

**Decision Table L: Zoning Requests**

*At the July and August PSC hearings, a small number of community groups and property owners advocated for changes to the zoning in the Central City. These requests typically centered around specific parts of neighborhoods, such as around Providence Park or the Central Eastside riverfront or — in a few cases — focused on specific properties. These requests are described briefly below along with staff's response and suggested action.*

**Contents of Decision Packet L: Zoning Requests**

- Decision Table L
- Maps L1-L7
- Memo L

**Items Marked for PSC Discussion:**

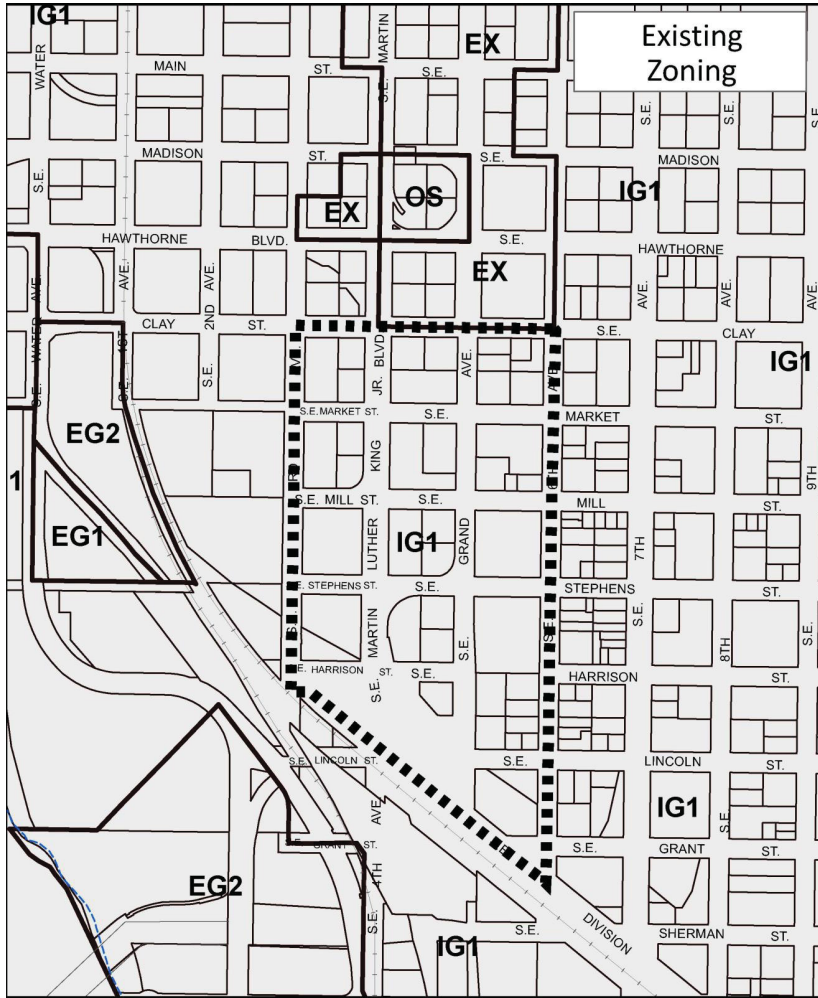
- None

Ref #	Comment #	Commenter(s)	Subdistrict	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
L1 and Map L1	19920	William Eastman	Central Eastside	<p><b>Area:</b> 1800 SE MLK and all properties fronting SE MLK and SE Grand south of SE Clay to the Oregon Rail Heritage Center / OMSI area.</p> <p><b>Existing Zoning:</b> IG1</p> <p><b>Proposal:</b> IG1, expansion of industrial office allowance.</p> <p><b>Reference:</b> Vol 2A1, Proposed Zoning Map (pg. 468)</p>	<p><b>Rezone from IG1 to EX</b></p> <p><b>Why?</b> To complete the MLK/Grand mixed-use corridor south to the OMSI station area where EX is already proposed.</p>	<b>Retain Proposed Draft version</b>	<ul style="list-style-type: none"> <li>• Discussed during SE Quadrant Plan and the Stakeholder Advisory Committee was not comfortable with converting this much IG1 to EX.</li> <li>• Such a zone change would represent a significant loss of industrial/employment land.</li> <li>• Requested by one property owner but would affect many we have not heard from.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/> Support staff rec.  <input type="checkbox"/> Other
L2 and Map L2	20333 20355	Dana Krawczuk on behalf Haithem Toulan (property owner)	Central Eastside	<p><b>Area:</b> Riverfront properties south of the OMSI MAX station through the property of the requestor at 306 SE Ivon St.</p> <p><b>Existing zoning:</b> IH</p> <p><b>Proposal:</b> Rezone to EXd but prohibit residential uses. Do not require master plan for this site.</p> <p><b>Reference:</b> Vol 2A1, Central City Master Plan (pg. 206), Map 510-6 Proposed Special Residential Use Areas, Map 510-19 Required Central City Master Plan (pg. 387), Proposed Zoning Map (pg. 468)</p>	<p><b>In addition to staff's proposed rezone from IH to EXd, extend the conditional use allowance for housing and the required master plan review south from OMSI through this property.</b></p> <p><b>Why?</b> The commenters seek the option to build housing due to the proximity of their land to the OMSI MAX station.</p>	<b>Retain Proposed Draft version</b>	<ul style="list-style-type: none"> <li>• Staff recommends against extending these provisions to the Ivon Street property as it currently is zoned IH and has a long term heavy industrial use along its eastern border that is unlikely to close within this planning timeframe.</li> <li>• Only OMSI sites that are immediately adjacent to the actual station area and/or are currently zoned EG are allowed housing, if approved through a conditional use process, as is allowed in the EG zone today.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/> Support staff rec.  <input type="checkbox"/> Other

Ref #	Comment #	Commenter(s)	Subdistrict	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
L3 and Map L3 and Memo	20300, 20340, 20346, 20378, 20425, 20974, 21023, 21027	Fred Leeson, David Newman,  Wendy Rahm,  Deanna Mueller- Crispin, Suzanne Lennard	Downtown	<b>Area:</b> The western half of six blocks between SW Park, Broadway, Salmon and Market.  <b>Existing Zoning:</b> RX  <b>Proposal:</b> Rezone from RX to CX.  <b>Reference:</b> Vol 2A1, Proposed Zoning Map (pg. 468)	<b>Retain existing RX</b>  <b>Why?</b> The commenters feel the area’s historic churches and apartment buildings are more closely associated with residential zoning.	<b>Retain Proposed Draft version</b>	<ul style="list-style-type: none"> <li>Currently in the zoning code, household living and religious institutions are allowed by right in CX. In the RX zone, religious institutions are only allowed as a conditional use.</li> <li>Further, the characteristics section for the CX zone in the zoning code has caused confusion because the language doesn’t clearly state that mixed use development is intended in this zone. The result is that it would be possible for the reader to misconstrue the zone as strictly employment focused, when residential uses are intended as part of the mix. The MUZ project includes a correction to this language that makes this clear.</li> <li>Staff research shows that CX zoning results in more residential development than RX. Between 1990 and 2016, 11,275 units were developed in the CX zone, while only 3,986 units were developed in the RX zone. Further, the CX zone on average has produced 166 units per acre, while the RX zone has produced 133 units per acre. See the attached memo for more details.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/> Support staff rec.  <input type="checkbox"/> Other
L4 and Map L4 and Memo	20301, 20402, 20823	Tracy Prince, Kal Toth, Susan Younie	Goose Hollow	<b>Area:</b> The blocks immediately east and west of Providence Park.  <b>Existing Zoning:</b> The blocks around Providence Park are a mixture of RH, RX and CX zoning. The CX zoned block north of Providence Park has a “Required Residential” provision applied to it which requires 1 dwelling unit per 2,900 square feet of new net site area built.  <b>Proposal:</b> Rezone RH and RX parcels to CX and remove the “Required Residential” provision. This would result in consistent CX zoning throughout the area.  <b>References:</b> Vol 2A1, Deleted Map 510-5 Required Residential Development Areas (pg. 271), Map 510-6 Proposed Special Residential Use Areas (pg. 343), Central City Existing Zoning Map (pg. 467), and Proposed Zoning Map (pg. 468)	<b>Retain the existing CX zoning with the “Required Residential” provision.</b>  <b>Why?</b> The commenters feel it’s necessary to retain these zoning conditions in order to create 24/7 eyes on the street.	<b>Retain Proposed Draft version</b>	<ul style="list-style-type: none"> <li>There has been confusion about allowed uses in the RX and CX zones. Currently in the zoning code, household living is allowed by right in CX.</li> <li>Staff research shows that CX zoning results in more residential development than RX. Between 1990 and 2016, 11,275 units were developed in the CX zone, while only 3,986 units were developed in the RX zone. Further, the CX zone on average has produced 166 units per acre, while the RX zone has produced 133 units per acre. See the attached memo for more details.</li> <li>Lastly, removal of the Required Residential provision is consistent with input from the West Quadrant Stakeholder Advisory Committee (SAC) that more active, mixed use development was sought in this area than the existing zoning environment had achieved. While the SAC had representation from the Goose Hollow Foothills League, the membership of the neighborhood association changed after the SAC recommended the plan to the PSC and the new leadership opposes some of the elements of the plan that were supported originally.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/> Support staff rec.  <input type="checkbox"/> Other

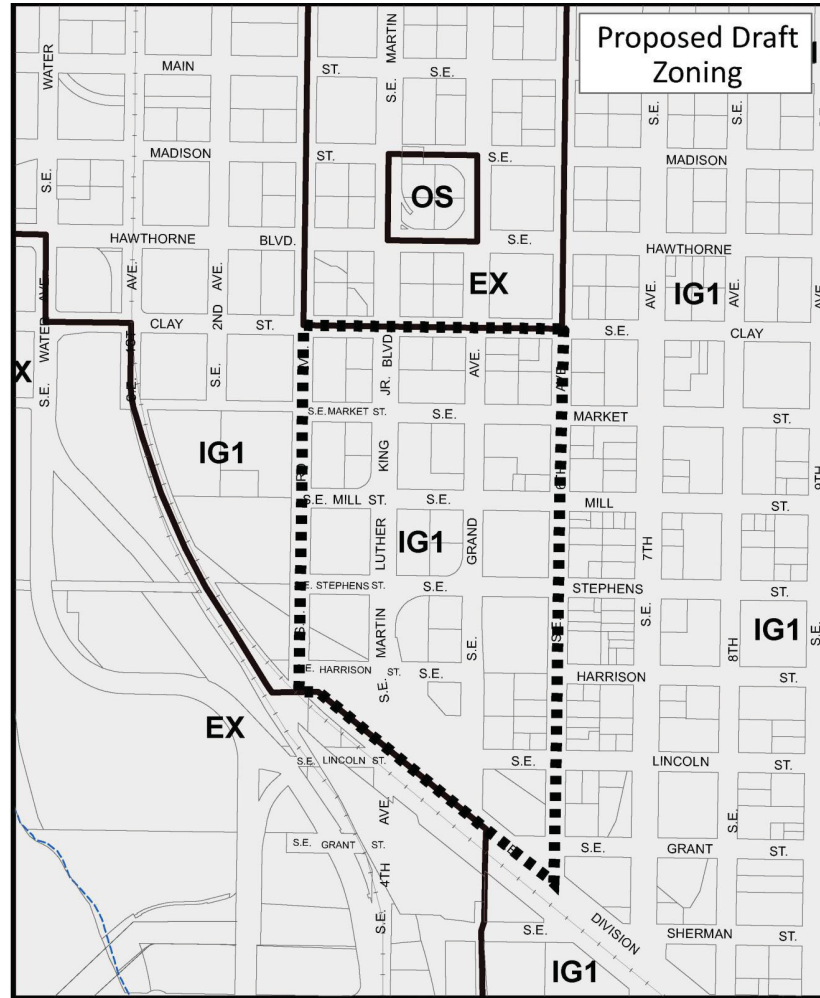
Ref #	Comment #	Commenter(s)	Subdistrict	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
L5 and Map L5	21045, 21095, 21096	Irvington Community Association	Lloyd District	<b>Area:</b> Eight blocks between NE 8th and 16th Ave and NE Schuyler and Broadway that overlap both the Irvington Historic District and the Central City.  <b>Existing zoning:</b> Mix of CX and RH.  <b>Proposal:</b> No change.  <b>Reference:</b> Vol 2A1, Proposed Zoning Map (pg. 468)	<b>Rezone all eight blocks to Commercial Mixed Use 2 (CM2).</b>  <b>Why?</b> The commenters believe the new CM2 zone from the MUZ Project with its 2.5:1 FAR and 45-foot height limit are more consistent with the existing fabric of the historic district.	<b>Retain Proposed Draft version</b>	<ul style="list-style-type: none"> <li>• CM2 is a new MUZ zone that only applies outside the Central City.</li> <li>• The zoning, height and FAR proposals for these blocks have already considered the Irvington Historic District and take into account community input during the N/NE Quadrant Plan that sought to establish a step-down from the Lloyd District to Irvington.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/> Support staff rec.  <input type="checkbox"/> Other
L6 and Map L6	20345, 20430, 20433, 20447,  20474,  20703	Dean Gisvold, Stan Herman, Bill Badrick, Terrance Maloney, Geoffrey McCarthy, Roland Hoyle	Lower Albina	<b>Area:</b> 2410 N. Mississippi Ave and adjacent vacant lot. Both are adjacent to the Mississippi MAX light rail station.  <b>Existing Zoning:</b> IG1  <b>Proposal:</b> No change.  <b>Reference:</b> Vol 2A1, Proposed Zoning Map (pg. 468)	<b>Rezone the area to CX.</b>  <b>Why?</b> The owner wants to build a hotel/coffee shop with a roof top view lounge adjacent to the MAX station.	<b>Retain Proposed Draft version</b>	<ul style="list-style-type: none"> <li>• There was discussion about rezoning the station area as part of the N/NE Quadrant Plan, but the Lower Albina Industrial Council was not supportive and the Stakeholder Advisory Committee approved keeping the industrial zoning in place.</li> <li>• The site is not contiguous with other commercial zoning, the request is to remove land from industrial use, and the proposed hotel use would likely generate significant trips that would negatively impact surrounding industrial uses.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/> Support staff rec.  <input type="checkbox"/> Other
L7 and Map L7 and Memo	20300, 20348, 20378, 20413, 20419	Fred Leeson, Duane Bietz, Wendy Rahm, Deborah O’Neill, Duane Bietz	West End	<b>Area:</b> Approx. 12 blocks between W Burnside, I-405, SW 11th and SW Taylor.  <b>Existing Zoning:</b> RX  <b>Proposal:</b> Rezone to CX.  <b>Reference:</b> Vol 2A1, Proposed Zoning Map (pg. 468)	<b>Retain existing RX</b>  <b>Why?</b> Many of the buildings are historic and used for affordable housing which they believe is emphasized by RX zoning.	<b>Retain Proposed Draft version</b>	<ul style="list-style-type: none"> <li>• Many of the historic structures in this area are National Register Historic Landmarks and have protection through that status.</li> <li>• Staff research shows that CX zoning results in more residential development than RX. Between 1990 and 2016, 11,275 units were developed in the CX zone, while only 3,986 units were developed in the RX zone. Further, the CX zone on average has produced 166 units per acre, while the RX zone has produced 133 units per acre. See the attached memo for more details.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/> Support staff rec.  <input type="checkbox"/> Other

Map L1: Blocks along the Grand/MLK corridor between SE Clay to the OMSI area



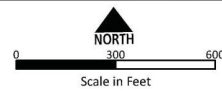
December 2, 2016

 Central City Plan District boundary
  Review Area
  Zone Boundary



**Request:**  
Rezone from IG1 to EX

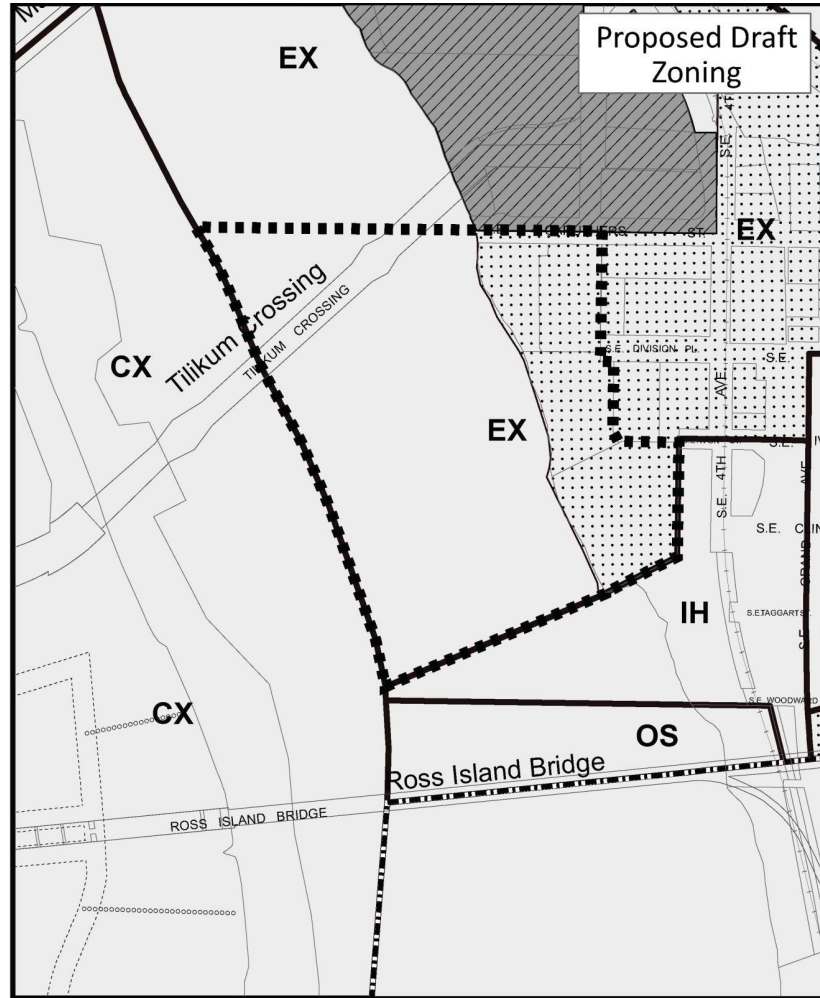
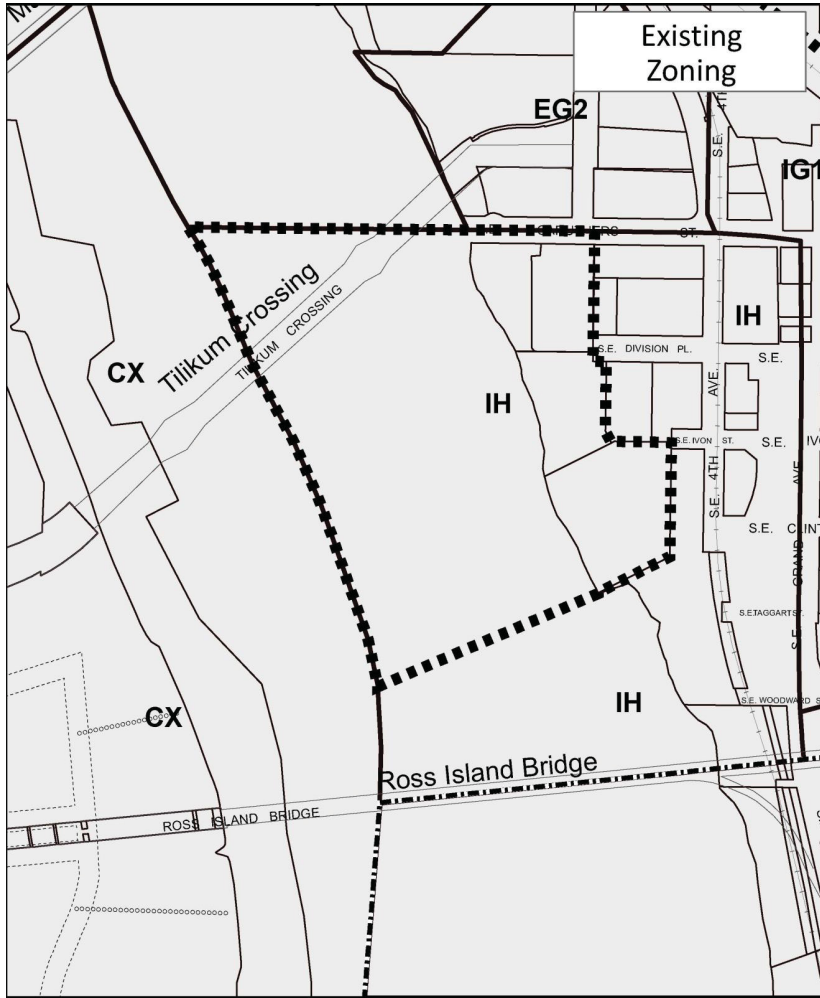
**Why?**  
To complete the MLK/Grand mixed-use corridor south to the OMSI station area where EX is already proposed.



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Map L2: Area south of the OMSI MAX station

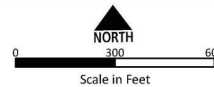


**Request:**  
In addition to staff's proposed rezone from IH to EXd, extend the conditional use allowance for housing and the required master plan review south from OMSI through this property.

**Why?**  
The commenters seek the option to build housing due to the proximity of their land to the OMSI MAX station.

December 2, 2016

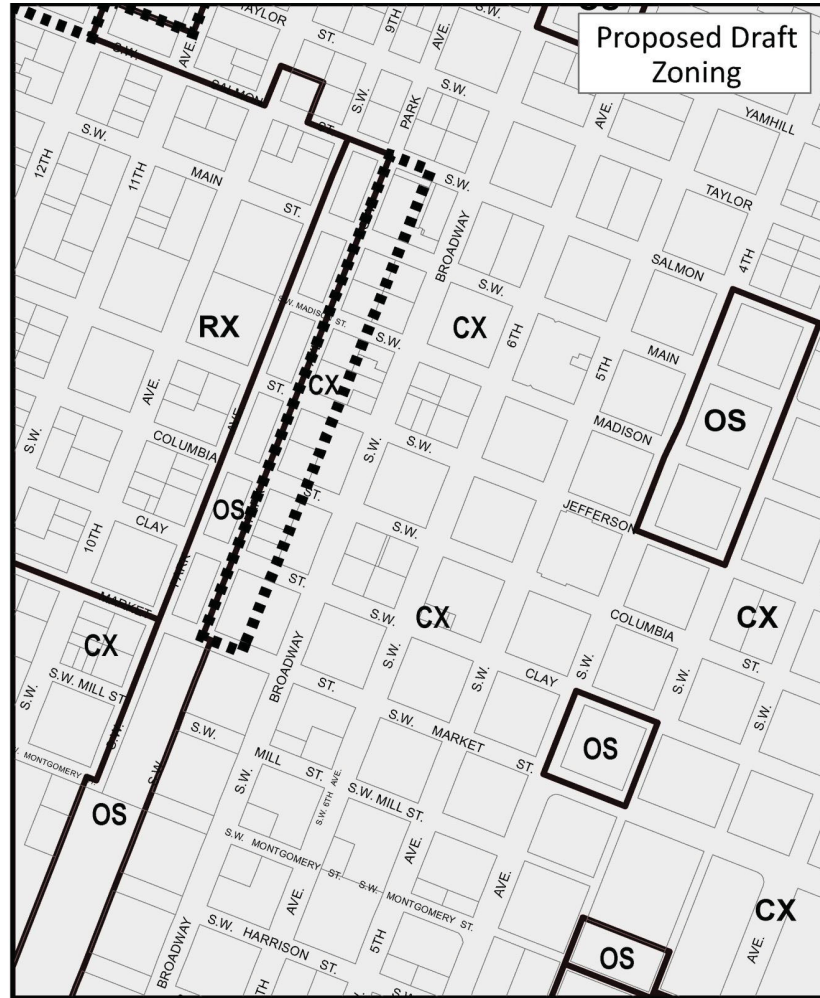
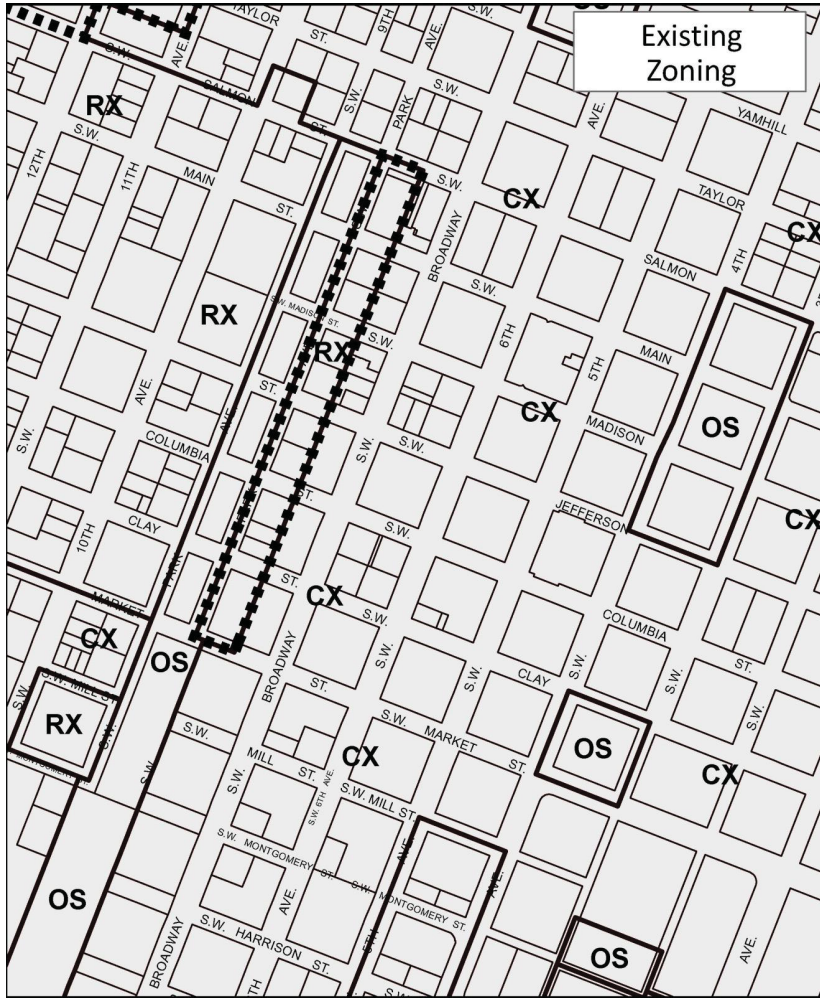
- Central City Plan District boundary
- Zone Boundary
- Residential uses allowed as Conditional Use
- Residential uses prohibited
- Review Area
- Required Central City Master Plan



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Map L3: Half blocks east of the South Park Blocks

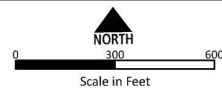


**Request:**  
Retain existing RX

**Why?**  
The commenters feel the area's historic churches and apartment buildings are more closely associated with residential zoning.

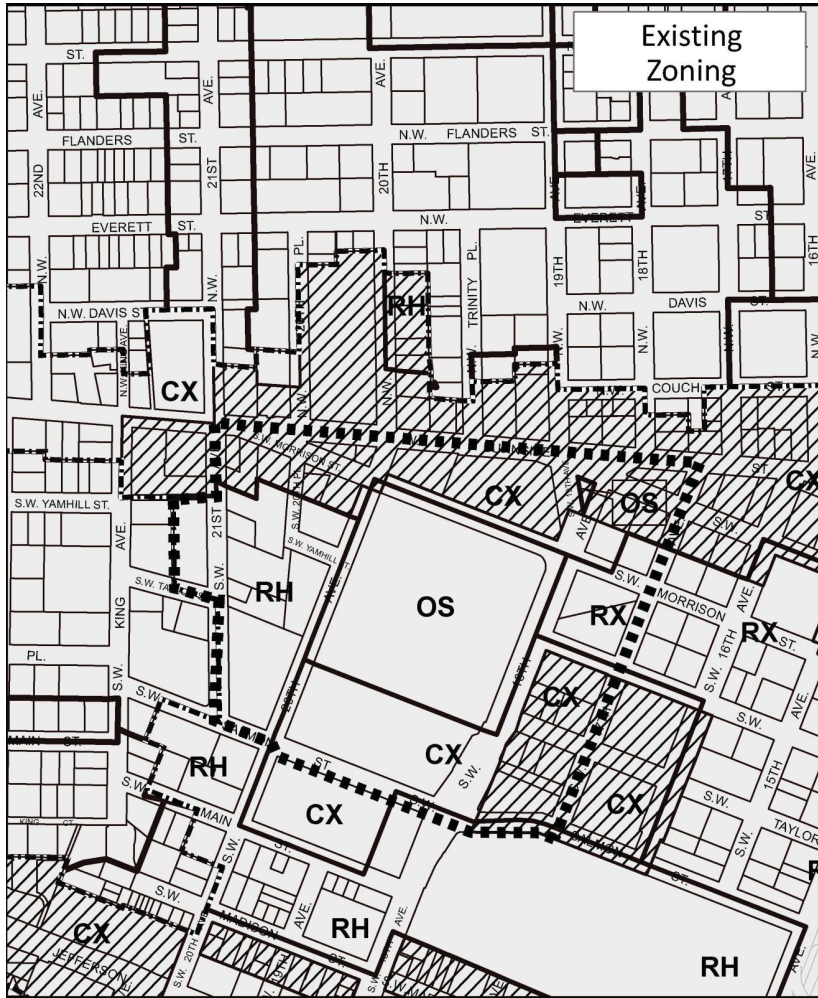
December 2, 2016

 Central City Plan District boundary
  Review Area
  Zone Boundary



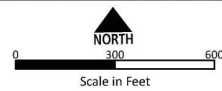
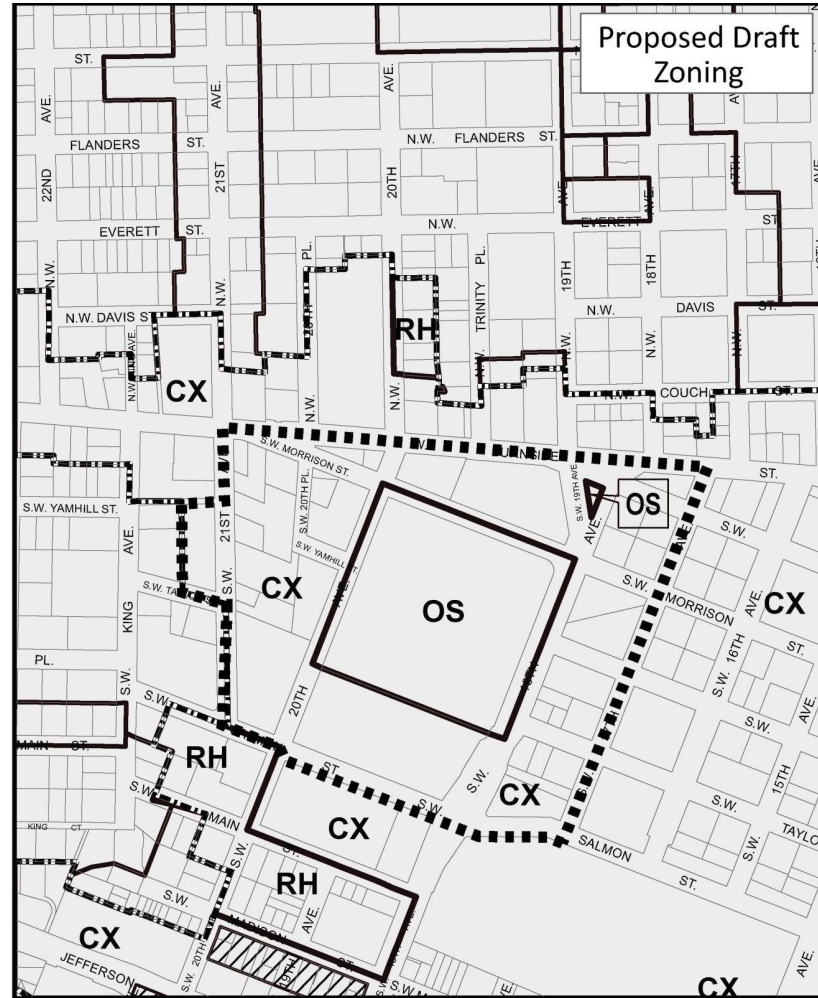
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Map L4: Blocks east and west of Providence Park



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Central City Plan District boundary 
 Review Area 
 Zone Boundary 
 Required Residential

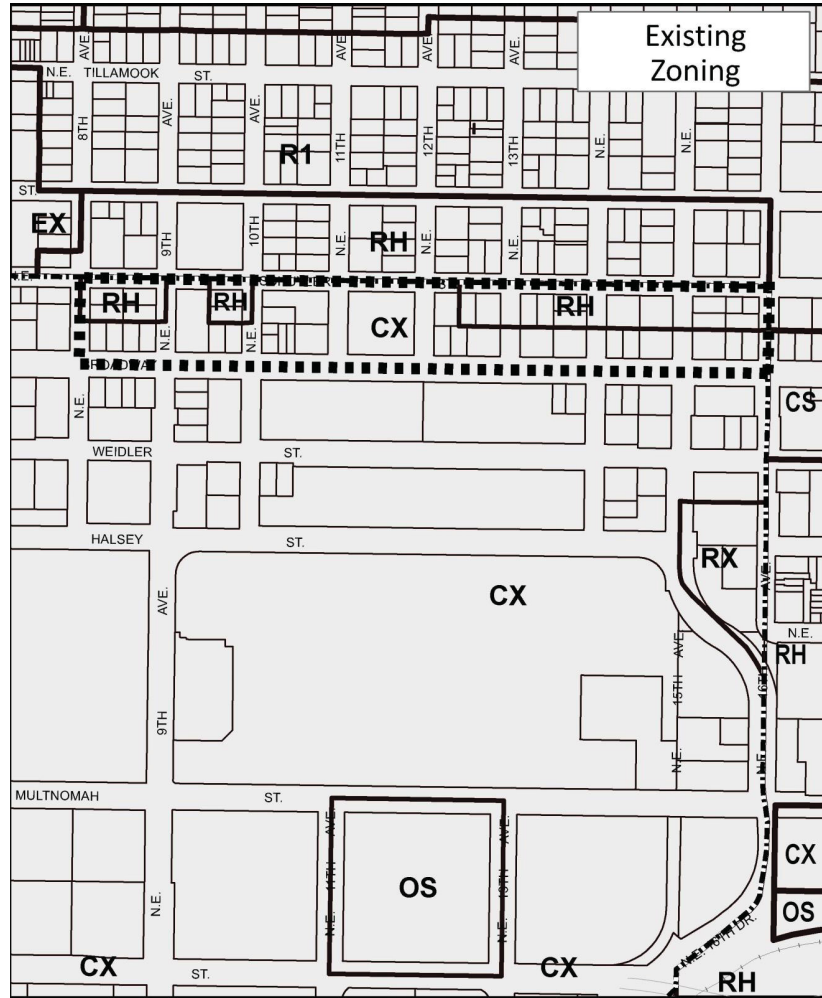


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**Request:**  
 Retain the existing CX zoning with the "Required Residential" provision.

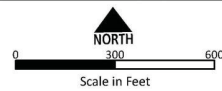
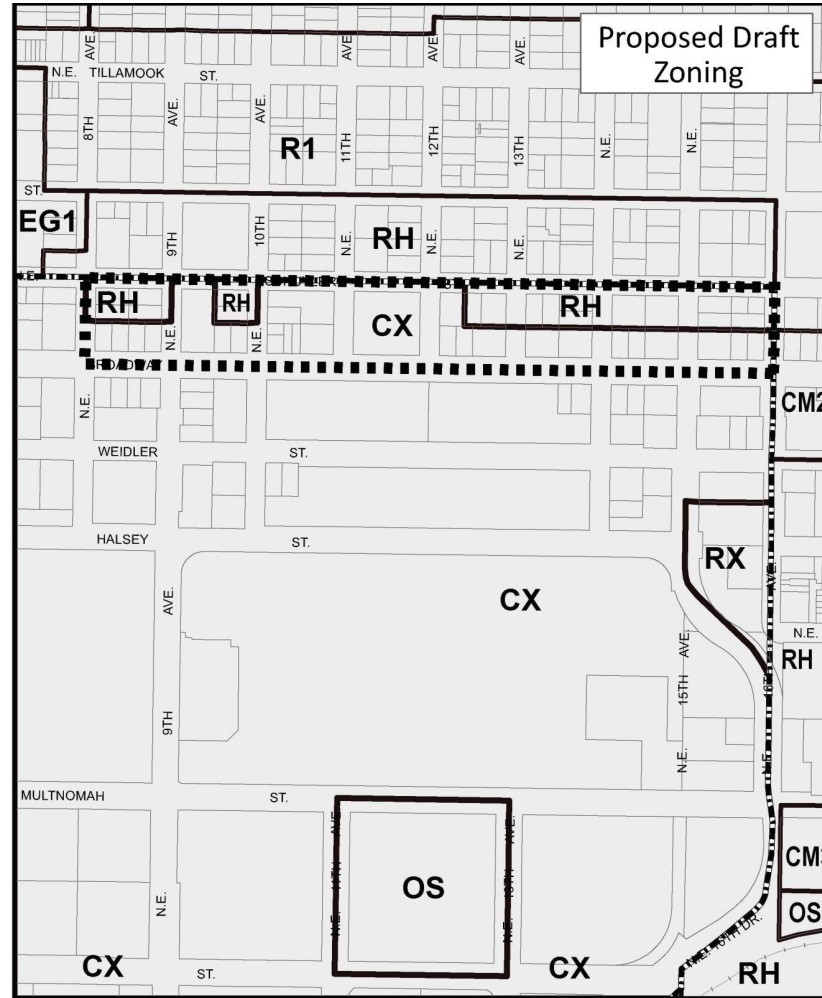
**Why?**  
 The commenters feel it's necessary to retain these zoning conditions in order to create 24/7 eyes on the street.

Map L5: Six blocks of the Lloyd District where the Central City overlaps the Irvington Historic District



December 2, 2016

 Central City Plan District boundary 
  Review Area 
  Zone Boundary



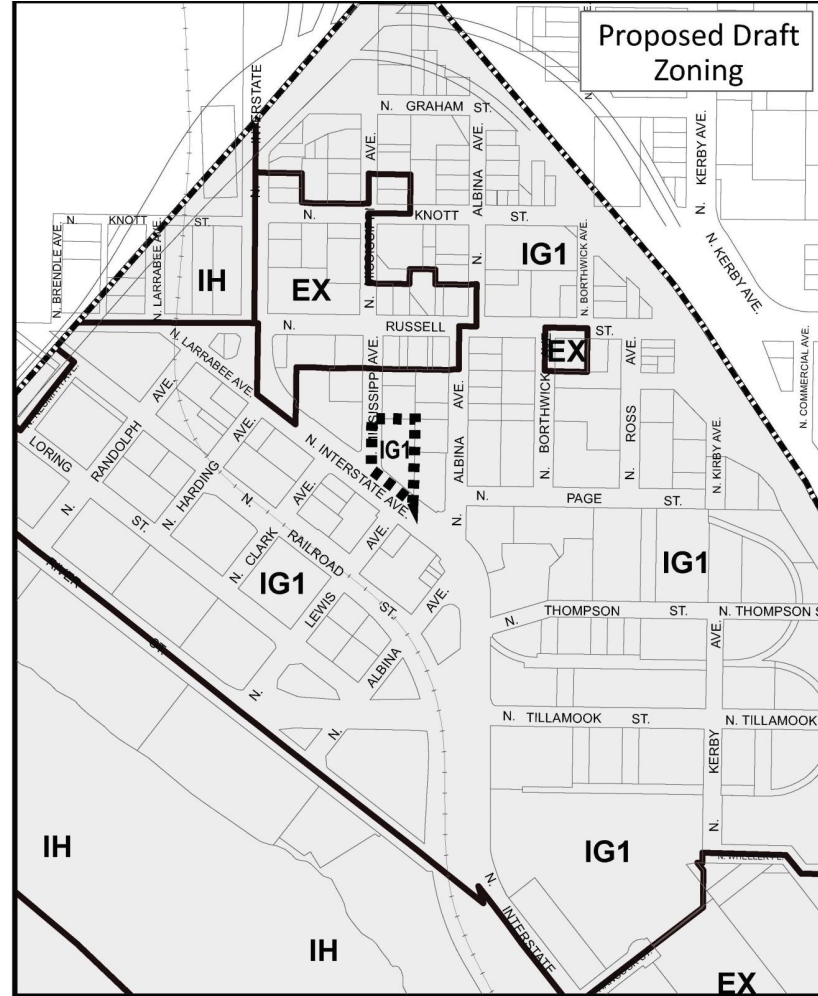
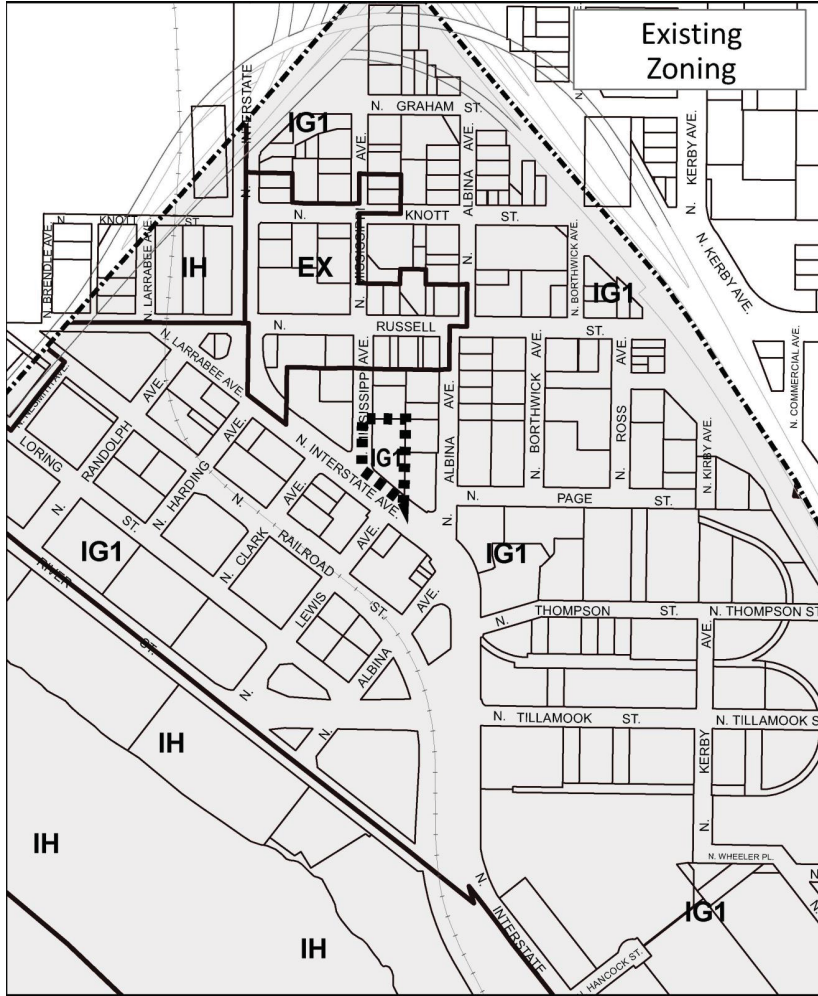
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**Request:**  
 Rezone all eight blocks to Commercial Mixed Use 2 (CM2).

**Why?**  
 The commenters believe the new CM2 zone from the MUZ Project with its 2.5:1 FAR and 45-foot height limit are more consistent with the existing fabric of the historic district.



Map L6: Parcel near the Mississippi MAX station in Lower Albina

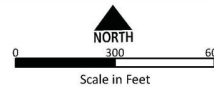


**Request:**  
Rezone the area to CX.

**Why?**  
The owner wants to build a hotel/coffee shop with a roof top view lounge adjacent to the MAX station.

December 2, 2016

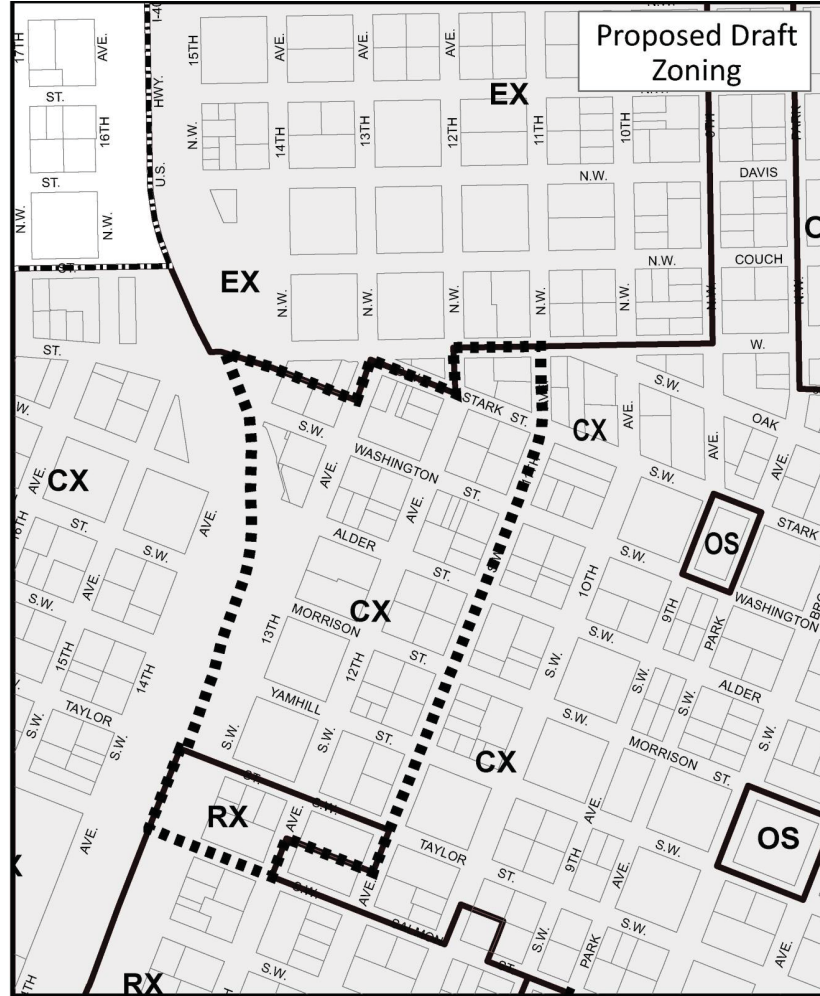
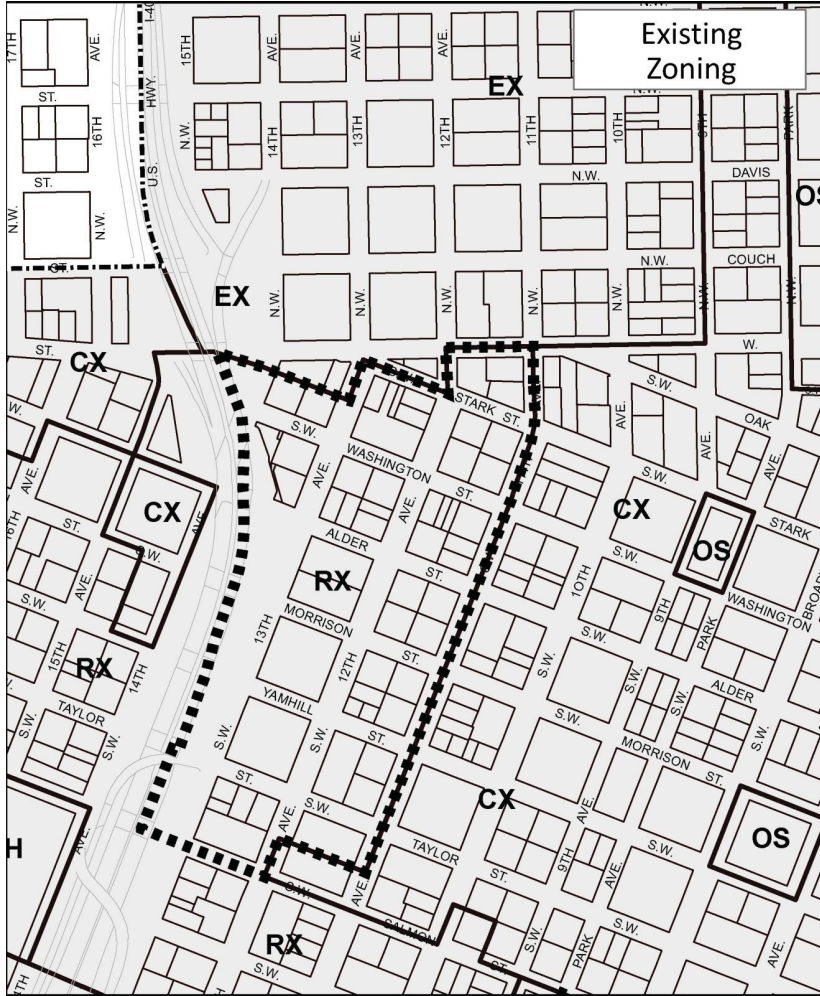
Central City Plan District boundary Review Area Zone Boundary



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Map L7: Northern section of the West End

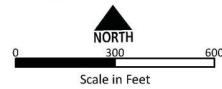


**Request:**  
Retain existing RX

**Why?**  
Many of the buildings are historic and used for affordable housing which they believe is emphasized by RX zoning.

December 2, 2016

Central City Plan District boundary Review Area Zone Boundary



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# MEMO

**DATE:** December 20, 2016

**TO:** Planning and Sustainability Commission

**FROM:** Troy Doss, Senior Planner, Central City 2035

**CC:** Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

**SUBJECT:** Attachment to Decision Table 1: Zoning Requests - Analysis Regarding Increased Housing Potential Resulting in Rezoning RX to CX in Central City

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BPS staff have received questions regarding the potential impact to housing production if areas currently zoned Central Residential (CX) are rezoned to Central Commercial (CX). To better understand the relationship between these and other Central City zones in producing housing, staff identified all housing projects and the total number of units created in each zone since 1990 when the zoning for the 1988 Central City Plan was adopted.

Table 1 of this memorandum summarizes the housing projects and total units created each year since 1990 in the RX and CX zones, as well as the Central Employment (EX) and High Density Residential (RH) zone, all of which allow for housing. It should be noted that the RX and RH zones focus on housing as the primary use and contains development standard that significantly limits the amount of commercial and other uses allowed by right; whereas the CX and EX zones allow housing, commercial, and even some industrial uses with relatively no limitations by individual use.

Despite the intent and protections offered by these zones, the analysis presented in summary Table 2 demonstrates that the CX and EX zones, have produced more housing projects, more units, and housing at a higher density than the either the RX or RH zones. To provide an example of where these zones have been applied, the Pearl District and mixed-use corridors of the Central Eastside are zoned EX, and the Lloyd District, River Place, and South Waterfront are zoned CX. Conversely, the West End, University District, and portions of Goose Hollow contain the majority of lands zoned as RX and RH. These districts have also produced the least housing over the last 26 years despite the intent of the zones, and other tools, such as the Required Residential Overlay Zone which was often applied to the CX portions of these districts.



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Table 1: Total number of housing projects and units by Central City base zone between 1990 - 2016.

Year Approved	CX Zone		EX Zone		RX Zone		RH Zone		All Zones	
	Projects	Units	Projects	Units	Projects	Units	Projects	Units	Projects	Units
1990	1	110	0	0	0	0	0	0	1	110
1991	0	0	0	0	1	132	0	0	1	132
1992	1	60	2	42	0	0	0	0	3	102
1993	2	288	1	86	2	148	0	0	4	522
1994	0	0	2	121	0	0	0	0	2	121
1995	1	30	5	127	1	39	1	90	8	286
1996	3	151	1	199	1	114	0	0	5	464
1997	8	1,085	1	6	1	202	0	0	15	1,293
1998	2	85	3	257	3	326	0	0	8	668
1999	1	60	3	457	0	0	0	0	4	517
2000	2	74	6	610	0	0	0	0	8	684
2001	2	166	4	563	4	442	0	0	8	1,171
2002	0	0	5	894	2	569	0	0	8	1,463
2003	1	38	3	571	3	437	0	0	7	1,046
2004	5	864	0	0	1	2	0	0	6	866
2005	5	1,290	9	1,366	1	74	0	0	13	2,736
2006	3	794	0	0	2	354	0	0	5	1,148
2007	3	513	0	0	0	0	0	0	3	513
2008	1	176	1	152	0	0	0	0	2	328
2009	1	220	2	288	2	101	0	0	5	609
2010	0	0	0	0	1	283	0	0	1	283
2011	4	200	1	70	0	0	0	0	5	270
2012	3	187	1	177	0	0	0	0	4	364
2013	3	1,038	8	1,575	0	0	0	0	11	2,613
2014	6	587	3	487	4	649	0	0	13	1,723
2015	1	417	5	776	0	0	0	0	6	1,193
2016	3	1,998	5	755	1	114	0	0	9	2,867
Proposed	6	844	7	1,251	0	0	0	0	13	2,095
<b>Totals</b>	<b>68</b>	<b>11,275</b>	<b>78</b>	<b>10,830</b>	<b>30</b>	<b>3,986</b>	<b>1</b>	<b>90</b>	<b>178</b>	<b>26,181</b>

Table 2: Summary of housing data 1990 – 2016.

Zone	Total Acres	Percentage of Central City Land Area	Total Number of Units	Percentage of All Units	Average Density / Total Acreage of Zone	Average Density / Acre
CX	668.9	44.4%	11,275	43%	16.86 units/acre	165.8 units
EX	229.3	15.2%	10,830	41%	47.23 units/acre	152.5 units
RX	102.8	6.8%	3,986	15%	38.77 units/acre	132.9 units
RH	27.7	1.8%	90	<1%	3.25 units/acre	90 units
<b>Totals</b>	<b>1,028.7</b>	<b>68.20%</b>	<b>26,181</b>	<b>100.00%</b>	<b>NA</b>	<b>NA</b>

