



Bureau of Planning and Sustainability
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MEMO

DATE: November 26, 2014

TO: Portland Planning and Sustainability Commission

FROM: Karl Lisle, West Quadrant Plan Project Manager (3-4286)

CC: Susan Anderson, Joe Zehnder and Sallie Edmunds

SUBJECT: **West Quadrant Plan 12/9/12 Work Session Materials**

ATTACHMENTS:

- A. Central City Housing (Supplemental Materials to support II.A. below)
- B. Height in the West End (Supplemental Material)
- C. Central City Development Capacity: What if Maximum Building Heights Were Capped at 100'? (per commissioner request)
- D. Proposed Revisions Master List (a complete list of new and previously proposed revisions)
- E. Draft City Council Resolution

On December 9, 2014 the PSC will hold its second work session on the Proposed Draft West Quadrant Plan. At the last work session on October 21, 2014, commissioners indicated that they were interested in discussing the topics of affordable housing and bridgeheads at the next work session. Commissioners were also interested in receiving additional information about West End Heights, Old Town/Chinatown Heights, Parking, and the potential implications of a 100' height limit.

This packet includes a proposed work session agenda and more information on these topics. Staff from BPS and other key bureaus will be available to answer any additional questions on the policies and actions included in the proposed draft.



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Proposed Work Session Agenda

- I. Introduction
- II. Overview and discussion of the two remaining issues
 - A. Affordable Housing (See item 1 below and Attachment A)
 - B. Bridgehead Heights (See item 2 below)
- III. Discussion of other items of interest to Commissioners
- IV. Vote on Attachment D (modified as needed)
- V. Proposed Motion:

Amend the Proposed Draft West Quadrant Plan with the revisions included in Attachment D (as modified) and forward it to the City Council for their consideration.
- VI. Provide guidance to staff on the contents of the transmittal letter.

Items for Discussion

1. Affordable housing policies (Also see Attachment A)

- A. Clarifying affordability levels: Commissioners asked that staff clarify the definition of affordable housing in the context of West Quad policies.

Staff and the Portland Housing Bureau recommend the following definition:

Low and moderate-income: Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning 0-30% MFI are “extremely low-income”; 31-60% MFI are “very low-income”; 61-80% MFI are “low-income”; and 81-120% MFI are “moderate income.” (New detailed description of Central Citywide Action HN2 in Appendix A)

- B. Setting priorities among affordability levels in the Central City: PSC Chair Baugh expressed concern that policies HN2 and HN3 in the Central Citywide policy section did not adequately reflect the importance of housing for low-income households (60-80% MFI). A significant number of the jobs associated with this level of household income are found in the Central City. Households of color also make up a significant part of this group, so the policies have an equity impact.

In response to this concern, staff confirmed that the West Quadrant housing policies were consistent with the Draft Comprehensive Plan, and recommends the following amendments to the West Quadrant Plan:



(the "Proposal #" below refers to where the corresponding proposed text changes can be found in Attachment D, the Proposed Revisions Master List)

- Proposal #9: Add a new goal to the Central City-wide section of the plan to support a greater mix of racial, ethnic and economic diversity in Central City resident households.
- Proposal #13: Rewrite HN2 to more clearly state that the priority for public resources for affordable housing should be meeting the unmet needs of extremely low and very long income households (0-60% MFI), and other low-income households in the 61-80% MFI range.
- Proposal #10, 14, 37, 38, 39, 48, 50, 53, 54, 55, 61, 62, 67, 68, 69, 72: Reorganize the housing policies, throughout the plan, to make clear the goal to accommodate a broad range of households in terms of household types, tenures, sizes, and income; delete policies and actions that specifically target meeting the needs of workforce housing (deleted existing Central Citywide HN3).
- Proposal #11, 15: Add a new policy and action related to closing the minority homeownership gap.

C. Setting specific housing targets: Commissioners asked whether numerical targets for affordable housing should be set by sub-district.

The Portland Plan states that a minimum of 15 percent of all housing units in the City of Portland be affordable. Currently, approximately 30 percent of housing in the Central City is considered affordable.

Staff recommends not setting specific numerical targets by sub-district for affordable housing because:

- The tools available for funding the development of affordable housing are rarely tied to sub geographies;
- The rules governing various housing programs change in ways that impact the location and number of units that can be produced; such changes impact the achievement of targets for specific areas;
- There is not good quality data on required affordability periods. For instance, only half of the units included in the Regional Metro Inventory noted expiration periods. This essentially makes "tracking" total stock of affordable housing difficult;
- The delay in actual construction of the unit from the time the funding is provided creates complication in assessment of affordable housing stock.



Instead, staff recommends the following action:

Proposal #16: Continue to work with Metro and other regional partners to periodically update the affordable housing inventory and assess how well the city target is being met. This will provide the City with a better and deeper understanding of the state of housing in the city and region as a whole.

2. Bridgehead heights

- A. Shading Impacts: Commissioners asked about the potential shading impacts of taller buildings at the Morrison Bridgehead, particularly how increased shading might affect Waterfront Park.

Staff believes that while taller buildings would cast some shadows into Waterfront Park, given the large scale of that park and the relatively small area in shadow, impacts to the park from shading would not be severe. Areas on the western edge of the park that would be affected by the shadows are already affected by shadows from the existing trees lining the park along Naito Parkway.

Staff recommends the proposal in *Downtown UD8, Appendix A, p. 146:*

Raise maximum building heights (inclusive of all bonus provisions in the area between the Skidmore/Old Town and Yamhill Historic Districts east of 2nd Avenue.

The maximum heights on the blocks between 2nd and 1st Avenues would increase from 235' to 325' and the blocks between 1st Avenue and Naito Parkway would increase from 75' to 250' with required setbacks at 50' to 75' on the Naito frontage.

- B. Step-down: Commissioners expressed concerns that allowing additional height at the bridgeheads would upend the long-standing urban design policy of stepping down to the river.

Staff does not think that allowing additional height at the bridgeheads would upend the policy of stepping down to the river but rather reinterpret it with a steeper step.

The proposed heights at the bridgeheads step down in height toward the river - at the Morrison Bridgehead from 460 to 325 to 250 feet. Additional height allowances at the bridgeheads would be linked to building setback requirements, stepping taller portions of development away from Naito Parkway frontages.



Other information requested by commissioners

Old Town/Chinatown heights

Questions related to Old Town/Chinatown heights: In response to comments from commissioners, the Old Town/Chinatown Community Association and others, staff revised Old Town/Chinatown District Action RC4 to lower the maximum height and tie implementation to an update of the historic district nomination and development of new design guidelines and standards. These amendments are shown below and also in Appendix D.

Proposal #60: Study preservation zoning transfer incentives that would allow additional height for new construction on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 175' 150'. Implement this incentive following the update of the historic district nomination and the development of new design guidelines and development standards. Adopt with CC2035. 2-5 Years. (p. 111)

West End heights (Also see Attachment B)

Questions related to West End building heights: Several commissioners asked for more information specifically about height in West End in response to so much related testimony. This is provided in Attachment B.

To summarize, the draft West Quadrant Plan does not propose any changes to maximum height limits for the West End district. It maintains an overall approach to maximum heights first established in the 1988 Central City Plan. The district has long been planned to be a higher intensity and mixed use extension of the downtown core. It houses major civic buildings and other institutions that serve the entire city and has seen heavy investment in public transit infrastructure.

The zoning of the district has provided flexibility that has been instrumental in achieving multiple objectives: creating diverse urban form; supporting historic preservation and attracting new residents and business. Staff recommends the proposal included in the Proposed Draft West Quadrant Plan.



Parking

Questions related to parking policy and surface parking lots: The proposed Central City wide policy on parking states:

Continue to limit the growth of overall parking supply, and encourage the increase in use and sharing of existing stalls to manage parking in a more efficient and dynamic manner, lower the costs of construction and meet mode split and climate action goals for the quadrant. (p. 45-46)

The approach is to use a variety of tools, including: parking ratios that limit the growth of new parking; prohibition of new undedicated surface parking lots; and more efficient use of the existing supply (e.g., turnover encouragement, shared parking stalls, etc.).

A district-wide approach to parking management would be used in key areas that could adequately support development by getting the most out a limited supply of spaces, lessening the pressure for new parking stalls. The West Quadrant Plan does not specifically call for the elimination of existing “undedicated” surface parking lots. However, a goal of more efficient parking management is to reasonably meet parking needs to support economic vitality, and thereby, create demand for development that will move undedicated surface parking lots to redevelopment. Records show that since 1995, approximately half of surface parking stalls in the Central City have been converted to active uses.

The specific regulations that reflect this approach are being developed as part of the CCTMP update.

What if Maximum Building Heights Were Capped at 100 feet? (Also see Attachment C)

Questions related to the 100 foot height limit: Commissioners asked staff to explore what impact the capping of maximum building heights in the Central City at ~100 feet would have on development capacity between now and 2035.

The future of private market-driven development is always uncertain and difficult to predict. In the context of this uncertainty, the Bureau of Planning and Sustainability used the Central City Development Capacity Model to develop an estimate. A more detailed summary and methodology of this work can be found in Attachment C.

The model shows that a 100 foot height restriction would likely have an impact on development capacity, particularly residential capacity; and could result in a housing shortfall of approximately 4,000 to 10,800 fewer units than the base forecast (using current regulations) to meet housing demand for the Central City by 2035.



The shortfall could conceivably result in the development of units on sites not yet identified as “redevelopment sites” in the model (including parcels occupied today by less valuable buildings); in centers and corridors outside the Central City; and on commercial development sites in the Central City. It is also conceivable that a reduction in the supply of new housing development in the Central City could increase housing costs in this area.

For these, and other reasons outlined in Central City Maximum Building Heights memo (included in the first work session materials packet), staff does not support a 100 foot vision for the West Quadrant or Central City.

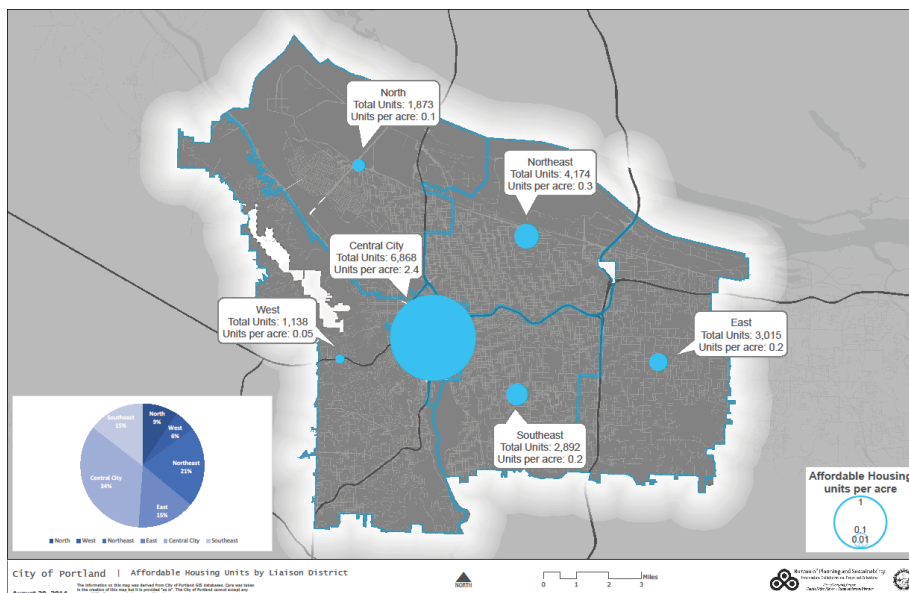
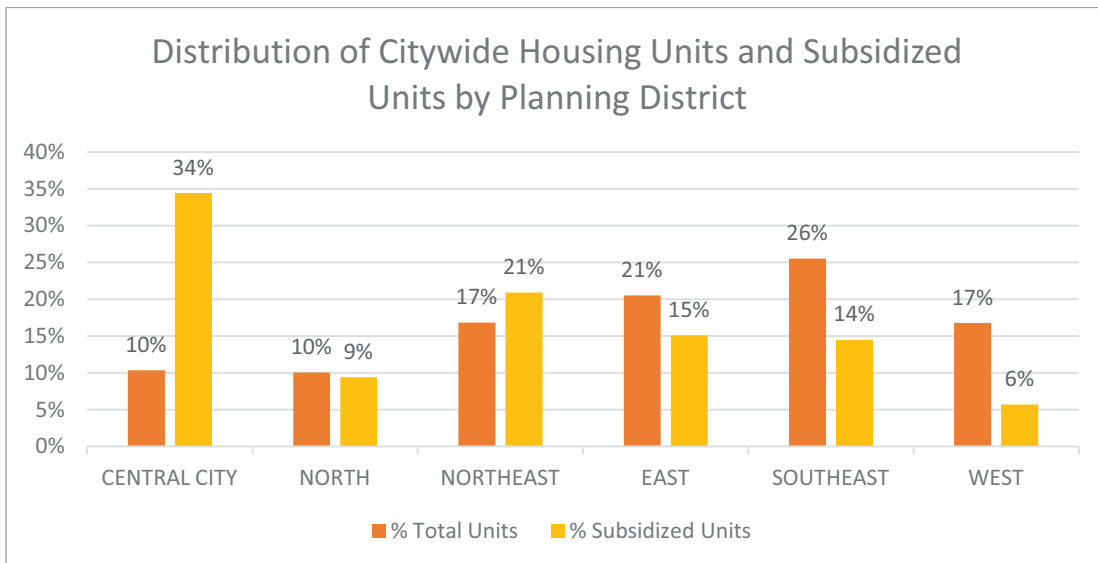


Central City Housing

The following is provided to inform the discussion of housing in the Central City. Attached is information related to Central City affordable housing in the context of the City of Portland; relevant Proposed Comprehensive Plan policies; Central City-wide housing policies and actions (including proposed revisions) from the West Quadrant Plan Proposed Draft; supplemental background data, as requested; and information on targets and tracking.

Affordable Housing: the Central City in Context

Though the Central City contains only three percent of the City's land and ten percent of its housing units, the area contains 34 percent of the City's subsidized units. By contrast, East Portland contains 21 percent of the City's housing units and 15 percent of its subsidized units; SE Portland contains 26 percent of the City's housing units and 14 percent of its subsidized units; and West Portland contains 17 percent of the City's housing units and six percent of its subsidized units.



Selected Draft Comprehensive Plan Policies

Goals

Goal 5.A: Housing diversity

Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capability in terms of different types, tenures, density, sizes, costs and locations.

Goal 5.B: Equitable access to housing

Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people of color, low-income households, diverse household types, older adults, and households that include people with disabilities.

Goal 5.C: Healthy connected city

Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs. This housing is connected to the rest of the city and region by safe convenient affordable multimodal transportation.

Goal 5.D: Affordable housing

Portland has an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs.

Goal 5.E: High-performance housing

Portland residents have access to resource efficient and high performance housing for people of all abilities and income levels.

Policies

Diverse and expanding housing supply

- Policy 5.1 Housing supply.** Maintain sufficient residential development capacity to accommodate Portland's projected share of regional household growth.
- Policy 5.3 Housing potential.** Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households.
- Policy 5.4 Housing types.** Encourage new and innovative housing types that meet the evolving needs of Portland households and expand housing choices in all neighborhoods. These housing types include single-dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactures, modular, and mobile homes; co-housing and clustered/housing/clustered services.
- Policy 5.5 Housing in centers.** Apply zoning in and around centers that allows for and support a diversity of housing that can accommodate a broad range of households.

Housing access

- Policy 5.9 Coordination with fair housing programs.** Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments with fair housing policies.
- Policy 5.10 Remove barriers.** Remove potential regulatory barriers to housing choice for people in protected classes in order to ensure freedom of choice in housing type, tenure, and location.
- Policy 5.13 Preserving communities.** Encourage plans and investments to protect and restore the socioeconomic diversity and cultural stability of established communities.

Housing location

- Policy 5.18 Coordinate housing needs in high poverty areas.** Meet the housing needs of under-served and under-represented populations living in high poverty areas by coordinating plans and investments with housing programs.
- Policy 5.20 New development in high opportunity areas.** Locate new affordable housing in areas that are opportunity rich in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities.
- Policy 5.21 Higher density housing.** Locate higher density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.

Housing affordability

- Policy 5.23 Housing preservation.** Preserve and produce affordable housing to meet the needs that are not met by the private market by coordinating plans and investments with housing providers and organizations.
- Policy 5.24 Permanently affordable housing.** Evaluate plans and investments for their impact on the supply of permanently affordable housing. Increase the supply where practicable.
- Policy 5.25 Housing cost burden.** Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation.
- Policy 5.26 Household prosperity.** Facilitate expanding the variety of types and sizes of affordable housing units, and do so in locations that provide low-income households with greater access to convenient transit and transportation,

ATTACHMENT A

education and training opportunities, the Central City, industrial districts, and other employment areas.

- Policy 5.27 Affordable housing in centers.** Encourage income diversity in and around centers by allowing a mix of housing types and tenures.
- Policy 5.28 Affordable housing resources.** Pursue a variety of funding sources and mechanism to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.
- Policy 5.29 Impact of regulations on affordability.** Evaluate how existing and new regulations affect private development of affordable housing and minimize negative impacts where possible. Avoid regulations that facilitate economically exclusive neighborhoods.
- Policy 5.31 Workforce housing.** Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.
- Policy 5.33 Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single family homes in all areas of the city.
- Policy 5.34 Affordable homeownership.** Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.
- Policy 5.35 Homeownership retention.** Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.
- Policy 5.36 Variety in homeownership opportunities.** Encourage a variety of ownership opportunities and choices by allowing and supporting the creation of condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.
- Policy 5.37 Regional cooperation.** Facilitate opportunities for great regional cooperation in addressing housing needs in the Portland metropolitan area, especially for the homeless, low- and moderate-income households, and historically under-served and under-represented communities.
- Policy 5.38 Regional balance.** Encourage development of a “regional balance” strategy to secure greater regional participation to address the housing needs of homeless people and communities of color, low- and moderate-income households, and historically under-served and under-represented communities throughout the region.

Selected, Proposed Central City-wide Housing Policies & Actions

(As revised from Proposed Draft; grey text from adopted Central City Concept Plan)

Goal F: Make the Central City a successful dense mixed-use center by supporting growth of more livable neighborhoods with a mix of housing, services and amenities that support the needs of people of all ages, incomes and abilities.

Goal G: Support the ability to meet human and health service needs of at-risk populations concentrated within the Central City.

Goal H: Support a diverse Central City population representative of the racial, ethnic and economic diversity of the city as a whole, by removing access disparities related to housing and other barriers.

16. Low-income affordability. Preserve the existing supply and continue to support the development of additional housing to meet the needs of low-income Central City residents.

17. Housing diversity. Provide a more diverse stock of housing to support a diversifying Central City population that includes housing compatible with the needs of families with children, people with special needs, students, seniors and the Central City workforce.

18. Minimize displacement. Maintain the economic and cultural diversity of established communities in and around the Central City. Utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City or close-in neighborhoods.

Housing Diversity. Create attractive, dense, high-quality affordable housing throughout the Central City that is attractive and affordable accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. ~~to a broad range of households and incomes, especially affordable housing for workers and students.~~

Affordable Homeownership. Align plans, investments and other policy tools to support improving homeownership rates and location choice for people of color and other groups who have been historically under-served and under-represented in the Central City.

~~HN2*: Explore~~ Create tools to support the development of housing across a range of affordability, from very extremely low-income to moderate-income. Prioritize public resources to fund housing programs to meet the unmet needs of extremely low and very low income households (0-60% MFI) and other low income households in the 61-80% MFI range. (0-30% AMI), low income (31-50% AMI), moderate income (51-80% AMI) and middle income (81-120% AMI) housing.





~~HN3: Develop zoning incentives and other regulatory tools to encourage development of workforce housing.~~

HN3: Create tools to help bridge the minority homeownership gap in the Central City.

HN4: Advocate for state-wide legislation that would allow local jurisdictions to adopt inclusionary zoning provisions to increase the supply of affordable housing.



CITY OF PORTLAND

Household Size, Median Family Income, and Monthly Rent Affordable with a Housing Burden of 30%

HOUSEHOLD SIZE (example configurations)	60% MFI (affordable rent, utilities included)	80% MFI (affordable rent, utilities included)	100% MFI (affordable rent, utilities included)	120% MFI (affordable rent, utilities included)
1 	\$29,700 (\$729)	\$38,900 (\$971)	\$48,600 (\$1,214)	\$58,300 (\$1,457)
2 	\$33,400 (\$834)	\$44,400 (\$1,110)	\$55,500 (\$1,388)	\$66,600 (\$1,666)
3 	\$37,500 (\$937)	\$50,000 (\$1,040)	\$62,500 (\$1,561)	\$75,000 (\$1,873)
4 	\$41,600 (\$1,041)	\$55,500 (\$1,388)	\$69,400 (\$1,735)	\$83,300 (\$2,082)

Source: Portland Housing Bureau, HUD for Section 8 and other non-LIHTC projects

Minimum Wage

	\$18,900 (\$473)
	\$37,900 (\$946)

Downtown: Average Rent per Unit

1 Bed/1 Bath:	\$1,674
2 Bed/1 Bath:	\$1,501
2 Bed/2 Bath:	\$2,595
3 Bed/2 Bath:	\$2,765
Vacancy Rate:	3.6%

Source: Norris Beggs Multifamily First Quarter 2014 Report

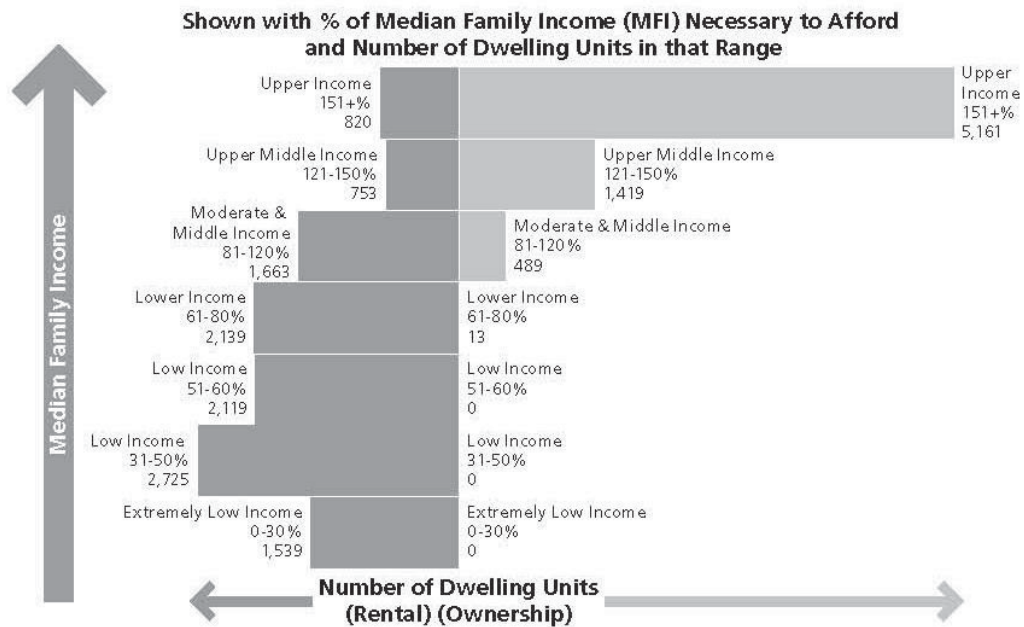
Central City Employment

	2012 Employment	% of Total 2012 Employment	Average Wage	2010 – 2035 Job Growth	% of Central City Job Growth	2035 Employment
Retail	8,987	7%	29,111	2,490	6%	11,477
Arts and Entertainment*	3,051	2%	65,719	845	2%	3,896
Food Services, Accommodation	15,007	11%	21,136	4,158	9%	19,165
Total Central City Employment	132,446	100%	58,438	44,741	100%	177,187

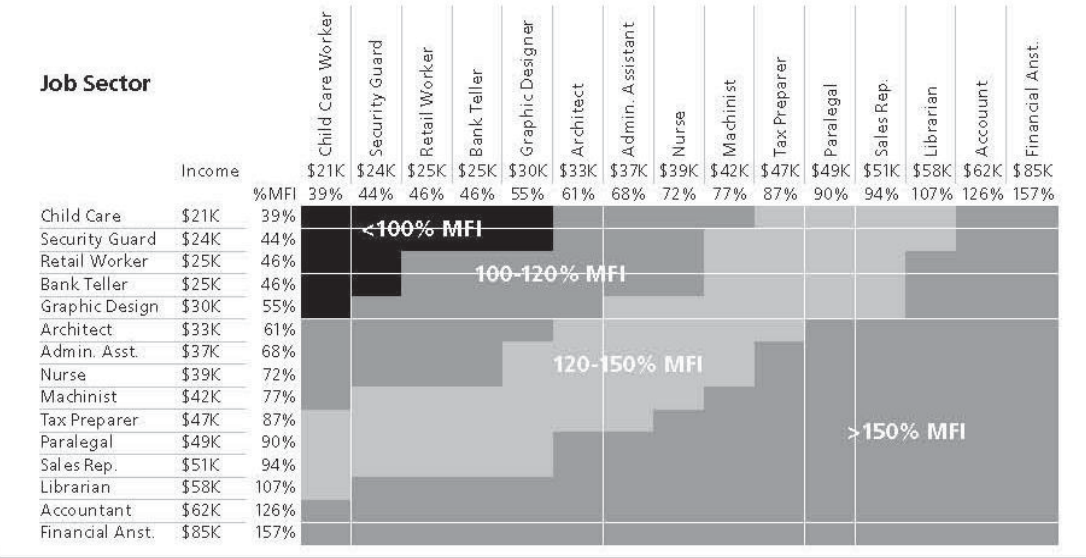
* There are several outliers that inflate the Arts and Entertainment wages. Removing these three outliers would result in an approximate average salary of \$25,000 for that sector.

From the Central City 2035 Subdistrict Profiles (p. 23):

Graph 1.1: Central City Affordability of Dwelling Units (2008)



Graph 1.2: Central City Examples of Average Incomes by Job Types and MFI Range



*% Median Family Income (MFI) based on two person household
Adapted from graphic in 2008 Portland Development Commission Central City Housing Supply*

Targets and Tracking

Commissioners asked whether numerical targets for affordable housing should be set by sub-district. The Portland Plan states that a minimum of 15 percent of all housing units in the City of Portland be affordable. Currently, approximately 30 percent of housing in the Central City is considered affordable.

Staff recommends not setting specific numerical targets by sub-district for affordable housing because:

- The tools available for funding the development of affordable housing are rarely tied to sub geographies;
- The rules governing various housing programs change in ways that impact the location and number of units that can be produced; such changes impact the achievement of targets for specific areas;
- There is not good quality data on required affordability periods. For instance, only half of the units included in the Regional Metro Inventory noted expiration periods. This essentially makes “tracking” total stock of affordable housing difficult;
- The delay in actual construction of the unit from the time the funding is provided creates complication in assessment of affordable housing stock.

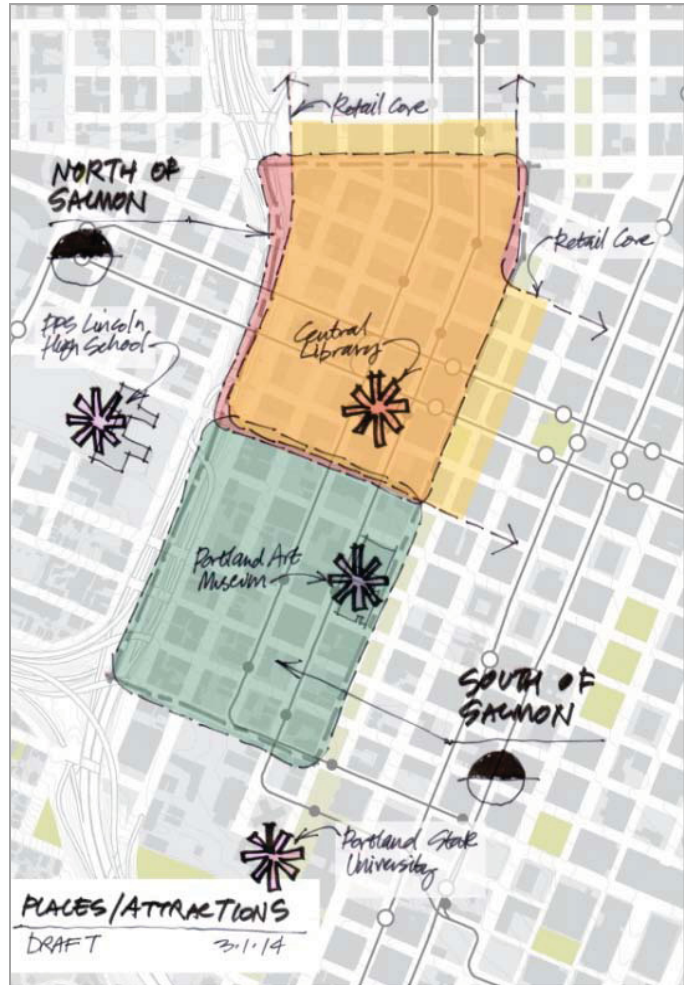
Instead, staff recommends continuing to work with Metro and other regional partners to update the affordable housing inventory periodically. Collectively updating the inventory and assessing how well the city target is being met will give a better and deeper understanding of the state of housing in the city and region as a whole.

Height in the West End

As part of the West Quadrant Plan hearings, the PSC heard a significant amount of testimony that expressed concerns about the impact of height allowances on the character of the West End. The following takes a closer look at West End conditions and the history of planning for the district in terms of height and intensity.

As described below, the West End has long been planned to be a higher intensity and mixed use extension of the downtown core. As a result, it has been the location for a high level of public transit investment in light rail and streetcar and is home to major civic buildings (e.g., Portland Art Museum, central branch of the county’s library system) as well as other institutions that serve the entire city.

In addition, the district has retail uses that begin to connect the traditional retail core to the Brewery Blocks along the street car corridor.



Height Regulation in the West End

History

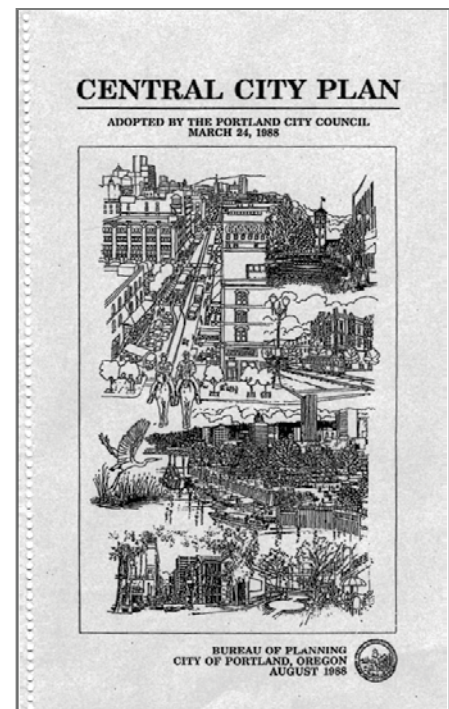
Prior to the Central City Plan:

In 1979, City Council established a blanket 460 foot height limit in the downtown including much of the West End. Between SW Main and Market Streets, the pattern varies from 305’ to 255’ to protect a view corridor from Washington Park and the Vista Bridge across the Central City toward Mount Hood.

See Map A, below.

1988 The Central City Plan:

The 1988 Central City Plan focused FAR and height on areas where more intense development was desired. The greatest heights were in the downtown office core. The



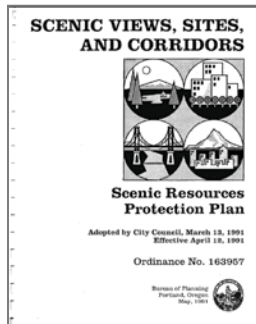
ATTACHMENT B

West End was envisioned as the highest density residential area adjacent to the office and retail cores. The northern part of the district also was planned to be part of an axis of more intense development running from the river to the I-405 Freeway.

This extension of density and height was intended to strengthen the historic orientation of the city toward the Willamette River and to extend the downtown core west along the light rail line.

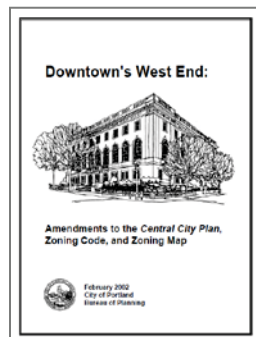
South of Salmon Street the pattern of maximum heights was simplified, but still steps down to protect public views and steps down again at PSU. The area north of Salmon Street was targeted for more intense development.

See Map B, below.



1991 Scenic Resources Protection Plan:

This refined the view corridor from Washington Park along Salmon Street. Added a view corridor across the district from the Vista Bridge



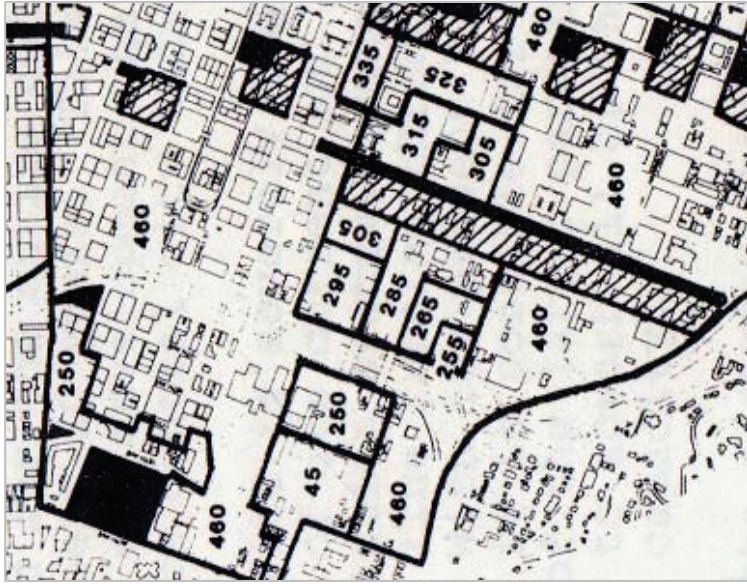
2002 West End Plan:

This plan increased commercial development potential north of Salmon Street and, as a tradeoff, reduced the maximum height from 425' (w/ bonuses) to 150' for commercial and 325' for residential/mixed-use development.

See Map C, below.

ATTACHMENT B

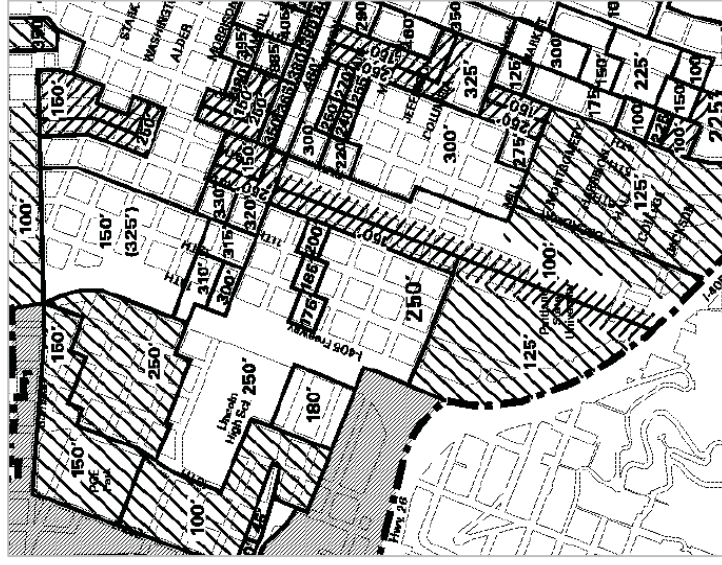
West End Height Maps



Map A: Pre-1988 Central City Plan






Map B: Post-1988 Central City Plan



Map C: Post-2002 West End Plan

LEGEND


-  Area where maximum height is determined by Base Zone
-  Area eligible for general and housing height bonuses
-  Maximum heights area boundary

 Area eligible for housing height bonus only

X'

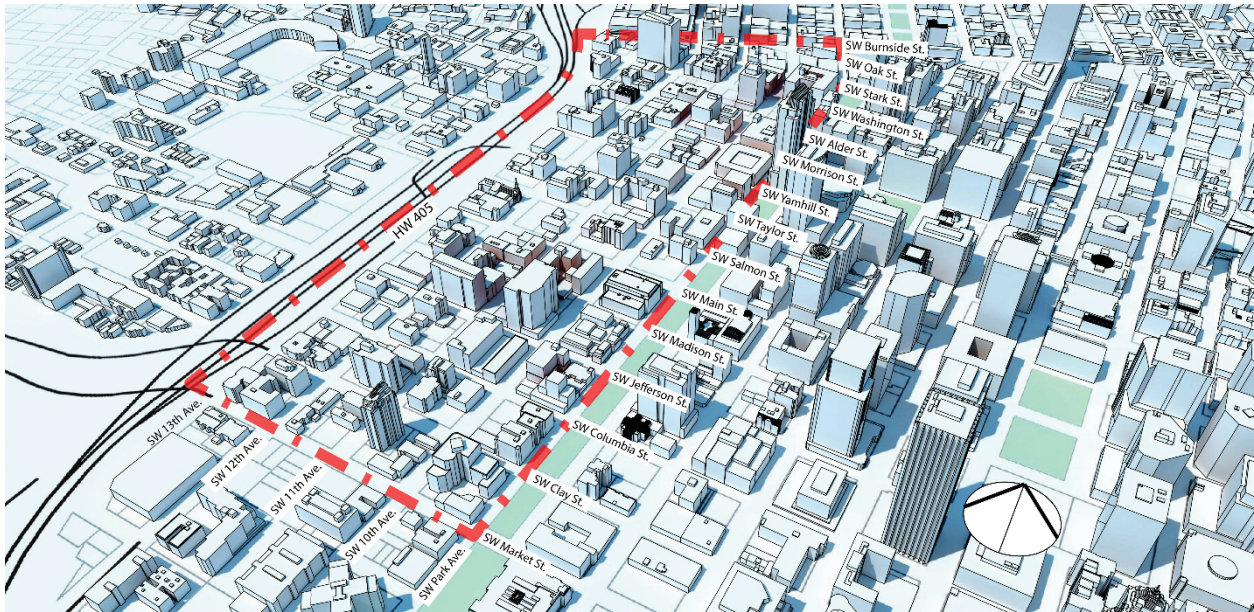
 Area eligible for OS (Open Space) performance standards

(X')

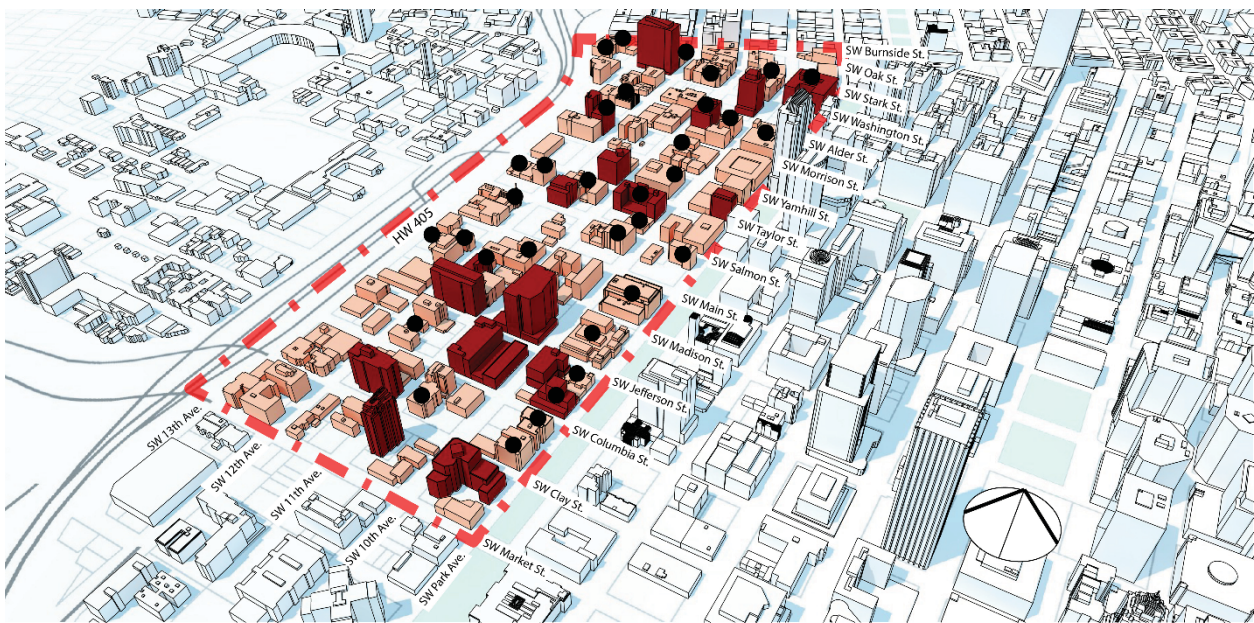
 Area eligible for historic step-down exception

Height and development in the West End

The West End district is located between West Burnside Street and SW Market Street between Park and 13th Avenues. The district contains buildings that vary in terms of architectural style, age, height and historic status.



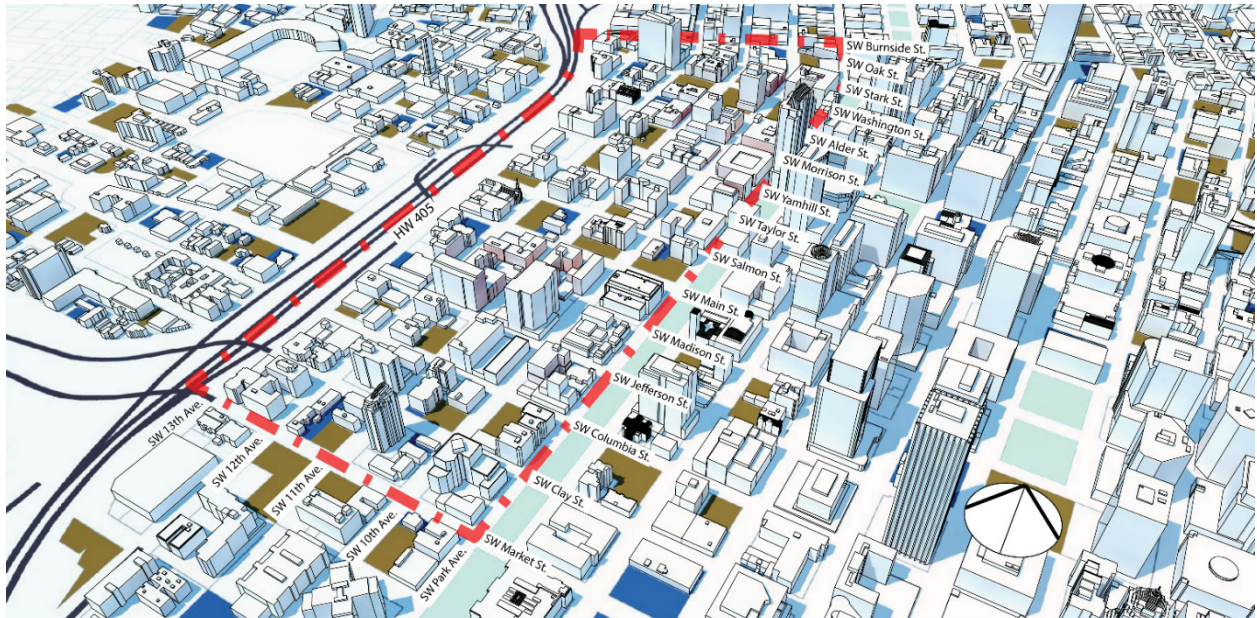
The West End contains a number of buildings over 100 feet tall, some of which are decades old. The district also contains a number of registered historic landmarks, although the West End has not been designated an historic district as a whole. The registered landmarks are subject to the demolition review provisions of the Portland Zoning Code. For the national register landmarks, this review process can result in denial of a demolition permit.



- - - Sub-Area Boundary
- Over 100'
- Under 100'
- Historic Landmarks

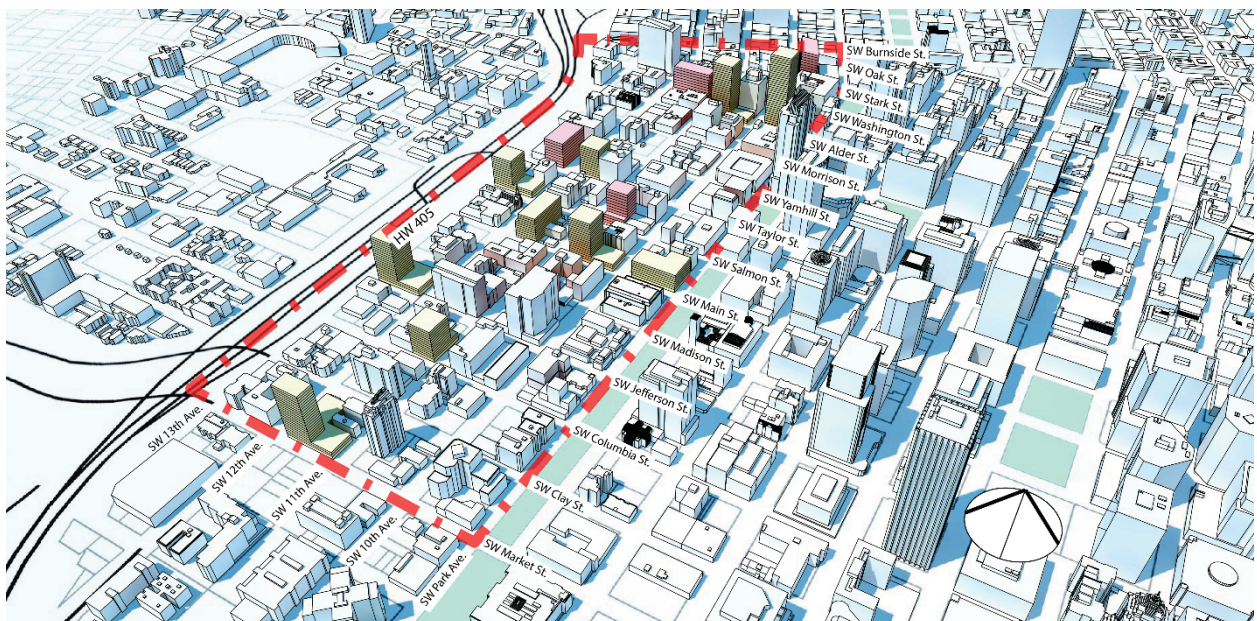
Development Capacity in the West End

The illustration below shows the vacant and underutilized sites in the West End based on the buildable lands inventory and analysis. This serves as an estimate of the supply of sites that could be more easily redeveloped over the time period of CC2035.



- - - Sub-Area Boundary
 Vacant Lots
 Underutilized Lots

The next illustration shows an estimate of the scale and type of infill development that could occur on some of the sites. It is based on the Metro forecast for employment (2,000 new jobs) and housing growth (3,000 new units). It shows the order of magnitude of change that could take place based on current zoning.



- - - Sub-Area Boundary
 Housing
 Commercial

Design and Historic Preservation Tools

The district contains many buildings, both new and old, over 100 feet tall, although few buildings have been built to the maximum height allowed. Newer buildings have been designed to meet the Central City Design guidelines which promote active and pedestrian-oriented ground floor development. This mix of buildings seems consistent with the character of the district.

The testifiers were concerned that the height limits would lead to loss of the smaller buildings that are part of the district character. However, many properties in the district are on the national register of historic properties as landmarks. This national landmark status gives these properties access to financial incentives for preservation and makes the properties subject to demolition review, which can prevent the demolition of the building.

The West Quadrant Plan proposes to develop more tools that could help promote the preservation and reuse of small historic structures. These include the following:

UD2 Develop historic preservation transfer tools to encourage FAR and height transfers from historic resources

UD3 Prepare an updated inventory of historic resources for the district

UD4 Revise the two National Register downtown development MPD forms to encompass a broader range of historic resources in the West End

HN1 Add flexibility for more commercial uses in existing structures within the RX zone

UD10 Develop zoning tools such as setbacks, step-backs and lower podiums that create varied urban forms, an inviting public realm and integration of infill development with existing district character.

The combination of design review, historic landmark protections and potentially new preservation-focused zoning tools should help ensure this result.

Conclusion

The draft West Quadrant Plan does not propose any changes in maximum height limits for the West End district. It maintains an overall approach to maximum heights first established in the 1988 Central City Plan. The amount of change expected over the next 25 years will change the mix of buildings in the district, but will also bring added vitality, residents and businesses that can benefit the district and help meet city goals more broadly.

The zoning of the district has provided flexibility that has been instrumental in achieving multiple objectives: creating a diverse urban form; supporting historic preservation; and attracting new residents and businesses.

The West End continues to see a mixture of new construction and adaptive reuse/renovation of existing older structures. New building heights have ranged from 5 – 8 stories to 20 – 25 stories and have been built on sites ranging in size from quarter to full blocks, yielding a mix of building sizes, masses and styles. The district's ongoing success will be supported by continued redevelopment under the existing height and intensity allowances.

Central City Development Capacity

What if Maximum Building Heights Were Capped at 100'?

Introduction

Members of the Planning and Sustainability Commission asked staff to explore what impact the capping of maximum building heights in the Central City at ~100 feet would have on development capacity between now and 2035.

The future of private market-driven development is always uncertain and difficult to predict. In response to the request, and in the context of this uncertainty, the Bureau of Planning and Sustainability used the Central City Development Capacity Model to develop a conservative estimate of what the effective build-out capacity might be, under current zoning entitlements, if maximum building heights were capped at approximately 100 feet.

In the Central City model, development capacity is calculated using Floor Area Ratio (FAR) rather than height. Staff estimated the potential reductions in FAR that could result from lower maximum heights using both 5:1 and 6:1 maximum FAR. The methodology is described in more detail below.

Results

The model shows that a 100 foot height restriction would likely have an impact on development capacity, particularly residential capacity; and could result in a housing shortfall of approximately 4,000 to 10,800 fewer units than the base forecast (using current regulations) to meet housing demand for the Central City by 2035.

If this restriction was in place, it is conceivable that additional housing units could be built on sites that are not yet identified as “redevelopment sites” in the Central City model (including parcels occupied today by less valuable buildings); in centers and corridors outside the Central City; and/or on commercial development sites in the Central City.

In general, reducing the supply of new housing development in the Central City and inner neighborhoods could be expected to increase housing costs.

TABLE 1. CENTRAL CITY 2035 DEVELOPMENT CAPACITY ESTIMATES

	Housing Units			Jobs		
	2014	2035 Estimate	Difference	2012	2035 Estimate	Difference
Current regulations		56,700	--		174,600	--
5:1 FAR maximum	24,300	45,900	-10,800	129,900	174,300	-300
6:1 FAR maximum*		52,700	-4,000		173,600	-1,000

**for the 6:1 scenario, the model assumes additional bonus FAR would still be available and utilized in EX zones resulting in FAR utilization rates somewhat above 6:1 in EX areas.*

Methodology

A series of assumptions and calculations were made to generate the capacity estimate requested by the PSC. The methodology has two main components:

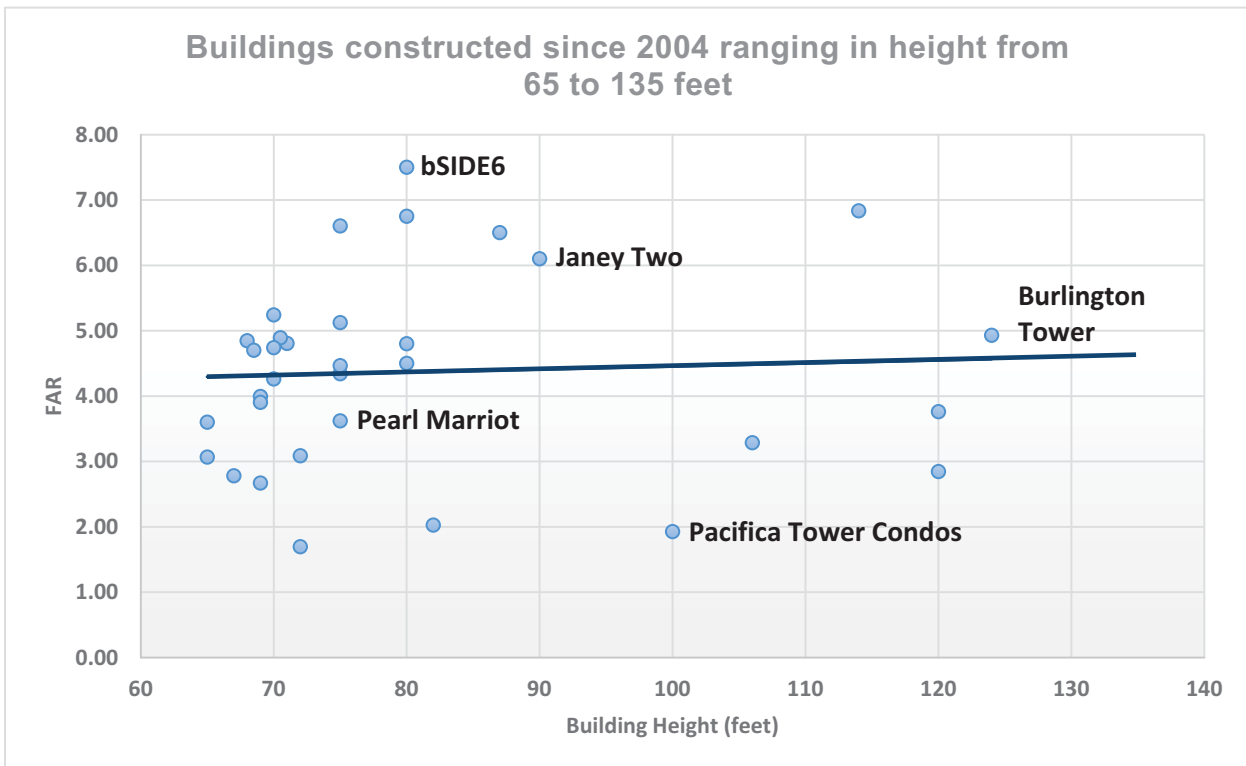
1. Identify FARs to best serve as proxies for height limitations
2. Run the Central City Development Capacity Model to:
 - a. identify potentially redevelopable land; and
 - b. determine the capacity of redevelopable land

Identify FARs to best serve as proxies for height

The capacity model is based upon Floor Area Ratio (FAR) rather than height, so it was first necessary to estimate which FAR(s) best correlate with a maximum building height of about 100 feet.

Looking at buildings constructed since 2004 varying in height from 65 feet to 135 feet, staff observed that on average, these buildings generally fall in the 4:1 to 5:1 FAR range. There are a few buildings, like bSIDE6 and Bud Clark Commons, with FARs greater than 5:1 and others with FARs below 4:1.

Recognizing this variation and in the interest of producing a more conservative estimate, the model was run at FARs of 5:1 and 6:1 (densities slightly greater than what is typical) to approximate the potential impact of a 100 foot height limit.



Running the Central City Development Capacity Model: How it Works

(For a more detailed explanation of the modeling process, see the 2011 *Central City Development Capacity Study* methodology, <https://www.portlandoregon.gov/bps/index.cfm?&a=383999>.)

Identify Potentially Redevelopable Land

With approximately 3,800 individual properties (taxlots) in the Central City, the analysis needed to narrow the field of possible sites for redevelopment using existing available property data. This was done through a series of eight steps:

1. Start with all properties in the Central City.
2. Remove historic designated recognized historic properties.
3. Remove parks and designated open spaces.
4. Remove industrial lands.
5. Remove all parcels that utilize more than 20% of the available FAR OR have improvements assessed at less than 50% of the value of the land.
6. Manually check everything that is left to verify it should be considered “potentially redevelopable.”
7. Add in known significant redevelopment sites not captured by steps 2–5 above (example: US Main Post Office site).
8. Remove lots smaller than 10,000 square feet from calculations.

The calculations resulted in a list of approximately 1,080 potentially redevelopable parcels totaling about 476 acres.

Determine Capacity of Redevelopable Land

The next step in the analysis was to determine the capacity of redevelopable land. This was done through a series of six steps:

1. Sort redevelopable properties by base zone.
2. Estimate likely utilization of FAR by base zone.
3. Apply FAR utilization estimate to potential redevelopment capacity to estimate total area of new development by base zone.
4. Apply assumed mix of development type (housing, retail, office) by base zone to estimate the amount of new space by base zone.
5. (For housing only) Estimate number of additional residential units represented by new or residential space by base zone.
6. Subtract development currently on lots identified as potentially redevelopable to determine net increase (since this development would typically be replaced by new development).

The results of the analysis are shown in *Table 1. Central City Development Capacity Estimates*.

Proposed Revisions Master List for PSC Work Session II (December 9, 2014)

The following is a consolidated list of potential revisions to the West Quadrant Plan Proposed Draft that integrates the *Proposed Revisions Master List* (included in the October 9 Work Session materials packet); the *Additional Proposed Revisions* document (included in the October 21 Work Session handouts); and several new revisions. Generally, new revisions respond to comments from commissioners and partnering bureau staff. The source of each revision is indicated in the "source" column. The table is organized by page number.

PROPOSED TEXT CHANGES

#	Source	Who	Page #/ Reference	Request	Revision
1	Proposed Revision Master List	Staff	p. 10/Changes to the Natural Environment	Correction	"Today there are 17 species in Portland the Willamette River that are listed under the Endangered Species Act, seven of which are found in the Willamette River. (The others are in the Columbia River.)"
2	Proposed Revision Master List	Staff	p. 30/Flexible Streets	Add green infrastructure	"The forms and character of these connections ... <u>Green Infrastructure, such as bioswales and street trees, can contribute to the pedestrian and bicycle experience as well as managing stormwater and reducing ambient air temperatures.</u> "
3	NEW	PF&R	p. 35/Network of Trafficways	Incorporate language related to rapid emergency medical and fire response access and movement	The main functions of this network of trafficways <u>are to provide access in and out of the district and allow for rapid emergency medical and fire response, with the rest of the street grid providing connections to local destinations.</u>
CENTRAL CITY-WIDE GOALS, POLICIES AND ACTIONS					
4	Proposed Revision Master List	Staff	p. 39/Central City-wide Policy and Implementation Actions Introduction		"In addition, some policies and actions from the N/E Quadrant Plan (adopted in 2012) and the Climate Action Preparation Strategy (adopted in 2014) <u>will</u> may be incorporated"
5	Additional Proposed Revisions, NEW	Staff	p. 41/Central City-wide Regional Center		Replacement Policy 11: Resilient Central City. Use planning and design in the Central City to <u>help prevent or minimize and mitigate</u> the impacts of natural hazards.
6	Proposed Revision Master List	Staff	p. 41/Central City-wide Regional Center	Move new policy and actions regarding Adaptation to Future Climate Change from this section to pages 51-53 Health and Environment	*text will be copied and pasted to the new section with no edits.
7	Proposed Revision Master List	Staff	p. 41/Central City-wide Regional Center		RC3 – " if beneficial , develop land use regulations"

#	Source	Who	Page #/ Reference	Request	Revision
8	NEW	PF&R	p. 41/Central City-wide Regional Center		New RC4: As development occurs and density increases, ensure that new construction and rehabilitation projects include both early warning systems (some alarms and CO detectors) and fire protection equipment. Fire sprinklers help minimize the size, reducing the spread, therefore reducing the loss of life. (Ongoing, PFR, BDS)
9	NEW	Staff, Baugh, PHB	p. 42/Central City-wide Housing Goals		New Goal. Support a diverse Central City population representative of the racial, ethnic and economic diversity of the city as a whole, by removing access disparities related to housing and other barriers.
10	Proposed Revision Master List	Staff	p. 43/Central City-wide Housing Diversity policy	Merge housing diversity policies related to type and affordability into one policy.	Housing Diversity. Create attractive, dense, high-quality affordable housing throughout the Central City that is attractive and affordable accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. to a broad range of households and incomes, especially affordable housing for workers and students.
11	NEW	Staff	p. 43/Central City-wide Affordable Homeownership policy		Affordable Homeownership. Align plans, investments and other policy tools to support improving homeownership rates and location choice for people of color and other groups who have been historically under-served and under-represented in the Central City.
12	Proposed Revision Master List	Staff, Hourck	p. 43/Central City-wide Climate Change Preparedness		"Support Central City residents and businesses by planning and preparing for climate change emergency response situations such as floods, extreme temperature events and droughts."
13	Proposed Revision Master List	Staff, Baugh	p. 43/Central City-wide HN2	Be consistent with affordability terminology.	HN2: Explore/Create tools to support the development of housing across a range of affordability programs to meet the unmet needs of extremely low and very low income households (0-60% MFI) and other low income households in the 61-80% MFI range; (4-30%-AMI); low-income (40-50%-AMI); moderate income (50-80%-AMI) and middle income (80-120%-AMI) housing.
14	NEW	Staff, Baugh	p. 44/Central City-wide HN3	Delete, redundant	HN3-Develop zoning incentives and other regulatory tools to encourage development of workforce housing.
15	NEW	Staff	p. 44/Central City-wide HN3(new)	Action to correspond with new Affordable Homeownership policy	HN3 (new): Create tools to help bridge the minority homeownership gap in the Central City.
16	NEW	Staff	p. 44/Central City-wide HN8 (new)	Tracking and evaluation of affordable housing	HN8 (new): Continue to work with Metro and other regional partners to update the affordable housing inventory periodically. Ongoing. Implementers: BPS, PHB, Metro
17	NEW	PF&R	p. 44/Central City-wide Regional Optimized Street Network policy (to be revised as part of CC2035)		8. Optimized street network. Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the mobility needs of businesses, shoppers, residents, and visitors and emergency responders. Establish a system and standards that emphasize pedestrian, bicycle, transit and freight access while continuing to provide automobile access.
18	Proposed Revision Master List	Staff	p. 47/ Central City-wide Water Quality		Encourage Increase the use of eeroofs, green walls and rain gardens with development."
19	Proposed Revision Master List	Staff	p. 48/ Central City-wide WR3		Change Timeline to Ongoing
20	Proposed Revision Master List, NEW	Staff	p. 48/ Central City-wide Williamette River		New WR6 – "Increase the efficient use of existing docks and river access points to avoid and minimize environmental impacts." Timeframe: Ongoing. Implementers: PPR, PBOI

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#	Source	Who	Page #/ Reference	Request	Revision
21	Proposed Revision Master List	Staff	p. 48/ Central City-wide Willamette River		New WR7 – “Require higher standards for new development in the floodplain.” Timeline: 2-5 yrs. Implementers: BPS, BES
22	Proposed Revision Master List	Staff	p. 48/ Central City-wide Willamette River	Celebrate the river	New WR8 – Pursue locating and installing art, play areas, signage and attractions along the riverfront to showcase the river’s past and present. Timeline: Ongoing Implementers: PPR, RACC, Public, Private
23	NEW	Houck	p. 48/Central City-wide Willamette River	Need to include Ross Island/Holgate Channel	NEW WR9 – Develop a strategy to address the impacts of boating and increased human activity on habitat and fish and wildlife on the Ross Island complex and Holgate Channel as part of River Plan / South Reach.
24	Proposed Revision Master List	Staff	p. 49/ Central City-wide Urban Design		“Relationship to River. Encourage development adjacent to the Willamette River Greenway to orient building towards the river, at appropriate set-back distances, in order to ...”
25	Proposed Revision Master List	Staff	p. 51/ Central City-wide Health and Environment		“Upland Habitat Connections Centers .”
26	Proposed Revision Master List	Houck	p. 51/ Central City-wide Health and Environment	Consider existing flooding	New WR Policy: Minimize the risk to new and existing development and infrastructure from flood events, while also maintaining and enhancing ecological functions associated with the river and floodplain.
27	Proposed Revision Master List	Houck	p. 52/ Central City-wide Health and Environment	Consider impervious surface standards	EN1 – Develop new regulatory and incentive tools to increase the use of green building technologies and innovative stormwater management techniques (e.g., eeroofs, green walls, impervious surface standards), renewable energy and energy efficiency in both new development and redevelopment.
28	Proposed Revision Master List, NEW	Houck	p. 52/ Central City-wide Health and Environment	Add heat island effect.	EN2 – Continue to monitor air quality and ambient air temperature and develop strategies explore mitigation alternatives-greens as-needed to reduce people’s vulnerability to urban heat island effects.
29	Proposed Revision Master List	Houck	p. 53/ Central City-wide Health and Environment	Add flooding and heat island effect.	EN4 – Identify tree preservation and planting opportunities and implementation strategies (e.g., street tree and planting and maintenance programs) that that meet multiple objectives including reducing urban heat island, improving local air quality, intercepting stormwater and providing habitat.
30	Proposed Revision Master List	Houck	p. 53/ Central City-wide Health and Environment	Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	New EN12 Action: Work with FEMA to re-map the Willamette River 100-year floodplain to include the consideration of climate change. Timeline: 2-5 years. Implementers: FEMA, BES, BPS
31	Proposed Revision Master List, NEW	Houck	p. 53/ Central City-wide Health and Environment	Address flooding – better explain what will be done as part of the plan to address existing flooding and changes in flooding due to climate change.	New EN13 Action: Amend the flood related regulations and other guidelines to a) help prevent or minimize and mitigate the risk of flood damage to new, redeveloped and rehabilitated buildings located in the revised 100-year floodplain, and b) avoid, minimize and mitigate the impacts of such development on floodplain functions. Timeline: 2-5 years. Implementers: BPS, BES
DISTRICT: DOWNTOWN					
32	Proposed Revision Master List	Staff	p. 60/Downtown Regional Center	Celebrate the river	Policy 7b. Increase the attractiveness of the riverfront as a tourist destination by encouraging the development of new shops, restaurants, water transport, art, cultural, historic, ecological, and maritime attractions and recreational opportunities.

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#	Source	Who	Page #/ Reference	Request	Revision
33	Additional Proposed Revisions	Smith	p. 61/Downtown Regional Center	Can we include some kind of value statement in the plan that preserving freeway access from the Central Eastside is something that has to be considered in reconfiguration? Embrace the river	Working with Multnomah County, study the feasibility of removing or reconfiguring the ramps and approaches to the Morrison Bridge to create more developable land parcels and improve multimodal connectivity to the river. <u>Consider the impacts to providing southbound freeway access from the Central Eastside.</u>
34	Proposed Revision Master List	Staff	p. 62/Downtown Regional Center	Embrace the river	RC2. Encourage redevelopment with key public attractions and mixed-uses at the Morrison Bridgehead <u>that connect to the river.</u>
35	Proposed Revision Master List	Staff	p. 62/Downtown Regional Center	Embrace the river	RC8. Add <u>and along the seawall</u> at the end of the first sentence.
36	Proposed Revision Master List	Staff	p. 62/ Downtown Regional Center		RC13. Add DSL to Implementers
37	Proposed Revision Master List	Staff	p. 63/Downtown Increase Housing Policy	Be consistent with diversity-related language. Replace "balance" with "diversity."	increase Housing Residential Development. Encourage the development of new housing, particularly along SW Naito Parkway and the South Park Blocks. Encourage a <u>balance diversity</u> of housing types, <u>tenures, sizes and costs</u> throughout the district.
38	NEW	Staff, Baugh	p. 63/Downtown Workforce Housing policy	Delete, redundant	Workforce Housing—Encourage the production of middle-income "workforce" housing.
39	NEW	Staff, Baugh	p. 63/Downtown HN1	Delete, redundant	HN1—Develop incentives to increase workforce housing in Downtown.
40	Proposed Revision Master List	Staff	p. 66/Downtown Transportation		T15 – Add to implementers "state and federal"
41	Proposed Revision Master List	Staff	p. 69/Downtown Urban Design	Celebrate the river	Insert new action as UD8. Coordinate with maritime-related organizations and interests to increase maritime attractions and events at Tom McCall Waterfront Park. <u>Timeframe: ongoing</u> <u>Implementers: PPR, Private</u>
42	Proposed Revision Master List	Smith	p. 70/Downtown UD15	How are we addressing O'Bryant Square? How will the plan address activation and security?	Rehabilitate/redesign O'Bryant Square. Explore design and management alternatives for developing the space as a signature stop on the "Green Loop."
43	Proposed Revision Master List	Staff	p. 70/Downtown Environment		"Urban Habitat Connections Corridors."
44	Additional Proposed Revisions	Staff	p. 71/Downtown Environment Action		Change EN4. Evaluate the feasibility of adding <u>deep</u> in -water mooring structures at Hawthorne Bowl to minimize the impacts of boating and swimming on juvenile fish migration.

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#	Source	Who	Page #/ Reference	Request	Revision
45	Proposed Revision Master List, NEW	Staff	p. 71/Downtown Environment		New EN8 – "incorporate plans to remove a portion of the seawall at Tom McCall Park (not in the vicinity of Ankeny Street Pump Station) to provide both river access. and improved flood management and habitat enhancement into the WPMMP update." Time frame 6-20 years. Implementer: PPR
46	Proposed Revision Master List	Staff	p. 71/Downtown Environment		New EN9 – "Locate all new redevelopment west of Naito Pkwy to minimize and outside of the floodplain." Timeframe: Ongoing Implementers: BPS, Private
47	Additional Proposed Revisions	Staff	p. 71/Downtown Environment		EN9 Correction – Locate all new redevelopment west of Naito Pkwy to minimize and outside of the floodplain. Timeframe: Ongoing Implementers: BPS, BDS, Private
DISTRICT: WEST END					
48	Proposed Revision Master List	Staff	p. 77/West End Residential Development Policy	Be consistent with diversity-related language.	Residential Development. Encourage dense residential development including unit types, tenures, sizes and amenities supportive of families, students, older adults and households with a variety of incomes. South of Salmon, residential development is the predominant use; to the north, it is a major component.
49	Proposed Revision Master List	Staff	p. 81/West End Urban Design		New UD11 – "Improve Jefferson Street with stormwater facilities." Timeframe: 2-5 yrs. Implementers: PBOT, BPS, BES
DISTRICT: GOOSE HOLLOW					
50	Proposed Revision Master List	Staff	p. 89/Goose Hollow Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, tenures, sizes, costs and amenities supportive of families, particularly a community space/center, cultural aspects and daycare facilities.
51	Proposed Revision Master List	Staff	p. 93/Goose Hollow Environment		"Urban Habitat Connections Corridors ."
DISTRICT: PEARL					
52	Proposed Revision Master List, NEW	Staff	p. 99/Pearl District Regional Center	Embrace the river	RC4 – Redevelop the Centennial Mills site to meet broad public goals including commercial uses, and greenway trail, habitat enhancement and public access to the river as outlined in the <i>Centennial Mills Framework Plan</i> .
53	Proposed Revision Master List, NEW	Staff	p. 99/Pearl District Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, tenures, sizes, costs and amenities supportive of families, particularly a K-8 public school facility, community space/center, cultural aspects, performance venues and daycare facilities.
54	Proposed Revision Master List	Staff	p. 100/Pearl District Housing for Older Adults Policy	Be consistent with diversity-related language.	Housing for Older Adults. Encourage the development of multi-family housing with unit types, services and amenities supportive of older adults <u>with a variety of incomes.</u>
55	Proposed Revision Master List, NEW	Staff, Baugh	p. 100/Pearl District HN1	Be consistent with affordability terminology.	HN1: Restructure FAR bonus system to increase affordable and middle-income housing production including family-friendly units.
56	Proposed Revision Master List	Smith	p. 102/Pearl District TR7	Look at potential connections to NW Marshall with action TR7	Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills and explore a possible bridge that extends NW 13 th to the River. Explore the feasibility of connecting this future bridge to the Broadway Bridge to directly connect cyclists to the Marshall bikeway and pedestrians to Naito Parkway.

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#	Source	Who	Page #/ Reference	Request	Revision
57	Proposed Revision Master List, NEW	Staff	p. 104/Pearl District Urban Design		New UD7 – " Balance Integrate development with habitat, including rerouting and daylighting the end of Tanner Creek to create in-water and riparian habitat into development." Timeframe: 6 -20 yrs. Implementers: BES, PDC
58	Proposed Revision Master List	Staff	p. 104/Pearl District Environment		High Performance Areas. Encourage "high performance areas that promote energy efficiency, and green building techniques and sustainable site design and practices"
59	Proposed Revision Master List	Staff	p. 105/Pearl District Environment		EN1 - "Restore riparian and shallow water habitat to improve conditions for fish and wildlife habitat at Centennial Mills."
DISTRICT: OLD TOWN/CHINATOWN					
60	Proposed Revision Master List	Old Town/Chinatown Community Association	p. 111/OTCT RC4; and p.158 OTCT RC4 appendix entry	Reduce proposed height increase from 175' to 150'; limit increase to Block 33 only and make increase contingent upon completion of revised nomination and new design guidelines for the Chinatown/Japantown Historic District.	RC4: Study preservation zoning transfer incentives that would allow additional height for new construction on non-contributing (non-historic) properties in exchange for preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. The area eligible for the potential increased height allowance is south of NW Everett and west of NW 4th, where the maximum height is currently 100'. Projects that use the preservation incentive could potentially build up to a maximum of 150'. Implement this incentive following the update of the historic district nomination and the development of new design guidelines and development standards. Adept with CC2035, 2-5 Years.
61	Proposed Revision Master List, NEW	Staff, Baugh	p. 113/OTCT Housing Balance Policy	Replace "balance" with "diversity,"	Housing Balance-Diversity. Encourage the development of new housing that adds to and maintains the diversity of household incomes among residents of the district, especially along Alaska Parkway to enliven the waterfront, North Park Blocks and NW Ciesan corridor. Emphasize middle-income and market-rate housing to balance the high proportion of low-income and shelter units in the district. Support home-ownership, workforce housing and student housing projects. HNB8-Consider an SDC waiver or reduction program for moderate-income workforce and market-rate housing projects.
62	Proposed Revision Master List	Staff, Baugh	p. 114/OTCT HNB8	Already happening; doesn't need to be in long-range plan	
63	Additional Proposed Revisions	Staff	p. 116/OTCT Transportation		TR5 ...facilitate continuity for bike and pedestrian access, (especially under the Steel Bridge), reduce user conflicts...
64	Additional Proposed Revisions	Staff	p. 120/OTCT Environment	Focus on environmental enhancement, move human access portion of action to TR5	EN2. Edit to read: Improve human access and river health by redesigning and implementing a floating boardwalk with enhanced native vegetation on the bank in the McCormick Pier area.
DISTRICT: SOUTH WATERFRONT					
65	Additional Proposed Revisions	Staff	p. 123/South Waterfront Key Elements of the Concepts		Element 1. Add: ...attraction to the district and also provides habitat for wildlife.
66	Proposed Revision Master List	Staff, Hourck	123/South Waterfront Regional Center	Celebrate the river	Policy 4. Increase the number of visitors in the district by encouraging new and enhancing existing riverfront uses and activities including active and passive recreation, historic, ecological, maritime and cultural displays and water transit...

ATTACHMENT D

#	Source	Who	Page #/ Reference	Request	Revision
67	Proposed Revision Master List	Staff	p. 125/South Waterfront Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, sizes, costs and amenities supportive of families, community space/center, cultural aspects and daycare facilities.
68	Proposed Revision Master List	Staff	p. 125/South Waterfront Housing for Older Adults Policy	Be consistent with diversity-related language.	Housing for Older Adults. Encourage the development of multi-family housing with unit types, tenures, services and amenities supportive of older adults with a variety of incomes <u>at a full range of affordability.</u>
69	Proposed Revision Master List	Staff	p. 125/South Waterfront HN1	Be consistent with diversity-related language.	HN1: Create incentives to encourage the development of family, student and/or housing for older adults with a variety of incomes. Explore incentives to incorporate some housing into the northern portion of the district.
70	NEW	OHSU	p. 126/South Waterfront Transportation		Parking. Address parking needs in a way that limits the growth of parking as redevelopment occurs and manages congestion, <u>while maintaining and enhancing patient and visitor parking to serve healthcare facilities.</u> Develop creative ways to provide, share and manage parking to meet multiple objectives and support a diverse mix of land uses, including the unique needs of large educational/research institutions. Add to implementers: <u>BES</u>
71	Additional Proposed Revisions	Staff	p. 130/South Waterfront Environment		Add to implementers: <u>BES</u>
DISTRICT: SOUTH DOWNTOWN/UNIVERSITY					
72	Proposed Revision Master List	Staff	p. 136/South Downtown/Univ. Urban Family Housing Policy	Be consistent with diversity-related language.	Urban Family Housing. Encourage the development of multi-family housing with unit types, tenures, sizes, costs and amenities supportive of families, particularly open space, playgrounds, a community space/center, cultural aspects and daycare facilities.
73	Additional Proposed Revisions	Staff	p. 142/South Downtown/University Environment	Use term beach when it relates to humans and the term shallow water when it relates to fish habitat.	EN1 beach <u>shallow water</u>
APPENDIX A					
74	Additional Proposed Revisions, NEW	Staff, PHB	p. 143/Appendix A, Housing	Define affordability categories, fix typo	Low and moderate-income: Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning: 0-30% MFI are "extremely low-income"; 31-60% MFI are "very low-income"; 61-80% MFI are "low-income"; and 81-120% MFI are "moderate income." Edit item 3 to include: <u>Develop a mitigation strategy for in-water and riparian impacts.</u>
75	Additional Proposed Revisions	Staff	p. 143/Appendix A, WR2		Change: The Willamette has 477 species listed under the Endangered Species Act... New 11. <u>Develop a Central City-wide strategy for protection and enhancement of aquatic species. Develop approaches to avoid, minimize and mitigate the effects of increased boating on habitat.</u>
76	Proposed Revision Master List	Houck	p. 144/Appendix A, Greenway NEW	Address Ross Island and conflicts with additional boating/activities on the river.	<u>New 9. (attachment included in previous materials)</u>
77	Proposed Revision Master List	Houck	p. 144/Appendix A, Flooding NEW	Address flooding – better explain what will be done as part of the plan to address existing flooding, and changes in flooding due to climate change.	<u>New Appendix A item – Willamette River Flooding (attachment included in previous materials)</u>

ATTACHMENT D

#	Source	Who	Page #/ Reference	Request	Revision
78	Additional Proposed Revisions	Houck	p. 144/Appendix A, Ross Island NEW		See revised Attachment 5: Ross Island Issues and Potential Solutions (attachment included in previous materials)

PROPOSED MAP CHANGES

	Source	Who	Page# Reference	Proposed Change
1	NEW	PF&R	p. 35/ Freight and Motor Vehicles Concept Map	Show fire stations 1, 3, 4 and Z1
2	NEW	OHSU	p. 122/South Waterfront Public Realm Concept Map	Changes to include: add two small development pads on the greenway area to the east of the Schnitzer campus; relocate the conceptual park/plaza adjacent to OHSU CLSB one block to the north; and consider coloring SW Moody red (retail/commercial) between Gibbs and Porter.
3	NEW	OHSU	p. 124/South Waterfront development scenario rendering	Change color of specific buildings in district model view from yellow or red/pink to blue (institutional) to reflect OHSU ownership and likely development character.

**DRAFT City Council Resolution for Planning and Sustainability
Commission Review**

RESOLUTION No.

Adopt the West Quadrant Plan (Resolution) as direction for updating the Central City 2035 Plan

WHEREAS, the Central City is the economic, cultural, and transportation hub of the Portland metropolitan region; and

WHEREAS, the Central City plays a critical role in fulfilling the vision of the Portland Plan for a prosperous, educated, healthy and equitable city; and

WHEREAS, the Central City Plan, adopted by City Council Ordinance No. 160606 and Resolution No. 34417 on March 24, 1988, is currently the guiding City policy document for the Central City; and

WHEREAS, the Central City is projected to add approximately 36,000 new households and 45,000 jobs by 2035; and

WHEREAS, the City of Portland is undertaking a needed update of the Central City Plan through a project called Central City 2035, part of the update of the City's Comprehensive Plan; and

WHEREAS, the Central City 2035 project includes the CC2035 Concept Plan, adopted October 24, 2012 by City Council Resolution No. 36970, which provides an overall policy framework and urban design direction for the Central City as a whole, as well as guidance for the development of more specific plans for the three quadrants of the Central City; and

WHEREAS, the CC2035 Concept Plan and the three quadrant plans will serve as the basis for updating the Central City Plan through future amendments to the City of Portland Comprehensive Plan and Map, and Zoning Code and zoning maps; and

WHEREAS, the first of the three quadrant plans, the N/NE Quadrant Plan, covering the Lloyd District and Lower Albina, was adopted by City Council Resolution No. 36972 on October 25, 2014; and

WHEREAS, the SE Quadrant Plan, covering the Central Eastside, is currently under development and is anticipated to be completed in mid 2015; and

WHEREAS, the West Quadrant Plan, attached as Exhibit A, contains specific goals, policies, urban design diagrams and implementation actions to guide future decision-making, physical development, and public and private investment within Downtown,

ATTACHMENT E

West End, Goose Hollow, Pearl District, Old Town/Chinatown, South Waterfront and South Downtown/University; and

WHEREAS, the West Quadrant Plan Stakeholder Advisory Committee, with representation from a diversity of Central City and other interest groups, met on 16 occasions from March 2013 to July 2014 to discuss planning issues, develop alternatives and make recommendations; and

WHEREAS, public involvement and outreach to residents, property owners, business owners, community organizations and concerned stakeholders included: workshops and charrettes; public surveys; open houses; community group and stakeholder meetings and neighborhood walks; public commission briefings and hearings; opportunities for public comment at Stakeholder Advisory Committee meetings; a project web site; postal and electronic mailings; and newsletters; and

WHEREAS, the West Quadrant Plan Stakeholder Advisory Committee recommended the adoption of the West Quadrant Plan, as described in the Stakeholder Advisory Committee Transmittal, attached as Exhibit B; and

WHEREAS, the Portland Planning and Sustainability Commission held a public hearing on September 9, 2014, a work session on October 10, 2014 and recommended on December 9, 2014 that the City Council adopt the West Quadrant Plan with several amendments, which are incorporated into Exhibit A, the recommended draft West Quadrant Plan, and described generally in the Commission's transmittal letter to the Council;

NOW, THEREFORE, BE IT RESOLVED, that the City Council adopts the West Quadrant Plan and its appendices, attached as Exhibit A, as Non-Binding City Policy; and

BE IT FURTHER RESOLVED, that the recommendations of the West Quadrant Plan be integrated with the CC2035 Concept Plan, the N/NE Quadrant Plan and the SE Quadrant Plan and implemented following the completion the final Central City 2035 Plan package, anticipated to be completed by late 2015.

BE IT FURTHER RESOLVED, that the City Council gratefully acknowledges the dedication and hard work of the West Quadrant Plan Stakeholder Advisory Committee and the many community organizations and members of the public who participated in the planning process.

Adopted by the Council:

Mayor Charlie Hales
Prepared by: Nicholas Starin, BPS
Date Prepared: November 24, 2014

LaVonne Griffin-Valade
Auditor of the City of Portland
By

Deputy