

N/NE Quadrant Plan Draft Zoning Proposals — *Lower Albina*

Background

The majority of the Lower Albina district is zoned for industrial uses. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use historic area along lower Russell Street, where retail activity is especially active in the evening.

Increasing zoning flexibility to allow a wider range of employment uses that are compatible with industrial activities has the potential to increase job density, capture growing industry sectors, and foster the continued vitality of Lower Albina as an employment center and business incubator.

Stakeholder Feedback

Survey responses and discussions with Lower Albina stakeholders and the Eliot Neighborhood Association indicate general support for increasing zoning flexibility. Most stakeholders support allowing additional employment types, with some concerns about the potential for conflicts with existing and future industrial activities. Most felt strongly that residential uses should continue to be prohibited in the IG1 zone. The Land Use Subcommittee of the N/NE Quadrant Stakeholder Advisory Committee (SAC) generally supported the idea of an Employment Opportunity Subarea (EOS) approach, used in the Central Eastside. The EOS allows additional flexibility in the IG1 zone for certain kinds of "Industrial Office" uses, while prohibiting residential development, which creates conflicts with industrial activities.

The proposed N/NE Quadrant Concept endorsed by the SAC suggests modest expansion of mixed-use zoning near the Russell St. Conservation District by extending EX zoning east along N Russell and south to the MAX station. However, further discussions with property owners and stakeholders have indicated that the area adjacent to the MAX station should retain industrial base zoning with application of the EOS, and that housing should not be allowed in the area along Russell where a change to EX zoning is proposed.

Existing Zoning

The area fronting NE Russell from N Albina to the I-5 overpass, where EXd zoning is proposed, contains 17 tax lots covering approximately two acres (see Map 1). It is currently zoned General Industrial 1 (IG1) with a design (d) overlay zone and has several additional development standards, such as a 50 foot height limit, a maximum 3:1 FAR, and ground floor active use and residential bonus target designations. Many of these requirements are inconsistent with the underlying industrial zoning, make the economic use of these properties difficult, and complicate potential redevelopment. Immediately to the east of this area is the Russell Street Conservation District, which is zoned EXd, allowing a mix of industrial, commercial and residential uses. No zoning changes are proposed in the conservation district.

The area generally east of the Union Pacific railroad and west of I-5, where additional flexibility for employment uses is proposed (hatched area on Map 1), contains 136 tax lots, covering approximately 46 acres. It is currently zoned IG1, with a Scenic Resource (s) overlay on a portion of the area, which limits building heights to 50 feet. The area to the west is zoned IG1, with Heavy Industrial (IH) zoning along the waterfront. No zoning changes are proposed west of the Union Pacific rail line.

Proposed Zoning

Staff proposes rezoning the properties fronting N Russell between the Russell Street Conservation District and the I-5 overpass from IG1d to EXd, with a new provision that would prohibit residential development (see Map 1). This would continue to allow industrial uses, while also allowing office and retail uses (see Table 1). The existing 50 foot height limit and 3:1 maximum FAR would be retained. No changes are proposed in the existing EXd zoned area, where housing would continue to be allowed.

Staff proposes applying Employment Opportunity Subarea (EOS) provisions to the IG1 area generally east of the Union Pacific rail line and west of the freeway (hatched area on Map 1). This would allow some additional flexibility for commercial and employment uses. Table 1 and the summary of land use classifications below provide an overview of the EOS provisions. Staff believes this targeted approach is less likely to result in land use conflicts with industrial activities than applying an employment base zone, which would have broader allowances for office and retail uses and the potential for residential development. The existing Scenic Resource (s) overlay would remain on a portion of the area.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing IG1	Proposed IG1 with Employment Opportunity Subarea (EOS)	Proposed EXd (no residential)
Traditional Office: Allowed	1 Office (or Retail) use per site, up to 3,000 SF	5,000 SF per site	Allowed, limited by FAR (3:1 proposed)
Traditional Office: Conditional Use	More than 3,000 SF, max of 60,000 SF or 1:1 FAR	More than 5,000 SF, max of 60,000 SF	NA
Industrial Office: Allowed	NA	60,000 SF per site	NA
Industrial Office: Conditional Use	NA	More than 60,000 SF	NA
Retail: Allowed	1 Retail (or Office) use per site, up to 3,000 SF	5,000 SF per site	Allowed, limited by FAR (3:1 proposed)
Retail: Conditional Use	More than 3,000 SF, max of 25,000 SF or 1:1 FAR	None	NA
Residential	Generally not allowed	Generally not allowed	Not allowed (proposed)

Land Use Classification Definitions

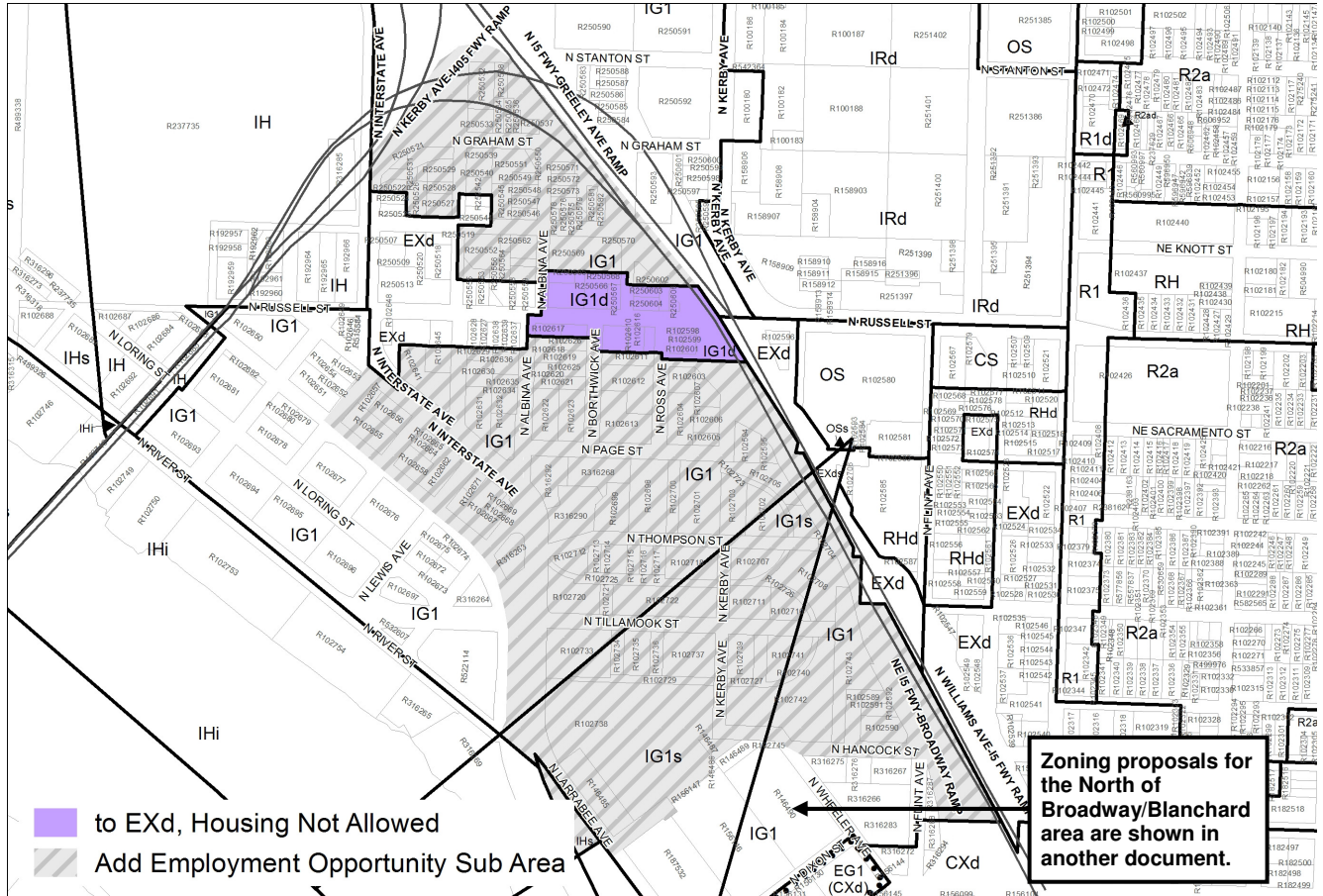
Traditional Office:

- Focus on business, government, professional, medical, or financial services.
- *Examples:* Professional services, lawyers, accountants, real estate agents; financial, bank HQs, brokerage houses; sales offices; government offices; medical and dental clinics.

Industrial Office:

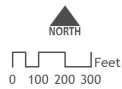
- Conducted in an office-like setting but more compatible with industrial activities & districts.
- Less service-oriented with focus on development, production, processing of products, including digital products, e.g. internet & media content, designs & specifications, software, advertising materials.
- Primarily provide products to other businesses.
- Do not require customers or clients to visit the site.
- *Examples:* Software and internet content development & publishing; computer design & programming; graphic & industrial design; engineers & architects; telecommunication providers & data processing; TV, video, radio, internet studios & broadcasting; scientific & technical services; medical & dental labs.

Map 1: Existing Zoning with Proposed Changes Shaded



April 25, 2012

N/NE Quadrant
proposed rezoning



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

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N/NE Quadrant Plan Draft Zoning Proposals — *N of Broadway/Blanchard*

Background

Portland Public Schools' (PPS) headquarters building, the Blanchard Educational Service Center, is currently zoned for industrial use. PPS has expressed interest in eventually moving to another location in the city, which would open up the site for redevelopment. New development at the Blanchard site would complement proposed redevelopment in the Rose Quarter called for by the Rose Quarter District Plan. A zoning change for the Blanchard site and some adjacent parcels would be required to accommodate most redevelopment scenarios.

Stakeholder Feedback

Discussions with representatives from the Eliot Neighborhood Association, area residents and businesses, and other stakeholders indicate strong support for increasing the flexibility of uses on the site, including residential, office and retail. There is some concern that any future residential development be situated in a way that minimizes conflicts with industrial development to the north. PPS supports a change of zoning to increase flexibility on the site.

Existing Zoning

The area contains 25 taxlots with ~12.28 acres. See Map 1 on page 2.

Zoning and Height Limits

~10.22 acres are zoned General Industrial (IG1). The IG1 zone is intended for industrial development, with sites that generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street. The northwest portion of the site has a Scenic Resource (s) overlay accompanying a viewpoint from Lillis Albina Park, with a 50 foot height limit.

~2.07 acres are zoned General Employment 1 (EG1) with a comprehensive plan designation of CXd. This area has a 45 ft height limit and an FAR of 4:1. The EG zones allow a range of employment uses, emphasizing industrial uses and limiting office, retail and residential development. EG1 areas generally have smaller lots, a grid block pattern, high building coverages and buildings that are usually close to the street, similar to IG1.

The areas to the south and east of the Blanchard site have flexible commercial zoning (CXd) and are occupied by surface parking lots, a storage building and an apartment building. Areas to the north of the site are part of the Lower Albina subdistrict, and are zoned for industrial use with active industrial businesses in operation. A slope on the North side of the site helps form a natural transition between the Blanchard site and the industrial district to the North.

Proposed Zoning

Map 1 shows the proposed zoning for the site. The area currently zoned General Industrial (IG1/IG1s) is proposed to change to Central Employment (EX), with a design overlay (d) and the continuation of the Scenic Resource overlay (s) on a portion of the area. The EXd zone is a flexible employment zone intended for mixed-use areas of the central city with industrial character. Light industrial, office, retail and residential uses are allowed. The proposed maximum height limit in the EXd area is 100' east of Wheeler and 150' west of Wheeler. The EXds area would continue to have a 50' maximum height.

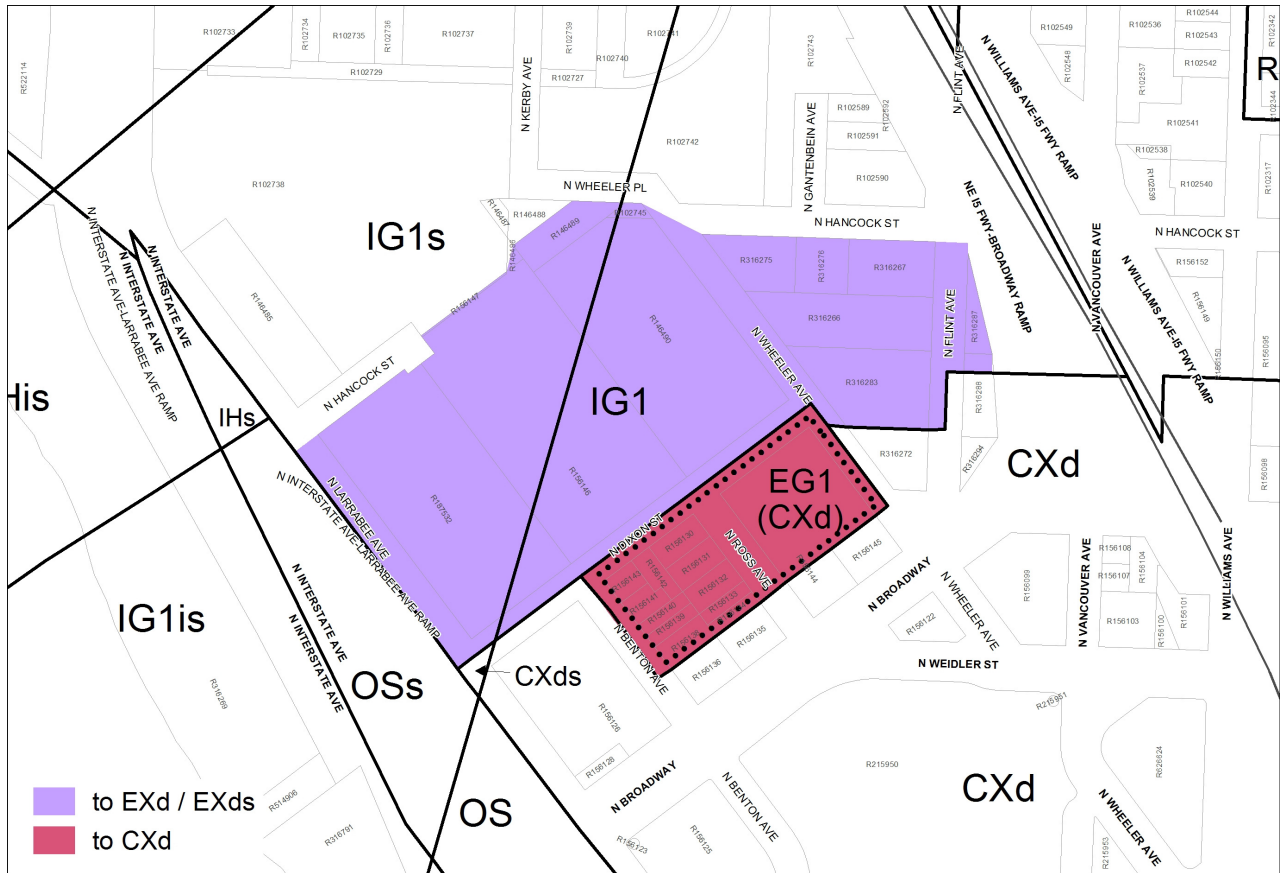
Because of the large size and unique opportunity presented by redevelopment of the Blanchard site, staff proposes to require a master plan process as part of its redevelopment. The master plan would consider views, street network and capacity, open space, transitions to adjacent land uses, and height and bulk of proposed structures. This process will be developed prior to changing the zoning on the site.

Commercial zoning with a design overlay (CXd) and a height limit of 150' east of Ross and 250' west of Ross is proposed for the area currently zoned General Employment (EG1). The CXd zone is consistent with the city's Comprehensive Plan designation and would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design overlay would require new development to go through a discretionary review process. A comparison of existing and proposed zoning provisions is shown in Table 1 below.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing IG1	Existing EG1	Proposed CXd	Proposed EXd/EXds
Land Uses	Primarily Industrial uses only.	Industrial, institutional and some commercial. Limitations on office, retail and residential.	Wide range of residential, office and retail allowed.	Wide range of residential, office, retail and industrial allowed.
Height limit	No limit	100'	100'-250'	50'-150'
FAR limit	No limit	4:1	4:1	3:1
Design overlay	No	No	Yes. Discretionary design review required.	Yes. Discretionary design review required.

Map 1: Existing Zoning with Proposed Changes Shaded



N/NE Quadrant proposed rezoning

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N/NE Quadrant Plan Draft Zoning Proposals — Vancouver/Williams

Background

This area is currently home to a diverse mix of uses, including light manufacturing, warehousing, retail, residential and institutional uses. Some of the area is zoned for high density housing that doesn't allow most other uses and can limit the ability of existing, non-residential uses to expand. The Harriet Tubman School comprises almost half of the developed square footage in the area; of the remaining area, approximately half of the developed square footage is in non-residential use. There are also several structures in the area that are part of the "Cornerstones of Community: Portland's African-American Heritage" inventory completed by the Bosco-Milligan Foundation. Staff is proposing to rezone the area to better meet neighborhood desires, eliminate the regulatory conflicts for existing businesses and reflect the historic mix of uses.

Stakeholder Feedback

Discussions with the Eliot Neighborhood and Portland Public Schools indicate strong support for increasing the flexibility of the zoning to allow a greater mix of uses, including housing. The community is also interested in preserving the "Cornerstones" structures. The proposed concept endorsed by the N/NE Quadrant Stakeholder Advisory Committee suggests a mix of uses for this area in the future.

Existing Zoning

The area contains thirty-eight tax lots totaling ~6.43 acres. See Map 1 on page 2.

Zoning and Height Limits

~6.43 acres is zoned High Density Residential with a design overlay (RHd), with a 75 ft height limit and an FAR of 4:1. The RH zone is a high density multi-dwelling zone. Allowed housing is characterized by medium to high height and a relatively high percentage of building coverage. The design overlay requires new development to go through a discretionary review process or meet community design standards.



Commercial uses along N Flint

Most of the area between the I-5 freeway and N Williams Avenue has mixed employment zoning with a design overlay (EXd). Lillis Albina Park borders the area to the NW, a small area of storefront commercial (CS) zoning is located to the north along Russell St. and multi-dwelling residential (R1) zoning is across N Williams to the east.

Proposed Zoning

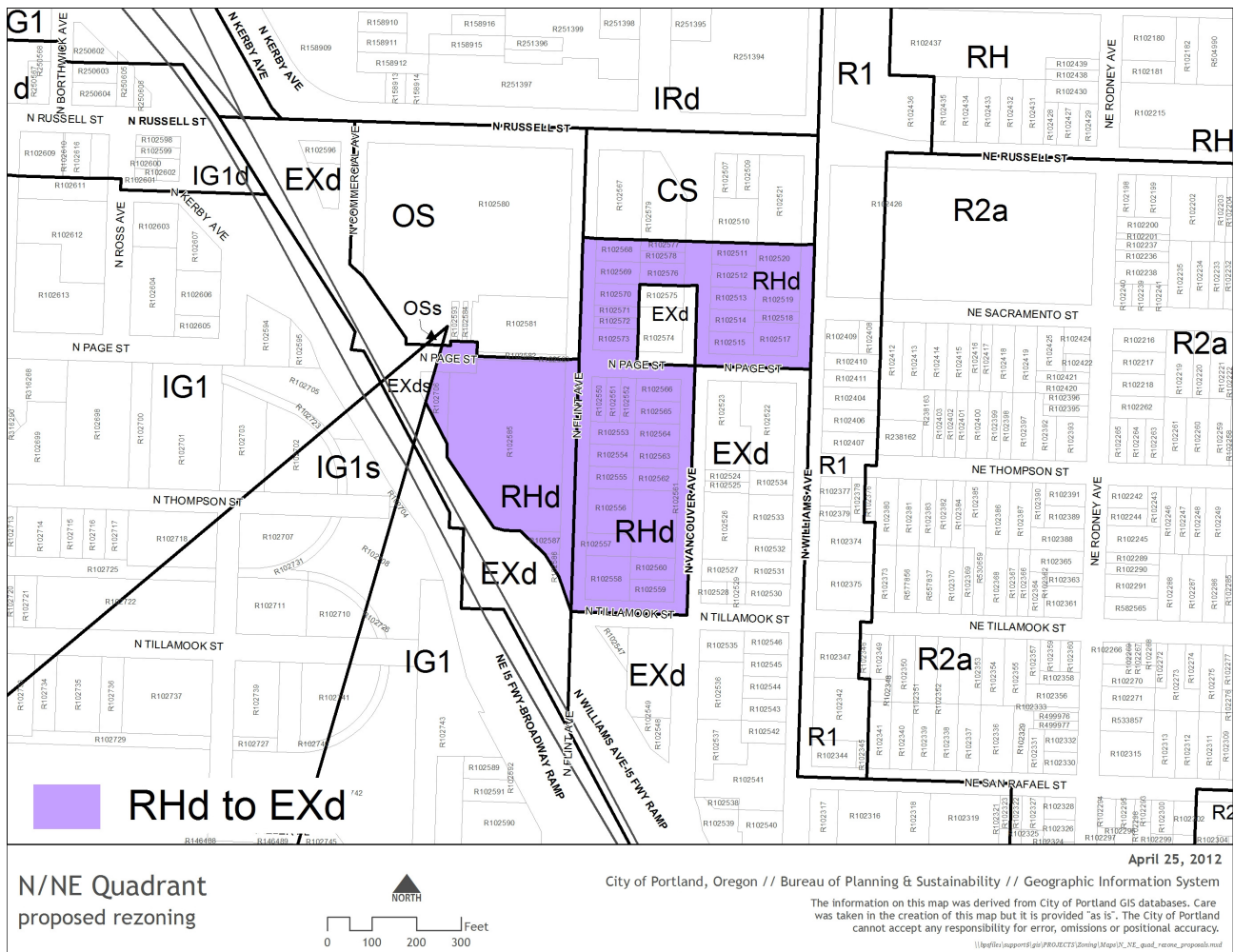
Staff proposes Central Employment zoning with a design overlay (EXd), which includes a height limit of 65 feet and a maximum FAR of 3:1. The EXd zone allows industrial and commercial uses suited for a central location, in addition to residential uses. This change would allow a more flexible mix of uses than is currently allowed and will support the maintenance and expansion of existing businesses. The design overlay would continue to require new development to go through a discretionary review process or meet Community Design Standards. The combination of increased

zoning flexibility, reduced overall development potential (FAR), and no minimum density requirements will encourage reinvestment in culturally significant structures by providing a wider array of potential economic uses and development options. A comparison of existing and proposed zoning provisions is shown in Table 1 below.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing RHd	Proposed EXd
Land Uses	Primarily residential only.	Residential, office and industrial allowed. Mixed uses allowed.
Height limit	75'	65'
FAR limit	4:1	3:1
Design overlay	Yes. Discretionary design review or use of Community Design Standards required.	Yes. Discretionary design review or use of Community Design Standards required.
Minimum Density	1 unit per 1,000 SF of site area	None

Map 1: Existing Zoning with Proposed Changes Shaded



N/NE Quadrant Plan Draft Zoning Proposals — *Banfield Portal*

Background

Two sites at the corner of NE Multnomah and NE 21st Avenue are currently occupied by a courtyard apartment building and several older single-family homes. Stakeholders are interested in seeing redevelopment in the area with a mix of uses, but much of the area is zoned for residential and one of the sites is currently split-zoned with a mix of residential and commercial office zoning, complicating redevelopment. The staff proposal is to rezone the site to better meet future redevelopment desires.

Stakeholder Feedback

Discussions with area residents indicate neighborhood support for a mix of residential, commercial and retail uses in this area, with an emphasis on residential uses. There was mixed feedback regarding how tall the height limits should be, with greater support for increased building heights on the south side of the site, near I-84. The proposed concept endorsed by the N/NE Quadrant Stakeholder Advisory Committee suggests future redevelopment of the site with predominantly residential above commercial or retail uses.

Existing Zoning

The sites contain nine taxlots totaling ~2.94 acres. See Map 1 on page 2.

Zoning and Height and FAR Limits

~1.58 acres is zoned High Density Residential (RH), with a 75 ft height limit and an floor area ratio (FAR) of 4:1. The RH zone is a high density, multi-dwelling zone. New housing in this zone will likely be medium-rise apartments and condominiums.

~.78 acres is zoned RH with an Environmental Conservation Overlay (RHc), with a 75 ft height limit and an FAR of 4:1. The 'c' overlay zone is intended to conserve important resources while allowing development that is environmentally sensitive. The 'c' overlay does not prohibit development.

~.57 acres is zoned Commercial Office (CO2) with a 45 ft height limit. The CO2 zone is a low and medium intensity office zone that generally allows uses in the office and institutional categories, but not other commercial uses. Retail uses are limited to 10% of the total floor area.

The area to the west of the site has flexible commercial zoning (CXd) and is occupied by the Marriott Residence Inn Hotel. Areas to the north and east of the site are zoned for medium density residential development with a height limit of 35 (R2.5) or 40 (R2) feet; commercial uses are not allowed.



Looking NW toward NE Multnomah from NE 21st



Looking SW toward I-84 from NE 21st from site

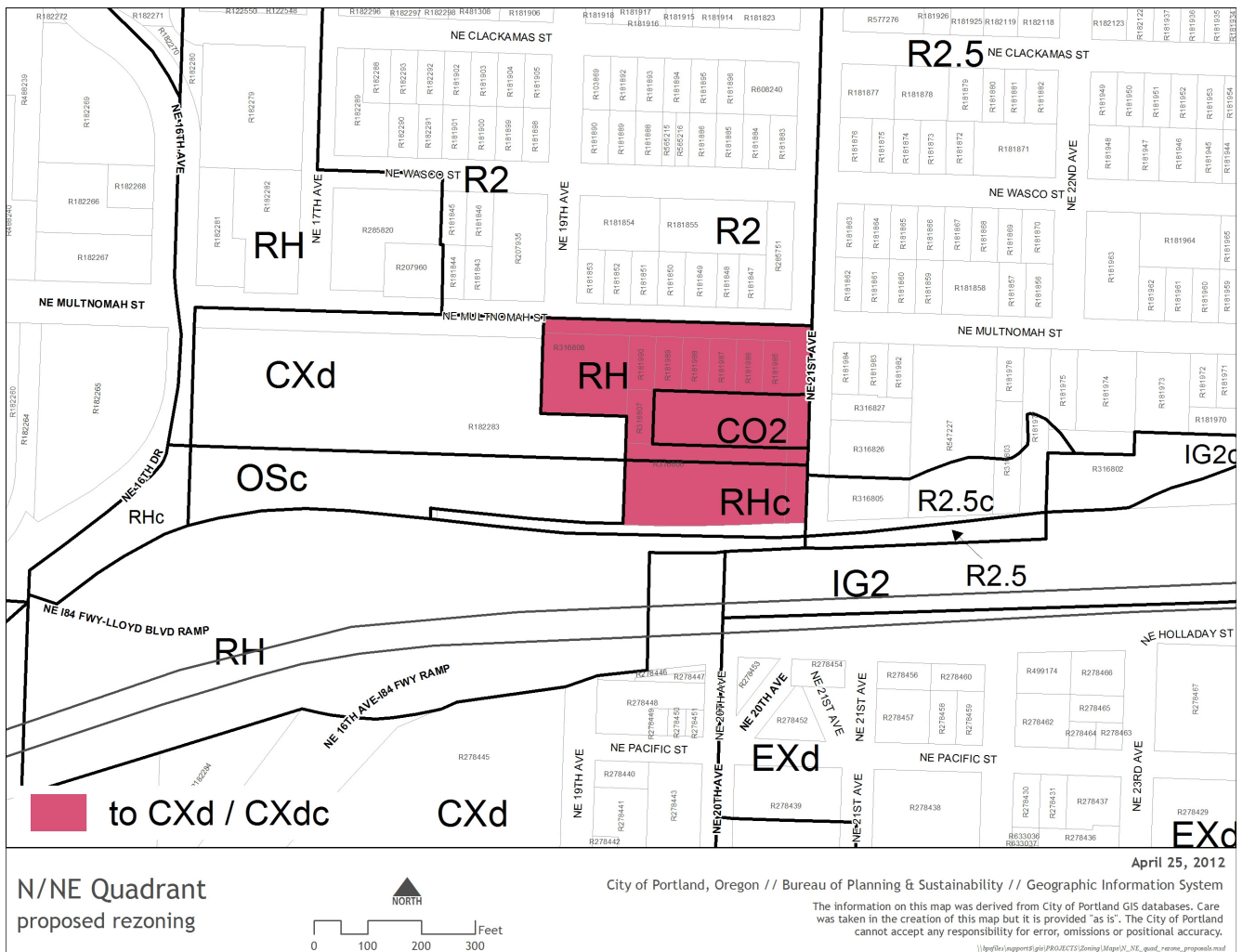
Proposed Zoning

Central Commercial zoning with a design overlay (CXd) with a height limit of 75 feet and an FAR limit of 4:1 is proposed for both sites. The CXd zone would allow a more flexible mix of uses than is currently allowed, including a wide variety of residential, commercial and institutional uses. The design (d) overlay would require new development to go through a discretionary review process or meet Community Design Standards. A comparison of existing and proposed zoning provisions is shown in Table 1 below. The environmental ‘c’ overlay zone would remain on the southerly portion of the site. The proposed zoning would not affect siting of the proposed Sullivan’s Gulch trail.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing RH	Existing CO2	Proposed CXd
Land Uses	Primarily residential only.	Office and residential allowed, retail limited.	Residential, office and retail allowed. Mixed uses allowed.
Height limit	75'	45'	75'
FAR limit	4:1	2:1	4:1
Design overlay	No	No	Yes. Discretionary design review or use of Community Design Standards required.

Map 1: Existing Zoning with Proposed Changes Shaded



N/NE Quadrant Plan Draft Zoning Proposals — Central Lloyd

Background and Existing Zoning

Central Lloyd is significantly underdeveloped relative to the area's potential. The N/NE Quadrant Concept endorsed by the Stakeholder Advisory Committee (SAC) calls for high-density, mixed-use development with a substantial residential component organized around new parks and open spaces north of Holladay, office and other employment uses south of Holladay, and a mix of regional event, entertainment and residential uses around the Lloyd Center Mall. Currently, most of the area is zoned Central Commercial with a design overlay (CXd). The CXd zone allows a wide range of commercial and residential uses. A roughly 5-block area between NE 1st and NE MLK and north of Holladay is zoned for predominantly residential uses with a design overlay (RXd). The RXd zone allows housing development, but limits other uses.

The Oregon Convention Center (OCC) is located in this area, but there are relatively few supporting businesses to serve convention goers and balance the episodic nature of activity at the OCC. There is an established cluster of office and government uses south of Holladay and east of Grand.

Stakeholder Feedback

The SAC-endorsed N/NE Quadrant Concept suggests allowing more flexibility in development regulations in exchange for providing key amenities including residential development and providing needed open space. Sensitive transitions to neighborhoods along the Broadway/Weidler corridor and eastern edge of the district are desired. The Lloyd District Community Association is supportive of the concept, and strongly supports additional residential development in the Central Lloyd Area. There are some neighborhood concerns that we not lose sight of the residential goals of the district and that new ground-floor retail spaces located off major streets will not perform well and should not be required or should be discouraged.

Proposed Zoning

The staff proposal would apply new and enhanced incentives encouraging residential development to a larger area of Central Lloyd as well as the Irvington and Sullivan's Gulch transition areas as shown in Map 1. Housing incentives could potentially include FAR bonuses, height bonuses, property tax abatements, SDC exemptions and limited tax increment financing, among other tools. The proposal shifts the housing emphasis away from the office core eliminating existing residential incentives south of NE Holladay. Incentives encouraging the provision of new parks and open spaces in the Central Lloyd would also be provided.

A new target area around the convention center would encourage supportive businesses and uses (such as hotels, restaurants and entertainment uses) to help support the OCC.

Additionally, staff proposes rezoning the 5-block area of RXd zoning to CXd to allow a more flexible mix of uses including, but not limited to residential. The enhanced residential incentives would apply in this area. Rezoning the RXd area to CXd is not intended to abandon the residential goals for the district, but rather apply a uniform set of zoning regulations to the entire area targeted for mixed-use development including housing. While RXd effectively requires residential development in this area, the CXd zoning with incentives would allow a wide range of uses, including office and hotels, but still encourage residential development. Since 1990, 44% of all new development in the CXd zone in the Central City has been residential, accounting for over 5,500 new units.

Table 1: Summary of Existing and Proposed Zoning Provisions

Provision	Existing RX	Proposed CXd	Other potential proposals
Land Uses	Residential, limitations on office and retail.	Wide range of residential, office and retail allowed.	Residential incentives, incentives that support OCC businesses.
Height limit	varies	varies	
FAR limit	varies	varies	
Design overlay	Yes. Discretionary design review required.	Yes. Discretionary design review required.	

Map 1: Existing Zoning with Proposed Changes Shaded

