

IMPACT STATEMENT

Legislation title: Amend the Comprehensive Plan Map and the Official City Zoning Map to carry out the map amendments implementing the 82nd Avenue Study: Understanding Barriers to Development. (Ordinance)

Contact name: Marty Stockton

Contact phone: 503-823-2041

Presenter name: Marty Stockton

Purpose of proposed legislation and background information:

In 2016 the City-led effort, 82nd Avenue Study: Understanding Barriers to Development, referred to as the "82nd Avenue Study," began and focused on understanding the challenges of and exploring opportunities for new development in the corridor alongside potential transportation improvements. The 82nd Avenue Study was intended to offer an updated understanding of the development potential of properties along 82nd Avenue and identify barriers that can be addressed in the near-term, but also with an eye toward long-term solutions.

Funding for developing a long-term vision for improvements on 82nd Avenue is uncertain. For this reason, the City of Portland's Bureau of Planning and Sustainability (BPS) with support from the Portland Bureau of Transportation (PBOT), lay the groundwork for additional planning on 82nd Avenue to guide the transformation of the street into a Civic Corridor as envisioned in the 2035 Comprehensive Plan. The hope is that by articulating the challenges and opportunities for the corridor, institutional support can be built for further planning work and the necessary funding to implement enhancements.

Prior to the publication of the *82nd Avenue Study: Understanding Barriers Draft Report*, a joint Bureau of Planning and Sustainability (BPS) and Portland Bureau of Transportation (PBOT) briefing of the 82nd Avenue Study before the Planning and Sustainability Commission (PSC) was held on November 13, 2018. At the briefing, the PSC directed BPS to:

1. Zone a three- to four block stretch of employment-zoned properties along SE 82nd Avenue from General Employment 2 (EG2) to General Employment 1 (EG1).
2. Eliminate or modify the split-zoned designation of properties and propose necessary adjustments.
3. Conduct a related economic, equity and impact analysis specific to commercial displacement.

The 82nd Avenue Study map amendments change the land designations on 21.5 net acres or 28.6 acres gross (including adjacent public right-of-way). The largest area of change is the three- to four block stretch (from SE Bybee to SE Lambert) of employment-zoned proposed along SE 82nd Avenue from General Employment 2 (EG2) to General Employment 1 (EG1), which accounts for 15.7 acres net or 21 acres gross and about 75% of the overall 82nd Avenue Study map amendments.

Table: 82nd Avenue Study Map Amendment Change Areas

ZONE	PROP ZONE	SQFT (net)	SQFT (gross)
CM2	CE	8,993	15,423
R2.5	CE	31,137	31,138
R5	CE	24,039	28,672
R7	CE	30,818	35,027
EG2	EG1	687,530	943,169
R2	EG2	56,090	69,414
R3	EG2	32,373	37,684
CE	R1	5,500	6,711
CM2	R1	5,699	6,920
R2	R1	16,705	22,784
R5	R2	32,824	41,310
R2	R5	5,250	6,505
TOTAL SQFT	---	936,958	1,244,756
Total acres		21.5	28.6

Financial and budgetary impacts:

This legislation is a Comprehensive Plan Map amendment and Zoning Map amendment. There is no financial or budgetary impact to the City of Portland.

Community impacts and community involvement:

The purpose of these proposed map changes is to remove targeted barriers for development, especially by resolving nonconforming uses, addressing split-zoned properties and increasing densities on church properties.

Through the public engagement process, City staff heard about economic, physical and social issues that are affecting potential development, especially from many property and business owners that consider themselves “mom-and-pop” operations, especially within historically inequitably burdened communities of color, underserved and under-represented communities, and other vulnerable populations. With targeted regulatory barriers removed, property and/or business owners can make investments to repair, improve and upgrade the physical conditions with a greater stability from their zoning situation.

Public Involvement in project process:

The 82nd Avenue Study collaborated with the Oregon Department of Transportation (ODOT) 82nd Ave of Roses Implementation Project and its public engagement process. City staff attended the ODOT’s Community Advisory Committee (CAC) meeting on May 16, 2016 and introduced the 82nd Ave Study: Understanding Barriers to Development project

to the committee. The 82nd Avenue Study's public engagement plan (2016-19) involved regular meetings with the Community Advisory Committee (CAC (2016-17), community and neighborhood groups, and Asian Pacific American Network of Oregon (APANO)/Jade District and Division Midway Alliance Neighborhood Prosperity Initiative (NPI) staff. To avoid "engagement fatigue" of community members participating in all these projects, project staff worked with partners to ensure there was overlapping discussion about all the projects concurrently in the corridor at each meeting. Together, these efforts created more coordinated, integrated land use and transportation planning.

During winter and spring 2017, the project team (Leland Consulting Group, Cogan Owens Greene and DECA Architects, the group consultants) engaged community members and property owners. In Appendix B, Barriers to Redevelopment, April 2017, the project team layered their feedback with real estate market conditions research. With this layered information, the project team developed draft building and site prototypes and explored probable phasing of development at key opportunity sites with the project architect.

The team also collaborated on multilingual community walks in each of the focus areas with ODOT's *82nd Ave of Roses Implementation Plan*. From the walks, staff compiled ideas about problems and potential solutions in each focus area. Additionally, the consultant team canvassed businesses and helped connect the team to some property owners for one-on-one interviews. Other public outreach included City staff facilitating a community-led event sponsored by the 82nd Avenue Improvement Coalition at the Dharma Rain Zen Center.

In Summer 2017, the team tasked Cogan Owens Greene to interview all 82nd Avenue business and neighborhood associations, including the 82nd Avenue Improvement Coalition. Their goal was to explore the idea of creating a corridor wide community benefit strategy along 82nd Avenue to help coordinate and leverage related efforts. In *Appendix C: Business & Neighborhood Association Interviews and Final Recommendations, July 31, 2017*, this report summarizes the results from the interviews conducted for BPS in July 2017.

The project team continued to lead or participate in walks in the project focus areas, including a recent "walk along and cross 82nd Ave with me" challenge led by the 82nd Ave Improvement Coalition. Former Commissioner Dan Saltzman joined this walk. Project staff also engaged business associations and neighborhood coalitions and associations, providing project updates. The big public event for the summer was the July 11, 2017, City Council Town Hall on 82nd Ave about 82nd Ave (held at the JAMS). Councilmembers were able to directly hear from the community and property owners about their issues and concerns about 82nd Ave.

In October 2017, a coordinated open house with ODOT's 82nd Ave of Roses Implementation Plan was held. In late 2017 to early 2018, the project team shared the findings in the "discussion draft" with business and neighborhood coalitions in the corridor. Public engagement continued through 2018. During these months, the Discussion Draft

was also shared with Jade District staff and other interested parties in the Division Transit corridor.

In November 2018, a briefing of the *82nd Avenue Study* was held before Portland's Planning and Sustainability Commission, which outlined the study's executive summary and next steps on near-term actions leading into the legislative process for 2019. In December 2018, the *82nd Avenue Study* was published for public review and the comment period was from December 18, 2018 to March 12, 2019.

The City sent the required Measure 56 notice to the 96 property owners of the proposed map amendments. Also, the City sent a separate notice to the occupants (renters and business owners, if different from the property owners) of the proposed map amendments; as well as a notice to occupants within 100 feet. BPS also sent 464 notices to a list of individuals and organizations, including neighborhood associations, business associations, and other affected jurisdictions, that have requested notice of proposed land use changes and/or with owners with property fronting 82nd Avenue. City staff presented and gathered feedback at six community meetings; and City staff hosted drop-in hours (February 25, 2019) and a public open house (March 5, 2019). The PSC held a public hearing on March 12, 2019 for the 82nd Avenue Study map amendments. Eight (8) items of testimony were submitted on this matter, which were in favor or neutral to the proposal. None were in opposition.

The 82nd Avenue Improvement Coalition and others will be testifying on this legislation.

100% Renewable Goal:

Not applicable

Budgetary Impact Worksheet

Does this action change appropriations?

YES: Please complete the information below.

NO: Skip this section

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount