

PORTLAND, OREGON

# Last Place in the Downtown Plan

American Institute of Architects  
Regional-Urban Design Assistance Team

May 1983

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# Executive Summary

In March, 1982, the Portland Chapter of the American Institute of Architects initiated a project to evaluate the Northwest Industrial/Warehouse Area, bounded by Burnside Avenue, the Union Station, Old Town, and Interstate 405. The National AIA was asked to bring together a group of architects, economists, transportation and preservation specialists to study the area over a four day period in April, 1983.

The members of the Regional/Urban Design Assistance Team (R/UDAT) defined the problem in three parts:

- o Help the current owners, tenants, city planning agencies, developers, and citizens to better understand the value of the area,
- o Initiate discussions about the area's future, and
- o Recommend short and long term actions for both public agencies and private groups.

During a day and a half, we interviewed over sixty public officials, developers, property owners, tenants, and representatives of artist and community organizations. The market, political, and physical forces were also examined with the aid of local resource people with both public and private points of view.

The team initially considered five possible alternatives, ranging from "Do Nothing" to "Maximum High Density Development". Two options were chosen for further evaluation:

A. "Make It Work Better" -- This option develops a minimum set of actions that would permit the area to maintain its current functions with fewer transportation and social conflicts. Recommended steps include

1. Formation of a neighborhood association,
2. Rebuild certain streets and establish new parking guidelines,
3. Creation of special reail service/truck loading streets closed to through automobile traffic, and
4. Improvements for a Transportation Center and extension of the Transit Mall

B. Northwest Triangle -- This option involves a greater degree of public intervention that would result in a richer mix of uses, greater economic return, and an improved image for the City. There are five sub-districts within a larger area we are calling the Northwest Triangle:

1. Transportation Center -- Relocation of the Greyhound Terminal and redevelopment of the Union Station.
2. Burnside Office/Retail Area -- Increased commercial development and retention of neighborhood support services for the elderly and street people.



3. Mixed Use/Preservation District  
-- Creation of a fifty block historic area for guiding adaptive reuse and new construction that would house a mixture of professional, service, distribution and arts activities.

4. Business Park -- Establish a twenty one block business park

with both modern and rehabbed buildings for warehouse, assembly and office users that would generate over 1200 jobs; a second phase of roughly similar size would be added in the adjacent railroad yards.

5. Riverfront Development -- Develop a mix of commercial, office and retail activity between the Fremont and Broadway Bridges, with Greenways along the River's edge and through the center of the Triangle.

The R/UDAT team recommends that the following four steps should receive the highest public and private priority:

- o Complete the Transportation Center planning,
- o Establish a Northwest Triangle Area Organization,
- o Define a Preservation District in the warehouse area,
- o Evaluate the feasibility of extending the Willamette Greenway and connecting the South and North Park Blocks into a continuous Portland Greenway that reaches the River near the Fremont Bridge.



## Introduction

In commemoration of the tenth anniversary of the Downtown Plan of the City of Portland, the Portland Chapter of the American Institute of Architects has initiated a project to review and evaluate "The Last Place in the Downtown Plan"--the warehouse district, between Burnside and the train yards, Old Town and the Northwest Neighborhood.

In December 1982, the Portland AIA asked the National AIA to assemble a group of architects, economists, transportation specialists, and others familiar with warehouse district issues to study the area. In April 1983, the AIA, under its Regional/Urban Design Assistance Team (R/UDAT) program, invited a number of professionals from across the country to visit Portland on May 6-9, 1983, to conduct a study. The R/UDAT Team was then given the charge to study the area and make recommendations to help the current owners and tenants, city planning agencies, developers, and the citizens of Portland better understand the value of the area to the city; and to develop ideas which would lend substance to discussions about the area's future.

### **What is a R/UDAT?**

A Regional/Urban Design Assistance Team (R/UDAT) is a service of the Urban Planning and Design Committee of the National American Institute of Architects. The purpose of the program is to assist American cities and towns to answer questions about urban planning and design, in order to help civic, social, and business leaders effectively plan short and long term goals for their communities.

The members of the Regional/Urban Design Assistance Team are experts in architecture and urban design, economics and municipal finance, political and social sciences, growth management, and zoning law. Team members are unpaid volunteers, recruited from all over the nation.

For a decade the AIA has been sending these assistance teams to American communities. Cities with a combined population of more than 10 million citizens have been served and professional services valued in excess of \$2 million have been donated.

The team chairman visits the community well in advance of the R/UDAT to meet with its citizens, leaders, planning officials, and the AIA chapter. A packet of maps, statistics, and information is prepared, together with a statement of the problems to be confronted, and is sent to each team member to study.

The team's visit is four days and is coordinated by the local AIA chapter. The team is assisted by professionals and students from the region.

The team meets with community groups and gets acquainted with local conditions at first hand by means of site visits and tours. After public hearings are held the team members closet themselves for intensive sessions; they call on local resource people as needed, in order to define problems, establish strategies and develop and synthesize courses of action. Then, the team's recommendations are presented to the community at a public meeting.



## Why this Study Area?

The national economic fabric, particularly certain hard manufacturing sectors, is undergoing nothing less than a major transformation. Most experts agree that this is not a temporary "dislocation" problem. The various affected economic sectors will likely never return to their earlier condition. It would be a mistake then to approach a "reindustrialization" task as a response to a simple temporary recession.

While not touched as heavily as some other states, particularly the midwestern, the Oregon economy is fully in the mainstream of this industrial restructuring. Portland, including the warehouse district study area, is a subset of this reformation. While it could be a traumatic process, it also represents an opportunity to plan for a new order of performance. Luckily, Portland will be able to work toward the achievement of this required goal without the burden of an outdated industrial plant. With the exception of its timber harvesting and processing facilities, Portland has a relatively clean and diversified industrial format that can be for the most part used or reused as is.

The outdated, but historically significant complex of multi-level structures in the study area is an exception that can be accommodated with skillful and persistent programming.

With the final completion of Interstate 205 from Tualatin, south of Portland, looping the city on the east, before

continuing north across the Columbia to Vancouver, Washington the state could well be set for the development of significant economic nodes that will be competitive with the center city. This already includes retail facilities, and there is no doubt more are on the drawing boards. The new buildings will likely include more office as well as the warehouse, distribution industrial facilities that traditionally locate along the interstate corridors throughout metropolitan areas in this country.

Much of this is desirable. The land requirements of today's industrial plants and planned industrial parks preclude close-in locations. Suburban and regional shopping malls generally serve a very useful purpose within the metropolitan economy as long as the growth in overall regional purchasing power rises in tandem with the added retail floor space. Overly simplified, these conditions will not negatively impact the downtown retailing complex.

Seldom does this demand-supply action perform in balance. Too often, in the apparently uncontrollable real estate development cycles, runaway development takes place without regard to any form of balance. In many, many metropolitan areas the results of these wild cycles are severely felt in the city center. There is no overpowering reason to believe that Portland is exempt, despite what is widely regarded as some of the best planning and implementation programs in this country.





The strong development pull to the southwest along Sunset Highway is evident with the developments already in place and more are underway and planned. As the more affluent population base expands to the west beyond Beaverton, this trend will no doubt strengthen. It will likely make little difference that the vehicular access to and from the downtown area will become more congested. Contemporary urban growth forms teach that once the momentum is set, it is virtually impossible to stop.



### **What Are The Implications to Center City Portland?**

It should brace itself, and prepare to defend with vigor its current excellent service role. This could require considerable resources and energy.

The Warehouse District Study Area adjacent to the Central Business District and is the only part of the city's core that has not been the subject of extensive planning. This lack of planning makes it hard for the City to add this important area to any aggressive city marketing strategy.

Currently, the area is an active warehousing, wholesale and retail center. There are no neighborhood associations, no schools, and during non-working hours, the streets are deserted. The area has been reasonably stable until recently. Partly as a result of the current state of the economy and partly as a result of changes in warehousing industry facility needs, more buildings are for lease or sale. Changes to the neighborhood can already be noted on the area's fringe: the establishment of a fashionable restaurant, the Northwest Artist's Workshop, the Attic Gallery, antique stores, the establishment of architectural offices, and the Oregon School of Design.

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**VIEW OF RAIL YARDS AT THE  
NORTH END OF STUDY AREA.**

The area's proximity to the central business district, the reasonably good condition of its multi-story warehouse buildings, the need for central business district services and retail goods, good access to highway and rail transportation, as well as the need for inexpensive space to house incubator businesses underlie the incremental changes which are slowly becoming noticeable. The recognition of this area as one which shows signs of transition, and the fact that little work has been done to plan for the area, creates an ideal opportunity for the Portland AIA to initiate community discussion about the area's future.

#### DESCRIPTION OF THE AREA

The warehouse district R/UDAT study area is located within the city core area and directly adjacent to the central business district. The area is bounded on the north by the Burlington-Northern rail line and Front Avenue. On the south by Burnside Street and the central business district; on the east by the section of the city known as "Old Town", a composite of older architecturally significant buildings, new restaurants, major office developments, transient hotels, and a small Chinatown area. On the west by Interstate 205, a raised roadway, and the NW district made up of residential, retail, hotels and service functions.

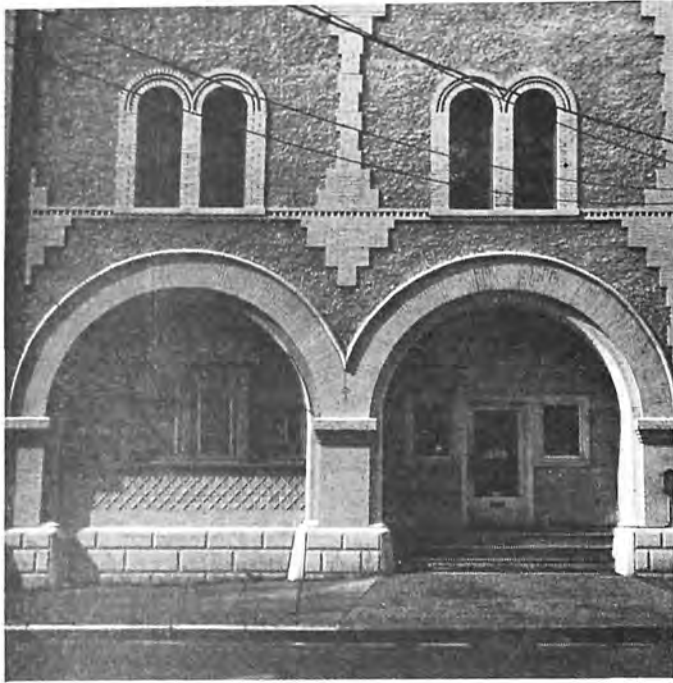
In the early days, the northern part of the warehouse district was known as Slab Town where the ubiquitous slabwood made the sidewalks that kept the area's residents from disappearing into the mud.

In the 1880's the southwestern part was largely residential and covered with modest cottages occupied by clerical and blue collar workers.

In the late 1880's the area's development picked up speed as a warehouse and distribution center for goods arriving in and leaving the Pacific Northwest through Portland by ship and rail. This development continued through the early part of the 20th century and tapered off as warehousing technology changed from the use of multi-story buildings to large single story structures. In general, building materials in the area range from early masonry and heavy timber through reinforced concrete with timber, steel or concrete framing, light steel frame and concrete block right up to recent concrete tilt-up. The large majority of buildings are in serviceable condition and the older buildings, generally unaltered, form a distinct "historic industrial enclave." The names of the designers are a litany of Portland's best known architects. They range from Whidden and Lewis prior to the turn of the century through nationally known D.H. Burnham to the post war contemporary school.

The more significant attributes of the area are illustrated in the following map and sketches.

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## CONSIDERATIONS

The study team came to the site with few preconceptions about the area's strengths and its problems.

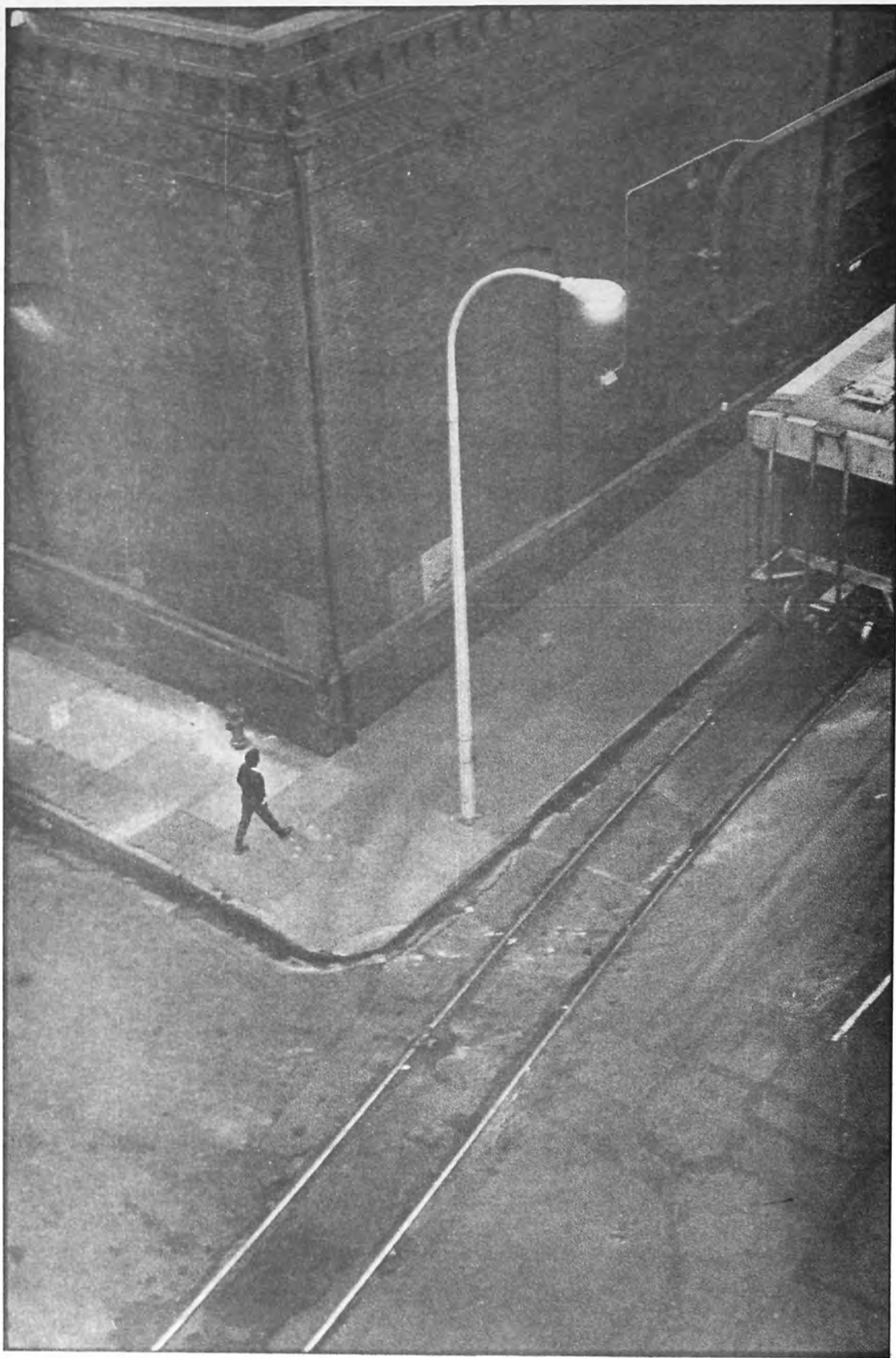
As we began collecting information and became acquainted with the area firsthand, we were led to certain assumptions regarding the scope and method of the study that needed to be undertaken. These assumptions also pertained to the relationship of the warehouse study area to its adjacent districts.

1. The problem needed to be defined in specific terms. There were no urgent or pressing issues requiring immediate action. This absence of a crisis atmosphere represented a challenge and a potential to the planning team.
2. The boundaries of the study area needed to be expanded to encompass adjacent areas whose development would affect the study site and vice-a-versa.
3. Preservation of existing building stock was important since it created a definitive and distinctive district. The value and attraction of the warehouse district are in its difference not in the fact that it can be made to appear like other areas in the city.
4. The city needs a low rent incubator area for new businesses adjacent to downtown. This need can be accommodated by districts of this kind.

5. The area is in transition. Many of the existing buildings and the small block size do not adequately accommodate some of the present occupants. There is likely to be further movement in and out of the district with distinct changes in use and occupancy patterns.
6. A multi-use area like this contributes to the vitality and economic health of the city and can significantly add to the opportunities offered by the city for investment.
7. Any development plan should be compatible with adjacent neighborhoods and activities.

These considerations underlie the planning work that was done.





Photograph by Mark Barnes

# Development Options

## ALTERNATIVES

Preliminary investigation identified five (5) Alternative Scenarios that appeared to contain reasonable opportunity levels for development of the study area. Each scenario was based on a different set of assumptions and would require differing magnitudes of public intervention. Three of the five scenarios were rejected as not feasible at this time or in the near future. The rejected scenarios could be revived at a later date when more appropriate conditions arise. All scenarios require the designation of a Historic Conservation District.

The Five Alternative Scenarios are outlined below:

### I. "The Do Nothing" Scenario

Requires no change of existing public policies.

Allows market forces to operate under the present zoning Downtown Manufacturing, (MX) and General Manufacturing (M2) designations

The result of this scenario may require corrective public intervention at a later date to correct problems which have been deferred.

The R/UDAT team rejected this scenario because it does not address the existing problems of the study area.

### II. "Make It Work Better"

Requires limited public intervention regarding traffic reorganization, street closings, and street rebuilding. It requires a change in the zoning designation from Light Manufacturing (M2) in the conservation portion of the study site to Mixed Use (MX).

The Transportation Center Development in the Union Terminal area is seen as part of this proposal.

The alternative would encourage a balance between professional service, distribution, commercial and arts-related spaces. An effort would have to be made by the city to retain these industrial/commercial concerns in the study area or relocate them near the Downtown core which they serve.

The R/UDAT team believed that this alternative should be further articulated in the report. It is the basis of Alternative A which is more fully described later in the report.

### III. The "Residential Plus" Scenario

Requires major public intervention in rezoning the district, setting up mechanisms for implementation and financing in order to create a district of alternative housing on the following model: street level spaces would be reserved for industrial/commercial/retail activities; all upper stories

would be reserved for live/work housing and "incubator industries", (1,000-2,500 sq. ft. spaces for electronics, computers, etc.), and arts related activities (galleries, performance, etc)

The proposals for reuse of the rail yard cannot be predicted unless the city would intervene and restrict the reuse of that land which directly affects the study area.

The R/UDAT team rejected this scenario because it did not accurately reflect present or near future market forces for this type of housing and mixed uses. We also believe it is unlikely at this time that zoning changes of the magnitude required by this scenario (from MX and M2 to RX) would be entertained by the city. It is also unlikely that financing on the magnitude required would be available in the foreseeable future.

#### IV. The "Northwest Triangle" Scenario

After more intensive examination of the study area and its neighboring areas, it was determined that the future of these areas were so intertwined and inter-dependent that the study area should be enlarged to reflect the actual relationships of the various contiguous districts.

This became the "Northwest Triangle Plan" described later in this report.

#### V. The "Major Facility" Scenario

Given the restrictive boundaries of the Central Business District, and thus the limited land availability, there is some merit in considering setting aside a large tract of land for the development of high density office and commercial facilities for some future time. This approach was abandoned by the team as being too speculative, requiring a high order of public intervention, eliminating many viable businesses, and requiring massive public and private financing which would not be forthcoming.





## "Make It Work Better"

The R/UDAT team thinks that the study area has some problems that can be solved inexpensively and quickly. The proposals that we recommend are described below.

### TRANSPORTATION

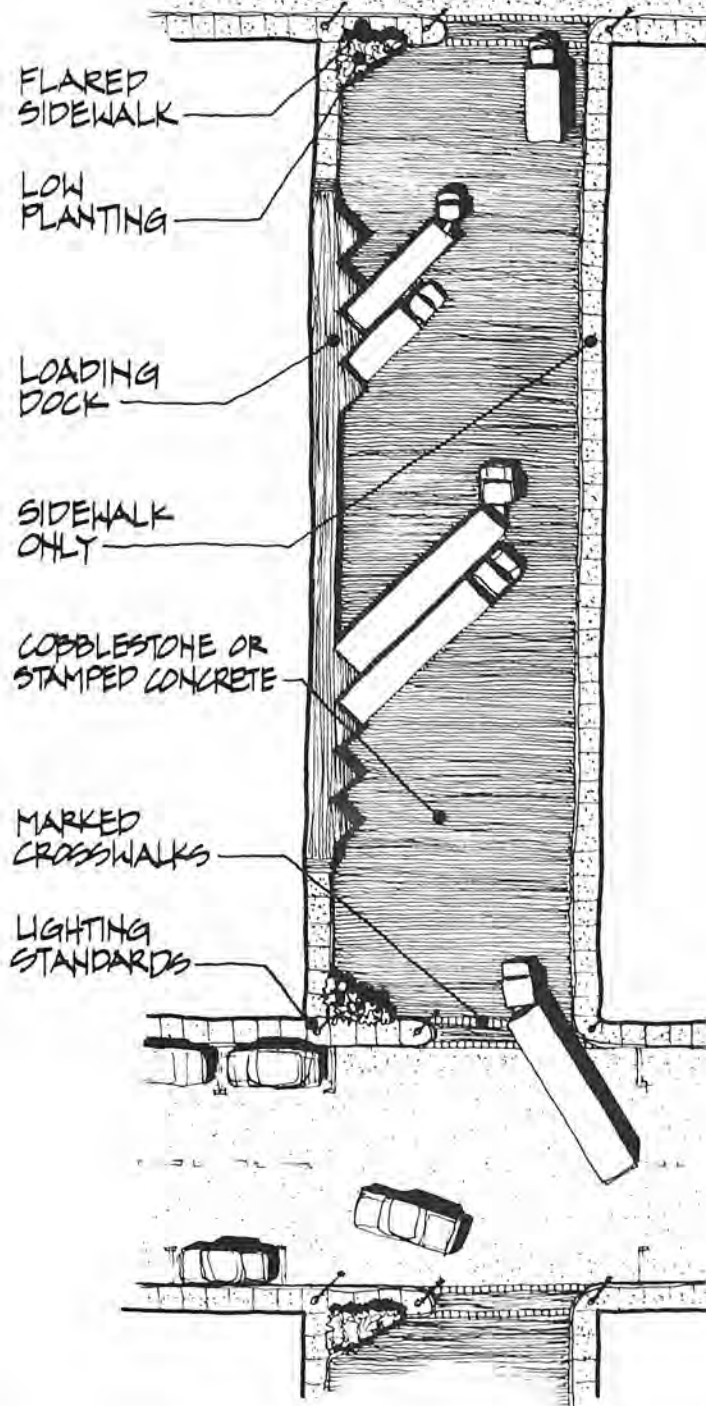
The transportation proposals fall into six categories.

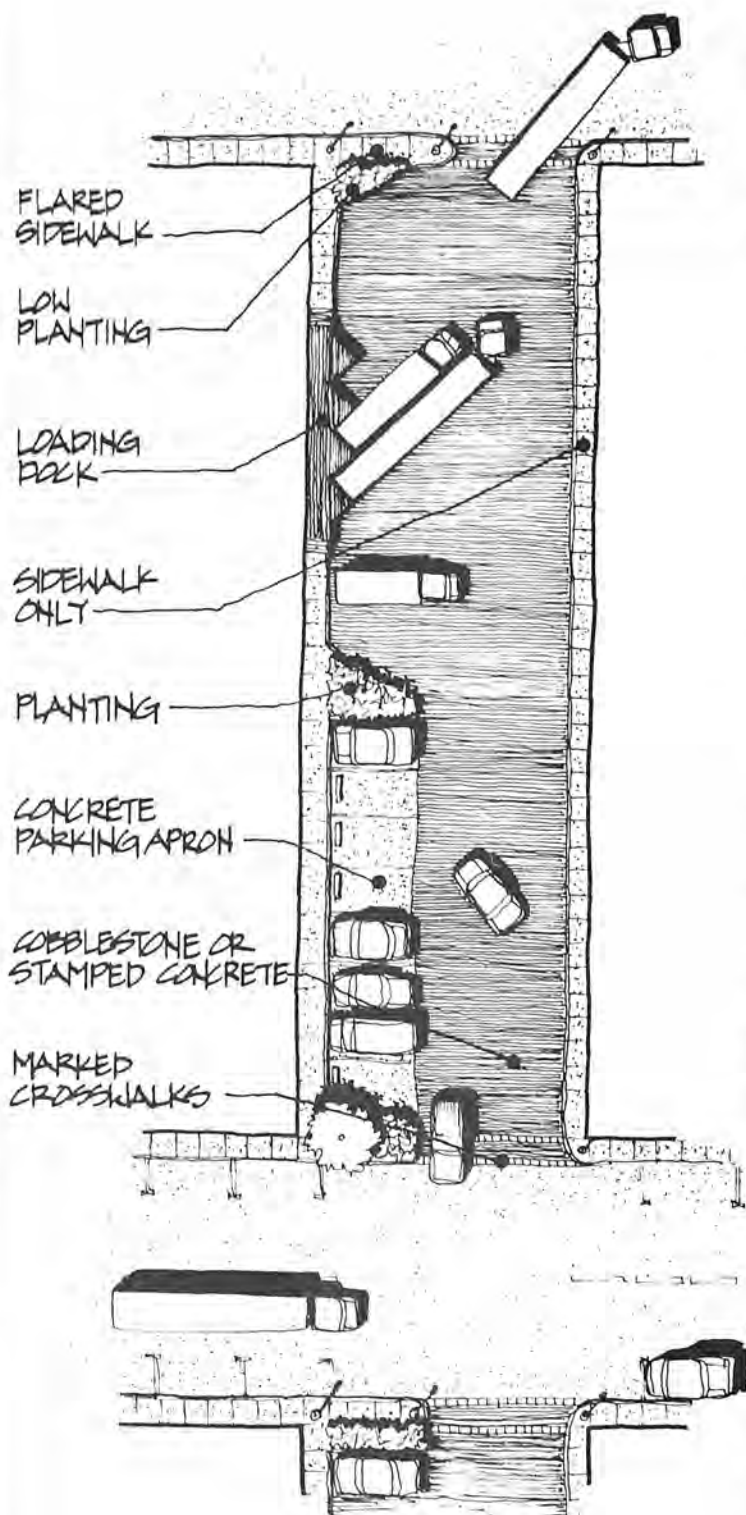
1. Parking and Loading/Unloading
2. Street Network
3. Transit
4. Pedestrian and Bicycle Circulation
5. Transportation Center
6. Management of Transportation Resources

### PARKING AND LOADING/UNLOADING

Close some local service streets to through traffic. Convert some of these streets into parking areas and truck loading/unloading areas. Discourage through traffic on these streets by means of flared sidewalks that convey the image of parking and loading/unloading areas. The two illustrative diagrams show how this might be done in a typical block.

Review the locations and time limitations of the parking meters and modify them to reflect current uses and activities.





Conduct parking demand and user surveys to provide the baseline data necessary to make informed decisions about future parking proposals.

## STREET NETWORK

Improve the safety and capacity of the arterial streets by means of:

1. The proposed computer-based signal system that changes the cycle length and the percentage of green time allocated to each intersection approach based on actual traffic conditions
2. Turning lanes
3. Geometric changes
4. Parking restrictions
5. Sight lines
6. Crosswalks and pedestrian signals that are warranted

Convert NW Fifteenth, NW Thirteenth, and NW Twelfth Avenues into railroad streets that carry railroad and property access traffic, but not through traffic.

Rebuild or resurface streets that are in poor condition.

## TRANSIT

Because of the importance of good accessibility and mobility and the constraint on the total number of parking spaces permitted, upgrade bus routes and headways to provide good service.

Relocate the northern boundary of Tri-Met's Fareless Square to include the Transportation Center at Union Station.

## **PEDESTRIAN AND BICYCLE CIRCULATION**

Look for opportunities to improve the safety and amenities of the pedestrian and bicycle environments. This includes crosswalks, lighting, sight lines, signs, landscaping, pavement surfaces, and similar items.

## **TRANSPORTATION CENTER**

The Transportation Center should work both physically and socially. The physical design should reflect social concerns by providing good visual surveillance, direct walking paths, and good lighting.

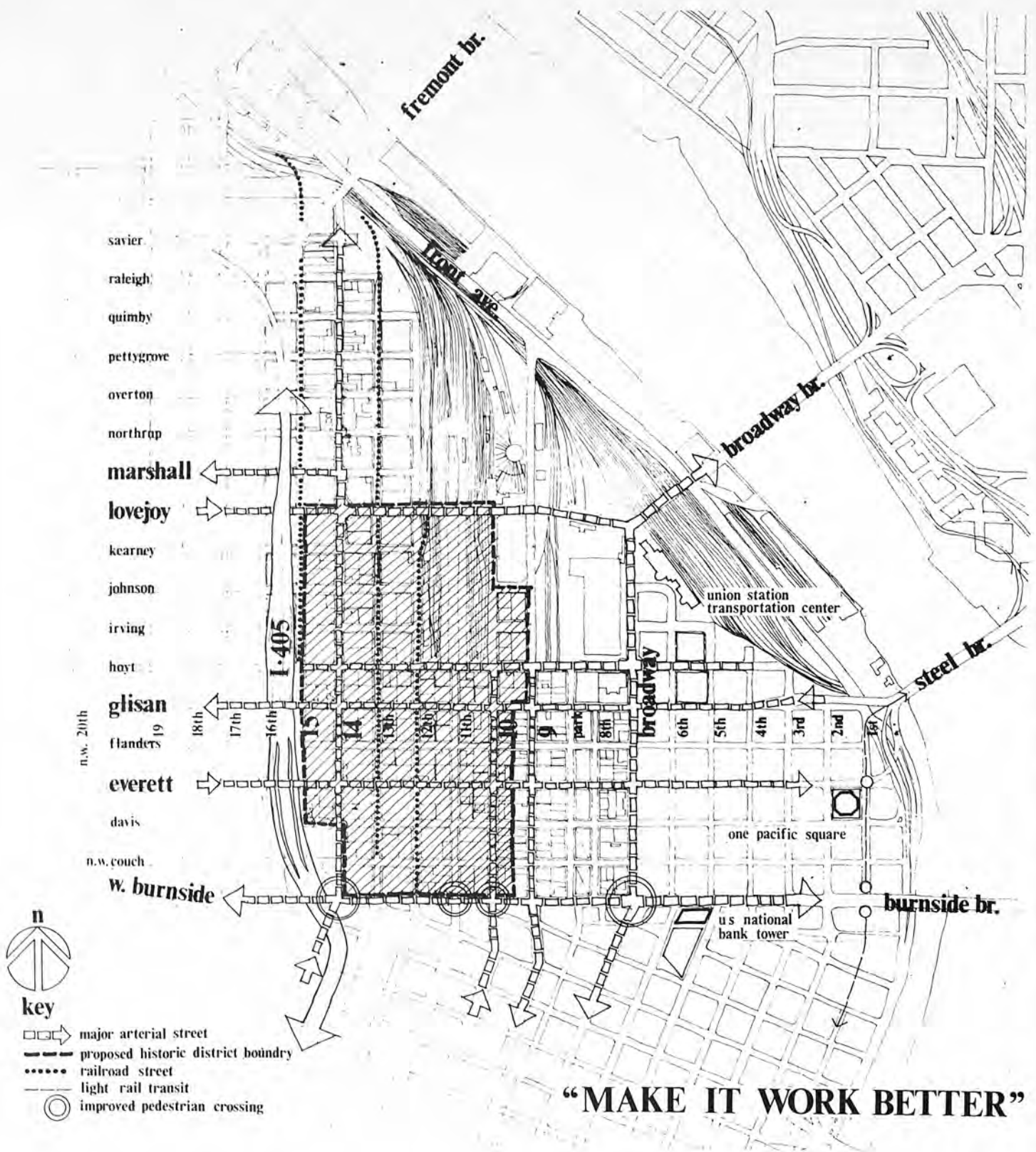
## **MANAGEMENT OF TRANSPORTATION RESOURCES**

Property owners and users of the study area should establish an organization to deal with their common concerns. One committee of this organization should work cooperatively with the city to solve the transportation problems. The proposals presented here provide a starting agenda for this committee. Since the streets and parking systems represent a major capital investment and a scarce resource, careful management is essential.

The programs to reduce total travel demand (car pools, van pools, flex-time, and staggered work hours) should be described

at one of the study area organization meetings. The average number of employees per firm is small (about 13.5 per firm), so a larger organization is needed to effectively take advantage of the benefits of these programs.

Information about the transportation system needs to be communicated to the user in a clear and consistent manner. Careful attention to graphics (color, letter size, shape and placement) is essential for user convenience and satisfaction.





## **HISTORIC PRESERVATION**

Like the transportation issues, proposals also fall into six categories.

1. Historic resource inventory
2. Evaluation of inventory
3. Sharing the inventory results
4. Temporary demolition moratorium
5. Basic technical preservation help
6. Official designation of properties

### **HISTORIC RESOURCE INVENTORY**

Complete the ongoing city sponsored resource inventory. Approximately 90 buildings and structures within the study area been identified as worthy of preservation.

### **EVALUATION OF INVENTORY**

The 90 buildings and structures have been grouped into four initial categories of significance. These properties need to be definitively evaluated against the criteria of both the city's preservation ordinance and the National Register of Historic Places.

### **SHARING THE INVENTORY RESULT**

A public presentation should be held to share the inventory's findings. An exhibit should be scheduled both within the area and at the Preservation Resource

Center. Couple this with scheduled walking tours through the area. The inventory data sheets, together with the mapped results, should be reproduced and made available to property owners, occupants, city agencies and preservation groups so as to begin the public education and participatory process. Establish a "Preservation Information Hot Line" to enable owners to discuss specific problems in a one-on-one basis. Begin a series of articles in the local media on the most significant properties. Design, produce and place on the exterior of these properties a basic interpretive plaque to inform the public of their importance.

### **TEMPORARY DEMOLITION MORATORIUM**

The city should consider the enactment of a defined, temporary moratorium on demolition of identified significant buildings within the study area. This should prevent the unnecessary loss of the overall integrity of properties, especially in the western half of the study area.

### **BASIC TECHNICAL PRESERVATION HELP**

The local public and private preservation constituency should be encouraged to prepare and make available basic "how to" preservation literature to help building owners, their architects, engineers, and contractors take proper care of identified properties, i.e., don't sandblast brick exteriors, proper replacement/ repair of historic windows, etc.

## OFFICIAL DESIGNATION OF PROPERTIES

For property owners in the top two categories, ready to make investments in their property, and who want the state and federal historic preservation tax incentives available to them, encourage and facilitate the nomination of their properties to the National Register of Historic Places.



### 1982-83 City Historic Resources Inventory

#### SUMMARY OF RECOMMENDED LANDMARK CLASSIFICATIONS

Treatment Areas	Identified Buildings By Category				
	I	II	III	IV	Total
Proposed Historic District	3	6	33	21	63
Remaining Study Area	3	1	12	6	22
	6	7	45	27	85

Category I - National Register, Comparable City Landmark  
II - Important to Preserve Relatively Unaltered  
III - Contributes to Local General Ambience  
IV - Worthy of Retention

1982-83  
HISTORIC RESOURCES  
INVENTORY

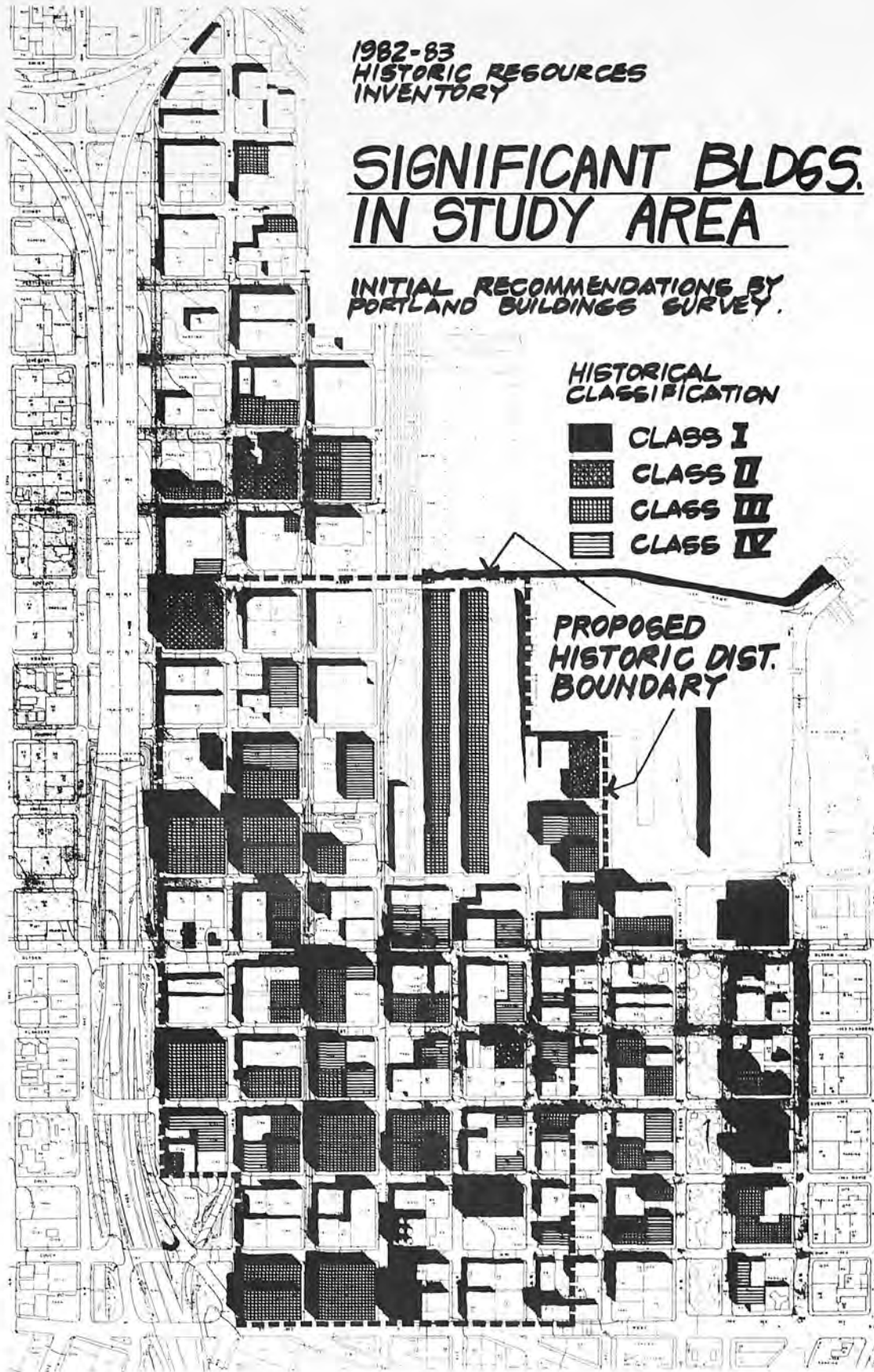
## SIGNIFICANT BLDGS. IN STUDY AREA

INITIAL RECOMMENDATIONS BY  
PORTLAND BUILDINGS SURVEY.

HISTORICAL  
CLASSIFICATION

- CLASS I
- ▨ CLASS II
- ▩ CLASS III
- ▧ CLASS IV

PROPOSED  
HISTORIC DIST.  
BOUNDARY



## NW Triangle

As the R/UDAT team learned more about the study area, we began to look beyond our initial set of boundaries in order to understand the dynamics of the entire Northwest sector of the city. This expanded geographic area took shape as the Northwest Triangle, bounded by Burnside on the south, I-405 on the west, and the Willamette River to the north and east. The N.W. Triangle, as a total area, maintains excellent auto access, provides support functions for the core area, and enjoys close proximity to the central Business District and a central location for the Metro area. Yet, within this larger district, 5 distinct sub-districts emerge that are separate in function, urban character, and density of activities:

1. Transportation Center - Taking in the eastern rail yards, the Union Station, the Trailways station, and the proposed Greyhound Station;
2. Burnside Retail/Office Area - Including the Old Town area north of Burnside, Chinatown, and the area west up to the North Park Blocks;
3. Mixed Use/Alphabet Conservation District - Taking in the historic warehouses between the North Park Blocks and I-405, and from Burnside up to Lovejoy Street;

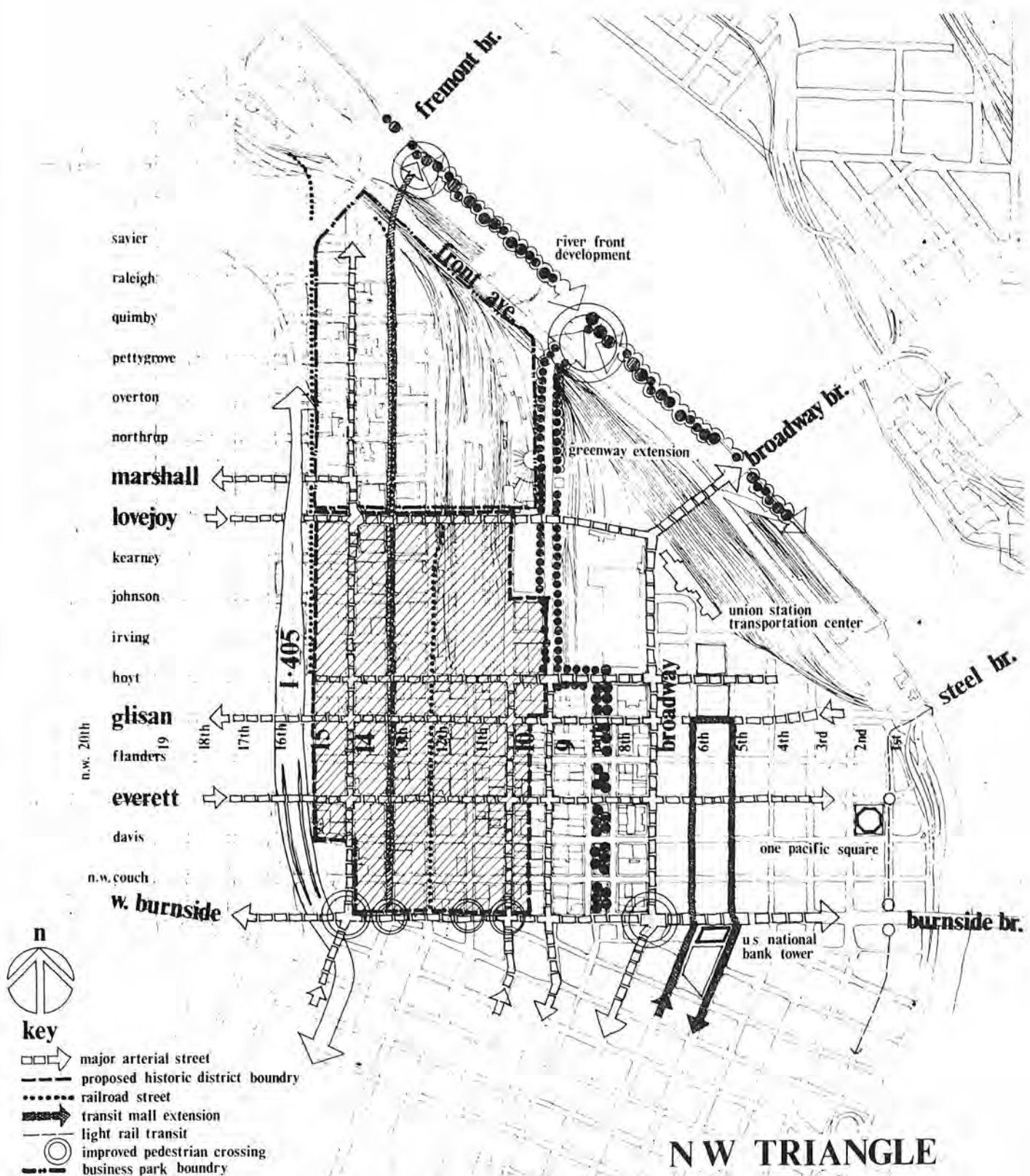
4. Business Park - Including the industrial buildings and railroad tracks north of Lovejoy between I-405 and Ninth Avenue; and
5. Riverfront Park Development - Taking in the river's edge north of Front Avenue between the Fremont and Broadway Bridges.

### PRIMARY FORCES

There are several "forces" acting upon the Northwest Triangle area that will affect its development over the next 10-15 years:

1. The transportation access to the area will improve with the relocation of the Greyhound Station, redevelopment of the Union Station, and the possible extension of the Transit Mall north. The possibility that the 2nd Phase of the Light Rail System will directly connect with the Transportation Center reinforces the improved accessibility that will exist in the N.W. Triangle.
2. The high density, "Class A" office space will move in a northerly direction from the core area. With the development of the South Waterfront Projects and Morrison Street Projects, and the recent completion of the U.S. Bank and Gas Company Buildings, the natural path for new office development will continue to be drawn toward the Yamhill Historic Area and Old Town.





3. This northerly movement of office development will cause land values and rents to increase, thus forcing current retail and office tenants who cannot afford the higher rates to relocate. A likely area for these users to relocate is within the Burnside Retail/Office Area and the Mixed Use/Alphabet Preservation District.
4. Over the next 10-15 years, the railroad will gradually shift its freight operations north and reduce the need for tracks within the NW Triangle. The Amtrak main line will continue to pass through the district and stop at the Union Station.
5. The city will act to maintain its industrial and service base within the CBD in order to serve the downtown and Metro area, and maintain its blue collar jobs.

The following sections describe the sub-districts in more detail:

## TRANSPORTATION CENTER

The Transportation Center, as originally adopted by City Council in September, 1977, called for the integration of rail, intercity bus operations, airport buses, tour and charter bus, and serve as a transfer point for Tri-Met buses. The current plans or proposals for the Transportation Center include:

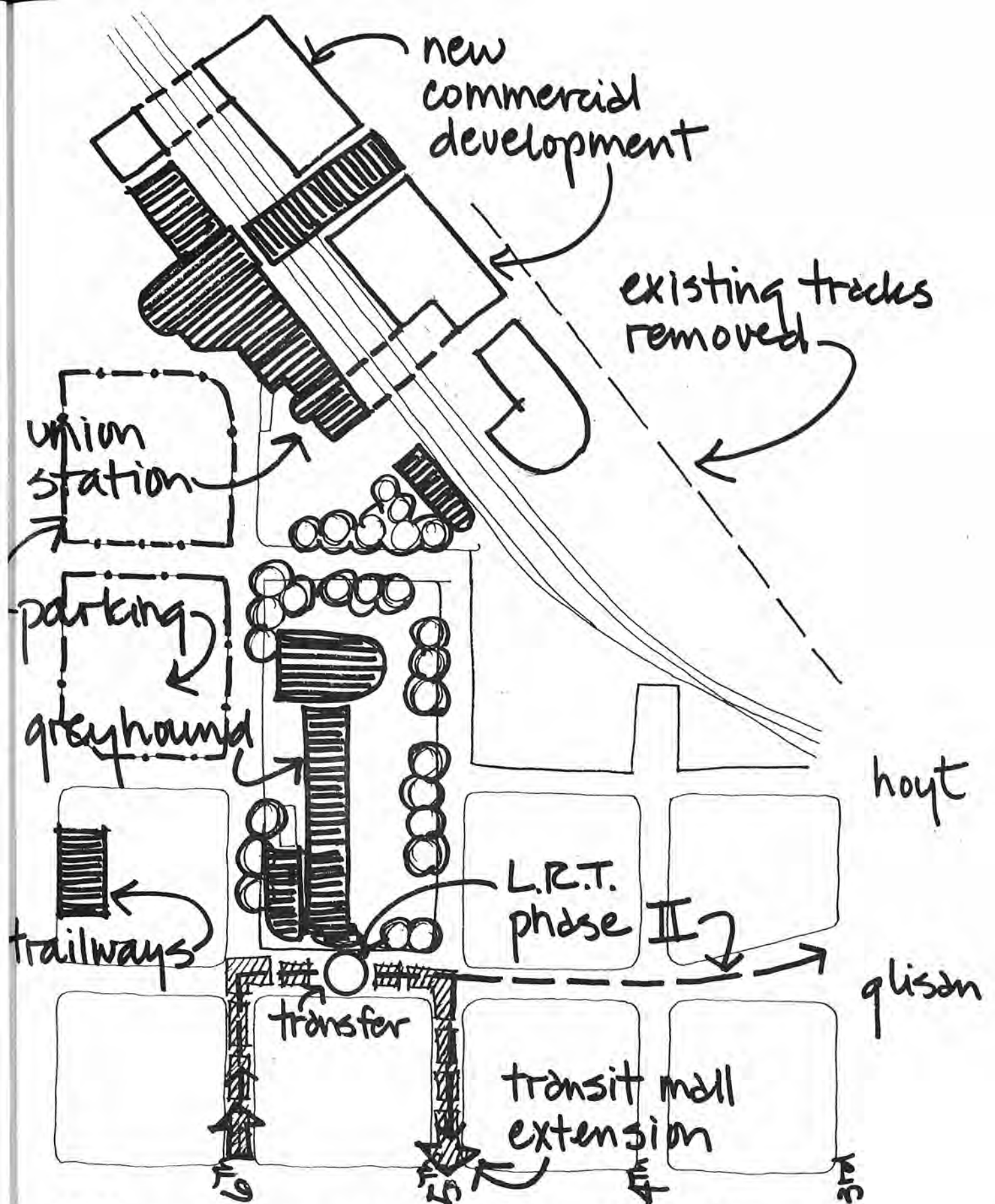
Relocation of the Greyhound Bus Terminal adjacent to the Trailways and Union Railroad Stations.

Redevelopment of the Union Station to accommodate both transportation as well as office and retail activities. Some of the trackage (up to 80%) may be removed to accommodate the expansion of the Station.

The extension of the 5th and 6th Street Transit Mall to NW Glisan Street with transfers to the downtown bus routes.

Construction of the 1st Phase of the Banfield Light Rail System, which will run outside the Center's boundaries along 1st Avenue, four blocks from the Greyhound Terminal.

Possible construction of the 2nd Phase of the Light Rail System, which would run along NW Glisan, intersect with Greyhound and Trailway's Stations, and then run up the Transit Mall on 5th and 6th Streets.



# Transportation Center

## **BURNSIDE RETAIL/OFFICE AREA**

We believe that this area will become upgraded over the next 5-10 years as more office and retail development locate in the area. However, we also see the area maintaining its neighborhood support services for seniors and the street people. The mix of professional workers, shoppers, and street people will create an area similar in character to Pioneer Square in Seattle.

Current projections and actions include:

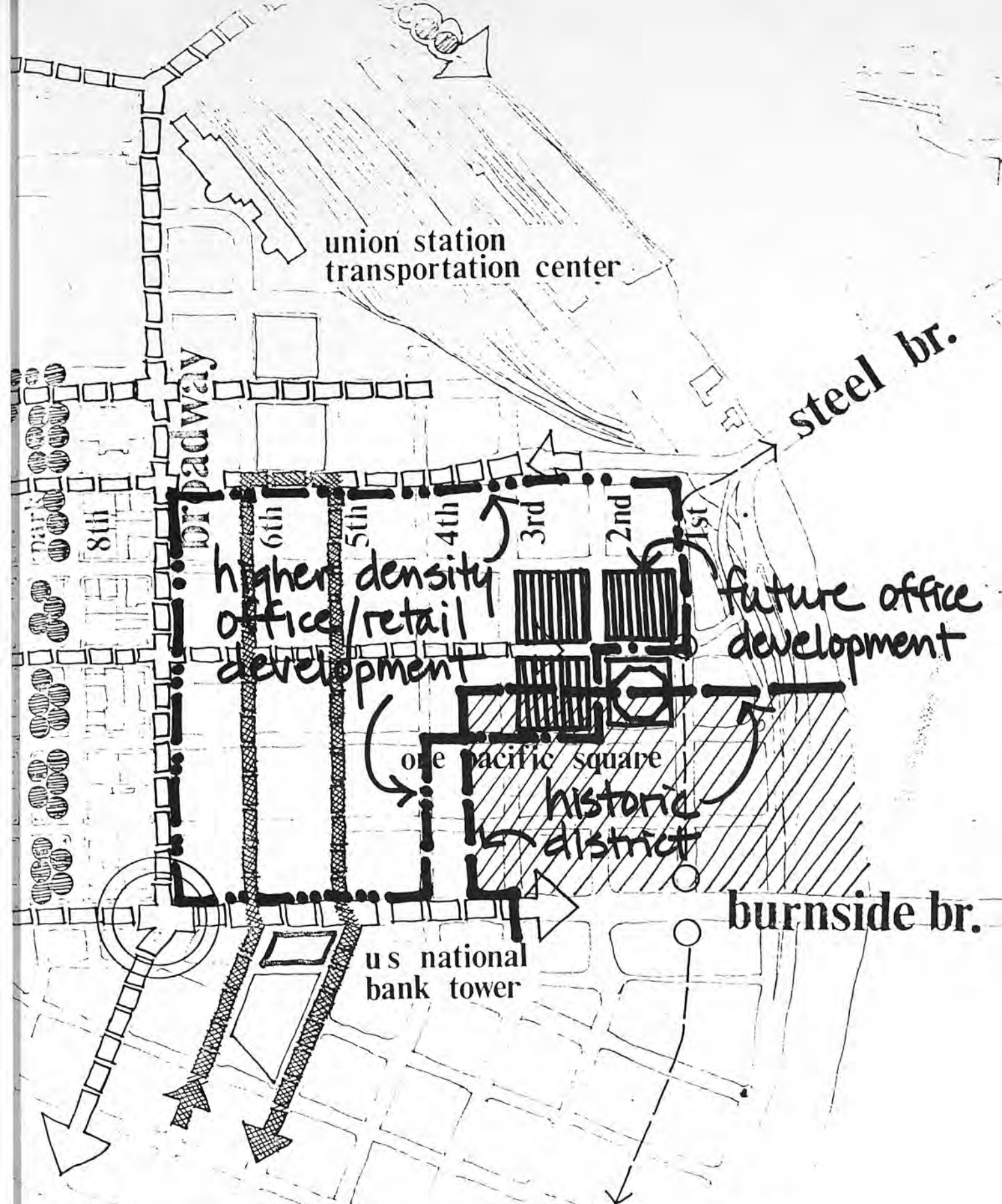
Gas Company development of the remainder of their property for office and some support retail uses.

Demolition of some existing buildings for higher density office development.

Increased demand for support retail to serve the office population.

Increased pressure to keep the street people and support services where they are. The notion of relocating to another part of the city or general dispersion to several areas seems unlikely. The City will need to make appropriate policies to contain and police the street population, as well as insure adequate support for their welfare.





union station  
transportation center

steel br.

broadway

higher density  
office/retail  
development

future office  
development

one pacific square  
historic  
district

burnside br.

u s national  
bank tower

# Burnside Office/Retail Area

## **MIXED USE/ALPHABET PRESERVATION DISTRICT**

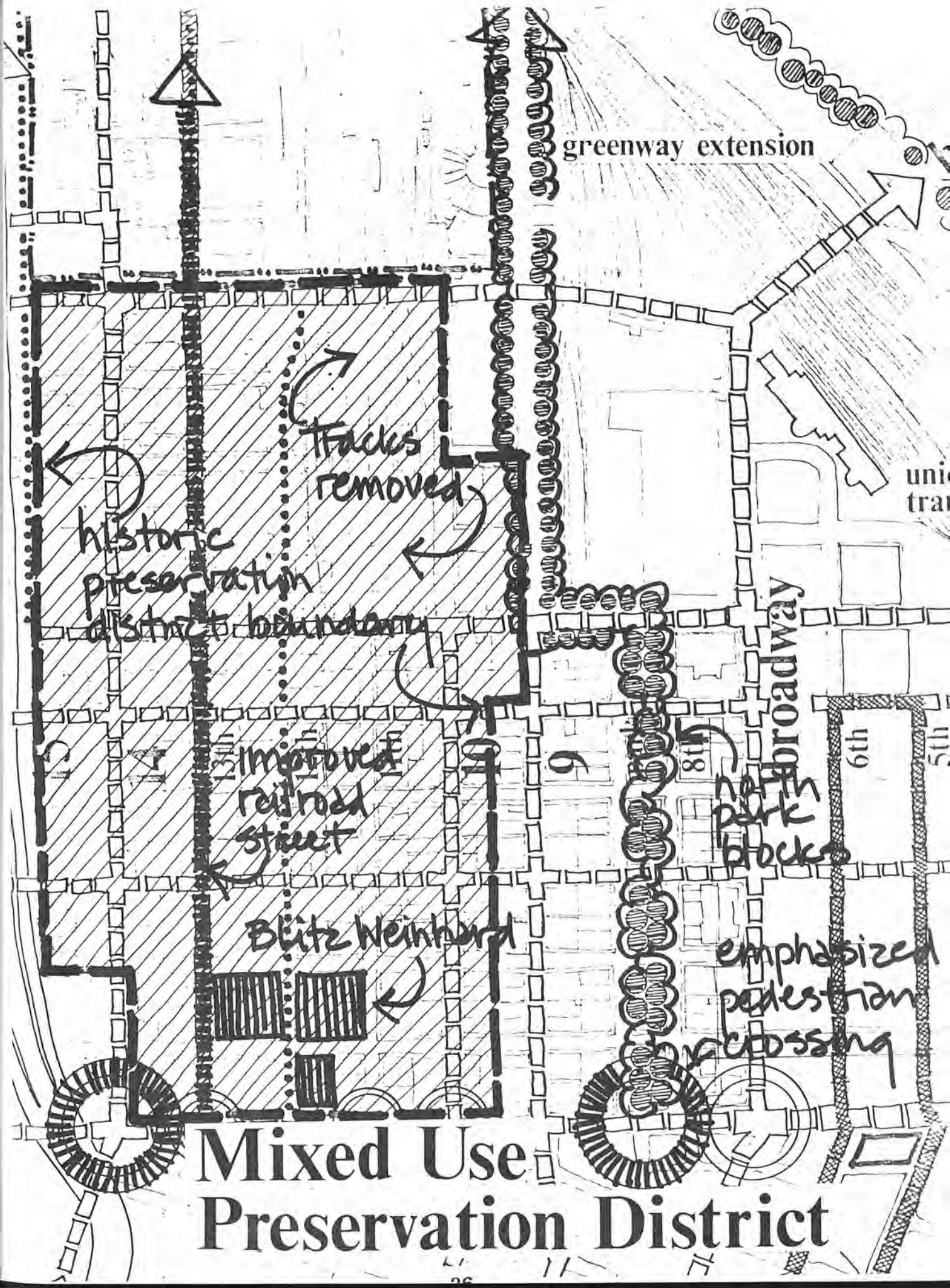
The need for support services, suppliers, and live/work space in the downtown core can be ideally housed in the existing structures in the proposed Alphabet District. The architectural character of the district is derived from both the architectural merit of individual buildings, plus the continuity of the structures through the area. Specific proposals include:

Creation of a preservation district to limit the demolition of architecturally significant structures, and to ensure the compatibility of new construction with existing buildings.

Likely users would include office and computer suppliers; furniture and wholesale outlets; architects, lawyers and other professionals; advertising and printing companies; auto service and incubator business.

Possibility to create a focus for arts activities that require "alternative" types of spaces. A concentration of Portland Center for the Visual Arts, Northwest Artist Workshop, Blackfish Gallery, Blue Sky Gallery, Dancer's Workshop, etc. in close proximity to one another would create such a focus. Other artists might relocate to be nearby to have their studios and lofts next to the primary arts organizations.

The Blitz Weinhard Brewery would remain at their current location.



greenway extension

uni  
tra

historic  
preservation  
district boundary

Tracks  
removed

Improved  
railroad  
street

Blitz Weinhard

north  
park  
blocks

emphasized  
pedestrian  
crossing

# Mixed Use Preservation District



## BUSINESS PARK

The excellent location, freeway access, and rail service make this area ideal for a modern, inner city business park. Current land values range between \$6-8/per square foot, which is competitive with business and industrial parks located in the periphery of the metro area. Furthermore, the majority of existing structures are one-story buildings lacking architectural merit. All current businesses here should be strongly encouraged to remain through every reasonable assistance mechanism. However, should a firm decide that a relocation is necessary, the vacated land could be incorporated into the business park for multi-tenant space.

Creation of a twenty one block area as a designated business park site. As some of the larger existing firms find relocation economically necessary, appropriate land assemblage, street closings, and attractive landscaping would be required. The development of the business park modules could take place incrementally as land becomes available.

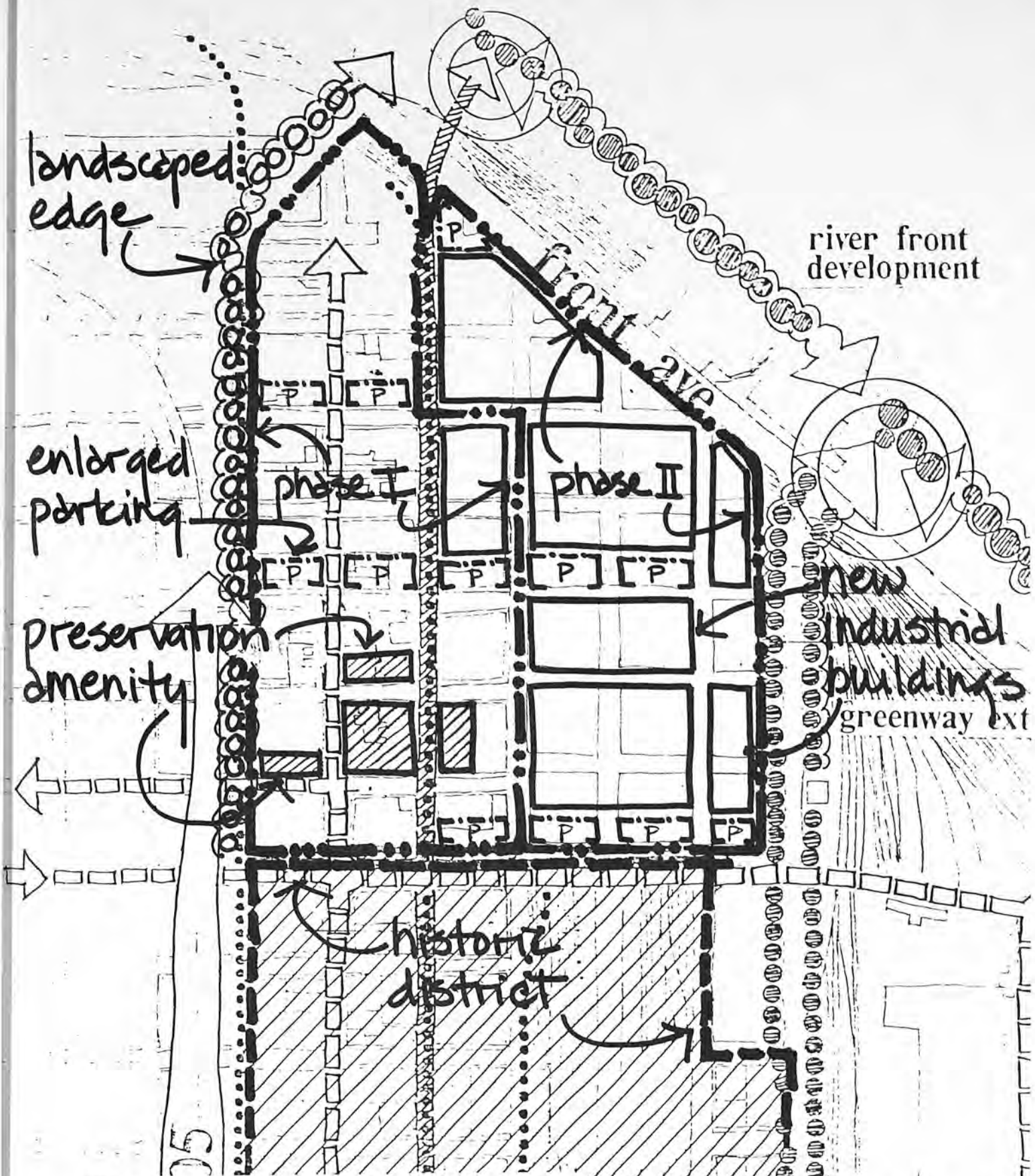
Likely users include many of the businesses already located in the proposed Alphabet District:

Wholesalers, assembly manufacturers, distributors, printers, and regional suppliers. New incubator businesses would be encouraged to locate in the Park, combining office, assembly and warehouse functions under one roof.

Between 1,100-1,300 jobs would be created in Phase I development. The railroad company would be encouraged to develop their twenty-block parcel into a compatible business park development, adding an additional 1,200+/- jobs, for a projected total of between 2,200-2,600 new and/or retained jobs for the City.

Additional users might include certain professional or office users such as ad agencies or law offices. A service/professional office complex should be considered for the Portland Cordage Company Building.





# Business Park

## RIVERFRONT PARK DEVELOPMENT

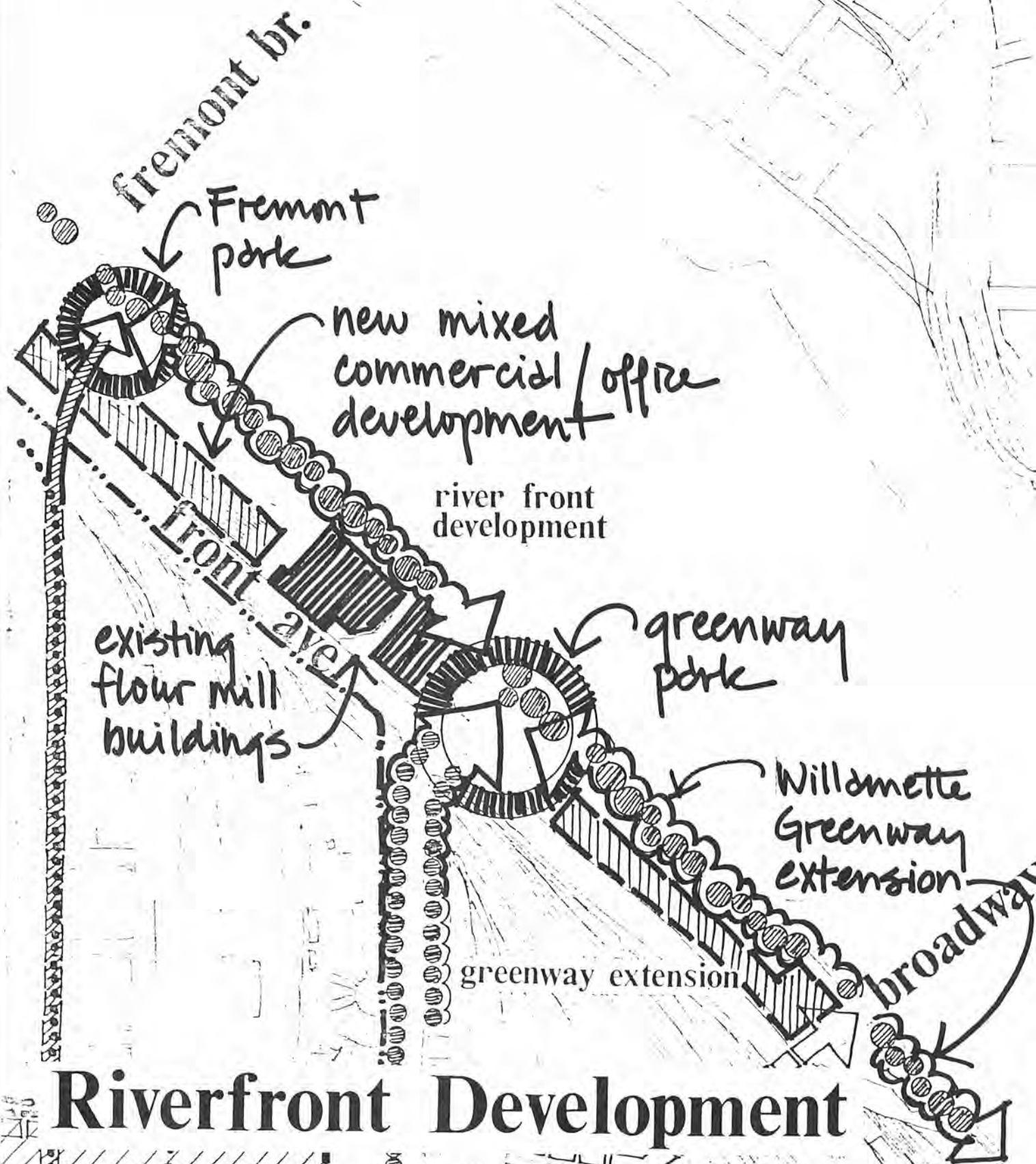
The City has a special opportunity to include the extension of the Willamette River Greenway with any development that may occur between the Broadway and Fremont Bridges. This location marks the northern edge of the CBD, reinforced by the grandeur of the Fremont Bridge as viewed from the downtown and from the eastern riverbank.

Specific proposals include:

A mixture of commercial, office, and outlet retail activities oriented toward the river, similar to Granville Island in Vancouver, B.C. The density of development would increase over time as demand occurred. Some residential uses might also be incorporated into the development, but not as a primary use.

Extension of the Willamette River Greenway, including a major gateway park or open space at the water's edge. Easements through private development along the river's edge are ensured by state and local ordinances.

Extension of the North Park Block's open space to the river, creating a continuous Portland Greenway System that stretches from the Terwilliger Blvd. Park, through the South Park Blocks, and connects with the Willamette Greenway at a gateway park.



# Riverfront Development

## INFRASTRUCTURES AND CONNECTIONS

The following transportation and connection elements would become part of the NW Triangle proposal:

The same arterial and surface street improvements identified in the "Make It Work Better" option should be included.

Increased parking in the Burnside and Preservation Districts will be required to accommodate the additional demand.

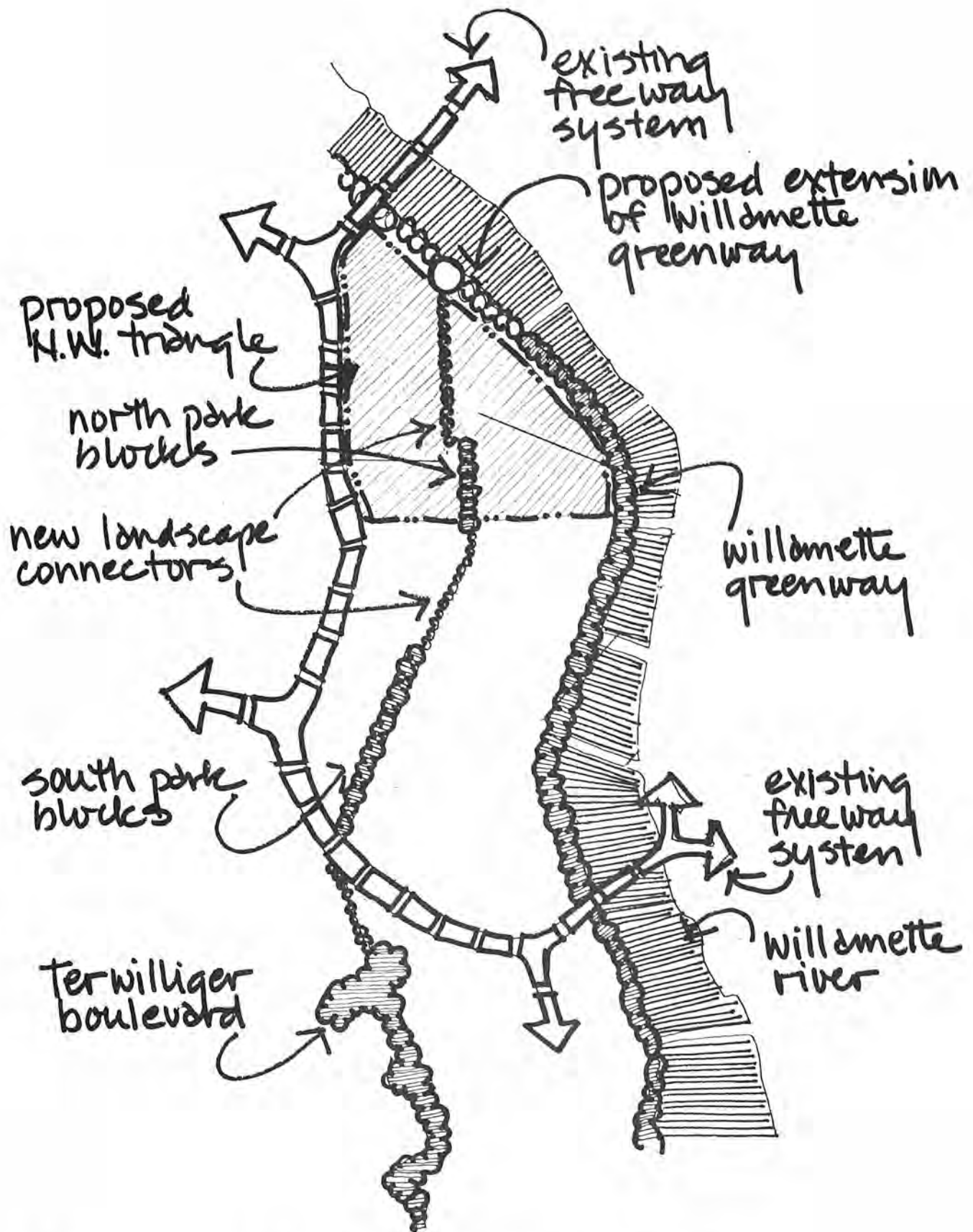
Extension of the Transit Mall and Fareless Square will encourage workers and shoppers to the NW Triangle to use public transportation.

Landscape edge along 15th Street, north of Lovejoy, to make sure that residents in the NW neighborhood west of the freeway are buffered from the proposed Business Park.

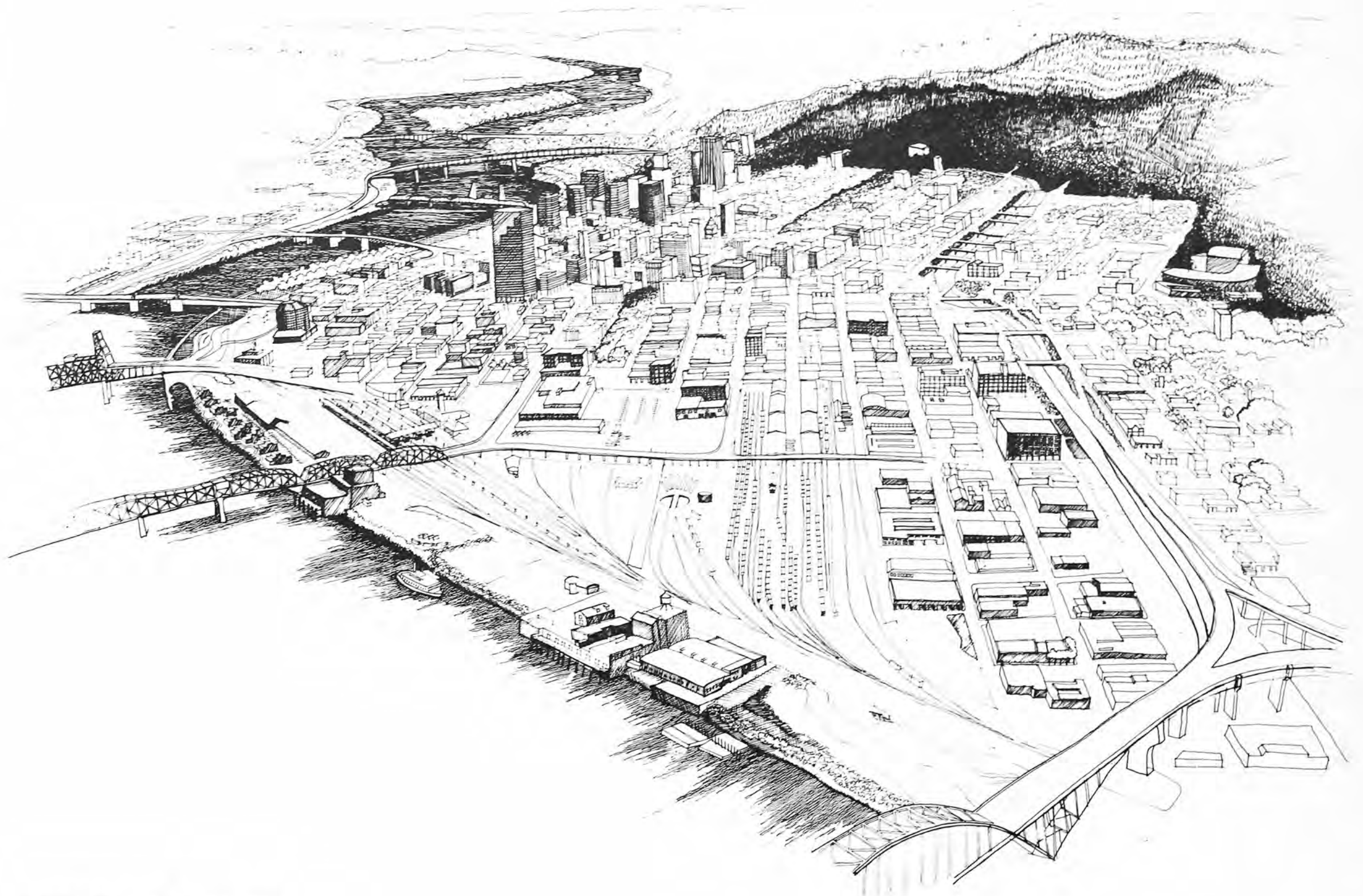
Pedestrian improvements across Burnside, including paving and better street lighting, to encourage pedestrian movement across the Avenue, and to reinforce the character of the NW Triangle.

As previously mentioned, landscape and pedestrian improvements should be made to complete the Portland Greenway through the City and the River Greenway to the Fremont Bridge.



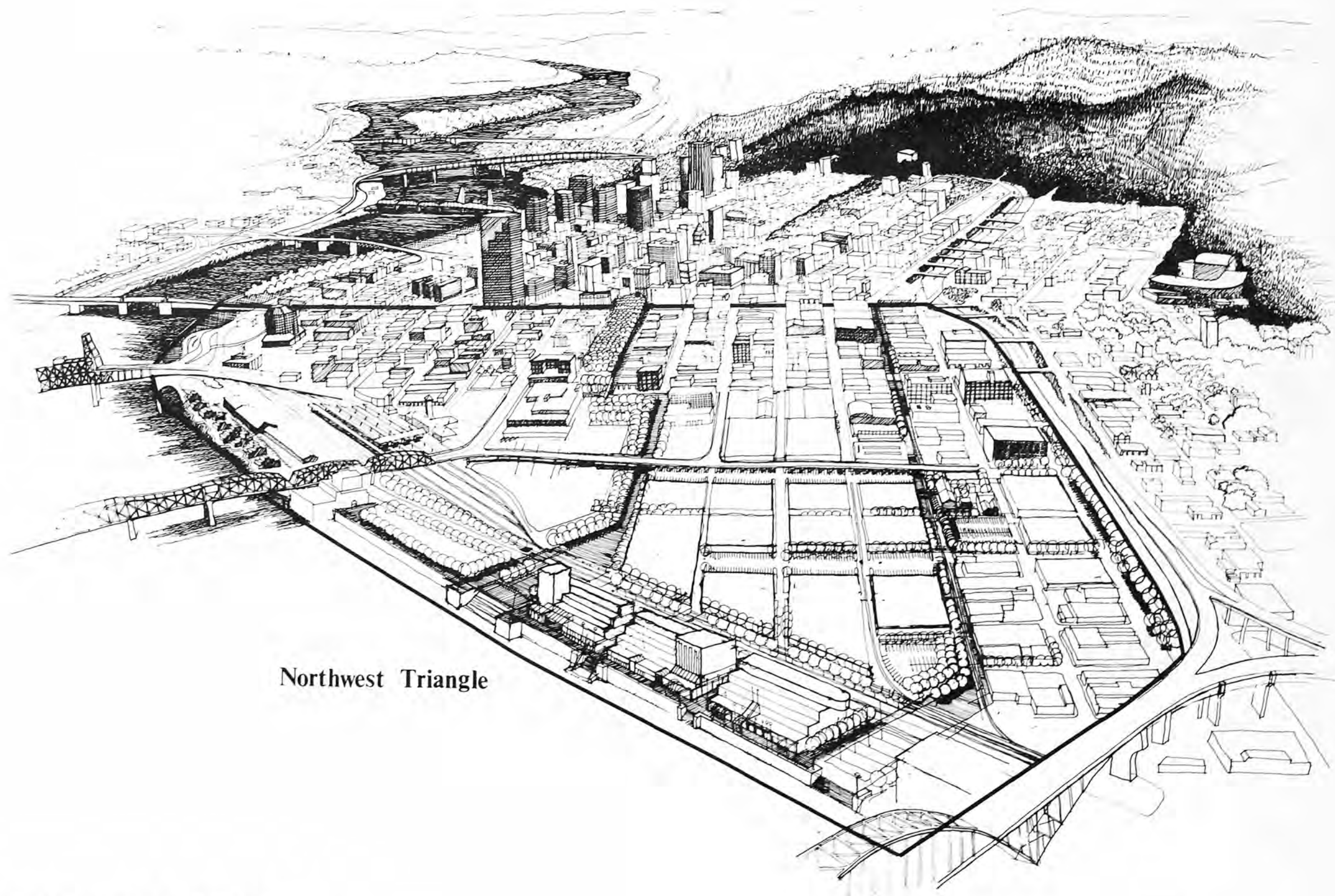


## Recreation / Open Space



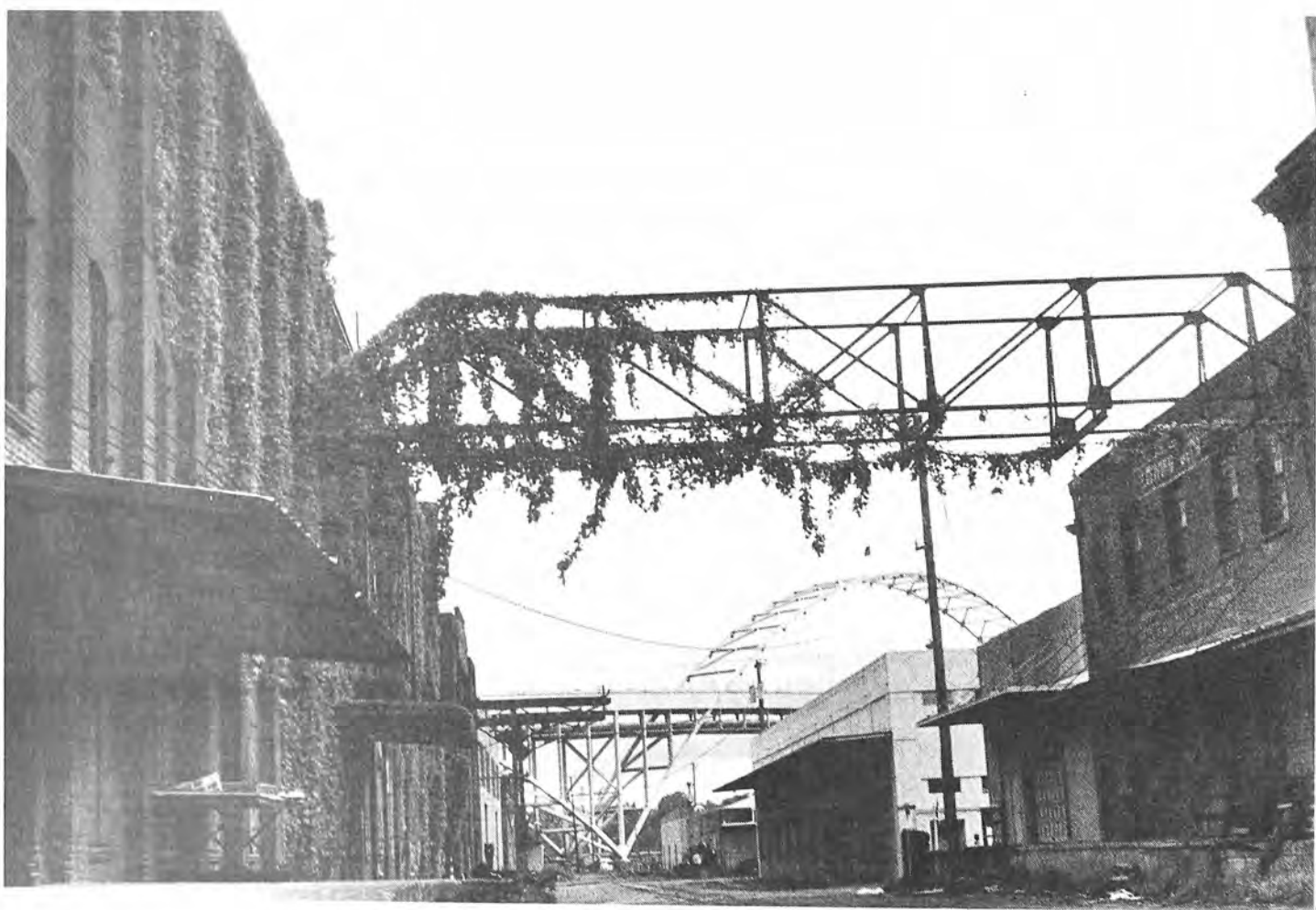
NORTHWEST TRIANGLE  
EXISTING CONDITIONS



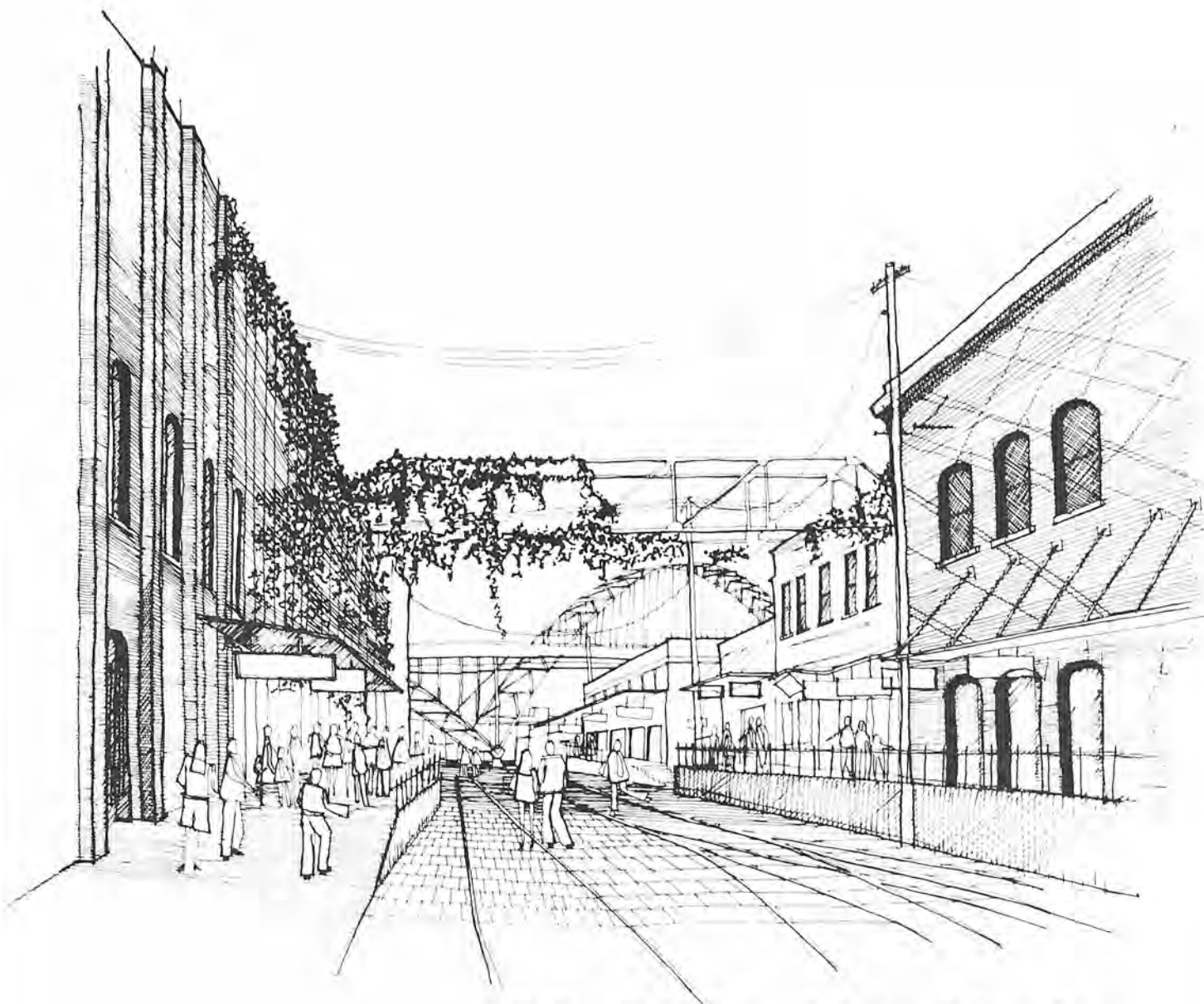


Northwest Triangle

**NORTHWEST TRIANGLE  
PROPOSED BUSINESS PARK  
AND HISTORIC PRESERVATION DISTRICT**







**13th St. Looking North**





13th Street Looking South  
Typical Infill

# Effects

## A. TRANSPORTATION

The proposals described above are intended to deal with the transportation problems that were identified. The most immediate effects will be experienced in the following areas:

### PARKING AND LOADING/UNLOADING

Parking problems were the most frequently mentioned transportation concerns. One person told the R/UDAT team that "there is an insufficient supply of parking because it is an older section of town." The deficiency appears to include both short-term (up to four hours) and long-term (more than four hours) parking. Parking demand and user surveys would quantify the magnitude, nature, and location of parking problems and form the basis for evaluating which local streets should be converted to parking and loading/unloading streets. The 200 by 200 foot blocks in the area permit through traffic movement at intervals that are shorter than usually necessary. Redesigning some of these streets for parking and loading will:

- decrease accidents and conflicts;
- provide additional short- and long-term parking;
- reduce delays caused by trucks loading/unloading;

- reduce the conflict between trucks serving the industries and retail customers seeking easy access and convenient short-term parking spaces; and,
- support the development proposals described in this report.

The team was informed that the streets belong to the public. Streets that are not needed for public purposes can be vacated by means of a formal procedure and then they revert to the abutting owners. Coordination among owners is essential if the redesign is to be successful.

The parking lid is perceived as a development constraint. One person said "the parking lid is really hindering any people-intensive activities in this area." Better management of parking as a scarce, valuable resource will alleviate some of this perception. Improved transit service and effective implementation of ridesharing programs for commuters will reduce the demand for long-term parking spaces.

### STREET NETWORK

Capacity limitations do not appear to be severe. They tend to exist along Burnside Street which has an average daily volume (A.D.T.) of 32,000 vehicles, and the N.W. Glisan Street (9,700 A.D.T.) - N.W. Everett Street (10,000 A.D.T.) one-way pair. Traffic engineering improvements (signal timing, geometric changes, and parking restrictions) will improve capacity and safety in a cost-effective manner.



Burnside Street is perceived as a barrier. One person said "the Burnside barrier is being broken." Another person said "the Burnside psychological barrier is stronger in Old Town than further west at the Northwest Neighborhood." The suggested pedestrian circulation improvements, transit mall extension, and other proposals in this report should help deal with this issue, by improving safety, security, and environmental perceptions.

The railroad spurs on the streets are not heavily used and rail car movement occurs at night. By making these railroad and property access streets, traffic flow will be improved.

## **TRANSIT**

The committed and proposed transit improvements (bus routes, light rail transitway, transit mall extension north of Burnside, and the northern extension of Fareless Square) are intended to reduce the need for long-term parking, decrease air pollution, increase ridership, decrease energy consumption, and support development.



## **PEDESTRIAN AND BICYCLE CIRCULATION**

The pedestrian and bicycle systems are easily overlooked, but they are an important part of the overall transportation system. Safe, well-designed, and lighted pedestrian and bicycle networks will reduce congestion, improve air quality, and reduce the need for parking spaces in the core area.

## **TRANSPORTATION CENTER**

The Transportation Center is an area where travelers change from one mode of transportation to another. Creating a successful transportation center requires a careful consideration of traveler needs, the needs of each mode of transportation, and the social image created. Some elements of the design of the new Greyhound Bus Terminal are intended to discourage crime and anti-social behavior. These measures include the location of outdoor covered areas on private property to make the area easier to police. Covered areas on public property make it more difficult to discourage loitering. The lobby will be adjacent to the street and the use of glass will allow visibility from the street by law enforcement personnel. Good exterior lighting should also discourage anti-social behavior. Protecting arriving runaways at the bus station against exploitation is difficult to deal with through physical design alone, but physical design can be supplemented by other actions such as a 24-hour a day Traveller's Aid desk in the passenger area and regulations that prohibit the establishment of massage parlors and adult book stores in the adjacent area.

## B. SOCIAL FACTORS

### CRIME

The study site is not a high crime area and most of the crime that occurs there is directed against property. Statistics from the Portland Police Bureau covering the major portion of the study site, showed highest rates for larceny and burglary connected with the warehouse and commercial facilities and committed by people coming into the area in automobiles, and not by the local transient population (see table below)

#### 1981-82 Crime Statistics for Major Portion of Study Area\*

	1981	1982
Murder	1	0
Rape	2	6
Robbery	18	19
Agg. Assault	15	18
Burglary	66	44
Larceny	137	138
M.V. Theft	21	22
Arson	5	4
Total	265	225

\* Source: Lt. John Holly,  
Planning & Research  
Portland Police  
Bureau

Not included in the above statistics are those incidents connected with drunkenness which is of concern to area merchants and commercial operators. These result in minor damage to property and annoyance to employees and customers. There are also individuals sleeping in doorways, dumpsters and any other available spaces. Problems seem more acute for retailers than industrial users. From the standpoint of the study team, the area did not, have the "bombed out look" of so many inner city transient or skid road districts. While incidents of vandalism undoubtedly occur, most businesses in the area had plate glass windows still intact and well maintained.

### STREET PEOPLE

The perception of some of the area merchants, is that the city is a magnet for dispossessed and disturbed individuals from a wide region of the Northwest. Such individuals are variously described as derelicts, vagrants, street people, bums, winos or just undesirables. The largest concentration of such individuals resides in the area immediately to the East of the study site but spills over into the area. Although the study site contains no legal residents it was apparent that some non-legal residents were living on the streets or in lofts without official sanction.

Although there is sometimes a tendency to lump together all such individuals there exist

in one with an active and organized neighborhood association.

Should this happen this would likely increase the number of street people using the study area on a temporary basis. Presence of a social program or agency in the area would provide space and facilities currently unavailable for the present transient population, although there is no guarantee, of course, that they will use them. On the other hand, the lack of such spaces increases the likelihood of confrontations with property owners and business people in such matters.

#### **PLAN A OUTCOMES**

More intensive development of its retail potential or the introduction of social agencies will increase the numbers of street people in the study area. Such individuals often earn additional money collecting bottles, cans, or other discards and any retail business will tend to increase scavenging activities. The increased retail trade will also increase pressure from business and property owners to move out the street people. This attitude can best be expressed by the statement made by a business owner in one of our meetings, "I don't care where they (street people) go, so long as they leave here." On the other hand, there is no unanimity among local merchants and property owners that total elimination of street people from the area is the only solution. Many have learned to accomodate themselves and their businesses to a coexistence with th4e street people. New business owners in the study site would need

to be prepared to deal with the present street population and those additional individuals attracted by the increased pedestrian traffic and scavenging opportunities. This requires a continuation and extension of current educational and zoning review programs conducted by the Portland Police Bureau and other civic agencies.

The most likely outcome is therefore a continuation of the uneasy truce that exists between property owners, business people, and street residents whose numbers are not likely to shrink but rather to increase with any new development. While some business owners may decide to move elsewhere because of the nuisance value or vandalism, the attractions of the area should be sufficient to outweigh these disadvantages. We therefore recommend a continuation of current city policies in regards to the street people. Obviously their presence is not an economic or social asset to the area but it can probably be tolerated here more easily than elsewhere in the city and the problems associated with their presence can be dealt with through education and reasonable enforcement of existing laws. A zealous enforcement of vagrancy and loitering statutes would have a temporary effect at best and would probably be counterproductive in the long run in laying the groundwork for more serious malicious property damage.



Problems connected with street people are not unique in Portland. Most American cities of any size have similar difficulties. San Francisco is considered a magnet for dropouts, runaways, former mental patients, and the unemployed. Sacramento has acquired a similar reputation in its region. Local officials believe that transients are attracted to the city because of the generous aid packages and emergency support that is available. Sections of New York City and Chicago are considered magnets for mental patients discharged from state hospitals as part of the deinstitutionalization program. There is no reason to believe that Portland is any more or less a magnet for street people than any of these other cities. The street population of Portland continues a higher proportion of Native Americans and drunks, a smaller percentage of hard drug abusers and the overtly psychotic relative to cities such as New York and San Francisco, but the situation here is not unique. There is a widespread belief that the street population has gotten younger and less stable during the last decade with an influx of individuals who had formerly been cared for by the mental health system.

## **SOCIAL SERVICES**

Presently, the study site does not contain any social services. This is in line with the city council's policy of locating such services in proximity to the populations served. This should not rule out the possibility of such services being located in the area in the future. There are various factors

which increase the likelihood of this happening and therefore some attention should be paid to this possibility in developing plans for the area.

The experience of other cities may indicate that as commercial development proceeds in the downtown area, there is pressure to push out low income housing and support services. During the past decade there has been a net reduction in low income housing in downtown Portland. This reduction has been most pronounced in regard to SRO housing. Within the period 1970-78, 1345 SRO units were lost and none was replaced. The loss continued despite a city council policy of maintaining the existing number of low income housing units downtown (Bureau of Planning, 1981). Despite a current vacancy rate downtown, these trends are likely to continue. Some consideration should be given to the possibility that support services will spill over into the study area. Faced with the necessity of moving an existing social service or finding space for a new program without dispossessing current residents, city officials may opt for a non-residential neighborhood such as the Northwest Triangle. The availability of industrial type buildings suitable for sheltered workshops, low rents, and the absence of families may make such a move an attractive possibility. In general it is much easier for a social agency to obtain space in a transitional non-residential neighborhood than



identifiable categories with fairly discreet characteristics. Most are likely to be unemployed or under employed, low income males without established family ties. The population includes elderly retired individuals, often on pensions or social security. Some of this group could move elsewhere but is attached to the neighborhood and street life. Chronic alcoholics and others with severe alcohol-related problems are heavily concentrated in the nearby Burnside

district, as are "displaced persons" which include Native Americans who have left the reservation, dropouts who have cut ties with home and family, former residents of mental hospitals, and the recently unemployed who are actively seeking work where they can find it.

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Photograph by Mark Barnes



## **C. Historic Preservation/Adaptive Uses**

Under the "Make it Work Better" development option, the anticipated immediate effects include:

### **Resource Inventory and Evaluation Completion**

The public and private sectors have a professional, authoritative information base on which to develop and conduct a long-term preservation program. Preservation resources become better understood and appreciated within the city.

### **Present Property Owners**

Should be informed of the significance, or lack thereof, of what they own. Those with significant property can be made aware of available historic preservation opportunities and incentives. Those not owning significant property should understand that they are able to improve, replace, adapt, etc., without concern for the preservation process. However, they begin to appreciate the total context of the area.

### **Real Estate Investment**

Identification of major property additions to the National Register of Historic Places is likely to begin attracting the interest of local, state and national investors and preservation-related developers. The state and federal tax benefits are a major incentive.

## **Property Usage**

The significant properties begin to attract the interest of owners and occupants who wish to alter the traditional use of the property, i.e., adaptation from warehouse to school, factory to art gallery, etc.

### **Demolition Moratorium**

The moratorium prevents the uninformed and uncontrolled loss of individual properties. Helps maintain the remaining overall integrity of the significant concentration of properties.

### **Preservation Help**

Facilitates owners of significant properties taking better care of their properties and enhancing their long-term value.

Under the Northwest Triangle development option the anticipated immediate effects would include:

### **Transportation Center**

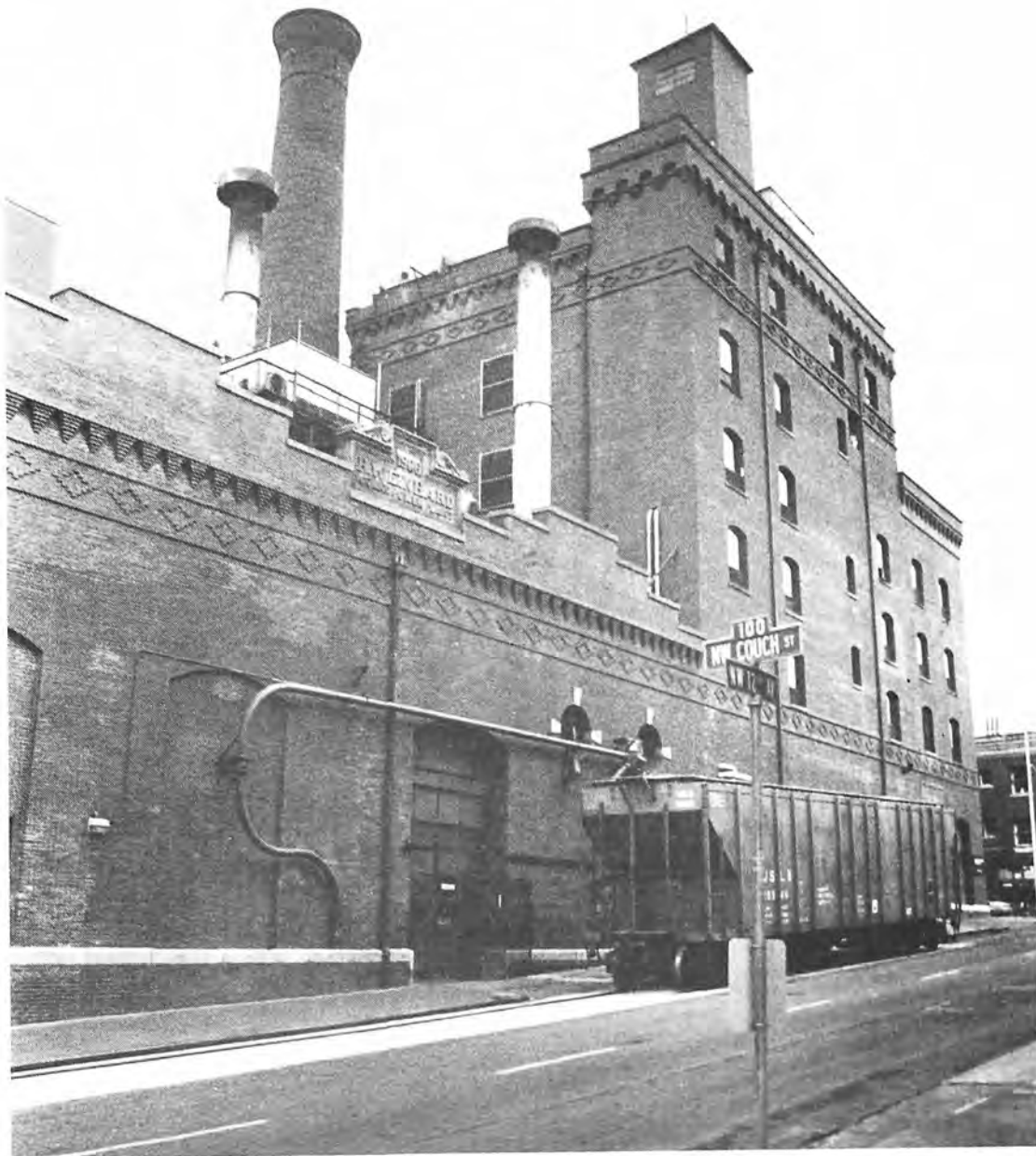
The Union Station, a designated city landmark would be preserved for continued partial adaptive use.

### **Burnside Retail/Office Area**

The city designated Skidmore/Old Town Historic District continues to experience preservation work together with compatible new construction on presently vacant sites. City designated individual landmarks are preserved and have compatible new buildings, built adjacent to them. The current Historic Resource Inventory potentially identifies other individual properties with the area.

## Warehouse/Industrial Historic District

The same general effects under the first option apply. In addition, the district designation requires a building by building determination of which are contributing and non-contributing for purposes of the federal historic preservation tax incentives.



The district should have some general design considerations developed to help guide new construction within the district. The existence of the district will provide a much stronger identity to the area and greatly strengthen its marketing potential.

Special care should be taken so as not to create a rapid and disruptive change in uses within the district. Existing businesses who want to remain should be encouraged to do so and thus maintain the special character of the area.

### **Business Park**

The Cordage Company complex and its immediate surrounding significant properties has to form a preservation Node within the northern portion of the park. It also serves as a major terminus for the important 13th Street spine running through the historic district.

### **Riverfront Park Development**

Public access should be preserved especially along the river's edge. Selected key vistas from within the historic district should be preserved as they focus on the Fremont Bridge.





## D. ECONOMICS

The strengthening of the Northwest Triangle as a service support center for the downtown core is vital to the continued successful development and operation of the central business district. The close proximity of these "back door" functions heightens the already extremely desirable locational factors that attract tenants to the office buildings and retail operations in the core area.

Many of these service/distribution functions are already represented in the Northwest Triangle area and should not be disturbed in their current operations. In fact, every reasonable measure should be taken to ensure that they do remain. Many more would find it profitable to operate from there if space suited to their needs were available.

Unfortunately, many of the fine old multi-level structures in the Northwest Triangle are not suitable, and cannot be adapted to accommodate the contemporary need for warehouse space. Such space is found in the suburbs as "Business Parks" available in increments usually beginning at about 1,500 square feet on a single level: office space representing 20 to 40% of the total; truck access to rear; and well landscaped and attractively sited. Rail service is generally of no importance to tenants in these facilities.

The expansion and modernization of the business service space within the area would:

- Support the core office, retail, restaurant, entertainment, and cultural operations in the central

- business district

- Enhance an efficient urban infrastructure

- Enrich the tax base

- Balance the urban inner core

- Reduce service traffic to/from outlying distribution centers
- Retain and expand the job base.

## E. NEIGHBORING AREAS

The general effects of the "Make It Work Better" development option will:

- Provide for better and more efficient truck, car, and bus access into and through the Northwest Industrial area (NWIA).

- Stabilize the area for the next two to five years and therefore provide better and more efficient traditional services to the Downtown and other areas.

- Establish a strong regional transportation center close to the Downtown. This will discourage the use of the car in the downtown area for visitors using the center. There is a potential to increase the numbers of people visiting and using the downtown and Old Town which will generate additional retail activity as well as service activities.

- Reinforce Portland's general pattern of adaptive reuse of underutilized and historically significant buildings and districts.

- Attract artists and craftspeople seeking live/work lofts or studio space. A market for artists and

craftsmen from other parts of the state and country could begin to develop over the next two to five years if public policies support the establishment of a "leading edge" artist community.

The net effects on the neighboring areas of the Northwest Triangle Plan will include all the effects noted as impacts of the first plan.

In addition, the net effects of The Northwest Triangle on the neighboring areas will be to:

Add about 2500 jobs in the Business Park alone. These jobs will help relieve the unemployment problems in the Northwest District and other residential areas, of the city.

Increase the number of people working near the Old Town and Downtown which will result in increased retail activities and service activities in those areas as well as helping to generate commercial activities in the Conservation District.

Establish a Greenway linking three major areas of the city: The Downtown, the Old Town, and the Waterfront. This will result in easier, safer access to the waterfront, increased areas for public recreation and an increase in development of compatible service uses along the length of the Greenway and waterfront.

Soften the edge between the downtown and Old Town resulting in the possible selective expansion of the downtown uses into the Old Town area.

## F. ARTS ACTIVITY

Both development options presented here offer new opportunities for arts activity in Portland, at a small scale and compatible with the arts events presented in the central business district. A healthy arts community rests upon a tiered system which creates a variety of local, regional and national opportunities for artists and audiences. To the best of our knowledge Portland has an active but dispersed arts community. In a city with such a diverse arts community there does not seem to be a focus for non-traditional or small scale local arts activity. There seems to be little knowledge of the opportunities the warehouse areas could present or advantages which could accrue from focusing "leading edge" arts activities in a district setting.

The Northwest Triangle and especially the warehouse buildings toward its south end offer opportunities for live performance in showcase situations, presentation of new works by local artists, live/work opportunities for studio and rehearsal space, space for arts service organizations and arts supply houses, sales opportunities for both craft and visual artists.

Although inexpensive space is available for arts activity throughout the city, it is the community aspects which a district such as the Northwest Triangle offer which can enhance and assist the local arts and artists. With proper planning safeguards, the Northwest Triangle could become an incubator for arts development in Portland, and provide a show case

for local talent. This would provide audiences with small scale, grass roots events as mutually-supportive activities to the national, large scale, programs offered in the city's established theaters and museums.

#### **G. RECREATION/OPEN SPACE**

Given the mixed uses that are likely to be developed in the Northwest Triangle, the recreation and open space network will need to serve area workers, the Northwest Residential District, and Downtown residents.

#### **MAKE IT WORK BETTER**

No significant public recreation and open space improvements are proposed.

Some private open space improvements may be developed such as mini parks or courtyards. Also some riverfront pedestrian ways may be privately built.

#### **NORTHWEST TRIANGLE**

Regional recreation and open space system will be significantly improved.

A new defined image of downtown from the Fremont Bridge to Marquam Bridge will be reinforced by a continuous Willamette River Greenway.

Innecity residents and workers will be encouraged to walk and exersize along the greenways.

Adjacent development will be enhanced by greenway landscaping and pedestrian amenities.

Development will be encouraged separately from development projects located south of Front Avenue.

Orientation in the Downtown will be improved andd awareness of the river's edge increased.

This will complete the original intention for Park Blocks as a city-wide landscape element, not just a set of discrete open spaces.

New connections will be established for the Northwest Residential District to the river along 15th Avenue.

A symbolic "entry" into the city will be created when one travels west on Fremont Bridge or down the Willamette by boat.

# How To Make It Happen

## A. ACTIONS COMMON TO BOTH DEVELOPMENT OPTIONS

Some actions are common to both the "Make It Work Better" and the "Northwest Triangle" development options. These actions are:

### 1. Transportation

parking demand and user surveys

local streets converted to parking and truck loading, unloading streets

arterial street capacity and safety improvements

railroad streets

bus service improvements

northern boundary of Fareless Square

pedestrian and bicycle circulation improvements

Transportation Center at Union Station

Northwest Triangle Area Organization with a transportation committee

transportation resource management

travel reduction programs

## 2. Historic Preservation and Adaptive Re-Use

The following steps are suggested:

1. Enact temporary demolition moratorium. To protect significant properties, especially the integrity of the proposed historic district, the city should enact a temporary demolition moratorium while the planning process - local historic designations and recommendations to the National Register of Historic Places - take place.
2. Complete the Historic Resource Inventory and Evaluation - To provide the foundation for a long-term preservation program, the process should be completed as soon as possible. While most of the field and research work is finished, the analysis and evaluation of the results is not yet fully complete.
3. Educate the Property Owners and Public Decision Makers - Using the Historic Resource Inventory results, develop an education and awareness program aimed primarily at the property owner and city/state public decision makers. Special emphasis needs to be placed on the immediate and long term benefits of the historic district. Fully explain the economic aspects of state and federal laws.



4. Begin Nominations to the National Register of Historic Places for the purpose of qualifying for the state and federal historic preservation tax benefits available to owners of eligible properties.  
It is especially important that the historic district nomination process begin. Some property owners may wish to also pursue designation as city landmark and should be encouraged to do so.
5. Review the Compatibility of the Historic District and Existing Zoning - The overlay of the new historic district on the existing zoning should result in a compatible set of long-term objectives. If they are not, amend the zoning as necessary. The effect of existing zoning on individual properties outside the district should also be examined.
6. Dealing with the Resources - Collect in a resource center and prepare special education materials to assist owners, developers, architects, engineers, building officials to work effectively with the resources. Two areas merit special emphasis: first the assembly of basic "how to" technical material to better maintain and adapt individual historic properties and second, factors to be considered in the design of new buildings within the historic district so that they reinforce and strengthen the district's overall integrity. Topics addressed should include scale, materials, color ranges, landscape treatments, etc.
7. Review Code Compatibility with Historic Buildings - To encourage owners to proceed with needed work, be sure they understand the city's basic support for safely preserving and using historic properties.
8. Create Preservation Support Mechanisms - Consider the creation of a Preservation Revolving Fund to purchase, protect and resell, endangered historic properties. Establish a facade easement donation and enforcement program to further supplement the economic benefits available to property owners.

## **B. DEVELOPMENT OPTION: MAKE IT WORK BETTER**

To implement this development option, the projects listed below are necessary. The major implementation steps are identified for each project.

### **Area Organization**

- convene an open meeting
- establish the Northwest Triangle Area Organization
- establish an agenda
- establish priorities
- develop a public/private framework

### **Parking Demand and User Surveys**

- prepare the research design
- design the surveys
- collect and analyze the data

### **Parking and Loading/Unloading Streets**

- identify the streets to be converted
- design and build the improvements
- develop the legal administrative framework

### **Arterial Street Capacity and Safety Improvements**

- collect the background data
- project future travel demand
- design and build the improvements

### **Railroad Streets**

- develop the legal administrative framework
- design and construct the improvements

### **Street Rebuilding or Resurfacing**

- survey street paving and utility conditions
- schedule improvements in the Capital Improvement Program
- prepare the rebuilding or resurfacing specifications and implement them

### **Bus Service Improvements**

- project ridership demand characteristics
- plan and implement improvements

### **Fareless Square Northern Boundary**

- analyze the impacts of moving the Fareless Square boundary north of NW Hoyt Street

### **Pedestrian and Bicycle Improvements**

- survey the needs
- prepare and implement recommendations

## **Transportation Center at Union Station**

determine physical, social, legal, economic and administrative improvements

prepare and implement recommended policies, plans, and programs

### **Reduce Travel Programs**

develop and implement programs tailored to the Northwest Triangle Area

establish the legal administrative framework



## **C. DEVELOPMENT OPTION NORTHWEST TRIANGLE**

The following steps define an action plan that might take place over the next ten years in order to implement the Northwest Triangle option. It includes both major public and private actions. This action plan assumes that the improvements suggested under the "Make It Work Better" option will be implemented.

(Note: \* indicates city responsibility; all figures are in 1983 dollars).

### **1. Transportation Center**

#### **Union Station Plan**

Perform feasibility study to determine type of uses, location, market, phasing, and investment analysis for station expansion and track removal.

### **2. Burnside Office/Retail Area**

\*Burnside Neighborhood Support Services.

Review level of support services for seniors and street people.

Determine long range plan for budgeting and management.

Determine long range policies for safety and law enforcement programs.

\*Burnside Development Guidelines

Examine market potential for new office and retail space.

Determine whether impact on existing character of the area requires development guidelines for new construction.

Implement guidelines if applicable.

### **3. Mixed Use Preservation District**

#### **\*Historic Designation**

Update survey of building inventory.

Determine boundaries.

Develop regulations and procedures.

Adopt designation and development review.

#### **\*Zoning Change from M2 to MX**

Evaluate market demand for district.

Determine compatability with existing zoning.

Adopt new zoning designation.

#### **\*Arts Organizaton and Cultural Plan.**

Organize arts groups and determine needs for future development.

Identify spatial requirements and possible locations.

Establish acquisition program and funding needs.

#### **\*Arts Property Fund.**

Establish public benefit of concentrating arts activities in district.

Determine means and operation for revolving fund program for property acquisition.

Establish fund and implement

loan program.

#### **\*Relocation Assistance Program.**

Perform user survey of existing tenants and owners.

Identify tenants who used addition space or more modern facilities.

Allocate funds for expansion of existing facilities on relocation into other city industrial areas.

### **4. Business Park**

#### **\*Market and Feasibility Study for Phase I.**

Determine potential users for modern business park.

Identify physical and financial requirements.

Adopt plan and approve budget for public actions.

#### **\*Urban Development Action Grant.**

Identify relocation land acquisition, street closures, and other public improvements (approximately \$7 to \$9 million) for phase one.

Prepare application of UDAG.

Implement relocation, acquisition and construction of public improvements.

#### **\*Industrial Revenue Bonds.**

Determine need for public dollars to attract new users.

If needed, establish new bond program.



#### Business Park Development.

Determine physical and financial analysis.

Negotiate terms with city.

Build and lease development (approximately \$32 to \$38 million for phase I).

#### Railroad Development Park.

Determine physical and financial analysis for Phase II.

Prepare phasing plan for track removal.

Build and lease development (approximately \$35 to \$40 million for phase II).

### **5. Riverfront Park Development**

#### **\*Willamette Greenway Extension.**

Develop designs for greenway extension from Broadway to Fremont Bridge.

Prepare guidelines for private sector development and easements.

Construct public improvements (approximately \$1.5 to 2.0 million).

#### **\*Portland Greenway System**

Develop designs for a Portland Greenway System from Terwilliger Park to the River.

Prepare specific recommendations for landscape improvements in the Northwest Triangle area.

Construct landscaping and park

improvements (approximately \$1 to 1.2 million) for Northwest Triangle portion.

#### Riverfront Development.

Complete feasibility for development between Broadway and Fremont bridges.

Build and lease development (approximately \$20 to \$30 million).

Of the preceeding public and private actions, the team recommends the following four steps should receive the highest priority:

1. Completing the planning for the Transportation Center,
2. Creating a Northwest Triangle Area Organization to begin discussions of issues pressing transportations and social that need to be addressed,
3. Establishing a Preservation District in the warehouse area, and
4. Extending the Willamette River Greenway to the Fremont Bridge, and connecting the South and North Park Blocks with special pedestrian connections to create a continuous Portland Greenway through the heart of the CBD.

**\*Business Park Development.**

Determine physical and financial analysis.

Negotiate terms with city.

Build and lease development (approximately \$32 to \$38 million for phase I).

**\*Railroad Development Park.**

Determine physical and financial analysis for Phase II.

Prepare phasing plan for track removal.

Build and lease development (approximately \$35 to \$40 million for phase II).

**5. Riverfront Park Development**

**\*Willamette Greenway Extension.**

Develop designs for greenway extension from Broadway to Fremont Bridge.

Prepare guidelines for private sector development and easements.

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**\*Portland Greenway System**

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Of the preceeding public and private actions, the team recommends the following four steps should receive the highest priority:

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# Appendix

## THE R/UDAT TEAM

Charles Zucker is Deputy Director of Design Arts Program of National Endowment for the Arts, Washington, D.C. He is a graduate of Princeton University, Master in Architecture and the University of Illinois, Bachelor of Architecture. He has taught at the Graduate School of Urban Planning and Policy Development, Rutgers University, New Brunswick, New Jersey; he taught architectural design and planning at the City College of New York

School of Architecture and at Princeton University. Mr. Zucker has co-authored the "Planning and Design Workbook for Community Participation." He has worked with community planning groups in Long Island, New York City and New Jersey. He was a principal of an architectural firm in Baltimore, Maryland and has particular expertise in residential planning, design research and participatory planning.





William Fleissig is President of Citywest, an urban design and development consulting firm in Los Angeles, California. He is a graduate of Harvard's Kennedy School of Government, Master of Public Administration, and City College of New York, Bachelor of Architecture. Mr. Fleissig also teaches in the Graduate Program at USC's School of Architecture, and

serves on the Executive Committee of the Community Consortium, Los Angeles. Previously, he worked with Moshe Safdie and Associates in Boston as Project Manager in charge of urban design. Mr. Fleissig was co-chair of the Public/Private Partnership Urban Design Workshop held in Los Angeles last year.



M. Dale Henson heads the Atlanta based economic development consulting firm of Dale Henson Associates, Inc. He holds degrees in economics from the Georgia Institute of Technology. He was a lecturer in regional economic development at the institution and held the post of Regional Development Economist at the Economic Development Laboratory. He was Vice President-Southeast of the Chicago based economic consulting firm of Real Estate

Research Corporation; and Director of Economic Development, Atlanta Chamber of Commerce, including responsibility of directing the Forward Atlanta Program, a multi-million dollar 3-year promotional effort to attract industry. His independent firm specializes in public urban development and redevelopment analyses and programming, and market feasibility studies for office, industrial, housing, and multi-use developments.



Russell Keune, AIA is an architect who has specialized in preservation. He most recently served as the Senior Vice President of The National Trust for Historic Preservation. He is graduate of the University of Illinois, Bachelor of Architecture and Master in Architecture. Formerly, Mr. Keune was associated with the National Register of Historic Places; a restoration

Architect and Staff Architect for the Historic Buildings Survey for The National Park Service. He worked as a Restoration Architect for the Historic Structures unit of The National Park Service. Russell Keune is a Fellow of the Seminar for Historic Administrators and a member of the AIA/National Committee on Historic Resources.



Rick Kuner, AICP, is the President of New Alternatives, Inc., a transportation, urban planning, and development consulting firm in Chicago, Illinois. He has a Master Degree in City Planning from the Massachusetts Institute of Technology and a Bachelor of Arts in Political Science from the University of Pennsylvania. He is

an Adjunct Professor in Urban Studies at Loyola University. Mr. Kuner has worked on transit, highway, railroad, parking, downtown, neighborhood, and industrial projects in more than 25 cities. He was a member of the R/UDAT Team in Lynn, Massachusetts last year.





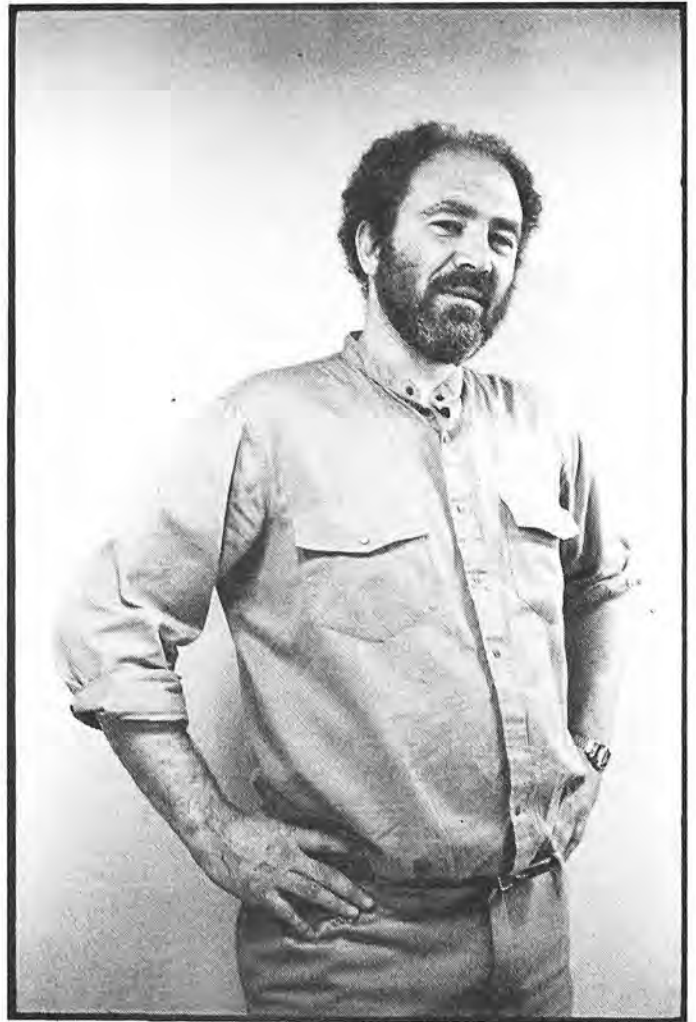
Lawrence Kutnicki has taught architecture and urban design at the college and graduate levels. He has worked in private architectural firms and for the Tri-State Regional Planning Commission for New York City. Mr. Kutnicki has designed the installations of several exhibitions for the Jewish Museum

in New York City, the most recent being an exhibition of constructions and collages by Frank Stella. He is presently working on two books: AN INTRODUCTION TO FIVE ARCHITECTS, and NEW YORK CITY: ARCHITECTURE/URBAN DESIGN ISSUES ON LOWER MANHATTAN, FIFTH AVENUE, AND MIDTOWN MANHATTAN.



James Pettinari is Associate Professor in the School of Architecture at the University of Oregon. He is a principal in the firm Kasprisin/Pettinari Design, Architects and Planners of Waterfront/Industrial Renovation of Seattle, Washington. The firm concentrates on waterfront industrial renovation. He

graduated from the University of Minnesota, Bachelor of Architecture; and the University of Pennsylvania, Master in Architecture. He was the winner in the Milwaukie, Wisconsin Lakefront Design Competition and the Missoula, Montana Riverfront Design Competition sponsored by the NEA.



Robert Sommer is Professor of Psychology and Director of the Center for Consumer Research of the University of California, Davis. He received his doctorate degree in Psychology from Kansas University. Mr. Sommer was

visiting Professor in the School of Architecture of Berkeley and the University of Washington. He is the author of Personal Space, Design Awareness, and Street Art. His latest book, Social Design is being published this year.



# THE SUPPORT TEAM



## SUPPORT TEAM

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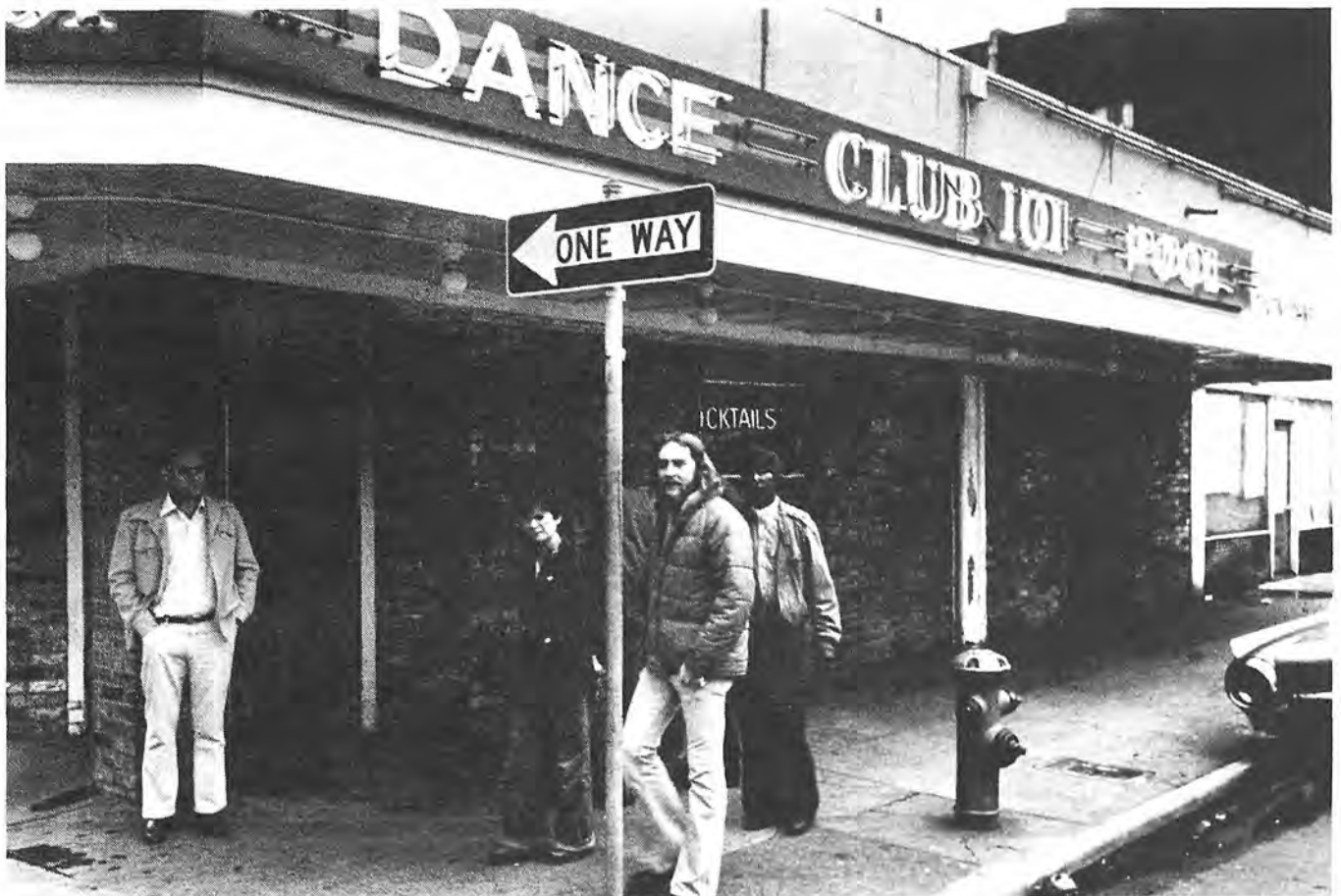
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University of Oregon  
Architecture 480,  
Design Studio, Winter '83

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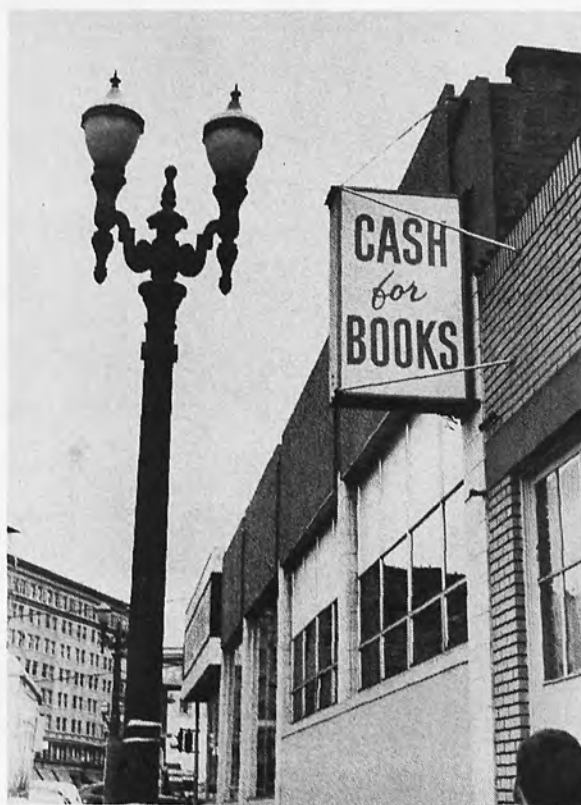
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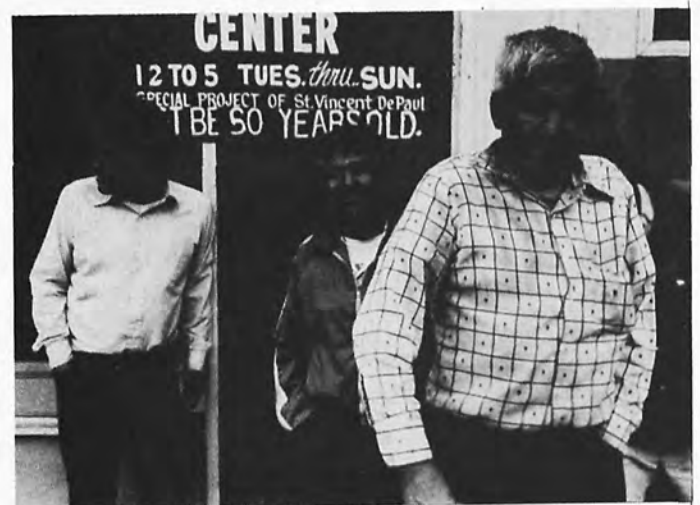
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Railroad

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Michael Whitmore Associates

David Yamashita  
KM Associates





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Minneapolis: Minneapolis Arts  
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Wilkie Farr and Gallagher.  
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Examines special space requirements of artists for studio/living at affordable rents. Analyzes issues and current legal problems in converting industrial buildings. Traces movement of arts colony in New York and cites several artist housing projects.

Kahn, Vivian and Larry Mortimer.  
SEATTLE ARTISTS' HOUSING HANDBOOK:  
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CHANGING PUBLIC POLICY. San  
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development issues and the  
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planners to work with arts  
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funding sources.

Kriesberg, Luisa. LOCAL  
GOVERNMENT AND THE ARTS. New  
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planning programs. Case  
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looseleaf format, relates arts  
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economic development,  
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Edited by Stephen Benedict. New  
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Comparisons of Cultural  
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Louis: Corporation, 1981.

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Selma, Thomas. AN ALTERNATIVE  
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