

Parsons, Susan

From: Edmunds, Sallie
Sent: Thursday, February 26, 2015 5:25 PM
To: Hales, Mayor; Fritz, Amanda; Fish, Nick; Novick, Steve; Saltzman, Dan; Moore-Love, Karla
Cc: Dingfelder, Jackie; Robinson, Matthew; Grumm, Matt; Adamsick, Claire; Frost, Liam; Nebel, Erika; Bizeau, Tom; Anderson, Susan; Zehnder, Joe; Hartinger, Kathryn; Lisle, Karl; McCarty, Kim
Subject: FW: West Quadrant Plan Amendment Package for March 5 Hearing
Attachments: WQ_Amendments_March5.pdf; WQ_Supplement_March5.pdf

Greetings Mayor, Council Members and Staff,

We are pleased to forward you a set of proposed amendments to the West Quadrant Plan. These amendments will be the subject of testimony at a council hearing on Thursday, March 5, 2015 at 2 pm. Also included in this email are some materials that BPS provided to some of the council offices.

Please let us know if you have any questions.

Sincerely,

Sallie Edmunds and Joe Zehnder

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1. Why prioritize family housing over other affordable housing options?

The Central City 2035 Concept Plan and the West Quadrant Plan place a strong emphasis on providing affordable housing. This can be seen in the Central City-wide policies, including those added by the PSC, and in the affordable housing action items on pp. 42-44 of the West Quadrant Plan. The PSC clearly gives provision of affordable housing greatest priority among the housing policies.

The place that an item has in the "action table" timeline should not be construed to imply a level of priority in all cases. If an action is shown with an X in the first column labeled "CC2035 (2016)" it means that it can be accomplished through zoning code amendments that will be adopted with the final CC2035 Plan. These are not necessarily the most important actions, but those which the Bureau of Planning and Sustainability can implement through adoption of new zoning tools in the near term.

2. Re: Performance Target Housing (P. 102) – Why is HN6 prioritized over HN2?

Pearl District HN6 (family housing incentive) is referring to a potential bonus or transfer for units designed to meet the needs of households with children. It would be developed over the next year as part of the new Central City 2035 zoning code package. That is why it is shown as potentially adopted with the CC2035 implementing code.

This work relates to HN1 which calls for the restructuring of the Central City's bonus system to encourage affordable housing, which would also occur with plan adoption.

The precedent for this potential bonus is found in the provisions below, which were adopted as part of the North Pearl Plan in 2008.

19. Efficient family size unit housing bonus option. In the North Pearl Subarea shown on Map 510-1, new development that is designed for family housing receives bonus floor area. Adjustments and modifications to these standards are prohibited.

a. Number of units. The proposal must include at least 20 efficient family size units.

b. Size and bonus. The bonus earned varies with the size of the unit, as follows:

(1) Units with three bedrooms that have no more than 1,200 square feet of floor area earn an additional 3 square feet of floor area for each square foot of area in the unit.

(2) Units with two bedrooms that have no more than 1,000 square feet of floor area earn an additional 2 square feet of floor area for each square foot of area in the unit.

BPS Responses Commissioner Fish Questions on West Quadrant Plan

c. Outdoor play area. The proposal must include an outdoor play area that is at least 1,400 square feet in area and is designed so that a 25-foot x 25-foot square will fit entirely within it. No portion of this area may be shared with any vehicle area. Outdoor play areas may be sited within plazas, courtyards, rooftop gardens, or similar open area features and may contain play equipment, sports courts, hard or soft surface areas, or other features that accommodate or facilitate play.

d. Indoor common rooms. The proposal must include at least 400 square feet of indoor occupiable common space that is provided in one or more rooms that are not used for mechanical equipment or storage. These rooms must be accessible to all residents and each room must be at least 200 square feet in area.

Pearl District action HN2 (develop affordable housing strategy) calls for the Portland Housing Bureau and BPS to work with developers and the community to develop an affordable housing strategy. This strategy could include new regulatory tools, but also other approaches including financial incentives, development agreements, etc.

We anticipate that the bulk of this work would take place following the adoption of the Central City 2035 Plan. However, City Council can direct the Housing Bureau and BPS to accelerate this work.

3. Re: Implementation Actions – West End – Housing and Neighborhoods (P.80) – Why is HN7 prioritized over HN1?

Both West End action HN7 (family housing incentive) and HN1 (preserve RX zoning and create flexibility for commercial development) are in the “adopt with plan” time frame and will be implemented through the new Central City 2035 zoning code package.

HN2 (develop affordable housing strategy) is similar to action HN2 for the Pearl District (see above) and is anticipated to take place following the adoption of the Central City 2035 Plan. However, City Council can direct the Housing Bureau and BPS to accelerate this work.

4. What are the specific steps/action items that we can bring into the W. Quad Plan to ensure our aspirational housing goals are achieved?

The following summarizes the goals and policies included in the Central City wide Concept Plan regarding housing. The items highlighted refer specifically to affordable housing.

Chapter 4: Central City-wide Policy and Actions

Goal F: Make the Central City a successful dense mixed-use center by supporting growth of more livable neighborhoods with a mix of housing,

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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.

NEW GOAL: Add to the affordable housing supply of the Central City to maintain and grow the racial, ethnic and economic diversity of the Central City.

Policies to reach these goals

14. Complete communities. Ensure Central City neighborhoods have access to essential public services, including public schools, parks, community centers and amenities, including neighborhood-serving retail and commercial services that support sustainable and diverse community structure.

15. Promote healthy active living. Design and develop Central City neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks and open space, a safe and inviting public realm, access to healthy food and active transportation and the density of development needed to support these economically.

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. Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations.

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.

19. Transitional housing and services. Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.

New: Housing Affordability. Continue to develop new affordable housing in the Central City so that approximately 30% of the total housing in the

BPS Responses Commissioner Fish Questions on West Quadrant Plan

Central City is affordable to households between 0% and 80% MFI. Increase the supply of housing affordable to working households in the 50% to 80% MFI bracket, households for whom the Central City's access to jobs and transit can be particularly beneficial.

New: Public Investment in Affordable Housing. For public affordable housing resources, prioritize funding for housing programs and investment to meet the unmet needs of extremely low and very low-income households (0-50% MFI).

New: 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.

NEW: Climate Change Preparedness. Support Central City residents and businesses by planning and preparing for climate change emergency response situations, such as floods and droughts.

2035 Performance Target: Housing

30 percent of all housing in the Central City will be affordable to households in the 0% to 80% MFI bracket.

#	Action	Timeline				
		CC2035 (2016)	2 - 5 Years	6 - 20 Years	Ongoing	
HN2	Develop tools to expand the ability to provide public support for units affordable to 0 to 50% MFI and increase the supply of units affordable to 50-80% MFI. This should include tools that enable partnering with the private development community in new and innovative ways to meet these affordable housing production goals.	X	X			PHB, BPS, Private
HN3	Create tools to help bridge the minority homeownership gap in the Central City.	X				PHB

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#	Action	Timeline				
		CC2035 (2016)	2 - 5 Years	6 – 20 Years	Ongoing	
HN4	Advocate for state-wide legislation that would allow local jurisdictions to adopt inclusionary zoning provisions to increase the supply of affordable housing.				X	City

5. To what extent does the City’s No Net Policy provide a framework for the following:
- Inventory existing affordable housing.
 - Annual monitoring of housing supply.
 - Compelling the City to invest in affordable housing.

The No Net Loss policy for the Central City is contained in City Council Resolution No. 36021, adopted in 2001. The stated policy is that “the Central City will retain at least the current number, type, and affordability levels of housing units home to people at or below 60% AMI” through preservation or replacement. It also includes a number of related directives:

- PDC, with the cooperation of the Planning Bureau is to develop an inventory of all housing units in the Central City, including housing types, risk category and income level served; the inventory is to be updated annually.
- PDC and BHCD is to establish specific numeric goals to be adopted by Council regarding the number and affordability of housing units to be preserved and/or replaced and is to report annually on the implementation of the No Net Loss policy
- PDC and BHCD is to develop an implementation strategy to preserve, rehabilitate or replace Central City housing affordable to households at or below 60% AMI
- PDC, BHCD and the Planning Bureau are to develop estimates of financial resources and new regulatory tools needed to meet the policy.

The resolution also states that City Council “supports immediate efforts to acquire and preserve existing unrestricted units to assure preservation of ongoing affordability” and that it is “committed to exploring, developing and deploying the financial and/or regulatory mechanisms necessary ... to meet the standard embodied by the Central City No Net Loss policy.”

The CC2035 Concept Plan and West Quadrant Plans are consistent with this policy. The draft CC2035 plan recommends maintaining 30 percent of all housing in the Central City

BPS Responses Commissioner Fish Questions on West Quadrant Plan

affordable to households in the 0% to 80% MFI bracket. Today approximately 32% are affordable at these levels.

CC2035 does not include the more detailed directives in the No Net Loss policy relating to creating a regularly updated housing inventory. This would be useful to monitor progress toward CC2035 goals. Also, the recommendations that call for development of an affordable housing strategy and numeric goals are consistent with CC2035.

6. Why does the County need increased heights for their two projects: health building; courthouse?

Health Department Building: The site, located on the easterly portion of Block U, on NW 6th Avenue between NW Hoyt and NW Irving Streets, is currently zoned for a maximum height of 75' and is not eligible for height bonuses.

Multnomah County is anticipating the need for approximately 120,000-150,000 square feet of office space. In order to accommodate a structure of this size on a site that is slightly less than a half-block, the maximum height would need to be increased to 120'-150'. The preliminary proposal is to increase the base maximum height to 120' and make it eligible for height bonuses (to a maximum of 150') that could be achieved through the use of FAR bonuses that provide various public benefits, e.g. eco-roofs, bike lockers and day-care facilities.

The proposed project will allow Multnomah County to consolidate health department offices and functions currently spread among multiple locations across the county and will bring approximately 350 health professionals to the Old Town/Chinatown neighborhood. This is a high priority project for the County due the urgent need to replace existing unsafe, aged, inefficient and undersized facilities, and to meet the increasing demands for health services in the county.

Courthouse: The preferred site for a new Multnomah County Courthouse is located on county-owned property at the west end of the Hawthorne Bridge. It is currently zoned for a maximum height of 200'. In order to accommodate the needed number of courtrooms and associated judicial and public services, the County estimates that it will need a structure of 400,000 to 445,000 square feet. This development program would require the maximum building height to increase to approximately 250'.

Building a new courthouse is a high priority for the County because the existing courthouse does not meet seismic codes, has major functional deficiencies and was designed to serve a community that is one-third the size of its current population.

7. Will there be a design review overlay for the Uwajimaya project?

BPS Responses Commissioner Fish Questions on West Quadrant Plan

Block 33, the site of the formerly proposed Uwajimaya project is within the New Chinatown/Japantown Historic District. Proposals for new development on the site are subject to Historic Resource Review, with a public hearing before the Historic Landmarks Commission.

The review criteria include the Central City Fundamental Design Guidelines and the River District Design Guidelines. The recommended West Quadrant Plan calls for the development of new design guidelines specific to the New Chinatown/Japantown Historic District, as well as new development standards, such as building height step-backs along 4th Avenue, that will help ensure new development is responsive to the historic context of the district.

How the Recommended West Quadrant Plan Implements the Willamette River Recreation Strategy

Willamette River Recreation Strategy - Public Boating Facilities (2012) – OHWR

This report provides policy guidance and recommends actions to meet increased river recreation in Portland over the next 5-15 years. Its vision and goals reflect a river that is healthy and lively with increased access to and enjoyment of public recreation (paddle, sail and pleasure boat, swimming, experiencing nature and sightseeing on its waters). It calls for managing recreation while improving river health and reducing hazards to fish and wildlife. The strategy focuses on public recreational boating and facilities with no net loss approach to existing recreational capacity, maintaining existing facilities and encouraging new facilities that can serve multi-purposes.

The public boating facilities in the Central City/Central Reach are:

1. Eastbank Esplanade – Kevin Duckworth Dock (temporarily closed),
2. Eastbank Esplanade-Madison Street Dock (primarily used for fire emergency services),
3. Portland Boathouse Light Watercraft Dock (Holman Dock),
4. Waterfront Park – Ankeny Dock (closed),
5. Waterfront Park – Salmon Springs Dock, Riverplace Marina Breakwater Dock and
6. Willamette Park -South Waterfront beach access.

Key strategy recommendations include:

- A. Fully utilize and expand existing facilities where feasible and appropriate, prioritize expenditures accordingly
- B. Provide future facilities that meet trends, needs and preferences, develop where existing facilities are maximized gaps for service exist
- C. Seek creative partnerships
- D. Develop awareness of the importance of the river to tourism and hospitality industries
- E. Apply sustainable principles
- F. Future projects for existing or new facilities need to include environmentally sensitive designs that do harm/enhance habitat for fish (ESA) and wildlife.
- G. Encourage public access to the river
- H. Madison Street Dock – improve while providing some public access.
- I. Ankeny Dock replacement – consider Salmon Springs Dock area with an Ankeny dock for combined commercial/public dock.
- J. South Waterfront Public Dock – locate a new dock in South Waterfront.
- K. Beach access at Waterfront Bowl.
- L. Work with agencies and tribes, nonprofits and others to continue discussions on best management practices for dock siting, design and operation, which advance Portland's river health goals.

Recommended West Quadrant Plan (Dec. 2014)

This draft plan is a long-range concept, policy and action plan for western Central City districts and has been informed by numerous related planning efforts including the *Willamette River Recreation Strategy Public Boating Facilities* (2012), see page 17 for list. The *Recommended West Quadrant Plan* also contains an updated Central City-wide policy framework. The document reinforces and implements the river recreation strategy Central City-wide and for the river's edge districts. Examples follow, there are more relevant policies and actions in the plan.

1. Page 23 Urban Design Principle for West Quadrant, Embrace the River: Improve public access connections to the river.
2. Central City-wide Policy and Implementation Actions:
 - A. Pages 47-49 Willamette River – Goals H-J enhance the role of, improve the health of and increase public access to the river.
 - B. Policy 23 Portland's commons – promote improvements/activities on the waterfront...support recreational use...increase public awareness of the river's historical, ecological and cultural importance.
 - C. Policy 24 Prosperous and vibrant waterfront – support uses that capitalize on waterfront locations...,
 - D. Policy 25 Willamette River tourism and commercial uses.
 - E. Three key implementation actions WR2 – Update *Willamette Greenway Plan* and regulations to implement policies and actions, WR7 – Increase the efficient use of existing docks and river access points to avoid and minimize environmental impacts and WR8 - ...showcasing river's past.
3. District Plans
 - A. DOWNTOWN:
 - 1) Action TR6 (page 67) – Study the feasibility of installing new or repurposing existing docks to accommodate commercial and recreational boating and river transit.
 - 2) Urban Design Policy 4 Tom McCall Waterfront Park (page 69)...facilitate planned improvements that activate the park and river's edge, bring people to/from the river and improve habitat...expand range of activities...including but not limited to recreation...watercraft and historic displays
 - 3) UD3 (page 71) – Review and update the Waterfront Park Master Plan to enhance activities, amenities, and open spaces in the park and into the river...develop a plan for the Hawthorne Bowl that addresses habitat enhancements, swimming, boating...
 - B. PEARL:
 - 4) Regional Center: Economy and Innovation Action RC7 (page 101) - Explore the possibility of building a public boat house.

- 5) Urban Design Policy 2 (page 105) – Encourage the development of a distinctly urban riverfront that balances human activities including river transportation, recreation and development with habitat enhancement.
- C. OLD TOWN/CHINATOWN:
- 6) Urban Design Policy 10 (page 119) – River Access. Improve access to Waterfront Park and the Willamette River including enhanced access for commercial and recreational boaters.
- 7) Action UD8 (page 120) – Improve and enhance boater access to/from the Willamette River and Waterfront Park by improving Ankeny Dock or possibly moving it to a nearby location and reactivating it for commercial, transportation and recreational use.
- 8) Action UD10 (page 120) – Explore opportunities for direct access to the Willamette River, e.g. a beach near the Steel Bridge.
- D. SOUTH WATERFRONT:
- 9) Urban Design Policy 3 River Access (page 130) – Encourage improvements along the Willamette riverfront...to enhance resident, employee and visitor access to and enjoyment of the river for activities like contemplation, recreational boating, swimming and fishing.
- 10) Action UD8 (page 131) – Explore opportunities to provide amenities for boaters such as light watercraft storage and parking to coincide with installation of a new dock.
- E. SOUTH DOWNTOWN/UNIVERSITY:
- 11) Regional Center: Economy and Innovation Action RC7 (page 137) – Improve RiverPlace Marina to bring more boaters and visitors to the area while minimizing impact to fish.
- 12) Action RC8 (page 137) – Develop Marquam Beach to improve human access to the Willamette River.
- 13) Environment Action EN2 (page 144) – Improve the dock at RiverPlace Marina to provide increased boating use by motorized and non-motorized crafts, while also reducing impacts to salmon.

Willamette River/Central Reach Enhancement and Restoration

Strategy Summary

Updated 02-19-15

As part of the Central City 2035 West Quadrant work, the city developed a strategy for identifying riverbank and in-water enhancement and restoration opportunity areas. Below is a summary of the strategy and a map. Attachment 4 of the West Quadrant Plan (December 2015) provides a detailed explanation of the enhancement methodology and resulting targets.

The approach to improving the riverbank and in-water conditions for fish and wildlife Willamette River/Central Reach is to identify existing riverbank types where improvements could occur by 2035. There are two different strategies that can be used:

- 1) **Enhancement** – actions, such as removing invasive plants and planting natives, that improve existing habitat; enhancement typically doesn't require much engineering or permitting
- 2) **Restoration** – actions, such as laying back the bank, that improve existing habitat and expand the habitat area or return a function, like flooding, to the area; restoration typically requires more engineering and permitting than enhancement and limiting public access

Riverbank Enhancement

Staff identified existing riverbank conditions that would likely support native vegetation without significant engineering. In order to support vegetation banks would need to currently be vegetated or have a slope of less than 30%. In addition, some innovative approaches along the Tom McCall Waterfront Park seawall (5,644 linear feet long), such as floating habitat mats, could be installed.

Based on bank type, ownership (City of Portland, other public or private) and likelihood of redevelopment by 2035, the riverbank enhancement target is **12,600 linear feet (2.4 miles)**.

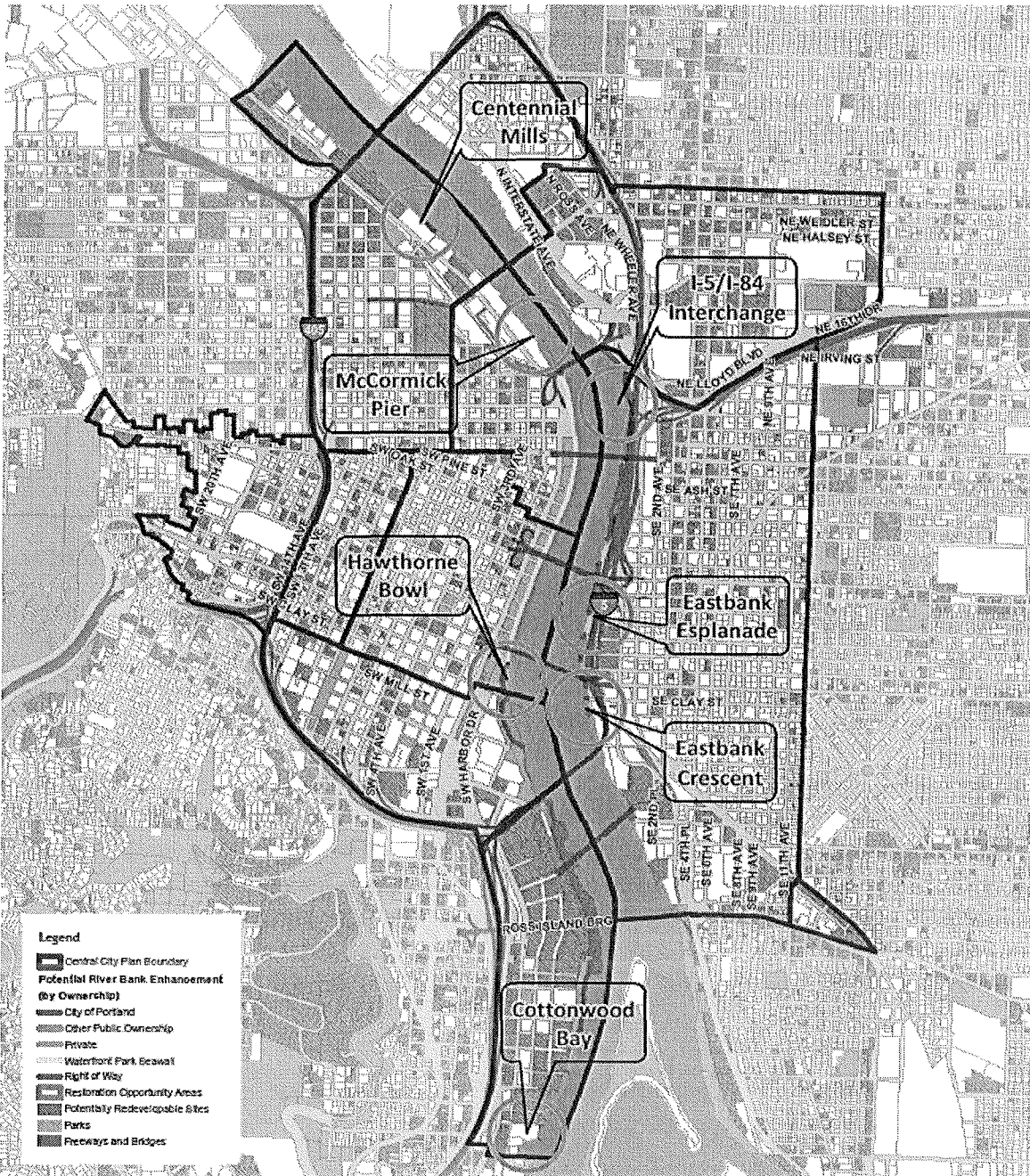
Riverbank and In-water Restoration

Restoring riverbanks and in-water habitat will be most successful where the existing conditions include relatively shallow water, which is critical factor for ESA-listed fish species. It would be very difficult to attempt to create a new shallow water areas without the river washing it away. There are seven (7) locations in the Central City with existing shallow water where restoration might occur:

- Centennial Mills
- McCormick Pier
- I-5/I-84 Interchange
- Eastbank Esplanade
- Hawthorne Bowl
- Eastbank Crescent
- Cottonwood Bay

There are other goals and priorities for each of these sites including boating, commerce, swimming, events, etc. For restoration to be successful, public access to the restoration area must be limited, thus uses within a site will be need to be split. In addition, no feasibility study has been completed to determine what restoration actions can occur or the cost to restore (note – some areas may require contamination clean-up prior to restoration). For all of these reasons, the riverbank restoration target is **at least five (5) shallow water areas** restored by 2035.

Willamette River/Central Reach Riverbank and In-water Enhancement and Restoration



February 11, 2015

City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is possible "in its". The City of Portland cannot accept any responsibility for errors, omissions or outdated accuracy.



Bureau of Planning and Sustainability
Innovative Collaboration. Practical Solutions
City of Portland Oregon
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February 4, 2015

(not voted on)

Recommended Draft West Quadrant Plan

Staff proposed minor environmental edits:

1. Page 48, add the riverbank enhancement target of 12,600 linear feet and specify that the tree targets that are still under development.
2. Page 49, add language "at least" 2-3 restoration sites for consistency with direction from Planning and Sustainability Commission.



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Portland Planning and Sustainability Commission

André Baugh, Chair

Katherine Schultz, Vice Chair

Karen Gray

Don Hanson

Mike Houck

Gary Oxman

Howard Shapiro, Vice Chair

Michelle Rudd

Chris Smith

Teresa St. Martin

Margaret Tallmadge

January 12, 2014

Mayor Charlie Hales and Portland City Council
Portland City Hall
1121 SW 4th Avenue
Portland, OR 97204

Subject: CC2035 West Quadrant Plan

Dear Mayor Hales and City Commissioners,

The Planning and Sustainability Commission strongly supports the West Quadrant Plan and the sustainable, vibrant, urban development vision it lays out for the Downtown, Old Town/Chinatown, Pearl, West End, Goose Hollow, South Downtown/University and South Waterfront districts. The West Quadrant Plan builds upon the previous successes of the Downtown and Central City plans and charts a course for the continued success of the Central City as the economic, cultural and civic heart of the city and region.

Building upon the high-level guidance provided by the adopted Central City 2035 Concept Plan, the West Quadrant Plan's district-specific policies and actions lay out a detailed roadmap for the long-term development and growth of the western half of the Central City. The plan also includes proposed Central City-wide goals, policies and actions that, together with the Concept Plan and the other two quadrant plans, will be integrated into the final CC2035 Plan.

Among the West Quadrant Plan's key ideas that the Commission supports:

- **Healthy and vibrant 21st century urban riverfront:** Bring more people and activity to the riverfront while improving habitat and river health
- **Green Loop:** Create a signature 10-mile walking and biking parkway that connects open space, public attractions and employment centers
- **Mixed-use quadrant:** Build on the distinctive qualities of the quadrant's unique districts while allowing a broader mix of uses and accommodating new diverse development, residents and businesses
- **Low carbon Central City:** Respond to climate change with a new generation of innovative buildings, green infrastructure and energy systems

At a September 9, 2014 public hearing, the commission received a range of testimony both supportive and critical of the West Quadrant Plan. The testimony and subsequent commission deliberations centered around four main issues:



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Housing Diversity and Affordability. The Central City offers a uniquely broad array of housing types and plays a critical role in providing affordable housing close to services, jobs and amenities. The commission worked with staff to refine the plan's housing policies and actions to continue to support and encourage housing opportunities affordable to a broad range of households, prioritizing public investments in housing for those households in the 0-50% MFI bracket. At the request of the commission, a Central City-wide affordable housing target was incorporated into the plan, stating that in 2035, 30% of all Central City housing units should be affordable to households in the 0-80% median family income bracket. The Commission supports developing zoning code tools to allow height increases through bonuses to help achieve other public benefits including affordable housing.

Environment and the Willamette River. The Commission thought that the initial Proposed Draft did not sufficiently address issues related to environmental health and the Willamette River, specifically related to river flooding, metrics and impacts on Ross Island. The commission worked with City staff to substantially strengthen the plan's policy language and add action items to address flooding and consider impacts related to climate change. Staff provided the Commission with information about Ross Island-related issues and some strategies that could address them. Staff also clarified the approach to setting targets for tree canopy and river bank enhancement. Staff will continue to work on strategies, approaches and targets through completion of the CC2035 Plan.

Maximum Building Height. The Commission heard considerable testimony about appropriate maximum building heights, particularly in the West End, Old Town/Chinatown and at the Morrison and Hawthorne bridgeheads. Although the plan does not recommend any changes to maximum building heights in the West End, commissioners received much testimony requesting that maximum building heights there be reduced to 100 feet. The Commission believes that the existing allowable heights in the area are appropriate for this highly urban, transit-rich, mixed-use residential area. While heights in a part of the Old Town/Chinatown neighborhood are proposed to be reduced, the proposal to allow taller buildings through transfers from historic buildings in a three block area of the New Chinatown/Japantown historic district was controversial. The Commission recommends making this provision effective only after an update of the historic district's national register nomination and the creation of new historic design guidelines, to help ensure that new development is compatible with the district's unique character. In addition, the Commission expressed concerns about wind impacts on the pedestrian environment and shading on adjacent parks and open spaces and requested that mitigation measures be addressed through Zoning Code language.

Historic Preservation. The Commission received a good deal of testimony on the important role that historic resources play in shaping the quadrant's urban character and telling its social and cultural history. The plan proposes a number of actions that would help document and protect historic resources, including updates to historic inventories and historic design guidelines and new zoning tools such as expanded opportunities to transfer of development rights from historic structures.

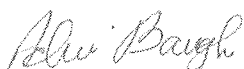


Redevelopment on Surface Parking Lots in the Skidmore/Old Town Historic District. The Commission heard from several stakeholders about the need to find new ways to stimulate redevelopment on surface lots in Portland's oldest neighborhood. The plan includes an action item to develop a strategy to achieve this goal, and the Commission supports further efforts in this area.

At a public meeting held on December 9, 2014, the Planning and Sustainability Commission voted unanimously to recommend that the City Council adopt the Resolution that adopts the West Quadrant Plan as non-binding City policy (pending completion of final Central City 2035 Plan package).

Thank you for the opportunity to participate in the review of this plan and for considering our recommendations.

Sincerely,



Andre Baugh, Chair
Portland Planning and Sustainability Commission

Cc: Members of the Planning and Sustainability Commission



IMPACT STATEMENT

Legislation title: Adopt the West Quadrant Plan as direction for updating the Central City Plan (Resolution)
Contact name: Karl Lisle, Project Manager, Bureau of Planning and Sustainability
Contact phone: 503-823-4286
Presenter name: Karl Lisle with Joe Zehnder, Chief Planner

Purpose of proposed legislation and background information:

This Resolution adopts the Central City West Quadrant Plan as non-binding city policy and directs the Bureau of Planning and Sustainability to integrate the recommendations of the CC2035 Concept Plan, the N/NE Quadrant Plan, the West Quadrant Plan, and the SE Quadrant Plan into a final CC2035 Plan. This final plan will include integrated policies and a comprehensive set of zoning code amendments and is anticipated to begin the legislative adoption process at the Planning and Sustainability Commission in 2016.

Adoption of the West Quadrant Plan is an important milestone in the multi-year effort to update the 1988 Central City Plan and builds on the Council's 2012 adoption of both the CC2035 Concept Plan and the N/NE Quadrant Plan. The final combined Central City 2035 Plan is anticipated to be the first major post-acknowledgement amendment to the City's new Comprehensive Plan. When fully integrated, the policies in the CC2035 Plan will replace those in the 1972 Downtown Plan and those in the 1988 Central City Plan.

Financial and budgetary impacts:

The West Quadrant Plan will be adopted by Resolution and thus does not formally commit the City to specific revenues or expenditures. However, many actions in the plan lead toward implementing measures that are binding (e.g. zone changes and amended Comprehensive Plan policies). The revenue impacts of plan implementation actions will be addressed when they are proposed to City Council through the annual budget process or through future implementing ordinances.

The West Quadrant Plan is a blueprint for the continued success of the western half of Portland's Central City over the next 20 years. It envisions major private investment in new development and accommodates significant housing and job growth. This development activity will result in more people living and working in the Central City, increasing demand for public and private services as well as increasing property values and property tax revenues.

Community impacts and community involvement:

The West Quadrant Plan was developed through a two-year community process that included extensive outreach and public involvement. A 33-member stakeholder advisory committee met 16 times to guide the development of the draft plan. Two open houses, several workshops/charrettes and many meetings with stakeholder groups and individuals were held over the time period. A technical advisory committee with representatives from 17 city bureaus and

partner agencies also met quarterly during the development of the plan to monitor progress and provide feedback. Staff maintained an extensive website and email list throughout the project. A detailed summary of these public involvement efforts is included in the Recommended Draft as Appendix D.

The Planning and Sustainability Commission discussed this plan on four separate occasions over the past six months: one briefing, one public hearing and two work sessions. They considered many aspects of the plan and in the end recommended a number of amendments, mostly to the housing and environmental policies. Their support is expressed in the attached transmittal letter from Chair Andre Baugh.

Most aspects of the recommended draft enjoy broad community support. The plan places significant emphasis on livability and high-performance mixed-use development as well as reiterating the need to improve the urban riverfront.

The bulk of the controversy during the process has focused on maximum building heights. There are two types of opposition: 1. those who would like existing height limits reduced, and 2. those who oppose a proposed height increase.

1. **Those who would like existing height limits reduced:** Council is likely to hear significant testimony on the subject, primarily from individuals who would like to significantly reduce existing building heights in various parts of the Central City including the West End and Goose Hollow. In general, height limits are not being changed in these areas. Staff, and the Planning and Sustainability Commission understand the concerns but do not support reducing height limits in these areas, preferring instead to mitigate concerns through stronger historic preservation and design review tools. Several explanatory documents are available on the subject of how and why height is regulated in the Central City. Several members of the project stakeholder advisory committee authored minority reports on the subject as well. These can be made available upon request.
2. **Those who oppose a proposed height increase.** The plan proposes to increase maximum height limits in several areas, most notably along the South Transit Mall near Portland State University, in the southern part of the Pearl District, at the Pearl Riverfront and on the parcels immediately surrounding the Hawthorne and Morrison Bridgeheads. Finally, the plan includes a recommendation to study tools to encourage preservation activities and new development including a height increase on three blocks in New Chinatown/Japantown. These proposals have been controversial throughout the process, but in the end staff and the Planning and Sustainability Commission recommend proceeding with the recommendations included in the plan.

As you know, Council action adopting the West Quadrant Plan now will not immediately change existing maximum height limits, but rather direct the Bureau of Planning and Sustainability to develop an integrated plan with implementing tools. This includes developing the mechanisms for how additional height (and FAR) could be achieved. This is an interesting opportunity to leverage increases for public benefits. The Planning and Sustainability Commission and City

Council will have the opportunity to review the resulting proposal as part of the final CC2035 Plan before any changes are implemented.

Concerns about the environmental sections of the proposed draft were raised in a stakeholder advisory committee minority report and shared by the Planning and Sustainability Commission. Staff believes the majority of these concerns have been resolved with the changes made to those sections in the recommended draft plan under consideration by the City Council.

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