BURNSIDE
Transportation and
Urban Design Plan

Pre-Planning Phase
Summary Report

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Introduction

Burnside Street has played an important role in Portland’s transportation system for many years as a major east-west route that runs through downtown and touches several other business districts and neighborhoods. Burnside’s street and sidewalks are old and need to be reconstructed or repaired, providing an unusual opportunity to think about how the street will serve the community in years to come.

This project has three phases: pre-planning, planning, and implementation. This document describes the pre-planning phase, which was designed to reach agreement on the topics to be addressed and the process to guide the planning effort. The product of the pre-planning phase is the scope of work for the planning process. It describes the tasks and activities that will take place to produce the final Burnside Transportation and Urban Design Plan.

The planning process is being managed by the Portland Office of Transportation with funding from the Portland Development Commission, the Office of Transportation and a federal transportation grant.
Description of Pre-Planning Phase
The pre-planning phase was designed to identify the range of issues and needs that have already been articulated for Burnside, obtain community input on the direction and scope of the planning process, and develop a scope of work that responded to the range of issues that were raised.

The project team conducted research to obtain information on Burnside’s past, as well as recent planning efforts that have included portions of Burnside in their recommendations. This preliminary information is presented later in this report.

During this phase, a Stakeholder Advisory Committee, representing the affected neighborhoods, business associations, major planning efforts, business owners, property owners, social service agencies, and community members, was formed to guide the team on the process and scope of the planning process. This committee will continue to work throughout the planning phase of the project.

In May, a community workshop was held to identify issues and needs from residents, business owners and property owners. More than 18,000 people in or near the project area received a workshop announcement and project description in the mail.

During the process, the project team enlisted the assistance of several transportation and urban design professionals. These advisors met with the project team three times to review the existing data about the street and formulate a set of tasks that would become the draft scope of work. This draft scope was then reviewed and refined by the Stakeholder Advisory Committee. Finally, the project team developed a budget based on the draft scope of work. The final recommended scope of work is presented in the third section of this report.

As noted above, the first public workshop gave community members an opportunity to voice their issues and needs for Burnside. Participants visited stations describing existing plans and policies and worked in small groups to discuss their opinions.
Summary of Planning Process
The process for developing the Burnside Transportation and Urban Design Plan will consist of four phases or tasks. The first task will include collecting data and information about existing conditions, analyzing the information, and developing some ideas about opportunities and constraints that will affect the possible plan outcomes.

The second task will be an exploration of a wide range of approaches to improvements to develop several scenarios of possible design concepts. This will allow the project team to capture the range of possibilities and evaluate the impacts of a variety of designs against a set of program guidelines that will be developed early in the process. Through analysis and evaluation, the scenarios will be refined into a preferred concept.

The third task will involve drafting the conceptual plan, implementation strategies and phasing recommendations. This draft plan will be circulated to the community for review. Revisions to the plan will be made based on the comments received.

The final step will be to present the plan to various appointed boards and then to the City Council for adoption.

Public outreach will be an important component of the planning process. The project will be guided by a stakeholder advisory committee (page 38). This committee is expected to work closely with the project team throughout the project.

In addition, the project team will provide opportunities for community information and input at each major decision point, including workshops and open houses, surveys, project newsletters and a web site (www.burnsideproject.org).

![PROCESS DIAGRAM]

SEE PAGE 36 FOR COMPLETE DIAGRAM
WHAT WE LEARNED ABOUT BURNSIDE
WHAT WE LEARNED ABOUT BURNSIDE

Overview of Burnside’s Past

Burnside's Early Days
Burnside Street originally was named B Street as part of the “Alphabet District” in northwest Portland that was laid out by Captain Couch. B Street extended from the waterfront to 16th Avenue, where it joined Washington Street to continue westward. What we call Burnside Street west of 16th today was considered an extension of Washington, not B Street. This combination of B and Washington Streets formed the principal east-west thoroughfare from the river and led to Tuality Road, a rough road winding through present-day Washington Park over the west hills to the Tualatin Plains.

Burnside became notorious in the 1860s for liquor and card rooms that drew the sailors from the large dock at the foot of B, C, and D Streets. The street’s reputation for saloons and sailors made it almost impossible for respectable businesses to be located on Burnside.

By 1892, the street’s name was changed to Burnside, after David W. Burnside, an early Portland merchant. By this time, the area north of Burnside was home to railroad, Union Station or hotel workers, who lived in the older, less expensive homes available there. This area also had a more racially diverse population than other parts of the city, and housed a large proportion of Portland’s African-American population at that time. Four churches serving predominantly African-American congregations were established in northwest Portland between 1862 and 1901.

New Improvements: The Streetcar and the Bridge
In 1903, the Burnside streetcar line opened to link the old Nob Hill neighborhood on the west to the newer Buckman neighborhood to the east. The line was shortlived, closing in 1915, possibly due to the undesirable nature of the street through which it passed. However, various other streetcar lines continued to run over most of the same tracks for many more years.

The Bennett Plan of 1912 proposed to widen Burnside and make it the great east-west axis of the city, dividing the retail district from the wholesale district. The plan also envisioned a “grand cross” of intersecting axials of Burnside with Union Avenue on the east and with the Park Blocks on the west. On the east side, Bennett also encouraged the city to extend Sandy Road west to meet East Burnside.
In 1919, the Report on City Planning and Housing Survey by Charles Cheney recommended a new bridge at Burnside Street to relieve congestion on downtown bridge crossings. Traffic had become a big issue in Portland as the number of cars in Multnomah County increased from 20,000 in 1917 to 79,000 in 1925.

The Burnside Bridge opened in 1926, and according to one source, worsened auto congestion downtown because it increased the number of cars that could get across the river. The new bridge included wide walkways, balustrades and ornamental lighting. The center lanes were dedicated to the streetcar lines with an underpass providing passenger access to the stops in the middle.

**Burnside Gets Wider**

By 1931, the need for more roadway space led to a street widening project on both East and West Burnside. On the west, Burnside was widened from the bridge approach to the Park Blocks. Building fronts were chopped off and rebuilt at the new sidewalk line to add an extra lane. On the east side, the first floor of many buildings became an arcade to accommodate a new sidewalk as the old sidewalk gave way to another traffic lane.

Another citywide plan to propose changes to the street was the 1932 Bartholomew Plan, which proposed widening Burnside to 100’, or an eight-lane capacity, from West 21st Avenue to East 12th Avenue. The plan also proposed changes to the intersection at Burnside, 12th and Sandy on the east side.

Washington Street west of 16th became Burnside Street in 1933 when the city systemized the street names and numbers. A couple of years later, property owners petitioned to change Burnside’s name to Bonneville, but historical organizations protested and the name remained Burnside.
Growing Auto Congestion
As early as 1935, recommendations to remove the streetcars from the Burnside Bridge to provide more room for cars were made. Also during the 1930s, Burnside was home to most of the city’s auto dealerships, because most of the people who could afford to buy cars lived in the surrounding neighborhoods of Nob Hill and the West Hills.

During World War II, little changed on Burnside. But as soon as the war was over and the economy was booming, Burnside and other city streets began carrying a heavier traffic load with more people driving. Even with the increased traffic, upper Burnside still retained the wider sidewalks, ornamental lighting, and on-street parking at least part of the day through the 1950s.

New Proposals for Burnside
In the mid-1960s, a couplet on West Burnside and NW Couch was proposed from the bridge to NW 23rd to alleviate traffic congestion. While the couplet was not built, a vestige of this concept remains in the extra overpass at I-405 and Couch.

On the east side, a proposal called the Fowler Plan recommended a grade-separated intersection at Burnside, 12th and Sandy. While this idea was never fulfilled, the issue of traffic congestion at this intersection has been studied several times over the intervening decades.

Burnside’s Future
As the city’s population and traffic have increased, Burnside has continued to play an important role in the city’s transportation network. Increased interest in several of the districts and neighborhoods adjoining Burnside has raised issues about Burnside and its role. Plans and redevelopment projects in Old Town/Chinatown, the West End, Lower East Burnside Redevelopment, the Civic Stadium and Goose Hollow Area, NW 23rd, the Pearl District and the Brewery Blocks all impact the uses and needs for Burnside, and paint their own picture about the street’s future.
Summary Of Plans And Policies Affecting Burnside

A Vision Plan for the West End, 1999
Association for Portland Progress and Portland Development Commission

Public Improvements
- Redevelop Burnside to establish as front door for the district, rather than a barrier between the West End and the Pearl District.
- Street improvements on Burnside should enhance the pedestrian environment and change the atmosphere of Burnside to one you are within rather than one you pass through.
- Create an identifiable gateway to the West End.
- Improve Burnside to link the West End with the Pearl District.
- Intersections at 10th and 13th provide the greatest potential for developing enhanced pedestrian crossings and plaza areas.
- Build Central City Streetcar stops adjacent to Burnside at Powell’s.
- Redesign Burnside with continuous treatment from 9th Avenue to I-405.
- Develop plazas along Burnside at critical intersections to identify the District.

Private Improvements
- Encourage exterior improvements to area buildings.
- Identify redevelopment opportunities on parcels abutting intersection plazas.
- Redevelop the Telegram Building.
- Preserve and encourage redevelopment of the existing building stock.
- Develop new infill projects to reinforce the varied character of the existing built environment.

Brewery Blocks
- Establish a front door on Burnside which includes retail uses.
- Connect to other parcels along Burnside with continuous sidewalk improvements.
- Incorporate improved pedestrian facilities and crosswalks.

Eastbank at Burnside: Lower East Burnside Redevelopment Plan, 1999
Portland Development Commission
- Evaluate and implement a plan to increase on-street parking, either on Burnside or nearby streets.
- Investigate the possibility of off-peak left turn signals at MLK and Grand.
- Investigate the possibility of installing a signal at 7th.
- Improve streetscape with ornamental lighting, street trees, tree grates and special sidewalk scoring pattern.
- Conduct analysis of feasibility of gateway at 12th and Sandy.
- Install west side pedestrian crossing at Burnside and MLK.

Old Town/Chinatown Development Plan, 1999
Portland Development Commission
- The width, high traffic speeds and difficult pedestrian crossings on Burnside create a huge barrier between Old Town and downtown.
- Provide left turn for eastbound autos onto 4th Avenue to provide access into Old Town/Chinatown from Burnside.
- Revise signal system: modify signal system to discourage the high speeds on the street.
- Reduce Burnside to two lanes and add parking: add parking meters on the street providing for parking all day. Also consider narrowing the traffic lanes in accordance with urban boulevard standards. Parking from 4th eastward should not be installed.
- Reduce excess roadway space: evaluate the operation of the street and reclaim for sidewalks and public space areas that are not needed for autos. Included are reduction of 3rd and 4th Avenues south of Burnside that have excess capacity for autos.
- Increase the number of pedestrian crossings.
- Provide grants for street front improvements.
- Commence the study of reconstruction of Burnside as soon as possible.
- Increase pedestrian amenities, including curb extensions at crossings, more crossings, eliminating the median and wider sidewalks where possible. Provide special paving for crosswalks and improve street frontage.
- Revise median design: consider removing median everywhere except between 4th and 5th to accommodate bus left turn to the transit mall and auto left turn at 4th into the area.

District Retail Strategies: Phase II, 2000
Portland Development Commission, Association for Portland Progress
Retail Merchandising Mix Plan
- Burnside is described as a “barrier” for Old Town/Chinatown, the Pearl District and the Crossroads subdistrict of the West End.
- Burnside presents a “negative first impression” to visitors of the Pearl District and Old Town/Chinatown.
- The width and speed of traffic present a danger to pedestrian crossings.
- Traffic and pedestrian circulation in the Burnside Triangle is a challenge.

Bridge the Divide and Cap I-405 Vision Study, 1998
City of Portland, American Society of Landscape Architects
- Priority action area is West Burnside-Civic Stadium/West End.
- Develop three capped blocks in West Burnside. (Bright Light District)
- Build on the existing urban form...serve as a surface route gateway into the downtown and the West End, reconnect four neighborhoods.
- Burnside traffic is slowed by an oval plaza that creates a more pedestrian-oriented environment.

Good Neighbor Agreement (Civic Stadium), 2000
- PFE shall retain a traffic engineering firm to prepare a Comprehensive Transportation Management Plan based on the study conducted by David Evans and Associates.
Goose Hollow/Civic Stadium Planning Committee,
Summary of Committee Vision, 2000
- Improve pedestrian crossings at 18th, 19th, Trinity Pl., 20th, 20th Pl. and 21st, and
  reconfigure intersections at 20th Pl., 19th and 18th.
- Change 19th to a 2-way street from Morrison to Burnside; design to close it for special
  events.
- Close Morrison from Burnside to 20th Ave. for pedestrian way
- Development opportunities on south side of street on blocks between 19th and Trinity,
  and between Trinity and 20th Ave with Civic Plaza that joins stadium to Burnside at
  Trinity (current site of Stadium Apts. and Blockbuster video). Opportunity to widen
  Burnside and provide turn lanes or wider sidewalks.
- Development opportunities on north side of street on blocks between 16th and 17th,
  between 18th and 19th (site of McDonalds) and between 19th and Trinity (site of car
  wash, BJ’s pizza).
- Conduct urban design study to look at Burnside from I-405 to 23rd as a linear outdoor
  “room” to tie Goose Hollow and NW neighborhoods through building height, mass
  and use.

Goose Hollow Station Community Plan, 1996
Portland Planning Bureau
- Pursue a corridor study that focuses on the development of Burnside Street as a place
  that integrates pedestrians, cars and bicycles in a quality environment. Identify
  improvements for safe and convenient crossings at specific locations and design
  standards for future adjoining developments.
- Improve pedestrian crossings along I-405, especially the Burnside, Salmon and
  Columbia/Jefferson couplet. The bridge crossings and parallel streets adjoining I-405
  need adequate sidewalks, curb cuts and signalization for pedestrians.
- Examine building heights, FARs and bonuses along W. Burnside commercial zone that
  addresses the character and scale of the neighborhood and continuity of the street.
- Apply a special building setback of 10 feet for new development on both sides of
  Burnside between SW 10th and SW 21st Avenues. This is intended to enhance
  pedestrian and retail activities along the street in support of the design boulevard
  extension west from the Park Blocks. New development gradually will open pedestrian
  opportunities among older, historically rich buildings on the street.
Goose Hollow District Design Guidelines, 1996
Portland Planning Bureau
- Enhance West Burnside as a boulevard extending and improving its boulevard treatment and its environment for pedestrians west of the Park Blocks.
- Buffer and separate the sidewalk from vehicular traffic with street trees, plantings and bollards.
- Enhance the pedestrian promenade along Burnside and make it a linear focus for safe pedestrian activity by widening the space used by pedestrians and locating sidewalk cafes and food vendors in the wider pedestrian space.
- Maintain visual contact and surveillance between the inside of buildings and the adjacent public right-of-way space of West Burnside.
- Punctuate ground floors of buildings with many destination points such as entries for pedestrians and display windows.
- Locate driveways and garage entrances on side streets where feasible, rather than crossing sidewalks along Burnside.
- Provide pedestrian scale to buildings fronting the street with awnings and/or second-floor balconies.

Concept Design: The Midtown Blocks, 1999
Portland Development Commission
- Vision: the park blocks act as a north/south pedestrian link between districts.
- The Burnside connection should provide a continuous and identifiable connection between the mid-town and north park blocks; bring park continuity and pedestrian accessibility into balance with the auto-dominated Burnside corridor, enhance pedestrian crossings.
- Conduct a traffic analysis for the proposed lane reductions on Burnside Street, Ankeny Street closure, and addition of a traffic signal at Burnside (at 9th/Park).

Northwest District Association Plan, 2000
- Improve connections for pedestrians along and across Burnside Street.
- Develop a detailed urban design plan for the Burnside sub-area (Burnside to approximately Davis, 16th to 23rd).
Central City Transportation Management Plan
Portland Office of Transportation

General
- Improved transit, bicycle and pedestrian access is essential to support Central City growth and assure livability."
- Mode split goals for the year 2010: Transit (downtown): 60%; Transit: (north of Burnside) 40%; Walk/Bike: 10%; Rideshare: 1.3 persons per vehicle.
- In managing the supply of on-street parking, priority is first for short-term parking…
- Encourage on-street parking in locations where it provides a buffer for pedestrians.
- Support the Central City as a pedestrian-friendly environment with good connections, that are available, accessible, convenient, safe and attractive.
- Improve the quality of pedestrian crossings as part of transportation projects. At minimum, provide marked pedestrian crossings every two blocks.
- Expand transit capacity and service to the Central City as the highest priority means of increasing access to the Central City.
- Do not improve Major City Transit Streets in Northwest to accommodate greater traffic volumes.
- Ensure that all public streets within the Central City, except freeways, expressways and exclusive transitways, are accessible to bicycles.

Specific to Burnside
Encourage transit preferential improvements appropriate to a Major City Transit Street on West Burnside. With the exception of improvements at NW 23\textsuperscript{rd} and Burnside, do not expand automobile capacity; projects designed for the sole purpose of expanding automobile capacity are inappropriate. Transportation projects on West Burnside should seek to reduce vehicle miles traveled, should be transit preferential, and should recognize the importance of providing pedestrian access via sidewalks and/or crossings at appropriate locations.

- Improve pedestrian safety at the intersection of E Burnside/Grant and E Burnside and MLK Jr.
- Construct vehicle and pedestrian improvements at the intersection of SE 12\textsuperscript{th}, Sandy/Burnside.
- Construct boulevards on Burnside Street.
- Resolve issues related to stairways at the east end of the Burnside Bridge.
- Recognize the importance of pedestrian access to businesses in any future modification to West Burnside.
- Provide pedestrian crossings to access the Stadium light rail station from West Burnside.
- Limit traffic improvements on W Burnside to intersections and new signals.
Existing Classifications and Zoning

Street Classifications
Traffic: Major City Traffic Street
Transit: Major Transit Priority Street (from E 12th Avenue to W 6th Avenue)
Transit Access Street (from W 6th Avenue to W 19th)
Bikeway: Central City Bikeway (from MLK Jr. Blvd. To W 3rd)
Pedestrian: Central City Walkway
Trucks: No designation

Zoning
All base zones along Burnside, except for CG (General Commercial), have a design overlay zone (d), which promotes the conservation, enhancement, and continued vitality of areas of the City with special historical, architectural, or cultural value. This is achieved through the creation of design districts, the development of design guidelines for each district, and by requiring design review.

CXd: Central Commercial
The CX base zone is intended to provide for commercial development within Portland’s most urban and intense areas. A broad range of uses is allowed to reflect Portland’s role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

RXd: Multi-Dwelling Residential
This is a high density multi-dwelling zone which allows the highest density of dwelling units of the residential zones. Density is not regulated by a maximum number of units per acre. Rather, the maximum size of buildings and intensity of use are regulated by floor area ration (FAR) limits and other site development standards. Generally the density will be 100 or more units per acre. Allowed housing developments are characterized by a very high percentage of building coverage. The major types of new housing development will be medium and high rise apartments and condominiums, often with allowed retail, institutional, or other service oriented uses. Generally, RX zones will be located near the center of the city where transit is readily available and where commercial and employment opportunities are nearby. RX zones will usually be applied in combination with the Central City plan district.

Exd: Central Employment
This zone implements the Central Employment map designation of the Comprehensive Plan. The zone allows mixed-uses and is intended for areas in the center of the City that have predominantly industrial type development. The intent of the zone is to allow industrial, business, and service uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses
in the area. The development standards are intended to allow new development which is similar in character to existing development.

**OSd: Open Space**
The Open Space zone is intended to preserve and enhance public and private open natural, and improved park and recreational areas identified in the Comprehensive Plan. These areas serve many functions including:
- Providing opportunities for outdoor recreation;
- Providing contrasts to the built environment;
- Preserving scenic qualities
- Protecting sensitive or fragile environmental areas; and
- Preserving the capacity and water quality of the stormwater drainage system.

**CG: General Commercial**
This zone is intended to allow auto-accommodating commercial development in areas already predominantly built in this manner and in most newer commercial areas. The zone allows a full range of retail and service businesses with a local or regional market. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind or amount than commercial uses and to ensure that they do not dominate the character of the commercial area. Development is expected to be generally auto-accommodating. The zone's development standards promote attractive development, an open and pleasant street appearance, and compatibility with adjacent residential areas. Development is intended to be aesthetically pleasing for motorists, pedestrians, and the businesses themselves.

*Zoning along West Burnside from NW 24th Place to 6th Avenue.*

*Zoning along West Burnside from 6th Avenue to East Burnside at Sandy & 12th Avenue.*
Issues And Needs For Burnside

Issues and needs for Burnside were synthesized from existing and proposed plans, comments from the May 2000 community workshop, and input from the Stakeholder Advisory Committee. This summary is intended to represent the range of ideas voiced through this process.

Circulation

Traffic
Turning Movements
Need center turn lane
Allow left turns between 10<sup>th</sup> and the Bridge (west side?)
Allow left turns only at intersections with signals and at least two lanes
Allow left turns without installing left turn pockets
Add signs where left turns are allowed
Provide more access to streets off Burnside

Traffic Flow/Speed/Smoothness
Slow traffic (narrow travel lanes for cars, reduce curb radii, visual and physical devices)
Eliminate special traffic controls, barriers
Make less attractive/more difficult to drive on Burnside
More attention to local traffic
Put regional traffic on interstate system
Accommodate traffic from Washington County
Look at other options for regional traffic, such as other passes over the west hills
Improve traffic flow
Reduce through traffic
Ease congestion near I-405 and 15<sup>th</sup> Avenue/improve interchange with I-405
Wider street to accommodate four lanes or travel and on-street metered parking
Consider couplet from Front to 25<sup>th</sup>
Priority on through traffic has come at expense of local needs
Traffic volume seems to exceed capacity
Reduce curb cuts (driveways) to businesses on Burnside
Reduce number of lanes from 6 to 4 from West 9<sup>th</sup> to East 12<sup>th</sup> – eliminate right turn lanes there.
Maintain current traffic flow (do they mean volume, speed or ??)
Divert through traffic to Everett and Glisan
More traffic enforcement for speeding cars
Signals
More traffic signals (signals at every intersection)
Improve timing of existing signals
Enforce signals (eliminate red light running)
Use signal timing to achieve 16-20 mph traffic flow

Pedestrians
Crossings & Safety (Functionality)
Make it easier for pedestrians to cross Burnside – longer walk cycles, more crossings
Use double ramps at all corners so people using them aren’t sent into middle of intersection
Safer environment for walking – both physically and socially
Create a buffer between cars and pedestrians (bollards?)
Eliminate barriers in sidewalks
Add pedestrian overpasses for crossings
Pedestrian “scramble” signal at intersections
Emphasize crossing at park blocks
Pedestrians should not have to use push button to cross street
Sidewalk should continue on both sides of street across I-405

Pedestrian Environment
Wider sidewalks
Sidewalks should be at least 8’ clear from building face to parking meter
Higher sidewalks
Pavers on sidewalks
Curb extensions
Street trees and street furniture
More green, plants, flowers
Improve pedestrian environment – more walkable
Pedestrian crossings should have change in paving material
Add seating, benches
Add ornamental lighting
Planting strips with plants in them

Bikes
Need shoulder or bike lane
No bike riding on sidewalk
Allow bikes to use sidewalk
Re-route bikes off Burnside to parallel corridor such as Everett, Glisan
Bikes off Burnside - unsafe for bikes to be on street
Make it easier and safer to bike
Transit
Put streetcar or trolley on Burnside
Provide bus turnouts so buses don’t stop traffic
Better, higher level of transit service on Burnside to provide alternative to driving
Provide separate bus lanes
“Kiss and ride” area at the stadium
Better and more accessible bus service
Add mini-buses or shuttles to augment service
Bus service should extend to Pittock Mansion

Parking
Add on-street parking
No parking on Burnside
Get rid of surface parking lots on Burnside

Trucks
Limit truck access to and on Burnside - trucks should use side streets for deliveries instead of blocking traffic; prohibit large trucks from using Burnside

General
Better north-south connections for all transportation modes
Mix modes on Burnside
Encourage more non-auto uses
Do not allow any cars or trucks on Burnside
Improve access to the bridge from both east and west (didn’t say what modes)
Emphasize Burnside Bridge as pedestrian connection from Waterfront Park to Eastbank Esplanade
Design should be friendly to businesses – easy access, simplified traffic and parking
Extend project up to tunnel
Make it safe, especially around the bridge
Get rid of street drinkers, drug dealing, prostitution
Police on horses
Improvements should serve local businesses
Put something underground – cars, or pedestrians, or businesses
Continue center median
Need to deal with homeless and social needs
Integrate all levels of society into the plan
Reduce noise and air pollution
No billboards
More park-like

Values Stated
Burnside should be a two-lane traffic street with on-street parking
Burnside should be a destination
Goal to move people to the area, not through the area, for businesses to survive
Increase livability of the street (livability not defined)
Pedestrians should be a higher priority than cars
Burnside should have status of a major boulevard – is the heart of the City
Burnside should be an active main street with lots of pedestrians- people oriented
Parisian boulevard feel
Should be on the scale of a major public work
Should be a “flagship” street – Portland’s most beautiful and significant
Burnside should retain its funkiness/character – do not sanitize it like other parts of downtown

**Urban Design**
Improve “friendliness” around transit mall – better lighting, storefronts
Improve facades and visual interest of buildings
Combine modern and vintage architecture
“Creative” architecture
Burnside should connect districts, not divide them
A linked collection of districts
Friendly ground floor retail – good visual connection between inside and outside
Night lighting on buildings
Building set backs or arcades
Plazas, fountains and open space – gathering places
Create and link public places and outdoor “rooms”
Attractive lighting
Design guidelines to make new development consistent with the street
Encourage more street life
Burnside is a barrier – should be a link
Emphasize gateways to districts, east and west sides of river
Public art
Four to five story high buildings to create “enclosure”
Murals – restore old ones, paint new ones

**Land Use**
Create more reasons for people to walk on Burnside - more businesses facing Burnside
Independent stores – not chains or mall-type stores
Businesses should serve local residents, employees, not visitors
Mixed-income housing
Stadium as center of activity
Some businesses, such as car wash, gas station, not compatible
Need hardware store
Add more housing and shops – make it a real urban neighborhood
Reinvest in Old Town
Replace strip mall-type uses, such as McDonalds, with mixed use
More activities and destinations on Burnside
West of I-405, Burnside should be commercial, mixed-use street with wider sidewalks
Bibliography Of Documents Referencing Burnside

Contemporary Publications
(Chronological order from most recent)

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Summary of Committee Vision
Draft: March, 2000

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Portland Development Commission, Association for Portland Progress
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Proposed Mass Transit Plan by W. W. Amburn  
Civil Works Administration (federal government)  
1935

A Program of Street Widening for Portland, Oregon  
June, 1933

Report on Proposed System of major Streets and Development of Waterfront  
Bartholomew & Associates  
1932

Report on City Planning and Housing Survey by Charles Cheney  
Adopted by Portland Planning Commission  
1919

The Greater Portland Plan  
By Edward H. Bennett  
October, 1912

Portland Names and Neighborhoods: Their Historic Origins  
By Eugene E. Snyder  
Binfort & Mort Publishers, Portland, Ore.  
No date

Eastside Neighborhood Growth: The Role of the Streetcar  
By Richard Thompson, Georgia-Pacific Historical Museum  
No date
SCOPE OF WORK FOR BURNSIDE
SCOPE OVERVIEW

Mission
A project for Burnside Street that responds to the diverse needs of the street and its surrounding neighborhoods, identifies functional and aesthetic improvements to the right-of-way, and establishes a blueprint for public and private investments.

Project Boundaries
The plan will recommend transportation and urban design improvements for Burnside Street from Northwest 24th Place to the intersection of East Burnside, 12th Avenue and Sandy Boulevard. The plan also will consider the adjacent street network in the context of improvements to Burnside Street.
SCOPE OF WORK FOR BURNSIDE

Work Program

Task A. Public Involvement and Outreach

Method
Community participation in this project will be critical to its success. City staff will direct the community outreach process with the assistance of the consultant team. A stakeholder advisory committee will meet regularly, and City staff and the consultant team will conduct public workshops and open houses at key points in the process. The consultants will be expected to present project material and participate in the meetings, workshops, and open houses.

Objectives
1. Ensure that there are adequate opportunities for participation and input throughout the project by the public, property owners, business owners, neighborhoods and business associations.
2. Ensure that the plan responds to community values and issues.
3. Provide high quality information and a structured involvement process to support informed decisions and consent.
4. Develop and implement a process to reconcile potential differences with stakeholder groups between adopted plans and policies and plan recommendations.
5. Develop and implement a process to maintain ongoing communication of the planning process to the community and public and private stakeholders.

Tasks
1. Refine public involvement strategy
2. Add to SAC as necessary
3. Establish database of stakeholders, property owners and business owners
4. Prepare SAC & TAC briefing manuals
5. Manage Outreach Program
6. Interviews, walking tours, committee meetings, and public workshops are noted by tasks (below)
7. Newsletter: project background & schedule
8. Web Site: project background & schedule

Products
1. Public involvement strategy and schedule
2. Database of stakeholders, property owners and business owners
3. Interviews, walking tours, committee meetings, and public workshops/open houses
4. Report(s) summarizing interviews, walking tours, meetings, and public workshops/open houses
5. Project newsletters and web site updates
Task B. Collect Data and Report on Analysis of Constraints & Opportunities

Method
Collect existing conditions base data information for the project corridor and analyze it to determine the opportunities and constraints. Integrate the collected information with the community’s input on how they use and want to use Burnside Street to produce a set of values, guiding principles and evaluation criteria for the plan. (See the following Attachment A for type of base data being collected.)

Objectives
1. Identify the community (SAC) values for Burnside
2. Ensure that all appropriate existing conditions base data is collected and included in decision-making.
3. Organize, integrate and present the existing conditions base data so that it can be easily understood.
4. Synthesize the information into an opportunities and constraints analysis, guiding principles and evaluation criterion
5. Identify short-term solutions for traffic operations

Tasks
Data Collection
1. Team meeting: coordinate Task B. work effort
2. Review and revise summaries of Burnside area planning documents and develop a composite of recommendations for the street
3. Review and summarize land use policy for area along and adjacent to Burnside
4. Develop base maps
5. Collect and document existing conditions base data (Attachment A)
6. Conduct walking tour of project area for SAC
7. Interview key stakeholders
8. Team meeting: preparation for SAC; review data inventory; draft values
9. SAC meeting: review data inventory; identify values

Analysis
1. Analysis of opportunities and constraints by discipline
2. Analysis of market and redevelopment potential (by others)
3. Analysis of building facades opportunities/constraints (optional by others)
4. Team work session: synthesize opportunities/constraints
5. Identify draft guiding principles and evaluation criteria
6. Draft Task B. summary report: values, opportunities & constraints; guiding principles; evaluation criteria
7. Team meeting: preparation for TAC & SAC meeting & workshop
8. TAC meeting: opportunities & constraints; guiding principles; evaluation criteria
9. SAC meeting: opportunities & constraints; guiding principles; evaluation criteria
10. Workshop: opportunities & constraints; guiding principles; evaluation criteria
11. Team meeting: synthesize feedback from TAC, SAC, workshop
12. Revise Task B. summary report: values opportunities & constraints; guiding principles; evaluation criteria
13. Newsletter: values; opportunities & constraints; guiding principles; evaluation criteria
14. Web site: values; opportunities & constraints; guiding principles; evaluation criteria

**Products**
1. Summary and composite graphic of proposed/adopted neighborhood, district and major project plans within and adjacent to the study area
2. Summary of all planning policy affecting the area
3. Existing conditions base data, including but not limited to the information described on the data list (Attachment A)
4. Transportation existing conditions technical memorandum with opportunities and constraints and conclusions (Attachment A).
5. Base map and mapped layers as appropriate to represent collected data
6. Values, design principles and evaluation criteria
7. Task B. summary report that includes values, opportunities & constraints, guiding principles and evaluation criteria and employs narrative text, maps and diagrams to describe this phase of the project
8. Summary of workshop, SAC and TAC input on data, analysis, design principles and evaluation criteria
9. Project newsletter produced and mailed
Task C. Develop and Evaluate Conceptual Options

Method
The final product of this task is a preferred urban design concept for Burnside Street. To arrive at this is to start with a general overview of how the street might look and function and work down to a specific preferred concept. The first level of analysis will use a set of “conceptual archetypes” to establish the broad conceptual approach. The product of this exercise will then be refined into 3-5 urban design concepts, which will be analyzed and evaluated. Based on this evaluation, a final concept will be selected.

Objectives
1. Explore a wide range of approaches to improvements to Burnside Street, using conceptual archetypes applied to the street’s segments.
2. Develop and illustrate the urban design concepts to a level that will allow thoughtful community involvement.
3. Identify the manner by which the urban design concepts can or can not address the design program.
4. Evaluate the urban design concepts using criteria developed in Task B and according to benefits and impacts. The analysis of benefits and impacts may extend beyond the immediate project corridor.
5. Provide opportunity for public review and input on the urban design concepts, including evaluation.
6. Develop a preferred concept based on the input and evaluation of the urban design concepts.

Tasks
1. Identify urban design conceptual archetypes
2. Develop building façade design concepts (optional, by others)
3. Team/SAC work session: apply conceptual archetypes to Burnside
4. Refine/develop 3-5 urban design concepts
5. Analyze urban design concepts by discipline
6. Team/SAC work session: evaluate urban design concepts
7. Property and business owner outreach to review and evaluate urban design concepts
8. Draft summary report: urban design concepts & evaluation
9. TAC meeting: review & evaluate urban design concepts
10. Optional SAC meeting: evaluate urban design concepts
11. Workshop: review & evaluate urban design concepts
12. Workshop: 12th/Sandy/Burnside to review & evaluate urban design concepts
13. Team meeting: synthesize feedback from TAC, SAC, workshop, and property and business owners
14. Refine urban design concepts based on feedback
15. SAC meeting: select preferred urban design concept
16. Revise report: urban design concepts, evaluation & selection
17. Newsletter: urban design concepts, evaluation & selection
18. Web site: urban design concepts, evaluation & selection
Products
1. Summary of conceptual archetypes with illustrations of each
2. Summary of urban design concepts with illustrations of each
3. Analysis/evaluation of urban design concepts including impact/benefit and evaluation criteria
4. Refined urban design concepts and preferred concept
5. Task C. report: urban design concepts; evaluation & selection; preferred concept
6. Summaries from workshop(s), TAC and SAC meeting, and property and business owner outreach
7. Project newsletter produced and mailed
8. Web site update

Task D. Develop Draft Concept Plan

Method
A draft transportation and urban design plan that integrates the initial data and analysis, the development of the urban design concepts, the development of the preferred concept, the implementation strategies and actions, and the phasing recommendations and preliminary cost estimates will be developed. Plan recommendations will be reconciled with existing plans and policies through a process developed in public outreach strategy (Task A).

Objectives
1. Document and communicate the process and outcomes of the Burnside Transportation and Urban Design Project.
2. Reconcile recommendations with existing plans and policies.

Tasks
1. Team meeting: coordinate task D. work effort and plan SAC work session
2. Team/SAC work session: implementation strategies and actions
3. Prepare draft transportation & urban design concept plan; implementation strategies and actions; cost estimates; documentation of tasks A, B, C and D.
4. Prepare recommendations for reconciling proposed transportation & urban design plan with existing plans and Team meeting: prepare for TAC, SAC and public review
5. TAC meeting: review draft plan
6. SAC meeting: review draft plan
7. Revise draft plan based on TAC & SAC comments
8. Circulate draft plan to community, property owner and business groups for review.
9. Meet with community, property owners and business groups
10. Incorporate community comments into final draft plan
11. Team meeting: prepare for SAC meeting (and optional public open house)
12. SAC meeting: review final draft plan
13. Optional public open house
14. Newsletter: draft concept plan
15. Web site: draft concept plan

**Products**
1. First draft plan produced and circulated
2. Summary of community comments on draft plan
3. Summary of proposed changes to draft recommendations and to existing plans and policies
4. Final draft report prepared for PDC and City Council hearings
5. Project newsletter produced and mailed
6. Web site update

**Task E. Plan Adoption**

**Method**
The final Burnside Transportation and Urban Plan will be presented to City Council for adoption.

**Objectives**
1. Adoption by PDC Council of the concept plan
2. Adoption by City Council of the concept plan

**Tasks**
1. Brief commissioners and staff on process and plan.
2. Present to PDC commission
3. Present to City Council
4. Present to Planning Commission and Design Review Board (Optional)
5. Produce final adopted plan.
6. Web site: final plan

**Products**
1. Final Plan
2. City Council Resolution adopting Burnside Transportation and Urban Design Plan document
3. Web site update
Task F. Project Management/Grant Administration

Method
The City’s Project Manager will have overall responsibility for project management and administration of the federal grant. A City staff/consultant team will assist the Project Manager in directing the project and coordinating the work effort. Given the complexity of the project, the challenge of finding an acceptable design solution and the large and diverse stakeholder group, coordinating the team and managing the process is a priority. Provide regular progress reports on project schedule, budget and major issues.

Objectives
1. Ensure that the project progresses according to schedule and budget.
2. Administer federal grant.
3. Ensure that there is coordination within the consultant team and between the City and the consultant team.
4. Ensure that there is coordination between agencies involved, particularly City and Tri-Met staff and staff from the Planning Bureau.
5. Ensure that an appropriate level of information is collected in a timely way and is included in relevant decision-making.

Tasks
1. Create a city staff/consultant management team.
2. Hold regular project management meetings to coordinate and review progress.
3. Prepare invoices and review contractor invoices.
4. Provide progress reports and deliverables to project sponsors.
5. Administer consultant contract.
6. Complete project close-out.

Products
1. Regular progress reports
2. Documentation of meetings and amendments to process, schedule and budget
3. Invoices
Attachment A

Task B Data List For Existing Conditions Report

Circulation

Traffic
- traffic signal timing and sequencing
- origin and destinations
- intersection counts (turning movements, volume, pedestrian counts)
- traffic speeds
- automobile crash data
- parallel local and regional carriers
- regional traffic data putting Burnside in perspective (existing models)
- average trip time, length on Burnside

Trucks
- types and numbers of deliveries to businesses
- deliver stops (may not be in loading zones) – number and location daily
- loading zone locations and times

Transit
- transit ridership patterns
- planned and existing transit routes
- average dwell times
- headways
- number of buses
- schedule, travel time on corridor
- passenger boarding/deboarding numbers

Bicycles
- bike lanes – need to look at parallel system
- planned and existing bicycle lanes
- bicyclist crash data
- parking needs

Pedestrians
- pattern of pedestrian movement
- pedestrian destinations (attractors)
- key corridors
- crossing locations
- sidewalk condition
Parking
- on- and off-street parking - how far away? ¼ mile?
- parking use

Right of Way
- right-of-way width and boundaries, width of lanes, parking, sidewalks
- number of lanes
- driveway locations
- location of utilities in right-of-way (vaults, sewers, etc.)
- curb cuts and ramps
- location of street lights, traffic signals
- existing lighting
- pavement conditions
- street trees – location, condition, size of tree well
- visual quality of street and right of way
- street furniture: benches, trash cans, etc.

Adjacent and Adjoining Development
- building footprints and orientation (relationship to street and sidewalk)
- location of schools, parks, libraries and other nearby attractions
- building – ownership, age, condition, historic status
- potential for redevelopment/replacement
- existing and allowable building elevations

Plans and Policies
- comprehensive plan designations and land use
- current zoning (height, use, setback, design guidelines, density, FAR, etc)
- transportation designations
- neighborhood association boundaries
- gateways, districts in relation to Burnside

Economic
- building to land value ratios
- market potential (DRC strategy, APP)
BURNSIDE TRANSPORTATION AND URBAN DESIGN PLAN
PROCESS DIAGRAM

1 INVENTORY & ANALYSIS
Month 1 - 3
- Existing Conditions
- Transportation - Multi Modal
- Land Use/Planning
- Urban Design
- SAC/Community Values

2 DEVELOP & EVALUATE CONCEPTUAL OPTIONS
Month 4 - 6
- Opportunities
- Constraints
- Guiding Principles
- Evaluation Criteria
- Conceptual Archetypes
- Apply Archetypes to Burnside
- 3 to 5 Urban Design Concepts
- Evaluate Urban Design Concepts
- Preferred Concept

3 DEVELOP DRAFT CONCEPT PLAN
Month 7 - 10
- Refine Design Concept
- Plan
- Strategies
- Actions
- Cost Estimates
- Draft Plan

4 PLAN ADOPTION
Month 11 - 13
- Public Review
- Final Draft Plan
- City Council
- Final Revisions
- Final Plan

INVolvEmEnt
SAC Stakeholder Advisory Committee Meeting
TAC Technical Advisory Committee Meeting
PW Public Workshop
WT Walking Tour
PBO Property/Business Owner Outreach

WT • SAC • TAC • SAC • PW
SAC • SAC • TAC • SAC • PW • SAC • SAC
SAC • TAC • SAC • SAC
COMMITTEES AND TEAMS
COMMITTEES AND TEAMS

Stakeholder Advisory Committee Roster

Billy Anfield*
Central City Concern

Michael Boardman
Hillside Neighborhood Association

Elisa Boston
Goose Hollow Foothills League

Tod Breslau
Pearl District Business Association

Catherine Ciarlo
Bicycle Transportation Alliance

Judy Craine
East Burnside Association

Dave Daterman
Portland Family Entertainment

Mike Delman*
Portland Family Entertainment

Aviva Groner
Northwest District Association

Richard Harris
Central City Concern

Michael Harrison
Portland Planning Bureau

Sarah Heinicke
Portland Development Commission

Doug Klotz
Willamette Pedestrian Coalition

Don Merkt
Regional Arts and Culture Council

Tom Mohr
Pearl District Neighborhood Association

Frank Philips
Central Eastside Industrial Council

Michael Powell
West End Steering Committee

Bruce Speidel
Association for Portland Progress

John Tess
Historic Old Town Business Association

Dennis Wilde
Gerding/Edlen Development

Athena Zacharopoulos
Kerns Neighborhood Association

* SAC Alternate
Technical Advisory Committee Roster

David Allred
Neighbors West/Northwest

Graham Clark
Portland Planning Bureau

Ramon Corona
Transportation – Parking Control

Lisa Elbert
Transportation – Signals and Street Lighting

Lola Gailey
Transportation - Civil Design

Dick Godfrey
Transportation - Street Maintenance

Nancy Gronowski
Parks & Recreation

Dave Hatch
Transportation - Signals and Street Lighting

Sarah Heinicke
PDC - Development Department

Joe Hintz
Parks & Recreation - Urban Forestry

Dan Layden
ODOT - Land Use Planning

Doug McCollum
Transportation - Traffic Design

Liz Moorhead
Transportation - Permit Engineering

Dave Nunamaker
Environmental Services

Deena Platman
Transportation - Planning

Jay Rogers*
Transportation – Parking Control

Vince Salomone*
Parks & Recreation - Urban Forestry

Phil Selinger
Tri-Met - Project Planning

* TAC Alternate
Project Team

Portland Office of Transportation
Project Management Division

William S. Hoffman, Project Manager
April Keithly
J. Kris Krider
Jean Senechal
Lynn Weigand

Pre-Planning Phase Project Advisors

Portland Office of Transportation
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Portland Development Commission
Sara Heinicke, Project Liaison
Bruce Allen
Larry Brown
Denyse McGriff
Keith Witcosky

Consultants
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Rob Bernstein, P. E.
Sumner Sharpe, Pacific Rim Resources