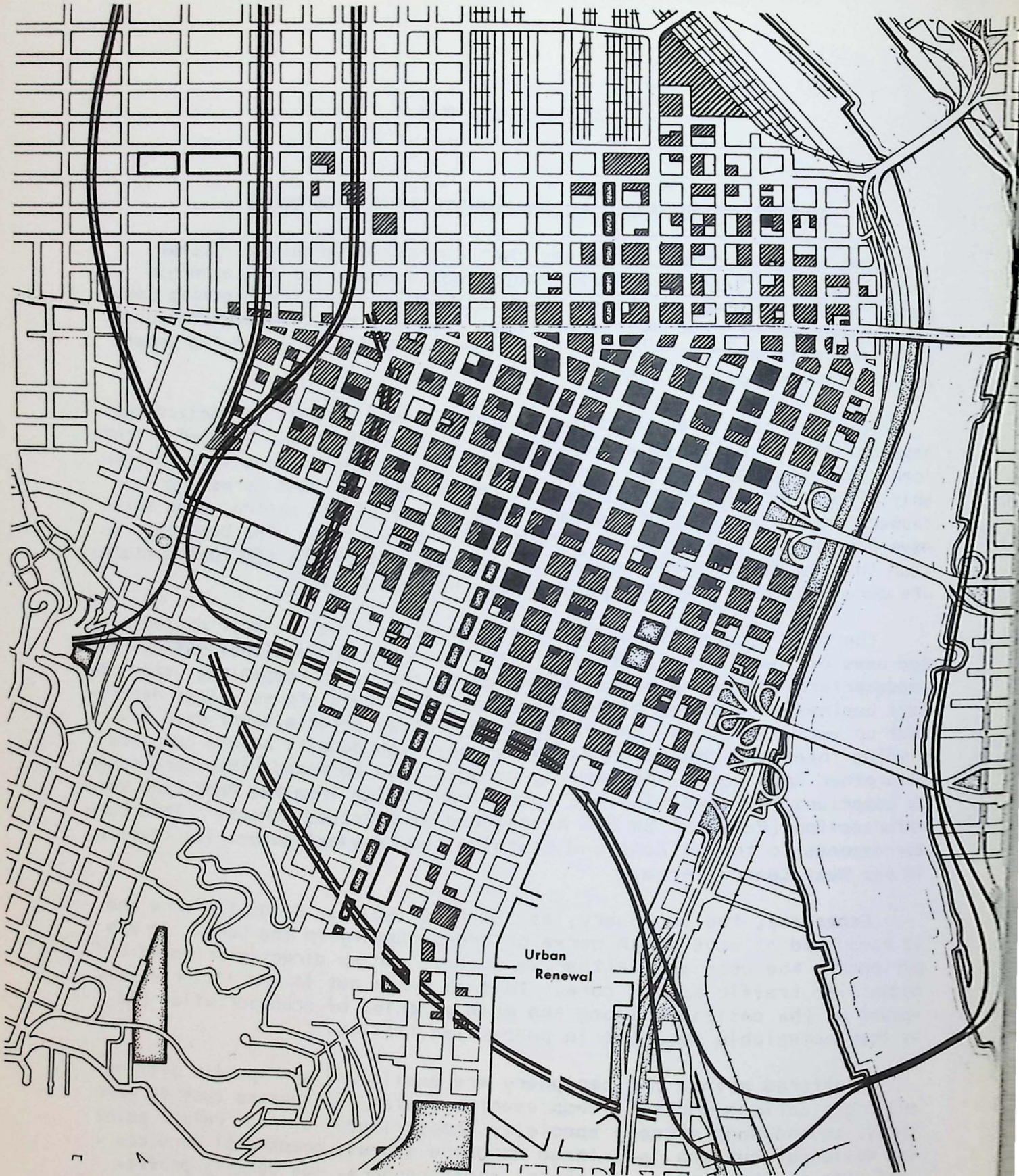
To allay this fear of constriction, it may be well to analyze the physical characteristics and growth pattern of the CBD. The terms 'core', 'central business district', and 'downtown' are often used interchangeably without precise definition. In this report, these terms and 'periphery' refer to specific subsections of the city's central area which have distinct differences in activities and function. The Downtown, as used in this report, is simply the central part of the CBD that contains the core and the innermost portion of the periphery.

The core is a regional service area containing the most concentrated uses of the CBD. Clustered in the core are professional offices and headquarters including banks, brokerages, and title companies; large retail businesses such as clothing stores, furniture stores, large department or variety stores, and large drug stores; entertainment uses including theaters, restaurants, and clubs; high density hotels combined with other core uses; and parking garages. In Portland, this core roughly comprises the area within a four-block radius from the Peak Land Value Intersection (PLVI) at SW 6th Avenue and SW Morrison Street.[1] This core corresponds to the CI Zone and contains the heaviest pedestrian traffic in the West Central Area.

Generally, the periphery, as the name implies, rings the core and is comprised of uses which serve or are secondary to the core. In the periphery, the uses are neither as compact nor as directly oriented to pedestrian traffic as the core. This is borne out in the linear development of the periphery along the main arteries of transportation and by the appreciable decrease in pedestrian traffic.

Scattered within the periphery are public and semi-public offices and organizations; hotels; supplementary retail businesses such as pawn shops, second-hand stores, specialty shops, liquor stores, retail paint and wallpaper outlets, and large hardware stores; commercial services including office supply, printers, photographers, low density professional offices, newspapers, TV and radio stations, automotive sales,

[1] PLVI determined by Donald Graham in preliminary research for MA thesis on the Portland CBD, University of Oregon, 1960.



CBD USES AND FREEWAY ROUTES

PLATE 9

CORE

PERIPHERY

NON-CBD

SCALE: 1" = 2400'

PORTLAND CITY PLANNING
COMMISSION
1960

and office equipment repair; and transportational uses such as gas stations, terminals, parking lots, and warehousing (complementary to a specific core use). In Portland, the periphery extends north to the Union Station, west to 19th along Burnside Street, and as far south as SW Sherman Street.

The core and periphery make up the CBD. The CBD is dynamic, and the direction of growth corresponds to the mean shifts of core use and is reflected in shifts of the PLVI within the core. As a rule, the direction of CBD growth is relatively constant, exhibiting a tendency to move toward high-value residential use. Historically, the Portland CBD has followed a similar course, with the core and PLVI progressively moving in a southwesterly direction.

As the core moves, two broad zones of land use can be recognized: the zone of assimilation and the zone of discard.[1] The former zone includes the CBD uses nearest the high-value residential use and comprises a broad band of land use which leads the core movement. Typically dominated by construction of new core uses, the zone of assimilation is characterized by high density apartments, the better hotels, and newer office buildings. In Portland, the proposed new Hilton Hotel and the Standard Insurance Company building will be built in the zone of assimilation.

The zone of discard is located in the older part of the CBD opposite the direction of PLVI movement. In Portland, as in other cities, the zone of discard forms the backwash of core movement. Within this zone can be found pawn shops, loan companies, second-hand stores, penny arcades, beer parlors, overnight hotels, missions, retail and wholesale paint outlets, and sporting goods stores. Being situated in the older part of the city, the zone of discard is marked by structural and environmental deterioration. Consequently, the annual cost to the City is relatively high in relation to the municipal service needed for crime prevention, fire protection, building code enforcement, and general maintenance.

A basic principle in city planning and city development is to establish an adequate but limited area for the CBD, discourage undesirable migration and decentralization of core activities, and encourage the maximum use of the entire CBD through redevelopment of worn-out portions. Vigorous application of this principle in guiding future development can mean less deterioration, a revitalized zone of discard and the continued functioning of circulation facilities.

If the core were allowed to shift without control, the freeway ramps would eventually be at the wrong locations for efficient service to the CBD. It is extremely difficult and expensive to move or radically alter

[1] R. E. Murphy and J. E. Vance, Jr., "Delimiting the CBD", Economic Geography, July and October (1954), and January (1955).

a freeway structure. Therefore, it is desirable to stabilize the location of the core and to encourage the economic growth of both the core and periphery.

The two freeway proposals which bear most directly on this consideration are the Foothills and Clay-Market routes rather than the Stadium Freeway alternatives because, in Portland, the zone of assimilation is located southwest from the core. The Foothills route allows for expansion of the core and periphery but, due to its relatively great distance from the core, offers little or no stabilizing influence on the core.

The Clay-Market route also allows for core expansion, e.g., the radius of the core could be doubled (from 4 to 8 blocks) which would increase the horizontal area of the core by four times. However, any core expansion of this magnitude is extremely unlikely since the core is oriented to pedestrian traffic. Rather, core expansion will likely move in a vertical direction to retain its present attribute of compactness. In addition, the Clay-Market route will exercise greater long-range control of core movement because of its closer location. However, the periphery, which is not dependent on dense pedestrian traffic, is provided ample room for expansion since the Clay-Market route is designed with complete transverse bridging and would not functionally separate the periphery and core.

RELATION OF FREEWAY ROUTES TO DOWNTOWN PARKING FACILITIES

Since 27 per cent of all traffic using the Sunset-Stadium Freeway will be looking for a place to park in Downtown, a program to develop terminal parking facilities is essential to complete the traffic function of the freeway, regardless of which route is selected.

To continue the present haphazard intermixing of parking with pedestrian-oriented commercial development is to ignore the character and magnitude of the traffic problem in Downtown. Even if some plan could be devised for the separation of pedestrian and vehicular movements, Downtown could never become self-sufficient in parking because its compact limits are too small for storing the tremendous number of private cars brought in by workers and customers.

To illustrate, at the present time, there are 12,280 off-street public, private, and customer parking spaces in Downtown. Approximately 3,800 curbside metered spaces and 800 un-metered curb spaces raise the total to about 17,000 parking spaces that are available in varying time limits to workers, shoppers, and private business. The present demand for parking in Downtown exceeds 41,000 spaces each day, leaving a shortage of 24,420 spaces. By 1975, the demand is expected to exceed 50,000 spaces (for both long and short-term parking). To meet this demand within the 168-block Downtown would require, besides the already existing

parking, 87 additional two-deck, solid-block parking lots, similar to the Meier and Frank lot (SW Broadway, Yamhill, 6th, and Morrison).

While it is not the purpose of this report to examine the intricate and formidable problem of developing a specific plan to cope with the parking problem in the Central Business District, it is important to consider the general principles by which that problem must ultimately be solved and to relate those considerations to the various proposals for the Sunset-Stadium Freeway.[1]

As a principle of sound design, the heart of Downtown -- the core -- in which the majority of the department stores, large office buildings, banks, theaters, hotels, restaurants, etc. are located should be considered as one large market place wherein the pedestrian, who has the advantage in mobility and speed over the vehicle in such a compact area, is given paramount consideration. Immediately surrounding this area of dense development, there should be a ring of short-term parking facilities for motorists who, the moment they leave their vehicles, become pedestrians required to walk only short distances to reach their destinations within the core.

The facilities for the long-term parker should be located on the periphery of Downtown in order to keep the large portion of traffic created by employees in Downtown completely out of that area since it lacks room for long-term as well as short-term parkers. Transport between peripheral long-term parking fields and the core would be handled most conveniently by shuttle bus.

The Planning Commission estimates that, by 1975, Downtown will require 15,000 short-term parking spaces, with an additional 50,000 long-term parking spaces along the periphery. Of the long-term spaces, 35,000 would serve Downtown and 15,000 would serve adjacent land use concentrations.

From the standpoint of traffic service and minimizing congestion on Downtown streets, unquestionably the best location for the freeway loop would be to encircle Downtown as close as possible so that motor vehicles could travel directly from the loop to parking structures or fields without ever having to use surface streets. A recent comprehensive development plan for Downtown Fort Worth does propose a similar arrangement.[2] In Portland, the principle is well illustrated by the large parking garage, a suggestion of the Highway Co-ordinator, utilizing space over the west side Morrison Bridge approaches. Cars from the bridge would enter directly into the garage and leave directly to the bridge without adding traffic flow on adjacent surface streets.

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[1] For more detailed analysis of the parking problem in Downtown, see Downtown Parking Report, Bureau of Traffic Engineering and Portland City Planning Commission, February, 1955.

[2] Victor Gruen and Associates, A Greater Fort Worth Tomorrow, 1956.

Of the Sunset Freeway alternatives, the Clay-Market route has distinct advantages over the Foothills route in serving a logical parking plan for Downtown.

The Clay-Market route is sufficiently close to Downtown (and its ramps are correctly spaced) to permit the development of large short-term parking structures extending from the freeway ramps to the heart of Downtown, similar, in concept, to the parking plan approved for Downtown Fort Worth, Texas. Short-term parking facilities also could be developed for other major radial surface routes leading directly into Downtown from the south and west without conflicting with those facilities developed for the use of the freeway, since the Clay-Market route would utilize streets entering and leaving Downtown not required by the surface radial routes.

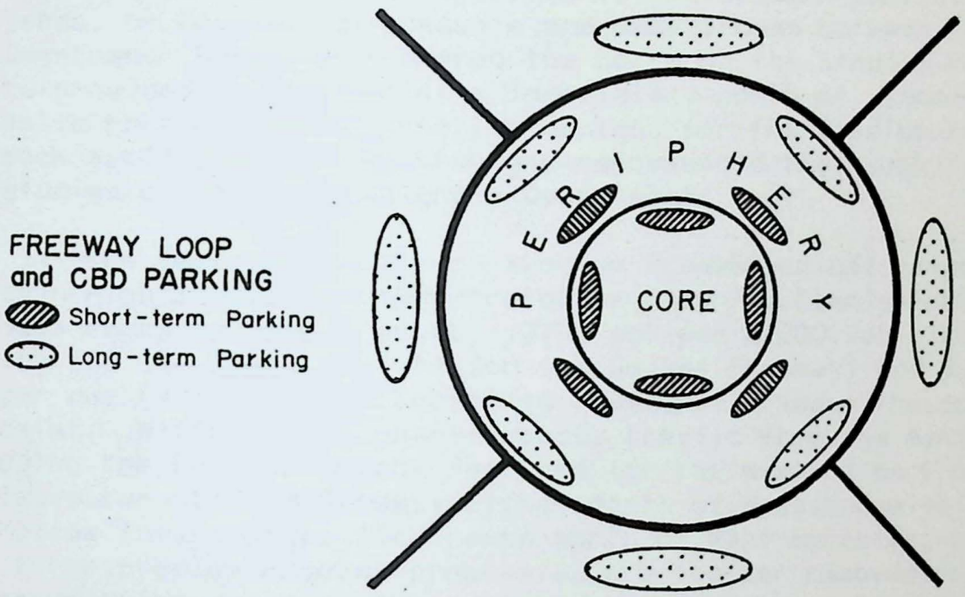
In comparison, the Foothills proposal for the Sunset Freeway has its ramps located too far from Downtown to permit traffic a short, quick trip to conveniently located short-term parking facilities without crossing many signal-controlled intersections. The Foothills route places too much traffic on too few streets, encouraging congestion both on the streets leading to and from Downtown and at the entrances and exits of the parking facilities themselves.

The Clay-Market route also would afford a more direct connection to long-term parking facilities. For example, the Clay-Market route would traverse the proposed parking field on the northern end of the South Auditorium Urban Renewal Area, with the SW 2nd and 3rd Avenue on-off ramps providing direct service to and from the Marquam Bridge and the SW 4th Avenue off ramp leading directly into the field from the west.

On the other hand, access from the Foothills route to the parking field would require that all vehicles using the field join heavy streams of traffic either on SW 4th, 5th, 6th and Broadway or on the much used east-west streets between SW Market and SW Jefferson Streets. If the parking field were moved to the southern end of the urban renewal area, it would still be impossible to provide convenient access to it since the Marquam Bridge interchange precludes any ramps to and from the Sunset Freeway east of SW 4th Avenue. In any event, it would be inadvisable to locate the parking field at the southern end of the renewal area since it would require longer shuttle bus trips and use of the field for the municipal auditorium at night and, for Portland State College, both day and night would be lost.

In connection with the Sunset-Stadium Freeway, other long-term parking facilities could be developed in the future convenient to the Goose Hollow interchange and the on-off ramps of the Stadium Freeway on the western margin of Downtown. The latter parking facility would also be of considerable advantage to the nighttime and weekend use of Multnomah Stadium and Lincoln High School.

A desirable relationship between freeway alignment and short and long-term parking facilities is shown below.



TRAFFIC SERVICE TO DOWNTOWN

The Sunset-Stadium Freeway and the Fremont Bridge will form the final elements of a freeway loop which focuses an extensive Portland metropolitan region freeway network on the West Central Area. The Sunset-Stadium Freeway portion of the loop is of paramount importance in providing traffic service to and from Downtown Portland, the heart of the West Central Area and the single most important traffic generator in the entire State.

The estimated volumes of traffic that will be collected and distributed by the Sunset-Stadium Freeway to and from the four connecting radial freeways and bridges are illustrated on Plates 3 through 6. In every case, Downtown is the principal traffic generator in the West Central Area; altogether, it generates 69 per cent of all freeway traffic to and from the West Central Area. The following discussion analyzes the accessibility provided by the alternative proposed routes of the Sunset-Stadium Freeway for the major movements of traffic to and from Downtown.

Downtown Via Fremont Bridge and Stadium Freeway

By diverting about 45 per cent of Minnesota Freeway traffic over the Fremont Bridge, the Stadium Freeway could deliver that 8 per cent

DOWNTOWN FREEWAY ROUTES AND RAMPS

PLATE 10

Freeway Alternatives

Proposed Ramps (O.S.H.D.)

Proposed Ramps (P.C.P.C.)



Scale: 1" = 1200'

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of Minnesota Freeway traffic destined for the western part of Downtown via the little used western entrance to Downtown. This would give significant relief to the heavily-traveled surface streets leading from the existing bridges on the eastern margin of Downtown.

The use of such an approach to the western part of Downtown depends, of course, on adequate and easy access between the freeway and Downtown. Ramps to and from the north on the Stadium Freeway should be provided in the vicinity immediately north of Lincoln High School. While none of the alternative designs for the Stadium Freeway features such facilities, it is strongly recommended that such facilities be studied by the State Highway Department.

The importance of such Stadium Freeway on-off ramps north of Lincoln High School is demonstrated by Planning Commission estimates. If such ramps are provided, by 1975, between 6,200 vehicles per day (assuming the Clay-Market route for the Sunset Freeway) and 7,050 vehicles per day (assuming the Foothills route) will leave the freeway at that point. Without such on-off ramps, traffic from the Minnesota Freeway using the Fremont Bridge destined for the western part of Downtown must leave the Stadium Freeway either north of West Burnside or at the Goose Hollow interchange. The ramps north of West Burnside, provided on any of the Stadium Freeway proposals, are too far removed from Downtown to serve this purpose. The surface streets between Downtown and the freeway ramps in the North Central Section are already extremely congested by concentrated residential and industrial uses. The ramps for the Stadium Freeway in the Goose Hollow interchange, as designed by the Oregon State Highway Department, require too much doubling back for traffic between the Fremont Bridge and Downtown. Therefore, all of the ramp proposals for the Stadium Freeway in the vicinity of Downtown, as presented by the Oregon State Highway Department, fail to provide adequate traffic service between the western part of Downtown and Northwest, North, and Northeast Portland.

By not providing ramps for Stadium Freeway traffic to and from the north in the vicinity north of Lincoln High School, much of the traffic on the Minnesota Freeway (and future Prescott Freeway) destined for the western part of Downtown will not use the Fremont Bridge-Stadium Freeway approach at all but continue on the East Bank Freeway, merge with heavy streams of Banfield Freeway traffic, and enter Downtown by the Morrison Bridge approach. To complete the trip to destinations in the western portion of Downtown, such traffic would then need to proceed through the very congested center of the core.

It appears possible to shift the on-off ramps of the Stadium Freeway from the Goose Hollow interchange to the vicinity north of Lincoln High School on several of the proposed Stadium Freeway alignments. The surface street arrangement north of Lincoln High School is receptive to such redesign for freeway traffic use. SW Taylor and SW Yamhill Streets, in particular, could be assigned the function of collecting and distributing Stadium Freeway traffic since, at present, they dead end into SW 18th.

The problem of conflict on these streets between freeway traffic and traffic generated by events at Multnomah Stadium is slight. The stadium is used primarily at night or on weekends and would only very rarely interfere with weekday peak-hour operation of the freeway ramps.

By a preliminary investigation of engineering problems and costs, such relocation of the Stadium Freeway ramps should be easiest to accomplish without affecting alignment or grade on either the 15th-16th elevated or 15th-16th depressed routes. Such redesign for the 18th-19th alignment would require some minor shifting of the freeway alignment; only the 21st-22nd Avenue alignment appears unsuitable to such amendment.

Shifting the Stadium Freeway ramps to locations north of Lincoln High School is urgently recommended since, without such ramps, the Stadium Freeway is of little use to Downtown.

For Stadium Freeway traffic destined for southern or eastern points in Downtown, the Clay-Market route possesses certain distinct advantages over the Foothills route. Only a very small proportion of the Stadium Freeway traffic destined for such terminal points would use the Foothills route's 5th Avenue exit and double back the 14 blocks to Downtown. In brief, the Foothills route would require all Stadium Freeway traffic destined for Downtown to leave the freeway at the exit ramp north of Lincoln High School.[1] That portion of the traffic destined for points in the eastern or southern parts of Downtown would then have to proceed either over congested surface streets within Downtown or along a major access route such as the Planning Commission's proposed inner-distributor loop.

In comparison, the Clay-Market route is a better choice for Stadium Freeway traffic destined for southern or eastern Downtown. This traffic could avoid congested surface street travel by staying on the freeway one-half mile longer, leaving at the 4th Avenue exit, four blocks from Downtown. To underscore the advantage which the Clay-Market route has in this respect, the following table indicates the estimated 1975 Stadium Freeway traffic from the north using Sunset-Stadium Freeway ramps in the general vicinity of Downtown:

USE BY STADIUM FREEWAY TRAFFIC OF
FREEWAY RAMPS ON PERIMETER OF DOWNTOWN
(Estimated 1975 One-Way ADT)

Off Ramp	Assuming Foothills	Assuming Clay-Market
14th and Yamhill	7,050 vpd	6,200 vpd
5th and Sherman	150 vpd	---
4th and Mill	---	1,000 vpd
	7,200 vpd	7,200 vpd

[1] Or, at the Goose Hollow interchange if the Planning Commission's proposed shifting of Stadium Freeway ramps to the north of Lincoln High School is not adopted.

Since Downtown will generate approximately 86 per cent (6,200 vpd) of this ramp traffic, the greater traffic service provided that area by the combination of the Clay-Market route for the Sunset Freeway and the relocated ramps of the Stadium Freeway north of Lincoln High School is an important consideration.

Downtown Via Canyon Road

Canyon Road will be the largest single contributor of traffic to the western half of the freeway loop and to Downtown. By 1975, it is estimated that 31,400 vehicles will approach the West Central Area each day on Canyon Road (Plate 5). Of that number, approximately 7,200 will be destined for Downtown. It is essential, therefore, that Canyon Road traffic destined for Downtown benefit as much as possible from the alignment and design of the Sunset-Stadium Freeway.

While access along the western periphery of Downtown between SW Salmon and West Burnside Streets would be highly desirable, the greater urgency for ramps in that area for Stadium Freeway traffic precludes the possibility that such facilities for Canyon Road traffic can be provided. The Canyon Road on-off ramps of the Goose Hollow interchange, provided by Oregon State Highway Department designs, are satisfactory although somewhat removed from the major sources of traffic generation in Downtown. Traffic leaving the Canyon Road off ramp of the Goose Hollow interchange should be able to move easily northward into Downtown over such streets as SW 12th or 14th (returning on SW 11th or 13th). Depending upon the Stadium Freeway location, 13th and 14th (or 11th and 12th) Avenues could be part of an inner-distributor loop for distribution and collection of Downtown traffic.

Since the alignment of the Foothills route is on a southeasterly diagonal away from Downtown, practically all Canyon Road traffic destined Downtown would exit at the Goose Hollow interchange. It is improbable that Canyon Road traffic destined for points in the eastern half of Downtown would proceed to the Foothills route 5th Avenue off ramp and then double back 14 blocks over much used SW 4th or 6th Avenues to reach Downtown. This traffic probably would move eastward from the Goose Hollow interchange along Market or Columbia Streets (returning on Jefferson or Clay Streets), permitting an excellent connection with the Planning Commission's proposed inner-distributor loop on this alignment. However, greater use of this inner loop, required by the Foothills route, will place considerable burden on the limited capacities of these narrow east-west streets which might require extensive widening to serve as an inner-distributor loop.

The Clay-Market route permits Canyon Road traffic destined Downtown to choose between two off ramps -- the Goose Hollow interchange and the 4th and Mill off ramp. By providing two off ramps, the Clay-Market route would promote better traffic distribution to destinations in the eastern and western parts of Downtown, as shown on the following table.

USE BY CANYON ROAD TRAFFIC OF
OFF RAMPS OF SUNSET FREEWAY
(Estimated 1975 One-Way ADT)

Off Ramp	Assuming Foothills	Assuming Clay-Market
14th and Market	8,200 vpd	5,400 vpd
5th and Sherman	800 vpd	---
4th and Mill	---	3,600 vpd
	9,000 vpd	9,000 vpd

Since it is estimated that 80 per cent of these 9,000 vehicles per day are destined for Downtown, the advantage of the Clay-Market route in providing more even utilization of ramps to and from Downtown is important.

Impact of Canyon Road and Stadium Freeway Traffic on
Surface Streets Servicing Downtown

In recommending the shifting of the Stadium Freeway ramp facilities from the Goose Hollow interchange to the vicinity north of Lincoln High School, the Planning Commission believes that such relocation of ramps would: (1) promote use of the Fremont Bridge by Minnesota Freeway traffic destined Downtown to the relief of the congested bridge approaches on the eastern side of Downtown; and (2) more closely orient Stadium Freeway traffic service to the sources of major traffic generation in Downtown.

Considering the traffic impact of the Stadium Freeway ramps on the local street pattern in Downtown, such shifting of the Stadium Freeway ramps is also required to: (1) prevent a heavy concentration of Stadium Freeway and Canyon Road traffic in the proximity of the Goose Hollow interchange; and (2) relieve the congestion on such important but limited capacity east-west streets as SW Market, Clay, Columbia and Jefferson.

The following table illustrates the 1975 peak-hour use of off ramps on the periphery of Downtown, assuming the Oregon State Highway Department's present design for the Goose Hollow interchange:

USE BY CANYON ROAD AND STADIUM FREEWAY TRAFFIC OF
OFF RAMPS IN VICINITY OF DOWNTOWN
(Estimated 1975 Peak-Hour Flow)

Off Ramp	Assuming Foothills		Assuming Clay-Market	
Goose Hollow Interchange		1,450 vph		1,015 vph
(From Stadium Freeway)	465 vph		365 vph	
(From Canyon Road)	985 vph		650 vph	
5th and Sherman		115 vph		---
4th and Mill		---		550 vph
		1,565 vph		1,565 vph

While it is unlikely that the Prescott (Fremont) Freeway will be constructed before 1975, it is essential to anticipate the traffic impact which this future important route will have upon the traffic service afforded Downtown by the Fremont Bridge and Stadium Freeway. Planning Commission estimates show that, with the completion of the Prescott Freeway, the traffic volumes on Stadium Freeway on-off ramps servicing Downtown will increase by as much as 40 per cent. Thus, the desirability of shifting the Goose Hollow interchange ramps to and from the Stadium Freeway to the north of Lincoln High School becomes a necessity when the large volume of traffic from the future Prescott Freeway is added to the traffic destined for the West Central Area from the Minnesota Freeway using the Fremont Bridge and Stadium Freeway.

The Oregon State Highway Department design for the Goose Hollow interchange, connecting the 15th-16th depressed Stadium route to the Foothills Sunset route, does separate Canyon Road traffic from Stadium Freeway traffic by utilizing Market and Clay Streets for Canyon Road traffic and Jefferson and Columbia Streets for Stadium Freeway traffic. However, this is not a satisfactory solution because it concentrates large traffic volumes destined Downtown from both the Stadium route and the Foothills Sunset route on too few closely spaced limited capacity east-west streets. To emphasize this point, the estimated 1975 A.M. peak-hour discharge of both of the Goose Hollow interchange ramps (1,450 vph) is 63 per cent of the combined possible capacity of the two eastbound streets, SW Market and SW Columbia, with all parking removed (2,320 vph). The impact of future traffic increases beyond 1975, particularly with the completion of the Prescott (Fremont) and Industrial Freeway, would completely disrupt the functioning of the above named four streets.[1]

While shifting the Stadium Freeway ramps of the Goose Hollow interchange north of Lincoln High School would do much to prevent the congestion of local streets leading to and from the Goose Hollow interchange, it is essential to note that such redesign would best accomplish its purpose if the Clay-Market route is selected for the Sunset Freeway. The 4th and 5th Avenue on-off ramps of the Clay-Market route would complete the relief of traffic congestion in the southwest corner of Downtown by providing an additional access-egress point for Stadium Freeway or Canyon Road traffic. In brief, the Clay-Market route would provide Canyon Road and Stadium Freeway traffic with a choice of western and southern access to and from Downtown while the Foothills route, with its remote and southbound-oriented 5th and Sherman off ramp, would still confine Stadium Freeway and Canyon Road traffic to single pairs of on-off ramps on the western edge of Downtown.

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[1] It is important to note, however, that the future Glencullen Tunnel will divert some traffic from Canyon Road, thus relieving some of the traffic pressure on the Goose Hollow interchange ramps.

The following table indicates the estimated 1975 peak-hour use of relevant ramps to and from the proposed Sunset-Stadium Freeway encircling Downtown, assuming the Planning Commission's recommendation that ramps to and from the north on the Stadium Freeway are relocated north of Lincoln High School:

USE BY CANYON ROAD AND STADIUM FREEWAY TRAFFIC OF OFF RAMPS IN VICINITY OF DOWNTOWN, ASSUMING ADOPTION OF PCPC RECOMMENDATION FOR RELOCATION OF STADIUM FREEWAY RAMPS
(Estimated 1975 A.M. Peak-Hour Flow)

Off Ramp	Assuming Foothills	Assuming Clay-Market
14th and Salmon (Stadium Freeway Only)	845 vph	745 vph
Goose Hollow Interchange (Canyon Road Only)	985 vph	650 vph
5th and Sherman	115 vph	---
4th and Mill	---	550 vph
	1,945 vph	1,945 vph

It is estimated that, by 1975, approximately 83 per cent (1,615 vph) of the 1,945 vehicles per hour from Canyon Road and the Stadium Freeway using these ramps will be destined for Downtown. The greater dispersal of this traffic achieved by the Clay-Market route, in conjunction with the relocated Stadium Freeway ramps, is an important advantage over the Foothills route. For example, by extrapolation, it is estimated that, by 1975, the additional exit-entrance facility for Canyon Road and Stadium Freeway traffic to and from Downtown, provided by Clay-Market's 4th and 5th Avenue ramps, would require 30 to 40,000 fewer vpd at-grade intersection crossings on SW Market, Clay, Columbia, and Jefferson than would the Foothills route. This is an important consideration from the viewpoint of traffic safety since surface street intersections are the most frequent points for accidents.

Downtown Via Baldock Freeway

By 1975, the Baldock Freeway in the vicinity of the Ross Island Bridge will be carrying approximately 27,300 vehicles per day (vpd) northward toward the West Central Area. Of these, 16,500 by-pass vpd will be diverted by the Marquam Bridge to the east side of the river, leaving 10,800 vpd continuing on the freeway toward Downtown. Of these 10,800 vehicles, approximately 6,100 are destined for Downtown, 2,800 are by-pass traffic, and 1,900 are destined for other places within the West Central Area (Plate 3).

As indicated on Plate 10, the Baldock Freeway would have three outlets into Downtown on the Foothills route: SW 4th, 6th, and 12th Avenues.

On the Clay-Market route, there would be a single off ramp at SW 10th Avenue. Regardless of which route for the Sunset Freeway is constructed, Baldock Freeway traffic may enter Downtown by using Harbor Drive and the Clay Street overpass or the Ash Street overpass, recently proposed by the Oregon State Highway Department.

While the Foothills route provides a greater number of exit ramps for Baldock Freeway traffic destined Downtown than does the Clay-Market route, its traffic service for Baldock traffic, in terms of convenience and distance, is not as good.

Baldock Freeway traffic utilizing the Foothills route's 4th, 5th, 6th, and Broadway ramps must travel over very busy streets an average of ten blocks to and from SW Jefferson, the margin of Downtown. The 12th-13th Avenue ramps on the Foothills route are somewhat better since the average distance to and from SW Jefferson is only $5\frac{1}{2}$ blocks.

In comparison, the 10th-11th Avenue on-off ramps of the Clay-Market route average only two blocks from SW Jefferson and are five blocks closer to the core of Downtown than the comparable 12th-13th ramps on the Foothills route. Like SW 12th and 13th, SW 10th and 11th would not be very heavily-traveled streets otherwise, since they are cut off by the hillside south of the Westpark area.

With the Clay-Market route, more Baldock Freeway traffic would be diverted to the Clay Street overpass of Harbor Drive than with the Foothills route since the Clay-Market proposal provides no ramp for Baldock Freeway traffic into the southeastern corner of Downtown. The SW 2nd and 3rd Avenue ramps serve Marquam Bridge traffic only. However, the Clay Street overpass provides better service to Baldock Freeway traffic destined for the southeast portion of Downtown than the 4th and 6th Avenue ramps on the Foothills route.

The Clay Street overcrossing of Harbor Drive will become overcrowded regardless of which route for the Sunset Freeway is developed unless additional grade-separated crossings are provided. Continued use of the inadequate northbound at-grade left turn on SW Oak Street, which is already a serious traffic hazard, cannot be considered. Traffic estimates for the 1975 flow on the Clay Street overpass from the Baldock Freeway are based on the assumption that two left-turn, grade-separated crossings for northbound traffic on Harbor Drive are provided north of the Journal Building, regardless of which route for the Sunset Freeway is selected. The presently contemplated Ash Street overcrossing will supply one of these.

The following table shows the estimated 1975 use of Sunset Freeway off ramps by Baldock Freeway traffic on the edge of Downtown. By 1975, 85 per cent of this traffic will be destined for Downtown:

USE BY BALDOCK FREEWAY OF OFF RAMPS
ON SUNSET FREEWAY
(Estimated 1975 One-Way ADT)

Off Ramp	Assuming Foothills	Assuming Clay-Market
12th and Harrison	400 vpd	---
10th and Columbia	---	3,000 vpd
6th and College	2,000 vpd	---
4th and Grant	1,000 vpd	---
Harbor Drive via Clay St. Overpass	1,500 vpd	1,800 vpd
Harbor Drive via Ramps North of Journal Bldg.[1]	2,300 vpd	2,400 vpd
	7,200 vpd	7,200 vpd

Downtown Via Marquam Bridge

By 1975, it is estimated that only 3,300 vehicles per day (vpd) of approximately 36,600 vpd crossing the Marquam Bridge from the east will be destined for Downtown. This is based on the assumption that the Mt. Hood Freeway will be completed only as far as SE 12th and Division by 1975. Until the Mt. Hood Freeway is completed at least as far as SE 39th Avenue, the Marquam Bridge will collect traffic destined for Downtown only from some of the area west of the Ladd's Addition and from SE Division Street.[2] Since the capacity of Division Street is limited and the area it effectively serves is not very large, use of the Marquam Bridge for traffic flow between the Southeast part of the city and the West Central Area will be somewhat limited.

There is a limiting factor in the traffic service of the Marquam Bridge which could possibly be amended by future construction. Under present plans for development, Marquam Bridge traffic destined for Downtown will be confined to Sunset Freeway exit ramps on the southern side of Downtown. It would be desirable to connect the Marquam Bridge to Harbor Drive so Marquam Bridge traffic moving to and from the eastern or northern portions of Downtown would not have to cross Downtown itself on surface streets to reach its destinations. However, there may be certain engineering difficulties in connecting Harbor Drive to the bridge. There is also the problem of limited traffic capacity on SW Harbor Drive so the distribution of all Marquam Bridge traffic terminating Downtown may depend exclusively on the exit ramps of the Sunset Freeway.

[1] Although no study has been made of the engineering problems or costs involved, the traffic estimates of this table are based on the assumption that an additional ramp is constructed into SW Morrison since such arrangement would achieve the best traffic distribution in conjunction with the Clay and Ash Street overcrossings.

[2] The OSHD plans for the east side interchange of the Marquam Bridge do not include ramps to and from McLoughlin Boulevard. Traffic on McLoughlin destined for Downtown must continue to use the Ross Island or Hawthorne Bridges.

On the Clay-Market route, Marquam Bridge traffic would have an exclusive exit into SW 2nd Avenue at SW Market Street and share with Baldock Freeway traffic an exit into SW 10th at SW Columbia. Second Avenue would be for the exclusive use of northbound Marquam Bridge traffic since that street would be cut off south of SW Clay Street by the urban renewal project. The 2nd Avenue ramp permits Marquam Bridge traffic destined for the northern part of Downtown to skirt the eastern side of the congested core of Downtown and is ideally situated for that purpose.[1]

The SW 10th Avenue ramp outlet for Marquam Bridge traffic destined Downtown on the Clay-Market route would be shared with traffic from the Baldock Freeway. As mentioned, this ramp leads directly into the western half of Downtown and would complement the 2nd Avenue ramp.

The Foothills route would discharge Marquam Bridge traffic to Downtown into SW 4th, 6th, or 12th Avenues, all of which would be shared with Baldock Freeway traffic. The 4th and 6th Avenue ramps (and the SW Broadway and 5th Avenue return ramps) would require Marquam Bridge traffic to travel an average of ten blocks over exceptionally busy surface streets to and from Downtown. This is considerably further than the distance between Downtown and either the 2nd or 10th Avenue ramps (and the 3rd and 11th Avenue return ramps) of the Clay-Market route. The latter have an average distance of two blocks from SW Jefferson along little used city streets.

On the Foothills route, Marquam Bridge traffic destined to the northern part of Downtown would have to exit at the SW 12th Avenue ramp since the 4th and 6th Avenue ramps eventually lead directly into the congested core of Downtown while SW 12th by-passes it on the west. However, the 12th Avenue ramp of the Foothills route is not as effective for this purpose as the 2nd Avenue ramp of the Clay-Market route since the Foothills 12th Avenue ramp requires about three blocks extra travel to reach the northern part of Downtown.

The 12th Avenue ramp of the Foothills route is not as good as the 10th Avenue ramp of the Clay-Market route for traffic destined for the western part of Downtown since it is five blocks further away from the western part of Downtown.

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[1]Return traffic from the northern part of Downtown to the Marquam Bridge would be able to use SW 3rd, which is also outside the eastern limits of the congested core, but would have to share it with some traffic destined for the South Auditorium Urban Renewal Area. If the Planning Commission proposal shifting the Clay-Market 5th Avenue westbound on ramp to 3rd Avenue were adopted, 3rd Avenue would also have to be shared with traffic destined to Canyon Road and Stadium Freeway via the Sunset Freeway.

USE BY MARQUAM BRIDGE TRAFFIC OF OFF RAMPS OF SUNSET FREEWAY
(Estimated 1975 One-Way ADT)

Off Ramp	Assuming Foothills	Assuming Clay-Market
SW 12th and Harrison	500 vpd	---
SW 10th and Columbia	---	1,100 vpd
SW 6th and College	2,100 vpd	---
SW 4th and Grant	1,500 vpd	---
SW 2nd and Market	---	3,000 vpd
	4,100 vpd	4,100 vpd

It is estimated that 80 per cent of the 4,100 vpd using the off ramps of the Sunset Freeway from the Marquam Bridge will be destined Downtown. For such purpose, the Clay-Market route achieves a better distribution of traffic since, as mentioned, it utilizes much less-traveled city streets.

SOUTH CENTRAL SECTION

PLANNING CONSIDERATIONS

In order to evaluate the impact on and service to the South Central Section by the alternate freeway proposals, it is well to review some of the planning considerations that have been formulated in regard to the future development of this area. Most of the area within the South Central Section was selected in November, 1955 by City officials to be Portland's first urban renewal project area[1]. The original plan was to undertake a project in which all types of renewal -- conservation, rehabilitation, clearance and redevelopment -- would be utilized. Subsequently, it was decided to renew the area east of SW 4th Avenue only; the remaining portion of the 110-block area originally selected would be renewed at a later date.

An important feature of the final plan for the South Auditorium clearance project was to eliminate the heavy streams of traffic that presently pass through the area at 200-foot intervals. A new street system was platted that differentiated between local streets within and throughways adjacent to the project area. The purpose of this new street system was to provide a better environment for the development of new business enterprises within the area. As a contribution towards the future development of a throughway adjacent to the project, a 40-foot dedication for SW 4th Avenue was made a part of the final project plan.

Also illustrated in the final project report was a scheme to carry out conservation of the neighboring SW 4th-Broadway commercial area by development of a differentiated street system in that area. It is a requirement by the Housing and Home Finance Agency that a renewal plan be related to comprehensive improvement plans in surrounding areas of the city to insure that existing problems of a project area not be transferred to a neighboring area. The 4th-Broadway commercial area has experienced, in recent years, a substantial degree of renewal through construction of several commercial service offices; rerouting of by-pass traffic around this area was envisioned as a means of further renewing this area and reducing the risk of future deterioration.

Plans have not been formulated for urban renewal action in the Westpark area west of Portland State College and the Park Blocks. However, land use regulation through proper zoning is a means for preventing blight and is an important feature of any city's urban renewal program. Portland's new Zoning Ordinance, twelve years in preparation and

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[1] The original submission included an area bordered by SW Market Street, SW Harbor Drive, SW Arthur Street, SW 6th Avenue, the base of the west hills, and SW 18th Avenue.

SOUTH CENTRAL SECTION FREEWAY ROUTES AND RAMPS

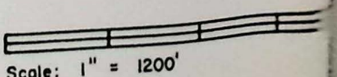
PLATE II

Freeway Alternatives

Proposed Ramps (O.S.H.D.)

Proposed Ramps (P.C.P.C.)





Scale: 1" = 1200'

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review, reflects the best and latest thinking on a proper land development pattern for the entire city. The portion of the South Central Section west of SW Broadway is generally assigned a high-rise apartment (A0) zoning classification which is consistent with the current practice in larger cities of setting aside areas for dense apartment house development in close proximity to city centers.

Following is an analysis of the impact that the two alternative alignments for the Sunset Freeway, Clay-Market and Foothills, will have on the areas within the South Central Section -- the South Auditorium Project Area, the 4th-Broadway area, Portland State College, the Park Blocks, and the Westpark area. Location of the freeway routes with respect to other major traffic arterials in the area and the impact of freeway traffic on surface streets are also examined.

SOUTH AUDITORIUM PROJECT AREA

The final renewal plan for the South Auditorium Project, adopted by the City and the Housing and Home Finance Agency, was designed to function with a Clay-Market alignment for the Sunset Freeway. At the time of plan preparation, cost and engineering data on the alternate alignments were not available, but the Clay-Market alignment appeared to be the most feasible for expeditious traffic service to the project and other heavy traffic generators in the West Central Area.

The project area would be served fairly well by either route (Plate 12). However, the Clay-Market route will keep the project area traffic that utilizes the freeway, with the exception of traffic returning to Canyon Road or the Stadium Freeway, away from the 4th-Broadway area; the Foothills' 5th Avenue on-off ramps necessitate use of surface streets in this neighboring commercial area to reach the project.

The total area in the project taken for either route is approximately the same, although the Clay-Market route requires more land than the project plan provided. Regardless of which route is selected, the project area will need to fit the new freeway plans.

The Foothills alignment eliminates a sizable section of land which was designated for manufacturing in the final renewal plan for the project. The remaining parcel to the south of the freeway appears to be somewhat isolated and would lack convenient access to the freeway.

Dedication of land to widen SW Arthur Street was proposed in the final project plan. Regardless of which route is selected for the Sunset Freeway, Arthur Street should be improved to facilitate the heavy flow of traffic.

A parking field is planned for the north end of the project to serve the existing and future parking needs of Downtown, the Civic Auditorium, Portland State College, the 4th-Broadway commercial area, and

the commercial and industrial development in the project itself. It is in close proximity to the Clay-Market freeway, and access would be fairly direct. The area originally designated for parking is reduced by approximately three and one-third acres by the State Highway Department's Clay-Market design. Access to the parking field from the Foothills route would require traffic to use heavily-traveled SW 4th and 5th Avenues. There is direct access to and from Harbor Drive for the parking field, regardless of which freeway route is selected.

4TH-BROADWAY AREA

The 4th-Broadway area is bounded by Portland State College, the Central Business District, the South Auditorium Project, and Duniway Park. When the South Auditorium Project is completed with its differentiated street system designed to eliminate through traffic, heavy volumes of traffic from all the major traffic arterials converging on the Central Business District will pass through the confined 4th-Broadway area.

The area contains a high degree of land use mixture, including apartments, older single-family dwellings, businesses, motels, industrial service, and institutional uses. However, a strong trend toward development of new business and professional offices has occurred in the area. It is expected that this development may accelerate when similar establishments contemplated within the adjacent South Auditorium Project are developed.

Owing to its close proximity to the Central Business District, the 4th-Broadway area should continue to be an excellent area for development of periphery commercial uses. It is essential then to evaluate the impact that the alternate freeway route proposals will have on this prime commercial area.

Right-of-Way Acquisition

Within the 4th-Broadway commercial area, the development of a Foothills freeway and six ramps would remove approximately 7.8 acres of business property. A Clay-Market facility would take about 3.2 acres. Because the Foothills alignment runs diagonally across the block and street pattern and because some of the ramps must be long, more property would be needed for this route.

Ramp Connections

The 4th-Broadway area would be afforded convenient access to either freeway route. Foothills route ramps would be convenient for both east and west traffic movement to the area. Traffic from both Downtown and the 4th-Broadway areas would have fairly convenient access to a Clay-Market route, though some ramps would be located a short distance from the 4th-Broadway area.

The Foothills route connects six freeway ramps to the four streets within the 4th-Broadway area, which also must serve six important surface radial routes.[1] The Clay-Market route connects two ramps to these streets. If the 5th Avenue ramp is moved to 3rd Avenue as suggested (Appendix Item 1), there would only be one ramp to these streets from the Clay-Market route.

Length of Travel Through Area

The six Foothills ramps connected to SW 4th-5th-6th-Broadway would be located at the southern end of the area, and freeway traffic destined Downtown (i.e., 77 per cent of the traffic using these ramps) must travel the full length of the four streets. The two Clay-Market ramps connected to SW 4th-5th would be located at the northern end of the area, requiring freeway traffic destined Downtown (76 per cent of the traffic using the 4th-5th ramps of the Clay-Market route would be generated by Downtown) to use these streets for a total of four blocks. The Foothills route would produce about 13,200 more moving vehicles each day in the most critical section of 4th-5th-6th-Broadway, south of Montgomery Street.

Traffic Flow

An examination of projected 1975 traffic estimates and street capacities in the 4th-Broadway area, as well as the design of the alternate proposals, should be considered in selecting the route for the Sunset Freeway.

Appendix Item 2 shows the Planning Commission's estimate for the 1975 northbound traffic flow into Downtown on SW 4th and 6th from existing major surface routes plus the volumes to be expected on those streets contributed by the alternate proposals for the Sunset Freeway. The estimates in Table A of Appendix Item 2 probably are somewhat conservative since they do not consider any major improvements to existing surface radial routes with insufficient capacities (such as Ross Island Bridge, SW Macadam Avenue, and SW Terwilliger Boulevard) which contribute to the traffic on SW 4th and 6th Avenues. Estimates taking these improvements into consideration are shown in Table B. Table C shows A.M. peak-hour flow and capacities of these streets.

Appendix Item 3 reviews the at-grade crossing problem at the intersection of 4th-5th-6th-Broadway with Market-Clay-Columbia-Jefferson. If the Foothills route is chosen, there would be approximately 65,000[2] average daily trips in the greater length of 4th-5th-6th-Broadway.

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[1] Ross Island Bridge - Powell Boulevard, Macadam Avenue, Corbett Street, Barbur Boulevard, Terwilliger Boulevard, and Broadway Drive.

[2] Measured at SW Hall Street, the middle point on these streets.

If the Clay-Market route is selected, the corresponding figure would be about 51,800 per day. (The February, 1960 count was 33,000 vehicles per day.)

While the capacity of 4th-5th-6th-Broadway could be made sufficient to carry the additional traffic which would flow onto these streets from the on-off ramps of the Foothills route, it is questionable whether that would be desirable. These four streets already are extremely busy, and the Foothills route would produce approximately 25 per cent greater traffic on them than would the Clay-Market route. This would further adversely affect the desirable desirable trend toward low-rise office use in this area.

Suggested Differentiated Street System

In order to create a better environment for the business enterprises in the 4th-Broadway area, a tentative plan has been envisioned for developing a differentiated street system consisting of a pair of two-way traffic arterials. These two arterials would divert through traffic around the South Auditorium Project and the 4th-Broadway commercial area.

Estimates indicate that a pair of two-way arterials would have sufficient capacity to carry the traffic flow generated by the six thoroughfares[1] leading into the 4th-Broadway area plus traffic from either a Foothills or Clay-Market route (Appendix 2). This is based on the assumption that no new major trafficways improvements for a Macadam Expressway, Mt. Hood Freeway, or a Glencullen Tunnel would be made by 1975. The present ramp locations for the Foothills route would, of course, need to be shifted in order to function with such a two-way arterial system.

With completion of construction of the major radial trafficways mentioned above, additional traffic would be introduced into the 4th-Broadway area.[2] The capacity of a two-way arterial system through this area would be exceeded if a Foothills freeway were constructed. A Clay-Market freeway would add little additional traffic and a differentiated traffic system could be implemented with its development.

Until a differentiated street system can be developed, the existing one-way system in the 4th-Broadway area would have sufficient capacity to serve the traffic generated by either freeway route plus other new trafficways construction. However, it would require the removal of parking during the peak hours of traffic flow.

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[1] Ross Island Bridge - Powell Boulevard, Macadam Avenue, Corbett Street, Barbur Boulevard, Terwilliger Boulevard, and Broadway Drive.

[2] The Oregon State Highway Department and the City Planning Commission, in the past, have indicated that all three facilities are essential elements of a comprehensive trafficways system in Portland.

PORTLAND STATE COLLEGE

While no detailed traffic projections have been made on the amount of traffic which will be generated by Portland State College, the school's enrollment is expected to increase considerably and rapidly. The present daytime enrollment of approximately 4,000 students is expected to increase to 7,335 students by 1970.[1]

Neither the Clay-Market or Foothills route has a locational advantage with respect to Portland State College and the traffic service afforded the College.

More important, Portland State College will have a parking problem regardless of which route is selected. If the College continues to grow as expected, parking facilities will be required to meet parking demand.

Since the Clay-Market route passes directly north of the College, it would cut off its expansion in this direction. However, this is not a desirable direction in which to expand due to the considerable traffic movement on both Market and Clay Streets that will continue, regardless of which freeway route is selected.

The Foothills route would take part of the block south of Shattuck School that is proposed for College expansion, and it would add more traffic in the section of SW Broadway which adjoins the College. Broadway already has a very heavy movement of traffic which conflicts with the best interest of the College campus and with the dense pedestrian traffic associated with it.

SOUTH PARK BLOCKS

Both the Foothills and Clay-Market proposals cross the South Park Blocks, one of the few places in the West Central Area that affords spatial relief from the structural mass of the city. The unique value of the South Park Blocks area has long been recognized by the City, and steps have been taken to preserve and enhance its scenic interest. Recently, the City has established architectural control over the South Park Blocks and the surrounding area by designating the area as a Design Zone. The Clay-Market route would bisect these Park Blocks, removing 27 tall shapely trees in the block that would be acquired, and disrupt the harmony of the row of wooded Park Blocks.

The Foothills route does not violate the physical continuity of the South Park Blocks to the same extent as the Clay-Market route since the Foothills route takes the southern end of the parkway. This southernmost portion is the quietest, most uncluttered and least used part of

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[1]Present and predicted enrollment figures were obtained from the office of the Director of the Physical Plant, Portland State College.

the South Park Blocks.

In order to reduce the disruption of the South Park Blocks by either freeway route, it is recommended that the park block be replaced by bridging the freeway and that the park be relandscaped to the extent possible. It is essential that the City preserve the few areas of quiet open space provided in the bustling West Central Area of the city.

WESTPARK AND CARDINELL HEIGHTS

The name of Westpark has been given to the apartment-residential neighborhood west of the South Park Blocks, south of SW Jefferson Street, and extending to the slopes of Cardinell Heights. The Park Blocks and west hills afford pleasant boundaries on two sides of this semi-isolated and quiet triangular residential area characterized by rather intensive apartment development (Plates 2 and 8). Westpark is not penetrated by through traffic except for SW Montgomery Street. Its close proximity to Downtown for employment, entertainment, and shopping enhances its residential value. Westpark is the only sizable area available in proximity to Downtown for the development of needed apartment units; there are approximately 31 acres available for apartment house development in the area.

The need for close-in residential units in the West Central Area is recognized; private investors have developed two substantial high-rise apartments in Westpark within the last ten years. In all, 502 new dwelling units have been added in Westpark since 1950, and there has also been a substantial, though unmeasured, amount of conversion of older houses into multi-family units. This trend appears to be continuing as plans are underway for large apartment units at SW 10th and Clifton and at SW 14th and Hall Streets. The State Board of Higher Education's estimate for increased enrollment at Portland State College forecasts an additional demand for apartments for married college students in the vicinity of the school.

The Clay-Market route, which would remove 5.5 acres along the northern margin of Westpark, would help to effectively delimit the area along its one presently exposed side. Possibly, certain local street bridges over the freeway, not needed, could be eliminated to further promote the area's chief attribute -- seclusion. Also, the land which the Clay-Market route removes from Westpark is that which, although closest to Downtown, is least desirable for future apartment or residential construction. It contains an intermixture of commercial and industrial service uses with apartment development, and there is, and will continue to be, much traffic on the east-west surface streets (Market, Clay, Columbia, and Jefferson). However, it is important to note that the Clay-Market route would separate Westpark from several churches north of SW Market Street which presently contribute much to the quality of this neighborhood.

The Foothills route would remove approximately 9.2 acres on the southwestern side of Westpark, materially reducing the area available

for apartment development. More important, the Westpark area taken by the Foothills route will remove most of the best locations for a view in Westpark which presently are available for high-rise quality apartments at the base of the hill. In places where high-rise apartments could abut the Foothills route, the impact of freeway noise and fumes would create a serious problem in spite of whatever landscaping treatment is applied. For example, about one-third of the 151 units of the existing ten-story Park Plaza Apartments would be directly exposed to the sight and sound of the Foothills route. This is a critical consideration because the Foothills route is about 450 feet longer through the Westpark neighborhood than the Clay-Market route.

The Foothills route would require the demolition of the recently constructed Shaarie Torah Synagogue, St. Helen's Hall School and, if the 15th-16th (depressed) Stadium alignment is selected, the relatively new Ahavai Sholom Synagogue. The removal of these structures would be a serious loss not only to Westpark but to the entire West Central Area.

The residential and apartment area in Cardinell Heights on the south margin of the freeway is in a situation similar to the abutting apartment development in Westpark. The Foothills freeway would have a most unfortunate noise impact on the present quiet and seclusion of this area and disrupt the view.

NORTH CENTRAL SECTION

The gridiron street network of the North Central Section is inadequate for handling traffic moving along the major 'trip desire line' which runs diagonally across the grid from northwest to southeast. This is due to (1) the use of certain streets for railroad trackage; (2) the staggered misalignment of northwest-southeast oriented streets in the Downtown Section; (3) the lack of sufficient and well-integrated north-south connections on its northern margin with St. Helens Road, Yeon and Front Avenues; and (4) the nonconforming two-way streets that are interspersed through portions of the general one-way street pattern. In critical need of relief is the traffic congestion associated with the development of major trucking terminals in the northern part of the section.

The construction of the Stadium Freeway will provide quick and easy movement of traffic in and out of the North Central Section, but design of the route is complicated by the inefficient surface street pattern, accelerated development of the area, and anticipated traffic generation.

RELATIONSHIP OF STADIUM FREEWAY TO PROPOSED INDUSTRIAL FREEWAY

The Comprehensive Development Plan adopted by the Planning Commission in 1958 included a future Industrial Freeway to serve the important industrial development adjacent to the Willamette River. This suggested route generally coincided with present NW Front Avenue and ran northwesterly from an interchange with the Fremont Bridge. A similar Industrial Freeway alignment was previously suggested in 1955 by the Oregon State Highway Department.

At present, no extensive study has been made by the Planning Commission to determine the appropriateness of the proposed alignment along NW Front Avenue, the desirable ramp locations, nor whether the facility need only meet expressway standards. However, a preliminary survey indicates that the best choice of location of the Industrial Freeway would be either along NW Front or NW Yeon Avenues. The critical considerations of proper location for the Industrial Freeway are the urgent needs to: (1) provide immediate access to the freeway for waterfront developments, particularly Terminal No. 1; and (2) provide good freeway service to other adjoining industrial areas, such as the Guilds Lake Tract.

In the four alternate proposals for the Stadium Freeway, it appears that the east-west spur connection to the Fremont Bridge, shown between NW Thurman and NW Upshur Streets, is part of the alignment contemplated

NORTH CENTRAL SECTION FREEWAY ROUTES AND RAMPS

PLATE 13

Freeway Alternatives

Proposed Ramps (O.S.H.D.)

Proposed Ramps (P.C.P.C.)



Scale: 1" = 1200'

PORTLAND CITY PLANNING COMMISSION

1960

for the future Industrial Freeway. The Oregon State Highway Department plan for the ultimate extension of this alignment is unknown. However, it is assumed that the State is now contemplating the use of St. Helens Road for the Industrial Freeway alignment and proposes to connect the spur to that route in the vicinity of the Montgomery Ward store and the Forestry Building. In any event, the spur shown indicates that an alignment considerably west of the previously proposed Front Avenue route is being suggested for the future Industrial Freeway.

The Planning Commission believes that the entire problem of the Industrial Freeway needs considerable study by all agencies concerned. While the Planning Commission is not specifically endorsing a NW Front Avenue or similar alignment, the location of the spur shown on the State proposals for the Stadium Freeway seems inappropriate as the first stage of a future Industrial Freeway.

The study required to accomplish the selection of the appropriate route for the Industrial Freeway is inextricably involved with the selection and design of a route for the Stadium Freeway. Such study would, of necessity, include the problem of location of access ramps on the Stadium Freeway in the North Central Section and the even more complex problem of the height and location of the Fremont Bridge. Therefore, the Planning Commission recommends that the selection of the Stadium Freeway route and ramp locations be made contingent upon further study and recommendations by all parties concerned.

STADIUM FREEWAY ALTERNATIVES AND TRAFFIC SERVICE

The ramps at NW Everett tend to collect and distribute freeway traffic to and from the south at locations too far south in relation to the major sources of traffic generation in the Northwest section. However, these same ramps are well situated in relation to the Glisan-Everett segment of the Planning Commission's proposed inner-distributor loop. As part of the total loop system, the good points of the Everett Street ramp locations outweigh the shortcomings of traffic service to the local North Central Section.

In terms of North Central traffic service, the ramps to and from the north are better placed than the ramps for traffic to and from the south (especially on the 18th-19th route). However, the lack of availability of these ramps to any spur extending west or northwest from the Fremont Bridge renders these ramps inadequate as well. It is essential that the future Industrial Freeway contemplated by both the City and State provide adequate access to the high employment industrial-warehousing-trucking complex of the North Central Section for traffic from North Portland via the St. Johns Bridge.

There is marked inadequacy in the traffic service afforded by the 21st-22nd alignment. The distance of all the on-off ramps from the denser concentration of industry east of NW 17th is too great for

convenient service and will bring industrial traffic through residential areas. Only extremely poor service to the truck terminal area north of NW Northrup Street can be provided. A northbound on ramp is provided at NW 20th and Pettygrove, but it has a 6 per cent grade leading into the 1,500 foot long 5 per cent grade of the Fremont Bridge itself. Large trucks would find this difficult to negotiate. No off ramp from the bridge could be provided into the same area, so the single northbound on ramp is something of an orphan.

The Planning Commission considers the 18th-19th, 15th-16th (elevated), or the 15th-16th (depressed) routes satisfactory in providing traffic service to the North Central Section. The 18th-19th route would be suited to a slightly larger volume of traffic than either of the 15th-16th routes. The latter two are somewhat more convenient to the industrial and warehousing area east of NW 17th, which generates a considerable volume of large truck traffic. Either of the 15th-16th plans would be well integrated with the development of a balanced one-way street pattern in the area.

A P P E N D I X

A SUGGESTED CONNECTION BETWEEN THE CLAY-MARKET ROUTE AND THE 15TH-16TH DEPRESSED ROUTE

From preliminary investigation by the Planning Commission staff, it appears that a connection of the Clay-Market and the 15th-16th (depressed) route may be feasible. At the time of this writing, the feasibility of this proposal has not been verified by the City's Highway Co-ordinator, the City Traffic Engineer, nor the Oregon State Highway Department. It is the intent of the Planning Commission to bring this proposal to their attention for determination as to its feasibility.

The main line gradient, maximum curvature, and total deflection angle of the Clay-Market and 15th-16th (depressed) routes remain approximately the same as proposed by the State Highway Department, except at the interchange connection of the two routes. While most of the grades at the interchange meet desirable interstate highway standards, some meet only minimum standards. With further study, it is believed that all grades could be made to meet desirable standards.

The western end of the Clay-Market section, as proposed by the staff of the City Planning Commission, will terminate approximately two and one-half blocks further east than the proposal shown by the State Highway Department. This would eliminate the bridges at SW 13th and SW 14th Avenues. A bridge would also be eliminated over a SW 5th Avenue on ramp by moving the on ramp to SW 3rd Avenue. The reason for moving the on ramp to SW 3rd Avenue is to accommodate the weaving section between this on ramp and the on ramp to the main line from the north side collector-distributor road. The on ramp to the main line from the north side collector-distributor road had to be located further east because of the interchange at SW 13th-14th Avenues. The off ramp from the main line to the south side collector-distributor road was moved east for the same reason. The on-off ramps at SW 11th Avenue and SW 4th Avenue on the south side collector-distributor road and the SW 10th Avenue off ramp on the north side collector-distributor road remain the same. The north side collector-distributor road would be lengthened by moving the on ramp from SW 5th Avenue to SW 3rd Avenue while the length of the south side collector-distributor road would remain the same.

On the 15th-16th Avenue (depressed) route, the on-off ramps from the north are moved from SW Jefferson and Columbia Streets to SW Yamhill and Taylor Streets. This necessitates moving the NW Everett Street ramp terminals somewhat further north than proposed on the State's plan in order to provide enough distance between successive ramp terminals.[1] Despite this modification, it appears that the grades on the Everett Street ramps will be essentially unchanged.

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[1]Ramp terminal, as used here, refers to the location at which a ramp merges with the main line of the freeway. The exit and entrance terminals of the ramps at NW Everett Street would remain unchanged.

APPENDIX ITEM 2

TABLE A

ESTIMATED AVERAGE DAILY TRAFFIC (ADT), BY SOURCE, FOR NORTHBOUND ONE-WAY SW 4TH AND 6TH AVENUES
(Assuming no Glencullen Tunnel, Mt. Hood Freeway and no Improvement of Macadam Avenue)

SOURCE AND TOTAL ADT		% OF TOTAL TO SW 4-6TH[1]	ADT TO SW 4-6TH	ASSUMED APPORTIONMENT SW 4TH	ASSUMED APPORTIONMENT SW 6TH
With Clay-Market Route					
Broadway Drive	3,000	100	3,000	0	3,000
Terwilliger Blvd.	5,000	100	5,000	0	5,000
Barbur Boulevard	24,300	30	7,290	4,375	2,915
Ross Island Bridge	18,100	35	6,335	2,535	3,800
Macadam Avenue	11,000	35	3,850	1,540	2,310
Corbett Street	1,300	35	455	180	275
Sub-Total			25,930	8,630	17,300
4th-Mill Ramp	4,600	54[2]	2,500	2,500	0
Market-Columbia (Surface Streets)	--	--	500	0	500
Clay-Jefferson (Harbor Dr. Ramps)	--	--	2,665	1,865	800
Total			31,595	12,995	18,600
		Peak (12%)	(3,790)	(1,560)	(2,230)
With Foothills Route					
Six Surface Routes Listed Above			25,930	8,630	17,300
4th Avenue Ramp	2,500	100	2,500	2,500	0
6th Avenue Ramp	4,100	100	4,100	0	4,100
Market-Columbia (Surface Streets)	--	--	3,000	1,200	1,800
Clay-Jefferson (Harbor Dr. Ramps)	--	--	2,340	1,400	940
Total			37,870	13,730	24,140
		Peak (12%)	(4,540)	(1,650)	(2,890)

[1] Based upon current traffic flow and consideration of capacities of Harbor Drive, SW 4th, and SW 6th.

APPENDIX ITEM 2
TABLE B
ESTIMATED AVERAGE DAILY TRAFFIC (ADT), BY SOURCE, FOR NORTHBOUND ONE-WAY SW 4TH AND 6TH AVENUES
(Assuming Completion of Glencullen Tunnel, Macadam Expressway, Mt. Hood Freeway)

SOURCE AND TOTAL ADT		% OF TOTAL TO SW 4-6TH	ADT TO SW 4-6TH	ASSUMED APPORTIONMENT SW 4TH	ASSUMED APPORTIONMENT SW 6TH
		With Clay-Market Route			
Barbur Boulevard	18,000	30	5,400	5,400	0
Ross Island Bridge	12,000	35	4,200	1,680	2,520
Macadam Expressway	15,000	35	5,250	2,100	3,150
Corbett Street	0[1]	--	--	--	--
Terwilliger Blvd.	5,000	100	5,000	0	5,000
Broadway Drive	3,000	100	3,000	0	3,000
Sub-Total			22,850	9,180	13,670
Glencullen Tunnel	11,300[2]	50	6,100	0	6,100
4th Avenue Ramp	3,800	50	1,850	1,850	0
Market-Columbia	--	--	300	0	300
Clay-Jefferson	--	--	2,665	1,865	800
Total			33,765	12,895	20,870
		Peak (12%)	(4,050)	(1,550)	(2,500)
		With Foothills Route			
Six Surface Routes listed Above			22,850	9,180	13,670
Glencullen Tunnel	11,300[2]	50	6,100	6,100	0
4th Avenue Ramp	4,150	100	4,150	4,150	0
6th Avenue Ramp	6,250	100	6,250	0	6,250
Market-Columbia	--	--	2,150	860	1,290
Clay-Jefferson	--	--	2,340	1,400	940
Total			43,840	21,690	22,150
		Peak (12%)	(5,260)	(2,600)	(2,660)

[1] Corbett would drop below 550 vehicles per day with completion of Macadam Expressway and is not included here.

[2] With Clay-Market route, Glencullen Tunnel is connected to 6th; with Foothills route, tunnel is connected to 4th.

APPENDIX ITEM 2
TABLE C
ESTIMATED 1975 A.M. PEAK-HOUR ONE-WAY VEHICULAR TRAFFIC FLOW
(Data from Tables A and B, Appendix Item 2)

Streets	Assuming No Additional Trafficways Improvements: Assuming Foothills	Assuming No Additional Trafficways Improvements: Assuming Clay-Market	Assuming Mt. Hood Fwy., Macadam Expressway Glencullen Tunnel Completed and in Use: Assuming Foothills	Assuming Mt. Hood Fwy., Macadam Expressway Glencullen Tunnel Completed and in Use: Assuming Clay-Market
SW 4th[1]	1,335	1,335	2,390	1,325
SW 6th[1]	2,570	2,075	2,330	2,370
Total	3,905	3,410	4,720	3,695

POSSIBLE STREET CAPACITIES

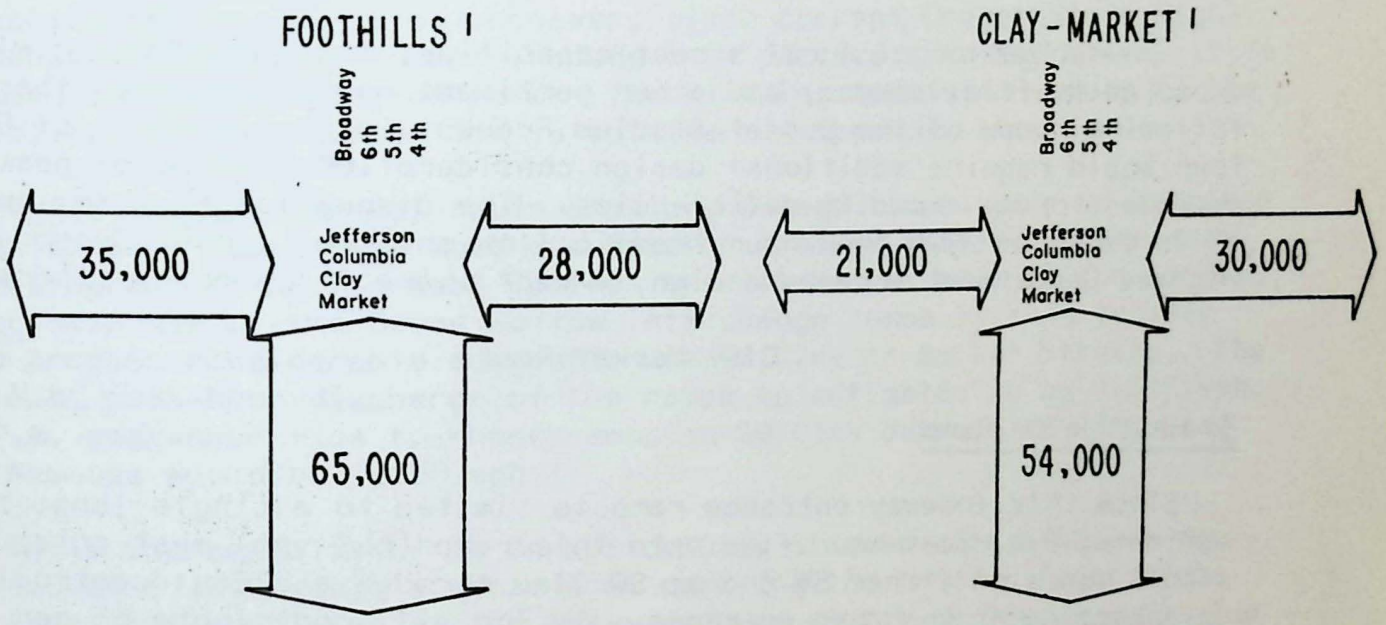
Streets	Possible Capacities Assuming One-Way Streets: Parking Both Curbs	Possible Capacities Assuming One-Way Streets: Parking One Curb	Possible Capacities Assuming One-Way Streets: No Parking	Streets	Possible One-Way Capacities Assuming Two-Way Streets: Parking One Curb	Possible One-Way Capacities Assuming Two-Way Streets: No Peak Hour Parking
SW 4th	2,040	2,530	2,925	SW 4th[2]	1,725	2,125
SW 6th	2,040	2,530	2,925	SW Broadway[2]	1,725	2,125
Total	4,080	5,060	5,850		3,550	4,250

[1]At Mill Street. Includes Clay-Market route 4th-Mill ramp but not Market-Columbia Streets and Clay-Jefferson Harbor Drive ramps.
[2]Assumes widening of SW 4th and SW Broadway to 120 feet as part of a differentiated street system.

APPENDIX ITEM 3

CROSS TRAFFIC VOLUMES BETWEEN 4TH-BROADWAY AND MARKET-JEFFERSON

The Foothills route would produce a greater volume of north-south traffic on 4th-5th-6th-Broadway than the Clay-Market route and much heavier east-west flow on SW Market-Clay-Columbia-Jefferson. The sixteen locations where these four streets intersect produce a formidable at-grade crossing problem. The illustrations below indicate the traffic volumes to be anticipated in this multiple intersection area, assuming the Foothills or Clay-Market alignment.



[1] Assuming no Glencullen Tunnel, Mt. Hood Freeway, and no improvement of Macadam Avenue.

APPENDIX ITEM 4
RAMP AND STREET TRAFFIC CAPACITIES AND PEAK-HOUR FLOW

Introduction

To insure the smooth and free functioning of any route selected for the Sunset-Stadium Freeway, it is essential that traffic in proximity to Downtown not hinder the free flow of traffic on streets or ramps leading to the freeway. During the peak hours, traffic must enter and leave the freeway without congesting local streets or, worse, backing up on the freeway ramps to the extent that vehicles on the freeway itself (or the collector-distributor roads) are brought to a prolonged halt.

Investigation of local street capacities, ramp lengths and widths, expected traffic volumes, and other pertinent factors reveals that the following ramps of the Sunset-Stadium Freeway in the vicinity of Downtown would require additional design consideration because of peak-hour vehicle storage capacity deficiencies. The discussion that follows is in terms of 1975 peak-hour traffic flow and the current Oregon State Highway Department freeway design, except where it is noted otherwise.

Clay-Market Route

3rd Avenue On Ramp[1]

Since this freeway entrance ramp is limited to a single lane, the estimated P.M. peak-hour flow onto this ramp (645 vph) must enter from single lanes on either SW 3rd or SW Clay through a signal-controlled intersection at the ramp entrance. SW 3rd will contribute 65 per cent of the peak-hour flow (420 vph). While there should be little conflict with traffic headed for the eastbound 3rd Avenue Marquam Bridge on ramp, two blocks further south, the single-file movement required of westbound Sunset Freeway traffic on 3rd Avenue will probably produce traffic problems during peak hours at the intersection of SW 3rd and Columbia. An extension of the signal phase favoring SW 3rd Avenue traffic crossing SW Clay may be sufficient to alleviate this problem. The anticipated westbound peak-hour volume on SW Clay at 3rd should be light enough to permit up to a 20 per cent reduction in this signal phase without seriously hindering traffic flow or disrupting the synchronization of traffic signals.

10th Avenue Off Ramp

The 10th Avenue off ramp discharges directly onto the signal-controlled intersection of SW 10th and Columbia. Therefore, the off ramp

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[1]The current Oregon State Highway Department design of the Clay-Market route places this ramp at SW 5th and Columbia. The same general considerations concerning storage space requirements apply except that, by moving the ramp to SW 3rd and Clay as the Planning Commission suggests, some additional storage space is gained on much less busy streets.

itself must provide sufficient storage space for vehicles waiting for the green signal. Anticipating an eventual increase of 50 per cent over the expected 1975 peak-hour flow of 490 vph, the 10th Avenue ramp could be made more than adequate to meet the eventual storage space need by widening it to two lanes. This should not interfere with the functioning of SW 10th since the remaining lane on the street appears to be capable of carrying traffic from other sources.

On-Off Ramps for Canyon Road and Stadium Freeway at SW 14th Avenue and Market-Clay Streets

Preliminary investigation of the possibility of connecting the Clay-Market route with the 15th-16th (depressed) route indicates that such a connection may be feasible. However, since current Oregon State Highway Department designs do not include this particular alternative, it is excluded from consideration here. The Planning Commission study of the feasibility of this connection is outlined in Appendix Item 1.

While the Clay-Market route provides an additional pair of entrance and exit ramps for Canyon Road and Stadium Freeway traffic to and from the southern part of the West Central Area at SW 4th and 5th (or SW 3rd), the greater use of the Goose Hollow interchange ramps by this traffic would produce considerable congestion on SW Clay or Market Streets. The 1975 A.M. peak-hour discharge of the ramps is estimated to be 1,015 vph. The P.M. peak-hour flow to these ramps on SW Clay between SW 13th and 14th Avenues would be 1,180 vph.[1]

While the capacity of SW Market or Clay Streets with all curb parking removed (1,260 vph) is capable of carrying the traffic to and from the ramps, the combining of the heavy volumes of Canyon Road and Stadium Freeway traffic on a single pair of narrow east-west one-way streets does not appear to be sound. It fails to anticipate future traffic increases such as would undoubtedly occur with the completion of the Prescott (Fremont) and Industrial Freeways.

To relieve this situation, the Planning Commission has recommended that the ramps of the Goose Hollow interchange to and from the Stadium Freeway be shifted to the north of Lincoln High School. This would assign SW Market and Clay Streets to Canyon Road traffic only and reduce the peak-hour flows on those streets by about 35 per cent. Not only would this provide for significant relief of those narrow east-west streets and make allowance for traffic increase beyond 1975, it would create a freeway entrance and exit arrangement which maintains a better balance of traffic distribution over the limited capacity surface streets on the western periphery of Downtown.

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[1]The Clay-Market route's 4th and 5th Avenue ramps serving Canyon Road and Stadium Freeway traffic would carry only about one-half the volume of the Goose Hollow interchange ramps. The estimated 1975 A.M. peak-hour flow on the 4th Avenue off ramp is 550 vph; the P.M. peak-hour flow on the 5th Avenue on ramp is 645 vph.

Off Ramps for Canyon Road and Stadium Freeway at SW Market and SW 14th (assuming the 21st-22nd, 18th-19th or 15th-16th elevated freeway routes)

While the ramps of the Goose Hollow interchange provide sufficient storage space for traffic from Canyon Road and Stadium Freeway at the SW 14th and Market signal, the maximum capacity of SW Market Street (1,260 vph with parking removed) is insufficient to absorb such traffic (1,450 vph). This situation could be partially remedied if the interchange ramps to and from the Stadium Freeway could be shifted to the north of Lincoln High School. SW Market would then be reserved for the exclusive use of the estimated 985 peak-hour vehicles from the Canyon Road ramp. However, the relocated ramps for Stadium Freeway traffic would be required to carry almost all this traffic to and from Downtown. It consequently places a greater burden on the limited capacity east-west streets to which they would connect.

On Ramps for Canyon Road and Stadium Freeway at SW Clay and SW 14th (assuming the 21st-22nd, 18th-19th or 15th-16th elevated freeway routes)

The estimated peak-hour flow on SW Clay between SW 13th and 14th to the ramps leading to the Canyon Road and Stadium Freeway is 1,695 vph. This is considerably more than the available capacity of 1,260 vph on SW Clay with all parking removed. Since there would also be a significant southbound peak-hour rush on SW 13th crossing SW Clay to the eastbound on ramp of the Sunset route, the congestion on SW Clay between SW 11th and 13th would probably impair the functioning of the SW 13th ramp as well. While shifting the Stadium ramps north of Lincoln High School would partially relieve this traffic pressure, the remaining peak-hour flow on SW Clay to the Canyon Road ramp (1,150 vph) would still produce congestion.

With the 18th-19th or 21st-22nd Avenue Stadium alignments only, the Canyon Road on ramp could be two lanes in width at the entrance into the Goose Hollow interchange. However, the peak-hour flow on SW Clay would require the removal of all parking on that street for four moving lanes of traffic to obtain the needed capacity (1,260 vph).[1] The problem of squeezing four SW Clay Street lanes through the traffic signal at SW 14th and into two lanes on the ramp reduces the usable capacity of SW Clay at that point to less than 900 vph. The congestion caused by this intersection would be multiplied in nearby streets and intersections by additional cross traffic to and from the 12th and 13th Avenue ramps of the Sunset Freeway.

[1]Restricted merging distances confine Canyon Road on ramp at the Goose Hollow interchange to a single lane if the Foothills route is connected to the 15th-16th (elevated) route. See plan illustration in the Oregon State Highway Department's Stadium Freeway Report, p. 79.

While part of the solution to this traffic problem may be found by considerable extension of the signal phase favoring SW Clay at 13th and 14th, the anticipated peak-hour volumes in this vicinity demand substantial study of ramp and street widths, merging distances, etc. to achieve a design which will not impair the functioning of surface streets or reduce the utility of the Sunset Freeway itself.

On-Off Ramps for Canyon Road and Stadium Freeway at SW 13th Avenue and Market, Clay, Columbia and Jefferson Streets with the 15th-16th (depressed) Route

With the 15th-16th (depressed) route connected to the Foothills route, the interchange ramps utilize four streets instead of two (SW Market, Clay, Columbia and Jefferson Streets). However, the peak-hour traffic problem on four streets appears to be only slightly less acute than on two streets as in the other proposals.

The effective capacities of SW Market and Clay, when assigned to Canyon Road traffic only, are insufficient to handle the large volume of traffic which the Foothills route requires these streets to carry. While removal of curb parking during peak hours will help SW Market Street, it will not help Clay Street. The on ramp connecting to Clay Street must be confined to two lanes because of the freeway design. Therefore, Clay Street, with four lanes of traffic if parking is prohibited, could not feed traffic onto the ramp faster than 900 vph. With an estimated 1,150 vph that would use this on ramp, traffic would be moving practically bumper to bumper along Clay Street during the evening peak hour.

Although the ramp connections to SW Columbia and Jefferson for Stadium Freeway traffic are sufficient to handle the volume of traffic, their proximity to the dense traffic to and from Canyon Road may compound the peak-hour congestion in the vicinity of the Goose Hollow interchange. Therefore, it appears desirable to shift these ramps to a point north of Lincoln High School.

Summary

With the exception of the 10th Avenue off ramp of the Clay-Market route, all of the freeway ramps which would apparently induce congestion on surface streets and possibly impair the usefulness of the freeway itself are those ramps serving Canyon Road and Stadium Freeway traffic to and from the west and north.

The principal cause for the congestion which would be induced by these ramps stems from the current design for the Goose Hollow interchange. It combines the heavy Canyon Road traffic flow with the lighter but significant Stadium Freeway traffic on narrow east-west streets whose capacities are restricted. Further engineering study may do much to lessen this problem, but it appears that the Foothills alignment, in combination with any Stadium Freeway alignment, cannot provide additional

exit-entrance points closely integrated with Downtown for traffic to and from Canyon Road and the Stadium Freeway. Therefore, such redesign would not be a complete solution.

The two sets of Canyon Road and Stadium Freeway ramps to and from Downtown, provided by the Clay-Market route in conjunction with any Stadium Freeway proposal, are the maximum number of facilities provided by any proposal for this traffic. These ramps also are better located for convenient access to and from both the southern and western peripheries of Downtown. However, the ramps are still below the desired minimum number for efficient traffic distribution.[1] Further study of these ramps is necessary to insure their proper function with local surface streets. The separation of Stadium Freeway traffic from Canyon Road traffic by the relocation of the ramps north of Lincoln High School is only one step to a solution of the surface street traffic problem in relationship to the ramps of the Sunset-Stadium Freeway.

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[1] See "Characteristics of an Inner-Distributor Loop", p.

AGENDA 203

PORTLAND CITY PLANNING COMMISSION MEETING

August 16, 1960

3:00 p.m.

Page

1. Approval of Minutes and Committee Reports

   a. Planning Commission.....July 19, 1960..... 1
   b. Streets Committee.....July 5, 1960..... 6
   c. Streets Committee.....July 19, 1960..... 22
   d. Schools & Parks Comm.....July 13, 1960..... 24

2. Zoning Administration -- Review and Progress Report (oral)

   a. Summary of cases handled during first 12 months under new Zoning Code.
   b. Priority schedule of possible amendments to Zoning Code and administrative procedures.
   c. Appraisal of the petition procedure for zone changes.

3. Planning Director's Report

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
July 19, 1960
3:00 p.m.

The Portland City Planning Commission met on Tuesday, July 19, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: President Sroufe and members Thompson, Stanton, Prichard, Kochendoerfer, Dudley, and Clark; Planning Director Woodward; Assistant Director Cannady; City Planner Snyder; Oregonian-Journal City Hall Reporter Clarence Zaitz; and recorder Kaplan.

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APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....June 7, 1960.....approved

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PETITION NO. 3796 -- ZONE CHANGE REQUEST OF FRED MEYER, INC. FOR PROPOSED SUPERMARKET

At the July 14 Zoning Committee meeting, the Committee was split in its decision regarding action on a proposed supermarket to be located on the west side of McLoughlin Boulevard, just north of the SE Bybee Boulevard overpass. The matter was therefore referred to the full Planning Commission for consideration.

Mr. Cannady reported on the happenings at the Zoning Committee meeting, citing those persons who either remonstrated or favored the proposed request of Fred Meyer. Minutes were then read in part from the July 14 Zoning Committee meeting relating to the reasons given on behalf of the petition and those in opposition.

It was brought out that the proposed supermarket represents a $1.5 million investment by Fred Meyer, who has kept the property in question under his ownership for a period of 30 years.

The question to be considered by the Commission was whether the area should remain in residential zoning or whether a change to commercial zoning should be permitted. The staff recommends denial of the C2 request but recommends that the portion of the property located north of SE Glenwood Street be rezoned for A2.5 use.

Mr. Kochendoerfer felt that more opposition was expressed at th. July 14 meeting by the Eastmoreland group than by the Westmoreland people. He added that he would recommend denial of this request, as recommended by the staff.

Mr. Sroufe pointed out that, as planners, the best land use should be the first consideration on requests such as this.

Mr. Prichard did not feel that the Planning Commission has been consistent in its consideration of commercial centers adjacent to residential neighborhoods. He cited examples, such as 39th and Powell and 33rd and Killingsworth, where commercial developments were allowed adjacent to residential areas. With regard to this point raised by Mr. Prichard, Mr. Clark and Mr. Kochendoerfer believed that such uses were only permitted when it involved an expansion of an existing use which was located entirely, or in part, in a commercial zone. It was generally agreed that such uses were not permitted unless located contiguous to other businesses in the area.

Motion: Mr. Stanton moved approval of the staff recommendation, recommending denial of C2 as requested with approval of A2.5 zoning for that portion of the property located north of SE Glenwood Street. This motion was seconded by Mr. Kochendoerfer.

Discussion: A discussion followed on the best use of the area in question. Mr. Thompson stated that he could not conceive anyone developing the area for residential use. Because of inadequate access, it being a very narrow strip, and located between railroad trackage, he felt that perhaps commercial development should be permitted. He added that he would like to see the area placed in park use. Mr. Thompson believed that the people from Eastmoreland were actually, as past records indicate, more opposed to the noise created by the Southern Pacific Railroad yards than to any commercial development. Mr. Sroufe, however, pointed out that there never was any connection between the Southern Pacific Railroad case and the Fred Meyer petition. Mr. Stanton related, however, that opposition has been expressed on both sides of the track.

Mr. Clark asked whether people on 22nd Avenue were opposed to the request of Fred Meyer. They are not located in the petition area and therefore would not be notified until a Council hearing is set for the effected area. Also, it was brought out that Fred Meyer owns all the property to the immediate west of the strip in question and would therefore represent no opposition.

Fred Meyer maintains that the property has been under his ownership for 30 years and that he would be unable to develop it for apartment or residential use because of the site being located contiguous to McLoughlin Boulevard.

Mr. Woodward related that an analysis was made by the Traffic Engineer concerning access problems of the proposed commercial development. The Traffic Engineer recommended that, if the zone was changed, no access be permitted to the property by northbound McLoughlin Boulevard traffic

unless a grade-separated access is provided. It was also recommended that the matter be submitted to the State Highway Department for its consideration since McLoughlin Boulevard is a State highway.

Mr. Stanton pointed out that, by granting this request, it would merely be introducing blight into an area almost a mile long. Mr. Clark also could not see how approval of the proposed request could be justified. Mr. Kochendoerfer added that, by granting this use, the Planning Commission might be opening up the way for other such uses in the area, such as the Southern Pacific Railroad trackage. Mr. Clark stated that, in his opinion, the Southern Pacific Railroad would never release the strip in question.

Mr. Thompson raised the question of whether a change to A2.5 would be desirable at this time. After further discussion, the Commission agreed to leave the area in R5 zoning.

Mr. Stanton and Mr. Kochendoerfer, being in agreement, withdrew their original motion.

ACTION: The Planning Commission voted to deny the request for C2 zoning. Mr. Prichard dissented.

*****

STATUS OF WORK -- JULY 14, 1960

Mr. Woodward reviewed the items in the Status of Work statement contained on pages 6 through 8 of the Agenda.

With regard to the Economic Prospects Report, Mr. Kochendoerfer asked whether information from the 1960 Census of Population would be utilized in updating the report before it is released. Mr. Thompson felt that an appendix to the report could properly correct this situation. Mr. Snyder pointed out, however, that the Economic Prospects Report is chiefly concerned with employment and that the Census of Population material would be utilized in another independent study relating to population. He added that the Economic Prospects Report was updated with information received as of July, 1959.

Relating to the Hillsdale Shopping Center Report, Mr. Woodward reported that the Council recently granted approval of the zone change request which affected the Hillsdale plan. The entire zone change parcel was granted for commercial use instead of following the Planning Commission's recommendation of rezoning the rear portion of the parcel for parking only.

Mr. Woodward related that top priority has been given for amendments to the Zoning Code and for ways and means of streamlining administrative

procedures relating to the code. Approximately 60 items relating to zoning are pending at the present time.

Mr. Sroufe and other Commission members expressed concern over the amount of time consumed by Zoning Committee members in the processing of zoning matters. It was generally agreed that the work load was cumbersome and that some reorganization of procedures was in order. It was the consensus of the Commission that the details on zoning matters be processed by the staff rather than Commission members. It was brought out that the Zoning Code presently requires that all Conditional Use hearings be held by the Planning Commission or its Committee. A change in procedure would involve amendment to the code. Mr. Woodward related that, in Oakland, the Planning Commission holds a public hearing in regard to Conditional Uses and rezoning applications prior to a field investigation and a report by the staff. In Los Angeles, the Zoning Administrator is given the authority to hold such hearings and to grant, modify or deny these requests. The Zoning Administrator's decision may be appealed to a Board of Zoning Appeals.

The Commission indicated that hearings held before the staff report is prepared would be of value and could affect the staff's recommendation to the Zoning Committee. Mr. Cannady related that many cities permit such uses as home occupations as an outright use, which does not require a public hearing. Mr. Clark stated that, in his opinion, a small Committee hearing, such as that scheduled before the Zoning Committee, was a good accommodation for people to air their requests and protests concerning such uses.

ACTION: It was the consensus of the Commission that the staff should review procedures followed in other cities in processing of zoning matters and should submit, at the next Planning Commission meeting, a statement of recommended procedures that would remedy deficiencies in the present office practices.

With regard to Capital Improvement Programming, listed under New Business in the Status of Work statement, Mr. Woodward reported on his recent attendance at the Institute of Government meeting held in Seattle. He related that he hopes that a transcript of the meeting on this topic will be available for the information of the Commission.

*****

STATUS OF PERSONNEL -- JULY 14, 1960

Mr. Woodward reviewed the Status of Personnel statement, contained on page 9 of the Agenda, with the Commission. Out of an authorized staff of 18, he pointed out that five positions are, or soon will be, vacant. He related that, contrary to the statement, the Planning Assistant and Stenographer-Clerk positions can be filled immediately. An accumulation of funds, derived from the loss of our Zoning Supervisor, will enable

this immediate hiring.

*****

REPORT ON METROPOLITAN PORTLAND'S 1960 POPULATION

Due to a short time schedule, with a Streets Committee meeting following the Planning Commission meeting, the Commission decided to dispense with the oral report on metropolitan Portland's 1960 population. In its place, a written statement on this topic was presented in the Agenda for the information of the Commission.

*****

MEETING ON DESIGN ZONE COMMITTEE'S POLICY FOR EVALUATION AND ACCEPTABILITY

Mr. Woodward reported that the Council has been concerned over the Design Committee's policy statement which has been adopted and is proposed to be submitted to architects, property owners in the Design Zones and others who would be affected by this policy. The City Council has questioned the function of the Design Committee and would like to meet with those concerned. A meeting will be held on July 26 at 11:15 a.m. Mr. Woodward asked if Mr. Sroufe and Mr. Stanton would represent the Planning Commission at that meeting. Both indicated they would try to attend.

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Meeting adjourned 4:20 p.m.

*****

Charles E. Woodward
Planning Director

CEW:lmk

MINUTES OF MEETING
STREETS COMMITTEE
July 5, 1960
2:00 p.m.

The Streets Committee of the Portland City Planning Commission met on Tuesday, July 5, 1960, at 2:00 p.m. in the conference room of the Commission at 424 S.W. Main Street.

Those present were: Chairman Thompson and Members Stanton and Prichard,, Metropolitan Highway Engineer Shaw, Highway Engineering Coordinator Fowler, Right-of-way Engineer Short, Assistant Traffic Engineer Bergstrom, Planning Director Woodward, Assistant Planning Director Cannady, City Planner Clark, Planning Assistant Thibeau and Recorder Keyes.

*****

V 13-60 -- Vacation of N. Bowdoin Street between N. Hodge and N. Stanford Avenues and vacation of 10-foot alley in Block 55, University Park. Petitioner: Holy Cross Parish.

Staff Report: The 13-foot alley through the middle of the Holy Cross school grounds exists only on paper.

N. Bowdoin Street, improved with curbs, sidewalks and paving, separates the school area from the half block occupied by the Holy Cross Church, rectory, and convent. Since classes use both school and church facilities, closure of Bowdoin Street would eliminate street crossing by small children and permit consolidation and improvement of the parish grounds.

N. Bowdoin Street is of minor importance for neighborhood and community circulation since it dead ends one block to the east and is paralleled by N. Lombard Street, a major arterial one block to the north, and by N. Oberlin Street, one block to the south.

Staff Recommendation: Approve vacations as petitioned.

Action Taken: The Committee voted to recommend approval in accordance with the staff's recommendation.

*****

V 14-60 -- Vacation of S.W. Montgomery Place at north entrance to Montgomery Drive. Petitioner: Hamilton F. and Charlotte B. Corbett

Staff Report: S.W. Montgomery Place is primarily a service street for rear access to hilltop houses fronting on S.W. Montgomery Drive. Its two-lane paving extends 500 feet along the canyon side of the ridge from the southern entrance, deadending in a small turn-around. From there, a single gravel lane extends 150 feet down a steeper grade to the John A. Savage residence on Tax Lot 37. The next 300 feet across Lot 2, Block 65, was cleared and graded some years ago, but not improved.

The right-angle connection of S.W. Montgomery Place to Montgomery Drive is unimproved and several feet below the grade of S.W. Montgomery Drive. Its vacation would have two effects:

1. Improve the site value of the vacant adjoining Tax Lot 32, owned by the petitioner, by permitting a daylight basement development with front yard at the Montgomery Drive level.

2. Leave Montgomery Place as a 1,000-foot deadend, should the street be improved for homesites at the northerly end. Or, if the street were continued northward to connect with S.W. Ford Street Drive, the resulting block would run almost one-half mile without pedestrian access to neighbors on the east.

Staff Recommendation:

1. Approve the vacation of S.W. Montgomery Place as petitioned except for retaining an east-west 6-foot strip needed for a 5-foot connecting walk and steps between the end of Montgomery Place and Montgomery Drive.

2. Provide a turn-around at the northerly end of Montgomery Place opposite the connecting walk when improvement of that street is needed to serve new homes.

Action Taken: The Committee voted to recommend approval in accordance with the staff's recommendation.

*****

V 15-60 -- Vacation and dedication for a 100-foot right-of-way on Bertha Boulevard between S.W. Nevada Court and S.W. 13th Avenue. Petitioner: Fred Meyer, Inc.

Staff Report: With the transfer of Bertha Boulevard from electric railway to county road to city street, the location of the southwesterly side of the right-of-way has become uncertain. The width of S.W. Bertha Boulevard as now dedicated between S.W. Nevada Court and S.W. 13th Avenue varies from slightly over 100 feet to slightly under 100 feet. The petitioner will dedicate enough property in exchange for the vacated area to insure a uniform dedicated width of 100 feet for S.W. Bertha Boulevard between the streets named above. The 100 feet will be measured from the Barbur Heights subdivision as surveyed by Marshall Brothers in 1955 and platted in 1956.

The purpose of the vacation and dedication is to establish and stake an official property and street boundary line so that Fred Meyer can proceed with the development of the adjoining tract, now zoned R7. The City Council was going to initiate this vacation but the City Attorney's opinion was that the City could not legally do so in cases where vacated street area reverts to private ownership.

Staff Recommendation: Approve the necessary vacation and dedication to establish a uniform 100-foot right-of-way for Barbur Boulevard between S.W. Nevada Court and S.W. 13th Avenue.

Action Taken: The Committee voted to recommend approval in accordance with the staff's recommendation.

*****

Streets Committee July 5, 1960

D 16-60 -- Dedication of a 20-foot strip for a 50-foot right-of-way on N.E. 39th Avenue between Alberta Court and Webster Street together with adjoining subdivision of four lots. Petitioner: Victor R. Greb and Theodora Schoessler.

Staff Report: The owners have submitted to the City Engineer a deed for 20 feet to complete the 50-foot right-of-way on N.E. 39th Avenue from N.E. Alberta Court to N.E. Webster Street. Thirty feet of this right-of-way adjoining the Joseph L. Meek Primary School had been dedicated in 1950 by School District No. 1.

Although the owners requested approval only for the street dedication, their one-acre tract has been surveyed, staked, and mapped into five lots marked A, B, C, D, and E. Lot E, now Tax Lot 85, has been sold and built upon. The remaining four lots, according to the Oregon Code, constitute a subdivision for which a plat, approved by the City Planning Commission and City Engineer, must be filed. Mr. Greb has indicated that he will have a plat prepared.

Staff Recommendation: Approve proposed street dedication and preliminary plat as shown on accompanying map.

Action Taken: The Committee voted to approve the proposed street dedication and preliminary plat.

*****

V 17-60 -- Vacation of the southerly portion of 10-foot alley in Block 4, Wiberg Heights, near N.E. 47th and Halsey. Petitioner: Hollywood Lanai, Incorporated.

Staff Report: The above mentioned 10-foot alley was dedicated in 1948 to supply rear access to the tier of lots rising too steeply from N.E. 47th Avenue for front yard driveways. Lots fronting on N.E. 48th Avenue use that street rather than the alley for garage approaches. Now, the alley will serve only the Hollywood Lanai apartment project but would provide access to future building on Lot 16.

Hollywood Lanai is building a two-story 28-plex apartment with private outdoor balconies or lanais overlooking N.E. 47th Avenue and N.E. Halsey Street. The vacated alley will be incorporated into a paved parking and back-around area with spaces for 23 cars. The only entrance and exit to this rear parking area is over the unvacated section of alley extending 150 feet north to Broadway. The preliminary layout showed one-way traffic entering this alley and exiting along the east property line to Halsey Street. However, partly because of setback requirements of 10 feet on N.E. 47th Avenue and 15 feet on Halsey Street, for which a 5-foot variance was denied, apartment walls were built too close to the east corner to permit an exit lane to Halsey Street.

A two-way 10-foot alley with impaired sight clearance on Broadway, because of a garage built into the bank, is clearly inadequate to serve private parking and deliveries for 28 apartments. The inconvenience and danger of head-on alley meetings can be eliminated by constructing a 9 per cent downgrade exit driveway to N.E. 47th Avenue within the 12' 9" north side yard along Lot 16. It is suggested that this drive, if

feasible, be dedicated as a public alley so that future building on Lot 16 may be served by one-way movement along the rear.

Staff Recommendations:

1. That the City approve the vacation of the southerly 188 feet of the 10-foot alley abutting the Hollywood Lanai property, subject to the following condition:

   That Hollywood Lanai, in exchange for 1,880 square feet of alley vacation, dedicate 1,080 square feet along their north boundary for a 12-foot continuation of the alley to N.E. 47th Avenue.

2. That the City retain the northerly 12 feet of the 10-foot alley abutting the Hollywood Lanai property for a right angle connection to the proposed 12-foot alley to 47th Avenue.

3. That alley traffic be one way south from N.E. Broadway to the Hollywood Lanai parking area and one way west from the parking area to N.E. 47th Avenue.

Discussion: The Committee asked if the only purpose of this dedication was to get the 12-foot strip for the maneuvering of their cars? They felt that if this were a public right-of-way they would use it just the same as a private road.

Mr. Short stated that the property owners on the back of the property in question have signed the petition for the alley vacation because they do not use it and do not need it. He further stated that the owners of the Hollywood Lanai will have to excavate to get the property down to their parking level.

Mr. Woodward pointed out that the alley would have entrance on Broadway and exit on 47th.

Mr. Short also stated that they have optioned the three corner lots so that they can build more apartments and that they will widen that driveway extending apartments toward Broadway. He also brought out the fact that they could get 13 more units on the property if they acquire these lots; and since the driveway is bad the City Engineer does not welcome the problems that this development will cause as far as the alley is concerned, although it would then be two-way.

Action Taken: The Committee voted to recommend denial of this request.

*****

S 18-60 -- Setback appeal for revocable permit to install two electroliers and "Richfield" sign in the 10-foot building setback on N.E. Killingsworth for yard lighting of a new service station at N.E. 7th Avenue. Petitioner: Richfield Oil Corporation.

Staff Report: Ordinance No. 78098, passed by the City Council on November 19, 1942, established a building setback on N. and N.E. Killingsworth Street from N. Willamette Boulevard to N.E. 42nd Avenue. On N.E.

Killingsworth near N.E. Union Avenue, this setback is 10 feet from the street lot line (40 feet from the center line).

The Richfield Oil Corporation proposes to construct a service station on the north side of Killingsworth Street at 7th Avenue. The pump island is placed one foot inside and parallel to the 10-foot setback line. Supported from the center of the island, their standard 22' 8" x 3' 10" double faced plastic "Richfield" sign would project 8' 6" over the setback line, with the bottom edge 16 feet, more or less, above street grade.

This sign, having less than 40 square feet overhanging the setback line, would conform to the proposed amendments to Article 45 of the Zoning Code, recommended by the Streets Committee. The two electroliers at the Killingsworth Street property corners likewise would conform to the proposed amendments providing that the luminous portion of the device is shielded from the direct sight of adjoining properties and of adjoining rights-of-way.

Staff Recommendation: Approval of the following structures within the setback area as indicated on the plan submitted by the petitioner:

1. One illuminated sign with less than 40 square feet overhanging the building setback line.

2. Two yard lights shielded from street traffic and the adjoining residences.

Action Taken: The Committee voted to recommend approval of the following structures within the setback area as indicated on the plan submitted by the petitioner:

1. One illuminated sign with less than 40 square feet overhanging the building setback line.

2. Two yard lights shielded from street traffic and the adjoining residences.

*****

Job No. 5518 Minnesota Freeway Interchanges

Staff Report: (See attached)

Discussion: It was brought out that the connection of the freeway with Denver Avenue would be farther north than is indicated on the map in the staff report. Therefore, access to Vanport would be made from Denver Avenue and a direct connection from the freeway would not be necessary.

A complete interchange cannot be developed between the freeway and Columbia Boulevard because of the terrain, the railroad track and the adjoining cemetery. Therefore, an interchange between Denver Avenue and Columbia Boulevard must be used to supplement the freeway - Columbia Boulevard interchange. However the Denver - Columbia interchange

cannot be financed by Interstate Freeway funds. Mr. Fowler suggested that the Committee recommend to the State Highway Department that these connections from Denver Avenue be considered as part of the State Highway System. They could be financed with Urban Highway funds.

Discussion followed concerning the collector-distributor roads between Killingsworth and Going Streets, access to Alberta Street, and the Going Street interchange. Mr. Fowler presented a revised design for the Going Street interchange.

Action Taken: The Committee voted as follows concerning the recommendations contained in the staff report. (Pages 3 and 4):

1. (Re Access to Vanport) Eliminate this recommendation since it has adequate access from Denver Avenue.

2. (Re Columbia Loulevard Interchange and the Denver Avenue-Columbia Boulevard Interchange) Replaces this recommendation as follows:

   "That a connection between Columbia Boulevard and Denver Avenue for traffic movement to and from the north, east, and west be developed with Urban Highway funds. This is requested to complement the interchange of the Minnesota Freeway at Columbia Boulevard, which has an extremely difficult site that prevents the development of a complete interchange for traffic movement in all directions."

3. (Re Lombard Street Interchange) Approval

4. (Re Portland Boulevard) Approval

5-10. (Re Freeway design south of Killingsworth Street and pedestrian access) Postpone action until another meeting can be arranged.

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Meeting adjourned.

*****

Charles E. Woodward
Planning Director

CEW:pk

STAFF REPORT

THE MINNESOTA FREEWAY

BACKGROUND

On March 23, 1959, the City Planning Commission recommended to the City Council that the alignment of the Minnesota Freeway be approved but that further study and modifications be made of several design elements of the route (see Enclosure 1). At the public hearing conducted the following day by the State Highway Department, the Council, in conformance with the recommendations of the Planning Commission and the City Highway Co-ordinator, approved the alignment but not the design of the Minnesota Freeway. Neither at that time nor subsequently have the Council and Highway Department reached a formal agreement approving either the alignment or design of the freeway, such as the ordinance approving the East Bank Freeway (see Enclosure 2).

In the intervening period, the Highway Co-ordinator has been working with the Highway Department in an attempt to incorporate certain of the suggested design modifications outlined by the Planning Commission in its March 23, 1959 letter of recommendation to Council.

As a result of discussions and correspondence among the City Planning Commission, City Highway Co-ordinator, and Oregon State Highway Department, the Oregon State Highway Department has prepared a schematic modification of the former design and has submitted it to the City for further discussion (see Enclosure 3).

Recently, the Highway Department has been acquiring properties on the main alignment of the Minnesota Freeway which will be necessary for the construction of the route regardless of the finally adopted design for ramp facilities. (To date, about 125 parcels of land have been purchased.)

GENERAL POLICY CONSIDERATIONS

It is essential to recognize that the problems in designing suitable ramps servicing local traffic to and from the Minnesota Freeway are formidable and that weaving distances, structural problems, local street capacities, neighborhood development, safety factors, and cost compromise the achievement of an ideal interchange arrangement. As a guide in outlining desirable policy on the interchange and ramp arrangements for the Minnesota Freeway, a schematic drawing of the movements which should ultimately be provided for in the design of this freeway has been prepared (see Enclosure 4). The necessity of providing for the future Columbia Boulevard and Going Street expressways should be given paramount consideration. The suggested one-mile interval between major interchanges envisions the future importance of these intersecting routes. The emphasis on Portland Boulevard is based not only upon that one-mile interval but upon the 100-foot right-of-way of that street and the excellent connection it affords to the west, via Willamette Boulevard, with residential areas as far away as St. Johns. Portland Boulevard does not

extend very far east, but it is not as important to extend the freeway service so far in that direction since Union Avenue and the future Prescott (Fremont) Freeway will form a very good traffic funnel for the Northeast part of the City.

The use of Killingsworth and Lombard Streets for supplemental collectors of the heavier traffic movement to and from the south is predicated on the estimate that traffic demand warrants their construction. However, the supplemental character of these interchanges permits modest design standards for the ramps involved at these points. The ramps into Lombard might be somewhat less elaborate than the present Highway Department plans indicate, although the Lombard interchange unavoidably will remain critical until such time as the Columbia Expressway is constructed.

The Killingsworth ramps, on the other hand, might be held in abeyance until traffic demand renders their construction imperative, permitting the expenditure of more funds immediately on more satisfactory interchanges at the major points and such items as the acquisition of additional right-of-way, where the impact of the freeway warrants it and pedestrian cross-overs. In any event, the schematic plan outlined on the attached map (Enclosure 4) indicates the critical considerations involved in developing a design for the Minnesota Freeway which not only would provide an integrated trafficway for the area which it would serve, but would relate this structural, topographic feature to other elements of the Comprehensive Plan.

RECOMMENDATIONS

Based on the analysis of the "Proposed Ramp Facilities and Design", outlined later in this report, it is recommended that the proposed schematic design of the Minnesota Freeway be revised by the Oregon State Highway Department.

The inadequacies of the interchanges, ramps, and other design elements of the Minnesota Freeway suggested by the Oregon State Highway Department are quite pronounced and require that the entire freeway design be restudied. It is recommended that the Planning Director consult with the Highway Co-ordinator and, with his assistance, advise the Oregon State Highway Department of the specific design features requested by the Planning Commission to improve the Minnesota Freeway's traffic service as part of a comprehensive trafficways scheme for the City and to mitigate the freeway's undesirable impact of the neighborhoods through which it passes.

In particular, it is recommended that the following provisions and considerations be incorporated in the ultimate design of the Minnesota Freeway:

1. Provision within the Vanport interchange for access to and from the south and to and from the north on the Minnesota Freeway. Vanport is being purchased by the City of Portland from the Federal Government on terms which anticipate the ultimate improvement of the entire 635-acre site for recreational purposes. It will be important to provide this large recreational area with quick and convenient access to and from the City in order to promote its full use.

2. Development of the Columbia Boulevard interchange with a partial interchange that would permit the later construction of a complete interchange with the proposed Columbia Expressway. This partial interchange should favor traffic flow between the west and south to and from the freeway. A connection to N Denver Avenue and Columbia Boulevard for traffic movement between the west and north to and from the freeway should also be provided.

3. Consider the Lombard interchange as being supplemental to the Columbia Boulevard interchange to provide additional traffic service to and from the south on the freeway. The ramp arrangement of the current Oregon State Highway Department proposal for Lombard Street is quite satisfactory for this purpose.

4. Make the Portland Boulevard interchange as convenient for traffic generated to the east of the freeway as for traffic generated to the west. While the Portland Boulevard service area extends further west than east, the interchange should be designed so as to encourage use of the freeway by traffic from the east presently using N Williams, Vancouver, and Albina, which parallel the freeway on the east. Traffic should be reduced as much as possible on these three streets which now traverse five planned school neighborhoods.

5. Provision, when needed, of freeway ramps leading to and from N Killingsworth Street instead of Alberta. Killingsworth serves the entire width of North and Northeast Portland from Willamette Boulevard to NE Portland Highway (Alberta is a through street only from Interstate to 33rd), and the setback lines which have been in existence over 20 years on Killingsworth will permit widening of that street much more economically and with less disruption than a widening of Alberta.

6. Revision of the ramps of the Going Street interchange so they may be serviceable for inclusion in a future Going Expressway between Swan Island-Mocks Bottom and the Prescott (Fremont) Freeway.

7. Design the location of the terminal ends of the Fremont Bridge interchange that lead to the future Prescott (Fremont) Freeway so as to favor the east-west movement on Fremont Street rather than the north-south movement on Vancouver and Williams Avenues. Since N Vancouver and Williams Avenues will be provided significant relief by the Minnesota Freeway which runs parallel to these streets,

the most important traffic function which such ramp ends could provide would be to connect N Fremont Street to the Fremont Bridge. In the Comprehensive Plan adopted by the Planning Commission, Fremont Street is a school neighborhood boundary while both Vancouver and Williams Avenues bisect several neighborhoods and should therefore be reduced in importance as trafficways.

8. Give more thorough study to the problems connected with the height and location of the Fremont Bridge. The committee established by Planning Commission President Sroufe[1] to investigate this matter should communicate with the Dock Commission and, with the advice of the Planning Director and Highway Co-ordinator, formulate a plan for the Fremont Bridge providing:

   a. Minimum acceptable height clearance over the river.
   b. Adequate access to the bridge and Stadium Freeway from Municipal Terminal No. 1.
   c. Provision at the west end of the bridge for connection to a future Industrial Freeway running northwesterly from the bridge.

9. Redesign the freeway to eliminate any use of existing surface streets for collector-distributor roads or the construction of retaining walls for a narrow right-of-way through residential areas. Additional right-of-way should be acquired to minimize freeway impact on adjoining residential development.

10. Provide additional pedestrian access over the freeway. In particular, N Bryant Street and, if possible, N Failing or N Shaver Street should be bridged over the freeway for pedestrian traffic.

THE PROPOSED RAMP FACILITIES AND DESIGN

The several reservations on the initial Minnesota Freeway design listed by the Planning Commission (Enclosure 1) are compared below with the revised Minnesota Freeway design now submitted by the Highway Department. Highway Department modifications in the design for the freeway, which are not related to the Planning Commission suggestions, also are noted.

Vanport Access

In its March 23, 1959 letter, the Planning Commission requested...

"5. Access to Vanport to and from Portland."

The revised plan for the Minnesota Freeway does not indicate whether access to and from Vanport is now included.

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[1] Messrs. Sroufe, Stanton, McKinley, and Woodward. See minutes of Planning Commission meeting for September 22, 1959.

Future Columbia Expressway

The Planning Commission suggested to Council that the Minnesota Freeway include...

"1. Initial construction of a partial interchange with Columbia Boulevard, making possible the later construction of a complete interchange with the proposed Columbia Expressway when developed."

The revised on-off ramps to and from Columbia Boulevard are too circuitous to provide efficient service. Access to and from Columbia Boulevard would be via a controlled access roadway that connects with the freeway approximately 1,300 feet north of where these two routes cross. This roadway connects with Columbia Boulevard about 1,200 to 1,400 feet east of the freeway alignment. The primary traffic movement which these ramps will serve is to and from the west (St. Johns industrial area, etc.) and the south (Downtown, etc.). However, traffic using these proposed ramps to and from the south and west must double back a distance of almost one mile to reach the point where Columbia Boulevard and the Minnesota Freeway intersect. It is unlikely that these ramps and the required roadway could ever be incorporated in a suitable complete interchange with a future Columbia Expressway.

Construction of a satisfactory partial interchange on the Minnesota Freeway with Columbia Boulevard, envisioning later development of a full interchange with a future Columbia Expressway, would require both considerable ingenuity and, in all probability, considerable expenditure. The problems involved with designing an adequate and acceptable interchange between the Minnesota Freeway and Columbia Boulevard stem from the proximity to the freeway of the railroad tracks and the Columbia Cemetery. However, a better interchange design seems justified if only moderate optimism is expressed concerning the development of St. Johns' industrial and warehousing potential as presently planned by the Port of Portland and private developers.

Lombard Street

The Planning Commission requested that the Minnesota Freeway include an...

"4. Adequate interchange at Lombard Street."

The revised plan for the N Lombard Street interchange is unchanged from the earlier version. While the use of this interchange design is probably contingent upon further modifications in connection with the adjacent Columbia Expressway and Portland Boulevard interchanges, the staff considers the Lombard Street interchange adequate in the context of this proposed design. Considering the limited available capacity of Lombard Street itself, the most important traffic service needed at this

interchange is to and from the south. The Oregon State Highway Department envisions access to and from the north on the freeway at Portland Boulevard, and the staff considers similar service to and from the north more essential at Columbia Boulevard than at Lombard.

Portland Boulevard

The Planning Commission suggested...

"2. Shifting of the access ramps at Ainsworth Street to Portland Boulevard in order to preserve Ainsworth Street and the school neighborhoods which it bisects from freeway-bound traffic."

The on and off ramps at Portland Boulevard in the revised plan presented by the Highway Department are in lieu of the previously planned Ainsworth ramps. However, where the Ainsworth ramps provided only for traffic movement to and from the north on the freeway, the Portland Boulevard ramp proposal provides for traffic flow to and from the south as well.

The design of this new interchange is considered somewhat awkward for several reasons: (1) the radii of the ramps to and from the north are quite tight; and (2) all of the ramps enter Portland Boulevard at a right angle which seems a compromise arrangement for traffic to and from both the east and west on Portland Boulevard using the ramps. This would create a problem for larger trucks using these ramps even though Portland Boulevard has a 100-foot right-of-way. Lane distinctions would be disregarded by truck traffic that needs to make a wide sweep in and out of these ramps. Finally, the possibility of traffic destined for the freeway to inadvertently enter an exit ramp presents a traffic safety problem since the entrance and exit ramps are paired side by side. The erection of large signs distinguishing the ramps would appear to have only a minimal effect in solving this problem as the frequent "wrong way" use of the 16th Avenue off ramp on the Banfield Freeway testifies. The situation might be much more hazardous in this instance, where there are four ramps involved instead of just one, as in the case of the 16th Avenue Banfield ramp.

The construction at Portland Boulevard of a diamond-type interchange -- which is more "self-explanatory" and thus less hazardous for traffic movements than the proposed design -- is precluded by the proximity of the Lombard interchange which limits the weaving distance between Portland Boulevard and Lombard Street. However, by using collector-distributor roads parallel to the freeway between Portland Boulevard and Lombard Street, it might be possible to provide a more desirable design for the Portland Boulevard interchange.

Killingsworth Street

In addition to the revisions in the design of the Minnesota Freeway outlined above, the Oregon State Highway Department has removed the ramps

to and from the south into Killingsworth and created a bad situation on Alberta Street, similar to that which existed on Ainsworth Street in the previous freeway design.

Since the main interchange connection is to Alberta Street instead of Killingsworth Street, the present design would bring traffic to and from the freeway through several proposed school neighborhoods. There is a connection to Killingsworth Street from this interchange by means of the one-way frontage roads along Minnesota and Missouri Avenues but it is not as accessible as Alberta Street. If Alberta or Ainsworth Streets carry traffic to and from the freeway, they will obstruct the development of safe and quiet school neighborhoods. Alberta Street is commercially developed in contrast with Ainsworth Street which is a quiet residential parkway, but the additional traffic on either street would be detrimental to good residential development. Therefore, the same criticism that the Planning Commission had regarding an interchange connection to Ainsworth (see discussion under "Portland Boulevard" above) applies equally well to a connection with Alberta Street.

Going-Skidmore Streets

The Planning Commission requested...

"3. Modification of the slow moving 'at grade on city streets' type of interchange at Going Street."

A free-flowing type of interchange at Going-Skidmore Streets is needed to expedite the increasing volume of large trucks in and out of the burgeoning warehousing development in the Swan Island-Mocks Bottom area. The new design for this interchange provides a freer flow of traffic than the previous design which involved as many as three at-grade, signal-controlled intersections between the freeway and Interstate Avenue. It favors the anticipated heavy flow of traffic to and from Mocks Bottom and Swan Island.

In spite of this improved design, there are several problems that are unresolved. Large trucks that desire to go north on the freeway from Swan Island-Mocks Bottom via Going Street would be required to make 90-degree right and left turns to and from N Maryland Avenue and traverse a tight turning radius on the northbound on ramp at Skidmore Street. Traffic returning to Swan Island-Mocks Bottom from the north on the freeway also has a poor connection. This traffic must (1) leave the freeway at N Sumner Street, which is six blocks north of Going; (2) make a signal-controlled right turn to Interstate at Alberta; (3) make a left turn onto Interstate through a signal and oncoming traffic; and (4) make a right turn onto Going at still another signal. The proposed design does not include a right-turn provision into Going from the Minnesota Freeway, which might be easily provided.

Finally, the proposed design for the Going-Skidmore interchange does not seem amenable to eventual inclusion of a more complete interchange between the Minnesota Freeway and a future Going Expressway

connector between Mocks Bottom and the future Prescott (Fremont) Freeway.

Prescott (Fremont) Freeway

The Planning Commission expressed concern over the...

"9. Location of the stub of the future 'Fremont' Freeway."

The proposed schematic design for the Minnesota Freeway does not extend to the Fremont Bridge interchange and, therefore, does not indicate the Oregon State Highway Department's present plans for the ramps and roadways extending eastward from that interchange.

Fremont Bridge

The Planning Commission recommended further study of the...

"8. Location and height of the proposed Albina (Fremont) Bridge."

As mentioned, the proposed redesign of the Minnesota Freeway does not include any suggestion of amendment in the design of the Fremont Bridge. Earlier, the Highway Co-ordinator obtained a design for the Fremont Bridge wherein the Highway Department had altered the east end interchange and the bridge itself into a two-deck structure. The Highway Department's "Stadium Freeway Report" also proposes a double-deck structure for the Fremont Bridge.

The issue of the height and location of the Fremont Bridge is not only a problem in connection with the design of the Minnesota Freeway but is even more involved with the selection and design of routes for the Stadium Freeway and the future Industrial Freeway. The complex problems of the Fremont Bridge[1] require considerable additional study for a satisfactory solution.

Right-of-Way

The Planning Commission requested...

"6. Wider right-of-way in certain sections to reduce the impact of freeway traffic on adjacent residences."

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[1] E.g., access to Front Avenue and Terminal No. 1, alignment of the proposed Industrial Freeway, grade requirements entering the bridge from the Northwest industrial area, right-of-way acquisitions and street closures required by interchanges at east and west ends of bridge and location of bridge piers in Terminal No. 1 area, etc.

The Planning Commission expressed concern regarding the impact on the residential development adjacent to the freeway between the Going-Skidmore Street and Killingsworth Street interchanges. The original design for this section of the freeway included six lanes for the freeway itself and a two-lane collector-distributor road on either side, all within a 200-foot right-of-way. This required the erection of 25-foot vertical concrete walls on both sides of the freeway, which would cause more reverberation of traffic noise than sloping walls. This would increase the adverse impact of the freeway on the adjoining residential property. In the revised plan for the Minnesota Freeway, the necessity for vertical retaining walls is eliminated. However, the revised plan actually would compound the problem of freeway impact on adjacent properties. The two at-grade existing City streets, N Minnesota and N Missouri Avenues, which would be used for one-way collector-distributor roads to and from the freeway for a combined distance of some seventeen blocks between Going and Killingsworth Streets, would have a more adverse impact on adjacent property than the former vertical retaining walls. A total of 74 dwelling units, a church, and an old people's home abut these two presently quiet residential streets and would be adversely affected by use of those streets as heavily-traveled collectors and feeders for the freeway.

In similar situations, where existing quiet residential streets have been converted into freeway feeders and collectors, the results have been most unfortunate. On the Banfield Freeway, the use of NE Senate Street in Laurelhurst, NE Willow off 60th, and NE Wasco from 82nd, in conjunction with eastbound access points to the freeway, has had a depressing influence on the residential development facing those streets and created serious traffic hazards for local residents. For instance, in the Laurelhurst area, of 25 houses facing that portion of NE Senate Street used for one-way access to the Banfield Freeway, eight (32%) are rental units and five of these became rental units after the completion of the freeway. In comparison, rental units comprise less than 15 per cent of all dwelling units in the entire Laurelhurst neighborhood.

Pedestrian Overcrossings

The Planning Commission requested further study of the...

"7. Location of pedestrian overcrossings."

According to the proposed revised design for the Minnesota Freeway, no places for pedestrian overcrossing are provided in addition to those shown on the previous plan.

The need for additional pedestrian cross-overs is most urgent between Lombard Street and Portland Boulevard since this is the largest interval between bridges over the freeway. It should be possible to provide a pedestrian overcrossing at N Bryant (half way between Portland Boulevard and Lombard Street) without much difficulty.

LEGEND:

- THROUGH STREETS EMPHASIZED BY COMPREHENSIVE PLAN
- OTHER THROUGH STREETS
- FREEWAYS
- RAMP MOVEMENTS PROVIDED BY INITIAL CONSTRUCTION
- RAMP MOVEMENTS PROVIDED BY ULTIMATE CONSTRUCTION
- RAMP MOVEMENTS PROVIDED IF AND WHEN TRAFFIC WARRANTS
- SCHOOL NEIGHBORHOODS

PORTLAND CITY PLANNING COMMISSION

JUNE, 1960

SLOUGH

DENVER

CITY BOUNDARY

COLUMBIA

KENTON PARK

PENINSULA SCHOOL

LOMBARD

KENTON SCHOOL

ARBOR LODGE PARK

CHIEF JOSEPH SCHOOL

INTERSTATE

PORTLAND

OCKLEY GREEN SCHOOL

PENINSULA PARK

UNION

KILLINGSWORTH

WEBSTER

MADRONA PARK

BEACH SCHOOL

GOING

GREELEY

OVERLOOK PARK

FREMONT

MINUTES OF MEETING
STREETS COMMITTEE
July 19, 1960
4:20 p.m.

The Streets Committee of the Portland City Planning Commission met on Tuesday, July 19, 1960, at 4:20 p.m. in the office of the Planning Director at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Planning Director Woodward; Assistant Director Cannady; and recorder Kaplan.

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MINNESOTA FREEWAY INTERCHANGES

The most recent design of the State Highway Department on the Minnesota Freeway interchanges was presented at the meeting for consideration. This design was submitted to the Planning Commission by Lloyd P. Shaw on July 18, 1960. Mr. Woodward pointed out those changes incorporated into the plan.

The Committee was in agreement on the merits of the revised plan. Also, they agreed as to the need to provide sufficient pedestrian overpasses. In this regard, a total of three overpasses will be recommended.

ACTION: The Committee agreed on the following recommendations with regard to the Minnesota Freeway interchanges and pedestrian crossings:

1. That the median strip between Going and Killingsworth, which separates Missouri and Minnesota Avenues from the freeway's collector-distributor roads, be connected together as a continuous median strip except at Alberta Street. The purpose of this request is to prevent traffic going to and from the freeway to infiltrate through the adjoining residential areas.

2. That these median strips be landscaped with a compact evergreen hedge, which would lessen the impact of the freeway upon the fronting residential property.

3. That pedestrian crossings over the freeway be provided in the vicinity of N Shaver or Failing Street, in the vicinity of N Bryant Street, and in the vicinity of N Watts or Winchell Street.

The Committee wished to point out the desirability of a future connection with the Going Street interchange to a proposed expressway to be located in the vicinity of Going or Skidmore Street. This expressway is proposed in the City Planning Commission's Comprehensive Development Plan as a connection to the proposed Fremont (Prescott) Freeway.

Also, the Committee wished to point out its desire to have the terminal ends of the Fremont Bridge interchange, that lead to the future Fremont

(Prescott) Freeway, relocated so as to favor the east-west movement on Fremont Street rather than the north-south movement on Vancouver and Williams Avenues.

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CAPITOL HIGHWAY SETBACK -- ZONE CHANGE REQUEST NO. 3675

Mr. Woodward related that a zone change request was processed some time ago which affects the setback in effect on Capitol Highway. The property in question is owned by Henry Frutiger and is being developed by Paul Federici (optional purchaser). The existing setback on Capitol Highway at that point is 25 feet and the Building Bureau, in error, issued a permit to build 16 feet back from the street. It was brought out that the foundation has already been laid for the apartment development.

The matter up for consideration at this time is whether to grant a revocable permit for the intended structure or to reduce the setback on Capitol Highway at that point from 25 feet to 15 feet. The Committee could not see their way clear to recommend a revocable permit since it would encourage property owners to the north and south of this site to request a similar permit. It was generally agreed that a reduction in the setback was in order.

ACTION: The Committee voted to recommend that the setback line on the eastern margin of SW Capitol Highway, between SW California Street and a line parallel to and 55 feet south of the north line of Section 20, T 1-S, R 1-E, be reduced to 15 feet.

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Meeting adjourned 4:45 p.m.

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Charles E. Woodward
Planning Director

CEW:lmk

MINUTES OF MEETING
SCHOOLS AND PARKS COMMITTEE
July 13, 1960
3:00 p.m.

The Schools and Parks Committee of the Portland City Planning Commission met on Wednesday, July 13, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman McKinley and members Stanton and Dudley; Dr. Amo De Bernardis, Assistant Superintendent of Schools; Planning Director Woodward; Assistant Director Cannady; Planning Assistant Hogan; and recorder Kaplan.

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P.C. File No. 3807C was the Conditional Use request of School District No. 1 to construct a new cafeteria and classroom building for Washington High School, located at 531 SE 14th Avenue, on the property legally described as Lots 1 to 8, Block 261; Lots 1 to 8, Block 260; and all of Blocks 282 and 283, East Portland Addition.

Staff Report: The applicant proposes to demolish the old gymnasium and to construct a new building to contain a cafeteria and classrooms. There will be a passageway constructed between the main building and the new building, at an upper story level. The new building will be partially north of the location of the old gymnasium, and the northern portion will be approximately 20 feet west of the main building.

The school site is bounded on the north by SE Stark Street, on the south by SE Alder Street, on the west by SE 12th Avenue and on the east by SE 14th Avenue. SE 12th is a one-way street northbound carrying heavy traffic into East Burnside Street. SE Stark Street is an east-west arterial. The area west of SE 12th Avenue is zoned M2. Zoning is M3 to the north of the school and C2 to the south. To the east is A1 zoning.

This old high school site is not only almost surrounded by non-residential area, it is very limited in size (4.1 acres). For these reasons, proposed construction on the site should be carefully weighed against the difficulty of site expansion and possible future abandonment of the site.

The main building for the school is 64 feet high and the new building is to be 44 feet high. If these two buildings were considered individually, a side yard of 35 feet would be required for each building, or a total of 70 feet between the two. However, since the two will be connected by an elevated passageway, they will be considered as one building by the Bureau of Buildings and the usual yard regulations will not apply.

The seating capacity of the main auditorium is 850, for which the Code requirement is 107 parking spaces. The school is now furnishing parking space for 98 cars.

Expansion of school facilities on this site will tend to aggravate an existing parking problem. Therefore, as much off-street parking should be provided as is possible.

Staff Recommendation: Approval with the condition that at least nine additional parking spaces shall be constructed.

Discussion: Chairman McKinley asked Dr. De Bernardis, representing the School District, whether it would be possible to acquire additional parking area across the street, adjacent to that already provided. Dr. De Bernardis related that adequate parking is being provided for faculty members and that any deficiency in this respect would lie in the need for student parking. He pointed out that the School District is not in a position to provide student parking facilities and added that it would require an entire block to meet the needs of students.

Mr. McKinley pointed out that there is a special parking demand by students around elementary and high schools, which should be recognized. Dr. De Bernardis related that the classroom addition for Washington High School will not necessitate an increased student registration. The new addition would merely replace those rooms lost with the abandonment of the old Hawthorne building. He stated that an attempt was made in the past to secure the area to the south of the school site for additional parking. However, the School District was unable to acquire the land because of a tie-up in ownership at that time.

It was brought out that ten different proposals were considered with regard to development of Washington High School prior to the School District's decision on the proposed addition.

From the standpoint of ultimate needs, Mr. McKinley felt it would be advantageous for the School Board to acquire the property lying to the south of the school site for future parking facilities.

Action Taken: The Schools and Parks Committee voiced approval of the proposed cafeteria and classroom addition for Washington High School without any increase in parking, with a recommendation to the School Board that, as soon as an opportunity is afforded, an attempt should be made to acquire additional land to the south of the school site for future parking needs.

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Meeting adjourned 3:15 p.m.

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Charles E. Woodward
Planning Director

CEW:lmk

AGENDA 204

PORTLAND CITY PLANNING COMMISSION MEETING

September 20, 1960

3:00 p.m.

Page

1. Approval of Minutes and Committee Reports

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c. Zoning Committee . . . . . June 23, 1960 . . . 20
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2. Referral of Zone Change application by Ritter, Lowe & Co. for change of Zone AO to C2 -- Contiguous to the Commercial strip of NW 23rd Avenue, one block north of W. Burnside Street to allow construction of a supermarket. 59

3. Old Business 60

4. Current Projects 60

5. Future Projects 62

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MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
August 16, 1960
3:00 p.m.

The Portland City Planning Commission met on Tuesday, August 16, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: President Sroufe and members Thompson, McKinley, Prichard, Kochendoerfer, and Clark; Building Inspections Director Benard; Planning Director Woodward; Assistant Director Cannady; Senior Planner Blakesley; Oregonian-Journal Reporter Charles Steers; and recorder Kaplan.

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APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....July 19, 1960.....approved
b. Streets Committee.....July 5, 1960.....approved
c. Streets Committee.....July 19, 1960.....approved
d. Schools & Parks Comm.....July 13, 1960.....approved

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ZONING ADMINISTRATION

At the last Planning Commission meeting, the staff was instructed to prepare a progress report, review, and proposed reorganization of present zoning procedures in an effort to reduce the work load of the staff and Zoning Committee in the processing of such matters. In this regard, a chart was displayed at the meeting summarizing zone change cases processed by the Zoning Committee during the past 13 months (since passage of the new Zoning Code). Mr. Woodward briefly discussed the chart.

Mr. Blakesley presented a summary account of all Zoning Code cases and stated that, for the most part, the Council concurred with the recommendations of the Planning Commission and the actions of the Variance Committee. The Commission felt it would be worthwhile to know which type of cases lacked the support of the Council. The staff was asked to investigate this point further.

In the staff's review of zoning procedures, the number of cases of each type coming under the Zoning Code have been tabulated, including zone changes, conditional uses, home occupations, variances, and outdoor advertising signs. The Commission, however, seemed primarily concerned with those matters which are processed by the Planning Commission or its committee, i.e., zone changes, home occupations and other conditional uses, setback appeals, and revocable permits. Mr. Blakesley reported that, for 42 out of 108 petitioned zone changes, a period of at least 42 days elapsed from the date of filing of a zone change application to the date of Zoning Committee action. Out of four conditional use decisions appealed to Council, one, a home occupation, was reversed by the Council. Out of a total

of 113 zone change cases submitted to the Council by the Planning Commission, 7 cases had decisions overruled. Of these, 5 were Planning Commission recommendations for denial with 2 recommendations of approval.

Mr. Clark stated that it would be advantageous for each Committee chairman (Zoning and Variance) to know how each committee stands with regard to action by the Council on its recommendations. Mr. Woodward pointed out that such a report was presented to the Zoning Committee at its last meeting and that such a report would be presented routinely to both the Zoning and Variance Committees. Mr. McKinley pointed out the importance in stating the basis for each Planning Commission recommendation in our communications to the Council.

Mr. Blakesley reported that further staff review revealed that, out of a total of 30 commercial zone change requests processed during this 13-month period, five cases involved creation of new commercial zones, one of which was denied. Twenty-five cases concerned extensions of existing commercial zones, three of which were denied or withdrawn. New commercial zones created totaled 6.6 acres while extensions of existing zones totaled 18.5 acres.

Mr. McKinley spoke of the recent overruling by the Council on the Hillsdale zone change and asked whether any communication has been sent to Council in this regard. He felt that the matter should be re-examined and a review made in anticipation of similar plans for other areas of the City. He felt that an evaluation is in order to insure that other such plans proposed by the Planning Commission would receive the support of the Council. Mr. Sroufe, commenting on the overruling of that zone change, felt that the case was lost for lack of representation from the Hillsdale area at the Council hearing in defense of the Planning Commission proposal.

Concern was expressed over the need to either improve on Planning Commission recommendations or to more effectively communicate with the Council on such matters. Mr. Sroufe suggested that the Planning Commission and the Council meet at an informal session to discuss this problem. The Commission agreed that it can only be an effective body if the Council has a clear understanding as to general planning policies and principles the Planning Commission is trying to uphold. Mr. McKinley felt that it is up to the Planning Commission to educate the Council on those planning policies which it feels are sound.

Mr. Woodward reported that further study has been made of the Hillsdale area in order to save the plan. The Commission generally agreed that an evaluation should be made regarding the lack of Council support for the Hillsdale plan.

Mr. Sroufe felt that variance matters should be kept completely apart from considerations of the Zoning Committee. However, he believed that it would be valuable to the Commission to have a summary of actions taken by the Variance Committee for assurance of an integral relationship between the two groups.

Mr. Woodward reviewed the 17 amendments of the Zoning Code that have been adopted since its passage. Of notable interest was a recent amendment regarding excavations and fills. The Planning Commission, for some time, has encouraged a procedure whereby all fills made in the City would be recorded in the City record. By the proposed amendment to the Code, the applicant must request a permit from the Planning Commission for any fill which totals over 1,000 cubic yards. For any fill of less capacity, permits must be obtained from the City Engineer or Building Bureau.

Mr. Woodward then reviewed a statement with the Commission regarding possible procedures to facilitate zoning administration. Among the possible ways of lessening the work load were the following: eliminating the petition procedure for zone change applications; making home occupations permitted uses if they meet certain standards; a better means of recording data; eliminating the public hearing for variances; shortening the public hearing notification time from 14 days to 5 or 7 days for conditional use and zone change applications; Zoning Code text change to include standards for variances and outdoor advertising sign control; and Zoning Code text changes to eliminate certain kinds of variance requests or conditional use permit requests. Also, the suggestion was made that more authority might be delegated to the staff, using the Zoning Committee as a board of appeals.

Mr. Kochendoerfer related that home occupations could well be handled as permitted uses if they meet certain standards. Many times, those remonstrating against a home occupation are under the impression that it constitutes an actual business. He felt that the majority of people do not have a clear understanding of what a home occupation is.

The Commission thought it would be difficult to adopt a set of standards for variances that could be incorporated in the Code. However, Mr. Cannady pointed out that, what is needed is a statement of criteria for approving or denying variances. This would be a general policy guide rather than a set of standards. Commission members expressed approval of such a statement in that it would serve as a safeguard of certain Planning Commission policy goals in relation to decisions of the Variance Committee.

The Commission seemed in accord with the suggestion of eliminating the petition procedure for zone changes. A statement regarding the elimination of the petition procedure was presented at the Planning Commission meeting and follows these Planning Commission minutes.

Mr. Thompson felt that notification to property owners in the affected area of the public hearing should be maintained. He also felt that it would be advantageous if notification to property owners was made to those located 300 feet from the property owned by the zone change applicant rather than the present procedure, which involves notification of property owners located 300 feet from the area proposed for the zone change.

Mr. Woodward indicated that further study would be made by the staff regarding a more detailed analysis of the proposals in question.

*****

DESIGN COMMITTEE POLICY STATEMENT

Mr. Woodward reported that the City Council referred the Design Committee's policy statement back to the Committee to be revamped. Commissioner Bean felt that the standards were too specific and should be written in a more general manner.

*****

STATUS OF PERSONNEL

Mr. Woodward related that the Zoning Supervisor position is being advertised by ASPO but that we have not been too successful in recruiting applicants at this time. September 2 is the closing date for this position.

*****

URBAN RENEWAL

Mr. Woodward reported that a meeting was recently held by the Portland Development Commission with representatives of the Albina district regarding the possibility of a rehabilitation project for that area. This would not involve a clearance project but rather a "clean-up" type program. The Development Commission is trying to stimulate interest in the people of the Albina district for such a project.

Mr. Woodward related that a report will be forthcoming to the Urban Renewal Committee on the role of the Planning Commission with respect to that of the Development Commission.

*****

METROPOLITAN PLANNING REPORTS

Mr. Woodward stated that reports of the Metropolitan Planning Commission have been authorized for release and are available. He cited the prices of each and named the following material: Population Prospects, Land for Industry, and basic data maps. Two copies of each have been given the Planning Commission for its library. Mr. Woodward informed the Commission that they are available on a loan basis.

*****

Meeting adjourned 4:30 p.m.

*****

Charles E. Woodward
Planning Director

RGB:CEW/lmk

The 50% Petition as a Device for Initiating Zone Changes

Section 6-4102 specifies the procedures that must be followed by property owners or contract purchasers to rezone property. It involves securing the signatures of 50% of the property owners within 100 feet of the property in question whose property is in a zone which is more restrictive than the proposed change.

It is suggested that the petition procedure be eliminated primarily because of the amount of staff work that it requires. Other reasons are that it is an improper delegation of legislative authority to the neighboring property owners and that it is irrelevant to the value of a zone change.

The petition procedure is most commonly used by local governments in the United States for street and utility improvements -- the creation of assessment districts. It is seldom used for zone changes although the cities of Oswego and Beaverton, as well as Portland, have followed this procedure.

Staff Time Involved

	Average Time Involved (Estimated)
Preparation of Petition Form and Map for Applicant.....	1 hour
Checking Completed Petition.....	5 minutes
Measuring Lot Areas Within Petition Area..	3 hours 45 minutes
ESTIMATED TOTAL TIME INVOLVED.....	4 hours 50 minutes

This is more time than it takes to study and prepare a first draft report on the reasonableness and value of the zone change (which involves approximately 4 hours). Therefore, the elimination of the petition procedure would cut the staff time involved with each zone change request by approximately one-half.

Delegation of Authority

A neighbor, for strictly personal reasons, may squelch an applicant's proposal to rezone property. The applicant may, however, persuade the City Council to initiate a zone change for him without a favorable petition. This is done for the more important issues but it nullifies the justification for securing a 50% petition in the first place.

The City Council must judge a request for rezoning on its benefit to the community as a whole as well as to the benefit of the neighboring

property owners and the applicant. This is their civic responsibility. Neighboring property owners do not have this responsibility nor the overall picture of proper city development to be given this much authority. They are not responsible to the voting public.

Arbitrary

The 100-foot radial distance from the property to be rezoned constitutes the Petition Area. This is an arbitrary distance that applies to all rezoning applications. While it is meaningful in the majority of the cases, it does not in all cases include the property owners that are most vitally affected by the proposed zone change. The applicant has, in several instances, owned over 50% of the property within 100 feet of the area to be rezoned. Also, there may be land owned by the City, School District, or other public agency within the Petition Area who have adopted the policy of not signing any petition for a zone change. In the latter case, this increases the control that the remaining property owners have over the possibility of rezoning the property.

Irrelevant

The following are some of the important questions that must be answered to adequately judge the suitability of rezoning property. None of these questions are answered by means of securing a 50% petition.

1. What is the relationship to the City's Comprehensive Development Plan?

2. Does the proposed change indicate a need to change the policies for community development (when considered with other trends)?

3. Should other areas already in the proposed zone classification be encouraged to develop first?

4. Is the time appropriate in terms of the general development of this area to make this change?

5. What is the benefit for and the need of the community for this zone change?

6. What will be the impact of the zone change upon the surrounding area and the community as a whole? Does this area still warrant protection under the existing zoning classification?

Answers to these questions can only be judged by the Council on the basis of their experience and with the aid of a recommendation and study

by the Planning Commission. The bias of neighbors, while important in the aggregate, is irrelevant in prejudging the suitability of a zone change.

Advantages

1. Indicates neighborhood sentiment in regard to the proposed zone change.

2. Tends to discourage or prevent some unreasonable zone change requests without involving the City Council.

3. Repeated refiling of zone change applications are discouraged.

Disadvantages

1. Residents or tenants who live within the Petition Area are not given the same consideration as property owners although they share a common concern over the development of their neighborhood and community.

2. Promotes a misunderstanding as to the role of individual property owners in controlling zoning districts. The impression is created that rezoning applications will be approved in cases where there is no neighborhood opposition.

3. The petition does not accurately reflect the views of owners of the surrounding property. Oftentimes, the petition does not clearly describe the change that is being applied for, including the fact that the change may permit not only the proposed use but any use permitted under the new zoning classification.

Code Changes Necessary to Provide Needed Safeguards

Alternative and more appropriate provisions can be used to accomplish the same purpose as the 50% petition. For example, repeated refiling of zone change applications can be discouraged by establishing a suitable time limit of perhaps 12 months. Superfluous zone change requests may be reduced by getting a higher filing fee.

PCPC
August 16, 1960

MINUTES OF MEETING
Streets Committee
August 17, 1960
4:00 p.m.

The Streets Committee of the Portland City Planning Commission met on Wednesday, August 17, 1960, at 4:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; Traffic Engineer II Speer; Highway Engineering Co-ordinator Fowler; Planning Director Woodward; Assistant Director Cannady; Senior Planner Blakesley; City Planners Clark and Erickson; and recorder Kaplan.

*****

Job No. 5720 -- Hillsdale Center Progress Report.

Mr. Woodward reported that the staff is changing its approach somewhat with regard to the Hillsdale problem and is rewriting the report with an emphasis on alternative plans. Solutions to the traffic problem and their probable effects on the Hillsdale business district are of primary consideration.

Alternatives to be outlined in the report include: (1) upgrading the present right-of-way and roadway (Capitol Highway); (2) a one-way couplet utilizing the south leg of the previously proposed traffic loop; and (3) relocation of this entire section of the highway along the south leg of the traffic loop. The objectives are to show what alternatives are available, present the possibilities to the Hillsdale people, including their responsibilities under each one, and to press for an early decision which will be acceptable to everyone involved.

The Committee questioned whether the complete traffic loop, as originally proposed and reviewed at the meeting, would adversely affect the R7 zoning district just to the north.

It is the staff's intent to prepare a factual report that can be used for discussion purposes with the Hillsdale people, the State Highway Department and, if desirable, the State Highway Commission. The Committee concurred with this proposal of the staff, authorizing the staff to proceed with the study and rewriting of the Hillsdale report, its publication to be of high priority.

*****

Job No. 5814 -- Oral Report on East Bank Esplanade.

Mr. Woodward related that a meeting was held on July 6 regarding the proposed development of the East Bank Esplanade. This meeting was attended by representatives of the Art Commission, Park Bureau, State Highway Department, and Planning Commission staff. As a result of that meeting,

It was apparent that the State Highway Department would not agree to any additional access points along the esplanade. It was stressed that the fencing proposed by the State must be provided for protection along such a freeway. Mr. Fowler related that 75 per cent of the cost for development of the esplanade will be financed by the State with the remainder by the City. Any landscaping along this strip would be maintained by the State.

Action Taken: The Committee directed the staff to prepare a letter, to go out under the signature of Mr. Sroufe, relating the Planning Commission's approval of the State Highway Department's plan for the East Bank Esplanade.

*****

Job No. 5611 -- Stadium Freeway Interchanges.

At the request of the Planning Commission, the staff has begun further study of the ramps proposed for the Stadium Freeway. Modifications of the State Highway Department's ramps have been offered by Fred T. Fowler and Wilbur Smith & Associates. They are as follows:

Mr. Fowler's recommendations:

1. That on-off ramps connecting Marquam Bridge with SW Front be constructed from the vicinity of SW Lincoln and that SW Front be made a two-way street south from SW Jefferson Street.

2. That the eastbound 5th Avenue on ramp be constructed with an egress under SW 4th and Sheridan to SW 2nd, thereby providing access to the South Auditorium Project and to Ross Island Bridge without a grade crossing at SW 4th Avenue.

3. That a westbound on ramp be constructed at SW 6th Avenue for northbound traffic to SW Canyon Road, the Stadium Freeway, and the Northwest industrial area.

Wilbur Smith & Associates' recommendations:

1. That similar on-off ramps connecting Marquam Bridge with SW Front be constructed from the vicinity of SW Lincoln and that SW Front be made a two-way street.

2. That the southbound on ramp and the northbound off ramp at NW Everett be constructed over collector-distributor roads extending from SW Salmon to NW Everett.

3. That a modified diamond interchange be constructed at SW Taylor and Salmon and that the eastbound off ramp to SW Columbia be eliminated.

Mr. Fowler pointed out that the on-off ramps connecting the Marquam Bridge with SW Front Avenue will not be needed until the completion of the Mt. Hood Freeway.

The staff study is directed toward determining the number and location of freeway ramps that will best serve the traffic needs with a minimum of congestion and adverse effect on land use.

Mr. Fowler indicated he would go along with the Wilbur Smith recommendation but did not thoroughly approve it.

The Committee asked that the staff make an evaluation of the proposals of the State Highway Department, Mr. Fowler, Wilbur Smith & Associates, and any other available plans and work out a scheme in co-operation with Mr. Fowler for referral to the State Highway Department.

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S19-60 -- Setback appeal for revocable permit to construct on the front of a duplex doctors' office an uncovered canopy frame of 2 x 6's within the 10-foot building setback on NE Killingsworth Street between N Greeley Avenue and N Burrage Avenue. Petitioner: Earle F. Landis.

Staff Report: (follows Streets Committee minutes)

Staff Recommendation: Approval of open 2 x 6 frame canopy as petitioned.

Action Taken: The Committee unanimously voted to recommend approval of the open 2 x 6 frame canopy as petitioned.

*****

V20-60 -- Vacation of N Montana Avenue between N McClellan Street and the OWR&N Company right-of-way for a warehouse addition to the new building for Gregg's Food Products, Inc. Petitioner: Robert M. Gregg, Anna E. Alburas, and Margurite A. Gregg.

Staff Report: (follows Streets Committee minutes)

Staff Recommendation: Approve vacation of N Montana Avenue north of McClellan Street subject to the following condition: the sponsor shall dedicate 15 feet of Lot 7 to provide a 55-foot minimum right-of-way on N McClellan Street. This widening is deemed essential to come closer to the minimum standard for industrial streets and to provide greater separation between the M3 Zone north of N McClellan and the R5 Zone to the south.

Action Taken: The Committee unanimously voted to recommend approval of the vacation in accordance with the staff recommendation.

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Action Taken: The Committee unanimously voted to recommend approval of the dedication in accordance with the staff recommendation.

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Meeting adjourned 5:00 p.m.

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Charles E. Woodward

Charles E. Woodward
Planning Director

RGB:KAE/lmk

Staff Report on
Setback Appeal

File No. S19-60

Submitted on 7-19-60

Petitioner: Earle F. Landis

Street Setback Appealed: 10-foot setback on the north side of N Killingsworth Street between N Greeley and N Burrage Avenues.

Use Proposed: open canopy frame of 2 x 6's on front of doctors' office building.

Zone: C2

Discussion: Ordinance No. 78098, passed by the City Council on November 19, 1942, established a building setback on N and NE Killingsworth from N Willamette Boulevard to NE 42nd Avenue. This setback is 10 feet from the street lot line or 40 feet from the street center line.

Mr. Landis proposes to construct an uncovered canopy of 2 x 6's extending 30 feet across the front of a one-story stucco duplex doctors' office, constructed in 1948. The canopy will extend out 8 feet over the setback line to shade the large south facing view windows and entrances from the sun. Attached to an existing 18-inch overhang and supported by two steel posts, the frame could be readily dismantled when Killingsworth Street is widened.

Adjoining the doctors' offices, the sign-painted wall of a store building juts out to the sidewalk and curves around the corner to N Greeley Avenue. The canopy would serve as a transition between this store wall and residences to the east and, if vine covered, would soften the outlook from the doctors' waiting room toward the service station and run-down dry cleaning building across Killingsworth Street to the south.

Staff Recommendation: Approval of open 2 x 6 frame canopy as petitioned.

Charles E. Woodward
Planning Director

GKC:lmk

¼ Section 2427

Staff Report on
Vacation Request

File No. V20-60: Vacation. August 17, 1960
¼ Section 2229

Meeting: Wednesday, August 17, 1960, 4 PM

Vacation Request: N Montana Avenue between N McClellan Avenue and the OWR&N Company right-of-way.

Petitioner: Anna E. Alburas, Robert M. Gregg, and Margurite A. Gregg.

Use Proposed: Warehouse addition to new building for Gregg's Food Products, Inc.

Zone: Existing building in M2; proposed addition in M3.

Discussion: The petitioner's property is in two pieces, separated from each other by Montana Avenue which is unimproved in this area. The eastern piece abuts the western right-of-way line of the future Minnesota Freeway and is being developed as a food processing plant. The western piece is now vacant. The elevation of the plant is 20 feet below that of McClellan Street, which is only 60 feet to the southwest. The property is served by a secondary spur track from the railroad spur line that follows along the south side of Columbia Boulevard.

The petitioner owns all lots fronting on the section of N Montana Avenue north of McClellan Street. Vacation of this segment of the street is sought to consolidate the sponsor's two parcels and construct a warehouse addition to the existing food processing installation.

Minnesota Freeway alignment and interchanges planned by the State Highway Department will not affect the requested vacation. An alignment for the proposed Columbia Expressway will eventually be located in this area. However, studies for the future Columbia Expressway are not far enough along at this time to determine its relationship to the requested vacation. If the expressway should follow a high-level route continuing the line of the Interstate Avenue diagonal between Interstate and Denver Avenues, which appears to be the preferable alignment based upon preliminary study, there are two possible considerations: (a) N Montana Avenue might be needed to provide a connection between Columbia Boulevard and the Columbia Expressway or (b) N Montana Avenue might be needed in developing a full interchange between the Columbia Expressway and the Minnesota Freeway. Development of the latter interchange is unlikely, however, unless current Minnesota Freeway interchange plans should be revised. If the Columbia Expressway should follow an alternative alignment adjacent to the railroad tracks, it would require the taking of much of the petitioner's property as well as the use of the segment of N Montana Avenue in question. Other alignments may be possible which would not require the use of N Montana Avenue.

The Union Pacific and OWR&N Company have no objections to the proposed vacation.

The essential question is whether or not the public interest is best served by an immediate addition to the community's industrial base or by retention of the street in the light of its possible public use more than 15 years in the future.

Staff Recommendation: Approve vacation of N Montana Avenue north of McClellan Street subject to the following condition: the sponsor shall dedicate 15 feet of Lot 7 to provide a 55-foot minimum right-of-way on N McClellan Street. This widening is deemed essential to come closer to the minimum standard for industrial streets and to provide greater separation between the M3 Zone north of N McClellan and the R5 Zone to the south.

Charles E. Woodward
Planning Director

GKC/RGB:lmk

PORTLAND CITY PLANNING COMMISSION

Staff Report to
Streets Committee

File No. S21-60: Setback Appeal.

August 17, 1960
¼ Section 3039

Meeting: August 17, 1960, 4 PM.

Street Setback Appealed: 10-foot setback on the east side of SE 82nd Avenue opposite SE Ankeny Street.

Petitioner: Alex Pierce, architect for Danner Shoe Store.

Use Proposed: Identification sign and 6-foot fence. Zone: C2

Discussion: Danner Shoe Shop has built a 6-foot wooden fence, screening its parking lot from the adjoining residential lot which is in Zone C2. This was done at the suggestion of the Building Bureau, though not required by the Zoning Code. The fence now extends approximately 2 feet into the setback area. The request is for a permit to retain the fence and, on the street end, to construct a 30 square foot internally illuminated non-flashing, non-moving identification sign 6' 2" wide, supported by two I-beams 20 feet high. The lowest edge of the two-part sign would be about 10 feet above ground line.

Located in conformance with the building setback line, the sign would be visible to approaching cars, but would mar the appearance of the adjoining residence since it would appear for southbound traffic to be overhanging its corner window.

An amendment to Article 45 of the Zoning Code pertaining to setback lines, which is under study by the staff, would permit non-flashing signs of the type proposed within the 10-foot building setback strip. The change would be in recognition of the divergency between the present regulation and existing practice as, for example, in the vicinity of the proposal now under consideration.

One block away, on Burnside Street, signs from four corner service stations overhang the 10-foot setback on 82nd Avenue. Elsewhere up and down 82nd Avenue, flashing signs overhang the sidewalk area.

Staff Recommendation: Approval of revocable permit for the following structures within the setback area of Lot 6, Block 10, Terrace Park:

1. One sign, less than 40 square feet, unilluminated, or illuminated but non-flashing, not to overhang public right-of-way.
2. An extension of the fence along the north property line of Lot 6 not more than 2 feet into the setback area, and not more than 6 feet high.

Charles E. Woodward
Planning Director

GKC/DDC:lmk

PORTLAND CITY PLANNING COMMISSION

17

Staff Report to
Streets Committee

File No. V22-60: Vacation.

August 12, 1960
¼ Section 3727

Meeting: Wednesday, August 17, 1960, 4 PM.

Vacation Request: NE 19th Avenue between NE Prescott and NE Skidmore Streets.

Initiated by: City Council for Water Bureau

Use Proposed: Enlargement of the Vernon 1.82-acre water tank site to permit the erection of a 6 million gallon combination standpipe and elevated tank to supplement the existing 1 million gallon elevated tank at that location.

Discussion: At a public hearing on June 23, 1960, the Zoning Committee of the City Planning Commission approved the Water Bureau's Conditional Use request for a new tank-standpipe (see attached report to City Council dated July 5, 1960). Approval was given subject to the condition that NE 19th Avenue be vacated and that the two houses nearest the tank site be purchased by the Water Bureau in order to provide a 115-foot setback from residential property lines approximately equal to the height of the elevated tank. If NE 19th Avenue could not be vacated, the Zoning Committee would approve a location on the existing 1.82-acre site subject to the same setback.

Subsequently, 163 property owners within 300 feet of the Vernon tank site filed a petition with the City Auditor appealing the Zoning Committee's decision. Their views were heard by the City Council on July 28, 1960. The following motion was unanimously approved by Council members: "That the appeal as presented be denied; that if NE 19th Avenue is vacated, the tank be authorized with the following conditions:

1. That the tank be located at the site nearest NE Prescott Street.

2. That the playground area be retained as much as physically possible.

3. That the tank be built substantially in accordance with the photograph submitted at this hearing."

The Water Bureau is purchasing only one of the two houses on Lots 8 and 9, leaving the perimeter of the proposed storage facility approximately 65 feet from the nearest property line on the west and 110 feet from properties on the north side of Prescott Street. Mr. Chellis, owner of the

corner lot on NE 19th Avenue and Skidmore Street, which the Water Bureau has an option to buy, wishes to retain his house if a suitable arrangement can be made. The nearest corner of his property is approximately 100 feet from the proposed second storage unit and 15 feet from a possible third unit of 6 million gallon capacity. Access to the Portland General Electric substation can be arranged from Prescott Street.

Vacation of this section of NE 19th Avenue will not interfere with neighborhood circulation. 19th Avenue dead ends in a turn-around one block south of Skidmore Street because of the steepness of the hill. 18th Avenue provides access past the Sabin School.

Staff Recommendation: Approve vacation as petitioned.

Charles E. Woodward
Planning Director

GKC:DDC/imk

PORTLAND CITY PLANNING COMMISSION

Staff Report to
Streets Committee

File No. D23-60: Dedication. August 17, 1960
¼ Section 3438

Meeting: August 17, 1960, 4 PM.

Dedication Request: East 25 feet of SE 80th Avenue from Tax Lot 84, north of SE Holgate Boulevard.

Petitioner: Norris, Beggs & Simpson Owners: William & Gladys Soihl

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Discussion: SE 80th Avenue north of SE Holgate Boulevard illustrates the difficulty in acquiring public right-of-way by metes-and-bounds subdivision. The eastern half of the street was secured initially with the two plats for LaDene Park and Vaughton Park. The western half has required a dozen separate metes-and-bounds dedications spread over the last 30 years. Three properties still include the 25-foot strip which should be dedicated for SE 80th Avenue.

The 25-foot strip deeded by the Soihls will clear the way for a connection to SE Holgate Boulevard, which has been barricaded to date. The improvement of SE 80th Avenue north of SE Holgate Boulevard would provide direct access from SE Holgate Boulevard to homes on SE Cora, Boise, Gladstone, and Center Streets in addition to those on SE 80th Avenue, without the necessity of making a left turn from SE 82nd Avenue.

Staff Recommendation: Approval of 25-foot half-street dedication for SE 80th Avenue.

Charles E. Woodward
Planning Director

GKC/DDC:lmk

The Zoning Committee of the Portland City Planning Commission met on Thursday, June 23, 1960, at 3:00 p.m. in the conference room of the Commission, City Hall Annex.

Those present were: Chairman Clark and members Prichard and Dudley; Planning Director Woodward, Zoning Supervisor Frost, Assistant Planning Director Cannady, Bureau of Buildings Director Benard and Recorder Reilly.

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Note: Wherever "Staff Report" appears in capital letters in the following record, said report is attached and made a part of these minutes.

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P. C. File 3785 C and Petition No. 3786 --- Request for a change of zone from MH0 to R5, and conditional use approval of an apartment project in an R5 zone, for the property located on the north side of SW Montgomery Drive, just west of SW St. Helens Court.

Mr. Frost read a letter from the applicant, I. C. Moore, withdrawing both the petition for a zone change and the conditional use request. This was signed by Mr. Moore's attorney, who, it was affirmed, had power of attorney for Mr. Moore.

Mr. John Gilbertson, representing Frank J. Cobb, the other applicant, appeared and stated that neither he nor his client had knowledge of this withdrawal, but would go along with it. He pointed out that Mr. Cobb must do something with this property, and inasmuch as the surrounding property owners had remonstrated so strongly against this proposal, they would appreciate any ideas that might be presented by the neighbors for some kind of development that would be acceptable to them.

P. C. File No. 3791 C ---- Conditional Use Request to allow construction of one 6 million gallon standpipe on a parcel presently measuring 234 by 337 feet, located between NE Skidmore and NE Prescott Streets and NE 19th and NE 20th Avenues, by the Bureau of Water Works, City of Portland.

The STAFF REPORT was read by Mr. Cannady, and Kenneth Anderson, Chief Engineer of the Water Bureau explained the proposed development and the reasons for it. He pointed out that when the present tank was built in 1918 the area was only sparsely built up but that now with the increased population in the area it is no longer adequate. Additional storage facility is particularly needed in June, July, August and September.

Several remonstrators appeared against the proposal, including Mr. A. V. Rhodes, 4234 NE 20th Avenue; George Marshall, 4404 NE 20th Avenue; John Deinas, 4150 NE 19th Avenue and Mr. Henry Hagge, 4301 NE 20th Avenue. A petition of remonstrance was also presented, signed by 163 property owners.

There were several basic objections presented, more or less unanimously, by these property owners. These included: The tremendous size of the structure; present structure is adequate for the needs of the neighborhood; present landscaping is very well done, but it will take years to screen a new tank such as this; possibility of tearing down present tank or moving it; other areas available, such as Wilshire Park; there is evidence of possibility of a tank farm

rather than just expansion by one tank; depreciation of property values; possibility of some other kind of facility, such as pumping station etc. might serve the need as well as the large tank.

Mr. Anderson and Mr. Norseth of the Water Bureau explained that an equal amount of area will be set apart for playground. As far as using Wilshire Park is concerned, Mr. Anderson said that he did not believe it would be as advantageous, and it would be more expensive.

Action: Approval, subject to conditions set forth in the STAFF REPORT.

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P. C. File No. 3772 C --- Conditional Use request for Home Occupation---Income property real estate office at 3378 SE McLoughlin Boulevard.

Mr. Morehouse, 3326 SE McLoughlin Boulevard appeared to object to the proposal because of traffic problems.

Action: Continued to meeting of July 14, to allow the staff to contact the State Real Estate Commission regarding the required signs for realtors.

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P. C. File No. 3790 C --- Conditional Use Request for Home Occupation --- Importing and Wholesale business.

The Committee felt that there should be more information as to the exact nature of the business and continued the matter until the next meeting, with instructions to the staff that the applicant be notified to appear.

Action: Continued.

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P. C. File No. 3755 C --- A Conditional Use request for Home Occupation---wedding consultant.

Mrs. Vera Russell, 4753 N. Princeton appeared and spoke against this request. She brought out her objection to any business in a residential district, the parking problem, and depreciation of property values.

The applicant, Lucille V. Stitzel, explained that there would be no more cars than usual, in fact perhaps not as many as previously, since she had formerly had foster children in her home.

Discussion by the Committee centered around the amount of equipment etc. being carried in and out of the house, which, it was felt, would give a commercial aspect to it.

Action: Denial

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P. C. File No. 3776 C --- Conditional Use Request for Home Occupation --- Free Lance Photographer.

The applicant appeared and stated he had removed the photographs from the window

Action: STAFF REPORT adopted, recommending approval.

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P. C. File No. 3789 C--- Conditional Use Request for Home Occupation ---Beauty Shop

Action: STAFF REPORT ADOPTED, recommending denial.

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P. C. File 3779 C---- Conditional Use Request to allow construction of an office addition to existing non-conforming use in an A0 zone.

This matter was continued at the applicant's request.

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Petition No. 3782 ---- To change from Zone R7 to A2.5 the property located on high ground overlooking the intersection of SW Capitol Highway and Vermont Street to permit construction of multiple dwellings.

The STAFF REPORT was read by Mr. Cannaly.

After some discussion it was the feeling of the Committee that no change in zone should be recommended for this property, and that the entire piece should remain single-family.

Action: Denial

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Petition No. 3783 --- To change from Zone R7 to A2.5 the property located on Lot 6, Block 3, Starlite View Addition, to permit construction of multiple dwellings.

Action: Adoption of STAFF REPORT which recommended denial.

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Petition No. 3787---- To change from Zone R7 to A2.5 property located on SW Jefferson Road immediately east of Canyon Road to allow conversion of an existing dwelling to a duplex.

Action: Denial

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The request of Willis M. Chandler for an extension of time to July 1, 1961 for issuance of a building permit under the old Code was considered and approved.

Charles E. Woodward
Planning Director

DDC:r

MINUTES OF MEETING
ZONING COMMITTEE
PORTLAND CITY PLANNING COMMISSION

The Zoning Committee of the Portland City Planning Commission met on Thursday, July 14, 1960 at 3:00 p.m. in the conference room of the Commission in the City Hall Annex.

Those present were: Chairman Kochendoerfer and members Clark, Dudley and Prichard; Building Bureau Director Benard; Planning Director Woodward; Assistant Planning Director Cannady; and recorder Reilly.

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P. C. File No. 3772 C --- A Conditional Use request for a Home Occupation, to conduct an income property real estate office. This request was continued from the June 23rd meeting to give the staff an opportunity to investigate the subject of real estate agents' signs as required by the State.

The staff report was read (copy attached and made a part of these minutes).

Mr. Clark felt that the limitation on signs on Home Occupations should be continued since the prohibition of them is always a strong point in assuring neighbors of applicants for Home Occupations that there will be no outside indication of a business.

Mr. Prichard stated that he did not feel that a real estate office is a proper home occupation. Furthermore, since the regulations on signs required for a real estate office conflict with the Planning and Zoning Code, and since he is not in favor of changing regulations of said Code, he moved that the application be denied.

Action: Denial of request.

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P. C. File No. 3790 C --- A Conditional Use request for a Home Occupation, to conduct an importing and wholesale business. This request was continued from the meeting of June 23rd because the applicant was not present at that meeting and more information was desired by the Committee.

Mr. Cannady reported that the applicant is in Germany, but that the relative who is handling the request for him had been notified that she should be present at the meeting.

Since there was no one present to represent the applicant the Committee discussed the possibility of denial, but agreed to defer consideration until the next meeting. The staff was instructed to notify the applicant's representative again and advise her that if she is not present at the next meeting the request will be denied.

Mr. Reminton, who had sent in a written remonstrance, asked to be notified if the matter would be considered again by the Committee.

Action: Continued to July 28, 1960

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P. C. File No. 3779 C --- A Conditional Use request for an office addition to an existing non-conforming use in an AO zone. This request has been continued from the June 23rd meeting at the request of the applicant.

Mr. Cone, representing Mr. Harrington's architect, explained that the owner has now purchased a lot across the street to be used for parking. He also pointed out that the additional work to be done on the building w ll not increase the warehouse use, but will increase the office space.

Mr. Prichard felt that the matter should be deferred until the staff could investigate the new set of facts.

Mr. Harrington asked to be heard before this decision was made. He explained that any further deferment would greatly inconvenience him. His plans have now been changed to inccude an addition of another story on the building, which will mean being open to the weather etc., and they are anxious to complete the work before winter. He has need of a meeting room and lunch room. He has already purchased the lot across the street for parking, has asked the tenants to vacate, and desires to start demolition as soon as possible.

Action: Deferred until the staff can meet with the applicant to discuss the new plans and work out the procedure to be followed. Committee members are to be polled by telephone so that the delay will not be as great.

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P. C. File 3774 C --- Conditional Use request for Home Occupation, mailing address and office for factory representative.

There were no remonstrators. Mr. Prichard mentioned his feeling that this resembles a wholesale business and that it could go beyond the meaning of a home occupation.

Action: Approval

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P. C. File No. 3792 C --- Conditional use request for Home Occupation, flower decorating.

The applicant, Mrs. Frank T. Chase, 8325 N. Leonard Street appeared and answered questions from the Committee. She explained that there would be no employes, all flowers are purchased from wholesalers and taken to and from the home in the family station wagon, which will be parked in the driveway.

Action: Approval

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P. C. File No. 3793 C --- Conditional Use request for Home Occupation, oil burner service.

There were no remonstrators. The applicant was not present and it was pointed out by Chairman Kochendoefer that the Committee would appreciate the presence of applicants for these requests so that questions could be answered.

Action: Approval

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P. C. File No. 3803 C --- Conditional Use request for Home Occupation, vending machine servicing route.

Mrs. Clark, 1109 N. Farragut Street, the applicant, appeared and explained to the Committee that the home is to be used only for a mailing address. There is no storage of merchandise on the premises; candy, cigarettes, etc. for stocking the vending machines are kept in the truck, which is parked in the garage, under lock and key.
There were no remonstrators.

Action: Approval

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P. C. File No. 3804 C --- Conditional Use request for Home Occupation, home stencilling of felt emblems and sportswear.

The applicant, Glenn Rash, 1737 SE Ladd Avenue, appeared and explained to the Committee that this is entirely a family-operated enterprise, and that he deals directly with various stores, picking up and delivering the merchandise. He has practically no one coming to the home. There were no remonstrators.

Action: Approval

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P. C. File No. 3806 C --- Conditional Use request, Home Occupation, photo studio and photo processing.

Mr. Ray Hickam, the applicant appeared and explained to the Committee that 90% of his business is away from the home. There are no employees. No one appeared to object to this request.

Action: Approval

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P. C. File No. 3788 C --- Conditional Use request, Home Occupation, Ceramic Hobby Shop.

The applicant, Mrs. Elva R. Holden appeared. She explained that this shop and classes had started as a hobby, and that she now has groups of Camp Fire girls, etc. in her classes, as well as one adult class. She stated that there was very little parking. In answer to questions from the Committee it was brought out that her largest class would be 14, and the adult class about 7. There is an outdoor

entry from her basement. Mr. Benard pointed out that schools are not permitted in a basement.

Mrs. Holden felt that her activity actually was no different than meetings of Cub Scouts etc. which are held in the basements of parents and others throughout the City.

The staff report (a copy of which is attached and made a part of these minutes) recommended approval provided no more than 3 students are instructed at one time. Mrs. Holden felt that this was an impossible condition as it would not be worth her time to teach only 3 children in a class. Her main interest, she stated, is in children, and she feels that she is doing a service in "keeping them off the streets".

Action: Continued to the meeting of July 28, 1960.

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P. C. File No. 3794 C --- Conditional Use request for Home Occupation, Woodworking Shop.

There were no remonstrators, and the staff recommended approval, with conditions. (Copy of staff report is attached and made a part of these minutes).

Action: Adoption of staff report, approval with conditions.

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Petition No. 3797 and P. C. File No. 3798 C --- Council initiation of zone change from R5 to A0 and Conditional Use request for a real estate development office in an A0 zone for the property located on the northeast corner of SW King Avenue and SW Main Street.

The staff report was read by Mr. Cannady (a copy of which is attached and made a part of these minutes).

Mr. Charles E. Wright, attorney, Pacific Building, appeared, representing Mrs. Clara Strong, 1130 SW King Street, and also speaking for neighbors E. B. McNaughton and Theodore Nicolai. He pointed out that there is no available off-street parking for a business of this kind, and no place for even a 1-car garage. He also took issue with the contention of the applicant that $6000 had been spent on the building under the assumption that the property would remain in A2.5, since it was his contention that any improvements made were made as a residence, with no attempt to make an office, and that Mr. Jensen had not been misled by the Council. Mr. Wright also stressed the point that such a beginning of a business use would cause definite property value depreciation in this residential district.

Mrs. Theodore Nicolai, 1150 SW King Street, spoke, pointing out that the area is very definitely residential and should remain so. They had purchased their property with the idea of staying there for many years, and do not want the character of the neighborhood changed.

Mrs. Walter P. Ramsey, 1115 SW King, agreed with Mrs. Nicolai that they, too, wanted to live in the area a long time, and definitely do not want commercial activity in the district.

Mr. George Ryder represented Mr. and Mrs. Cabell and registered an objection to commercial use.

Mr. Ray Marks, 1131 SW King, objected to the commercial use on the grounds that such a use would attract too many cars in the neighborhood and create a traffic hazard.

Mr. Frederic Jensen, the applicant, appeared. He first explained that he was unable to obtain the signatures for his petition, even though he had called on the neighbors. He felt that he had created some animosity by erecting a sign, and that personalities had entered into the entire project. Mr. Jensen contended that he, too, is interested in preserving the character of King Street, and in conserving the old town houses.

Mr. Kochendoefer asked a question concerning the place held by Hugo Paul in the transaction. Mr. Jensen stated that they bought the property together, were in business together, and that Mr. Paul's office would also be maintained in the building, with the Mr. Jensen living in the building as well. He continued that office hours would be 9 to 5, that there is a garage with provision for one off-street parking space. It was Mr. Jensen's contention that the house in question had been an eye sore previously, that he had improved it, and that any of the neighbors could have purchased it for that purpose if they so wished.

Mr. C. L. Koster, 411 Yeon Building, who owns the house next to the subject building, presented his serious objecctions to a real estate office in this neighborhood, stating that it would detract from property values.

Mr. Howeard W. Jackson, 2176 SW Main Street, appeared in favor of the application and petition. He felt that Mr. Jensen has improved the property, and that a real estate office will not cause any traffic problem on the street.

Mr. Jensen closed the discussion with the point that while the block in question comprises 80,000 square feet, only 10,000 square feet, with 2 houses on the property, are in R5 zone.

Action: The Committee agreed with the staff report that this commercial use should not be allowed in this residential area and voted unanimously for denial of the Conditional Use request and recommended denial of the zone change.

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P. C. File No. 3810 C --- Conditional Use request, addition to hospital buildings with no increase in bed capacity in an A1 L zone.

There were no remonstrators, and the Committee found nothing objectionable in the plans, especially since all work would be done on the interior of the applicant's property.

Action: Approval of plans as submitted. Since there were no remonstrators the appeal period of 14 days was waived.

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P. C. File No. 3812 C --- Conditional Use request for construction of a church building and required parking facilities.

The staff report was read by Mr. Cannady (copy attached and made a part of these minutes).

Mr. Balsinger, architect, appeared for the Church, and stated that he was willing to answer any questions the Committee or neighbors might have.

Three ladies who live in the neighborhood of the church asked to look at the plans and inquired about the entrances. However, they had no objections, and so stated.

Mrs. Robert Turney, 4604 SW Condor, stated that her back yard is immediately abutting the church, and she would want some screening so that their back yard privacy will not be destroyed. The architect felt that this would be arranged.

Mrs. Constance Hayden, 4629 SW View Point Terrace, stated she had no objection to the church.

Action: Adoption of the staff report, with approval subject to conditions stated therein.

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Petition No. 3796 --- Request for change of zone from R5 to C2 by Fred Meyer, Inc. for property on the west side of McLoughlin Boulevard just north of SE Bybee Boulevard overpass, to allow construction of a shopping center.

The staff report was read by Mr. Cannady (copy of which is attached and made a part of these minutes).

Mr. Alfred F. Parker, ex-president of the Eastmoreland Community Club, advised the Committee that he had come to the meeting to speak against this petition, but after hearing the staff report thought that the burden of proof was on the petitioner, and he preferred to withhold his remarks until after hearing from representatives of Fred Meyer, Inc.

Mr. George Mead, attorney, represented Mr. Meyer.

He first went into the historical background of the property, stating that the 6th Avenue Corporation had owned the property for 30 years, and that while it is a parcel of approximately 10 acres, only 5½ acres are included in this zone change request, with the remaining 4½ acres to constitute a buffer. Mr. Meade further stated that the major development along McLa ghlin is commercial, and in support of his theory mentioned that he had, that day, driven out McLaughlin Boulevard and found no residences south of Ross Island Bridge---all commercial and public uses, parks, etc..

Mr. Meade continued his explanation by po·nting out that most of this land was a swamp when acquired by the present owners, and that they had already invested $75,000 in improving it. As it now stands, however, he stated, nothing else can be done with it except development as a shopping center. It would not be developed for single-family houses or apartments--is not desireble for any kind of residential use. This, of course, being contrary to the recommendation contained in the staff

report. He agreed with the staff that it should not be developed for single-family houses, but did not agree that it was desirable for apartment uses.

Thirty years of experience, he said, in building shopping centers hed taught them what effect to expect following the building of such a center. Without exception, he said, real estate values have improved when shopping centers have been installed.

He pointed out that the desired location meets the standards set up by the staff report, but pointed out, too, that an inaccuracy is in the report about the traffic. Only 23rd Avenue, he stated would be used. Trucks would only come from McLaughlin.

As a further argument against apartments, or apartment zoning on this property, Mr. Meade pointed out that it would not be possible to obtain financing for such buildings on McLaughlin frontage. The store, on the other hand, will cost $1,500,000, employ over 100 people and be a substantial taxable asset. Not everyone is against this development, he said, since they have been urged to develop the property in this way by many promoters and property owners. There has been some opposition from people who are in the business district in that part of town, but this is not a proper objection if it is made just because of fear of competition.

Before and after pictures of the Burlingame and Rockwood areas were shown--before and after construction of shopping centers, to bring out the effect on theneighborhood of such construction. An aerial map of the area was also shown.

In answer to a question Mr. Meyer explained the history of the park on the other side of McLaughlin, which, he said, was developed by WPA following purchase by the City from him for a very small amount.

Mr. Alfred Parker, Ex-president of the East Moreland Community Club, then spoke against the petition. They have, he said, no objection to Fred Meyer or his stores, they just resist any change of zone of this area. He pointed out that when he and many others moved to that district they expected protection by the City against encroachment of commercial use.

He went into the history of the litigation with the S.P. Railroad, including the fact that the neighborhood had spent $18,000 to prevent the industrial use of this property at that time. He then expressed the fear that if this zone change now under discussion is granted it would throw the S.P. problem open again -- if one change is granted, why not another.

Mr. Estes Snedecor, 6305 SE 29th Avenue, spoke against the petition. He stated that it is not true that this property is not still a proper one for R5 development. He pointed out that Fred Meyer built residential buildings on it, and that there has been no change in this area which would warrant a change. Experts, he said, have said that this is still good residential property, and so would the Court. Both the S.P. and Fred Meyer bought it knowing it was R5 property. He further pointed out that there is beautiful property here with Crystal Springs Creek going through it, and people asking about it for residential use.

In speaking of the traffic problem mentioned in the staff report, he submitted that there has been considerable relief in traffic on McLaughlin Boulevard since the Freeway.

In closing he urged that there should not be allowed a spot zone in the middle of a residential area and that it could be developed either with single-family or apartment uses.

Mr. Grant Anderson, attorney, spoke against the petition (6326 SE Reed College Place). He represented the property owners in the previous suit against the S. P. he stated.

He pointed out that at one time Mr. Meyer must have thought that this property was all right for residential use since he subdivided it, put in streets, erected a tract office and was selling lots.

He also mentioned that a developer testified in the suit in 1954 that he could put that property to residential use, and would take it offi the S.P's hands for between two and three thousand dollars a lot. The fact that the Planning Director at that time, Lloyd Keefe, was a witness for the property owners during the litigation was pointed out by Mr. Anderson.

Mr. Leslie Mugg, 6717 SE 22nd Avenue, who said that he was a member of the Westmoreland Community Club, stated that they would appreciate having a store in the already developed commercial area but would also appreciate one where proposed.

Mr. Holman, 6729 SE 30th Avenue spoke against the petition, bringing out two main points: (1) The 4½ acres of buffer area will be come very valuable after the market is constructed, and he felt sure that it would not long remain "buffer" but would also be developed commercially. (2) Why not develop the 4½ acres for residential use and the 5½ for a park?

Irving Campbell--2209 SE Bybee, in speeking against the proposed zone change brought out that there are homes now built along 23rd, and many more could be built there. He, too, had expected this area to remain residential. He also posed the question--how are the trucks to get out, even if they do come in off McLaughlin?

Mr. Wm.E. Lincoln, 6226 SE 22nd Avenue, said that this was the 5th time he had found it necessary to fight to protect his property since moving there in 1924. His main concern was the possibility of opening up the way for S.P. to make another attempt to expand their yards. It was his opinion that West Moreland and East Moreland is the nicest part of town and should be kept that way.

Earl Flatt, President of the Moreland Commercial Club spoke, representing his club, and also the West Moreland Community Club, whose president was unable to attend (Mrs. Bodway). He advised the committee that they have long wanted Fred Meyer to install a supermarket, but wanted it down near the present shopping center. He stated that their investigation indicated that 80% of West Moreland, 90% of East Moreland and 60% of Sellwood were against the present proposal and suggested location. He pointed out that in addition to lowering surrounding property values it will lower values of the present shopping center, by which the people are well served in that area.

He lives in the Reed College Heights district, and believes that consideration might be given to addition of this property to the Park system.

Mr. Parker stated that he had heard that at the meeting held by Fred Meyer with the property owners of the area, Mr. White made the statement that the project would be dropped if a large amount of opposition was shown. He asked Mr. Platt if this were true.

Mr. Platt replied that such a statement was made.

Mr. George Meade amended the interpretation of this statement by adding that what had been said--or meant--was that if a survey showed that not enough people wanted the shopping center, the project would be dropped. Such a survey was made, he said, and it showed that the people wanted a shopping center.

In answer to the anxiety shown concerning eventual use of the buffer strip, Mr. Meade stated that they will put deed restrictions on thos buffer lots if needed to convince the people that they will remain a buffer strip.

As for the concern with the S.P. he felt that it has no place in the discussion of the zone change under question, and is not involved here.

He also refuted the statement made concerning the alleviation of traffic on McLaughlin and said that it is still a very busy arterial.

Action: Because of the seriousness of the requested change it was unanimously agreed to refer it to the Planning Commission as a whole.

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Petition No. 3389, A Planning Commission initiation of a change of zone from R5 to C2 and R5P for the southeast corner of SE 82nd Avenue and SE Raymond Court to construct an automobile sales agency and associated repair facilities and parking places.

The background of this request is explained in the staff report, a copy of which is attached and made a part of these minutes.

The Committee felt that the zone change was desirable provided the conditions set out by the staff were agreed to by the applicant. This agreement was given by the applicant who was present.

Action: Adoption of staff report

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Petition No. 3799, a request by Robert A. Bitar et al for a change of zone from R5 and C2 to M3 and R5 to R5P for the southeast corner of the intersection of NE 82nd Avenue and NE Brazee Street, to construct a building for the manufacture, compounding processing and packaging of food products and required off-street parking.

The staff report is attached and made a part of these minutes.

Petition No. 3799 (Continued)

Discussion: Although this would mean a widening of the M3 zone along 82nd Avenue it was felt by the Committee that it was justified. As pointed out by Mr. Prichard, the applicant in the past has developed his properties in an attractive way, and has in most cases improved the areas in several ways.

The applicant was present, and voiced an objection to the condition made in the staff recommendation of no vehicular ingress or egress from NE Brazee Street for a distance of 125 feet from the east boundary of the property.

After studying the drawings and discussing it with the applicant, the Committee decided that this condition was a little drastic, and modified it to require only one-way traffic from Brazee, either onto, or off of the lot. This the applicant agreed to.

Action: Approval with above condition.

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Petition No. 3805, A request by the City of Portland (City Council Initiation) for a change of zone from A2.5 to C4 for the northeast corner of the intersection of SE 67th Avenue and SE Pardee Street to allow the use of an old fire station as a business office and meeting hall for the Painting and Decorating Contractors of America.

The staff report is attached and made a part of these minutes.

Discussion: This was felt to be a desirable use for the building, and after being shown a picture of the property the Committee was satisfied that the necessary parking could be provided.

Action: Approval

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Petition No. 3821, Planning Commission initiation of a change of zone from A2.5 to C2 to construct a service station.

The background of this request was explained by Mr. Cannady, as set forth in the staff report, a copy of which is attached and made a part of these minutes.

The Committee agreed with the thinking of the staff that the development of a new service station at this location was within normal zoning practices.

Action: Adoption of staff report.

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Petition No. 3726, to change from R5 L and A1 L to C2 L the southwest corner of NE 33rd Avenue and Alberta Street to permit construction of a service station; Humble Oil and Refining Company, petitioner.

The Committee discussion of this petition centered mainly around the advantage

Petition No. 3726 (Continued)

that would accrue from the tearing down of the present building, the 51 foot setback of the service station, and the fact that the applicant has agreed to deed a corner of the property to the City, making the curb aline a 25 foot radius.

The traffic hazard of this corner of NE Albert and 33rd was discussed, which would be considerably alleviated by the proposed setbacks.

On the other hand, such a change in zoning pattern, in the opinion of the Committee, would, of course, constitute a pure spot zone, and as such, should not be allowed.

Action: Adoption of the staff report.

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The Miscellaneous Business which was then taken up by the Committee included five items:

1. A request for Time Extension, by Laurence Supove, for Old Code Building permits, such extensions to be to December 15, 1960. These were approved by the Committee.

2. A proposed Code interpretation for signs for Convalescent Homes, to read: "Signs shall be permitted for Convalescent Homes provided that they shall conform with the provisions of Section 6-1513 (e) of the Code and shall indicate only the name of the Convalescent Home." This was approved by the Committee.

3. Proposed regulations for trampolines (see attached). These were approved.

4. Reed College construction of a conditional use infirmary expansion within confines of the campus and not requiring notification for hearing. Approved. 3828C

5. Mr. Woodward reported that there was a possibility of a change in the location of the proposed Vernon water tank since the Committee had approved the Conditional Use application. No change in site is contemplated, only a shifting of the tank from one end of the property to the other. This is being considered and may be presented at the time the appeal of the property owners is heard by the Council.

   The Committee extended its original approval to include this change.

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Meeting adjourned.

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Charles E. Woodward
Planning Director

MINUTES OF MEETING
Zoning Committee
July 28, 1960

The Zoning Committee of the Portland City Planning Commission met on Thursday, July 28, 1960, at 3:00 p.m. in the conference room of the Commission, City Hall Annex.

Those present were: Chairman Kochendoerfer and members Clark and Dudley; Planning Director Woodward; Assistant Planning Director Cannady; and recorder Reilly.

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P.C. File No. 3790C -- a Conditional Use request for a home occupation, to conduct an importing and wholesale business. This request had been continued from the meeting of July 14, 1960, and the applicant had been notified that unless someone appeared to represent the applicant, the petition would be denied.

Since there was no one to further explain the request, as requested by the Committee, the Committee unanimously denied the request.

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P.C. File No. 3788C -- a Conditional Use request for a home occupation, to conduct a ceramic hobby shop.

As pointed out in the staff report, this request was considered on July 14, 1960 and a decision deferred to permit further staff study.

The new staff recommendation of approval provided no more than 8 students are instructed at one time was adopted by the Committee.

The applicant did not appear at the meeting.

*****

P.C. File No. 3779C -- a Conditional Use request for a business office and office addition to an existing nonconforming use in an A0 Zone, on the northeast corner of NW Lovejoy and 20th Avenue.

This request was first considered on June 23rd, again on July 14th, and on that date deferred to permit further staff study of a revised proposal.

Mr. Harrington, the applicant, appeared and stated that he will follow through on obtaining the zone change for parking, as recommended in the staff report.

It was felt by the Committee that approval could be given to the Conditional Use request if the applicant would submit his agreement concerning the zone change proceedings in written form. It was also felt that there should be no objection to the proposed zone change.

The Committee unanimously adopted the staff recommendation of approval on condition that the applicant petitions for AOP zoning and provides off-street parking on the lot he has purchased for this purpose or on some nearby property.

*****

P.C. File No. 3808C -- a Conditional Use request for a home occupation by Donald C. and Charlotte A. Layman, 1532 SE 22nd Avenue. The applicant desires to have his legal office in his home, with his wife acting as secretary.

Since this seemed a reasonable and legal home occupation, the Committee unanimously approved the request.

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P.C. File No. 3811C -- a Conditional Use request for a home occupation at 1727 NE Schuyler Street, importation of Scandinavian household goods, with basement storage in a 4' x 6' x 8' area and delivery to stores in an automobile.

Mr. Paul Crawford, 1800 NE 17th, appeared to state his desire to maintain the district as strictly residential. Mr. Kochendoerfer's explanation of the regulations controlling home occupations appeared to satisfy Mr. Crawford that no commercial appearance would be allowed.

Action: Approval.

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P.C. File No. 3814C -- a Conditional Use request for a home occupation, to conduct a silk screen sign shop at 7708 SE 11th Avenue, by Sidney O. and Virginia L. Noel.

As pointed out in the staff report (attached and made a part of these minutes), there was some question as to a partner in this business. However, the applicant appeared at the hearing and again stated that the partner is no longer connected with the operation.

Action: Approval.

*****

P.C. File No. 3817C -- a Conditional Use request for the construction of an electric power substation for Pacific Power & Light Company on the west side of SE 80th Avenue, approximately 75 feet north of SE Holgate Boulevard.

The staff report was read by Mr. Cannady, which report is attached and made a part of these minutes.

Mr. William Smoke, 2401 SE 79th Avenue, appeared and stated that he wished to make a vigorous objection to the construction of this substation inasmuch as he had lived close to one before and that there was a continuous noise and "hum". It was his feeling that such an installation causes a lowering of property values, and that the area should be kept strictly residential.

It was pointed out by Mr. Kochendoerfer and Mr. Dudley that such an operation always hurts someone but is, nevertheless, very necessary.

Mr. Emery of Norris, Beggs & Simpson explained that the development of the property will not go through to 79th, and that 125 feet will be retained by Mr. Wilmarth, the present owner.

Action: Approval with conditions set forth in staff report.

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P.C. File No. 3819C -- a Conditional Use request for approval of operation of a day nursery at 1915 SE Ash Street, presented by William L. and Mary Smith.

The staff report was read by Mr. Cannady, who also advised the Committee that two letters of remonstrance had been received, and one letter in favor of the request.

Mr. W.H. Kipp, 1747 SE Ash Street, appeared in objection to the operation of a day nursery at this location because it would disturb the older people to whom he rents his property. Mrs. John Hatala, 1837 SE Ash Street, also stated objections on the basis that there is enough noise already and that the back yard is not large enough for such an operation.

Mr. Smith, the applicant, stated that the children will be in a fenced-in yard and will ride rubber-tired wheels on the patio, which is 20' x 12', paved, and under a roof.

Action: Approval on condition that no more than five children are in attendance.

*****

Code Interpretation -- a request for change of use from garage and body shop to garment manufacturing, 121 NW 23rd Avenue.

Mr. Walter Edgar, owner of the property in question, appeared and explained that he was not aware of being in the wrong zone when leasing the property to Modoc Manufacturing (C2). He pointed out that there would be ample off-street parking, with 70 x 100 feet of floor space on each of two floors.

Action: The Committee adopted the staff report recommending approval of the use of said property as requested. Copy of report is attached and made a part of these minutes.

*****

Code Interpretation -- a request by Lighthouse Fish and Oyster Company regarding the zone in which wholesaling of fish and seafood would first be permitted.

The discussion centered around whether or not such a use should be allowed in M3, or if it would require an M2 Zone.

Mr. Gilsdorf of New Realty Company explained that this would be used as a distributing point for other locations, and that a new building would be constructed.

It was the feeling of the Committee that, because of the necessary odors attached to such an operation, it should not be allowed in M3. It was pointed out that, due to the demolition of buildings in the Urban Renewal area, many such requests would no doubt be received by the Committee, and that this would be setting a precedent which might prove to be an undesirable one.

Action: Denial of request for approval of a fish wholesaling establishment in M3.

*****

P.C. File No. 3845R -- a request by the Chapel of Roses by Phillip P. Zeller for a revocable permit to allow conversion of an existing one-car garage so that it will accommodate two funeral coaches.

Action: The Committee unanimously adopted the staff report recommending approval of the requested revocable permit.

*****

Petition No. 3825 -- a petition to change from Zone R7 to A2.5 the west side of SW 25th Avenue near the intersection of SW Dakota Street.

Discussion: Mr. Volenberg, architect, represented the applicant and explained that they considered apartment development logical at this point.

Mr. Cannady pointed out the staff opinion that there should not be an expansion of A2.5 in this area but that it should be developed for single-family use.

The staff report, a copy of which is attached and made a part of these minutes, recommended denial of the petition.

Action: Denial.

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Petition No. 3809 -- a petition for change of zone from A1 to C2 for the property bounded by SW Barbur Boulevard, Condor Avenue, and Lane Street. The applicant proposes to construct an office building attached to a duplex and to conduct a real estate business and a commercial school.

Mrs. Lessler, the applicant, appeared and explained that her real estate brokerage training school would be conducted at night from 7:00 to 9:00 p.m., two nights a week, with an average of 20-25 pupils. In addition, she proposes to have two spaces for rentals in her building, one for an attorney and the other to be rented by an investment concern.

Mrs. Ruth Morrison Powell, a joint owner of the property with Mrs. Lessler, appeared and stated that she had visited the neighbors and that they have no objection to such a use of this property. She felt that such a building would enhance the area, especially since they are employing the same architect who designed the Boy Scout building across the way.

Mr. Frederick Jensen, realtor, spoke in favor of the zone change.

Discussion: The Committee felt that the big problem would be the parking of cars during the school periods. They also felt that C2 was definitely not a desirable change and that, while C4 might be acceptable, it would allow the real estate office only, and not the commercial school.

It was decided that approval of the C4 Zone would be proper plus a revocable permit for the school, with the condition that parking be provided for 25 cars. This would seem to provide the desired use for the applicant without violating good zoning principles by permitting C2.

Action: C4 recommended, with revocable permit for the school, with the condition that parking be provided for 25 cars.

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Petition No. 3800 -- a petition to change from Zone R5 to A1 property located on the west side of N Maryland Avenue, 100 feet south of N Buffalo Street, to construct a five-unit apartment.

The Committee considered the staff report which is attached and made a part of these minutes.

Action: Adoption of staff report which recommended approval.

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Petition No. 3827 -- a petition to change from Zone R5 to C2 property located at 4155 SE 42nd Avenue, to operate a commercial garage.

Mr. Cannady reported that the applicant had requested that this petition be continued indefinitely. He will notify the staff when he wishes it considered.

Action: Continued, with no definite date set.

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Petition No. 3270 -- a petition to change from Zone A1D to C2D the property located on the west side of SW Barbur Boulevard between SW Hooker Street and Duniway Park for the construction of a motel-hotel and coffee shop.

This petition, as explained in the attached staff report, was originally considered in 1958 and, since that time, various conditions have been suggested and an agreement between the applicant and Council has been attempted. The purpose of this reviewing of the petition was mainly to consider the conditions which have now been agreed upon by the applicant and the staff.

Action: Adoption of the staff report.

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Request for Time Extension -- Old Code Building Permit

Willard J. and Gladys I. Phelps have requested a time extension for issuance of a building permit under the old Code to July 1, 1961. The Committee felt that this extension was unreasonable in length of time.

Action: Approval of extension to January 1, 1961.

Meeting adjourned.

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Charles E. Woodward
Planning Director

CEW:DDC/lmk

MINUTES OF MEETING
ZONING COMMITTEE
August 11, 1960

The Zoning Committee of the City Planning Commission met on Thursday, August 11, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Kochendoefer, Members Prichard and Dudley, Building Director Benard, Planning Director Woodward, Assistant Planning Director Cannady and recorder Reilly.

Note: Wherever "Staff Report" appears in capital letters in the following record, said report is attached and made a part of these minutes.

P. C. File No. 3813 C — A request for Home Occupation Approval, speech therapy and audiological services in an A2.5 zone.

There were no remonstrators.

Action: The STAFF REPORT was adopted recommending approval.

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P. C. File No. 3818 C — A request for Home Occupation approval of a real estate broker's office in an R5 zone.

Mr. Prichard mentioned that a real estate office generates more traffic than some other types of home occupations, and in view of that and the conflict between signs required by realtors and prohibited by Home Occupation regulations, in addition to the fact that others had been denied, he moved for denial.

Mr. Woodward reported that an opinion given by the City Attorney confirmed the staff and Committee opinion that there is definitely a conflict between the State law requirements for realtors and the Home Occupation regulations of the Code.

Action: Denial, as recommended by the STAFF REPORT.

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P. C. File No. 3832 C — A request for Home Occupation approval for the buying and selling of antiques.

Anna L. Chaffey, the applicant appeared to explain her operation and answer questions. In this way it was brought out that the collection of antiques is a hobby and she sells, or buys, only by appointment, with perhaps two or three people calling at her home a month.

One letter of remonstrance, with 3 signatures, was read by Mr. Cannady.

Action: Approval, as recommended by the STAFF REPORT.

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P. C. File No. 3835 C — A request for Home Occupation approval of a building maintenance service.

The applicant, Robert McKinley, appeared and explained that the business would be conducted by telephone calls and mail only, being of a janitorial contract nature.

Action: Adoption of STAFF REPORT which recommended approval.

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P. C. File No. 3833 C -- Conditional Use request to fill a ravine 20 feet deep in an R5 zone.

The applicant, Mrs. Irene R. Keppinger, appeared and stated that the people on both sides of the property are completely agreeable to the operation. No one appeared to protest.

Action: STAFF REPORT recommending approval was adopted.

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P. C. File No. 3834 C -- Conditional Use request to fill a vacant lot with earth.

Mr. Ray F. Becker, the applicant explained the requested development, and showed an aerial picture of just what they proposed to do.

The Committee felt that such an operation would be a definite advantage to the area.

Action: Adoption of STAFF REPORT recommending approval and waiving the 14 day appeal period, since there were no remonstrators.

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P. C. File No. 3837 C -- Conditional Use request for addition to parochial school facilities in an R5 zone.

The STAFF REPORT was read by Mr. Cannady, together with 4 letters of remonstrance.

The plan for remodelling was studied by the Committee.

The Committee felt that the requested addition would represent an overdevelopment of the property which would be harmful to the surrounding area. There was also some question as to whether the suggested period of only three years would be adhered to, or if, in fact, it would be a permanent arrangement.

Action: Denial of the request until such time as the applicant makes a proposal complying with all Code requirements.

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P. C. File No. 3836 C -- A Conditional Use Request to convert an existing commercial broadcast radio transmitter to television transmitter to be used for educational television broadcasts; State of Oregon, Portland State College applicant.

Mr. Larsen, representing the General Extension Division, explained the proposal, following reading of the STAFF REPORT by Mr. Cannady. In answer to a question,

the engineer answered that there would be no interference with TV reception in the surrounding homes. Mr. Larsen stated that the time limit placed on use of the studio building to December 31, 1960 would be agreeable to them.

Mr. Lots M. Consor, 4447 SW Council Crest Drive spoke, giving the history of previous towers in this approximate location, and stating that his main concern is with the safety factor. He felt very strongly that some kind of safety ordinance should be passed to require regular inspection etc. Mr. Larsen stated that they are willing to go on record to carry out orderly inspections, and will agree to all conditions in the staff report. Mr. Grant Feiker, engineer from Oregon State College TV station, stated that they, themselves, will conduct periodic inspections, as they do with their Corvallis towers, checking tension of guy wires, etc.

Mr. E. A. Schuster, 4449 SW Council Crest Drive, also spoke, bringing out the same points concerning safety mentioned by Mr. Consor.

Action: Approval, subject to conditions recommended by the STAFF REPORT, plus some mention of the need for inspections and the possibility of enforcement of revocable permits to insure that such inspections will be made. Also, condition Number 6, concerning landscaping, fence etc. shall be subject to the agreement of the two adjoining property owners.

The Chairman also instructed Mr. Woodward to write a letter to Council to request consideration of an amendment requiring inspection of such towers.

Action: Appeal period waived, by consent of two remonstrators (Mr. Consor and Mr. Schuster).

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P. C. File No. 3836 R -- Request for a revocable permit to construct an addition to an existing transmitter building to be used on a temporary basis as a television broadcasting studio, by Portland State College.

This request was considered in conjunction with the above conditional use request, since the two installations were being requested at this time.

Action: Adoption of the STAFF REPORT recommending approval provided that all use as a television studio shall terminate on or before December 31, 1960.

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Petition No. 3830 -- Council initiation in behalf of Ross Island Sand and Gravel Company, to change M3 and A2.5 to M1 and M1B for the property located on Ross Island and adjacent land to the east, lying west of McLaughlin Boulevard.

The STAFF REPORT was read by Mr. Cannady, pointing out that a mapping error had been made which should be corrected.

Action: Adoption of staff report.

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P. C. File No. 3855 R -- A request for a revocable permit to establish an accordian studio in a dwelling in A2.5 zone.

As explained in the STAFF REPORT, this request had been before the Committee twice before, receiving approval for 90 days in the first instance and denial in the second.

Action: Denial

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Mr. Woodward brought a report to the Committee concerning S zones, especially the one which will be established along the East Bank Freeway. He suggested that the staff should prepare maps for the "S" zone, for their approval. The Committee thought this should be done.

Mr. Cannady reported to the Committee concerning the number of zone change petitions considered by the Council, and whether or not the recommendation of the Commission was followed.

Charles E. Woodward
Planning Director

MINUTES OF MEETING
ZONING COMMITTEE
August 25, 1960

The Zoning Committee of the City Planning Commission met on Thursday, August 25, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Koechendofer, Members Clark, Dudley and Prichard; Planning Director Woodward and Assistant Director Cannady; recorder Reilly.

P. C. File No. 3841 C — Request for Home Occupation approval by Walter and Susan Ostrander, 7716 N. Herferd Avenue, to carry on woodworking operation.

Mr. Ostrander was concerned as to the meaning of the second condition that there shall be no outside display of merchandise and also no outside storage of material. He stated that he had a few dog houses displayed in front, and lumber stacked against the garage. It was explained to him that according to the Code regulation of Home Occupations, these conditions would have to be met.

One letter of remonstrance was read, from Thomas O. Monroe, 7701 N. Hodge Avenue.

Action: Approval, with conditions

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P. C. File No. 3842 C — Request for Home Occupation approval by How and Wong Yee, 1718 SE 32nd Place, to raise bean sprouts in the basement.

There were no remonstrances, and one letter of approval was read.

Action: Approval.

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P. C. File No. 3843 C — Request for Home Occupation approval by Ludwig and Gertrude Landwehr, 3327 SE 65th Avenue, to give massage treatments.

Mr. Nash represented the applicant in answering questions.

Letters of remonstrance from 10 property owners were read.

Mr. Nash explained that the maximum number of treatments would be 3 in a day, and therefore no parking problem would be created. The applicant's driveway, he stated, would handle 3 cars. All clients would come by appointment, and therefore there would be no more than one car there at one time.

Mr. Kochendoefer pointed out that it was evident that the remonstrators did not understand the regulations of a Home Occupation, which would take care of the objections concerning signs etc.

Action: Approval

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P. C. File No. 3848 C — Request for Home Occupation approval by John and Barbara

Keeney, 6316 SE 92nd Avenue, to carry on outside display for sale of shade trees etc.

The staff report was read by Mr. Cannady, who also reported that the requested operation is going on at the present time.

It was the opinion of the Committee that such an operation is by its very nature, contrary to the Code. Mr. Prichard advised the applicant of a possibility of a zone change if he wished to carry on this business.

Action: Deny

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P. C. File No. 3847 C -- Conditional Use request for enlargement of Moreland Presbyterian Church.

The staff report was read by Mr. Cannady.

Mr. Charles Freeling, representing the church, stated that as far as the required screening was concerning, space has been provided. He also pointed out that the bench capacity of the church will not be increased by the proposed development, since the new building will be used only for Sunday school classes and office. Mr. Koschendofer added that in most cases Sunday School class attendance was not included in figuring required parking spaces.

Mr. Freeling continued with the statement that the church has a long range plan, and will buy property as it becomes available. In answer to a question by Mr. Prichard, as to whether this added property would be used for parking, he stated that it would be.

Mr Clark felt that actually a larger site was needed, but he moved that the request be approved with the suggestion that the church acquire more land as rapidly as possible.

Mr. Kaiser, pastor of the church, advised the Committee that just before the meeting he had received word that they now have permission to use the parking lot at SE 17th and Bybee for their Sunday services, which will provide them with adequate parking.

Action: Approval, waiving the setback for parking on the east side and with the condition that they maintain screening requirements.

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P. C. File No. 3850 C -- Request by Pacific Telephone and Telegraph Company to install a radio receiving and transmitting antenna on Healy Heights.

Mr. W. A. Zimmerman, 4444 SW Carl Place, appeared to object to the proposed means of access to the site, which is to be by an easement obtained from KEX and the construction of a road which would go right by Mr. Zimmerman's home. He pointed out that such construction would make his property a corner lot, and that such a development is not proper in an R10 zone. He stated that he had suggested three alternates to Pacific Telephone and Telegraph: (1) Use SW Council Crest, which the City Water Bureau uses; (2) If they are going to use KEX property, then develop the extension of SW Carl Place, which would be a better road; (3) Obtain access by developing SW 19th Avenue which is a dedicated street.

Mr. Zimmerman felt that the City should not permit development of such a road as is proposed in a residential area. He stated that he had lived there 9 years, during which time there have been a number of major developments permitted by revocable permits, which do not benefit the resident owners. It was his feeling that in such an area zoning regulations should protect the residences.

Mr. Gary Fuller, speaking for the Telephone Company, stated that they, too want an alternate means of access, but that as far as SW Council Crest is concerned, it does not go through and they have been unable to obtain an easement from Mr. Singleton. He also pointed out that the KEX easement would not be a road "as such", since it would be padlocked.

In answer to a question from Mr. Prichard as to the effect the proposed installation would have on radio and TV reception in surrounding homes, Mr. Tomkins, P. T. & T. communications engineer, stated that it would in no way interfere.

Mr. Curt, P. T. & T. real estate manager, stated that the proposed easement would only be good, according to the agreement, until SW 19th Avenue is opened up. However, Mr. Zimmerman felt that once the road is constructed the damage will be done. It would result in cutting down trees, and would be right along his property line.

Action: In view of the objections the Committee voted unanimously to defer action for two weeks to give the applicant an opportunity to come in with a plan that would not be objectionable.

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P. C. File No. 3854 C -- A Conditional Use request for a paved driveway to serve a proposed high school which will be located outside the City limits, in Multnomah County.

Mr. Cannady pointed out that the development of the property would be in line with screening requirements and that the applicant must conform to Code.

Action: STAFF REPORT adopted, recommending approval and waiving of the appeal period.

Petition No. 3839 -- To change from Zone R5 to C2 the NE corner of N. Catlin Avenue and N. Ivanhoe Street, to permit replacement of an existing non-conforming grocery store.

Action: STAFF REPORT adopted, recommending denial of petition.

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Petition No. 3840 -- To change from R5 to A2.5 the northwest corner of SE Raymond Court and SE 80th Avenue, to permit construction of four dwelling units on the property.

Action: STAFF REPORT adopted, recommending approval of petition.

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Petition No. 3838 -- To change from A2.5 to A2.5P the southeast corner of the intersection of NE Emerson Street and NE Garfield Avenue and the northeast corner of the intersection of NE Sumner Street and NE Garfield Avenue, to allow continued use as parking lots, which are presently non-conforming.

As pointed out in the STAFF REPORT these lots appear to have been erroneously mapped as A2.5, and therefore a Planning Commission initiation of the change, on behalf of Lloyd Corporation, seems in order.

Action: Adoption of staff report recommending Planning Commission initiation.

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Petition No. 3844 -- To change from A2.5 to M3, the northeast corner of NE Skidmore Street and NE Garfield Avenue, to permit construction of a new car storage lot.

Since the recommendation given in the STAFF REPORT was for a change to M3B rather than M3, the applicant was asked by Mr. Prichard whether or not he was familiar with the provisions of such zoning. He indicated that he was, and that it would be satisfactory for the desired use, as they only want to park their customers' cars on the zone change property when they come in for service.

Action: Adoption of staff report, denying M3 but approving M3B

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Request by Adventist Church for approval of revised plot plan:

Mr. Cannady explained that the Conditional Use request for construction of the church had been approved by the Committee at a previous meeting, but now the architect is requesting approval of a change in the plot plan. The question he brought to the Committee, therefore, was whether they wished to include an approval of this change, which would be a variance, as a part of the original approval, without another public hearing, or whether the applicant should start new proceedings. The staff recommendation was the holding of a new public hearing.

Mr. Balsinger, the architect, explained the plans. There was some discussion as to the seriousness of the change, and whether a public hearing should be held. After some study of the new plan it was the feeling of the Committee that the change was not important enough to warrant the initiation of new proceedings.

Action: Approval of new plot plan without further public hearing.

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Petition No. 3851 -- To change from R5 to A2.5 the property located on the east side of SE 29th Avenue between SE Holgate Boulevard and SE Long Street, to permit construction of three one-story duplexes.

Action: Adoption of the STAFF REPORT recommending approval of zone change request.

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Petition No. 3852 -- To change from R5 to C2 property located on N. Curtis Avenue

south of N. Lombard Street, to permit construction of a business building and off-street parking.

Mr. Mikeworth, the applicant appeared, and explained his plans for the development and his reasons for desiring the zone change.

Action: Adoption of the STAFF REPORT recommending approval.

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Petition No. 3853 -- To change from R5 to C2 the property located on the southwest corner of N. Vancouver Avenue and N. Bryant Street, to permit replacement of an existing non-conforming grocery store.

Action: Adoption of STAFF REPORT which recommended denial of petition.

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P. C. File No. 3865 R -- A request for a revocable permit to allow the expansion of a trailer sales lot on the east side of NE Garfield Avenue between NE Portland Boulevard and Dekum Street.

Discussion: The Committee considered the history of this request, which included a request for a zone change, in March of 1960, which was initiated by the Planning Commission because of a possibility of a mapping error, but which was denied by the City Council. At the time of said City Council hearing, 29 property owners remonstrated against this invation of a residential neighborhood.

It was the feeling of the Committee that while there might be a moral justification for approval of the permit, based on the history of the case, the need for protection of the residential properties outweighted such approval.

Action: Denial of request for a revocable permit.

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Dr. Reichle property at NE Webster Street and NE 33rd Avenue.

Mr. Cannady read a letter from Dr. Reichle protesting any change of zone of his property located on the southwest corner of NE Webster Street and NE 33rd Avenue. This protest was occasioned by a recent petition for change of zone at 33rd and Alberta, at which time the Committee recommended denial of the requested change to C2, and also recommended that Mr. Reichle's property be returned to its original zone of R5. This had been changed to C4, for development of a clinic, which plans had not been carried out.

Action: The Committee instructed Mr. Cannady to call Dr. Reichle and tell him that the Commission will not initiate the zone change previously recommended, and that it is hoped he will go ahead and develop the property as a clinic.

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Request for Commission Initiation of change of zone from A1 to M3 of property owned by F & M Plumbing Supply located between SE 16th and 17th Avenues and between

SE Morrison and SE Belmont Streets.

This request was made, Mr. Cannady explained, because of the purchase by the applicant of the property when it was in zone III prior to adoption of the new Code and his wish to move his wholesale plumbing business there.

Action: A study to be made by the staff and report made to Committee.

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P. C. File No. 3681 C -- Request by School District No. 1 for construction of a new school at NE 52nd and NE Pacific (Frazier School).

This request was considered by the Committee several months ago and approved subject to provision of proper parking facilities. Plans have now been presented which will satisfy the requirements.

Action: Approval

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Chas E. Woodward

Charles E. Woodward
Planning Director

MINUTES OF MEETING
ZONING COMMITTEE
September 8, 1960
3:00 p. m.

The Zoning Committee of the City Planning Commission met on Thursday, August 11, 1960 at 3:00 p. m. in the conference room of the Commission, 424 SW Main Street.

Those present were: Chairman Kochendoerfer and members Prichard and Dudley; Building Bureau Director Benard; Planning Director Woodward; Assistant Planning Director Cannaday; and recorder Reilly."

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Note: Wherever "Staff Report" appears in capital letters in the following record, said report is attached and made a part of these minutes.

P. C. File No. 3850 C --- A request by Pacific Telephone & Telegraph Company to install a radio receiving transmitting antenna approximately 275 feet southeast of the southern terminus of SW Carl Place (more fully described in the STAFF REPORT).

This request was continued from the August 25th meeting, to enable the applicant to bring in a proposal which would be acceptable to the surrounding property owners. Mr. Cannady reported that he had not heard from the applicant.

Mr. Cowgill, representing the Telephone company, advised the Committee that he had just received plans for a new access road from Westinghouse. This plan was studied by the Committee, and by Mr. Zimmerman, who approved it.

Mr. Prichard questioned the steepness of the hill, and questioned whether or not it would be weakened by the road construction. Mr. Cowgill assured him that it would not weaken it.

In answer to a question by Mr. Kochendoerfer, Mr. Cowgill stated that the road would not be used more than once a week, after the completion of construction.

Mr. Ehmsen, Director of the Bureau of Communications and Electronics of the City of Portland, asked to be heard to state his objections to approval of such an installation at this location. He stated that he was very concerned with the possibility of interference with the communications center of the City of Portland, which, with a considerable investment, is located on Council Crest. He pointed out that the Telephone Company and the City are on the same band, and that there is a very good chance of interferance. The nature of the City's use of their equipment is largely on an emergency basis, as it is tied with the Fire Department, Police, and Civil Defense. He further stated that they have already had interference from the present installations on Healy Heights.

In answer to a question by Mr. Kochendoerfer, concerning the clearing up of the interference, Mr. Ehmsen explained that it is generally possible to locate the reason for such interference, and then it can be eliminated. However, this takes considerable time, sometimes as much as two or three weeks, to track it down. He mentioned that theTaxiCab Company and Gas Company have caused such interference.

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Mr. Holtz, Tower Sites, Inc. 4636 SW Council Crest Drive, stated that they are right across the street from the proposed site. He explained that he is not an engineer, but that he had contacted their engineer, Mr. Evans in Walla Walla, who advised him that he had experienced considerable difficulty with the interference from the type of transmission the Telephone Company uses for mobile units, and he would be quite concerned by such an installation.

Mr. Holtz felt that there should be a stipulation that the Telephone Company guarantee to the other Federally licensed operators on Healy Heights that their legally authorized signals will not be interferred with.

Mr. Harold Singleton, who had also written a letter concerning the locking of the entrance of the access road, appeared and stated that he wants to be sure the road will be obstructed from public use.

Mr. Tomkins of the Telephone Company advised the Committee that the Telephone Company is also very concerned as to any interference with other operators. He pointed out that the Telephone Company is obligated by law and the Federal agency to abide by the regulations and to reduce interference when and wherever it is encountered. This is a matter for enforcement by the F.C.C. It was his opinion that the proposed location is far enough removed by the City's location to prevent interference by either one.

In answer to Mr. Prichard's question concerning responsibility on the part of the various operators for the elimination of interfernce--is it the last one in who would have to move, for example, Mr. Tomkins stated that it would be their responsiblity to eliminate any interference that occurred after they moved in, or move to another location.

The possibility of referring the matter to a technical committee was discussed by the Committee, in addition to the question of the results of approving a temporary installation at this time, in the event that request is made at a later date for a permanent installation. Mr. Cowgill stated that they are interested in the permit for the mobile station only at this time.

Action: Approval of radio-telephone receiving and transmitting antenna site and television pickup station, with 15 foot access easement as indicated on revised submitted plan, and with a locked gate to prevent public access.

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P. C. File No. 3866 C --- Request for Home Occupation approval, to conduct a freelance photo business.

No problems were seen by the Committee, and there were no remonstrators.

Action: Adoption of STAFF REPORT, recommending approval.

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P. C. File No. 3859 C --- Request for permission to complete preparatory grading for an industrial plant in an M2 zone.

The Committee saw no objection to the operation and there were no remonstrators.

Action: Adoption of STAFF REPORT recommending approval of request and two variances.

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P. C. File No. 3863 C --- Request for permission to extend existing garden mausoleum buildings, adding Units 3 to 12 in an R5L zone.

Mr. Raymond Harris, 4642 NE Shaver Street, appeared with the question of specifically what the proposal is. He pointed out that the wrong location was given in the letter sent out by the Auditor.

Mr. Cannady read the staff report.

Mr. Herman Blaesing, Jr., President of the Rose City Cemetery Association, further explained that they already have a dike which screens off the first two units, and that they intend to provide screening as the additions are made.

Other property owners who spoke included Mr. Allen Cushman, 4001 NE 49th Avenue, Mr. W. E. Bryan, 4814 Mason Street and Mr. Harold Bjorkman, 4010 NE 47th Avenue. The main objections voiced were actually not against the proposed enlargement, but more in the nature of complaints against the present operation of the cemetery. Specifically, the brush etc. on NE 47th Avenue was mentioned, particularly since it can be a fire hazard. It was also pointed out that the cemetery had not cooperated in the improvement of NE Shaver, and that they should assume their share of the improvement of NE 47th Avenue.

Mr. George LaRoche, attorney for the Cemetery Association pointed out that cemeteries are not obligated to contribute anything to street improvements, but that the Association had donated the entire 60 feet for NE Shaver Street.

Mr. Blaesing explained that the turn-around suggested by the staff at the west end of North Avenue would not be necessary, as they would just continue on around, all on their own property, since they did not intend any access to or from either NE Shaver Street or NE 47th Avenue.

Action: Approval with following conditions: (1) Screening, as outlined in Section 6-3003 (g) of the Planning and Zoning Code be provided along the south side of NE SHaver Street and along the east line of NE 47th Avenue. (2) Building heights be limited to the existing heights of Units 1 and 2. (3) There shall be no access to and from either NE Shaver Street or NE 47th Avenue.

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Petition No. 3846 --- A request to change from Zone A2.5 to A1 the property located on the west side of SE 42nd Avenue approximately 210 feet south of SE Powell Boulevard. This petition was continued from the meeting of August 25, 1960, to allow the applicant to indicate an agreement to dedication of 165 feet of his property for street purposes.

The applicant presented a letter agreeing to this condition.

The discussion by the Committee centered around the question of how far the A1 zoning pattern should be extended, and where it should be stopped. The applicant

felt that it was not an extension, but a filling in, since his property is surrounded by A1 zoning.

Action: Adoption of STAFF REPORT which recommended approval on condition of dedication of certain property for street purposes.

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Petition No. 3857 --- A request for change of zone from R5 to M3 and R5P for the property located on the west side of SE 49th Avenue, north of SE Powell Boulevard.

Mr. David Dardano, attorney, representing Rayco, Inc., optional purchaser, appeared and explained that this change is needed to expand an existing used car operation, the main problem being that they have no area for customer parking and no parking is allowed on Powell. He stated that they would be willing to screen the west end of the property and also the south side of Haig.

Action: Adoption of STAFF REPORT, recommending approval with conditions.

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Petition No. 3861 --- Request for change of zone from A0 to C2 for the property contiguous to the commercial strip of NW 23rd Avenue, one block north of W. Burnside Street, for construction of a supermarket.

The STAFF REPORT was read by Mr. Cannady.

Mr. Hirsh, president of Ritter, Low & Company, the applicant, explained the plans for the market and stated that they were glad to cooperate in every way in compliance with Code regulations. He further stated that his principals proposed to retain the trees wherever possible and add shrubbery. There will be 75-80 parking spaces, he said, which could be used for night parking by surrounding apartment house tenants.

Mr. John Sabin, attorney and Mr. W. W. McMonies, property manager, spoke against the petition. Mr. Sabin's chief objection was to the legality of the petition itself, based on a question concerning signatures -- one being initialled and another being qualified. He further stated that most of the signers of the petition had no idea what they signed.

Mr. McMonies' main objection was that this area should be kept in apartment house zoning, with no further commercial zoning. He read a list of 18 apartment buildings, the owners of whom, he stated, were against the supermarket development.

Mr. Malarkey, Vice-president of Ritter, Low & Company and Mr. Heims, architect, spoke in favor of the petition. Mr. Markey stated that since he obtained the signatures he knew that all who signed had seen the architect's rendering of the proposed development. He added that some property owners were now being told that there would be no parking, which of course is untrue since it is required by the Code. Mr. Heims said that he had spoken to Mr. Pardue, who had qualified his signature by reference to provision of parking, and had explained the plans for parking to him.

Discussion: The Committee felt that this should be considered by the Planning Commission as a whole, if the petition remains a legal one, and does not drop below the required 51%. Inasmuch as some signatures had been withdrawn, some added, and it had been indicated that such activity might continue, they were reluctant to make a final decision. The precedent established by approval of previous requests for supermarkets on the one hand, and the denial of such a request for a similar development in Moreland recently, caused some confusion in the thinking

of the members of the Committee.

Action: Refer to Planning Commission as a whole.

* * * * * * *

Petition No. 3858 --- To change from Zone A2.5 to zone M3 property located on the east side of SW Kelly Avenue just north of Pendleton Street, to permit development of a sheet metal fabric plant.

Mr. Birdwell, real estate agent, appeared to answer questions. He stated that this is now vacant property, and that it will be landscaped and fenced.

Action: Adoption of STAFF REPORT, recommending approval.

* * * * * * *

Petition No. 3885 --- To change from Zone A1 to M3 property located north of SE Belmont Street between SE 11th Avenue and SE 17th Avenue, to permit construction of a warehouse-type building.

Mr. Cannady explained the history of this case, and the various steps followed during the hearings, etc. for the new Code, in zoning this particular section, were discussed by the Committee. While the Committee felt that, due to neighborhood feeling, this zone should not be changed, still, the applicant might be entitled to a public hearing on the request.

Action: Adoption of the STAFF REPORT which recommended Planning Commission initiation of a change of zone, with a recommendation of denial.

* * * * * * *

Request for Time Extension for Permit under old Zoning Code

Mr. Cannady explained this request for extension of time to September 1, 1961, due to a change in the original plans for an extensive high-rise apartment project on property fronting on SW Montgomery Drive and SW 16th Avenue.

Mr. Paul Murphy, representing the property owner, appeared and went into the plans and circumstances in greater detail.

Action: Approval of extension.

* * * * * * *

Petition No. 3862 --- To change from Zone A0 to A0P the property just east of the intersection of NW 20th Avenue and NW Lovejoy Street, to allow provision of off-street parking for an office, warehouse, distribution business across NW Lovejoy Street.

The Committee felt that since this off-street parking provision had been made a condition attached to a Zoning Committee approval of a Conditional Use request for addition of office space (P. C. File No. 3779C), there should be little question of its approval.

Action: Approval

* * * * * * *

Petition No. 3864 --- To change from Zone A2.5 to C2 the property located on the southeast corner of SE Gladstone Street and SE 26th Avenue, to permit construction of a new grocery store.

Action: Approval.

* * * * * * *

Petition No. 3871 --- To change from Zone R7 to C2 property located at the western end of the Hillsdale Shopping Center.

Since this was obviously a mapping error, the Committee felt that the zone should be changed, as explained in the STAFF REPORT.

Action: Initiation by Planning Commission of desired zone change.

* * * * * * *

Petition No. 3872 --- To change from Zone R5 to A2.5 the property located on the southeast corner of SE Kelly Street and SE 29th Avenue, to permit construction of a duplex.

It was felt by the Committee that this is a change that is compatible with surrounding properties.

Action: Adoption of STAFF REPORT, recommending approval of zone change request and adoption of a policy of approving all other requests for A2.5 zoning in this R5 area west of SE 33rd Avenue.

* * * * * * *

Petition No. 3873 --- To change from Zone R5 to A1 the property located near the intersection of N. Portland Boulevard and N. Greeley Avenue, to permit construction of a ten unit apartment building with off-street parking.

While the Committee felt that apartment zoning of this property was realistic, it was their opinion that the A1 density was too high, and especially so for a 100' x 100' lot.

Action: Denial of change to A1 but approval of Zone A2.5.

* * * * * * *

Consideration of Zoning for five annexed areas.

The following annexed areas were then considered, and the zoning recommended by the STAFF REPORTS was adopted:

P. C. File No. 3866 --- SE Duke Street and SE 69th Avenue. --- R7
P. C. File No. 3867 --- SE 36th Avenue, between SE Roswell and SE Floss Sts. --- R7
P. C. File No. 3868 --- West side of SW 45th Avenue between SW Caldew Street and SW Multnomah Boulevard --- R7
P. C. File No. 3869 --- NE 92nd Avenue and NE Halsey Street --- M2S
P. C. File No. 3870 --- SE Long Street at SE 102nd Avenue --- R7

* * * * * * *

Review of Lessler request for Zone Change

Mr. Cannady reviewed the history of this petition--the action of the Committee at a previous meeting having been to grant a change to C4, with a revocable permit to permit a commercial school, with the condition that 25 parking spaces be provided. He reported that Mrs. Lessler had been advised of this action, but had made no response to repeated requests for an answer to indicate either agreement or disagreement.

The Committee again went into the parking problems involved -- their reluctance to grant a change to C2 because of the possibility of use of the property at some later date for other than a real estate office or commercial school. It remained their feeling that only a change to C4 should be recommended.

However, since the supplying of the parking spaces mentioned in the previous condition seemed unacceptable to the applicant, and since it was pointed out that regardless of the placing of such a condition by the Committee or not, the Zoning Code will require parking, it was the opinion of the Committee that the condition regarding parking could be liminated.

Action: Denial of C2 but approval of C4, with a revocable permit to allow a commercial school in conjunction with the real estate office.

* * * * * * *

Charles E. Woodward
Planning Director

DDC:r

STAFF REPORT

Petition No. 3861

September 5, 1960
¼ Section 3027

MEETING DATE: September ~~8~~ 20, 1960

ZONE CHANGE REQUEST: Zone A0 to C2

LOCATION: Contiguous to the commercial strip of NW 23rd Avenue, one block north of W. Burnside Street

LEGAL DESCRIPTION: Lots 5 to 14, Block 3, Mead's Addition

APPLICANT: Owners, several; Optional Purchaser, Ritter Low & Co., 122 SW Salmon, by D. M. Malarkey, Vice-President

PETITION PERCENTAGE: ~~71%~~ 70%

Applicant's Proposal: The applicant proposes to wreck large, obsolescent residential buildings and construct a Tradewell store on a site measuring 260' x 200' with a building size of 150' x 110'.

Surrounding Conditions: This proposed site abuts the commercial strip of NW 23rd Avenue on the west. On the other three sides this project is surrounded by very substantial high density apartment buildings averaging 4 to 5 stories in height. There is one old large residence adjoining on the northeast. This property could in the future be incorporated within this shopping center development.

Code Considerations: The applicant's plan shows a proposed variance request should this zone change be approved. The Code requires a 10' set-back but the applicant wants to place the building on the front property line.

Applicable Planning and Zoning Principles: Expansion of existing commercial centers is proper and commercial strip development should be discouraged.

Discussion: This planned development is adjacent to the growing commercial concentration at NW 23rd and W. Burnside Street and, in the opinion of the staff, such development should be encouraged.

Staff Recommendation: Approval

Charles E. Woodward
Planning Director

DDC:V:r

OLD BUSINESS

St. Johns Area

This report has been transmitted to Commissioner Bowes. It is understood that the role of the Council is (1) to decide upon the question of Council hearings on the St. Johns plan as a statement of City policy with respect to future public and private improvements in the area and (2) to decide upon adoption of the plan by the Council.

Economic Prospects

This report has been transmitted to Commissioner Bowes. It is understood that the City Council will review the findings and forecasts contained in this basic research study before allowing its distribution to interested parties.

CURRENT PROJECTS

Zoning Committee

Zoning Administration -- Administrative procedures and workloads in the Zoning Division are being analyzed in an effort to streamline the processing of cases, improve the record-keeping system, and facilitate reference to case activity and policies for the purpose of advance planning. Studies pertaining to the zoning of recently annexed areas have been completed at the staff level. A statement explaining the meaning of the term "home occupation" and the standards and procedures governing home occupations has been prepared in order to minimize public confusion on the problem. It is intended that the statement accompany the Auditor's letters notifying property owners of hearings on this type of case. A tabulation of zoning cases by type and an analysis of decisions which have been overruled by the City Council have also been prepared.

Zoning Code Text Amendments -- A file of possible text amendments has been created, and first priority for study is being given to changes which would facilitate zoning administration. A study is being made, for example, to find an alternative to the 50 per cent petition as a device to screen out unreasonable zone change requests. Another study is underway to determine the feasibility of amending the Zoning Code to make home occupations permitted rather than conditional uses, to be governed by more explicit standards than at present.

Variance Committee

At the request of Glenn Stanton, a summary of staff, Committee, and Council action on variance cases appealed to Council has been prepared (June 8, 1960 to September 7, 1960 by appeal date). A similar summary of all variance requests filed since June 1, 1960 is currently being prepared. This work is being done as an aid to evaluating variance activity and policies. Among the Zoning Code text amendments

which are under consideration by the staff is a possible amendment which would set rules to more precisely define the grounds on which a variance application might be legitimately argued. A sign density guide has been prepared for use by the Variance Committee in acting upon applications for permission to erect outdoor advertising signs.

Streets Committee

Hillsdale Shopping Center -- In recognition of questions posed by Hillsdale merchants and property owners, indicated for example by the number of signers of Mr. DeBorde's recent zone change petition, the orientation of this report is being somewhat shifted. The present objective is to prepare a report which clearly defines the problem and indicates alternative solutions together with their general effect on the business potential of the center. After thorough discussion, it is anticipated that a second report may be prepared to present the alternative adopted in greater detail, including solutions to the problems of financing and staging. Work remaining prior to publication of the present report is as follows: revise and complete the necessary illustrations, write up the alternative solutions including an evaluation of "costs/benefits" of each, and complete a section on available tools and responsibilities for implementing any solution adopted.

Setback Regulations -- An amendment to Article 45 of the Planning and Zoning Code, pertaining to exceptions to established setback lines, has been approved by the Streets Committee. Pending clarification of several points by the City Attorney, the amendment will be reviewed and a policy statement prepared, if necessary, to guide the Streets Committee in its action on setback appeal cases.

Schools and Parks Committee

With more current population and attendance data now available, the staff is checking the previous recommendations for school site purchases and attendance district boundary changes for the Northeast, Southeast, Northwest, and West Riverside sections of the Portland School District. The school proposals for these portions of the City were not published in the "Land for Schools" report but were recorded on the Comprehensive Development Plan adopted by the Planning Commission in March, 1958. Upon completion of this review and substantiation or modification of previous proposals, the entire "Land for Schools" report can be published.

Urban Renewal Committee

South Auditorium Area Renewal Plan -- A sketch land use and circulation plan for this area has been submitted informally by the staff of the Development Commission. The area is being restudied in the light of the adoption of the Foothills alignment of the Stadium Freeway. The Development Commission proposes to complete general and detailed study

of the plan by all agencies concerned in order that preliminary Planning Commission approval can be given by the end of the year and a final resubdivision plat recorded in February, 1961.

Urban Renewal Progress Report -- The staff has completed a report covering the following matters:

a. Review of the content of previous urban renewal surveys conducted by the City Planning Commission, including the Clark-Coleman studies completed in July, 1959.

b. An interim analysis of the location and extent of residential blight in the City using readily-available information which has been recorded by Census Tract.

c. A resume of the various Federal aids available for conducting new city-wide, neighborhood, and specific project surveys and programs.

d. A statement to more clearly define the roles of the Portland Development Commission and City Planning Commission in preparing renewal surveys, programs, and projects.

e. A time-cost estimate and tentative work outline for a fully comprehensive community renewal program for the City.

After reviewing this report with the staff of the Portland Development Commission, it is to be submitted to the Urban Renewal Committee.

Design Committee

A special sub-committee of the Design Committee is doing the final editing on the proposed statement of policy for evaluation and acceptability of construction within D zones. The statement has been revised in accordance with the recommendations made by the City Council at an informal meeting on July 26, 1960 with representatives of the Design Committee and the City Planning Commission. The revised statement will be forwarded to the Planning Commission after it has been approved by the Design Committee.

FUTURE PROJECTS

Central Area Study

A comprehensive study of Portland's central area should be made, with special reference to proposals for future land development,

pedestrian and vehicular circulation (including further study of the location and effect of ramps for the Stadium Freeway), and auto and mass transit terminal facilities. This study needs to be carefully co-ordinated from the beginning with the Metropolitan Planning Commission's land use survey and commercial area study.

Comprehensive Development Plan Review

The Comprehensive Development Plan, adopted by the Planning Commission in 1958, should be thoroughly reviewed with special reference to the following:

a. Clarity and consistency of general objectives for the community's physical development.

b. Updating in the light of changed conditions and/or new information, such as the results of Metropolitan Planning Commission studies or the metropolitan transportation study now underway.

c. Updating in the light of changed or changing policies such as those which may be implicit in action on certain zone changes.

d. The role the plan has been playing with respect to the actual development of the City.

e. The role the plan could potentially play in improving the City environment, land values, tax base, etc.

f. Specific means of presenting the plan and making it more effective in guiding community development.

g. Means of keeping the plan current and in tune with and before the City Council, City bureaus, boards and commissions, the State Highway Department, other special community interests, and the general public.

Analysis of Long-Range Work Program

The City Planning Commission's long-range work program, adopted in April, 1953 and revised July, 1953, should be thoroughly reviewed, with particular reference to the respective roles of the Planning Commission, the Metropolitan Planning Commission, and the Development Commission. Investigation of ways in which the Planning Commission might be of greater assistance to the City Council and more effectively co-ordinate City activities affecting the physical development of the community should be given first priority.

Capital Improvement Programming

A study should be made to document the need for and possible methods of inaugurating long-range capital improvement programming procedures. A capital improvement program would include a list of needed public improvements, including those specifically required if the objectives of the Comprehensive Development Plan are to be carried out, organized according to priority and the availability of means of financing. This is a project strongly recommended by the Public Administration Service in its report to the City Council. Some benefits of capital improvement programming include:

a. Eliminates duplication and waste and facilitates the coordination of City activities by providing a single comprehensive schedule of all capital projects for several years.

b. Aids the operating bureaus in systematizing their proposals and looking ahead to future needs.

c. Provides an overall picture of the City's needs and thus aids the administration in dealing with individual problems.

d. Provides an answer to pressure groups seeking to advance special projects which lack urgency or merit.

e. Provides the Commissioner of Finance with information needed to develop a budget and to devise methods of paying for improvements.

f. Informs the taxpayer what he is getting for his money. Knowledge of an orderly program of growth can inspire more confidence in the City Government.

g. Enables investors, utility companies, business and industrial managers, real estate owners and others to plan more efficiently and in harmony with the City's plans for the future.

h. Provides a systematic procedure for translating needed projects and comprehensive plan proposals into reality.

PLANNING DIRECTOR'S REPORT

Purpose of the report: To show accomplishments, continuing and future workload, personnel requirements, document key problems pertaining to the planning process in Portland, and present a recommendation that the Planning Commission undertake a special study of its role in the governmental process, including (1) possible changes in formal relationships and responsibilities and (2) ways of increasing the effectiveness of the present basic set-up. (The report will be presented at the Planning Commission meeting; it is not included in the Agenda.)

P L A N N I N G D I R E C T O R ' S R E P O R T

Portland City Planning Commission

September 20, 1960

PLANNING DIRECTOR'S REPORT

Purpose of this report: To show accomplishments, continuing and future workload, personnel requirements, document key problems pertaining to the planning process in Portland, and present a recommendation that the Planning Commission undertake a special study of its role in the governmental process, including (1) possible changes in formal relationships and responsibilities and (2) ways of increasing the effectiveness of the present basic set-up.

A. Accomplishments

The following outline lists the specific accomplishments of the Planning Commission during the past 14 months. These items are in addition to the items reported under old business and current projects on the meeting agenda.

1. Sunset-Stadium Freeway Report -- a comparative analysis and recommendation on the suitability of various routes that were being considered for a freeway loop through the West Central Area of Portland.

2. Minnesota Freeway Interchange Report -- an appraisal of the design of traffic interchanges proposed by the State Highway Department in terms of traffic service, impact upon surrounding residential neighborhoods and the need for certain pedestrian overcrossings along the route.

3. Re-establishment of Setback Lines Along Certain Major Thoroughfares -- needed following the enactment of the new Zoning Code in July, 1959. New setback lines were established along 82nd Avenue and Capital Highway.

4. Office Remodeling -- during the month of June, 1960 cork board and accoustical ceiling tile were placed in several of the rooms of the Planning Commission's office. Also the Assistant Planning Director's office was relocated to provide a reception area for the Senior Stenographer Clerk who serves the Planning Director and Assistant Planning Director.

Considerable staff time has been involved in this work which necessitated estimating amounts and costs of materials, determination of location of improvements, some supervision, and moving of office furniture. All work has been completed except some alterations in the zoning office, which have been held up until a review of the zoning administration procedures is completed.

5. Text Changes to Zoning Code that have Simplified Zoning Administration

   a. Building Moving including house moving no longer controlled under Zoning Code.
   b. Excavating or Filling operations that involve less than 1,000 cubic yards or less than 60 days do not need a conditional use permit. Originally anything over 100 cubic yards required a conditional use permit.
   c. The 14 day appeal period for Variances and Conditional Use Permits may now be waived if no one has remonstrated before or during the public hearing.

A. Accomplishments (Cont.)

6. Procedural Changes that have Simplified Planning and Zoning Administration

a. Oral staff reports and use of colored slides for presenting variance cases before the Variance Committee.
b. Use of one entire $\frac{1}{4}$ section zoning atlas sheet for Variance Committee instead of preparing individual maps for each member of the committee.
c. Detailed records are being kept of office expenditures during the 1960-61 budget year in order to assure a better utilization of funds this year and to facilitate the preparation of future budgets.

7. Planning Library -- has been re-arranged according to a new filing system. Also an attempt has been made to bring it more up to date with new purchases.

8. Planning Advisory Service -- membership of the American Society of Planning Officials has resulted in obtaining several information reports which have been valuable in re-examining the Zoning Code and its administration. A special report was obtained from PAS in connection with a study on house moving.

B. Routine Workload

In the past 14 months the Planning Commission, Variance Committee and Design Committee have handled more cases than the total processed in the past 4 years. The Zoning Committee alone has handled more than twice as many cases in this past 14 month period than was handled in any previous year. A summary of the Planning and Zoning cases handled during the past 4 years under the old Zoning Code and those handled during the past 14 months under the new Zoning Code is shown in the following table, classified according to the responsible committee.

	Number of Cases				
	Filed Under New Zoning Code * (7/59-8/60)	Processed Under Old Zoning Code			
		1959	1958	1957	1956
TOTAL	848	217	162	202	171
Zoning Committee	392 **	178	119	166	171
Streets Committee	49	39	43	36	-
Design Committee	2	-	-	-	-
Variance Committee	356 ***	-	-	-	-

* 11 cases were withdrawn prior to staff processing.
** Includes a few conditional uses acted upon by the Schools and Parks Committee.
*** Cases formerly handled by the Housing Code Board of Appeals.

B. Routine Workload (Cont.)

The following two graphs show the number of zoning cases filed each month for the past 14 months for action before the Zoning Committee and the Variance Committee. The most startling change in cases per month is the jump that variances took after the first of the year. This was the first time that all building had to comply with the new Zoning Code provisions since the 6-month transition from the old code was complete on December 31, 1959, except where time extensions have been allowed. It is too early yet to determine what the future trend may be, although the curve will probably be cyclical, rather than show a continuing linear increase, to the extent that variations are explained by curtailment of construction during the rainy seasons.

C. Manpower

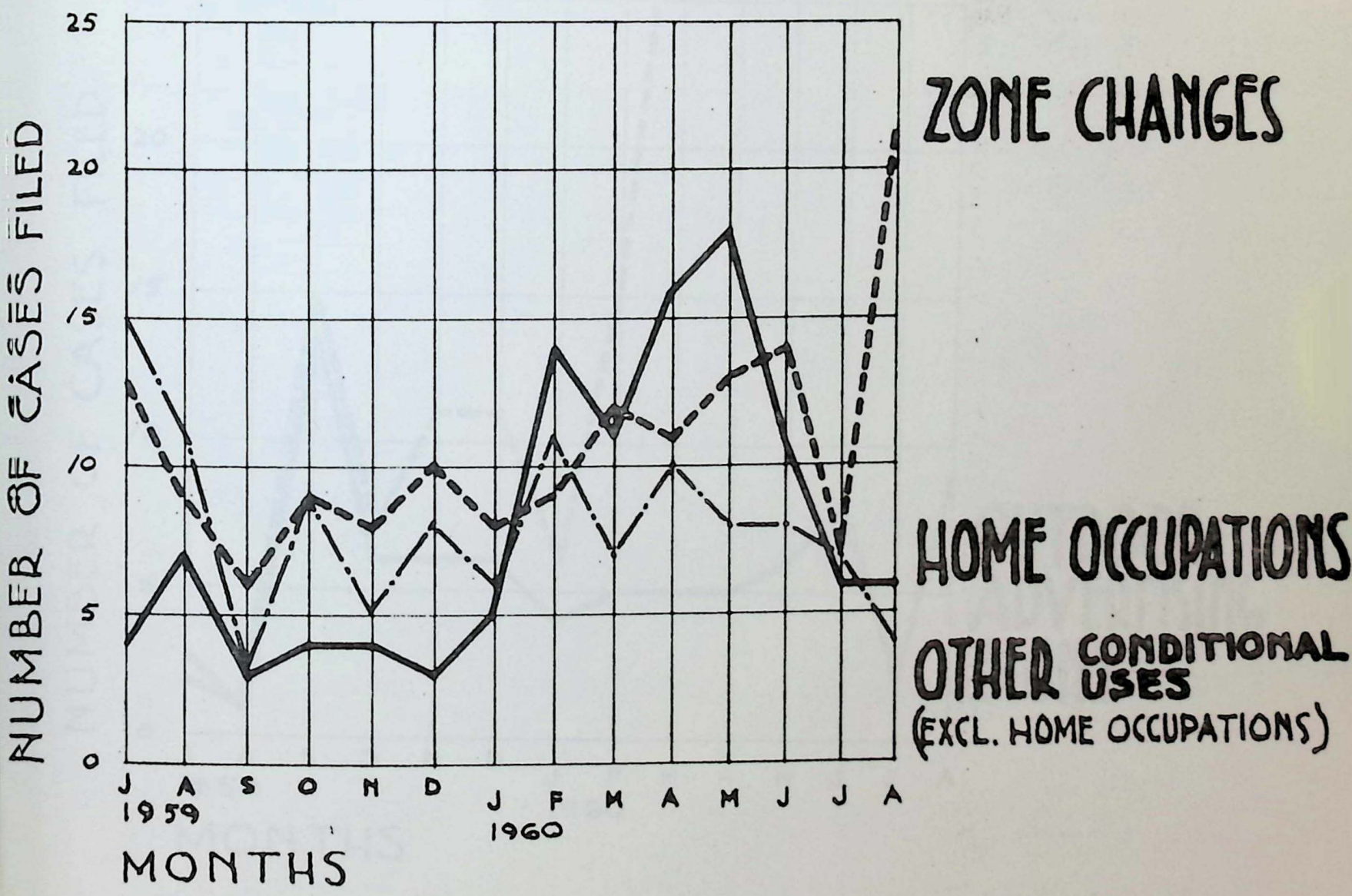
The third graph below shows the percentage distribution each month of the total manpower budgeted for the City Planning Commission in five categories of activity.

The area along the bottom of the graph depicts the amount of manpower not available due to unfilled positions. Note that the largest percentage for unfilled positions ocurred in November, 1959. This was right after Cy Nims resigned as Assistant Planning Director. In May, 1960 the staff had the greatest number of its positions filled. This was the date that Dale Cannady started work as Assistant Planning Director. Recruitment of qualified personnel has been a continuing problem particularly since Portland planning personnel are underpaid according to West Coast standards.

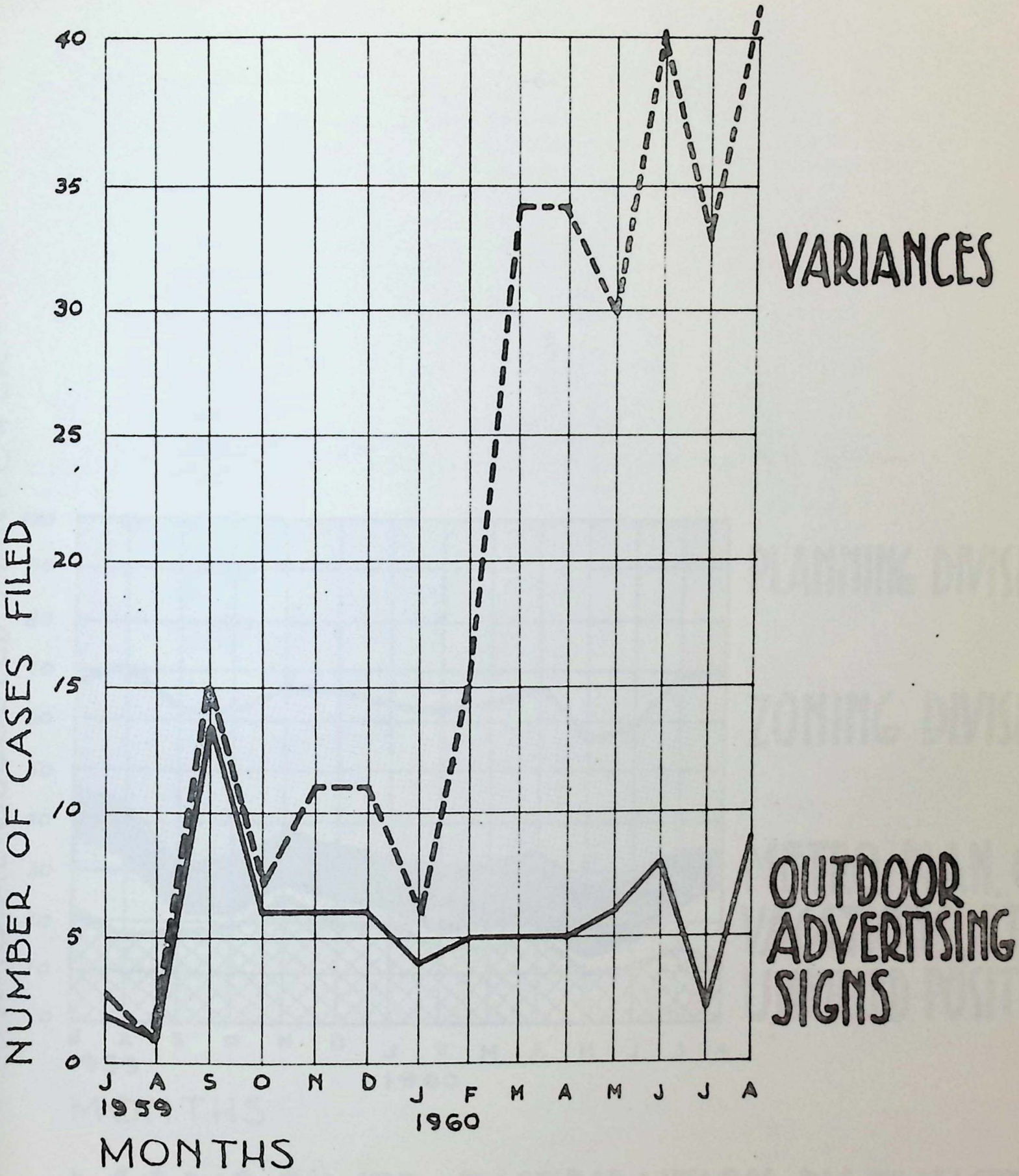
Vacations, Sick Leave, Etc. is the second band from the bottom of the graph. It varies in percentage from a low of 2% in April, 1960 to a high of 15 and 16% for the months of July in 1959 and August in 1959 and 1960.

The manpower contribution to the Metropolitan Planning Commission is indicated by the middle band on the graph. This contribution has decreased the manpower that the Planning Commission had in the Planning Division prior to the creation of the Metropolitan Planning Commission. During this past fiscal year the Planning Commission contributed additional persons because a City Planner who puts in 4/5ths time (because of a teaching job) was assigned to Metro in place of the full time Senior Planner originally anticipated. To make up the salary differential the Planning Commission made an additional manpower contribution of a Senior Planner for 5 1/3 months, a Planning Assistant for a little over $\frac{1}{2}$ month, and a Senior Stenographer Clerk for approximately $\frac{1}{4}$ month. Our greatest contribution was made during the months of February through June, 1960 (12 - 14%).

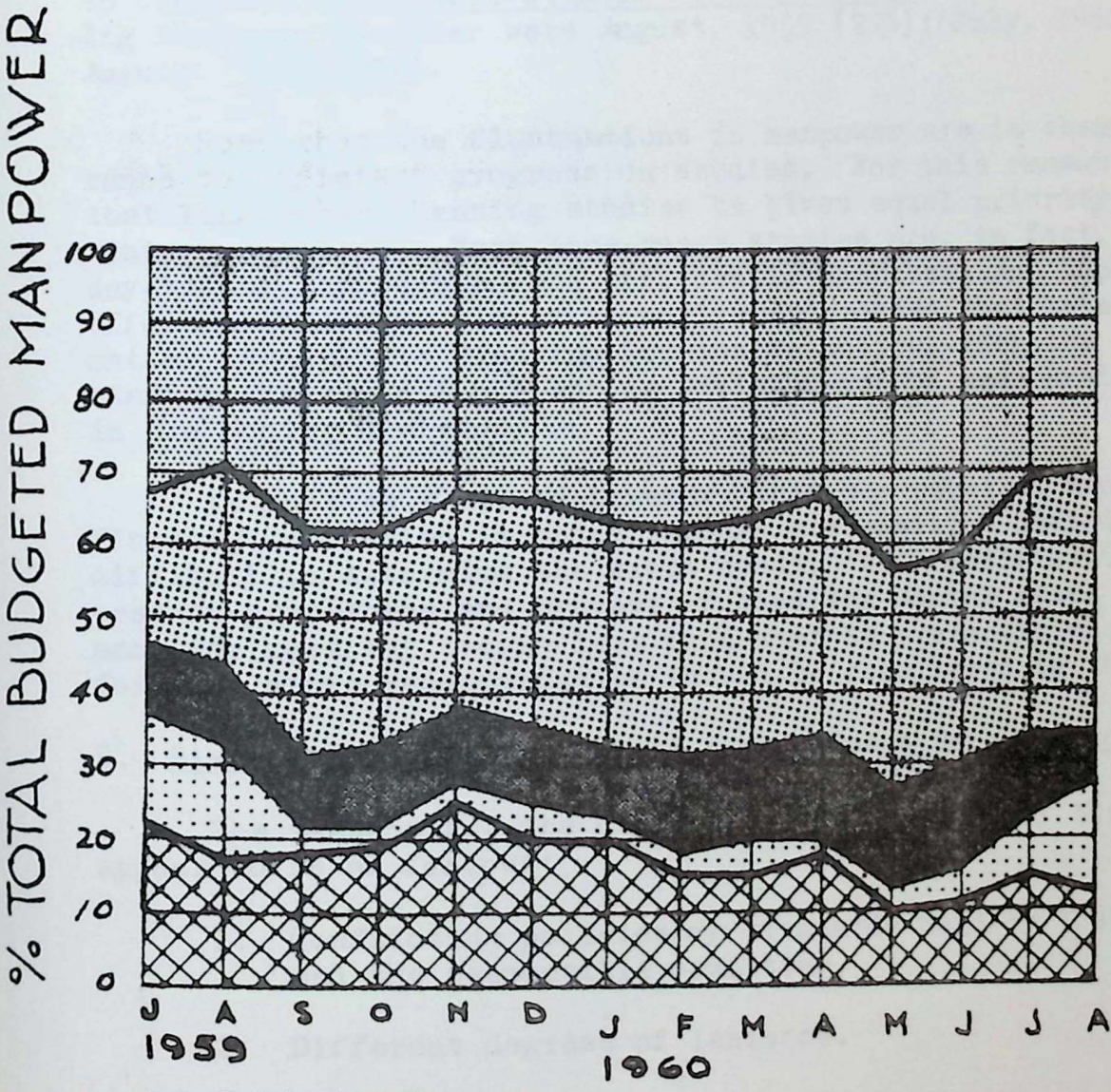
The Zoning Division has required on the average of 30% of the Planning Commission's manpower. The lowest required manpower was 21% in July, 1959. The highest requirement for manpower has been the past two months, July and August, with 35% or more needed. Although not shown on the graph, the proportion required prior to adoption of the new Planning and Zoning Code was considerably lower.



ZONING CASES FILED BY MONTH
FOR **ZONING COMMITTEE** ACTION



ZONING CASES FILED BY MONTH FOR VARIANCE COMMITTEE ACTION



MANPOWER DISTRIBUTION BY FUNCTION

PORTLAND CITY PLANNING COMMISSION

N.B.: ONE MAN MONTH EQUALS APPROXIMATELY 5% OF TOTAL BUDGETED MANPOWER

C. Manpower (Cont.)

The Planning Division is the producer of all plans, special studies and reports. In the past it has contributed help to the Zoning Division when they have not had sufficient manpower to keep up with the routine workload. The Planning Division also contributes to the Metropolitan Planning Commission as mentioned above. In spite of this drain on manpower the Planning Division has accomplished a great deal as indicated by projects completed or in progress cited earlier. The greatest strength that the Planning Division had was in May and June of 1960 with 44% and 41% of the total Manpower respectively. This was during the final push to complete the Sunset-Stadium Freeway Report. The low months for Planning Division manpower were August, 1959 (29%); July, 1960 (31%); and August, 1960 (30%).

Note that the fluctuations in manpower are in themselves a hindrance to efficient progress on studies. For this reason it is important that long-range planning studies be given equal priority with day to day zoning questions. Such long-range studies are, in fact, needed before day-to-day problems can be efficiently processed and duplication of effort eliminated. It is strongly recommended that this be made a matter of explicit Planning Commission policy, with the corallary that staff required in the Planning Division not be made available to work in the Zoning Division.

It must be realized however, that the required manpower for the Planning Commission is going through a transition period where it is difficult to determine the exact needs. With modifications of the present procedures and process of handling zoning cases the actual manpower need may become less than what is presently required. Therefore the above recommendation should be considered in this light.

D. Disposition of Planning and Zoning Cases Referred to Council

The reasons for the overruling of decisions by the City Council appear to be as follows:

1. Conflicting policies or standards held by the Council and the responsible committee.

2. Different degrees of lenience.

3. Inadequate opportunity for effective presentation to Council of the responsible committee's findings and recommendations.

4. Availability of new information at the Council public hearing.

5. Pressure at or prior to the public hearing.

Numbers 3 and 4 in particular should be noted because these are most susceptible to correction.

The table on the following page outlines the action by the various committees and the City Council for the past 14 months.

ACTION BY THE PLANNING COMMISSION. VARIANCE COMMITTEE. DESIGN COMMITTEE AND CITY COUNCIL ON PLANNING AND ZONING CASES REFERRED OR APPEALED TO THE CITY COUNCIL
July 1959 through August 1960

COMMITTEE RESPONSIBLE	TOTAL CASES PROCESSED	% OF PROCESSED CASES REFERRED OR APPEALED	COMPLETED CASES ON WHICH COUNCIL OVERRULED COMMITTEE			COMPLETED CASES ON WHICH COUNCIL PARTLY OVERRULED COMMITTEE		
			#	% OF ALL CASES PROCESSED	% OF ALL CASES APPEALED OR REFERRED	#	% OF ALL CASES PROCESSED	% OF ALL CASES APPEALED OR REFERRED
VARIANCE COMMITTEE								
Variances, excl. outdoor ad. sns.	277	8.7%	8	3.0%	53.3%	5	1.9%	33.0%
Outdoor advertising signs	79	6.3%	3	4.3%	60.0%	0	0.0%	0.0%
TOTAL CASES	356	8.1%	11	3.3%	55.0%	5	1.5%	25.0%
DESIGN COMMITTEE								
Design Zone cases	1	0.0%	0	0.0%	0.0%	0	0.0%	0.0%
PLANNING COMMISSION								
STREETS COMMITTEE								
Setback line appeals	7	100.0%	0	0.0%	0.0%	0	0.0%	0.0%
ZONING COMMITTEE								
Conditional uses, excl.home occ.*	108	3.7%	0	0.0%	0.0%	0	0.0%	0.0%
Home occupations	102	2.0%	1	1.0%	50.0%	0	0.0%	0.0%
Zone changes	128	100.0%	10	9.2%	9.2%	0	0.0%	0.0%
Revocable permits	11	100.0%	0	0.0%	0.0%	0	0.0%	0.0%
Council approval cases**	4	100.0%	0	0.0%	0.0%	0	0.0%	0.0%
TOTAL ZONING COMMITTEE	353	42.2%	11	3.1%	8.7%	0	0.0%	0.0%
TOTAL PLANNING COMMISSION CASES	360	43.3%	11	3.3%	8.3%	0	0.0%	0.0%

* Includes several school cases acted upon by the Schools and Parks Committee, none of which were appealed.

NB - Completed cases are processed cases minus cases pending or withdrawn. In calculating % of all cases processed, cases processed by the responsible committee but withdrawn or pending in Council were excluded.

** Under the old code.

E. Three Problems Pertaining to Zoning

1. Acceptance (or requirement) of a plot plan as evidence in support of a zone change proposal -- The legal purpose of zoning restrictions is to classify permitted uses according to compatibility and to establish zones within which different classes of uses are permitted. Any use within a given zone classification is permitted in any area or district so zoned or classified. According to the doctrine of equal protection, all regulations applying to a given zone must apply equally to all property within that zone. From this point of view the details of a plot plan are irrelevant with respect to the merit of any zone change proposal. Once the proposed change is made, either (1) any use within the new zoning classification is permitted according to specified ordinance standards and requirements or (2) different regulations are being imposed upon the applicant than upon his neighbor in the same zone. Legitimate decisions on zone change applications must be based solely on the pattern of zones being created or perpetuated, and not on the merits of any particular proposal requiring a new zoning designation. It is necessary to distinguish zone change cases in this respect from both conditional use and variance cases.

Acceptance of plot plans as evidence in support of zone change proposals presents two additional difficulties: (1) Examination and discussion of such plans increases the processing time required for such cases, and (2) the presence of such plans tends to obscure the real issue as to whether or not adoption of the change would mean the creation of an incompatible or spot zone or a poor zoning pattern.

However, the staff of the Planning Commission HAS RECENTLY BEEN INSTRUCTED TO FOREWARD PLOT PLANS ALONG WITH OTHER CASE MATERIAL ON EACH ZONE CHANGE REQUEST SUBMITTED TO THE CITY COUNCIL.

2. Conditional re-zonings -- The acceptance of plot plans as evidence in support of zone change proposals goes hand in hand with the practice of granting zone changes subject to special conditions not generally imposed by the ordinance on other property within the same zone. As well as being discriminatory, this practice results in the imposition of restrictions which, in most cases, are both "hidden" and unenforceable.

The following quotations to the point are taken, respectively, from "Shortcomings of Present Portland Zoning Ordinance, Statement to Citizen's Committee on proposed new zoning ordinance", Lloyd T. Keefe, Jan. 17, 1955, and from the American Society of Planning Officials Planning Advisory Service publication "Exceptions and Variances in Zoning", Information Report #40, July 1952, pp. 43-44:

> "One of the main reasons the Planning Commission is recommending an entirely new zoning code having a greater number of classifications is to make the use of 'conditions' unnecessary in the future. The refinement possible by having more zones means that the 'conditions' will be enacted once and for all as a matter of ordinance."

"When such conditional amendments reach the courts, they are invalidated as improper delegation of legislative authority. Edward M. Bassett has emphasized the impropriety of such amendments: 'Contracts have no place in a zoning plan. Zoning, if accomplished at all, must be accomplished under the police power. It is a form of regulation for community welfare. Contracts between property owners or between a municipality and a property owner should not enter into the enforcement of zoning regulations. Sometimes local legislatures state that they will make certain changes if property owners file agreements either with one another or with the city. This is wrong, unnecessary, and unfair. The local legislative body is taking advantage of its superior position whenever it tries to force a property owner to enter into a contract in order to have a permit to which he is entitled, or before zoning regulations are made which are justified by well-settled principles. There is no consideration for such a bargain because the municipality cannot receive a consideration for taking steps in legislation. Its legislation is not and ought not to be for sale.' (Zoning, p. 184, 1940 edition.)"

It should be noted that UNDER THE FIRST 14 MONTHS OPERATION OF PORTLAND'S NEW PLANNING AND ZONING CODE, OUT OF A TOTAL OF 89 ZONE CHANGES APPROVED 28, OR ONE-THIRD, WERE APPROVED WITH SPECIAL CONDITIONS ATTACHED.

3. Zoning by neighborhood consent -- The following two quotations are of special interest with respect to Portland's requirement of a petition signed by 50% of the neighboring property owners before an individual may initiate a zone change. They are taken, respectively, from Adrian Kuyper in California County Planning Commissioners' Assoc., 29th conference, Santa Rosa, 1959, Proceedings, p. 42, and from Hugh Pomeroy, "A Planning Manual for Zoning", Volume II, Preliminary Draft, American Society of Planning Officials, 1940, pp. 336-337.

"The Board of Supervisors ... is responsible to the voters. And the courts have gone on to make this point: the neighbors are not. Neighbors ... can use the power over their neighbor's use of land without any responsibility to anybody whatsoever. And they can do it without any reasons, without any accountability."

"A properly drawn zoning ordinance should be subject to amendment only if the conditions upon which the regulations have been based have materially changed, or if changes in the economic and social characteristics of the community have required changes in the master plan which should be reflected in the zoning ordinance. There should be compelling reasons for an amendment. A planning commission which approves a proposed amendment simply because there is no neighborhood objection to it is false to its trust as custodian of the master plan and watchdog of the effectuating procedures based on the master plan. The applicant for an amendment should not be required to show merely that there is no neighborhood objection to the proposed amendment: he should be required to prove that there is a compelling public necessity for it."

F. Inadequacies of the Comprehensive Development Plan

1. Subject matter -- The comprehensive development plan as adopted by the City Planning Commission:

a. Does not clearly define community objectives. The plan proposals should be tied to an explicit statement of over-all community objectives.

b. Is incomplete. Several areas are left undesignated, including Ross Island. Proposed commercial development isn't related to existing commercial development. Etc.

c. Is inconsistent in its degree of generality for plan proposals. A comprehensive development plan should only deal with problems of major importance to the city as a whole, and they should be delt with in terms of broad basic policy. Plan proposals should be mapped in very broad terms, and studied in detail only after the picture of the future city can be viewed as a whole. Examples of items that are overly detailed on the Comprehensive Development Plan map as adopted are the parking fields around the CBD, the South Auditorium Project, the E & R Center and the Lloyd Center, and the fact that the base map shows all streets and blocks.

2. Procedural matters --

a. The Comprehensive Development Plan should express the thinking of the City Council and be adopted by the Council.

b. The Comprehensive Development Plan is not at present in a suitable form for easy study, maximum understanding, or adoption. The plan should be complete in a single document. As it stands it is in several separate reports and on a non-reproducible city-wide map with no particular correlation between the reports and the map.Plan

c. The Comprehensive Development/should be available to all interested parties. While several of the individual reports that are units of the Comprehensive Development Plan are available, the over-all city-wide plan is not.

d. The Comprehensive Development Plan should be amendable. In its present form Portland's Plan is difficult to amend and is overlooked when changes in policy make amendments desirable. Amendment of the Comprehensive Development Plan should be a pre-requisite to the making of any zoning or other decision which would conflict with the plan. Otherwise city-wide implications of proposed changes, including other corollary changes necessary, are likely to be overlooked, and the Plan is unreliable or meaningless as a policy guide.

G. Role of the Planning Agency in City Government

1. Internal relations within the City Planning Commission --

a. Loss of strength due to rule by committee. The specialization of the various members of the Planning Commission has drawbacks as well as virtues. It is true that the committee members gain proficiency through experience but over-specialization does not give the broad overall knowledge of the entire planning process that is needed. The Zoning Committee for example has been hindered by the leave of absence of a key member this past few months. Rotation of committee assignments

G. Role of the Planning Agency in City Government (Continued)

would alleviate this kind of problem and help assure that a comprehensive and coordinated approach would be made to all problems.

Due to the three man committee set up most decisions are made by a small minority of the Planning Commission. Only one-third of the Commission membership carries a decision if the three-man committee is unanimous in its action. The establishment of five-man committees, as in the case of the Variance and Design Committees, would result in a greater work load on each Commission member but would also provide a better distribution of talent. More importantly, it would give more weight to committee decisions.

b. Demands upon the time of Planning Commission members. The amount of time required of Planning Commission members to perform their civic function varies greatly depending upon committee assignment. The following is an estimate of the time required of each committee member during the past 14 months:

NUMBER AND LENGTH OF PLANNING AND ZONING MEETINGS BY COMMITTEE
July 1959 through August 1960

	Number of Meetings	Approx. Total Hours	Average Hours per Meeting
Zoning Committee	30	90	3
Streets Committee	10	15	1½
Schools and Parks Committee	3	1½	½
Budget Committee	1	2	2
Variance Committee	47	70	1½
Design Committee	12	18	1½
Planning Commission	13	26	2

The Urban Renewal, Metropolitan Planning, Industrial Development and Documents Committees have been inactive during the past 14 months.

2. Internal relations within the city government, i.e. with the Building Bureau -- The Building Bureau checks all building permit applications to see if they meet all city code requirements, including those of the Planning and Zoning Code. It is also the city's enforcement agency responsible for checking all construction for conformance to codes. In these roles the Building Bureau must make Planning and Zoning Code interpretations in applying the Code to specific cases.

The Planning Commission and the Variance and Design Committees and the Planning Commission staff, on the other hand, are charged with the responsibility of interpreting the intent of the Code and processing applications for variances, conditional use permits, zone changes, etc.,

G. Role of the Planning Agency in City Government (Continued)

that are often referred from the Building Bureau.

Difficulty sometimes arises in the process of referring people and also in differing interpretations of the Planning and Zoning Code provisions by the Building Bureau and the Planning Commission staff. There needs to be closer communication in both directions between the two offices. One highly desirable means of achieving this would be to place both the Zoning Division of the Planning Commission staff and the Building Bureau in the same building and, if possible, on the same floor. This is one of the recommendations made by the Public Administration Service in its report to the City Council.

At the very least, an effective channel needs to be created whereby 1) the Building Bureau receives the benefit of Planning Commission and staff thinking with respect to the objectives of the Code, and 2) the Planning Commission continuously receives the benefit of Building Bureau experience in administering the Code as an aid to improving it. In addition, problems of serving the public without "run-around" need to be ironed out.

3. Curtailment of City Planning Commission effectiveness as an independent advisory body --

a. Under present arrangements there is not an adequate opportunity for effective presentation to the City Council of Commission findings and recommendations.

Brief run-downs with the Commissioner of Public Works, but not with the entire Council, now provide the major contact. There is no opportunity for a full presentation of the Commission position before the Council and other interested parties, a type of procedure practiced, incidentally, next door by Multnomah County. Present Council information is obtained solely from reading the Planning Commission's letters of recommendation, from a staff member's filling in orally when a specific question is raised, and from the testimony at the hearing. It is difficult or impossible to get across to the Council possible consequences of over-ruling Planning Commission recommendations.

b. The organizational location of the planning office in the Department of Public Works. In the words of the Public Administration Service report to the City Council:

> "The planning of the physical development of the City and the capital improvement program of the City government touches upon every municipal activity and requires the coordinated efforts of all departments. This can best be assured by locating the unit responsible for technical planning services directly under the mayor."

c. The approval of the Economic Prospects report, a basic research study, by the City Council prior to its distribution to interested parties, raises a serious question as to the

G. Role of the Planning Agency in City Government (Continued)

independence of the Planning Commission. If the logic behind this example were pushed to the extreme, it would be necessary for the Planning Commission to get prior approval of the City Council before releasing a recommendation on any zone change or other question. Even at the present time the Commissioner of Public Works wants applicants for revocable permits to agree to all conditions that are proposed before any recommendation reaches the City Council. This handicaps the Zoning Committee and they must either acquiesce to the applicant's desire or recommend complete denial where sometimes a mid-position would be more appropriate.

d. The opening of incoming mail and the examining of outgoing Planning Commission mail by the Commissioner of Public Works raise serious questions about the independence of the Planning Commission and point up the problem created by the dual responsibility of the Director of Planning to the Planning Commission on the one hand and to the Commissioner of Public Works on the other.

H. Recommendations

IT IS RECOMMENDED THAT THE PLANNING COMMISSION RE-EVALUATE THE PURPOSE, ROLE, AND OPERATION OF THE COMMISSION AND STAFF . Special reference should be made to the following:

1. Public Administration Service recommendations. There should be closer liason between the zoning staff and building inspection personnel which can possibly best be achieved by physically locating the two offices together (see page 31 of the PAS report).

   The City Planning Commission should be brought into the programming of the City's capital improvements (see"The Capital Budget", pp. 26-27; also p. 31; and"Strengthening the Planning Process ", pp. 139-141 of the PAS report.).

   The Public Administration Service report recommends that the City Planning Commission should be given charter status (see p. 237 of the PAS report).

   The planning office should be placed directly under the mayor in a new Department of Administration and Finance (see "A Recommended Plan of Organization", pp. 15-22 of the PAS report).

2. Division of responsibility with the following agencies:
   Metropolitan Planning Commission
   Development Commission
   Dock Commission
   Housing Authority

3. The question of City Council action on reports of a purely investigatory or research nature, in contrast to statements of plan or policy, should be carefully reviewed.

4. The use of public hearings needs to be reviewed. Sounder

Recommendations (Continued)

recommendations on many zone change requests would be possible if the Zoning Committee were to hold public hearings. Findings at a public hearing would also be of assistance to the staff in preparing the staff report and recommendation.

5. The adequacy of the committee system for conducting Planning Commission business needs to be carefully reviewed. The Commission and the staff, as well as the general public would be benefited by publication of a booklet outlining Commission procedures and policies heretofore buried in the minutes of numerous meetings.

6. The location of the planning function in the governmental structure should be reviewed and analyzed, from two points of view:

   a. What changes can be made to get the most out of the present basic set up? One possibility is to have all letters and recommendations of the Planning Commission signed by the President of the Commission. This would help clarify that the particular viewpoint expressed was that of the Commission and not just that of the staff, and it would minimize the problem created by the staff's dual responsibility to the Commission and to the Commissioner of Public Works.

   b. What arrangements are used in other cities and would there be any desirability or possibility of changing the arrangement in Portland? Vancouver, B.C., for example, uses a Technical Planning Committee composed of department or bureau heads instead of a lay Planning Commission to recommend on zoning and subdivision questions to the Council. This type of set up might be explored with reference to the two objectives of reducing the work load on the Planning Commission and bringing about better coordination of city activities pertaining to the physical development of the community. The Planning Commission and the Design Committee could still be retained as advisory bodies and the Variance Committee as a quasi-judicial body.

7. The adequacy, use and the role of the comprehensive development plan should be reviewed as the basic guide for community development decisions.

IT IS FURTHER RECOMMENDED THAT THE PLANNING COMMISSION CREATE A SPECIAL TEMPORARY COMMITTEE TO STUDY THE ROLE OF THE PLANNING COMMISSION, EVALUATE ITS PURPOSE AND RULES OF OPERATION, AND MAKE RECOMMENDATIONS FOR INCREASING ITS USEFULNESS IN MEETING PROBLEMS OF CITY DEVELOPMENT.

Respectfully submitted,

Charles E. Woodward

Charles E. Woodward
Planning Director

9/20/60

AGENDA 205

Portland City Planning Commission Meeting

October 18, 1960

3:00 p.m.

1. Approval of Minutes and Committee Reports

			Page
a.	Planning Commission	September 20, 1960	1
b.	Streets Committee	September 20, 1960	7
c.	Zoning Committee.....	September 22, 1960	17

2. Discussion of future objectives and work program

At this time it may be opportune to examine past accomplishments and future objectives of the Commission with the view of instructing the staff on the work program, zoning procedures, or any other matter. Assignments now presently being undertaken by the staff are listed on page 21.

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
September 20, 1960

The Portland City Planning Commission met on Tuesday, September 20, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: President Sroufe and members Thompson, McKinley, Prichard, Kochendoerfer, Stanton, Dudley and Clark; Planning Director Woodward; Assistant Director Cannady; Senior Planner Blakesley, Assistant Planner Hogan; and recorder Reilly.

* * * * * *

APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission.....August 16, 1960.....approved
b. Streets Committee.....August 17, 1960.....approved
c. Zoning Committee.....June 23, 1960.....approved
d. " " .....July 14, 1960..... "
e. " " .....July 28, 1960..... "
f. " " .....August 11, 1960..... "
g. " " .....August 25, 1960..... "
h. " " .....September 8, 1960..... approved with one correction, in discussion of Petition No. 3846, at the top of page 55 of the agenda. The minutes stated that the applicant's property "is surrounded by A1 zoning". Mr. Kochendoerfer pointed out that the said property is not actually surrounded by an A1 area, but rather by A1 apartment use, which is non-conforming.

REFFERAL OF ZONE CHANGE APPLICATION BY RITTER, LOWE & CO. IN BEHALF OF TRADEWELL STORES

Mr. Sroufe asked for a report from the Zoning Committee Chairman, Mr. Kochendoefer, regarding the previous hearing on this application before the Zoning Committee. Mr. Kochendoefer stated that both the applicant and remonstrators had been heard at that time. He also mentioned that he had been surprised to learn, during the discussion of this petition that the computation of the percentage of property owner signers in the petition area includes the property owners of the zone change area. It was brought out that in this particular case the percentage would drop to approximately 30% if only the petition area around the zone change area were included. Mr. Cannady pointed out that the Code is clear on this point, and that Miss Rushing of the City Attorney's office has also ruled that the zone change area should be included. A possibility of need of text change was discussed.

Mr. Thompson suggested, however, that the petition under consideration would have to be considered on its merits, as signed, and including the zone change area.

Mr. Stanton questioned the effect of this development on the traffic in that district, especially if NW Everett and W. Burnside Streets are made into one-way streets. In

this event, NW Everett would be widened which could affect this proposed structure and use. He felt that the owners should be aware that there is a possibility of such widening.

Mr. Sroufe felt that possible future traffic problems were not the issue at this time, but that the Commission's decision on the petition should be based on what is the best land use for this property.

Mr. Thompson asked for comment by the Zoning Committee. Reference was made to the staff report which recommended approval of the request, and Mr. Kochendoerfer pointed out that while other similar developments had been approved, they were extensions of property owned by the applicant which was in C2 zoning while none of the property in question is in C2 at present, although it abuts C2.

Mr. Woodward suggested that basically there are two questions to be considered: (1) Is this a valid extension of a shopping district? (2) Should this A0 area remain as apartment area?

Mr. Cannady reported that the revised plan presented by the applicant shows the building set back 5 feet from the property line. (This plan was examined by the Commission.)

Mr. Sroufe again asked for the opinion of the Zoning Committee, and Mr. Kochendoerfer answered that to be consistent it would have to vote for the zone change, but he felt the location was more objectionable than if surrounded by one-story buildings.

Mr. McKinley questioned what the impact would be on traffic, to which Mr. Sroufe answered that the question of traffic saturation would be same if the development were apartment or commercial.

Mr. Cannady pointed out that widening of NW Everett Street will be difficult in any event because of the apartment house which is built to the property line on the corner of NW 22nd Avenue and NW Everett Street.

Mr. Prichard reminded the Commission that there are several plans in the Planning Commission files suggesting traffic solutions in this area, and that some day there will have to be some resolution of this traffic situation.

It was noted that the applicant and remonstrators were present, and Mr. Sroufe turned the meeting over to the Zoning Committee Chairman, Mr. Kochendoerfer.

Mr. Paul Hirsh, president of Ritter, Lowe and Company, representing the applicant, Tradewell Stores, pointed out that they considered this request an extension of the NW 23rd Avenue commercial frontage, rather than an encroachment into residential area. There are, he stated, only 2 supermarkets between NW Nicolai Street and SW Arthur. These are concentrated, with two at NW 23rd and Burnside Streets and one at NW 22nd and W. Burnside. This, he felt, indicated a need for this facility. He also stated that Tradewell's revised plan will move the building to the center of the

property, making it 50 feet from the easterly property line and 5 feet from NW Flanders Street, and providing much-needed parking. They will maintain the trees insofar as possible, and will plant shrubbery, etc. along the parking lot. In addition, seven old houses will be removed.

Mr. Lee Ellmaker stated his position briefly as approval.

Mr. W. W. McMonies appeared against the petition, representing apartment house owners. It was his contention that Nob Hill is strictly an apartment area and should remain so. He pointed out that the proposed market does not front on a main traffic arterial, and that even if NW Everett is made a one-way street there will still be a traffic problem. He reported that the Oregon Apartment House Association is against the proposed market, and read a letter from the president, Mrs. Dorothy L. Klicks. He also read a list of 18 apartments, which, he claimed, were also against the proposal. It was his feeling that this property should be developed with two nice apartment houses, and should not be turned into business area.

Mr. Magenheimer, owner and operator of the Manhattan Apartment, also spoke against the petition. He pointed out that traffic is congested on NW Everett Street at the present time, with the corner of NW 22nd Avenue and NW Everett Street being especially dangerous. He had observed the big trucks which service the Tradewell Store on Powell Boulevard and felt that such traffic would be most objectionable in this area. He was concerned, too, about the parking of cars along the side of his building. Property values would be depreciated by the proposed development, in his opinion.

Mr. Tom Johnstone stated that there is a great deal of commotion and noise in the neighborhood at the present time due to the meetings held in the VFW Hall.

Mr. Hirsh, in answer to a statement made by Mr. Megenheimer that Tradewell had said cars would be parked adjacent to his apartment, stated that no such statement had been made. He further contended that a development of this kind, rather than decreasing property values, would have the effect of raising them.

Mr. McKinley, following closing of presentations by the applicant and remonstrator, stated that it was his feeling that the granting of a zone change such as this would operate in effect as a long peninsula extending from the NW 23rd Avenue commercial area into the residential area. When it was pointed out to him that most of the supermarket developments had amounted to this, he replied that if the Zoning Committee has been doing this in other parts of the city, it should reconsider. He added that this particular site would have three sides entirely surrounded by high density apartments.

Mr. Stanton moved that the Commission recommend denial of the petition.

Mr. Kochendoerfer pointed out that the zone changes referred to by Mr. McKinley were somewhat different than this one in that they were extensions of C2 zoning which were owned by the applicant. However, he stated that he would go along with the motion.

Mr. Clark gave as his opinion that this is not an extension of an existing commercial zone, as Mr. Kochendoerfer said, and he agreed that the best land use for this area is for apartments. He felt that the effect on land values is important, and that while there seems to be a difference of opinion as to what this would be, it is true that the apartment house owners were there first, and have a right to protect their investment unless the need for change is great. The best land use is the important factor, he said.

Mr. Prichard pointed out that it is true that peninsulas of commercial use have been granted before, and Mr. Sroufe added that while this might be true, each case is a different situation and is considered on its merits. Mr. Prichard also pointed out that there has been a rash of supermarkets, and there has been no study made to determine what the people facing them actually feel about them.

Mr. Clark added that most of the approvals given were for cases that did not generate much opposition, even though it is part of our system to allow people who live close by to appear and oppose any change.

Mr. McKinley felt that while it is important to get the point of view of the people in the surrounding area, still it is the province of the Planning Commission to act on a consistent policy as to land use. The Planning Commission has not been bound, he continued, by local option or remonstrances. In some cases, where the balance between an approval or denial is so even, then neighborhood objection becomes more important, but when there are fairly clear principles involved, such testimony may be disregarded.

Mr. Thompson felt that the extension of this peninsula would isolate the property along NW 22nd Place, which is now in AO zone. He added that while the market probably is needed, there is a question as to whether or not this is necessarily the place for it.

Mr. Dudley, on the other hand, felt that this type of building would leave more air space around it than an apartment building, which would be an advantage, and that there is a need for such a market in the area, since there are so few existing at the present time.

Mr. Hirsh spoke again, pointing out that nearly all arterial streets in the city are strip zoned, and such an extension as is being requested is necessary for a development of any size. He also stated that it is almost impossible to obtain a site on NW 23rd Avenue.

Mr. Stanton suggested that the area on the hill, back of Menefee's Chicken Store is being developed for commercial use, and rightfully so.

Action: The vote on the motion for denial of the petition was as follows:
6-Yes 1-No 1-Abstained

* * * * * *

OLD BUSINESS

Mr. Woodward reported that the St. Johns and Economic Prospects reports are both being submitted to Commissioner Bowes. The Economic Prospects report will be reviewed by the Council before distribution.

CURRENT PROJECTS

The current projects, as set forth in the agenda, were briefly noted by Mr. Woodward. Mr. Stanton commented concerning the record of the Variance Committee and mentioned that in 90-95% of the cases the Committee has concurred with the recommendation of the staff. He pointed out that in some instances additional information is brought forth at the meeting of the Committee and this is sometimes the reason for a change in action. He added that the record of obtaining Council agreement with the decisions of the Committee has not been so good.

Mr. Woodward stated that the sign density standards are nearing completion and will be given to Commissioner Bowes. He added that the sign companies are already following the density controls.

FUTURE PROJECTS

Mr. Woodward read to the Commission the suggested review of the Comprehensive Development Plan, with the points of emphasis listed in the agenda. He also pointed out that the analysis of the long-range work program should be completely reviewed and revised in 1960.

In discussing Capital Improvement Programming he pointed out that one of the greatest advantages of such a program would be the additional advantage of having facts and figures to present in trying to put across bond issues for such improvements.

PLANNING DIRECTOR'S REPORT

In beginning the presentation of the Director's report, Mr. Woodward suggested that it should be valuable to the Planning Commission in appraising its present position and where it wants to go.

Mr. Woodward touched briefly on the various sections of the report, but placed special emphasis on "Three Problems Pertaining to Zoning" (Page 9, E), by reading the entire section.

At the conclusion of the report Mr. Stanton expressed the opinion that the report is a thoughtful one and should be given attention. He complimented the Director for it.

Action: Unanimous approval of Mr. Stanton's remarks.

Mr. Woodward advised the Commission that he had submitted his resignation, effective October 1, and expressed his appreciation of his association with the Planning Commission during the past year.

Meeting adjourned

Charles E. Woodward
Charles E. Woodward
Planning Director

MINUTES OF MEETING
Streets Committee
September 20, 1960
2:00 p.m.

The Streets Committee of the Portland City Planning Commission met on Tuesday, September 20, 1960, at 2:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and members Stanton and Prichard; City Engineer Short; Planning Director Woodward; Assistant Director Cannady; Senior Planner Blakesley; City Planner Clark; and recorder Dickson.

* * * *

S24-60 -- Setback appeal for revocable permit to construct an identification sign and floodlight standards within the 10-foot building setback on the east side of SE 82nd Avenue and SE Tolman Street. Petitioner: Shell Oil Company.

Staff Report: (follows Streets Committee minutes)

Staff Recommendation: Recommend to the City Council the approval of a revocable permit for the following structures within the setback area on Lots 1 and 30, Block 2, Woodmere Park:

1. One sign, unilluminated or illuminated but non-flashing, with necessary supporting pole or structure, provided that:

   a. such sign does not exceed 40 square feet on any surface;

   b. such sign has no moving parts;

   c. such sign does not overhang a public right-of-way; and

   d. that the bottom edge of such sign is at least 16 feet above the established street grade of SE 82nd.

2. Two lighting fixtures with necessary supporting poles, provided that:

   a. the luminous portion of the lighting device is shielded from the direct sight of adjoining properties in more restrictive zones and from the direct sight of adjoining rights-of-way;

   b. the lighting device is at least 16 feet above the established street grade of SE 82nd;

   c. the lighting device is non-flashing; and

   d. that no signs, temporary or permanent, be affixed to the poles used to support such lighting devices.

Action Taken: The Committee voted to recommend that the revocable permit be granted with limitations as recommended by the staff.

20-58 -- Subdivision at NW Barnes Road and NW Irving Street: "Seblar". Sponsor:

20-58

William F. Van Laeken.

Staff Report: (follows Streets Committee minutes)

Staff Recommendation: Rejection of the Seblar Plat as submitted, approval of the staff modified layout as the required preliminary plat.

Discussion: This plat was re-submitted for consideration in accordance with the policy of the Committee requiring re-submittal in cases in which more than one year elapses between approval of a preliminary plat and submission of the final plat. Discussion centered on the situation created by the coming into effect of binding R10 zoning standards since approval of the preliminary plat, and on the desirability and feasibility of a staff-proposed modified layout as opposed to the Committee's obligation to the subdivider, incurred as a result of its original approval of the preliminary plat. The subdivider, Mr. Van Laeken, was present at the meeting and commented on the additional expense which would be involved in subdividing according to the staff-proposed layout.

Action Taken: The Committee re-approved the subdivision layout as presented by the sponsor, with four minor modifications and instructed the staff to process the plat through the Variance Committee prior to final approval. The modifications required were as follows:

1. Shift the lot line between lots 9 and 10 to bring lot 9 up to 10,000 square feet.

2. Shift the lot line between lots 18 and 19 to bring lot 18 up to 10,000 square feet.

3. Revise the design of the cul-de-sac (SW Seblar Court) so as to bring lot 6 up to 10,000 square feet.

4. Revise the east lot line of lot 7 so as to add more width to lot 7 and make SW Irving Street of uniform width.

* * * *

25-60 — Subdivision west of SW 38th Avenue and north of SW Tunnelwood Road: "Tunnelwood Terrace". Sponsor: Edward L. Erickson.

25-60

Staff Report: (follows Streets Committee minutes)

Staff Recommendation: Approval, conditional upon sponsor's acquisition of the 17-foot strip along the west property line as noted, and upon provision of a 15-foot radius curve at the intersection of the east line of the cul-de-sac with the north line of Tunnelwood Road.

Action Taken: The Committee approved the preliminary plat with the conditions recommended by the staff.

* * * *

V26-60 -- Vacation of NE 8th Avenue between Lombard and Stafford Streets. Petitioner: Bitar Bros.

Staff Report: (follows Streets Committee minutes)

Staff Recommendation: Approval of the street vacation as requested.

Action Taken: The Committee voted to recommend that the vacation be approved as requested.

* * * *

Meeting adjourned at 2:30 p.m.

* * * *

Charles E. Woodward
Planning Director

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Staff Report
to Streets Committee

File No.: S24-60. Setback Appeal

September 7, 1960
¼ Section 3638

Meeting: September 16, 1960 at 4 p.m.

Street Setback Appealed: 10-foot setback on west side of SE 82nd Avenue between SE Carlton and SE Tolman Streets

Petitioner: Shell Oil Company (by V. W. Dyck, District Engineer)

Use Proposed: Identification sign and light poles for service station

Zone: M3

Discussion: The Shell Oil Company plans to construct a service station on the west side of SE 82nd between SE Tolman and SE Carlton Streets on a lot 100 feet deep with 165-foot frontage on SE 82nd Avenue. They request permission (1) to construct an internally-illuminated revolving identification sign approximately 6' x 6', about 20 feet above grade, near the northeast corner of the property at SE 82nd and Carlton and (2) to erect two floodlight poles with lights 18½ feet high near the northeast and southeast corners of the property.

The proposed amendment to the setback line regulations of the Zoning Code (which has been approved by the Streets Committee and is pending review by the City Attorney prior to final staff review and submission to the Council) would automatically permit certain incidental structures within setback areas. The proposed identification sign and light poles appear to meet all of the requirements of the amendment except that the sign is to be of the revolving type. This would be prohibited by the proposed amendment since it is unnecessary for adequate identification of the business and would tend to be distracting to motorists. Eighty-Second Avenue is an exceptionally heavily-traveled route with a narrow 70-foot right-of-way. It is lined with an excess of brilliant distracting signs and other clutter. It is important to limit such distractions if the traffic hazard is to be minimized. It was partly for this purpose that the setback lines on 82nd were enacted.

Staff Recommendation: That the Streets Committee, on the basis of previous Committee decisions and in consideration of the proposed amendment to the setback article of the Zoning Code, recommend to City Council the approval of a revocable permit for the following structures within the setback area on Lots 1 and 30, Block 2, Woodmere Park:

1. One sign, unilluminated or illuminated but non-flashing, with necessary supporting pole or structure, provided that:

a. such sign does not exceed 40 square feet on any surface;

b. such sign has no moving parts;

c. such sign does not overhang a public right-of-way; and

d. that the bottom edge of such sign is at least 16 feet above the established street grade of SE 82nd.

2. Two lighting fixtures with necessary supporting poles, provided that:

a. the luminous portion of the lighting device is shielded from the direct sight of adjoining properties in more restrictive zones and from the direct sight of adjoining rights-of-way;

b. the lighting device is at least 16 feet above the established street grade of SE 82nd;

c. the lighting device is non-flashing; and

d. that no signs, temporary or permanent, be affixed to the poles used to support such lighting devices.

Chas. E. Woodward

Charles E. Woodward
Planning Director

JT/RB:lmk

Staff Report
to Streets Committee

File No. 20-58

September 16, 1960
¼ Section 3025

Meeting: September 16, 1960 at 4 p.m.

Location: W. Barnes Road and NW Irving Street

Sponsor: William F. Van Laeken

Zone: R10 No. of Lots: 20 Minimum Lot Area: 10,000 square feet

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Background: Preliminary plat for this 8.77 acre tract was first approved by the Streets Committee on August 21, 1958. The staff report noted that

> "the 20 lot preliminary plat ... is situated in a very steep area. NW Irving is proposed 40 feet. Proposed NW Hilltop and NW Seblar are to be 34 feet, 30 feet curb to curb and a 3 foot sidewalk on the uphill side, with 1 foot for curbs. The area is in proposed R10. Lots 6,7,8,9,10,12, and 18 will be substandard under the R10 requirements ..."

On September 11, 1958 the Streets Committee reconsidered the preliminary plat at the request of the sponsor. A revised plat was approved, substituting two 17 feet lot extensions for a cul-de-sac, but not otherwise different from the plat as originally approved. On August 25, 1960 the sponsor submitted a final plat for checking and signature of the President of the Planning Commission. This plat was drawn to conform to the first preliminary plat aporoved by the Streets Committee. The sponsor indicated that the staking of lots and the basic grading of streets was now completed in accordance with the final plat.

New Considerations: This subdivision is now being resubmitted to the Streets Committee in accordance with the Committee policy requiring re-submittal if a final plat is not processed within a year from approval of the preliminary. Considerations pertinent to the layout of the subdivision have not changed, with the exception that R10 zoning requirements became legally binding on July 1, 1959. Lots which do not meet R10 standards as to size and minimum dimensions cannot now be legally platted without first applying for variances and obtaining a favorable decision from the Variance Committee.

Variances Required by the Final Plat as Submitted: To technically meet the requirements of the Planning and Zoning Code the final plat as submitted must have variances approved as follows:

1. Minimum lot area. Lots 6,9 and 18. (As an alternative to variances on these lots, minor shifts in lot lines could bring the lots up to 10,000 square feet).

2. Minimum lot depth and width - lots 6,7,8,9,10,16,17,18 and 20. (The Code requires clarification regarding the definition and method of measuring lot width and depth. Note here, however, that a number of

these lots are of a shape which is unacceptable in all cases where an alternative solution is possible).

3. Minimum yard requirements - Although variances required from minimum yard standards need not be approved prior to plat approval, and no plot plan showing proposed building sites has been submitted, it would probably be difficult or impossible to build on the following lots without such variances: Lots 6,7,16,17,18 and 20.

Discussion: In view of the problems presented by the final plat as submitted, both in terms of technical zoning requirements and in terms of good platting practice, the staff worked out a modified layout in preliminary form. By shifting three sections of Seblar Drive slightly northward and eliminating Seblar Court it is possible to gain one additional lot, and probably completely eliminate the need for variances from lot area, dimension, or yard requirements. The suggested revision has the additional advantages of 1) Changing the sharp angle intersection of the southern end of Seblar Drive with Irving Street into a right angle intersection. 2) Increasing the depth of the double frontage lots between Barnes Road and Seblar Drive. 3) Generally improving the shape and useability of most of the lots in the plat, 4) Eliminating approximately 260 feet of street requiring public maintenance and 5) Providing a straight utility easement along the back lot lines of lots 7 to 11, 81, 12 and 13 thus reducing the required number of utility poles. Since lot 4 as shown on the final plat submitted has been sold by metes and bounds (although it is without legal access until the sponsor's plat is filed) the revised plan would require an agreement to trade a small amount of property with the purchaser of that lot. The only disadvantage of the revised plan, aside from the additional grading expense it would require, would be the creating of a steeper bank along parts of the south ends of lots 4 and 5.

A decision on the sponsor's plat requires a balancing of considerations: Sponsor's investment to date on the one hand, the coming into effect of binding zoning standards since approval of the preliminary plat two years ago, and the feasibility of achieving a superior layout on the other. To avoid an illegal platting it would be necessary to make any approval of the plat as submitted conditional upon favorable action by the Variance Committee. A few minor improvements in this plat could also be required as follows:

1. Shift the lot line between lots 9 and 10 to bring lot 9 up to 10,000 sqaure feet.

2. Shift the lot line between lots 18 and 19 to bring lot 18 up to 10,000 square feet.

3. Revise the design of the cul-de-sac (SW Seblar Court) so as to bring lot 6 up to 10,000 square feet.

4. Revise the east lot line of lot 7 so as to add more width to lot 7 and make SW Irving Street of uniform width, thus eliminating any maintenance problem.

Staff Recommendation: Rejection of the Seblar plat as submitted, approval of the staff modified layout as the required preliminary plat.

Note: It is understood that the owner of lot 81, which is not a part of the

subdivision, will dedicate 25 feet of his property to bring NW Irving to 40 feet. If this is not done, removal of this bottleneck will require formation of a public improvement district and condemnation of the necessary right of way, regardless of which subdivision layout is adopted.

Charles E. Woodward
Planning Director

Staff Report
to Streets Committee

File No. 25-60.

September 16, 1960
¼ Section 3425

Meeting: September 16, 1960 at 4 p.m.

Sponsor: Edward L. Erickson

Location: West of SW 38th and north of SW Tunnelwood Road

Zone: R10 No. of Lots: 8 Minimum Lot Area: 10,280 square feet

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Discussion: The Portland General Electric Company's 50-foot easement along the west boundary line carries three high-voltage wires on center-line poles from Tunnelwood Street northward and crossing a deep drainage course which follows the City boundary.

The sponsor is purchasing a 17-foot strip from the property on the west so that the proposed 50-foot cul-de-sac can be located to permit the line of utility poles to fall between curb and sidewalk. The section of the utility easement not within the street will fall within the 20-foot side yard required for R10 zoning.

The bent street approach to the turn-around is better adjusted to the hillside topography than would be a straight course through the middle of the property. It offers the further advantage of surface drainage to Tunnelwood Street and access to the adjoining property.

All lots meet R10 zoning requirements.

Staff Recommendation: Approval, conditional upon sponsor's acquisition of the 17-foot strip along the west property line as noted, and upon provision of a 15-foot radius curve at the intersection of the east line of the cul-de-sac with the north line of Tunnelwood Road.

Charles E. Woodward
Planning Director

GKC:RGB/lmk

File No. V26-60: Vacation

September 16, 1960
¼ Section 2331

Meeting: Friday, September 16, 1960, 4 p.m.

Vacation Request: NE 8th Avenue between NE Lombard and NE Stafford

Petitioner: Biter Brothers

Discussion: The street section proposed for vacation is not needed for traffic circulation in this area or access to property, either now or in the future. The section is presently unsurfaced. Improvement of the section would result in additional turning movements on and off NE Lombard Street close to its sharp angle intersection with NE Lombard Place. Property abutting NE Stafford in this area is in an R5 zone while that abutting NE Lombard is in an M3 zone. Elimination of this street section should help to minimize any problems created by the abrupt transition from manufacturing to residential zoning.

Staff Recommendation: Approval of the vacation as requested.

Charles E. Woodward
Planning Director

EB/sd

MINUTES OF MEETING
ZONING COMMITTEE
September 22, 1960

The Zoning Committee of the City Planning Commission met on Thursday, September 22, 1960, at 3:00 p.m., in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Kochendoefer; Members Prichard and Clark; Planning Director Woodward, Assistant Director Cannady and Secretary Reilly.

P. C. File No. 3876 C -- A Conditional Use request for home occupation approval by William H. and Jane E. Crispien, optional purchasers. This property is located on the north side of NE Jessup Street, several hundred feet east of NE Union Avenue and is legally described as Lots 7 and 20, Block 3, Cloverdale Tract.

The applicant's proposal, to engage in camera repair work in the basement of his residence, appeared to the staff to be in no way detrimental to the surrounding neighborhood. There were no remonstrators.

Action: Approval, with the appeal period waived.

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P. C. File No. 3878 C -- A Conditional Use request for home occupation approval to operate a ceramic studio, by H. G. Linder, 9749 N. Burgard Street, legally described as Lot 18, Block 24, Holbrooks Addition.

Mr. Linder, the applicant, appeared to answer any questions, and the report of the staff pointed out that this operation would not be detrimental to the surrounding neighborhood.

Action: Approval

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P. C. File No. 3880 C -- A Conditional Use request for home occupation approval of a beauty shop, by Otto and Crystal Haley, owner and Donald and Jolene Murphy, contract purchaser. The property is located on SE Foster Road near SE 98th Avenue and is legally described as Lot 4, Block 2, McKinley Park.

The staff report, recommending approval, was read by Mr. Cannady.

Mrs. Haley appeared before the Committee to state that she approved of the request, as the property owner. There were no remonstrances.

Action: Approval

* * * * * *

P. C. File No. 3882 C -- A Conditional Use request for home occupation approval of an operation to include saw filing and tool sharpening in the applicant's garage and basement, by Trygve and Lillian Wollen. The property is located on SE 84th Avenue, 200 feet south of the SE Foster Road commercial strip, and is legally described as Lots 15 and 16, Block 5, Evelyn. This was a renewal application of a revocable permit which was issued under the old code in 1959.

The staff report, recommending approval, was read by Mr. Cannady.

Action: Approval

* * * * * *

Petition No. 3875 -- To change from C2 to M3 the property located on the west side of NE 82nd Avenue near NE Multnomah Street, legally described as Lots 7 and 8, Block 22, Katharine Addition, Lee Benedict, petitioner.

The petitioner proposes to construct a used car sales lot on two lots facing NE 82nd Avenue, a few hundred feet south of its intersection with the Banfield Freeway.

The discussion by the Committee centered, largely, around the question of whether or not used car lots should be allowed in C2. The staff report had recommended denial of the zone change request, but amendment of the Code to include this use in C2 zoning.

Mr. Prichard explained that at the time the new Code was drafted there was a great deal of public sentiment against used car lots in any other than M zones, because of their impact on neighboring properties due to flashing lights etc.

Mr. Kochendoefer brought out the fact that new car sales lots are now using much the same type of merchandising practices--storing of cars in lots etc.. This prompted Mr. Prichard to suggest that the staff should make a study of just how many new car sales lots, operating in C2, are of this type. It was suggested that rather than making used car sales allowable in C2, perhaps new car sales should also be placed in M3.

The extension of M3 zoning on 82nd Avenue was also discussed and it was felt by the Committee that such an extension was not desirable.

Action: Denial

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Petition No. 3877 -- To change from A0 and AOS to AOP and AOSP, several lots on the east margin of the Lloyd Center, to be used for parking purposes for the Lloyd Center and the Grace Memorial Church. (Lots 3 and 4, Block 229; Lots 1,2,3,4, Block 198; Lots 2,3,4, Block 177; Lots 1,2,3,4, Block 178; Lots 3,4 and the west 65 feet of Lots 1 and 2, Block 179; all in Holladay's Addition to East Portland.)

Approval of this request was recommended by the staff, as representing an orderly

Petition No. 3877 (Continued)

expansion of the Lloyd Center parking. It was noted in the staff report however, that this expansion will result in surrounding two residences by the parking lots.

Action: Approval

* * * * * *

Petition No. 3879 -- To change from R5 to R5P, Lots 10 and 11, Block 1, Piedmont, located on the east side of NE Garfield Avenue, near the intersection of NE Killingsworth Street and NE Union Avenue; United States National Bank, petitioner.

The petitioner proposes to provide additional parking for the bank located at NE Killingsworth Street and NE Union Avenue.

Because of its location, adjacent to the intersection of NE Union Avenue and NE Killingsworth, both major arterials on the City Development Plan, the staff recommendation was approval of the requested zone change. The Committee concurred in this opinion.

Action: Approval

* * * * * *

Petition No. 3881 -- To change from R5 to A2.5 the property located on the east side of NE 67th Avenue, 100 feet north of the commercial strip on NE Glisan, legally described as the north 48 feet of Lot 10 and the south 2 feet of Lot 3, Block 10, North Mount Tabor.

The petitioner proposes to construct a duplex with off-street parking for 2 cars, on a parcel 50'x 100'. It was pointed out in the staff report, which recommended approval of the change, that three blocks of former R5 property directly across the street to the west from this lot were recently changed to C2 and a supermarket is under construction there.

It was the feeling of the staff that the above mentioned zone change and construction of a supermarket have necessitated further revision of the zoning pattern. In addition, its location adjacent to commercial zoning on the margin of a residential neighborhood and contiguous to a major arterial, makes it desirable for apartment use. The typography of the location also lends itself to this transitional use.

Action: Approval

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Planning and Zoning Code Interpretation --

Mr. Cannady asked for an interpretation of the Code concerning signs for hospitals,

nursery schools and similar uses, which are Conditional Uses in A1 and AO. It was the staff recommendation that signs for such institutions should be in conformance with Section 6-1513 (e) and Section 6-1613 (e) -- indicating only the name of the facility.

The recommended interpretation was unanimously approved by the Committee.

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Zoning Committee Minutes

Mr. Cannady asked for the opinion of the Committee concerning the Zoning Committee minutes, and how extensive they should be. He pointed out that the staff reports have been included in them in the past, which has entailed a great deal of work and paper and appeared to be unnecessary.

It was his thought that the minutes should give a brief description of the petition or request, the staff recommendation and reasons therefor, names, addresses and summary of remarks of remonstrators or applicant, and action of the Committee, with reasons. The Committee agreed unanimously with this outline and the Chairman so ordered.

* * * * * *

Meeting Adjourned

Charles E. Woodward by DDC
Charles E. Woodward
Planning Director

DDC:r

Portland City Planning Commission

WORK ASSIGNMENTS
OTHER THAN ROUTINE

Starting October 13, 1960

	Personnel
Zoning Division	Cannady
1. Apply S zones to Eastbank and Minnesota Freeways.	Thibeau
Current Planning Division	Blakesley
1. Stadium Study (requested by Mayor Schrunk).	Clark
2. Complete Hillsdale report.	
Planning Division	O'Hiser
1. South Auditorium re-use plan (examination of proposal submitted by Development Commission).	Austin Hogan
2. Complete Land for Schools report.	
Planning Director	Keefe
1. Survey of status and then determination of next steps to be taken on: zoning code amendments, division of work between Planning Commission and Development Commission on urban renewal, St. Johns report, Economic Prospects report, Multnomah Center report, and setback lines.	

LTK
10-13-60

AGENDA 206

Portland City Planning Commission Meeting

November 15, 1960

3:00 p.m.

1. Approval of Minutes and Committee Reports

			Page
a.	Planning Commission	October 18, 1960	1
b.	Zoning Committee	October 13, 1960	5
c.	Zoning Committee	October 27, 1960	14

2. Zoning Case -- Tradewell Store near NW 23rd and Burnside

3. Stadium Study (Progress Report)

4. South Auditorium U. R. Plan (Progress Report)

5. Parkside Homes rezoning request

6. Amendments to Zoning Code (Progress Report)

7. Meeting with City Council, November 16, 1960

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
October 18, 1960

The Portland City Planning Commission met on Tuesday, October 18, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: President Sroufe and members Stanton, Windnagle, Clark, Dudley and Kochendoerfer; Planning Director Keefe, Assistant Director Cannady, Senior Planner Blakesley; Building Inspections Director Benard and recorder Reilly.

* * * * * * *

APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission, September 20, 1960 . . . . . Mr. Stanton requested a correction in the reference to a suggestion made by him in the discussion of the Tradewell zone change request, which appeared at the bottom of page 4 of these minutes. This should read: It is reported that the area back of Menefee's Chicken Store on the hill might be developed for commercial use and if it were so proposed it would have to be considered on its own merits.

This correction was ordered by the Chairman, and the minutes approved as corrected.

b. Streets Committee ..... September 20, 1960 ..... approved
c. Zoning Committee ..... September 20, 1960 ..... approved

* * * * * * *

Mr. Stanton continued the discussion of the activity on NW 23rd and Burnside, the area behind Menefee's Store, and the removal of the hillside, by asking if there is an ordinance controlling the removal of that amount of dirt. Mr. Sroufe mentioned his feeling that the operation at this location is essentially a commerical enterprise, and not for any particular purpose, as would be expected, with which Mr. Benard agreed. Mr. Stanton then asked whether or not there is any restriction against the "removal of a hill", which this amounts to.

Mr. Benard pointed out that they had tried to do something to prevent it, but had not been successful, and Mr. Keefe added that any further development there would require a zone change, which had not been filed.

Since it was the feeling of the Commission that such an illegal operation should be stopped, or controlled, Mr. Benard was requested by the Chairman to study the problem so that the planning Commission might consider it at the next meeting, and he was assured that if he needs Planning Commission support he will have it.

Mr. Sroufe introduced the Acting Planning Director, Mr. Lloyd Keefe, whom he welcomed back after a year's absence with Downtown Portland, Inc.

DISCUSSION OF FUTURE OBJECTIVES AND WORK PROGRAM

Mr. Keefe reviewed the Comprehensive Development Plan work program first adopted by the Planning Commission in 1953.

Portland's Future: This will serve to set the scale to determine how many people Portland should be planning for. The Metropolitan Planning Commission's population forecast and distribution study is more conservative than the study done by the Portland Planning Commission, and there is a need to adjust our forecasts and previous plans based on these forecasts.

Downtown Plan: Mr. Keefe reported that he had recommended to Downtown Portland, Inc., that they cooperate in preparing a downtown plan and discussed the possibility that $50,000 to $60,000 might be contributed over a 2 year period to help with the necessary work.

Industrial and Neighborhood Plans: The Planning Commission should paralle its work with the Metropolitan Planning Commission.

Trafficways Plan: Completion of the origin and destination study is necessary before a great deal of work can be done on such a plan. In answer to a question concerning the Laurelhurst Freeway, Mr. Keefe stated that this, too, hinged on completion of the origin and destination study.

Redevelopment Areas Plans: A related study is the need for a comprehensive policy on annexation, its advantages and disadvantages, tax-wise as well as other considerations.

Devices for the accomplishing of the Plan were then discussed by Mr. Keefe.

Through Private Enterprise: This phase includes amendments to the Zoning Code, subdivision control, and an official map which would make it possible to reserve land for future development while plans are being worked out -- for freeways, etc. As of now there is no legislative authority for this, and as a result there is a waste of funds in many instances.

Through Public Agencies: Other than city agencies, only the public schools now cooperate with the Planning Commission in submitting plans. Such should be done by the federal and state agencies as well.

A need for a Capital Budget, as recommended by the Public Administration Service, as well as an increase in the tax base, was pointed out. The redevelopment and parking law also needs revising.

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Mr. Kochendoerfer inquired as to the status of the recruitment of a new Zoning Supervisor, and Mr. Keefe reported that the examination has been given to the local applicants, and results will probably be available by December 1, but it will no doubt be January 1 before the applications from outside Portland can be processed. He mentioned that he is hopeful of bringing up the engineering side of the staff.

Following Mr. Stanton's mention of a lack of pattern in the Council's decisions concerning appeals from decisions of the Variance Committee, Mr. Keefe suggested that conferences between the Council and the Commission could be very helpful. Mr. Clark approved this suggestion.

There was some discussion of the method of signing and the figuring of percentages of petitions for zone changes, and the feeling of the Commission seemed to be that the staff work should be reduced if possible.

Mr. Sroufe brought up the problems of annexation, and the possibility that the combination of County and City Planning Commissions may be a solution to some of the problems.

Mr. Clark stated his opinion that the Planning Commission should be an arm of the City Council and its thinking should be identical with it. If the Planning Commission can express the views of the City Council it will be possible for it to lighten the work of the Council. This will also mean fewer cases that are referred or appealed.

Mr. Sroufe pointed out that many things can be done by the Planning Commission, according to the Enabling Act. It has authority and privileges which are not being taken advantage of in some instances. Mayor Schrunk, however, has stipulated that all plans for the City shall go to the Planning Commission. This has also been discussed with the Port of Portland and the Dock Commission, whose cooperation would be desirable.

It was the unanimous feeling of the Commission that informal meetings with the Council should be held regularly.

Mr. Sroufe requested that the Commission members give some thought to the selection of Committees for the coming years.

* * * * * * *

Mr. Windnagle introduced the matter of the Blue Mountain Hide Company and the question of which zone is the proper one for its operation. Mr. Cannady

explained the history of the case, which has now resulted in neighborhood protests against the use of M2 property by this company.

Following a discussion of the responsibility of the Commission in regard to a staff opinion given on a particular use in an M2 zone, it was decided that Mr. Jackson, Blue Mountain Hide Company, should be informed that further investigation had shown that this use would not be permissible. Mr. Keefe was instructed to confer with City Attorney Brown as to exactly the type of letter to write.

Meeting adjourned

Lloyd T. Keefe

Lloyd T. Keefe
Planning Director

MINUTES OF MEETING
ZONING COMMITTEE
October 13, 1960

The Zoning Committee of the City Planning Commission met on Thursday, October 13, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Windnagle, Acting Chairman Clark, Member Dudley, Planning Director Keefe, Assistant Director Cannady, Building Director Benard and recorder Reilly.

P. C. File No. 3883 C -- A request for Conditional Use approval of use of an existing church social room for kindergarten classes, presented by Calvary Lutheran Church, 8040 SE Woodstock Boulevard, which property is legally described as Lots 2 to 6 and 14 to 19, Block 1, Laurahill Park.

The staff recommendation was approval of the request, since there would seem to be no adverse effect on the surrounding properties by such a use as requested. There were no remonstrators.

Action: Approval

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P. C. File No. 3884 C -- A request for Conditional Use approval of use of an existing church fireside room for kindergarten classes, presented by Holy Cross Lutheran Church, 8705 E. Burnside Street, which property is legally described as Lots 10, 12, 14, 16, 18 and 20 through 28, Block 5, Villa Hill.

It was pointed out in the staff report that inasmuch as the lot to be used for playground area abuts residential property on the east side, screening should be provided. There were no remonstrators.

Action: Adoption of the staff report, recommending approval provided screening four to six feet high is provided along the east side of the play area.

* * * * * *

P. C. File No. 3887 C -- A request for Home Occupation approval by James H. and Mabel I. Eoff, 2306 NE 42nd Avenue, to assemble, in the home, a small amusement device called Tennis Tutors. The property is legally described as Lot 11, Block 16, Rosemere.

The applicant, Mr. Eoff, appeared and answered questions concerning the type of operation this would be. He pointed out that most deliveries would be made in his

P. C. File No. 3887 C (Coninuted)

station wagon, so there would be no parking or traffic problem.

There were no remonstrators.

Action: Approval

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P. C. File No. 3888 C -- A Conditional Use request for permission to fill, to bring ground level up to street level, on an existing used car lot located on the northwest corner of SE Grand Avenue and SE Oak Street, which is legally described as Lots 5 and 6, Block 103, East Portland. The applicant is Tonkin Motors, Inc. 334 SE Grand Avenue.

It was the feeling of the Committee, as well as the staff that this operation would produce a definite improvement over existing conditions.

Action: Approval

* * * * * *

P. C. File No. 3889 C -- A request for Home Occupation approval to operate an antique shop in a residence on the southeast corner of SE 76th Avenue and Lincoln Street, legally described as Lot 5, Block 1, Sharp's First; applicant, K. F. and Paula Reiniger, 2106 SE 76th Avenue.

Mr. Reiniger appeared to represent his wife, the operator of the antique shop. He stated that this application is a renewal of one previously granted, since the shop had been in operation 5 years. He further stated that the previous permission had been granted under local option and that on two occasions -- to cover the 5 year period -- 100% of the neighbors had signed a statement of approval.

In answer to a question by Mr. Windnagle the applicant stated that the shop is operated by his wife with no employees and no signs.

A letter of remonstrance from Mrs. Elsie Crack was read by Mr. Cannady.

Mr. Cannady pointed out that P. C. File #3900 C is actually a part of this request, since it proposes to store antiques in the garage on school property and sell them in the home.

Mr. Windnagle felt that the two should be considered separately and moved for approval of 3889 C, with the condition set forth in the staff report that no furniture or other large items be displayed or sold.

Mr. Reiniger immediately objected to the imposition of this condition on the basis of the fact that the furniture was a large part of the business -- that if this

P. C. File No. 3889 C (Continued)

were eliminated they might as well not operate. However, he contended that it was not "large" furniture, since it could all be moved in a ½ ton Chevrolet truck.

Mr. Dudley expressed the opinion that an antique shop should not be classified as a Home Occupation at all, and Mr. Clark felt inclined to agree with this.

Mr. Windnagle, following this discussion, withdrew his motion and moved to lay the matter on the table to give the Committee an opportunity to view the property and get an idea of the volume of business.

This motion was amended to include P. C. File 3900 C (warehouse in residential area), although Mr. Windnagle stated that he would not vote for such a use in such an area.

Action: P. C. Files 3889 C and 3900 continued two weeks, Committee to view.

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P. C. File No. 3891 C -- A request for Home Occupation approval to engage in tool sharpening in the basement of a residence at 3103 SE 57th Avenue, which is legally described as Lot 1, Block 5, Fraser's Addition. The applicant is Harvey R. and Jamima F. Godtel.

Mr. Godtel appeared and explained the operation; there were no remonstrators, and the Committee agreed with the staff report that such use of this property would have no adverse effect on surrounding properties.

Action: Approval

* * * * * *

P. C. File No. 3892 C -- A Conditional Use request for permission to construct an FM transmitter tower and building on Council Crest Drive across from the south side of Council Crest Park, by the owner Robert W. and Helen H. Gamble, 2599 SW Montgomery Drive and a renter, Robert Clark Ellis, 2455 NW Marshall Street. The property is legally described as Lot 9, Block 10, Council Crest Park Addition.

The applicant proposes to erect a 50 foot pole and a 4'x8'x6' building for FM radio transmission, on a vacant lot, with the building located 20 feet from the street.

Because of the location of the pole and building, isolated within the lot, the staff recommendation was approval.

Mr. Cannady read a written remonstrance from Mr. and Mrs. Kern, and a letter from Communication Engineering Co. stating that there would be no interference with other stations caused by this installation.

P. C. File No. 3892 C (Continued)

Mr. Williams, owner of the property next to the one in question stated his concern about the leasing of this property for this use in a residential area, because of the commercial aspect of the transaction. In addition, he felt that the building would be unattractive and open to vandalism. He pointed out that there is City property which is available, and which is removed from residential use. The possibility of the proposed 50 foot pole blowing over in a strong wind was also mentioned by Mr. Williams.

Mr. Windnagle questioned the business use in this residential neighborhood, but Dr. Ellis, the applicant, explained that he actually was not renting the space for his operation, but that his friend Mr. Gamble has offered to let him use it free of charge for a period of three years. He stated that he too was concerned about vandalism, but that the building would be constructed in a very strong manner.

Mr. Williams added that he had canvassed the neighbors and that all were against the proposed installation.

Chairman Clark asked Mr. Lay of the Communication Engineering Corp., to explain in greater detail just what the installation would mean. He explained that most of such installations are sold to commercial business establishments who are able to have the antennas on business buildings, so that it is not necessary to get hillside sites in most cases, although there are several along the top of the West Hills.

Mrs. William Lawrence, Jr., 3531 Council Crest Drive, appeared "in support of Mr. Williams". She emphasized the possibility of vandalism and unsightliness. In answer to her question as to the use of the facility, Dr. Ellis replied that he would be the only one using it.

Mr. Temple Ehmsen, Director of Bureau of Communications and Electronics, City of Portland, advised the Committee that the proposed installation will cause no conflict with City and County bands. He was familiar with Dr. Ellis' proposal, and added that finding a location for such a transmitter is not easy. In answer to a question by Mrs. Lawrence, he admitted that the Park Bureau would not allow such a placement on City property.

Mr. Windnagle suggested that it would be well for the Committee to determine just how much impact the proposed installation would have on the surrounding residential area, and moved that the request be continued for two weeks, to give the Committee an opportunity to view the property.

Action: Continue to October 27, 1960, and Committee to view.

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P. C. File No. 3894 C -- A Conditional Use request for permission to remove dirt to sidewalk level on the east side of NE Garfield Avenue between NE Failing and NE Beech Streets, legally described as Lots 11 and 12, Block 4, Albina Homestead, submitted by G. O. and Bertha M. Johnson, 3731 NE Union Avenue and Bruce Y. and Catherine E. Curry, 3807 NE Union Avenue.

The applicant proposes to cut a small knoll down to sidewalk level, which will bring it into conformity with the remaining frontage on the east side of NE Garfield between NE Failing and NE Beech Streets.

Because such levelling will result in no detrimental effect on abutting properties the staff recommended approval.

Mr. Johnson, one of the applicants, appeared and advised the Committee that he has no plans for use of the property and his request came about simply because someone wanted the dirt which was available at that location. He requested waiving of the 14 day appeal period.

Action: Approval of request and waiving of appeal period.

* * * * * *

P. C. File No. 3896 C -- A Conditional Use request for permission for office use, of property located on the north side of SW Madison Street between SW 19th and 20th Avenues, which is legally described as Tax Lots 5 and 10, Block 7, Amos Kings Addition, submitted by Alert Industries, Inc., 1909 SW Madison Street.

The staff report was read by Mr. Cannady, which pointed out that this proposal would modernize and join together two existing, old, two-story residence-type structures for office use. The staff recommendation was for approval of the request.

Mrs. R. J. Philpotte, 1916 SW Madison and Mrs. Plummer, 1903 SW Madison appeared and spoke against the application. Their opposition was based mainly on the past performance of Mr. Day, President of Alert Industries, whose many business ventures, they said, had brought trucks, and from one to six cars around the premises. Mrs. Plummer also objected to the design of the proposed front of the combined structure.

Mr. Day gave a history of his past business ventures in answer to the objections of Mrs. Philpotte. He pointed out that this property was in Zone III for many years, and that it had been purchased with the thought of having a business on it at some future time. He also enumerated the various business properties in the area, Union Oil Company, and Multnomah Club parking. He displayed pictures of the present structure, together with plans and an artist's rendering of the proposed alterations. He stated that work would start immediately and would be completed in 90 days.

P. C. File No. 3896 C (Continued)

Mr. Clark asked the applicant to explain just what the use of the building would be, to which he replied that it would be headquarters for Alert Industries, and would house the office of Miland Kneeland, attorney. He added that the company has property at 57th and Multnomah, for a warehouse, and this will be for office use only.

Action: Because of the conflicting testimony as to the area and the structure in question, the Committee voted unanimously to continue the request for two weeks to give the members an opportunity to view the site.

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Petition No. 3874 -- A petition by various owners and the optional purchaser, Texaco, Inc., to change from Zone A0S to C2S the property located on the southwest corner of NE 21st and NE Multnomah Street, legally described as Lots 20, 21 and 22, Block A, Holladay Park; the petition percentage being 67%.

The staff report was read by Mr. Cannady, which outlined the petitioner's proposal to construct a service station on a parcel measuring 150 feet on NE Multnomah Street and 100 feet on NE 21st Avenue. Because of a conviction that this area should remain residential in character, the staff recommendation was denial of the proposed change and Commission initiation of a zone change from M2S to M3S for the area presently zoned M2S north of the Banfield Freeway and west of NE 23rd Avenue, to act as a buffer for this residential area, and make it more attractive to apartment house developers.

Mr. R. W. Cooper, 2034 NE Multnomah, spoke in favor of the proposed zone change, expressing the feeling of himself and 2 adjoining property owners that this area should be commercial, inasmuch as the traffic impact generated by the Lloyd Center has decreased property values for residential use and increased them for commercial. He felt, however, that it would not be profitable to build apartments on this property.

Mr. James Bayless, northwest corner of 21st and Multnomah, also spoke in favor of the zone change.

Mr. Loren Henderson, representing Texaco Oil Company, pointed out that this is an outstanding location for a service station and that the installation of a station will open up the corner which at present is a blind one. He showed slides of various other Texaco installations.

Mr. Clark suggested that the discussion should be limited to the question of whether or not this property should be rezoned.

Mr. Windnagle felt that the staff should make a study of the area as a whole, and Mr. Keefe pointed out that keeping this A0 would be better tax-wise, and that the effect of a change on the whole area should be considered.

Petition No. 3874 (Continued)

Action: Continue, for further study by the staff.

* * * * * *

Code Interpretation -- Wedgewood Homes -- A request by Wedgewood Homes, by John H. Klein, for interpretation of the Planning and Zoning Code with respect to the mixing of two-family residences with apartments. The request was occasioned by a question brought up because of Building Bureau concern regarding the possibility that duplexes in an apartment project may be sold separately at a future date without including required off-street parking.

Mr. Cannady explained the staff recommendation of approval of an interpretation permitting the intermingling of duplexes provided density limitations are met. The staff further recommended that the Building Bureau be requested to mention in a most prominent place on building permit applications and building permits, the continuing obligation of property owners to provide the required off-street parking.

Action: Adoption of staff recommendation

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Petition No. 3905 -- A petition by Nick C. and Katherine A. Jelineo, owner and optional purchaser, Daniel Niedermeyer, to change from Zone R5 to Zone A1 the property located one block south of SE Powell Boulevard on the east side of SE 66th Avenue, which is legally described as Lots 12 and 13, Block 5, Laurelwood Park. The petition was signed by 98% of the property owners in the petition area.

The Staff report was read by Mr. Clark, which recommended denial of the applicant's proposal to erect a 6 unit apartment building on a parcel measuring 80 by 100 feet. This denial was based on the feeling by the staff that this area is developed mostly with single-family homes, of which there has been a continuing development. Because of this type of development, approval of apartment zoning here would be a spot zone.

Mr. Niedermeyer, brother of the applicant, spoke in favor of the petition, stating that in his opinion the property would not be good for single-family use.

It was the feeling of the Committee that this would constitute a spot A1 zone. The possibility of granting A2.5, which would allow a 3-plex, was discussed and Mr. Niedermeyer stated that the applicant would go along with this, perhaps, but he was not sure. The possibility of an A2.5 area was rejected because of existing single family uses.

Action: Denial of the petition recommended

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Petition No. 3893 -- Petition by various owners and contract purchaser Robert D. and Donna J. Robertson for change of zone from R5 and A2.5 to Zone A1 for the property located on the north side of SE Division Street, 70 feet east of SE 70th Avenue, signed by 70% of the property owners in the petition area. (For legal description see staff report -- P. C. File 3893.)

Discussion by the Committee centered, in the most part, around the question of density, and what degree of density is desirable in an area such as this which projects into an area of good single-family homes. A density study had been made by the staff, and based on the findings the staff recommendation was denial of the request for a change of zone to A1, but approval of a change to A2.5.

Action: Staff report adopted

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Petition No. 3890 -- Petition by Rudolph and Selina Hunziker, owner and Ray F. and Grace Schneller, Contract purchaser, for a change of zone from A2.5L to A2.5LP for the property located just south of NE Ainsworth Street on the east side of NE 30th Avenue and legally described as Lots 13 and 15, Block 40, Irvington Park, which was signed by 75% of the property owners in the petition area.

The zone change is being requested to make it possible to enlarge the applicant's off-street parking area for his grocery store.

The staff felt that enlarging this parking lot would help to relieve traffic congestion and the requirements of the Planning and Zoning Code will ensure ample protection for adjacent properties. For this reason the staff recommendation was approval of the request.

Action: Adoption of the staff report

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Planning and Zoning Code Amendment -- Trampoline centers' regulation

The ordinance prepared by the City Attorney, at Planning Commission request, to amend the Planning and Zoning Code and permit trampoline centers was discussed. The staff suggested that the Commission recommendation including required screening be revised to delete the screening requirement. The Committee agreed on this but requested that the screening requirement for such uses be retained where they abut residential lots.

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Planning and Zoning Code Amendment -- Side yards in C1 and M1 zones when abutting R or Z zones

The staff recommended approval of an amendment of the Planning and Zoning Code to

Planning and Zoning Code Amendment -- Side yards in CI and MI zones when abutting R or Z zones (Continued)

require side yards on CI and MI zone lots when abutting R or A zone lots equal to the R or A zone requirements. This had been recommended by C. N. Christiansen, Assistant Director of the Building Bureau. The Committee approved the proposed amendment.

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Meeting Adjourned
6:30 p.m.

Lloyd T. Keefe

Lloyd T. Keefe
Planning Director

DDC:r

MINUTES OF MEETING
ZONING COMMITTEE
PORTLAND CITY PLANNING COMMISSION

The Zoning Committee of the Portland City Planning Commission met on Thursday, October 27, 1960, at 3:00 p.m. in the conference room of the Commission in the City Hall Annex.

Those present were: Chairman Kochendoerfer, members Prichard, Windnagle, and Dudley; Planning Director Keefe, Assistant Director Cannady, Building Inspection Director Benard, and recorder Reilly.

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P. C. File No. 3889 C --- A Conditional Use request for a Home Occupation, to operate an antique shop on the southeast corner of SE 76th Avenue and Lincoln Street, legally described as Lot 5, Block 1, Sharp's First Addition.

This request was continued from the meeting of October 13 so that the Committee might view the premises.

Mr. Windnagle reported on the previous meeting, and on the viewing trip. He stated that the neighborhood is one of very nich single-family homes. He also pointed out that this business has been carried on for 5 years and that the applicant has followed the regulations concerning signs, etc.

The staff recommendation of approval had been conditioned by a limitation against any furniture or other large items being displayed or sold. The field inspection revealed that the main part of the merchandise, displayed in the basement consists of furniture.

Action: Approval, with no conditions.

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P. C. File No. 3900 C --- This Conditional Use request was submitted in conjunction with the above described request for operation of an antique shop in a residence, and concerns a warehouse on the southwest corner of SE 76th Avenue and SE Washington Street, an R5 zone, to be used for storage of antique furniture, etc. This, too, was continued from the October 13 meeting, and was also viewed by the Committee.

The Committee agreed with the staff recommendation of denial of this request, since there would seem to be no justification for allowing the intrusion of a warehousing use into a strictly residential niehgborhood.

Action: Denial

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P. C. FILE No. 3892 C --- Conditional Use request for permission to construct an FM transmitter tower and building on Council Crest Drive across from the south side of Council Crest Park, an R7 zone.

This request was considered on October 13 and continued for two weeks so that the Committee might view the site. At the October 13th meeting several remonstrators were present, and written remonstrances are on file.

Mr. Windnagle reported that it was the feeling of the Committee that a precedent should not be set for the erection of such towers all over the City, and that since it was not to be erected on the applicant's property it constitutes practically a commercial use and an invasion of a residential area.

The original staff report had recommended approval of the request, but the recommendation presented to the Committee at this meeting was for denial. This change was due to the information presented at the October 13th meeting concerning the availability of this type of service through Pacific Telephone Company, making individual transmission facilities unnecessary.

Action: Denial of application

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P. C. File No. 3896 C --- A Conditional Use request for office use in an AO zone, by Alert Industries, Inc., for property located at 1909 SW Madison Street. This request was considered by the Committee at its meeting of October 13, 1960, at which time several remonstrators appeared. Because of the several problems involved, the Committee decided to postpone action on the request to give the members an opportunity to view the site.

The original staff report had recommended approval of the request, but after further study and conference with the Bureau of Buildings, the report presented at this meeting recommended denial, based primarily on the fact that the program planned by the applicant would result in a too intensive office use with excessive coverage and inadequate yards within an AO zone, generally in single-family residential use.

Mr. Kochendoerfer stated his reasons for feeling the request should be denied as: (1) The applicant cannot provide required parking; (2) he cannot meet Code requirements as to yards, etc.

Mr. Windnagle agreed and added that one of the purposes of the new Code is to control overdevelopment in residential areas, which this would be.

Mr. Day, the applicant, spoke in favor of the request, stating that the property was in Zone III under the old Zoning Code, and that the

development of the property was started under that zoning. In answer to a question by Mr. Prichard, he stated that the use would be entirely offices, with no warehousing in the building.

Mr. Kochendoerfer pointed out that the Planning Commission should not be influenced by the fact that the property was formerly in Zone III, since its action is based on the present Code and zoning.

The applicant's brother, an attorney, took exception to this point inasmuch as the applicant had invested in the property because of its previous zoning in a business classification.

Mrs. Frances Cummings, 1112 SW 20th Avenue and Mrs. Philpott, 1916 SW Madison spoke against the application. Their remarks were mainly of a personal nature, and the Chairman pointed out the lack of interest on the part of the Committee in anything except facts pertaining to the use of this property.

Frank Kelly, architect for Alert Industries, pointed out that as the building now stands it is disreputable, and that remodelling will enhance it as well as the entire neighborhood.

Mr. Milan Kneeland, attorney, spoke in favor of the applicant and stated that he has arranged for financing of the development, and will have offices in the structure when completed.

Action: The members of the Committee remained unchanged in the views presented by them at the beginning of the discussion and voted unanimously for denial of the Conditional Use request.

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P. C. File No. 3897 C --- Home Occupation, mailing address for a catering service, requested by Frank E. and Rheba Benjamin, property owner and Mr. and Mrs. Alfonzo L. Goldsby, 1103 NE Roselawn Street, contract purchaser, for property located on the north side of NE Roselawn Street between NE 9th and NE 13th Avenues, legally described as the east $\frac{1}{2}$ of Lot 42, and Lot 43, Block 1, Roselawn Annex.

In the opinion of the staff this activity should have no adverse impact on surrounding properties, and the recommendation therefore was approval, provided there is no storage, preparation or serving of food at this location.

Only one remonstrator appeared, Mrs. Southmayd, 1022 NE Roselawn, whose objection was to the possibility of added traffic.

Action: Approval of request, provided there is no storage, preparation or serving of food at this location.

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P. C. File 3898 C --- Conditional Use request for a Home Occupation consisting of an automobile repair garage in an A2.5 zone, for property located in the middle of the block on the north side of SE Yamhill Street between SE 35th and 36th Avenues and legally described as Lot 9, Block 20, Sunnyside, presented by Harry O. and Ruth M. Miller, 3535 SE Yamhill Street.

The staff report was read by Mr. Cannady, together with 2 letters of remonstrance. These included one from the church across the street from the applicant's property. A second letter from the church withdrew this remonstrance.

Mr. Prichard stated that he was in sympathy with the staff report, recommending denial of the home occupation request and approval of a Code interpretation that repair of automobiles in an accessory garage is not a home occupation, but questioned whether a zone change might be desirable. Mr. Cannady suggested that it might be wise for the applicant to withdraw the Conditional Use request and file for a zone change.

The discussion was concerned mainly with the actual status of the applicant before the effective date of the new Code, since he had been operating such a business at this location for 12 years, first under special ordinances and then under local option permits. It was decided that a determination of this should be made.

Action: Continue to next meeting, referred to staff to determine status of applicant before passage of new Code.

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P. C. File No. 3899 C --- A Conditional Use request for a Home Occupation -- a real estate broker's office in an R5 zone, on the east side of NE 54th Avenue between NE Hancock and NE Tillamook Streets, which is legally described as Lot 12, Block 10 Elmhurst; Frank and Margaret Koehler, 1934 NE 54th Avenue, applicant.

The application was submitted with a staff recommendation of approval, since in their opinion the use should have no adverse impact on surrounding properties.

The question of the required real estate sign versus Planning and Zoning Code regulation of signs was discussed, but in this case the applicant was willing to have the sign inside the house.

Mr. Prichard again stated his position concerning real estate offices as home occupations and his opinion that they are not a justified type of such a classification.

Mr. Koehler, the applicant appeared and explained that the only business in the home would be by telephone, with perhaps one customer a month at the home.

Action: Approval

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P. C. File No. 3904 C --- A Conditional Use request for permission to enlarge a convalescent home in an A1 zone between SE 28th and 29th Avenues and SE Taylor and SE Salmon Streets; Lots 3 to 8 and the east 25 feet of Lots 1 and 2, Block 25, Hanson's 2nd Addition to E. Portland; Hugo H. and Maria M. Muecke, 1136 SE 28th Avenue, applicant.

The staff report was read by Mr. Cannady.

The applicant proposes to enlarge an existing convalescent home with a one-story building of 14 bed capacity, and also requests reduction of the required 15 foot setback on SE Salmon and also on SE 28th Avenue. In the opinion of the staff there was no justification for the reduction of the yard on SE 28th Avenue, but the staff considered it impractical to require the 15 feet on SE Salmon Street. The staff recommendation, therefore, was approval of the Conditional Use request and of the reduction of the front yard on SE Salmon Street to 4'4", but denial of the requested reduction of front yard on SE 28th Avenue to 6'.

Mr. Heiler, architect, represented the applicant and explained the plans to the Committee.

Action: Staff report adopted.

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P. C. File No. 3906 C --- A Conditional Use request for a Home Occupation -- to conduct a dance studio in an R7 zone on the west side of NW Cornell Road north of NW Lovejoy Street, which is legally described as Lot 3 and the south 28 feet of Lot 4, Block 1, Fordham Heights; Elliott E and Hildegard E. Smith applicant.

The applicant's proposal included giving dancing instruction in the home 4 afternoons a week, with 4 classes per afternoon, and no more than 8 children per class; musical accompaniment to be phonograph records.

Because of the scope of this operation which could present a traffic problem, and also because of the possibility of annoyance to neighbors caused by the music, the staff recommended denial of the request.

Mrs. Symington, 2665 NW Cornell Road appeared to remonstrate against this request, giving as her reasons the traffic situation on Cornell Road, and the noise which would annoy the neighbors.

Mrs. Wm. E. Tharp, 2646 NW Cornell Road, pointed out that this neighborhood has always had very high standards and they wish to keep it that way.

Mrs. Smith, the applicant, explained that she has plenty of room in front of her house for parking, and that the teaching would be in the basement and therefore the noise of the music would not be any more objectionable that a radio playing. She also pointed out that there is a vocal studio next door to her.

Mrs. Robert Parks suggested that the Committee come and look at the neighborhood, in pointing out its superiority.

Mr. Benard stated that he would recommend a staff recommendation that dance studios be declared not a home occupation. This was discussed but no motion made.

Action: Continued to November 10th meeting, to give the applicant an opportunity to revise her request.

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P. C. File No. 3907 C --- Conditional Use request for a Home Occupation to consist of sharpening and conditioning of beauty salon tools in an R5 zone. The applicant is Clifford B. and Jean M. Sherman, 7911 SE Henry Street, and the property is located on the south side of SE Henry Street, between SE 79th and 80th Avenues, and is legally described as the east 5 feet of Lot 21 and west 45 feet of Lot 22, Block 17, Chicago Addition.

The staff report, recommending approval of the application, was read by Mr. Cannady. There were no remonstrators.

The Committee agreed with the staff that this use would have no adverse impact on surrounding properties.

Action: Approval

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P. C. File No. 3908 C --- Conditional Use request for a Home Occupation consisting of a custom drapery service. The applicant is Miss Bernice J. Shaw, 7455 N. Wayland Avenue, who wishes to carry on this business in her mother's home located on the west side of N. Wayland Avenue, south of N. Lombard Street, which is legally described as Lot 3, Block 92, Mock Crest.

Thestaff report was read by Mr. Cannady. Because there would seem to be no adverse effect on surrounding properties caused by this use the staff recommendation was approval.

Miss Shaw explained her method of operation and requested that the appeal period be waived.

Action: Approval and appeal period waived.

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Petition No. 3903 --- To change from Zone A2.5 to A2.5P the property fronting on the west side of NE 32nd Avenue, just south of NE Glisan Street, which is legally described as the north 20 feet of Lot 7, Block 5, Hawthorne's 1st Addition. The owner of the property is Dale and Gertrude E. Hilts, and the renter is Alfred H. and Elizabeth M. Berg.

The staff report recommended approval of the zone change, providing the 20 by 50 foot strip remains a part of the ownership of Lot 7, Block 5, Hawthorne's Addition. This recommendation is based on the staff's belief that such a change to add this 20' x 50' strip to an existing parking area would be justified because it would eliminate the hazard of backing out on the street just 50 feet south of a major signalized intersection. However, the condition pertaining to ownership of the strip has been added because unless such a condition were met this proposal would leave the lot adjacent to the south substandard in size.

Mr. Berg, the applicant appeared and explained that the strip in question is not being bought, but is only being leased. He was, therefore, agreeable to the condition imposed by the staff recommendation.

Action: Approval of the requested zone change with condition recommended by staff.

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P. C. File No. 3927 R --- A revocable permit request for permission to enlarge the floor area of an existing non-conforming sheet metal shop by almost 100%, in a C4 zone.

This request is made by Staley Heating Company, by Clyde V. Staley, and involves property located on the south side of NE Dekum Street, 50 feet west of NE 18th Avenue, which is legally described as the south 15 feet of Lot 1 and all of Lot 2, Block 12, Columbia Heights. The applicant proposes to add a new one-story warehouse to his existing sheet metal shop, which would mean an increase of almost 100% to this non-conforming use, which is contrary to the Code limitation of expansion of only 20% in floor area with Variance Committee approval. The staff recommendation was denial of the request because of the belief that such warehouse storage would be highly undesirable in this C4 zone within a residential neighborhood.

Mr. Staley appeared and explained his plans.

Mr. Keefe (after the applicant left the conference room) mentioned that Mr. Staley had been told by a member of the staff that the Planning Commission did not want to handle his application and that he should go to a Commissioner for a permit. This seemed highly unlikely to Mr. Cannady and Mr. Keefe, and Mr. Windnagle suggested that when the Planning Commission report went to the Council that a comment might be

included explaining that this was a misunderstanding on the part of the applicant.

Action: Denial

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P. C. File No. 3901 R --- A request for a revocable permit to erect a pole-supported sign in a C4 zone on the northwest corner of SE 42nd Avenue and SE Holgate Street, legally described as Lot 13, Block 4, Maplewood Addition. The applicant is Carner's Garage, 4125 SE Holgate Boulevard.

The applicant proposes to make legal an existing illuminated sidewalk projecting sign, advertising a non-conforming commercial garage. The staff recommendation was approval with two conditions: (1) Removal of the non-conforming unilluminated sidewalk sign. (2) Removal of all but one sign now displayed flat against the building.

Action: Staff report adopted; approval with conditions.

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P. C. File No. 3902 R --- A request for a revocable permit to erect a pole-supported sign in an AOP zone, at the southwest corner of NE Weidler Street and NE 21st Avenue, Legally described as Lot 1, Block 6, John Irving's 1st Addition.

The applicant proposes to erect a 30" x 6' sign mounted on a steel post with the top about 15 feet above the ground, which they feel is necessary to direct traffic to their Thriftee Market which is located on NE Broadway. Since the re-routing of traffic by the City with NE Broadway and NE Weidler Street now being one-way streets, traffic which formerly went by the front of the market on NE Broadway now goes on NE Weidler. The Planning and Zoning Code contains no provision for signs in the P Zone.

The staff recommended approval of the request because in view of the new impact of three lanes of arterial traffic at the edge of this apartment house area, erection of this sign to route east bound traffic into the applicant's business appears reasonable.

Action: Staff report adopted.

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Petition No. 3895 --- To change from Zone R5 to A1 the property near the south edge of the manufacturing strip of Columbia Boulevard fronting on NE Farragut Street and NE Williams Avenue, legally described as Lots 10, 11 and 12, Block 2, Loveleigh, submitted by various owners and contract purchaser Edwin and Alma Swanson.

The applicant proposes to construct a 10-unit apartment building on a parcel measuring 100' x 150' with off-street parking in the basement area fronting on NE Williams Avenue.

Because of the belief that approval of A1 zoning in this location would constitute spot zoning the staff recommendation was for denial of the requested change to A1. However, because it was felt that a buffer between the heavy and medium manufacturing areas along Columbia Boulevard and the single-family area to the south is needed, the recommendation also included approval of a change to A2.5 and Commission initiation of zone change from R5 to A2.5 to enlarge the A2.5 zone along N. Vancouver Avenue to include the R5 area north of the midblock line north of NE Baldwin Street both east and west of NE Williams Avenue, to provide such a buffer.

Action: Staff report adopted.

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Petition No. 3874 --- To change from Zone A0S to C2S the property located on the southwest corner of NE 21st and NE Multnomah Street, which is legally described as Lots 20, 21 and 22, Block A, Holladay Park. This request is made by various owners and the optional purchaser, Texaco, Inc., and the petition is signed by 67% of the property owners in the petition area.

This petition was considered at the october 13, 1960 meeting, and was continued at that time to allow the Committee to view the site.

The petitioner proposes to construct a service station on the parcel measuring 150 feet on NE Multnomah Street and 100 feet on NE 21st Avenue, and the staff recommendation of denial of the zone change request was based on three major considerations: (1) Such a change would be the first step to commercial ribbon zoning of this approach to the Lloyd shopping center; (2) the property fronts into the residential area to the north and a zone change to C2 would adversely affect residential properties to the north; (3) there are approximately 25 existing service stations within a $\frac{1}{2}$ mile radius from this location, indicating that a service station is not needed here.

In addition to this recommendation, the staff also recommended Commission initiation of a zone change from M2S to M3S for the area presently zoned M2S north of the Banfield Freeway and west of NE 23rd Avenue, to insure less impact on the residential area. This would make this area north of the Gulch more attractive to apartment house developers.

Following a viewing trip to the site of the proposed zone change, and further study of the staff report, it was the feeling of the Committee that use of the property in question for construction of a service station would not be in accordance with good planning principles.

Action: Staff report adopted, recommending denial of zone change request and Commission initiation of zone change from M2S to M3S for the area presently zoned M2S north of the Banfield Freeway and west of NE 23rd Avenue.

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Meeting Adjourned

Lloyd T. Keefe

Lloyd T. Keefe
Planning Director

DDC:cb

City Council
City Hall
Portland, Oregon

Gentlemen: Petition No. 3861

This letter is an additional statement on the Planning Commission's position regarding the requested zone change to permit a Tradewell Store on NW Everett Street off on to the end of 22nd Place.

It is the Planning Commission's recommendation that no changes of zone of a major nature, such as the Tradewell petition, be made in the Knob Hill section until a number of related factors and situations are evaluated. Among these, which have a bearing on the Tradewell case, are the following:

Prospective Decrease in Apartment Dwelling Units on West Side

The Foothills Freeway and the South Auditorium Renewal Project are demolishing 2,609 dwelling units. This is actually one of every seven units in the central west side between Nicolai Street and the Ross Island Bridge approach from the base of the West Hills to the Willamette River. There are an additional 1,959 units in C and M zones in this area which doubtless will be replaced as business development proceeds. These plus the units taken by the freeway and the renewal project would account for 23% of the total in the central west side.

Thus there is a prospective serious shortage of space for apartment units close-in to downtown employment, shopping, entertainment, business and professional services. Only the AO zones both north and south of Burnside Street near 23rd are available for additional apartment construction. The needs of Portland State College and the impact of the Foothills Freeway are terminating further expansion in the area west of the South Park Blocks. The urban renewal project plan proposes business, industrial and parking uses only.

The subject zone change site is an excellent location in the midst of existing apartments for a major apartment development. The Planning Commission submits that it is in the public interest to retain the present AO zoning to encourage further apartment development and to enhance those apartment buildings now surrounding this site.

Traffic Problem on W. Burnside Street

That significant relief is needed to traffic congestion on Burnside Street through its narrow section west of the North Park Blocks, and particularly at the 23rd - Westover - Vista intersection, is indisputable.

In 1958 the Planning Commission studied the attached plan to route traffic one-way east on Burnside Street and one-way west on Couch Street, extending Couch through to Burnside west of Westover by use of either a portion of Davis or Everett Streets. Property acquisition for the Everett connection was estimated to cost $750,000 while that for the Davis connection would be significantly higher: $1,700,000. Nevertheless, routing traffic westward on Everett Street is in conflict with one-way flow eastward which presumably is the intention, of an interchange with the Stadium Freeway is made at Everett and Glisan Streets.

Until this conflict can be resolved and a permanent solution to the unsatisfactory traffic condition on Burnside Street and the 23rd intersection is executed, the situation should not be aggravated by developments such as a major supermarket which will induce more left turns off of Burnside Street and intensify delays and congestion.

Impact on Taxable Values

Although a new Tradewell Store would replace several older houses and thereby increase the assessed values of these parcels, there is a probability that an overall loss in taxable values might be sustained.

Based on existing Tradewell Stores of comparable size in Portland, this proposed store building on Everett Street would be assessed at about $150,000. In contrast, the 8 apartment buildings which ring the store site and would be adversely affected now have an assessed value of $307,000. Should rents start to fall in these 8 buildings, it may affect values of 9 more apartments adjacent to them but not across the street or directly bordering the store site. These nine are assessed at $581,000.

At stake, therefore, are almost $900,000 in taxable values in apartments which could, within reason, decline enough to more than offset the gain accruing from the new store.

More important, if AO zoning is retained, the older houses under consideration could conceiveably be replaced by a new apartment, stabilizing or increasing values of the surrounding apartment buildings, and adding a taxable value substantially above a supermarket. For example, the Park Plaza apartment building on the South Park Blocks, although on a site less than half the 52,000 square feet under consideration, is assessed at $450,000.

All of the above figures are for building assessments only. Land values are not included.

Very truly yours,

J. H. Sroufe
President

LTK:r

PORTLAND OREGON

WORKABLE PROGRAM

PROGRESS AND GOALS

1960-61

PORTLAND CITY COUNCIL

Terry D. Schrunk, Mayor
Ormond R. Bean
William A. Bowes
Stanley W. Earl
Mark A. Grayson

MAYOR'S ADVISORY COUNCIL ON URBAN RENEWAL

Robert B. Hurd, Chairman
Herbert L. Bachman
Malcolm Bauer
Worth W. Caldwell, Jr.
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Joe Ceglar
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Charles Cottel
James P. Cronan, Jr.
Marshall Dana
V. William Dominey
R. Anthony DuBay
Robert J. Durham
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Earl Flatt
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A. V. Fonder
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Lester Hunter
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Rt. Rev. Thomas J. Tobin
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Roy C. Hill
Vincent Raschio
Jack R. Caufield

PLANNING COMMISSION

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H. Loren Thompson
Glenn Stanton
L. V. Windnagle
Lewis G. Prichard
Neil R. Kochendoerfer
Gordon C. Dudley
Herbert M. Clark, Jr.

This Workable Program report, prepared under the direction of the Mayor and City Council, was formulated by the Planning Commission, Development Commission, Metropolitan Planning Commission, and the Bureaus of Building and Health.

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LIST OF EXHIBITS

CODES AND ORDINANCES

PROGRESS

Portland's Housing Code has been thoroughly gone over and coordinated with the Health Code. The two codes are now in accord; further, the Health Code conforms with the State Health regulations. Several amendments have been prepared to coordinate the Housing Code with the new Planning and Zoning Code. These will soon be ready to present to the City Council for adoption.

The question of whether Portland's Housing Code is sufficiently retroactive to cover existing dwellings also was reviewed. It was noted that Article 15 of the Housing Code makes certain improvements in existing dwellings compulsory or mandatory. In Section 208, these improvements include:

1. Illegal use or occupancy.
2. Rooms -- lighting and ventilation.
3. Habitable rooms in cellar or basement.
4. Corridors -- light and ventilation.
5. Stairs -- lighting of.
6. Toilet and bath rooms -- lighting and ventilation.
7. Sinks and water closets.
8. Egress.

Article 15 as enumerated along with Article 14, Maintenance, appears to contain the necessary regulations needed for carrying out a total urban renewal program.

The Public Administration Service organization in Chicago was recently retained to analyze the adequacy of Portland's legislative and administrative structure. Concerning the City's codes, PAS reported: "Much has been done in recent years in Portland to improve the quality of the codes to provide adequate protection for the public, while permitting the use of modern building and construction methods and materials and incorporating modern concepts of land use and occupancy. Bureau officials have not only studied and analyzed some of the model codes which have been formulated by national organizations of inspecting officials, but have participated in drafting them. The Planning and Zoning, Housing, and Building Codes are either now or recently revised and are generally adequate; similarly, the Plumbing, Electrical, and Sign Codes are considered satisfactory." (Exhibit 1)

GOALS FOR 1960-61

As previously stated in Portland's last Workable Program Report, the bureaus administering the City's codes pertaining to housing occupancy will continue to review all of these regulations, check them against nationally recognized codes and recommend to the City Council any changes which may be deemed necessary to facilitate the City's urban renewal program.

Specifically, it appears that it will be necessary to make some minor amendments to the Building, Fire and Zoning Codes in order to eliminate inconsistencies and to attain more efficient administration of these new ordinances. It is expected that review and slight modifications of these codes will be done this year.

It has also been noted that the Heating and Ventilating Code is in need of revision. It is planned that modifications of this code will be made during the coming year.

PROGRESS

Census Tract Statistics

In 1959, the Planning Commission published a booklet entitled "1958 Statistics by Census Tract" (Exhibit 2), containing various information for each of the tracts within the city limits. In 1958, there were 61 tracts, averaging about 650 acres and 6,500 people. The publication reported various occurrences during 1958 in each of these tracts, including the number of new dwelling units, demolitions, births, deaths, new cases of tuberculosis, and city business licenses issued. Based on dwelling units, an estimate was made of population in each tract.

Such data for small areas is useful not only for planning but also for many business interests, and the booklet has been in considerable demand. It is planned that such a booklet will be issued each year. The collection of the data was made possible through the cooperation of the City Health, License, Building, and Police Bureaus in arranging to record their data by tract.

The City Planning Commission also has published a "Census Tract Street Index" (Exhibit 3). The primary use of this index is to allocate information listed by a street address to the Census Tract in which the address is situated.

The tract pattern has now been extended to include not only the areas annexed to the City since 1950, but the entire metropolitan area. The 1959 annual report on Statistics by Census Tract is being expanded to include more tracts and new types of information. This report will be published this spring.

Trafficways Plan

The Planning Commission has been concerned with two main elements of the new Interstate Freeway system, the Peninsula Freeway through the north section of the City and the Sunset-Stadium Freeway, which makes up a part of the planned freeway loop encircling the central area of the city.

The Minnesota Avenue alignment was approved by the Planning Commission for the Interstate Freeway route across the peninsula on March 17, 1959. The interchanges along this route have not yet been fixed and will require further study. The Commission currently is investigating several alternate alignments for the proposed Stadium-Sunset Freeway.

Neighborhood Plan

A proposed pattern of school service areas or neighborhoods is contained in the "Comprehensive Development Plan" which was adopted by the Planning Commission in 1958. Each neighborhood contains an existing or proposed school facility. To date, twelve school sites have been acquired in accordance with the plan proposals. During the past year, the Planning Commission staff prepared detailed plans for the suggested location of fifteen school sites recommended in the Northeast and Southeast sections of the City. Factors considered in recommending these sites were: central location in the area to be served, acquisition costs, impact on adjacent residential development, and proximity to existing public playfrounds.

A partial review was made this past year of the character of housing in the above school service neighborhoods. Three pilot areas were selected for more intensive study of the condition of housing and environment, and recommendations and plans were prepared for renewal.

Zoning Code

On July 1, 1959, a new Planning and Zoning Code for Portland was adopted by the City Council (Exhibit 4). This new code, in preparation for twelve years, represents a community-wide effort. A large number of property owners and civic leaders, as well as a special Citizen Advisory Committee, the Planning Commission, and the City Council played a role in formulating the new map and text. The former code, adopted in 1924, contained only four zoning districts, while the new code designates fourteen. The regulations of yards, building height and lot coverage are also embodied in the new code, formerly being included in the Housing Code. This new code establishes design control in three areas of the City. A Variance Committee under the provisions of this code is given the quasi-judicial power of: (1) granting variances from the zoning regulations in cases of practical difficulties or unnecessary hardship and (2) controlling advertising signs and signboards.

Metropolitan Planning

The Portland Metropolitan Planning Commission, a joint agency of the City of Portland and Multnomah, Clackamas, and Washington Counties, commenced operation April 1, 1959. All basic research and studies, covering base mapping, basic data recording, a gross population forecast, population distribution, and a metropolitan industrial plan, are on schedule, and this first stage of the work program will be completed by approximately July 1, 1960.

GOALS 1960-61 PROGRAM

The Planning Commission's work program will cover the following:

1. As an annual procedure, the City's comprehensive plan will be reviewed and necessary changes or additions programmed so that the plan can be useful to the City Council as a guide in making decisions regarding the physical development of the City.

2. The Transportation and Thoroughfare section of the Comprehensive Plan will be revised, further developed and coordinated with the Metropolitan Transportation Study. The study is following the basic procedure outlined by the National Committee on Urban Transportation in their report entitled "Better Transportation for your City -- a Guide to the Factual Development of Urban Transportation Plans". The study, which covers the City of Portland, Multnomah Clackamas, Washington and Clark Counties, will include all facts and information pertaining to present and future transportation problems and needs; land use and future developments; and preparation of plans and guides for a future transportation system. One of the first steps will be to make a new Origin-Destination study of Metropolitan Portland. This will be made by the Oregon State Highway Department.

3. Study of the City's central area will continue, which will embrace future land development proposals as well as recommendations on pedestrian and vehicular circulation, and auto and mass transit terminal facilities.

4. Further studies on the condition of the City's residential neighborhoods are contemplated. If the City applies for and is awarded a Community Renewal Program grant, additional surveys and programs will be formulated covering all necessary community features throughout the City.

The Portland Metropolitan Planning Commission has prepared a tentative work program to commence July, 1960 which, if adopted by the constituent governmental units of the Commission and the HHFA, will cover the following:

1. The recording of existing land use of Metropolitan Portland on maps and machine tabulation cards, and correlating such information with results of the Origin-Destination study and 1960 Census data to facilitate other planning studies.

2. A study of existing and needed recreation facilities which will include recommendations on standards and a general pattern for the metropolitan area in order to effect coordination of specific plans of local agencies. Also, proposals for large regional recreational facilities and investigation of possible means of their accomplishment may be undertaken.

3. A preliminary study of existing and desirable retail and service development patterns for Metropolitan Portland. Such a study would include the determination of the present commercial employment and area, estimates of future demands, recommendations of standards for location and area, and recommendations of a generalized future pattern.

4. A generalized pattern of the future physical development of the Metropolitan Area will be recorded to serve as an interim guide for planning decisions by various agencies.

NEIGHBORHOOD ANALYSIS

PROGRESS

In 1959, the Planning Commission contracted with planning and urban renewal consultants, to assemble information on the blight problem in Portland and to prepare detailed surveys and renewal plans for three areas in the City.

Value of single-family owner-occupied housing and dilapidation data contained in the 1950 U. S. Housing Census was utilized to indicate the location and intensity of blight in the City's residential neighborhoods. This material was recorded by different colors of varying intensity to graphically illustrate problem areas.

An analysis was made of the land use, quality of housing and condition of neighborhood recreation, school, and traffic facilities of the three selected areas in the City. A sketch renewal plan and recommendations for betterment of these areas were prepared. (Exhibit 5)

Currently, the Planning Commission and the Development Commission are reviewing all surveys pertaining to housing and community facilities which have been made in recent years. This is being done to assess what further studies need to be undertaken to determine the extent of the blight problem in the community.

GOALS FOR 1960-61

1. The Planning Commission, in cooperation with the Metropolitan Planning Commission, intends to carry on studies and prepare plans covering trafficways and local recreation needs. Both of these studies are important and necessary to devise a program for attaining a pattern of residential neighborhoods free of existing or future blight.

2. It is tentatively planned that the Planning Commission and the Development Commission will jointly prepare a preliminary Community Renewal Program. This work will probably include the following: (1) identification of all slum, blighted, deteriorated or deteriorating areas; (2) analysis of the nature and degree of blight and blighting factors in such areas; (3) determination of extent of the general type or types of urban renewal action needed, which may or may not be related to specific areas; (4) financing the urban renewal activities proposed in the Community Renewal Program, including the proposed relationship between these activities and the capital improvement program for the locality; and (5) development of

a long-range program for urban renewal action. Such a study may be supported by a Community Renewal Program grant (a new program included in the 1959 Housing Act) provided an application by the Portland Development Commission through the City Council is approved by the Housing and Home Finance Agency.

ADMINISTRATION

PROGRESS

From time to time, outside agencies have attended the monthly meetings of City agencies held by the Mayor to effect better coordination of public improvement programs. These agencies include representatives of the Multnomah County Tax Supervising and Conservation Commission on fiscal matters, representatives of the State Highway Department on freeway development, and Port Authority officials on industrial development.

Coordination on urban renewal matters has been achieved through joint meetings of representatives of the Mayor's office, Portland Development Commission, Planning Commission, the Bureau of Buildings, and the Bureau of Health.

The Portland Development Commission has taken definite steps to provide technical assistance to improvement organizations and other citizens' groups by establishing and filling two community service positions. These two staff members are now meeting with neighborhood improvement groups and assisting them in reviewing their problems and preparing plans for neighborhood improvement work.

GOALS 1960-61 PROGRAM

The allocation of funds to employ two building inspectors to cover conservation inspection work is being considered by the City Council for the 1960-61 fiscal year budget. Such activity would take place after personnel became trained for this work and the Mayor's Advisory Committee on Urban Renewal had fully informed affected neighborhoods of the merits of the conservation aspect of urban renewal.

This procedure is in conformance with the PAS report (Exhibit I) which recommends the following: "A Conservation Inspection Division should be established for the inspection of existing structures. This Division should have a small permanent staff concerned with planning and administering a program for improving existing structures and neighborhoods through comprehensive inspection and coordinated code enforcement. . ."

F I N A N C I N G

PROGRESS

In the latter part of 1959 local funds were made available through the Portland Development Commission to establish and fill two community service positions. As a result, a better coordination with and assistance to the City Planning Commission has been achieved in neighborhood analysis, project and program planning, and related matters. In addition, technical assistance is now available and being provided to citizen groups in planning and carrying out neighborhood conservation and rehabilitation projects.

In November of 1960 Oregon voters will have another opportunity to vote on a ballot measure to amend the State Constitution so as to allow communities to use the tax increment from redeveloped property to pay off the local share of redevelopment costs.

Such a measure was defeated in the 1958 General Election. However, through the efforts of the Mayor's Advisory Council on Urban Renewal and its special Legislative Committee, this year the proposal will be submitted under a much more favorable ballot title.

GOALS FOR 1960-61

1. A careful review of the City's capital improvement plans by City Planning Commission in connection with the Community Renewal Program.

2. Completion by the Portland Development Commission with the cooperation of the City Planning Commission of a preliminary correlation of such capital improvements with actual and proposed neighborhood renewal plans until such time as the Community Renewal Program can be carried out.

3. Voter approval in May of City ballot measure providing for an increase in the tax base. This measure would make available additional tax revenues for necessary maintenance and operation, as well as funds for needed capital improvements.

4. Local voter approval of State ballot measure permitting self-liquidating plan for financing redevelopment projects.

RELOCATION

PROGRESS

Relocation Service

The Site Office for the South Auditorium project was opened the first of August, 1959. There are now eight staff members working in and out of that office; four of them are concerned solely with relocation. Thus far, the housing resource estimates in the Relocation Plan are working out satisfactorily. The adaptation of the Taft and Carlton Hotels for use as homes for the elderly provides an added resource.

In February of 1959, at the request of Mayor Schrunk, the Housing Authority financed and the Development Commission conducted an occupancy survey of a sector of the East Bank Freeway to be acquired by the State Highway Department. At that time there was nothing in Oregon law imposing on the State Highway Department any legal duty or responsibility to carry out or assist in a relocation program. Subsequent to the occupancy survey, for several months the Development Commission was advised by the Highway Department as options were accepted on property in the East Bank right-of-way area. The Commission then offered relocation service to the occupants of those buildings in terms of information as to available housing and Section 221 financing.

During this period the City of Portland was instrumental in having legislation passed by the State Legislature as follows:

> "When plans of the State Highway Commission projected for one year involve acquisition of properties in any city which will require removal of 25 or more dwelling units, businesses or institutions, the State Highway Commission shall make a study of the persons residing on or maintaining businesses or institutions on property scheduled for highway acquisition. Such studies shall be kept current until the premises required for highway acquisition are vacated. The commission shall obtain such other information as it finds appropriate to aid in the relocation of persons displaced by the highway acquisition, and may extend its studies beyond city boundaries when the highway acquisition will involve dwellings, businesses or institutions within three miles of a city boundary. Such information shall be made available to the persons displaced and to other persons who may provide or assist in providing new locations. This section shall apply whether the highway acquisitions will be paid for in whole or in part from

state funds either directly or by reimbursement. The State Highway Commission may contract with any governmental subdivision or agency, or with private concerns to make and maintain such studies, or may employ necessary assistants therefor. All costs of making such studies and affording such information service shall be paid out of State Highway Commission funds which are not derived from any tax, the use of which is limited by Article IX, section 3 of the Constitution of Oregon."

It is not yet clear how the Highway Department plans to implement this legislation. Currently the Development Commission checks out requests made in the Mayor's Office by freeway displacees for Section 221 eligibility certificates and supplies information on housing resources and 221 financing to all who make inquiry.

Housing Supply

The low-cost supply of housing in the city has been increased by 102 units as a result of the Housing Authority's acquisition of Iris Court and Maple Mallory Court. The supply will be further augmented when the Housing Authority builds its programmed 170 unit high-rise project for the elderly and for young student families. The Authority is presently engaged in choosing a site for this project.

GOALS FOR 1960-61

The city will continue its efforts to develop a city-wide relocation service for all people displaced as a result of any form of governmental action.

Also it is hoped that the continuing checks now being made by the Development Commission can be expanded into a full-scale city-wide housing inventory.

CITIZEN PARTICIPATION

PROGRESS

Progress in the field of citizen participation has been achieved through the Mayor's Advisory Council on Urban Renewal and by direct contact with citizen groups.

Mayor's Advisory Council on Urban Renewal

The Council has concluded reorganization including the adoption of a constitution and by-laws, reorganization of committees, and the addition of new members. (Exhibit 6)

Planning Committee activity has involved a careful review of rehabilitation project possibilities and the preparation of plans for a "local demonstration" rehabilitation project which it is felt will be of great value in demonstrating the opportunities and tools provided by urban renewal as well as promoting better citizens' understanding and participation in rehabilitation and conservation.

The Relocation Committee has concentrated its activities on better coordination among all public and private agencies and organizations in connection with handling relocation problems and determining housing resources.

The Council and several other citizen organizations have completed preliminary review of the city's tax base increase proposal and are working for its approval.

Assistance to Citizen groups

The Portland Development Commission has taken definite steps to provide technical assistance to improvement organizations and other citizens' groups by establishing and filling two community service positions. These two staff members are now meeting with neighborhood improvement groups and assisting them in reviewing their problems and preparing plans for neighborhood improvement work.

The Development Commission has also completed preliminary work on a rehabilitation and conservation booklet, You and Your Neighborhood, to be widely distributed through the Mayor's Advisory Council and other citizen organizations as a tool for promoting understanding of and interest in neighborhood improvement.

GOALS FOR 1960-61

1. Completion of initial "local demonstration" rehabilitation project.

2. Development of a good working liaison between neighborhood groups and the Planning Commission, the Development Commission, and other bureaus and agencies involved in neighborhood improvement.

3. Completion of You and Your Neighborhood booklet and rating sheet and the preparation of other materials helpful in organizing neighborhood groups.

4. Development of a more definite and specific committee work program for Mayor's Advisory Council on Urban Renewal, including the establishment of a new committee to review codes and ordinances and make recommendations for any needed improvement and to promote a better community understanding of the need for a conservation inspection program to stimulate conservation and rehabilitation work.

5. Development of citizen understanding and support of a "Community Renewal Program."

6. Educational program through the Mayor's Advisory Council on Urban Renewal to promote general citizen understanding and support of the tax base increase proposal.

LIST OF EXHIBITS

.....

1. PUBLIC ADMINISTRATION REPORT EXCERPTS, pages 199-207
   December, 1959

2. 1958 STATISTICS BY CENSUS TRACT - 1959

3. CENSUS TRACT STREET INDEX - 1959

4. ZONING ORDINANCE - July, 1959

5. IRVINGTON, SUNNYSIDE, STEPHENS - July, 1959

6. MAYOR'S ADVISORY COUNCIL ON URBAN RENEWAL
   BY-LAWS
   LISTING OF COMMITTEE OBJECTIVES AND MEMBERSHIPS

AGENDA 207

PORTLAND CITY PLANNING COMMISSION MEETING

December 20, 1960
3:00 P.M.

1. Approval of Minutes and Committee Reports

		Page
a.	Planning Commission.....November 15, 1960	1
b.	Zoning Committee..... November 10, 1960	7
c.	Zoning Committee..... November 25, 1960	13
d.	Streets Committee..... November 29, 1960	19

2. Establishment of S Zone on Eastbank Freeway
   (Referred by Zoning Committee to the Commission for action)

3. Review of Main Recommendations in St. Johns Comprehensive Plan
   (A public hearing is scheduled before the City Council on January 18, 1961. As this is the first comprehensive plan report which we have asked the Council to adopt, it is essential that the full significance of this document, as a means of guiding city policy, be clearly understood)

4. Portland State College
   (Discussion of expansion plans. These are highly tentative to date)

MINUTES OF MEETING
PORTLAND CITY PLANNING COMMISSION
November 15, 1960
3:00 p.m.

The Portland City Planning Commission met on Tuesday, November 15, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: President Sroufe and Members McKinley, Stanton, Kochendoerfer, Dudley, Windnagle, Thompson, Clark and Prichard; Planning Director Keefe, Assistant Director Cannady and Recorder Reilly.

****

APPROVAL OF MINUTES AND COMMITTEE REPORTS

a. Planning Commission..... October 18, 1960.....approved
b. Zoning Committee..... October 13, 1960.....approved
c. Zoning Committee..... October 27, 1960

Mr. Kochendoerfer pointed out an error in the name of a remonstrator which appeared during the discussion of P. C. File No. 3906C, at the bottom of page 18. This appeared as Mrs. Symington, and should be Mrs. S. R. Winch. The minutes for October 27, 1960 were then approved as corrected.

****

ZONING CASE -- TRADEWELL STORE NEAR NW 23RD AND BURNSIDE

Chairman Sroufe explained that this request for zone change had been referred back by Commissioner Bowes, to whom it was referred by the Council. He asked whether the Commission wanted to change or reaffirm its previous position.

Mr. Stanton moved to confirm and support the original action of the Commission in recommending denial of the requested zone change.

Mr. Thompson questioned the reason for the Council referral and asked if there had been new information developed at the Council hearing. Mr. Keefe read a suggested letter to the Council, substantiating the original recommendation. The letter read as follows:

City Council
Portland, Oregon

Petition No. 3861

Gentlemen:

This letter is an additional statement on the Planning Commission's position regarding the requested zone change to permit a Tradewell Store on NW Everett Street at the end of 22nd Place.

It is the Planning Commission's recommendation that no changes of zone of a major nature, such as the Tradewell petition, be made in the Knob Hill section until a number of related factors and situations are evaluated. Among these, which have a bearing on the

Tradewell case, are the following:

Prospective Decrease in Apartment Dwelling Units on West Side

The Foothills Freeway and the South Auditorium Renewal Project are demolishing 2,609 dwelling units. This is actually one of every seven units in the central west side between Nicolai Street and the Ross Island Bridge approach from the base of the West Hills to the Willamette River. There are an additional 1,959 units in C and M zones in this area which doubtless will be replaced as business development proceeds. These plus the units taken by the freeway and the renewal project would account for 23% of the total in the central west side.

Thus there is a prospective serious shortage of space for apartment units close-in to downtown employment, shopping, entertainment, business and professional services. Only the AO zones, both north and south of Burnside Street near 23rd, are available for additional apartment construction. The needs of Portland State College and the impact of the Foothills Freeway are terminating further expansion in the area west of the South Park Blocks. The urban renewal project plan proposes business, industrial and parking uses only.

The subject zone change site is an excellent location in the midst of existing apartments for a major apartment development. The Planning Commission submits that it is in the public interest to retain the present AO zoning to encourage further apartment development and to enhance those apartment buildings now surrounding this site.

Traffic Problem on W. Burnside Street

That significant relief is needed to traffic congestion on Burnside Street through its narrow section west of the North Park Blocks, and particularly at the 23rd - Westover - Vista intersection, is indisputable.

In 1958 the Planning Commission studied the attached plan to route traffic one-way east on Burnside Street and one-way west on Couch Street, extending Couch through to Burnside west of Westover by use of either a portion of Davis or Everett Streets. Property acquisition for the Everett connection was estimated to cost $750,000 while that for the Davis connection would be significantly higher: $1,700,000. Nevertheless, routing traffic westward on Everett Street is in conflict with one-way flow eastward which presumably is the intention if an interchange with the Stadium Freeway is made at Everett and Glisan Streets.

Until this conflict can be resolved and a permanent solution to the unsatisfactory traffic condition on Burnside Street and the 23rd intersection is executed, the situation should not be aggravated by

developments such as a major supermarket which will induce more left turns off of Burnside Street and intensify delays and congestion.

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At stake, therefore, are almost $900,000 in taxable values in apartments which could, within reason, decline enough to more than offset the gain accruing from the new store.

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All of the above figures are for building assessments only. Land values are not included.

Very truly yours,

J. H. Sroufe,
President

Mr. Sroufe pointed out that there are three main questions which should be resolved before any major zone change is made in the northwest district. The first problem is the expansion of Portland State College into the apartment area to the west. The second is Multnomah Stadium. Undoubtedly, it will be removed and this site will be open for some kind of development. Thirdly, there is the question of the 15th-16th Avenue freeway. Mr. Sroufe's conclusion was that there should be no zone change west of Park and south of Market, or north of Burnside and west of 15th until the impact of these events could be evaluated.

Mr. McKinley pointed out that while there is a real relationship between these factors, he was against the requested zone change because of the peninsular intrusion into a residential zone. His objection, he added, was in terms of proper land use rather than these other factors.

Mr. Frank Ierulli, attorney representing Tradewell, questioned the reason for referral again to the Planning Commission by the Council. He was particularly concerned whether there would have been any change in assessed valuations of the property in the area, as he seemed to think the new report inferred. Mr. Thompson's answer was that this was simply a new analysis, new data, for the information of the Commission.

Action Taken - Mr. McKinley moved that the Chairman prepare a letter to the Council, informing them of the Planning Commission's reaffirmation of its stand and giving them such information as the staff sees fit. (In accordance with this motion, the letter, as read before the Commission by Mr. Keefe was subsequently transmitted to the Council, with the following addition):

Adverse Influence

Although a supermarket in the location proposed would add convenience to tenants of the apartments immediately surrounding, this, very likely, will be offset by the nature of a supermarket operation. Evening business hours, early morning deliveries, increased traffic, lights, noise, special promotions, outside clutter of boxes and cans, litter, and replacement of what greenery now exists by a large expanse of asphalt -- all are in conflict with maintaining a residential environment.

Also, it is possible that this site may prove undersized in the future. In addition to the apartment area, this store will draw customers from an expanding high income, single-family area to the west, who will come very largely by automobile. The petitioner says 72 parking spaces will be provided for a store building of 17,050 square feet. This ratio of parking to floor area (one space per 237 square feet) is comparable to another supermarket established several years ago in the area. However, it is considerably under Tradewell Stores in other parts of the City (one space per 140 square feet on N. Lombard Street; one space per 170 square feet on NE Glisan Street.) The result may be an increasing demand for on-street parking in this section where curb space is practically non-existent today for use by apartment residents.

Both motions -- the one reaffirming the denial of the zone change and the second concerning the letter to the Council -- were passed 8 to 0. Mr. Prichard abstained from voting in both instances.

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A general discussion followed concerning the various effects of the plans for freeways, the Stadium, and the need for new evaluation of land use because of such changes. Mr. Prichard pointed out that greater development of apartment use will result in greater need for supermarkets to serve the tenants. However, Mr. Sroufe stated that the northwest district, which was being discussed, already has enough markets to serve 35,000 people.

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STADIUM STUDY (PROGRESS REPORT)

Mr. Sroufe called on Mr. Windnagle, Chairman of the Stadium Committee for a report. Mr. Windnagle stated that he had met with the staff and with the Committee members Thompson and Clark. The consensus seemed to be that it would be well to proceed slowly until more information is available. The staff has been instructed to get information from other cities -- Seattle, especially.

SOUTH AUDITORIUM URBAN RENEWAL PLAN (PROGRESS REPORT)

Mr. Keefe reported that the Development Commission has referred to the Planning Commission a new re-use plan of the urban renewal area. He pointed out that the change is primarily one of street pattern to allow for better ingress and egress to the American Linen Supply Co. and the Boy Scout Headquarters presently located on First Avenue. Cost of removing utility lines is also a factor. There has not been much change in proposed land use. Light manufacturing has been decreased approximately 18% in the new plan and motel areas increased 80%. General commercial is decreased 6% and parking increased by 8%. There is a difference in thinking, however. The old plan called for a parking field while in the new plan, parking structures are considered as alternates for other uses.

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PARKSIDE HOMES REZONING REQUEST

Mr. Keefe explained the history of this area as being a former war housing project at the tip of St. Johns. The property was transferred from the Housing Authority to the Development Commission. The Planning Commission, in the St. Johns Comprehensive Plan report, approved a plan apportioned between A2.5 and M4 zones. The present request by the Development Commission is primarily for M2.

Mr. Prichard was interested in whether the Development Commission will develop the area itself if the zone change is granted. Mr. Clark questioned the availability of railway facilities to all parts of the area.

No action was taken by the Commission since staff studies are not yet complete.

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PLANNING COMMISSION STATEMENT OF ACCOMPLISHMENTS

Mr. Sroufe presented a suggestion to the Commission that the various members be assigned to write a resume of the various accomplishments of the Planning Commission in its several fields. These would be presented to the press.

This was thought to be an excellent idea by the Commission members and all agreed that it would be a fine thing for the people of Portland to be given such information. It was also agreed that some assistance from the editorial staffs of the newspapers should be solicited.

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MEETING WITH CITY COUNCIL

Mr. Sroufe pointed out that such a meeting should be mutually beneficial and it is hoped that such meetings may be held regularly. It was unanimously felt that a joint meeting should accomplish three things: 1) let the Council know that the Commission wants to help it; 2) make sure that the Council and Planning Commission are of one mind; 3) develop confidence in the Planning Commission on the part of the City Council.

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AMENDMENTS TO ZONING CODE (PROGRESS REPORT)

Mr. Keefe distributed an outline of amendments being worked on by the staff.

Meeting adjourned.

Lloyd T. Keefe
Planning Director

LTK/plh

MINUTES OF MEETING
ZONING COMMITTEE
November 10, 1960

The Zoning Committee of the City Planning Commission met on Thursday, November 10, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Kochendoerfer; Members Dudley and Clark; Planning Director Keefe, Assistant Director Cannady; Building Inspection Director Benard and Recorder Reilly.

P. C. File No. 3898 C --- A Conditional Use request for a Home Occupation, to operate an automobile repair garage in an A2.5 zone, for property located in the middle of the block on the north side of SE Yamhill Street between SE 35th and 36th Avenues, legally described as Lot 9, Block 20, Sunnyside, presented by Harry O. and Ruth M. Miller, 3535 SE Yamhill Street.

This request had been considered at the meeting of October 27, 1960, at which time it was referred to the staff for a study of the possibility of zone change for this property, since the Committee concurred with the staff recommendation that the request be denied as a home occupation, and that automobile repair as such should not be considered as a home occupation.

Mr. Cannady reported that the staff prefers a revocable permit in this instance, rather than a zone change, or home occupation. The zone change could not be justified, in th opinion of the staff; although the lot does abut the M3 zone along the rear lot line, it is located in the middle of a residential block, and faces a residential block. H also brought out the technical point that according to the Code a home occupation should be in the dwelling.

A brief discussion substantiated the Committee's previous opinions.

Action: Denial of the request as a home occupation; Recommendation of a revocable permit; to be in effect for two years only, and the applicant to be advised to find a business location for his activities; Approval of a Code Interpretation that repair of automobiles in an accessory garage is not a home occupation.

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P. C. File No. 3906 C --- A Conditional Use request for a Home Occupation -- to conduct a dance studio in an R7 zone on the west side of NW Cornell Road north of NW Lovejoy Street, which is legally described as Lot 3 and the south 28 feet of Lot 4, Block 1, Fordham Heights; Elliott E. and Hildegard E. Smith, applicant.

This request was considered by the Committee at the October 27, 1960 meeting, at which time several remonstrators appeared. In view of this neighborhood feeling, as well as the size of the proposed operation, the Committee continued the matter to the meeting of November 10 to give the applicant an opportunity to revise her request.

The applicant has submitted a new request for permission to give private lessons in ballet and tap with record player accompaniment. She states that she would teach in her home only one day a week, with no more than 4 students a day.

Mrs. Smith appeared to further explain her request, adding that the home occupation would be primarily for the teaching of handicapped children who find it difficult to

attend classes.

One written remonstrance was read.

Action: In view of the remonstrances against the request, as well as the feeling of the Committee that the accompanying music of such an activity could be annoying in such a residential zone, the request was denied.

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P. C. File No. 3909 C --- A Conditional Use request for approval of a campus plan for the existing Lutheran College and additions thereto, presented by Concordia College, 2811 NE Holman Street. The property is located in an R5L zone, between NE Liberty and NE Holman Streets and between NE 27th and NE 30th Avenues, and is legally described as Lots 13, 15, 17, 19 and 29, 31, 33, Block 35, Irvington Park; Tax Lot 36, Sec. 13 IN 1E, Lots 2 to 5 and 8 to 11, Block 69 Irvington Park; Lot 3, Block 55, Irvington Park.

The staff report was read by Mr. Cannady, together with the letters of remonstrance. These consisted of one petition, with 9 signatures and two individual letters. The main objection presented was concerned with the parking situation.

Mr. Kochendoerfer raised the question of a possibility of the College acquiring more property. Mr. Kurt P. Schuette, representing the college, answered that they did not have the funds for such acquisition.

Action: Staff recommendation adopted with condition concerning parking to be worked out with the staff. This recommendation included:

1. Approval of conditional use request per plan submitted provided 9 additional parking spaces are provided on the west side of NE 29th Avenue.

2. Approval of yard and fence variances requested.

3. Approval of variance for reduction of site size for the dormitory.

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P. C. File No. 3912 C --- A Conditional Use request for permission to construct a new church in an A2.5 zone, on the northeast corner of NE Failing Street and NE Mallory Avenue, legally described as Lot 9, 10, 11, Block 8, Albina Homestead. Church of Christ, 2413 N. Albina Avenue is the applicant.

The staff report was read by Mr. Cannady, together with the letters of remonstrance.

Several representatives of the church appeared to explain the plan. Since the main objection seemed to be to the type of structure, they admitted that it would be a flat-roof type of structure, but stated that there should be no concern for later unsatisfactory development since the propery will not be up for sale.

Action: Staff report adopted, recommending approval with no variances from the requirements of the Code.

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P. C. File No. 3914 C --- A Conditional Use request for a home occupation in Zone A2.5, to consist of a pen dispensing service. The applicant's property fronts on

SE Woodstock Boulevard near SE 60th Avenue and is legally described as Lot 27, Block 13, Tremont Place; Irwin and Beatrice M. Martin, applicant.

The staff report was read by Mr. Kochendoerfer, which pointed out that there would be practically no activity in the home in connection with this business since it would consist of placing pen dispensing machines in business houses.

There were no remonstrators.

Action: Approval

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P. C. File No 3918 C --- A Conditional Use request for a home occupation -- income tax and bookkeeping service, presented by Dorothy M. Peterson, to be conducted in her home on the west side of NE 13th Avenue just north of NE Stanton Street, in an R5 zone; legally described as Lot 9, Block 82, Irvington.

Mr. Cannady read the staff report which pointed out that this proposed use should have no adverse impact on surrounding properties, as all business would be carried on over the phone or by mail.

Action: Approval

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P. C. File No. 3919 C --- A Conditional Use request for permission to construct an addition to an existing day nursery in an A2.5 zone, presented by Mr. and Mrs. Robert N. Torrey. The property fronts on the south side of SE Gladstone just west of SE 37th Avenue and is legally described as the west 100 feet of the east 150 feet of Lot 8, Block 1, Williams No. 2.

The applicant, Mrs. Torrey appeared and explained the plans, which were studied by the Committee. She stated that these plans have been reviewed by the nursery inspector, and have been found satisfactory. She also stated that the temporary structure, presently sheltering an airplane in the play area, will be removed.

Action: Staff report adopted, which recommended:

1. Approval provided the plane and shelter are removed by January 1, 1961 and that this property not be used for any other activity but nursery school use and residential use.

2. Approval of the existing cyclone fence and a variance waiving the required evergreen vines.

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Petition No. 3913 --- A request by Henry D. and Pholomene C. Voight to change from Zone R5S to C2S Lot 13, Block 22, Catherine Addition, which is located 100 feet west of the west line of NE 82nd Avenue and fronting on the south side of NE Wasco Street.

Mr. Voight appeared and, in answer to questions, stated that he had no specific proposal in mind for development of the property, although some thought was being given to a clinic. Because of its location adjacent to the NE 82nd Avenue commercial

strip and the Banfield Expressway approach road on NE 81st Avenue and NE Wasco Street, the existing dwelling on this lot is difficult to rent.

In the opinion of the staff, as stated in the staff report, the applicant's property and the two lots to the north of the east side of NE 81st Avenue between NE Clackamas and NE Wasco Streets are no longer suitable for residential use.

Action: The Committee approved the request for zone change, but did not feel that Planning Commission initiation to extend the C2S to the above described two lots is indicated at this time.

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Petition No. 3915 and Petition No. 3916 --- Because the property included in the two petitions is adjacent, and because of the same ownership, these two petitions were considered together. The request is a change from R7 to A2.5, and both parcels are to be used for apartment development. The property is legally described as Lot 5, Block 2 and Lots 4 and 5, Block 3, Starlite View, located on SW Capitol Highway and SW Florida Street.

Mr. Harry Rosenthal, representing Custom Realty appeared and explained the plans.

The staff report pointed out that a detailed study of this SW Vermont Street - SW Capitol Highway area appears to be in order, judging by the number of recently approved zone changes from single-family to apartment zoning. Granting this request would be in harmony with previous approvals.

Action: Approval of the request zone change recommended.

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Petition No. 3920 --- A petition to change from Zone A2.5L to C2L the property located near the SE corner of NE Killingsworth Street and NE 16th Avenue, legally described as Lots 4,5,6 and the north 8 feet of Lot 19, Block 4, Vernon, to construct a new market with required off-street parking. Applicant is Nick Burt, William L. and Helen K. Etheredge, owners and Kenneth J. and Anna M. Miller contract purchaser.

The applicant appeared and explained the plans to the Committee.

The staff report pointed out that this location would be near the intersection of two major streets (NE Killingsworth Street and NE 15th Avenue), and such an enlargement of this NE Killingsworth commercial area would be in accord with the City's Development Plan.

Action: Approval of the request zone change.

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Scattarella request for Commission initiation of zone change:

Mr. Cannady read a letter from Norman N. Griffith, attorney, representing Dr. Donald J. Scatarella, requesting Planning Commission initiation of a zone change from R5 to C4 for Lots 7 and 8, Block 29, Carson Heights, located on the northwest corner of SW Carson Street and SW Terwilliger Boulevard, to permit construction of a medical clinic.

Zoning Committee November 10, 1960

Mr. Griffith appeared and explained the plans. He also pointed out, as was said in the letter, that it was felt that because of the neighborhood opposition it would be difficult to obtain signatures for a petition, and this, in addition to the fact that the Planning Commission had previously approved the zone change, caused them to request the initiation.

Mr. Cannady, during the discussion following Mr. Griffith's departure, explained the history of the case to the Committee, including the fact that the Commission had approved a previous request, which had subsequently been denied by the Council because of the large neighborhood opposition.

Action: It was unanimously agreed that while a Commission initiation might be considered because of the previous staff and Commission recommendation of approval, on the other hand, considering the neighborhood opposition, the applicant should have to obtain the signatures in the usual way.

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P. C. File No. 3917 C --- Conditional Use request for a home occupation, presented by Sophie Conchuratt, owner and William J. and Elearno M. Ryan, renter, to conduct a part time floor waxing business in an R5 zone. The property is located just south of NE Fremont Street on NE 18th Avenue and is legally described as Lot 4, Block 43, Irvington Addition.

The staff report was read by Mr. Kochendoerfer. There were no remonstrators.

Action: Approval.

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Petition No. 3928 --- A request by Sam and Jessie G. Sposeto, owner and George and Esther Grace, contract purchaser, for a change of zone from R5 to A2.5 for the property located on the east side of SW Capitol Highway north of SW Miles Street and legally described as Lots 16 and 17, Block 5, Townsend Addition, to construct a four-plex on a parcel measuring 100 by 100 feet.

It was pointed out in the staff report that this property is located in the middle of a neighborhood but fronts on an arterial and is near commercial zoning. In addition, the zone change represents a logical expansion of existing A2.5 zoning.

Action: Adoption of staff report recommending approval.

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P. C. File No. 3931 R --- A revocable permit request for permission to erect a sign for a non-conforming grocery in an A2.5L zone. The applicant is Fred Anderson, owner and Claude C. Holt lessee, and the property is located on the northeast corner of NE Fremont Street and NE 15th Avenue (ANP Grocery) and is legally described as Lot 10, Block 14, Dixon Place.

A non-conforming use in an R or A zone is permitted to have a 50 square foot sign (either illuminated, but non-flashing, or unilluminated) flat against the building. The staff believes a projecting sign would not be harmful at this location provided it is relatively small and is non-flashing.

Zoning Committee November 10, 1960

Action: Approval of the projecting sign provided it is no larger than 60 by 39 inches and that it is non-flashing.

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Meeting Adjourned

Lloyd T. Keefe

Lloyd T. Keefe
Planning Director

DDC:r

MINUTES OF MEETING
ZONING COMMITTEE
November 25, 1960

The Zoning Committee of the City Planning Commission met on Friday, November 25, 1960, at 3:00 p.m. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Kochendoerfer, members Clark and Prichard, Planning Director Keefe and Assistant Director Cannady; recorder Reilly.

P. C. File No. 3921 C -- A Conditional Use request for permission to construct a three-story apartment building accessory to Emanuel Hospital in an A2.5 zone. The property is located on the west side of N. Commercial Avenue between N. Graham Street and N. Stanton Street, and is legally described as Lots 10, 12, 14 and 18, Block 1, Abends Addition.

The staff report was read by Mr. Cannady and the plans were explained by the architect, Mr. Earl Newberry.

Action: Staff report adopted, which recommended approval of Conditional Use request and approval of the following variances: 1) Front yards of 20 feet on N. Commercial Avenue and 27 feet on N. Stanton Street. 2) Building height of 3 stories, with 2 story maximum on N. Commercial Avenue and 3 stories at rear.

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P. C. File No. 3922 C -- A Conditional Use request for a home occupation, consisting of part time TV sales; Jerry and Betty Sells, applicant. The property is located on the south side of N. Amherst Street between N. Cary and N. Macrum AVenues in an R5 zone, and is legally described as Lot 17, Block 3, Willamette Boulevard Acres.

The staff report was read by Mr. Cannady, together with letters of remonstrance.

Mr. Obradeovich, 708 N. Amherst Street, appeared to voice his objection to the request. He stated that the noise wakens him as he works a swing shift. Also that cars are parking "every place".

Mr. Sells, the applicant, answered this complaint by stating that there was not enough traffic to keep anyone awake, and that as to the parking problem, a mistake was made in one instance and a customer parked in the neighboring driveway.

Mr. Kochendoerfer explained the Committee policy of denial of applications of this kind on the basis of inconvenience to neighbors etc. when moving large pieces of furniture in and out of the residence.

Mr. Wm. McCoy, 6650 and Mr. Ivy Campbell, 523 N. Knott Street, also spoke in opposition to the request.

Action: Denial

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Zoning Committee

November 25, 1960

P. C. File No. 3934 C --- A Conditional Use Request for permission to add new installations to an existing electrical switching station in an R5 zone on the north side of Swift Boulevard, near N. Charleston Avenue, which is legally described as Tax Lot 39, Sec. 1, T1N, R1W; applicant, Pacific Power and Light Company.

The Committee saw nothing objectionable in the plan as presented. In explaining the staff recommendation Mr. Keefe emphasized the requirements of setbacks.

Action: Adoption of staff report, recommending approval provided there is no construction within 70 feet of Swift Boulevard.

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P. C. File No. 3935 C --- A Conditional Use request to allow construction of a one-story three-classroom addition to an existing parochial school, in an R5 zone, fronting on NE Klickitat Street between NE 23rd and NE 24th Avenue, legally described as Lots 5 to 16, Block 1, and all of Block 2, Irvington; Archdiocese of Portland in Oregon, applicant.

The staff report was read by Mr. Cannady, together with one letter of remonstrance.

Mr. Francis Jacobberger, architect, represented the applicant and explained that this project was submitted to the Planning Commission staff about 3 years ago, with the emphasis on building a parking lot and playroom. A heating plant was also shown on the previous plans, which is not necessary now. This project was not completed, he stated. He also explained that the required 30 foot front yard would destroy the playground now used for playground and parking together.

The excessive lot coverage and shortage of yard requirements were discussed by the Committee, and compared with the previous case of the St. Cecilia Church. It was the feeling of the members that the property should be viewed before reaching a decision.

Action: Continue to December 8, 1960 meeting, and members of Committee to view property prior to meeting.

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Petition No. 3923 --- A zone change request by Hattie M. Mulford, to change from R5 to A2.5, Lot 40 and the north 15 feet of Lot 39, Block 14, Hawthorne Avenue Addition, which is located one-half block south of SE Hawthorne Boulevard on the southeast corner of SE 41st Avenue and SE Clay Street, to make an existing duplex conforming.

Mr. Cannady discussed the staff recommendation of Planning Commission initiation of A2.5 zone change for a small area to be delineated by the Planning staff, to include the existing non-conforming apartments and duplexes on SE 39th Avenue and SE 40th Avenue.

Zoning Committee November 25, 1960

After a brief discussion the Committee saw no objection to the zone change included in the petition, but felt that the staff should give further study, including further field tripping before approving a Commission initiation of the suggested further change.

Action: Approval of zone change request.

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P. C. File No. 3943 R -- A Revocable Permit request for permission to erect an outdoor advertising sign in an R5S zone, between the NE Multnomah Street off-ramp of the Banfield Freeway and NE Hassalo Street, near NE 89th Avenue, which is legally described as Tax Lot 487, Sec. 33, 1N, 2E. The applicant is Gateway Chamber of Commerce and Union Central Company, by Fred Meyer, President.

The staff report, which recommended denial, was read by Mr. Cannady, and Mr. Hal White, representing Fred Meyer, explained the need for the sign.

The discussion by the Committee was concerned mainly with the possibility of setting a precedent if this request is granted, since many of the freeways will be going through residential areas. The possibility of the State Highway Department furnishing a bigger sign was also discussed. Mr. Keefe suggested that the Highway Department be contacted to ascertain what their plans for signs are.

Action: Continue to meeting of December 8, 1960 to give staff opportunity to check with Highway Department.

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Petition No. 3939 --- A zone change request by Henrietta P. Miller, owner and Harry and Lavalle Stoinoff, optional purchaser, for a change of zone from A1 to C5 for the property located on the southwest corner of SE Milwaukie Avenue and SE Ramona Street, which is legally described as the north 83.03 feet of Lot 9, Block 2, Brown's Tract.

Mr. Cannady explained that the applicant proposes to erect a new dental office on a partial lot measuring approximately 48 by 83 feet or 4,000 square feet. He further pointed out that the staff felt that granting this change to C5 appears desirable because C5 zoning requires commercial uses to be developed in such a manner that they become compatible with surrounding residential properties. The staff also believed that the small parcel containing a tavern and adjoining the property under consideration on the south should be changed to C2. Then the applicant could comply with C5 requirements except for needing one yard variance on the west line.

Action: Adoption of staff report which recommended: 1) Approval of zone change request. 2) Planning Commission initiation of a zone change from R5 to C2 for Tax Lot 2 of Lot 9, Block 2, Brown's Tract.

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Zoning Committee November 25, 1960

Porter Petition Report (Continued)

Council initiation) from A2.5 to A1 for the property located between SE Bidwell Street extended, SE Miller Street extended, SE 23rd Avenue and SE 21st Avenue, which recommendation had been made more in a spirit of cooperation with the Council than with the honest conviction of the wisdom of the change.

The Council has, he reported, after two hearings, now denied the zone change. He felt that this outcome would be of interest to the members of the Committee, in which he was correct.

Meeting Adjourned

Lloyd T. Keefe

Lloyd T. Keefe
Planning Director

DDC:r

MINUTES OF MEETING
Streets Committee
November 29, 1960
2:00 P.M.

The Streets Committee of the Portland City Planning Commission met on Tuesday, November 29, 1960, at 2:00 P.M. in the conference room of the Commission at 424 SW Main Street.

Those present were: Chairman Thompson and Member Prichard; City Engineer Short, Traffic Engineer Neely, Planning Director Keefe; Senior Planner Blakesley; City Planner Clark and Recorder Dickson.

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V29-60 -- Vacation of NE 91st Ave. south of NE Halsey Street and NE Clackamas Street between NE 91st and 92nd Avenues. Petitioner: W. F. Tannler of Dean Vincent, Inc. represented Marley Brown Lumber Service at the meeting.

Staff Report: Follows these minutes.

Action Taken: The Committee postponed its decision pending 1) further information and staff discussion with the petitioner regarding site needs and 2) further opinion from the City Engineer on the new NE 90th Ave. proposed by the staff. On December 5, the Committee adopted the report and recommendation contained in the following letter to L. H. Rosenthal, City Engineer, dated December 5:

The City Planning Commission, on November 29 and December 5, 1960, considered the vacation petition referred to above. The Planning Commission found as follows:

Petitioner's property is located in an "island", isolated from surrounding areas by NE Halsey Street on the north and the Banfield Expressway on the south. Petitioner's property is zoned M2. Vacation of these streets will make possible the development of the petitioner's property as a unified industrial site of 3.8 acres.

"Island" property to the west of the petitioner's property contains about 45 dwelling units and is zoned R5. Although the entire "island" is designated on the Planning Commission's Comprehensive Development Plan for eventual industrial use, the age and condition of the dwellings is such as to merit their continued protection from the industrial portions for the forseeable future. Construction of the proposed Banfield-Burnside connection, shown on the Comprehensive Development Plan, is not likely in the near future but, when accomplished, will hasten the transition of the residential portion of the "island" to industrial use.

Immediately to the south of the petitioner's property is a Union Pacific team track, from which an average of two to three railroad cars per day are unloaded by firms not possessing their own railroad siding. Union Pacific states that the capacity of the track is seven or eight cars per day.

The problem posed by the present vacation petition is the problem of providing for property access and circulation within the "island", and the eventual transition to complete industrial use, while at the same time protecting the existing dwellings until such time as the transition is desirable.

The vacant Palmer property which is adjacent to petitioner's property is landlocked. Industrial development of this property, and of the Moreland property to its west, in order not to draw industrial traffic through the residential area, will require new means of access. The widening and extension westward from NE 92nd of NE Wasco Street would serve this purpose, as would a new cul-de-sac along petitioner's property line from NE Halsey Street. The latter would be preferable, however, since 1) it would provide a second means of access to the team track, 2) there would be no conflict with the spur track required by the petitioner, and 3) it would make possible an eventual connection with either NE Clackamas or NE Wasco, depending upon redevelopment proposals for the area.

Note that the present M2 zoning should not be extended westward except on condition that the remainder of the new cul-de-sac be dedicated as the sole means of access, unless a plan is presented for industrial redevelopment of the entire area between the new cul-de-sac and NE 88th Avenue.

In addition to the opportunity to obtain this needed access, the vacation petition presents the opportunity to widen NE 92nd Avenue. Additional width would bring this section of 92nd Avenue up to a minimum standard for industrial streets and improve the desirability for development of the remaining vacant property on the east side of 92nd. Although this would increase the jog at 92nd and Halsey, the amount of traffic likely to make this jog would probably be negligible.

NE Halsey Street between 84th and 92nd has recently been widened through acquisition of an additional 10 feet on the north side to create a 70 foot right-of-way. The present vacation petition presents the opportunity to obtain

an additional 10 feet on the south side for about a third of this distance, bringing the total width closer to the 90 foot standard for Halsey Street adopted by the Streets Committee in 1955. Although this additional width is not considered immediately essential by the Traffic Engineering Department, since the Halsey Street viaduct will accommodate only three lanes, it will assure an additional separation between the "island" industrial area and residential development to the north.

It is the recommendation of the Planning Commission that NE 91st Avenue between NE Halsey and NE Wasco Street and NE Clackamas Street between 91st and 92nd Avenue be vacated as petitioned, subject to the following conditions:

1. That the petitioner either a) dedicate a new 60-foot right-of-way (N. E. 90th Avenue) along the western edge of his property or b) acquire the Palmer property and dedicate a portion of NE 90th Ave., shown on the attached map. (Petitioner has indicated his ability and consent to comply with the latter alternative.)

2. That the petitioner dedicate an additional 25 foot strip to extend NE Wasco Street from NE 91st Avenue to the new NE 90th Ave. (This is to be acquired to provide for the possibility that the dedication of the north end of NE 90th Ave. through the Gordon property is not obtained. It is assumed that an additional 35 feet of width can be obtained from the railroad right-of-way if needed or, alternatively, that this entire section of NE Wasco Street between the new NE 90th Ave. and NE 92nd. Ave. could be vacated at such time as the north end of the new NE 90th Ave. through the Gordon property is dedicated).

3. That the petitioner dedicate an additional 10 feet to bring 92nd Avenue between NE Halsey and NE Wasco Street up to standard.

4. That the petitioner dedicate an additional 10 feet of property to increase the right-of-way of NE Halsey to 80 feet.

NOTE: Street area to be vacated totals 26,200 square feet. Street area to be dedicated, assuming acquisition of the Palmer property, totals 30,500 square feet.

Copies of a map of the area illustrating the Planning Commission recommendation are enclosed for Council information.

Yours truly,

/s/ Lloyd T. Keefe
Lloyd T. Keefe
Planning Director

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D27-60 -- Dedication of SE 36th Place off SE Lafayette Court. Sponsor, J. V. Flynn

Information and Discussion: Staff report follows these minutes. Mr. J. V. Flynn was present at the meeting and indicated willingness to dedicate a 10' width pedestrian easement suggested by the staff. Improvement of the pedestrian way was discussed, but the decision of the Committee was to not make it a condition for approval of the dedication of SE 36th Place.

Action Taken: The Committee recommended approval of the cul-de-sac dedication as proposed, on condition that a pedestrian easement 10' wide be dedicated from the south end to SE Francis Street. This condition will be re-considered by the Planning Commission if, for any reason not presently anticipated, the pedestrian easement cannot be secured or if its function should be taken over by a new street connecting the cul-de-sac with SE Francis Street.

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V28-60 -- Vacation of a portion of the SW Sherwood Place turn-around at south end of Portland Heights Park. Petitioner: Allison Dean for Robert C. and Kathryn I. Kipp.

Information and Discussion: The staff report follows these minutes. Acceptance for maintenance by the City of the connecting link between "Panorama" and "Portland Heights" as a necessary prior condition to the vacation of the turn-around was discussed by the Committee, but its decision was to approve the vacation outright. The turn-around itself exists only on paper.

Action Taken: The Committee recommended that the vacation of the unneeded portion of SW Sherwood Place turn-around be approved on condition that property from Lot 48, Portland Heights Park be dedicated to smooth the inside of the street curve at that point.

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P30-60 -- Request for purchase of two triangular city-owned parcels in Block 15, Portland Homestead, fronting on the west side of Barbur Blvd. between SW Hamilton and SW Seymour Streets. Sponsor: John F. Reynolds, Attorney, acting for Mr. R. B. Rands.

Staff Report: Follows these minutes.

Action Taken: The Committee recommended that the two parcels in question not be sold at this time.

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V31-60 -- Vacation of NE 29th Avenue between NE Clackamas and NE Wasco Streets. Petitioner: Independent Corporation and Hyster Co., 2902 NE Clackamas.

Information and Discussion: The staff report follows these minutes. The Committee discussed the vacation of NE Wasco Street east of NE 28th Avenue in addition to the vacation requested, and indicated that it would probably be favorably disposed toward the additional vacation, but that agreement to such would not be required of the sponsor as a condition to approval of the vacation of NE 29th as requested.

Action Taken: The Committee recommended that the vacation of NE 29th Avenue between NE Clackamas and NE Wasco Streets be approved as requested.

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V32-60 -- Vacation of NW 20th Avenue between NW Front and NW Sherlock Avenues. Petitioner: Commission of Public Docks.

Staff Report: Follows these minutes.

Action Taken: The Committee recommended that the vacation of NW 20th Avenue between NW Front Ave. and NW Sherlock Ave. be approved as requested.

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V5-60 -- Re-alignment and extension of N. Channel Avenue to N. Lagoon Avenue on Swan Island. Petitioner: Port of Portland.

Staff Report: Follows these minutes.

Action Taken: The Committee recommended approval of the re-alignment and extension of N. Channel Avenue as requested.

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Meeting adjourned 3:30 P.M.

Lloyd T. Keefe

Lloyd T. Keefe
Planning Director