Memorandum

To: Planning Commission

From: Sallie Edmunds, Shannon Buono and Mindy Brooks

Subject: Zoning Map Amendments

This memo describes proposed changes to base zones, river overlay zones, and conservation and protection overlay zones. The amended zoning maps are attached.

Base Zone Changes
The first amendment is to move the base zone boundary on several lots in the Baltimore Woods subdistrict in order to eliminate split zoning. The affected properties are currently split zoned Residential 5,000 (R5) and General Employment (EG2). The reason for this proposed change is to align zoning with property lines in order to minimize difficulties if a property owner were to apply for a permit to make changes to the property. The result of this action is that only one base zone will apply to the property and that zone will be the same as the one that currently applies to most the property. These property owners were sent formal notices regarding this proposed change. Map 2020 and 2021.

The second amendment is to rezone the McCormick Baxter property from Heavy Industrial (IH) to EG2. Properties affected by this proposed zone change have been identified because they are not located in a regionally significant industrial area as determined by Metro, are isolated, and are unusually constrained for meeting industrial land demand. The property owner was sent a formal notice regarding this proposed change. Several adjacent City owned properties are proposed for re zoning from IH to OS. Maps 2222, 2223, 2322, and 2323.

River Environmental Overlay Zones, River General Overlay Zones, and Trail Alignment Changes
The third set of amendments applies River Environmental (e) and River General (g) overlay zones to University of Portland and Union Pacific Railroad properties at the base of Waud Bluff. In addition, the trail alignment has moved from the bluff area to the river. The property owners are aware of the proposal to revise the trail alignment. Maps 2323, 2324, 2325, 2424, and 2425.

River Industrial Overlay Zones
Minor amendments to the River Industrial (i) overlay zone were made to follow property lines or street centerlines. Maps 1519, 1520, 1619, and 1620.

Conservation and Protection Overlay Zone Changes
At the last meeting staff presented refinements that have been made to the proposed environmental overlay zones. The refinements are based on new GIS data regarding the location and extent of steep slopes, and a number of site visits along the Willamette Bluff conducted in December 2008 and January 2009. Listed below is a summary of those refinements and additional information about two substantial changes to the proposed environmental overlay zones. Attached are updated Economic, Social, Environmental and Energy (ESEE) Analysis tables and zoning maps that reflect these changes.

As a reminder, the Willamette Bluff is designated a Special Habitat Area. The bluff provides roughly seven miles of wildlife habitat extending from Chimney and Pier Park in the north to the Fremont Bridge in the south. The bluff is unique in Portland in terms of aspect, soil type, soil moisture, vegetation assemblages, and proximity to the Willamette River. Most of the bluff is extremely steep and portions have been impacted by wildfire and landslides. Much of the bluff is currently in the environmental conservation overlay zone or the greenway natural overlay zone. The proposal is to more stringently limit development along the steepest portions of the bluff and to protect trees located at the top and bottom break-in-slope by applying a protection overlay
zone, except in one location on the University of Portland campus where a conservation zone is proposed to allow for a campus connection between the upper and the future lower campus.

Summary of zoning map refinements:

1. Numerous refinements have been made along the Willamette Bluff to more accurately capture the steep slopes and trees located at the top or bottom break-in-slope in the conservation and protection overlay zones. Properties that previously had no proposed conservation or protection overlay zone and as a result of the refinements now do have a proposed overlay zone were sent a formal notice regarding this proposed change. Maps 2020, 2021, 2121, 2122, 2221, 2222, 2223, 2323, 2324, 2325, 2326, 2327, 2424, 2425, 2427, 2527, 2528, 2627, 2628, 2629, 2728, and 2729.

2. Development pockets have been added to properties where the proposed protection overlay would apply to most or all of the property. A conservation overlay zone is proposed for the development pockets to ensure environmentally sensitive development. Property owners who commented on the proposal were informed of the refinements. Maps 2222 and 2628.

3. The previous proposal would have applied the protection overlay to a short stream segment (less than 25 feet long) on the west side of the river. The intent is to apply the conservation zone to these short stream segments. The map has been corrected accordingly. Map 2221.

4. Minor changes were made to the overlay zone boundaries on maps 1717, 1719, 1720, 1721, and 2120. These changes were made to “clean up” the maps. For example, the conservation overlay zone running down the center of Highway 30 was moved to follow the plan district boundary. These minor map ‘clean-ups’ do not result in any substantial changes.

Summary of substantive ESEE Analysis and zoning map updates:

1. The initial draft River Plan/North Reach proposed to apply a protection overlay to the forested area north of N Going Street and no overlay to the forested area south of N Going Street. After reassessing the slopes, forest canopy, impacts of N Going Street and N Greeley Avenue and the potential conflicting uses allowed within the bases zones, staff proposes that the City apply conservation overlay to the forested areas north and south of N Going Street. This would preserve wildlife habitat adjacent Willamette Bluff and protect slope stability. The result is that the existing conservation overlay zone would be retained on 15 properties and would be applied to a portion of an additional 20 properties with forest canopy along the north and south sides of N Going Street. Map 2528.

2. In two locations along the Willamette Bluff, narrow fingers of steeply sloping land with low structure vegetation (i.e. grasses and shrubs) extend away from the main bluff. In the previous draft, no overlay zone was proposed for these properties. Based on further analysis and new GIS topography data, staff proposes that the City apply the conservation overlay to maintain slope stability and prevent development from encroaching onto the slope where practicable. The result is an expansion of the proposed conservation overlay zone on two properties and application of conservation overlay zone to one additional property. Maps 2323 and 2527.

Attachments
The Economic, Social, Environmental and Energy (ESEE) Analysis for the River Plan/North Reach has been updated (River Plan/North Reach: Volume 3C). Below are tables that summarize both the general ESEE decision for the North Reach and updated site-specific refinements to the general decision (updates are underlined). Please note: The proposal is to apply the protection overlay zone to resources where the recommendation is to strictly limit development and a conservation overlay zone where the recommendation is to limit development. In both situations maintenance, repair, and replacement of existing development is exempt from the environmental code regulations.

### Willamette River North Reach General ESEE Decisions

<table>
<thead>
<tr>
<th>Base Zone</th>
<th>High Ranked/ Special Habitat Area</th>
<th>Medium Ranked</th>
<th>Low Ranked</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Allow</td>
</tr>
<tr>
<td>Employment</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Allow</td>
</tr>
<tr>
<td>Commercial</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Allow</td>
</tr>
<tr>
<td>Institutional</td>
<td>Strictly Limit</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Allow</td>
</tr>
<tr>
<td>Residential</td>
<td>Strictly Limit</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Allow</td>
</tr>
<tr>
<td>Open Space</td>
<td>Strictly Limit</td>
<td>Limit, except strictly limit within 50’ of a stream centerline or wetland</td>
<td>Allow</td>
</tr>
</tbody>
</table>

(River Plan/North Reach: Volume 3C, page 245)

### Site WR13: Willamette Bluff Supplemental ESEE Analysis

<table>
<thead>
<tr>
<th>Key Feature</th>
<th>Designated Special Habitat Areas on the bluffs within industrial and commercial base zones; except within the non-vegetated rail corridor and narrow fingers of low structure vegetation on steep slopes extending away from the main bluff</th>
</tr>
</thead>
<tbody>
<tr>
<td>WRNRI/ North Reach Relative Rank</td>
<td>High, Special Habitat Area</td>
</tr>
</tbody>
</table>
| Characteristics | - Industrial and commercial base zone  
- Oregon white oak, Pacific madrone, and Ponderosa pine exist along steep slopes |
Vegetation and undeveloped slopes provide upland habitat and wildlife connectivity along the Willamette River. Provides views of Willamette River and Forest Park and views looking eastward across the river as well. Wildfire and landslide hazards.

**Willamette River North Reach General ESEE Decision**

| Limit conflicting uses in high ranking resources areas and Special Habitat Areas in industrial and commercial base zones |

**ESEE Implications**

A decision to limit conflicting uses could result in partial or complete encroachment into the resource area. It would not be feasible to mitigate for the environmental and social values (e.g. rare and declining Oregon white oaks, wildlife habitat, scenic, recreational and education opportunities) provided by the bluff resource areas.

The economic consequences of strictly limiting conflicting uses are minimal due to the relative infeasibility of developing the steep slope. Guiding development away from hazardous areas (e.g. landslide, wildfire) would reduce infrastructure and public facility costs.

**Site-Specific ESEE Decision**

| Strictly limit conflicting uses in Special Habitat Area containing upland bluffs |

**Key Feature**

Forest habitat along N Going Street and N Greeley Avenue

**WRNRI/ North Reach Relative Rank**

| Low |

**Characteristics**

- Open space and residential base zones
- Existing conservation overlay zones applied to most of the forested areas
- Established trees with a mix of species types
- Undeveloped areas are generally steep
- Vegetation and undeveloped slopes provide upland wildlife habitat adjacent to the Willamette Bluff Special Habitat Area
- Wildlife habitat is fragmented by N Going Street and N Greeley Avenue

**Willamette River North Reach General ESEE Decision**

| Allow conflicting uses in low ranked resource areas in open space and residential base zones. |

**ESEE Implications**

A decision to allow conflicting uses could result in complete encroachment into the resource area and removal of the natural resource functions. Limiting conflicting uses would require future development to avoid adversely affecting natural resources where practicable or mitigate for unavoidable impacts.

The potential negative economic consequences of limiting conflicting uses are minimal due to the relative infeasibility of developing the steep slopes. Guiding development away from hazardous areas (e.g. landslide) would reduce infrastructure and public facility costs.

**Site-Specific ESEE Decision**

| Limit conflicting uses in low ranked forest areas along N Going Street and N Greeley Avenue |
### Key Feature

**Designated Special Habitat Areas in residential and open space base zones that are narrow fingers of low structure vegetation on steep slopes extending away from the main bluff**

<table>
<thead>
<tr>
<th>WRNRI/ North Reach Relative Rank</th>
<th>High, Special Habitat Area</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Characteristics</strong></td>
<td></td>
</tr>
<tr>
<td>Residential and open space base zone</td>
<td></td>
</tr>
<tr>
<td>Narrow areas of low structure vegetation along steep slopes surrounded by existing development (e.g. roads)</td>
<td></td>
</tr>
<tr>
<td>Undeveloped slopes provide upland habitat connectivity to the main Willamette Bluff</td>
<td></td>
</tr>
<tr>
<td>Wildfire and landslide hazards</td>
<td></td>
</tr>
</tbody>
</table>

### Willamette River North Reach General ESEE Decision

**Strictly Limit conflicting uses in high ranking resources areas and Special Habitat Areas in residential and open space zones**

### ESEE Implications

Narrow fingers of low structure vegetation on steep slopes that extend away from the main Willamette Bluff exist in a few locations along the bluff. These areas are subject to landslide and wildfire hazard but provide limited wildlife habitat due to impacts of surrounding uses. Limiting conflicting uses would require future development to avoid adversely affecting the slope where practicable and mitigate for unavoidable impacts.

### Site-Specific ESEE Decision

*Limit conflicting uses in Special Habitat Areas in residential and open space base zones that are narrow fingers of low structure vegetation on steep slopes extending away from the main bluff.*

(River Plan/North Reach: Volume 3C, page 246)
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

Map 1/4 Section 1520

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay
☆☆☆ Public Trail
←→ Ordinary High Water Mark (O.H.W.M.)
= area between arrows
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

Scale (Feet)

City Boundary

N = River Industrial Zone

r* = River Recreational Zone

e = River Environmental Zone

c = Environmental Conservation Overlay

p = Environmental Protection Overlay

☆☆☆ Public Trail

<> Ordinary High Water Mark (O.H.W.M.)

= area between arrows
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

*** Public Trail
<--- Ordinary High Water Mark (O.H.W.M.)
      = area between arrows

Scale (Feet)
0'  400'
Existing Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g = River General Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone

October 28, 2008

Map 1/4 Section 1716
Existing Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone

October 28, 2008

\[\text{Scale (Feet)}\]

\[\text{City Boundary}\]

\[\text{WILLAMETTE RIVER}\]

\[\text{CITY BOUNDARY}\]

\[\text{OSnq}\]

\[\text{IHgq}\]

\[\text{IHi}\]

\[\text{IHgq}\]

\[\text{IHi}\]

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\[\text{IHi}\]

\[\text{IHgq}\]
i = River Industrial Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone

Existing Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

0’ 400’

Scale (Feet)

City Boundary

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

*** Public Recreation Trail

Map 1/4 Section 1720
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
r* = River Recreational Zone
e = River Environmental Zone
g* = River General Zone

0'  400'
Scale (Feet)

City Boundary

October 28, 2008

Map 1/4 Section 1720

Legend:

- = Area of land

- - - = Dividing line

- - - = Roadway

- - - = Drainage

- - - = River

- - - = Public Trail

- - - = Ordinary High Water Mark (O.H.W.M.)

= area between arrows

c = Environmental Conservation Overlay
p = Environmental Protection Overlay
i = River Industrial Zone

q = River Water Quality Zone

n = River Natural Zone

r = River Recreational Zone

g = River General Zone

c = Environmental Conservation Overlay

p = Environmental Protection Overlay

*** Public Recreation Trail

October 28, 2008
River Plan/North Reach Proposed Zoning

Bureau of Planning - City of Portland, Oregon

October 28, 2008

Scale (Feet)

NORTH

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Trail

Ordinary High Water Mark (O.H.W.M.)
= area between arrows

Map 1/4 Section 2021
Existing Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

Legend:
i = River Industrial Zone

r = River Recreational Zone

n = River Natural Zone

q = River Water Quality Zone

c = Environmental Conservation Overlay

p = Environmental Protection Overlay

*** = Public Recreation Trail
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Trail
Ordinary High Water Mark (O.H.W.M.)
area between arrows

October 28, 2008

Map 1/4 Section 2121
Existing Zoning
Bureau of Planning - City of Portland, Oregon

Scale (Feet)

City Boundary

October 28, 2008

i = River Industrial Zone
g = River General Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

**** Public Recreation Trail
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

Scale (Feet)

- i = River Industrial Zone
- g* = River General Zone
- r* = River Recreational Zone
- e = River Environmental Zone
- c = Environmental Conservation Overlay
- p = Environmental Protection Overlay
- *** = Public Trail
- ←→ = Ordinary High Water Mark (O.H.W.M.)

= area between arrows
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
r* = River Recreational Zone
e = River Environmental Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Stars = Public Trail
Ordinary High Water Mark (O.H.W.M.)
Area between arrows

October 28, 2008

Map 1/4 Section 2222
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone  
g* = River General Zone  
r* = River Recreational Zone  
e = River Environmental Zone  
c = Environmental Conservation Overlay  
p = Environmental Protection Overlay

0’  400’
Scale (Feet)

City Boundary

October 28, 2008

Map 1/4 Section 2224
Existing Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

i = River Industrial Zone
g = River General Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay
*** Public Recreation Trail
River Plan/North Reach Proposed Zoning

Bureau of Planning - City of Portland, Oregon

October 28, 2008

i = River Industrial Zone
r* = River Recreational Zone
e = River Environmental Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

NORTH

0’  400’

Scale (Feet)

City Boundary

Stars = Public Trail

Ordinary High Water Mark (O.H.W.M.)

= area between arrows

Map 1/4 Section 2325
Existing Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g = River General Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

*** Public Recreation Trail

Map 1/4 Section 2326

October 28, 2008
River Plan/North Reach Proposed Zoning

Bureau of Planning - City of Portland, Oregon

October 28, 2008

Scale (Feet)

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Trail
Ordinary High Water Mark (O.H.W.M.)
area between arrows

Map 1/4 Section 2326
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Trail
Ordinary High Water Mark (O.H.W.M.)
area between arrows

Map 1/4 Section 2424
i = River Industrial Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay
*** = Public Recreation Trail

October 28, 2008
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Trail
Ordinary High Water Mark (O.H.W.M.)
area between arrows

October 28, 2008

Map 1/4 Section 2427
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

- i = River Industrial Zone
- g* = River General Zone
- r* = River Recreational Zone
- e = River Environmental Zone
- c = Environmental Conservation Overlay
- p = Environmental Protection Overlay
- ★★★ = Public Trail
- ←→ = Ordinary High Water Mark (O.H.W.M.)
- = area between arrows

Scale (Feet)

City Boundary

October 28, 2008

Map 1/4 Section 2527
existing Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g = River General Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

** Public Recreation Trail

October 28, 2008

Map 1/4 Section 2627
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

Scale (Feet)

NORTH

0'  400'

City Boundary

i = River Industrial Zone

r* = River Recreational Zone

e = River Environmental Zone

g* = River General Zone

c = Environmental Conservation Overlay

p = Environmental Protection Overlay

Public Trail

Ordinary High Water Mark (O.H.W.M.)

= area between arrows

October 28, 2008
Existing Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g = River General Zone
r = River Recreational Zone
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c = Environmental Conservation Overlay
p = Environmental Protection Overlay
*** = Public Recreation Trail

October 28, 2008
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
r* = River Recreational Zone
e = River Environmental Zone
g* = River General Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Trail
Ordinary High Water Mark (O.H.W.M.)
area between arrows

October 28, 2008
Map 1/4 Section 2628
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

October 28, 2008

Scale (Feet)

City Boundary

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Trail

Ordinary High Water Mark (O.H.W.M.)
area between arrows

Map 1/4 Section 2629
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

★ ★ ★ Public Trail
←→ Ordinary High Water Mark (O.H.W.M.)
area between arrows

October 28, 2008

Map 1/4 Section 2728
Existing Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g = River General Zone
r = River Recreational Zone
n = River Natural Zone
q = River Water Quality Zone

c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Public Recreation Trail

October 28, 2008

Map 1/4 Section 2729
River Plan/North Reach Proposed Zoning
Bureau of Planning - City of Portland, Oregon

i = River Industrial Zone
g* = River General Zone
r* = River Recreational Zone
e = River Environmental Zone
c = Environmental Conservation Overlay
p = Environmental Protection Overlay

Scale (Feet)

NORTH

City Boundary

0' 400'

October 28, 2008

Map 1/4 Section 2729

*** Public Trail
<----- Ordinary High Water Mark (O.H.W.M.) = area between arrows