

**ORDINANCE No. 188995 As Amended**

Rename streets west of the Willamette River and east of SW Naito Pkwy, SW View Point Terr and Tryon Creek State Natural Area from Southwest to South, creating a sixth addressing sextant in the City of Portland and Multnomah County; and rename SW Aventine Circus, SW Esquiline Circus, SW Front Ave, SW Northgate Ct and SW South Ridge Dr (Ordinance; amend Ordinance No. 61325; amend Code Chapter 24.75.010)

The City of Portland ordains:

Section 1. The Council finds:

1. The City of Portland was incorporated on February 8, 1851 without a uniform system of naming streets and with a confusing address numbering system, generally consisting of 20 numbers per block.
2. Portland, East Portland and Albina consolidated on July 1, 1891, further exacerbating the problem of redundant street names in different sectors of the newly-consolidated City of Portland. Multiple streets had as many as twelve different block numbering grid locations. On December 24, 1891 visiting City of Chicago Alderman F. Vierling released the recommendations of a Street Committee convened by Mayor William S. Mason for the purposes of improving wayfinding in the City of Portland:
  - a. One name would follow one street clear across the City, rather than have several names in different sections; and
  - b. The oldest of several names would be preserved, the other discarded; and
  - c. There would be baselines dividing the city into quadrants, and houses would be numbered out from the baselines; and
  - d. North-south streets would be called "avenues" and east-west streets would be called "streets", and highways running diagonally would be called "roads", and
  - e. There would be 100 numbers assigned to each block.
3. The City Council approved Ordinance No. 7263 on January 6, 1892, approving the "Great Renaming of 1891", changing approximately 150 street names.

4. The area east of Southwest Front Avenue (now Southwest Naito Parkway) and SW View Point Terrace had experienced very little development as of 1892 per the City of Portland map shown in Exhibit A. Further, the total population of the City of Portland as of the 1890 census was 46,385 citizens with a small population in what is now the leading zero addressing area. Much of this area was industrial or oriented to the river.
5. Wayfinding is increasingly important with today's high-density development including Portland's largest employer, Oregon Health Sciences University (OHSU) and significant residential multifamily development.
6. The City Council approved Ordinance No. 61325 on September 2, 1931, resulting in Citywide implementation of the recommendations described of Finding No. 2 of this Ordinance. Five (5) addressing quintets were established in Portland, with North Williams Avenue dividing North and Northeast Portland; the Willamette River dividing East and West Portland; East Burnside Street dividing Northeast and Southeast Portland; and West Burnside Street and West Burnside Road dividing Northwest and Southwest Portland. This Ordinance also empowered the Portland Police Bureau to enforce addressing duties, which conflicts with Code Chapter 24.75.010, the duties of which are currently carried out by the Bureau of Development Services.
7. Ordinance No. 61325 has been instrumental in establishing the ease of wayfinding within the City of Portland. Its directive to establish uniform street naming conventions within the street naming grid has been particularly beneficial to wayfinding. Other cities adjacent to Portland have not fully adopted this standard. In contrast, all arterials have the same name within the City of Portland, and Portland arterials extending east into Gresham retain the same street name when crossing city boundaries.
8. Significant development and population growth has occurred since the Council actions identified in Finding No. 3 and Finding No. 6 of this Ordinance. The addition of new public streets in South Waterfront has increased confusion resulting from leading zero addressing, which occasionally results in geocoding of or 9-1-1 dispatching to an address on Marquam Hill instead of to South Waterfront.
9. Portions of neighborhoods which are not experiencing significant development and population growth also experience problems with leading zero addresses. There are currently eleven (11) addresses on the same streets in Southwest Portland but for omitting the leading zero. Although little growth has occurred in the Riverdale neighborhood relative to the South Waterfront neighborhood, multiple wayfinding issues and concerns were communicated to staff reflecting nonstandard street naming and addressing conventions prevalent in portions of the Riverdale neighborhood. Similarly, the addressing boundary in the Collins View Neighborhood does not consistently follow established landmarks nor street centerlines when possible.

10. Leading zero addressing requires extra time to dispatch each 9-1-1 call to confirm addresses that could potentially be leading zero, even if ultimately confirmed to be west of SW Naito Parkway, SW View Point Terrace and Tryon Creek State Natural Area. This additional dispatching validation step places unnecessarily additional burdens on 9-1-1 callers when they may be incapacitated or unfamiliar with their geographic location.
11. Databases and information technology applications which geocode addresses were nonexistent in 1931. It is increasingly difficult to troubleshoot and program information technology workarounds to leading zero addressing, the most important of which is the City's 9-1-1 dispatching system. Successful software patching to accommodate leading zero addressing in Southwest Portland east of SW Naito Parkway and SW View Point Terrace comes only with hidden costs of staff time, potential direct costs of consulting out such work, and a reduced pool of information technology vendors capable or willing to support leading zero addressing.
12. SW Whitaker Street is near other streets which are named after former Oregon governors Joseph Lane, John P. Gaines, George Law Curry, A.C. Gibbs, George L. Woods, La Fayette Grover, Z.F. Moody, and Sylvester Pennoyer. The naming of SW Whitaker Street was intended to honor former Oregon governor John Whiteaker, and per *Portland Names and Neighborhoods: Their Historic Origins* published by Eugene E. Snyder in 1979, the spelling of his name on the street has been "corrupted." However, the street is uniformly named within Southwest Portland consistent with Finding No. 2a of this Ordinance. Albeit on a different block numbering grid, the SW Whitaker Street naming is consistent with the naming of North Whitaker Road and NE Whitaker Way, which are named for a pioneer settler along the Columbia Slough. This Ordinance therefore does not make any changes to the spelling or naming of SW Whitaker Street aside from changing the directional from Southwest to South east of SW Naito Parkway.
13. The City of Hillsboro has begun successfully implementing multiple phases of street naming changes since the Hillsboro City Council first adopted Hillsboro Resolution No. 2516 on February 16, 2016. These street name changes are much more major than what is proposed in this Ordinance, similar to the major City of Portland changes approved with Ordinance No. 61325 on September 2, 1931.
14. In contrast, most streets and properties readdressed by this Ordinance will have only have a single letter change to the street name, removal of a zero from the address, and/or the removal of a "W" from the directional portion of their address.

15. This Ordinance will eliminate problems with wayfinding as documented in Exhibit E of Resolution No. 37257 approved by Council on December 14, 2016, which provided a preliminary list of streets in the leading zero addressing area, which is superseded by this Ordinance.
16. The estimated cost of changing street signs is estimated at \$305,000, which was communicated to the Planning & Sustainability Commission (PSC) and has since been refined in greater detail pursuant to the PSC's directive to further resolve wayfinding issues. This expenditure will result in reduced information technology costs by eliminating the need to test and program for leading zero addresses, and will also accelerate the replacement of incorrect and faded street signs which are not currently compliant with Manual of Uniform Traffic Control Devices. Council adoption of this Ordinance will avoid the wasted expense of beginning to replace street signs in the leading zero area on a piecemeal basis, only to replace them again to resolve the wayfinding issue.
17. The City of Portland administers land use and planning functions on behalf of unincorporated Multnomah County per an Intergovernmental Agreement on January 4, 2002, as amended by Ordinance No. 179313 approved by Council on June 8, 2005, providing the authority for the Council to change addresses and street names in Riverdale in the exercise of its planning and land use powers.
18. The current names of NE Wheeler Avenue from N. Ramsay Way to N. Interstate Ave., and N. Interstate Avenue from NE Wheeler Ave. to NE Oregon St. are not compliant with Code Chapter 24.75.010. These portions of NE Wheeler Ave. and N. Interstate Ave. are aligned with current N. Williams Ave. to the north, but no businesses are addressed on the portions of NE Wheeler Avenue nor N. Interstate Avenue proposed to be renamed to N. Williams Avenue. The high level of visitor traffic to this area and pedestrian activity in this area underscores the importance of driver and pedestrian orientation. Consistency in street naming and having the North/Northeast Portland boundary consistently along the centerline of N. Williams Avenue in lieu of an indiscernible line through the Rose Quarter will help to orient drivers and pedestrians to the district, thereby improving circulation.
19. Glisan Street no longer exists between the Willamette River and NE 8th Avenue. This westerly portion of NE Glisan Street was renamed to NE Lloyd Blvd. on May 25, 1994 per Council passage of Ordinance No. 167689 without updating the reference to Glisan Street in Code Chapter 24.75.010.

20. The Planning & Sustainability Commission (PSC) held a public hearing on March 13, 2018 pursuant to the requirements of Code Chapter 17.93.040.F and recommended the creation of the South Portland addressing sextant. The PSC included in its recommendation that PBOT should make addressing changes beyond removing the leading zero and changing Southwest to South in response to property owners' individual concerns about wayfinding issues that will not be solved solely with removal of leading zero and changing Southwest to South. Due to the number of streets being renamed by this Ordinance, the Planning & Sustainability Commission did not individually consider each street to be renamed at its March 13, 2018 hearing, but provided broad policy guidance to PBOT staff and Council to comprehensively resolve wayfinding and other issues to benefit the public per Exhibit B of this Ordinance.
21. Staff review of Code Chapter 24.75.010 subsequent to the PSC recommendation to create a South Portland addressing area found the current inconsistency between street names in the Rose Quarter area and the addressing protocol of Code Chapter 24.75.010, which should be resolved simultaneously with the implementation of the South Portland addressing area.
22. Streets whose underlying names are changing (aside from a directional change) to improve wayfinding and emergency response are identified as a major change in Exhibit C. Establishing SW View Point Terrace as the consistent addressing boundary south of SW Naito Parkway significantly reduces the number of midblock addressing boundaries of the current leading zero addressing on east-west streets.
23. The Bureau of Development Services (BDS) is the lead addressing authority for the City of Portland and unincorporated Multnomah County for which Portland provides planning and land use services, which will not be changed by this Ordinance. However, the BDS Director has requested a temporary reassignment of this authority to the Portland Bureau of Transportation (PBOT) for purposes of properly coordinating the renaming of streets with the change of addresses directed by this Ordinance. This request is attached as Exhibit D. A request from the Fire Marshal to change street names and addresses as necessary to improve wayfinding and emergency response is attached as Exhibit E. This Ordinance does not change PBOT's role under Title 17 in renaming streets with Council approval.

24. Addresses whose underlying numbers or streets are changing (aside from a leading zero removal or directional change) to improve wayfinding and emergency response are identified with an asterisk in Exhibit F. No currently-occupied buildings will need to be assigned new addresses per directives 'k' through 'o' of this Ordinance, which affects street segments for only bicycle and transit access through the Rose Quarter Transit Center, and will not affect the renaming of N. Winning Way to N. Ramsay Way per Ordinance No. 186793 adopted by Council on September 3, 2014. The Tri-County Metropolitan Transportation District of Oregon was notified of this change on April 23, 2018 and concurred with this change on April 24, 2018.
25. Notice of the proposed street name changes referenced in Exhibit C were published in the Daily Journal of Commerce on May 25, 2018.

NOW, THEREFORE, the Council directs:

- a. Streets between the Willamette River and SW Naito Parkway, SW View Point Terrace and Tryon Creek State Natural Area north of the Clackamas County border and in the Rose Quarter area are renamed as of May 1, 2020 or the earliest practicable date thereafter per Exhibit C of this Ordinance pursuant to Section 17.93.050 of City Code as a Council-initiated street renaming.
- b. Per Finding No. 22 of this Ordinance, SW View Point Terrace shall have two (2) street signs installed at each intersection as determined to be practicable by the City Traffic Engineer. The intersecting east-west street will be signed as Southwest on the west side of the street and the intersecting east-west street will be signed as South on the east side of the street, except at "T" intersections, where only one side of the street will be signed.
- c. The dividing line on streets where there is no intersection, consisting of SW Ridge Drive as well as streets crossing from unincorporated Multnomah County into Clackamas County, shall be at the addressing boundary line as shown in Exhibit H. The Portland Bureau of Transportation is directed to install a new street sign as close to these addressing boundary line as determined to be practicable by the City Traffic Engineer.
- d. PBOT to maintain dual signage of the streets identified in Exhibit C of this Ordinance until May 1, 2025 or the earliest practicable date thereafter.

- e. Addresses between the Willamette River and SW Naito Parkway, SW View Point Terrace and Tryon Creek State Natural Area north of the Clackamas County border are changed as of May 1, 2020 or the earliest practicable date thereafter per Exhibit B of this Ordinance is not a five-year dual addressing period, but PBOT will provide the addressing changes to the U.S. Postal Service and to the Multnomah County Surveyor. Addresses of undeveloped taxlots identified with an asterisk in Exhibit F have been shown with a new South Portland placeholder address for clarification that they are within the new addressing area, but will not actually be assigned a new address until development occurs, unless changed by Multnomah County under its authority to do so.
- f. The Bureau of Development Services to change any address which may have been omitted from Exhibit F of this Ordinance as it deems necessary, or to further change addresses included in Exhibit F as necessary to correct any address assignment mistake within this Ordinance.
- g. Per Finding No. 12 of this Ordinance, the Council affirms the current naming of SW Whitaker Street and this Ordinance effects no change in spelling to the underlying street name, with only the directional aspect of the street name changing east of SW Naito Parkway per Directive 'a' of this Ordinance. However, the Council directs that any existing street signs named as "SW Whiteaker Street" be replaced with new street signs named as "SW Whitaker Street".
- h. Per Finding No. 6 of this Ordinance, Section 11 of Ordinance No. 61325 is hereby repealed.
- i. Per Finding No. 16 of this Ordinance, the requirement of Section 17.93.040.E is hereby waived; however, the budget impact of the street name changes is attached as Exhibit G.
- j. The requirement of Code Chapter 17.93.040.G is waived, since the May 31, 2018 hearing is being scheduled by PBOT in lieu of the City Auditor pursuant to Code Chapter 17.93.040.H.
- k. The Council finds that the street renaming and address changes in Exhibit C and Exhibit F of this Ordinance are in the best interests of the City per Subsection 17.93.040.I of City Code.

- l. The Council adopts the addressing boundary between South and Southwest Portland as shown on Exhibit H of this Ordinance, and clarifies that the boundary between South and Southwest Portland in the Collins View Neighborhood shall uniformly be Southwest View Point Terrace for its entire length, which is not being renamed by this Ordinance; and shall be the Tryon Creek State Natural Area south of the current SW Terwilliger Blvd. & Palater Road intersection at the Lewis & Clark Law School entrance. This intersection will become the S. Terwilliger Blvd., SW Terwilliger Blvd. & S. Palater Road intersection at the Lewis & Clark Law School entrance per Exhibit C of this Ordinance.
- m. The Council affirms the addressing boundary between North and Northeast Portland north of N. Ramsay Way as being the centerline of N. Williams Ave.
- n. The Council clarifies the addressing boundary between North and Northeast Portland based on current street naming south of N. Ramsay Way as being the centerline of N. Wheeler Avenue for its approximate 1,398 centerline foot length from the N. Williams Avenue & Ramsay Way intersection to the N. Wheeler Avenue & N. Interstate Avenue intersection to be consistent with Code Chapter 24.75.010 of City Code and Exhibit C of this Ordinance.
- o. The Council clarifies the addressing boundary between North and Northeast Portland based on future street naming south of N. Ramsay Way as being the centerline of N. Williams Avenue for its approximate 1,398 centerline foot length from the N. Williams Avenue & Ramsay Way intersection to the N. Williams Avenue & N. Interstate Avenue intersection to be consistent with Code Chapter 24.75.010 and Exhibit C of this Ordinance.
- p. The Council clarifies the addressing boundary between North and Northeast Portland based on current street naming south of the N. Interstate Avenue & N. Wheeler Avenue intersection as being the centerline of N. Interstate Avenue for its approximate 282 centerline foot length from the N. Interstate Avenue & Wheeler Avenue intersection to the N. Interstate Avenue & NE Oregon Street intersection to be consistent with Code Chapter 24.75.010 and Exhibit C of this Ordinance.
- q. The Council clarifies the addressing boundary between North and Northeast Portland based on future street naming south of the N. Interstate Avenue & N. Williams Avenue intersection as being the centerline of N. Williams Avenue for its approximate 282 centerline foot length from the N. Interstate Avenue & Williams Avenue intersection to the N. Williams Avenue & NE Oregon Street intersection to be consistent with Code Chapter 24.75.010 and Exhibit C of this Ordinance.
- r. Code Chapter 24.75.010 is amended per Exhibit I of this Ordinance.
- s. The requirement for a hearing on each individual street renaming under Code Chapter 17.93.040.F is hereby waived per Finding No. 20 of this Ordinance.

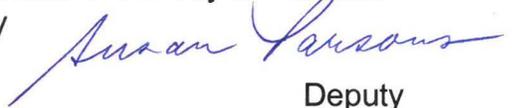
- t. If any section, subsection, sentence, clause, phrase, diagram or drawing contained in this Ordinance, or the map, report, inventory, analysis or document it adopts or amends, is held to be deficient, invalid or unconstitutional, that shall not affect the validity of the remaining portions of this Ordinance. The Council declares that it would have adopted the map, report, inventory, analysis, or document of each section, subsection, clause, phrase, diagram and drawing thereof, regardless of the fact that any one or more sections, subsections, sentences, clauses, phrases, diagrams or drawings contained in this Ordinance may be found to be deficient, invalid or unconstitutional.

Passed by the Council, JUN 06 2018

Mayor Ted Wheeler  
Prepared by: Andrew Aebi:smp  
Date Prepared: May 31, 2018

Mary Hull Caballero  
Auditor of the City of Portland

By

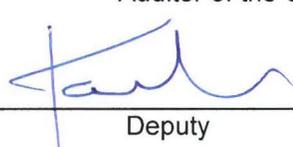
  
Deputy

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Agenda No. **ORDINANCE NO. 188995** As Amended

Title

Rename streets west of the Willamette River and east of SW Naito Pkwy, SW View Point Terr and Tryon Creek State Natural Area from Southwest to South, creating a sixth addressing sextant in the City of Portland and Multnomah County; and rename SW Aventine Circus, SW Esquiline Circus, SW Front Ave, SW Northgate Ct and SW South Ridge Dr (Ordinance; amend Ordinance No. 61325; amend Code Chapter 24.75.010)

<p><b>INTRODUCED BY</b> Commissioner/Auditor: Commissioner Dan Saltzman</p> <p><b>MAYOR APPROVAL</b> Mayor—Finance and Administration - Wheeler</p> <p>Position 1/Utilities - Fritz</p> <p>Position 2/Works - Fish</p> <p>Position 3/Affairs - Saltzman</p> <p>Position 4/Safety - Eudaly</p> <p><b>BUREAU APPROVAL</b> Bureau: <b>Transportation</b> Policy, Planning &amp; Projects Group Manager: Art Pearce Director: Leah Treat</p> <p>Prepared by: Andrew Aebi Date Prepared: May 3, 2018 Supervisor: Millicent Williams</p> <p>Impact Statement Completed <input checked="" type="checkbox"/> Amends Budget <input type="checkbox"/></p> <p>Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p><b>City Auditor Office Approval: Y</b> required for Code Ordinances</p> <p><b>City Attorney Approval: Y</b> required for contract, code, easement, franchise, comp plan, charter</p> <p><b>Council Meeting Date</b> May 31, 2018</p>	<p>CLERK USE: DATE FILED <u>MAY 22 2018</u></p> <p style="text-align: right;">Mary Hull Caballero Auditor of the City of Portland</p> <p>By:  Deputy</p> <p><b>ACTION TAKEN:</b></p> <p style="text-align: center;">MAY 31 2018 PASSED TO SECOND READING JUN 06 2018 9:30 A.M. AS Amended</p>
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<b>AGENDA</b>
<p><b>TIME CERTAIN</b> <input checked="" type="checkbox"/></p> <p>Start time: 2:00 PM</p> <p>Total amount of time needed: 90 minutes (for presentation, testimony and discussion)</p>
<p><b>CONSENT</b> <input type="checkbox"/></p>
<p><b>REGULAR</b> <input type="checkbox"/></p> <p>Total amount of time needed: (for presentation, testimony and discussion)</p>

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:	
	YEAS	NAYS
1. Fritz	✓	
2. Fish	✓	
3. Saltzman	_____	_____
4. Eudaly	_____	_____
Wheeler	✓	