



Bureau of Planning and Sustainability

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MEMO

DATE: October 12, 2017

TO: Planning and Sustainability Commission

FROM: Marty Stockton, Project Manager, SE District Liaison
Joan Frederiksen, West District Liaison
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CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Eric Engstrom, Principal Planner

SUBJECT: Map Refinement Project – Staff responses to testimony, technical map change additions and errata

In September 2017, the Proposed Draft of the Map Refinement Project was published for the Planning and Sustainability Commission (PSC) consideration. Following the publication of the Proposed Draft:

- Community members were invited to submit their written testimony to the PSC beginning on September 12 until October 24, or in person at a public hearing on October 24, 2017.
- Public notice was mailed to affected property owners and occupants, occupants within 100-feet of the subject map change proposal(s), as well as, recognized organizations, interested parties, etc.
- A briefing before the PSC was held on September 26, 2017. At the briefing, the PSC asked staff to follow up with TriMet on the status and/or future viability of the Harold Street MAX Station. On October 5, 2017 staff received an email from TriMet stating that:

You asked for a statement related to a future SE Harold Station. At this point, TriMet has no current plans to construct a station at SE Harold St. While a future station is not impossible, TriMet would only consider constructing the station when surrounding conditions (development and infrastructure such as bicycle and pedestrian bridge) generate significant potential ridership



and when regional partners collaborate on the costs. As a result, we don't see a station occurring here within the next several decades.

Staff further notes that the SE Harold Station is not included in the Transportation System Plan (TSP) Project List.

The PSC will consider public testimony at work sessions scheduled for November 14 and, if needed, November 28. The PSC will forward a recommendation to City Council for consideration and additional public review before City Council votes to adopt the Map Refinement Project next year.

Staff Responses to Testimony

Attachment A lists the written testimony received on the Proposed Draft between the dates of September 12 and October 10, 2017. To date there have been 33 items of public testimony and three items of City bureau testimony. Some map change proposals received multiple items of testimony. Five of the map change proposals with their summarized testimony are described below along with related staff recommendations.

- **Map changes related to the removal of the Buffer “b” overlay zone** – Testimony was received from a residential property owner in opposition to the removal of the “b” overlay zone adjacent to their property. Testimony from at least one neighborhood association in opposition is expected. None of the multiple employment or industrial property owners that contacted BPS staff with inquiries following the receipt of the September 14, 2017 public notice have submitted testimony. **Staff recommendation:** Remove the Buffer “b” overlay zone on the E and I zones citywide, as explained in the Proposed Draft on page 18.
- **#1658** (5301-5313 SE 19th Ave) – Testimony from a nearby resident was received in support of a map change, but a request for either the R2 or R1 zones to be considered instead to reflect a closer density capacity to the existing duplex and triplex onsite. **Staff recommendation:** Modify proposal. While this property was included in a larger group of properties retaining the RHD zone pre-adoption of 2035 Comprehensive Plan, this property does not meet the nonconforming development category as it has no associated early assistance, building permit and/or land use review. This property is also nonconforming to the adopted R2.5a zone as it is currently developed with a duplex and triplex structures. While the existing density and multi-dwelling household type would meet the R2 zone, there is no R2 zoning in the vicinity. There is R1 zoning to the west, along SE 17th Avenue, and to the south, along SE Harold Street, east of SE 20th Avenue. Acknowledging increased redevelopment pressure on the existing housing and the zoning pattern in the North Westmoreland area, staff recommends modifying the proposed RHD map change to R1d.
- **#1683** (5024 NE Fremont St) – Two letters of opposition to the proposed map change from R2 to CM1 were received: one from the Rose City Park Neighborhood Association, and the other a letter co-signed by 59 neighbors. A Map App comment was also received in opposition. This proposed map change is described on pages 19-22 of the Proposed Draft along with the related staff recommendation **Staff recommendation:** Change from R2 to CM1 as proposed. The two

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abutting properties to the west were changed to CM1 during the Comprehensive Plan update adopted by City Council in 2016. This was in response to the property owners’ request to change their existing vacant corner lot and abutting property to the south, at NE 50th and Fremont St., from R2 to Mixed Use-Neighborhood Comprehensive Plan map designation and CM zoning. The Rose City Park Neighborhood Association supported the change. The property owner subsequently requested to add the subject property in late 2016, which was too late for City Council consideration. Consequently, it was added for review to the Map Refinement Project. The remaining lot on this block, at NE 51st and Fremont, is in the R2 zone and has recently been redeveloped from a single detached house to two attached houses. The subject lot faces Fremont St and if it remains R2, would be between the new attached houses to the east and vacant land to the west, now in the CM1 zone, changed with the abutting south lot that currently contains a detached house at 3430 NE 51st.

- **#1717** (4400 NE Broadway, 4265-4275 NE Halsey St) – To date, there is one item of testimony in opposition to the proposed map change RX to RH. **Staff recommendation:** Change from RX to RH as proposed. With the FAR and height allowances of the Hollywood Plan District, the entitlements for these properties will be essentially the same as RX. With this change, there will be no RX zoning outside of the Central City and Gateway.
- **#1799** (815 N Fremont St and 705 N Fremont St) – Testimony was received from two neighbors in opposition to the proposed map change from CM2d to CM3d, with concerns about proximity to a school and capacity of N Fremont St in this area. Staff anticipates more testimony in support and in opposition. **Staff recommendation:** Change from CM2d to CM3d as proposed.
- **#1800** (4325, 4341 and 4353 NE Halsey St, 1511 NE 45th Ave, 1510 NE 45th Ave, 1524-1526 NE 45th Ave, 1532, 1542, 1604, 1614 NE 45th Ave) – Testimony was received from two property owners and a community member in opposition to the proposed map change from RH to R1. One neighbor testified in support of the change. **Staff recommendation:** Modify the proposal and retain the existing RH. Staff concurs with testimony received in opposition.

Table 1. Staff recommended modifications or deletions to the Proposed Draft map based on testimony

Change #	Location	Neighborhood	Category	Description of Map Change(s) and Staff recommended modification or deletion
#1658	5301-5313 SE 19th Ave	Sellwood-Moreland	Nonconforming development	Comp Plan: Single-Dwelling 2,500 to Multi-Dwelling – 1,000 Zoning: R2.5a to R1d Modification: Proposed Draft had a map change to RHd.



Change #	Location	Neighborhood	Category	Description of Map Change(s) and Staff recommended modification or deletion
#1800	4325, 4341 and 4353 NE Halsey St, 1511 NE 45th Ave, 1510 NE 45th Ave, 1524-1526 NE 45th Ave, 1532, 1542, 1604, 1614 NE 45th Ave	Hollywood	No longer applicable	Comp Plan: No change Zoning: No change Modification: Delete (deactivate) map change #1800 from RH to R1.

Testimony was also received on properties not currently being considered in the Map Refinement Project. Staff found that some of these have merit and fit within the scope of the project. The following list describes those properties and staff’s rationale for inclusion in the proposal.

Table 2. Staff recommended additions to Proposed Draft map based on testimony

Location	Neighborhood	Rationale for recommended addition, modification or deletion based on testimony	Description of Map Change(s)
2600 N Williams Ave	Eliot	Addition Technical and Policy Property: Portland Housing Bureau (PHB) owns the property, and while has no plans for redevelopment in the near term, is requesting the CM3 zone. Staff notes that the Design “d” overlay zone is paired with the requested CM3 zone within the Mixed Use – Urban Center designation.	Comp Plan: Multi-Dwelling 1,000 to Mixed Use-Urban Center (MU-U) Zoning: R1 to CM3d

Staff Initiated and Recommended New Map Change Proposals

Since publication of the Proposed Draft staff has continued to monitor and coordinate with other bureaus on potential map changes that would align with the scope of this project. Table 3 below summarizes the short list of new map changes staff recommends for inclusion in the project. These would have been included in the Proposed Draft had they been identified earlier. The following is a break-down of the number of proposals by map change category summarized in Table 3:

- Exhibit O – Further Refinement Directive – 0*
- BDS land use reviews - 1
- Nonconforming development - 1
- Technical and Policy Priority – 10



*Staff cannot recommend new Exhibit O sites as these are listed properties that City Council directed for evaluation or re-evaluation only.

Table 3. Staff initiated and recommended new map change proposal

Location	Neighborhood	Category and Rationale for adding in the Map Refinement Project	Description of Map Change(s)
2025 SE Taggart St	Hosford-Abernethy	BDS land use reviews: Submitted on September 1, 2017. LU 17-234208 ZC – Approval of a zone change from R2.5 to CN1 in compliance with the Comprehensive Plan Map. Inclusion in the Map Refinement Project is necessary to reconcile the difference between the existing CN1 and post-2018 CM1 zones.	Comp Plan: No change Zoning: R2.5 to CM1
5350 SE 18th Ave	Sellwood-Moreland	Nonconforming development: #14-245947 CO – Construct three-story apartment building, 18-units, six per floor.	Comp Plan: Single-Dwelling 2,500 to Multi-Dwelling 1,000 Zoning: R2.5a to R1d
1460 SE 16 th Ave	Buckman	Technical and Policy Priority: This property is split-zoned. Inclusion in the Map Refinement Project would rectify the split-zoned nature of the property and nonconforming development, a 71-unit, elderly and disabled housing complex (six-stories). This property is owned by Northwest Housing Alternatives, an affordable housing provider.	Comp Plan: Multi-Dwelling 1,000 and High Density Residential to High Density Residential Zoning: R1, RH to RH
8706 N Bradford St	Cathedral Park	Technical and Policy Priority: Property changed from IHi to OS in the 2035 Comprehensive Plan. This property is owned by Portland Parks & Recreation. This map change is both a bureau coordinated effort and a cleanup of the overlay and Plan District mapping. The transition from the “i” overlay to the “r”, “q” and St Johns Plan District represent property transitioning from industrial to open space.	Comp Plan: No change Zoning: Remove the Greenway River Industrial “i” overlay zone, add the Greenway River Recreational “r” and Greenway River Water Quality “q” overlay zones and add the St Johns Plan District
2903 NE Prescott St	Concordia	Technical and Policy Priority: This property, a corner lot, contains a nonconforming commercial building and use since the 1960s. Inclusion in the	Comp Plan: Single-dwelling 5,000 to Mixed Use-



Location	Neighborhood	Category and Rationale for adding in the Map Refinement Project	Description of Map Change(s)
		Map Refinement Project would acknowledge the commercial building and use with the Commercial Residential (CR) zoning.	Dispersed (MU-D) Zoning: R5ad to CR
SW Marquam Hill Rd. south of SW Gaines /R247127	Homestead	Technical and Policy Priority: This property is designated and zoned R7 but is owned by Portland Parks and Recreation (PPR) and is considered part of Marquam Hill Park. PPR concurs that this site should be designated and zoned to Open Space to reflect its current and future use.	Comp Plan: Single-dwelling 7,000 to Open Space Zoning: R7 to OS
2858 N Williams	Eliot	Technical and Policy Priority: This property contains a nonconforming commercial building and use since the 1970s. Inclusion in the Map Refinement Project would acknowledge the commercial building and use with the Mixed Commercial (CM2) zoning.	Comp Plan: Multi-dwelling 1,000 to Mixed Use – Urban Center Zoning: R1 to CM2d
853-857 N Prescott	Humboldt	Technical and Policy Priority: This property contains a nonconforming commercial building and use. Inclusion in the Map Refinement Project would acknowledge the commercial building and use with the Mixed Commercial (CM2) zoning. The Comprehensive Plan map designation of MU-N was changed when the Comprehensive Plan update was adopted.	Comp Plan: No change Zoning: R2.5 to CM2
222 SE 86th Ave	Montavilla	Technical and Policy Priority: This property is split-zoned with approximately 10-feet of the northern portion of the property in the R5 zone with the majority in the R2.5a zone. Inclusion in the Map Refinement Project would rectify the existing split-zoned nature of the property.	Comp Plan: Single Dwelling 5,000 and Single-Dwelling 2,500 to Single-Dwelling 2,500 Zoning: R5, R2.5a to R2.5a
9308 E Burnside St, 27 SE 94th Ave, 45 SE 94th Ave, 55 SE 94th Ave, 105 SE 94th Ave, 119 SE 94th Ave, 135 SE 94th Ave,	Montavilla	Technical and Policy Priority: These properties are split-zoned with approximately 29- to 31-feet of the western and rear portions of eight of the nine properties in the R5 zone with the majority in the R2.5a zone. The property at 9308 E Burnside St is split with the western and side yard portion in the R5 zone. Inclusion in the Map Refinement Project would rectify the existing split-zoned nature of the properties.	Comp Plan: Single Dwelling 5,000 and Single-Dwelling 2,500 to Single-Dwelling 2,500 Zoning: R5, R2.5a to R2.5a



Location	Neighborhood	Category and Rationale for adding in the Map Refinement Project	Description of Map Change(s)
141 SE 94th Ave, 205 SE 94th Ave, 219 SE 94th Ave			
N Columbia Blvd (R292781 and R292782)	Portsmouth	Technical and Policy Priority: Properties changed from R7 to IG2 in the 2035 Comprehensive Plan. They are owned by Union Pacific and are part of the Penn Junction, which is a railroad intersection.	Comp Plan: No change Zoning: IG2, add Prime Industrial "I" Overlay
9833 N Clarendon Ave	Portsmouth	Technical and Policy Priority: This property is split zoned. Inclusion in the Map Refinement Project would rectify the split-zoned condition of this property.	Comp Plan: Single-Dwelling 5,000 and Multi-dwelling 2,000 to Single-Dwelling 5,000 Zoning: R5, R2 to R5

Errata

Since initial publication of this document, several minor errors have been discovered that should be corrected before the public hearing on October 24. These are instances where staff incorrectly described or mapped a proposed map change or another aspect of the Proposed Draft that needs to be corrected. Table 4 provides a summary of the errors and corrections needed.

Table 4. Staff Recommended Errata Corrections

Change #	Location	Neighborhood	Category	Description of Map Change(s) and Errata
#1630	2519 E Burnside St	Kerns	Technical and Policy Priority	Comp Plan: Multi-Dwelling – 1,000 to Mixed Use – Urban Center (MU-U) Zoning: R1 to CM2d The Design "d" overlay zone was correctly added in the Proposed Draft narrative, but was incorrectly mapped without the "d" overlay zone; therefore, this will need to be corrected. All CM2 zones within the Mixed Use-Urban Center (MU-U) designation were adopted with the "d" overlay in the 2035 Comprehensive



Change #	Location	Neighborhood	Category	Description of Map Change(s) and Errata
				Plan.
#1796	2505 NE Pacific St, 2627 NE Sandy Blvd	Kerns	Nonconforming Development	Comp Plan: No change Zoning: EG1 to CM3d <u>m</u> The Centers Main Street “m” overlay zone was incorrectly added in the Proposed Draft narrative and will need to be omitted; otherwise the site was correctly mapped within the “m” overlay.
#1717	4400 NE Broadway, 4325, 4341, 4353 NE Halsey St, 4265- 4275 NE Halsey St, 1511 NE 45th Ave	Hollywood	Technical and Policy Priority	Comp Plan: Central Residential to High Density Residential Zoning: RX to RH Code Reconciliation Project: Additions to Chapter 33.120 Map of RH Areas with Maximum FAR of 4:1 The properties with text strike-throughs in the address column were mistakenly included, but are correctly included in map change #1800.

Changes are highlighted in this table with underline (for additions) or strikethrough (for deletions).

Lastly, an outdated index was cited in the Proposed Draft report. Page 96 – Index of Symbols on the Official Zoning Map - needs to be updated with the December 2016 adopted commercial/mixed use zones, campus institutional zones, overlay zones and their corresponding symbols.



Attachment A. Testimony on the Proposed Draft between September 12 and October 10, 2017

To search for and view testimony, please visit the website: www.portlandmaps.com/bps/testimony

Table 1: Public Testimony

Change #	Location of proposed map change	Neighborhood	Date	Testimony /Comment ID #	Person/Organization	Support/ Support with modification/ Oppose
#1799	815 and 705 N Fremont St	Boise	Sept. 26, 2017	Map App #24311	Kevin Freeny	Oppose
#1799	815 and 705 N Fremont St	Boise	Oct. 1, 2017	Map App #24396	Katy Wolf	Oppose
#1799	815 and 705 N Fremont St	Boise	Oct. 10, 2017	Map App #24414	David Cole	Oppose
#1799	815 and 705 N Fremont St	Boise	Oct. 10, 2017	Map App #24415	David Cole	Oppose
#1777	2435-2450 SE Main St	Buckman	Oct. 6, 2017	Map App #24403	Laura Wyckoff	Oppose
#1686	4337 NE Prescott Street	Cully	Oct. 3, 2017	Email #24400	Paul Bergner	Oppose
N/A	NE 73rd to 75th	Cully	Oct. 9, 2017	Email #24407	Laura Young (Cully Association of Neighbors)	N/A
#1796	2505 NE Pacific St	Kerns	Sept. 19, 2017	Map App #24212	Patrick Ferguson	Oppose
N/A	1) 4502-4530 NE Hancock St 2) NE 80th and E Burnside. State ID 1N2E32DD 2300	Hollywood/ Montavilla	Sept. 24, 2017	Email #24330	Jim Carlisle	N/A
#1800	4325, 4341 and 4353 NE Halsey St, 1511 NE 45th Ave, 1510 NE 45th Ave, 1524-1526 NE 45th Ave, 1532, 1542, 1604, 1614 NE 45th Ave	Hollywood	Sept. 19, 2017	Email #24317	Vickie Veltman	Support
#1800	4325, 4341 and 4353 NE Halsey St, 1511 NE 45th Ave, 1510 NE 45th Ave, 1524-1526 NE 45th Ave, 1532, 1542, 1604, 1614 NE 45th Ave	Hollywood	Sept. 20, 2017	Email #24318	Doug Klotz	Oppose
#1800	4630 SW 39th Drive	Hollywood	Sept. 28, 2017	Map App #24313	Stephen Schuitevoerder	Oppose
#1800	4630 SW 39th Drive	Hollywood	Oct. 2,	Map App	Stephen	Oppose



Change #	Location of proposed map change	Neighborhood	Date	Testimony /Comment ID #	Person/Organization	Support/ Support with modification/ Oppose
			2017	#24399	Schuitevoerder	
#1800	1511 NE 45 th Ave	Hollywood	Oct. 9, 2017	Map App #24404	Milo E. Ormseth	Oppose
#1746	Marquam Hill mixed node	Homestead	Oct. 8, 2017	Email #24406	Eric Schnell	Oppose
N/A	SE 21st	Hosford-Abernathy	Sept. 25, 2017	Email #24327	Phil Quitslund	N/A
#1751	SE Harney St	Lents	Sept. 19, 2017	Map App #23171	Bruce B Cox	N/A
N/A	520 NE 76th and 536 NE 76th	Montavilla	Sept. 29, 2017	Email #24401	Nghia Bui, Minh Bui, Nga Bui, Thanh Bui (Bui Tofu)	N/A
N/A	5821 N. Interstate Ave	Overlook	Oct. 10, 2017	Map App #24411	Dallas Hemphill	N/A
#1683	5024 NE Fremont	Rose City Park	Sept. 25, 2017	Email #24314	Tamara DeRidder (Rose City Park Neighborhood Association)	Oppose
#1683	5024 NE Fremont St	Rose City Park	Sept. 26, 2017	Map App #24312	Michael De Mont	Oppose
#1683	5024 NE Fremont	Rose City Park	Oct. 1, 2017	Email #24402	Emily Courtnage	Oppose
#1689	9525 N Lombard St	St. Johns	Oct. 7, 2017	Email #24405	Lev Dusseljee	Support
#1689	9525 N Lombard St	St. Johns	Sept. 19, 2017	Email #24315	Rachel Hill (St Johns Neighborhood Association)	Support 1N1W01CA
#1712	10301 N Oregonian AVE	St. Johns	Sept. 16, 2017	Map App #23115	Blake Robertson	Oppose
#1658	5301-5313 SE 19th Ave	Sellwood-Moreland Improvement League	Sept. 15, 2017	Map App #23111	Steve Szigethy	Support with modification
#1658	5425 SE Milwaukie Ave	Sellwood-Moreland Improvement League	Sept. 15, 2017	Map App #23112	Steve Szigethy	Support with modification
#1658	5415 SE Milwaukie Ave	Sellwood-Moreland Improvement League	Sept. 15, 2017	Map App #23113	Steve Szigethy	Support with modification
#1658	5205 SE 18th Ave	Sellwood-Moreland	Sept. 19, 2017	Map App #23172	Ross Kelley	Support



Change #	Location of proposed map change	Neighborhood	Date	Testimony /Comment ID #	Person/Organization	Support/ Support with modification/ Oppose
		Improvement League				
#1658	5216 SE 17th and 5206-5208 SE 17th Ave	Sellwood-Moreland	Sept. 19, 2017	Email #24316	Ross Kelley	Support with modification
#1658	5216 SE 17th and 5206-5208 SE 17th Ave	Sellwood-Moreland	Oct. 10, 2017	Email #24413	Ross Kelley	support #1658, modify to add 5216 SE 17th and 5206-5208 SE 17th Ave
N/A	2545 SW Terwilliger Blvd	Southwest	Oct. 10, 2017	Email #24416	Bob Johnson (Terwilliger Plaza)	N/A
#1776	3060 SE Stark St	Sunnyside	Sept. 16, 2017	Map App #23114	Kathy Stroh	N/A

Table 2: Bureau Testimony

Change #	Location of proposed map change	Neighborhood	Date	Testimony /Comment ID #	Person/Organization	Support/ Support with modification/ Oppose
N/A	2600 N Williams Ave	Eliot	October 5, 2017	Email #24410	Kurt Creager (Portland Housing Bureau)	N/A
#1662	511 SE 60 th Ave	Mt. Tabor	October 5, 2017	Email #24412	Kurt Creager (Portland Housing Bureau)	Support
#1802	3000 SE Powell Blvd	Creston-Kenilworth	October 9, 2017	Email #24408	Kurt Creager (Portland Housing Bureau)	Support

