PORTLAND'S

Adopted
WOODLAWN
NEIGHBORHOOD PLAN



October 1993

Bureau of Planning
Portland, Oregon

ALBINA COMMUNITY

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WOODLAWN NEIGHBORHOOD PLAN

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Bureau of Planning
Portland, Oregon

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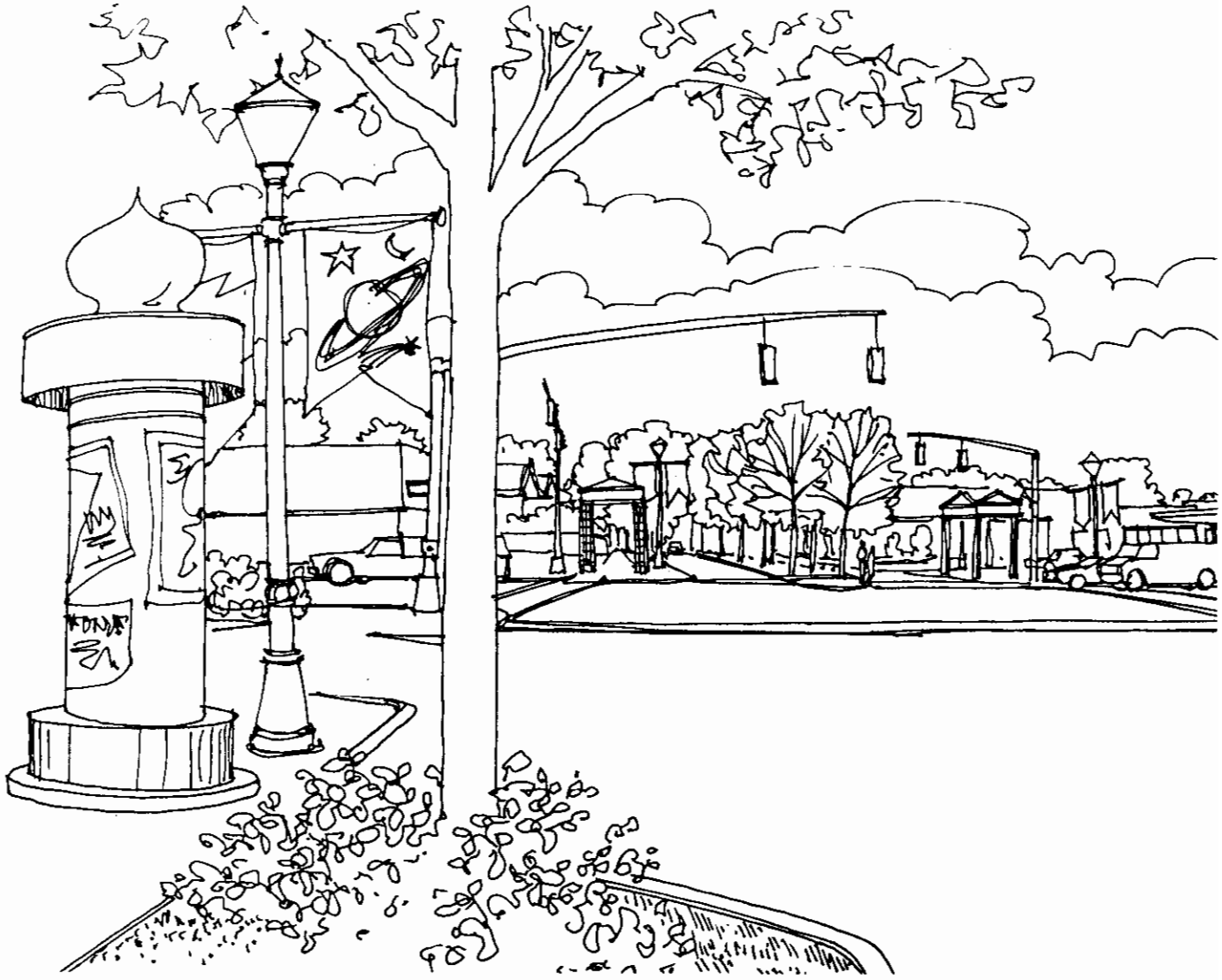
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Neighborhood Focal Point at NE Dekum and NE Durham Streets
(Photo by Paul Scarlett)



Future setting at NE Martin Luther King Jr. Blvd. and
NE Ainsworth Street. (Drawing by Jim Longstreth)

Introduction

Purpose of this Plan

Each of the thirteen neighborhoods within the land use study area of the Albina Community Plan was offered an opportunity to participate in the district planning process by developing a neighborhood plan. The neighborhood plans are intended to address the problems and issues that neighborhood residents feel are the most pressing and important. The plans reflect issues that the neighborhood is willing to commit time and energy to solving.

In addition, a neighborhood plan provides guidance on matters of land use, social programs, capital expenditures and the environment. It also stimulates a partnership between public and private interests to stabilize and improve neighborhood conditions. A neighborhood plan encourages community leaders to undertake agreed-upon projects and to use community resources from neighborhood businesses and residents in these efforts. The plan involves Portland's citizens in the City's governmental process of decision making. Successful neighborhood plans improve understanding and communication between citizens, city bureaus and decision makers. Finally, the neighborhood plan, and its development, help inform Portland's citizens about their City government.

A Woodlawn Neighborhood Planning Workshop was held at Woodlawn Elementary School on April 28, 1990. Following the workshop, a neighborhood planning committee was formed to help refine the workshop results. The committee used the results to develop the goals, objectives, and actions contained in the Woodlawn Neighborhood Plan. The draft plan was reviewed in July, 1990 at two additional workshops. The Woodlawn Neighborhood Plan Discussion Draft was reviewed by staff and by the members of the Albina Community Plan (ACP) Technical Advisory Committee (TAC). The Albina Community Plan Discussion Draft and Neighborhood Plans were published in May, 1991. The Woodlawn Neighborhood Discussion Draft was revised by a committee of the Woodlawn Neighborhood Association. In February, 1992, the Proposed Albina Community Plan and proposed neighborhood plans were published. The Draft and Proposed plans reflect the planning staff's efforts to place goals, objectives and actions more appropriate to the Albina Community Plan at the district level. In some cases, an objective or action is reflected in both the neighborhood and the district-wide plan. This occurs where the Woodlawn Neighborhood has expressed a willingness to take leadership in carrying out an action that will benefit their own goals as well as the rest of the Albina Community. In some cases, specific policies, projects, programs, and regulatory provisions contained in the Woodlawn Neighborhood Plan are referenced in the district-wide plan as well as in the Woodlawn Neighborhood Plan. In many cases the Woodlawn Neighborhood Plan's content will be more specific than plan elements of the Albina Community Plan.

The Woodlawn Neighborhood Plan was submitted to the Planning Commission for their consideration in February, 1992. The Planning Commission held four public hearings on the Albina Community Plan and the associated neighborhood plans, including Woodlawn's. Hearings were held on March 24, March 31, April 7, and April 14, 1992. Over the following three months the Commission held fourteen working sessions where they considered the testimony and requested amendments. The Commission's consideration included inviting many who had testified at the initial four hearings back to participate in panel discussions on specific topics. The Commission reviewed the requested amendments and took tentative action on each. The Planning Commission also made a number of changes that were suggested by members of the Commission. The Commission directed that the Plan be republished as the "Planning Commission's Draft Albina Community Plan."

The Planning Commission's Draft Albina Community Plan was published in September, 1992. The Commission's draft changed the Albina Community Plan in many ways. Notice was provided to all those who had participated in the Commission's hearings process. Hearings on the Commission's draft were held on September 22, October 20, and November 3, 1992. Additional working sessions were held on October 27, November 17, and November 24, 1992. At these hearings and working sessions the Commission reviewed public comment on their draft, including comments on proposed changes to the Woodlawn Neighborhood Plan. On November 24, 1992 the Planning Commission adopted the Albina Community Plan and the Woodlawn Neighborhood Plan as amended during their deliberations.

The next phase in the Albina Community Plan process was the review of the Planning Commission's Recommended Albina Community Plan and its eleven associated Neighborhood Plans. City Council hearings on the plans occurred during the spring and summer of 1993. Following these hearings the City Council met to review the testimony and consider amendments. These were public meetings open to additional public testimony. All those who testified to the Planning Commission (in person, in writing or through a representative) were notified of the City Council hearings.

Following the completion of the Portland City Council's hearings process the Albina Community Plan was revised to reflect the Council's decisions. The Plan was published as City Council's Amended Albina Community Plan. The Woodlawn Neighborhood Plan and the Albina Community Plan were adopted on July 28, 1993.

Relationship to the Albina Community Plan

The Woodlawn Neighborhood Plan was developed as a part of the Albina Community Plan. The Albina Community Plan and the neighborhood plans were adopted as part of Portland's Comprehensive Plan. The Albina Community Plan creates an overall framework for the entire nineteen square-mile study area. This framework establishes programs, policies, regulations and identifies actions which are applicable to the entire study area or are needed to benefit the entire Albina community. Specific policies, projects, programs, and regulatory provisions in the Woodlawn Neighborhood Plan are special to Woodlawn. The Neighborhood Plan also reinforces parts of the district plan as they apply to Woodlawn. In many cases the content of the Woodlawn Neighborhood Plan is more specific than plan elements of the Albina Community Plan.

The context that the Albina Community Plan establishes for the entire district assures that the detailed provisions developed for each neighborhood are coordinated within that structure. Compatibility of the elements in the Albina Community Plan as well as in the neighborhood plan is assured by the development process of the Albina Community Plan.

How the Woodlawn Neighborhood Plan is Structured

The Woodlawn Neighborhood Plan consists of several parts. The plan begins with an introduction on the purpose of a neighborhood plan. This includes information on the various planning phases for the Albina Community Plan and Woodlawn Neighborhood Plan. The dates of the Planning Commission's past public hearings on the Albina Community Plan are provided along with information on how to participate in the next phase of the plan. There's also a short description on the plan's relationship to the Albina Community Plan and the City's Comprehensive Plan.

Next there's a brief history on the development pattern of the Woodlawn Neighborhood, followed by a vision statement which is intended to guide the adoption and future implementation for the

plan's success. Following the vision statement is a brief description about the neighborhood's geographical size and location within the Albina Community Plan Study Area. Also provided are some figures on the demographics of the neighborhood from the 1980 Census. There is also information on a proposed local historic design district for the Woodlawn Neighborhood that has been recommended for adoption by the Planning Commission.

A neighborhood location map shows where the neighborhood is located in relationship to other neighborhoods within the Albina Community Study Area. After this is a pie chart which makes comparisons between the distribution of land uses and zoning designations in the Woodlawn Neighborhood and the Albina Community Plan Land Use Study Area.

Next are the goals, policies and implementation actions for the Woodlawn Neighborhood. Together they tie the Woodlawn Neighborhood Plan to the Albina Community Plan and Portland's adopted Comprehensive Plan.

The plan is built around six policies for the Woodlawn Neighborhood. The policies include objectives which help explain how the policies are to be understood, applied and implemented.

The Woodlawn Neighborhood Action Chart lists a number of action items that are aimed at achieving the plan's polices and objectives. These action items are assigned a time frame for action (immediate, short, or long-range) and a possible implementing agency and/or advocate is identified.

A Woodlawn Neighborhood Urban Design Plan is included to illustrate possible ideas for the future development and improvement of the neighborhood.

The Vision Statement, Goal, and Plan Policies make up that part of the plan that was adopted by City Council Ordinance. The plan's action chart, maps and neighborhood urban design plan were adopted by resolution. The Vision Statement and the Goals sets the stage for the body of the plan.

Illustrations are included throughout the plan to show what a new development or improvement might look like. Pictures are also included to highlight some of the resources within the Woodlawn neighborhood.

A Brief History of Woodlawn

The area known as Woodlawn was first claimed by settlers in 1855. Like many communities on the east side of the Willamette River, Woodlawn's settlement began with a Donation Land Claim to William McClung - about 320 acres. A street located between NE 12th Avenue and NE 14th Avenue was once named after him.

In 1888, the land was platted and offered for public sale by the Oregon Land and Investment Company, organized by George H. Durham, H. C. Straton and Frank Dekum. Today, there are still streets in Woodlawn bearing the names of Durham and Dekum. The three men named their real estate venture Woodlawn, but surrounding additions and pioneer farms were also considered part of the community of Woodlawn, making use of the schools and the local business establishments.

The streets were laid out in relation to the Portland and Vancouver Railway which ran past the Woodlawn Community, curving towards the northeast to a connection with the Columbia River

Ferry. The steam engines were converted to electric cars in 1898. The city street-car system also followed the same route past Woodlawn. However, the transportation system east of NE 24th Avenue consisted of dirt roads and horse drawn carts. Woodlawn was added to the boundaries of the City of Albina in 1887. The City of Albina was annexed to Portland in 1891.

By 1897 Woodlawn boasted a thriving business district with most of the buildings concentrated along
NE Dekum and NE Durham Streets. There was a Woodlawn Post Office, groceries, a drug store, and an old-fashioned ice cream parlor in the commercial district. Early residents obtained water from a tower on NE 8th Avenue and had to deal with wooden sidewalks and muddy streets until the early 1920s when street grading and paving began. The Woodlawn Improvement Association conducted visual surveys to determine the conditions of the streets. This survey was instrumental in affirming that Woodlawn should be included in the 1967 Model Cities Program.

Several schools have served the children of Woodlawn, from simple wooden cabins to schools that were as far away as Holladay School near the Lloyd Center. When Holladay School was built in 1870, children from Woodlawn and Albina walked the distance from their North Portland homes to NE 6th and NE Halsey Streets. Northeast Holladay Street and NE Martin Luther King Jr. Blvd. Avenue were the only graded streets at that time.

In 1891, the first Woodlawn school was built on the corner of NE Union Avenue and NE Bryant Street. However, a flood of migrants from the other side of the Willamette River soon indicated the need for a new school which was built in 1903. But even as the first pupils entered, facilities were inadequate, and portable classrooms and rented rooms in the community were used. Meanwhile, the school served as a focus of community activity. It was a rare night that something wasn't going on at the school - meetings, recitals, entertainment, PTA and YMCA activities.

The PTA became very active in the community and much of the early community organizing took place through their efforts. One of its main jobs was to assist the school in preparing lunches for the school children. Through a great deal of pressure from the PTA, a new school was built in 1927 at NE Buffalo Street and NE 12th Avenue. This is the present day Woodlawn Elementary School.

Woodlawn residents have good reasons to be proud of their community. Many of the original goals of the community have been accomplished. The Woodlawn Improvement Association, now the Woodlawn Neighborhood Association, came together for several reasons - the most important was to get rid of the derelict houses adjacent to the school and build a park in their place. As far back as 1940, the City had agreed to build a park somewhere in Woodlawn, but property owners adjacent to the chosen site objected, and it was not until 1968 that plans got underway again to get a park built in Woodlawn. The association was also able to rehabilitate neighborhood houses and streets.

The neighborhood has changed since the 1968 Neighborhood Plan was developed and will continue to change in response to the needs and wishes of the residents of Woodlawn.

Woodlawn's Vision

In the future, Woodlawn will be a place where people live harmoniously, respectfully, and in support of one another. The neighborhood will be a clean and thriving community with beautiful homes, institutions, and businesses.

All Woodlawn residents will share and pursue the common values of health, efficiency, beauty, equity and justice. The parks and streets will be attractive and safe places to walk and play at all hours. There will be a community center and many social activities for children, youths and adults.

On entering Woodlawn, visitors will notice the careful attention given to the placement and design of streets, parks, buildings and homes in accordance with Woodlawn Neighborhood Urban Design Guidelines. Visitors and residents will also be able to enjoy important landmarks, experience community-chosen public arts and neighborhood activity centers.

Neighborhood Description

The Woodlawn Neighborhood is located in the northeast section of the Albina Community Plan Land Use Study Area. There are approximately 320 acres of land in the neighborhood exclusive of the streets and right-of-way areas. This area accounts for 8.5% of the total land in the land use study area of the Albina Community Plan. The neighborhood is surrounded by four other neighborhoods. To the west is the Piedmont Neighborhood, to the east is the Concordia Neighborhood and to the south is the King and Vernon Neighborhoods.

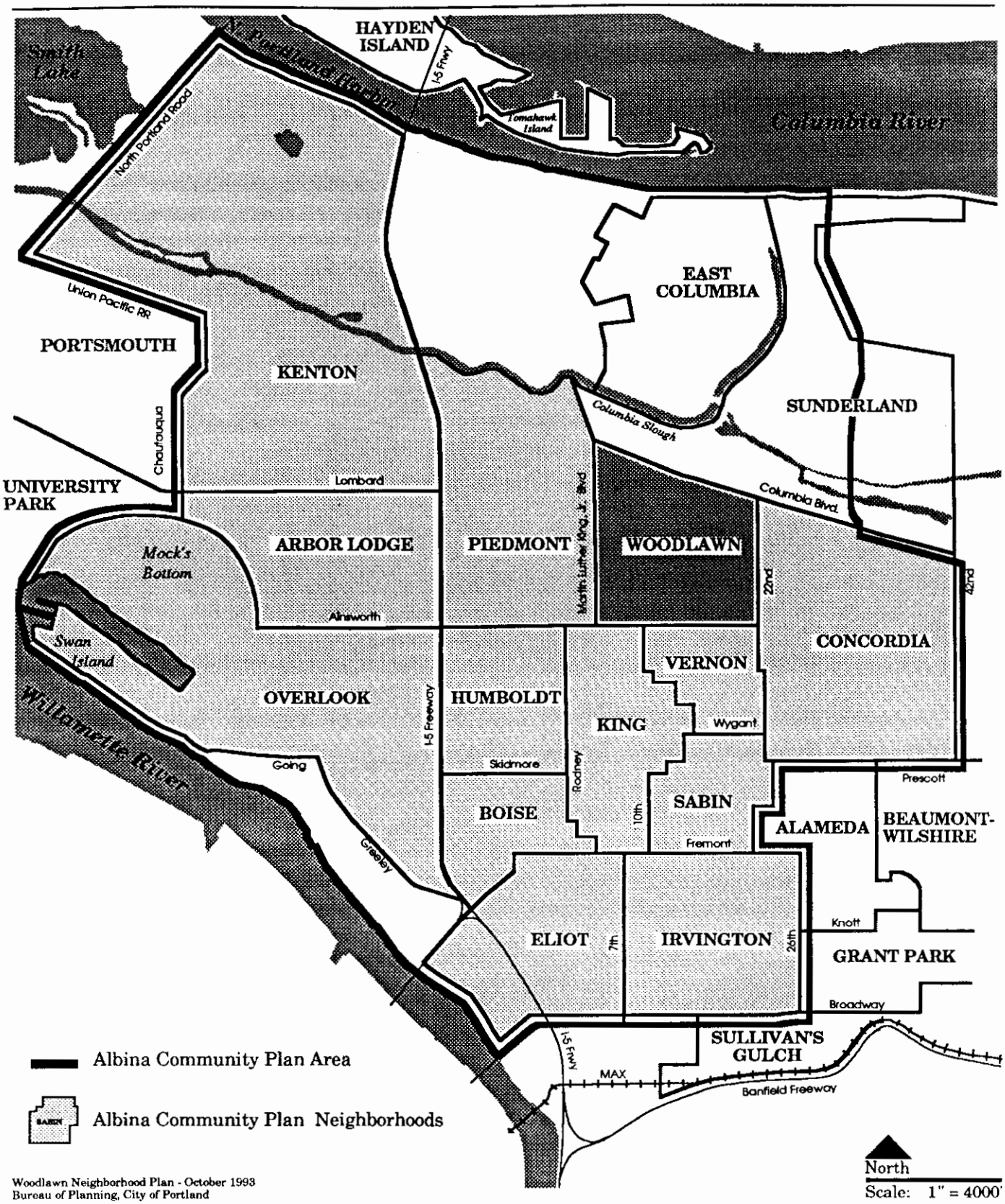
Woodlawn is bounded by NE Martin Luther King Jr. Boulevard on the west, NE 22nd Avenue on the east, NE Ainsworth Street to the south, and NE Columbia Boulevard to the north. Woodlawn is primarily a residential neighborhood of older single-dwelling homes with a few institutions, and commercial and industrial establishments along its three busiest streets; NE Martin Luther King Jr. Boulevard, NE Lombard Street and NE Columbia Boulevard.

According to the 1980 census, Woodlawn's population of 4,748 was composed of about 47% (2,241) white and 46% (2,198) black residents. All other ethnic groups combined made up 7% (309) of the total population of the Woodlawn Neighborhood.

The adopted Woodlawn historic design district is located in the center of the neighborhood. The area resembles a small town and is distinct because of its unique road system. There are a number of diagonal streets from the street car days. Two of them, NE Oneonta Avenue and NE Durham, merge into NE Dekum Street to create a distinct focal point in the neighborhood - an open area with wide streets and sidewalks. The buildings are of small scale in nature with a mix of wood and brick and were constructed back in the early part of this century. The old yellow brick firehouse stands at the center of this node.

Portland's zoning code requires that the enactment of a new historic design district occur concurrently with the establishment of guidelines of design acceptability. Creation of a Historic Design District brings a requirement that all new development and exterior remodeling be reviewed for compliance with the approved guidelines of acceptability applicable to that district.

For more information on the design guidelines for Woodlawn, refer to the **Albina Community Plan Design Guidelines Document.**



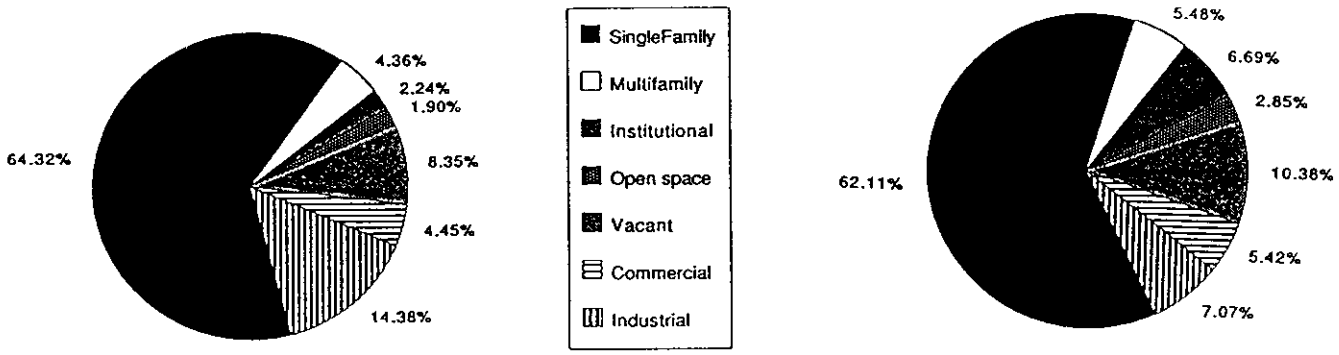
Woodlawn Neighborhood Plan - October 1993
Bureau of Planning, City of Portland

Woodlawn Neighborhood

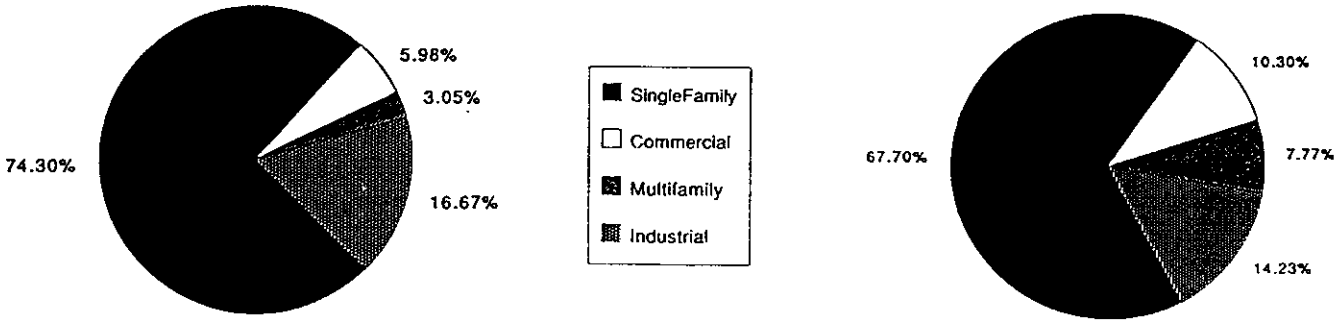
Woodlawn Land USE AND ZONING :

Compared to Albina Community Plan District

Woodlawn Land Use* District



Woodlawn Zoned Land* District



*Percentages are exclusive of streets and other portions of the ROW (4/90)

Goals, Policies, Objectives and Implementation Actions for Woodlawn

The following statements are included in Portland's Comprehensive Plan as a plan policy. This inclusion will make the Woodlawn Neighborhood Plan a part of Portland's Comprehensive Plan. Future land use changes in the Albina Community Plan area will be required to conform with the Albina Community Plan and applicable neighborhood plans as well as the city-wide Comprehensive Plan. These policies will read:

Comprehensive Plan Policies 2.25 and 3.8

2.25 Albina Community Plan

Promote economic vitality, historic character and livability of inner north and inner northeast Portland by including the Albina Community Plan as part of this Comprehensive Plan.

3.8 Albina Community Plan Neighborhoods

Include as part of the Comprehensive Plan neighborhood plans developed as part of the Albina Community Plan. Neighborhood plans developed as part of the Albina Community Plan are those for Arbor Lodge, Boise, Concordia, Eliot, Humboldt, Irvington, Kenton, King, Piedmont, Sabin, and Woodlawn.

Objectives*

*K . **Strive to make Woodlawn a safe and attractive place to live. Ensure that Woodlawn continues to be a truly diverse neighborhood. Encourage the development of a variety of affordable homes in the Woodlawn Neighborhood. As the neighborhood continues to grow, ensure through the implementation of the Woodlawn Neighborhood Plan and the Albina Community Plan, that public safety, housing and economic problems of the neighborhood are reduced.***

* Other objectives associated with Policy 3.8 have as their subjects the other neighborhoods within the Albina Community Plan study area which, like Woodlawn, are developing neighborhood plans as part of the district planning effort.

Policy 1: Woodlawn Neighborhood Association

Promote and maintain a high level of participation by Woodlawn residents in the Woodlawn Neighborhood Association.

Objectives

a. Schedule neighborhood association meetings at locations that are accessible by all Woodlawn residents.

b. Develop efficient ways of informing Woodlawn residents of upcoming events and meetings.

c. Encourage the City of Portland to conduct more outreach and information sharing with Woodlawn's residents and local businesses.

d. Join with other neighborhood associations in addressing the use of the Walnut Park Fred Meyer building and site as a way to implement associated policies and objectives.



Public Meeting
(Drawing by Judy Galantha)

Policy 2: Economic Development

Support existing businesses and promote the creation of new business ventures in Woodlawn.

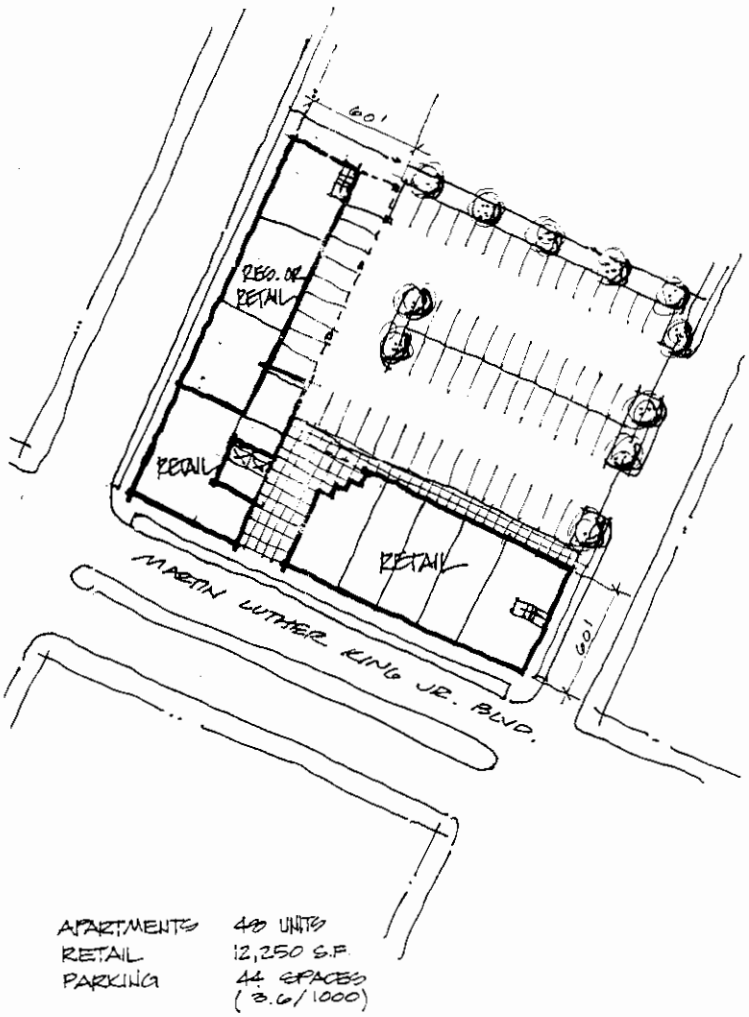
Objectives:

a. Provide opportunities for first time businesses to become eligible for public funds.

b. Encourage small businesses to locate in economically viable locations.

c. Support the creation and growth of neighborhood commercial nodes in Woodlawn.

d. Promote the rehabilitation and re-use of commercial buildings in Woodlawn.



N.E. Martin Luther King Jr. Blvd.
Site Planning Study

CMB
ROBERT S. LEEB ARCHITECTS & PLANNERS

Policy 3: Community Appearance

Enhance the livability of the Woodlawn Neighborhood by improving its housing, commercial areas, streets and park.

Objectives:

a. Encourage Woodlawn residents to keep their neighborhood clean.

b. Elect a Woodlawn Neighborhood Association member to report and conduct follow-up on nuisances and zoning violations.

c. Develop gateways and focal points to give the Woodlawn neighborhood a unique identity in the Albina community and the City of Portland.



Woodlawn Park
(Photo by Paul Scarlett)

Policy 4: Housing

Promote the development and maintenance of affordable housing in the neighborhood.

Objectives:

a. Promote the rehabilitation of dilapidated housing in the neighborhood.

b. Promote the construction of residential housing that will accommodate people of varying income levels and physical abilities.

c. Encourage the construction of a variety of housing types in the neighborhood including mixed commercial/residential development.

d. Promote compatible infill development in residential areas throughout the neighborhood.

e. Establish a historic design district in Woodlawn.



House in Woodlawn Historic Design Zone
(Photo by Julia Gisler)

Policy 5: Public Safety

Establish a neighborhood that is safe, clean and livable.

Objectives:

a. Increase the presence of police in Woodlawn.

b. Develop and adopt urban design standards for the construction of new buildings which will promote public safety and further the enjoyment of the neighborhood by its residents.

c. Improve Woodlawn Park to make it a safer and more enjoyable place to play and relax.



Storefront police precinct designed to fit into a neighborhood
(Drawing by Judy Galantha)

Policy 6: Community Services

Establish programs that encourage cultural and social interaction between neighborhood residents and with other neighborhoods.

Objectives:

a. Promote activities within the neighborhood which have a multicultural focus.

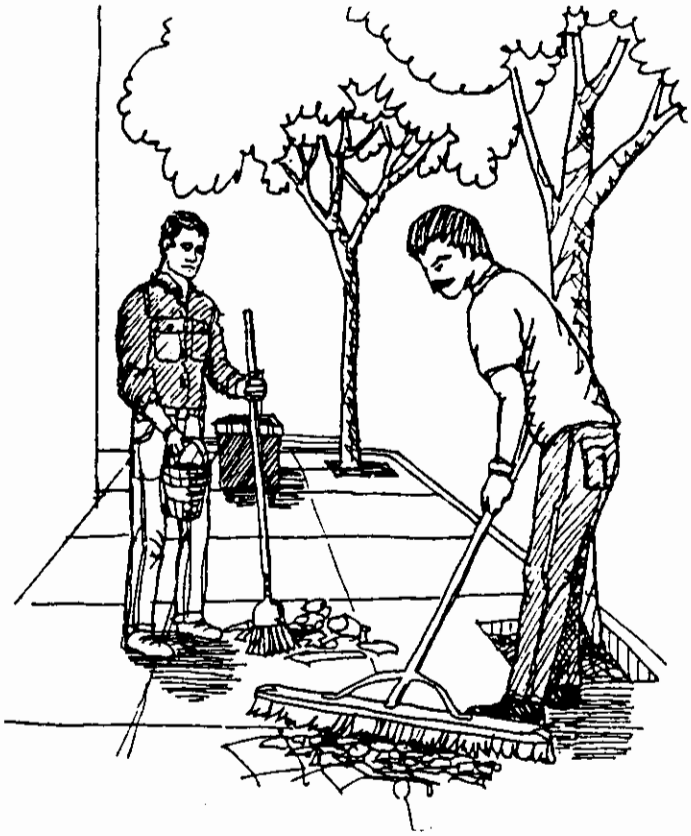
b. Encourage programs which will enrich the lives of all neighborhood residents.

c. Encourage neighborhood residents to participate in their neighborhood and/or community activities.

d. Develop fun and exciting recreational programs which will accommodate and benefit all residents of the neighborhood.

e. Establish and promote programs that recognize and award neighborhood youth for outstanding academic and/or athletic achievements.

f. Provide alternative childcare for neighborhood residents.



Residents participating in their annual neighborhood clean-up
(Drawing by Judy Galantha)

Action Chart: Woodlawn Neighborhood

#	Actions	Time				
		Adopted with plan	On-Going	Next 5 Yrs	6 to 20 Yrs	Implementors /*Advocates*
	PROJECTS					
1	Develop a neighborhood resource bank to provide a network for tool and skill sharing.		X			WNA
2	Establish a clearing house booklet on information and activities relating to the neighborhood.		X			WNA/PPS/PTA
3	Identify a responsible Woodlawn Neighborhood Association member who will report and conduct follow-up on nuisances and zoning violations.	X				WNA
4	Place trash receptacles and anti-littering signs at bus stops and at major intersections throughout the neighborhood.		X			WNA/PDOT/TM
5	Develop a neighborhood gateway at NE Ainsworth Street and NE Martin Luther King Jr. Boulevard.		X			WNA/BOP/ PDOT
6	Establish a storefront police precinct at NE Dekum Street and NE Martin Luther King Jr. Boulevard.		X			PPB/BOP
7	Install more lights in Woodlawn Park to make it a safer place to walk through and enjoy at nights.		X			PDOT/PARKS
	PROGRAMS					
8	Schedule workshops and guest speakers to address issues pertaining to the Woodlawn Neighborhood.		X			WNA
9	Encourage neighborhood residents to participate in regular neighborhood clean-ups.			X		BES/WNA
10	Allow neighborhood residents to conduct home occupations that have little impact on the neighborhood.		X			BOP/BOB
11	Work with groups like the N/NE Business Association to establish a business mentor program.		X			NEBA/ WNA
12	Develop community service programs to support former gang members and abused children.		X			MC/AMA/ WNA/CSD
13	Establish programs that recognize and award neighborhood youth for their academic and or athletic achievements.			X		WNA/PPS
14	Call on PDC and other funding agencies to assist first time business owners in starting up new businesses in Woodlawn.		X			PDC
15	Promote NE Martin Luther King Jr. Boulevard and NE Dekum Street for development of mixed commercial and residential uses in the Woodlawn Neighborhood.		X			PDC/JN/NEBA/ NEC/CBC
	REGULATIONS					
16	Establish a Portland Historic Design zone in selected areas of Woodlawn.	X				BOP/LC/WNA

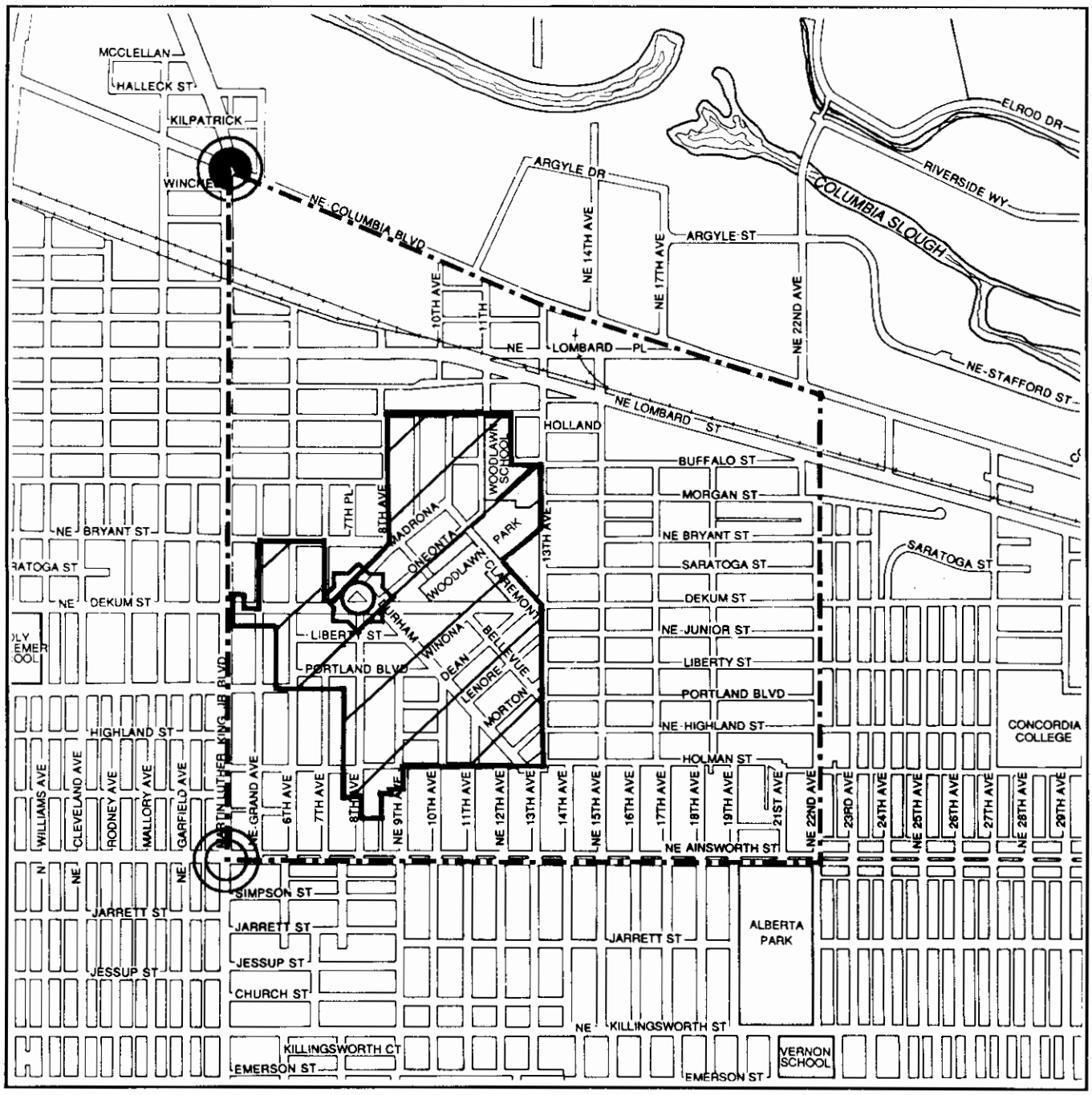
Note: Action Charts were approved City Council by resolution. They are a starting place. Actions with an identified implementor will be adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action. Actions with a listed advocate rather than an implementor are included in recognition of the importance of continued discussion of these issues. Such actions will become part of this plan only when an implementor has agreed to support them.

Key To Possible Implementing Agencies In The Woodlawn Neighborhood Action Chart

AMA	Albina Ministerial Alliance
BCD	Bureau of Community Development
BES	Bureau of Environmental Services
BOB	Bureau of Buildings
BOP	Bureau of Planning
CSD	Children's Services Division
JN	Job Net
LC	Landmarks Commission
MC	Multnomah County
NEBA	North/Northeast Business Association
NEC	Northeast Coalition of Neighborhoods
PARKS	Bureau of Parks and Recreation
PDC	Portland Development Commission
PDOT	Portland Office of Transportation
PPB	Portland Police Bureau
PPS	Portland Public Schools
PTA	Portland/Teacher Association
TM	Tri-Met
WNA	Woodlawn Neighborhood Association



Future setting at Martin Luther King Jr. and NE Dekum Street
(Drawing by Jim Longstreth)



LEGEND

- Woodlawn Neighborhood Boundary
- Woodlawn Historic Design Zone
- Neighborhood Gateway
- District Gateway
- Neighborhood Focal Point

0 600 1200
FEET

NORTH

Woodlawn Neighborhood Plan - October 1993
Bureau of Planning, City of Portland

WOODLAWN NEIGHBORHOOD URBAN DESIGN PLAN



Attached Single Dwelling Infill Housing,
Using Manufactured Housing Technologies
(Drawing by Jim Longstreth)