



# CENTRAL EASTSIDE INDUSTRIAL COUNCIL

P.O. Box 14251, Portland, OR 97293-0251

Ph: 503-768-4299 – Fax: 503-768-4294

Email: [ceic@ceic.cc](mailto:ceic@ceic.cc) – Web: [www.ceic.cc](http://www.ceic.cc)

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## CENTRAL EASTSIDE INDUSTRIAL COUNCIL RECOMMENDATIONS SOUTHEAST QUADRANT PLAN, PROPOSED DRAFT/APRIL 2015

Creation, intensification, and promotion of a production district is a challenging task especially when the district is located at the very center of a dynamic region and composed of a complex pattern of land use subareas (CEID is the most complex horizontal stratification of land uses in Portland). The public purpose of the district is the creation of personal and community wealth. All other land uses depend on industrial production as the resource that drives the economy and housing market.

The Southeast Quadrant Draft Plan recognizes this mission and is very well done. We offer additional observations and recommendations to further improve the plan.

### **MODIFY THE PROPOSED DRAFT EMPLOYMENT OVERLAY SUBAREA (EOS)**

The existing Employment Opportunity Subarea (EOS) overlay has been a successful adaptation to allow industrial office uses in the district that are compatible with more traditional industrial uses. The draft plan calls for a significant expansion of the EOS through much of the district. It is acceptable to allow opportunities for industrial office expansion. However the EOS, as PROPOSED in the draft, allows a large amount of retail and traditional office use – a combined use up to 10,000 square feet per site. This expansion of retail and traditional office use through many industrial areas of the district puts increasing pressure on industrial users, increases demand for customer parking, reduces the available area that could be used for industrial office and increases the lease market. These factors cause many industrial uses to find that they cannot afford to operate in the district. The current IG1 zoning allows up to 3,000 square feet of retail or traditional office. There is no shortage of land for traditional commercial office or retail space in Portland. Other Central City districts provide these opportunities. Increasing retail and traditional office in the IG1 will directly compete with CEID's own commercial corridors. What is unique about the Central Eastside is the dynamic blend of uses that complement each other.

- ACTION:** 1) Modify the current EOS to limit Retail and Traditional Office between 3,000-5,000sf combined, with proportional increases for sites (land area) over 40,000 square feet<sup>1</sup>.  
2) Remove the Traditional Office and Retail conditional use exceptions completely to align with Metro's Title 4 goals and the State's Transportation Rules.  
3) Retain all Industrial Office allowances and conditional increases in the current EOS and provide allowances for industrial headquarter use.  
4) Apply the MODIFIED EOS to ALL IG1 properties in the CEID but ONLY IF THE PROPOSED DRAFT EOS IS MODIFIED.

*Alternate Action: If this approach creates entitlement issues: Approve the SE Quadrant Plans PROPOSED modifications to existing EOS and limit expansion to areas north of OMSI and west of 3<sup>rd</sup>. For ALL remaining IG1 properties add provisions that give the owner the option of either keeping the current IG1 –*

<sup>1</sup>Also considered by the board is to modify the current EOS to limit Retail and Traditional Office (combined area) to 12.5% of the building or site (whichever is greater); but no less than 3,000 sf combined area per site.

*or- apply a NEW overlay. The NEW overlay would include the items 1-4 suggested above for the MODIFIED EOS. Owners that apply the NEW overlay removes the Traditional Office and Retail conditional use exceptions completely - to align with Metro's Title 4 goals and the State's Transportation Rules.*

#### **CREATE A COMMERCIAL MARINE USE OVERLAY AND REDUCE EXd EXPANSION**

We support finding a way to allow commercial marine uses adjacent to the Willamette River. This would include river transportation, river-related and river-dependent commercial uses. The proposed designation of the land south of Caruthers Street and west of the viaduct as EX, no housing accomplishes this under current code. But it also allows the possibility of development such as big box retail or general commercial uses that would not have any relationship to the goals of activating the waterfront for commercial purposes or connecting with the Innovation Quadrant or any of the other professed goals for this area of the district. We might consider some EXd expansion (without housing and unlimited retail) possibly as south as Division Place and west of the viaduct to support lands directly adjacent to the transit station. However additional EXd expansion south Division Place is unnecessary and could harm the adjacent industrial uses. In addition we would support a marine commercial overlay. An overlay has the advantage of retaining industrial zoning in conjunction with Metro Title 4 goals. The overlay would retain the current or proposed zoning but would also include language to support water use activities including businesses such as the Portland Spirit. We would also consider expanded retail and office uses along the water edge in support of the Willamette River policy for promoting active river recreation.

**ACTION:** In conjunction with removing the expanded EXd Zoning (or reducing expansion to North of Division Place west of the viaduct), add a Commercial Marine Use overlay zone or other type of zoning modifications for properties adjacent to the Willamette River including properties from Ross Island Bridge to the ODOT blocks south of the Morrison Bridge to allow for river-related and river-dependent commercial uses.

#### **MORRISON BRIDGE RAMPS and MAINTAINING FREIGHT ROUTES**

The west side ramps of the Morrison Bridge are essential for maintaining freight routes to major arterials.

**ACTION:** Add a new implementation: Maintain and improve movement/efficiency of freight through, into and out of the CEID: including access to major arterials via bridges and ramps, specifically the ramps on both sides of the Morrison and Ross Island Bridges.

#### **GREEN LOOP NEEDS TO INCORPORATE THE UNIQUENESS OF THE DISTRICT**

We support safer bicycle transportation to and through the district and would like to encourage pedestrian access and environment; especially in areas zoned EXd and center on the Grand Avenue National Historic District. A green loop that goes through the middle of the district in industrial zoned land is not appropriate and will be conflict ridden. A solution may be to modify or split the key objectives of the loop to more than one street thus reducing the impact to any one alignment. For example the green loop objectives to expand open space, increase pedestrian pathways, support businesses, provide proximity to retail, commercial and residential services would fit best on the MLK/Grand corridor. Under this option, the current bicycle alignment on 7<sup>th</sup> would be maintained as a major north-south bike route, keeping in mind that 7<sup>th</sup> is also a major freight street.

**ACTION:** The current description of the green loop needs to be modified to allow more flexibility regarding location, configuration and the possibility that there will not be a green loop combining pedestrian and bicycle infrastructure on one alignment.

#### **TRANSPORTATION NEEDS FURTHER STUDY**

The concept of blending multimodal uses in the district is appropriate. However there are many locations where modes should not overlap with freight routes. In some case the overlap create safety and liability issues with loading and unloading of freight. The plan appears to ignore the importance of freight and instead places priority for active transportation over freight (as noted on page III-3 item 4). Suggestions were submitted during the SAC process (but were not incorporated) for additional priority freight routes. The result of the current draft creates conflict and risk and will force businesses to consider moving out of the district, disrupting the flow of goods to and through the center of the region.

**ACTION:** The transportation maps for freight and bike are incomplete. Freight should be a priority and the maps should remain preliminary to allow the city and stakeholders more time for analysis. Change page III-3 item 4 to: "Provide safe and easily identifiable routes that accommodate and promote active transportation options but prioritize local freight service"

A key element of freight use is loading and unloading at the delivery sites. This plan does not adequately address the problems that industrial users are facing as more activity on the street system limits their ability to load and unload.

**ACTION:** Create standards that address safe multimodal use while facilitating efficient loading and unloading in the Central Eastside.

#### **RIGHT TO WORK POLICY**

The plans RC12 describes the need to adopt an industrial Disclosure Statement to limit impact and complaints from residential and other uses that are developed adjacent to industrial uses and industrial businesses. However, this is not sufficient protection for industrial businesses that will be impacted by the additional 1,900 housing units proposed for completion by 2016.

**ACTION:** Similar to the State's "Right to Farm" mandate, there should be a district-wide policy that protects industrial businesses from any complaint issued due to noise, smell, loading/unloading and or any activity that is typically part of an industrial district.

#### **SHARED PARKING**

The current zoning code does not allow shared parking on private lots for uses not permitted by the site's zoning. The plan suggests updating code to allow exceptions for shared parking (action item T1). An exceptions process would be implemented and monitored by the CEIC Transportation and Parking Advisory Committee – a TMA in association with the CEIC and PBOT staff.

**ACTION:** A solution is needed now and the city should adopt an exception process prior to execution of the comprehensive plan.

