

Kenton Downtown Plan

Changes to the Kenton Neighborhood Plan Policies and Zoning



City Council Adopted Report
Ordinance No. 175210
Effective January 26, 2001



Renovated Kenton Hotel



Denver Avenue, circa 1920s,
courtesy of Oregon Historical Society



January 2001

City of Portland

Bureau of Planning

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**City Council Adopted Report
Ordinance No. 175210, effective January 26, 2001**



**Bureau of Planning
Portland, Oregon
February 2001**

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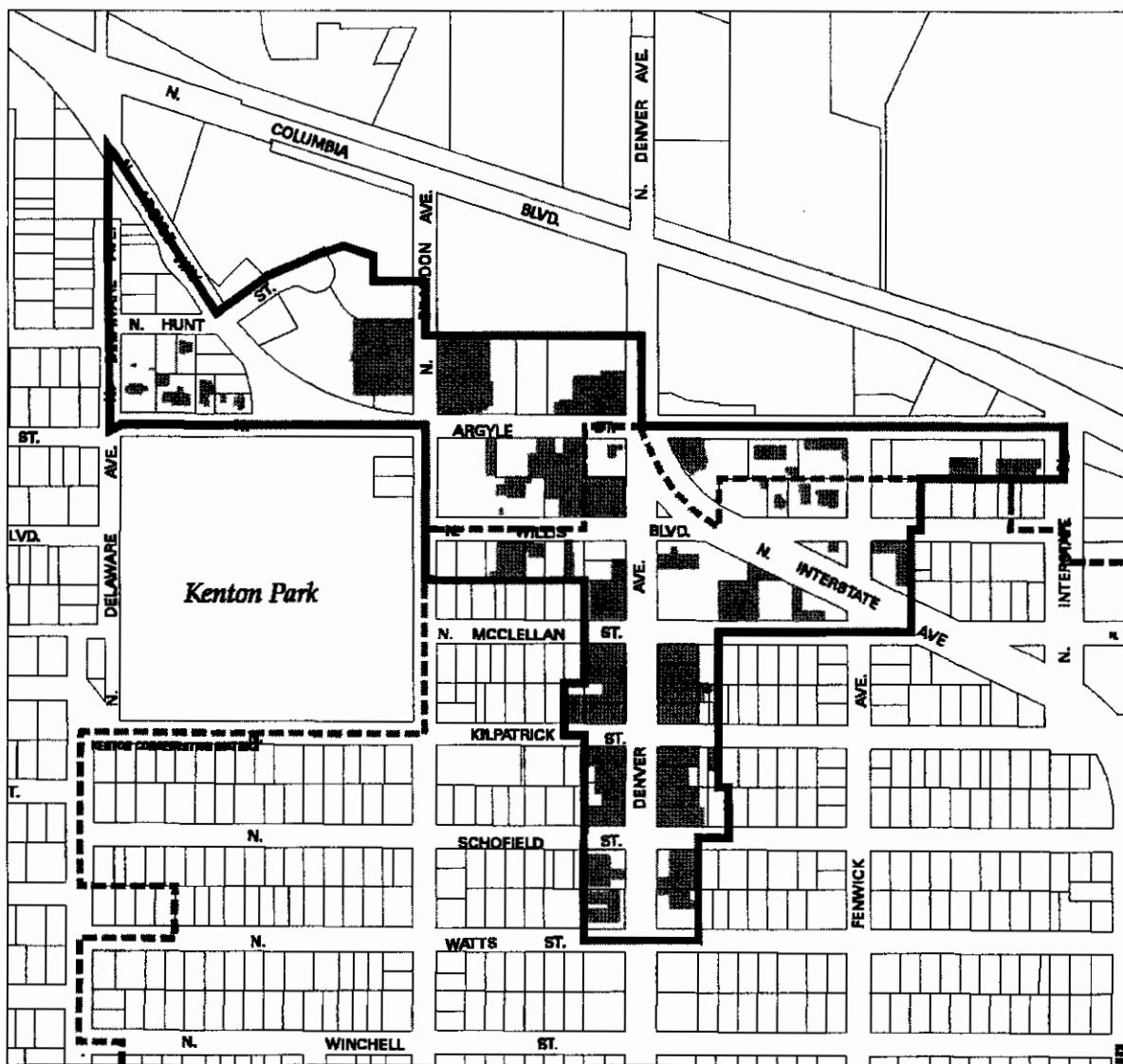
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Kenton Downtown Plan Study Area

-  Kenton Downtown Plan Study Area
-  Kenton Conservation District
-  Building Footprints



City of Portland
Bureau of Planning
Geographic
Information System
October 26, 2000



Scale
0' 175' 350' 525'

INFORMATION SOURCES:

Topo: Originally produced by Oregon Dept. of Revenue, Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through October 2000. Accuracy - +/- 3 feet.

Photocopy: Building Footprints and 27' 10" Topographic Lines digitized from Aerial photos from 1987 to 1994. Created for the Bureau of Environmental Services. Not registered directly to the State Plane Maps. Topographic lines have breaks where building or other cultural features exist. Not updated, therefore the data can be up to ten years out of date.

All data compiled from source materials at different scales. For more detail, please refer to the source materials at City of Portland, Bureau of Planning.

The information on this map was derived from digital data-bases on the City of Portland, Bureau of Planning GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for errors, omissions, or positional accuracy and therefore, there are no warranties which accompany this product. However, no effort of any errors will be appreciated.

Introduction

Project Summary

The Kenton Downtown Plan is a citizen-initiated plan to revitalize the Denver Avenue Business District. Originally, the Denver Avenue Business District was the center of commerce and entertainment for the Kenton neighborhood. The surrounding neighborhoods were home to many industrial workers and managers from the Columbia Slough industrial area. These people and their families supported a variety of neighborhood retail businesses, including corner grocery stores, a bank, a bakery, a movie theatre, and numerous eating and drinking establishments.

Through the years the Denver Avenue Business District has suffered from disinvestment. The area has many vacant and underutilized buildings. Land intensive uses, such as light manufacturing, warehouse sales, and vehicle repair have replaced the original retail uses as the most dominant uses in the area. These uses, attracted to the area because of the low land values, are allowed in the Storefront Commercial (CS) zone that exists in the Denver Avenue Business District. The CS zone is intended to protect and enhance the features of storefront buildings. Typically it is applied to areas like the Denver Avenue Business District that have a "main street" character. The CS zone protects the commercial character by having use regulations that limit individual Manufacturing/Production and Wholesale Sales uses to 10,000 sq. ft. However, in a small area like the Denver Avenue Business District, even with the size limitation, these uses can dominant the character of the street and create an environment that is not conducive for retail business.

The revitalization of the Denver Avenue Business District as a neighborhood serving retail corridor has long been a priority of the Kenton neighborhood. Starting with the *Kenton Action Plan* (published in April 1992 and funded by the city's Neighborhood Revitalization Special Project Fund), and continuing with the policies of the *Kenton Neighborhood Plan* (adopted by City Council in 1993 as part of the *Albina Community Plan*). The arrival of light rail and a planned station at Interstate and Denver brings a unique opportunity for the neighborhood to achieve this goal. The planned light rail station will provide opportunities for additional housing within walking distance of the Denver Avenue Business District. Additional residents in the area can help support retail uses in the Denver Avenue Business District. It is important to note that the *Kenton Downtown Plan* is not dependent on the arrival of the Interstate light rail. However, the plan gives the neighborhood the ability to guide new development around the planned light rail station at Denver and Interstate Avenues so that it will maximize the benefits of light rail.

The Kenton neighborhood has been successful in securing grants to facilitate neighborhood planning. The following are the most recent studies.

- ***Economic Analysis and Preliminary Market Strategy for the Denver Avenue Development Plan, published January 1998***
Funded by: Bureau of Housing and Community Development, Kenton Action Plan, and Kenton Business and Neighborhood Associations
Prepared by: E.D. Hovee & Company
- ***Kenton Business District Revitalization Plan, published November 1998***
Funded by: Transportation Growth Management (TGM) Quick Response Grant, Oregon Department of Transportation
Prepared by: Crandall Arambula PC, DKS Associates, and Murase Associates
- ***Kenton Area Station Development Framework, published September 1999***
Funded by: Portland Development Commission
Prepared by: Crandall Arambula PC
- ***The Kenton Connection: Establishing a Route Between Kenton and the 40-Mile Loop, published March 2000***
Prepared by: Mindy Correll, Katrina Hardt, Kimberly Parsons, Art Pearce, and Carolyn Sharp for their Planning Workshop Project in the Master of Urban and Regional Planning Program at Portland State University.

(For more information about these studies see Appendix A: Summary of Past Planning in Kenton)

The Kenton Downtown Plan ensures that the neighborhood policies and zoning are in place to allow the development called for in these past neighborhood studies. It does this by:

- ♦ Updating the *Kenton Neighborhood Plan*;
- ♦ Amending the zoning on selected sites; and
- ♦ Creating a plan district for the Denver Avenue Business District and the area around the future light rail station with special use and development regulations.

Not all citizens and business owners believe that change is desirable. People who feel this way like their neighborhood the way it is and fear that change may take away its “small town feeling” that they value. However, most agree that IF change is to occur they want to proactively plan for change and maximize the benefits of change for their neighborhood. Most can rally around the following principles:

- **The area needs to retain its sense of history and unique character.** The neighborhood feels strongly that any new development should respect the historic characteristics of this area of Kenton. New development, although maybe different in scale, should respect the character of the historic development through the use of materials, building placement and design.

- **The Denver Avenue Business District has been steadily, if slowly, improving over the past years.** Many of the businesses that have worked hard to improve the area are not retail businesses. Even though a strong retail corridor is the goal of this project, there is desire from the neighborhood to continue to foster good relationships with these existing businesses, even if they are not consistent with the vision of Denver Avenue as a retail corridor. Any uses or development that would become “nonconforming” because of new *Kenton Downtown Plan* zoning or regulations will be allowed to stay as long as they wish. However, these uses will have to meet the requirements of 33.258 Nonconforming Situations, if they want to expand or change their use.

Other Planning Projects in Kenton

Historic Kenton Commercial District and Multiple Property Submission to the National Register of Historic Places. This project will make the commercial district along Denver Avenue a National Historic District. Currently, this area is part of the Kenton Conservation District. This project will also develop a Multiple Property Submission to the National Register. This is a volunteer program that provides owners with properties that meet certain criteria a streamlined way to become an individual landmark. These projects have been reviewed by the Portland Historic Landmarks Commission and submitted to the State Historic Preservation Office. There will be additional levels of reviews by state and federal offices, with designation possible as early as summer of 2001. *(For more information contact Cielo Lutino, Bureau of Planning, at 823-6879.)*

The Kenton Plan District is included in the Interstate Corridor Urban Renewal Area. In August 2000, the City Council approved an Urban Renewal Area for North/Northeast Portland, centered along Interstate Avenue. The Interstate Corridor Urban Renewal Area will be a source of funding to help meet the local funding share for the planned Interstate Avenue light rail transit line. However, over 85% of the urban renewal dollars generated are expected to be expended for projects, other than the construction of light rail, that promote community revitalization. Currently, the Portland Development Commission is working on the criteria for prioritizing the funding of projects within the urban renewal area. *(For more information contact John Southgate, Portland Development Commission, at 823-3257.)*

Public Review Process

The Planning Bureau began working with the Kenton Neighborhood Association in January of 2000. This is a planning follow-up project funded with a matching grant from the Bureau of Housing and Community Development. With guidance from a Kenton Neighborhood Association subcommittee, the Planning Bureau published a *Kenton Downtown Plan Public Review Draft*. The proposals in this public review draft incorporated ideas generated from past neighborhood studies. This document was available to the public on May 10, 2000.

There were three community meetings in the neighborhood to discuss the public review draft of the *Kenton Downtown Plan*. The Bureau of Planning sponsored a community meeting on May 18, 2000, and a discussion of the *Kenton Downtown Plan* took place at the Kenton Neighborhood Association's general meeting on May 22, 2000. There was also a special meeting for business and property owners in the *Kenton Downtown Plan* study area held on June 28, 2000. Opportunities for interested parties to submit comments to Bureau of Planning staff were provided at all these meetings.

There were a variety of issues discussed at these community meetings.

- How can we strengthen Denver Avenue as a retail street? How can we protect existing businesses? How can we ensure that new businesses, not on Denver Avenue, will not slow the revitalization of Denver Avenue?
- How can we bring development to Kenton and retain the historic characteristics of the area?
- How can we solve the parking and loading issues of the area?
- Where are the most appropriate places for housing that will support neighborhood retail and light rail? Where will this housing have the least negative impact on surrounding neighborhoods?
- What does it mean to change a property's zoning? What does it mean to be a nonconforming use?
- What are plan districts and how can they be used to guide future development? What types of use restrictions and/or development standards would be appropriate for Kenton?

The Kenton Neighborhood Association created a Neighborhood and Business Subcommittee to continue to work on the details of the *Kenton Downtown Plan*. This subcommittee was made up of Kenton neighborhood and business people. The subcommittee met three times during the month of July and reviewed the comments received on the *Kenton Downtown Plan—Public Review Draft*. Based on these comments and further discussions the group had, the subcommittee recommended several revisions to the proposals of the *Kenton Downtown Plan—Public Review Draft*. These recommendations were published in a report and presented at a general community meeting on August 23, 2000.

The *Kenton Downtown Plan—Bureau of Planning Report and Recommendation to the Planning Commission* was available to the public on September 28, 2000. This report revised the public review draft proposals based on comments from the Neighborhood and Business Subcommittee, individual citizens, and affected government agencies.

On October 17, 2000, the Planning Commission held a public hearing on the Kenton Downtown Plan. The commission unanimously approved the Planning Bureau's proposals with minor revisions. These amendments included:

- Revising the land use concept plan by adding two additional connections to the 40-mile loop; one on Argyle Way along the new sidewalk that has been built as part of the Columbia Slough Consolidated Conduit Project, and one on Denver Avenue. The commission also added an action item for the city to promote pedestrian/bike access when the Oregon Department of Transportation (ODOT) makes future improvements to the aging Denver viaduct;
- Revising housing policy objective #4 to clarify that the highest density housing is near, but not always adjacent to the light rail station;
- Adding an action item to develop specific design guidelines and standards for use in the Kenton plan district; and
- Adding the following changes to the action chart to protect existing—and encourage future—retail in the Denver Avenue Business District:
 - Add action item, "Explore ways to protect the retail businesses on Denver Avenue during light rail construction";
 - Add city implementers to the action item that calls for a business manager; and
 - Add action item, "After the Kenton Downtown Plan regulations have been in effect for three years, evaluate the status of the Denver Avenue Business District as a vital retail corridor."

On December 14, 2001, the Portland City Council held a public hearing on the Planning Commission's Recommended Kenton Downtown Plan. With minor changes to action items that address the connections from downtown Kenton to the 40-mile loop and industrial area to the north, the City Council unanimously approved the Planning Commission's recommendations. The plan was effective on January 26, 2001.

How This Document is Organized

Section 1: Changes to the *Kenton Neighborhood Plan*.

The adopted *Kenton Neighborhood Plan* is the policy framework for the Kenton neighborhood. There are proposed revisions to the *Kenton Neighborhood Plan*'s vision statement and five of the nine neighborhood plan policies. There are also additional action items for the neighborhood action charts and a land use concept plan for the *Kenton Downtown Plan* study area.

Section 2: Changes to Zoning Maps. The appropriate zoning needs to be in place to ensure the type of development called for in the *Kenton Downtown Plan* is possible. The *Albina Community Plan* identified areas that could be re-zoned to higher density housing if the south-north light rail was constructed. This was a broad brush planning effort because the final light rail alignment had not been selected. Now that there is more certainty of the light rail alignment, the zoning in Kenton around the proposed light rail station has been refined.

Section 3: Kenton Plan District Regulations. A plan district with special regulations is needed to ensure new development meets the goals of the *Kenton Downtown Plan*. This section proposes use restrictions and development standards. Use restrictions encourage future retail businesses in the Denver Avenue Business District. Development standards ensure that new development is compatible with the historic buildings in the area. Both use and development regulations ensure that buildings contribute to a pleasant and safe pedestrian environment.

Section 1:

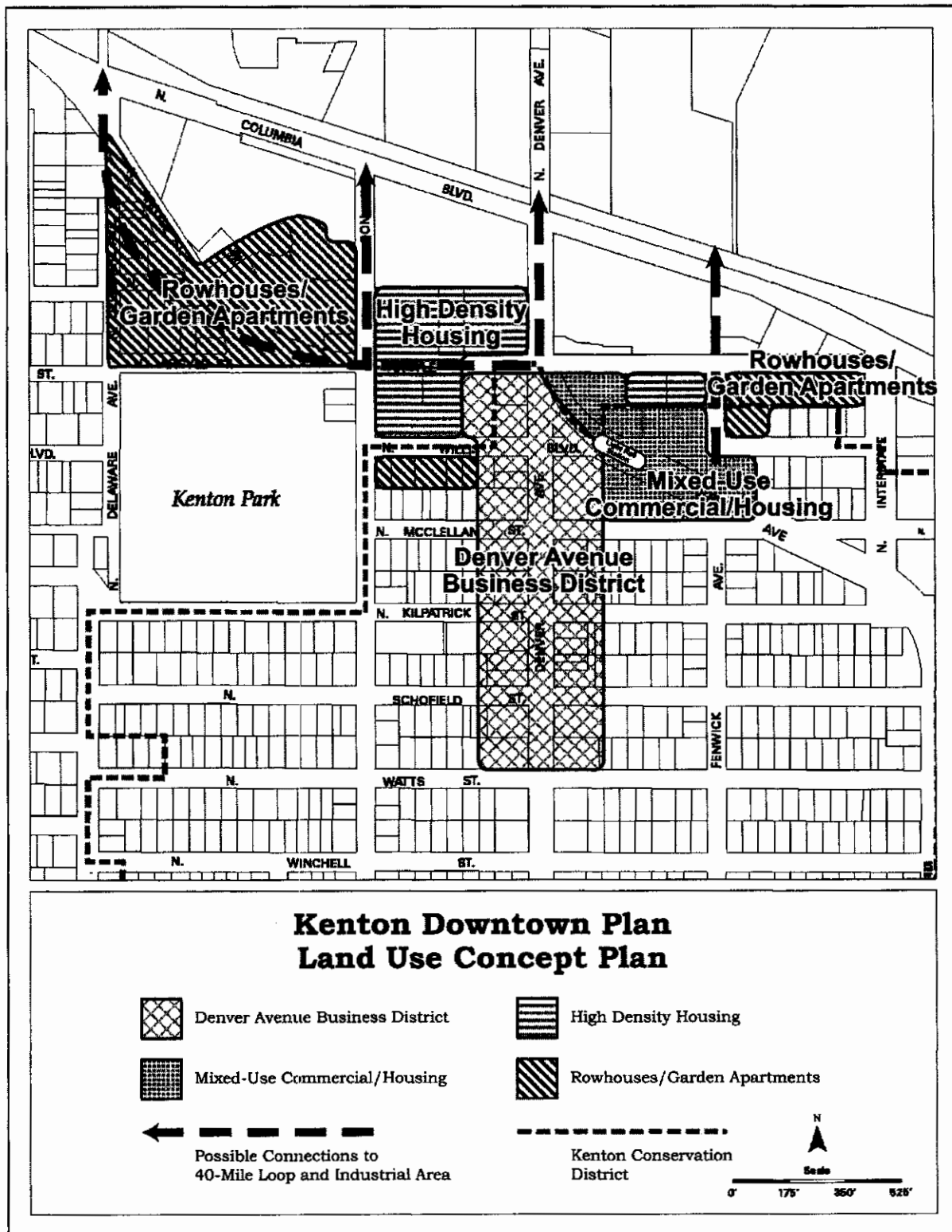
Changes to the *Kenton Neighborhood Plan*

What is the *Kenton Neighborhood Plan*?

The *Kenton Neighborhood Plan* is the policy framework for the Kenton neighborhood. The plan was adopted as part of the *Albina Community Plan* in 1993. There are nine policy areas: "Kenton Identity and Community Spirit", "Revitalization of Denver Avenue Business District", "Parks and Recreation", "Youth and Family Services", "Transportation", "Historic and Natural Resources", "Public Safety and Neighborhood Livability", "Housing", and "Land Use North of Columbia Boulevard". Each policy contains a statement of Kenton's overall goal for that policy area, a set of objectives to address the concerns of Kenton residents, and an action chart which contains a list of action items that will implement the plan's goals and objectives.

The *Kenton Neighborhood Plan* will be updated as part of this project to ensure that the policies and action items support the development called for in the *Kenton Downtown Plan*. This section has four parts:

- *Kenton Downtown Plan* Land Use Concept Plan;
- Amendments to the *Kenton Neighborhood Plan* Vision Statement;
- Amendments to *Kenton Neighborhood Plan* Policy Objectives; and
- *Kenton Downtown Plan* Action Items.



Kenton Downtown Plan Land Use Concept Plan

The land use concept plan provides a general discussion about the types of land uses and the quality of the urban environment that is desired in the Kenton downtown. There are four land use areas and several possible connections to the 40-mile loop and the industrial area north of the Kenton downtown.

Denver Avenue Business District. The *Kenton Neighborhood Plan's* Policy for "Revitalization of Denver Avenue Business District" calls for a "vital retail district on Denver Avenue that provides local commercial services, attracts regional customers, and enhances the livability of Kenton".

As change occurs in this area it is important that the historic qualities are retained. The Denver Avenue Business District has a strong historic association with the Swift Meat Packing Company. The opening of the Swift plant in 1909 resulted in a commercial construction boom along Denver Avenue that included the Kenton Hotel. The rusticated stone buildings are reminiscent of the types of commercial and public buildings found in eastern Oregon towns, where raising cattle was the center of the economy. An electric streetcar connected Denver Avenue to the rest of Portland and the industrial area to the north. The buildings are typical of commercial districts along streetcar lines—built up to the sidewalk with retail space on the ground floor, and offices and housing on the upper floors.

Mixed-Use Commercial/Housing. This area surrounds the planned light rail station. The activity around the light rail station can support housing and commercial uses, such as offices and limited retail. The development opportunities that result from this location around the planned light rail station should support the revitalization of the Denver Avenue Business District as a vital retail corridor.

High Density Housing. These areas identified on the map meet the *Kenton Neighborhood Plan's* Policy for "Revitalization of Denver Avenue Business District", Objective 5: Reinforce the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district. The areas identified on the land use concept plan are good locations for higher density housing because they are close to light rail, the Denver Avenue Business District, and other Kenton neighborhood amenities. Most of the sites are not adjacent to existing single family neighborhoods so the typical negative impacts of higher density housing, such as blocked views and reduced privacy, will be at a minimum. The site slopes away from the neighborhood. The visual impact of a large building is reduced when the building, or part of the building, is lower than the existing area.

Section 1:
Changes to the *Kenton Neighborhood Plan*

Rowhouses and Garden Apartments. These types of housing would be a transition from the proposed higher density zoning near the planned light rail station and the single dwelling houses to the south and east.

Possible Connections to 40-Mile Loop and Industrial Area. Past planning studies have called for connections to the 40-mile loop (a pedestrian/bicycle system of paths that surrounds the city). This proposal would connect the Kenton downtown area with the recreational amenities along the Columbia Slough as well as the nearby industrial area to the north.

Desired Urban Design Characteristics Throughout the *Kenton Downtown Plan Study Area*

Throughout the Kenton downtown the environment should be safe, convenient, and pleasant for pedestrians. It is important to provide an environment that encourages people to walk. Successful retail corridors—like NW 23rd and SE Hawthorne commercial districts—rely on people enjoying the experience of walking up and down the street. City policies encourage people to walk and use mass transit. Pedestrian improvements and buildings designed to contribute positively to the pedestrian experience can help achieve this goal. It is also important to reduce the negative impacts automobile and truck traffic may have on pedestrians.

New development in the Kenton downtown should respect the historic qualities of the area. The historic character of the area should stay intact as the uses intensify and change. New buildings, and alterations to existing ones, should reflect the characteristics of the historic buildings of the streetcar era main street. Some of the important characteristics are storefront facades built up to the sidewalk with lots of windows facing the street. While new development should not be expected to replicate all features of the historic buildings, there should be efforts for the building design to respond to the character of the surrounding area.

Amendments to the Kenton Neighborhood Plan Vision Statement

The *Kenton Neighborhood Plan* starts with a vision statement that describes what the neighborhood would be like if all the neighborhood plan's policies, objectives, and action charts were implemented. Typically, neighborhood vision statements project 20 years into the future. The following changes to the *Kenton Neighborhood Plan* vision statement were adopted as part of the *Kenton Downtown Plan*.

How to Read the Changes

New language is underlined. Language that has been deleted is shown in ~~strikethrough~~.

Kenton Neighborhood Plan Vision Statement

(Incorporated into the vision of the *Portland Comprehensive Plan* in 1993)

The Kenton Neighborhood Plan is intended to strengthen Kenton as a safe, pleasant place to live, work, and play. The plan's goals and objectives provide guidance in meeting the challenges the neighborhood will face as it enters the next century. Change will occur with or without the plan. The plan is intended to guide change in directions that will be positive for Kenton. The plan is also dependent on change. Change is the process that brings the neighborhood's vision into being.

The following statements describe the Kenton neighborhood the way that the plan envisions it growing out of the changes the area will be experiencing over the next 20 years.

- *Denver Avenue is the center of a revitalized historic and commercial district. The street has been narrowed to two lanes and a pedestrian ~~plaza~~ friendly sidewalk was created by widening sidewalks and adding benches and planters. The street is lined with large-canopy trees and historic Portland lighting standards; a bike ~~path~~ lane runs down both sides of the street. Neighborhood residents, as well as visitors from other Portland neighborhoods and the state of Washington, shop at a variety of retail stores, including a new neighborhood-serving grocery store. Loading and unloading is done in the access ways that have been created behind the commercial buildings. ~~featuring children's clothing, toys and books, or browsing among the area's many ceramic and art supply stores.~~*
- *Kenton residents and businesses benefit from the completion of a light rail transit line through North/Northeast Portland. They also continue to receive bus service that is convenient and safe. ~~Bus~~ All neighborhood transit stops are clean and regularly maintained, attractive, and safe.*

(This paragraph has been moved up from the second to the last bullet.)

Section 1:
Changes to the Kenton Neighborhood Plan

There were no changes to the remainder of the Kenton Neighborhood Plan vision statement.

- *A bike and pedestrian path allows Kenton residents to reach the Columbia Slough where a boat rental shop is operated by the Portland Bureau of Parks. Kenton's children, through the local schools, take advantage of the educational opportunities offered by the neighborhood's proximity and easy access to the Columbia Slough Urban Wildlife Area.*
- *The Kenton neighborhood is known throughout the city due to its successful outreach efforts to the media and the promotion of the Kenton Historic Conservation District, the Columbia Slough Urban Wildlife area, and the Denver Avenue Retail District.*
- *Kenton neighbors work together to prevent crime. Community policing has increased communication between residents and the police and created an environment where residents actively participate in creating a safe neighborhood. Young people in Kenton have a variety of educational and recreational opportunities that lessen the likelihood of their becoming involved in vandalism or crime.*
- *Kenton Park provides recreational opportunities and facilities for a variety of age groups and interests. The park is clean and expanded supervision and increased lighting make Kenton Park a safe place for everyone.*
- *The Kenton School and Peninsula School facilities are used for organized programs and activities, such as sports and arts and crafts, after school and throughout the year. These programs and activities are open to all residents of Kenton, not just students.*
- *Young people receive incentives and training to participate in neighborhood clean-ups and repairs, and to assist the elderly. These activities build self-confidence and help develop pride in their community.*
- *Kenton has remained an affordable, family neighborhood. Both landlords and homeowners work to keep up buildings and maintain yards. The stability and livability of Kenton is reflected in its mix of renters, homeowners and public housing residents.*

Amendments to the *Kenton Neighborhood Plan* Policy Objectives

To implement the *Kenton Downtown Plan* there are amendments to the objectives in five of the nine *Kenton Neighborhood Plan* policies. These policies include:

Policy 2: Revitalization of Denver Avenue Business District,

Policy 3: Parks and Recreation,

Policy 5: Transportation,

Policy 6: Historic and Natural Resources, and

Policy 8: Housing.

How to Read the Changes

New language is underlined. Language that has been deleted is shown in ~~strikethrough~~.

Policy 2: Revitalization of Denver Avenue Business District

Create a vital retail district on Denver Avenue that provides local commercial services, attracts regional customers, and enhances the livability of Kenton.

Objectives:

1. Create a working partnership between business owners and neighborhood residents to revitalize Denver Avenue. (moved from objective 4.) Create a focus for revitalization of Denver Avenue by developing and attracting retail businesses with a common theme or connection that will attract serve both Kenton residents and customers from the metro area.
2. Create a pedestrian-friendly shopping area on Denver Avenue. Focus public investments on projects that support a retail corridor on Denver Avenue.
3. Ensure compatibility between traffic patterns on Denver Avenue and its revitalization as a commercial center.
4. Attract new retail businesses and upgrade present businesses on Denver Avenue that support Denver Avenue as a retail corridor. Foster good relationships with existing businesses even if they are not consistent with the vision of Denver Avenue as a retail corridor. Create a working partnership between business owners and neighborhood residents to revitalize Denver Avenue. (moved to objective 1.)
5. Reinforce the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district.
6. Establish retail "anchors" on the north and south ends of the Denver Avenue Business District to serve the neighborhood and ensure the viability of existing and future retail uses. Continue actively recruiting a grocery store for one of these "anchor" businesses.
7. Foster efforts to open up land behind commercial buildings on Denver Avenue to allow alley access for loading and possible additional parking opportunities.
8. Maximize the number of on-street parking spaces in the Denver Avenue Business District.

Policy 3: Parks & Recreation

Provide a variety of recreational, educational, and cultural opportunities for Kenton residents. Ensure that Kenton's park and recreational opportunities are representative of Portland's outstanding city-wide parks and recreation system and contribute significantly to neighborhood livability.

Objectives:

1. Provide a variety of activities and facilities in parks, providing unstructured as well as planned recreational opportunities.
2. Ensure that parks are safe, clean places for everyone to use and enjoy.
3. Encourage the establishment of facilities and businesses in connection with the recreational opportunities available in Kenton particularly the area above the Columbia Slough.
4. As residential densities increase, ensure that there is adequate park and recreational space.
5. Develop a greenway bike and pedestrian path that connects the Kenton neighborhood south of Columbia Boulevard to the 40-mile loop.

Policy 5: Transportation

Improve access to Kenton by providing a variety of transportation modes while reducing noise, pollution, and safety hazards.

Objectives:

1. Participate in the development of a light rail transit line that will serve the neighborhoods and commercial areas of North and Northeast Portland.
2. Establish a secure, safe environment on public transit and ensure that service is convenient for Kenton residents.
3. Ensure the safety of Kenton's children through more community involvement in child traffic safety programs.
4. Provide traffic control devices that reinforce each street's **ASCP** designation as shown in the Transportation Element of the Comprehensive Plan and reduce commuter use of neighborhood streets.
5. Protect neighborhood livability and safety by discouraging speeding on residential streets.
6. Ensure that pedestrians have safe, pleasant, efficient routes that connect the Denver Avenue Business District, the future light rail station, Kenton Park, the Interstate Rose Garden, and other neighborhood amenities.
7. Improve pedestrian and bicycle connections between the Denver Avenue Business District and the industrial area to the north.

Policy 6: Historic and Natural Resources

Increase awareness of Kenton's historical and natural resources through the establishment of a Kenton Historic District and an Urban Wildlife Habitat Corridor. Use these resources as focal points of Kenton pride and revitalization.

Objectives:

1. Establish a Kenton Historic Design District and designate historic ensembles and individual sites in Kenton as Portland Historic Landmarks.
2. Enhance the natural resource values of the Columbia Slough. Establish slough management policies which preserve environmental, recreational, and educational uses of the Columbia Slough for Kenton and Portland residents.
3. Reinforce the Columbia Slough and surrounding wetlands as an urban wildlife habitat corridor with connections and access to Kenton's residential areas.
4. Ensure that new residential and commercial construction is compatible with Kenton's historic character.
5. Continue to maintain the Paul Bunyan statue. Ensure that the statue is not moved from the vicinity of its original location at Interstate and Denver Avenues.

Policy 8: Housing

Maintain and reinforce Kenton as an affordable, family-oriented neighborhood with a stable population of responsible homeowners and renters.

Objectives:

1. Establish programs that encourage home ownership and enable residents to maintain their homes.
2. Encourage landlords to take a proactive approach to managing their properties by adequately screening tenants. Ensure that rental properties are maintained.
3. Maintain affordability of housing in Kenton.
4. Create opportunities for high and medium density housing at transit supportive densities near the Denver Avenue Business District. Concentrate the highest density development near the planned light rail station. Create opportunities for medium density housing, such as garden apartments, low rise condominiums, and rowhouses as a transition from the high density housing and the surrounding existing single family neighborhood.
5. Encourage the new housing created by the re-zoning of the *Kenton Downtown Plan* to be a mixture of rental and owner-occupied units.

Kenton Downtown Plan Action Items

What is an Action Chart?

Each policy in the neighborhood plan is accompanied with an action chart that contains a list of action items that will implement the neighborhood plan's goals and objectives. Action items are divided into projects, programs, and regulations. Each action item must have an implementer. Each action item is also assigned a timeframe for completion or implementation. This is one way the neighborhood can prioritize what action items are the most important—or realistic—to complete first.

The 20 action items proposed as part of the *Kenton Downtown Plan* were grouped together in a single action chart. After the plan is adopted, each action item will be added to the appropriate policy action chart in the *Kenton Neighborhood Plan*.

Action Item Implementers

An action item implementer is a group or organization that has committed to work towards accomplishing the action item. Every action item must have an implementer and every implementer must consent to being identified on the action chart.

The city implementers identified participated in the Bureau of Planning's *Kenton Downtown Plan* Technical Advisory Committee. They consented to having their names listed on each action item.

Abbreviations of Implementers

KAP = Kenton Action Plan
KNA = Kenton Neighborhood Association
BOP = Portland Bureau of Planning
PDC = Portland Development Commission
PDOT = Portland Department of Transportation
Parks = Bureau of Parks and Recreation
BES = Bureau of Environmental Services
CSCW = Columbia Slough Watershed Council
Loop = 40 Mile Loop Land Trust
PDD = Peninsula Drainage District

Section 1:
Changes to the *Kenton Neighborhood Plan*

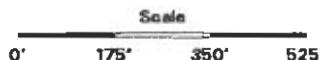
#	<i>Kenton Downtown Plan</i> Proposed Action Items	Time					Implementer
		Adopt with Kenton Downtown Plan	Completed	On- Going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS						
1	Review the <i>Kenton Neighborhood Plan</i> 's transportation policy action chart and prioritize transportation projects and programs to improvement transportation throughout and adjacent to the <i>Kenton Downtown Plan</i> area.						KNA, PDOT
2	Explore the possibility of vacating Willis, between Fenwick and Interstate, in order to create a larger site for redevelopment adjacent to the planned light rail station.						KNA, PDC, PDOT
3	Identify improvements to facilitate pedestrian-bicycle connections to 40-mile loop and Kenton industrial area. Explore ideas generated from past neighborhood studies, such as: - Extend and improve the pedestrian-bicycle connections along Denver Avenue north of the Interstate/Denver intersection to the Columbia Slough and city park facilities; - Utilize existing sidewalks along Argyle Way and Columbia Boulevard and the traffic light at that intersection, and facilitate a planning effort to design and complete a trail through the industrial area north of Columbia Boulevard with a connection to the proposed rowing park and trail on the Columbia Slough at Denver Avenue; - Create a stairway connection from Brandon Avenue to Columbia Blvd. with a pedestrian signal at Columbia Blvd., and utilize the existing traffic light at Columbia Blvd. and Argyle Way; and - Extend Fenwick Street to Columbia Blvd. and relocate the Interstate Place/Columbia Blvd. signal to the new Fenwick intersection.						KNA, PDOT, Loop
4	Work with ODOT to ensure a safe pedestrian-bicycle connection to the 40-mile loop on Denver Avenue as part of any future improvements to the Denver viaduct.						KNA, PDOT, Loop
5	Study angled parking options in the Denver Avenue Business District.						KNA, PDOT
6	Request the Parking Management section of the City's Transportation Office assess the adequacy of parking spaces for the elderly and disabled in the Denver Avenue Business District.						KNA
7	Study the feasibility of creating alley access behind the commercial buildings in the Denver Avenue Business District.						KNA, PDC, PDOT

-Action Chart Continued Next Page-

Section 1:
Changes to the Kenton Neighborhood Plan

#	(Continued)	Time					Implementer
		Adopt with Kenton Downtown Plan	Completed	On-Going	Next 5 Yrs	6 to 20 Yrs	
	Kenton Downtown Plan Proposed Action Items						
8	Recruit a grocery store to locate in the Denver Avenue Business District.						KNA, PDC
9	After the <i>Kenton Downtown Plan</i> regulations have been in effect for three years, evaluate the status of the Denver Avenue Business District as a vital retail corridor.						KNA, BOP
10	Explore a uniform sign theme for businesses in the Denver Avenue Business District.						KNA
11	Explore the possibility of developing plaques to identify historic buildings on Denver Avenue.						KNA
12	Explore the possibility of acquiring land along Fenwick Avenue, from Willis to Columbia Blvd., to build a linear neighborhood park.						KNA, PDC
13	Seek resources to retain a Denver Avenue Business District manager. This position would recruit new retail businesses, oversee promotional activities, and coordinate with the city on possible uses for urban renewal funds.						KNA, KAP, PDC
14	Explore ways to protect the retail businesses on Denver Avenue during light rail construction.						KNA, PDC
15	Continue to seek funding to open public access points to the Columbia Slough in the Kenton neighborhood vicinity for both passive recreation as well as launching canoes and other small nonmotorized watercraft. Promote multi-agency cooperation and public/private partnerships to accomplish this action as soon as possible.						KNA, CSWC, BES, Parks, PDOT, PDD
	REGULATIONS						
16	Change the zoning to allow additional housing within walking distance of the Denver Avenue Business District.						BOP
17	Create a Kenton plan district in the Denver Avenue Business District and around the planned light rail station.						BOP
18	Develop specific design guidelines and standards for the Kenton plan district.						KNA, BOP
19	Require design review for properties in the Kenton plan district that are outside of the Kenton Conservation District.						BOP
20	Forward a proposal for listing downtown Kenton as a Historic District on the National Register of Historic Places to the State Historic Preservation Office for their review.						KNA, BOP

Note: These action charts will be approved by the Portland City Council by resolution. They are a starting place. Actions with an identified implementer will be adopted with the understanding that some actions may need to be adjusted and others replaced with more feasible proposals. Identification of an implementer for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.



Section 2:

Changes to the Zoning Maps

Summary of Changes to the Zoning Maps

To achieve the land uses called for in the *Kenton Downtown Plan* there needs to be some changes to the zoning in the area. The *Albina Community Plan* identified areas that could be rezoned to higher density housing if south-north light rail was constructed. This was a broad brush planning effort because the final light rail alignment had not been selected. Now there is more certainty of the light rail alignment, the zoning changes adopted as part of the *Kenton Downtown Plan* reflect how the neighborhood would like to see higher residential densities incorporated into their neighborhood.

The map on the opposite page shows the existing zoning and identifies the parcels of land where a zone change was adopted as part of this project. The following pages discuss each of the zone changes the Planning Commission recommended to the City Council. The City Council adopted these recommendations without any changes.

These zoning changes are intended to:

- Create opportunities for high and medium density housing at transit supportive densities near the Denver Avenue Business District. The highest density development is concentrated within a quarter-mile of the planned light rail station. Opportunities for medium density housing, such as garden apartments, low-rise condominiums, and rowhouses are created to provide a transition from the high density housing and the surrounding existing single family neighborhood.
- Provide additional opportunities for commercial and mixed-use development around the planned light rail station;
- Establish a zoning pattern that creates a southern edge to the Kenton Business District at Watts Street, rather than mid-block;
- Add design review to areas being rezoned for more intensive uses that are outside of the Kenton Conservation District; and
- Eliminate parcels with split zoning.

Section 2:
Changes to the Zoning Maps

Site #1

Total Area: 103,827 sq. ft.

Current Zoning: IG2, IG2b

Current Comprehensive Plan Designation: RHd

Recommended Zone and Comprehensive Designation: R1d

Commentary

The *Kenton Downtown Plan* calls for rowhouses or garden apartments on this site.

The Planning Commission recommends R1d zoning for the following reasons:

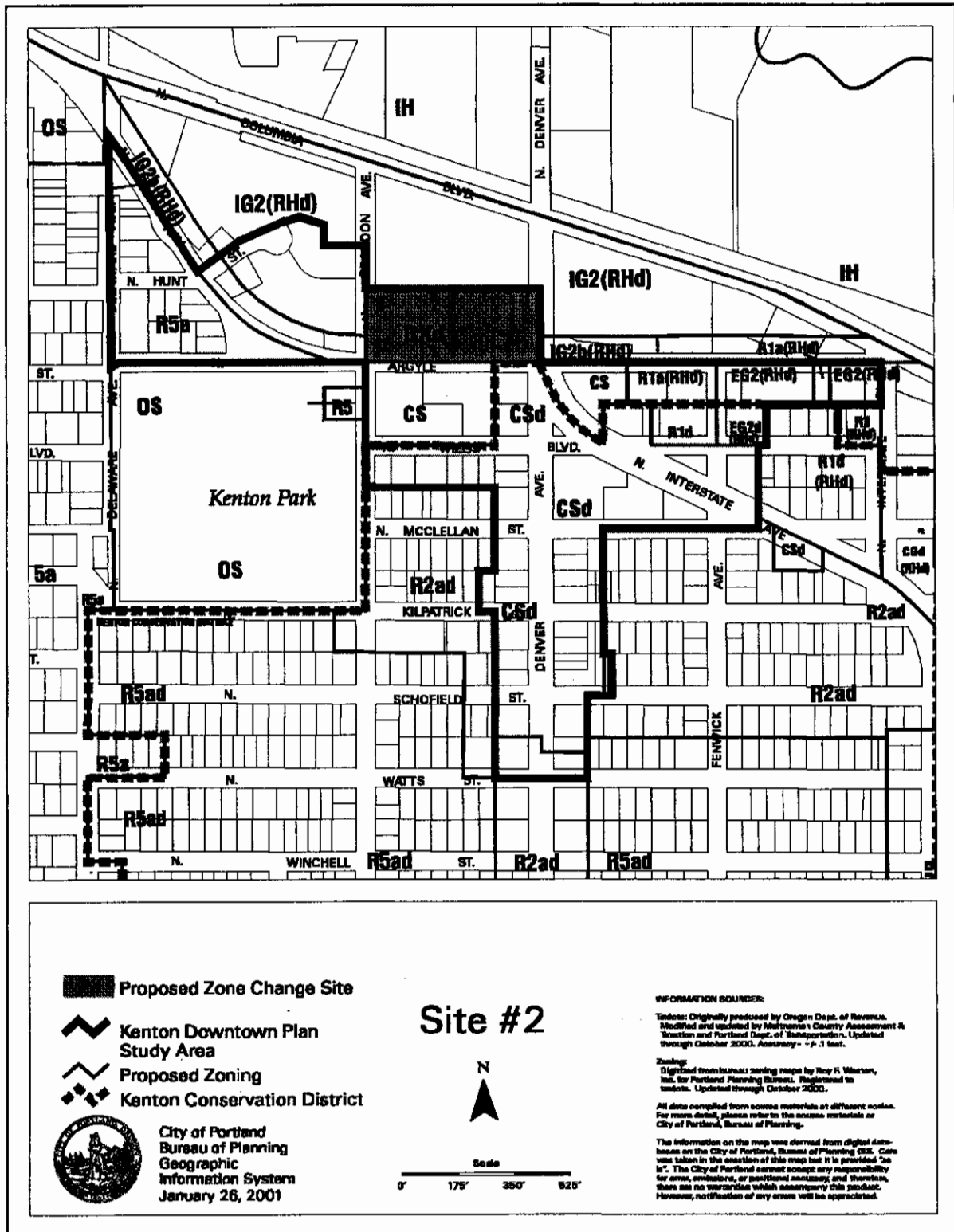
- The R1 zone would allow this site to be developed with rowhouses or garden apartments. These types of housing would be a transition from the proposed RX zoning to the west and the proposed R2 zoning to the southeast.
- The site is isolated from single dwelling houses. Higher density housing would not have the typical negative impacts on surrounding lower density housing, such as blocking light and views or reducing privacy.
- The topography of this site slopes down, away from Argyle Way. The visual impact of a building is reduced when the building, or part of it, is lower than the surrounding area.
- Future housing on this site would have close proximity to the light rail station, Kenton Park, and the Denver Avenue Business District.
- Rezoning this site to R1 will comply with the *Kenton Neighborhood Plan* which calls for: "Reinforcing the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district."
- Rezoning this site will support transportation and land use policies that call for the city to consider creating transit supportive densities at locations within one-half mile of light rail transit stations. The proposed light rail station on Interstate would be within one-quarter mile of this site.

Miscellaneous Development Information

Maximum Height: Maximum height of R1 is 45 ft.

Maximum Density: Maximum density of R1 is 1 unit per 1,000 sq. ft. of site area. If this entire site was developed approximately 103 units could be built.

Minimum Density: Minimum density of the R1 is 1 unit per 2,000 sq. ft. of site area. If the entire site is developed the minimum density regulations would require approximately 52 units to be built.



Section 2:
Changes to the Zoning Maps

Site #2

Total Area: 96,000 sq. ft.

Current Zoning: IG2, IG2b

Current Comprehensive Plan Designation: RHd

Recommended Zone and Comprehensive Designation: RXd

Commentary

The *Kenton Downtown Plan* calls for high density housing on this site to support the Denver Avenue Business District.

The Planning Commission recommends RXd zoning for the following reasons:

- By focusing the highest residential densities in key parcels near the planned light rail station, it is feasible to apply medium densities as a transition to the single dwelling neighborhoods and still meet the city's "No Net Housing Loss" objective.
- The site is isolated from single dwelling houses. Higher density housing would not have the typical negative impacts on surrounding lower density housing, such as blocking light and views or reducing privacy.
- The site slopes down, away from Argyle Street. The visual impact of a large building is reduced when the building, or part of the building, is lower than the existing area. The topography of this site would allow larger buildings to be more compatible with surrounding smaller buildings.
- Future housing on this site would have close proximity to the light rail station, Kenton Park, and the Denver Avenue Business District.
- Rezoning this site to RX will comply with the *Kenton Neighborhood Plan* which calls for: "Reinforcing the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district."
- Rezoning this site to RX would support transportation and land use policies that call for the city to consider creating transit supportive densities at locations within one-half mile of light rail transit stations. The light rail station at Denver and Interstate would be within one-quarter mile of this site.

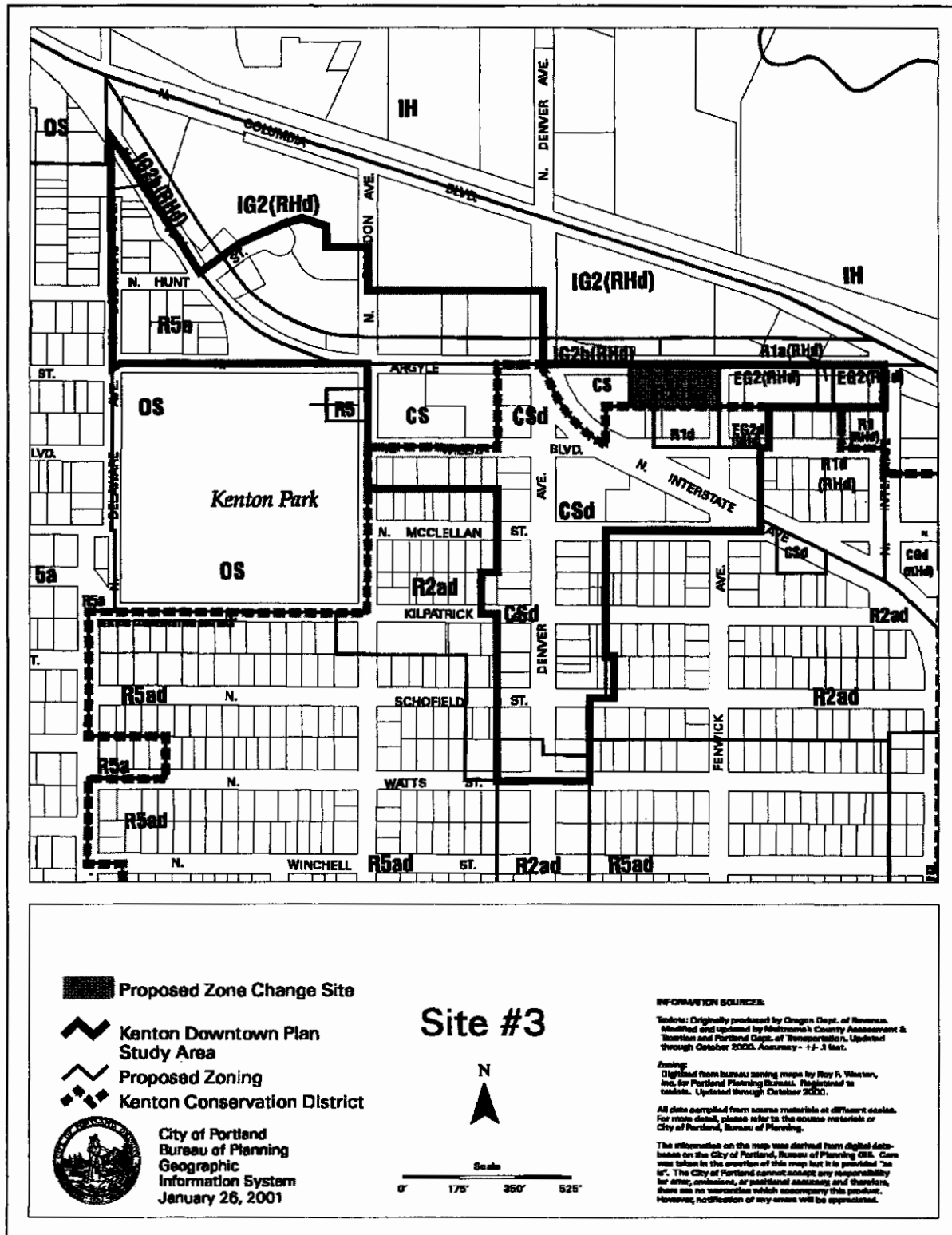
Miscellaneous Development Information

Maximum Height: Maximum height of RX is 100 ft.

Maximum Density: Maximum density is controlled by the floor area ratio (FAR). The RX zone has a FAR of 4 to 1.

Minimum Density: Minimum density of RX is 1 unit per every 500 sq. ft. of site area would require approximately 192 units if this entire site was developed.

Commercial Uses Allowed: Commercial is allowed by right, but limited to 20% of building sq. ft. or 40% of building sq. ft. if the commercial is only on the ground floor.



Section 2:
Changes to the Zoning Maps

Site #3:

Total Area: 25,000 sq. ft.

Current Zoning: R1a

Current Comprehensive Plan Designation: RHd

Recommended Zone and Comprehensive Designation: RXd

Commentary

The *Kenton Downtown Plan* calls for high density housing on this site to support the Denver Avenue Business District.

The Planning Commission recommends RXd zoning for the following reasons:

- By focusing the highest residential densities in key parcels near the planned light rail station, it is feasible to apply medium densities as a transition to the single dwelling neighborhoods and still meet the city's "No Net Housing Loss" objective.
- The site is isolated from single dwelling houses. Higher density housing would not have the typical negative impacts on surrounding lower density housing, such as blocking light and views or reducing privacy.
- The site slopes towards Argyle Street. The visual impact of a large building is reduced when the building, or part of the building, is lower than the existing area. The topography of this site would allow larger buildings to be more compatible with surrounding smaller buildings.
- Future housing on this site would have close proximity to the light rail station, Kenton Park, and the Denver Avenue Business District.
- Rezoning this site to RX will comply with the *Kenton Neighborhood Plan* which calls for: "Reinforcing the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district."
- Rezoning this site to RX would support transportation and land use policies that call for the city to consider creating transit supportive densities at locations within one-half mile of light rail transit stations. The light rail station on Interstate would be within one-quarter mile of this site.

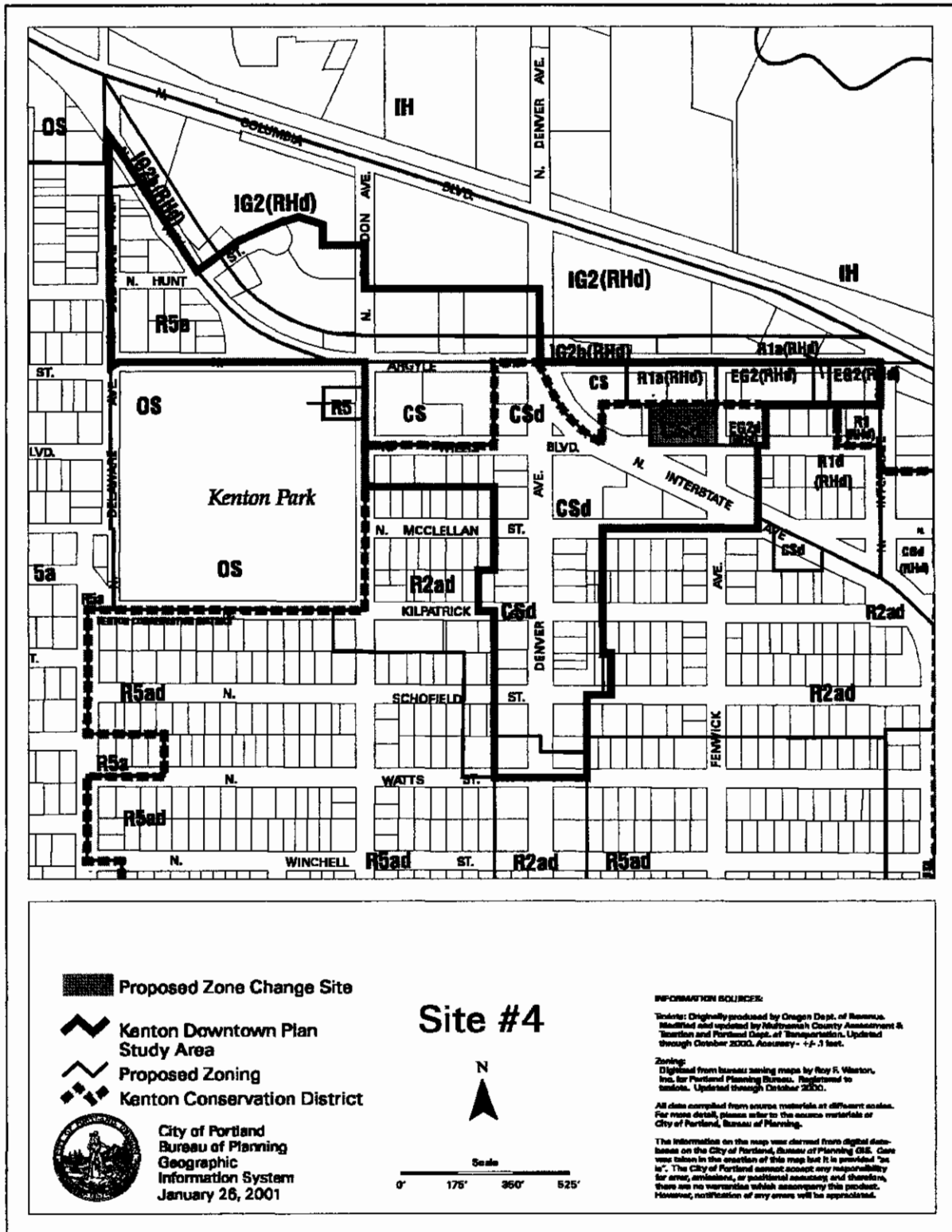
Miscellaneous Development Information

Maximum Height: Maximum height of RX is 100 ft.

Maximum Density: Maximum density is controlled by the floor area ratio (FAR). The RX zone has a FAR of 4 to 1.

Minimum Density: Minimum density of RX is 1 unit per every 500 sq. ft. of site would require approximately 50 units if this entire site was developed.

Commercial Allowed: Commercial is allowed by right, but limited to 20% of building sq. ft. or 40% of building sq. ft. if the commercial is only on the ground floor.



Section 2:
Changes to the Zoning Maps

Site #4:

Total Area: 15,000 sq. ft.

Current Zoning: R1d

Current Comprehensive Plan Designation: R1d

Recommended Zone and Comprehensive Designation: CSd

Commentary

The *Kenton Downtown Plan* calls for vacating Willis Boulevard, from Interstate to Fenwick. This would create a larger parcel of land, increasing flexibility of development options. The proposed commercial zoning on this site would allow services that support light rail. Housing is also allowed in the CS zone.

The Planning Commission recommends CSd zoning for the following reasons:

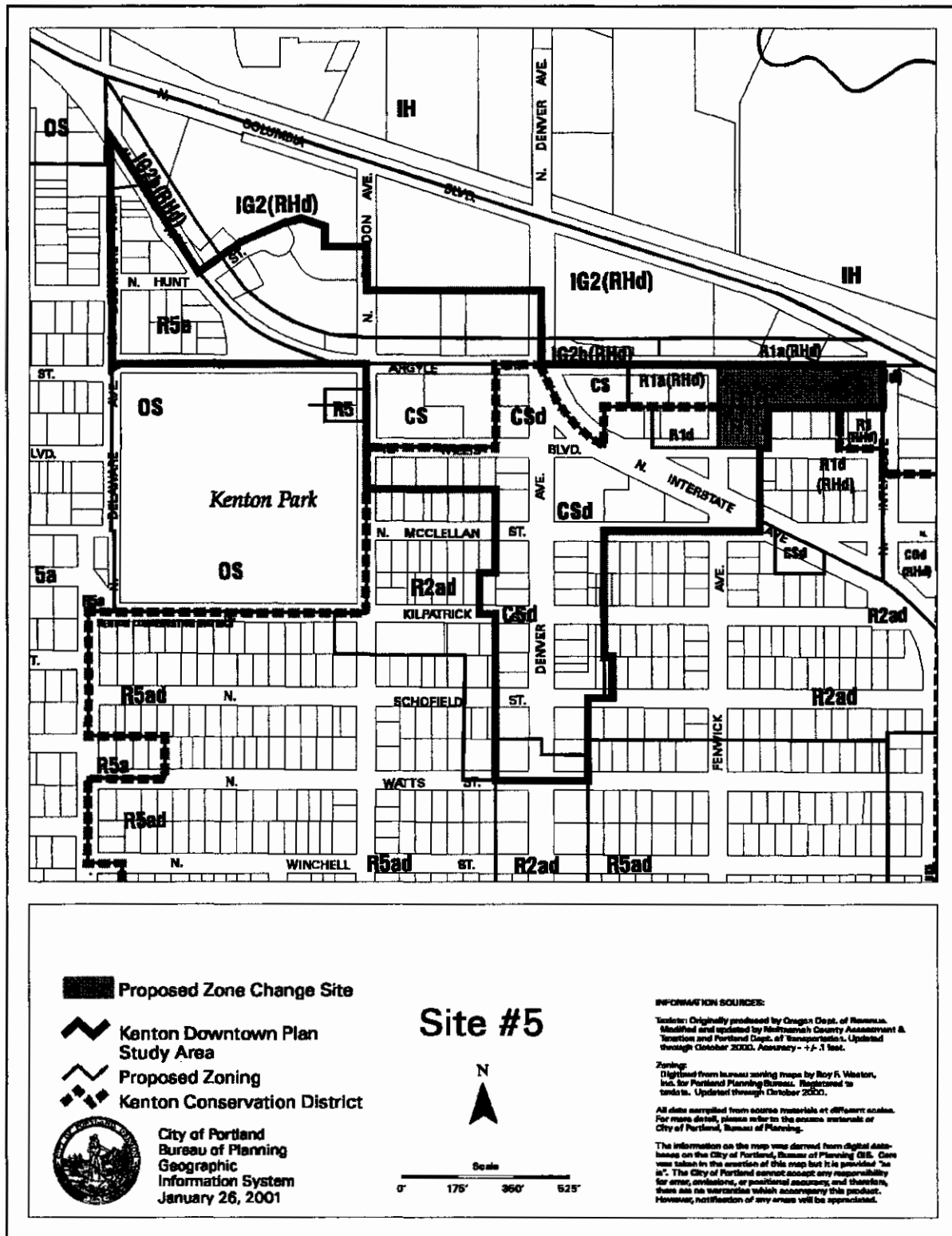
- The site is surrounded on two sides by CS zoning. Changing the zoning to CS would create a larger area of CS zoning. This may make the area easier to re-develop.
- CS zoning is flexible and would allow many configurations of uses. For example, development along Interstate could have exclusively commercial uses or it could have exclusively residential uses. There could also be a combination, such as commercial uses along Interstate Avenue with residential behind and/or above the commercial.

Miscellaneous Development Information

Maximum Height: The maximum height in CS is 45 ft.

Maximum Density: Maximum density is controlled by the Floor Area Ratio (FAR). The CS zone has a FAR of 3 to 1.

Building Coverage: CS has a minimum coverage requirement of 50% of the site. There is no maximum building coverage in this zone. The building may cover the entire site.



Section 2:
Changes to the Zoning Maps

Site #5

Total Area: 55,873 sq. ft.

Current Zoning: EG2, EG2d, R1a

Current Comprehensive Plan Designation: RHd

Recommended Zone and Comprehensive Designation: R1d

Commentary

The *Kenton Downtown Plan* calls for rowhouses or garden apartments on this site.

The Planning Commission recommends R1d zoning for the following reasons:

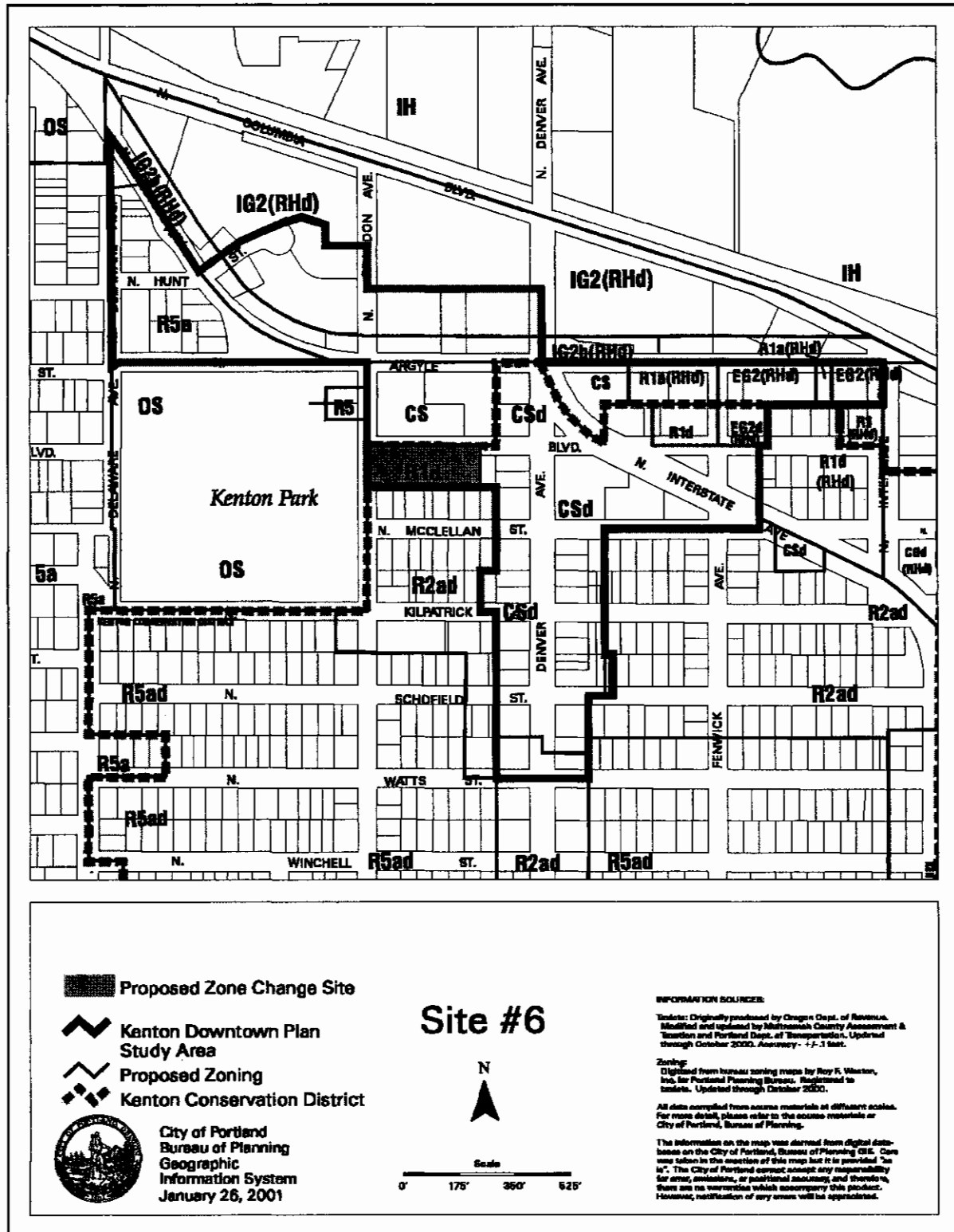
- The R1 zone would allow this site to be developed with rowhouses or garden apartments. These types of housing would be a transition from the proposed RX zone to the west and the single dwelling houses to the south and east.
- The site slopes down, away from Willis Boulevard. The visual impact of a large building is reduced when the building, or part of the building, is lower than the existing area. The topography of this site would allow larger buildings to be more compatible with surrounding smaller buildings.
- Future housing on this site would have close proximity to the light rail station, Kenton Park, and the Denver Avenue Business District.
- Rezoning this site to R1 will comply with the *Kenton Neighborhood Plan* which calls for: "Reinforcing the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district."
- Rezoning this site to R1 would support transportation and land use policies that call for the city to consider creating transit supportive densities at locations within one-half mile of light rail transit stations. The proposed light rail station at Denver and Interstate would be within one-quarter mile of this site.

Miscellaneous Development Information

Maximum Height: Maximum height of R1 is 45 ft.

Maximum Density: Maximum density of R1 is 1 unit per 1,000 sq. ft. of site area. If this entire site was developed approximately 55 units could be built.

Minimum Density: Minimum density of the R1 is 1 unit per 2,000 sq. ft. of site area. If the entire site is developed the minimum density regulations would require approximately 28 units to be built.



Section 2:
Changes to the Zoning Maps

Site #6

Total Area: 32,500 sq. ft.

Current Zoning: CSd

Current Comprehensive Plan Designation: CSd

Recommended Zone and Comprehensive Designation: R1d

Commentary

The *Kenton Downtown Plan* calls for rowhouses or garden apartments on this site.

The Planning Commission recommends R1d zoning for the following reasons:

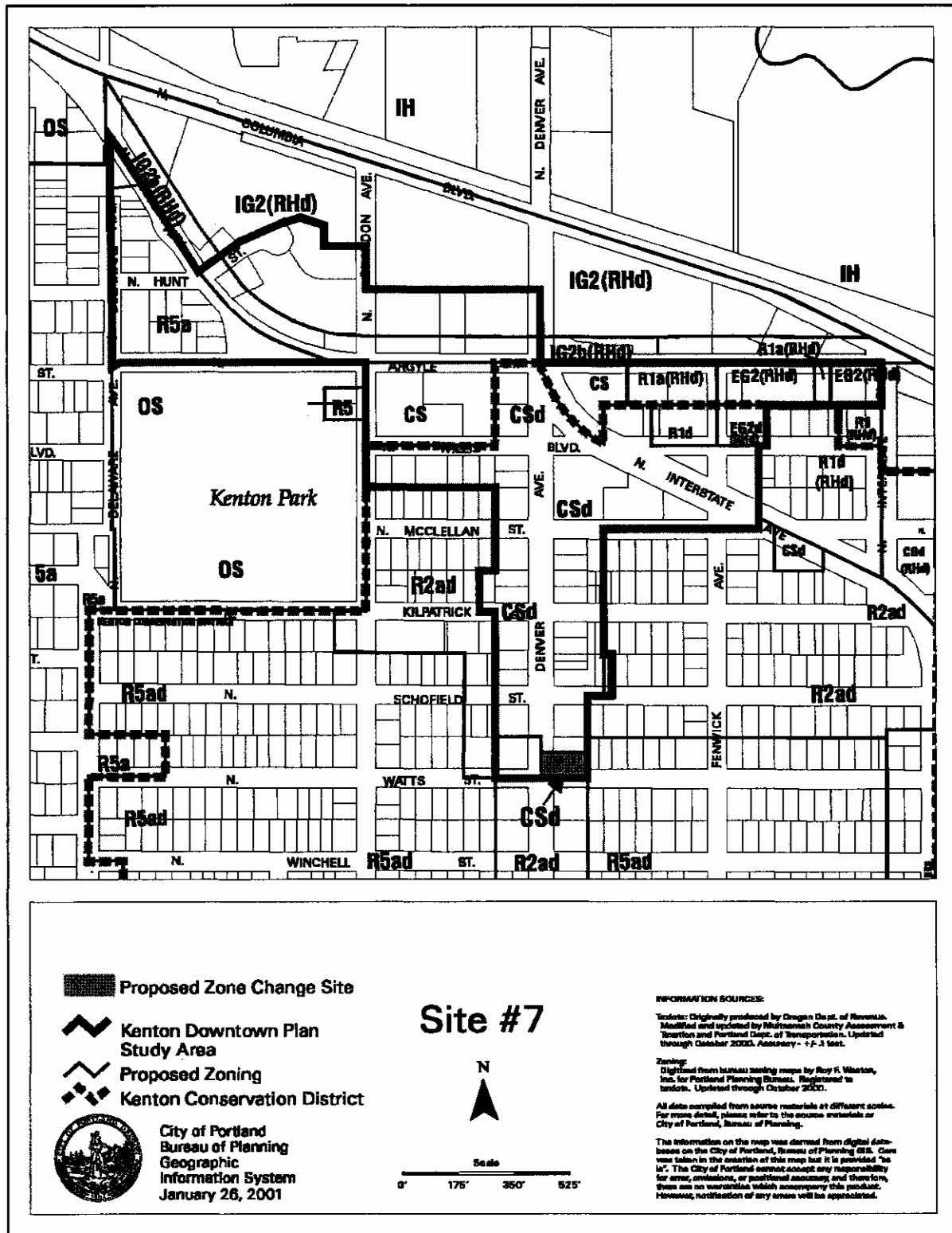
- The R1 zone would allow this site to be developed with rowhouses or garden apartments. These types of housing would provide a transition from the CS zoning to the north and east of the property and the single dwelling houses to the south.
- Future housing on this site would have close proximity to the light rail station, Kenton Park, and the Denver Avenue Business District.
- Rezoning this site to R1 will comply with the *Kenton Neighborhood Plan* which calls for: "Reinforcing the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district."
- Rezoning this site to R1 would support transportation and land use policies that call for the city to consider creating transit supportive densities at locations within one-half mile of light rail transit stations. The proposed light rail station at Denver and Interstate would be within one-quarter mile of this site.

Miscellaneous Development Information

Maximum Height: Maximum height of R1 is 45 ft.

Maximum Density: Maximum density of R1 is 1 unit per 1,000 sq. ft. of site area. If this entire site was developed approximately 32 units could be built.

Minimum Density: Minimum density of the R1 is 1 unit per 2,000 sq. ft. of site area. If the entire site is developed the minimum density regulations would require approximately 16 units to be built.



Section 2:
Changes to the Zoning Maps

Sites #7:

Total Area: 5,542 sq. ft.

Current Zoning: R2ad

Current Comprehensive Plan Designation: R2ad

Recommended Zone and Comprehensive Designation: CSd

Commentary

Past neighborhood studies have called for defining a clear southern entrance into the Denver Avenue Business District. To address this the public review draft proposed continuing the CS zoning along Denver Avenue south one half block to Watts Street. However, the Portland Landmarks Commission is concerned that re-zoning the apartment building on the west side of the street to commercial may increase the likelihood that it be cleared and redeveloped. To respond to this concern the Bureau of Planning dropped the proposal to rezone this parcel to CS.

The Planning Commission is recommending the eastern parcel be zoned CS zoning for the following reasons:

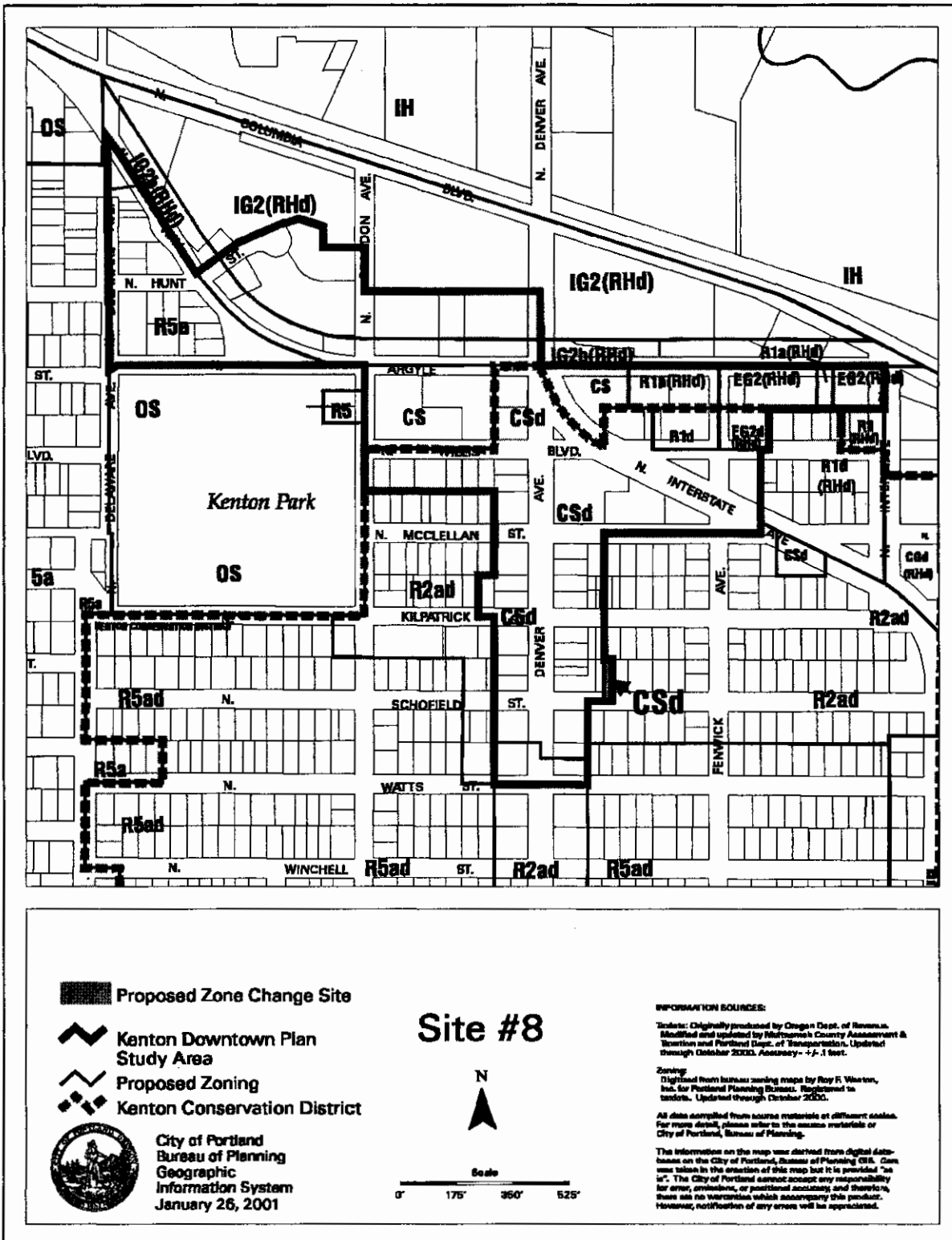
- If in the future this site is redeveloped, a complete block frontage of CS zoning would make a more attractive site for commercial development. This new development could be designed to provide a "gateway" into the Denver Avenue Business District.
- This site has split zoning; the northern half is CS and the southern half is R2a. The site is owned by Mackin and Sons Automobile Repair and is currently being used for vehicle repair. Split zoning is difficult to administer for property owners as well as city staff. When feasible, the city tries to eliminate split zoned sites.

Miscellaneous Development Information

Maximum Height: The maximum height in CS is 45 ft.

Maximum Density: Maximum density is controlled by the Floor Area Ratio (FAR). The CS zone has a FAR of 3 to 1.

Building Coverage: The CS zone has a minimum coverage requirement of 50% of the site. There is no maximum building coverage; the building may cover the entire site.



Section 2:
Changes to the Zoning Maps

Sites #8:

Total Area: 2,500 sq. ft.

Current Zoning: R2ad

Current Comprehensive Plan Designation: R2ad

Recommended Zone and Comprehensive Designation: CSd

Commentary

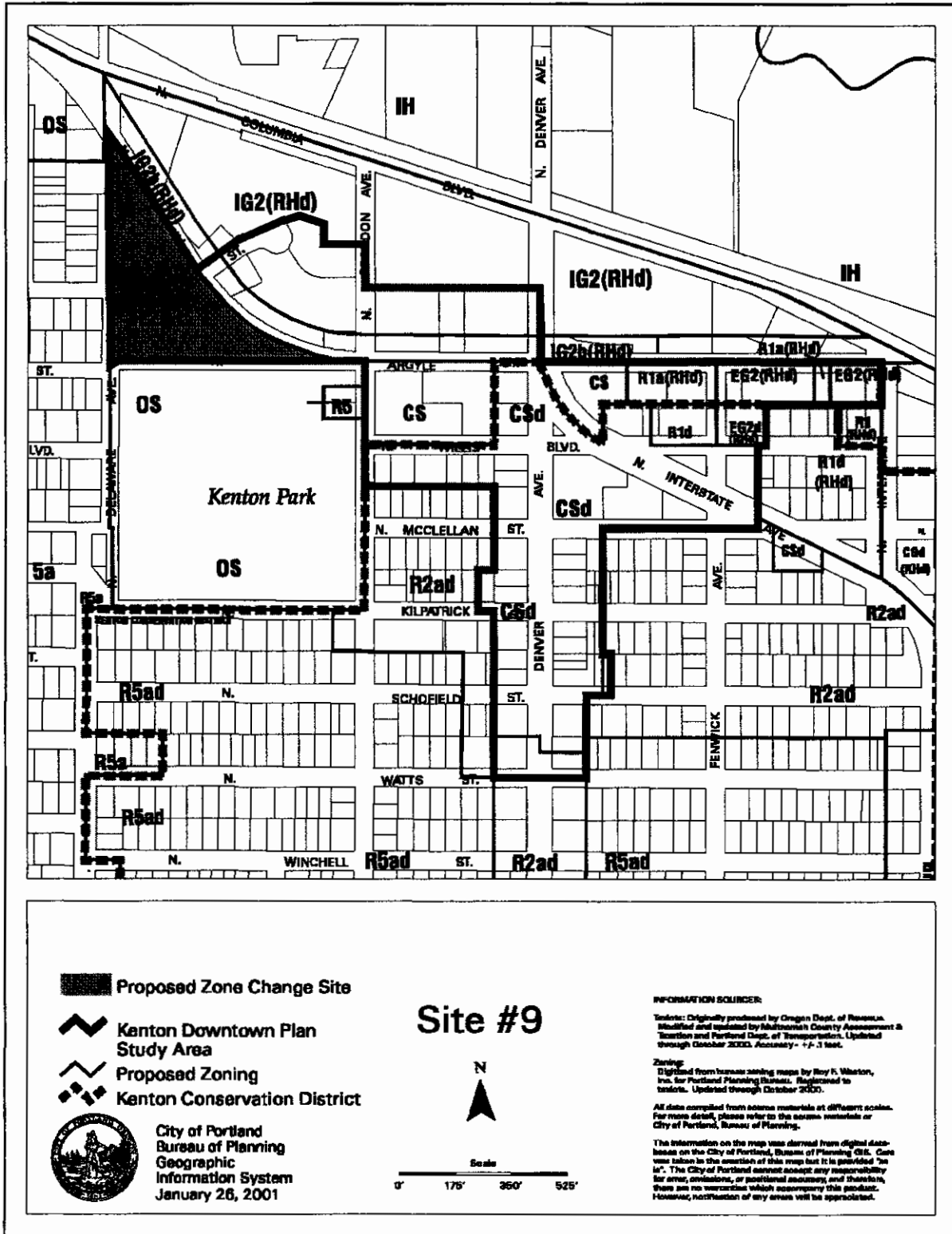
Larry Mackin, owner of Mackin and Sons Automotive, requested that the neighborhood consider adding the following zoning amendment as part of the *Kenton Downtown Plan*.

Amendment: Change the property identified on the opposite page (plus the 5,000 sq. ft. lot to the east) from Residential 2,000 (R2ad) to Storefront Commercial (CSd).

Both parcels are under the same ownership. The eastern lot contains a detached single dwelling house that is a contributing historic resource in the Kenton Conservation District. The western lot is being used as a garden, accessory to the house. This property is directly east of property Mackin and Sons currently owns. Mackin and Sons has 30 employees. If they were able to acquire the land they would like to move the existing house and build a parking lot for their employees and patrons. This request addresses complaints the business has received about the amount of on-street parking their employees and patrons use on the neighborhood streets.

The Planning Commission is recommending to extend CS zoning 2,500 ft. on the western lot. This will eliminate a split zoning lot. However, the commission supported the Bureau of Planning's recommendation to not rezone the eastern lot with the house for the following reasons:

- The house is a contributing resource in the Kenton Conservation District. The Landmarks Commission does not support this zone change on the house.
- Although parking behind the commercial buildings is preferable to parking that fronts on Denver Avenue, this is not a long term solution to the parking problems on Denver Avenue. A comprehensive look at the zoning patterns behind the commercial buildings should happen as part of the effort to open up access behind the commercial buildings.
- The neighborhood was not in agreement. Some thought it was okay while others questioned the precedent of expanding commercial uses into the neighborhood and the negative impacts that may result.
- The recommended use restrictions of the Kenton plan district, if adopted, would make auto repair uses prohibited. This zone change would be encouraging a prohibited business to expand.



Section 2:
Changes to the Zoning Maps

Site #9

Total Area: 96, 700 sq. ft.

Current Zoning: R5a

Current Comprehensive Plan Designation: R5a

Recommended Zone and Comprehensive Designation: R2ad

Commentary

Russell Espedel, the property owner of much of this area, requested at the August 23rd community meeting that the neighborhood consider allowing rowhouses in this area. There was general support for this proposal at this meeting. However, people expressed concerns about what the possible new development would look like from Kenton Park. It was decided that if this area was to be re-zoned it should be required to have design review like the rest of the Kenton plan district.

The Planning Commission is proposing R2d zoning for the following reasons:

- The R2 zone would allow this site to be developed with rowhouses or garden apartments. These types of housing would be a transition from the proposed R1 zoning to the northwest and the single dwelling houses to the west.
- The location and topography of this site would reduce the negative impacts on surrounding lower density housing, such as blocking light and views and reducing privacy. The site slopes down away from the single dwelling housing on the west side of Delaware Avenue. Kenton Park is to the south of the site.
- Future housing on this site would have close proximity to the light rail station, Kenton Park, and the Denver Avenue Business District.
- Rezoning this site to R2 will comply with the *Kenton Neighborhood Plan* which calls for: "Reinforcing the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district."
- Rezoning this site will support transportation and land use policies that call for the city to consider creating transit supportive densities at locations within one-half mile of light rail transit stations. The proposed light rail station on Interstate would be within one-half mile of this site.

Miscellaneous Development Information

Maximum Height: Maximum height of R2 is 40 ft.

Maximum Density: Maximum density of R2 is 1 unit per 2,000 sq. ft. of site area. If this entire site was developed approximately 48 units could be built. However, that is very unlikely given the topography and ownership pattern of the area.

Minimum Density: There is no minimum density in the R2 zone.

Section 3:

Kenton Plan District Regulations

What is a Plan District?

Every site is designated with a base zone that has development and use standards. *Use standards* regulate what uses are allowed on the site. *Development standards* regulate how the buildings and site may be built. They include such things as building height, setbacks, and lot coverage.

Sometimes the use and/or development standards of the base zone are not enough to ensure that future development in an area achieves a desired character. In these cases, a line can be drawn to delineate the area, and a “plan district” created. A plan district is a set of special zoning regulations that address issues that are distinct to a specific geographic area. Plan districts may either add restrictions to base zone requirements or relieve an area from the restrictions of the base zone. Plan districts are included in the 500 series of chapters in the city’s zoning code.

Summary of the Kenton Plan District Regulations

To ensure that development in the *Kenton Downtown Plan* study area implements the goals of the plan, a Kenton plan district has been created for this area. Below is a list of the use restrictions and development standards for the Kenton plan district. The use regulations encourage retail by restricting industrial and auto-oriented uses. The development standards ensure that new development is compatible with the historic character of buildings in the area. Together they ensure that buildings are designed to create pleasant environments for pedestrians shopping and using the light rail station.

Use Restrictions

1. Prohibit Wholesale Sales
2. Prohibit Vehicle Repair
3. Prohibit Vehicle Sales or Leasing
4. Limit Manufacturing/Production to 3,000 Square Feet

Development Standards

5. Prohibit Drive-Through Facilities
6. Maximum Building Heights
7. Floor Area Ratios (FAR)
8. Required Building Lines
9. Active Building Use Areas
10. Parking Access Restricted Frontages
11. Required Design Review

CHAPTER 33.538

KENTON DOWNTOWN PLAN

To create a Kenton plan district a new chapter, 33.358 Kenton Plan District, will be added to Title 33, *Portland Zoning Code*. There are also changes to 33.218, Community Design Standards, which will make the standards appropriate for use in the Kenton plan district.

How to Read this Section

Odd-numbered pages show zoning code language with adopted changes. Language added to the zoning code is underlined (example). Language deleted is shown in strikethrough (~~example~~). Chapter 33.538, Kenton Plan District, is a new chapter. For ease of readability the language is not underlined.

Even-numbered pages contain staff commentary on the adopted changes.

General

33.358.010 Purpose

The purpose statement explains the intent of the plan district regulations. It is important that the intended outcome of the regulations are clearly described for two reasons. First, in order for a project to receive an adjustment to a standard, the applicant must demonstrate that the project will equally or better meet the purpose of the standard to be modified. Also, the purpose statement provides the basis for future evaluation of the regulation.

The regulations of the Kenton plan district help implement ideas generated in past neighborhood studies to revitalize the Denver Avenue Businesses District as a vital retail corridor. The regulations will guide the type and design of new development around the light rail station at Interstate and Denver Avenues and ensure that new development is compatible with the historic characteristics of the neighborhood.

33.358.020 Where These Regulations Apply

These regulations apply within the boundaries of the Kenton plan district on map 358-1.

Section 3:
Kenton Plan District Regulations

THIS IS A NEW CHAPTER.
FOR EASE OF READABILITY, TEXT IS NOT UNDERLINED.

CHAPTER 33.538
KENTON PLAN DISTRICT

Sections:

General

33.538.010 Purpose

33.538.020 Where These Regulations Apply

Use Regulations

33.538.100 Prohibited Uses

33.538.110 Limited Uses

Development Standards

33.538.200 Drive-Through Facilities

33.538.210 Maximum Building Height

33.538.220 Floor Area Ratio

33.538.230 Required Building Lines

33.538.240 Active Use Areas

33.538.250 Parking Access Restricted Streets

33.538.260 Required Design Review

Map 538-1 Kenton Plan District

Map 538-2 Maximum Building Heights

Map 538-3 Floor Area Ratio

Map 538-4 Required Building Lines

Map 538-5 Active Building Use Areas

Map 538-6 Parking Access Restricted Streets

General

33.538.010 Purpose

The Kenton plan district use regulations foster a vital retail corridor along Denver Avenue. The Kenton plan district development standards ensure that the design of new buildings, and modifications to existing buildings, are compatible with the historic character of the area. These regulations also ensure a pleasant, safe and efficient environment for pedestrians along the Denver Avenue commercial corridor and near the light rail station. Together, these regulations:

- Enhance the commercial character along Denver Avenue by restricting industrial uses;
- Discourage auto-oriented uses and development; and
- Encourage retail uses in the historic storefront buildings along Denver Avenue.

33.538.020 Where These Regulations Apply

The regulations of this chapter apply in the Kenton plan district. The boundaries of the plan district are shown on Map 538-1 at the end of this chapter, and on the Official Zoning Maps.

Use Regulations

Special use regulations in the Kenton plan district are needed to support retail uses on Denver Avenue and to encourage uses that enhance the pedestrian environment. Currently, the area has many vacant and underutilized buildings. Land intensive uses, such as light manufacturing, warehouse sales, and vehicle repair have replaced the original retail uses as the most dominant uses in the area.

In the *Kenton Downtown Plan—Public Review Draft* the Kenton Neighborhood Association supported a provision that prohibited all uses except retail on the ground floor of the buildings in the plan district that faced Denver Avenue. This builds on the theory that, like a retail shopping mall, there needs to be a critical mass of retail to support each other. This provision would give certainty to prospective retail businesses that other retail uses, rather than office or light manufacturing uses, would be coming into the area.

This proposal was met with neighborhood opposition, particularly among the business owners along Denver Avenue. After discussing it with the neighborhood and the project's Technical Advisory Committee, the Bureau of Planning dropped the "retail only on the ground floor" provision in their recommendations to the Planning Commission. Instead, the Bureau of Planning recommended limiting the size of manufacturing uses and prohibiting other industrial and auto-oriented uses that are not supportive to a retail corridor.

The Planning Commission did not make any amendments to the Bureau of Planning's proposed regulations for a Kenton plan district. The Planning Commission had a discussion on what would be the best strategy for encouraging retail on Denver Avenue. They supported the Bureau of Planning's proposed restrictions on industrial and auto-oriented uses and made the following additional recommendations. These additional recommendations are reflected in the action chart on pages 20 and 21 of this document. The City Council adopted the Planning Commission's recommendations without revisions.

1. Because retail uses are difficult to recruit and even more difficult to maintain, the Planning Commission discussed the importance of having a business manager. The commission was not comfortable with having the Kenton neighborhood be the only implementer on the action item that calls for a business manager. They encouraged staff to recruit other city agencies, such as the Portland Development Commission, to help the neighborhood find funds to implement this action item. (See action item #13)
2. The Planning Commission acknowledged that light rail construction will be hard on retail uses along Denver Avenue and recommended adding an action item to address this issue. (See action item #14)
3. The Planning Commission also directed staff to monitor this area and to report back with an evaluation of the success of the plan district regulations to facilitate a retail corridor after the regulations have been in effect for three years. This could provide an opportunity to revisit the "retail only on ground floor" idea. (See action item #9)

Section 3:
Kenton Plan District Regulations

Use Regulations

33.538.100 Prohibited Uses

A. Wholesale sales

Wholesale Sales firms that are involved in the sale, lease, or rent of products primarily intended for industrial, institutional, or commercial businesses will be prohibited in the Kenton plan district.

Currently, Wholesale Sales uses are allowed as a limited use in the CS zone. Individual businesses can be up to 10,000 sq. ft. of floor area, exclusive of parking. Wholesales Sales uses are not allowed in residential zones.

Why prohibit Wholesale Sales uses in the Kenton plan district?

- Wholesale Sales uses do not reinforce this part of Denver Avenue as a retail corridor. Generally, they do not have active ground floor uses that support a retail environment.
- The Wholesale Sale uses along Denver Avenue are 10,000 sq. ft. or less. The existing limitation of industrial uses in the CS zone does not adequately protect the commercial character.
- Wholesale Sales uses do not take advantage of the increased activity that the proposed light rail station can bring to the Kenton downtown area.
- There are other areas near the Kenton plan district that allow Wholesale Sales that are more appropriate locations.

Section 3:
Kenton Plan District Regulations

33.538.100 Prohibited Uses

The following uses are prohibited:

- A. Wholesale Sales;

B. Vehicle Repair

Vehicle repair businesses that service passenger vehicles, light and medium trucks, and other consumer motor vehicles such as motorcycles, boats, and RVs will be prohibited in the Kenton plan district.

Vehicle Repair is allowed in the CS zone. Vehicle Repair is not allowed in residential zones.

Why prohibit Vehicle Repair uses in the Kenton plan district?

- Vehicle Repair uses do not reinforce the Denver Avenue Business District as a retail corridor.
- Vehicle Repair uses devote much of their site to parking and storage of vehicles. Generally, they are low intensity uses that are not appropriate near a light rail station.
- Vehicle Repair uses do not take advantage of the increased pedestrian activity that the proposed light rail station can bring to the Kenton downtown area.
- There are other areas near the Kenton plan district that allow vehicle repair that are more appropriate auto-oriented business locations.
- In other areas of the city, Vehicle Repair has been restricted around light rail stations to reinforce the use of public transit systems (e.g., Central City Downtown and Goose Hollow subdistricts, and the Hollywood plan district).

Section 3:
Kenton Plan District Regulations

33.538.100 Prohibited Uses (continued)

B. Vehicle Repair; and

C. Vehicle Sales or Leasing

Vehicle sales or leasing of consumer vehicles including passenger vehicles, motorcycles, light and medium trucks, and RVs, will be prohibited in the Kenton plan district.

Vehicle Sales or Leasing uses are allowed in all zones and situations that allow Retail Sales and Service. Retail Sales and Service uses are allowed in the CS zone. Limited Retail Sales and Service uses are allowed under certain circumstances in new multidwelling developments in the RX and RH zones. They are not allowed in any other residential zones.

Why prohibit Vehicle Sales or Leasing uses in the Kenton plan district?

- Vehicle Sales or Leasing uses do not reinforce Denver Avenue as a retail corridor.
- Vehicle Sales or Leasing uses devote much of their site to parking and storage of vehicles. Generally, they are low intensity uses that are not appropriate near a light rail station.
- Vehicle Sales or Leasing uses do not take advantage of the increased activity that the proposed light rail station can bring to the Kenton downtown area.
- There are other areas near the Kenton plan district that allow Vehicle Sales or Leasing uses that are more appropriate auto-oriented business locations.
- In other areas of the city, Vehicle Sales or Leasing has been restricted around light rail stations to reinforce the use of public transit systems (e.g., Central City Downtown and Goose Hollow subdistricts, and the Hollywood plan district).

Section 3:
Kenton Plan District Regulations

33.538.100 Prohibited Uses (continued)

C. Vehicle Sales or Leasing.

33.538.110 Limited Uses

Manufacturing and Production firms involved in the manufacturing, processing, fabrication, packaging, or assembly of goods will be limited to 3,000 sq. ft. in the Kenton plan district.

Manufacturing and Production uses are allowed as a limited use in the CS zone. Individual businesses are limited to 10,000 sq. ft. of floor area, exclusive of parking. Manufacturing and Production uses are not allowed in residential zones.

Why limit the size of Manufacturing/Production uses in the Kenton plan district?

- Large Manufacturing and Production uses do not reinforce the Denver Avenue Business District as a retail corridor.
- Many of the manufacturing business along Denver Avenue are 10,000 sq. ft. or less. The existing limitation of industrial uses in the CS zone does not adequately protect the commercial character.
- Manufacturing and Production uses that are 3,000 sq. ft. or less can be compatible with the storefront character of a retail street. An example of a manufacturing and production use that meets this limitation is All Seasons Rolling Shutters on Denver Avenue. This business has a small show room in the front with windows facing Denver Avenue; manufacturing activity is in the back. This limitation would allow artists and other small manufacturing uses that could add interest to the street.
- Large Manufacturing and Production uses do not take advantage of the increased activity that the proposed light rail station can bring to the Kenton downtown area.
- There are other areas near the Kenton plan district that allow Manufacturing and Production uses that are more appropriate locations.

Section 3:
Kenton Plan District Regulations

33.538.110 Limited Uses

Individual Manufacturing and Production uses are limited to 3,000 square feet of floor area exclusive of parking area.

Development Standards

33.538.200 Drive-Through Facilities

Drive-through facilities will be prohibited in the Kenton plan district.

Drive-through facilities are regulated by the *Zoning Code*, chapter 33.224. Drive-through facilities are a type of site development that is usually found in conjunction with a Quick Vehicle Servicing use or a Retail Sales and Service use. The CS zone does not allow Quick Vehicle Servicing uses such as gas stations, but it does allow Retail Sales and Service uses, such as banks and fast food restaurants.

Why prohibit drive-through facilities in the Kenton plan district?

- Drive-through facilities do not reinforce the Denver Avenue Business District as a retail corridor.
- Drive-through facilities create auto-oriented development that deters pedestrian activities. To provide ample space for drive-through lanes and maneuvering within the site, drive-through facilities cause buildings to be set far back from the street.
- Drive-through facilities promote an inefficient use of land because they require a significant amount of space for vehicle maneuvering and queuing.
- There are other areas near the Kenton plan district that allow drive-through facilities that are more appropriate auto-oriented business locations.
- In other areas of the city, drive-through facilities have been restricted around light rail stations to reinforce the use of public transit systems (e.g., Central City Downtown and Goose Hollow, and University District, and the Hollywood plan district).

Section 3:
Kenton Plan District Regulations

Development Standards

33.538.200 Drive-Through Facilities

Drive-through facilities are prohibited.

33.538.210 Maximum Building Height

There are two sites in the Kenton plan district with special maximum building height regulations:

1. The western portion of the block bounded by Argyle, Willis, and Brandon is a key re-development site in the Kenton plan district. Past neighborhood studies have called for a grocery store on the eastern half of the block and structured parking with housing above on the western portion. To make this development scenario possible and to increase the overall development flexibility of the site, the Planning Commission recommends increasing the maximum height from 45 ft. to 65 ft.
2. On the RX zoned site north of Argyle, the height has been reduced from 100 ft. to 55 ft. in the portion of the site that is within 35 ft. of Denver Avenue. Reducing the height on this portion of the site will ensure that new development is more compatible with the existing pattern of one to three story buildings along Denver Avenue.

33.538.220 Floor Area Ratios (FAR)

The floor area ratio is the amount of floor area in relation to the amount of site area, expressed in square feet. For example, a floor area ratio of 2 to 1 means two square feet of floor area for every one square foot of site area. Floor area ratios control the bulk and scale of buildings as well as the intensity of uses on a site.

The Kenton plan district has several special floor area ratios in sites identified on Map 358-3. Where a minimum or maximum FAR is not specified, the regulations of the base zone apply.

- **Maximum FARs.** The plan recommends increasing the maximum FARs from 4 to 1 to 6 to 1 on the recommended RX zoned sites. This will allow more flexibility and encourage more intensity around the light rail station. These RX zones do not need special minimum FARs because they have base zone minimum density requirements that will ensure a minimum amount of bulk and intensity.

The plan also includes a recommendation to increase the maximum FAR, from 3 to 1 to 4 to 1, on the western portion of the block bound by Argyle, Willis, and Brandon. This will increase design flexibility and facilitate greater utilization of the increased height that is allowed on this site.

- **Minimum FARs.** A minimum floor area ratio is recommended along the Denver Avenue Business District to ensure a compatible level of intensity and scale with the character of the existing buildings. In order to ensure a minimum bulk and scale of new buildings, minimum FARs are often used in commercial zones where there are no minimum density requirements.

Section 3:
Kenton Plan District Regulations

33.538.210 Maximum Building Height

Maximum building heights are shown on Map 538-2.

33.538.220 Floor Area Ratios

- A. Purpose.** The minimum floor area ratio requirements ensure a level of development along Denver Avenue that is compatible with the existing buildings. The maximum floor area ratio requirements, which allow higher FARs, encourage increased intensity near the light rail station.
- B. Where these regulations apply.** These regulations apply to new development or additions of floor area to the site.
- C. Regulation.** Minimum and maximum floor area ratios are shown on Map 538-3.

33.538.230 Required Building Lines

A. Purpose

Required building line regulations are intended to enhance the pedestrian environment by bringing building walls up to the sidewalk and requiring the walls to be a minimum height of 25 ft.

B. Where These Regulations Apply

The building line standards apply to the frontages identified on map 538-4.

C. Building Line Standards

There are two building line standards; zero setback standard and pedestrian amenities standard.

1. Zero Setback Standard

On frontages designated for the zero setback standard, buildings must be built right up to the property line (zero setback) for the entire length of the building. (There is an allowance for main entrances to be set back.) This standard has been applied to the Denver Avenue Business District to ensure that new development will not disrupt the existing pattern of buildings built close to the sidewalk. By requiring building walls along Denver Avenue to be at least 25 ft. high, this standard also ensures that building heights are compatible with the existing one to three story buildings along Denver Avenue.

2. Pedestrian Amenities Standard

The pedestrian amenities standard has been applied in areas likely to be redeveloped. This standard allows a portion of the building to be set back up to 10 ft. from the street lot line if the area between the building and the sidewalk has pedestrian amenities. This standard will work with the Active Building Use Areas regulations to ensure that new development enhances the pedestrian environment and is compatible with the storefront character of many of the existing buildings in the Denver Avenue Business District.

Section 3:
Kenton Plan District Regulations

33.538.230 Required Building Lines

- A. Purpose.** These regulations ensure a lively and attractive pedestrian environment with buildings that are compatible with the historic storefront buildings. They ensure that ground level uses are near the sidewalk.
- B. Where these regulations apply.** These regulations apply to site frontages shown on Map 538-4.
- C. Building line standards.** Exterior walls of buildings designed to meet these requirements must be at least 25 feet high.
 - 1. Zero setback standard. On frontages designated for the zero setback standard, buildings must extend to the street lot line for the entire lot frontage except that up to 10 feet of the length of the building may be set back up to 10 feet from the street lot line to accommodate the main entrance.
 - 2. Pedestrian amenities standard. On frontages designated for the pedestrian amenities standard, buildings must extend to the street lot line for at least 75 percent of the lot frontage. Up to 25 percent of the building may be set back up to 10 feet from the street lot line. The space between the building and the street lot line must be designed as an extension of the sidewalk and committed to active uses such as sidewalk cafes, vendor's stands, or developed as "stopping places."

33.538.240 Active Building Areas

A. Purpose

These regulations are intended to reinforce the continuity of pedestrian-active ground-level building uses. Applying a regulation that encourages active building uses on the ground floor will encourage new development that enhances the pedestrian environment and is compatible with the storefront character of many of the existing buildings in the Denver Avenue Business District.

B. Where These Regulations Apply

These regulations have been applied in the areas that are most likely to be redeveloped based on the current characteristics on the site and their close proximity to the planned light rail station. These sites are shown on Map 538-5.

C. Active Building Use Areas Required

These standards are the same standards that were recently adopted for the Hollywood plan district. They are a modified version of the Central City Active Building Use Area standard, which requires that new buildings be designed to accommodate lobbies, retail, residential, commercial, or office. This regulation does not REQUIRE these uses.

33.538.250 Parking Access Restricted Frontages

A. Purpose

Restricting parking access on certain frontages in the Kenton plan district will reduce the impact of the automobile and create a more pleasant environment for pedestrians. These regulations are applied to ensure the most efficient parking access with the least negative impact on the pedestrian. Restricting parking access on Denver Avenue will protect the existing pattern of no mid-block curb cuts and preserve on-street parking spaces.

B. Parking Access Restricted Frontages

Curb cuts are not allowed on frontages with parking access restrictions. This standard is adjustable.

Section 3:
Kenton Plan District Regulations

33.538.240 Active Building Use Areas

- A. Purpose.** These regulations work with the Required Building Line standard to ensure a lively and attractive pedestrian environment with buildings that are compatible with the existing historic storefront buildings. These regulations ensure the continuity of active ground uses which reinforce the relationship of uses within a building and the sidewalk.
- B. Where these regulations apply.** These regulations apply to new development along frontages shown on Map 538-5.
- C. Active building use area required.** Buildings must be designed and constructed to accommodate active uses, such as lobbies, residential, retail, commercial, or office. This standard must be met along at least 50 percent of the ground floor of walls along the frontages shown on Map 538-5.

Areas designed to accommodate active building uses must meet the following standards:

1. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;
2. The area must be at least 25 feet deep, measured from the street frontage wall;
3. The area may be designed to accommodate a single tenant or multiple tenants;
4. The street frontage wall must include windows and doors; and
5. Parking is not allowed in the active building use areas.

33.538.250 Parking Access Restricted Frontages

- A. Purpose.** This regulation preserves on-street parking, while reducing the impact of automobiles. It creates a safer, more attractive environment for pedestrians. On Denver Avenue this regulation protects the existing historic pattern of no mid-block curb cuts.
- B. Parking access restricted.** Motor vehicle access to a vehicle area or structure is not allowed through a frontage shown on Map 538-6.

33.538.260 Required Design Review

A. Purpose

These regulations require design review in the Kenton plan district using the two-track system of community design standards or community design guidelines. (Note: If a Kenton National Register District is designated on Denver Avenue these properties will be required to go through design review and will not have the option to use the community design standards.) Currently, properties in the Kenton Conservation District have this system of design review. Extending design review requirements outside of the conservation district ensures that the development on key sites in the *Kenton Downtown Plan* will be of high quality and compatible with the historic character of the area.

B. Where These Regulations Apply

Design review will be required for all properties in the Kenton plan district. There are three ways a property would have to require design or historic design review.

- Currently, properties in the Kenton Conservation District have a design overlay zone. The recommended plan district regulations will not change this requirement.
- In the areas recommended for RX zoning the design overlay zone must be applied to comply with the *Portland Comprehensive Plan*.
- The remainder of the area in the Kenton plan district, outside of the Kenton Conservation District and not zoned RX, will also be subject to design review.

C. When the Community Design Standards May Be Used

Unless excluded by subsection D. or Table 538-1, all properties in the Kenton plan district may use the community design standards. (If a Kenton National Register District is designated on Denver Avenue these properties will not have the option to use the community design standards.)

D. When the Community Design Standards May Not Be Used

This language is similar to the base zone regulations (section 33.420.060), except that the conditions have been altered to reflect House Bill 2774 that requires that all residential or mixed-use developments that include housing must have the option of using objective standards in the design review process.

Section 3:
Kenton Plan District Regulations

33.538.260 Required Design Review

- A. Purpose.** These regulations ensure attractive, quality design and a pleasant pedestrian environment in the plan district. They also promote a relationship between new development and the historic commercial buildings along Denver Avenue. Finally, the regulations ensure design quality and compatibility of character with the areas adjoining the commercial corridor.
- B. Where these regulations apply.** These regulations apply to new development and exterior alterations in the design overlay zone.
- C. When Community Design Standards may be used.** The Community Design Standards provide an alternative process to design review for some proposals. For some proposals, the applicant may choose to go through the design review process set out in Chapter 33.825, Design Review, or to meet the objective standards of Chapter 33.218, Community Design Standards. Proposals that do not meet the Community Design Standards—or where the applicant prefers more flexibility—must go through the design review process.

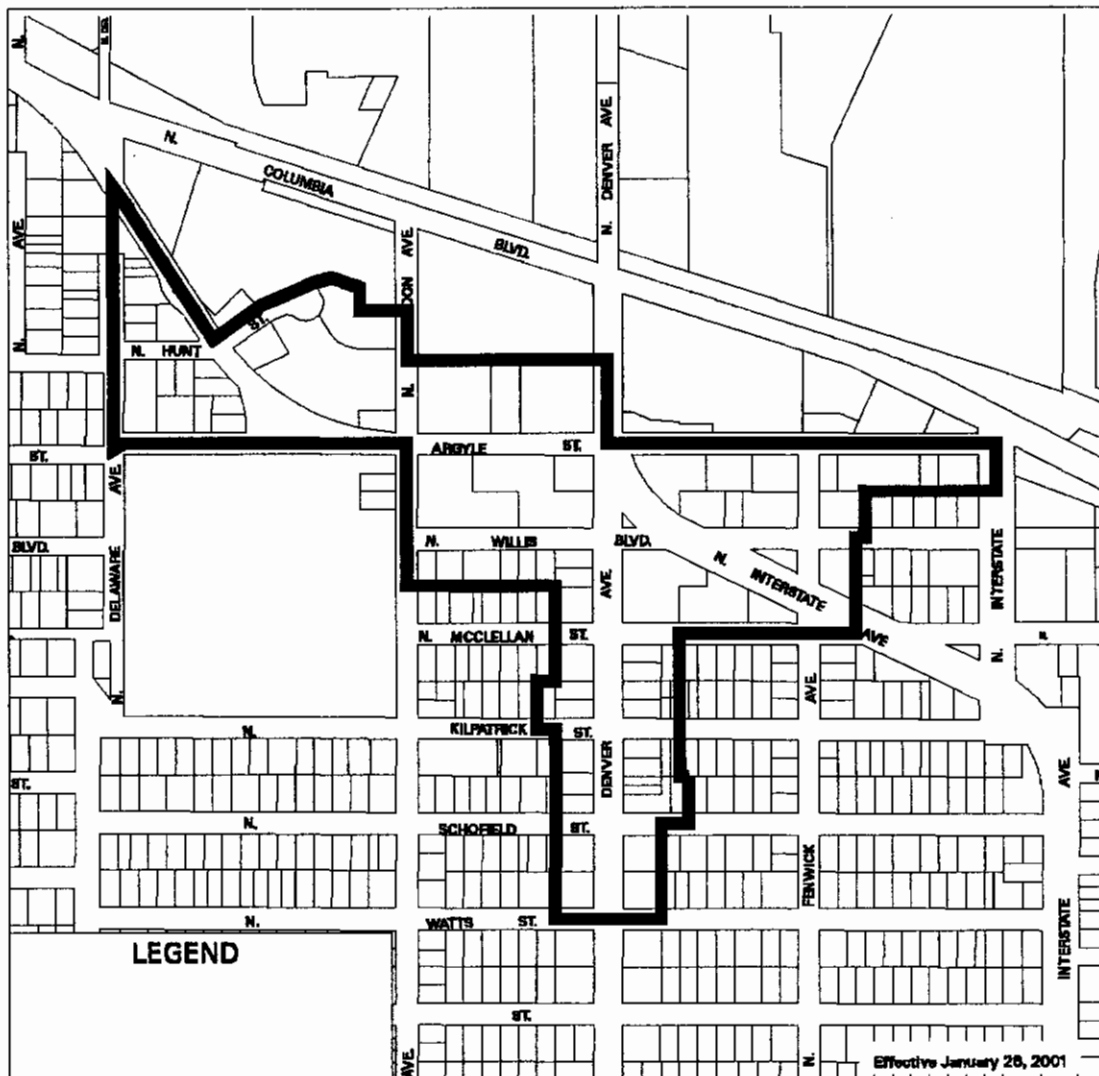
Unless excluded by Subsection D, below, proposals that are within the limits of Table 538-1 may use the Community Design Standards as an alternative to design review.

- D. When Community Design Standards may not be used.** The Community Design Standards may not be used as an alternative to design review as follows:
1. For institutional uses in residential zones, unless specifically allowed by an approved Impact Mitigation Plan or Conditional Use Master Plan; and
 2. For alterations to sites where there is a nonconforming use, unless the nonconforming use is a residential use.

Table 538-1 Maximum Limits for Use of the Community Design Standards [1]	
Zones	Maximum Limit—New Floor Area
R1, RH, RX, C & E Zones	20,000 sq. ft. of floor area
I Zones	40,000 sq. ft. of floor area
IR Zone	See institution's Impact Mitigation Plan.
Zones	Maximum Limit—Exterior Alterations [2]
All except IR	•Alterations to the street-facing facade that affect less than 50 percent of the area of the facade, regardless of the square footage of the area affected; and •Alterations to the street-facing facade that affect less than 1,500 sq. ft. of the facade, regardless of the percentage of the facade affected.
IR Zone	See institution's Impact Mitigation Plan.

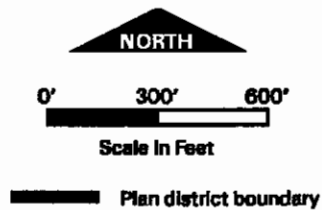
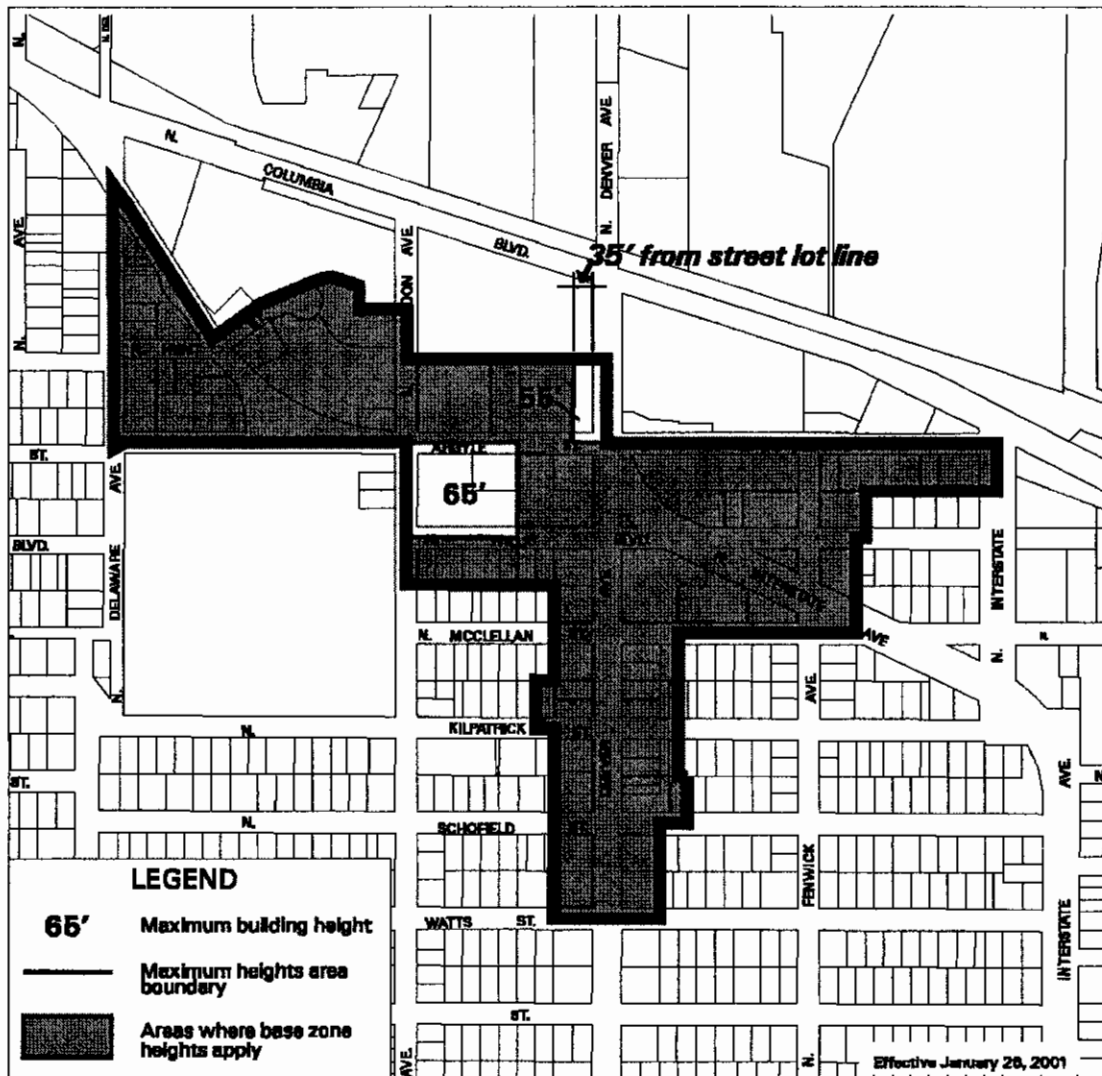
Notes:

- [1] There are no maximum limits for proposals where any of the floor area is in residential uses.
[2] Alterations to the street-facing facade that affect 50 percent or more of the area of the facade and 1,500 sq. ft. or more of the facade must go through design review.



Map 538-1 Kenton Plan District

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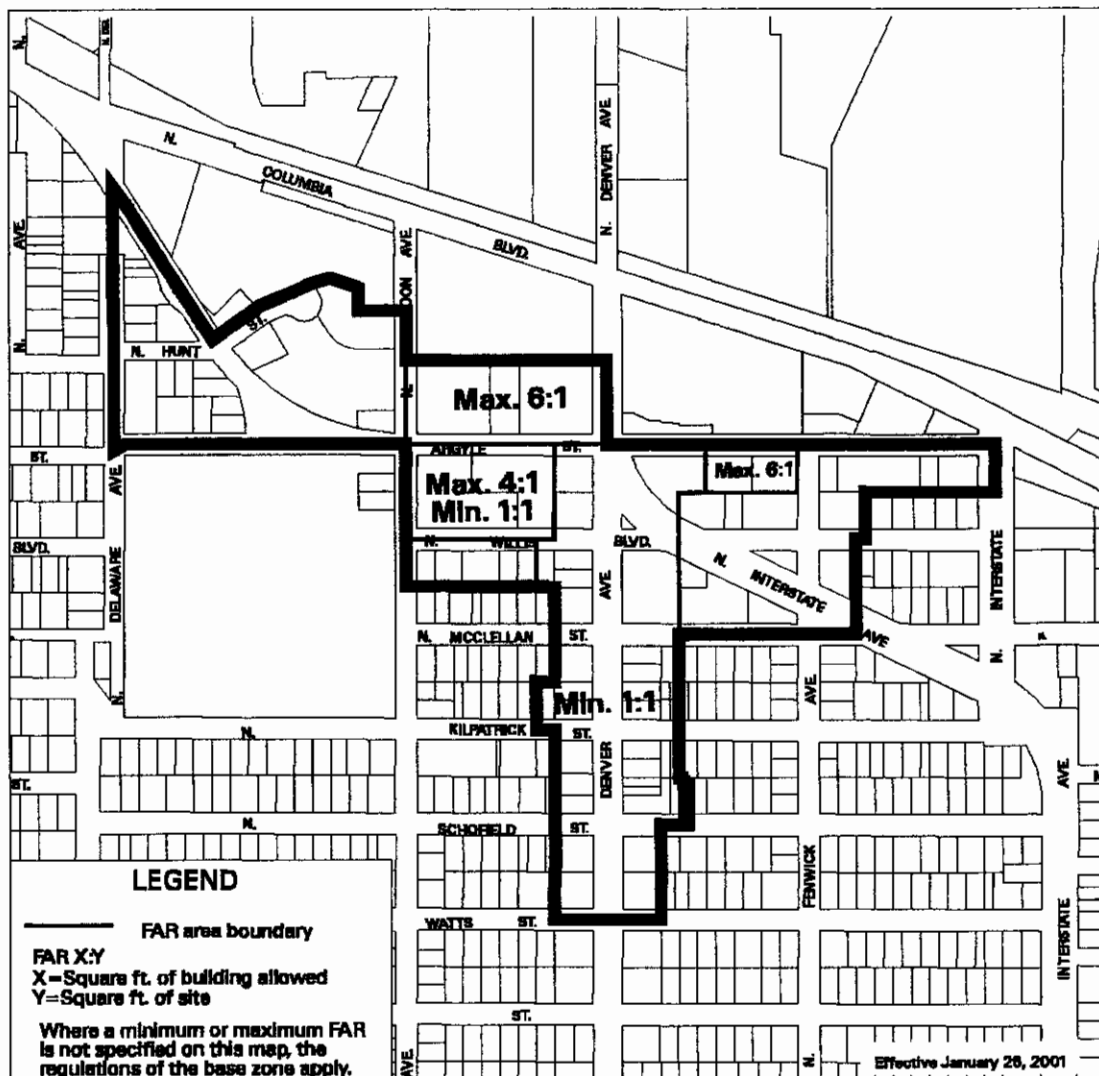


Map 538-2

Kenton Plan District

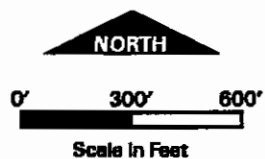
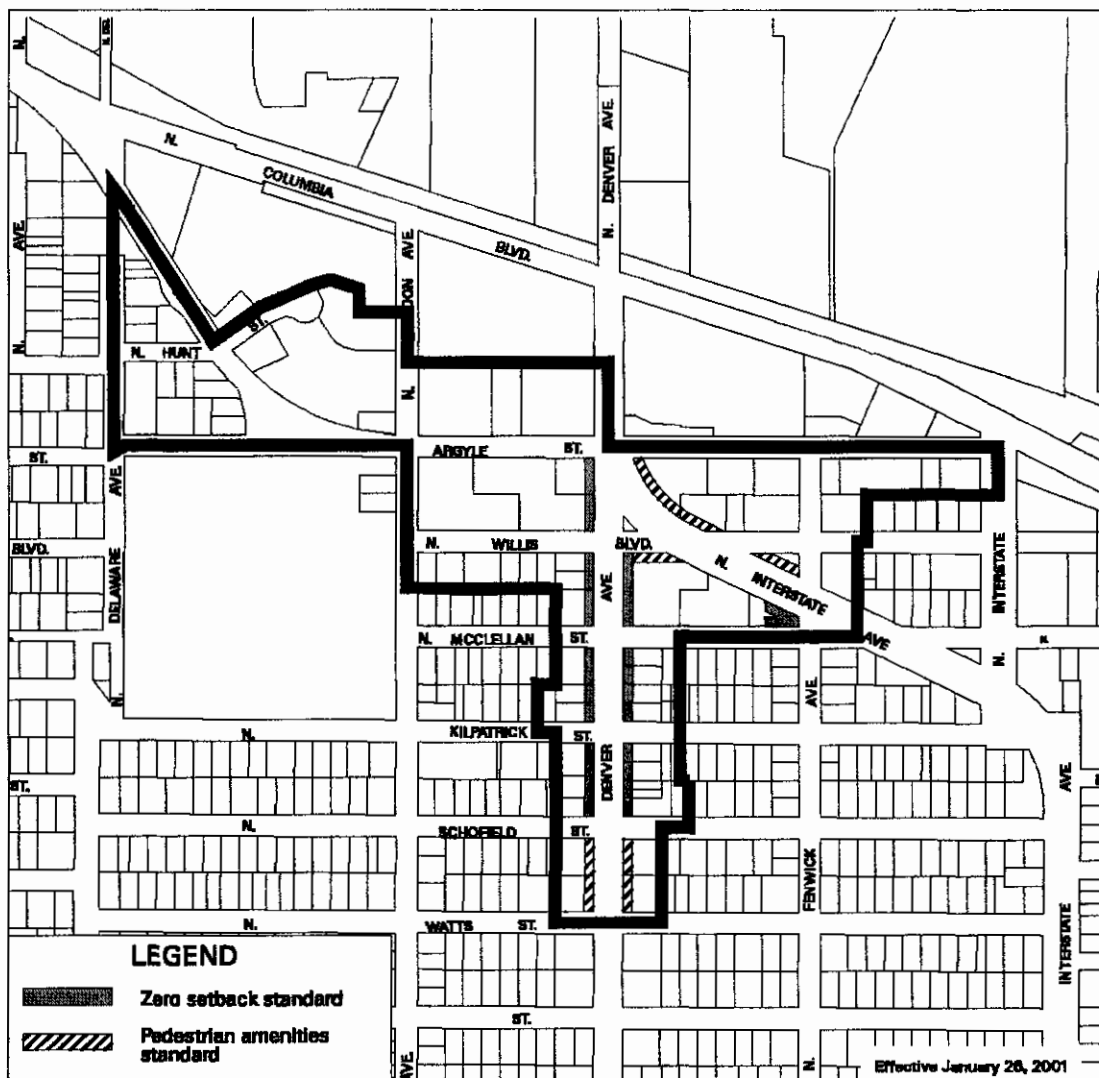
Maximum Heights

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Map 538-3 Kenton Plan District Floor Area Ratios

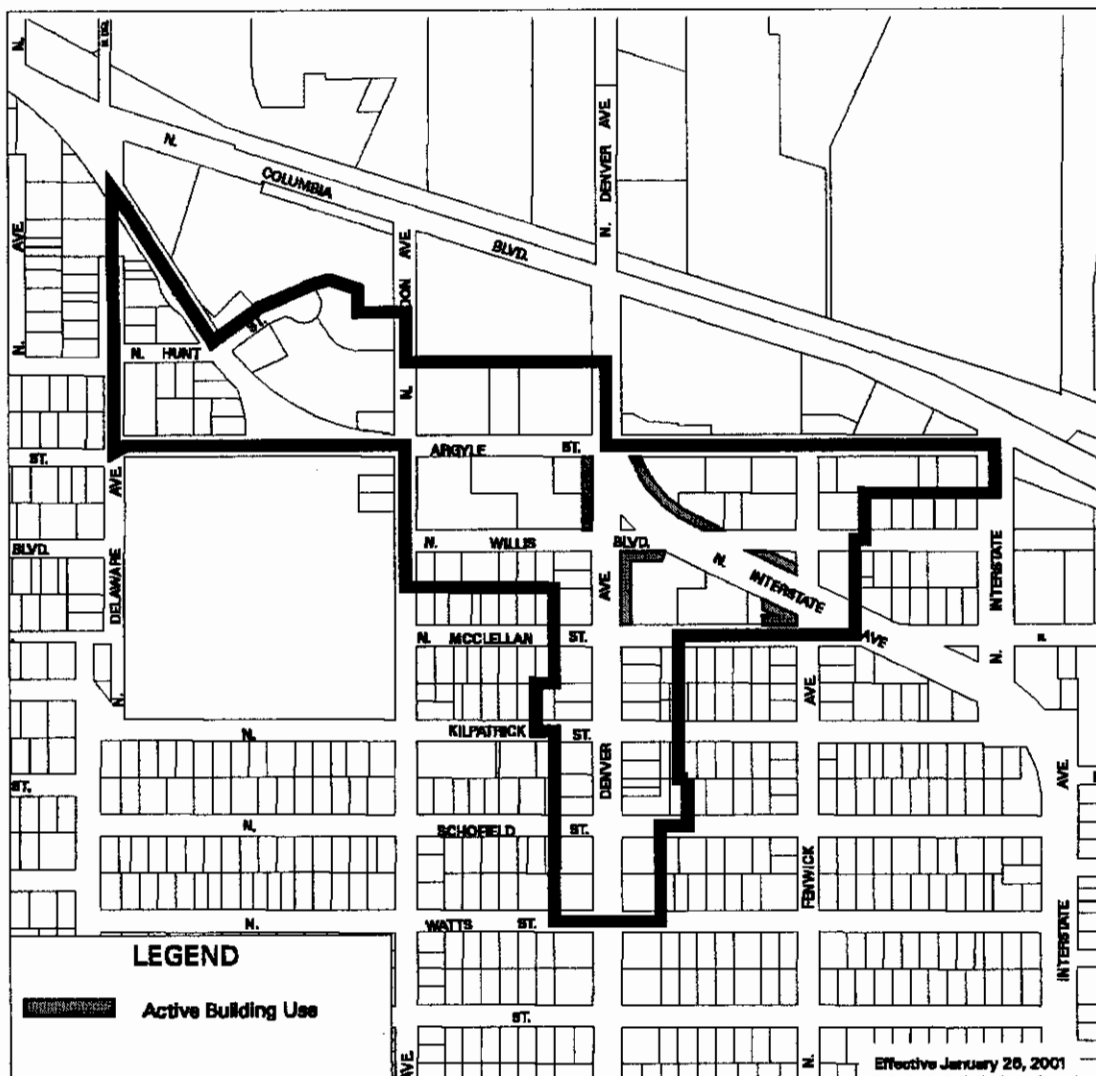
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Plan district boundary

Map 538-4 Kenton Plan District Required Building Lines

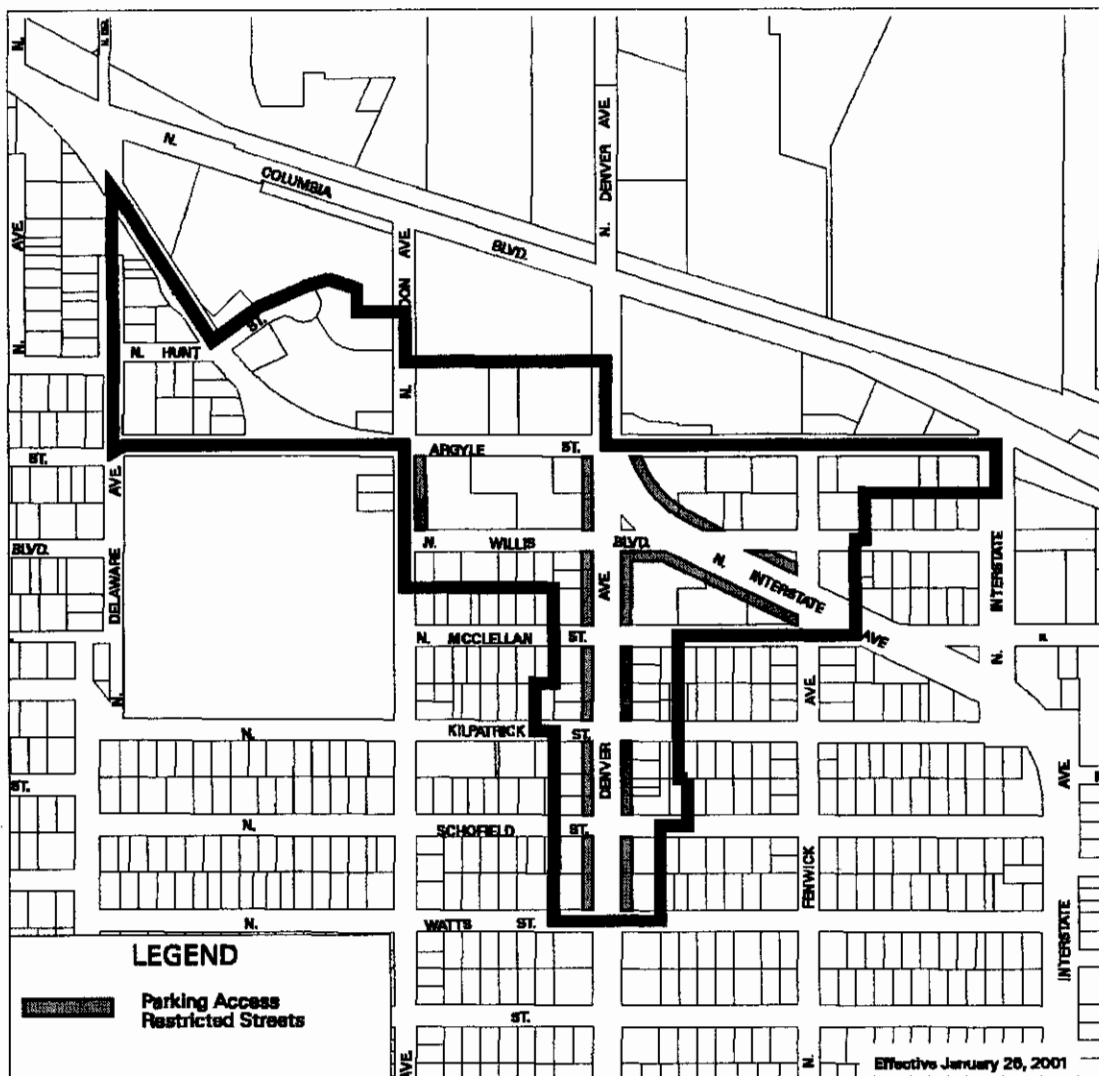
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Map 538-5

Kenton Plan District Active Building Use Areas

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Map 538-6

Kenton Plan District Frontages where Parking Access is Restricted

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Amendments to Chapter 33.218 Community Design Standards

33.218.110 Standards For Primary and Attached Accessory Structures in R3, R2, and R1 Zones

Projects in the RX zone that are entirely residential have the option to use this section.

C. Residential Buffer

The requirements of this standard are not appropriate for projects in the Kenton plan district. The required screening is not compatible with the existing character of the area.

33.218.140 Standards For All Structures in the RH, RX, C and E Zones

D. Residential Buffer

The requirements of this standard are not appropriate for projects in the Kenton plan district. The required screening is not compatible with the existing character of the area.

Section 3:
Kenton Plan District Regulations

**CHAPTER 33.218
COMMUNITY DESIGN STANDARDS**

33.218.110 Standards for Primary and Attached Accessory Structures in R3, R2, and R1 Zones

A. through B. [No change]

C. Residential buffer. Where a site zoned RX, RH, or R1 abuts or is across a street from an RF through R2 zone, the following is required. Proposals in the Kenton plan district are exempt from this standard:

1. On sites that abut an RF through R2 zone the following must be met:
 - a. In the portion of the site within 25 feet of the lower density residential zone, the building height limits are those of the adjacent residential zone; and
 - b. A 10 foot deep area landscaped to at least the L3 standard must be provided along any lot line that abuts the lower density residential zone.
2. On sites across the street from an RF through R2 zone the following must be met:
 - a. On the portion of the site within 15 feet of the intervening street, the height limits are those of the lower density residential zone across the street; and
 - b. A 10 foot deep area landscaped to at least the L3 standard must be provided along the property line across the street from the lower density residential zone. Pedestrian and bicycle access is allowed, but may not be more than 6 feet wide.

33.218.140 Standards for All Structures in the RH, RX, C and E Zones

A. through C. [No change]

D. Residential Buffer. Where a site zoned E, C, RX, or RH abuts or is across a street from an RF through R2 zone, the following is required. Proposals in the Hollywood and Kenton plan districts, the Main Street Corridor Overlay Zone, and the Main Street Node Overlay Zone are exempt from this standard:

1. On sites that abut an RF through R2 zone the following must be met:
 - a. In the portion of the site within 25 feet of the lower density residential zone, the building height limits are those of the adjacent residential zone; and
 - b. A 10 foot deep area landscaped to at least the L3 standard must be provided along any lot line that abuts the lower density residential zone.
2. On sites across the street from an RF through R2 zone the following must be met:
 - a. On the portion of the site within 15 feet of the intervening street, the height limits are those of the lower density residential zone across the street; and
 - b. A 10 foot deep area landscaped to at least the L3 standard must be provided along the property line across the street from the lower density residential zone. Pedestrian and bicycle access is allowed, but may not be more than 6 feet wide.

Appendix A:

Summary of Past Planning in Kenton

The provisions of the *Kenton Downtown Plan* are based on the following past neighborhood planning studies.

Albina Community Plan and the Kenton Neighborhood Plan

The Kenton neighborhood participated in the development of the *Albina Community Plan* from 1989, until its adoption in 1993. As part of the *Albina Community Plan*, an individual plan for the Kenton neighborhood was developed. This plan, called the *Kenton Neighborhood Plan*, was adopted and incorporated into the *Albina Community Plan* and the *Portland Comprehensive Plan*. The neighborhood plan established policies and goals for the entire neighborhood. The plan was developed with considerable neighborhood and business input.

Kenton Action Plan

During the Albina community planning process Kenton citizens participated in a separate, but parallel, planning effort funded by the city's Neighborhood Revitalization Special Project Fund. This work resulted in the *Kenton Action Plan*, published in April 1992. The plan addresses revitalization of Kenton's business district and surrounding residential area through a comprehensive array of programs encompassing economic, youth, and livability issues. The *Kenton Action Plan* was incorporated into the *Kenton Neighborhood Plan*.

Recent Studies

In recent years the Kenton neighborhood has been successful in securing funds to facilitate neighborhood planning. Since 1997 the neighborhood has received grants from the Portland Bureau of Housing and Community Development (BHCD), Oregon Department of Transportation (ODOT), and the Portland Development Commission (PDC). The *Kenton Downtown Plan* is being partially funded by BHCD as follow-up planning work. The following page provides a summary of the most recent Kenton neighborhood studies.

- Jan. 1998 ***Economic Analysis and Preliminary Market Strategy for the Denver Avenue Development Plan***
Funded by: BHCD, Kenton Action Plan, Kenton Business and Neighborhood Associations
Prepared by: E.D. Hovee & Company
Summary: This study evaluates current and emerging market trends for the Denver Avenue Business District in the context of area demographics, economics, business activity, and future transportation system changes.
- Nov. 1998 ***Kenton Business District Revitalization Plan Executive Summary Report***
Funded by: Transportation Growth Management (TGM) Quick Response Grant, Oregon Department of Transportation
Prepared by: Crandall Arambula PC, DKS Associates, and Murase Associates
Summary: This study includes specific land use and transportation concepts that foster new commercial, residential, cultural, employment, and recreational opportunities while preserving and strengthening existing viable businesses and the historic flavor of the area. A steering committee comprised of representatives from Kenton's neighborhood and business groups was actively involved in the development of this plan. The neighborhood as a whole had opportunities to comment on the work through community workshops and meetings.
- Sept. 1999 ***Kenton Area Station Development Framework***
Funded by: Portland Development Commission (PDC)
Prepared by: Crandall Arambula PC
Summary: PDC commissioned this project as a starting point for discussion of what development could look like around the light rail station. The commission has not yet committed any funding towards projects proposed in this study.
- March 2000 ***The Kenton Connection: Establishing a Route Between Kenton and the 40-Mile Loop Trail***
Prepared by: Mindy Correll, Katrina Hardt, Kimberly Parsons, Art Pearce, and Carolyn Sharp as their Planning Workshop Project in the Master of Urban and Regional Planning Program at Portland State University.
Summary: This project researched the possibility of establishing a multi-use trail connecting downtown Kenton and the planned MAX station to the 40-mile loop along the Columbia Slough. The students worked with an advisory committee of stakeholders and conducted public outreach in the neighborhood to assess residents' preferences on route alignments and trailside amenities.

Appendix B: Ordinance and Resolution

Ordinance No. 17 52 10 As Amended

Adopt and implement the *Kenton Downtown Plan* (Ordinance)

The City of Portland ordains:

Section 1: The Council finds:

General Findings

1. Portland's *Comprehensive Plan* was adopted on October 16, 1980, acknowledged for compliance with Statewide Planning Goals on May 3, 1981, and updated as a result of periodic review in June 1988, January 1991, March 1991, September 1992, and May 1995. On January 25, 2000, the Department of Land Conservation and Development issued a determination of satisfactory completion of periodic review (Order # 001132) reaffirming the plan's compliance with the Statewide Planning Goals.
2. *Oregon Revised Statutes* (ORS) 197.640 requires cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date and in compliance with Statewide Planning Goals and State laws. Portland is also required to coordinate its review and update of the *Comprehensive Plan* and land use regulations with State plans and programs.
3. Portland *Comprehensive Plan* Goal 10, Plan Review and Administration, states that the *Comprehensive Plan* will undergo periodic review to ensure that it remains an up-to-date and workable framework for land use development.
4. Portland *Comprehensive Plan* Policy 3.6 (Neighborhood Plan) encourages the creation of neighborhood plans to address issues and opportunities at a scale which is more refined and more responsive to neighborhood needs than can be attained under the broad outlines of the City's *Comprehensive Plan*.
5. The *Kenton Neighborhood Plan* was adopted as part of the *Albina Community Plan* in 1993, by Ordinance 166786. The neighborhood plan is an advisory document for directing and managing change over time. The *Kenton Downtown Plan* amends the adopted *Kenton Neighborhood Plan* vision, policy objectives, and zoning implementation measures.
6. The Kenton Neighborhood Association and the Kenton Action Plan requested planning follow-up assistance from the Bureau of Planning and the Bureau of Housing and Community Development to implement ideas generated in past neighborhood studies. These studies included:
 - a) "Economic Analysis and Preliminary Market Strategy for the Denver Avenue Development Plan", January 1993. (Exhibit C)

- b) "Kenton Business District Revitalization Plan Executive Summary Report", Transportation Growth Management Quick Response Grant from Oregon Department of Transportation. November 1998. (Exhibit D)
 - c) "Kenton Area Station Development Framework", September 1999. (Exhibit E)
 - d) "The Kenton Connection: Establishing a Route Between Kenton and the 40-Mile Loop Trail", March 2000. (Exhibit F)
7. The *Kenton Downtown Plan* was developed by the City of Portland Bureau of Planning in cooperation with the Bureau of Housing and Community Development and other agencies and with participation from residents, business persons and other interested citizens.
 8. A subcommittee of the Kenton Neighborhood Association was formed and met throughout the planning process. These neighborhood and businesses representatives ensured the ideas generated from past neighborhood studies were embodied in the proposals of the *Kenton Downtown Plan*. The group reviewed components and drafts of the *Kenton Downtown Plan* and recommended revisions throughout the planning process.
 9. The revitalization of the Denver Avenue Business District as a neighborhood serving retail corridor has long been a priority of the Kenton neighborhood. The Denver Avenue Business District, identified as a 'main street' in the *Region 2040 Growth Concept Goals*, centers along Denver Avenue from Argyle to Watts Streets. Currently, there are vacant and underutilized buildings in the district and many industrial and auto-oriented uses. The *Kenton Neighborhood Plan* calls for reinforcing the potential success of the Denver Avenue businesses by fostering the development of additional housing within walking distance of this commercial district.
 10. The *Kenton Downtown Plan* study area includes the Denver Avenue Business District and the area around the planned light rail station at Interstate and Denver Avenues. Within a quarter mile of the planned light rail station appropriate sites have been identified that can accommodate the desired additional housing within walking distance of the Denver Avenue Business District.
 11. *Kenton Downtown Plan* provisions implement or are consistent with the Statewide Planning Goals, the Oregon *Transportation Planning Rule*, the *Region 2040 Growth Concept Plan*, the *Metro Urban Growth Management Functional Plan*, and the *Portland Comprehensive Plan*. These rules, policies, and plans, provide a basis for integrating new residential, commercial and mixed-use activities into the study area.
 12. The *Kenton Downtown Plan* includes action charts, which are adopted by resolution. These action charts represent a commitment from public and private groups to help implement the *Kenton Downtown Plan*. Every listed implementer has agreed to the assigned action by verbal consent or by submitting a letter of support.

13. The Notice of Proposed Action and three copies of the *Kenton Downtown Plan* were mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610 on August 29, 2000.
14. On October 17, 2000, the Planning Commission held a public hearing on the *Kenton Downtown Plan*. The Planning Commission unanimously approved the Bureau of Planning's proposals with the recommendation to include several additional action items to the *Kenton Neighborhood Plan* action charts.
15. It is in the public interest to adopt the recommendations contained in the *Kenton Downtown Plan* because they reflect a partnership between the Kenton neighborhood, area businesses, and the city to revitalize the Denver Avenue Business District and to maximize the benefits that light rail can bring to the area.

Statewide Planning Goals Findings

16. State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with the state land use goals. Because of the limited scope of the amendments in this ordinance, only the state goals addressed below apply.
17. **Goal 1, Citizen Involvement**, requires provision of opportunities for citizens to be involved in all phases of the planning process. The preparation of the *Kenton Downtown Plan* and its amendments provided numerous opportunities for public involvement. Portland *Comprehensive Plan* findings on Goal 9, Citizen Involvement, and its related policies and objectives also support this goal. The amendments are supportive of this goal in the following ways:
 - a) A subcommittee of the Kenton Neighborhood Association was formed and met throughout the planning process. These neighborhood and businesses representatives reviewed components and drafts of the *Kenton Downtown Plan* and recommended revisions throughout the process. Initially, the group met three times in February and March of 2000 to ensure that the ideas generated from past neighborhood studies were embodied in the public review draft of the *Kenton Downtown Plan*.
 - b) The *Kenton Downtown Plan Public Review Draft* was available to the public on May 10, 2000. Copies of the document were available at the Bureau of Planning as well as the following Denver Avenue businesses Windermere, Wells Fargo Bank, and Kenton Antiques. Notice of the public review draft and the community meeting on May 18, 2000, to discuss the proposals were sent to over three hundred addresses on May 4, 2000. There was also notice of this meeting in the *Neighborhoods Between the Rivers* newsletter.
 - c) The following meetings gave citizens a chance to discuss and comment on the proposals in the *Kenton Downtown Plan Public Review Draft*. At these meetings

people were invited to participate on the Kenton Neighborhood Association subcommittee to further refine the *Kenton Downtown Plan* proposals. At this point in the planning process fifteen people joined the subcommittee.

- Approximately forty people attended a community meeting on May 18, 2000, to discuss the proposals in the *Kenton Downtown Plan Public Review Draft* with Planning Bureau staff.
 - Bureau of Planning staff presented the public review draft at the May 22, 2000 Kenton Neighborhood Association general meeting; and
 - The Bureau of Planning hosted a meeting for business and property owners in the Kenton downtown study area on June 28, 2000. Seven people attended.
- d) The Kenton Neighborhood Association subcommittee met with Bureau of Planning staff three times in July of 2000 to discuss the *Kenton Downtown Plan*. The Bureau of Planning published a report on the subcommittee's discussions and recommendations in August 2000 (Exhibit G).
 - e) Notices of the October 17, 2000 Planning Commission public hearing were sent on September 15, 2000, more than thirty days prior to the event. Each property owner and person on the project's interested persons list was sent this notice. In addition, a "Measure 56" notice was sent to all property owners within the proposed Kenton plan district. Notice of the proposed plan amendments was also sent to the Oregon Department of Land Conservation and Development (DLCD) forty-five days prior to the hearing.
 - f) The Planning Commission public hearing was held on October 17, 2000. Ten residents and business owners gave their testimony on the *Proposed Kenton Downtown Plan*.
 - g) On November 22, 2000, notice of the City Council public hearing was mailed to those who presented oral and written testimony at the Planning Commission public hearing or expressed an interest in receiving a notice, and all property owners within the recommended Kenton plan district.
 - h) The *Recommended Kenton Downtown Plan* was available to the public on November 20, 2000. Copies were mailed to the nineteen members of the Kenton Neighborhood Association subcommittee as well as the people who testified at the Planning Commission hearing.
 - i) On December 14, 2000, the City Council held a public hearing and received public testimony on the *Recommended Kenton Downtown Plan*.
18. **Goal 2, Land Use Planning**, requires the development of a process and policy framework which acts as a basis for all land use decisions and ensures that decisions and actions are based on an understanding of the facts relevant to the decision. *Portland*

Comprehensive Plan findings on Goal 1, Metropolitan Coordination, and its related policies and objectives meet this goal. The amendments are supportive of this goal because they provide specific standards to guide the development of land uses to meet the public policy objectives of the *Portland Comprehensive Plan*.

19. **Goals 3 and 4, Agricultural Lands and Forest Lands**, requires the preservation and maintenance of the state's agricultural and forest lands, generally located outside of urban areas. The amendments are supportive of this goal because the *Kenton Downtown Plan* policies support the provision of additional housing and commercial opportunities within an urbanized area, thereby reducing development pressure on agricultural and forest lands.
20. **Goal 5, Open Space, Scenic and Historic Areas, and Natural Resources**, requires the conservation of open space and the protection of natural and scenic resources. The amendments are consistent with this goal. The provisions in the *Kenton Downtown Plan* ensure that new development is compatible with the historic character of the area. The following measures have been taken to ensure that the *Kenton Downtown Plan* does not adversely affect the significant historic resources in the Kenton plan district.
 - a) The Bureau of Planning's efforts to nominate the Denver Avenue Business District as a National Register Historic District were coordinated with the development of the *Kenton Downtown Plan*. Bureau of Planning historic preservation staff and the Portland Landmarks Commission reviewed and commented on the proposals in the *Kenton Downtown Plan*. The State Historic Preservation Office reviewed the document and sent a letter of support to the Planning Commission.
 - b) The *Kenton Downtown Plan* requires design regulations for property adjacent to the Kenton conservation district to ensure it is compatible with development in the conservation district.
 - c) The provisions of the Kenton plan district ensure new development respects the historic character of the area by restricting auto-oriented uses that are not consistent with the historic character and with development standards that restrict mid-block curb cuts, bring building lines up to the street and encourage ground floor retail uses.
21. **Goal 6, Air, Water and Land Resource Quality**, requires the maintenance and improvement of the quality of air, water and land resources. The amendments are consistent with this goal because the *Kenton Downtown Plan* policies and objectives encourage more compact mixed-use development of commercial and residential uses and emphasize a balanced multimodal transit system by encouraging the use of alternative modes, such as walking and transit. Compact urban development emphasized in the *Kenton Downtown Plan* helps maintain natural resources by accommodating growth and development in urban areas and by protecting and conserving rural area natural resources. Compact mixed-use development with a balanced transportation system should reduce vehicle miles traveled in the study area and positively impact air quality. Portland

Comprehensive Plan findings on Goal 8, Environment, and its related policies and objectives also support this goal.

22. **Goal 8, Recreational Needs**, requires satisfaction of the recreational needs of both citizens and visitors to the state. The amendments are consistent with this goal. The *Kenton Downtown Plan* reflects the neighborhood's desire to see connections to the recreational area along the Columbia slough by identifying four possible connections to the 40-mile loop from the Kenton downtown area. The plan also amends the *Kenton Neighborhood Plan* Policy 3, Parks and Recreation, by adding an objective that calls for "developing a greenway bike and pedestrian path that connects the Kenton neighborhood south of Columbia Boulevard to the 40 mile loop." The *Kenton Downtown Plan* does not change the Open Space (OS) designation on Kenton Park.
23. **Goal 9, Economic Development**, requires provision of adequate opportunities for a variety of economic activities vital to public health, welfare, and prosperity. The amendments are consistent with this goal. The amendments to Policy 2, Revitalization of Denver Avenue Business District, objectives call for a successful retail corridor. The *Kenton Downtown Plan* takes steps to transition the current vacant and underutilized buildings with predominately industrial and auto-oriented uses, into more retail-oriented uses that would support the commercial character called for in the Storefront Commercial (CS) along Denver Avenue. Portland *Comprehensive Plan* findings on Goal 5, Economic Development, and its related policies and objectives also support this goal.
24. **Goal 10, Housing**, requires provision for the housing needs of citizens of the state. The amendments are consistent with this goal because amendments to Policy 8, Housing, of the *Kenton Downtown Plan* encourages new housing within a quarter mile of the planned light rail station at Interstate and Denver Avenues. The amended zoning pattern will allow a variety of types of housing, including rowhouses, garden apartments, and high rise apartments and condominiums. Portland *Comprehensive Plan* findings on Goal 4, Housing, and its related policies and objectives also support this goal.
25. **Goal 11, Public Facilities and Services**, requires planning and development of timely, orderly and efficient public service facilities that serve as a framework for urban and rural development. The amendments are consistent with this goal because they plan for new development around the light rail station that will maximize the neighborhood and city return on the investment of light rail. Portland *Comprehensive Plan* findings on Goal 11A and related policies and objectives also support this goal.
26. **Goal 12, Transportation**, requires provision of a safe, convenient and economic transportation system. The amendments are consistent with this goal as they support the planned light rail station at Interstate and Denver Avenues by:
 - a) Amending the zoning to allow mixed-use development adjacent to the station and transit-supportive residential development within a quarter mile of the station;
 - b) Applying use regulations that seek to change the area to a less auto-dominated environment by restricting auto-oriented uses and mid-block curb cuts; and

- c) Applying development standards that ensure new development contributes to a safe and pleasant pedestrian environment.

These amendments are supportive of the State *Transportation Planning Rule* (TPR), (OAR 660-12). The TPR calls for “limiting allowed land uses” or “altering land use designations, densities or design requirements to reduce demand for automobile travel.” The amendments accomplish this by changing some areas to more transit-supportive *Comprehensive Plan* map designations; Commercial Storefront (CS), Central Residential (RX), and Residential 1,000 (R1) and by the Title 33 amendments that restrict auto-oriented uses and encourage more transit-oriented development. Portland *Comprehensive Plan* findings on Goal 6, Transportation, and its related policies and objectives also support this goal.

- 27. **Goal 13, Energy Conservation**, requires development of a land use pattern that maximizes the conservation of energy based on sound economic principles. The amendments are consistent with this goal because the *Comprehensive Plan* map and zoning code amendments and the policy objectives of the *Kenton Downtown Plan* encourage compact, urban mixed-use development and better pedestrian and transit access, which encourages walking and transit and thereby reduces the dependence on energy. Portland *Comprehensive Plan* findings on Goal 7, Energy, and its related policies and objectives also support this goal.
- 28. **Goal 14, Urbanization**, requires provision of an orderly and efficient transition of rural lands to urban use. The amendments are consistent with this goal because the *Kenton Downtown Plan* by providing additional development opportunities within the regional urban growth boundary helps to reduce long-term regional pressures for conversion of rural lands to urban uses. Portland *Comprehensive Plan* findings on Goal 2, Urban Development, and its related policies and objectives also support this goal.

Metro Urban Growth Management Functional Plan Findings

- 29. State planning statutes require cities and counties within the Metropolitan Service District boundary to amend their comprehensive plans and land use regulations in compliance with provisions of the *Metro Urban Growth Management Functional Plan* (UGMFP). Because of the limited scope of the amendments in this ordinance, only the UGMFP titles addressed below apply.
- 30. **Title 1, Requirements for Housing and Employment Accommodation**, requires that each jurisdiction contribute its fair share to increasing the development capacity of land within the urban growth boundary. This requirement is to be generally implemented through citywide analysis based on calculated capacities from land use designations. The amendments are not inconsistent with this title because the *Kenton Downtown Plan* increases the potential for new housing and employment development within the study area boundary. In many areas, employment potential is maintained through retention of Commercial Storefront (CS) zoning designation. In some areas, additional employment

capacity is added by designating a few properties CS and Central Residential (RX), which allows some supportive ground floor retail sales and services. In Portland, housing is a permitted use in all commercial zones including the CS zone. The proposal also recommends changes in zoning that will provide increased multidwelling housing in the area around the planned light rail transit station.

31. **Title 6, Regional Accessibility**, addresses the link between mode split, levels of congestion, street design and connectivity in creating an effective transportation system that supports the *2040 Growth Concept*. The amendments are consistent with the intent of Title 6 because they focus development along a main street and in the area around a planned light rail station.
32. **Title 7, Affordable Housing**, recommends that local jurisdictions implement tools to facilitate development of affordable housing. The amendments do not directly implement or apply to this title. The amendments indirectly relate to this title because there are zoning map and *Comprehensive Plan* map changes proposed that will allow higher density residential development which may become affordable housing. Also, a plan objective relates to supporting a mix of owner-occupied and rental housing opportunities in new development in the Kenton plan district. This title will be addressed citywide.

Portland *Comprehensive Plan* Goals and Policies

33. Portland's *Comprehensive Plan* was adopted by the Portland City Council on October 16, 1980, and was acknowledged as being in conformance with the Statewide Planning Goals by the Land Conservation and Development Commission (LCDC) on May 1, 1981. On January 25, 2000, the Department of Land Conservation and Development issued a determination of satisfactory completion of periodic review (Order # 001132) reaffirming the plan's compliance with the Statewide Planning Goals.
34. **Goal 1, Metropolitan Coordination**, calls for the *Comprehensive Plan* to be coordinated with federal and state law and to support regional goals, objectives and plans. Coordination with state and regional planning efforts have been undertaken with the development of the proposed amendments. The Kenton downtown planning process has included participation of representatives from city, regional, and state agencies, ensuring consistency with applicable local, regional, and state plans.
35. **Goal 2, Urban Development**, calls for maintenance of Portland's role as the major regional employment and population center by expanding opportunities for housing and jobs, while retaining the character of established residential neighborhoods and business centers. The amendments are consistent with this goal because the zoning pattern proposed for the Kenton downtown area increases the opportunities for more residential and commercial development. New development in the downtown Kenton area will take advantage of existing and planned investments in infrastructure and transit services to accommodate more people in an urban setting. In addition, the Kenton plan district

includes design review requirements to ensure quality development that is compatible with the historic character of the area.

- a) **Policy 2.6, Open Space**, calls for the provision of opportunities for recreation and visual relief by preserving existing open space, establishing a loop trail that encircles the city and promoting recreational use of the city's rivers, creeks, lakes and sloughs. The proposed *Kenton Downtown Plan* is consistent with this policy because it seeks to preserve Kenton Park, which is adjacent to the plan district as a central open space near the Kenton downtown area. Also, a new objective is proposed to the *Kenton Neighborhood Plan* Policy 3, Parks and Recreation, that calls for developing a greenway bike and pedestrian path connecting the Kenton neighborhood south of Columbia Boulevard to the 40-mile loop.
- b) **Policy 2.12, Transit Corridors**, calls for providing a mixture of activities along major transit routes and main streets that supports the use of transit and is compatible with the surrounding area. The amendments support this policy by promoting increased development that includes commercial and residential uses that are transit supportive along Denver, Interstate and Argyle Avenues. The former two streets are classified by the City's transportation policies as major city transit streets. Denver Avenue in Kenton is designated as a "main street" on the *Metro Region 2040 Growth Concept* map. The amendments also include development standards and design requirements that ensure new development is compatible with the surrounding area.
- c) **Policy 2.17, Transit Stations and Transit Centers**, calls for encouraging transit-oriented development patterns at light rail transit stations and at transit centers to provide for easy access to transit service. The amendments support this policy because they provide opportunity for more residential development to occur in areas adjacent to and in close proximity to the planned light rail station in Kenton. The RXd, R1d, and R2ad proposed zoning north and south of Argyle Avenue will provide transit-supportive development in close proximity to the planned light rail station. The CSd zoning in the core of the proposed Kenton plan district will provide transit-supportive commercial uses.
- d) **Policy 2.18, Transit Supportive Density**, calls for establishing average minimum residential densities of fifteen units per acre within one-quarter mile of existing and planned transit streets, main streets, town centers, and transit corridors, and twenty five units per acre within one-half mile of light rail stations and regional centers. Where existing development patterns preclude these densities, this policy calls for encouraging infill through accessory units or allowing increased density on vacant lots. The plan supports this policy by amending the zoning pattern within a quarter mile of the planned light rail to RX (100 or more units per acre), R1 (43 units per acre) and R2 (21 units per acre). The R2 zone is accompanied with the a "alternative design density" overlay zone which allows density bonuses.

- e) **Policy 2.26, Albina Community Plan**, calls for promoting the economic vitality, historic character and livability of inner north and inner northeast Portland. These amendments support the policies of the *Albina Community Plan*. See findings for Policy 3.4, Historic Preservation; Goal 4, Housing; Goal 5, Economic Development; and Goal 6, Transportation.
36. **Goal 3, Neighborhoods**, calls for preservation and reinforcement of the stability and diversity of the city's neighborhoods while allowing for increased density. The amendments are consistent with this goal. The *Kenton Downtown Plan* supports this goal by allowing for increased residential development around the planned light rail station, but does not change the land use and zoning patterns in the nearby existing neighborhoods. The stability of the areas will be increased as a result of this plan. The zoning will encourage additional residential development, which will provide an additional customer base for commercial development and may reduce the need for residential infill in the surrounding neighborhood.
- a) **Policy 3.4, Historic Preservation**, calls for the preservation and retention of historic structures and areas throughout the city. The amendments support this policy. A plan action item calls for the submittal of a multiple property submission to the National Register of Historic Places for downtown Kenton. The plan does not propose any zone changes that promote the removal of any historic resources in the Kenton conservation district.
 - b) **Policy 3.5, Neighborhood Involvement**, provides for the active involvement of neighborhood residents and businesses in decisions affecting their neighborhood. The amendments support this policy because the *Kenton Downtown Plan* is a citizen-initiated plan that many residents and business people participated in the process through past planning projects, community meetings, and subcommittee meetings. See findings for State Goal 1, Citizen Participation.
 - c) **Policy 3.8, Albina Community Plan Neighborhoods**, Objective F of this policy calls for enhancing the identify of Kenton as a stable, pleasant, residential community strongly connected to its historic past, its abundant natural resources and its industrial neighbors. The *Kenton Downtown Plan* supports this objective by proactively planning for changes that may occur around the planned light rail station to ensure that the historic character is preserved and the quality of life in Kenton is enhanced. Also, the plan calls for developing a greenway bike and pedestrian path connecting the Kenton downtown area to the 40-mile loop, recreational opportunities and the industrial area north of Columbia Boulevard.
37. **Goal 4, Housing**, calls for enhancing Portland's vitality as a community at the center of the region's housing market by providing housing of different types, tenures, density, sizes, costs and locations that accommodates the needs, preferences, and financial capabilities of current and future households. The amendments are consistent with this goal because they include provisions, including changes to the *Comprehensive Plan* map and zoning map, that provide for additional multidwelling housing opportunities in the

vicinity of the Denver Avenue Business District near the planned light rail station at Interstate and Denver Avenues. The zoning changes--listed below--are on selected sites within the Kenton plan district and will result in more housing opportunities.

- Residential 5,000 (R5) to Residential 2,000 (R2);
 - Storefront Commercial (CS) to Residential 1,000 (R1)
 - There are also sites with General Industrial (IG2) and High Density Residential (RH) *Comprehensive Plan* designations that have been changed to Central Residential (RX) and Residential 1,000 (R1). Together, these zoning amendments increase housing potential.
- a) **Policy 4.2, Maintain Housing Potential**, calls for retaining housing potential by requiring no net loss of land reserved for, or committed to, residential, or mixed-use. The amendments support this policy because, on balance, the plan will result in a net gain of housing potential. The zoning amendments described above will increase the housing potential by approximately eighty-seven units.
- b) **Policy 4.10, Housing Diversity**, calls for promoting creation of a range of housing types, prices, and rents to 1) create culturally and economically diverse neighborhoods; and 2) allow those whose housing needs change to find housing that meets their needs within their existing community. The zoning amendments support this policy by allowing a range of living opportunities; from low and medium multi-dwelling zones of R1 and R2, which allow townhouse and rowhouse apartments, to the higher density multidwelling RX zone, with a higher concentration of apartments or condos. A new housing policy objective calls for the new housing in the area to be a mix of rental and owner occupied housing.
- c) **Policy 4.15, Regulatory Costs and Fees**, calls for considering the impact of regulations and fees in the balance between housing affordability and other objectives such as environmental quality, urban design, maintenance of neighborhood character, and protection of public health, safety, and welfare. The amendments support this policy. In areas with increased housing potential that may include affordable housing, the amendments respond to the desire of the neighborhood to have new development be compatible with the character of the area by requiring design review. A low-cost "standards" track for design review may be chosen in lieu of the more costly discretionary process.
38. **Goal 5, Economic Development**, calls for promoting a strong and diverse economy that provides a full range of employment and economic choices for individuals and families in all parts of the city. The amendments are consistent with this goal. The focus of the *Kenton Downtown Plan* is to revitalize the Denver Avenue Business District into a neighborhood serving retail corridor. Currently, there are many vacant and underutilized buildings in this area. Many of the uses along Denver Avenue are auto-oriented and industrial. Typically, these types of uses do not support a strong retail corridor, and in fact may make it more difficult to recruit retail businesses. The amendments attempt to transition the Denver Avenue Business District into a retail corridor by retaining the

Storefront Commercial (CS) zoning and by restricting auto-oriented and limiting industrial uses. The proposed zoning designations support the *Kenton Neighborhood Plan's* Policy 2, Revitalizing the Denver Avenue Business District, by creating the opportunity for more housing within walking distance of the commercial district to support retail activities. Plan policies and action items also relate to strengthening existing businesses and attracting new retail businesses in the plan area. The Kenton plan district regulations ensure that the pedestrian environment is safe, pleasant and conducive to retail activities.

- a) **Policy 5.1, Urban Development and Revitalization**, calls for encouraging investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities. The amendments support this policy because they encourage the reuse and rehabilitation of historic commercial buildings in the Denver Avenue Business District. The plan retains the Storefront Commercial (CS) zoning which allows residential and mixed-use development. Typically, retail activity is an amenity to housing. The chances of seeing nearby housing built are increased if it is close to a healthy retail corridor on Denver Avenue.
 - b) **Policy 5.2, Business Development**, calls for sustaining and supporting business development activities to retain, expand, and recruit businesses. The *Kenton Downtown Plan* supports this policy by fostering the revitalization of the Denver Avenue Business District into a neighborhood serving retail corridor. The plan calls for partnerships between the business owners and neighbors, focusing public investment on projects that support a retail corridor along Denver Avenue, establishing retail "anchors", and funding a business manager to guide the development in the area. In addition, the plan addresses parking issues by calling for on-street parking to be maximized and the creation of alley access behind buildings fronting on Denver Avenue. The city also accommodates existing business owners (such as vehicle repair and industrial uses over 3,000 sq. ft.) that the use restriction in the Kenton plan district will make "nonconforming". These businesses may stay as long as they wish. The plan calls for the next development to be more retail-oriented.
 - c) **Policy 5.6, Area Character and Identity Within Designated Commercial Areas**, calls for promotion and enhancement of the special character and identity of Portland's designated commercial areas. The amendments support this policy. The amendment neighborhood vision statement, land use concept plan, and policy objectives seek to enhance the Denver Avenue Business District's identity as a revitalized historic retail-oriented main street with surrounding mixed-use areas that respect the historic character of the area. The regulations in the Kenton plan district ensure that new development is consistent with the historic character of the main street.
39. **Goal 6, Transportation**, calls for providing and protecting the public's interest and investment in the public right-of-way and transportation system by encouraging the

development of a balanced, affordable and efficient transportation system. The amendments are consistent with the policies and street classifications contained in the *Transportation Element* of the *Comprehensive Plan*. The amendments support Goal 6 by focusing growth and redevelopment in an area with an existing street system, developed infrastructure, and a planned light rail station. The amendments support encourage additional residential density near the planned light rail station area that supports transit and the public's investment in transit improvements.

- a) **Policy 6.1, Intergovernmental Coordination**, supports coordinating long-range transportation planning activities and facilities with development activities and regional transportation and land use plans. The amendments are consistent with the *Region 2040 Growth Concept Plan* and the *Regional Transportation Plan* by supporting the main street concepts for Denver Avenue and fostering a planned station community for the Interstate light rail Kenton station area.
- b) **Policy 6.6, Urban Form**, supports a regional form composed of mixed-use centers served by a multimodal transportation system. The amendments are consistent with this policy by making *Comprehensive Plan* map changes and zoning code changes that will ensure a successful retail main street with a transit-supportive mixed-use area around the adjacent planned light rail station. See findings for Goal 4, Housing, and Goal 5, Economic Development.
- c) **Policy 6.9, Transit-Oriented Development**, reinforces the link between transit and land use by increasing residential densities on residentially-zoned lands and encouraging transit-oriented development along major city transit streets as well as in planned light rail stations. The amendments support this policy and are consistent with it. These changes implement *Comprehensive Plan* map changes and new zoning that will encourage transit supportive residential development around the planned light rail station. See findings for Goal 4, Housing, and Policy 2.18, Transit Supportive Density. The regulations of the Kenton plan district ensure transit-oriented development along Denver Avenue and in the area around the planned light rail station. See findings for Policy 6.11, Pedestrian Transportation.
- d) **Policy 6.11, Pedestrian Transportation**, supports development of a pedestrian network that increases the opportunities for walking to shopping and services, recreational destinations, employment and transit. The regulations in the Kenton plan district support this policy by ensuring that buildings are designed to create pleasant environments for pedestrians to shop and use the light rail station. The regulations do this by limiting auto-oriented uses, requiring buildings to be built up to the sidewalk, prohibiting parking access mid-block on heavily used pedestrian streets, and requiring new development to have windows and doors that face the street.
- e) **Policy 6.14, Parking Management**, supports implementing measures to reduce off-street parking spaces per capita to achieve Portland's share of the mandated ten percent reduction over the next twenty years. The amendments support this policy by retaining the Storefront Commercial (CS) zoning along Denver Avenue. The CS zone

does not require any parking for commercial uses. The plan also calls for maximizing the number of on-street parking spaces in the Denver Avenue Business District which may in turn reduce the need for off-street parking. See findings for Policy 6.16, Off-Street Parking.

- f) **Policy 6.16, Off-Street Parking**, supports the development of adequate, but not excessive off-street parking for all land uses. In areas such as the Kenton plan district that are well served by transit, off-street parking is considered less necessary. To ensure a healthy retail corridor the issue of off-street parking was addressed in the *Kenton Downtown Plan*. The plan calls for fostering efforts to open up land behind commercial buildings on Denver Avenue to allow alley access for loading and possible additional parking opportunities. See findings for Policy 6.14, Parking Management.
 - g) **Policy 6.18, Clean Air and Energy Efficiency**, encourages the use of all modes of travel that contribute to clean air and energy efficiency. The amendments are supportive of this policy by changing the *Comprehensive Plan* map designations and implementing regulations to encourage and require higher density and mixed-use development that is more supportive of transit. These changes will enable more walking and bicycling trips, lessen the use of automobiles (and reduce emissions), and promote more energy efficient transit use.
40. **Goal 7, Energy**, calls for promotion of a sustainable energy future by increasing energy efficiency in all sectors of the city. The amendments are consistent with this goal because the *Kenton Downtown Plan* changes the zoning to provide the opportunity for more people to live, work, shop and recreate in the area. See findings for Goal 4, Housing. The amendments also encourage the use of walking and mass transit, all of which decrease the need for energy dependent auto use. See findings for Policy 6.11, Pedestrian Transportation.
41. **Goal 8, Environment**, calls for maintenance and improvement of the quality of Portland's air, water, and land resources, as well as protection of neighborhoods and business centers from noise pollution. The amendments are consistent with this goal because they promote compact urban scale mixed-use development in locations that have excellent transit service and improved pedestrian facilities to encourage walking. This urban form will positively affect the quality of Portland's air and land resources since there will be less automobile use by residents, business people and users of the area. The plan promotes a compact urban scale development by rezoning areas close to the planned light rail station for more intensive residential and mixed-use development. The areas that have been rezoned are not in areas found to be environmentally significant. The greater intensity of development permitted in this urban area helps to maintain the urban growth boundary instead of expanding it to accommodate this additional development.
42. **Goal 9, Citizen Involvement**, calls for improved methods and ongoing opportunities for citizen involvement in the land use decision-making process. The amendments are consistent with this goal because the *Kenton Downtown Plan* is a citizen-initiated plan

based on past neighborhood planning efforts. The planning process encouraged citizen involvement through participation in community meetings, availability of planning reports and notice of public hearings. Further, a citizen subcommittee of the Kenton Neighborhood Association provided input throughout the process. See finding for State Planning Goal 1.

43. **Goal 10, Plan Review and Administration**, requires that Portland's *Comprehensive Plan* undergo a periodic review. The amendments are consistent with this goal because this plan updates Portland's *Comprehensive Plan* for this area of the city. Area plans are the current method the City of Portland is using to update the *Comprehensive Plan* map for specific geographic areas.
- a) **Policy 10.5, Corresponding Zones and Less Intense Zones**, require that base zones either correspond to the *Comprehensive Plan* map designation or be a zone less intense than the corresponding zone. The amendments support this policy. The proposed amendments to the zoning map implement the proposed amendments to the *Comprehensive Plan* map.
 - b) **Policy 10.6, Amendments to the *Comprehensive Plan* Goals, Policies, and Implementing Measures**, requires that all proposed amendments to the implementing ordinances be reviewed by the Planning Commission prior to action by the City Council. The amendments support this policy because the amendments were reviewed and approved by the Planning Commission at a public hearing on October 17, 2000, prior to City Council action.
 - c) **Policy 10.7, Amendments to the *Comprehensive Plan* map**, requires that all proposed amendments to the *Comprehensive Plan* map be reviewed by the Planning Commission prior to action by the City Council. The amendments support this policy because the *Comprehensive Plan* map amendments were reviewed and approved by the Planning Commission at a public hearing on October 17, 2000, prior to City Council action.
 - d) **Policy 10.8, Zone Changes**, requires that base zone changes within a *Comprehensive Plan* map designation be to the corresponding zone stated in the designation. The policy also requires that such zone changes be granted when it is found that public services are sufficient. The amendments support this policy. Zone changes proposed are consistent with proposed *Comprehensive Plan* designations and are implemented through this legislative process at the time of adoption of the plan. See findings for Goal 11A, Public Facilities, General.
 - e) **Policy 10.10, Amendments to the Zoning and Subdivision Regulations**, requires amendments to the zoning and subdivision regulations to be clear, concise, and applicable to the broad range of development situations faced by a growing, urban city. The regulations of the Kenton plan district do not apply to citywide zoning or subdivision regulations, but some amendments to Title 33 may be applicable to other main street or light rail station areas, and will be considered in future amendments.

These amendments are clear, concise and intended to apply to a broad range of development situations in the plan area.

- f) **Policy 10.13, Design Review**, calls for development of recommendations for Council consideration for additional areas where design review would be appropriate and preparation of design review standards for both existing and proposed areas. The amendments support this policy because the area of the *Kenton Downtown Plan* outside of the Kenton conservation district has been identified as a place where design review is appropriate, given the additional development potential and potential impact to the Kenton conservation district.
44. **Goal 11A, Public Facilities, General**, calls for provision of a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities. The amendments are consistent with this goal. Service bureaus have reviewed the plan, including changes in allowed land uses and densities, and have not indicated that services would be inadequate.
- a) **Policy 11.4, Capital Efficiency**, calls for supporting maximum use of existing public facilities and services by encouraging higher density development and development of vacant land within already developed areas. The amendments support this policy by encouraging infill development and redevelopment of underutilized sites in the plan area that have existing public facilities.
 - b) **Goal 11 F, Parks and Recreation**, calls for maximizing the quality, safety and usability of parkland and facilities through the efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active and passive recreation opportunities for the citizens of Portland. The *Kenton Downtown Plan* amendments are consistent with this goal because the current open space designations are preserved adjacent to the proposed Kenton plan district. Also, a new objective calls for development of a greenway that connects the neighborhood to the 40-mile loop trail, and both East and West Delta Parks.
45. **Goal 12, Urban Design**, calls for the enhancement of Portland as a livable city, attractive in its setting and dynamic in its urban character by preserving its history and building a substantial legacy of quality private developments and public improvements for future generations. The amendments are consistent with this goal because design review is required for all new development and redevelopment in the Kenton plan district. Currently, design review is only required in the Kenton conservation district.
- a) **Policy 12.3, Historic Preservation**, calls for enhancing the city's identity through the protection of Portland's significant historic resources. The *Kenton Downtown Plan* calls for preservation and enhancement of historic buildings in the plan district. Kenton plan district regulations that require new development to go through design review and ensure that it is transit-oriented will ensure new development outside of the conservation district enhances the historic character of the area. See findings for Policy 3.4, Historic Preservation.

- b) **Policy 12.4, Provide for Pedestrians**, calls for providing a pleasant, rich and diverse experience for pedestrians which includes comfortable, safe and attractive pathways. The amendments support this policy because they include policies and objectives that promote a pedestrian-friendly and attractive environment in the *Kenton Downtown Plan* area. See findings for Policy 6.11, Pedestrian Transportation.
- c) **Policy 12.6, Preserve Neighborhoods**, calls for preserving and supporting the qualities of individual neighborhoods that help to make them attractive places. The *Kenton Downtown Plan* supports this policy by transitioning density from highest near the planned light rail station to medium density as a transition between the proposed high density and the existing single dwelling neighborhood. This zoning pattern minimizes the negative impacts of high density housing by creating a medium density zoning transition between the high-density residential areas around the light rail station and the existing single dwelling neighborhood. The plan also amends the citywide design standards used for design review in the Kenton plan district to be more appropriate for the qualities of this neighborhood.
- d) **Policy 12.7, Design Quality**, calls for enhancing Portland's appearance and character through development of public and private projects that are models of innovation and leadership in the design of the built environment. The amendments support this policy because they include requirements for design review for the Kenton plan district. A requirement for design review helps ensure that new development will contribute in a positive way to the built environment in the plan area.
- e) **Policy 12.8, Community Planning**, calls for considering urban design issues as part of area plans. The amendments support this policy by elaborating and refining the urban design concepts for this area found in the *Kenton Neighborhood Plan* and the *Albina Community Plan* adopted in 1993 by Ordinance 166786.

NOW, THEREFORE, the Council directs:

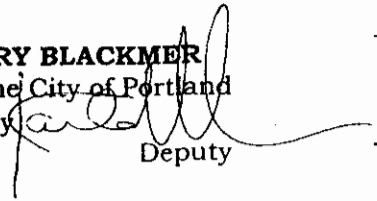
- a. Adopt the Planning Commission's recommendations on the *Kenton Downtown Plan* as shown in the document titled *Kenton Downtown Plan: Changes to the Kenton Neighborhood Plan Policies and Zoning* dated November 2000, attached to and incorporated in this ordinance as Exhibit A;
- b. Amend Ordinance No.150580, Portland's *Comprehensive Plan*, to incorporate as part of the *Comprehensive Plan*'s vision statement, the amended vision for the *Kenton Neighborhood Plan* (Exhibit B) as shown in Exhibit A;
- c. Amend Ordinance No. 150580, Portland's *Comprehensive Plan*, to incorporate changes to *Kenton Neighborhood Plan* policies 2,3,5,6 and 8, and the objectives associated with each of these policies as shown in Exhibit A. The policies relate to revitalization of the Denver Avenue Business District, parks and recreation, transportation, historic and natural resources, and housing;

- d. Use policies and objectives of the amended *Kenton Neighborhood Plan* as balancing policies for future legislative changes to planning and zoning provisions of the *Comprehensive Plan* that relate to the Kenton downtown area, and for future quasi-judicial *Comprehensive Plan* map amendments in the Kenton downtown area that require compliance with *Comprehensive Plan* goals and policies;
- e. Amend the Portland *Comprehensive Plan* map of the City of Portland to reflect the *Comprehensive Plan* zoning designations shown on page 24 in Exhibit A;
- f. Amend the Official Zoning Maps of the City of Portland to reflect the zoning shown on page 24 in Exhibit A;
- g. Amend Title 33, Planning and Zoning, of the Municipal Code of the City of Portland, to incorporate all code amendments approved by the Council as shown in Exhibit A.;
- h. Adopt the introduction and commentary for Title 33, Planning and Zoning, code changes in Exhibit A, and the past neighborhood studies in Exhibits C, D, E, F, and G as an expression of legislative intent and as further findings to support City Council's action;
- i. Direct the Bureau of Planning to evaluate the success of the Kenton plan district use restrictions as a tool for facilitating a retail corridor along Denver Avenue. After the regulations have been in effect three years, staff will report back to the Planning Commission. If the Planning Commission determines revisions are needed they will forward a report with their recommendations to the City Council.

Passed by the Council,

DEC 27 2000

Mayor Vera Katz
Julia Gisler
December 6, 2000

GARY BLACKMER
Auditor of the City of Portland
By 
Deputy

Resolution No. 35955
As Amended

Adopt and implement the *Kenton Downtown Plan* (Resolution)

The City of Portland resolves:

WHEREAS, neighborhood and area plans are intended to promote patterns of land use, urban design, infrastructure facilities and services which encourage and contribute to the economic, social, and physical health, welfare, and safety of the neighborhood and the City; and

WHEREAS, the *Kenton Downtown Plan* was developed by the City of Portland Bureau of Planning in cooperation with other City bureaus and agencies and with participation from residents, business persons and other interested citizens; and

WHEREAS, a neighborhood plan is an advisory document for directing and managing change over time and the vision statement, land use concept plan, policy objectives, and action items of the *Kenton Downtown Plan* will amend the adopted *Kenton Neighborhood Plan*;

WHEREAS, the policy elements and *Comprehensive Plan* map of the *Kenton Downtown Plan* are adopted by Ordinance as part of the *Comprehensive Plan*, the land use concept plan included in attached Exhibit A, and the action items included in attached Exhibit B are not adopted as part of the *Comprehensive Plan*;

WHEREAS, the land use concept plan provides guidance of the desired land uses in the Kenton downtown area and potential connections to the 40-mile loop;

WHEREAS, the action items describe proposed implementation projects and programs of the *Kenton Downtown Plan*, and identify appropriate time frames for implementation and identify public, nonprofit and private agencies and partnerships to lead or oversee implementation of an action; and

WHEREAS, the Portland Planning Commission recommends that the City Council adopt the land use concept plan and the action items of the *Kenton Downtown Plan*;

WHEREAS, it is in the public interest that the recommendations contained in the *Kenton Downtown Plan* be adopted to direct and manage change in the Denver Avenue Business District and the area around the planned light rail station at Interstate and Denver Avenues;

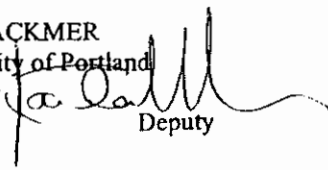
NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council adopt the land use concept plan of the *Kenton Downtown Plan* as shown in Exhibit A, and the action items as shown in Exhibit B, and that:

- a. The implementation actions associated with the *Kenton Downtown Plan* action items are approved by City Council as a starting place for projects and programs that will help implement the policies of the plan;
- b. All actions are adopted with the understanding that they may need to be adjusted or replaced with more feasible alternatives. Identification of an implementer for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action;
- c. The City Council authorizes the City agencies identified as implementers for the action items of the *Kenton Downtown Plan*, to engage in activities aimed at implementing these projects and programs; and
- d. The action charts of the *Kenton Neighborhood Plan* will be updated to incorporate the adopted action items of the *Kenton Downtown Plan* and to reflect progress since the plan was originally adopted.

Adopted by the Council,
Mayor Vera Katz
Julia Gisler
December 4, 2000

DEC 27 2000

GARY BLACKMER
Auditor of the City of Portland

By  Deputy