EXHIBIT A: PLANNING COMMISSION REPORT
AND RECOMMENDATIONS TO THE CITY COUNCIL

# Recommended
# NORTH INTERSTATE CORRIDOR PLAN

THEN .....NOW .....THE FUTURE


CITY OF PORTLAND BUREAU OF PLANNING

Investing in Portland's Future
PDC
PORTLAND DEVELOPMENT COMMISSION

CITY OF PORTLAND OFFICE OF TRANSPORTATION

June 2008

# City Council Public Hearing

**Date** Wednesday, July 16, 2008

**Time** 6:00 pm

**Location** Portland City Hall
1221 SW Fourth Ave.
Council Chambers

**You may give the City Council your comments on the North Interstate Corridor Plan by:**

- Testifying at the City Council hearing on July 16; or
- Sending your written testimony to the Council Clerk at: 1221 SW Fourth Avenue, Room 140, Portland, Oregon 97204 or email to kmoore-love@ci.portland.or.us or fax to 503-823-4571. Written testimony must be received by the date of the hearing.

**The Bureau of Planning is committed to providing equal access to information and hearings.**

**If you need special accommodation, please call 503-823-7700 (TTY 503-823-6868).**

**For more information on the North Interstate Corridor Plan please contact:**

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Interstate

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Nick Fish, Commissioner
Randy Leonard, Commissioner
Dan Saltzman, Commissioner
Erik Sten, Commissioner (through March 2008)

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Timothy Batog, Kenton Neighborhood Association
Chris Duffy, Arbor Lodge Neighborhood Association
Ethan Edwards, Overlook Neighborhood Association (through March 2007)
Maxine Fitzpatrick, Interstate Corridor Urban Renewal Advisory Committee
Doug Hartman, Interstate Avenue Business Association
David Hassin, developer
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Jenna Padbury, Interstate Avenue property owner
Claire D. Paris, realtor
Tabor Porter, Interstate Avenue property owner
Josh Stein, architect/urban designer
Zach Strachan, developer
Debra S. Vanbaardwyk, Interstate Avenue property owner (through June 2007)
Reg Wobig, Kaiser Permanente
Tanya McGee, member-at-large

## Alternates

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David Davies, Overlook Neighborhood Association
Paul Gouveia, member-at-large
Michele Marx, architect/urban designer
Larry Mills, Interstate Corridor Urban Renewal Advisory Committee
Eric Shreves, realtor (through June 2007)

## Thanks to the following for providing meeting space

Trillium Charter School
Kaiser Permanente
Ockley Green School

## Technical Advisory Group (TAG)

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Sue Donaldson, Bureau of Parks and Recreation
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*Interstate Corridor Redevelopment Scenarios,* August 9, 2007 (Exhibit D)

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June 19, 2008

Mayor Tom Potter and Portland City Council
City Hall
1220 SW 4th Avenue
Portland OR 97204

Dear Mayor Potter and City Commissioners:

The Planning Commission is pleased to forward our recommendations on the *North Interstate Corridor Plan.* The Interstate Corridor—strategically located between Portland and Vancouver, WA—has exciting potential to transform into a vibrant urban neighborhood that supports the region's investment in light rail, while also benefiting surrounding neighborhoods with expanded opportunities for neighborhood amenities and services. The *North Interstate Corridor Plan* sets the framework for this transformation with an urban design concept and zoning pattern that will guide new development. The plan also includes specially tailored development standards, design guidelines and right-of-way standards that work together to ensure that new development meets a high bar and contributes to the overall livability of the area.

We feel strongly that this long-range plan will enable the city and the region to meet transportation and housing goals. However, we recognize the impact of new development on longstanding neighborhoods and that the City must proceed carefully in responding to neighbors' concerns. At our hearing on April 22, 2008, and in subsequent petitions and letters, we received thoughtful, well-informed testimony from a broad array of residents and stakeholders: neighbors and business owners excited about the changes, yet apprehensive about impacts on the livability of the area; people excited to take advantage of the proposed opportunities for new housing and commercial uses; and long-time and new residents who anticipate loss of privacy resulting from higher buildings overlooking their homes and increased traffic and parking problems. We believe that the Community Advisory Group (CAG), working with City staff, did a good job of listening to the range of perspectives and balancing concerns, and we trust that the City's development standards, traffic analysis and review functions will alleviate many problems so long as neighbors remain involved.

It is fortunate that the Interstate Corridor is located in an urban renewal area. Key issues including adequate parks and open space, multi-modal transportation facilities, and affordable housing can be addressed, in part, through implementation of the *Interstate Corridor Urban Renewal Area Plan*. We emphasize the need to find opportunities to minimize displacement of current residents and businesses. We anticipate that City Council's review will focus—as ours did—on the issue of maximum heights allowed in the corridor. As a Commission we tried to balance the aspirations of current and future residents as we reached agreement on a zoning pattern that can accommodate a 30-year vision. In response to concerns from many residents about the effects of taller buildings on the scale of the neighborhood, our recommendation to you includes a *decrease* in allowable height—from 100' to 75'—in areas zoned for high-density residential zones throughout most of the study

area. However, in key locations at light rail stations and along the freeway edge (delineated in the staff proposal as “special height areas”), we recommend *increasing* allowable heights to provide greater construction flexibility. This flexibility, in turn, will enable buildings to be slimmer and to have more ground-level open space and underground parking—identified as favorable qualities by the CAG. We concur with the advice of the Design Commission to allow the option for higher buildings (up to 125 ft) in these special areas in exchange for a more rigorous level of design review.

In closing, we would like to emphasize our support of:

1. Design review in the corridor as larger buildings are introduced into established neighborhoods;

2. The proposed neon sign district that supports grassroots efforts to celebrate the corridor’s mid-century legacy;

3. Continuing dialogue with Portland Public Schools, Portland Parks and Recreation and PDC to ensure that any future redevelopment of the Kenton School site retains a component of public open space.

Sincerely,

Don Hanson, President
Portland Planning Commission

c: Portland Planning Commission

City of Portland

Design Commission

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June 19, 2008

Portland City Council
City Hall
1220 SW 4th Avenue
Portland OR 97204

Dear Mayor Potter and City Commissioners,

Today, Light Rail Transit (LRT) and transit in general are beginning to display the dividends of more than four decades of vision and investment. Each LRT line and forthcoming streetcar line contributes to an essential mobility system that will move people in a clean, green, sustainable way utilizing renewable energy sources. Transit alone, however, cannot meet the population and job growth projections while preserving Portland's recognized quality of life and historic and cultural values. The land use and transportation policies of the North Interstate Corridor Plan before you are essential to meeting the challenges of achieving higher density and more compact growth, walkable and bikable neighborhoods, and a sustainable quality of life that reduces the reliance upon cars and decreases Portland's carbon footprint.

The Design Commission would like to commend the citizens and city staff who invested their time and energy into what will become an important urban growth model for Portland and the metropolitan region. The Commission is pleased to recommend the adoption of the North Interstate Corridor Plan. The Commission focused our review on the proposed P1 Plan Area Character statements to be used for design review in the Interstate corridor, the Urban Design Concept Map and urban form standards in the plan district. We also discussed the Special Right-of-Way Standards and special provisions for mid-century neon signs. These elements work together to support the LRT investment, promote compact urban form and strengthen the overall viability of the North Interstate community.

Significant testimony at Design Commission hearings regarding the North Interstate Corridor Plan and supplemental Community Design Guidelines Character was supportive of the process and the recommendations. The Design Commission recognizes the diversity of opinions, petitions and letters that contained thoughtful and well-informed testimony from neighborhood representatives, residents and business owners. Many were enthusiastic while others were hesitant about changes. The Design Commission feels that the standards and guidelines will provide the necessary tools to produce context sensitive architecture that will alleviate the concerns as long as the community remains involved.

Proposed amendments to the Community Design Guideline P1: "*Enhance the sense of place and identity of community plan areas by incorporating site and building design features that respond to the area's unique characteristics and neighborhood traditions"* will provide geographically specific guidance for Design Commission review and actions in the Interstate Corridor. The proposed P1 character statements will also enable the evaluation of development applications that request modifications for building heights up to 125-feet. The Design Commission feels strongly that greater height can produce a thinner profile building without increasing building mass. This approach of taller and thinner buildings can reduce the impact on smaller buildings in transition areas and at the edges between higher and lower density development zones. It also supports the notion of preserving light and air at the ground level within the public right-of-way and around adjacent buildings. Additionally, the P1 character statements address the transition between higher and lower density zones by providing examples of sensitive ways to step down taller buildings toward lower density residential properties.

The Urban Design Concept Maps and urban form provisions in the plan district create a development framework that focuses the highest density developments around LRT stations and along the Interstate-5 freeway. They also create a hierarchy of street functions that emphasize comfort and convenience for walking and biking to and from destinations and LRT stations. The blending of the urban design concepts and the Special Right-of-Way Standards reinforce special neighborhood identity, walkable communities and promote safe and secure ways for people to move about their community without an automobile. Another essential element of the plan is the preservation of special mid-century signs along North Interstate Avenue. We heard a lot of public support for preserving these special signs to strengthen the unique sense of place and characteristics that perpetuate local neighborhood traditions.

In summary we are requesting City Council:

(1) Amend the Community Design Guidelines to include the proposed Interstate Corridor P1 Plan Area Character Statements; and

(2) Approve the Planning Commission's Recommended North Interstate Corridor Plan. Within the plan we specifically support a Design Commission requirement for application modifications for building heights above the base height to a maximum of 125-feet in certain areas, the Portland Office of Transportation's Special Right-of-Way Standards and the proposed neon sign district that supports the grassroots efforts to celebrate the corridor's mid-century legacy.

Sincerely,

Lloyd D. Lindley, FASLA
Chair, Portland Design Commission

# Preface

Building on Metro's 2040 Growth Concept and a rich legacy of planning, Portland continues to anticipate and plan for growth and change. Metro regional government now forecasts about 650,000 new residents and about 500,000 new jobs coming into the three-county Portland region in the next 25 years. Portland plans to accommodate its share of this regional growth by focusing on opportunities to cluster new homes, jobs, commercial uses and urban amenities to create vibrant, livable and green communities, and by investing in transit and transportation improvements to optimize mobility for people and goods.

The Interstate Corridor is one of those places envisioned in the region's visionary and collaboratively-developed 2040 concept. With the MAX Yellow Line light rail in operation since 2004, the Interstate Corridor offers a tremendous opportunity for living, working, shopping, learning and recreating in a compact, accessible and attractive location.

This North Interstate Corridor Plan seeks to guide new development and public and private investment in a way that responds to Portlanders' values, which emerged through the recent visionPDX community conversations: sustainability, equity and accessibility, and community connectedness and distinctiveness. The plan seeks a high standard for design quality of buildings, streets and public spaces. The plan considers the qualities of this area that long-time residents value, while at the same time responding to the changing needs of new individuals and families moving into the area – people who are attracted by this area's excellent location; easy access to jobs, nature and spectacular city views; and its potential for vibrancy and sustainable living.

Over the next three years, Portland will continue to look at ways to respond to anticipated growth and change citywide through the Portland Plan – an update of the city's Comprehensive Plan (1980) and the Central City Plan (1988). The Portland Plan is an inclusive, citywide effort to guide the physical, economic, social, cultural and environmental development of Portland over the next 30 years. Because many issues that have emerged through community discussions related to the Interstate Corridor (urban form and character, design quality, and many others) apply in mixed-use areas throughout the city, these issues will continue to be explored and resolved through the Portland Plan.

# Executive Summary

The North Interstate Corridor Plan is intended to encourage transit-supportive development along the light rail corridor to increase neighborhood economic vitality, amenities and services, and optimize the region's $325 million public investment in light rail. The plan was developed over an 18-month period with input from a Community Advisory Group (CAG) and informed by comments received at three community events. A Technical Advisory Group (TAG) of representatives from City and other government agencies also provided input throughout the development of this plan.

This is the first time that the zoning has been revisited since the opening of the Interstate MAX Yellow Line in the spring of 2004. As a starting place, the project reviewed the policies of the *Albina Community Plan* (1993) and the community vision of the *Interstate MAX Station Area Revitalization Strategy* (SARS, 2002).

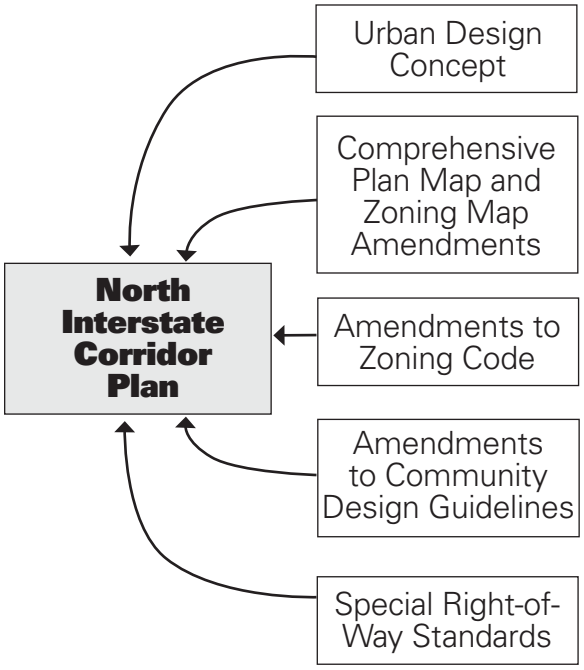



**Figure 1: Elements of the Plan**

## Elements of the North Interstate Corridor Plan

This plan is proposing the following:

- Creation of an **urban design concept** that guides zoning decisions and the development of appropriate implementation tools;
- **Amendments to the Comprehensive Plan Map and Zoning Map** to achieve a transit-supportive and vital corridor. These amendments are intended to create a favorable environment for continued public and private investment by establishing a coherent and predictable zoning pattern;
- Creation of a **North Interstate plan district** that provides additional regulations specific to the needs of the Interstate Corridor to address shortcomings in the base zones and facilitate development that implements the urban design concepts;
- **Application of design review** on properties of high visibility (along Interstate Avenue) and in those areas where the proposed zoning allows development at a greater scale than surrounding buildings. The plan also amends the Community Design Guidelines to add **special plan area character statements** for design review in the Interstate Corridor; and
- Creation of **special right-of-way standards**. These standards will focus on the sidewalk area between the curb and the property line. In combination with design review and plan district regulations they will help achieve a pleasant, safe and efficient pedestrian environment throughout the corridor.

## Implementation Strategy

This plan builds on earlier frameworks that envision a vibrant, prosperous and livable North Interstate Corridor. The enabling regulations in this plan are proposed to facilitate the types of development (both private and public) that would best fulfill community and regional aspirations for this corridor. Private development will be complemented by public investment in streets, sidewalks, lighting, parks and other public amenities. Neighborhood groups, business alliances, faith-based and affinity groups, and members of the community will further work to implement programs and projects through continuing stewardship and community involvement. Together, these contributions will add up to a thriving North Interstate Corridor.

## Interstate Corridor Urban Renewal Area (ICURA)

The North Interstate Corridor Plan is within the Interstate Corridor Urban Renewal Area (ICURA), which was established in 2000, and advances the objectives of urban renewal. In 2008, PDC and the Interstate Corridor Urban Renewal Advisory Committee (ICURAC) are initiating a review and discussion of the remaining 14 years of the urban renewal area and the priority projects and activities that could be implemented with urban renewal funds. Most of the Interstate Corridor will be redeveloped by the private sector, but can, in part, be supplemented by public investments.

Currently, the Portland Development Commission (PDC), the Portland Office of Transportation (PDOT) and Portland Parks and Recreation (PP&R) are updating the ICURA's Transportation Implementation Strategy and Parks Capital Investment Plan, with involvement from residents, community stakeholders, and the general public. For more information on the parks and transportation strategy updates, including public involvement opportunities, please visit PDC's website:http://www.pdc.us/ura/interstate/transportation-and-parks/default.asp

## Transportation Implementation Strategies

In order to continue to meet the mode split and implement transportation system assumptions used in the transportation analysis, the Office of Transportation will:

- Work with TriMet to increase headways of the Yellow Line Light Rail (Interstate Line).
- Implement new special right of way standards that will promote walking and bicycling in the area.
- Initiate another SmartTrips — an individualized transportation options marketing campaign —in the area.
- Initiate other Transportation Demand Management (TDM) programs as needed.
- Improve on an already well connected bicycle and pedestrian network through capital projects, safety projects and projects by private development.
- Work to optimize all mode movements in a well connected grid system.
- Explore the use of a Transportation Management Association (TMA) when employment in the area increases enough to support it.
- Review off-street parking maximums in the Zoning Code mid-point during the planning period.

# Staff Recommendations

The Portland Planning Commission recommends the City Council take the following Actions:

Adopt the ordinance that:

- Adopts the North Interstate Corridor Plan (this report);
- Amends the Community Design Guidelines that create plan area character statements for the North Interstate plan district;
- Amends the Portland Comprehensive Plan Map and the Zoning Map as shown in this report;
- Amends Title 33, Planning and Zoning Code, as shown in the report;
- Amends Title 32, Sign and Related Regulations, as shown in this report; and
- Adopts the commentary in the report, and the report itself, as further findings and legislative intent.

# Section 1
# Introduction

## Project Objectives

The North Interstate Corridor Plan has revisited the zoning and regulatory framework in the Interstate Corridor to:

- Implement a long-term development vision along Interstate Avenue and in the quarter-mile radius around station areas, building on previous community planning (*Albina Community Plan* and the *Interstate MAX Station Area Revitalization Strategy* report), with refinements to ensure broad-based community support of the project outcome;
- Optimize the region's $325 million public investment in light rail by encouraging transit-supportive development that will create additional jobs and housing in the light rail corridor;
- Support and sustain the neighborhood by encouraging development that increases neighborhood economic vitality, amenities, and services and successfully accommodates additional density by encouraging quality development that strives to minimize negative impacts on the surrounding neighborhood;
- Create a favorable environment for continued public and private investment by establishing a coherent and predictable zoning pattern and reducing the number of nonconforming uses; and
- Be consistent with state, regional, and local policies while balancing transit-supportive and neighborhood livability policies.

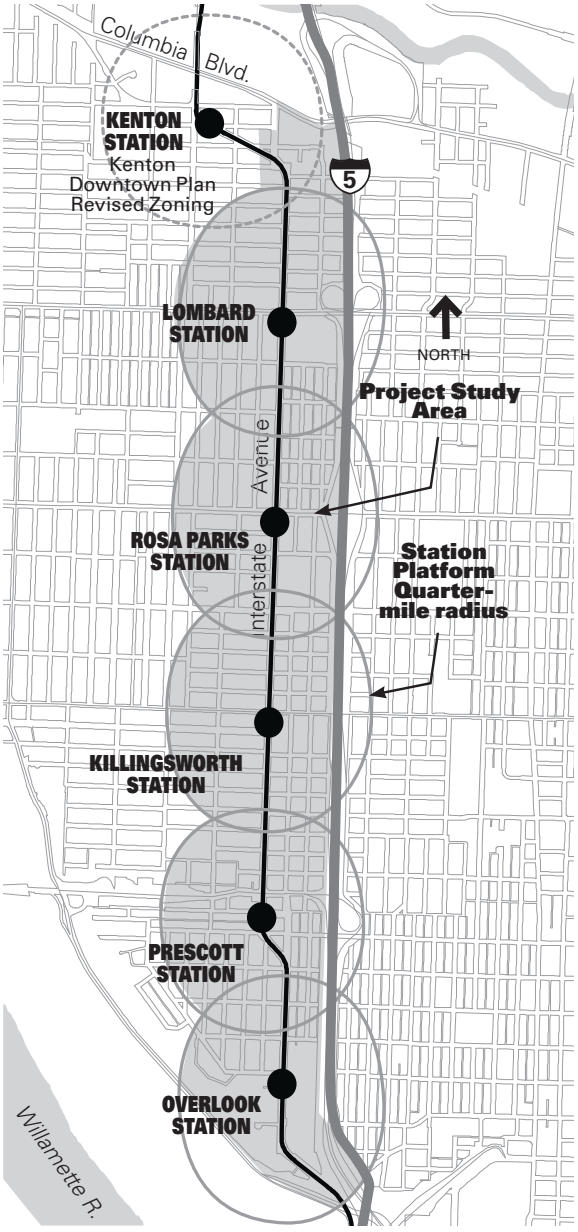



**Figure 2: Project Area Boundaries**
The North Interstate Corridor Plan project includes the quarter-mile radius around the Overlook, Prescott, Killingsworth, Rosa Parks, and Lombard Stations. The Lombard Station study area also includes the area between Interstate Avenue, the I-5 freeway and Columbia Boulevard not previously included in the Kenton Downtown Plan. A quarter-mile equates to a 5-10 minute walking distance to a station area.

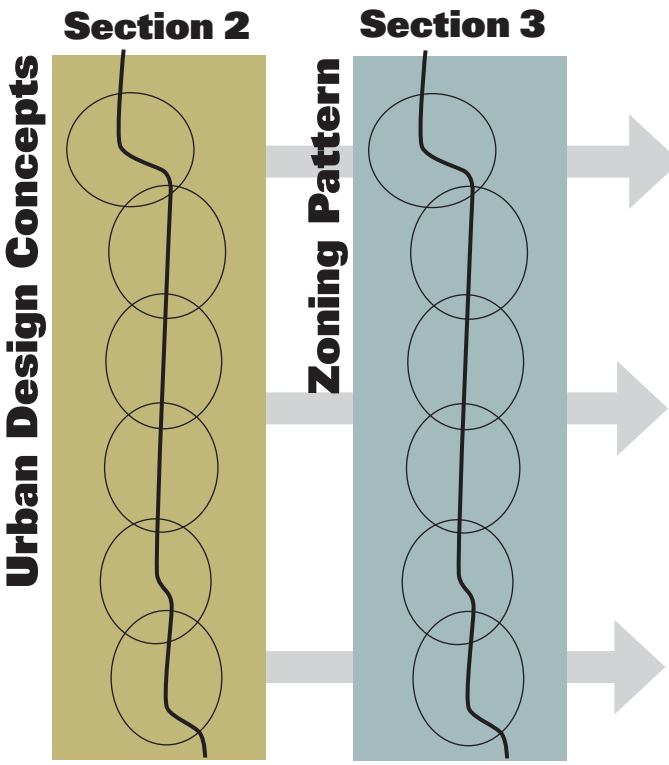



**Figure 3: Special Regulations for the Interstate Corridor**

## Organization of the Document

This document is divided into the following sections:

### Preface, Executive Summary and Recommendations

**Section 1 Introduction** contains the project objectives, study area boundaries, planning process flow chart and this description of how this document is organized. There is also information about the public outreach component of the project and significant dates for the legislative process. The section ends with a list of project documents and background materials available on the project website.

*Also refer to:*
Appendix A: Work of the Community Advisory Group (CAG)
Appendix B: Public Involvement Plan
Appendix C: Project Documents and Background Materials

**Section 2 Urban Design Concepts** includes a summary of history and urban form and an urban design concept map with overall concepts for the Interstate Corridor. There are also descriptions of the elements of the urban design concept map.

**Section 3 Comprehensive Plan Map and Zoning Map Amendments** begins with a description on how to read zoning information, followed by a summary of the proposed zoning pattern. The proposed zoning pattern is shown on an 11x17 pull-out map along with an existing zoning map. There is also a matrix that summarizes the most significant use and development standards for each of the proposed zones.

*Also refer to:*
Appendix D: Zoning Assumptions

**Section 4 Code Amendments** include the proposed Zoning Code language and accompanying commentary for a new North Interstate plan district, amendments to the Albina plan district boundaries, and design review procedures for projects in the North Interstate plan district. There are also sign code amendments proposed for neon signs along Interstate Avenue.

**Section 5 Amendments to Community Design Guidelines** explains how the Community Design Guidelines are used and proposes additional plan area character statements for projects in the Interstate Corridor.

**Section 6 Special Right-of-Way Standards** gives an overview of the right-of-way standards that the Portland Office of Transportation is developing for the Interstate Corridor.

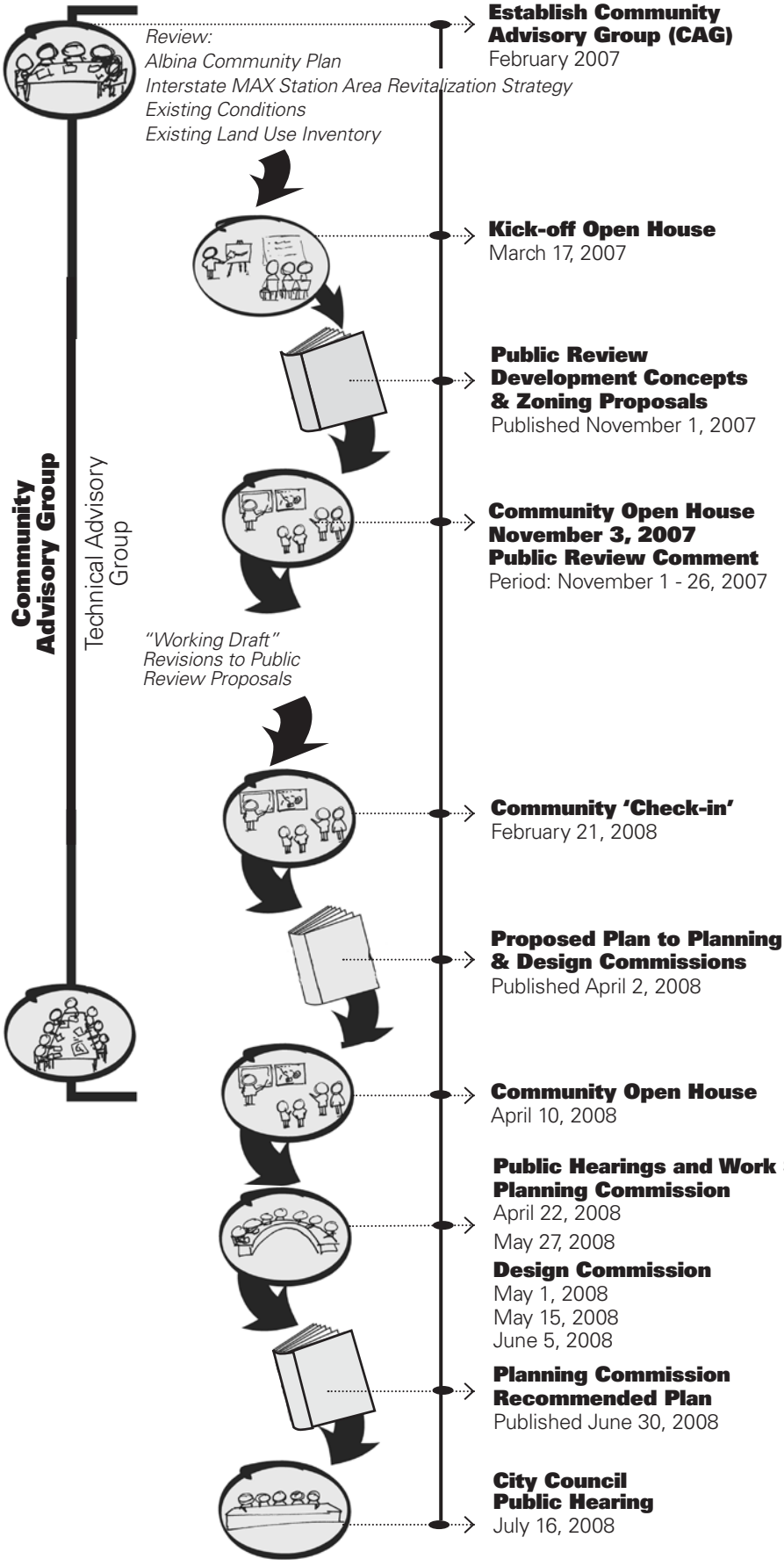



**Figure 4: Planning Process Flow Chart**

## Public Outreach and Community Involvement

A Community Advisory Group (CAG) was created to advise and inform staff on issues related to the project and participate in the development and review of project proposals. In addition, the group has played a significant role in engaging the larger community. The CAG is composed of representatives from the Interstate Corridor Urban Renewal Advisory Committee, neighborhood and business associations, property owners, developers, realtors, architects, and other key stakeholders. This group includes members with experience in architecture, urban design, small business, affordable housing and other disciplines important to the creation of a successful corridor. The CAG includes members with long-time interests in the corridor as well as newcomers to the area. The CAG met, on average, once a month throughout an 18-month process. CAG members also attended and co-hosted community meetings with project staff. ***See Appendix A: Work of the Community Advisory Group (CAG).***

In addition to the CAG meetings, which were open to the public, there were for community events that offered the general public the opportunity to participate in the development of the corridor plan. Outreach methods during this project included informational flyers, electronic updates (e-updates), postcard notices of community events, and staff participation at community events and presentations at neighborhood and businesses meetings. The Bureau of Planning also maintained a website providing project updates and background materials and other relevant information while the North Interstate Corridor Plan was being developed. ***See Appendix B: Public Involvement Plan.***

**Open Houses Held:**

March 17, 2007
November 3, 2007
February 21, 2008
April 10, 2008

## Legislative Process

The North Interstate Corridor Plan is a legislative project that includes the opportunity for public testimony on the proposals before the Planning Commission, Design Commission and City Council (see schedule below). After their review and deliberation of the Proposed *North Interstate Corridor Plan*, August 2008, the Planning Commission is forwarding the Recommended North Interstate Corridor Plan (this document) to the City Council. (Their amendments to the plan are listed on the next page.) The Design Commission is also recommending approval of this plan. Their review focused on the amendments to the Community Design Guidelines as well as design-related elements of the plan including; building height, building transitions, and the proposed neon sign district.

| | **2008** |
|---|---|
| Planning Commission Briefing | March 25 |
| Design Commission Briefing | April 3 |
| Portland Development Commission Briefing | April 9 |
| Planning Commission Hearing | April 22 |
| Design Commission Hearing | May 1 |
| Design Commission Work Session | May 15 |
| Design Commission Decision | June 5 |
| Planning Commission Work Session & Decision | May 27 |
| City Council Hearing & Decision | July 16 |
| City Council Second Reading & Plan Adoption | July (TBA) |
| Plan Effective Date | 30 days after council adoption |

The Planning Commission made the following amendments to the Proposed *North Interstate Corridor Plan*:

1. Approve proposed amendments to Title 32, Sign and Related Regulations, that encourage preservation of mid-20th century signs by allowing nine existing signs to relocate along Interstate Avenue without a sign code adjustment.
2. Amend proposed zoning on the Kenton School site to retain the existing medium density residential zone (R1) and identify the site as "mixed-use with open space" on the urban design concept map. Direct PDC, Portland Parks & Recreation, and Portland Public Schools (property owner) to explore a master plan concept that would facilitate transit-oriented development on the site while preserving community-serving open space. (Details to be worked out when the future of this site is more certain.)
3. Apply design review to medium density residential (R1) zones.
4. Amend proposed zoning in Neighborhood West along Massachusetts and Longview Avenues south of Prescott St. from low-density, multi-dwelling (R2) to single-dwelling 'rowhouse' (R2.5).
5. Amend the special height regulations of the North Interstate Plan District to allow properties in Neighborhood East along the freeway and in the areas at the Prescott, Killingsworth, and Lombard Stations with 85 ft. maximum building height (100 ft. in Prescott) to exceed this height in exchange for additional design review requirements. The maximum height through this process would be 125 ft. (approximately an 11-story building). The additional height would increase building design flexibility—creating the option for taller, thinner buildings and making amenities such as steel construction, ground level open space, and underground parking more economically feasible.

## Background Documents and Materials

The following is a list of documents, plans, and other materials created during the development of the North Interstate Corridor Plan or that have served as background information and guidance during the development of the plan. These materials are available on the Interstate project website at www.portlandonline.com/planning (click on Planning Projects, Interstate Corridor, then Resources).
***See Appendix C: Project Documents and Background Materials for summaries of the documents.***

- *Albina Community Plan* (1993)
- *Interstate MAX Station Area Revitalization Strategy (*SARS,2002)
- *Kenton Downtown Plan* (2001)
- *Interstate Corridor Redevelopment Scenarios* (2007)
- *Interstate Light Rail Corridor Zoning Project Existing Conditions Report* (2007)
- Land Use Maps for Light Rail Station Areas (2007)
- *Guide for Developing Zoning Proposals for the Interstate Corridor* (2007)
- Community Advisory Group Agendas and Meeting Minutes (February 2007 – March 2008)

# Section 2
# Urban Design Concepts

The Interstate Corridor Urban Design Concepts were developed with extensive local public input. The concepts take into account various elements within the plan area, such as station locations along Interstate, special attractions and amenities, and the nature of smaller residential streets to either side of Interstate Avenue.

The urban design concepts should be considered as a starting point for the realization of the community's vision of a vibrant, mixed-use, high-density, urban transit corridor. Some elements of the concept will be implemented through the regulations and design guidelines proposed in this plan. The concepts will also help guide investments in public improvements and provide a level of detail to support public and private funding proposals and decisions.

This section includes:

- Summary of History and Urban Form;
- Interstate Corridor Concept;
- Urban Design Concept Map; and
- Description of Urban Design Elements

## Summary of History and Urban Form

*(See Interstate Light Rail Corridor Zoning Project Existing Conditions Report,* Chapter 4: History and Urban Form for more detail)

Interstate Avenue is a significant commercial corridor connecting downtown Portland to the Columbia River and Washington state. Not unlike smaller neighborhood commercial nodes such as Montavilla, Mississippi, or Clinton Street, the growth, development, decline and current rebirth of Interstate Avenue is closely tied to changes in transportation systems. While Interstate Avenue was an important link to North Portland as early as the late 1800s, the 1940s and 1950s were the heyday for Interstate Avenue development. As the major north-south route through Portland for travel between California and Washington, Interstate Avenue soon filled with businesses and restaurants which catered to the long-distance automobile traveler. Many of these businesses advertised their services with large whimsical neon signs and architecture that reflected their products or services.

After the construction of the Minnesota Freeway (now I-5) in the 1960s, Interstate's travel-oriented businesses went into decline, mirroring a trend that happened all across the country. The Interstate Avenue Corridor is now seeing renewed commercial and residential development following the installation of the new light rail MAX Yellow Line in 2004. There are still a number of neon and space-age signs, mimetic buildings, and tiki architecture along today's Interstate Avenue that stand as a testament to its prominence during the atomic age.

**Historic photo of Interstate & Greeley**


**The Alibi's neon sign**

## Interstate Corridor Concept

Interstate Avenue is a gateway corridor between the cities of Portland and Vancouver. It serves North Portland as a vital commercial/mixed-use, transit artery that is attractive to larger retail and commercial businesses, as well as smaller local businesses — some of which are long-established businesses that have been able to thrive as the corridor redevelops. New high-density residential and mixed-use developments are pedestrian-oriented and offer housing that is convenient to light rail stations, commercial services, and neighborhood amenities along Interstate Avenue. Improving the pedestrian and bicycle routes throughout the corridor and across I-5 is a high priority.

**Station Platform Area**
At the station platforms new development reflects the significance of the transit facilities and creates visually prominent markers that help to differentiate the station platform areas from the surrounding community. There are six station areas along the Interstate Corridor, each with a different development theme:

- Overlook Station: *Employment Anchor*
- Prescott Station: *Neighborhood Center*
- Killingsworth Station: *Killingsworth Main Street*
- Rosa Parks Station: *Neighborhood Corridor*
- Lombard Station: *Retail/Employment Anchor*
- Kenton Station: *Historic Commercial Gateway*

*See appendices pages in Section 5, Amendments to Community Design Guidelines.*

**Mixed Use Area Between Stations**
Between the station areas, new development along Interstate will be mixed, both in use and scale. While the majority of buildings will be of higher densities, they will likely not be as large as those closer to the station platforms. In addition, most of these buildings will feature active ground floor uses such as retail shops and stores, capitalizing on the visibility offered by the light rail; others may incorporate offices, building lobbies or institutional uses.

**Neighborhood East** is defined by its eclectic mix of old and new, small and large, single- and multi-family residential buildings. Over time, this area will transform into one of Portland's most dense and vibrant residential districts. The area features strong connections to Interstate Avenue along its western edge, and opportunities to achieve taller buildings along its eastern boundary — the Interstate 5 Freeway. Montana Avenue supports the growing neighborhood with a series of north-south pedestrian and bicycle connections and the opportunity for new green street improvements.

**Neighborhood West** serves as the bridge between the high-density development along Interstate and the nearby established lower density neighborhoods. It is made up of homes that transition in scale and proportion from larger buildings along Interstate Avenue to the adjacent small houses. New development is encouraged to build on the character of the existing patterns and architecture in Neighborhood West. Concord and Fenwick Avenues serve as a strong north-south pedestrian and bicycle route for this neighborhood, and may offer opportunities for new green street improvements.

**Mixed-Use with Open Space**
The Kenton School site has been identified as future "mixed-use with open space" to provide policy guidance for future redevelopment that recognizes the desire for transit-supportive development on this site that includes a component of public open space.

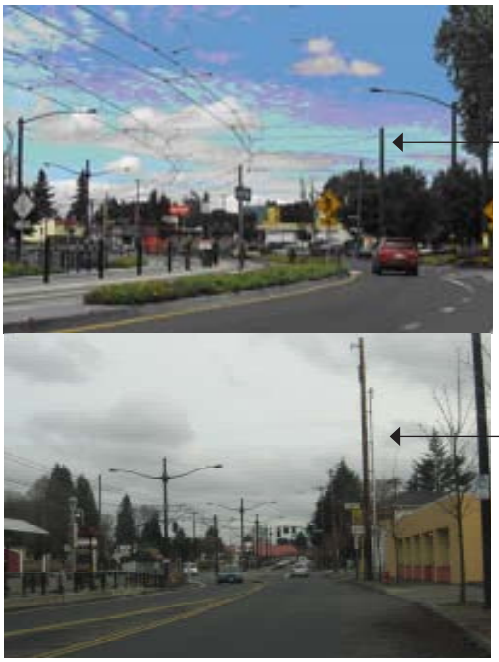
**Commercial Corridor Outside of Project Study Area**
Located just outside of the Interstate Corridor are three commercial "main street" corridors:

- To the north, just south of the Kenton Station platform, is the Denver Avenue historic commercial district accessible from Lombard Street and Interstate Avenue;
- Across I-5 is the Killingsworth commercial district, a streetcar era commercial district that currently serves PCC Cascade Campus and the surrounding neighborhoods; and
- South of Going Street, the Mississippi commercial district is accessible by Skidmore Street and the existing Failing Street Pedestrian Bridge.

## Description of Urban Design Concept Map Elements

**Focal Points** represent opportunities along Interstate Avenue to mark directional shifts in the street. Development at focal points should take advantage of this shift and provide wayfinding qualities and signature architecture.

- **Interstate Avenue between Mason & Prescott:** The area around the Prescott MAX station is a focal point on the Interstate corridor. This is the point where Interstate curves to the west before heading north toward Kenton. It is also the major east-west connection to Going Street and the Swan Island Industrial Area. There is a significant amount of through traffic along both Interstate and Going Street, which further enhances the importance of the Prescott station area as a gateway visible from all four directions.
- **Interstate & Kilpatrick Street** (entering Kenton): Interstate Avenue curves back to the west one last time near Kilpatrick Street. This provides an opportunity for views of the Kenton central business district for people coming up Interstate Avenue from the south.



**Interstate Ave. between Mason & Prescott**

**Interstate & Kilpatrick St. (entering Kenton)**

**Gateways** are high-visibility entrance points between distinct areas that serve as key passages and connections between these areas. Development at gateways should contribute to the sense of entry and level of importance.

- **Overlook Station:** The area just south of Overlook Park at the start of the Kaiser Medical Complex has been identified as the southern gateway into the Interstate Corridor. At this location, Interstate Avenue curves and begins its north-south orientation, the road levels off after climbing from the Albina Yards, and the pattern of development related to Interstate Avenue begins.
- **Kenton Station:** Although outside of the North Interstate Corridor plan district (in the Kenton Downtown Plan), the Kenton station marks the northern entrance to the Interstate Corridor.

### Significant Views

A few areas in the Interstate Corridor offer significant views west and south, of the West Hills, Forest Park, downtown Portland, and the Willamette River, as well as north to the Columbia River, Mt. St. Helens, and Vancouver, WA. These views can be best seen from the southern edge of Overlook Park and from the Kenton neighborhood, north of Interstate Avenue. There are also potential views northeast, over the I-5 freeway, if taller buildings located along the freeway edge. New development should take advantage of these significant views through careful building massing and orientation.

**View from Overlook Park**

### Cultural, Educational, or Recreational Amenities

Within a quarter mile of each light rail station there are cultural, educational, and recreational amenities that serve the surrounding neighborhoods; some attract even larger audiences. The following amenities help strengthen the quality of life in the Interstate Corridor for both existing as well as future residents.

- Kenton School (identified as future "mixed-use with open space" on urban design concept map)
- Ockley Green School
- Patton Square and IFCC
- Overlook Park
- Interstate Firehouse Cultural Center (IFCC)
- St. Stanislaus Church and Library (hosts regional Polish Festival each year)
- Overlook House
- Beach School

**Interstate Firehouse Cultural Center**

**St. Stanislaus Library**

**Overlook Park**

## Potential Neon Sign District

Along Interstate Avenue there are a number of unique and colorful mid-20th century signs that reflect Interstate's past as the main north-south highway (Highway 99). A Neon Sign District has been proposed along Interstate Avenue—from Overlook Station to Kenton Station—to recognize the history of the area and reinforce the neon character of Interstate Avenue. Buildings fronting Interstate will be encouraged to retain and reuse existing neon and mid-century signs either on site, or on another acceptable site that fronts Interstate Avenue. New development along Interstate would be encouraged to incorporate neon into signage and building design. The following North Interstate Corridor Plan proposals help implement the Neon Sign District:

- **Special Design Review Criteria.** Properties in the potential Neon Sign District are subject to design review. Section 5 of this plan proposes special design review criteria for the Interstate Corridor: "Strengthen the cultural significance of Interstate Avenue's iconic neon signs."

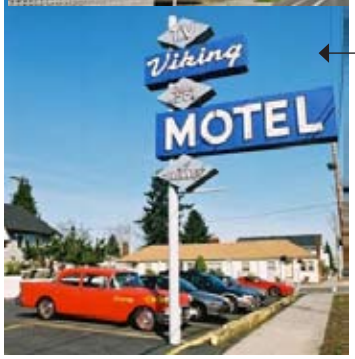
- **Amendments to Sign Code Regulations.** Section 4 of this plan, proposes changes to the sign code regulations that create incentives for protecting the nine most significant mid-20th century signs along Interstate Avenue. (See p. 86 for names and location.)


**Nite Hawk neon sign**

**New neon sign at Krakow Koffee House**



**Palms Motel neon sign**




**Viking Motel neon sign**

# Streets

## Interstate Avenue

Interstate Avenue serves as the corridor's primary framework street. It is the major connector for arterials, collectors and local streets for the plan area and will be the focus of more intense land uses, particularly where Interstate intersects a primary east-west street. Interstate Avenue is the backbone for all new development and services within the corridor.

## Primary East-West Streets

Primary east-west streets serve as important routes for pedestrian, bicycle and vehicular activity across the plan area and between neighborhoods. These streets may be the focus of more intense land use activity as well as enhanced pedestrian improvements, such as curb extensions, wide sidewalks, street furnishings, street trees, pedestrian refuges, stormwater treatment facilities and the creation of new attractions or focal points. The primary east-west streets identified in the urban design concept map are:

- **Killingsworth Street**
- **Lombard Street**

## Secondary East-West Streets

Secondary east-west streets also serve as routes for pedestrian and vehicular activity across the plan area and between neighborhoods. The secondary east-west streets, below, identified in the urban design concept map have different characteristics.

- **Skidmore Street:** mixed-use "main street"
- **Going Street:** serves as a major freight route between the Swan Island Industrial area and I-5; wide swath of open space along both sides of Going west of Interstate Avenue to be protected
- **Rosa Parks Way:** residential

## Local Community Streets

Local community streets serve as routes for pedestrian, bicycle and vehicular activity across the plan area and between neighborhoods. Local street have less traffic volume than secondary east-west streets. The following local community streets serve as routes crossing I-5 connecting the Interstate Corridor neighborhoods to neighborhoods east of the freeway.

- **Alberta Street**
- **Ainsworth Street**

## Pedestrian/Bicycle-Oriented Streets

Pedestrian/bicycle-oriented streets are predominately residential in character and serve as important routes for local pedestrian and bicycle access. These streets should focus on development of the pedestrian realm with innovative stormwater treatment facilities, street trees and adequate sidewalks. North-south streets provide continuous access through the corridor while east-west streets serve as routes to pedestrian/bicycle bridges (Failing Street and Bryant Street Pedestrian Bridges). The pedestrian/bicycle-oriented streets identified in the urban design concept map are:

- **Montana Street**
- **Concord Avenue**
- **Kilpatrick Street**
- **Fenwick Avenue**
- **Bryant Street**
- **Saratoga Streets**
- **Failing Street**

**Montana Street**

**Concord Street**

**Failing Street Pedestrian Bridge**

# Section 3
# Comprehensive Plan Map and Zoning Map Amendments

The North Interstate Corridor Plan will amend both the policy map that guides land use and development in the City (the Comprehensive Plan Map) and the actual zoning that implements the policy through land use regulations (Portland Zoning Map). The 11x17 pull-out map at the end of this section shows both existing and proposed zoning designations in the Interstate Corridor Plan.

This section includes:

- How to read the zoning map
- Summary of the proposed zoning
- Summary of proposed zoning use and development standards (matrix)
- 11x17 map of existing and proposed zoning

## How to Read the Zoning Map

For most properties in Portland, existing zoning is consistent with the City's Comprehensive Plan Map. However, there are some situations where the existing zoning differs, usually because the services are not yet in place to support the long-range vision of the Comprehensive Plan. Such discrepancies exist in the Interstate Avenue corridor where there are areas with high-density residential Comprehensive Plan Map designations but less intensive zoning designations. It was recognized during the 1993 Albina Community Plan process that applying higher-density zoning to match the Comprehensive Plan would only be appropriate once the light rail line was in place. In situations where the Zoning Map and Comprehensive Plan Map designation do not match, the current zoning designation is followed by the Comprehensive Plan designation in parentheses, for example "R5(RH)."

The proposed zoning map contains the following zone abbreviations and overlay designations.

| | |
|---|---|
| EX | (Central Employment) |
| CX | (Central Commercial) |
| CS | (Storefront Commercial) |
| RH | (High-density, multi-dwelling Residential) |
| R1 | (Medium-density, multi-dwelling Residential) |
| R2 | (Low-density, multi-dwelling Residential) |
| R2.5 | (Single-dwelling, "Rowhouse'" Residential) |
| R5 | (Single-dwelling Residential) |
| IR | (Institutional) |
| OS | (Open Space) |

**Design Overlay Zone – d**
The design overlay is automatically applied in conjunction with certain base zones, including CX and EX. The Design Overlay zone "d" is also proposed for all properties in the Interstate Corridor that have R1, RH or CS zoning. This "d" overlay zone was applied to the underlying Comprehensive Plan designations for Neighborhood East through the Albina Community Plan process to ensure that, as the area transforms into a high-density neighborhood, new buildings larger in scale than existing buildings are of good design quality.

**Alternative Design Density Overlay Zone – a**
This overlay zone allows increased density for development that meets additional design compatibility requirements. The existing "a" will remain on R5-zoned properties within the study area. However, the "a" will be automatically dropped from R5a zoned properties that are rezoned to higher-density zoning since the overlay has no effect on projects in RH, IR, C, or E zones.

**Aircraft Landing Zone – h**
This overlay zone provides safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures and vegetation. In the Interstate Corridor planning area, the area north of Lombard Street between Interstate Avenue and I-5 has the "h" overlay applied. It is not anticipated that this overlay will have an effect on this neighborhood as the maximum building height allowed under the "h" overlay zone is well above the maximum building heights of either the existing or the proposed zones for this area.

**Historic Resource Protection Overlay Zone**
There are several conservation districts in and adjacent to the study area. A portion of the Kenton Conservation District is located in the study area north of Lombard, west of Interstate Avenue. The Denver Avenue Historic District is located south of the Kenton light rail station platform. Directly east of I-5 there is the Piedmont Conservation District that includes portions of the Piedmont neighborhood, Peninsula Park, and the Killingsworth commercial areas and the Mississippi Conservation District that includes the residential neighborhoods adjacent to the freeway as well as the commercial/mixed-use area along Mississippi Avenue. No changes are proposed to this overlay zone.

## Summary of the Proposed Zoning

The proposed zoning embraces the Albina Community Plan's overall concept of the Interstate Corridor as a high-density transit corridor by applying a zoning pattern that provides opportunities for housing, jobs, and neighborhood services that complement and support light rail. Summaries of the proposed zoning follow.

**EX (Central Employment)** is the most prevalent zone proposed along Interstate Avenue. EX has been applied along Interstate to allow for market flexibility — the zone allows commercial, employment, and residential uses. It also allows interim uses before the market is ready for higher density (such as nonresidential uses in single-family houses along Interstate Avenue) and it addresses many current nonconforming uses.

**CX (Central Commercial)** is proposed at the Lombard and Killingsworth station platforms to encourage intensive uses at stations with higher capacity east-west connections.

**CS (Storefront Commercial)** is proposed for Killingsworth Street outside the immediate station platform area to reinforce Killingsworth Street as a major east-west street through north and northeast Portland (Martin Luther King Jr. Blvd. to Greeley). On Lombard Street west of Interstate Avenue, CS is proposed to reinforce this portion of the street as a pedestrian-oriented street that connects the Lombard Station area with the Denver Avenue commercial area in Kenton. CS is also proposed along Interstate Avenue in the Prescott and Kenton Station areas where Interstate Avenue veers northwest and the lots are shallow and irregular, making higher density more challenging.

**CG (General Commercial)** is currently the most typical commercial zone along Interstate Avenue. The plan proposes to change this auto-oriented, lower-intensity zone to either EX, CX, or RH, depending on location and existing land uses. This change will create four nonconforming uses.

**RH (High-density, multi-dwelling Residential)** is proposed for small areas along Interstate Avenue, Rosa Parks Way west of Interstate, and Neighborhood East between Interstate Avenue and I-5. In most cases this change will implement the Comprehensive Plan Map designation.

**RH zoning in Neighborhood East**
In Neighborhood East, north of Killingsworth Street the proposed zoning implements the Comprehensive Plan designation of RH. South of Killingsworth Street the proposed zoning calls for full-block zoning along Interstate Avenue, with much of the area east to the freeway being rezoned from EXd to RH. As part of the Albina Community Plan this area was zoned EX to take advantage of access to I-5 and Swan Island along Going Street. The proposed RH designation takes into account that this neighborhood is transitioning into a residential area rather than an employment area as originally envisioned. All zoning is accompanied by the design overlay zone.

**R1 (Medium-density, multi-dwelling Residential)** remains in Neighborhood East between Mason and Failing Streets and on a few selected properties at the Rosa Parks Station.

**R2 (Low-density, multi-dwelling Residential)**
In Neighborhood West a transition area roughly 200-feet wide is proposed between Interstate Avenue and the R5 single-family zoning to the west. The majority of this transition area—north of Going Street—is zoned R2 which is a low density multi-dwelling zone that allows rowhouses, duplexes and small multi-dwelling buildings. The R2 zone is used in similar transition situations throughout the city and allows for buildings with intermediate heights to soften the transition between single-family and higher density zones.

**R2.5 (Single-dwelling, "rowhouse" Residential)**
The R2.5 zone is the transition between Interstate Avenue and the R5 single-family zoning south of Going Street. The neighborhood requested the R2.5 zone instead of the R2 zone to ensure future development was compatible with the existing single family character of the area.

**R5 (Single-dwelling Residential)**
The majority of Neighborhood West is currently zoned R5, single-dwelling, and no change, outside of the R2 and R2.5 'transition' zones described above, is being proposed in these areas.

**IR (Institutional)** remains on the Kaiser Permanente Medical Campus at Overlook Station.

**OS (Open Space)** remains on Patton Park, Overlook Park, Beach School, Ockley Green School, and areas along Going Street.

**Full-block zoning.** Where possible, full-block zoning has been applied along Interstate Avenue to create more options for site and building design that can result in better transitions to adjacent neighborhoods. In areas where the block pattern runs east to west the zoning along Interstate Avenue extends roughly 200' from Interstate Avenue.

**Nonconforming uses.** Staff has identified over 32 nonconforming uses currently in the study area. Nonconforming uses occur when zoning changes and a property's use is not allowed in the new zone. Such uses have "grandfathered" rights to continue operating but face additional regulations if they want to expand or upgrade. If adopted, the proposed zoning would make most of the current nonconforming uses allowed uses. However, the new zoning would create 4 nonconforming uses in the form of gas stations. There is community support for some of these gas stations to continuing operating on Interstate Avenue and they may remain as "grandfathered" uses. It is generally not long-range city policy to support gas stations on light rail alignments.

| | **R5**[2] Single Dwelling Residential 5000 | **R2.5** Single Dwelling Residential 2500 | **R2** Multi Dwelling Residential 2000 | **R1** Multi Dwelling Residential 1000 | **RH**[1] Multi Dwelling HighDensity Res. | **RX** Central Residential | **EX** Central Employment | **CG** General Commercial | **CX** Central Commercial | **CM** Mixed Commercial/ Residential | **CS** Storefront Commercial | **IR** Institutional Reridential |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Height Maximum** Maximum height | 30 ft | 35 ft | 40 ft | 25/45 ft[3] | 65 ft[1] | 100 ft | 65 ft | 45 ft | 75 ft | 45 ft | 45 ft | 75 ft |
| Stories | 3 | 3 | 4 | 4 | 6[1] | 10 | 6 | 4 | 7 | 4 | 4 | 7 |
| **Density Maximums** FAR | | | | | 2:1[1] | 4:1 | 3:1 | 3:1[5] | 4:1 | 1:1[5] | 3:1[5] | 2:1 |
| Max. bldg. coverage | 20- 50% | 20-50% | 50% | 60% | 85% | 100% | 100% | 85% | 100% | Min. 50% of site area | Min. 50% of site area | 70% |
| Max. density | 1 unit/ 5,000 | 1 unit/ 2,500 | 1 unit/ 2,000 sf | 1 unit/ 1,000 sf | | | | | | | | |
| **Density Minimums** Min. density | None | None | 1 unit/ 2,500 sf | 1 unit/ 1,450 sf | 1 unit/ 1,000 sf | 1 unit/ 500 sf | None | None | None | None | None | None |
| **Setbacks** Min. front setback | 10 ft | 10 ft | 10 ft | 3 ft | 0 ft | 0 ft | 0 ft | 0 ft | 0 ft | 0 ft | 0 ft | All setbacks 1 ft for every 2ft of bldg. ht, but in no case < 10 ft |
| Min. side/rear setback | 5 ft | 5 ft | 5 - 14 ft[4] | 5 - 14 ft[4] | 5 - 14 ft[4] | 0' | 0 - 14 ft[4] | 0 - 14 ft[4] | 0 - 14ft[4] | 0 - 14ft[4] | 0 - 14ft[4] | |
| **Allowable Uses** Selected | Residential | Residential | Residential | Residential | Residential Retail[6], Office[6] | Residential Retail, Office | Residential Retail, Office Industrial, Wholesale, Vehicle Repair and Servicing | Residential Retail, Office Industrial, Wholesale Vehicle Repair and Servicing | Residential Retail, Office Industrial, Wholesale, Vehicle Repair and Servicing | Residential Retail, Office Industrial, Wholesale | Residential Retail, Office Industrial, Wholesale, Vehicle Repair | Residential Retail, Office |

1 Normally the RH zone has a height limit of 25/65' (6 stories) and an FAR of 2:1. In the Interstate Light Rail Corridor, all the RH Comprehensive Plan designations are in a special area that increases the maximum FAR from 2:1 to 4:1 and the height to 75'. However, within 1,000 ft of a transit station the height is increased to 100' (Most, but not all RH development in the corridor is within 1,000 ft of a light rail station). In 4:1 FAR areas there is no requirement for the 25' transition height.

2 For the R5 zone, alternative design density overlay 'a' allows increased density of development that meets additional design compatibility requirements.

3 24/45: 25 foot height limit within 10 feet of front property line, 45 feet beyond 10 feet of front property line.

4 For variable setbacks (5-14 feet and 0-14 feet), see City of Portland Title 33 Planning and Zoning Code for explanation.

5 Residential uses are exempt from maximimum FAR calculation.

6 Retail and office only allowed in RH as a conditional use.

This chart is a general summary of primary planning and zoning regulations for the predominant zones in the Interstate Light Rail corridor and is to be used as a preliminary guide only. Consult the City of Portland Title 33 Planning and Zoning Code for detailed and complete planning and zoning regulations.

# Section 4
# Code Amendments

This section includes amendments to Title 33, Planning and Zoning and Title 32, Signs and Related Regulations. Amendments to these regulations are needed to implement the Interstate Corridor urban design concepts.

This section includes proposed changes to the zoning code:

- Chapter 33.561 North Interstate Plan District (new);
- Amendments to Chapter 33.505 Albina Community Plan;
- Amendments to Chapter 33.420 Design Overlay Zone; and
- Amendments to Chapter 33.825 Design Review

There are also amendments to the sign code that help protect mid-20th century signs along Interstate Avenue.

## How to Read the Code Amendments

Proposed changes to the code are as follows:

- Code language to be added is underlined and code language to be removed is shown in ~~strikethrough.~~
- Code language is on the right-hand pages, while staff commentary is on the left-hand pages.

## Commentary

Chapter 33.561 North Interstate Plan District

The North Interstate plan district is a new plan district that implements elements of the North Interstate Corridor Plan.

# Zoning Code Amendments

**CHAPTER 33.561**
**NORTH INTERSTATE PLAN DISTRICT**

Sections:
General
- 33.561.010 Purpose
- 33.561.020 Where These Regulations Apply

Use Regulations
- 33.561.100 Commercial Uses in the RH Zone

Development Standards
- 33.561.210 Maximum Building Height
- 33.561.220 Floor Area Ratios
- 33.561.230 Transition Between Zones
- 33.561.240 Minimum Density in the RH Zone
- 33.561.250 Exterior Display and Storage
- 33.561.260 Off-Site Impacts of Industrial Uses in the EX Zone
- 33.561.270 Required Building Lines
- 33.561.280 Active Building Use Areas
- 33.561.290 Ground Floor Windows in the EX and CS Zones
- 33.561.300 Motor Vehicle Access
- 33.561.310 Compatibility Standards in the R2.5 and R2 Zones

Map 561-1 North Interstate Plan District
Map 561-2 North Interstate Plan District: Maximum Building Heights
Map 561-3 North Interstate Plan District: Floor Area Ratios
Map 561-4 North Interstate Plan District: Required Building Lines/ Active Building Use Areas

## Commentary

**Purpose**

The North Interstate plan district is one of the implementation tools for the North Interstate Corridor Plan that addresses key elements of the plan. The plan district regulations can be grouped into three primary categories: urban form, building transitions, and site and building pedestrian orientation.

**Urban Form.** These standards regulate the height and floor area ratio (FAR) in certain areas to implement urban design concepts that call for more visible developments at the Prescott, Killingsworth, and Lombard Stations, identified focal points, and along the freeway edge.

**Building Transitions.** These standards foster new larger scale developments that add to the livability of the neighborhood, with minimum negative impacts to surrounding smaller buildings. In Neighborhood East—where design review will primarily address these issues—the plan district also allows smaller developments on 5,000 square foot lots for better site and building design. In Neighborhood West this is done by requiring larger buildings along Interstate Avenue to step down to the lower density "transition zones" of R1 and R2 and by requiring new development in the "transition zones" to meet additional compatibility standards.

**Site and Building Pedestrian Orientation.** These standards require sites and buildings to be pedestrian-oriented, especially at the station platforms. These standards complement the proposed special right-of-way standards to:

- Ensure that identified key multi-modal or pedestrian streets are safe and appropriate places for pedestrians;
- Encourage use of bus and transit; and
- Support walking to neighborhood services.

# Zoning Code Amendments

**General**

**33.561.010 Purpose**
The North Interstate plan district provides for an urban level of mixed-use development to support the MAX line and the surrounding neighborhoods by encouraging development that increases neighborhood economic vitality, amenities, and services and successfully accommodates additional density. These standards:

- Implement urban design concepts of the North Interstate Corridor Plan;
- Help ease transitions between new high-density development and the existing, low-density neighborhoods; and
- Enhance the pedestrian experience.

**33.536.020 Where These Regulations Apply**
The regulations of this Chapter apply in the North Interstate plan district. The boundaries of the plan district are shown on Map 561-1 at the end of this Chapter, and on the Official Zoning Maps.

## Commentary

### 33.561.100 Commercial Uses in the RH Zone

Throughout the planning process there has been support for allowing ground floor commercial uses by right in RH properties fronting Interstate Avenue. Currently, a limited amount of Retail Sales And Service uses are allowed in new construction through a conditional use process for sites in the RH zone that are within 1,000 ft. of a light rail station. The proposed regulation would provide more flexibility in the RH zone, allow for neighborhood services, and provide options for limited commercial in RH-zoned existing residential properties along Interstate Avenue.

# Zoning Code Amendments

**Use Regulations**

**33.561.100 Commercial Uses in the RH Zone**

**A. Purpose.** Allowing a limited amount of commercial uses in the RH zone along Interstate Avenue improves the economic viability of residential development by allowing mixed-use development, while ensuring that residential uses remain the dominant use in the zone. It also provides a more interesting and active ground floor along this busy arterial and provides an interim use for houses where owners want to add commercial uses to the ground floor.

**B. Commercial uses allowed.** Commercial uses are allowed in the RH zone on sites that have frontage on Interstate Avenue, as follows:

1. Only Retail Sales And Service and Office uses are allowed;

2. There must be floor area in Residential use on the site, either existing or proposed for development concurrent with the commercial floor area;

3. The commercial uses are allowed only on the ground floor of a building; and

4. Up to 35 percent of the total floor area on the site may be developed for commercial uses. More than 35 percent is prohibited.

## Commentary

### 33.561.210 Maximum Building Height

Maximum building heights of existing and proposed zones in Interstate Corridor:

| Zone | Maximum Height | Zone | Maximum Height |
|---|---|---|---|
| R5 | 30 ft. | EX | 65 ft. |
| R2.5 | 35 ft. | CX | 75 ft. |
| R2 | 40 ft. | CS | 45 ft. |
| R1 | 45 ft. | CG | 45 ft. |
| RH | The maximum height is 75 feet, except on sites within 1,000 ft. of a transit station, where the maximum height is 100 ft.* | IR | 75 ft. |

* Currently the RH properties in the Interstate Corridor are subject to special height regulations in the base zone (33.120.215.B Maximum Height)

Throughout the development of this plan there has been concern from the neighborhood that 100 ft. maximum building height in the RH zone is too high. However, concerns about height have been countered with concerns about the effect that lowering the maximum height may have on building design and the ability of a project to include desirable features such as underground parking and more ground level open space.

In response to concerns about height, the North Interstate Corridor Plan proposes the following compromises:

- In the RH zone, height will not increase to 100 feet within 1000 feet of light rail stations; the general maximum height in the RH zone will be 75 feet throughout the corridor. The Zoning Code Maps (120-3 thru 6, 8 and 10) that currently regulate the special heights of RH zoned properties in the Interstate Corridor will be deleted and heights will be regulated through the North Interstate plan district (33.561.210 Maximum Building Height).

- As a trade-off for reducing the overall height in the RH zone heights are increased to 85 and 100 ft in the following special locations (listed on next page) to implement the urban design concepts of the plan. These concepts call for increased activity at the station platforms; higher buildings with visual prominence in a few selected areas; signature buildings at the "focal points" along Interstate Avenue; and higher buildings along the freeway edge to buffer the rest of Neighborhood East and take advantage of the views to the east.

- The Planning Commission and the Design Commission were concerned that 85 ft. and 100 ft. would still not offer enough design flexibility, so in addition to the height proposals above, the Planning Commission voted to allow properties with special height maximums (85 and 100 ft.) to exceed this height—up to 125 ft—in exchange for additional design review requirements. The additional height would increase flexibility—creating the option for taller, thinner buildings and making amenities such as steel construction, ground level open space, and underground parking more economically feasible.

# Zoning Code Amendments

**33.561.210 Height**

**Proposed Revisions to Maps 120: RH Areas with Maximum FAR of 4:1 (and Maximum Building Heights of 100 ft)**

- Amend Map 120-1: Index Map for RH Areas with Maximum FAR of 4:1;
- Amend Map 120-3;
- Delete Map 120-4;
- Delete Map 120-5;
- Delete Map 120-6;
- Delete Map 120-8; and
- Delete Map 120-10.

**33.561.210 Maximum Building Height**

A. Purpose. The maximum building height standards:
- Allow taller buildings to provide visual prominence and intense activity near station platforms and at identified focal points;
- Allow taller buildings along Interstate 5 to achieve a defined edge within the larger neighborhood context and allow buildings to take greater advantage of views to the east over the freeway; and
- Increase opportunities for creative design, encourage quality construction, and foster provision of neighborhood amenities such as underground parking and ground level open space by allowing additional height in special areas with additional design requirements.

## Commentary

The maximum building heights will be regulated by Map 561-2 (located after the North Interstate ). Unless otherwise noted, properties are subject to the base zone heights.

Areas with special maximum height limits are as follows:

- At the most active station platforms, Lombard and Killingsworth, allow 85 feet in the CX and EX zones;
- At the Prescott Station east of Interstate Avenue, allow maximum building heights of 100 feet in the EX zone. With its significant redevelopable land and direct connections across I-5 to the Mississippi Conservation District, this area has the potential to be the corridor's most vibrant mixed-use area;
- At the focal points identified in the urban design concept: in the Kenton neighborhood as Interstate veers northwest, allow 85 feet in the EX zone; and at the Prescott station as Interstate veers northwest, allow 100 feet in the area described above; and
- In the blocks east of Montana Avenue along the freeway edge allow 85 feet in the RH and EX zones.

In addition to the special maximum heights of 85 and 100 ft. above, the heights on properties along the freeway and in the Prescott, Killingsworth, and Lombard Stations identified on Map 561-2, may increase to 125 ft. if the project goes through a Design Advice Request (DAR). The DAR is an early assistance option administered by the Bureau of Development Services that provides preliminary feedback from the Design Commission on large, complex projects prior to submitting an application for design review. In this application the DAR would provide an opportunity for initial input from the developer, general public, and the Design Commission prior to the Type II design review administered by design review staff. The cost for the DAR is $1,500 and the public hearing generally occurs within 5 weeks for the request.

# Zoning Code Amendments

**33.561.210 Maximum Building Height (continued)**

B. Maximum building heights.

1. Generally. The maximum building heights are shown on Map 561-2, except as specified in section 33.561.230. Adjustments to maximum heights are prohibited, but modifications through Design Review may be requested.

2. In the height opportunity areas shown on Map 561-2, buildings may be up to 125 feet high if:

   a. The applicant meets with the Design Commission to discuss the proposal before applying for Design Review. As specified in 33.730.050.F, the applicant must submit a design advice request to schedule this meeting; and

   b. The applicant requests discretionary Design Review, rather than using the Community Design Standards.

## Commentary

### 33.561.220 Floor Area Ratios (FAR)

Maximum Floor Area Ratios (FAR) of existing and proposed zones in Interstate Corridor.

| Zone | Maximum Height |
|---|---|
| EX | 3:1 |
| CX | 4:1 |
| CS | 3:1 |
| IR | 2:1 |
| RH | 4:1* |

*Currently the RH properties in the Interstate Corridor are subject to special FAR regulations in the base zone 33.120.205.B.1 Density

The Floor Area Ratio (FAR) 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 2:1 means two square feet of floor area for every one square foot of site area.

The following proposed FAR maximums in the Interstate Corridor are intended to work with the proposed special maximum building heights to allow more flexibility for building design. The plan district proposes the following maximum FARs:

- RH and CX continue to have a 4:1 FAR (base zone);
- EX continues to have a 3:1 FAR (base zone), except in areas where the maximum building height has been increased to 85 or 100 feet, in which case the FAR is increased to 4:1. The FAR will not increase in the height opportunity areas. The additional height—up to 125 ft.—will not result in more density, only higher and thinner buildings.

FAR regulations affect building design options. A special height maximum of 85 or 100 feet combined with current FAR standards of 3:1 may lead to buildings that are bulkier than desired. Increasing the FAR to 4:1 will allow taller, thinner buildings that may offer amenities such as more open space, landscaping and space between buildings. The Planning and Design Commissions recommended the option of going to 125 ft. to ensure this design flexibility is achieved.

# Zoning Code Amendments

**33.561.220 Floor Area Ratios**

**A. Purpose.** The floor area ratio standards work with the maximum building height standards to:

1. Increase intensity near the light rail stations at the most intensive station areas: Lombard, Killingsworth, and Prescott; and
2. Allow design flexibility for taller buildings that create opportunities for increased open space on the site and visually prominent architecture.

**B. Where these regulation apply.** These regulations apply to new development and additions of floor area to the site.

**C. Regulation.** Maximum floor area ratios are shown on Map 561-3

## Commentary

### 561.230 Transition Between Zones

In the Interstate Corridor there are two situations for how the mixed-use/high-density zoning (EX, RH and CX) along Interstate Avenue meets the adjacent neighborhoods.

- In Neighborhood East the mixed-use/high-density zoning almost always is adjacent to RH-zoned areas;
- In Neighborhood West there is a "transition area" of R1, R2 and R2.5 zoning between the mixed-use/high-density zoning along Interstate and the R5, single-dwelling zoned area to the west.

**Neighborhood East.** It is difficult to address the issue of larger scale buildings next to smaller scaled buildings in Neighborhood East because the RH zone allows the same (if not taller) buildings than those along Interstate Avenue. However, in the RH and EX zones the base zone requires landscaped side and rear setbacks when abutting residential properties. Design review is also proposed for all EX and RH properties in the Interstate Corridor and can address building design issues on a case-by-case basis.

**Neighborhood West.** When two zones with different maximum building heights are adjacent to one another, as in the case of the R1, R2, and R2.5 zones adjacent to the EX and RH zones along Interstate, special regulations can help to soften this transition. Special building stepdown regulations are proposed for sites zoned EX or RH that abut or are across the street from R1, R2, and R2.5. This stepdown requires lower heights closer to the lower density zone, and also requires that the building mass be further away from the lower density zone to allow more space and privacy.

Similar stepdown provisions are used elsewhere in the code to provide a transition between zones. Staff initially discussed with the community the Hollywood plan district regulation that includes two stepdowns. However, because of the shallow lots common along Interstate, and because sites in the EX and RH zones are subject to design review, only one step is proposed here for more design flexibility.

Figures have been provided to illustrate how this regulation would be applied to properties in the North Interstate plan district.These figures illustrate the most common zones that would apply: EX and R2 (other zones will vary based on maximum building height and setbacks). The figures show both full-block and mid-block transitions.

- Figure 561-1. When the transition occurs mid-block, typical in Neighborhood West from Ainsworth to Skidmore.
- Figure 561-2. When there is full-block zoning and the higher density development is across the street from the lower density development.

Note that on very narrow or shallow lots the development may not be able to achieve the maximum height unless more lots are acquired.

# Zoning Code Amendments

### 33.561.230 Transition Between Zones

**A. Purpose.** These regulations ensure that there is a transition in height when high intensity zones abut or are across the street from low and medium density residential zones.

**B. Where these regulations apply**. The regulations of this section apply to sites in RH, CX, and EX zones that abut or are across a street from an RF through R1 zone.

**C. Maximum building height.**

1. Sites abutting RF-R1 zones. On sites abutting RF-R1 zones, on the portion of the site within 25 feet of a site zoned RF-R1, the maximum building height is the same as the abutting residential zone. See Figure 561-1.

2. Sites across a street from RF-R1 zones. On sites across a street from RF- R1 zones, on the portion of the site within 15 feet of the lot line across the street from a site zoned RF -R1, the maximum building height is the same as the residential zone across the street. See Figure 561-2.

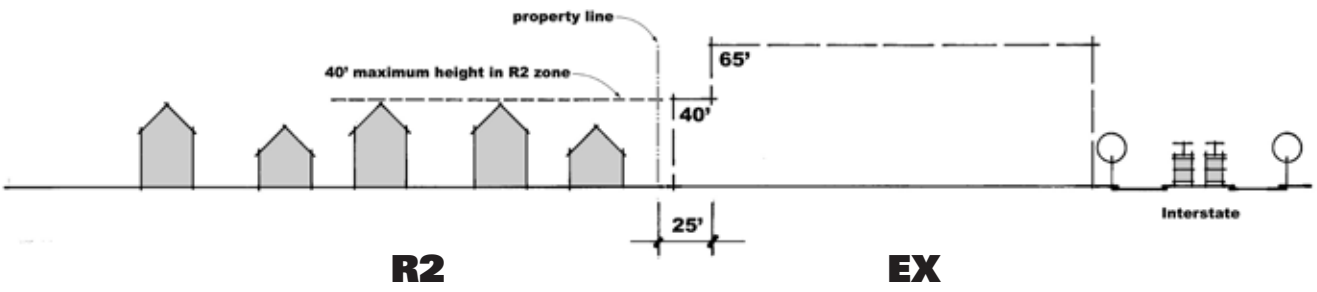



Figure 561-1
Example where R2 zoning meets EX zoning mid-block.

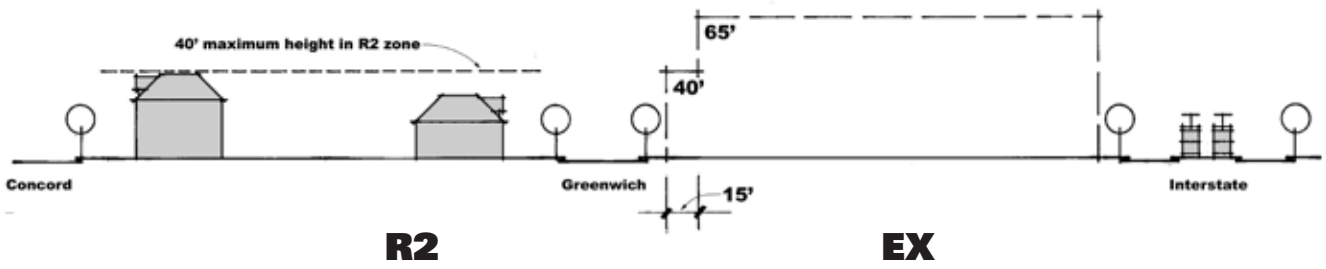



Figure 561-2
Example where R2 zoning meets EX zoning at the street.

## Commentary

**33.561.240 Minimum Density in the RH Zone**

The minimum density in the RH zone is 1 unit per 1,000 square feet of site area; development on a typical 5,000 square foot lot must include at least 5 dwelling units and this is difficult to do on such a small lot. Decreasing this minimum density on small lots in Neighborhood East and along Rosa Parks Way would allow more flexibility in design and building type. The proposed minimum density would require a 5,000 sq. ft. lot to build 3 units. Requiring fewer units on small lots would also make it easier to provide on-site parking and include more landscaping.

This reduction in density is not proposed for sites fronting Interstate Avenue because a higher level of activity is desired there, and consolidation of smaller lots into larger sites is encouraged.

# Zoning Code Amendments

**33.561.240 Minimum Density in the RH Zone**

**A. Purpose.** Reducing the minimum density on small lots in the RH zone provides flexibility for development of a broader range of dwelling types.

**B. Standard.** In the RH zone, the minimum residential density on sites up to 5,000 sq ft in area is 1 unit per 2,000 square feet of site area. This standard does not apply on corner lots or portions of sites within 200 feet of Interstate Avenue.

## Commentary

### 33.561.250 Exterior Display and Storage

Exterior display, storage and work activities are not allowed in the EX, RH, CX and CG zones. To enhance the pedestrian environment and support desired mixed-use and residential developments, certain pedestrian-oriented accessory uses are proposed to be allowed in these zones.

# Zoning Code Amendments

**33.561.250 Exterior Display and Storage**

In the EX, RH, and CX zones, exterior display and storage are prohibited except for outdoor seating for restaurants and pedestrian-oriented accessory uses, including flower, food, or drink stands. Temporary open-air markets and carnivals are also allowed.

## Commentary

### 33.561.260 Off-Site Impacts of Industrial Uses in the EX Zone

This standard is from the Albina plan district and will apply to new EX-zoned areas along Interstate Avenue and in the Prescott station area. The EX zone allows commercial, residential, and light industrial uses. This standard is intended to protect residential and commercial uses in the EX zone, as well as residential uses adjacent to or across the street from the EX zone. The standard does this by requiring industrial uses to meet the standards of Chapter 33.262, Off-Site Impacts, which address vibration, odor, and glare.

# Zoning Code Amendments

**33.561.260 Off-Site Impacts of Industrial Uses in the EX Zone**

**A. Purpose**. Because there are residential and commercial uses in, and adjacent to, areas zoned EX, and there may be additional residential and commercial uses in the future, the off-site impacts of industrial uses must be limited. These limitations protect the economic viability and residential livability of the area.

**B. Industrial uses in the EX zone.** Industrial uses must meet the standards of Chapter 33.262 Off-Site Impacts. These standards must be met at the property line of the site.

## Commentary

### 33.561.270 Required Building Lines

The Required Building Line standard works together with the Active Building Use Areas, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). These plan district regulations also work in concert with the special Interstate right-of-way standards that promote a convenient, pleasant, and safe pedestrian system throughout the corridor.

The Required Building Line regulation is intended to enhance the pedestrian environment by bringing building walls up to the sidewalk and requiring these walls to be a minimum height of 25 feet. The building can be set back to the transit street setback of 10 feet if there are pedestrian amenities between the building and the sidewalk.

# Zoning Code Amendments

**33.561.270 Required Building Lines**

**A. Purpose.** The Required Building Line standard works together with the Active Building Use Areas, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). They ensure that buildings are built near the sidewalk and areas between the building and the sidewalk includes pedestrian amenities.

**B. Where these regulations apply.** These regulations apply to new development on sites with frontage on the streets shown on Map 561-4. Alterations or exterior improvements to existing development are exempt from these regulations.

**C. Building line standards.** Exterior walls of buildings designed to meet these requirements must be at least 25 feet high.

1. The building must extend to the street lot line along at least 75 percent of the lot line; or

2. The building must extend to within 10 feet of the street lot line for 75 percent of the lot line and 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 seating areas, sidewalk cafes or vendor's stands.

## Commentary

### 33.561.280 Active Building Use Areas

The Active Building Uses Areas standard works together with the Required Building Line, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). These plan district regulations also work in concert with the special Interstate right-of-way standards that promote a convenient, pleasant, and safe pedestrian system throughout the corridor.

The Active Building Use Areas standard is intended to reinforce the continuous pedestrian-active ground-level building uses at the station platforms and along major east-west streets (Killingsworth and Lombard).

# Zoning Code Amendments

**33.561. 280 Active Building Use Areas**

**A. Purpose.** The Active Building Uses standard works together with the Required Building Line, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). These regulations ensure the continuity of active ground uses which reinforce the relationship of uses within a building and the sidewalk. Active uses include but are not limited to lobbies, retail, residential, commercial, and office.

**B. Where these regulations apply.** These regulations apply to new development on sites with frontage on the streets shown on Map 561-4. Alterations or exterior improvements to existing development are exempt from these regulations.

**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 fronting the streets shown on Map 561-4.

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-facing façade;

3. The area may be designed to accommodate a single tenant or multiple tenants;

4. The street-facing façade must include windows and doors; and

5. Parking is not allowed in the active building use areas.

## Commentary

### 33.561.290 Ground Floor Windows in the EX and CS Zones

Along Interstate Avenue there is a transit street maximum setback of 10' feet for the EX, CX, and CS zones (20 feet in the RH zone). At least 50 percent of the length of the ground floor level street-facing façade of the building must be within this maximum setback.

In the CX zone all exterior walls on the ground level which face a street lot line, sidewalk, plaza, or other public open space or right-of-way must meet the following standard: "The windows must be at least 50 percent of the length and 25 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to 9 feet above the finished grade. The requirement does not apply to the walls of residential units, and does not apply to the walls of parking structures when set back at least 5 feet and landscaped to at least the L2 standard (low screen)."

The EX and CS zones exempt the window standard above on all exterior walls on the ground level which are more than 20 feet from a street lot line, sidewalk, plaza, or other public open space or right-of-way. This regulation ensures that portions of buildings in the EX and CS zones that are set back further than 20 feet are not blank walls and contain a minimum amount of window area.

# Zoning Code Amendments

**33.561.290 Ground Floor Windows in the EX and CS Zones**

**A. Purpose.** This standard enhances the attractiveness and safety of the pedestrian environment by ensuring that all street-facing ground level building walls contain windows and are not blank walls. These required ground floor windows provide surveillance opportunities from within a structure to adjacent sidewalk areas and reduce the likelihood of a monotonous pedestrian environment.

**B. Standard.** All exterior walls on the ground level which face a street lot line, sidewalk, plaza, or other public open space or right-of-way must meet the Ground Floor Window requirements of the CX zone.

## Commentary

### 33.561.300 Motor Vehicle Access

This regulation reduces curb cuts and driveways along Interstate Avenue creating a better environment for pedestrians along the light rail alignment. It also facilitates better building and site design by incorporating on-site parking in the back when possible.

# Zoning Code Amendments

**33.561.300 Motor Vehicle Access**

**A. Purpose.** To encourage a transit-supportive, pedestrian-oriented environment with a continuous frontage of buildings and active uses along Interstate Avenue motor vehicle access should be limited when possible.

**B. Parking access restricted**. Motor vehicle access to a vehicle area or structure is not allowed from Interstate Avenue unless the site has no other street frontage.

## Commentary

### 33.561.310 Compatibility Standards in the R2.5 and R2 Zones

To provide a transition between the single-dwelling zoning of Neighborhood West and the higher intensity zoning along Interstate Avenue, an area between the two is zoned R2 and R2.5. However, there is still concern that new development in the R2 and R2.5 zones be compatible with the existing neighborhood, although most new development is likely to be only slightly larger than the adjacent single-dwelling development. There was also concern that the new development be of a high quality.

Many of the public comments on this issue requested design review in these areas. However, the City generally does not require design review for these zones (outside of historic and conservation districts) because of the associated costs and the relatively small impact of this development compared to larger commercial, mixed-use, or residential buildings. In addition, most of the development in these zones would be eligible for the Community Design Standards "track," where they would be required to meet specific design standards but do not have to go through a land use review process.

As an alternative to design review, and to respond to the neighborhood concerns, the plan district includes several design standards drawn from Chapter 33.218, Community Design Standards. These standards address:

- Front building setbacks (maximum of 20 ft);
- Covered area at the main entrance;
- No parking in the front setback; and
- Limitations of exterior finish materials.

These special standards will work together with standards of the base zone, such as requiring main entrances to face the street, minimum amount of street-facing windows, and required outdoor area, to help new development blend into the neighborhood.

# Zoning Code Amendments

**33.561.310 Compatibility Standards in the R2.5 and R2 Zones**

**A. Purpose.** These standards ensure that development of sites with the potential for medium density development:

- improves the transition between high density mixed-use development along Interstate and single-dwelling zone areas;
- contributes positively to established neighborhoods; and
- creates a strong physical and visual connection between the living area and the street.

**B. Where these standards apply.** The standards of this section apply to duplexes, attached houses, and multi-dwelling structures in the R2.5 and R2 zones.

**C. Standards.**

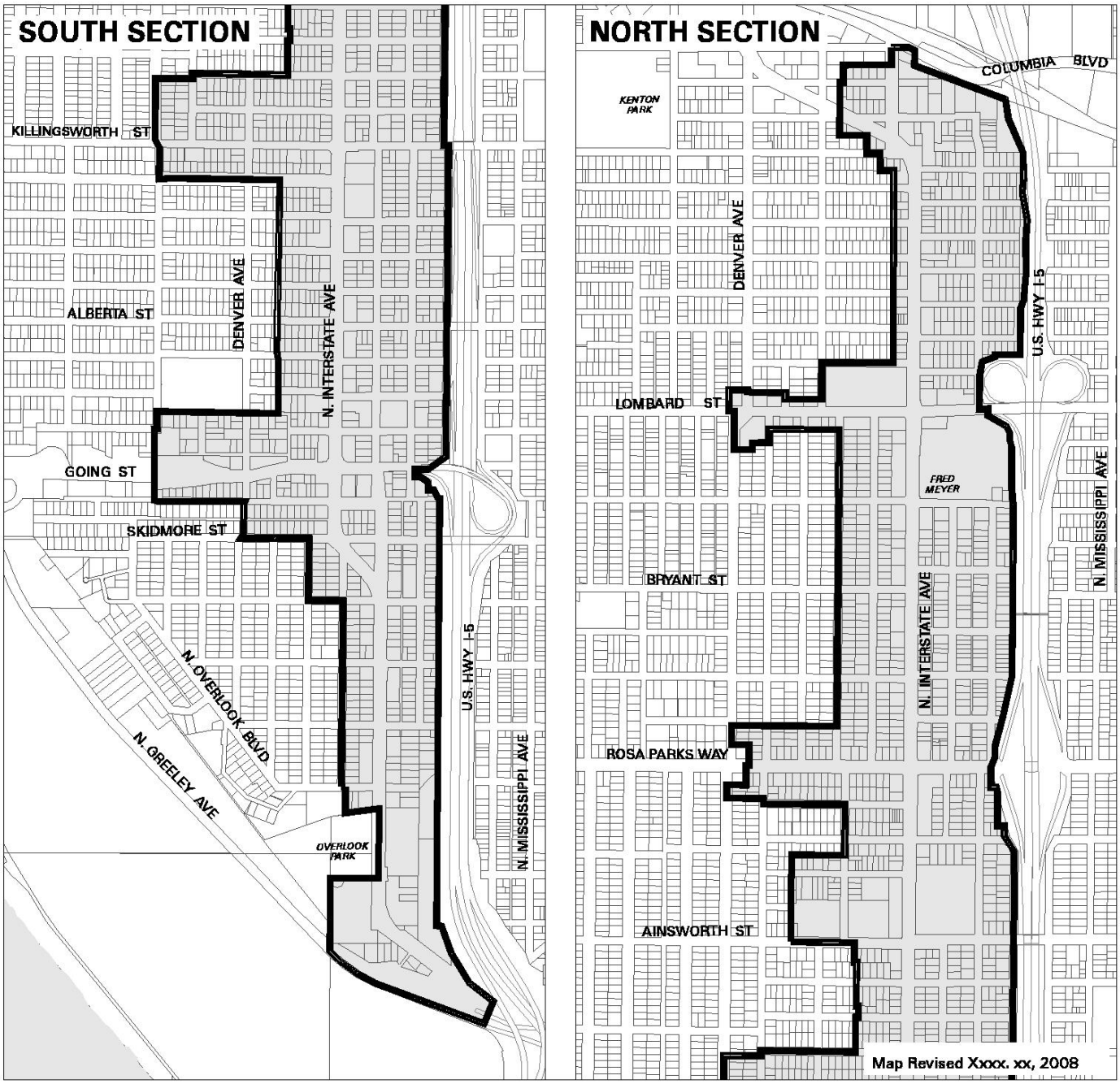
1. Building setback. Primary buildings must not be set back from the front lot line more than 20 feet.

2. Main entrances
   a. Covered area at main entrance. There must be a covered area at all main entrances that face the street. If the main entrance is to a single dwelling, the covered area must be at least 6 feet wide and 4 feet deep. If the main entrance is to more than one dwelling unit, the covered area must be at least 9 feet wide and 7 feet deep.

   b. Covered balcony. As an alternative to C.2.a., attached houses have the option of providing a covered balcony on the same façade as the main entrance. The covered area provided by the balcony must be at least 48 square feet, a minimum of 8 feet wide and no more than 15 feet above grade. The covered balcony must be accessible from the interior living space of the house.

3. Parking areas in the front setback. Parking areas may not be located in the front setback.

4. Exterior finish materials. The standards of this subsection must be met on all building facades:
   a. Plain concrete block, plain concrete, corrugated metal, plywood and sheet pressboard are not allowed as exterior finish material, except as secondary finishes if they cover no more than 10 percent of the surface area of each façade. Composite boards manufactured from wood or other products, such as hardboard or hardplank, may be used when the board product is less than 6 inches wide.




NORTH

0′ 825′ 1650′

Scale in Feet

Plan District Boundary

## Map 561-1

# Recommended North Interstate Plan District

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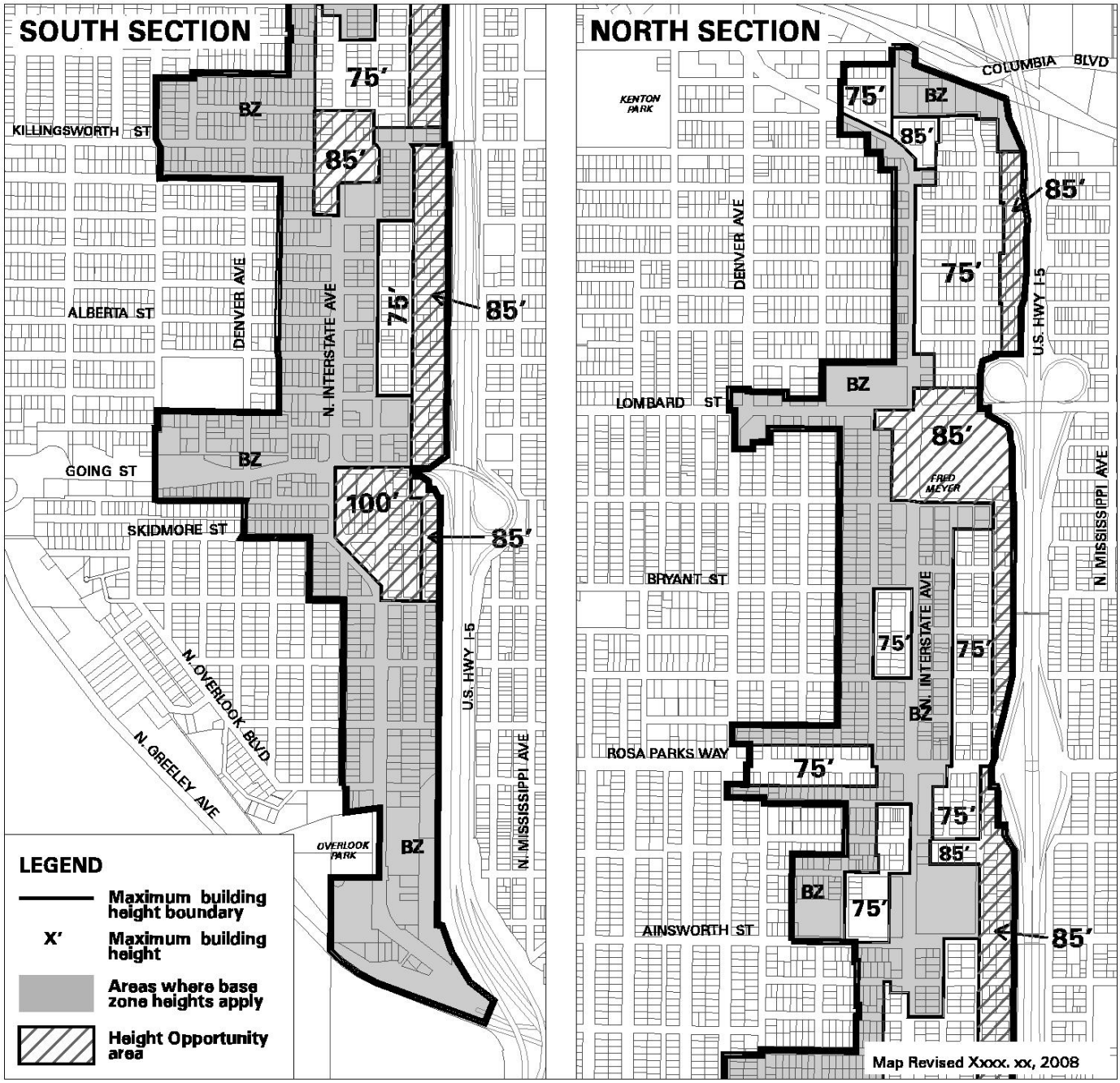



NORTH

0′ 825′ 1650′

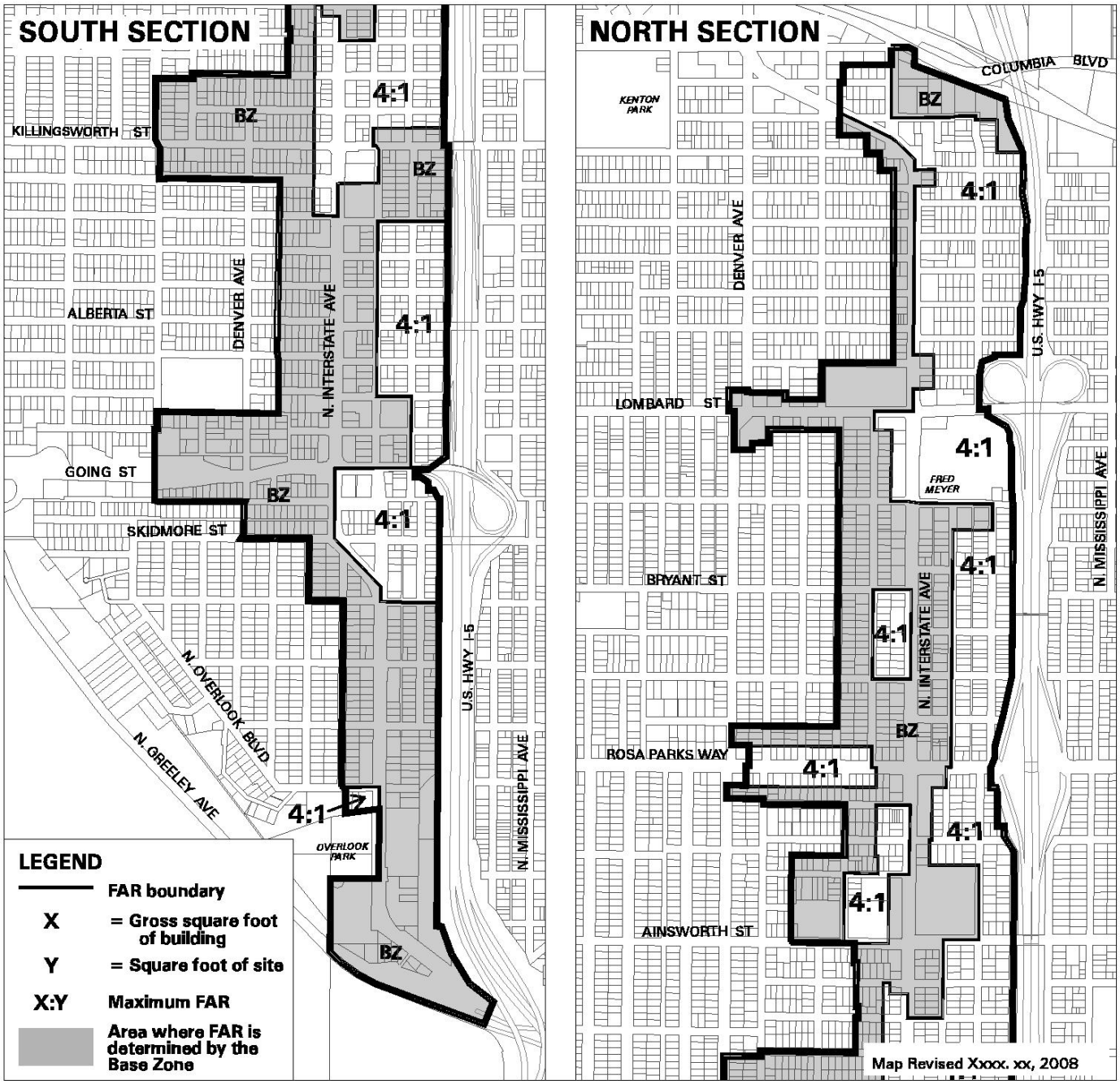
Scale in Feet

Plan District Boundary

## Map 561-2

# Recommended North Interstate Plan District

## Maximum Building Height




NORTH

0′ 825′ 1650′

Scale in Feet

Plan District Boundary

# Map 561-3

# Recommended North Interstate Plan District

## Floor Area Ratio

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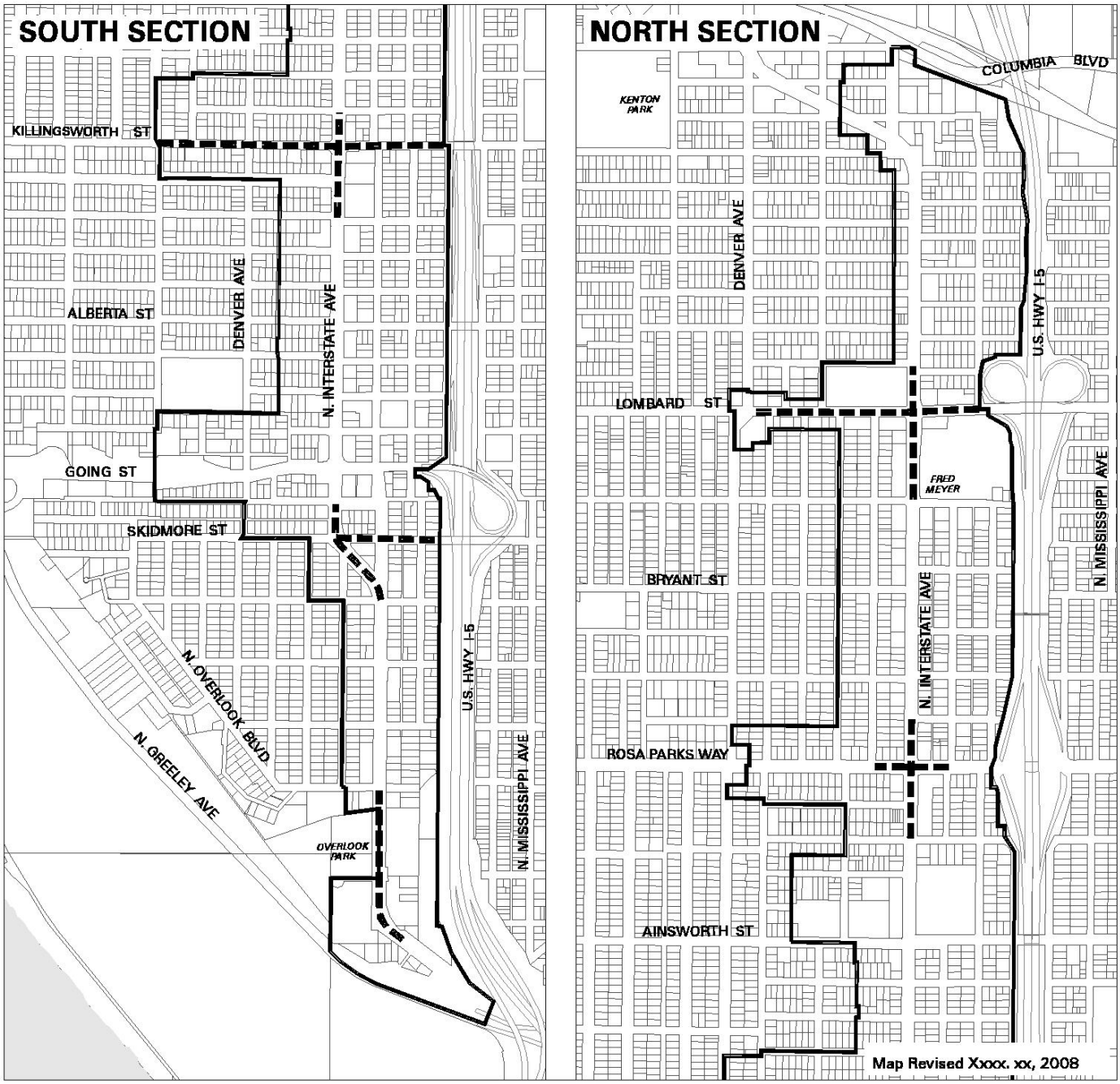


NORTH

0′ 825′ 1650′

Scale in Feet

Plan District Boundary

Required Building Lines/
Active Building Use Areas

## Map 561-4

# Recommended North Interstate Plan District

## Required Building Lines
## Active Building Use Areas

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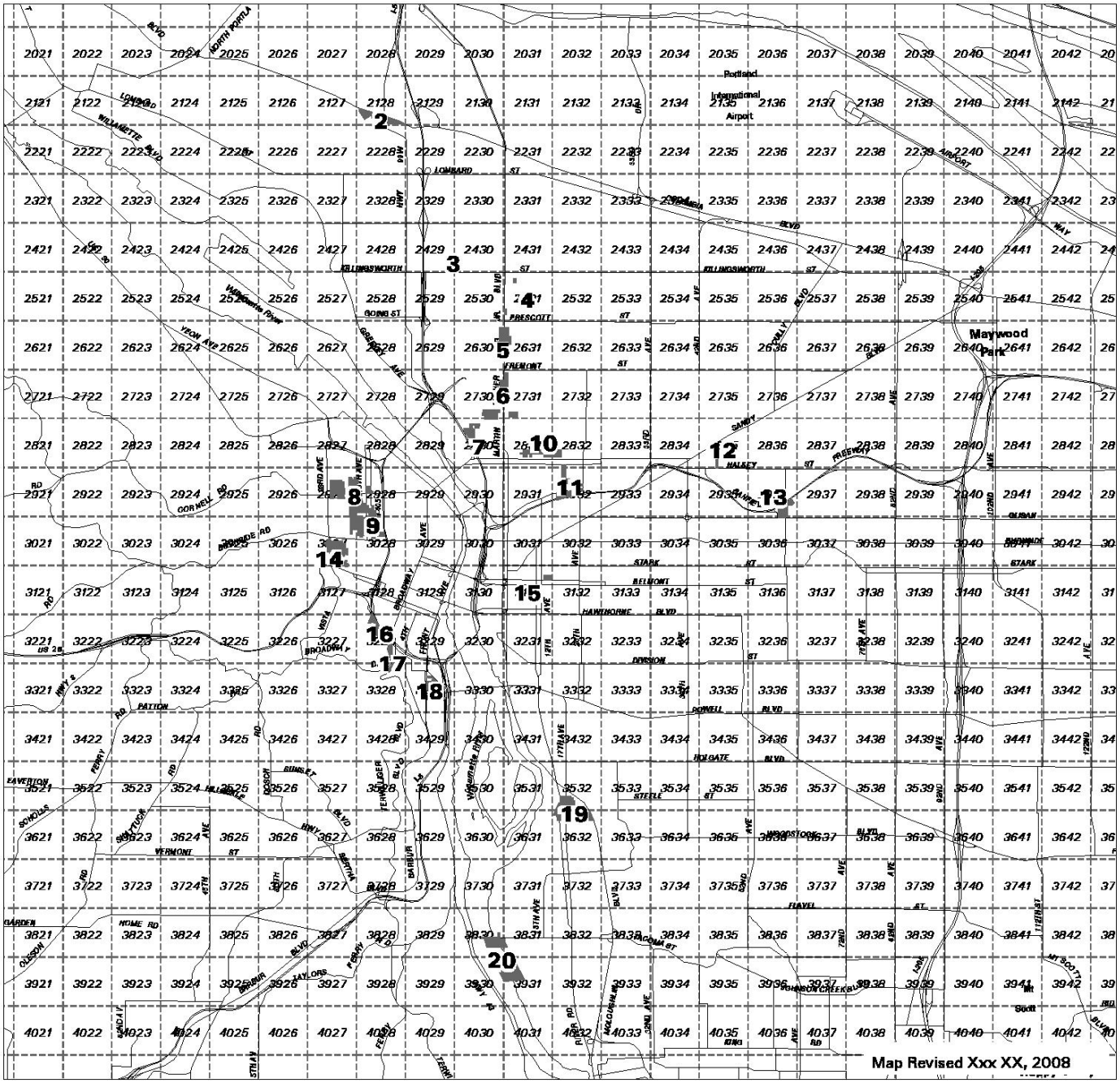
The following maps that currently regulate building height and Floor Area Ratio (FAR) will be deleted or amended in order to apply the special maximum building heights and FARs to the North Interstate plan district as shown on Maps 561-2 and 3.




NORTH

0′ 6000′ 12000′

Scale in Feet

# Map 120-1

# Index Map for RH Areas with Maximum FAR of 4:1

## *Maps to be renumbered*

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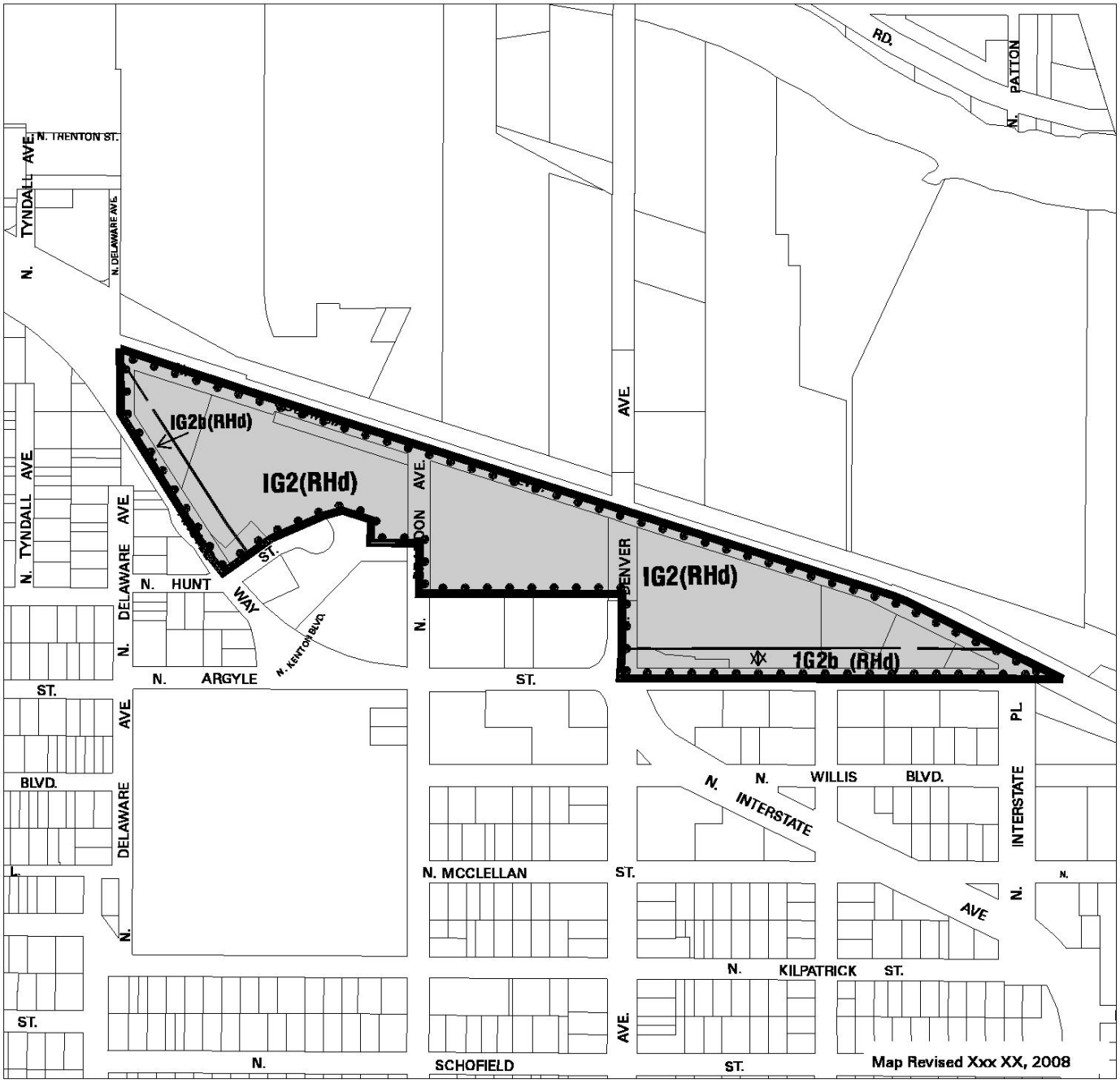


NORTH

0′ 300′ 600′

Scale in Feet

Boundary of Existing/Potential RH-Zoned Area

## Map 120-2

# RH Areas with Maximum FAR of 4:1

Quarter Sections: 2128, 2129

***Map to be amended & renumbered***

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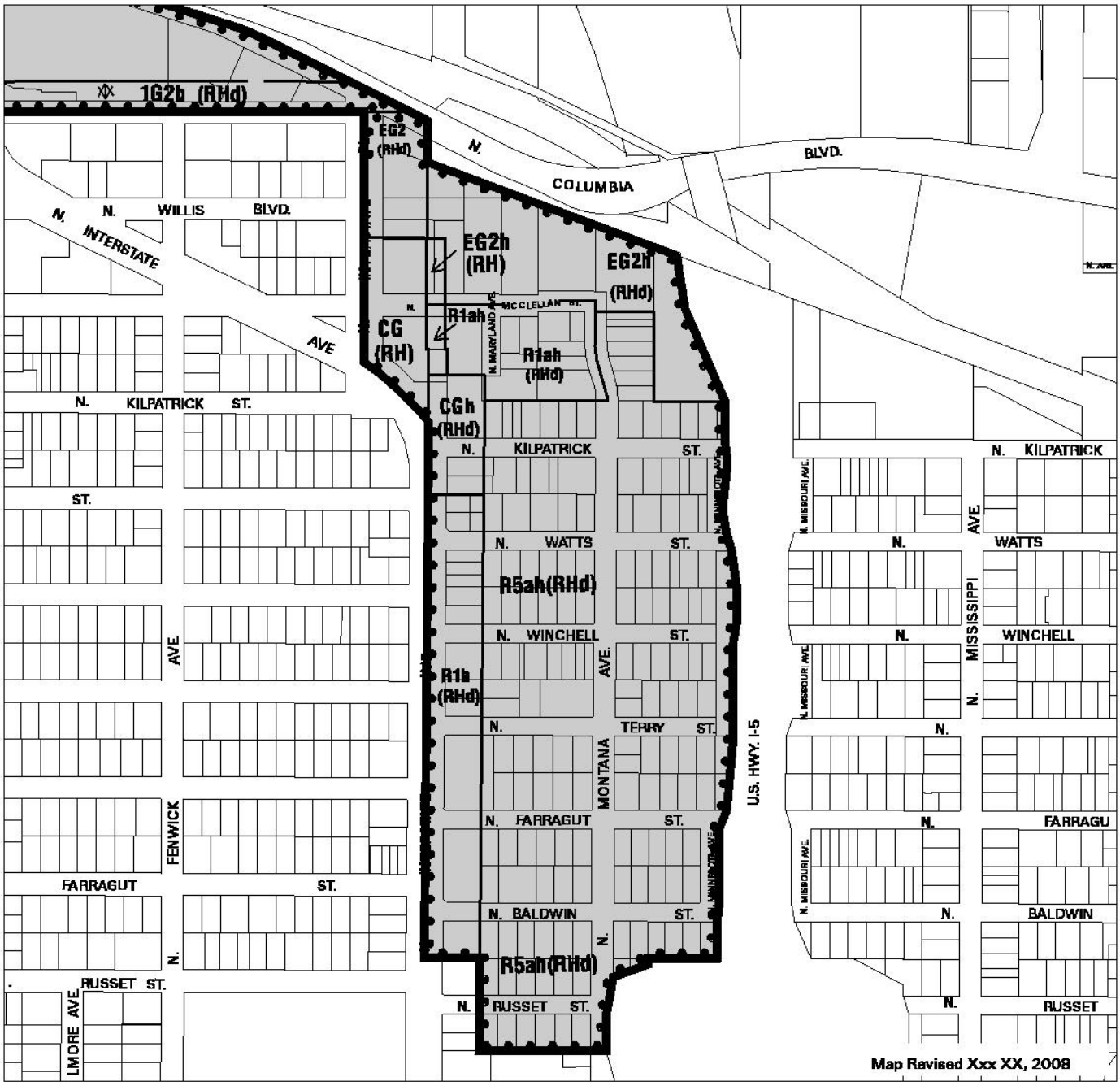


NORTH

0' 300' 600'

Scale in Feet

Boundary of Existing/Potential RH-Zoned Area

## Map 120-4

# RH Areas with Maximum FAR of 4:1

Quarter Sections: 2128, 2129, 2228, 2229

***This map to be deleted***

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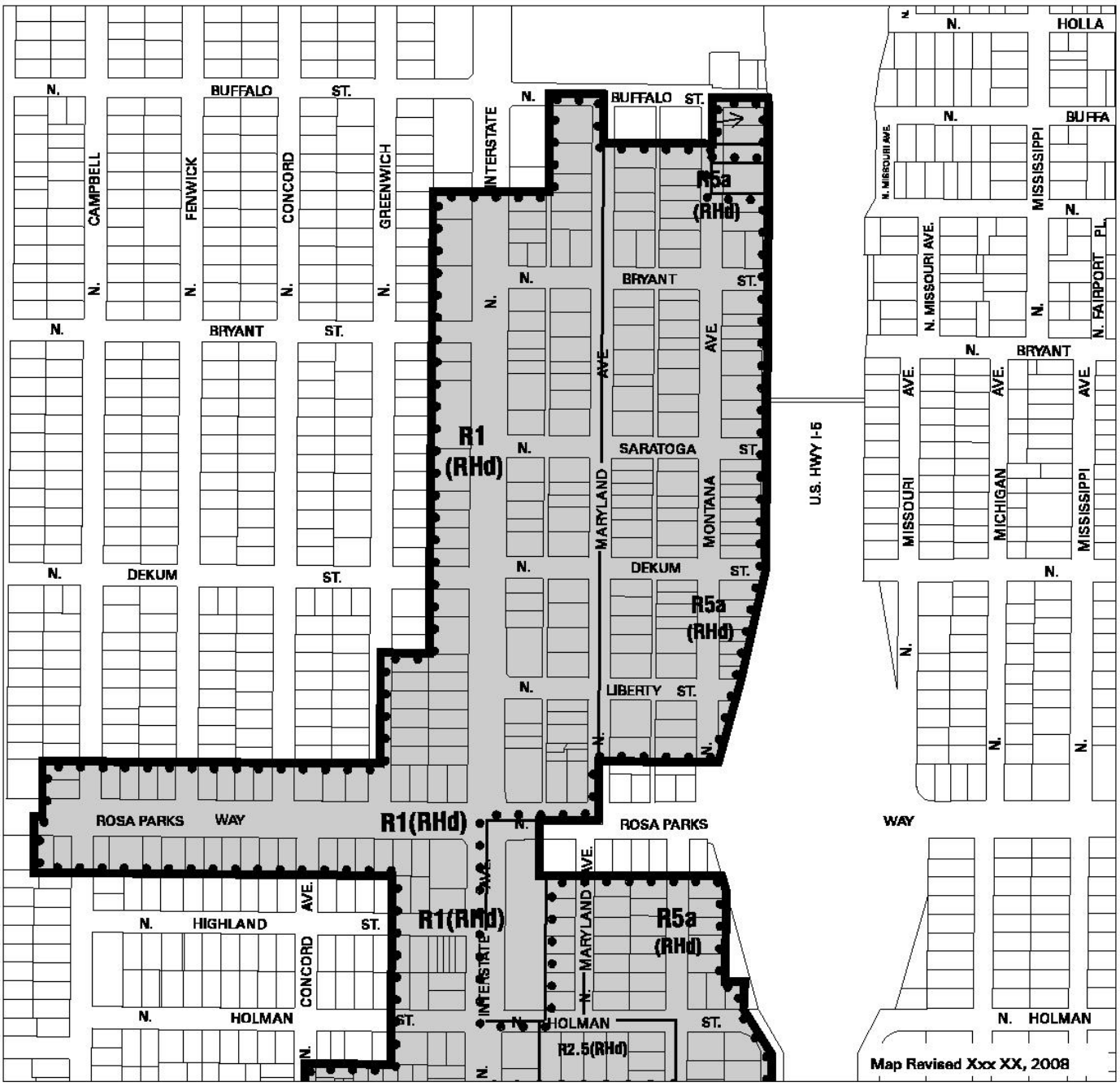


NORTH

0′ 300′ 600′

Scale in Feet

Boundary of Existing/Potential RH-Zoned Area

## Map 120-5

# RH Areas with Maximum FAR of 4:1

Quarter Sections: 2328, 2329, 2428, 2429

***This map to be deleted***

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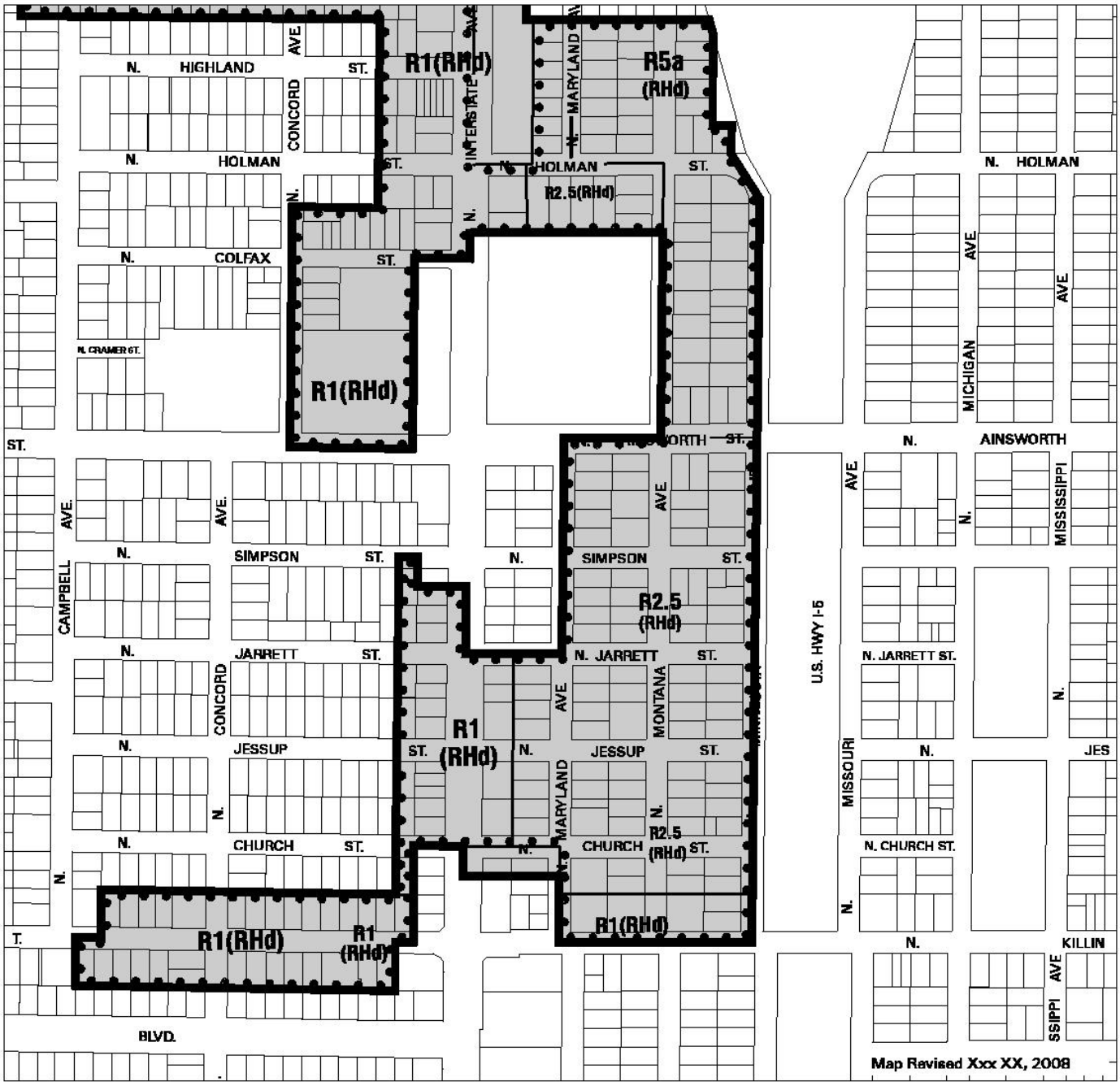


NORTH

0' 300' 600'

Scale in Feet

Boundary of Existing/Potential RH-Zoned Area

## Map 120-6

# RH Areas with Maximum FAR of 4:1

Quarter Sections: 2428, 2429, 2528, 2529

***This map to be deleted***

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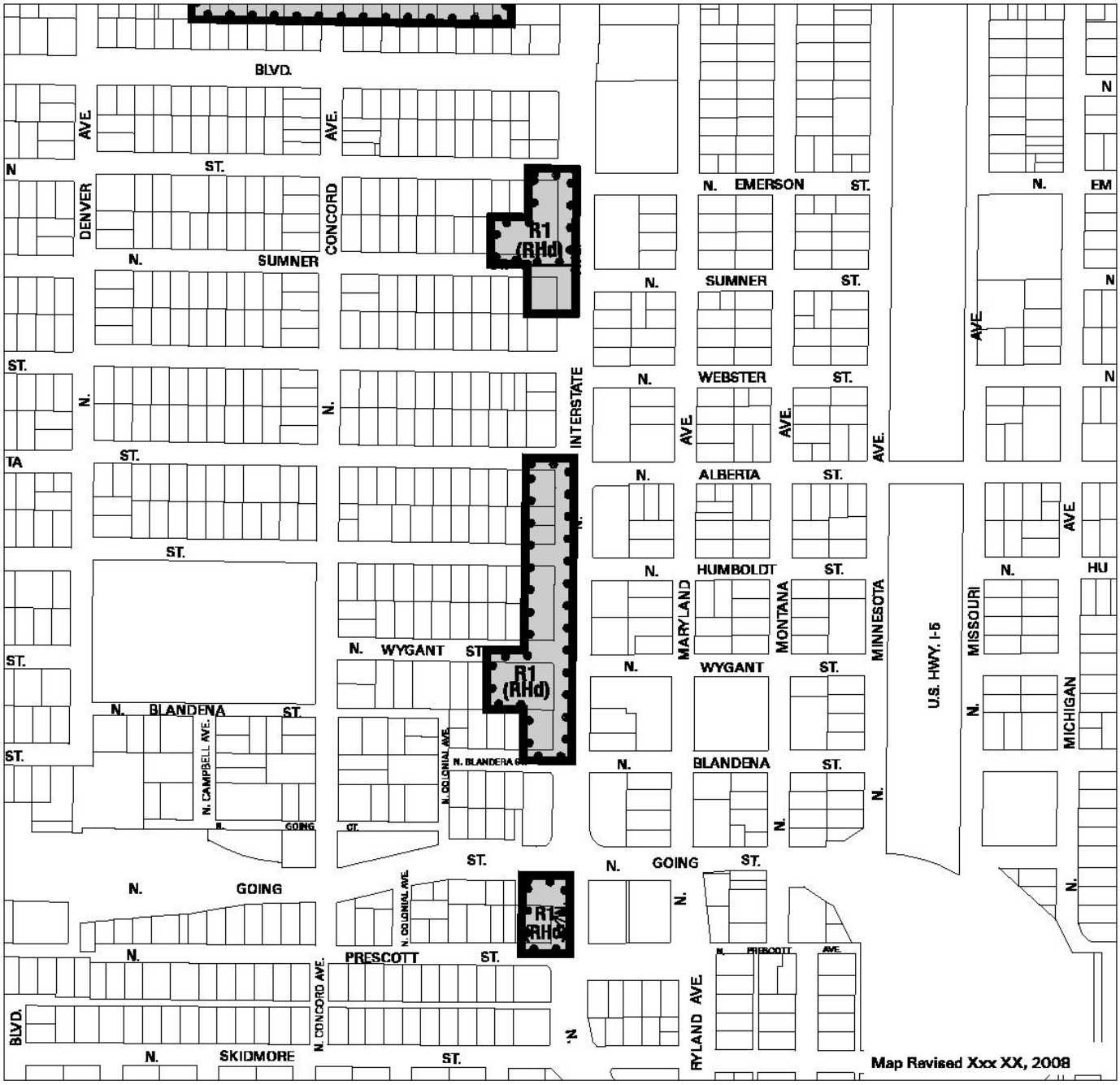



NORTH

0' 300' 600'

Scale in Feet

Boundary of Existing/Potential RH-Zoned Area

## Map 120-8

# RH Areas with Maximum FAR of 4:1

Quarter Sections: 2528, 2529, 2628, 2629

***This map to be deleted***

Bureau of Planning • City of Portland, Oregon


NORTH

0' 300' 600'

Scale in Feet

Boundary of Existing/Potential RH-Zoned Area

## Map 120-10

# RH Areas with Maximum FAR of 4:1

Quarter Sections: 2628, 2629

***This map to be deleted***

Bureau of Planning • City of Portland, Oregon

## Commentary

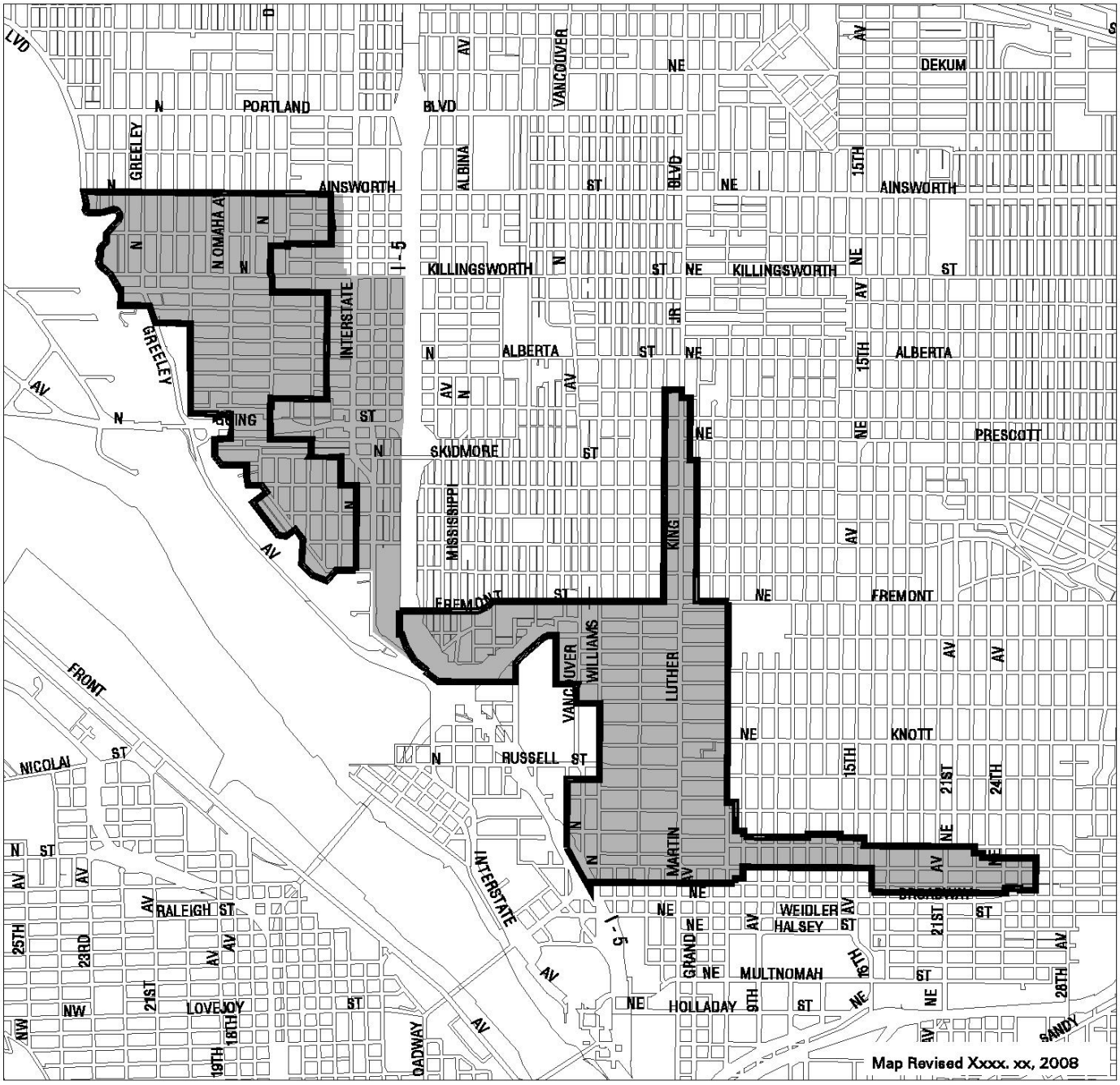
**Chapter 33.505 Albina Community Plan**

The Albina Community plan district is bisected by the proposed North Interstate plan district. Rather than have some sites in two plan districts, which would create some confusion about which regulations apply, the boundaries of the Albina Community plan district will be amended so that the "overlap" area is only in the North Interstate plan district.

Amendments to the boundaries of Map 505-1: Albina Community Plan District are shown to the right.

The former Albina plan district properties, now only in the North Interstate Corridor, will not be affected by this change.

| Albina Plan District Regulations | |
|---|---|
| Commercial Uses in the RH Zone | Only applies to properties fronting Martin Luther King Jr. Blvd |
| Minimum Density Standards | Only applies to properties fronting Martin Luther King Jr. Blvd |
| Off-Site Impacts in the EX Zone | This regulation has been added to the North Interstate Plan District |
| Parking Requirement Reduction | All sites in the North Interstate plan district are within 500 of light rail alignment so therefore they have no parking requirements |
| Attached Residential Infill on Vacant Lots in R5 Zoned Areas- | There are no R5 zoned properties in the North Interstate plan district |




NORTH

0′ 1800′ 3600′

Scale in Feet

Existing Plan District Boundary

Recommended Plan District Boundary

## Map 505-1

# Recommended Amendment to Albina Community Plan District

Bureau of Planning • City of Portland, Oregon

## Commentary

**33.420.045 Exempt From Design Review**
The addition of design review requirements throughout the plan district is intended to target new mixed-use and residential development as the area transforms to a higher density mixed-use transit corridor. In Neighborhood East the design overlay zone has been applied to hundreds of single-family houses. Exempting alterations to single-dwelling detached housing from design review allows investment to continue without additional regulation. However, because of the high visibility of properties on Interstate Avenue this exemption does not apply to single-family houses that front on Interstate Avenue.

**33.825.025 Review Procedures**
This amendment requires a Type II review procedure for design review applications in the North Interstate plan district. The level of review is typical for most areas of the city outside of the Central City. A Type II review is administered by the Bureau of Development Services; appeals are to the Design Commission.

# Zoning Code Amendments

**33.420 Design Overlay Zone**

**33.420.045 Exempt From Design Review**
The following items are exempt from design review:

**A. through U.** [no change]

**V.** Within the North Interstate plan district, alterations to detached houses and accessory structures on sites not fronting on Interstate Avenue.

**Chapter 33.825 Design Review**

**33.825.025 Review Procedures**

**A. Procedures for design review.** Procedures for design review vary with the type of proposal being reviewed and the design district in which the site is located. Design review in some design districts requires an additional procedural step, the Neighborhood Contact requirement, as set out in Section 33.700.025, Neighborhood Contact. Some proposals in the Central City plan district must provide a model of the approved proposal, as set out in Paragraph A.5, below.

1. Type III [no change]

2. Type II. The following proposals are processed through a Type II procedure:

   a. through t. [no change]

   u. Proposals within the North Interstate Corridor plan district.

## Commentary

### 32.34.030 Additional Standards in Plan Districts (North Interstate)

There are a handful of signs from the 1940s-50s that reflect Interstate Avenue's past as the main north-south highway (Highway 99) before the construction of I-5 in the 1960s. During the planning process for the North Interstate Corridor Plan, there has been interest in preserving these neon signs and recognizing the historic past of Interstate Avenue.To this end, the plan's urban design concept identifies a potential Neon Sign District along Interstate Avenue—from Overlook to Kenton Stations. Buildings fronting Interstate Avenue in this section of the corridor are encouraged to retain and reuse existing neon signs either on site, or on another acceptable site that fronts Interstate Avenue; new development is encouraged to incorporate neon into signage and/or building design.

However, there are challenges with preserving the existing neon signs. In many cases the larger existing neon signs do not conform to the current sign code regulations. As nonconforming development they may continue to exist in their current locations, but there are significant issues with moving them on their current site or to a new location. The proposed amendments to the sign code create additional standards for the North Interstate plan district that will allow the best examples of mid-century signs (identified in Code Paragraph J.4, next page) to move on their site or to relocate on another site along Interstate Avenue without having to go through a sign code adjustment.This encourages the preservation of these signs by saving time, money (application fees), and the uncertainly of the outcome of the adjustment process.

Not all of the signs in Paragraph J.4 are nonconforming or would be if moved to a new zone. The table below describes the most significant size regulations in the sign code.

| Zone | Maximum Height | Size Limit | Maximum Area of Changing Image Features |
|---|---|---|---|
| EX | 25 ft. | 200 sq. ft. | Changing image features are limited to a total combined area of 20 sq. ft. per site. No single sign may have more than 10 sq. ft. unless those features cover less than 60 % of the face of the sign. (Applies in all zones) |
| CX | 20 ft. | 100 sq. ft. | |
| CS | 20 ft. | 100 sq. ft. | |
| IR* | 15 ft. | 50 sq. ft. | |

* for Medical Centers

# Sign Code Amendments

**Title 32 Signs and Related Regulations**

**32.34.030 Additional Standards in Plan Districts.** (Plan districts are shown on the Official Zoning Maps.)

**J. North Interstate plan district.**

1. Purpose. Encouraging retention of the mid-century signs identified in this subsection will represent Interstate Avenue Corridor's rich past as US Route 99, which was the West Coast's major north-south highway before Interstate 5 was built. Because their current locations may preclude desired development, allowing them to move to other locations along the corridor is necessary to ensure preservation.

2. Where these regulations apply. The regulations of this subsection apply only to signs in the North Interstate plan district listed in Paragraph I.4.

## Commentary

**3. Relocation Allowed**
The proposed sign regulations are designed to protect existing neon signs with a combination of incentives and requirements. The signs identified in Paragraph J.4 will be able to relocate to any site fronting Interstate Avenue in the Proposed Neon Sign District—Overlook to Kenton Stations—zoned EX, CX, CS, or IR, without coming into conformance with the size, height and lighting regulations of Title 32: Signs and Related Regulations. The relocated signs will not count toward the maximum sign allocations.

In exchange for these incentives, the relocated signs will be required to go through a discretionary design review that will address design considerations. Amendments to the Community Design Guidelines, Section 5 of this document, propose a special plan district character statement for the Interstate Corridor that addresses neon signs: "Strengthen the cultural significance of Interstate Avenue's iconic neon signs."

The proposed regulations also allow signs to be stored before relocating them. Currently, the Crown Motel sign is in storage until a new location for it is found. These proposed amendments will allow the Crown Motel—a nonconforming sign—to relocate along Interstate Avenue without adjustments to the sign code.

**4. Special Signs**
The best examples of mid-20th century signs along Interstate Avenue have been identified as follows (See Section 5: Amendments to Community Design Guidelines for photographs of these special signs):

- Westerner Motel freestanding neon sign
- Alibi neon signs
- Crown Motel neon sign (now in storage)
- Palms Motel freestanding neon sign
- Viking Motel freestanding neon sign
- Nite Hawk Café and Lounge neon sign
- Budget Motel sign
- Super Value Motel sign
- Central Bowl sign

These signs are reminders of Interstate's past as Portland's "Route 66," when a number of motels and other amenities for travelers were built and marked by large neon signs. The signs were popular advertising strategies at a time when Americans were traveling by automobile for longer distances than ever before. The neon mid-20th century signs along Interstate Avenue reflect this period when the diner, bowling alley, and drive-in came into existence, and architecture reflected a number of motifs and themes such as Space-Age, Wild West, tiki, and representational.

# Sign Code Amendments

**32.34.030 Additional Standards in Plan Districts (continued).**

3. Relocation allowed. The special signs listed in Paragraph J.4, below, may be relocated as follows:

   a. The sign may be moved to another location on the site where it is currently located, or to another location that meets the requirements of this subsection;

   b. The receiving site must have frontage on North Interstate Avenue between N. Argyle St. and N. Fremont St.;

   c. The receiving site must be zoned either EX, CX, CS, or IR;

   d. Signs removed from their sites may be stored elsewhere before relocation;

   e. Relocated signs are subject to discretionary Design Review. Design review will consider the location of the sign on the site, the visual relationship of the sign structure to other development on the site, and the visual relationship to North Interstate Avenue; in a content-neutral manner as provided in Section 32.38.010;

   f. Relocated signs that are nonconforming as to size, height, lighting, or area of changing image do not have to come into conformance with the requirements of Chapters 32.30 through 32.38. However, they may not move further out of conformance with the size, height, and lighting regulations unless an adjustment or modification is approved. Increases to the area of changing image on a relocated sign are only allowed as provided in Section 32.32.030;

   g. Relocated signs do not count towards the maximum sign allocation on the receiving site; and

   h. Relocated signs are subject to the other requirements of this Title.

4. Special signs. The signs below may be relocated as specified in this subsection. The signs are:

   a. Street address 4333 N. Interstate Avenue, also known as “The Westerner Motel sign.”

   b. Street address 4024 N. Interstate Avenue, also known as “The Alibi sign.”

   c. Street address 5226 N. Interstate Avenue, also known as “The Crown Motel sign.”

   d. Street address 3801 N. Interstate Avenue #4, also known as “The Palms Motel sign.”

   e. Street address 6701 N. Interstate Avenue , also known as “The Viking Motel sign.”

   f. Street address 6423 N. Interstate Avenue, also known as “The Nite Hawk sign.”

   g. Street address 4739 N. Interstate Avenue, also known as “The Budget Motel sign.”

   h. Street address 5205 N. Interstate Avenue, also known as “The Super Value Motel sign.”

   i. Street address 6049 N. Interstate Avenue, also known as “The Central Bowl sign.”

# Section 5
# Amendments to Community Design Guidelines

The proposed North Interstate Corridor Plan applies the design overlay "d" to properties zoned R1, RH, EX, IR, CX, and CS in the North Interstate Corridor plan district. Properties in the plan district will be subject to a two-track system of design review. Applicants may choose to go through a discretionary land use review using the Community Design Guidelines as approval criteria, or some projects may be eligible to meet the nondiscretionary, regulation-based community design standards (Chapter 33.218 of the *Zoning Code*).

This section includes:

- A summary of the Community Design Guidelines with description of the P1: Plan Area Character Guideline;
- Proposed P1 Statements for the North Corridor plan district (text and illustrations);
- Station Area Concepts to be added to the appendix of the Community Design Guidelines; and
- Addresses and photographs of mid-20th century signs eligible to relocate in the Neon Sign District without a sign code adjustment.

## The Community Design Guidelines

The Community Design Guidelines are grouped into three categories listed below. Mixed use, commercial, industrial, institutional, and multi-dwelling project types must meet all of the applicable guidelines.

### Portland Personality Guidelines

P1. Plan Area Character
P2. Historic and Conservation Districts
P3. Gateways

### Pedestrian Emphasis Guidelines

E1. The Pedestrian Network
E2. Stopping Places
E3. The Sidewalk Level of Buildings
E4. Corners that Build Active Intersections
E5. Light, Wind and Rain

### Project Design Guidelines

D1. Outdoor Areas
D2. Main Entrances
D3. Landscape Features
D4. Parking Areas and Garages
D5. Crime Prevention
D6. Architectural Integrity
D7. Blending Into the Neighborhood
D8. Interest, Quality and Composition

The Plan Area Character Guideline P1: *"Enhance the sense of place and identity by incorporating site and building design features that respond to the area's desired characteristics and traditions,"* recognizes the unique characteristics and urban design goals of different parts of the city, and encourages new development that enhances these characteristics.

The North Interstate Corridor Plan is proposing to add guidelines to P1: Plan Area Character that focus on:

- Integrating larger scale buildings into transformative areas with existing smaller buildings (Neighborhood East)
- The transition between high-density development along Interstate Avenue and the lower density areas in Neighborhood West; and
- Neon and neon signs

The following amendments do not change the existing guidelines, but add examples of how to satisfy Guideline P1 (Plan Area Character) for properties in the North Interstate Corridor plan area.

## Portland Personality Guideline P1: Plan Area Character

*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*

**A. Strengthening the character of the individual station areas.** The North Interstate Corridor features six light rail station areas, at Kenton, Lombard, Rosa Parks, Killingsworth, Prescott and Overlook. In general, each station area is envisioned to have the highest density and most visible development in its local vicinity, with active ground floor uses facing the platforms. Every station area, except Overlook, is located at a crossroads with a unique east-west corridor that emphasizes a commercial, cultural, residential or institutional (or some combination) character that can be strengthened with new development. More detailed information on the six specific station areas, as well as station area concept diagrams, can be found at the end of this section.

---

*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*

**B. Strengthening the character of culturally significant buildings and structures along the corridor.** Older buildings along the corridor, such as the Kaiser Town Hall, are often smaller buildings with high levels of architectural detail and façade articulation. Larger new development should transition in scale and articulation to adjacent older, significant structures. Where practical, the adaptive reuse of significant buildings (and/or structures) in new development maintains the building's presence and character along the corridor. Culturally significant buildings take many forms along the corridor, ranging from smaller structures to courtyard apartments to mixed-use, multi-story buildings. Respecting and reinterpreting the patterns of earlier significant development—sometimes including architectural detailing—builds stronger relationships between new development and the rich existing fabric.

## Portland Personality Guideline P1: Plan Area Character

*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*

**C. Enhancing gateway and focal point locations with new development.** At the Overlook gateway, the new development should work to build stronger connections between Overlook Park, the station platform and the Kaiser campus. A development parcel at the northeast corner of Overlook Park presents a special opportunity for a highly-visible signature building. The focal point at the southern edge of the Prescott station area offers another opportunity for a signature work of architecture —perhaps paired with improvements within the right-of-way—that can focus views at one of the distinctive bends in Interstate Avenue. The focal point near Interstate's northern bend at Kilpatrick offers a similar opportunity for a signature work of "wayfinding" architecture that would focus views along Interstate. New development at the Kenton gateway should emphasize the historic commercial character of the Kenton station area.


*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*

**D. Integrating existing mature trees.** Mature trees provide many benefits: they create shade, accomplish some stormwater management functions, and offer relief from the built environment. Many of the larger mature trees also serve as wayfinding markers, offering visual cues through the landscape. Where practical, new development should incorporate existing mature trees in site and building designs, both on private property as well as in planting strips within the public right of way.

## Portland Personality Guideline P1: Plan Area Character

*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*

**E. In Neighborhood East, strengthening the residential character along Montana Avenue.** As Interstate is envisioned to be the public focus of commercial and retail activity, N. Montana Avenue is expected to have a quieter, locally oriented and primarily residential character. Incorporating green landscaped setbacks with new development will contribute to the residential character of the street. Orienting building lobbies, main entrances and/or other shared building spaces toward Montana will reinforce its role as Neighborhood East's residential main street. Similarly, locating parking areas behind the development or below-grade and capitalizing on the presence of alleys or other service streets for building loading and access will increase the amount of "front-of-house" character facing Montana.

*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*

**F. In Neighborhood East, creating a special developed edge along the Interstate 5 Freeway.** Orienting larger and/or taller buildings toward the freeway would allow these developments to take advantage of views created by the freeway's open space while creating a buffer for nearby residences and buildings. Minnesota Avenue exists sporadically along the western edge of the freeway/sound wall, and offers a unique opportunity for access to parking areas, building loading, other service functions, and/or stormwater management facilities. New development adjacent to the two existing pedestrian bridges across the freeway, at Bryant and Failing Streets, should orient primary building volumes, spaces, and windows to the bridge access points, enhance night lighting of the bridge access points, and improve public wayfinding to the bridge crossing locations.

## Portland Personality Guideline P1: Plan Area Character

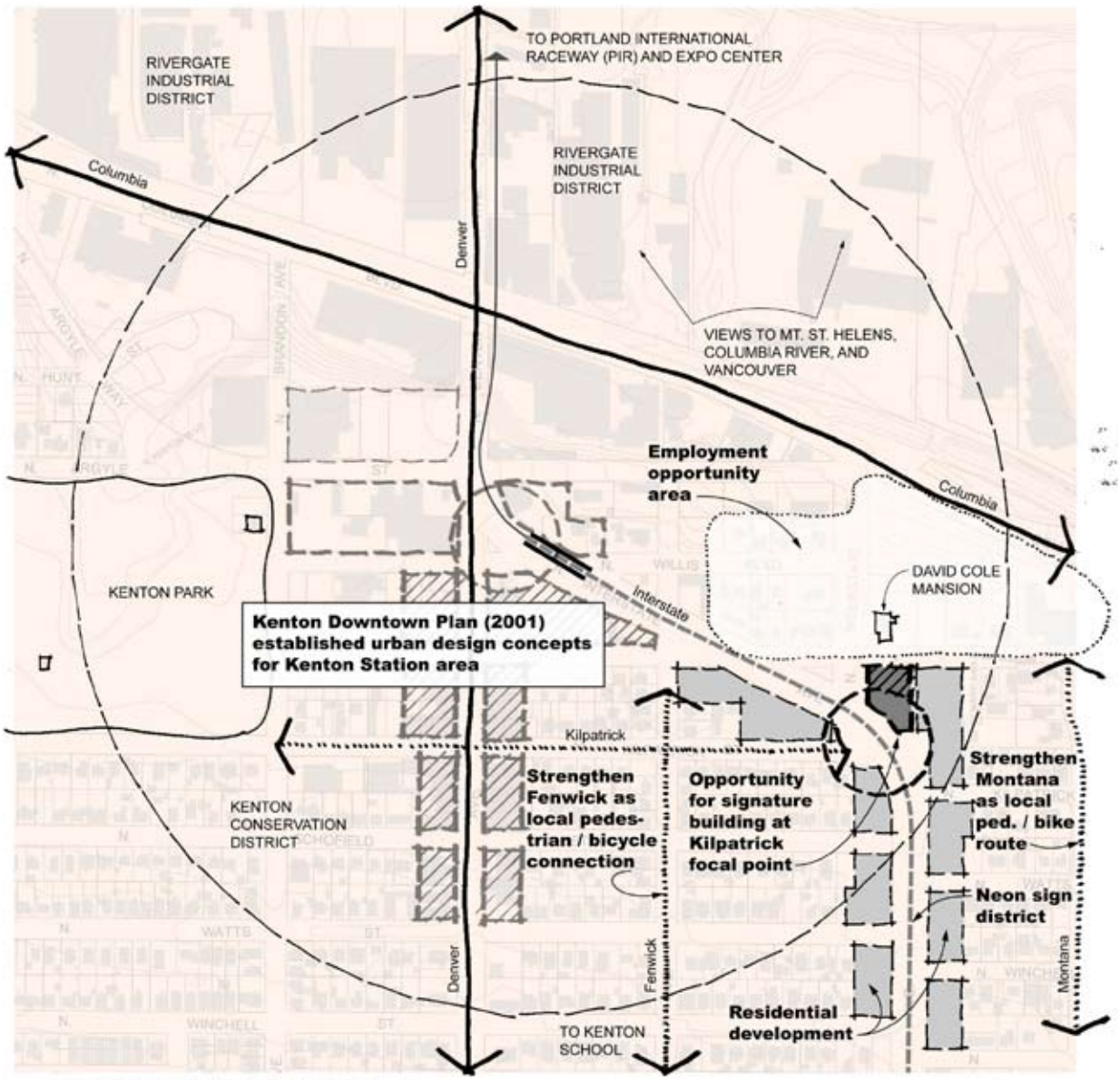
*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*




**G. In Neighborhood West, developing sensitive transitions to the existing lower density residential communities.** New development in Neighborhood West should respect and respond to architectural and building patterns of the existing established context of structures, including predominant use, scale, setbacks, façade proportions, and detailing, among many others. To reflect Interstate Avenue's significance, larger building volumes and forms should be oriented to the east, stepping down to smaller volumes and forms along the western edge. Locating parking areas behind the development, or below-grade, increases the amount of primary building façade that faces the street, consistent with existing development patterns. In addition, creating green landscaped setbacks along Concord Avenue will strengthen its character as a quieter, pedestrian/bicycle-oriented street.

*This guideline may be accomplished in the North Interstate Corridor Plan Area by:*


**H. Strengthening the cultural significance of Interstate Avenue's iconic neon signs.** The collection of neon signs along Interstate Avenue contributes to the corridor's unique mid-20th century character. Retaining and reusing existing freestanding neon signs either on site, or on another acceptable site that fronts Interstate Ave. maintains the signs' special presence on the street and the vibrant and colorful sparkle they offer at nighttime. New development should consider the integration of new and distinctive neon-type signage and/or lighting that complements the corridor's context of existing signs and lighting. More detailed information on the best examples of mid-20th century signs along Interstate Avenue can be found at the end of this section.

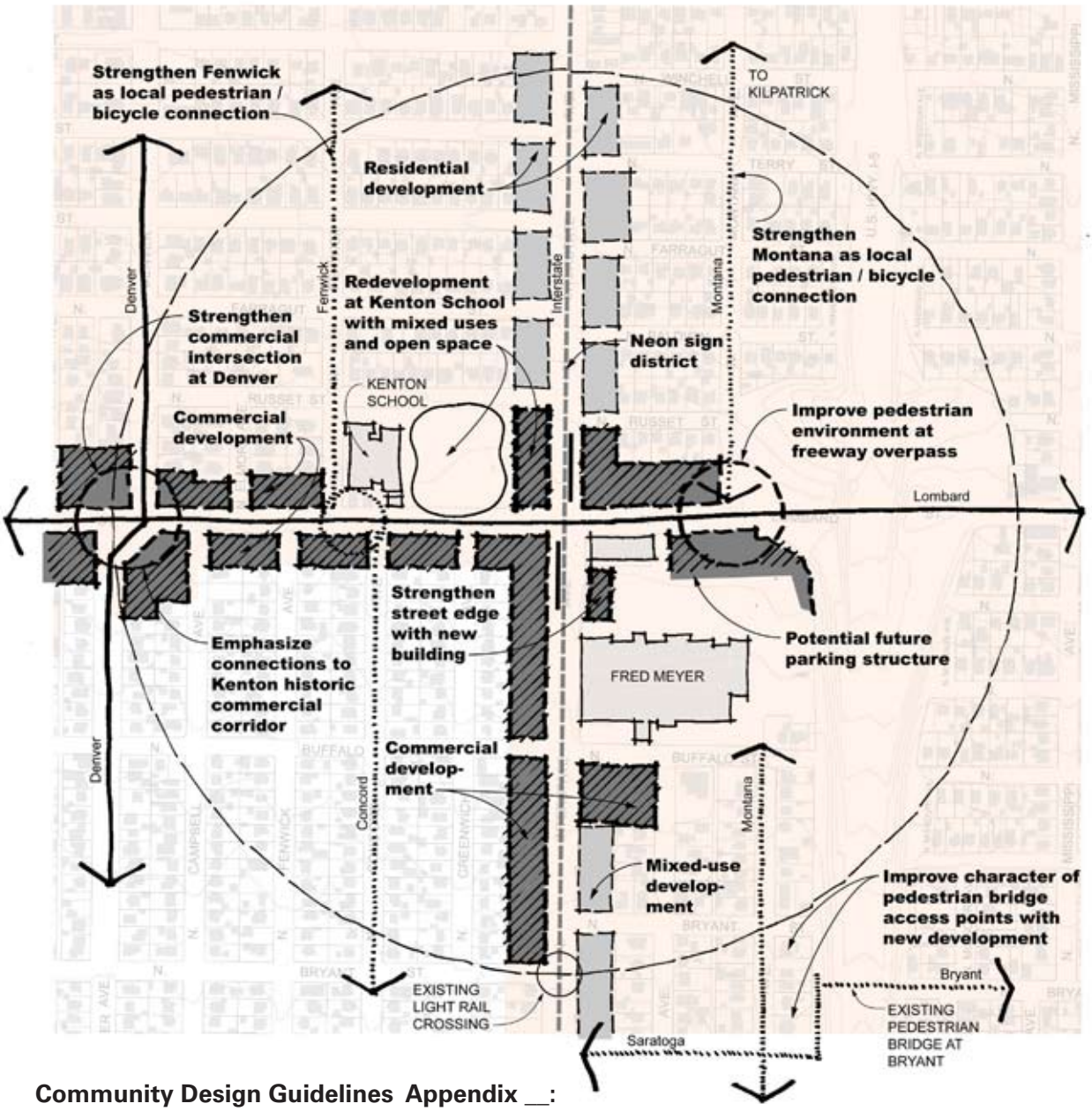



**Community Design Guidelines Appendix __:**
Station Area Concepts from the North Interstate Corridor Plan

## KENTON STATION*: Historic Commercial Gateway

This area is connected to the station area by Kilpatrick Street, which continues on to the Denver commercial corridor and Kenton Park to the west. A northern focal point has been developed at the bend in Interstate Avenue at Kilpatrick. The area to the north of Interstate offers good views of Mt. St. Helens and downtown Vancouver, and provides unique employment opportunities due to its proximity to the N. Columbia industrial corridor.

** Development concepts and revised zoning were developed for the Kenton Station Area as part of the Kenton Downtown Plan (2001). The study area for this project includes the areas outside of the Lombard quarter-mile radius that were not included in the Kenton Downtown Plan.*

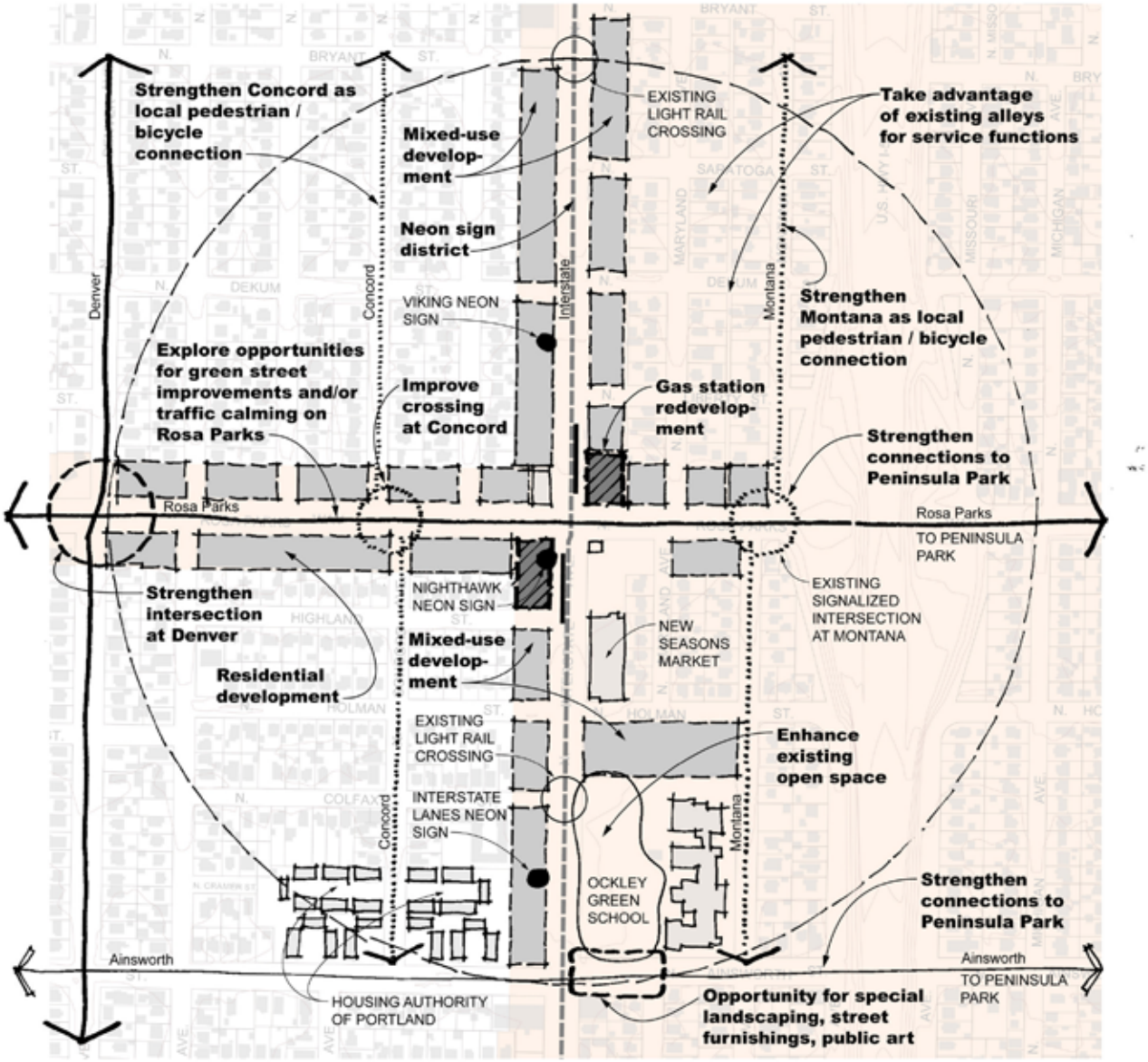



**Community Design Guidelines Appendix __:**
Station Area Concepts from the North Interstate Corridor Plan

## LOMBARD STATION: Retail / Employment Anchor

New development at this station area strengthens the existing active commercial uses and character along Lombard with new commercial uses and active storefronts at the intersection of Lombard and Interstate Avenue. Redevelopment of a portion of the Kenton School site has become a visually prominent focal point for the station area, while maintaining some of the site's open space amenities.

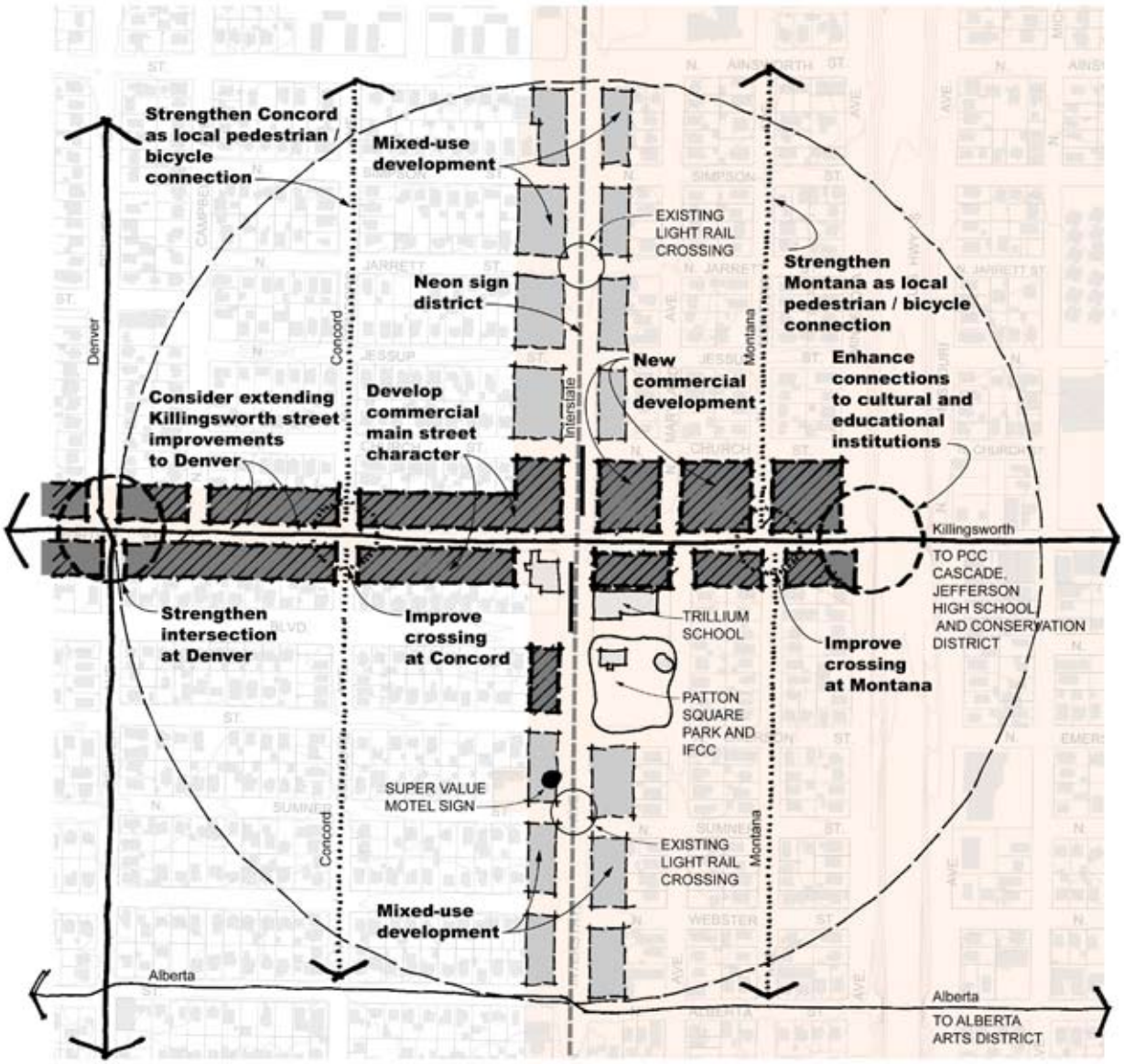
Significant pedestrian and transit-rider enhancements have improved this intersection's function as a vital transportation hub. Nearby development has improved wayfinding to, and pedestrian access across, the existing Bryant Street bridge to the Humboldt and Piedmont neighborhoods. This station area's commercial energy is anchored to the west by new development at the intersection of Lombard and Denver, and improved connections to downtown Kenton.




**Community Design Guidelines Appendix __:**
Station Area Concepts from the North Interstate Corridor Plan

## ROSA PARKS STATION: Neighborhood Corridor

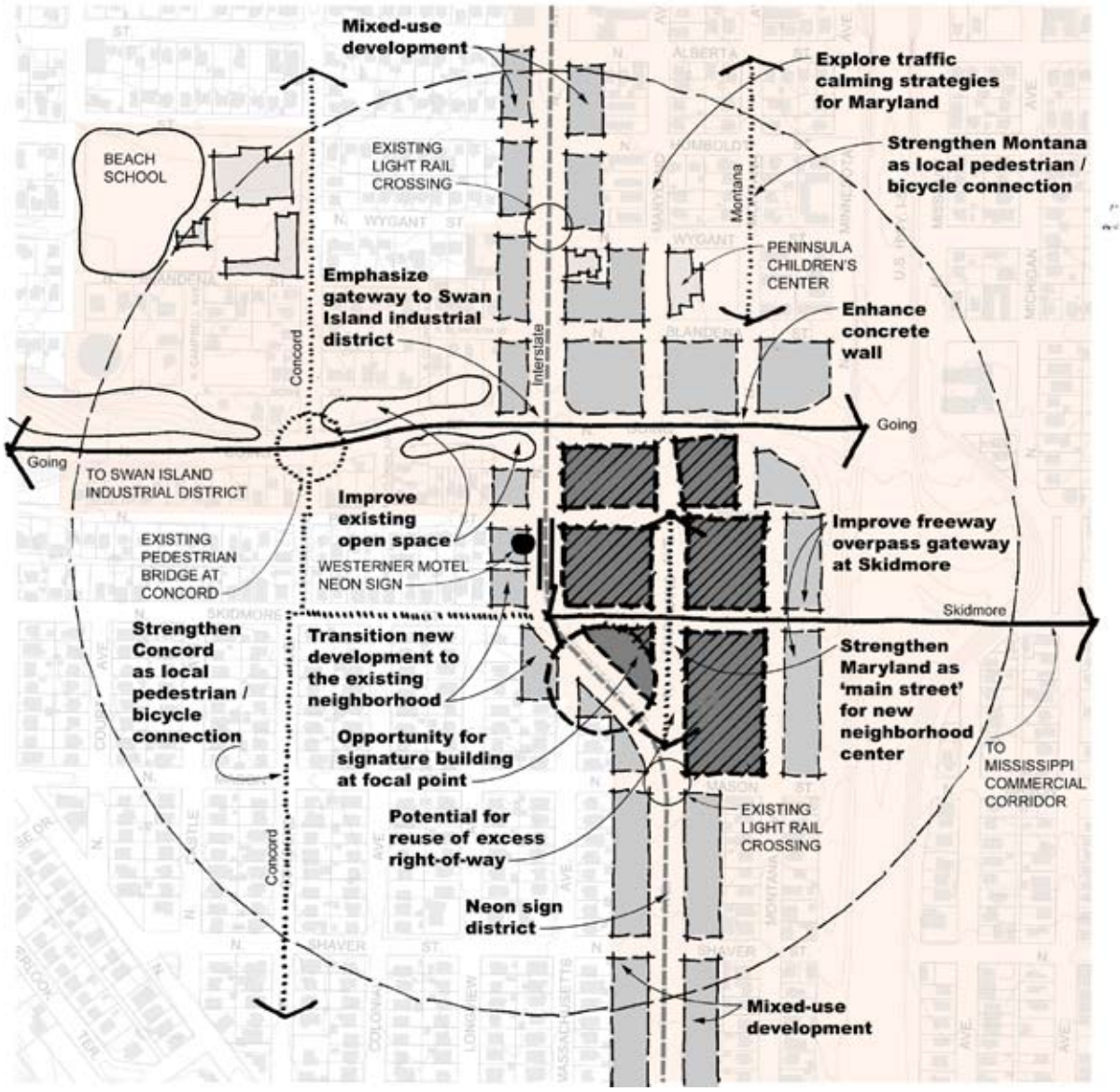
Less active and more residentially oriented, new development at this station area strengthens the existing mix of locally owned and operated businesses providing neighborhood services. New development along Interstate Ave. is primarily residential with the highest densities focused right at the station area. New residential buildings along Rosa Parks Way and in Neighborhood East offer a variety of housing opportunities and are supported by nearby businesses.




**Community Design Guidelines Appendix __:**
Station Area Concepts from the North Interstate Corridor Plan

## KILLINGSWORTH STATION: Killingsworth Main Street

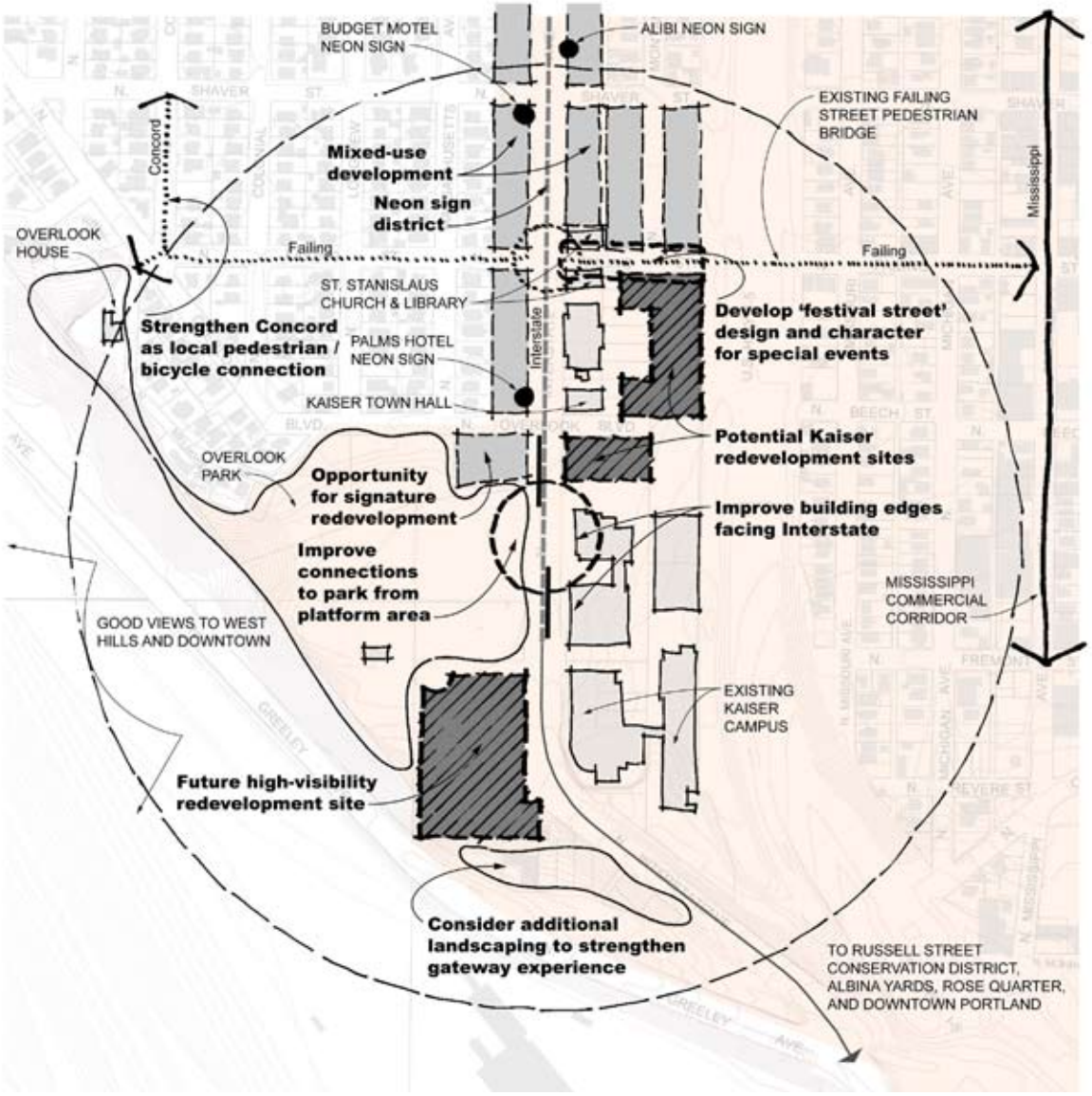
Killingsworth Street is the corridor's most vital educational, cultural and recreational link, connecting the station platform to Portland Community College, Jefferson High School and the Killingsworth Conservation District to the east. New development also strengthens the "main street" character west of Interstate Avenue to the commercial cluster at Denver Avenue. New development at this station area includes a variety of mixed uses, commercial uses and new cultural facilities to augment existing focal points like the Interstate Firehouse Cultural Center (IFCC) and Patton Park.




**Community Design Guidelines Appendix __:**
Station Area Concepts from the North Interstate Corridor Plan

## PRESCOTT STATION: Neighborhood Center

New development at this station area builds on the placemaking opportunities presented by the curve in Interstate Avenue at Skidmore and Mason. Buildings at this station area are among the largest along the corridor, and strengthen Interstate with active edges and strong street orientation. New development at this station area frames and enhances N. Maryland Avenue as a more locally-oriented street by discouraging access through to Going Street, and reclaiming some excess streetscape for signature works of art and/or green street facilities. Connections to the N. Mississippi Avenue commercial district east of the station area along Skidmore have also been strengthened.




**Community Design Guidelines Appendix __:**
Station Area Concepts from the North Interstate Corridor Plan

## OVERLOOK STATION: Employment Anchor

New mixed-use development at this gateway station area strengthens the regional Kaiser medical and employment center by targeting services and needs for employees. New buildings have active ground floor uses facing Interstate Avenue, and some of the existing building edges have been improved. New development near the historic Kaiser Town Hall and the St. Stanislaus Church and Library enhances these cultural assets by developing complementary architectural transitions and incorporating new uses. There is a "festival street" on N. Failing Street between Interstate Avenue and I-5 that facilitates community events and strengthens the connection between the station platform and the N. Mississippi Avenue commercial district. Views and access into Overlook Park have been improved new development takes advantage of good views to downtown and the west hills.

# Community Design Guidelines
# Appendix __: Special Signs Along North Interstate Avenue


**Alibi**
4024 N. Interstate Ave.


**Viking Motel**
6701 N. Interstate Ave.

**Crown Motel**
5226 N. Interstate Ave.

*(removed in Spring 2008, currently in storage)*


**Westerner Motel**
4333 N. Interstate Ave.


**Interstate Lanes**
6049 N. Interstate Ave.


**Nite Hawk**
6423 N. Interstate Ave.

**Palms Motel**
3801 N. Interstate Ave.



**Super Value Motel**
5205 N. Interstate Ave.


**Budget Motel**
4739 N. Interstate Ave.

# Section 6
# Special Right-of-Way Standards

## Street Framework Plan, Criteria and Standards

The *North Interstate Corridor Plan* recommends that the Portland Office of Transportation develop special right-of-way standards for the North Interstate corridor. The *North Interstate Corridor Street Framework Plan*, Criteria and Right-of-Way Standards are currently being drafted by the Portland Office of Transportation. They will become a companion tool to the Zoning Code plan district development standards and design guidelines for implementing the vision of the Interstate Corridor Urban Design Concept through the development review and permitting process. The special right-of-way standards will particularly focus on the sidewalk zone between the curb and property line.

The Portland Office of Transportation has special right-of-way (ROW) standards for a few districts throughout the City, including Lloyd District, River District and South Waterfront. Special right-of-way standards are issued by the city engineer and are generally developed to support the objectives of a plan district or design district. Special ROW standards are typically implemented by property owners and developers at their own expense when frontage improvements are required in the permitting process. All modifications or exceptions to the standards require approval from the City Engineer and sometimes Design Commission.

The need for street standards in the North Interstate Corridor was identified in the *Interstate MAX Station Area Revitalization Strategy* (July 2002). The strategy stated that street improvements identified by the community should be implemented for each light rail station area. It called for creating new street improvement standards or amending existing standards as appropriate. In addition to recommendations about the sidewalk standards for Interstate Avenue, the strategy stated that the design standards should attend to the pedestrian circulation zone, the street furnishing zone (trees, tree grates, bike racks, benches, etc.), landscaping type and location, and paving pattern.

## Key Guiding Policy, Plans and Documents

The following elements will help inform development of a street framework plan, criteria and special right-of-way standards for the North Interstate Corridor:

- Interstate MAX Station Area Revitalization Strategy (SARS) Final Report
- Interstate Corridor Urban Design Concept
- Portland Transportation System Plan
- Portland Pedestrian Design Guide
- Bicycle Master Plan Update planning process and proposals
- Existing and proposed Special ROW Standards
- Federal ADA Design Standards and Guidelines
- Portland Green Streets Policy
- BES Green Street Details and Specifications

# Appendices

**Appendix A:** Work of the Community Advisory Group (CAG)
**Appendix B:** Public Involvement Plan
**Appendix C:** Project Documents and Background Materials
**Appendix D:** Zoning Assumptions

# Appendix A
# Work of the Community Advisory Group (CAG)

The Community Advisory Group (CAG) is composed of representatives from the Interstate Corridor Urban Renewal Advisory Committee, neighborhood and businesses associations, property owners, developers, realtors, architects, and other key stakeholders. The CAG members include those with long-time interests in the corridor as well as newcomers to the area.

The CAG has been meeting since February 2007. The first few months were spent discussing project objectives, clarifying issues, and reviewing background information. During this time, they also reviewed and gave input on the Interstate Corridor Redevelopment Scenarios. This was an urban design study by Emmons Architects to help project staff and the community better visualize and understand the physical implications of higher density development in the Interstate Corridor. This study looked at prototypes of development on 5,000, 10,000, 20,000 and 40,000 SF lots in the RH and EX zones. The study also explored prototypes in the R2 and R2.5 zones that may apply west of Interstate Avenue as transition zones.

In June 2007, guided by a set of zoning assumptions, the CAG began making proposals for the appropriate zoning pattern along the Interstate Corridor. (See Appendix D: Zoning Assumptions). An extended work session on June 25 allowed CAG members to work in small groups to develop initial zoning proposals for each of the five station areas. They then spent several meetings reviewing these initial zoning proposals and refining them into the Public Review Development Concepts and Zoning Proposals, published November 3, 2008. The CAG reviewed comments received during the Public Review comment period (November 3 - 26th) and advised staff on revisions to the final proposals of the proposed North Interstate Corridor Plan that was forwarded to the Planning and Design Commissions in April 2008.

| | **2007** |
|---|---|
| Community Advisory Group Meeting 1 | February 7 |
| Community Advisory Group Meeting 2 | March 8 |
| Community Advisory Group Meeting 3 | April 12 |
| Community Advisory Group Meeting 4 | June 14 |
| Community Advisory Group Meeting 5 | June 25 |
| Community Advisory Group Meeting 6 | August 9 |
| Community Advisory Group Meeting 7 | Sept. 20 |
| Community Advisory Group Meeting 8 | Oct. 11 |
| Community Advisory Group Meeting 9 | Dec. 13 |
| | **2008** |
| Community Advisory Group Meeting 10 | January 10 |
| Community Advisory Group Meeting 11 | February 7 |
| Community Advisory Group Meeting 12 | March 13 |

# Appendix B
# Public Involvement Plan

**Interstate Light Rail Corridor Zoning Project**
**Public Involvement Plan (PIP)**
**March 9, 2007**

| | |
|---|---|
| **Project Manager:** | Julia Gisler, Bureau of Planning |
| **PI Lead:** | Kevin A. Cronin, PDC |
| **Planning Start:** | October 2006 |
| **Planning Complete:** | October 2007 (revised to March 2008) |
| **Legislative Process:** | November 2007 (4-6 months to complete) revised to April 2008 |

**Project Scope:**
The Interstate Light Rail Corridor Zoning Project will revisit the zoning pattern along the corridor and propose changes to ensure that new development is consistent with the City's transit supportive policies and the community's vision. The study area is a quarter mile radius around the light rail stations with the focus of zoning changes occurring along Interstate Avenue and between Interstate Avenue and the I-5 freeway.

**Project History & Funding:**
This project has evolved from several previous planning efforts including the Albina Community Plan (1993) and Interstate MAX Station Area Revitalization Strategy (2002). Funding for this project was made available through the Portland Development Commission Interstate Corridor Urban Renewal Area. This fiscal year (2006-07) $100,000 was budgeted and $75,000 for next fiscal year. These funds are allocated to the Bureau of Planning as the project manager.

**PIP Overview:**
There are many and varied stakeholders involved with this project. A Community Advisory Group (CAG) composed of representatives from the neighborhoods, businesses, developers, property owners, and other key stakeholders was established. The CAG will participate in the development and review of project proposals and help engage the larger community through this plan. Staff will send postcards to introduce the project and notify the community events. A project website will act as a project repository for all materials and work products throughout the process. The website also includes a questionnaire to get feedback regarding issues/concerns, potential uses, etc. Input from the questionnaire will inform the Community Advisory Group and City staff on the creation of a draft policy and implementation strategies.

Three community events are anticipated to introduce and get feedback on the project and later on the proposed zoning changes. At these meetings the public will be asked for their input on various issues: revisions to the SARS concept plans, corridor zoning pattern alternatives, and zoning/design implementation measures. At the second event the community will review the findings of an urban design study that will illustrate how additional transit supportive development is likely to occur given the current zoning and regulations. Results of this study will help inform appropriate changes to design/zoning regulations.

A key to achieving the project objectives is coordination with other City bureaus and community stakeholders.

**Specific Elements of the Public Involvement Plan**

## I. Stakeholders/Interested Parties

A. *Property Owners/Residents:*

- Property owners and residents along and adjacent to Interstate Corridor (1/4 mile radius)
- Interstate Business Association
- Other businesses not affiliated with formal organizations
- Self-identified citizens

B. *Neighborhood Associations*
- Kenton NA
- Arbor Lodge NA
- Overlook NA

C. *North Portland Neighborhood Services* - Tom Griffin-Valade

D. *City Bureaus & Affected Agencies*
- BOP liaison – Julia Gisler, Project Manager & Barry Nugent, Planning Assistant
- PDC (Portland Development Commission) – Kevin A. Cronin
- PDOT (Portland Office of Transportation) – Courtney Duke
- BDS (Bureau of Development Services) - Douglas Hardy
- TriMet- Jillian Detweiler
- ODOT – Lanie Smith

E. *Other Supporters / Interested Parties*
- Community Advisory Group (CAG)
- Interstate Corridor Urban Renewal Advisory Committee (ICURAC)
- Pedestrian Advisory Committee
- Portland Freight Committee
- Architecture/Urban Design Community
- Realtors
- PDC, City Council, Planning Commission, and Design Commission
- Community development corporations and related non-profits
- Schools: Ockley Green MS, Trillium Charter School, Chief Joseph & Beech Elementary, De La Salle (Kenton Elementary)
- Kaiser Permanente Overlook Campus
- Houses of Worship (St. Stanislaus Catholic Church)

## II. Publications/Public Notification

A. *Postcards:* Postcards will be widely distributed to those property owners identified in the study area – as well as to identified stakeholders. The postcards will describe the project and invite participation in upcoming community events.

B. *Meeting Notices*: In addition to the above, the project will also be advertised in local newspapers and through e-lists to an interested parties database. Subsequent information (postcard or email updates), including a final update on the implementation schedule, will be sent to identified stakeholders and others who expressed interest. Community events will be announced in the neighborhood newsletters when feasible, and sent electronically to ONI Notification and key stakeholders – for forwarding to appropriate list serves. Meetings will be posted on Portland Online and PDC Calendar and published in the Interstate Corridor Quarterly Bulletin. Media releases will be sent to the Oregonian, St. Johns Sentinel and St. Johns Review.

C. *Web:* CAG and community event meeting notices and all other project materials will be posted on the Bureau of Planning's project web site. A link from PDC's website is also available on the Interstate Corridor homepage. The web address will be included on all project information.

D. *Signage:* Signage advertising the community events will be posted at and near the meeting locations and on bulletin boards at New Seasons and Fred Meyer.

## III. Meetings & Other Person-to-Person Opportunities

A. *Community Advisory Group Meetings:* the public is invited to attend all CAG meetings. Comment time will be available on the agenda before and after the meeting for audience members. CAG meetings are scheduled for the 2nd Thursday of the month.

B. *Public Event #1: (March 17, 2007)* An Open House will be held in the study area convenient to the neighborhood for MAX users and parking. The purpose of the meeting is to:

- introduce the project;
- report back on results of the community questionnaire – including any issues/ concerns raised by the public;
- share the land use inventory results;
- provide educational information on land use and zoning;
- discuss previous plans and policies that have informed the project objectives; and
- obtain public feedback.

C. *Public Event #2 (November 2007)* There will be a community event to review the corridor zoning pattern preferred alternative and draft design/zoning implementation measures developed by the CAG and project staff. (Public Review comment period Nov. 3-26)

D. *Public Event #3: (February 2008)* A community 'check-in' will be held in February to share changes to public review proposals based on comments received during the public review period in November and the further refinement of plan district regulations and urban design concepts.

E. *Public Event #4: (April 2008)* A community open house will be held in April to present the proposed plan and to explain ways to participate in the upcoming Planning and Design Commission public hearings.

F. *Additional Outreach:* If there is interest, project staff will hold an early morning breakfast chat that is more convenient for Interstate businesses to attend rather than the open houses, which are typically during business hours. In addition, project staff can support CAG members and attend neighborhood meetings to discuss issues/concerns, get feedback, and provide updates.

## IV. Monitoring & Evaluation

The PI plan will be refined as the process moves forward with input from the Community Advisory Group and local businesses, as well as feedback from other stakeholders and the general public. In addition, public comment on the process will be solicited at each Community Advisory Group meeting as part of the public meeting feedback loop.

# Appendix C
# Project Documents and Background Materials

The following list of project documents and materials are available on the Interstate project website at www.portlandonline.com/planning (click on Planning Projects, Interstate Corridor, then Resources).

***Albina Community Plan*** (1993)

The Albina Community Plan addressed land use and transportation as well as social and educational programs for North/Northeast Portland. The plan set City policy for the Interstate Corridor to develop into a high-density light rail corridor if light rail was constructed on either I-5 or Interstate Avenue. The plan created the potential for additional housing and jobs along the corridor in the event that light rail was constructed.

***Interstate MAX Station Area Revitalization Strategy*** (200)

The Interstate Corridor Urban Renewal Area funded this community planning and visioning process prior to the opening of light rail in 2004. The strategy included development concept plans for five stations along the Interstate light rail line—Overlook, Prescott, Killingsworth, Portland and Lombard—along with recommended strategies for achieving the community's vision. One of the key recommendations was to revisit the zoning pattern along the corridor to ensure that the community's vision could be implemented.

***Kenton Downtown Plan*** (2001)

The Kenton Downtown Plan was a citizen-driven plan to revitalize the Denver Avenue Business District and guide new development around the light rail station at Denver and Interstate Avenues to ensure that zoning around the new station would maximize the benefits of light rail. The plan created the Kenton Plan District and developed specific guidelines and standards to promote transit-supportive development within its boundaries.

***Interstate Corridor Redevelopment Scenarios*** (2007)

Emmons Architects completed an urban design study of possible redevelopment scenarios that will assist project staff and the community to better visualize and understand the physical implications of higher density development in the Interstate Corridor. This study looked at prototypes of development on 5,000, 10,000, 20,000 and 40,000 SF lots in the RH and EX zones. The study also explored prototypes in the R2 and R2.5 zones that may apply west of Interstate Avenue as transition zones.

***Interstate Light Rail Corridor Zoning Project Existing Conditions Report*** (2007)

This report includes information on existing land uses and zoning, demographics, transportation systems, and community facilities and services in the study area. It also includes information on previous studies and policies that will influence the planning project.

***Land Use Maps for Light Rail Station Areas*** (2007)

Project staff conducted a land use inventory that included over 1600 properties in the study area. The purpose of the inventory was to obtain a current image of how the land was being used within the study area. Land uses were categorized by two levels: main land use and sub-land use. The main land use level contained 6 broad uses: Residential, Commercial, Institutional, Open Space, Other and Vacant. The sub-land use level contained in-depth land uses classifications for each broad use. In addition to collecting information on current land uses, each building was evaluated to determine future redevelopment potential.

***Guide for Developing Zoning Proposals for the Interstate Corridor*** (2007)

This document set the framework for the CAG's discussion on zoning proposals for the corridor. It includes a set of corridor-wide zoning assumptions; (see Appendix D: Zoning Assumptions) then divides the study area into subareas identifying special issues pertinent to these subareas; and finally it addresses individual station areas.

***Community Advisory Group (CAG) Agendas and Meeting Minutes*** (February – October 2007)

# Appendix D
## Zoning Assumptions

To guide their discussion of initial zoning proposals, project staff and the Community Advisory Group (CAG) developed the *Guide for Developing Zoning Proposals for the Interstate Corridor*, June 2007. The following set of assumptions is from this guide.

**Assumption 1:**

**This project is a qualitative process focused on the built environment to create quality neighborhoods. Ensuring neighborhood livability is a key consideration as new higher density development is introduced into the corridor.**

The transitions into higher density developments will occur over the course of many years. This project will address interim strategies for existing development until the market supports the level of development allowed by the new zoning. Enhancement of existing neighborhood-serving commercial/retail businesses will continue with existing PDC programs and services. This project will address interim strategies for nonconforming uses and less intense development along Interstate Avenue.

**Assumption 2:**

**The Interstate Light Rail Corridor Zoning Project is implementing existing policy direction that calls for a high-density transit corridor.**

*The Albina Community Plan* (ACP), adopted in 1993, set the City's policy that in the event the MAX light rail line is constructed on Interstate Avenue or Interstate 5, the Interstate Corridor will be a high-density light rail corridor. Prior to the arrival of light rail in the spring of 2004, the ACP created the potential for additional housing and jobs along the corridor by placing high-density zoning (RH) that could only be realized if light rail was constructed.

In 2002 the *Interstate MAX Station Area Revitalization Strategy* (SARS) built on the ACP policy direction. One of the recommendations from the SARS report was to review the zoning in the transit corridor, hence the genesis of this project. The SARS report was accepted by City Council, but is not binding policy.

**Assumption 3:**

**There are situations in which zoning proposals may differ from earlier policy direction because circumstances have changed since the Albina Community Plan.**

- *Infrastructure Changes.* The most important infrastructure change that has happened since the ACP is that we now know the locations of the light rail stations.
- *Private/Public Development Activity.* For example, the development of New Seasons (Rosa Parks Station) changed the zoning from residential to commercial and has impacted the station area enough to warrant a relook at the SARS concept for the Rosa Parks station. Tracking the development activity in the study area provides useful information about market conditions and what type of development we can expect in the future.
- *Stakeholder Information.* Property owners, business owners, local residents, and the general public will have an opportunity to identify specific issues for the project team and CAG to consider. These issues could be specific to their property or business operation, or may reflect a neighborhood concern about the size and aesthetics of new development.

**Assumption 4:**

**Zoning may need to be supplemented with special regulations to achieve quality development and lessen the impact of new large scale development.**

- Consider the appropriate use of design review in the Interstate Corridor. To supplement development standards and foster exemplary design, design review may be appropriate for some or all of the station areas. This project will explore appropriate locations for design review, the design guidelines and standards that would be used as approval criteria, and the appropriate design review procedures.
- Consider using the "plan district" tool in the Interstate Corridor. A plan district is a geographic area that can tailor regulations to specific situations. (For example, a building height could be increased or decreased, a prohibited use could be allowed, landscape or setback standards could be amended, etc.) This project will look at the current use and development standards that may be hindering the ability to develop quality, transit-supportive projects and address issues such as building scale transitions and neighborhood context.

**Assumption 5:**

**Address nonconforming uses along Interstate Avenue.**

There are many existing nonconforming uses along Interstate Avenue that are "grandfathered" and may continue to operate but have limited ability to expand or change their use. This can result in commercial or industrial uses and buildings in residential zones that are no longer financially viable or marketable in their original intended use and design-life of the building. Nonconforming uses will be considered as zoning options are developed. As part of the analysis of the zoning pattern along Interstate Avenue this project will explore possible approaches, including rezoning and zoning code tools, to address nonconforming uses.

**Assumption 6:**

**Any down-zoning of property must be carefully considered.**

A "down-zoning" reduces the development potential of a piece of property by limiting the allowable uses or density of a property. Ballot Measure 37, the City's No Net Housing Loss policy, and other factors make down-zoning in the Interstate Corridor extremely difficult and subject to considerable analysis and deliberation.

**Assumption 7:**

**When possible, try to have full-block zoning for properties facing Interstate Avenue.**

Full-block zoning (or 200-foot-deep zoning) along Interstate Avenue will create better development. The deeper lots allow flexibility for developments along Interstate Avenue and better transition to adjacent neighborhoods.