



CITY OF PORTLAND, OREGON BUREAU OF PLANNING

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MEMORANDUM

To: Interested Parties
From: Barry Manning, Senior Planner
Date: May 26, 2004
Re: Summary of St. Johns/Lombard Plan Amendments

The Portland Planning Commission and Portland Design Commission forwarded the *Recommended St. Johns/Lombard Plan* to the Portland City Council in February 2004.

The Portland City Council considered the *Recommended St. Johns/Lombard Plan* at public hearings on March 17, 2004, April 8, 2004, and April 29, 2004. City Council heard public testimony on several issues at each of these hearings, and responded with amendments to the *Recommended St. Johns/Lombard Plan*.

This document contains a summary of City Council amendments to the *Recommended St. Johns/Lombard Plan*. The item numbers indicated correspond to item numbers in the Amendments Reports considered by City Council on April 8, 2004 and April 29, 2004.

Summary of City Council Actions

Item	Amendment Topic	Summary of Issue/Testimony	Council Action
A	Public Process and Notification		
1	Public Process and Notification:	Concern that public process and notification was not adequate. Request to stop the plan.	No change
B	Lombard Street		
2	Curb Extensions	Concerns about effects of curb extensions.	No change
3	Bicycle Lanes	Concerns about effects of bike lanes.	No change
4	Freight Movement	Need to accommodate over-dimensional freight on Lombard until Freight Master plan is adopted.	Amend: <ul style="list-style-type: none"> • add action item regarding freight needs.
5	Skinny Lots/Residential Density	Concerns about skinny lot development and affect of zone changes from R5 to R2.5 near Lombard.	No change
6	Vanderbilt Street: zoning	Concern about retaining R1 zone. Testifiers request zone change from R1 to R5.	Amend: <ul style="list-style-type: none"> • rezone selected lots on south side of Vanderbilt from R1 to R2.5.
7	Commercial Zoning & Residential Focus Areas	General concerns that commercial zone changes on Lombard will be detrimental to business. Specific testimony on size limitations of CN1 zone.	Amend: <ul style="list-style-type: none"> • increase parking maximum in the CN1 zone; • increase maximum size of retail and office uses from 5,000 to 10,000 square feet in the CN1 zone.
8	Design Review	Testifiers requested additional design standards or design review on portions of Lombard Street.	No change
C	Downtown St. Johns		
9	Curb Extensions	Concerns about affects of proposed curb extensions. Other testimony requested additional curb extensions in St. Johns.	Amend: <ul style="list-style-type: none"> • add evaluation of additional locations to action item TC15.
10	Freight Improvements	Concerns were expressed in general about truck traffic in St. Johns and the truck strategy and process. Testimony also called for implementation of truck strategy freight improvements prior to changes that discourage freight traffic.	Amend: <ul style="list-style-type: none"> • add action item to ensure completion of projects to ensure freight capacity prior to traffic calming.
11	On-Street Parking	Concerns about elimination and adequacy of on-street parking in St. Johns.	Amend: <ul style="list-style-type: none"> • amend action item TC8 to clarify.
12	Residential Density/Skinny Lots	Concern about increased residential densities in general (including zone	Amend: <ul style="list-style-type: none"> • retain R5 zone in

Item	Amendment Topic	Summary of Issue/Testimony	Council Action
		changes from R5 to R2.5, R2, and R1), and about skinny lot development.	area north of Lombard west of St. Louis.
13	"Old" Safeway and Racquet Center: height/design	Testimony requested a maximum building eight of 45 feet, and a change to design guidelines for the area such that new development reflect massing, architecture and materials of nearby civic/institutional buildings, and addition of pedestrian connections through sites.	Amend: <ul style="list-style-type: none"> • revise Desired Characteristics and Traditions statement for design review in downtown St. Johns to address design features of new development.
14	Philadelphia Gateway: height	Testimony to increase building heights in this area to 55' with bonus to create more prominent development at this gateway.	No change
15	Design Overlay	1. Concern expressed over additional regulations and costs; 2. Testimony to amend Desired Characteristics and Traditions statement for St. Johns; 3. Testimony to increase window standard for multidwelling facades to 21%.	Amend: <ul style="list-style-type: none"> • revise Desired Characteristics and Traditions statement for design review in residential St. Johns to address design features of new development; • amend Community Design Standards, 33.218.110(k)(3) to strike reference to doors in window percentage calculations; make parallel change to 33.460.110(D)(2) for Lombard R1 area.
16	Princeton Street: zoning	Testimony requesting a change from CN2 zone to R1 zone in this area.	No change
D	Cathedral Park Hillside		
17	Baltimore Hillside: zoning	Request to rezone portion of Baltimore Hillside in Cathedral park from recommended R1d to R2.5.	No change
18	Recreational Trails/Edison Woods	Request to revise recreational trail designation.	Amend: <ul style="list-style-type: none"> • add new action item to evaluate designation during river and greenway planning processes.
E	Willamette Riverfront		
19	UP Rail Line Land Use	Concerns expressed over noise and other conflicts of potential residential	No change

Item	Amendment Topic	Summary of Issue/Testimony	Council Action
		development near the rail line. Requested code to address setback, soundproofing, and vibration issues for residential units; also grade separation of crossing to reduce noise (addressed in #20).	
20	UP Rail Line Crossing	Testimony about safety issues associated with rail crossings and request for grade separation to reduce noise impacts (see #19).	Amend: <ul style="list-style-type: none"> • amend master street plan to remove John Street from the map; • add language in Master Street Plan discussion to indicate that new street connections on Richmond should be grade separated.
21	Housing in the EG1 Zone	Concern about provision to allow live/work in EG1 zone. Testimony requests keeping housing only as a conditional use.	No change
22	MarCom site: zoning	Request to rezone from Heavy industrial to zone that allows more uses.	No change
23	40-Mile Loop Trail	Request to include plan language to address trail opportunities and greenway connections north of the St. Johns Bridge.	No change
24	Special Pedestrian Connections	Request to change pedestrian priorities to emphasize Philadelphia Street.	Amend: <ul style="list-style-type: none"> • revise transportation action item HR5 to create special streetscapes on Burlington and/or Philadelphia.
25	Boat Launch	Request to have consideration of an additional boat launch in the area.	Amend: <ul style="list-style-type: none"> • add an action item to consider the need for additional boat launch facility when conducting evaluation of future recreation needs.

Summary of City Council Amendments

Item 4: Freight Movement

City Council Actions:

Amend the Planning Commission recommendation as follows:

Add to the transportation action items list the following new item:

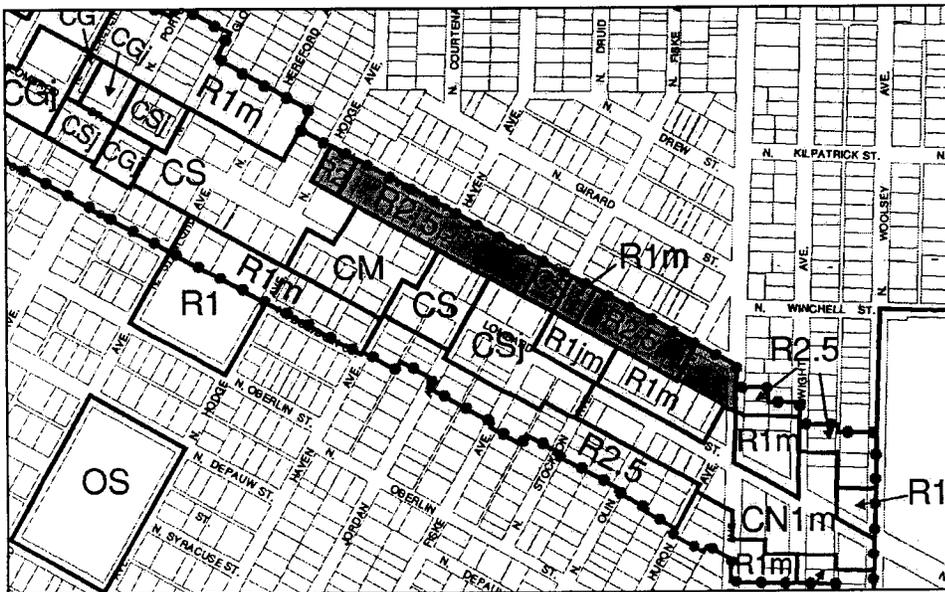
“Until the Freight Master Plan is adopted, accommodate over-dimensional freight needs in design of improvements to Lombard, including height requirements, curb-to-curb dimensions, planting plans, median locations, light fixture placement, street signs and turning radius as part of the engineering process.”

Item 6: Vanderbilt Street: zoning

City Council Actions:

Amend the Planning Commission recommendation as follows:

Rezone selected properties on Vanderbilt Street from R1 to R2.5, as indicated on the map below.



Vanderbilt Street: Amendment to Recommended Comprehensive Plan and Zoning Map (shaded area).

Item 7: Commercial Zoning & Residential Focus Areas

City Council Actions:

Amend the Planning Commission recommendation as follows:

1. Increase parking maximums for the CN1 zone when used in conjunction with the "main street overlay" to the limits used in the CN2 zone (see code below).
2. Increase the maximum allowed size of Retail Sales and Service and Office uses in the CN1 zone from 5,000 square feet of floor area per use to 10,000 square feet of floor area per use (see code below).

North Lombard Regulations

33.460.100 Additional Regulations in the CN1 Zone

A. Purpose. These regulations encourage residential mixed use development and housing, in addition to small scale commercial development along sections of North Lombard Street to foster a transit-oriented main street environment. Size of uses are specified to promote commercial uses along the main street that serve a local market area, while limiting their potential impacts on residential uses. Parking standards for the CN1 zone are revised to provide adequate parking opportunity for development along a main street.

A. Where these regulations apply. These regulations apply to sites in the CN1 zone.

B. Floor area for Retail Sales and Service and Office uses. Each individual use is limited to 10,000 square feet of total floor area exclusive of parking area.

C. Maximum allowed parking. The maximum allowed parking in the CN1 zone is Standard B in Table 266-2.

D. Bonus option for housing. Proposals providing housing receive bonus floor area. Where floor area is being added to a site, and at least 25 percent of the new floor area will be in residential use, a bonus of 0.25 FAR is earned for non-residential uses on the site. Proposals using this bonus are subject to the following development standards:

1. Height. The maximum building height is 45 feet.

2. The maximum FAR for non-residential uses is 1:1. Adjustments to this maximum are prohibited.

Code Commentary
North Lombard Regulations

33.460.100 Additional Regulations in the CN1 Zone

The urban development concept for the St. Johns/Lombard Plan shows two areas along N. Lombard identified as "residential focus areas." These areas are currently zoned General Commercial (CG), but contain a mix of commercial and residential uses.

The "residential focus area" concept calls for development of residential mixed-use buildings and housing along with compatible commercial uses. To accomplish this, the recommendation is to rezone these areas from CG to CN1 (Neighborhood Commercial 1) and to apply the Main Street Corridor Overlay to foster transit-supportive and pedestrian oriented development, and offer bonus development standards as an incentive if residential development is incorporated into a site.

To encourage mixed-use development and housing, a height and floor area bonus is offered. The maximum height and floor area ratio (FAR) are modified to provide an incentive for development of residential floor area. To use the bonus option, 25 percent or more of the floor area being added to the site must be in a residential use. The table below illustrates the development standards of the CG and CN1 zones, as well as the standards that apply if the bonus provision were used. Note that residential square footage is not counted toward the FAR maximums.

Comparison of Development Standards			
	CG	CN1	Bonus Option
<i>Height</i>	45 ft.	30 ft.	45 ft.
Floor Area Ratio	3 to 1	.75 to 1	1 to 1

Since Commercial uses are allowed in the CN1 zone, this approach to encouraging residential and mixed-use development will create fewer non-conforming uses than if the areas were rezoned to a residential zone. This approach is favored over the use of the Mixed Commercial/Residential (CM) zone as it provides an incentive to develop, rather than requiring residential development.

To accommodate mixed use, residential, and neighborhood oriented commercial development, the base zone limitations on size of Retail Sales and Service and Office uses are increased from 5,000 square foot per use to 10,000 square feet. Larger uses may seek an adjustment to this standard. In addition, parking ratios of the CN1 zone are increased to the maximum standard allowed for other commercial zones.

Item 9: Curb Extensions in Downtown

City Council Actions:

Amend the Planning Commission recommendation as follows:

Add to transportation action item TC 15:

Evaluate curb extensions at Lombard/John and Lombard/Leavitt, if they are not placed at transit stops and there is no resulting on-street parking loss. Consider a raised crosswalk on Charleston Street between the school and the library.

Item 10: Freight Improvements

City Council Actions:

Amend the Planning Commission recommendation as follows:

Add the following to transportation action item TC 6:

Ensure the completion of the St Johns Truck Strategy projects to improve freight capacity (TCI 1 and 2 and improvements to the Burgard Bridge) on the designated Lombard/Burgard/Columbia Blvd freight route to handle volume and physical loads before implementing traffic calming and safety elements (TC/S 2 and 3) of the St Johns Truck Strategy.

Item 11: On-Street Parking

City Council Actions:

Amend the Planning Commission recommendation as follows:

Amend Transportation action item # TC 8:

Replace "maximize utility" with maximize supply".

Item 13: "Old" Safeway and Racquet Center: height and design

City Council Actions:

Amend the Planning Commission recommendation as follows:

1. Amend the Desired Characteristics and Traditions statement for Downtown St. Johns, as below.

Desired Characteristics and Traditions

New development should support downtown St. Johns' role as the heart of the town center, and should have a strong pedestrian-oriented presence. Throughout downtown St. Johns, new development should recognize the history of St. Johns as a city by utilizing design elements that strengthen the traditional small town character, pedestrian-scale orientation, and rhythm of building facades. Strategies to achieve this include development of small-scale buildings, 50 feet in width or less, one to three stories in height. Mass of taller or wider buildings can be moderated by incorporating architectural details that individualize storefronts or stepping back from the street.

Development of a diverse range of building types should be continued. Active uses should be included in development adjacent to or across the street from the St. Johns Plaza.

New development along Baltimore, Burlington, and Richmond should aspire to create a sense of enclosure and interesting architecture in ways that strengthen visual and physical connections to the downtown and riverfront. New development along Philadelphia, Pittsburg, and John, should add elements that improve the sidewalk environment and recognize these important pedestrian routes that link the hillside to downtown and the riverfront.

For the civic area north of Lombard, new development should support the community-oriented nature of this area through a strong pedestrian environment. New development should incorporate architectural features and exterior materials that complement the quality of respective nearby civic and institutional buildings, including James John School, the St. Johns branch library, and community center.

Alterations to existing large-scale commercial developments (those on superblocks, comprising more than one 200-foot block) should be integrated into the fine-grain urban pattern and mix of uses of downtown St. Johns. This can be accomplished by locating spaces suitable for small-scale active uses (such as bank services, restaurants, cafes, florists) at the street frontage, adding residential development in upper floors, and respecting the street plan in building location and surface parking circulation. New development of superblocks should follow the recommended street plan.

The transition between commercial and residential zones is important. New commercial development along streets serving as boundaries between residential and commercial zones (such as segments of Princeton, Syracuse, Burlington, and Richmond) should reflect the scale and character of the residential zone. Where possible residential components of mixed-use developments should be located adjacent to existing residential zones to improve compatibility.

Item 15 Design Overlay

City Council Actions:

Amend the Planning Commission recommendation as follows:

- a. Amend the desired characteristics and traditions statements for residential St. Johns, as part of the *Community Design Guidelines* (p. 95 of *Recommended Plan*) as follows:

Desired Characteristics and Traditions

The early housing styles and small-town scale of the residential St. Johns area provide the context for new projects. As such, new development should reflect and acknowledge this context by ensuring that main entrances are prominent, pedestrian connections are strong, landscaping is prominent and integrated appropriately, and parking areas do not dominate the streetscape.

Building and site design elements that contribute to the residential St. Johns character should be carried out in new projects. New development should strive to

- incorporate architectural and site development features of early twentieth century era houses, including eave length, siding material and appearance, window and door trim, and roof pitch;
- continue existing front setback patterns;
- use landscaping to buffer and soften edges;
- provide strong visual connections between the public sidewalk and main entrances; and
- limit vehicle areas in front of multi-dwelling developments. Locate parking and vehicle areas toward the rear of residential dwellings.
- When available, alleys should be used for vehicle access, to strengthen the pedestrian environment.

The area north of Lombard Street that includes several civic and institutional buildings (such as the James John Elementary School, St. Johns branch library, YWCA, St. Johns Community Center, and Pioneer Methodist Church). These buildings provide essential services to local residents and define the characteristics of the adjacent residential area. should be developed in ways that acknowledge these sites as part of the small town character that they invoke. Elements of particular interest include pedestrian orientation and landscaping, as well as siding materials that reflect the quality of the surrounding buildings. New development must recognize and preserve the central roles of these buildings in the small-town character of St. Johns. New development should

- include landscaping that complements existing landscaping of these buildings;
- maintain adequate setbacks and spacing from these buildings;
- be of a scale, proportion, and mass that ensures these buildings continue as the clear focus of the adjacent residential area; and
- incorporate architectural and site development features that reflect the quality of these buildings.

In the area near the water tower south of Lombard Street, new development should reflect the character and site design of the older housing stock, including front setbacks, exterior finish materials, and pedestrian orientation. The well-established pedestrian pattern throughout the neighborhood should be strengthened through design features that reinforce this prominent characteristic of the residential St. Johns area.

- b. Amend the Community Design Standards, subparagraph 33.218.110(k)(3):

St. Johns plan district. In the St. Johns plan district, at least 15 percent of the street facing facade must be windows or doors. Windows used to meet this standard must allow views from the building to the street. Glass block does not meet this standard.

Windows in garage doors do not count toward meeting this standard, but windows in garage walls do count toward meeting this standard. ~~To count toward meeting this standard a door must be at the main entrance and facing the street lot line.~~
Development on flag lots or on lots which slope up or down from the street with an average slope of 20 percent or more is exempt from this standard.

- c. Amend the Main Street Overlay zone, subparagraph 33.460.110(D)(2) to create the parallel change for the window standard recommended for R1m along the Lombard Main Street (see below).

33.460.110 Additional Standards in the R1 Zone, continued

D. Standards

2. The standard of Paragraph 33.120.232.B.1 must be met. At least 15 percent of the street facing facade must be windows. Windows used to meet this standard must allow views from the building to the street. Glass block does not meet this standard. Windows in garage doors do not count toward meeting this standard, but windows in garage walls do count toward meeting this standard. Development on flag lots or on lots which slope up or down from the street with an average slope of 20 percent or more is exempt from this standard.

Code Commentary

33.460.110 Additional Standards in the R1 Zone, continued

D (2) This regulation applies ~~an existing~~ 15 percent minimum window ~~or door~~ area requirement in the R1 zone to multidwelling structures. Currently, this regulation only applies to houses, attached houses, duplexes and manufactures homes in the R1 zone. Multidwelling structures are required to have a minimum of 8 percent windows.

For consistency, this same standard is applied both here in the main street overlay zone and in the St. Johns plan district for R1 sites.

~~{33.120.232.B.1}~~

~~"At least 15 percent of the area of each facade that faces a street lot line must be windows or doors. Windows used to meet this standard must allow views from the building to the street. Glass block does not meet this standard. Windows in garage doors do not count toward meeting this standard, but windows in garage walls do count toward meeting this standard. To count toward meeting this standard a door must be at the main entrance and facing the street property line. Development on flag lots or on lots which slope up or down from the street with an average slope of 20 percent or more are exempt from these standards."~~

Item 18: Recreation Trail/Edison Woods

City Council Actions:

Amend the Planning Commission recommendation as follows:

Add new Willamette Riverfront action item:

Evaluate applying Recreation Trail designation to Decatur Street rather than Edison Street north and west of Baltimore Street as part of river and greenway planning. Timeframe: next 5 years; Implementor: BOP, Parks, NA.

Item 20. UP Rail Line Crossings

City Council Action:

Amend the Planning Commission recommendation as follows:

1. Amend the Master Street Plan map (Transportation Implementation Tools, p. 81): remove from the map John Street as a secondary street between Crawford and the Greenway Trail.
2. Transportation Implementation Tools, Master Street Plan discussion (p. 81), add the following: *“New street connections on Richmond street alignment should be grade separated to ensure public safety across the rail line, subject to ODOT railroad department approval.”*

Item 24: Special pedestrian connections

City Council Action

Amend the Planning Commission recommendation as follows:

Modify transportation action item HR 5, as follows:

Develop special streetscape design treatments along either Burlington and/or Philadelphia streets to create strong pedestrian connections between downtown St Johns and the riverfront.

Item 25: Boat launch

City Council Action

Amend the Planning Commission recommendation as follows:

Add the following action item:

“Consider the need for an additional boat launch when conducting an evaluation of future recreation needs in the town center.” Timeframe: 6-10 years; Implementor: Parks.