

Residential and Open Space Zoning Map

EARLY IMPLEMENTATION OF THE 2035 COMPREHENSIVE PLAN

PROPOSED DRAFT - MARCH 2016



Planning and Sustainability Commission
Public Hearing April 12, 2016



Discussion Draft



Proposed Draft



Recommended Draft



Adopted Plan

March 2016

www.portlandoregon.gov/bps/residentialzoning



Bureau of Planning and Sustainability

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Charlie Hales, Mayor • Susan Anderson, Director



How to Testify

You are invited to testify on the Residential and Open Space Zoning Map Update at a Planning and Sustainability Commission (PSC) Hearing on:

Tuesday, April 12th at 12:30

1900 SW 4th Avenue, Room 2500A, Portland, OR.

To confirm the PSC hearing date and time, check the PSC Calendar at www.portlandoregon.gov/bps/35452 one week prior to the scheduled hearing.

In addition, check the PSC Calendar for upcoming public hearings on the “Composite Zoning Map” (see note on facing page).

The PSC also invites testimony on this proposal in writing through April 12th in these ways:

- **By email:** psc@portlandoregon.gov
- **By US mail:** Planning and Sustainability Commission
City of Portland Bureau of Planning and Sustainability
1900 SW 4th Ave, Suite 7100, Portland, OR 97201
- **Through the Map App:** <https://www.portlandmaps.com/bps/mapapp/>

Questions? Call the Comprehensive Plan Helpline: **503-823-0195**

The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, please call 503-823-7700, the City’s TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

A note about process

The Planning and Sustainability Commission (PSC) has two decision points in the review of the Residential and Open Space Zoning Map Update:

1. The PSC will take testimony on the proposals described in this report at a public hearing on **April 12, 2016**. The PSC will hold a work session on **April 26, 2016** to review testimony received to date and make an initial recommendation on the Residential and Open Space Zoning Map proposals (*decision point #1*).
2. The PSC will continue the public hearing to a later date (to be announced) to allow the different layers of the Zoning Map Update (Employment, Campus Institution, Mixed Use, and Residential and Open Space) to be combined into a single map (the “Composite Zoning Map”) and considered as a whole. The PSC will invite any additional testimony and make a recommendation to the City Council about the consolidated map (*decision point #2*).

While the record for the Residential and Open Space Zoning Map Update will remain open past April 12, you are encouraged to provide testimony to the PSC before the April 12 public hearing to inform the PSC’s initial review and recommendations.

Please consult the PSC calendar at www.portlandoregon.gov/bps/35452 for upcoming date(s) to provide additional testimony on the “Composite Zoning Map.”

Acknowledgements

This report was written by District Planning staff from the City of Portland Bureau of Planning and Sustainability.

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1. Introduction

This project is one of eight efforts underway that will help implement Portland's new Comprehensive Plan. These "Early Implementation" projects are the final stage of the state-required periodic review of Portland's Comprehensive Plan.

Project Summary

The Residential and Open Space Zoning Map Update is one of several projects to implement the 2035 *Comprehensive Plan*. Employment, Campus Institutional and Mixed Use zoning proposals are each addressed in separate reports that include proposed changes to the Zoning Map and Zoning Code. Each is being considered through its own public process and timeline. The remaining Zoning Map changes (Residential and Open Space) are addressed in this report.

Following Planning and Sustainability Commission (PSC) public hearings on the Employment, Campus Institutional and Mixed Use projects, the PSC will make recommendations to City Council about proposed Zoning Code changes for each project. However, before making a formal recommendation to City Council about proposed Zoning *Map* changes, the PSC will wait until all proposed Zoning Map changes -- including residential and open space changes -- are consolidated into a single composite Zoning Map Update. This will enable the public and PSC to consider the proposed Zoning Map *in its entirety*, rather than in a piecemeal way.

What's in this report?

This report consists of six sections:

- **Section 1** introduces the project.
- **Section 2** describes how proposed Zoning Map changes relate to the Recommended Comprehensive Plan.
- **Section 3** summarizes public and stakeholder involvement activities that have helped inform this Zoning Map update.
- **Section 4** describes proposed Zoning Map proposals.
 - a. Residential and Open Space Zoning Map changes that correspond with Recommended 2035 Comprehensive Plan Map designations*
 - b. Residential Zoning Map changes that address various situations, such as nonconforming density or split zones*
 - c. Residential Zoning Map changes that reduce residential density to ease David Douglas School District's overcrowding*
 - d. Residential Zoning Map changes that conform with Comprehensive Plan Map designations established in 1980*
- **Section 5** includes maps and appendices.

2. Relationship to the Comprehensive Plan

What is the difference between Comprehensive Plan map designations and zoning?

The Comprehensive Plan Map depicts a long-term vision of how and where the city will grow and change over the next 20 years to accommodate anticipated population and job growth. In contrast, the Zoning Map tells us how land can be used and what can be built on any given property *today*.

Zones are more specific than the Comprehensive Plan designations and come with a set of rules that clarify what uses are allowed (e.g., residences, businesses, manufacturing), and how buildings may be developed or changed (e.g., maximum heights and required setbacks from property lines).

In Portland, all properties have both Comprehensive Plan and Zoning designations. Usually these designations match.

Zoning to meet long range goals

The 2035 Comprehensive Plan update includes changes to the Comprehensive Plan Map to carry out plan goals and policies related to residential development, employment, mixed use and open space. The plan expands opportunities for more households to have access to "complete neighborhoods" -- neighborhoods with a wide range of housing types and prices, where residents have safe and convenient access to the goods and services needed in daily life. This approach is key to having a healthier, more prosperous and equitable city in the future.

The goals and policies in the Recommended Draft Comprehensive Plan most relevant to proposed residential Zoning Map changes include Chapter 3, Urban Form; Chapter 4, Design and Development; Chapter 5, Housing; Chapter 6, Economic Development; Chapter 7, Environment and Watershed Health; and Chapter 8, Public Facilities and Services.

3. Prior public and stakeholder involvement

What have we heard leading up to this project?

The public has been involved extensively in several phases of map development leading up to the Comprehensive Plan Map that the Planning and Sustainability (PSC) voted on in June 2015 and that the Portland City Council is now considering.

In 2014 and 2015, the Planning and Sustainability Commission received over 4,000 pieces of testimony on the Proposed Draft Comprehensive Plan (inclusive of testimony on goals, policies, maps and significant projects). Key themes raised in testimony that relate to the Comprehensive Plan and Zoning Map include:

- Support for policies to help ensure that housing remains affordable for low-income residents and prevent displacement in all of Portland's neighborhoods.
- Concerns about and/or support for down-designations to promote public health and safety in areas with natural hazard risks and/or service and infrastructure gaps.
- Support for equitable investments in transportation and infrastructure. Many commenters also highlighted the need for infrastructure to adequately support areas that are currently underserved and for areas where significant growth is anticipated.
- Recommendations, observations and concerns regarding the character of residential neighborhoods, including desire to address large homes, demolitions, the design and scale of infill developments and tree preservation.

Testimony to the PSC related to specific proposed or requested Comprehensive Plan mapping changes is summarized in a series of staff reports prepared for the Planning and Sustainability Commission in January through June 2015 (see Appendix D for an index of PSC staff reports and topics related to the Comprehensive Plan Map).

After the release of the Comprehensive Plan Recommended Draft, over two thousand pieces of testimony were submitted to City Council. Nearly a third of those comments pertained directly to land use designations and zoning, while additional comments addressed such topics as design and development standards, and citywide housing issues.

Public involvement activities related to mapping

Updates of the Comprehensive Plan Map and associated Zoning Map have been informed by testimony, community conversations and coordination with City service bureaus. Key public involvement activities related to mapping include:

- **Information gathering (2012):** Bureau of Planning and Sustainability (BPS) staff provided information about the Comprehensive Plan Update process and content and solicited feedback from neighborhoods and interest-based organizations, reaching over 2000 people.
- **Workshops to raise awareness and gather community input (2013):** BPS staff provided information about and collected public feedback on Working Draft Parts 1 and 2 and Growth Scenarios. Outreach focused on groups not reached by earlier outreach activities. Staff also made 65 presentations to various neighborhood associations and community groups and tabled at street fairs and other events.
- **District Mapping Conversations (2013):** District Liaisons led ten interactive workshops targeted to each District Coalition's concerns, followed by discussion and mapping exercises.
- **Outreach directed towards under-represented populations (2013):** Understanding gaps in earlier outreach, staff directed outreach to youth, communities of color, tenants and low income residents.
- **Map App release (2013):** This interactive communication and engagement tool was released to share proposals, accept public comments, and allow members of the public to hold electronic "conversations" about proposals. Information about the Working Draft was shared at 51 community meetings, 33 demonstrations/training events on the Map App, and three District Mapping Conversations that also focused on area-specific issues.
- **Integration of public feedback (2013-2014):** Staff continued to review feedback received from individuals and groups, conduct further analysis, weigh competing comments and incorporate changes to produce the Proposed Draft Comprehensive Plan (July 2014) for public and Planning and Sustainability Commission review and discussion.
- **Continued information sharing (2014-present):** District Liaisons and other BPS staff continue to present information about process and plan content at numerous community meetings. Staff continue to share the PSC's Recommended Draft, provide guidance about how to effectively provide testimony to City Council, and present information about participating in early implementation projects including Zoning Code and Zoning Map updates.
- **Feedback on the Residential and Open Space Zoning Map Discussion Draft (November 2015-present):** Staff received thirty-four comments on the Discussion Draft by email and through the Map App, eighteen of which were related to the Zoning Review Areas discussed in Section 4d of this report. Most of the other comments related to testimony that was also given to City Council in relation to the Comprehensive Plan map, either to recommend that a favored Comprehensive Plan designation be implemented with consistent zoning, or that a designation *not* be implemented in zoning. One comment related to a request for zoning to match the pre-existing Comprehensive Plan designation in an area that had not been

labeled as a Zoning Review Area, since staff analysis had shown limited access to services or infrastructure.

- **Zoning Review Area meetings (October-December 2015):** Staff attended fourteen neighborhood association meetings to present information related to Zoning Review Areas, answer questions and to collect feedback on the evaluation criteria while hearing other area-specific concerns. Staff also contacted additional neighborhood groups by email and phone. Community comments are briefly summarized for each Zoning Review Area description in Section 4d.

Inter-governmental coordination

In the course of developing the proposed Comprehensive Plan Map and draft Residential and Open Space Zoning Map Update, BPS staff has consulted with City of Portland bureau and agency staff from:

- Development Services
- Transportation
- Environmental Services
- Water
- Parks and Recreation
- Fire and Rescue
- Housing
- Emergency Management
- Management and Finance
- Office of Equity and Human Rights
- Portland Development Commission

BPS staff has also consulted with staff from Portland Public Schools, David Douglas School District and Parkrose School District (the three districts with facilities entirely within the city of Portland) to understand how growth forecasts affect enrollment trends and school capacity.

Because David Douglas School District (DDSD) is experiencing serious overcrowding district-wide, BPS staff has worked closely with the DDSD Superintendent, staff, board members and their facilities planning consultant to develop a proposal for Zoning Map changes designed to help alleviate pressures on school capacity throughout the district. These proposed changes are discussed in Section 4c of this report.

4. Proposed Zoning Map changes

Introduction

Residential and Open Space Zoning Map changes are proposed to:

- a. Correspond with Recommended 2035 Comprehensive Plan Map changes now being considered by the Portland City Council, or
- b. Address various situations, such as nonconforming density or split zones, or
- c. Reduce residential density to ease David Douglas School District's overcrowding, or
- d. Match Comprehensive Plan designations established in 1980.

Each of these groups are described in more detail in the following pages.

Please note that this Residential and Open Space Zoning Map proposal is based on the 2035 Comprehensive Plan recommended by the Planning and Sustainability Commission in August 2015 and forwarded to the Portland City Council.

As of the writing of this report, the Portland City Council is considering potential amendments to the Recommended Draft, following receipt of over two thousand pieces of testimony.

Any amendments that the City Council adopts in spring 2016 may affect the Zoning Map proposals described in this report.

4a. Zoning Map proposals that correspond with Comprehensive Plan Map designations now being considered by the Portland City Council

All of the proposed Open Space, and most of the Residential Zoning Map changes, fall into this category. The following table, Table 1, summarizes the location, reason for and type of change. Additional background information about proposed changes can be found in staff reports prepared for the Planning and Sustainability Commission's Comprehensive Plan work sessions (January through June 2015). See Appendix D for links to staff report dates and topics.

This category of proposals is relatively unchanged from the *Discussion Draft*, with the exception of additional split-zone corrections.

Table 1: Zoning Map Proposals that correspond with Recommended 2035 Comprehensive Plan designations

General location	Reason for proposed changes	Type of Zoning Map changes	Affected acres
Dispersed sites citywide	<p>The Open Space zone is proposed for planned parks or open space use on properties owned by the City of Portland and Metro.</p> <ul style="list-style-type: none"> • See PSC March 24, 2015 staff report: <i>Open Space Designations</i> (pp. 1-3) 	Various zones changing to Open Space	1744.5
Primarily Southwest hills and near Powell Butte. Also, small areas in Sellwood-Moreland, Reed, and Linnton.	<p>Proposed Comprehensive Plan and zoning designations would reduce potential risks to public health and safety in areas at risk of natural hazards (e.g., landslide, wildfire, earthquake, flooding) and/or have drainage problems due to steep slopes, soil conditions, high groundwater, seeps and springs, or stream channels.</p> <p>Most of these areas also have limited stormwater management and drinking water capacity, or lack good quality streets and/or sidewalk connections. Proposed changes would limit the number of new homes that can be built in locations that may be hazardous, difficult or costly to provide with public services. Existing buildings would not be affected.</p> <ul style="list-style-type: none"> • See PSC March 10, 2015 staff report: <i>Residential Densities</i> (pp. 5-10 and i-iii) 	Decreases in residential density	659.6
Dispersed areas of Southeast, East, and North Portland	<p>Proposed zone would reduce allowable residential density where the existing development pattern is predominantly lower than what the Comprehensive Plan designation currently allows. Areas proposed for change are relatively distant from centers and corridors.</p> <ul style="list-style-type: none"> • See PSC March 10, 2015 staff report: <i>Residential Densities</i> (pp. 16-21 and v-vi) 	Decreases in residential density	649.6
Powellhurst-Gilbert and Centennial	<p>Proposed zone would reduce allowable residential density in areas outside of centers and corridors, where public services and amenities are limited and where the existing development pattern is relatively established.</p> <p>The City will continue to pursue infrastructure improvements in these areas where they are lacking, including but not limited to new school construction, parks, safe routes to schools, and other pedestrian improvements.</p> <ul style="list-style-type: none"> • See PSC March 10, 2015 staff report: <i>Residential Densities</i> (pp. 11-15 and iv-v) 	Decreases in residential density	210.1

General location	Reason for proposed changes	Type of Zoning Map changes	Affected acres
Eliot Conservation District (Northeast Portland)	<p>Proposed zone would preserve the historic character of the Eliot Conservation District.</p> <p>The change is intended to alleviate pressure on the existing housing stock, and instead focus multi-dwelling development at higher densities along the bordering corridors (Vancouver/Williams and MLK).</p> <ul style="list-style-type: none"> • See PSC March 10, 2015 staff report: Residential Densities (pp. 22-25 and vi-vii) 	Decreases in residential density	61.4
Primarily Southeast Portland, and dispersed locations in East and North Portland	<p>Proposed zone will better match surrounding zoning and/or acknowledge what is built on the site.</p> <ul style="list-style-type: none"> • See PSC May 12, 2015 Final Consent Lists. "Proposed Map Changes" (pp. 4, 5) 	Decreases in residential density and a change from commercial to residential zoning	54.8
Sellwood-Moreland only (Southeast)	<p>Proposed zone would reduce allowable residential density since the planned Orange Line light rail station at Harold Street, which was the reason for the higher density zoning, won't be built within next 20 years.</p> <ul style="list-style-type: none"> • See PSC March 10, 2015 staff report: Residential Densities (pp. 29-32 and vii) 	Decreases in residential density	17.5
Dispersed locations citywide	<p>Proposed zone would correct a situation in which a site is covered by more than one zone and more than one Comprehensive Plan designation.</p> <ul style="list-style-type: none"> • See PSC April 14, 2015 Consent List: Map Changes (pg. 3, 6) and May 12, 2015 Consent Lists (pp. 13-21) 	Changes from multiple zones on a site to a single zone	13.7
Primarily Inner Southeast, and near centers and corridors in North Portland and Southwest Portland	<p>Proposed zoning will provide more housing capacity adjacent to centers and corridors to reflect availability of transit, service and amenities. Proposed changes would also promote greater uniformity in scale and intensity of development within these areas.</p> <ul style="list-style-type: none"> • See PSC April 14, 2015 staff report: Residential Densities: Up-Designations (pp. 2-8) 	Increases in residential density	12.0

Table 1: Zoning Map Proposals that correspond with Recommended 2035 Comprehensive Plan designations

General location	Reason for proposed changes	Type of Zoning Map changes	Affected acres
Dispersed areas in neighborhoods east of the Willamette	Proposed zone will better match what is currently built on the site, where existing buildings exceed the residential density allowed by the existing zone. <ul style="list-style-type: none"> See PSC March 16, 2015 staff report: <i>Nonconforming Residential Densities and Use</i> (pp. 1-3) 	Increases in residential density and a correction from open space to residential	11.5
Southeast and North Portland	Proposed change from employment to residential zoning ensures that residences previously approved through a conditional use process won't be nonconforming. <ul style="list-style-type: none"> See PSC March 16, 2015 staff report: <i>Nonconforming Residential Densities and Uses</i> (pg. 1) and April 14, 2015: <i>Consent List: Map Changes</i> (pg. 4) 	Changes from employment zoning (EG1 and EG2) to residential zoning	11.4
Lombard Blvd in St. Johns, outside of the Town Center.	Proposed zone would reduce allowable residential density along this truck route, while recognizing existing development. Fewer new housing units will result in fewer residents exposed to noise, vibration, and air quality impacts of truck traffic that may negatively affect human health. <ul style="list-style-type: none"> See PSC March 10, 2015 staff report: <i>Residential Densities</i> (pp. 26-28 and vii) 	Decreases in residential density	8.3
Dispersed sites citywide	Proposed zone will ease the transition in scale between new infill and adjacent residential development. <ul style="list-style-type: none"> Not addressed in a PSC staff report, but corresponds with Policy 4.26 	Decreases in residential density and a change from commercial to residential zoning	6.5
Glenfair (East) and Maplewood (Southwest)	Increase in zoning potential is proposed because infrastructure improvements have occurred or are underway to support additional housing potential in this well-served location. <ul style="list-style-type: none"> See PSC March 10, 2015 staff report: <i>Residential Densities</i> (p. 9 and 41) 	Increases in residential density	5.6
Collins View (Southwest), Concordia (Northeast), and Montavilla (Southeast)	Proposed residential zone change is because the site is no longer being considered by an adjacent or nearby campus institution for future expansion. <ul style="list-style-type: none"> See PSC March 16, 2015 staff report: <i>Nonconforming Residential Densities and Uses</i> and May 12, 2015 <i>Consent Lists</i> 	Changes from IR (Institutional Residential) zoning to residential	2.3

4b. Zoning Map proposals that address various situations

On a few individual lots, or small clusters of lots (generally less than an acre combined), staff proposes Zoning Map changes that do not fit neatly into categories described elsewhere in this report. In some cases, the proposed changes address a combination of situations. Examples include:

- Fixing split zones
- Acknowledging nonconforming residential density
- Promoting a more consistent pattern of residential development, where infrastructure is in place

There are also a handful of situations in which staff proposes to retain current residential zoning, even though the Comprehensive Plan has been recommended to change. The most common situation is where a new Commercial/Mixed Use designation is shown on the Recommended Comprehensive Plan Map, and existing residential zoning is proposed to be retained because:

- Retention of existing housing stock overrides the need for additional commercial uses at this time, and
- Existing capacity for commercial or other development in the areas is sufficient to meet market demand for commercial development in the next several years.

4c. Zoning Map proposals that reduce residential density to ease David Douglas School District’s overcrowding

A small number of properties now zoned R1 or R2 within the David Douglas School District boundary are proposed for Zoning Map changes to help ease the district’s current overcrowding. Comprehensive Plan designations on these properties are proposed to be retained.

This approach signals that once the district’s current enrollment pressures are alleviated by new facilities and/or programmatic changes, the zoning can change (either through a legislative process or a property owner-initiated quasi-judicial process) to match the higher densities allowed by the Comprehensive Plan designations.

Properties currently zoned R1 are proposed to be changed to R2 (7.8 acres combined), and properties currently zoned R2 are proposed to be changed to R5 (22.2 acres combined). Approximately 76 properties are affected by this proposal, all located in the Mill Park and Hazelwood neighborhoods. Properties were selected for this Zoning Map change based on the following criteria:

- Not located within a neighborhood center or the Gateway Regional Center
- Currently vacant or developed with a single-dwelling structure
- Identified in the Buildable Lands Inventory as having capacity for 3 or more units

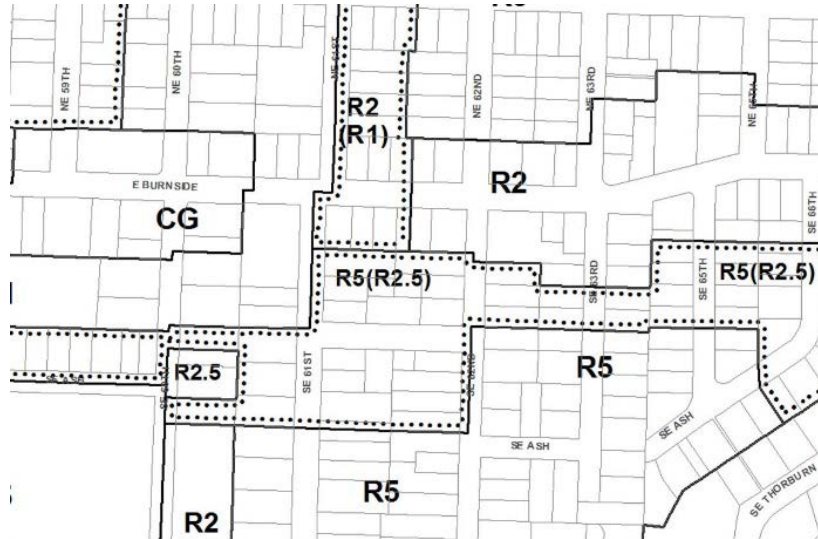
In conjunction with these proposed map changes, an amendment to the Zoning Code is proposed to add adequate school district capacity as an approval criterion for a base zone change (along with the adequacy of other public services such as sanitary sewer and water).

*This proposed amendment is included in the package of **Miscellaneous Zoning Amendments**, another Early Implementation project of the Comprehensive Plan update.*

4d. Zoning Map proposals that match 1980 Comprehensive Plan designations

Introduction

Since 1980, the Comprehensive Plan has included a small percentage (about 3.5%) of properties across the city where the existing Comprehensive Plan residential designations and zoning do not match. The City of Portland Official Zoning Map depicts such areas with a dotted line. Properties are labeled with the zoning designation, followed by the Comprehensive Plan designation in parentheses.



Dotted lines illustrate where the zoning differs from the Comprehensive Plan designation.

With a few exceptions, these areas are located in parts of the city where there hasn't been a Comprehensive Plan or Zoning Map update since 1980. However, conditions in these areas have changed through improved infrastructure, demographic and market factors, and increased desirability of living close to the Central City. More than half of the affected neighborhoods are in Inner Southeast Portland.

The *Discussion Draft Residential and Open Space Zoning Map Update* (November 2015) identified several small areas where it is appropriate to up-zone to match Comprehensive Plan designations established in 1980. Generally, these are areas that have access to services, infrastructure in place to support anticipated development, and a history of approved property owner-initiated Zone Map Amendments.

These areas have the potential to provide more diverse housing options near opportunity areas (i.e., locations with close and convenient access to transit, shops, services and amenities).

Each area was evaluated to determine its suitability and readiness for a Zoning Map change.

In this *Proposed Draft*, additional areas are also proposed to match the Comprehensive Plan designation because of the presence of multi-dwelling buildings that were built before the zoning was put in place. Refer to Appendix A for a list of affected properties and reasons for proposals.

Zoning Review Areas

In addition to the areas proposed for Zoning Map changes described above, the *Discussion Draft Residential and Open Space Zoning Map Update* identified a number of “Zoning Review Areas.” These are areas where staff determined that further analysis and community conversation was needed before presenting a recommendation about a Zoning Map change.

In reviewing these areas for suitability and readiness for zone changes, staff considered a number of factors including infrastructure constraints and conditions, actual built densities, recent market activity, demographics and policy direction in the 2035 Comprehensive Plan. Factors were considered on balance, such that minor infrastructure shortcomings might be outweighed by other location strengths, and vice versa.

Generally, residential zones in areas with relatively strong infrastructure investments and proximity to amenities and services are proposed to change to match the long-standing Comprehensive Plan designation. The majority of proposed changes are modest in scale, such as the difference between Residential 5,000 (R5), which mostly allows single-family home development, and Residential 2,500 (R2.5) which allows single-family home development as well as duplexes and row houses.

In areas farther from centers, with more limited infrastructure and/or with other constraints (such as steep slopes), staff has generally proposed to retain current zoning. In these areas, property owners would continue to be able to request an individual zone change through a land use review process, subject to meeting approval criteria in the Zoning Code.

Zoning Review Areas in which the residential zoning is proposed to change are described in Appendix B, listed alphabetically by neighborhood.

Summary notes from neighborhood discussions about potential zone changes can be found in Appendix G.

Evaluation Methodology

An initial set of criteria was developed to evaluate these potential zone changes. Evaluation criteria allowed for comparison of different areas to ensure that like situations were being analyzed in like ways. An initial high/medium/low score was assigned to each area; this initial score served as a basis for closer examination including field visits and additional analysis.

For each criterion below, a positive score indicated greater suitability for a zone change:

- Proximity to centers
- Lack of substandard streets, water system constraints, and other infrastructure barriers
- Transportation capacity
- Existing development that exceeds the allowable density in the current zone (typically a legacy of less restrictive zoning in the past)
- Lot sizes that are smaller than allowed in the current zone
- Underlying plats and/or alleys

- Properties that have zoning in place to match the Comprehensive Plan, approved through owner-initiated Land Use Reviews
- Existing development allowed through lot confirmations
- Low potential for displacement of tenants as a result of redevelopment

Following publication of the Discussion Draft in November 2015, staff contacted neighborhood associations in which Zoning Review Areas are located. Fourteen of these associations invited staff to attend meetings to present information, answer questions and hear feedback. Additional comments were accepted through email and the Map App. Through these meetings and follow-up feedback, residents suggested additional evaluation criteria, including:

- Historic neighborhood character
- Differences in infrastructure sufficiency within a neighborhood
- Timing of scheduled infrastructure improvements
- Availability of on-street parking
- Motor vehicle/bike/pedestrian road conflicts
- Access to transit and services as measured by actual walking distances (taking into account barriers)
- Steep slopes
- Impact on yards and gardens
- Air pollution
- Tree canopy
- Sustainability and resilience
- Availability of parks
- Neighborhood demographics
- Housing affordability and displacement
- History of under-served communities negatively affected by land use changes

Staff considered many of these factors while continuing to evaluate Zoning Review Areas for suitability and readiness for zone changes. For example, proposals for the areas north of the Mt. Tabor volcanic butte and the northeast corner of Eastmoreland were modified to consider steep slopes.

Affordability and Displacement

Many residents raised concerns that redevelopments spurred by a zone change may affect housing affordability and may result in possible displacement of tenants. The Recommended Draft 2035 Comprehensive Plan includes policies that require consideration of potential impacts of “plans...to identify potential disparate impacts on housing choice, access and affordability for protected classes and low-income households...” (Impact Analysis, Policy 5.11). Policy 5.14 (Gentrification/Displacement Risk) directs the City to “evaluate plans ... for the potential to increase housing costs for, or cause gentrification/displacement of communities of color, low- and moderate-income households, and renters...”

In general, housing affordability in Portland as a whole depends on increasing the housing supply to keep up with housing demand. As more households, often with more income, seek housing in Portland, the amount of rent or purchase price that owners can get for existing housing will increase. Zoning or other policies that reduce the potential for housing development inevitably increase housing affordability problems in general. These restrictions, coupled with high demand, reduce equitable access to these higher opportunity neighborhoods, which have good services, amenities and transit and job access.

On the other hand, new development can be associated with housing becoming more expensive in particular locations. The rents and prices for new development are higher than for existing units even if the new units increase supply overall. An influx of additional residents, often with more income, can increase the amount of commercial and other services in a neighborhood. In the short term, there can be greater demand for particular locations and more rapid housing costs increase for nearby existing housing. Lower income renters are particularly vulnerable to both the redevelopment of the older buildings in which they live and the increase in housing prices in redeveloping neighborhoods. These renters inequitably experience loss of housing stability and the ability to live in their current neighborhoods. Renters and lower income households also typically do not get to influence these redevelopment decisions.

Staff looked at the current percentage of renter-occupied homes¹ in each Zoning Review Area as one way to consider the degree to which a zone change may indirectly result in displacement of tenants, if properties were redeveloped. Zoning Review Area evaluation criteria were equally weighted and considered on balance. For areas that didn't score high on other factors (e.g., locational characteristics, infrastructure, etc.), a relatively high renter-occupancy rate generally tipped the scale towards recommending against a zone change at this time.

Zoning Review Area Recommendations

The following table lists staff's recommendations for all Zoning Review Areas. Recommendations are based on evaluation criteria addressed above. Areas are listed alphabetically by neighborhood. The tables include:

- Recommendations for zone changes to match the 1980 Comprehensive Plan: further detail about these areas (organized alphabetically by neighborhood) is included in Appendix B.
- Recommendations for no change: these areas are listed in Appendix C.

¹ Zoning Review Area occupancy data is estimated from Multnomah County property records, and is specific to the boundaries of the Zoning Review Areas. This data has been compared with citywide occupancy data from the 2012-2015 American Community Survey.

Table 2: Zoning Review Areas

Location of Zoning Review Area	Zone change recommended?
Ardenwald-Johnson Creek	No
Concordia near 22 nd & Lombard	No
Concordia, NE Killingsworth	Yes
Creston-Kenilworth, NE of SE Holgate & Chavez	Yes
Creston-Kenilworth, north of SE Gladstone, west of Chavez	No
Creston-Kenilworth, north of SE Gladstone, east of Chavez	No
Creston-Kenilworth, near Foster & Powell	Yes
East moreland near SE Moreland	No
East moreland near SE Woodstock & Chavez	No
Hosford-Abernathy, Division & SE 12 th	Yes
Hosford-Abernathy, SE 21 st and SE Powell	Yes
Madison South	No
Mt Tabor, E Burnside & 58 th -77 th , minus area on next line	Yes
Mt Tabor, E Burnside & 66 th -77 th , and west of SE Thorburn	No
Mt Tabor, SE 60 th & Stark	Yes
Mt Tabor, Division & 70 th -76 th	Yes
Mt Tabor, SE Division & 51 st -64 th	No
North Tabor, NE 58 th & 59 th	No
North Tabor, N of Glisan, 63 rd -68 th	Yes
North Tabor, N of Glisan, 60 th -65 th	Yes
North Tabor, S of Glisan, 61 st -65 th	Yes
Overlook	Yes
Piedmont	Yes
Portsmouth	No
Reed, b/w SE Schiller & Long, 36 th -38 th	Yes
Reed, Schiller to 28 th	No
Reed, west of Chavez, south of Schiller	No
Richmond/HAND, b/w Hawthorne & Powell	Yes
Richmond, along SE Chavez b/w Hawthorne & Division	Yes
Rose City Park (R1 and R2), S of NE Halsey	Yes
Rose City Park (RH), S of NE Halsey	Up to R1 only
Rose City Park, NE Halsey & 42 nd	Yes
Sellwood-Moreland, Lambert & SE 22 nd	Yes
Sunnyside/Mt Tabor, N of Belmont, 42 nd -53 rd	Yes
Sunnyside/Mt Tabor, SE Hawthorne, 45 th -52 nd	Yes
St Johns, N Fessenden/N Columbia	Yes
St Johns, N Allegheny & Fessenden	No
University Park	No
Woodstock, near SE Woodstock, 36 th -SE 60 th	Yes
Woodstock, N of Woodstock, Chavez-40 th	Yes
Woodstock, S of Holgate, E of Chavez	No
Woodstock, S of Holgate & 52 nd	No

5. Appendices and Maps

- A. Proposed Zoning Map changes to match 1980 Comprehensive Plan Designation, outside Zoning Review Areas
- B. Zoning Review Areas proposed for Zoning Map changes
- C. Zoning Review Areas with no proposed Zoning Map changes
- D. Index of Related PSC Staff Reports
- E. 2035 Comprehensive Plan Land Use Designations
- F. Proposed Residential Zone Definitions
- G. Summaries of Zoning Review Area Neighborhood meetings

Map 1. Proposed Draft Changes in Residential and Open Space Zoning

Map 2. Proposed Draft Residential and Open Space Zoning
(includes both proposed changes and existing zoning with no proposed changes)

Map 3. Downzone Areas in David Douglas School District

Appendix A: Proposed Zoning Map changes to match 1980 Comprehensive Plan Designation, outside Zoning Review Areas

Record ID	Location	Proposed Change	Area (Acres)	Reason for Proposal
1249	Far Southwest	R10 to R5	2	These sites have the infrastructure in place to support the R5 designation. There have also been zoning map amendments approved in the area further supporting the proposed change.
1213	Mt Tabor: SE Division & 64th	R5 to R1	1.1	Split zone within single designation on a site developed as an assisted living facility owned by Courtyard Assisted Members LLC.
1205	Mt Tabor: 60 th & Belmont	R5 to R2	5.9	Multiple sites developed with uses that exceed the existing R5 zones: an apartment building at 911 SE 60 th ; an assisted living facility, the Marquis Mt Tabor at 6040 SE Belmont; a dormitory owned by the Institute for International Christian Communication at 6012 SE Yamhill; a church affiliated with the Oregon Conference Adventist Churches at 1001 SE 60 th ; and a duplex at 6120-6122 SE Yamhill.
1208	Mt Tabor: 52 nd & Burnside	R2 to R1	0.5	Two sites that are developed with apartment and condominium buildings that meet the R1 density.
1204	North Tabor: NE 66 th & Glisan	R5 to R2	0.2	A four-plex that meets the R2 density.
1248	Northwest: NW Thurman	R10 to R5	3.7	These sites have the infrastructure in place to support the R5 designation. There have also been zoning map amendments approved in the area further supporting the proposed change.
1207	Reed: Tucker-Maxon School	R5 and R2.5 -> R2.5	0.7	Split zone within single designation
1202	South Tabor: SE 50 th & Woodward	R2 to R1	0.2	A triplex that meets the R1 density and a duplex.
1206	Sunnyside: SE Belmont & Chavez	R2 to R1	1	Split zone and nonconforming residential density sites, including a REACH Community Development owned apartment at 804 SE Cesar E Chavez and an apartment complex at 600-610 SE Cesar E Chavez.
1250	West Portland Park: SW Capitol near SW Dickinson	R7 to R2	2.6	These sites have the infrastructure in place to support the R2 designation and have no known hazards or constraints. They are within a block of a park and library and within a 1 to 2 blocks of transit service.

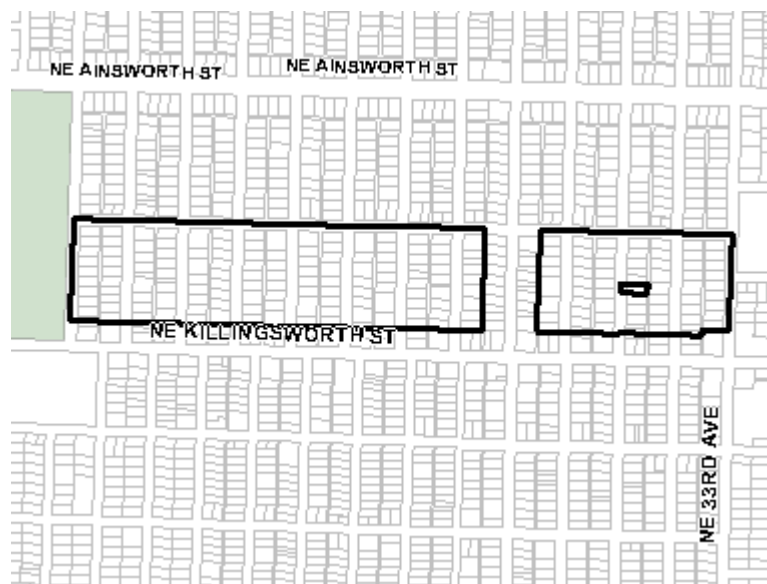
Appendix B: Zoning Review Areas proposed for Zoning Map changes

Concordia Neighborhood, North of NE Killingsworth between 22nd and 33rd

Comprehensive Plan Designation: Residential 2,500

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is located north of Killingsworth Street between 22nd and 33rd Ave. Most of the area designated R2.5 is situated within ½ mile of the Alberta Neighborhood Center. There are three bus lines serving the area: the #17 bus runs along 27th Avenue; the #70 runs along 33rd Avenue, and the #72 runs along Alberta Street to 30th Avenue to Killingsworth Street. Line 72 is a frequent service line (15 minutes or less throughout the day), and lines 17 and 70 have 20-minute or less service most of the day. The proximity of this area to transit, amenities and services suggests that this area is a good location for a range of housing types.
- **Infrastructure availability:** There are no water, sewer or stormwater systems constraints.
- **Lot sizes and built densities:** Of a total of 199 lots in this review area, 9 are under 3,000 square-feet in size. The original platting for much of Concordia is 25'x100' lots which are combined so that the typical house is developed on a 50'x100' lot, although there are also several lots of 7,500 and 10,000 square-feet developed with single-family houses. West of 30th Avenue, there are two 2,500 square-foot lots developed with detached houses. One of those lots was confirmed through the Lot Confirmation process, separated from the existing abutting lot that was originally 7,500 square-feet

and is now 5,000 square-feet. There are also two lots of 3,750 square-feet, developed with early 20th century houses.

Between 31st and 33rd Ave there is a similar pattern. There are four lots over 5,000 square-feet, three lots that are 2,500 square-feet, and two lots that are 4,087 and 3,413 square-feet.

There is one multi-dwelling structure, an early 20th century four-plex on a 10,000 square-foot corner lot.

- **Recent development activity:** A total of three lots have seen recent activity:
 - One lot was changed to the R2.5 zone through the quasi-judicial review process in 2012, owned by a non-profit housing development organization.
 - One lot was re-established as a 2,500 square-foot lot through the Lot Confirmation process, and was subsequently developed with a single-family house in 2013. It was originally part of the lot to the north.
 - One existing vacant 2,500 square-foot lot was developed with a single-family house in 2014.
- **Occupancy:** The area west of 30th Ave is approximately 27% tenant-occupied, and east of 31st, west of 33rd Ave is 25% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to a rezoned R2 along Killingsworth St, R2.5 south of Killingsworth St, and R5 directly to the north.
- **Feedback received during Discussion Draft review period:** In a conversation with Concordia neighbors on November 18, 2015, key concerns included neighborhood character and affordability. There was interest in how R2.5 would or would not change actual outcomes in demolitions and redevelopment, particularly in relation to underlying lot lines. Neighbors suggested that staff consider owner-occupancy rates as a factor to evaluate potential displacement risk in all Zoning Review Areas.

Those expressing opposition to a zone change were concerned about incompatible development that is allowed and has occurred on 2,500 square-foot lots, and other issues related to form. The neighborhood did not express concern about additional density and is open to allowing additional units through ADUs and internal conversions of existing homes in order to preserve the existing early 20th century character of the neighborhood.

density nearby. Staff had conversations with other staff working on the Powell-Division BRT, which raised additional angles on gentrification risk that informed a more nuanced proposal seen here. One written comment during the Discussion Draft phase proposed that heights should be restricted to 2 stories.

Creston-Kenilworth Neighborhood, near SE Powell & SE Foster

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Areas proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area south of SE Powell, west of SE Foster and east of SE 49th Avenue is situated within a half mile of the Foster/Creston Neighborhood Center. The #9 Powell and #14 Hawthorne buses run along SE Powell and SE Foster respectively to the north and both are frequent service lines. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** There are no water, sewer or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are no underlying lots, so this area does not have the potential for lot confirmations.
- **Recent development activity:** There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 33% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to mixed use areas along SE Foster and an area to the east already zoned for R2.
- **Feedback received during Discussion Draft review period:** In a conversation at the Creston-Kenilworth Neighborhood Association meeting on October 26, 2015, a range of considerations were

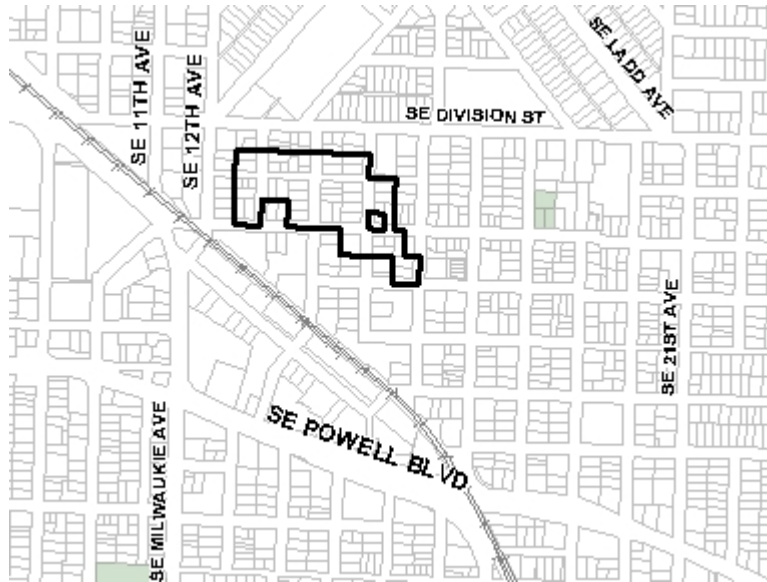
raised, particularly with regard to transportation. Some thought that neighborhoods with stronger connections to MAX and other transit services should be prioritized for more housing options, while others considered that planned bus rapid transit on Powell might be an argument for increasing density nearby. Staff had conversations with other staff working on the Powell-Division BRT, which raised additional angles on gentrification risk that informed a more nuanced proposal seen here. One written comment during the Discussion Draft phase proposed that heights should be restricted to 2 stories.

Hosford-Abernethy, near SE Division and SE 12th

Comprehensive Plan Designation: R1

Existing Zoning: R2

Proposed Zoning: R1



Area proposed for zoning change to R1

- **Proximity to amenities and services:** This area south of SE Division, east of SE 12th Avenue and west of SE 16th Avenue is situated within a quarter mile of the Clinton/SE 12th Avenue Station of the Max Orange Line. The #70 12th/33rd and #4 Division/Fessenden buses run along SE 12th and SE Division respectively to the west and north and the #4 is a frequent service line. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Portland Bike Share is scheduled in the Transportation Systems Plan (TSP) for the Years 1 – 10. The Taggart/Insley – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of buildings that include more units than allowed by the current R2 zoning.
- **Recent development activity:** There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 56% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.) There are four properties owned by REACH Community Development that provide affordable housing.
- **Additional factors considered:** This Zoning Review Area is adjacent to mixed use areas along SE 12th Avenue and an area to the north and along SE Clinton is already zoned for R1.

- **Feedback received during Discussion Draft review period:** In a discussion with HAND on November 10, 2015, concerns were raised about parking, illegal housing units and neighborhood notification practices. Some neighbors raised concerns about how distance to transit was measured. Staff reexamined transit access more closely in light of these concerns. There were also concerns about demolitions, including the concern that 1:1 home replacement under R5 already posed a displacement risk. Some neighbors advocated for parking lots for new development.

Hosford-Abernethy, near SE 21st & SE Powell

Comprehensive Plan Designation: R1

Existing Zoning: R2.5

Proposed Zoning: R1



Area proposed for zoning change to R1

- **Proximity to amenities and services:** This area north of SE Powell Boulevard, east of SE 19th Avenue and west of SE 21st Avenue is situated within a quarter mile of the SE 17th/Rhine Station of the Max Orange Line. The #9 Powell bus runs along SE Powell Boulevard to the south and is a frequent service line. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Portland Bike Share is scheduled in the Transportation Systems Plan (TSP) for the Years 1 – 10. The Taggart/Insley – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** The address 3124-3134 SE 20th Ave appears to be developed as a duplex on a 13,000 square foot site. The other lots are developed with single-dwellings on lots that range from 3,300 to 5,000 square feet.
- **Recent development activity:** There has been no recent demolition or redevelopment in this area.
- **Occupancy:** This area is approximately 67% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to an employment area along SE Powell Boulevard and an area to the west and north along SE 19th Avenue is already zoned for R1.

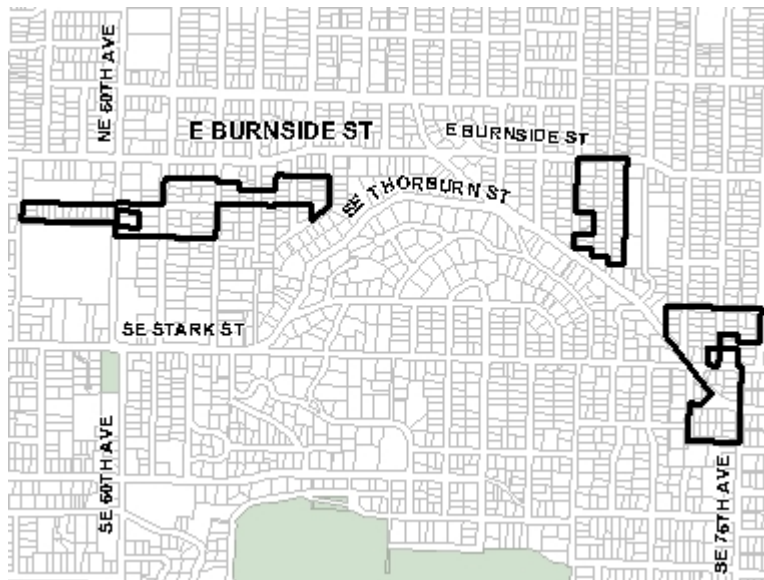
- **Feedback received during Discussion Draft review period:** In a discussion with HAND on November 10, 2015, concerns were raised about parking, illegal housing units and neighborhood notification practices. Some neighbors raised concerns about how distance to transit was measured. Staff reexamined transit access more closely in light of these concerns. There were also concerns about demolitions, including the concern that 1:1 home replacement under R5 already posed a displacement risk. Some neighbors advocated for parking lots for new development.

Mt. Tabor, south of E Burnside from SE 58th to SE 77th

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Areas proposed for zoning change to R2.5

- **Proximity to amenities and services:** This large area south of E Burnside Street, west of SE 58th Avenue and east of SE 77th Avenue is situated within ½ mile both of the 60th Avenue Neighborhood Center and the Montavilla Neighborhood Center. In the Trimet Annual Service Plan and Service Enhancement Plan priorities, the #20 Burnside bus will be increasing frequency starting in March 2017. The #15 Belmont/NW 23rd runs along SE Belmont and Yamhill to SE 76th to the south and the #72 Killingsworth/82nd runs along SE 82nd to the east and both are frequent service lines. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Inner E Burnside Ped/Bike Improvements is scheduled in the Transportation Systems Plan (TSP) for the Years 1 – 10. The SE Seventies Bikeway is listed on the TSP for Years 1-10. The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are few underlying lots, so this area has some potential for lot confirmations.
- **Recent development activity:** There have been five individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopment in this area.

- **Occupancy:** This area is approximately 23% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to mixed use and multi-dwelling areas along E Burnside and an area to the east already zoned for R1 adjacent to the Montavilla Neighborhood Center.
- **Feedback received during Discussion Draft review period:** In a conversation with Mt. Tabor neighbors on November 19, 2015, key themes included parking, walkability/livability, steep slopes, and general concerns about density. Staff took additional steps to incorporate analysis of steep slopes, which is reflected in the current proposal.

Mt. Tabor, SE 60th North of SE Stark

Comprehensive Plan Designation: R2

Existing Zoning: R5

Proposed Zoning: R2



Area proposed for zoning change to R2

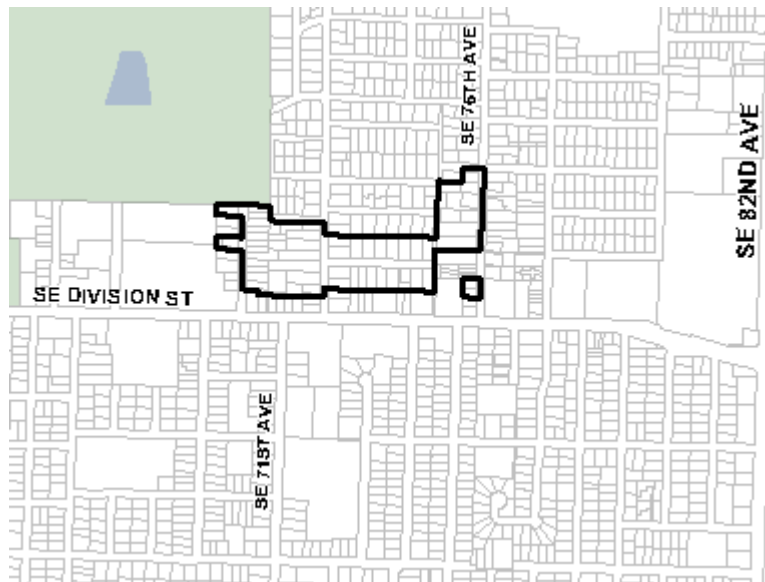
- **Proximity to amenities and services:** This area straddles SE 60th Avenue, north of SE Stark Street and south of E Burnside Street. The #15 Belmont/NW 23rd bus travels south of this area and is a frequent service line.
- **Infrastructure availability:** The Sixties Neighborhood Greenway is listed on the TSP for Years 1 – 10. The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or storm water systems constraints.
- **Lot sizes and built densities:** This area is owned by the Portland General Electric Company and is developed as a power substation.
- **Recent development activity:** There has been no recent development activity.
- **Occupancy:** This area contains no housing.
- **Feedback received during Discussion Draft review period:** In a conversation with Mt. Tabor neighbors on November 19, 2015, key themes included parking, walkability/livability, steep slopes, and general concerns about density. Staff took additional steps to incorporate analysis of steep slopes, which is reflected in the current proposal.
- **Additional factors considered:** This Zoning Review Area is adjacent to R2 areas to the west, south and north.

Mt. Tabor, North of SE Division between 70th and 76th

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area north of SE Division Street, west of SE 70th Avenue and east of SE 76th Avenue is situated within ½ mile of the Jade Neighborhood Center. The #4 Division/Fessenden runs along SE Division Street to the south and the #72 Killingsworth/82nd runs along SE 82nd to the east and both are frequent service lines. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Inner Division Corridor Improvements, Phase 3 is listed on the TSP for Years 11–20. The SE Seventies Bikeway is listed on the TSP for Years 1-10. There are no water, sewer or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are few underlying lots, so this area has some potential for lot confirmations.
- **Recent development activity:** There have been five individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 23% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)

- **Additional factors considered:** This Zoning Review Area is adjacent to multi-dwelling areas of R2 and R1 along SE Division to the south and an area east of SE 76th Avenue zoned for R2.
- **Feedback received during Discussion Draft review period:** In a conversation with Mt. Tabor neighbors on November 19, 2015, key themes included parking, walkability/livability, steep slopes, and general concerns about density. Staff took additional steps to incorporate analysis of steep slopes, which is reflected in the current proposal.

North Tabor, North of NE Glisan between 63rd and 68th

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is north of NE Glisan Street, south of Interstate 84 (I-84), east of NE 63rd Avenue and west of NE 68th Avenue, adjacent to the 60th Avenue Neighborhood Center. The NE 60th Max Station is a quarter mile to the west. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The 60th Ave MAX Station Area Improvements are listed on the Transportation Systems Plan (TSP) for the Years 1 – 10. The Sixties Neighborhood Greenway is listed on the TSP for Years 1 – 10. There are substandard streets. The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are many underlying lots, so this area has the potential for lot confirmations. There are a number of buildings that include more units than allowed by the current R5 zoning.
- **Recent development activity:** There have been eight individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopment in this area.

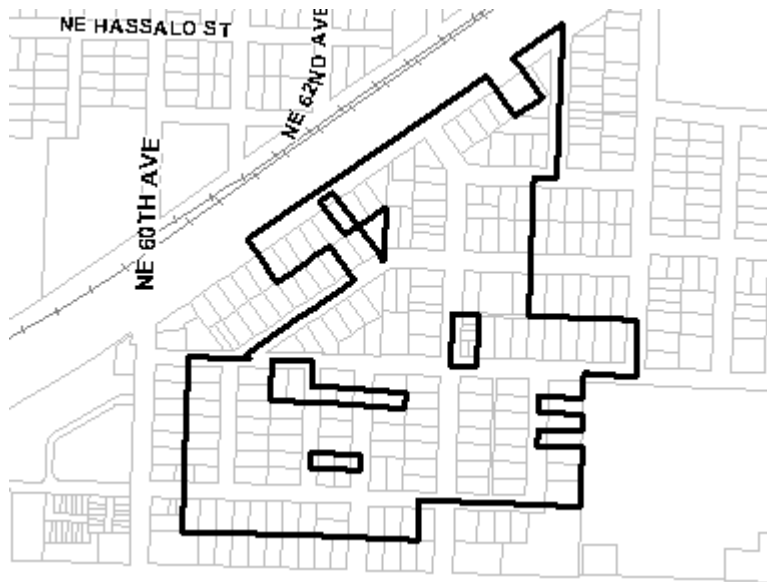
- **Occupancy:** This area is approximately 46% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use area along NE Glisan Street and across from High Density Residential – RH zoning on the west side of NE 60th Avenue.
- **Feedback received during Discussion Draft review period:** In a conversation with North Tabor neighbors on November 17, 2015, key themes included displacement and affordability, environmental preservation and tree canopy, and types of development. One concern raised was that the current situation (requiring quasi-judicial up-zoning to the Comprehensive Plan designation) creates a deeper imbalance between “regular” homeowners and professional developers, putting the former at a disadvantage if they want to make changes to their properties. During the Discussion Draft phase, several neighbors wrote in with particular concerns about changing from R2 to R1 on a smaller street, and their concerns are reflected in the current proposal. Other neighbors wrote in support of some R1 changes, although one believed the ideal solution would be an R1 zone with additional height restrictions.

North Tabor, North of NE Glisan between 60th and 65th

Comprehensive Plan Designation: R1

Existing Zoning: R5 and R2

Proposed Zoning: R1



Area proposed for zoning change to R1

- **Proximity to amenities and services:** This area is north of NE Glisan Street, south of Interstate 84 (I-84), east of NE 60th Avenue and west of NE 65th Avenue. The NE 60th Max Station is within a quarter mile to the west. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The 60th Ave MAX Station Area Improvements are listed on the Transportation Systems Plan (TSP) for the Years 1 – 10. The Sixties Neighborhood Greenway is listed on the TSP for Years 1 – 10. There are substandard streets. The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** All the properties currently zoned R2 are duplexes with the exception of 6342-6348 NE Willow Street, which is a four-plex. The R5 zoned lots are developed with single-dwellings and duplexes on lots that range from 2,500 to 12,470 square feet.
- **Recent development activity:** The duplex at 6016-6020 NE Willow Street is the only redevelopment in this area since 1995.
- **Occupancy:** This area is approximately 100% tenant-occupied for the properties currently zoned R2 and 26% tenant-occupied for the properties currently zoned R5. (For comparison, 47% of households are tenant-occupied citywide.)

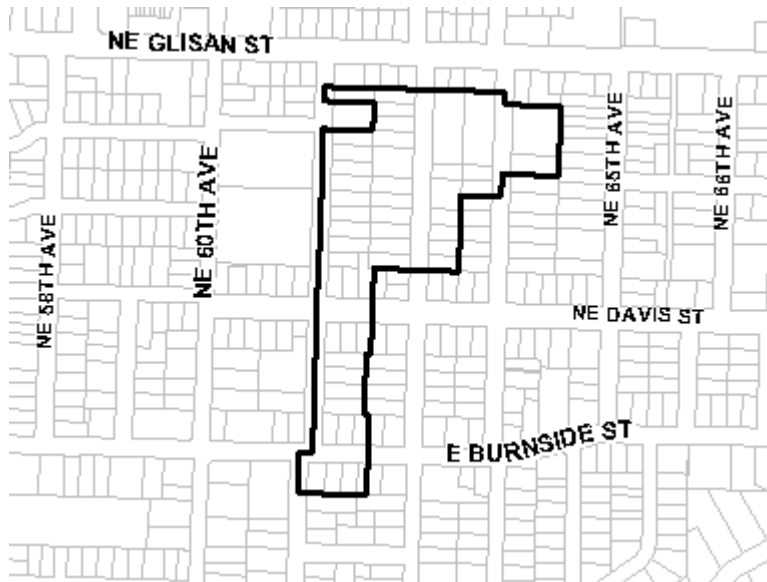
- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use area along NE Glisan Street and across from High Density Residential – RH zoning on the west side of NE 60th Avenue.
- **Feedback received during Discussion Draft review period:** In a conversation with North Tabor neighbors on November 17, 2015, key themes included displacement and affordability, environmental preservation and tree canopy, and types of development. One concern raised was that the current situation (requiring quasi-judicial up-zoning to the Comprehensive Plan designation) creates a deeper imbalance between “regular” homeowners and professional developers, putting the former at a disadvantage if they want to make changes to their properties. During the Discussion Draft phase, several neighbors wrote in with particular concerns about changing from R2 to R1 on a smaller street, and their concerns are reflected in the current proposal. Other neighbors wrote in support of some R1 changes, although one believed the ideal solution would be an R1 zone with additional height restrictions.

North Tabor, South of NE Glisan between 61st and 65th

Comprehensive Plan Designation: R1

Existing Zoning: R2

Proposed Zoning: R1



Area proposed for zoning change to R1

- **Proximity to amenities and services:** This area is south of NE Glisan Street, to one parcel south of E Burnside, east of NE 61st Avenue and west of SE 65th Avenue, adjacent to the 60th Avenue Neighborhood Center. The NE 60th Max Station is a quarter mile to the north for a portion of the properties nearest to NE Glisan Street. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The 60th Ave MAX Station Area Improvements are listed on the Transportation Systems Plan for the Years 1 – 10. The Sixties Neighborhood Greenway is listed on the TSP for Years 1 – 10. The Inner E Burnside Ped/Bike Improvements is scheduled in the Transportation Systems Plan (TSP) for the Years 1 – 10. The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are some underlying lots, so this area has potential for lot confirmations. There are a number of duplexes and multi-dwelling structures that meet the current R2 zoning.
- **Recent development activity:** There has been one individual site in this area that has gone through a quasi-judicial zone map amendment process to convert to R1. There has been some demolition and redevelopment in this area.

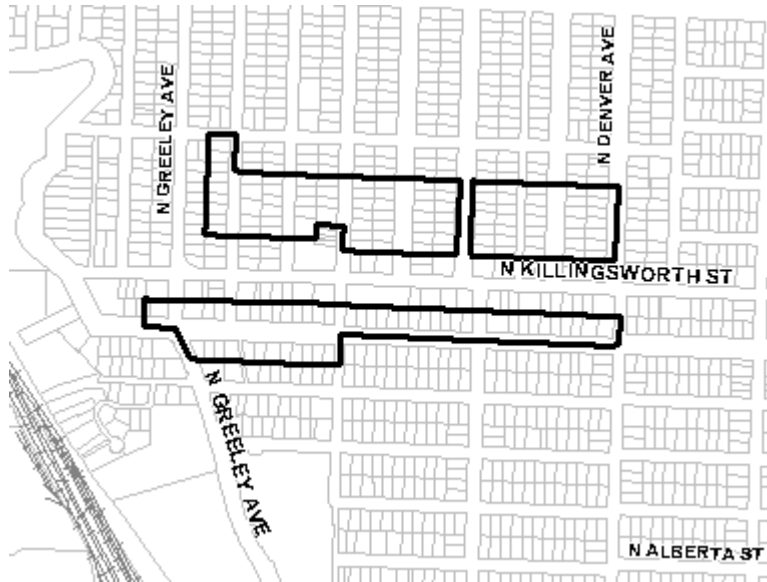
- **Occupancy:** This area is approximately 35% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to mixed use areas along NE Glisan Street and E Burnside Street, as well as, the Multi-Dwelling Residential 1,000 (R1) across the street on the west side of NE 60th Avenue.
- **Feedback received during Discussion Draft review period:** In a conversation with North Tabor neighbors on November 17, 2015, key themes included displacement and affordability, environmental preservation and tree canopy, and types of development. One concern raised was that the current situation (requiring quasi-judicial up-zoning to the Comprehensive Plan designation) creates a deeper imbalance between “regular” homeowners and professional developers, putting the former at a disadvantage if they want to make changes to their properties. During the Discussion Draft phase, several neighbors wrote in with particular concerns about changing from R2 to R1 on a smaller street, and their concerns are reflected in the current proposal. Other neighbors wrote in support of some R1 changes, although one believed the ideal solution would be an R1 zone with additional height restrictions.

Overlook Neighborhood

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area has two sections off Killingsworth. Both areas are between N Greeley and N Interstate. The Killingsworth Town Center bounds these two areas, with coffee shops and restaurants nearby. The number 35 bus line operates on Greeley and the frequent service 72 bus line runs on Killingsworth. In addition, the MAX Interstate, yellow line is adjacent. The proximity of this area to transit, amenities, services, and working class jobs on the peninsula suggests that this area is a good location for a range in housing types.
- **Infrastructure availability:** There are no street, water, sewer or stormwater systems constraints.
- **Lot sizes and built densities:** There are 6 (out of 862) properties that have lots smaller than 5,000 square feet and no buildings that include more units than allowed by the current R5 zoning. There are many underlying lots, so this area has some potential for lot confirmations.
- **Recent development activity:** There has been one individual site in this area that has gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopments since 1995 in this area.
- **Occupancy:** This area is approximately 26% to 30% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)

Additional factors considered: This Zoning Review Area lies in between Mixed Use and R1 zoning on Killingsworth and R5 to the North and South.

- **Feedback received during Discussion Draft review period:** This Zoning Review Area was presented to the Overlook Neighborhood Association land use chair on November 10, 2015. Several online comments about development on Interstate suggested that the some residents were concerned about increased density in the neighborhood.

Piedmont Neighborhood, Near N Rosa Parks

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is just north of the Killingsworth Town Center and adjacent to Peninsula Park. The number 44 bus line runs on Rosa Parks, a major cross street. With a grocery store, coffee shops, restaurants, and the Max Yellow line nearby, this area is very well served. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** There are no street, water, sewer or stormwater systems constraints.
- **Lot sizes and built densities:** There are 5 (out of 37) properties that have lots smaller than 5,000 square feet and no buildings that include more units than allowed by the current R5 zoning. There are many underlying lots, so this area has some potential for lot confirmations.
- **Recent development activity:** There have been three individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopments since 1995 in this area.
- **Occupancy:** This area is approximately 30% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is surrounded by areas already zoned for R2 to the north, R5 to the west and east, and R1 to the south off Rosa Parks Blvd.
- **Feedback received during Discussion Draft review period:** This Zoning Review Area was discussed with the Piedmont Neighborhood Association land use chair and several neighborhood residents on October 22, 2015. Residents were concerned about the recent displacement of long term African

American residents and were worried about how this proposal might further impact their neighbors. Due to the rapid changes occurring in their neighborhood, they would like to see more stability in terms of both their neighbors and housing stock. They also stated that relatively recent city investments in infrastructure and affordable housing should warrant additional measures to stabilize the existing community.

Reed, Near SE Schiller and 37th

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is south of SE Long Street, north of SE Schiller Street, east of SE 36th Avenue and west of SE Cesar E Chavez. The #75 bus runs along SE Cesar E Chavez to the west and is a frequent service line. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Cesar Chavez Corridor Improvements on the Transportation Systems Plan (TSP) are scheduled for Years 1 – 10. There are no water, sewer or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are few underlying lots, so this area has some potential for lot confirmations. There are a number of buildings that include more units than allowed by the current R5 zoning.
- **Recent development activity:** There is one individual site in this area on SE Schiller Street that has gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 44% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)

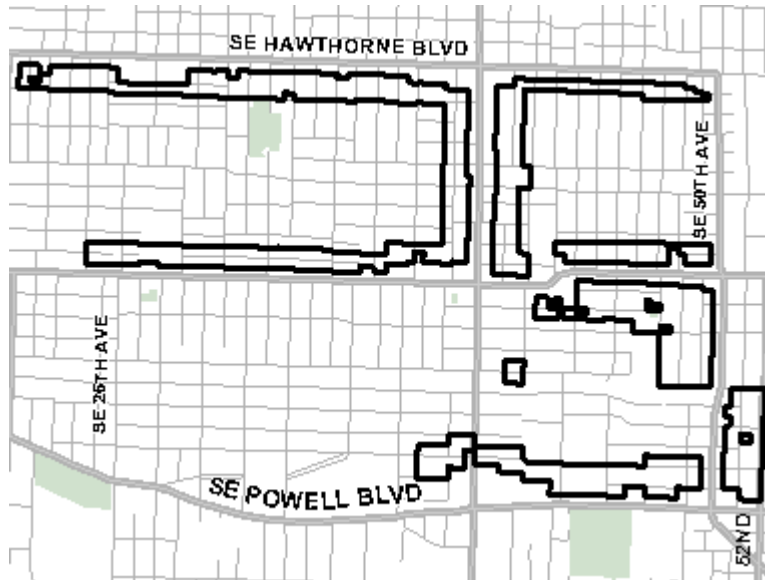
- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use and multi-dwelling area along SE Cesar E Chavez Boulevard and SE Holgate Boulevard. An adjacent area north of SE Long Street is already zoned R2.5.

Richmond/Hosford-Abernethy, Between Hawthorne and Powell

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This large area is south of SE Hawthorne Boulevard, east of SE 20th Avenue, west of SE 52nd Avenue and north of SE Powell Boulevard. The #14 Hawthorne, the #4 Division/Fessenden, the #75 Cesar Chavez/Lombard, the #9 Powell bus runs along SE Powell are all frequent service lines. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Cesar Chavez Corridor Improvements on the Transportation Systems Plan (TSP) are scheduled for Years 1 – 10. The SE Division Street Transit Improvements on the TSP are scheduled for Years 11 – 20. The Portland Bike Share is scheduled in the TSP for the Years 1 – 10. The Taggart/Insley – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are a few underlying lots, so this area does have some potential for lot confirmations. There are a number of buildings that include more units than allowed by the current R5 zoning.
- **Recent development activity:** There have been seventeen sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopment in this area.

- **Occupancy:** This area is approximately 30% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to mixed use and multi-dwelling areas along SE Hawthorne Street, SE Division Street, SE Cesar E Chavez Boulevard, SE Powell Boulevard and SE 5^{0th} Avenue.
- **Feedback received during Discussion Draft review period:** At a meeting of the Richmond Neighborhood Association on November 23, 2015, key concerns included design and character, and demolition controls. Suggestions for criteria included: recent activity in Zoning Map Amendments, displacement risk, road capacity (including bikes), parks availability, and street orientation with regard to sunlight. Voices who viewed possible changes more positively (including a written follow-up comment) noted that R2.5 might encourage a more gradual pace of change in neighborhoods. Neighbors were also eager for the Residential Infill Project to develop further. Additional comments during the Discussion Draft phase raised concerns about parking availability near Richmond Elementary, while another raised the need for infill development.

Richmond, along SE Chavez, Between Hawthorne and Division

Comprehensive Plan Designation: R1

Existing Zoning: R5

Proposed Zoning: R1



Area proposed for zoning change to R1

- **Proximity to amenities and services:** This area is on either side of SE Cesar E Chavez Boulevard, south of SE Hawthorne Street and north of SE Division Street. The #75 Cesar Chavez/Lombard, #14 Hawthorne and the #4 Division/Fessenden buses travel through this area and are all frequent service lines. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Cesar Chavez Corridor Improvements on the Transportation Systems Plan are scheduled for Years 1 – 10. The Taggart/Insley – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There is one building that includes more units than allowed by the current R5 zoning.
- **Recent development activity:** There have been five individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R1. There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 34% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)

- **Additional factors considered:** This Zoning Review Area is adjacent to mixed use and multi-dwelling areas along SE Cesar E Chavez Boulevard, SE Hawthorne Street and SE Division Street.
- **Feedback received during Discussion Draft review period:** At a meeting of the Richmond Neighborhood Association on November 23, 2015, key concerns included design and character, and demolition controls. Suggestions for criteria included: recent activity in Zoning Map Amendments, displacement risk, road capacity (including bikes), parks availability, and street orientation with regard to sunlight. Voices who viewed possible changes more positively (including a written follow-up comment) noted that R2.5 might encourage a more gradual pace of change in neighborhoods. Neighbors were also eager for the Residential Infill Project to develop further. Additional comments during the Discussion Draft phase raised concerns about parking availability near Richmond Elementary, while another raised the need for infill development.

Rose City Park, South of NE Halsey

Comprehensive Plan Designation: R1, R2

Existing Zoning: R5

Proposed Zoning: R1, R2



Areas proposed for zoning change to R2 and R1

Proximity to amenities and services: This area is south of NE Halsey Street, north of Interstate 84 (I-84), east of 57th Avenue and west of SE 63rd Avenue. The NE 60th Max Station is less than a quarter mile away, providing frequent-service transit. The #77 Broadway/Halsey bus line runs along Halsey Street, and the #71 60th/122nd Ave bus line runs along 60th Avenue. Both lines are cross-town buses offering 20-minute or better peak-hours service. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.

- **Infrastructure availability:** The 60th Ave MAX Station Area Improvements are listed on the Transportation Systems Plan (TSP) for the Years 1 – 10. The Sixties Neighborhood Greenway is listed on the TSP for Years 1 – 10. The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints. There are some unimproved streets where sidewalks are lacking.
- **Lot sizes and built densities:** There is a mix of single-family houses, duplexes and triplexes in the R5(R1) and R5(R2) areas east of 60th Avenue. The same is true west of 60th Avenue, but there is also a ten-plex and a four-plex on 57th Avenue across from Normandale Park. The west side of 60th Avenue to 58th Avenue is entirely developed with single-family houses in the R5(R2) and (R1) area. There is a band of R5(R1) east of 60th to 62nd Ave from Clackamas to Wasco, and to Multnomah east of 62nd, which includes three duplexes and two triplexes.

In terms of nonconforming densities, there is one duplex in the R5(R2) area that is not on a corner lot. The other three duplexes are on corner lots, allowed in the R5 zone. The aforementioned triplexes, four-plex and ten-plex are in the R5 (R1) area, and are out of conformance with the current R5 zoning. In the R5 (R1) area there are also nine duplexes that are not on corner lots, and thus are nonconforming in density (unless allowed as single-family houses with ADUs).

- **Recent development activity:** There are two lots internal to the R5 (R1) area where the zoning is R1. One of those (61st/Wasco) was changed through a quasi-judicial review in 1998. It is a vacant lot that has never been developed. The other (62nd/Clackamas) was developed with a single-family house in 1989. There have been no quasi-judicial changes in the R5 (R2) area.
- **Occupancy:** This area is approximately 27% tenant-occupied in the R5(R2) area, and 41% in the R5(R1) area. (For comparison, 47% of households are tenant-occupied citywide.) Most of the rental housing in this area is in multi-dwelling structures.
- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use node along NE Halsey Street at 60th Avenue.
- **Feedback received during Discussion Draft review period:** In a meeting with Rose City Park (RCPNA) land use and transportation committee and neighbors, and BPS and PBOT staff on November 10, 2015, a number of suggestions for the Comprehensive Plan map and zoning were raised. A broader neighborhood meeting was held on January 21, 2016 to continue the discussion. Some of the concerns included the distinction between planned transportation improvements and those already in place, air pollution related to the freeway, and a desire to keep yards and private open space intact. Additionally, there was a call to focus up-zoning near the transit station, and possibly to focus opportunities for density on NE 60th first. This conversation generated suggestions for possible Comprehensive Plan amendments to be considered by City Council. RCPNA did testify to City Council during the open testimony period that ended on January 13, 2016 to let Council know that they may propose an amendment to the Comprehensive Plan map during the next phase of testimony. The testimony included a draft map of how the community may want the map to look.

RCPNA met again on February 18, 2016 to decide whether to propose up-zoning in certain areas of this review area, and possibly expand the Mixed Use area along Halsey Street south along 60th Avenue. At the meeting, there was interest in proposing the Mixed Use designation along 60th Ave. There was also interest in down-designating all of the RH-designated area to R1 or R2. As noted above, RCPNA has asked City Council to amend the Comprehensive Plan map to reflect the neighborhood's stance. Staff proposes to change the R5 zoning throughout this area to R2 (where the 1980 designation is R2) and R1 (where the 1980 designation is either R1 or RH).

Rose City Park, Between NE Hassalo and Wasco near NE 60th

Comprehensive Plan Designation: RH

Existing Zoning: R5*

Proposed Zoning: R1*



Area proposed for zoning change to R1

- **Proximity to amenities and services:** This area is south of NE Wasco Street, north of Interstate 84 (I-84), east of 58th Avenue and west of SE 62nd Avenue. The NE 60th Max Station is less than a quarter mile away, providing frequent-service transit. The #77 Broadway/Halsey bus line runs along Halsey Street, and the #71 60th/122nd Ave bus line runs along 60th Avenue. Both lines are cross-town buses offering 20-minute or better peak-hours service. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The 60th Ave MAX Station Area Improvements are listed on the Transportation Systems Plan (TSP) for the Years 1 – 10. The Sixties Neighborhood Greenway is listed on the TSP for Years 1 – 10. The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints. Several streets in this area are unimproved and do not have sidewalks.
- **Lot sizes and built densities:** There is a mix of single-family houses, duplexes and triplexes in the R5(RH) area east and west of 60th Avenue. There are nine structures containing more than one unit; of those, two are triplexes, six are duplexes, and one is a 12-plex.
- **Recent development activity:** There are five lots internal to the R5(RH) area where the zoning has been changed to RH. Two of those were changed through quasi-judicial reviews in 2004 and both were developed as multi-unit condominiums. The other three lots were changed through the quasi-

judicial review process prior to 1990. They are developed with a single-family house from 1922, a duplex from 1916 and a triplex built in 1973.

- **Occupancy:** This area is approximately 46% tenant-occupied in the R5(RH) area. (For comparison, 47% of households are tenant-occupied citywide.) Most of the rental housing is in the multi-dwelling structures.
- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use node along NE Halsey Street at 60th Avenue.
- **Feedback received during Discussion Draft review period:** In a meeting with Rose City Park (RCPNA) land use and transportation committee and neighbors, and BPS and PBOT staff on November 10, 2015, a number of suggestions for the Comprehensive Plan map and zoning were raised. A broader neighborhood meeting was held on January 21, 2016 to continue the discussion. Some of the concerns included the distinction between planned transportation improvements and those already in place, air pollution related to the freeway, and a desire to keep yards and private open space intact. Additionally, there was a call to focus up-zoning near the transit station, and possibly to focus opportunities for density on NE 60th first. This conversation generated suggestions for possible Comprehensive Plan amendments to be considered by City Council. RCPNA did testify to City Council during the open testimony period that ended on January 13, 2016 to let Council know that they may propose an amendment to the Comprehensive Plan map during the next phase of testimony. The testimony included a draft map of how the community may want the map to look.

RCPNA met again on February 18, 2016 to decide whether to propose up-zoning in certain areas of this review area, and possibly expand the Mixed Use area along Halsey Street south along 60th Avenue. At the meeting, there was interest in proposing the Mixed Use designation along 60th Ave. There was also interest in down-designating all of the RH-designated area to R1 or R2. As noted above, RCPNA has asked City Council to amend the Comprehensive Plan map to reflect the neighborhood's stance. Staff proposes to change the R5 zoning throughout this area to R2 (where the 1980 designation is R2) and R1 (where the 1980 designation is either R1 or RH).

*There is one single lot with the R2(RH) zoning/designation in this area. This lot is developed with a duplex on a 5,000 square-foot lot. Like the rest of this review area, the proposal is to change the Comprehensive Plan map designation from RH to R1.

Rose City Park Neighborhood, Near NE Halsey & 47th

Comprehensive Plan Designation: Residential 2,500

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is located between NE Halsey and Multnomah Streets from 47th to 49th Avenue. It is directly served by the #77 Broadway/Halsey busline, and is .4 mile from the #12 Sandy busline. It is about 1/3 mile from the Hollywood Transit Center and light rail station. The #12 bus line and the transit lines all offer frequent service throughout the day. The #77 offers 20-minute or better service throughout the day. The proximity of this area to transit, amenities and services means that this area is a good location for a range of housing types.
- **Infrastructure availability:** There are no infrastructure constraints in this area.
- **Lot sizes and built densities:** This is a subdivision with 78 lots, developed in the early to mid-20th century with single-family houses. Platting for the lots ranges from 3,455 to 9,500 square-feet.
- **Recent development activity:** There has been no recent development activity in the area.
- **Occupancy:** This area is 22% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to a rezoned R1 and CXd along the west side of 47th Avenue and R1 north of Halsey. R5 zoning is directly to the east, and the EG2 zone is to the south, up to I-84.

- **Feedback received during Discussion Draft review period:** The Rose City Park Neighborhood Association Land Use and Transportation Committee met to review this area and the 60th Ave station area. The committee responded that this subdivision should not be up-zoned to match the Comprehensive Plan designation, and testified to City Council as such, due to the fact that there has been no change to the area, essentially since it was developed.

Sellwood-Moreland

Comprehensive Plan Designation: R2

Existing Zoning: R5

Proposed Zoning: R2



Area proposed for zoning change to R2

- **Proximity to amenities and services:** This area is south of SE Lambert Street, east of SE 21st Avenue, west of SE 23rd Avenue and across the street from Moreland Park. The SE Tacoma/Johnson Creek Max Station is to the southeast and just over a quarter of a mile. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** There are no water, sewer or stormwater systems constraints.
- **Lot sizes and built densities:** There are two 5,000 square foot lots developed with single-dwellings.
- **Recent development activity:** There has been no demolition and redevelopment in this area.
- **Occupancy:** This area is 50% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is adjacent to R2 zoning and multi-dwelling areas to the south and east.

St John's Neighborhood

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is bounded by N Columbia Blvd, N Fessenden Ave, and N Columbia Way. It is near a small neighborhood commercial hub on Fessenden with a gas station, corner store, and restaurants. The number 4 frequent service bus line runs on Fessenden too. The new number 11 bus line will connect the neighborhood to the St. John's Bridge to the south and to Smith and Bybee Lake to the north. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** There are no water, sewer or stormwater systems constraints. However, there are transportation constraints on N Columbia Blvd.
- **Lot sizes and built densities:** There are 23 (out of 130) properties that have lots smaller than 5,000 square feet and no buildings that include more units than allowed by the current R5 zoning. There are few underlying lots, so this area has some potential for lot confirmations.
- **Recent development activity:** There have been 4 individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopments since 1995 in this area.
- **Occupancy:** This area is approximately 32% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)
- **Additional factors considered:** This Zoning Review Area is surrounded by areas already zoned for R2 and R1 to the north, west and south. The area to the east is zoned R5.

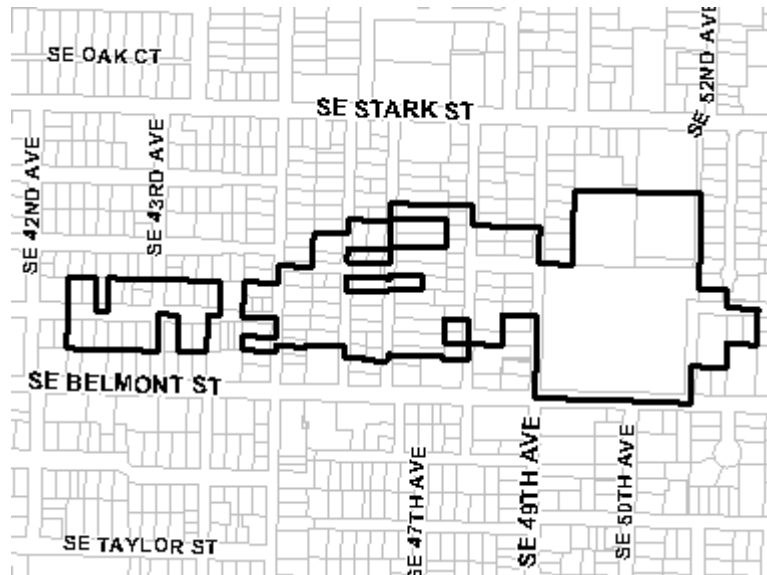
- **Feedback received during Discussion Draft review period:** In a conversation at the St Johns Neighborhood Association land use meeting on November 11, 2015, affordability was an overarching theme. The neighborhood has been home to working class residents since its inception and community members present expressed concern over ensuring that entry level homes be available for their neighbors. Having witnessed the displacement of many renters, residents wanted to see as many relatively affordable housing options remain in the neighborhood. Neighbors have hope about the land trust model and that houses or townhouses being built in R2.5 zones would be affordable to some living in the St Johns community. There was also concern about parking, design of new buildings, and keeping trees, leading to a suggestion to encourage more housing on vacant lots.

Sunnyside/Mt. Tabor, North of SE Belmont Between 42nd and 53rd

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is south of SE Stark Street, north of SE Belmont Street, east of SE 42nd Avenue and west of SE 53rd Avenue. The #15 Belmont/NW 23rd runs along SE Belmont and is a frequent service line. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Holladay/Stark/Sullivan – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are relatively few underlying lots, so this area does not have the potential for lot confirmations. There are a number of buildings that include more units than allowed by the current R5 zoning.
- **Recent development activity:** There have been eleven individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 33% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)

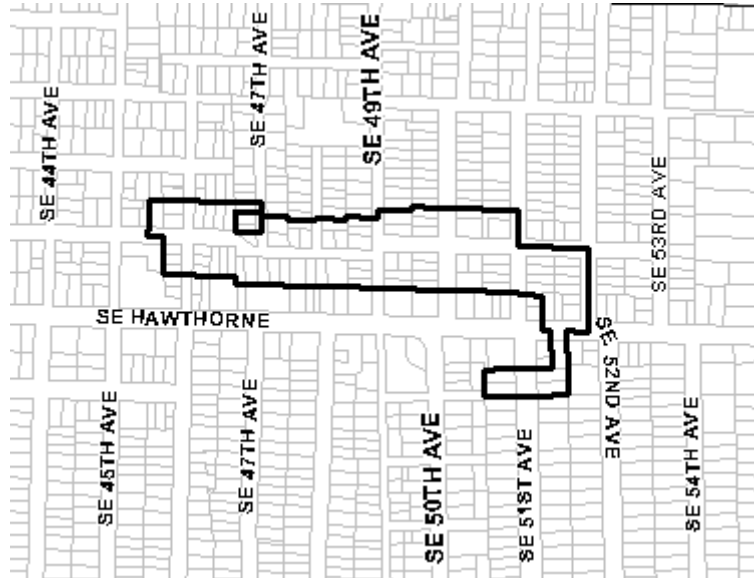
- **Additional factors considered:** This Zoning Review Area is adjacent to mixed use and multi-dwelling areas along SE Belmont Street.
- **Feedback received during Discussion Draft review period:** Staff attended a neighborhood association meeting in Sunnyside on December 10, 2015, though the agenda limited time for conversation. A key concern that emerged was the role of underlying lot lines, which were examined more closely prior to the current proposal.

Sunnyside/Mt. Tabor, Near SE Hawthorne between 45th and 52nd

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Area proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is north of SE Hawthorne Street, south of SE Belmont Street, east of SE 45th Avenue and west of SE 52nd Avenue. The #14 Hawthorne runs along SE Hawthorne and then continues south on SE 50th, is a frequent service line. The #15 Belmont/NW 23rd runs along SE Belmont and is a frequent service line. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Taggart/Insley – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are a number of lots in this area that are smaller than 4750 square feet, the threshold for allowing two dwelling units if the area were to be rezoned to R2.5. Therefore, in much of this Zoning Review Area, a change in zoning would have no effect. There are relatively few underlying lots, so this area does not have the potential for lot confirmations. There are a number of buildings that include more units than allowed by the current R5 zoning.
- **Recent development activity:** There have been two individual sites in this area that have gone through a quasi-judicial zone map amendment process to convert to R2.5. There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 33% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)

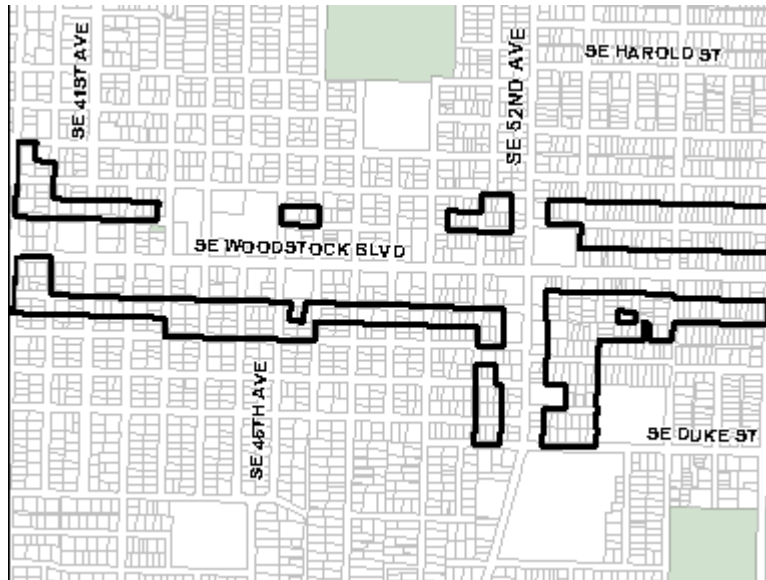
- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use area along SE Hawthorne Street.
- **Feedback received during Discussion Draft review period:** Staff attended a neighborhood association meeting in Sunnyside on December 10, 2015, though the agenda limited time for conversation. A key concern that emerged was the role of underlying lot lines, which were examined more closely prior to the current proposal.

Woodstock, near SE Woodstock Blvd

Comprehensive Plan Designation: R2.5

Existing Zoning: R5

Proposed Zoning: R2.5



Areas proposed for zoning change to R2.5

- **Proximity to amenities and services:** This area is south of SE Reedway Street, north of SE Carlton Street, east of SE 36th Avenue and west of SE 60th Avenue. At SE 52nd, this area continues south to SE Duke Street. This area surrounds the Woodstock Neighborhood Center. The #75 bus runs along SE Cesar E Chavez Boulevard to the west and a portion of SE Woodstock Boulevard and is a frequent service line. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Cesar Chavez Corridor Improvements on the Transportation Systems Plan (TSP) are scheduled for Years 1 – 10. There are substandard streets. The Taggart/Insley – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** The majority of lots in this area are 5,000 square feet. There are underlying lots in the area east of SE 50th Avenue and north of SE Woodstock Boulevard, so this area has potential for lot confirmations.
- **Recent development activity:** There has been one individual site in this area that has gone through a quasi-judicial zone map amendment process to convert to R2.5. There have been several lot confirmations. There has been some demolition and redevelopment in this area.
- **Occupancy:** This area is approximately 24% tenant-occupied. (For comparison, 47% of households are tenant-occupied citywide.)

- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use area along SE Woodstock Boulevard.
- **Feedback received during Discussion Draft review period:** At a meeting with Woodstock neighbors on December 10, 2015, a wide range of concerns emerged, particularly related to nuances of services and infrastructure in the neighborhood, design and character, parking, and neighborhood involvement. The meeting highlighted specifics of transit availability in the neighborhood, and the need to coordinate with information from other government agencies. A follow-up letter highlighted more localized concerns about street capacity and parking on SE Henry.

Woodstock, at SE Woodstock & SE Cesar E Chavez Blvd

Comprehensive Plan Designation: R2

Existing Zoning: R5

Proposed Zoning: R2



Areas proposed for zoning change to R2

- **Proximity to amenities and services:** This area is north of Woodstock Boulevard, south of SE Knight Street, east of SE Cesar E Chavez Boulevard and west of SE 40th Avenue. The #75 bus runs along SE Cesar E Chavez Boulevard to the west and is a frequent service line. The proximity of this area to transit, amenities and services means that this area is a good location for a range in housing types.
- **Infrastructure availability:** The Cesar Chavez Corridor Improvements on the Transportation Systems Plan (TSP) are scheduled for Years 1 – 10. The Lower SE Bikeway Network Improvements is scheduled in the Transportation Systems Plan (TSP) for the Years 11 – 20. There are substandard streets. The Taggart/Insley – sewer capacity updates project is identified in this area with the timeframe of 2013-2032. There are no water or stormwater systems constraints.
- **Lot sizes and built densities:** There are three lots in this area built with single-dwellings on a block with the other lots zoned R2 and developed with multi-dwellings. Whole Child Montessori Center is located at 5909 SE 40th Ave, one of the R5 zoned lots.
- **Recent development activity:** There is one individual site in this area that has gone through a quasi-judicial zone map amendment process to convert to R2.
- **Occupancy:** This area is 100% owner-occupied.
- **Additional factors considered:** This Zoning Review Area is adjacent to a mixed use area along SE Woodstock Boulevard.

- **Feedback received during Discussion Draft review period:** At a meeting with Woodstock neighbors on December 10, 2015, a wide range of concerns emerged, particularly related to nuances of services and infrastructure in the neighborhood, design and character, parking, and neighborhood involvement. The meeting highlighted specifics of transit availability in the neighborhood, and the need to coordinate with information from other government agencies. A follow-up letter highlighted more localized concerns about street capacity and parking on SE Henry.

Appendix C: Zoning Review Areas with no proposed Zoning Map changes

Neighborhood	Proposal	Rationale
Ardenwald-Johnson Creek	Retain R5(R2.5) and R10(R2.5) zoning. <i>Under consideration by City Council for Comprehensive Plan map amendment to R5 and R10.</i>	Very low score on infrastructure/proximity analysis. Flooding risk. Many properties have Environmental protection and/or conservation zones.
Concordia near NE 22 nd & Lombard	Retain R5(R2.5) zoning. <i>Under consideration by City Council for Comprehensive Plan map amendment to R5.</i>	Low score on infrastructure/proximity analysis. Near industrial.
Creston-Kenilworth north of SE Gladstone and west of SE Cesar E Chavez	Retain R5(R1) zoning. The area north of Gladstone may be discussed again in Powell-Division Transit and Development Project.	Higher rate of renters and concern about displacement of tenants if this area were to redevelop without anti-displacement strategies in place.
Creston-Kenilworth north of SE Gladstone and east of SE Cesar E Chavez	Retain R5(2.5) zoning. The area north of Gladstone may be discussed again in Powell-Division Transit and Development Project.	Higher rate of renters and concern about displacement of tenants if this area were to redevelop without anti-displacement strategies in place.
Eastmoreland near SE Moreland Lane	Retain R7(R5) zoning. <i>Under consideration by City Council for Comprehensive Plan map amendment to R7.</i>	Moderate score on proximity analysis.
Eastmoreland near SE Cesar E Chavez & SE Woodstock	Retain R5(R2.5) zoning.	Moderate score on infrastructure and steep slope.
Madison South	Retain R5(R2.5), R5(R2), R5(R1), or R2(R1) as now applies.	Moderate score on infrastructure/proximity analysis and higher displacement concern.
Mt Tabor south of E Burnside and between SE 56th and 57th	Retain R5(R1) zoning.	Moderate score on infrastructure/proximity analysis and higher displacement concern.
Mt Tabor north of SE Belmont and along SE 60th	Retain R5(R1) zoning.	Moderate score on infrastructure/proximity analysis and higher displacement concern.
Mt Tabor north of SE Division between SE 5 ^{1st} & SE 64th	Retain R5(R2.5) zoning.	Moderate score on infrastructure/proximity analysis.
Mt Tabor south of E Burnside between SE 66 th and 71 st ; west	Retain R5(R2.5) zoning.	Steep slope.

of SE Thorburn and north of SE Alder		
North Tabor near NE 58 th and 59 th	Retain R2(R1) zoning.	R2 provides for reasonable range of housing types, and this area of the neighborhood is farther from MAX and main streets.
Portsmouth	Retain R5(R2.5) zoning.	Moderate score on infrastructure/proximity analysis and higher displacement concern.
Reed west of SE Cesar E Chavez and south of SE Schiller	Retain R5(R2.5) zoning.	Moderate score on infrastructure/proximity analysis.
Reed near SE 28 th & SE Schiller	Retain R5(R2.5) zoning.	Low score on infrastructure/proximity analysis.
St Johns near N Allegheny & Fessenden	Retain R5(R2.5) zoning.	Moderate score on infrastructure/proximity analysis and higher displacement concern. Majority of housing was built within last two decades.
University Park	Retain R5(R2.5) zoning.	Moderate score on infrastructure/proximity analysis and higher displacement concern.
Woodstock south of Holgate and east of SE Cesar E Chavez	Retain R5(R2.5) zoning.	Moderate score on infrastructure analysis and farther from center.
Woodstock south of Holgate and SE 52 nd	Retain R5(R2.5) zoning.	Moderate score on infrastructure analysis and farther from center.

Appendix D: Index of Related PSC Staff Reports

PSC Work Session Date	Report Title	Sections Contained	URL
Jan 27, 2015	Centers and Corridors Growth Strategy	<ul style="list-style-type: none"> • Urban Design Framework Diagram • Comp Plan Map • Investment Strategy • Relationship to Mixed Use Zones • Commercial Gentrification and Displacement 	http://efiles.portlandoregon.gov/Record/7159906
Jan 27, 2015	Miscellaneous Consent List #1	<ul style="list-style-type: none"> • Plan Introduction • Flood Management and Drainage Districts • Right-of-Way Vacation • Trails • Urban Forest/Street Trees • Miscellaneous Policy Recommendations • Other Miscellaneous Mapping Recommendations 	http://efiles.portlandoregon.gov/Record/7159910
Feb 24, 2015	School Capacity at David Douglas School District	Introduction to concept, discussion questions, and attachments	http://efiles.portlandoregon.gov/Record/7214182
March 10, 2015	Residential Densities	<ul style="list-style-type: none"> • Natural Hazards.... • Distance from centers and corridors.... • Historic character in a Conservation District • Down-designations...truck route • Appropriate density...anticipated light rail won't be built... 	http://efiles.portlandoregon.gov/Record/7235931
March 10, 2015	Housing Affordability and Residential Compatibility	<ul style="list-style-type: none"> • Homelessness • Regulated Affordable Housing • Housing Variety & Opportunity Areas 	http://efiles.portlandoregon.gov/Record/7235961

		<ul style="list-style-type: none"> • Gentrification and Displacement • Residential Compatibility 	
March 24, 2015	Open Space Designations on the Comprehensive Plan Map	Background, methodology, and testimony	http://efiles.portlandoregon.gov/Record/7279736
March 24, 2015	Nonconforming Residential Densities and Uses	Introduction and implications	http://efiles.portlandoregon.gov/Record/7279737
April 14, 2015	Residential Densities: Up-Designations	Introduction and proposed changes in Southeast	http://efiles.portlandoregon.gov/Record/7424786
April 14, 2015	Staff Analysis of Community Based Anti-Displacement Recommendations	<ul style="list-style-type: none"> • Comp Plan Amendments • Scale & Applicability • Legal Research Agenda • Zoning Tools 	http://efiles.portlandoregon.gov/Record/7432402
April 14, 2015	Background Information about Eastmoreland	Introduction, maps, and charts	http://efiles.portlandoregon.gov/Record/7424783
April 14, 2015	Consent List: Map Changes	Proposed Map Changes	http://efiles.portlandoregon.gov/Record/7424784
May 12, 2015	Comprehensive Plan Update: Final Consent Lists	<ul style="list-style-type: none"> • Policy Changes (Ch 1-10 and CSP) • Land Use Map Changes • Non-conforming use 	http://efiles.portlandoregon.gov/Record/7477973
Nov, 2015	Residential and Open Space Discussion Draft		http://www.portlandoregon.gov/bps/article/555020

Revised:

Appendix E: 2035 Comprehensive Plan Designation Definitions

Open Space

This designation is intended for lands that serve a recreational, public open space, or ecological function, or provide visual relief. Lands in this designation are primarily publicly-owned but can be in private ownership. Lands intended for the Open Space designation include parks, public plazas, natural areas, scenic lands, golf courses, cemeteries, open space buffers along freeway margins, railroads or abutting industrial areas, and large water bodies. The corresponding zone is OS.

Farm and Forest

This designation is intended for agricultural and forested areas far from centers and corridors, where urban public services are extremely limited or absent, and future investment to establish an urban level of public services is not planned. Areas within this designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. The designation can be used where larger lot sizes are necessary to enable on-site sanitary or stormwater disposal. It also may be used in locations that may become more urban in the future, but where plans are not yet in place to ensure orderly development. Agriculture, forestry, and very low-density single-dwelling residential will be the primary uses. The maximum density is generally 1 unit per 2 acres. The corresponding zone is RF.

Single-Dwelling — 20,000

This designation is intended for areas that are generally far from centers and corridors where urban public services are extremely limited or absent, and future investments in urban public services will be limited. Areas within the designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. Very low-density single-dwelling residential and agriculture will be the primary uses. The maximum density is generally 2.2 units per acre. The corresponding zone is R20.

Single-Dwelling — 10,000

This designation is intended for areas far from centers and corridors where urban public services are available or planned but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation generally have development constraints, but the constraints can be managed through appropriate design during the subdivision process. Single-dwelling residential will be the primary use. The maximum density is generally 4.4 units per acre. The corresponding zone is R10.

Single-Dwelling — 7,000

This designation is intended for areas that are not adjacent to centers and corridors, where urban public services are available or planned, but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation may have minor development constraints, but the constraints can be managed through appropriate design during the subdivision process. This designation may also be applied in areas where urban public services are available or planned, but the development pattern is already predominantly built-out at 5 to 6 units per acre. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

Single-Dwelling — 5,000

This designation is Portland's most common pattern of single-dwelling development, particularly in the city's inner neighborhoods. It is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally have few or very minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 8.7 units per acre. The corresponding zone is R5.

Single-Dwelling — 2,500

This designation allows a mix of housing types that are single-dwelling in character. This designation is intended for areas near, in, and along centers and corridors, near transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. This designation often serves as a transition between mixed use or multi-dwelling designations and lower density single dwelling designations. The maximum density is generally 17.4 units per acre. The corresponding zone is R2.5.

Multi-Dwelling — 3,000

This designation allows a mix of housing types, including multi-dwelling structures, in a manner similar to the scale of development anticipated within the Single-Dwelling — 2,500 designation. This designation is intended for areas near, in, and along centers and corridors where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints and may include larger development sites. The maximum density is generally 14.5 units per acre, but may go up to 21 units per acre in some situations. The corresponding zone is R3.

Multi-Dwelling — 2,000

This designation allows multi-dwelling development mixed with single-dwelling housing types but at a scale greater than for single-dwelling residential. This designation is intended for areas near, in, and along centers and corridors and transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 21.8 units per acre, but may be as much as 32 units per acre in some situations. The corresponding zone is R2.

Multi-Dwelling — 1,000

This designation allows medium density multi-dwelling development. The scale of development is intended to reflect the allowed densities while being compatible with nearby single-dwelling residential. The designation is intended for areas near, in, and along centers and corridors, and transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 43 units per acre, but may be as much as 65 units per acre in some situations. The corresponding zone is R1.

High-Density Multi-Dwelling

This designation is intended for the Central City, Gateway Regional Center, Town Centers, and transit station areas where a residential focus is desired and urban public services including access to high-capacity transit, very frequent bus service, or streetcar service are available or planned. This designation is intended to allow high-density multi-dwelling structures at an urban scale. Maximum density is based on a floor-area-ratio, not on a unit-per-square-foot basis. Densities will range from 80 to 125 units per acre. The corresponding zone is RH.

Appendix F:

Generalized Base Zone Descriptions – OS and R Zones

OS (Open Space) zone

The OS zone is intended to preserve and enhance public and private open, natural and improved park and recreational areas.

RF (Residential Farm/Forest) zone

The RF zone is the lowest density single-dwelling residential zone. The major types of new housing development will be limited to single family houses.

R20 (Residential 20,000) zone

The R20 zone is a single-dwelling zone that allows 1 dwelling unit per 20,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R10 (Residential 10,000) zone

The R10 zone is a single-dwelling zone that allows 1 dwelling unit per 10,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R7 (Residential 7,000) zone

The R7 zone is a single-dwelling zone that allows 1 dwelling unit per 7,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R5 (Residential 5,000) zone

The R5 zone is a single-dwelling zone that allows 1 dwelling unit per 5,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R2.5 (Residential 2,500) zone

The R2.5 zone is a single-dwelling zone that allows 1 dwelling unit per 2,500 ft². The major types of new housing development will be single family dwellings, row houses, duplexes and accessory dwelling units (ADU).

R3 (Residential 3,000) zone

The R3 zone is a low density multi-dwelling zone. Housing is characterized by 1-2 story buildings and a low building coverage. Often the types of new development will be townhouses and small multi-family residences. Generally, R3 is applied on large sites or groups of sites.

R2 (Residential 2,000) zone

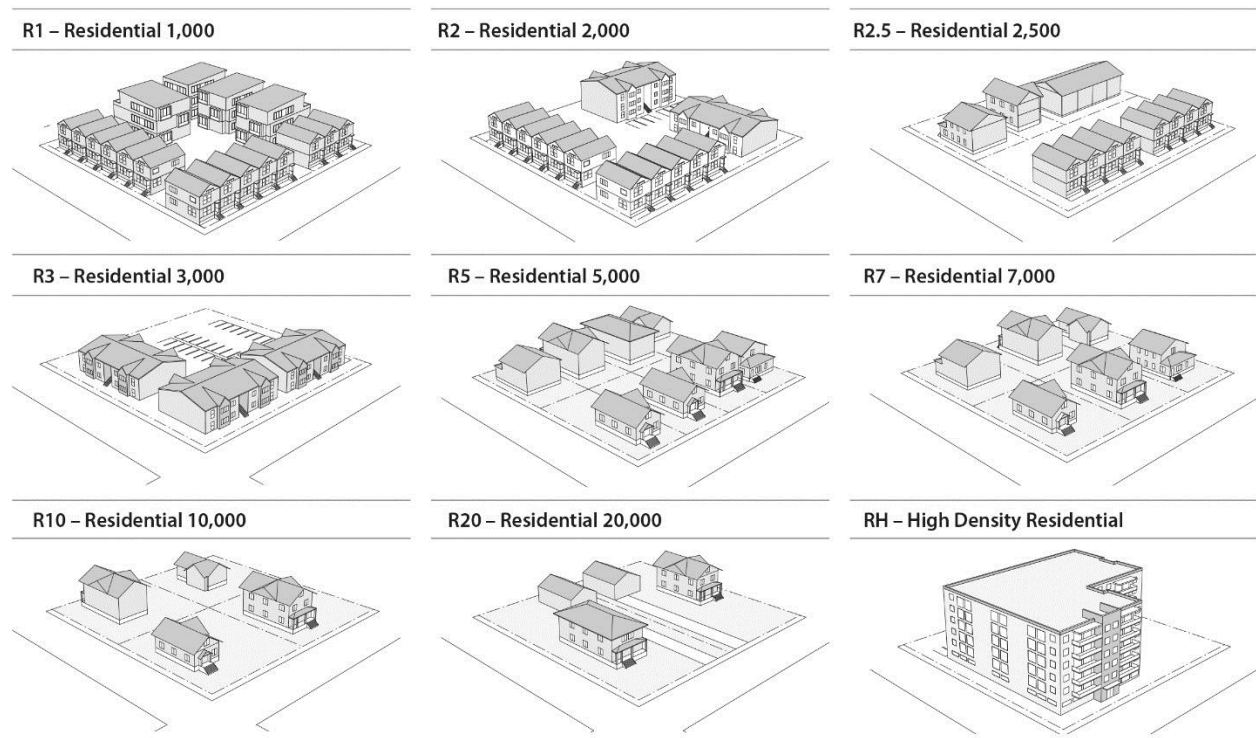
The R2 zone is a low density multi-dwelling zone. Housing is characterized by 1-3 story buildings, but at a higher building coverage than R3 zones. Often, the types of new development will be duplexes, townhouses, row-houses and garden apartments.

R1 (Residential 1,000) zone

The R1 zone is a medium density multi-dwelling zone. Housing is characterized by 1-4 story buildings and a high building coverage. Often the types of new development will be multi-dwelling structures (condominiums and apartments), duplexes, townhouses and row-houses.

RH (High Density Residential) zone

The RH zone is a high density multi-dwelling zone. Housing is characterized by medium to high heights and a relatively high percentage of building coverage. The major types of new housing development will be low, medium, and high-rise apartments and condominiums.



These are examples of what could be built in different residential zones. They illustrate the relative size and scale of each zone. For more information, visit www.portlandoregon.gov/bds/article/411748

Appendix G: Summaries of Zoning Review Area Neighborhood Meetings

Nov 10, 2015- December 10, 2015

Ardenwald-Johnson Creek: 11/23/15	2
Concordia: 11/18/15	2
Creston-Kenilworth: 10/26/15	2
Cully: 11/16/15	3
Eastmoreland: 11/2/15	4
HAND: 11/10/15	4
Madison South Neighborhood Association: 12/3/2015	5
Mt Tabor: 11/19/15	5
North Tabor: 11/17/15	6
Richmond: 11/23/15	7
Rose City Park: 11/10/15	8
St. Johns: 11/12/15	8
Sunnyside: 12/10/15	9
Woodstock: 12/10/2015	9

Ardenwald-Johnson Creek: 11/23/15

In the room:

14 people

General Concerns:

- Prefer to see lower density in the floodplain, areas with c and p overlays. See the viewshed in the Johnson Creek Standards.
- Reference 1991 Johnson Creek Basin Protection Plan, 2001 Johnson Creek Restoration Plan from BES, 2012 Johnson Creek Restoration Projects Effectiveness report, and the Johnson Creek Basin Plan District zoning code

Analysis Criteria:

- 100-year and 500-year floodplain should be incorporated into the criteria (some support for this, nobody seemed opposed.)

Other concerns:

- Concerns about mitigation requirements for new development around Johnson Creek.

Concordia: 11/18/15

9 people

General Comments

- ADUs = high density
- Character of the arterial, Killingsworth—not similar to other routes such as Hawthorne and Belmont

Analysis Criteria

- Add neighborhood character
- Affordability
- Compare to existing R2.5—how disruptive has it been?
- Vacant space
- Homeownership vs. renters

Creston-Kenilworth: 10/26/15

In the room: 10 attendees

Comments

- Why here and not other places close to transit (especially MAX)
- Creston-Kenilworth is ready for more density
- Original Comp Plan designation was set in 1980 - things have changed
- Don't support changes that will mean more people in cars.
- Areas near Powell make sense to up-zone, given BRT line

- Give us a way to provide feedback online

Cully: 11/16/15

In the room:

10 people

Zoning Map:

- East side of Cully might not be able to support higher density with current infrastructure
- Farming communities could feel the pressure of smaller lots and higher density.
- Looking into alternatives so that density and allowances for creativity are supported in east Cully. Examples: Commissioner Novick's working group on local transportation fee; density transfers (requiring code change for single resident zoning); cottage clusters
- Interest in supporting small neighborhood stores that create micro-cities within neighborhoods.
- General focus on availability of low-income housing.
- 72nd and Prescott should be R3 to allow for more creativity in zoning, rather than allowing McMansions.

Comments on Mobile Home Park:

- Considerations between maintaining R2.5 zoning or changing to R2/3.
- According to North Cully Plan District, mobile parks should be redeveloped. Could be changed to R2 for nonprofit to purchase and change to low-income development. Similar to Arbor Mobile Home Park—transition to low-income modular homes (but the fees may be higher).
- Hacienda has shown interest in purchasing the park for low-income housing.

Comments on property near Sacajawea Park:

- Verde paid for engineering analysis on land and it is not buildable. Perhaps it should be zoned for higher density to allow for density transfers with nearby R2.

Comments on Cully Blvd:

- R2h(UC) properties on NE Cully Blvd can be changed to commercial because neighborhood needs some change. Although commercial businesses would need to be supported by surrounding density. Perhaps R2 should be pushed into R7 a little more.
- Church on Cully can be rezoned to provide affordable housing above it.
- NE Sumner and Cully big lot needs historic preservation overlay instead of downzoning to R7.
- Mixed Use promotes smaller apartments that are not suitable for families.

Eastmoreland: 11/2/15

In the room:

5 attendees

General Comments

- Eastmoreland Zoning Review Area of the Moreland Lane area is not enough.

Analysis Criteria

- Existing land use patterns and density
- Historical development patterns
- Housing affordability
- Historic and Cultural Resources: streetscape and architecture
- Sustainability and resilience criteria
- Access to transit
- Access to services

HAND: 11/10/15

In the room:

5 people

General Comments

- Demolitions
- Parking lots
- Neighbors of land use changes want to receive land use notices
- Parking
- Simultaneous Residential Infill Project

Analysis Criteria

- If including distance from light rail, should consider accessibility, not just as-the-crow-flies
- When considering displacement, 1:1 home replacement is already common and it may be too late for some vulnerable populations

Other Comments

- Illegal housing?

Madison South Neighborhood Association: 12/3/2015

In the room:

About 15 people

General Concerns

- Make sure to coordinate with PPS
- Desire for small commercial nodes in the area between 82nd and 92nd, because people don't want to go to 82nd for commercial.
- When considering proximity to centers and corridors, don't just use as-the-crow-flies distance. Consider barriers such as lack of street lights, narrow sidewalks, streets full of stormwater. Proximity to centers/corridors is not the same as access to them.

Mt Tabor: 11/19/15

In the room:

20-30 people

Priority Concerns

- Parking
- Density
- Livability/Walkability

Analysis Criteria

- Parking as a need for people who live farther from centers and corridors. Increased density should be tied to increased parking
- Some want more time to consider criteria
- Neighborhood demographics
- Consider steep slope

General Comments

- Why would we want density?
- Mt Tabor homes may be expensive, so not profitable for tear-downs, replace with two houses
- Encourage more small neighborhood shops and walkability
- In favor of down-designation

North Tabor: 11/17/15

In the room:

15 people

Prioritized topics

- Type of development
- Displacement/affordability
- Tree/environmental preservation

Analysis Criteria

- Tree canopy. If N Tabor has less coverage already, up-zoning could make that worse
- Displacement--Affordability won't be solved by Plan alone. How incentivize affordability? Homeless problem won't be solved by up-zoning alone.

General Comments

- More concerned with type/form of development than density
- Quasi-judicial up-zoning only available to rich developers focused on profit, not concerned with density/livability. Up-zoning through plan would give regular homeowners ability to be creative
- Make easier to remodel instead of building new McMansions—new development that does not increase density
- What housing types appeal to who is moving here (climate refugees, retirees, young people)
- N Tabor-specific design overlay to prevent greedy development
- MAX access good in neighborhood. Tearing down run-down homes near MAX maybe OK

Richmond: 11/23/15

In the room:

About 35 people

General Concerns

- Relationship between zone changes and taxation. Staff explained that zone changes alone do not trigger reassessment, but change in use or new development does. ADU taxation situation breeds skepticism
- Parking
- Relationship to Residential Infill Project. Can't judge if don't know setback and height will remain stable. Staff encouraged to "beef up communication" around RIP. Interest in being more involved in RIP.
- Demolition controls needed. Preserve "architecturally traditional homes" Prefer slow "natural development" change to leaving people "surrounded abruptly" Speaker talked about hiding their ADU behind their house to "look like neighborhood street"
- "Don't want to look like the suburbs" meaning new townhome development
- "compatibility"—some dissent over term. Different heights (4 story next to one story). What tools do people have to address compatibility concerns where they live
- Related to density in MU corridors, City should consider impact of density on roadway conditions and capacity.
- Property values—will they change.
- Consider balance of growing density on Division and Clinton
- Don't encourage "density of rich people" don't want big houses and canyons
- One person wants us to know they like density and even boxy architecture and to remember that there are many voices

Analysis Criteria

- Look at *recent* activity in quasi-judicial (owner-initiated) Zoning Map Amendments, versus just how many there have been since the split was in effect in the 80's. Recent trends may be better indicator
- Displacement: consider age, specifically % of elders.
- Infrastructure, emphasize road capacity.
- Parks availability—more open space for "cramped circumstances"
- include bikes as traffic, consider interactions between people
- Consider N/S corridor density differently. Consider just going up in key nodes. Division Design Initiative proposals.

Other Concerns

- Changes in EG1/EG2
- 35th & Division
- Some do not want the new proposed commercial on 37th & Caruthers "changes...don't match neighborhood feel"
- Development on SE Lincoln creating multiple large homes (negative)

Rose City Park: 11/10/15

In the room

6 people

Mapping Concerns

- Add density on 60th first, then, as improvements are made, density can spread out from there. Plan for transportation improvements should be in place BEFORE up-zoning.
- Consider up-zoning without going all the way to RH along 60th between Glisan and Hassalo

Analysis Criteria

- Focus up-zoning near transit
- Actual transportation improvements, not upcoming
- Consider freeway air pollution (conversation about other ways to address)

Other Comments

- Consider design overlay. Green roofs
- Encourage garden apartments around park
- Require air filtration, ODOT-owned green buffer, near highway
- Worried about loss of yards/private open space

St. Johns: 11/12/15

In the room:

4 people

Analysis Criteria

- Consider vacant lots for up-zoning—less loss of current housing
- Staff-presented criteria seem at least consistent with what they've been hearing through Comp Plan process

Comments on Density and Affordability

- Actual affordability vs relative affordability. Duplexes would probably only get at the latter, but relative better than nothing? Climate refugees, more demand for housing. If reality is more people in Portland, should up-zone in places for availability of housing
- Look to Proud Ground or similar models for stability of housing
- “Not promoting demolitions”...but if they happen, would rather have 2 homes. Demolition practice advocacy “has to happen” but separate arena
- Density shouldn't be at cost of older homes. Compromises community feeling. Would rather see up-zones on vacant lots.
- Seattle for model of acknowledging the racial injustices related to the large stock of single-family homes. Racist roots (limited access to housing, push to limit who lives in a neighborhood) should be acknowledged
- Zoning Review Areas may be lower priority than affordable housing initiative and other efforts
- negatives of density include parking, new buildings “not as cute,” trees

Sunnyside: 12/10/15

In the room:

5 people

General Concerns:

- Underlying lot lines

Woodstock: 12/10/2015

In the room:

About 28 people

General Concerns

- Make sure to coordinate with PPS.
- Make sure to coordinate with TriMet.
- Why does Mixed Use stop at 50th? Could it go all the way to 52nd?
- Parking concerns – adding more people will add more demand for on-street parking.
- Fees associated with parking should be spent locally on street maintenance.
- Concern that up-zoning would increase property taxes.
- Can you let people who don't want to be up-zoned opt out?
- Neighborhood should have more ability to influence individual developments.
- Desire to retain quiet neighborhood.
- Dangerous/busy intersections are a problem in the neighborhood already.
- Variety of opinions about desirability of infill, attractiveness of skinny houses.
- Desire for notification of adjacent property owners as well as affected property owners.
- Concern about loss of tree canopy when properties redevelop.

Analysis Criteria

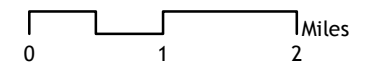
- Availability of transit. R2.5 along Woodstock past 52nd is not right on the transit line, and should be evaluated.

Proposed Zoning

Residential & Open Space Zones Change Areas

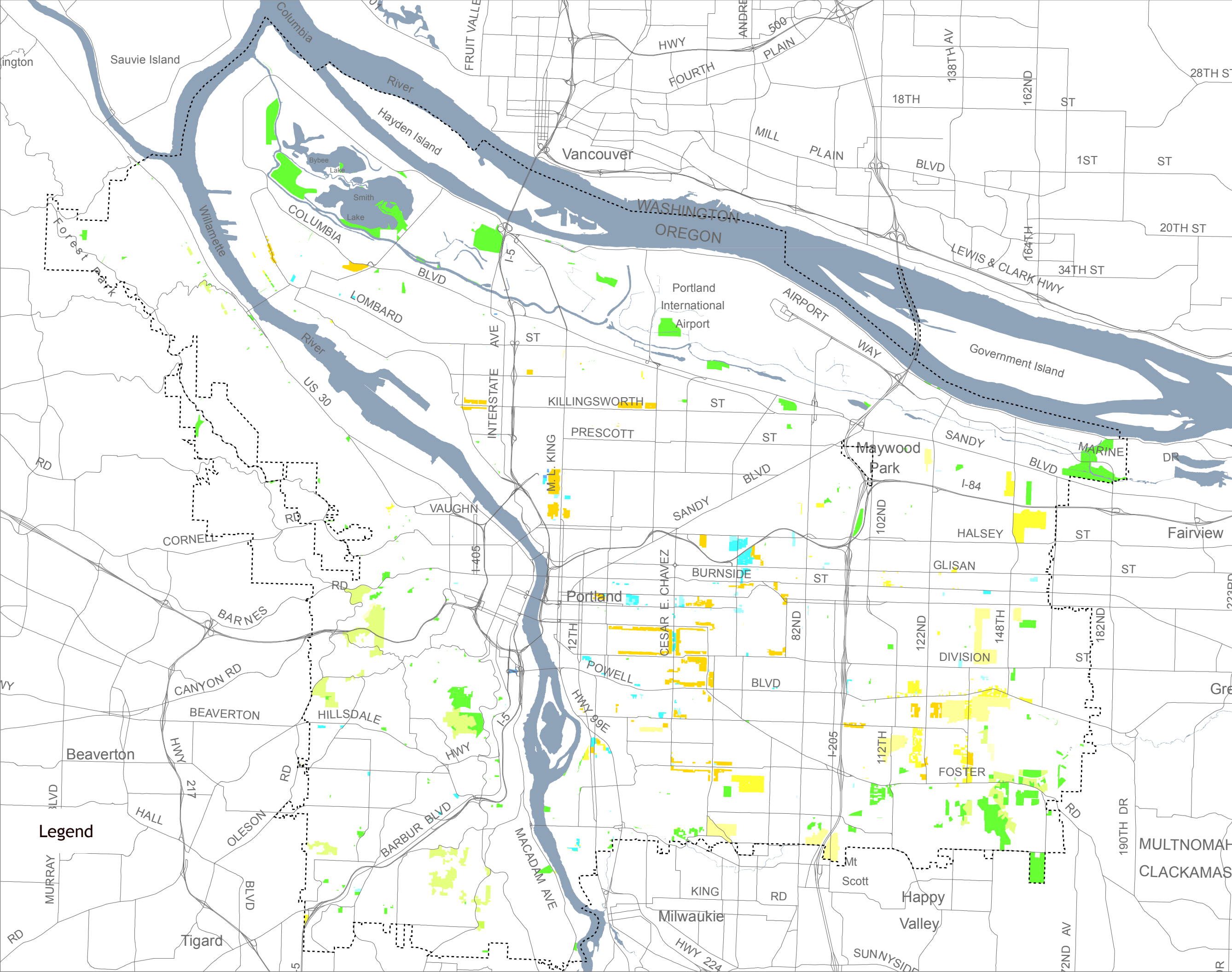
Legend

-  Draft Proposed Urban Service Boundary
-  Open Space (OS)
-  Residential Farming (RF)
-  Single Dwelling Residential 20,000 (R20)
-  Single Dwelling Residential 10,000 (R10)
-  Single Dwelling Residential 7,000 (R7)
-  Single Dwelling Residential 5,000 (R5)
-  Single Dwelling Residential 2,500 (R2.5)
-  Multi-Dwelling Residential 3,000 (R3)
-  Low Density Multi-Dwelling Residential 2,000 (R2)
-  Medium Density Multi-Dwelling Residential 1,000 (R1)
-  High Density Multi-Dwelling Residential (RH)
-  Central Multi-Dwelling Residential (RX)



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Legend

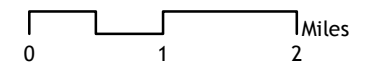
MURRAY BLVD
RD
HALL
HWY 217
OLESON RD
BLVD
Tigard

Proposed Zoning

All Residential & Open Space Zones

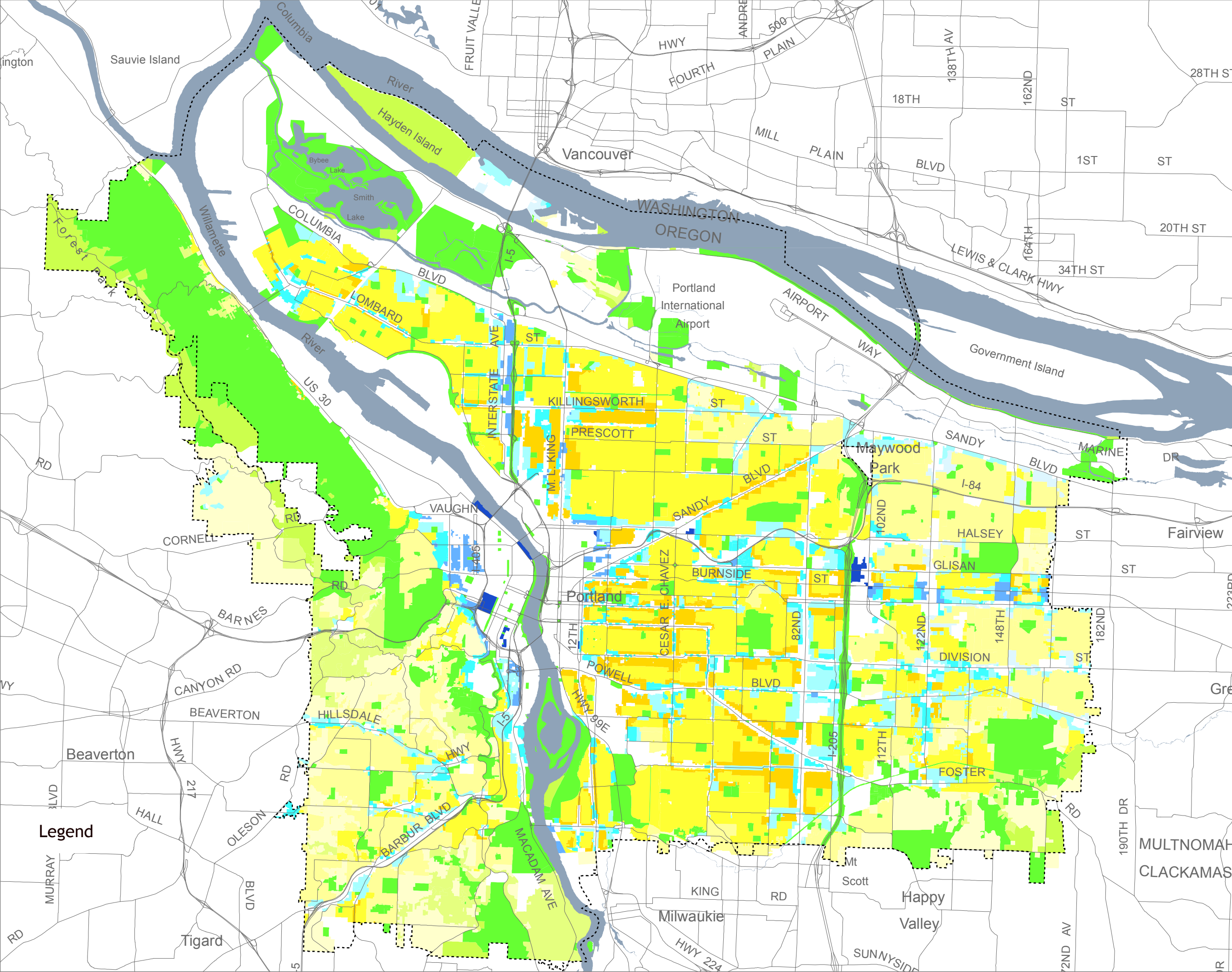
Legend

-  Draft Proposed Urban Service Boundary
-  Open Space (OS)
-  Residential Farming (RF)
-  Single Dwelling Residential 20,000 (R20)
-  Single Dwelling Residential 10,000 (R10)
-  Single Dwelling Residential 7,000 (R7)
-  Single Dwelling Residential 5,000 (R5)
-  Single Dwelling Residential 2,500 (R2.5)
-  Multi-Dwelling Residential 3,000 (R3)
-  Low Density Multi-Dwelling Residential 2,000 (R2)
-  Medium Density Multi-Dwelling Residential 1,000 (R1)
-  High Density Multi-Dwelling Residential (RH)
-  Central Multi-Dwelling Residential (RX)



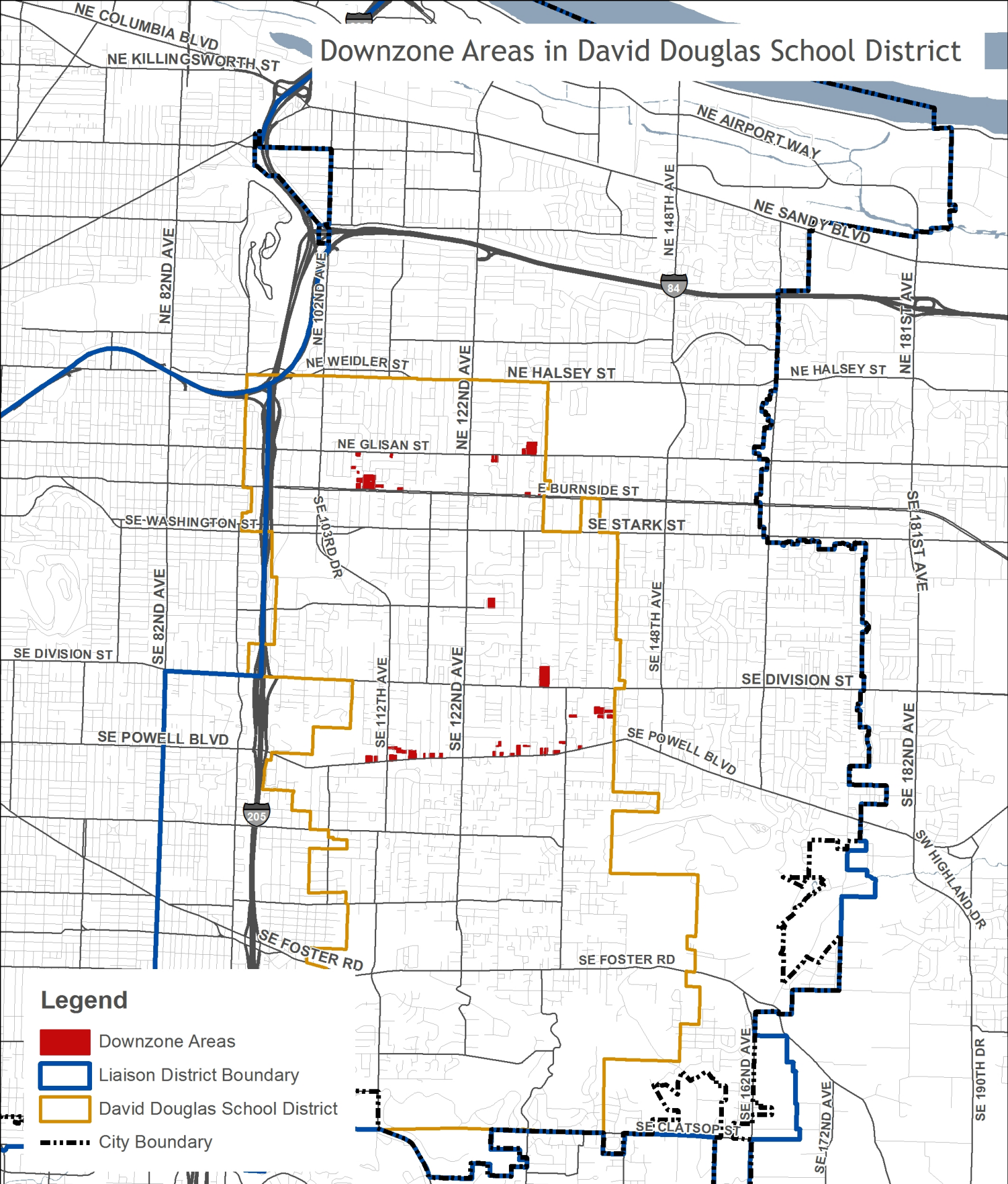
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Geographic Information System

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Legend

Downzone Areas in David Douglas School District



Legend

- Downzone Areas
- Liaison District Boundary
- David Douglas School District
- City Boundary

November 17, 2015

City of Portland, Oregon ||
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0 0.4 0.8 Miles

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 provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

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