



Bureau of Planning and Sustainability

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MEMO

DATE: June 16, 2016

TO: Planning and Sustainability Commission

FROM: Deborah Stein, Principal Planner

CC: Susan Anderson, Director
Joe Zehnder, Chief Planner
Eric Engstrom, Principal Planner

SUBJECT: Task 5 Composite Zoning Map

On July 12, 2016, you will be hearing testimony from property owners and other interested parties on the Proposed Draft of the Composite Zoning Map. This map combines proposed Zoning Map changes from four 2035 Comprehensive Plan Early Implementation projects – Employment Zoning, Campus Institutional Zoning, Mixed Use Zones, and Residential and Open Space Zoning – into a single map.

The proposed Composite Zoning Map, published on May 23, 2016, incorporates map changes recommended by the Planning and Sustainability Commission during work sessions on the Employment Zoning, Campus Institutional Zoning and Residential and Open Space Zoning Update projects earlier this year. (The PSC's final work session on the Mixed Use Zones project is scheduled for July 12, 2016; therefore, this map doesn't yet reflect direction related to Mixed Use from the PSC.) The Composite Zoning Map also incorporates Zoning Map changes that are consistent with City Council's amendments to the Comprehensive Plan Map in May 2016.

Community members may continue to submit testimony on the Proposed Composite Zoning Map through the PSC's hearing on July 12, 2016. You are then scheduled to hold a work session and make a recommendation to City Council on the combined map in its entirety (including Mixed Use) on August 2, 2016.

This memo provides a brief overview of the process leading up to the proposed Composite Zoning Map. Attached are brief write-ups of the four Early Implementation Projects that summarize preliminary direction to staff on Zoning Map changes, and identify new proposed Zoning Map



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changes that differ from earlier proposals that you have reviewed. This information is intended to help prepare you for next steps as you hear additional testimony and deliberate on the Composite Zoning Map later this summer.

Process overview

Affected property owners, neighbors and other interested parties have had multiple opportunities to weigh in on each map layer. During the review period for each project's Discussion Draft, the public was invited to provide feedback to staff on initial Zoning Map and Zoning Code proposals.¹ During the review period for each project's Proposed Draft, the PSC accepted public testimony submitted through the Map App, by email or letter, and in person at a PSC public hearing. Following each round of public hearings, PSC considered public testimony and provided staff preliminary direction on proposed Zoning Map changes.

Now that the different zoning layers have been combined into a single map, the public has a fresh opportunity to testify to the PSC on the Zoning Map through July 12, 2016, the date of your scheduled public hearing on the Composite Zoning Map.

Guidance from City Council

In mid-April 2016, the Portland City Council held public hearings on Commissioner-sponsored Comprehensive Plan amendments on policies, maps and significant projects. Council voted on these amendments in late April and early May 2016. Several of these Comprehensive Plan Map amendments directly affect the Zoning Map.

In some cases, the result of a Council-adopted Comprehensive Plan Map amendment is that the previously proposed Zoning Map change is no longer appropriate, and *current zoning is proposed to remain unchanged*. In other cases, *a different zone is now proposed* to be consistent with a Council-adopted Comprehensive Plan Map amendment and these changes are reflected in the proposed Composite Zoning Map. These changes are listed in this report.

Planning and Sustainability Commission preliminary direction

At your work sessions for each Early Implementation project, you provided direction to staff on proposed Zoning Code changes. Because the record remains open for the public to provide testimony on proposed Zoning Map changes, the direction you provided to staff on the Zoning Map was preliminary only.

In a few locations, the PSC heard strong testimony for or against particular map change proposals, and your deliberations reflected a mix of perspectives. Generally, in these situations, staff retained the proposed change on the map in order to leave the door open for additional testimony on these changes and continue the conversation with the PSC.

¹ Note that this memo only addresses proposed Zoning Map changes. PSC direction on Proposed Zoning Code changes will be addressed in staff reports for each respective Early Implementation project.



Property owner notification

Earlier this year, state-required Measure 56 notices were mailed to every owner of a property potentially affected by a proposed Zoning Map and/or Zoning Code change. New Measure 56 notices were sent on June 6, 2016 to:

- Those property owners potentially affected by a proposed map change, and who haven't previously received a notice; and
- Those property owners who received an earlier notice, but their property is now shown for a different change than what was described in the previous notice.

There are many property owners who were previously notified of a proposed Zoning Map change, but the new proposal would leave their current zoning in place. In these situations, owners will be sent a courtesy notice to let them know that their property is no longer proposed for a Zoning Map change.

Campus Institutional Zoning Project

Project description

The goal of the Campus Institutional Zoning Project is to enhance the ability of colleges and hospitals to grow while maintaining neighborhood protections against unwanted offsite impacts. The project updates the City of Portland's development review process and zoning standards for campus institutions. Two new campus institution base zones have been created and applied to fifteen existing dispersed college and hospital campuses, replacing the need for reoccurring Conditional Use Master Plan reviews and Impact Mitigation Plans.

Timeline

The Planning and Sustainability Commission held a public hearing on Campus Institutional Zones on December 15, 2015. This hearing was followed by a work session on January 26, 2016 in which the PSC provided direction to staff on proposed Campus-related code changes. The opportunity for testimony on Campus Institutional map changes has been continued to July 12. The PSC is scheduled to hold a concluding work session on the Composite Zoning Map (including Campus Institutional zoning) on August 2, 2016, and you will then forward a recommendation to City Council.

Key issues and preliminary PSC direction on the Zoning Map

No changes to the proposed Zoning Map related to Campus Institutions were suggested by the PSC.

New proposed Zoning Map changes: Campus Institutional zones²

The following table lists properties or areas where the Composite Zoning Map incorporates proposed Zoning Map changes that are different than what had been proposed in the *Campus*

² In addition to changes identified here, the proposed Composite Zoning Map includes a number of minor changes to address errata and split zone situations. The Composite Zoning Map does not display properties or areas where an earlier draft showed a Zoning Map Change, but the proposal has since been revised and now current zoning is proposed to be retained.



Institutional Zoning Update Project (November 2015). Proposed changes listed below are displayed in the proposed Composite Zoning Map on the Map App, published on May 23, 2016.

Location	Current Zoning designation(s)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for change
Northwest College of Natural Medicine (NCNM)	EG1, RH, CO2	EG1, RH, CO2	CI2 (subject to 75' building height)	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of Institutional Campus. Properties not owned by NCNM will retain existing RH zoning.
2244 NW Overton	RH	CI2	RH	Site is owned by a private party, developed with an apartment building, but is within the Good Samaritan Hospital Conditional Use Master Plan. Staff agrees with property owner's request to have this property removed from the larger Legacy Good Samaritan Hospital Zoning Map change.
Concordia, PCC Sylvania, Lewis and Clark, and Multnomah Bible College	IRd	CI1d	CI1	The Design (d) overlay is proposed to be removed for the new CI1 and CI2 zones, where currently applied as an adjunct requirement of the IR zone in the current Zoning Code. No changes are proposed to the Aircraft Landing (h) overlay on the Concordia campus, and the Conservation and Protection (p) and (c) overlays on the Sylvania and Lewis and Clark campuses.
Legacy Emanuel and PCC Cascade	IRd	CI2d	CI2m	The Design Overlay (d) Zone is proposed to be removed for the new CI1 and CI2 zones, where currently applied as an adjunct requirement of the IR zone in the current Zoning Code. The Centers Main Street (m) overlay is proposed to be applied to both Legacy Emanuel and PCC Cascade.



Employment Zoning Project

Project description

This project will implement new directions for industrial and employment land uses in the 2035 Comprehensive Plan through code changes to industrial and employment zones, and through zoning map changes for new employment and industrial areas.

Timeline

The Planning and Sustainability Commission held a public hearing on October 27, 2015 on the Employment Zoning Project (code and map). At work sessions on November 10 and December 8, 2015, the PSC discussed employment-related code amendments. The opportunity for testimony on Employment map changes has been continued to July 12. The PSC is scheduled to hold a concluding work session on the Composite Zoning Map (including Employment zoning) on August 2, 2016, and you will then forward a recommendation to City Council.

Key issues and preliminary PSC direction on the Zoning Map

- Change in land use on the Industrial Sanctuary portion of Broadmoor Golf Course
- Retain Industrial zoning along NW Vaughn (on the ESCO sites and others) until transportation capacity is further evaluated

New proposed Zoning Map changes: Employment zones³

The following table lists properties or areas where the Composite Zoning Map incorporates proposed Zoning Map changes that are different than what had been proposed in the *Employment Zoning Project* report (September 2015). Proposed changes listed below are displayed in the proposed Composite Zoning Map on the Map App, published on May 23, 2016.

Location	Current Zoning designation(s)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for change
ESCO et al. along NW Vaughn	IH and IG1	IH and IG1	EG1 (and IH if requested by the owner)	Transportation capacity issues are addressed by the Miscellaneous Zoning Amendments Project to limit office density in Subdistrict B of the Guilds Lake Plan District. Owner of 2635 NW Wilson may request retention of IH zoning to keep existing office allowance at National Register history buildings on the site, which staff would support.

³ In addition to changes identified here, the proposed Composite Zoning Map includes a number of minor changes to address errata and split zone situations. The Composite Zoning Map does not display properties or areas where an earlier draft showed a Zoning Map Change, but the proposal has since been revised and now current zoning is proposed to be retained.



Location	Current Zoning designation(s)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for change
NW Wilson/ Roosevelt between NW 29 th and 30 th	EG1	EG1	R1 and EXd	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of R1 and EXd.
Rossi Farm - NE Shaver and 122nd	CG, R3	EG1	CM2 and R3	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of Mixed Use - Civic Corridor and R3.
Parkrose Post Office - NE Shaver and 122nd	CG	CG	EG1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of ME.
Adidas - N Greeley	IG2 and CO2	CM1 in Discussion Draft. Did not appear in Proposed Drafts	EG2	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of ME.
PepsiCo - 2627 NE Sandy	EXd	CM3	EG1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of Mixed Use Urban Center. On this particular property, the EG1 zone is appropriate for the existing use (bottling plant and distribution hub) to continue. The Comprehensive Plan designation would allow redevelopment in the future to mixed use if desired by the property owner. This could be accomplished through a quasi-judicial Zoning Map Amendment process.
NE Halsey and 78 th and 80 th	R1 and CS	R1 and CS	EG1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of ME.
Sylvan and US 26	CO2	CM1	EG1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of ME.



Location	Current Zoning designation(s)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for change
ODOT N Fargo site	R1	R1	EG1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of ME.
1611 SE Pardee St	CG	CM2	EG1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of ME and matches adjacent property.

Residential and Open Space Zoning Map Update

Project description

To carry out the goals and policies of the 2035 Comprehensive Plan, this project proposes Zoning Map changes to:

- a. Correspond with Recommended 2035 Comprehensive Plan Map designations, 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 Map designations established in 1980.

Timeline

The PSC held a public hearing on proposed Residential and Open Space Zoning Map changes on April 12, 2016 and a work session on April 26, 2016. The opportunity for testimony on zoning map changes has been continued to July 12. The PSC is scheduled to hold a concluding work session on the Composite Zoning Map (including Residential and Open Space zones) on August 2, 2016, and you will then forward a recommendation to City Council.

Key issues raised in testimony

- Support for:
 - increased housing options
 - complementing the centers and corridors growth strategy
 - addressing David Douglas's current overcrowding situation
- Concerns about:
 - increased traffic, parking, loss of trees
 - zoning changes providing an incentive to demolish smaller, relatively affordable houses
 - negative effect on neighborhood property values and/or property taxes
 - potential displacement of renters and communities of color
 - redevelopment that is out of scale with the existing neighborhood development pattern



Preliminary direction from the PSC on the Zoning Map

The PSC raised a number of questions about staff’s evaluation of “Zoning Review Areas” to better understand who is likely to benefit or be burdened by proposed Zoning Map changes. PSC directed staff to review demographic data and conduct additional analysis to ascertain the implications of possible Zoning Map changes on the racial composition of neighborhoods; intergenerational wealth creation; and potential displacement of lower-income residents, particularly communities of color. Staff is providing responses to PSC questions in a separate memo.

Based on testimony received to date, the PSC generally expressed support for Zoning Map changes in the David Douglas School District, with an admonition to consider any potential unintended consequences. In the Rose City Park neighborhood near the 60th Avenue MAX Station, the PSC generally supported a combination of R1 and R2 zoning as shown but was receptive to concerns from neighbors advocating for R5 based on the timing of sidewalk investments. In Maplewood, where there is a proposal to change from R7 to R1 adjacent to Gabriel Park and a small commercial node, the PSC generally supported the proposed up-zoning because of the amenity-rich location.

In areas currently zoned R5 or R2 that have a new Mixed Use Comprehensive Plan designation, staff asked the PSC to consider two options: to change the zoning to a Commercial/Mixed Use zone, or to change the zoning to match the adjacent residential zone. The PSC provided a mix of perspectives and asked staff to follow up with additional analysis in consultation with the Mixed Use Zones team. In these situations, staff now proposes to retain residential zoning, but change to a higher density residential zone to be consistent with adjacent properties.

New proposed Zoning Map changes: Residential and Open Space zones⁴

The following table lists properties or areas where the Composite Zoning Map incorporates proposed Zoning Map changes that are different than what had been proposed in the *Residential and Open Space Zoning Map Update* report (March 2016). Proposed changes listed below are displayed in the proposed Composite Zoning Map on the Map App, published on May 23, 2016.

<i>Location</i>	<i>Current Zoning designation (Current Comprehensive Plan designation)</i>	<i>Zoning Map Proposal (Original)</i>	<i>Zoning Map Proposal (Revised)</i>	<i>Rationale for Proposed Change</i>
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⁴ In addition to changes identified here, the proposed Composite Zoning Map includes a number of minor changes to address errata and split zone situations. The Composite Zoning Map does not display properties or areas where an earlier draft showed a Zoning Map Change, but the proposal has since been revised and now current zoning is proposed to be retained.



Location	Current Zoning designation (Current Comprehensive Plan designation)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for Proposed Change
Rose City Park 60th Ave Station Area	R5	R1 and R2	R1 and R2 in reconfigured pattern	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of R1 and R2.
Rose City Park, Euclid Heights	R5(R2.5)	R2.5	R5	Zone is consistent with City Council's decision to apply R5 Comprehensive Plan designation.
SE Henry near SE 52nd	R5(R2.5)	R2.5	R5	Zone is consistent with City Council's decision to apply R5 Comprehensive Plan designation.
NE 62 nd & Davis	R5	R5	R2	Zone is consistent with City Council's decision to apply R2 Comprehensive Plan designation.
Area generally bounded by SE Tacoma, SE Nehalem SE 21 st and SE 25th	R5	R5	R2	Zone is consistent with City Council's decision to apply R2 Comprehensive Plan designation.
1640-44 SE Ellis, 5624 SE Milwaukie, 5505 SE 17 th and 1650 SE Harold	RH	R2.5	R1	Zone is consistent with City Council's decision to apply R1 Comprehensive Plan designation on these four properties that are already developed with multi-dwelling structures.
4055 SW Garden Home	R7	R7	R2	Zone is consistent with City Council's decision to apply R2 Comprehensive Plan designation.
8619-8623 SW 30th Ave	R2	R2	R1	Zone is consistent with City Council's decision to apply R1 Comprehensive Plan designation.
Terwilliger Plaza	R1, RH & CS	R1, RH & CM2	RH	Zone is consistent with City Council's decision to apply RH Comprehensive Plan designation.



Location	Current Zoning designation (Current Comprehensive Plan designation)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for Proposed Change
SE 45th & Umatilla	R5(R2.5)	R5(R2.5)	OS	Zone is consistent with City Council's decision to apply Open Space Comprehensive Plan designation.
16111 SE Foster Rd	R20(R10)	R20(R10)	OS	Zone is consistent with City Council's decision to apply Open Space Comprehensive Plan designation.
Barbara Welch Road	R5 and R10	R5 and R10	OS	Zone is consistent with City Council's decision to apply Open Space Comprehensive Plan designation.
15912 SE Clatsop St	R10	R10	OS	Zone is consistent with City Council's decision to apply Open Space Comprehensive Plan designation.
SE Foster Rd & Springwater corridor	EG2	EG2	OS	Zone is consistent with City Council's decision to apply Open Space Comprehensive Plan designation.
SE Cesar E Chavez & SE Hawthorne	R5(NC)	R5(MU-UC)	R1(MU-CC)	Staff recommends retaining residential zoning on properties designated for Mixed Use, but change to higher density residential zone to be consistent with adjacent properties.
5030 and 5032 SE Haig ST	R5(CG)	R5(MU-CC)	R2.5(MU-CC)	Staff recommends retaining residential zoning on properties designated for Mixed Use, but change to higher density residential zone to be consistent with adjacent properties.
SE Woodstock	R5(R2.5)	R5(MU-N)	R2.5(MU-N)	Staff recommends retaining residential zoning on properties designated for Mixed Use, but change to higher density residential zone to be consistent with adjacent properties.



Location	Current Zoning designation (Current Comprehensive Plan designation)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for Proposed Change
Hawthorne & SE 38th	R5(NC)	R5(MU-CC)	R2.5(MU-CC)	Staff recommends retaining residential zoning on properties designated for Mixed Use, but change to higher density residential zone to be consistent with adjacent properties.
SE Holgate & Chavez	R2(CG)	R2(MU-CC)	R1(MU-CC)	Staff recommends retaining residential zoning on properties designated for Mixed Use, but change to higher density residential zone to be consistent with adjacent properties.

Mixed Use Zones Project

Project description

The Mixed Use Zones Project is revising Portland’s commercial zones outside of the Central City, where new housing, shops and services are focused into a network of centers and corridors. The project creates new commercial/mixed use zones that address community feedback about the size, scale and mass of new mixed use development in Portland’s commercial areas. The new zones also help address policies of Portland’s new Comprehensive Plan that call for providing more affordable housing, creating commercial spaces in centers, greening urban spaces, etc. through development requirements and incentives in these areas.

Timeline

The Planning and Sustainability Commission held public hearings on the Mixed Use Zones Project (code and map) on May 10 and May 17, 2016. Work sessions are scheduled for June 28 and July 12, 2016.

The opportunity for testimony on zoning map changes has been continued to July 12. The PSC is scheduled to hold a concluding work session on the Composite Zoning Map (including Mixed Use) on August 2, 2016, and you will then forward a recommendation to City Council.



Key Zoning Map issues raised in testimony

- Opposition to the proposed CM1 zone in areas identified as Low-rise Commercial Storefront areas. The proposal to rezone was opposed by property owners in the following locations: NE Alberta; Roseway; Belmont; SE Hawthorne; SE Foster; SE Woodstock; Sellwood; Moreland
- Support for the proposed CM1 zone in areas identified as Low-rise Commercial Storefront areas. The proposal to rezone was supported by a number of individuals in various locations, and by neighborhood associations and other groups including: SMILE; Multnomah Neighborhood Association, Foster Powell Neighborhood Association, and the Division Design Initiative.
- Concerns about application of CM1 zone to existing nonconforming uses currently zoned Residential
- Request to rezone from CM1 to CM2 at N Alberta and N Williams
- Opposition to CM1 and request to rezone to CM2 at NE Killingsworth and NE 30th
- Request for CE zoning and amendment/removal of Centers Main Street overlay zone on multiple properties including: Albertsons/Safeway sites; Fred Meyer sites; McDonalds sites; Dutch Bros sites; Space-Age Fuel sites; U-Haul sites; NE Glisan and NE 122nd; and other individual and multiple-property owners
- Specific requests for CM2 zoning on multiple sites throughout the city (complete list forthcoming)
- Specific requests for CM3 zoning on sites near SE Chavez and SE Powell; N Killingsworth and N Albina; SE McLoughlin at Holgate; others
- Request to apply Design Overlay zone in Sellwood

Preliminary direction from the PSC on the Zoning Map

Work sessions focused on the Mixed Use Zones Project are currently underway and won't conclude until July 12, 2016.

New proposed Zoning Map changes: Commercial/Mixed Use zones⁵

The following table lists properties or areas where the Composite Zoning Map incorporates proposed Zoning Map changes that are different than what had been proposed in the *Mixed Use Zones Project* report (March 2016). The PSC may recommend further map changes based on the June 28th and July 12th work sessions. Proposed changes listed below are displayed in the proposed Composite Zoning Map on the Map App, published on May 23, 2016.

⁵ In addition to changes identified here, the proposed Composite Zoning Map includes a number of minor changes to address errata and split zone situations. The Composite Zoning Map does not display properties or areas where an earlier draft showed a Zoning Map Change, but the proposal has since been revised and now current zoning is proposed to be retained.



Location	Current Zoning designation(s)	Zoning Map Proposal (Original)	Zoning Map Proposal (Revised)	Rationale for change
1610-1620 & 1706 SE 130th	R5 & IR	R5 & IR	CM1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of MU-D.
SW Gibbs	R1 & CS	all CM1	R1 & CM1	Council did not support the amendment that would have expanded MU designation and zoning in this area.
Bridgeton	CM	CM1	CM2	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of MU-N.
Mt Hood Community College Maywood Park parking lot	R7	R7	CM1	Zone is consistent with City Council's decision to apply Comprehensive Plan designation of MU-D.
1250 E Burnside	CS	CM2	CM3	Staff recommends a zone change that matches the scale of the existing development.
4831 SE Powell and 3420 E/SE 50th	R5 & CG	R5 & CM2	CM2	Staff recommends a zone change that addresses sites that are both split zoned and that contain nonconforming commercial situations.

