



Bureau of Planning and Sustainability
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MEMO

DATE: May 9, 2017

TO: Planning and Sustainability Commission

FROM: Sallie Edmunds, Central City Planning Manager
Debbie Bischoff, Mindy Brooks, Troy Doss, Rachael Hoy, Nicholas Starin

CC: Susan Anderson, Director and Joe Zehnder, Chief Planner

SUBJECT: **CC2035 Vote on May 23, 2017**

Thank you for your perseverance with the CC2035 Plan. At the PSC meetings from September 2016 – April 2017, staff presented a variety of proposed amendments to you based on public testimony and PSC feedback after the public hearings held in summer 2016. At each meeting you discussed items either because a PSC member indicated that they wanted to talk about it, or staff thought that it was important to discuss with the PSC. At the conclusion of each discussion item, the PSC either supported the staff recommendation, amended it, or provided guidance for next steps. The items in the discussion tables that you did not discuss were considered tentatively approved at the end of each meeting.

Now it is time to consider the package as a whole and vote to forward it to City Council as the PSC's Recommended Draft.

To help you navigate through the materials and decisions that you tentatively made, we've provided you with a list of plan volumes and a guide to the key amendments made to each of those volumes. Appendix A and B also include a list of the PSC work sessions and the items discussed at those work sessions, and a list of the Decision Tables and associated memos submitted to the PSC.

But first, the agenda for May 23, 2017.



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I. Agenda for the CC2035 Work Session

Time	Agenda Items
10 min	Introduction and review of today's process
20 min	Floating Platforms (see Decision Table M)
15 min	North Pearl Setback (See Decision Table I)
10 min	Vote 1: Approve the following chapters, as amended, within the Revised Proposed Draft Volume 2A2: 33.440 Greenway Overlay Zones, 33.475 River Overlay Zones, and 33.865 River Review, and forward to City Council as part of CC2035. (Recuse: Rudd)
10 min	Vote 2: Approve the following amendments: Riverplace FAR (Map 510-2), Chinatown and Riverplace height (Map 510-3) and Master Plan code (33.510.255), and forward to City Council as part of CC2035. (Recuse: Schultz)
20 min	Vote 3: Approve all remaining portions of Volumes 1 – 6, as amended, that were not included in prior votes 1 and 2 , direct staff to make any remaining non-substantive changes to the package, and forward to City Council as the PSC's Recommended Draft. (all vote)
20 min	PSC transmittal letter to Council
-	Adjourn

II. A Guide to the PSC's Preliminary Decisions

A. Amendments by Volume

The following volumes are part of CC2035.

Volume	Title
1	Goals and Policies
2A1	Zoning Code and Map Amendments (Central City Plan District)
2A2	Zoning Code and Map Amendments (River and Trails)
2A3	Zoning Code and Map Amendments (Environmental zones and Scenic resources) <i>This proposed new volume has been part of Volume 2A2. We plan to create this separate volume because these amendments will affect property owners outside of the Central City and therefore we have been advised to have this volume adopted by separate ordinance.</i>
2B	Transportation System Plan Amendments
3A1	Scenic Resource Protection Plan: Summary, Results and Implementation
3A2	Scenic Resource Protection Plan: Scenic Resource Inventory
3A3	Scenic Resource Protection Plan: Economic, Social, Environmental and Energy Analysis
3B	Willamette River / Central Reach Natural Resource Protection Plan
4	Background Materials
5A	Implementation: Performance Targets and Actions Plans
5B	Implementation: The Green Loop <i>This proposed new volume has been part of Volume 5A. We plan to create a separate volume for the Green Loop because this is a major initiative, and we want to have City Council adopt it by separate resolution.</i>
6	Public Involvement

The following list outlines the items that you discussed related to each volume. On May 23, we will ask the PSC to vote on all of the volumes, with the amendments, as a package.

Volume 1: Goals and Policies

This volume contains the plan's goals and policies and some of the big ideas to inspire a generation of Portlanders. The key policy amendment that PSC discussed is described below.

Family-Friendly Housing (P1)

On February 14, the PSC supported the addition of a set of policies to support family-friendly housing (P1) and related services due to the increasing numbers of children in the Central City. These policies include support for housing types that are supportive of the needs of families with children and the services such as parks, schools and community centers that are needed to sustain families in the Central City.

Volume 2A1: Zoning Code and Map Amendments: Central City Plan District

Volume 2A1 contains zoning code and maps primarily related to the Central City Plan District. The PSC discussed parts of this volume at nearly all of the work sessions. Project staff integrated the results of the PSC work sessions into what is titled *Revised Staff-Proposed Draft*. We provided you with a copy of this document and it is also posted on the BPS website. (See also, *B. Guide to Reading Volume 2A, Part 1 and 2*)

Here is a summary of the significant changes made between the Proposed Draft and the Revised Draft to this volume:

Historic Height

On September 27 the PSC discussed and supported the staff recommendation to reduce heights in the New Chinatown/Japantown, NW 13 Avenue, and Irvington Historic District from 75 – 125 feet. The PSC discussed East Portland/Grand Avenue Historic District heights again on November 16 and ultimately supported the staff recommendation to reduce some heights in the district. The ability to gain more height through bonuses was eliminated for all districts.

Scenic Height

On September 27 the PSC discussed and supported the staff recommendation for B1: View of Mt Hood from Japanese Garden and B2: View of Vista Bridge from Jefferson Street. Then on February 14, PSC revisited and affirmed their previous decision related to Vista Bridge. At the September 27 meeting, PSC also discussed B3: View of Mt Hood from Salmon Street Springs for a considerable length of time and with a 7-4 vote, the Commissioners opposed preserving the Salmon Springs view corridor. Items B4, B5, B9, B10 were also discussed and supported by the PSC.

Other Height (specific height requests)

On November 16 the PSC discussed other height requests across the Central City. The PSC supported height increased to C3: RiverPlace C23: Post Office Site. C1: Old Town-Chinatown and C2: Pearl District height increase requests resulted in maintaining staff recommendation for base height but added bonus height to these areas. C32: Park Blocks resulted in a recommendation for a shadow study requirement (new Map 510-11) along the east side of the Park Blocks to allow for

morning sun and a 12-foot setback to provide more light and air around the park. A new map 510-22 was developed to show the area where this applies.

Other discussions of C8: West End, C15: Lloyd Edge, and C6: Bridgeheads resulted in the PSC maintaining staff recommendations.

The results of all of the height discussions resulted in amendments to Map 510-3, Base Heights, and Map 510-4, Bonus Heights.

Miscellaneous Code and Map Amendments

On November 16 PSC approved Item L1, which updated Map 510-17 to show the expanded light rail system and areas where vehicle repair and vehicle sales and leasing uses are restricted. This includes light rail stations in the Central Eastside including OMSI and Clinton station areas.

On January 10, the PSC discussed Items I27 and I28, which would allow a limited amount of Retail Sales and Service uses on sites zoned Open Space (OS) in the Central City, including Governor Tom McCall Waterfront Park.

On January 10 the PSC considered adding to the list of items that cannot be considered an active use behind Ground Floor Windows (items I4 and I5). PSC tentatively approved allowing windows into bicycle parking areas for up to 25 percent of the requirement. PSC also approved I20 requiring 60 percent ground floor window coverage on facades facing parks and open areas. A new Map 510-8 Ground Floor Windows has been created to reflect these updates.

Green Building

The PSC discussed green building elements during several of their meetings. On January 10 they tentatively approved E1, requiring that developers register with one of several organizations for certification as a low-carbon building. On January 24, they tentatively approved E3 Bird Safe Glazing, which set a 30 percent glazing threshold for projects to comply with the regulations and a list of options for glazing patterns and techniques for application. The PSC also approved E5, the ecoroof recommendation with an expanded purpose statement and exempted the top roofs of parking garages.

FAR/Zoning

On November 16, the PSC discussed items D3, D4 and D5, height and FAR increase requests in the SE 11 and 12 area of the Central Eastside. The PSC was supportive of staff's proposal to rezone these properties from IG1 to EX and to increase the allowed bonus heights to 60 feet.

On January 10, the PSC supported staff recommendations for items K3, K4, and K5 to increase the FAR limit in parts of the University District/South Downtown area, including along the southern extension of the transit mall (from 6 to 1 to 9 to 1), the Lincoln Station area (from 2 to 1 to 6 to 1). The PSC set FAR limits in the West End at 8 to 1. On March 14 PSC supported increases in FAR in accordance with the staff recommendation for part of RiverPlace (from 4 to 1 to 5 to 1) (item I35); as well as portions of the North Pearl District, generally from 4 to 1 to 5 to 1 (item I34). PSC approved the staff recommendation to maintain zoning changes proposed in L1-L7. Map 510-2 Maximum Floor Area Ratios and the Proposed Zoning Maps reflect these changes.

Bonuses and Transfers

In early 2017, the City Council approved a package of amendments to support the provision of affordable housing in Portland that resulted in the need for several technical amendments to the Central City code to make it consistent with the newly adopted Inclusionary Housing Program. The PSC approved those items I30 and I31 on March 14.

On April 11, PSC also tentatively approved item I32 that modified how the affordable housing bonus would be calculated. This amendment added that one square foot of bonus is earned for each net building square foot up to the 3 to 1 FAR maximum for the site.

The PSC also supported item I40, exempting K-12 public and private schools from the master plan process.

Parking

On November 16, the PSC discussed and supported a major rewrite to the parking code. This included F1, an update to the parking ratios that set parking maximums in the Central City from 0.5/1000 square feet to 2/1000 square feet depending on the land use and location.

Volume 2A2: Zoning Code and Map Amendments: River, Scenic and Trails

Volume 2A2 contains zoning code and maps primarily related to the Willamette river, scenic overlay zones and major public trails. The PSC discussed the parts of this volume that relate to the river and trails on November 16, January 10, February 14, and April 11. Project staff integrated the results of the PSC work sessions into what is titled *Revised Staff-Proposed Draft*. We provided you with a copy of this document and it is also posted on the BPS website. (See also, *B. Guide to Reading Volume 2A, Part 1 and 2*)

Here is a summary of some of the significant changes made between the Proposed Draft and the Revised Draft:

River Setback

On November 16, the PSC discussed and supported item G2 to expand the river setback from 25 feet to 50 feet from top-of-bank. The purpose is to protect natural resources and to allow sufficient space for public recreation. River-dependent and river-related uses would still be allowed within the river setback.

Marine Terminals and Docks

On January 10, the PSC supported item M9 and H6 to allow up to 5,000 square feet of development of river-related marine passenger terminal uses within the river setback and supported item H5 to modify the river-related code definition for a marine passenger terminal. The PSC also accepted revisions to the purpose statement for this code regulation.

Landscaping Standards

On November 16, the PSC supported item G4 related to landscaping in the River General overlay zone and the relationship to the River Environmental overlay zone. This included a

recommendation to require replacement of trees 1.5 inches or larger in diameter and to allow mitigation and tree planting required for impacts to the River Environmental overlay zone to be counted towards the landscaping standards.

Maintenance of Replacement of Existing Structures

On January 10, the PSC discussed and supported item M1 allowing maintenance and replacement of existing structures both above and below the ordinary high water mark. Alterations that expand the footprint or change the location of the footprint would not be exempt from the zoning code and would need to meet standards or go through River Review.

Floating Docks

On April 11, staff proposed a new standard to allow new floating structures for seasonal recreation use in the Central Reach. PSC support the standards, which limit impacts on fish habitat by requiring new structures to be located more than 50 feet from the ordinary low water mark in order to limit impacts on shallow water habitat; limiting the number and size of structures; and requiring that the structures only be in the river during the in-water work period. PSC voiced concern about privatization of these structures so staff is returning on May 23 with more information.

View Corridors in Environmental Overlay Zones

On November 16, PSC discussed and supported item G4 to allow removal of trees and vegetation within designated view corridors in the River Environmental overlay zone in the Central City as well as item G5 to allow removal of trees through a standard in the Conservation and Protection overlay zones in the rest of the city. Trees removed must be replaced outside of the view corridor and the disturbance area must be replanted with ground cover (shrubs may be included but are not required).

Volume 2B: Transportation System Plan Amendments

Volume 2B contains transportation-related amendments to Portland’s Comprehensive Plan and Transportation System Plan, including policies, street classifications, and lists of major projects and studies. It also includes information about the designation of the Central City as a Multimodal Mixed-Use Area (MMA) with the Oregon Department of Transportation.

On January 10, the PSC discussed and supported a number of amendments to the Major Projects List, which includes \$47 million in new projects for the Central City (constrained list). The PSC also expressed support for amendments to the Street Classifications, primarily the bicycle classifications.

On February 28, the PSC discussed the Broadway/Weidler Interchange Project. While they supported its inclusion in the TSP, that support was contingent on the inclusion of:

- the local surface improvements, including enhanced bicycle and pedestrian connections,
- development of an equity strategy to address impacts to the African-American community,
- low income housing solutions,
- MWESB benefits,

- limiting City funding to multimodal project elements and funding sources that do not reduce investments supporting Vision Zero,
- livability in East Portland, and
- encouraging ODOT and PBOT to evaluate congestion pricing and TDM options.

Volume 3: Scenic Resources

The three parts of Volume 3A are focused on Scenic Resources.

Volume 3A, Part 1: Summary, Results and Implementation

Part 1 summarizes the Central City Scenic Resources Inventory (CCSRI) and Central City Scenic Resources Economic, Social, Environmental and Energy Analysis (ESEE) methodologies and results; describes the policy priorities for the resources; provides an at-a-glance summary of the resource protection decisions; and updates portions of the city-wide *Scenic Resources Protection Plan* (1991), scenic overlay zones and zoning code, and the building heights that are applied through the land use review and building permit processes.

Volume 3A, Part 2: Scenic Resources Inventory

The CCSRI is an inventory of all existing scenic resources in the Central City and viewpoints within the viewpoints boundary. The inventory includes detailed descriptions, scores and rankings, photos, and maps of the resources.

Volume 3A, Part 3: Economic, Social, Environmental and Energy Analysis

The ESEE evaluates the impacts of protecting (or not) the scenic resources. A decision for each resource is made whether to protect the resource and prohibit or limit impacts, such as buildings or trees, from blocking or reducing the scenic qualities of the view or to not protect the resource and allow impacts.

Amendments to Volume 3A1, 3A2, 3A3 are referenced above in the discussion of 2A2, Scenic Heights.

Volume 3B Willamette River Natural Resource Protection Plan

Volume 3B contains the *Willamette River Central Reach Natural Resource Protection Plan*. The Protection Plan includes an updated inventory of natural resources and an evaluation of trade-offs of protecting significant natural resources. The Protection Plan results in recommendations of when to limit or strictly limit conflicting uses within natural resource areas.

On November 16 the PSC discussed Item G11 and supported the updates to the *Willamette River Central Reach Natural Resources Protection Plan*. The recommendations include applying overlay zoning to the river, streams, vegetated flood areas, contiguously vegetated riparian areas and land within at least 50 of the water bodies.

Volume 4 Background Materials

This volume contains background materials for CC2035.

Volume 5: Implementation: Performance Targets and Actions Plans

This volume contains performance targets related to transportation, jobs and housing, riverbank enhancement, ecoroofs, tree canopy and public space. These targets will help measure the City's progress toward achieving the aims of the CC2035 Plan. The Action Plans describe future projects and programs by City Bureaus and others that will implement the goals of the plan. While there were many amendments to this Volume, two key items are especially worthy of mention.

Broadway/Weidler Interchange Project

The PSC voted to support an amendment to the Transportation System Plan to include the Broadway/Weidler Interchange Project with conditions that are described under 2B.

Collins Circle

The PSC also voted to support a new viewpoint of Vista Bridge on Jefferson Street at Collins Circle and recommended that it provide increased usable public space, amenities such as seating, improving pedestrian connectivity.

Volume 6: Public Involvement

This volume contains background on all of the public involvement activities that went in to the development of the CC2035 Plan up to the publication of the Proposed Draft. The only amendment that was made to this volume is to update the table on page 33 to include a summary of a West Quadrant Plan disclosure that was provided during the public hearing process.

B. Guide to Reading Volume 2A, Part 1 and 2

To help PSC quickly find the amendments made to the Proposed Draft, the amendments are shown in the following ways:

- **Existing zoning code sections:** Language proposed for addition is underlined and language proposed for deletion is shown in ~~striketrough~~. PSC amendments and minor edits made by staff are highlighted and underlined or ~~highlighted and shown in striketrough~~. Minor edits include:
 - Clarifications that do not change the intent of the code
 - Corrections to references
 - Removal of duplicative language
- **New zoning code sections:** Two code chapters – 33.475, River Overlay Zones, and 33.865, River Review, are new code sections. Because all of the language is new, for ease of reading it is not underlined. PSC amendments and minor edits made by staff that added language are highlighted and underlined and amendments that deleted language are ~~highlighted and shown in striketrough~~. (see above for definition of minor edits)

- **Existing and new zoning code sections:** Language that has been edited in a substantive way by staff and has not been previously reviewed by PSC are shown in **highlighted bold Bookman Old Style** font. Substantive edits include:
 - Code that reflects a concept approved by PSC, but for which PSC has not seen the exact code language
 - Changes to the intent of the code (these are also described in a corresponding decision table)
- **Commentary:** Commentary has been updated to reflect amendments to the Zoning Code. The edits to commentary are not underlined, shown in strikethrough or highlighted.
- **Clerical edits** are not highlighted. Clerical edits include typos, spelling or numbering errors, etc.

C. Next Steps

Proposed City Council Schedule

Mid- June	Publish Recommended Draft
July 27 + August 3	City Council Hearings
Fall 2017	City Council deliberations

Proposed Ordinances and Resolutions

Ordinance A:	Vol I, Vol 2A1, Vol 2A2, Vol 2B, 3A1, 3A2, 3A3, 3B
Ordinance B:	Vol 2A3 (33.430 Environmental Zone and 33.480 Scenic Resources amendments outside of the Central City)
Ordinance C:	New Chinatown/Japantown Historic Design Guidelines (approved by Historic Landmarks Commission on December 12)
Ordinance D:	Post Office amendments (Portions of 2A1)
Resolution A:	Performance Targets and Actions (Vol 5A)
Resolution B:	Green Loop (Vol 5B)

Attachment A: Amendment topics by PSC Work Session

Here is the list of PSC Work sessions, the general content discussed, and the Decision Tables referenced.

September 27: Building heights in historic districts (Table A) and scenic view corridors (Table B)

November 16: Additional building heights discussion (Table C), zoning along SE 11 and 12 (Table D), Willamette River-related topics (Table G and H) and parking code (Table F)

January 10: Proposed TSP street classifications and transportation projects (Table J), additional uses in the Open Space zone (Table H), specific zoning and floor area ratio (FAR) requests (Table K and L), low carbon buildings (Table E), Willamette River (Table M), trees (Table N) and other miscellaneous amendments (Table I)

January 24: Ecoroofs, bird-safe window glazing (Table E) and an analysis of the costs of CC2035 green building policies in addition to other recently adopted policies, including affordable housing (Memo O)

February 14: FAR transfers on surface parking lots (Table Q), bicycle parking as a ground floor active use (Table I), policies and actions to support family housing-related items (Table P), River Review (Table M), revisions to action plans (Table R), revisited the preliminary decision about the view of the Vista Street Bridge (Table B)

February 28: Broadway/Weidler I-5 Interchange TSP Project (Table J) and continued discussion about transferring FAR from surface parking lots (Table I)

March 14: Amendments to the bonus and transfer system in light of the new Inclusionary Housing Program (Table I), additional FAR and height amendments (Table I), and the updated master plan provision (Table I), residential FAR (Table K), and FAR (Table Q)

April 11: Continued discussion about amendments to the bonus and transfer system in light of the new Inclusionary Housing Program (Table I), new policy supporting capping over the freeway (Table P) and swimming platforms (Table M)

Attachment B. Decision Tables and Related Memos

Decision Packet	Associated Decision Tables, Memos, Maps	PSC Worksession
A. Historic Height	Table A	9/27, 11/16
B. Scenic Height	Table B, Scenic Resource Protection Plan Memo	9/27, 2/14
C. Other Height	Table C, Maps, Memo C,	11/16,
D. SE 11 and 12	Table D	11/16
E. Green Buildings	Table E, Memo	1/10, 1/24
F. Parking	Table F, Memo F	11/16
G. River-Environmental	Table G, Memo G, Memo G*,	11/16
H. River-Open Space	Table H, Memo H	11/16
I. Misc. Code Amendments	Table I, Memo I, Memo I Revised, Table I Pt 2, I Pt 3, I Pt 4	11/16, 1/10, 2/14, 3/14, 4/11, 5/23
J. TSP	Table J, Memo J, Attachments J1, J4, J5	1/10, 2/28
K. FAR	Table K, Maps,	1/10, 3/14
L. Zoning	Table L, Memo L, Maps	1/10
M. Misc. River	Table M, Memo M, Attachment, Table M Pt 3,	1/10, 2/14, 4/11, 5/23
N. Trees	Table N	1/10
O. Cost Analysis	Memo O, Attachment	1/20
P. Policies	Table P, Memo P	1/20, 2/14, 4/11,
Q. Bonus and Transfer	Table Q	1/20, 2/14, 3/14
R. Actions	Table R	1/20, 2/14