

# GOOSE HOLLOW STATION COMMUNITY PLAN



City Council Adopted  
Ordinance No. 169699  
January 10, 1996



City of Portland  
Bureau of Planning  
*A Westside Light Rail Station Community Planning Project*

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## **I. SUMMARY**

On January 25, 1994, the Planning Commission adopted proposed interim regulations which applied certain transit-oriented development standards to station areas in Goose Hollow. These regulations, which included certain amendments to the Goose Hollow District of the Central City Plan and applied the Transit (t) Overlay Zone to areas outside the District, were subsequently adopted by City Council in April 1994.

The regulations were proposed as interim based on the City subsequently initiating a station community planning process in conjunction with other jurisdictions on the westside light rail corridor. The Cities of Portland and Hillsboro (downtown portion) have completed their station community plans with hearings pending, while Washington County and the Cities of Hillsboro (east portion) and Beaverton are refining the alternatives for their plans.

Numerous meetings have been conducted with the Goose Hollow Land Use Committee, Neighborhood Development Committee and Foothills League, Northwest Policy Plan Committee and Land Use Committee, and interested landowners. All property owners in the station planning area were notified of the Planning Commission's scheduled hearing on August 22, 1995. The Planning Commission held three hearings on the proposed plan. Most of the public testimony addressed issues of building height at the edge of the Kings Hill Historic District and required housing in the Central Commercial (CX) zone. The Planning Commission recommended approval of the Goose Hollow Station Community Plan to City Council in November, 1995.

City Council held hearings on the Plan in December and considered fifteen requests for amendment before adopting the following plan provisions in January, 1996:

- Expand the CCP boundary to include all of the station planning area in the Goose Hollow neighborhood and the Central Commercial (CXd) zoning on the north side of Burnside;
- Amend the Central City Plan's Policies, Further Statements, Urban Design Plan and Action Charts;
- Amend the City's Zoning Code's Chapter 33.120 to modify development standards for multi-dwelling zones and Chapter 33.266 to modify loading standards for household living;

- Amend text and maps for the Goose Hollow District of the Central City Plan in the City's Zoning Code (Chapter 33.510) to accomplish the following:
  - a. required residential on CX;
  - b. required retail opportunity at prime station locations;
  - c. building line requirement on SW Jefferson;
  - d. add a special building line requirement for a 10 ft. setback on Burnside Street;
  - e. residential bonus target area; and
  - f. floor area ratios and height limits.
- Delete the Transit (t) Overlay Zone from the station planning area;
- Apply the Comprehensive Plan Institutional Residential (IRd) designation to Lincoln High School;
- Upzone properties in the existing High Density Residential (RH) zone in conformance with the Comprehensive Plan designation to Central Residential (RXd);
- Convert the base zoning on the Civic Stadium Station block from Central Commercial (CXd) to Central Residential (RXd);
- Convert the Zoning along SW Jefferson Street West of 20th Avenue from General Commercial (CG) to Central Commercial (CX)d;
- Convert the base zoning on Block 14 and part of Block 15 from Residential High Density to (RH) to Residential 1,000 (R1d);
- Convert the base zoning for landmark buildings on the South side of Burnside Street between SW 12th and SW 14th Avenues from Central Residential (RXd) to Central Employment (EXd);
- Convert the existing zoning on lot 1, blk. 4 & 6 at SW Madison Street just west of the Vista Bridge with access only from SW Jefferson from Residential 5,000 (R5) zone to Central Commercial (CXd); and
- Apply the Design Overlay zone (d) to all properties within the existing and amended Central City Plan boundary of the Goose Hollow District.

## II. INTRODUCTION

### What is Station Community Planning?

Station Community Planning is a process which ensures that light rail station areas offer an effective and attractive means of integrating housing, employment, retail and services into the existing pattern of land uses. By creating opportunities and requirements for transit-oriented development, it encourages maximum light rail ridership with easy access by all transportation modes.

The station community planning project involves neighborhood residents, interested developers, city and regional agencies all participating in establishing important issues relating to future station area land use and development. After review of alternatives and selection of a preferred concept plan, a plan is being proposed to amend the existing comprehensive plan and zoning.

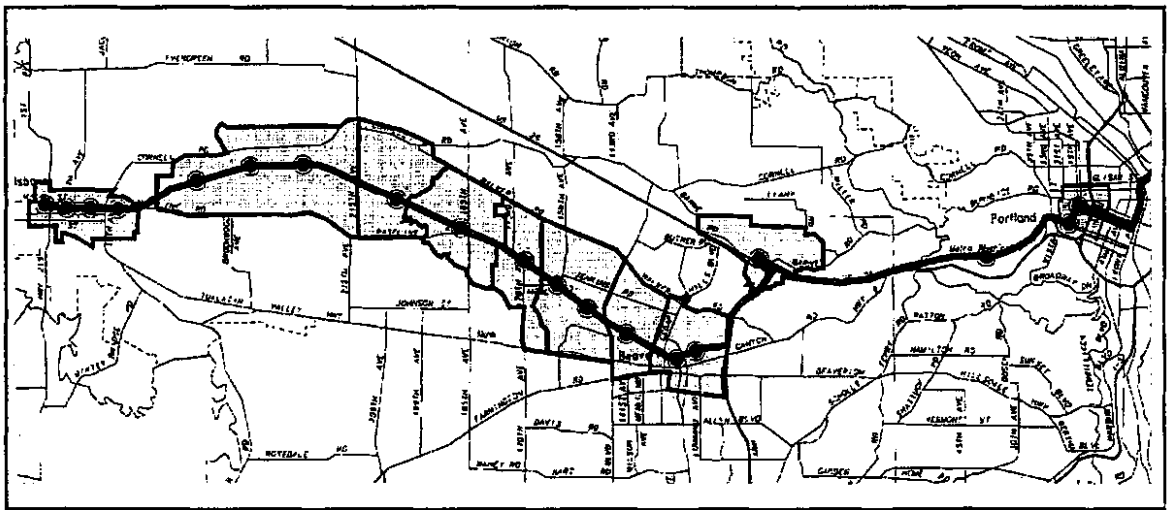


Figure 1. Westside corridor map showing light rail alignment from downtown Portland to downtown Hillsboro.

### Planning Goals for the Westside Light Rail Transit Corridor

The Westside Light Rail Station Community Planning process is a collaborative effort of the cities of Portland, Beaverton, and Hillsboro, Washington County, Metro, Tri-Met, and the Oregon Department of Transportation. The Westside Light Rail line has 21 MAX stations and extends from downtown Portland to downtown Hillsboro (see figure 1).

The project is under the direction of the seven member Westside Light Rail Station Area Planning Management Committee. The goal and objectives set by the Committee for the outcome of station area planning is as follows:

*Maximize community development, transportation mode choice and air quality improvement opportunities resulting from the Westside LRT system, while contributing to its effective operation*

**Objectives:**

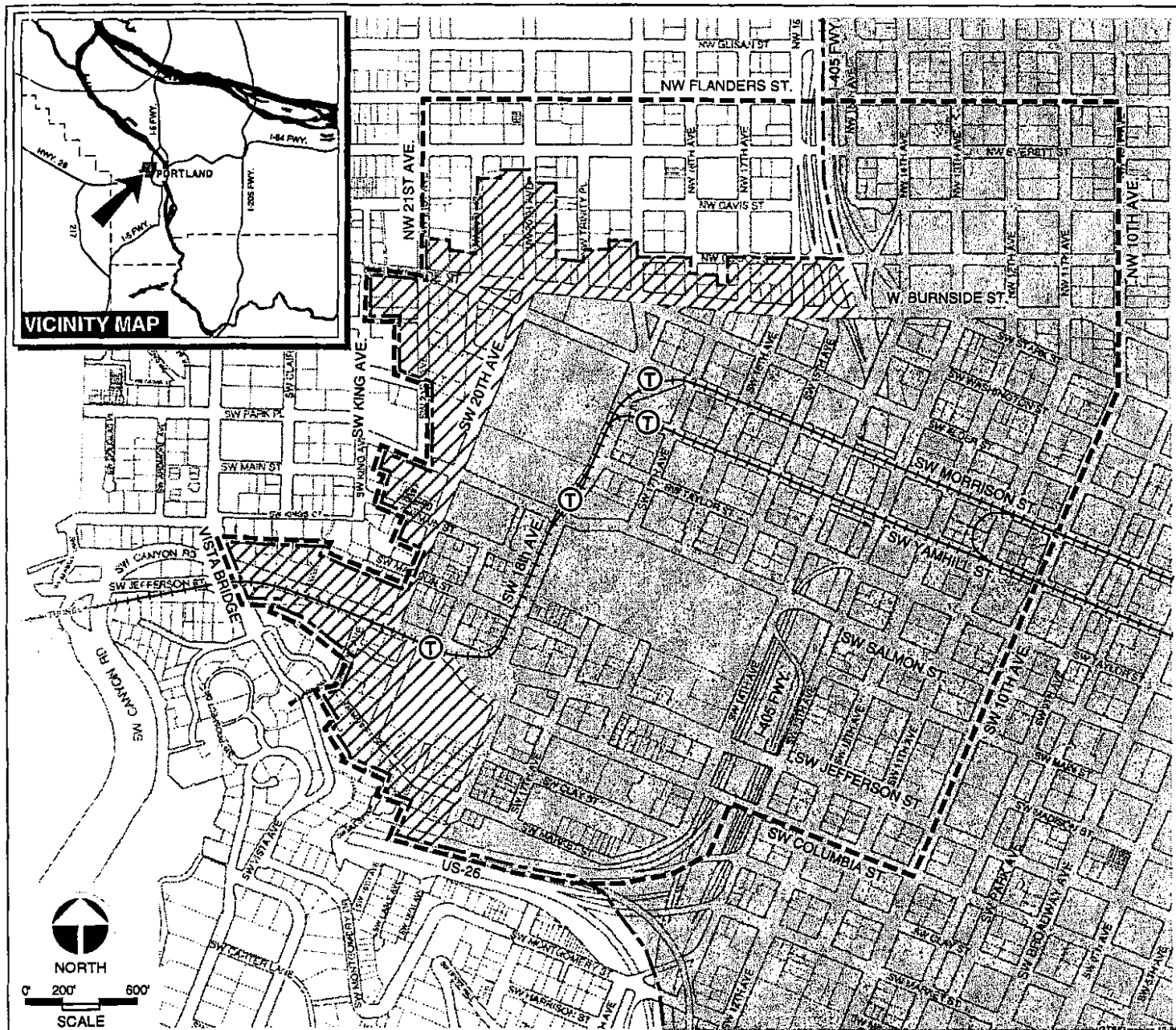
- Consider neighborhood character and respect existing contributing development
- Adopt clear and objective standards for decision making
- Provide for expeditious approval of appropriate development
- Increase ridership
- Reduce auto use
- Air quality - decrease emissions from auto use
- Encourage early development in the station areas
- Achieve appropriate density in station areas
- Be compatible and integrated with other plans
- Be consistent with the adopted Regional Growth Concept
- Be consistent with state and regional plans and laws
- Implement the plans that are adopted
- Be responsive to market conditions
- Identify areas with redevelopment possibilities and aggressively promote redevelopment
- Identify and mitigate, where possible, adverse impacts
- Assure a safe and pleasant bike/pedestrian environment
- Consider each station's unique qualities in design and its role in the region

## **The Planning Context for Goose Hollow**

This project defines the Goose Hollow Station Community Planning Area as roughly five city blocks or 1300 feet radius from the light rail stations. Additional criteria for establishing the study area include existing land uses; intensity of development; infrastructure, especially transportation related; topography; and current plan and zone boundaries. The project study area partially overlaps the Central City Plan District. One recommendation of this report is to extend the Central City Plan boundary to encompass more of the station planning area, as shown in Figure 2.

A number of other related planning and construction efforts have occurred in Goose Hollow since the mid 1980's, as noted below:





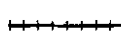
- In April of 1994, the City amended its zoning code to apply interim regulations supporting transit oriented development within close proximity to the light rail alignment in the Goose Hollow area;



# Goose Hollow Station Community Plan

Figure 2

## STUDY AREA and VICINITY MAP

-  Central City Plan District
-  Proposed extension of Central City Plan Boundary
-  Goose Hollow Station Community Plan Boundary
-  Light Rail Transit Station
-  Light Rail Alignment

- Tri-Met has completed several studies which document the designs, art work and construction details for the light rail stations and alignment;
- Portland's Office of Transportation has initiated the Central City Transportation Management Plan (CCTMP) in order to implement the transportation objectives of the Central City Plan;
- In 1993, Planning Bureau's Livable City Project supported four pilot projects in Northwest and Goose Hollow for purposes of exploring designed infill on selected sites; and
- The Tanner Creek Basin Project to separate storm and sanitary sewers is underway through the Bureau of Environmental Services.

Between February and June of 1994, the issue identification phase of the project was initiated with two workshops, three neighborhood walks, a series of five meetings on specific topics, and briefings before the Neighborhood Association. Later that summer, at least three special event fairs were used to seek additional opinions and inform people of the planning process. In December, the *Background Report and Alternative Development/Design Concepts* was produced. A refinement of one of these alternatives became the preferred alternative with work and review by neighborhood groups, interested citizens and agencies.

The Planning Commission held four hearings on the proposed plan between August and November, 1995.

PLANNING TASK	1/94- 6/94	7/94- 1/95	2/95- 7/95	8/95- 11/95	12/95- 1/96	1/96+
ISSUE IDENTIFICATION, NEIGHBORHOOD WORKSHOPS						
INFORMATIONAL MEETINGS, BACKGROUND REPORT AND ALTERNATIVES						
REFINEMENT OF PREFERRED ALTERNATIVE						
PLANNING COMMISSION HEARING						
CITY COUNCIL HEARING						
IMPLEMENTATION						

Figure 3. Chart showing the Goose Hollow Station Community Planning Process

### III. AMENDMENTS TO THE CENTRAL CITY PLAN AND STATION PLANNING AREA

#### Central City Plan Policy

#### Policy 15: GOOSE HOLLOW

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Protect and enhance the character of Goose Hollow by encouraging new housing ~~and, commercial and mixed-use~~ development which ~~is compatible with a growing community~~ retains or enhances a sense of community while improving the urban infrastructure to support a more pleasant and livable community.

FURTHER:

- A. ~~Encourage development of housing, particularly for families. Create opportunities for 1,000 new households within the District over the next 20 years. Housing created should provide for those who enjoy a central city location with a neighborhood feel, as well as encourage diversity by attracting families.~~
- B. Encourage retail and commercial development ~~along the light rail corridor and in mixed-use projects~~ centering on the Civic Stadium and Jefferson Street light rail stations which support the needs of the residential community.
- C. Improve pedestrian and bicycle connections to light rail and throughout the neighborhood.
- D. Emphasize linear corridor boulevards on SW 18th Avenue, Burnside and Jefferson Streets to provide active retail, plazas and other urban amenities.
- E. Provide neighborhood amenities by including small pockets of open space in conjunction with new, high density development.
- F. Create a local streetscape that places importance on the continuity of pedestrian pathways, building lines, street corners, and other important physical design qualities.

Note: The current Central City Plan Policy 15 (Goose Hollow) was adopted by City Council in March, 1988. Recommended language additions are underlined and language deletions are shown with a ~~strikethru~~.

## **Policy 14: DOWNTOWN**

Add the Downtown District Action Chart as follows:

- Apply a special building line setback of 10 feet for new development on both sides of Burnside Street between the Park Blocks and I-405.
- Pursue a corridor study that focuses on the development of Burnside Street as a place that integrates pedestrians, cars and bicycles in a quality environment.
- Convert the base zone for landmark buildings on the South side of Burnside Street between SW 12th and SW 14th Avenues from Central Residential (RX) to Central Employment (EX).
- Expand the residential bonus target area to all CX zoned areas inside the Goose Hollow station planning area and the Central City Plan boundary

## **Policy 17: RIVER DISTRICT**

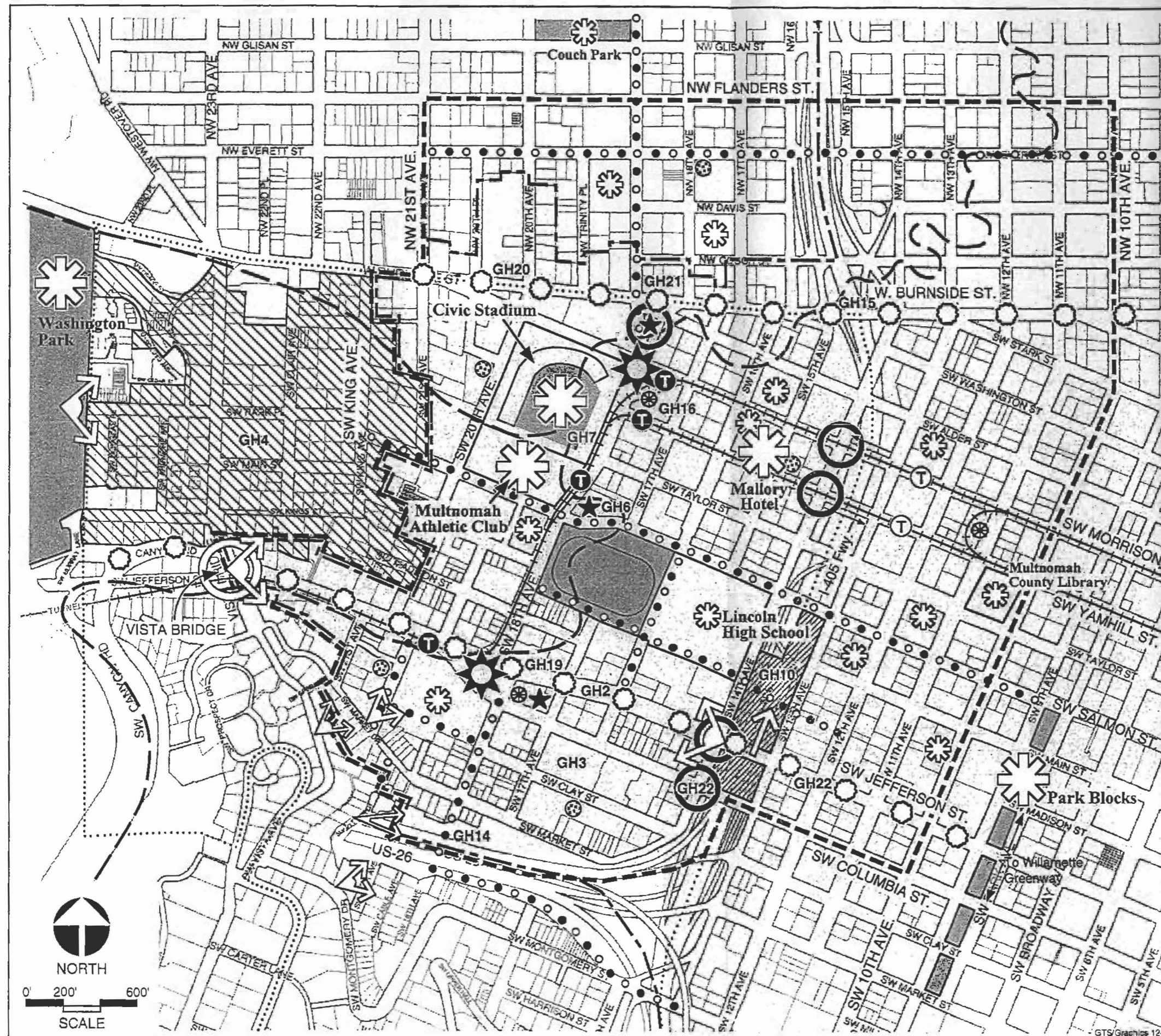
Add the River District Action Chart as follows:

- Apply a special building line setback of 10 feet for new development on both sides of Burnside Street between the Park Blocks and I-405.
- Pursue a corridor study that focuses on the development of Burnside Street as a place that integrates pedestrians, cars and bicycles in a quality environment.

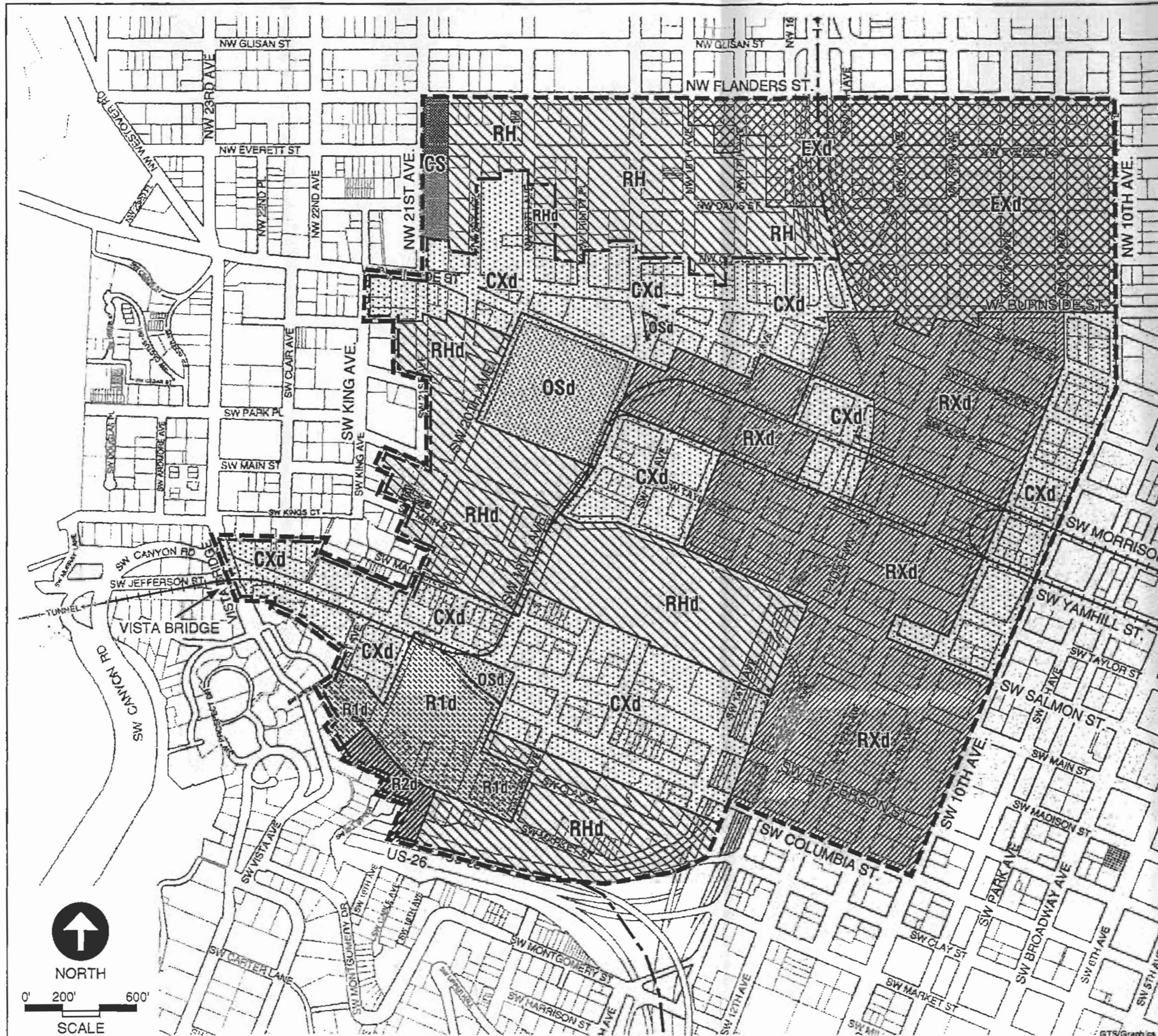
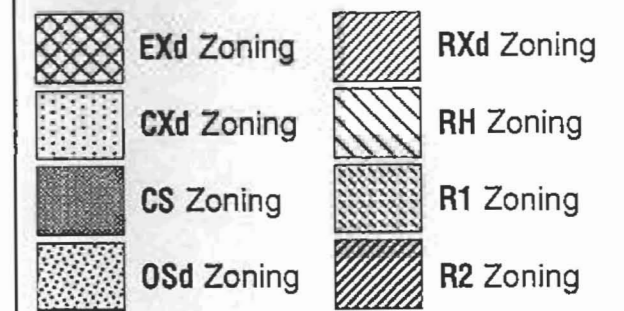
# Goose Hollow Station Community Urban Design Plan

## Legend

- Central City Plan District
- - - Goose Hollow Station Community Plan Boundary
- ..... Goose Hollow Neighborhood Boundary
- Major District Gateways
- Minor District Gateways
- Parkways/Boulevards
- Existing Historic Kings Hill District
- Major Attractions
- Minor Attractions
- Historic Course of Tanner Creek
- ★ Tanner Creek Daylighting Water Feature
- Public Plazas
- Neighborhood Focal Points
- Light Rail Transit Stations (Future T)
- Light Rail Transit Corridor
- Pocket Parks
- Open Spaces
- Deck Over Freeway
- GH3 Number Reference to Action Chart
- ● ● ● Pedestrianway and Bikeway
- Scenic Viewpoint



**Zoning Legend:**



Light Rail Transit  
Corridor

## Policy 15 Action Chart: Goose Hollow Projects and Programs

These action chart items summarize projects and programs which are the conclusions of the Goose Hollow Station Community Planning Project. They address actions for areas both inside and outside of the Central City Plan Area. These charts have been adopted by resolution of the City Council. Projects and programs approved by resolution are without the binding force of law.

#	Actions	Timeframe				Imple- mentors	Index to Action Details
		Adopt With Plan	On- Going	Next 5 years	6 - 20 yrs.		
Design							
GH1	Work with a team of citizens and designers to develop and adopt design criteria for new development. Adopt design guidelines which ensure compatibility of new development and maintain the heritage of the neighborhood. Include guidelines for incorporating historical themes; emphasizing neighborhood focal points, boulevards, pedestrian linkages and public parks/plazas; and maintaining residential building character.	X				BOP, GHFL, PDOT, PVT	
GH2	Develop an east-west boulevard connection along SW Jefferson between the Downtown Park Blocks and Washington Park . Incorporate a central public gathering place near Collins Circle and the light rail station.			X		PDOT, Parks, BOP, PDC, PVT	
GH3	Determine whether screening of the PGE substation at SW 17th and Columbia with a false building facade can be achieved.			X		GHFL, PGE	
GH4	Adopt design guidelines for the King's Hill Historic District and examine building heights, FARs and bonuses along W. Burnside Street commercial zone which addresses the character and scale of the neighborhood and continuity of the street.			X		BOP, GHFL, NWDA	
Housing							
GH5	Prepare a strategy for infill housing which addresses design, affordability and development partnerships between the City, neighborhood residents and business owners, Tri-Met and private developers. Apply tax abatement to new housing where it will help to achieve neighborhood and city goals of encouraging diversity in housing types, particularly in support of families. Locations preferred are near stations at SW 18th and Jefferson, Salmon and Yamhill, SW 11th & Yamhill, and other locations where existing businesses redevelop with housing.		X			BOP, PDC, BHCD Tri-Met, GHFL, NWDA PVT, GHA	

## Policy 15 Action Chart: Goose Hollow Projects and Programs (continued)

#	Actions	Time frame				Implementors	Index to Action Details
		Adopt With Plan	On-Going	Next 5 years	6 - 20 yrs.		
<b>Office and Activity Centers</b>							
GH6	Promote mixed use development with office space appropriate on the larger parcels adjoining Civic Stadium, Salmon/Kings Hill, and Jefferson/Goose Hollow Stations.			X		PDC, BOP, Tri-Met, PVT	
GH7	Replace blank exterior walls of Civic Stadium. Small retail outlets or artwork, whether for permanent or special event use, would enhance the streetscape between Yamhill & Salmon along SW 18th.			X		MERC, GHFL, PVT	
<b>Open Spaces and Plazas</b>							
GH8	Identify locations where additional park and plazas would contribute to open space needs of higher density residential and office development near light rail. This would include a pocket park at Howard's Way site at SW 20th & Jefferson and plazas at other Tri-Met owned sites, as well as other locations noted on the urban concept plan map. Playground facilities are needed at at least one park location.	X				BOP, Parks, Tri-Met, GHFL, PVT	
GH9	Plant street trees and continue to recognize historically significant trees in the neighborhood. Develop a tree planting plan which addresses standards, easements, and other issues which have restricted tree plantings within the right-of-way.			X		Parks, FOT, PDOT	
GH 10	Consider the feasibility of a park covering I-405 in conjunction with ODOT's plans for reconstruction of the freeway alignment and/or private development proposals.			X		BOP, PDOT, ODOT, Parks, PVT	
<b>Parking</b>							
GH 11	Promote development of multiple use or shared parking where daytime office and retail spaces do not conflict with residential needs, and provide incentives for shared parking facilities.			X		PDC, BOP, PDOT, PVT	
GH 12	Study additional opportunities for on-street parking, such as on the I-405 bridges and reverse angle diagonal parking where street widths exceed 60 feet.			X		PDOT, ODOT, BOP	
<b>Pedestrian and Bicycle Connections</b>							
GH 13	Facilitate pedestrian connectivity to light rail and throughout the neighborhood. Develop wider sidewalks, better lighting and pedestrian caution signals, improved intersection design and curb extensions, especially leading to a street crossing and textured, painted or striped treatment of the walkway. Maintain and expand where possible existing hillside pedestrian connections		X			PDOT, ODOT, GHFL	

## Policy 15 Action Chart: Goose Hollow Projects and Programs (continued)

#	Actions	Time frame				Imple- mentors	Index to Action Details
		Adopt With Plan	On- Going	Next 5 years	6 - 20 yrs.		
<b><i>Pedestrian and Bicycle Connections</i></b>							
GH 14	Improve bicycle and pedestrian connections between the PSU campus and student housing at SW Clay and 17th, especially lighting and aesthetics along the Hwy. 26 pedestrian path and tunnel under SW 18th.			X		PDOT, ODOT	
GH 15	Improve pedestrian crossings along I-405, especially the Burnside, Salmon, and Columbia/Jefferson couplet. The bridge crossings and parallel streets adjoining I-405 need adequate sidewalks, curb cuts and signalization for pedestrians.			X		PDOT, ODOT	
GH 16	Provide convenient and sheltered bicycle parking at light rail stations, especially the Civic Stadium Station.		X			Tri-Met	
<b><i>Retail Commercial</i></b>							
GH 17	Prepare a strategy to attract neighborhood scale retail development at light rail stations, especially at sites where required retail opportunity areas are located on Map 510-7.			X		BOP, PDC, GHFL, PVT	
<b><i>Traffic and Circulation</i></b>							
GH 18	Consider traffic calming measures on local residential streets in the neighborhood.			X		PDOT, BOP, GHFL	
GH 19	Request PDOT and other appropriate agencies to address several issues along SW Jefferson, noted below: a.) undertake a study on SW Jefferson between 14th and 18th Avenues to consider changes that may reduce traffic speeds, provide on-street diagonal parking, permit wider sidewalks in a boulevard-like setting, and other appropriate measures; and b.) review the traffic function at Collins Circle to eliminate the single lane between Jefferson & Columbia Streets in support of public/private development proposals that include the Circle as usable open space/plaza with more direct connections to the light rail station.			X		PDOT, PDC, BOP, Parks, Tri-Met, PVT	
GH 20	Pursue a corridor study that focuses on the development of Burnside Street as a place that integrates pedestrians, cars and bicycles in a quality environment. Identify improvements for safe and convenient crossings at specific locations and design standards for future adjoining developments.			X		PDOT, BOP, NWDA, GHFL, Pearl	
GH 21	Consider right-of-way and traffic management improvements between Civic Stadium Station and the north side of Burnside Street as part of the westside service changes to improve bus, bicycle and pedestrian access to light rail in the vicinity of 18/19th from Yamhill to Burnside Streets.		X			Tri-Met, PDOT, GHFL, NWDA Parks	

## Policy 15 Action Chart: Goose Hollow Projects and Programs (continued)

#	Actions	Time frame				Imple- mentors	Index to Action Details
		Adopt With Plan	On- Going	Next 5 years	6 - 20 yrs.		
Traffic and Circulation							
GH 22	Add SW Jefferson as a formal design boulevard on the City Beautification Map	X				PDOT	
GH 23	As part of the Transportation System Plan, reconcile street designations between the Transportation Element and the CCTMP classifications proposed for adoption in 1995. Show the location of the Central City streetcar in the TSP.		X			PDOT	
GH 24	Request study of possibility of making SW 14th (Alder to Columbia) a two-way street.			X		PDOT, GHFL	

**Note:** Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the ability to take action as proposals come forth.

## ABBREVIATIONS FOR ACTION CHART IMPLEMENTORS

BES	Bureau of Environmental Services
BHCD	Bureau of Housing and Community Development
BOP	Bureau of Planning
FOT	Friends of Trees
GHA	Goose Hollow Association
GHFL	Goose Hollow Foothills League (City recognized Neighborhood Association)
LHS	Lincoln High School
MERC	Metro Exposition and Recreation Commission
Metro	Metropolitan Service District
NWDA	Northwest District Association (City recognized Neighborhood Association)
ODOT	Oregon Department of Transportation
Parks	Bureau of Parks and Recreation
Pearl	Pearl District Neighborhood Association (City recognized Neighborhood Association)
PDC	Portland Development Commission
PDOT	Portland Office of Transportation
PGE	Portland General Electric
PVT	Private sector (including businesses, developers and property owners)
Tri-Met	Tri-County Metropolitan Transit District

## Policy 15 Action Chart: Goose Hollow Regulations

These action chart items summarize regulations which are the conclusions of the Goose Hollow Station Community Planning Project. They address areas both inside and outside of the Central City Plan Area. Those which specify changes in regulations were implemented with the plans at the time of its adoption through an ordinance that amended the City's Comprehensive Plan, Zoning Map, and Zoning Code.

#	Actions	Time				Imple- mentors	Index to Action Details
		Adopt With Plan	On- Going	Next 5 years	6 - 20 yrs.		
GH 26	Expand regulations of the Central City Plan by amending the CCP boundary to include: a) area immediately north of W. Burnside Street and zoned CX; b) area west of 20th Ave. between SW Burnside and SW Jefferson Streets within the Goose Hollow station community study area but excluding RH zoned property in the Kings Hill Historic District; and c) area south of SW Jefferson and west of 18th Avenue within the station community study area.	X				BOP, GHFL, NWDA	
GH 27	Delete the Transit (t) overlay zone from the station planning boundary area outside the Central City Plan.	X				BOP, NWDA	
GH 28	Expand the residential bonus target area to some CX zoned areas inside the station planning area and the Central City Plan boundary.	X				BOP, GHFL, NWDA	
GH 29	Use the Required Residential Development standards of the Central City Plan for at least 15 units/acre to promote new housing in the neighborhood. Apply these standards (33.510.230) for new development and certain building additions only to Central Commercial (CX) areas near the light rail facility.	X				BOP, GHFL, NWDA	
GH 30	Extend the required retail opportunity standards of the Central City Plan to station node areas at Civic, Salmon, and SW Jefferson Stations. Apply these standards (33.510.225) in specific areas near stations where ridership and neighborhood services would be enhanced by opportunity for additional retail as part of new development.	X				BOP, GHFL	
GH 31	Change the zoning map to provide more housing opportunity. Upzone all Comprehensive Plan designated RX properties near the light rail alignment. Change the FAR from 4:1 to 6:1 where CX and RX zoning exists along the light rail corridor between Downtown and Civic Stadium. Support conversion of existing CX zoning to RX where housing is the preferred use by property owners, such as within the Civic Stadium Station block.	X				BOP, GHFL, PDC	

## Policy 15 Action Chart: Goose Hollow Regulations (continued)

#	Actions	Time frame				Imple- mentors	Index to Action Details
		Adopt With Plan	On- Going	Next 5 years	6 - 20 yrs.		
GH 32	Zone block areas having traditional neighborhood development patterns of single family and apartment uses in older houses to R1d. This is intended to maintain character while allowing for slightly higher densities with infill development.	X				BOP, GHFL	
GH 33	Apply the institutional designation to Lincoln High School to encourage them to stay and expand in the plan area. The IR zone is a multi-use zone that provides for the establishment and growth of large institutional campuses as well as higher density residential development.	X				BOP, LHS	
GH 34	Convert the base zone in the expanded CCP area along SW Jefferson Street west of 20th Avenue from General Commercial (CG) to Central Commercial (CX).	X				BOP, GHFL	
GH 35	Convert the base zone for landmark buildings on the South side of Burnside Street between SW 12th and SW 14th Avenues from Central Residential (RX) to Central Employment (EX).	X				BOP	
GH 36	Convert the base zone on lot 1, blk. 4 & 6 at SW Madison Street just west of the Vista Bridge from Residential 5,000 (R5) zone to Central Commercial(CX)	X				BOP GHFL	
GH 37	Apply the Design Overlay zone (d) to all properties within the existing and amended Central City Plan boundary of the Goose Hollow subdistrict.	X				BOP, GHFL	
GH 38	Extend the required building lines standards to SW Jefferson Street and other appropriate streets in the expanded Central City Plan area.	X				BOP, GHFL. NWDA	
GH 39	Apply a special building setback of 10 feet for new development on both sides of Burnside Street between SW 10th and SW 21st Avenues. This is intended to enhance pedestrian and retail activities along the street in support of the design boulevard extension west from the Park Blocks. New development gradually will open pedestrian opportunities among older, historically rich buildings on the street.	X				BOP, GHFL. NWDA, Pearl	
GH 40	Amend parking regulations adopted as part of the Central City Transportation Management Plan to support office ratios of 3 per 1000 s.f. with adoption of this plan.	X				BOP	
GH 41	Apply specific floor area ratios, height bonuses and height limits to CX and RH zones in the expanded Central City Plan area considering impacts of the Scenic Protection Plan, the adjoining Kings Hill Historic District and existing building heights.	X				BOP, GHFL NWDA	

#### IV. AMENDMENTS TO THE CENTRAL CITY PLAN DISTRICT OF THE PORTLAND ZONING CODE AND ZONING MAPS

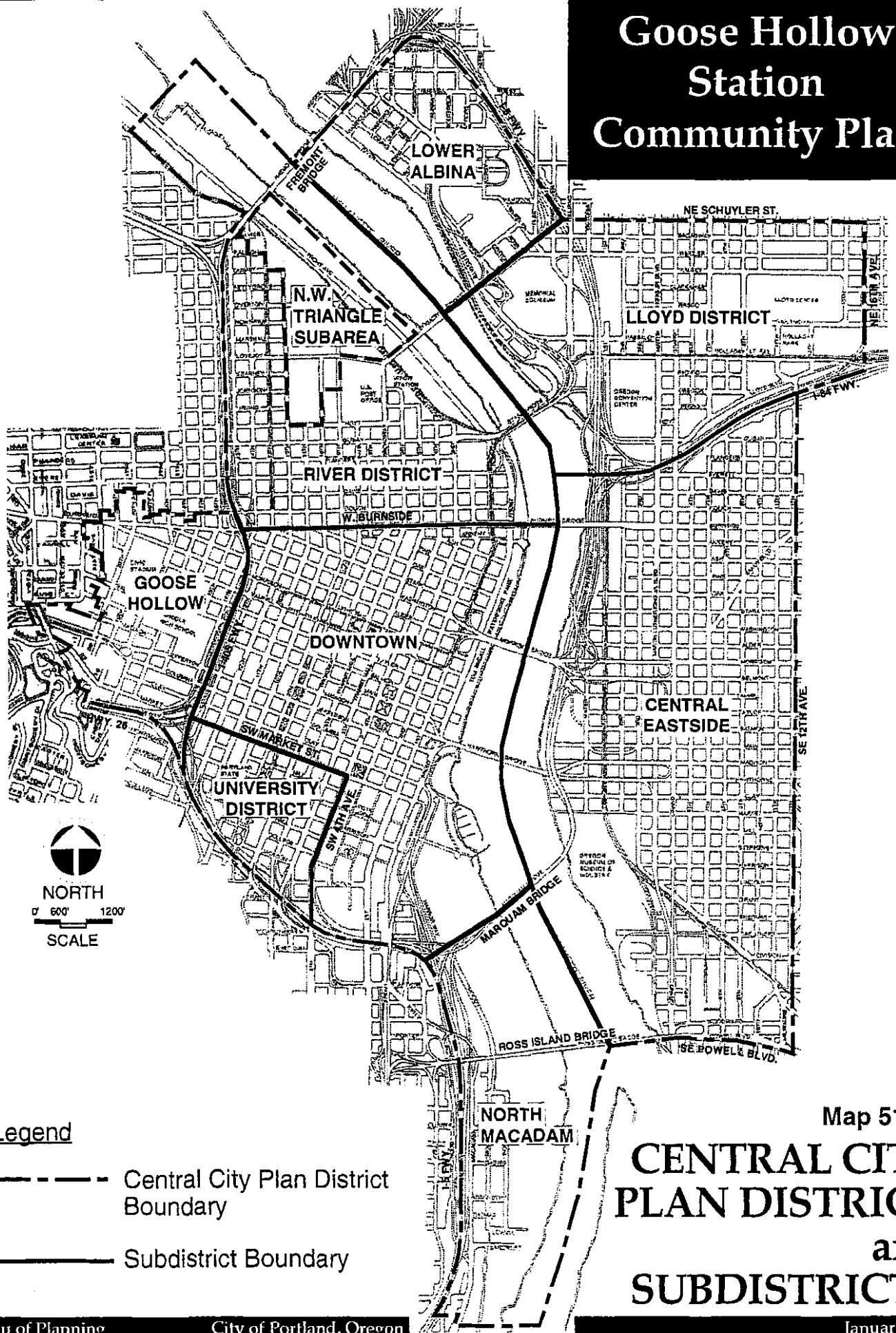
The following changes to the Central City Plan (CCP) District implement the Goose Hollow District Plan. These zoning code and zoning map amendments are intended to be adopted by ordinance and the other provisions adopted by resolution. Amendment changes include the boundary expansion of the CCP District and a number of applications of Central City Plan provisions, as noted below:

- Amend Chapter 33.510 of the Portland Zoning Code for a special building requirement for a 10 ft. setback for new development on Burnside Street between S.W. 10th and 21st Avenues and apply the required residential development standard to new development and certain building additions. Also amend Chapter 33.120, Table 120-3 relating to setback and height, and Chapter 33.266 relating to loading standards.
- Amend map 33.510-1 through 33.510-7 of the Portland Zoning Code to show the new CCP boundary to include the following:
  - a) area immediately north of W. Burnside Street and zoned CX;
  - b) area west of 20th Ave. between SW Burnside and SW Jefferson Streets within the Goose Hollow station community study area but excluding RH zoned property in the Kings Hill Historic District; and
  - c) area south of SW Jefferson and west of 18th Avenue within the station community study area; and
  - d) By Council action, include Lots 16 and 17, Block 276 and lots 19 and 20, Block 277 COUCH's ADD. and Tax lots 6,7,8,10, 41, 1/4 Sec. 33, 1N1E.
- Amend map 33.510-2 titled Maximum Floor Area to establish a maximum 4:1 floor area ratio (FAR) to the properties in the expanded CCP boundary, and change the FAR from 4:1 to 6:1 where CX and RX zoning exists along the light rail corridor between Downtown and Civic Stadium. Also amend map 33.120-9 to reflect revisions to map 33.510-2.
- Amend map 33.510-3 titled Maximum Heights to:
  - a) 75 feet (base zone standard) maximum height in the CX zoned area along SW Burnside Street in the expanded CCP boundary;
  - b) 65 feet (base zone standard) maximum height in the area west of 20th Ave. between SW Burnside and SW Jefferson Streets in the expanded CCP boundary;
  - c) 75-50 feet maximum height in the CX zoned area of SW Jefferson west of 20th Avenue within the expanded CCP boundary;
  - d) apply revised scenic overlay maximum height limits to expanded CCP boundary; and
  - e) delete height bonus from properties subject to scenic protection overlay.

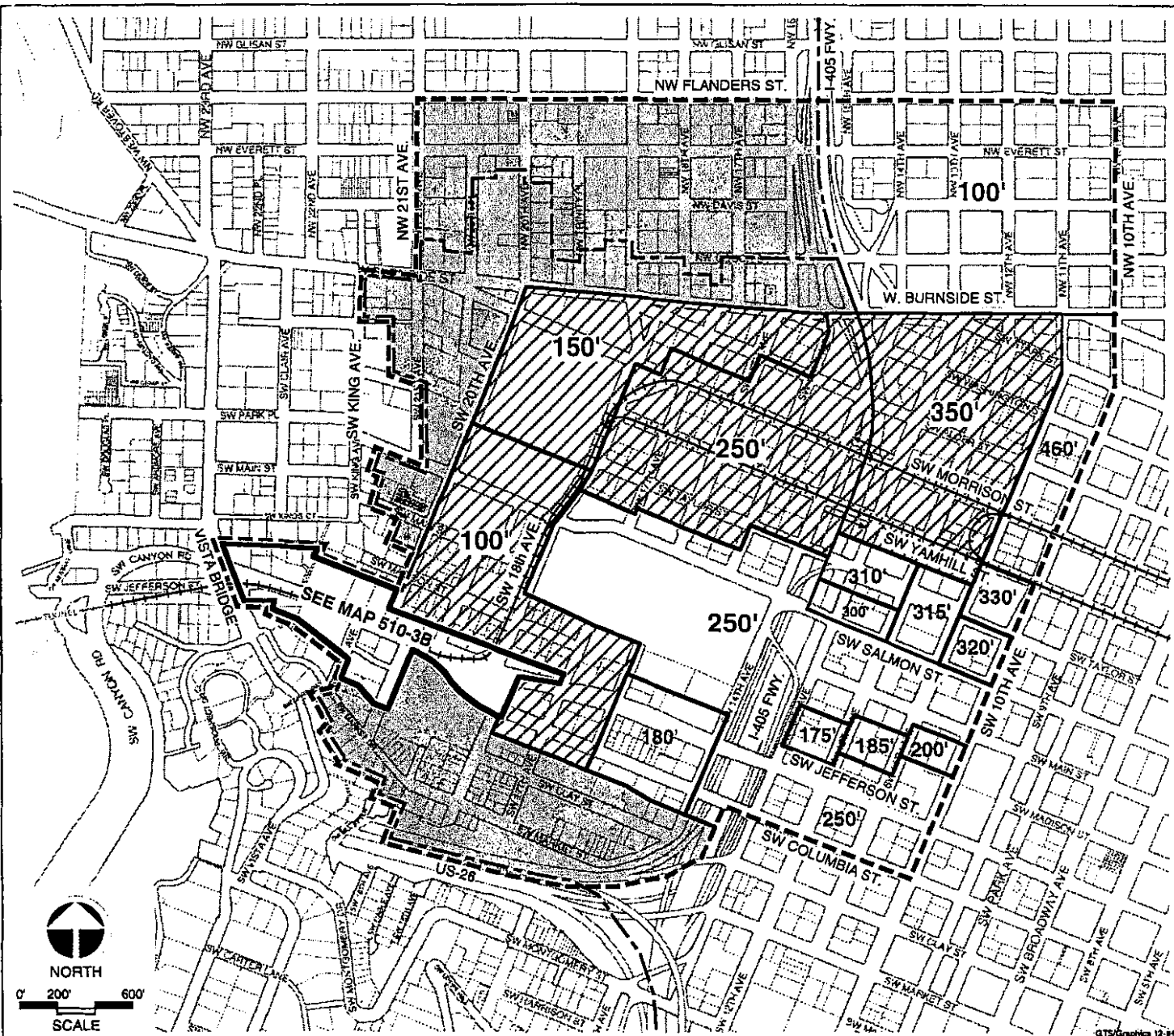
- Amend map 33.510-4 titled Bonus Options Target Areas to show the following changes:
  - a) add to CXd zoned properties on the south side of SW Burnside Street;
  - b) add to CXd zoned properties facing SW 11th Avenue and between SW 14th and SW 16th Avenue; and
  - c) delete other CX zoned properties where proposed zone changes, scenic protection plan provisions and maximum heights exclude bonus options.
- Amend map 33.510-5 titled Required Residential Development Areas to apply the standard to CXd zoned properties within the Goose Hollow subdistrict, except some areas where Required Retail Opportunity Areas are applied.
- Amend map 33.510-6 titled Required Building Lines to extend this standard along the following street frontages within the station planning area:
  - a) all of SW Jefferson Street and SW Morrison Street;
  - b) All streets north of W. Burnside Street and west of I-405 where both sides of the street are within the expanded CCP boundary; and
  - c) W Burnside Street (new setback standard for new development)
- Amend map 33.510-7 titled Required Retail Opportunity Areas to apply the standard to properties fronting on the light rail alignment within the Goose Hollow subdistrict, as noted below:
  - a) At Civic Stadium Station, Blk. 323, lots 5&6; Blk. 326, lots 3,4,5,&6; Blk. 327; and Blk. 328, lots 1,2,7&8;
  - b) At Salmon Station, Blk. 329, tax lot 45; and
  - c) At Jefferson Station, Blk 2, Carters Add.; Blk. 2, lots 1-6 Davenport Add.; Blk. 1, lots 3,4,5&6, Kings; and Blk. 8, lot 7 & tax lot 8, Kings; and Blk 11, lots 1,2,7&8, Carters Add.
- Amend map 33.420-1 titled Design Districts and Subdistricts in the Central City and South Auditorium Plan Districts to:
  - a) Show the addition of the new CCP boundary as shown in map 33.510-1;
  - b) Add the Goose Hollow District Design Guidelines as #10 Subdistrict; and
  - c) Expand the Design Overlay (d) zone to all of the Goose Hollow District.
- Amend Quarter Section Maps to:
  - a) Apply the Comprehensive Plan Institutional Residential (IRd) designation to Lincoln High School;
  - b) Upzone properties in the existing High Density Residential (RH) zone in conformance with the Comprehensive Plan designation to Central Residential (RXd);

- c) Convert the base zoning on the Civic Stadium Station block from Central Commercial (CXd) to Central Residential (RXd);
- d) Convert the zoning in the expanded CCP area along SW Jefferson Street West of 20th Avenue from General Commercial (CG) to Central Commercial (CXd);
- e) Convert the base zoning on Block 14 and part of Block 15 from Residential High Density to (RH) to Residential 1,000 (R1d);
- f) Convert the base zoning for landmark buildings on the South side of Burnside Street between SW 12th and SW 14th Avenues from Central Residential (RXd) to Central Employment (EXd);
- g) Convert the existing zoning on lot 1, blk. 4 & 6 at SW Madison Street just west of the Vista Bridge with access only from SW Jefferson from Residential 5,000 (R5) zone to Central Commercial (CXd);
- h) Delete the Transit (t) overlay zone from the station planning boundary area;
- i) Apply the Design Overlay zone (d) to all properties within the existing and amended Central City Plan boundary of the Goose Hollow Subdistrict; and
- j) Amend the Central City Plan boundary as shown on map 33.510-1.

# Goose Hollow Station Community Plan







# Goose Hollow Station Community Plan

### Legend

----- Central City Plan District  
----- Goose Hollow Station  
Community Plan Boundary

**X'** Maximum Building Height In Feet

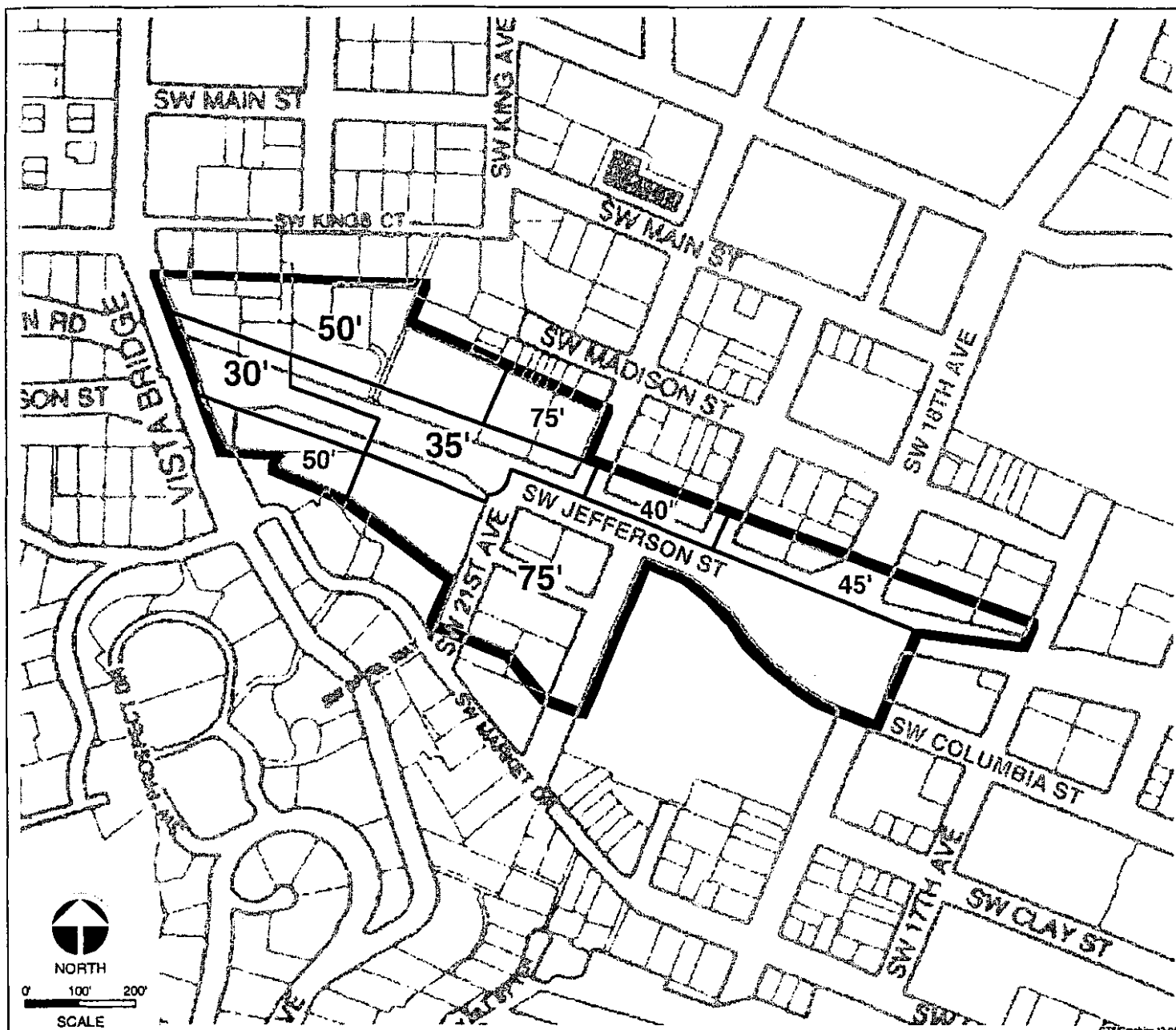
 Area Eligible For Height Bonuses

 Area Where Heights Are Controlled Through Base Zoning

Light Rail Alignment

### Map 510-3A

# MAXIMUM HEIGHTS

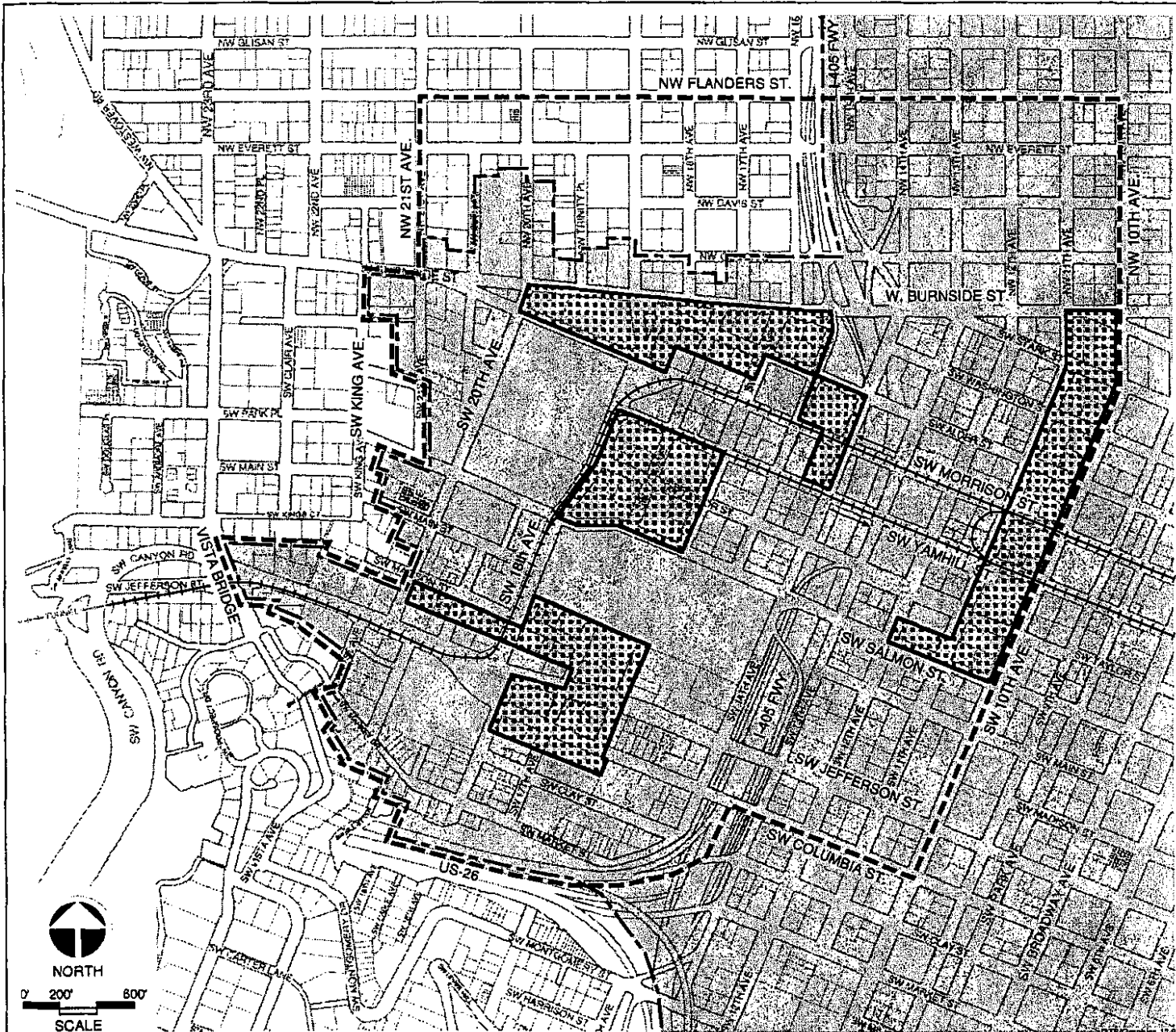


# Goose Hollow Station Community Plan

### Legend

**Map 510-3B**

**X'** Maximum Building Height In Feet



# Goose Hollow Station Community Plan

### Legend



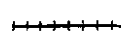
## Central City Plan District



## Goose Hollow Station Community Plan Boundary



## Residential Bonus Option Target Areas

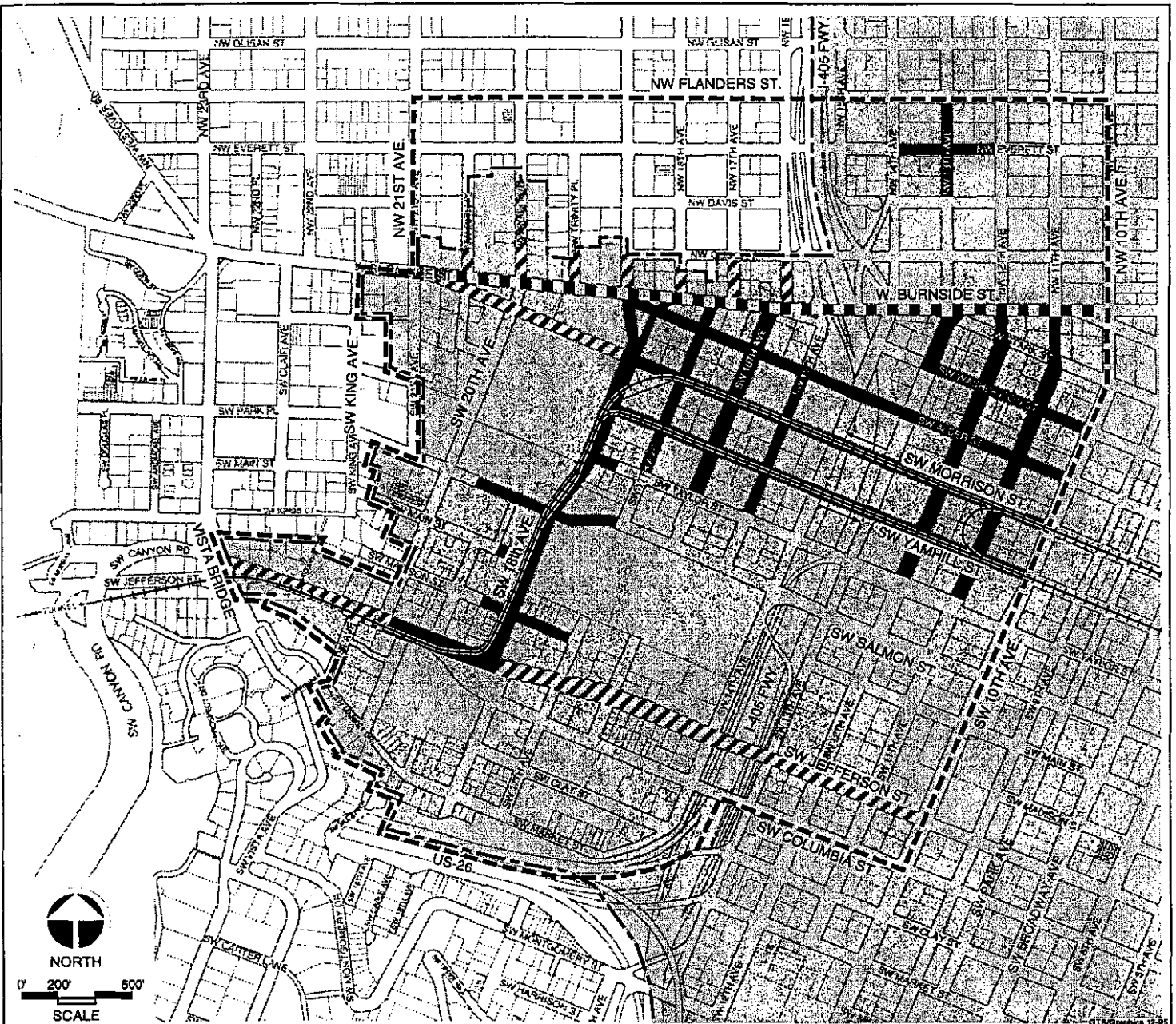


### - Light Rail Alignment

### Map 510-4

## BONUS OPTIONS TARGET AREAS








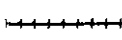


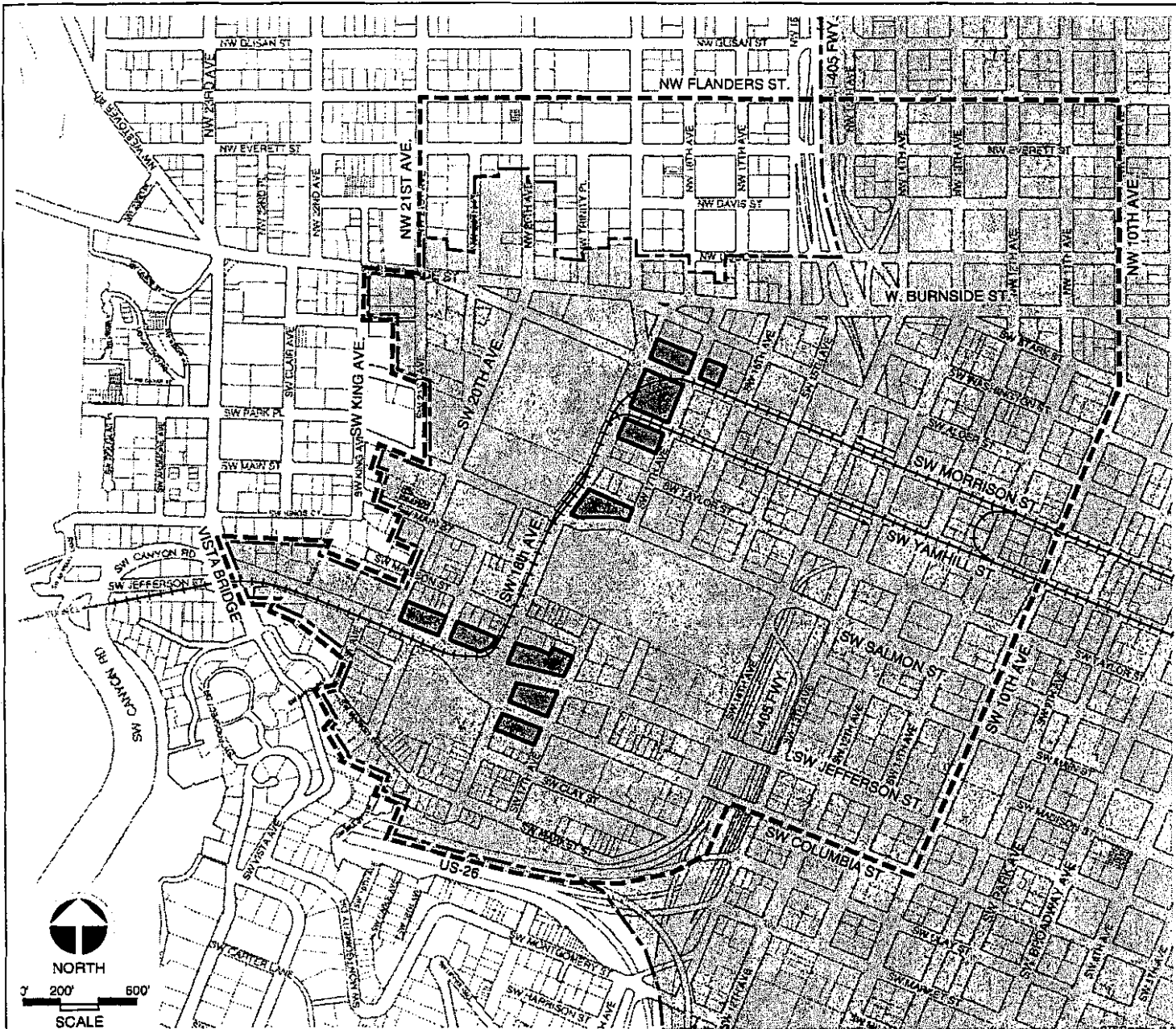
# Goose Hollow Station Community Plan

Map 510-6

## REQUIRED BUILDING LINES


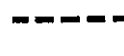


### Legend

-  Central City Plan District
-  Goose Hollow Station Community Plan Boundary
-  Required Building Lines (existing)
-  Required Building Lines (new)
-  Special Required Building Lines
-  Light Rail Alignment



# Goose Hollow Station Community Plan

## Legend

-  Central City Plan District
-  Goose Hollow Station Community Plan Boundary
-  Required Retail Opportunity Areas
-  Light Rail Alignment

Map 510-7

## REQUIRED RETAIL OPPORTUNITY AREAS

## V. APPENDIX

### A. Goals and Objectives for Goose Hollow

The light rail alignment runs through the Goose Hollow neighborhood of Portland. Therefore, this neighborhood becomes an integral part of the Westside Station Area Planning Project. In conjunction with the Westside Station Area Planning Management Committee, the Goose Hollow Foothills League and the City of Portland, goals and objectives for the Goose Hollow Station Area Planning process were outlined in mid 1993, as listed below:

Goal 1: *Provide for the opportunity for citizen involvement during formulation of new station plans and regulations*

Objective 1: *Coordinate with the Office of Neighborhood Associations, Neighbors West/Northwest Coalition and Neighborhood Associations recognized under Portland's Citizen Involvement Program.*

Objective 2: *Establish a citizens advisory committee with representation from neighborhood, local business and other affected groups.*

Objective 3: *Cooperate with Metro's public involvement program for the westside light rail corridor as it involves brochures, videos, slide shows, newsletters and public forums.*

Goal 2: *Promote the establishment of transit-supportive uses near transit stations.*

Objective 1: *Assess the development/redevelopment potential of properties around light rail stations through inventories, research and data analyses, and reports on market conditions.*

Objective 2: *Where practical, retain existing higher density housing and mixed use development in the planning area.*

Objective 3: *Develop interim zoning amendments as required to preserve transit supportive development potential.*

Objective 4: *Review land use regulations for the planning area to clarify and streamline regulations affecting transit-supportive uses.*

Objective 5: *Coordinate with all city agencies in assessing the immediate and potential transition of land uses brought about by the Westside Light Rail Project.*

Objective 6: *Cooperate with regional agencies and other local governments to meet the goals for the city in a manner that is compatible with the goals of other affected jurisdictions.*

Goal 3: *Encourage development of housing, particularly for families*

Objective 1: *Restore the social fabric of the Goose Hollow neighborhood and west downtown community by providing for an appropriate mix of housing types.*

Objective 2: *Provide housing for all income levels.*

Objective 3: *Assess adequacy of neighborhood facilities such as schools, parks, public safety and community programs.*

Objective 4: *Promote safe and pleasant bicycle and pedestrian access to and circulation within the planning area, and reduce pedestrian-auto conflict wherever practical.*

Goal 4: *Establish design guidelines which build on the Central City Plan Fundamental Design Guidelines by recognizing the existing character and transition of light rail in Goose Hollow and west downtown neighborhoods.*

Objective 1: *Provide for a pleasant, rich and diverse pedestrian experience in the planning area.*

Objective 2: *Assist in creating a place which is safe, humane and prosperous.*

Objective 3: *Assure that new development is at a human scale which also relates to the character and scale of the planning area.*

Objective 4: *Promote the development of diversity and areas of special character.*

Objective 5: *Encourage urban design excellence.*

## B. Amendment to the ESEE Analysis of Scenic Resources

### VB 23-14

#### View of the Vista Bridge from SW 14th and Jefferson

### Background

Statewide Planning Goal 5 states that "programs shall be provided that will....protect scenic and historic areas and natural resources for future generations...." Scenic areas are defined in the Goal as "lands that are valued for their aesthetic appearance." With this requirement, the City Council adopted in March, 1991 the Scenic Resources Inventory, ESEE Analysis and Scenic Resources Protection Plan for numerous scenic views and sites inside Portland, including the view of the Vista Bridge from SW 14th and Jefferson.

The process that the City Bureau of Planning used to identify and protect the scenic resources was extensive and occurred between 1987 and 1991. First, an inventory of scenic resources was developed by requesting nominations from neighborhood and other groups and interested persons. Over 140 potential scenic resources were evaluated and ranked by a citizen/technical review committee. The ranked resources were further examined through the Economic, Environmental, Social and Energy (ESEE) process outlined in the Goal 5 administrative rule to determine the appropriate level of protection. Finally, the Scenic Resources Protection Plan was adopted to regulate and protect significant scenic resources as determined by the ESEE analysis.

The ESEE analysis looked at potential conflicts between protecting or not protecting the resource on the basis of economic, social, environmental and energy consequences as required by the State Goal 5 Rule. A conflicting use is one which, if allowed, could negatively impact the resource. In the analysis for the view of the Vista Bridge from SW 14th and Jefferson (VB 23-14), conflicts were identified as follows:

*"development to the potential possible under current zoning regulations could eliminate this view through the construction of multi-story buildings to the street property line. An additional type of impact is the appearance of buildings, signs, etc. which could compete with the simplicity of the bridge structure and diminish the quality of the view."*<sup>1</sup>

In 1994, the Bureau of Planning initiated the Goose Hollow Station Community Planning Project in anticipation of the westside light rail

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<sup>1</sup> ESEE ANALYSIS OF SCENIC RESOURCES, 3/1/90; page 17

opening in 1997. Station Community Planning is a process which ensures that light rail station areas offer an effective and attractive means of integrating housing, employment, retail and services into the existing pattern of land uses. The involved neighborhood residents, interested developers, city and regional agencies participated in establishing important issues relating to future station area land use and development. After review of alternatives and selection of a preferred concept plan, a plan was proposed to amend the existing comprehensive plan and zoning. This plan impacts the view corridor for VB 23-14 by recommending changes to the zoning, height and setback limits, as well as expansion of the design overlay zone.

### **Existing Situation and Development Potential**

Soon after the ESEE analysis was completed and at the time of adoption of the Scenic Protection Plan, the Local Preferred Alternative for the Westside Light Rail Project was selected. Construction has been underway since October, 1993. The light rail alignment passes within the Vista Bridge view corridor on Jefferson Street between SW 18th and the Bridge, however, there are no impacts to the view corridor from the light rail project itself. The impacts and potential conflicts are additional development opportunities brought about by the location of the light rail station at SW 19th and Jefferson.

An important goal of the Goose Hollow Station Community Plan is to provide for housing and mixed use, transit-oriented developments around the station area cores. For the Jefferson Street Station, this envisions good design of mixed commercial/residential buildings that promote active neighborhood retail uses and public focal points. Amendments proposed to the Central City Plan District include adding the entire view corridor into the District (presently, the District ends at SW 20th on the north side of Jefferson and SW 18th on the south side of Jefferson), changing some General Commercial (CG) zoning to Central Commercial (CX), applying a required housing element to the commercial zone along SW Jefferson, and expanding the design overlay zone to all properties. This will permit application of a single set of transit-supportive design guidelines and development standards for the entire station area as well as the view corridor of the Vista Bridge.

### **View Protection Conflicts**

As noted above, the conflicts identified in the ESEE analysis prepared for the corridor in 1990 included development potential that could eliminate the view and design related impacts to the quality of the view. The development potential conflicts were initially resolved by the Scenic Protection Plan height limitation measures, however, enhancement measures (design guidelines and a tree planting plan to preserve the view quality) have not been in place.

The Goose Hollow Station Community Plan proposes actions to enhance the view quality by adding special design guidelines. It also proposes modest height increases and setback adjustments within the view corridor based on an adjustment to the base of bridge elevation. This modification requires an assessment of economic and social consequences under the State Goal 5 Rule.

## Consequences of Protection

### Economic Consequences

With the advent of light rail within the view protection corridor right-of-way, development opportunities not only increase, but are encouraged by a number of city and regional planning policies. Mixed use development of commercial and residential uses are envisioned close to Jefferson Street and other light rail stations to increase transit ridership, supporting the regions' investment in the light rail system for a balanced transportation system. The design for buildings with mixed commercial and residential uses can incorporate stair step development prescribed by the view corridor's height limitations. Property values included in the view corridor are expected to increase as this development type is both allowed and encouraged.

The location of a light rail station at the base of the view corridor will have consequences. With added residential density called for in the plan, the Jefferson Street station area will also become a public focal point for the neighborhood with neighborhood retail services. This will be accomplished in part by three half-blocks within the view corridor which are proposed for commercial with required retail development. The remaining properties within the view corridor are proposed for mixed use developments with commercial and residential uses.

Conclusions of the *Goose Hollow Station Area Market Assessment* completed in September, 1994 determined that Goose Hollow had excellent locational advantages that could make it a highly desirable residential market. Enhancing the area's livability would come from retail development that would support residents and contribute to the area's vitality and sense of community. In addition to zoning standards calling for mixed use developments, the Plan proposes floor area ratios of 4:1 for the West Jefferson corridor. Also, special design guidelines are proposed to assure that new development will enhance the appearance and value of the area and be compatible with improved pedestrian amenities and street design along the light rail alignment.

In the 1991 Scenic Protection plan, the base of bridge elevation used in the trigonometric formula to determine the maximum building heights within the view corridor was Jefferson Street at 180' above sea level. However, the bridge archway and structural forms do not extend as low as Jefferson Street,

in fact, the important segment for view preservation begins at 195-200' above sea level. The loss of this street-level portion of the bridge view is less significant than the economic consequences of preserving 15-20 feet of street level view.

This fact and a review of the zoning maps prepared upon completion of the Scenic Protection Plan in 1991 has prompted minor adjustments to the height and setback standards, as shown below and on Maps 510-3A & 3B on pages 22-23.

### Amendments to Building height and setback limitations along SW Jefferson Street

Legal Description	Existing height to protect view	Amendment to height	Existing setback with the height limit	Amendment to setback	Impact
BLK 2, LOT 1-2 Davenport Tract	45'	none	50'	40'	-10' setback
BLK 2, LOT 3-4 Davenport Tract	45'	none	50'	none	none
BLK 2 LOT 5-6 Davenport Tract	45'	none	50'	60'	+10' setback
BLK 1, LOT 3-6 Kaiser's Sub. A. Kings	40'	45'	75'	60'	+5' height -15' setback
BLK 8, LOT 7 + TL 8 A. Kings	35'	40'	75'	60'	+5' height -15' setback
BLK 9, LOT 5 + 6 BLK. 15 A. Kings	30'	35'	75'	50'	+5' height -25' setback
BLK 16, LOT 5 A. Kings	20'	35'	75'	50'	+15' height -25' setback
BLK 6, LOTS 11-12, TL 7 Ardmore	15'	30'	75'	50'	+15' height -25' setback
SUBLOT 6, LOT 7 Carter's Block E	20'	35'	75'	50'	+15' height -25' setback

### Social Consequences

During discussion of plan alternatives, residents and businesses commented about some existing building heights and trees which do extend into the view protection area. While the importance of protecting the bridge view was not questioned, a recommendation to review the height and setback standards to address concerns brought about in the community was made by the neighborhood association (letter dated August 18, 1995).

With adoption of the Goose Hollow Station Community Plan, the major district gateway designation and further design requirements for new developments approaching the bridge will enhance the view corridor. The base of bridge elevation used in the trigonometric formula to determine the maximum building heights within the view corridor was Jefferson Street at 180' above sea level. However, the bridge archway and structural forms do not extend as low as Jefferson Street, in fact, the important segment for view preservation begins at 195-200' above sea level. The social consequences of losing this lowest portion of the bridge view is minimal, especially if the added benefits of a vibrant neighborhood with commercial and residential activities along Jefferson Street next to light rail occurs as anticipated by the Plan.

### **Conclusions of these Amendments to the ESEE Analysis**

Modifications to current height and setback measures are proposed by the Goose Hollow Station Community Plan to address the economic and social consequences and of light rail and neighborhood, city and regional policies supporting increased development opportunities on SW Jefferson Street.

## C. Housing Potential Analysis

The purpose of this analysis is to estimate housing potential near Goose Hollow light rail stations over the next 20 years. The potential is based on existing zoning and amendments to the Central City Plan being proposed for the Goose Hollow Station Community Planning Area.

There exists a potential for 1,425 new housing units on parcels totaling 15.7 acres. With an average of 90 units/acre, this achieves the City and Region's goal for higher density housing in light rail transit station communities. Additional redevelopment would occur over time on other parcels not considered in this analysis.

Housing potential considers maximum densities permitted on vacant and underutilized parcels. Some of underutilized parcels contain buildings in critical or poor condition, while others are mostly accessory surface parking lots. Housing potential also considers a current assessment of the residential development market for the neighborhood (see Eric Hovee report for the housing site at SW 20th/Jefferson Street). The proposed amendments include additional housing potential from the 228 housing units required as part of new development and major remodeling projects in the CX zone.

The analysis included research and field surveys for building condition and land use, assessors land to improvement ratios, market trends as evidenced by recent housing developments in the area, and definitions and assumptions noted below:

### Definition of Terms

1. **Developable land** is vacant land with no floodplain or steep-slope building hazards.
2. **Redevelopable land** includes land with buildings in poor or critical condition, non-commercial surface parking lots, or both.
3. Buildings in **critical condition** are dilapidated and should be demolished.
4. Buildings in **poor condition** need major repairs to their foundation, walls, roof, etc.
5. **Potential new units** are based on conservative estimates considering the maximum amount of new units allowed by the Comprehensive Plan. Loss of housing units in critical or poor condition, which includes approximately 100 units, are not factored in potential new units.

Summary of Housing Potential in areas Zoned RX and RH:

## • Assumptions:

1. RX includes areas currently zoned RX and areas recommended for RX zoning as the maximum potential zoning by the Comprehensive Plan map.
2. Maximum densities for housing in RX includes FARs from 4:1 to 6:1. Maximum heights are 100 feet and greater. With an average unit size of 900 ft<sup>2</sup>, including common space but excluding parking, 193-290 units/acre are possible. Given a likely average density figure of 200 du/acre, the housing potential assumes one unit per 217.8 ft<sup>2</sup> of land area.
3. Maximum densities for housing in RH assumes the FAR is 4:1. Maximum heights are 100 feet and greater. With an average unit size of 900 ft<sup>2</sup>, including common space but excluding parking, 193 units/acre are possible. Given a likely average density figure of 100 du/acre, the housing potential assumes one unit per 435.6 ft<sup>2</sup> of land area.

## • Findings for RX:

**Developable land area:**.....none  
**Potential new units @ 1 unit per 217.8 ft<sup>2</sup>:** ..... 0 units  
**Redevelopable land area:** .....99,820 ft<sup>2</sup> (2.29 acres)  
**Potential new units @ 1 unit per 217.8 ft<sup>2</sup>:** .....458 units  
**Total potential new units in RX:**.....458 units

## • Findings for RH:

**Developable land area:**.....37,418 ft<sup>2</sup> (0.86 acres)  
**Potential new units @ 1 unit per 435.6 ft<sup>2</sup>:** .....86 units  
**Redevelopable land area:** .....260,010 ft<sup>2</sup> (5.97 acres)  
**Potential new units @ 1 unit per 435.6 ft<sup>2</sup>:** .....597 units  
**Total potential new units in RH:** .....683 units

**Total potential new units in RH & RX** .....1141 units

Summary of Housing Potential in areas Zoned CX

## • Assumptions:

1. The minimum housing requirement is for 15 units/acre.
2. Where this minimum required housing exists in other areas of the Central City, actual densities constructed average about 45 units/acre.
3. Additional floor area is allowed for residential development above the FAR maximums for commercial development of between 4:1 and 6:1. Maximum heights are 100 feet and greater. With an average unit size of 900 ft<sup>2</sup>, including common space but excluding parking, well over

100 units/acre are possible. Given a more likely average density figure of 48 du/acre, the housing potential assumes one unit per 907.5 ft<sup>2</sup> of land area.

• Findings for CX:

**Developable land area:**.....132,200 ft<sup>2</sup> (3.03 acres)  
**Potential new units @ 1 unit per 907.5 ft<sup>2</sup>:** .....146 units  
**Redevelopable land area:**.....73,970ft<sup>2</sup> (1.69 acres)  
**Potential new units @ 1 unit per 907.5 ft<sup>2</sup>:** .....82 units  
**Total potential new units in CX:** .....228 units

Summary of Housing Potential in areas Zoned EX

• Assumptions:

1. There is no minimum housing requirement.
2. When housing has been included in the adjoining Pearl District parcels with EX zoning, actual densities constructed average about 30 units/acre.
3. FAR maximums are 3:1, including floor area allowed for residential development, and maximum heights are 65 feet. With an average unit size of 1,200 ft<sup>2</sup>, including common space but excluding parking, 108 units/acre are possible. Given a more likely average density figure of 30 du/acre, the housing potential assumes one unit per 1,452 ft<sup>2</sup> of land area.

• Findings for EX:

**Developable land area:**.....32,200 ft<sup>2</sup> (0.74 acres)  
**Potential new units @ 1 unit per 1,452 ft<sup>2</sup>:** .....22 units  
**Redevelopable land area:**.....48,970ft<sup>2</sup> (1.12 acres)  
**Potential new units @ 1 unit per 1,452 ft<sup>2</sup>:** .....34 units  
**Total potential new units in EX:**.....56 units