

EXHIBIT A

Recommended Amendments to the Zoning Code

Language **added** is underlined. Language **deleted** is shown in ~~striketrough~~.

While changes are proposed to only a few paragraphs, the entire section on the Northwest Master Plan is included here for information.

AMEND CHAPTER 33.562, NORTHWEST PLAN DISTRICT

Sections:

Map 562-9 NW Master Plan Required

33.562.300 Northwest Master Plan

- A. Purpose.** The Northwest Master Plan allows flexibility in design and development of a site in a manner that evokes an urban development pattern, and does not overwhelm public services.

The provisions of this section accommodate the needs of property owners to begin long-range planning for their property in advance of adoption of the Northwest Area Plan. The Northwest Area Plan may modify or delete this section of the code. It is likely that there will be significant overlap in both timelines and issues addressed by the private and public planning efforts; the two efforts should inform and improve each other throughout their processes.

A Northwest Master Plan will ensure:

- Pedestrian-oriented, transit-supportive development;
- Development that includes a variety of uses, but retains the EX zone focus on employment uses that need a central location;
- High quality design appropriate to an urban setting;
- Active uses on the ground floor of buildings along designated transit streets and pedestrian routes;
- A street pattern that provides for frequent, convenient pedestrian and vehicle connections and emulates levels of connectivity similar to the adjacent block pattern;
- Transportation and parking demand management strategies that decrease reliance on the automobile;
- Development that is integrated into the broader urban fabric;
- Transitions to adjacent areas with different uses and intensities through use, height, and massing of new development, considering historic resources, and the character of the area anticipated through the Northwest Area Plan process;
- Consideration of opportunities to provide a park, plaza, or other open space that can be used by those working and living in the neighborhood; and
- Efficient use of land.

- B. Where these regulations apply.** The regulations of this section apply to sites ~~in the EX zone in Subdistrict B of the Northwest plan district. The boundaries of the subdistrict are shown on Map 562-19 at the end of this chapter.~~ The regulations may also apply to areas that are not shown on the map, but are contiguous to or across a right-of-way from that area and under the same ownership, if the applicant voluntarily includes them in the Northwest Master Plan boundaries.

C. When a Northwest Master Plan is required.

1. Required. A Northwest Master Plan is required for sites shown on Map 562-9 in the EX zone in Subdistrict B of the Northwest plan district where the applicant proposes:
 - a. An eExpansions of the amount of floor area or exterior improvements area greater than 1,500 square feet on the site; or
 - b. A change from one use category to another.
2. Voluntary. An applicant may voluntarily submit a Northwest Master Plan for any site not shown on Map 562-9 if the site is contiguous to or across a right-of-way from the area shown on the map and under the same ownership. in Subdistrict B of the Northwest plan district, regardless of zoning.
3. Exempt. The following are allowed without a Northwest Master Plan:
 - a. Normal maintenance and repair;
 - b. Changing up to 5,000 square feet of floor area from an accessory to a primary use, where no change of occupancy is required. An example would be changing an employees-only restaurant to a public restaurant; ~~and~~
 - c. Development where all of the floor area and exterior improvement area is in residential use-; and
 - d. Fences, handicap access ramps, and on-site pedestrian systems.

D. Components of a Northwest Master Plan. The applicant must submit a Northwest Master Plan with all of the following components:

1. Boundaries. The boundaries of the area to be included in the Northwest Master Plan. The area must include all contiguous lots within the EX Zone-area shown on Map 562-9 that are owned by the same person, partnership, association, or corporation. This also includes lots that are in common ownership but are separated by a shared right-of-way.
2. Overall scheme. An overall scheme, including both written and graphic elements, that describes and ties together existing, proposed, and possible development and uses, height and massing of development, phasing of development, review procedures for each development or phase, and what standards, guidelines, and approval criteria will be used to evaluate each development or phase.
3. Uses and activities. A description of present uses, affiliated uses, proposed uses, interim uses, and possible future uses. The description must include information as to the general amount and type of all uses such as office, warehousing, retail, residential, and parking; number of employees, and number of dwelling units.
4. Site plan. A site plan, showing the location, size, and dimensions of existing and proposed structures, the pedestrian, bicycle, and vehicle circulation system, rights-of-way proposed for dedication or vacation, vehicle and bicycle parking areas, open areas, infrastructure improvements, landscaping, and any proposed temporary uses during construction and phasing of development.

5. Development and design standards and criteria. The Northwest Master Plan must set out how specific development and use proposals will be reviewed, and the standards, guidelines, and approval criteria used to evaluate each proposal. The Northwest Master Plan may include standards that are in addition to or instead of standards in other sections of the Zoning Code. The Northwest Master Plan must address such things as height limits, setbacks, FAR limits, landscaping requirements, parking requirements, entrances, sign programs, view corridors and facade treatments.

Because the Northwest Master Plan is used in the EX zone, design review is required. The Northwest Master Plan must describe how design review will be implemented in the plan area. Generally, the Community Design Guidelines and Community Design Standards will apply, however the Northwest Master Plan may augment those Standards and Guidelines for the Northwest Master Plan Area area covered by the Northwest Master Plan.

6. Transportation. For each phase of Northwest Master Plan development the following must be addressed:
 - a. The location and amount of motor vehicle and bicycle parking;
 - b. Strategies to reduce the number of motor vehicle miles traveled by those regularly traveling to and from the Northwest Master Plan area, including:
 - (1) Measures to encourage those traveling to and from the Northwest Master Plan area to use alternatives to single-occupant auto trips (walking, bicycling and public transit);
 - (2) Car or van pool programs;
 - (3) Incentives to be offered to employees to use public transit for travel to and from the Northwest Master Plan area;
 - (4) Incentives to be offered to employees to travel on foot or by bicycle to and from the Northwest Master Plan area. This may include incentives for employees to live within walking distance of the area;
 - c. Planned improvements to the routes used by transit patrons between transit stops and buildings in the Northwest Master Plan area;
 - d. A street plan for the Northwest Master Plan area that provides multimodal street connections to match the surrounding street grid pattern where feasible.
 - e. A multi-modal transportation impact study. The study must follow the guidelines of the Portland Office Bureau of Transportation; and
 - f. Traffic impacts on the streets surrounding the Northwest Master Plan area, and mitigating measures to ensure that the surrounding streets will function consistent with their designations as found in the Comprehensive Plan Transportation Element.
7. Phasing of development. The Northwest Master Plan must include the proposed development phases, probable sequence for proposed developments, estimated dates, and interim uses of property awaiting development. In addition the plan

should address any proposed temporary uses or locations of uses during construction periods.

8. Process. The Northwest Master Plan must include:
 - a. A proposed process and procedure for design review of development, including any development specifically called for in the Northwest Master Plan, if different than procedures for conventional design review; and
 - b. A proposed process and procedure for amendments to an adopted Northwest Master Plan, if different than in 33.562.300.F.
9. Written statement. A written statement, describing how all approval criteria for the Northwest Master Plan are met.

- E. Review Procedure.** A Northwest Master Plan is processed through a Type III procedure, reviewed by the Land Use Hearings Officer. The Design Commission also reviews Northwest Master Plans, and makes a recommendation to the Hearings Officer on the approval criteria in Paragraph G.2, below. The Hearings Officer may approve, deny, or apply conditions of approval to the Northwest Master Plan.

Applicants are encouraged to work with surrounding property owners, residents, recognized organizations, and City bureaus during the formulation of a Northwest Master Plan.

F. Amendments to a Northwest Master Plan

1. Amendment required. An amendment to an approved Northwest Master Plan is required for the following changes, unless they are specifically addressed by the Northwest Master Plan:
 - a. A change in the use category involving of more than ~~1000~~ 1,500 square feet of floor area ~~or any exterior improvements~~;
 - b. Increases in floor area or exterior improvement area of more than 1,500 square feet. Fences, handicap access ramps, and on-site pedestrian circulation systems are exempt from this limitation; of a use or structure, or the overall floor area on the site and;
 - c. Increases or decreases in the amount of parking;
 - d. Changes to the Northwest Master Plan boundary, or the text of the Northwest Master Plan; and
 - e. Any other development, operations, or activities which are not in conformance with the Northwest Master Plan.
2. Review procedures. Amendments to an approved Northwest Master Plan are reviewed through a Type III procedure.
3. Approval criteria. The approval criteria for an amendment to the Northwest Master Plan are the same as the approval criteria for the approval of a new Northwest Master Plan.

G. Approval criteria for a Northwest Master Plan. A request for approval or amendment of a Northwest Master Plan will be approved if the review body finds that the applicant has shown that the following approval criteria are met:

1. Overall. The proposed Northwest Master Plan, and development allowed by it, will be consistent with the purpose of the plan district, and the purpose of this section, as well as other applicable zoning code provisions;
2. Design.
 - a. The urban design elements of the proposed overall scheme and site plan provide a framework for development that will result in an area with an urban development pattern that will be attractive, safe, and pleasant for pedestrians, and is integrated with historic resources, and the character of the nearby area anticipated through the Northwest Area Plan process. The urban design elements of the proposed overall scheme and site plan must meet the design guidelines that are in effect for the site at the time of application.
 - b. The proposed design guidelines, standards, and review procedures specified in the Northwest Master Plan must ensure that:
 - (1) An environment will be created which is attractive, safe, and pleasant for pedestrians, including consideration of such elements as the location and orientation of buildings and main entrances, the design and use of the ground floor of structures, and the location, design and landscaping of parking lots and structures;
 - (2) Scale and massing of the development addresses the broader context of the area, including historic resources, and the uses and development anticipated through the Northwest Area Plan process, specifically at the edges of the Northwest Master Plan area; and
 - (3) The approach to implementing design review, including the guidelines and standards, will ensure that the quality of design and public process is as good or better than that achieved through conventional design review. The guidelines and standards proposed, including existing guidelines and standards, must be appropriate for the Northwest Master Plan area and the type of development anticipated by the purpose statement of this section.
3. Transportation.
 - a. The Northwest Master Plan must comply with the policies, street classifications, and street designations of the Transportation Element of the Portland Comprehensive Plan;
 - b. The transportation system is capable of safely supporting the proposed uses in the plan district in addition to the existing and planned uses in the area. Evaluation factors include street capacity and level-of-service in the vicinity of the plan district, on-street parking impacts, access requirements and needs, impacts on transit operations and access to transit, impacts on adjacent streets and on neighborhood livability, and safety for all modes of travel, particularly pedestrians and bicyclists; and

- c. The proposed street plan must provide multi-modal street connections to match the surrounding street grid pattern where feasible.
4. Retail Sales And Service uses. Where the Northwest Master Plan proposes Retail Sales And Service uses that are larger than 10,000 square feet per use, the following approval criteria must be met:
 - a. The proposed uses and development will primarily serve those who live and work in the immediate vicinity;
 - b. The transportation system is capable of safely supporting the proposed uses and development;
 - c. The proposed uses and development will not have significant adverse effects on the area;
 - d. The scale and intensity of the proposed use and development is consistent with historic resources, and the character of the area anticipated as a result of the Northwest Area Plan process; and
 - e. A proposed Retail Sales And Service use or development of larger scale or intensity equally or better meets the purpose of this section.

- H. Duration of the Northwest Master Plan.** The Northwest Master Plan must include proposed uses and possible future uses that might be proposed for at least 3 years and up to 10 years. An approved Northwest Master Plan remains in effect for 10 years, unless the plan is amended or updated.

When the Northwest Master Plan is amended or updated, the application for amendment or revision must include a discussion of when the next update will be required.

- I. After approval of a Northwest Master Plan.** After a Northwest Master Plan has been approved, all development except maintenance and repair must comply with the provisions of the Northwest Master Plan as well as all other applicable provisions of this code, unless exempted by the plan. If the Northwest Master Plan does not specify that a standard, approval criterion, or procedure in the Northwest Master Plan supercedes a similar regulation in the Portland City Code, the regulation in the Portland City Code applies.

Exhibit B

Report on the Proposal for a Northwest Master Plan

**City of Portland
Bureau of Planning
Portland, Oregon**

August 9, 2001



Exhibit B: Report on the Northwest Master Plan

Acknowledgments

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Charlie Hales, Commissioner
Dan Saltzman, Commissioner
Erik Sten, Commissioner

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Exhibit B: Report on the Northwest Master Plan

Summary

The Portland City Council directed Bureau of Planning staff to work with interested parties to resolve zoning issues in Northwest Portland as part of the Northwest Transition Zoning Project. This report details that brief (six month) process, and includes proposed amendments to the Portland Zoning Code to implement "Option 4," the Northwest Master Plan concept. Working closely with neighborhood representatives and representatives of CNF, Inc. (CNF), the Bureau of Planning has forged a proposal that substantially addresses the desires of the interested parties. The proposal:

- Changes the *Comprehensive Plan* and zoning designations in specified areas in NW Portland from Industrial Sanctuary (IG1 zone) to Central Employment (EX zone). It also placed the "d" overlay zone on areas rezoned to EX, and
- Further amends the Portland Planning Commission's recommended amendments to Title 33, Planning and Zoning (33.562), to include a provision for a required Northwest Master Plan on EXd zoned properties in Subdistrict B of the Northwest plan district.

Background

The Northwest Transition Zoning Project is a set of strategic land use proposals for portions of Northwest Portland. The project was initiated in December 2000 as a rapid response to community concerns over the impacts of an emerging type of land use and development, telco hotels, and the relationship of this type of land use to the newly developed Portland Streetcar.

In the initial phases of the project, much of the IG-1 zoned land within the project study area was considered for rezoning to an urban designation such as EXd to help prevent the proliferation of telco hotels, and to foster mixed use development in the area. Over the course of the project, City staff worked with members of the community on details of a plan district to supplement the base EXd zoning to foster land uses and development characteristics desired in the area. While agreement was reached on the appropriate land use implementation measures for some areas, issues remained unresolved and no agreement was reached on the area west of I-405. Because of the limited scope and time frame available in this project to develop community consensus on a vision for the area, staff was unable to finalize work in this area within the prescribed timeframe. In addition, due to dramatic changes in capital markets over the past year, the threat of additional telco hotel development in the area was thought to be minimal. Given the lack of community consensus on a future vision for the area, and the diminished threat of undesired telco development in the area, project staff's recommendation to the Planning Commission called for retaining the existing IG1 zoning in the area west of I-405.

Planning Commission held a hearing on April 24, 2001 at which the commission took testimony from the public. In addition to other public testimony at the hearing, representatives from CNF testified that they believed EXd was the correct zoning for

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this area and their property holdings specifically. They requested the Planning Commission to consider recommending a rezone on these properties.

The Planning Commission considered this request, but concluded that it was best to retain the IG1 zoning in the area west of I-405 until comprehensive planning for the area as part of the Northwest Area Plan project could be completed (approximately 16-18 months).

Planning Commission's recommendations for the Northwest Transition Zoning Project were heard by the Portland City Council on May 30, 2001. At the city council hearing representatives from CNF again testified that they believed EXd was the correct zoning for this area, and their property holdings specifically, and requested the City Council to consider a rezone on these properties. In their testimony, CNF indicated that they are a dynamic corporation that could experience rapid growth, creating the need for additional space in a short time frame, which the current IG1 zoning would not allow. CNF stated that they also wished to initiate master planning on their recently acquired property in northwest Portland. They added that the uncertainty about future zoning in the area made the financial commitment to a master plan difficult. Representatives of the Northwest District Association (NWDA) and St. Patrick's Church expressed concerns over and opposition to CNF's request, indicating that they believed the ongoing Northwest Area plan process was the proper vehicle for consideration of rezoning in this area.

City Council debated the issue, including a suggestion to consider a broader rezoning to EXd throughout the Northwest Transition Zoning Project study area which encompasses the CNF property. After further discussion, the Council directed the Planning Director to convene the interested and affected parties to consider an alternative solution to the issue that would be more acceptable to the parties.

Process

The Bureau of Planning convened a series of three meetings to better understand the various parties' needs and positions, and potentially craft a solution to the apparent impasse. At the first meeting, participants were asked to outline their issues and concerns; these are outlined below.

CNF:

Representatives from CNF shared information about the company, including the dynamics of the business environment, the role of CNF operations in Portland, and their best expectations for company growth and expansion necessary to accommodate growth. Representatives noted that the recent acquisition of this property indicates the firm's commitment to Portland. While CNF intends to develop a master plan for the property, the uncertainty of future zoning makes master planning difficult to finance and begin. CNF's Portland operations are mostly administration facilities with heavy information technology (IT) presence, and while they may have surplus office space in short term, future operations will likely call for increasing amounts of office space. In the short term, an additional 250,000 square feet of office and associate

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parking may be needed. Over the next ten years, another 250,000 square feet of office space could be needed.

St Patrick's Church:

Representatives of St. Patrick's discussed the church's history and role in the area as an institution with neighborhood and citywide secular and religious ties and historic and cultural value. They expressed concern over the affects of development, including construction (vibration, etc.) and contextual impacts (overshadowing, incompatible uses). Church representatives believed that the area near the church should transition back to its more historical use as a residential area. They also indicated concerns about conflict with abutting development, and suggested that a greenspace or buffer might be appropriate.

NWDA:

Representatives from NWDA expressed a strong interest in using the area plan as the proper process for examining issues and solutions in the area. They expressed a desire for a well thought-out planning process that develops a plan district for the area to address traffic/transportation issues, restoration of street grid, massing and heights of development, and provisions for a park and residential uses. They advocated development of a CNF master plan (perhaps jointly with area planning) which would provide more certainty for the neighborhood.

The second meeting was largely spent reviewing and clarifying the needs of the various parties. At the conclusion of the meeting, the Bureau of Planning agreed to return with options for the group to consider.

Three options were developed and shared with the participants during the week prior to the third group meeting. The options were:

Option 1: Adopt a Resolution stating future intent and make existing offices/small retail allowed. This option would adopt a resolution recognizing the need for more detailed planning in the Northwest Area Plan process and CNF's need for additional development potential. The resolution would provide assurance that the City values CNF's presence; it would also resolve to craft a Northwest Area Plan that recognizes community needs and desires, while providing CNF with opportunities for the development of roughly 500,000 square feet of office space. In addition, the option would retain the IG1 zoning but make existing office space an "allowed" use in the expanded plan district area. The provision would also allow ancillary retail uses up to roughly 5,000 square feet. This option would help to provide some certainty for future planning by indicating that the Northwest Area Plan needs to accommodate CNF's future expansion needs. It also would recognize CNF's need to utilize existing office space, and allow a restaurant at the ground level of a CNF building to be opened to the public. The resolution would support

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the Planning Commission recommendation that calls for a more thorough analysis in the transition area before rezoning is approved by the City.

Option 2: Retain IG1 with provisions to allow for expansion of office uses.

This option would retain the IG1 zone, but allow a 50 percent expansion of existing office space throughout the IG1 zone south of I-405. Office expansions up to 50 percent of the existing floor area (as of a specified date) would be subject to development regulations similar to the base EXd zone, which requires design review for exterior alterations. The plan district regulations could also include other regulations that would create development regulations very similar to those outlined in Option 3, below. However, while this option would limit the increase of total office square footage on each site, it could potentially open the door to office expansion in a much broader area. It also would have a limited ability to address the transportation impacts of additional office development in the area, and may be limited in addressing street connectivity issues.

Option 3: Limited EX designations. This option would change the Comprehensive Plan designations and zoning on a limited number of blocks to EXd in recognition of the existing office uses on the properties. These blocks include the area bounded by NW 22nd and NW 19th from NW Thurman to NW Savier, and the block bounded by NW 22nd and NW 21st from NW Savier to NW Raleigh. It also would change the Comprehensive Plan designation to EXd on the block bounded by NW Savier to NW Raleigh and from NW 21st to the property line along the former NW 20th, but retain the IG1 zone on the parcel. This option recognizes the existing office uses by re-designating and rezoning them to Central Employment (EXd). It would also recognize CNF's possible short-term need to develop additional 250,000 square feet of office space on an adjacent parcel. It would make a planning provision for this by changing the *Comprehensive Plan* designation on a parcel. However, a quasi-judicial land use review would be necessary to also change the zoning to EXd prior to development. This process would allow the City to take public comment and work with internal agencies on adequacy of service issues, such as transportation. This option would include extending the plan district and applying the following regulations in the EXd-zoned areas:

- Prohibit drive-through facilities
- Apply ground floor active use requirements on NW 21st Avenue
- Limit retail to 10,000 square feet per use
- Require ground floor windows (EX zone transit street regulations)
- Require traffic analysis for non-industrial uses (for zone changes)
- Possibly require street connections (for zone changes)

This option would provide a smaller area in which short-term office expansion could occur by designating a limited number of parcels EX. The EX zone allows a broader array of uses, without limitations on office square footage (except for FAR limits). The quasi-judicial zone change process requires an "adequacy of facilities" review, where transportation issues could be explored.

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At a third meeting, the participants discussed the options. Option 2 was not considered viable by CNF because it did not provide certainty with regard to the ultimate zoning on their property. This option was also not favored by other parties because it expanded opportunities for further office development in a much larger area. This could lead to unanticipated traffic and transportation impacts, and additional development that does not conform to the desired future use of the area. Option 3 was acceptable to NWDA and St. Patrick's, but was not acceptable to CNF because, from their perspective, it did not provide enough developable land area to meet short term office development and parking needs, nor did it provide certainty of the zoning on "core" CNF properties. While it had initially appeared that Option 1, the resolution, might satisfy the needs of all parties, it was eventually found to be objectionable by CNF, again because it did not offer the level of certainty about future zoning they desired. The meeting concluded with a last-minute proposal to consider a fourth option, which included a zone change to EXd tied to a requirement for master plan approval before additional development could occur.

BOP staff returned to Council on June 20th with a progress report on the options. Staff noted that three options had initially been offered, but that no single option was acceptable to all parties. A fourth option that called for a zone change and master plan was introduced in a meeting the previous evening, and appeared to be an option worthy of further investigation. The Council directed staff to further pursue this option.

Staff developed draft code language and held another meeting of participants on June 29, 2001. The participants agreed to further consider the option and review subsequent refinements of the proposal. Staff returned to City Council again on July 11, 2001 with an update on Option 4, and requested an additional three weeks to refine the code language associated with the option.

Option 4: The Master Plan Proposal

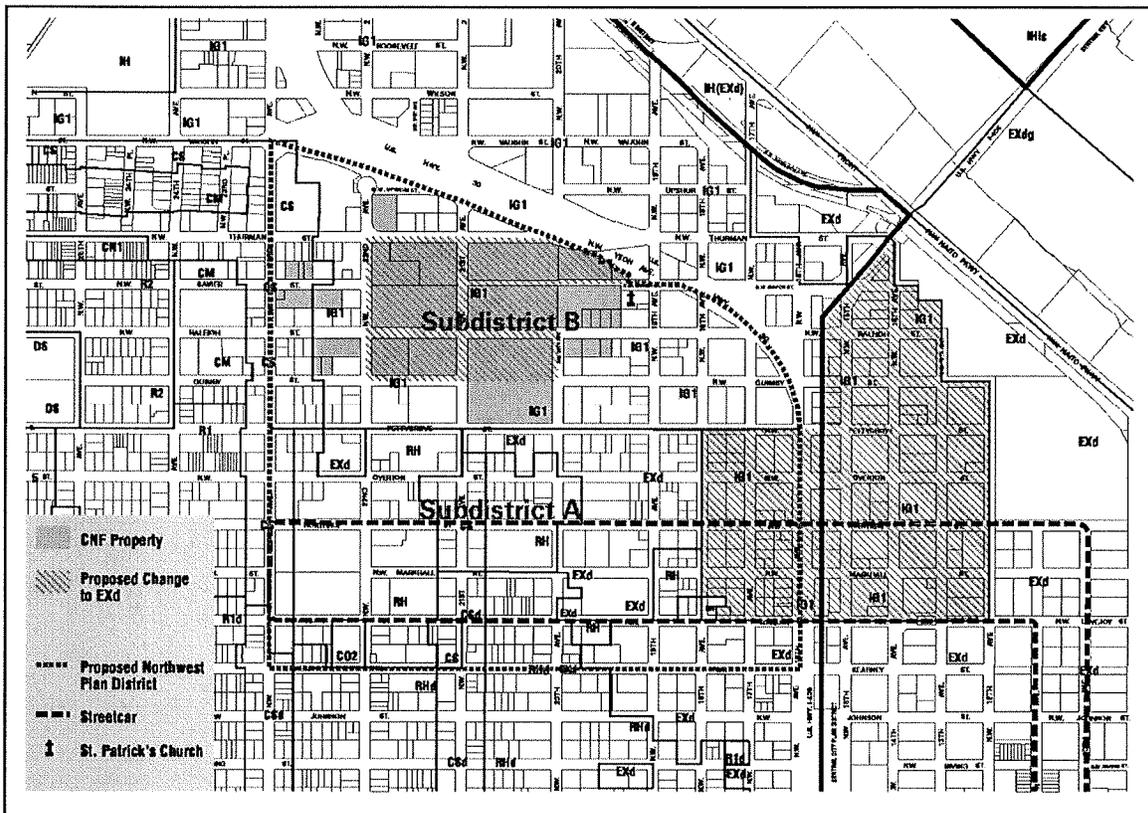
Option 4, now before you for consideration, calls for changing Comprehensive Plan and zoning designations from General Industrial (IG1) to Central Employment (EXd) for specific areas in a newly created Subdistrict B of the Northwest plan district (between NW Pettygrove Street and NW Vaughn Street). This area is in addition to the rezoning areas previously recommended by the Planning Commission. However, quasi-judicial approval of a master plan would be required before any new development in the areas subject to the change of zoning designation in Subdistrict B could occur. This option was developed because it accomplishes several goals:

- It provides assurance to CNF of future zoning so that master planning for the site can begin, and new office development that would not be allowed in the IG1 zone can occur. It also provides a great degree of flexibility for property owners in the design of development;
- The master planning process provides a forum for public input so that neighbors may comment on the proposal and share concerns about proposed plans for development; and

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- It provides an opportunity for the City to review and assess the impacts of proposed development, and apply conditions of approval to development when appropriate.

Northwest Transition Zoning Project Areas of Recommended Rezoning



Purpose of the Northwest Master Plan

The proposed master plan is designed to allow flexibility in design and development of a site in a manner that evokes an urban development pattern, and does not overwhelm public services.

The provisions of the master plan option accommodate the needs of property owners to begin long-range planning for their property in advance of adoption of the Northwest Area Plan. That plan may modify or delete this section of the code. Because it is likely that there will be significant overlap in both timelines and issues addressed by the private and public planning efforts, the two efforts should inform and improve each other throughout their processes

Specifically, the Northwest Master Plan should ensure:

- Pedestrian-oriented, transit-supportive development;

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- Development that includes a variety of uses, but retains the EX zone focus on employment uses that need a central location;
- High quality design appropriate to an urban setting;
- Active uses on the ground floor of buildings on major transit streets;
- A street pattern that provides for frequent, convenient pedestrian and vehicle connections and emulates levels of connectivity similar to the adjacent block pattern;
- Transportation and parking demand management strategies that decrease reliance on the automobile;
- Development that is integrated into the broader urban fabric;
- Transitions to adjacent areas with different uses and intensities through use, height, and massing of new development; and
- Efficient use of land.

The process for the master plan would be a quasi-judicial Type III land use review. This type of review calls for a public hearing before a Hearings Officer, with design-related issues reviewed by the Design Commission. Testimony on the proposal would be taken at the public hearing. Although not required, a master plan applicant will be strongly encouraged to work closely with neighbors, the city and recognized organizations in the preparation of a master plan.

Coordination with legislative planning efforts

As noted, the Northwest Area Plan, a legislative planning effort, is ongoing at this time. This project will develop a policy and action plan for a large part of inner Northwest Portland, including the Northwest District Association (NWDA) neighborhood and a portion of the Pearl District. The plan will incorporate elements of NWDA's Board-adopted 1999 *Northwest District Neighborhood Plan* and will replace the adopted 1977 *Northwest District Policy Plan*. A special focus of the *Northwest Area Plan* will be on Metro 2040 mixed-use areas and the "Northwest Transition Area," which extends from the new Portland Streetcar tracks on NW Lovejoy Street north to Vaughn Street, and is bounded on the east and west by NW 12th and NW 23rd avenues. The Transition Area, which includes the area included in the proposed Northwest Master Plan, is now primarily zoned General Industrial, but includes a diversity of land uses. Bureau of Planning project staff have begun working with the community to develop an urban design concept and implementation strategies for a transition from industrial zoning to employment, mixed use and residential zoning, taking advantage of the opportunities introduced by the new Portland Streetcar line.

As noted, the proposed master plan was conceived as a temporary measure to allow CNF certainty regarding the zoning of their property so that they can proceed with their private master planning process. Ideally, the CNF master planning process will occur concurrent with the Northwest Area Plan project, so that the two processes can inform each other. At the conclusion of CNF's planning process, they could make application for a Northwest Master Plan, however close coordination between the efforts could make this unnecessary. The outcome of joint efforts could be replacement of the master plan requirement with land use and transportation policies, development standards, and design standards and guidelines that direct development

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of these properties without the need of a master plan. These provisions would be developed within the framework of the Northwest Area Plan.

Issues:

A primary reason that a master plan requirement is proposed for these properties is that many development-related issues cannot be addressed within the context of the Northwest Transition Zoning Project. These issues are best addressed within the framework of a master plan or in the ongoing Northwest Area Plan, which is a comprehensive planning effort. The following issues, which will be addressed in the Northwest Area Plan, are of critical importance and should be addressed in the master plan process and context.

Land Use Context

The area that is proposed for master planning would be zoned Central Employment (EX) with a design ("d") overlay. This classification allows a very broad array of land uses, from employment and industrial uses to residential uses. While the area subject to a master plan is expected to have a primary focus on employment and office uses, future desired land uses in the broader "transition area" surrounding the area are being explored in the Northwest Area Plan process, and may change significantly. The surrounding areas include commercial areas on NW 23rd Avenue to the west, with residential uses farther to the west. The existing industrial service uses to the south and east may be planned for different desired land uses, including areas with a commercial or residential focus, as a result of the Northwest Area plan process. Because the area is well served by transit, relatively dense mixed-use development could be encouraged in the area. Close coordination between the processes will ensure that development of the CNF property is sensitive to the future desired land uses in adjacent areas.

The master plan area also encompasses NW 21st Avenue, a Metro 2040-designated main street. Main streets are expected to be relatively dense areas that can accommodate employment, commercial, and residential land uses. Development that includes retail commercial activities on the ground floor would be appropriate for a main street environment.

Design

Design of new development in the master plan area should strive to be compatible with surrounding future desired land uses and future design guidelines. Coordination with the Northwest Area Plan project will help ensure that design features considered or proposed in a master plan are in sync with design standards and guidelines that could be proposed for the broader area. It is important that the Northwest Master Plan site framework plan and subsequent development integrate into the urban fabric of the area, so that the master plan area does not become insular or feel impermeable from adjacent areas. A major component of urban design is the size of the block unit available for development. It is desirable for development in the master plan area to occur on a block size and pattern that is generally consistent with the historic block

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pattern in the area. Development utilizing a small block pattern is typical of much of Portland, and contributes to the character of the City and area. Refer to the section on “connectivity” for further discussion on block pattern.

Transitions

The context for the master plan development area is currently being discussed in the Northwest Area Plan project. If a master plan is submitted during the ongoing planning process, it is important for a master plan proposal to be coordinated so that transitions to future adjacent land uses can be planned. For example, if adjacent areas currently zoned for industrial uses are planned for future residential or commercial uses, it may not be appropriate to locate certain features of a development (generators, equipment, parking structures) in areas that adjoin those future desired uses. Similarly, the ongoing planning process may recommend uses, heights, and setbacks that vary considerably from the existing industrial zoning. Close coordination between these projects is necessary to consider appropriate transitions and avoid future land use conflicts.

Connectivity

The area subject to a master plan requirement contains many “superblocks” that were created through street vacations. In some cases, these large blocks prevent connectivity to the adjacent street grid. Providing frequent street connections helps to reduce congestion by dispersing vehicular traffic and providing non-vehicular opportunities for making convenient trips. Therefore, providing street connections that match the surrounding street grid pattern and block size is a connectivity goal for this area.

Transportation

Transportation issues in the area include: capacity of the existing local street network and regional transportation system to accommodate future trips; design of street cross sections and pedestrian amenities; transportation demand management strategies; and options for transit system improvements and improving connections to the transit system. These issues will be addressed in the Northwest Area Plan process and should be coordinated with a master plan for the area.

Other Issues:**St. Patrick’s Church**

St. Patrick’s Church is located on NW 19th Avenue, between NW Raleigh and NW Savier streets. St. Patrick’s Church, as noted earlier, is a long-standing neighborhood institution, with significant historic, religious and secular value to the community.

The area adjacent to the church on the north and west is currently owned by CNF. The property to the north across NW Savier Street is proposed to be rezoned to EX, with new development subject to the master plan requirements; the property to the

Exhibit B: Report on the Northwest Master Plan

west is zoned IG1 and is not currently proposed to be rezoned, but may be optionally included in a Northwest Master Plan proposal.

St Patrick's has stated concerns about the effects of construction on the historic structure (vibration damage), as well as that of the scale, massing and proximity of new development overshadowing the church. In developing a Northwest Master Plan, if the property adjoining St. Patrick's Church is considered for development or inclusion in the master plan area, any proposed development, or any design standards and guidelines to regulate development must consider the relationship of new development to the historic structure. The height and massing on new development adjacent to the church should be of such a scale that they respect the height and massing of the historic church. In addition, it may be appropriate to provide a vegetative buffer, pedestrian path or other transition area between the church and adjacent development to aid in the transition between the adjoining, potentially conflicting, uses.

If the property adjacent to St. Patrick's Church is not included in a Northwest Master Plan, the issues of buffering, use compatibility, and design, scale and massing of development on this parcel should be addressed through the Northwest Area Plan process.

Parks and Open Space

The Northwest District Association (NWDA) has identified the area near Subdistrict B as an area in which a park or other public open space is desired. In the Parks 2020 Vision Plan, Portland Parks and Recreation also identifies this area as deficient in park facilities. Planning for the area, including any proposed Northwest Area Plan or legislative planning project, as well as any proposed Northwest Master Plan should consider the need for a park in this area, and locations for where such a park may be accommodated.

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EXHIBIT C

This section would be deleted, as it has been made redundant by more comprehensive provisions developed for the entire plan district as part of the *Northwest District Plan*. The Northwest Master Plan provisions were developed as part of the recent Northwest Transition Zoning Project (adopted in August 2001) as an interim strategy to accommodate CNF's desire to begin long-range planning for their properties and a zone change from IG1 to EXd. As alluded to in the purpose statement, the Northwest Master Plan section was intended to be modified or deleted after the *Northwest District Plan* project developed a more comprehensive policy and regulatory framework for the Transition Subarea. The new plan district provisions make the Northwest Master Plan requirements unnecessary.

The focus of the Northwest Master Plan was on provisions for transportation review, restoration of street connections, design review, and retail limitations. These elements are addressed by various components of the *Northwest District Plan*, including:

- The Northwest District Master Street Plan, which shows the preferred street system and additional street connections for the area. New Title 17 requirements, adopted as part of the TSP, require new development to adhere to adopted street plans.
- Plan district provisions that limit the scale of commercial development in much of the Transition Subarea to 45 feet (compared to the EX base zone limit of 65 feet) and that provide incentives for residential development would limit the potential for peak hour traffic impacts associated with large office uses.
- Retail limits would apply throughout the EX zone within the Transition Subarea.
- The Design Review Overlay would apply, and language to be used in design review has been developed that addresses the desired architectural character of the plan district (see Chapter IV of this plan, "Desired Characteristics and Traditions," and Chapter IX, "Community Design Guidelines Amendments").
- New development standards for main streets and limits on surface parking lots would ensure that future development of the area where the Northwest Master Plan now applies, which centers around NW 21st Avenue, will be integrated into the established main street development pattern of the neighborhood.
- Northern portions of the Transition Subarea, as well as a nearby area along the north side of NW Vaughn Street, would receive a *Comprehensive Plan* map designation of EX, but would remain zoned IG1. Zone changes for properties in these areas would require complete transportation analysis as part of quasi-judicial rezoning requests.
- The Transportation and Parking Policy section includes projects, programs, and activities that promote alternative modes of transportation and reduce reliance on (and impacts associated with) automobile use.