



Mixed Use Zoning Project

PSC Briefing

August 12, 2014



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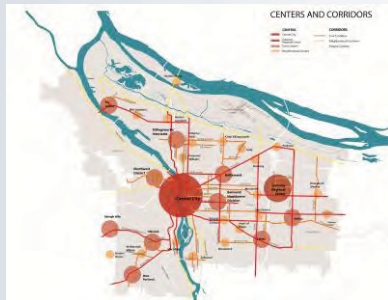
Today's Briefing

1. Comprehensive Plan Framework (Context)
2. Mixed Use Zones Project Overview
3. Outreach, Research and Assessment Work
4. Preliminary Issues and Directions to Consider



Project Context

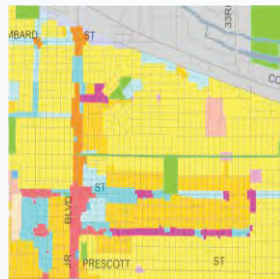
UDF



This provides sharper focus to where we grow.

- Town Centers
- Civic Corridors
- Neighborhood Centers + Corridors

Comp Plan Maps



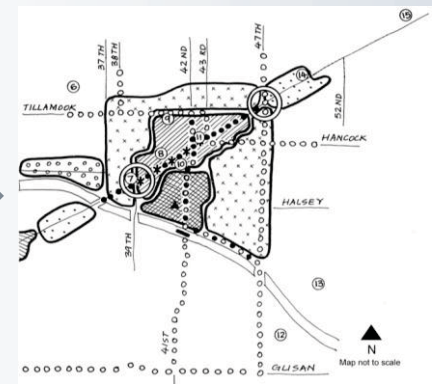
A basis of later zoning map and code changes.

Mixed Use Codes Project



New “palette” of zoning designations to replace existing commercial and mixed use zoning.

Refinement Plans



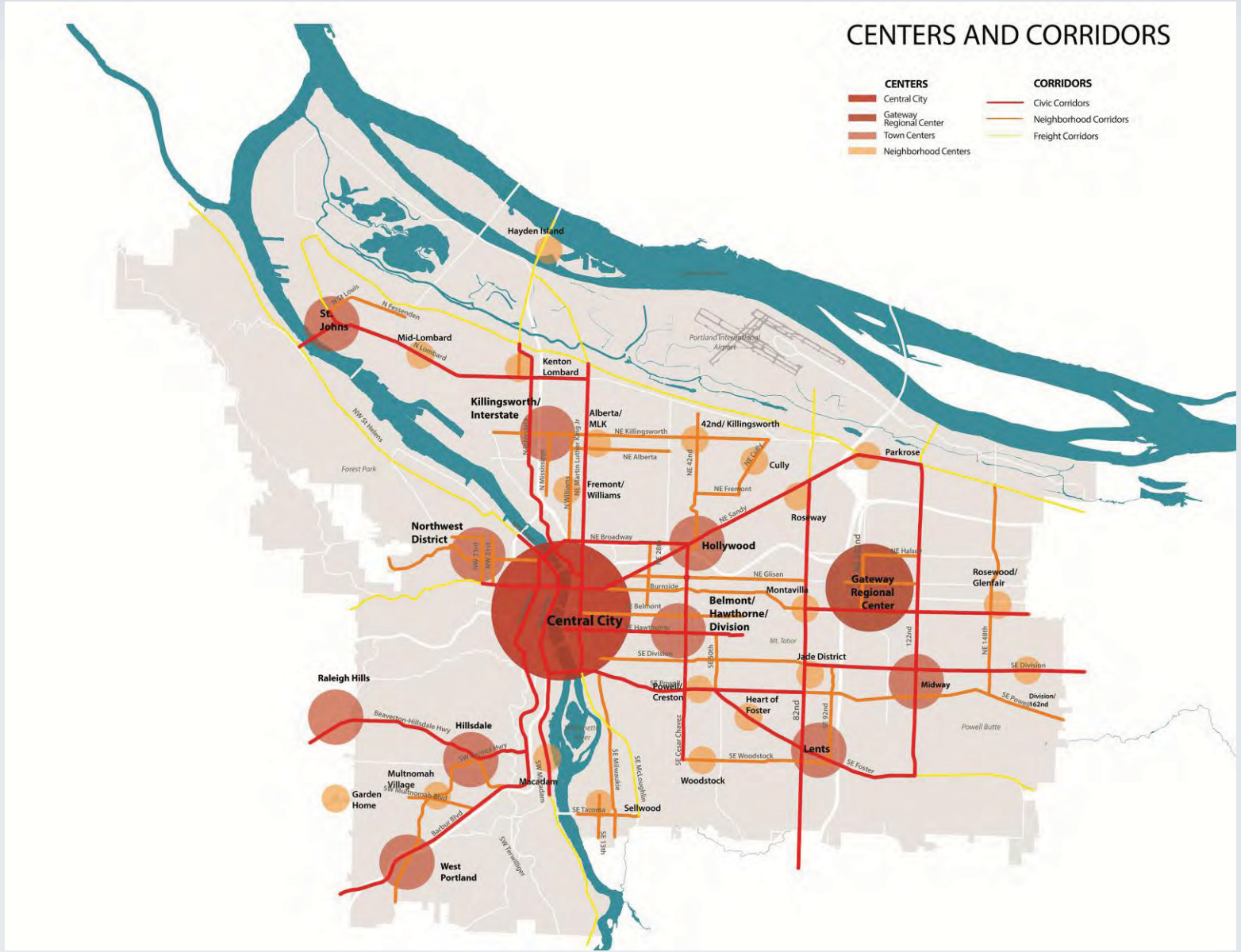
Specific action plans and land use refinement for priority centers.

Additional code and process improvement.



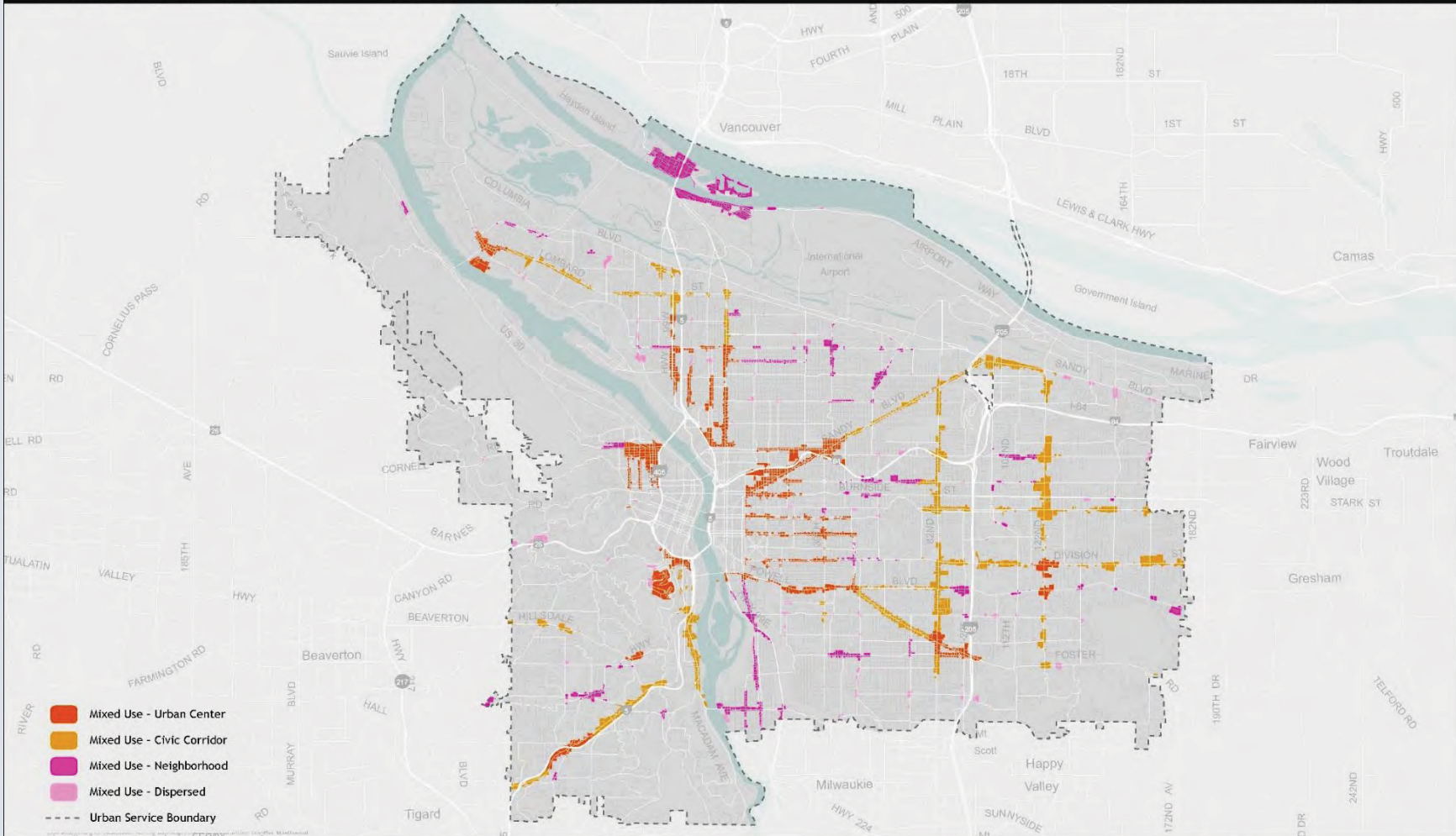
CENTERS AND CORRIDORS

- | | |
|-------------------------|------------------------|
| CENTERS | CORRIDORS |
| Central City | Civic Corridors |
| Gateway Regional Center | Neighborhood Corridors |
| Town Centers | Freight Corridors |
| Neighborhood Centers | |

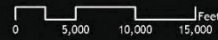


Proposed Comprehensive Plan Designations - Mixed Use Change Areas

Comprehensive Plan Update



July 21, 2014
City of Portland, Oregon
Bureau of Planning & Sustainability
Geographic Information System



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City of Portland, Oregon
Charlie Miles, Mayor | Susan Anderson, Director



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Possible Refinement Work (2016+)

- More fine-grained consideration of allowed building mass, height, etc. in specific area or corridor plans.
- Review design review system (w. BDS)
- Overhaul Community Design Standards and later the Design Guidelines.
- Additional refinement of Design Overlay Boundaries could also be considered (some proposed Town Centers that do not already have them: West Portland, Belmont/Hawthorne/Division, and 122/Division).



Mixed Use Zones Project Overview

- Comp Plan Update - Implementation
- Majority of Portland's future growth directed at Centers/Corridor - zoning needs to accommodate housing in these places
- Current Commercial and Central Employment (EX) zoning allows a broad range of activities: commercial, residential, employment uses
- Create/refine a palette of new zones that can be applied throughout Portland to accommodate forecasted growth and address other objectives of the new Comprehensive Plan



1. Create Complete Neighborhoods

Town Centers and
Civic Corridors



Neighborhood Centers
and Corridors



2. Encourage Job Growth

- Neighborhood Business Districts
- Central City - regional office center
- Industrial Areas
- Institutions - hospitals and colleges



Mixed Use Zones Project Goals

- Create zones to implement Comprehensive Plan
- Address issues such as building scale, transitions, required retail areas, residential area/uses, etc.
- Better address design and context, integration with historic and local character
- Allow feasible mixed-use development among varied pattern areas and locations
- Plan for housing that is affordable for Portland incomes
- Allow a variety of commercial and employment uses/development as appropriate to the type of place
- Consider the equity implications of all approaches



Not Addressed in Mixed Use Project

- **Parking** issues to be addressed in corollary parking management study managed by PBOT
- **Central City** development zoning
- **Mapping** of mixed-use, commercial, or industrial and employment zoning in new areas (this is part of Comprehensive Plan process)
- **Residential** development and design standards for single- and multi-dwelling residential zones



Mixed Use Zones Project Timeline

- Project Start-Up 10/13 - 3/14
Finalize IGA, convene PAC and TAC, hire consultants
- Phase 1 - Research 4/14 - 9/14
Portland neighborhood case studies; national research
- Phase 2 - Concept Development 8/14 - 1/15
- Phase 3 - Code Development 11/14 - 4/15
- Legislative Process 4/15 and beyond

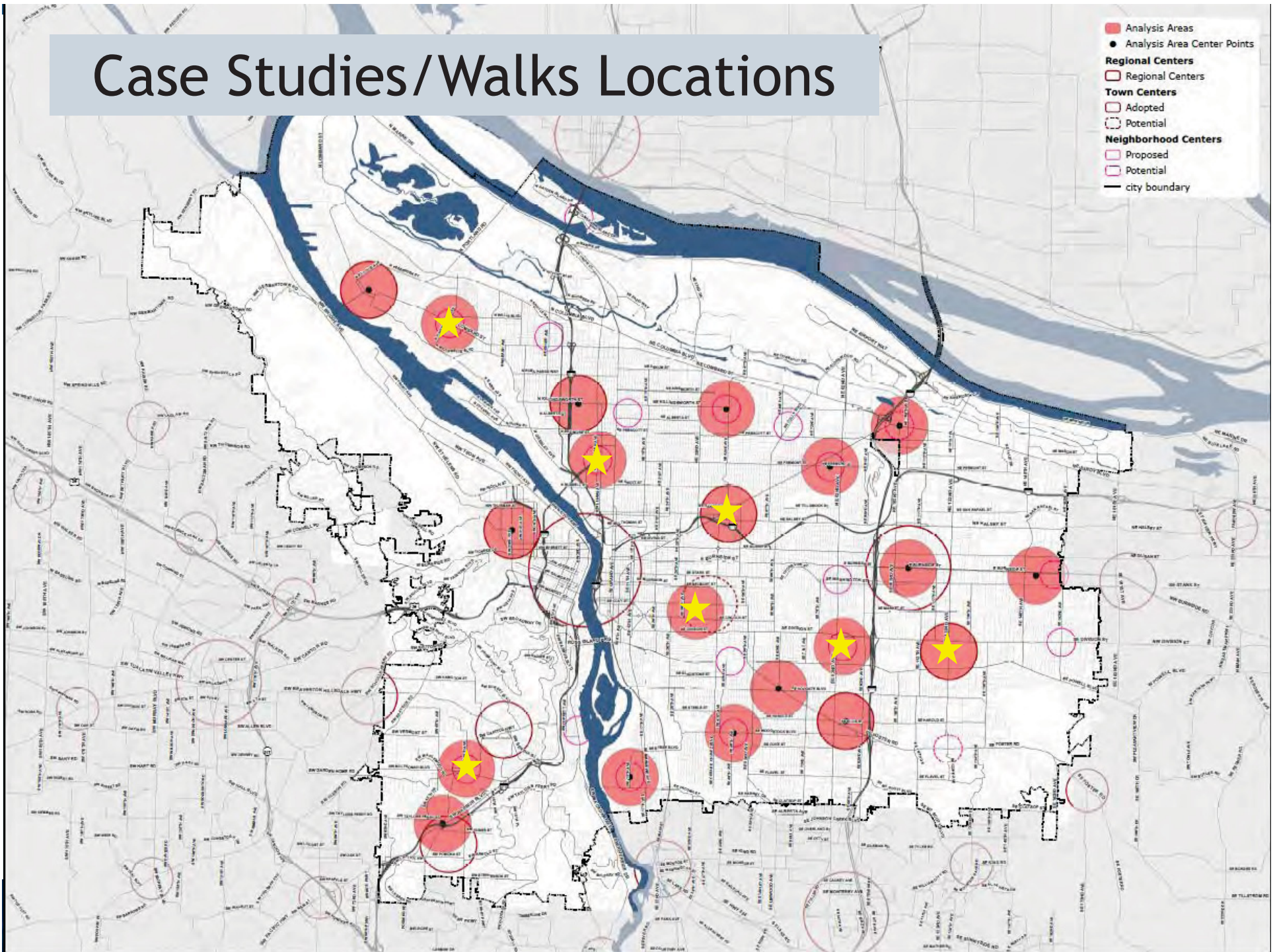


Mixed Use Zones Public Outreach

- Project Advisory Committee
- Community meetings
- Community Walks
- Roundtables
- Open Houses - Fall/Winter
- Open Houses - Winter/Spring
- PSC and City Council Hearings



Case Studies/Walks Locations



Walkabout Summary

Walk Location, Date	Participants
NE Broadway/Hollywood, 4/26	~22
SE Division @ SE 122 nd , 5/10	~ 8
SE 82 nd Ave @ SE Division, 5/14	~17
N Lombard @ Portsmouth, 5/22	~16
N Williams/NE MLK, 5/29	~28
SE Division SE 28 th - 38 th , 6/4	~63
Multnomah Village, 6/11	~15
Total	~169



Walkabouts: Common Themes

- Address building scale & articulation: height, mass, length
- Provide scale transition to low density residential areas
- Encourage continuity of retail in centers and corridors
- Preserve or protect significant buildings and key places
- Incentivize for open space & plazas that are open to public



Walkabouts: Common Themes

- Improve design of buildings and sites; use better quality materials
- Encourage a housing mix for a range of lifestyles and incomes
- Promote affordability - for housing and commercial space
- Adequately address parking issues: on-site; management; shared
- Consider allowing more intensity on key large opportunity sites



Roundtable Discussions

August 6-7, 2014; ~ 60 participants

- Private For-Profit Developers
- Non-Profit/Affordable Housing Developers
- Designers/Architects
- Neighborhood Small Business



Roundtable Highlights

Developers

- Certainty, flexibility, and code simplicity.
- Public goods such as affordability, open area/plaza, etc. are more likely with meaningful incentives - such as additional height or floor area, fee waivers, or reduced permit times.
- Code should be sensitive towards size of lots.
- Requiring retail/commercial uses at ground floor is problematic - prefer “active use” - allow flexibility throughout life of building.
- Design system does not work well now, and needs to be more predictable, particularly if expanded.
- Other city requirements sometimes create conflicts with zoning standards - need for better alignment.



Roundtable Highlights

Architects/Designers

- Be clear about what is allowed vs what is negotiable.
- Issues such as material choices, on-site open areas, etc. should be left to market and not prescribed.
- Provide more flexibility to allow taller building heights - strict height limits result in blocky buildings and make it difficult to create good ground-floor spaces.
- FAR and height can work together to help sculpt buildings.
- Consider “setback budget” or a flexible build-to line that allows for articulation, recesses and areas for people to pause or gather.
- Design system needs overhaul to work better; community design standards are not appropriate/workable; wary of broader application on design overlay.



Roundtable Highlights

Affordable Housing Developers

- Certainty, flexibility, and code simplicity.
- Program determined by funding sources - does not respond to incentives same as private for-profit.
- Bonuses and incentives such as additional height or FAR may work for private developers to provide affordable housing.
- Concerned about costs of expanding design review and requiring outdoor spaces - use incentives and simple, flexible regulations to achieve desired outcomes.
- Mixed use developments/ground floor commercial uses add costs - BOLI wage regulations apply for commercial development.



Roundtable Highlights

Neighborhood Business

- Parking concerns are real - most recognize benefits of added households, but people often frequent business by car.
- Explore shared, public or other community parking resource.
- Design and context is important to many districts - some support regulations that encourage compatibility, including design review.
- Not every place is pedestrian/mixed-use district - some places will/should remain flexible for auto-oriented uses.
- Concerned about loss of affordable commercial space.
- Desire for commercial/active ground floor uses in key places.



Assessment Report

- Zoning History
- Comprehensive Plan Policy
- Summary of Base Zones, Overlays, Plan Districts
- Zoning Performance
 - *Case Study Development Data*
 - *Case Study Economic Conditions*
- National Best Practices
- Community Input
 - *Walkabouts*
 - *Roundtables*
- Issues and Recommendations



Comp Plan Policy Directions

- Support vibrant business districts
- Accommodate housing and employment growth
- Enhance equitable access to housing and services
- Contribute to human and environmental health and efficient use of resources
- Provide pedestrian-oriented environments that are accessible to people of all ages and abilities



Comp Plan Policy Directions

- Use design and green elements that enhance place and context
- Protect and enhance defining places, features, and historic and cultural resources
- Provide opportunities for gathering places, art and culture
- Create quality environments for residents, workers, visitors
- Provide transitions between higher- and lower- density areas



Evaluation of Zones

CS

33.130.030 F. Storefront Commercial zone.

The Storefront Commercial (CS) zone is intended to preserve and enhance older commercial areas that have a storefront character. The zone intends that new development in these areas will be compatible with this desired character. The zone allows a full range of retail, service and business uses with a local and regional market area. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind or amount than commercial uses and to ensure that they do not dominate the character of the commercial area. The desired character includes areas which are predominantly built-up, with buildings close to and oriented towards the sidewalk especially at corners. Development is intended to be pedestrian-oriented and buildings with a storefront character are encouraged.

USES

Permitted Uses



Prohibited Uses

These uses are limited to 10,000 square feet of floor area exclusive of parking. The intent is to limit impacts to commercial and residential uses and to not dominate the street or area.



Current Trends

A common development type in CS Zones features commercial space and up-per-floor residential units, although recent development also includes entirely residential apartment buildings, with no commercial component.



SITE REQUIREMENTS AND BUILDING FORM

Height

45 feet/ 4 stories

FAR

3:1 *

* Residential uses in these zones are exempt from maximum FAR calculation

Maximum Building Setbacks

10 feet

Parking

No minimum, except:

Residential: minimum of 0 for 1 to 30 units, 0.2 per unit for 31-40 units, 0.25 per unit for 41-50 units, and 0.33 per unit for 51+ units.

Parking is prohibited between a building and any street.

Lot Coverage

50% minimum
100% maximum



MIN

Landscaping Required

No



MAX

Outdoor Space Required

No

Drive-Thrus

Prohibited

Examples of CS throughout the City



Case Study Data



Gateway Regional Center lies to the east of I-205 in the up-and-coming are of the city. Floyd Light City Park and Ventura Park serve this neighborhood along with Floyd Light Middle School and an elementary school. As many as 403 businesses are located in the area. The East Portland Mall (Mall 205) supports several businesses in the area. Adventist Medical Care has a facility in the southwest part of the analysis area. The center's strongest sectors are office-based and education/medical. Poor street connectivity and insufficient bike lanes continue to be a challenge.

TABLE 1: DEMOGRAPHIC SNAPSHOT

	Gateway				City of Portland			
	1990	2000	2010 [†]	% _{2/yr} ‡	1990	2000	2010 [†]	% _{2/yr} ‡
Population	4,002	4,991	5,806	2.3%	486,600	529,121	583,776	1.0%
Households	1,643	1,963	2,489	2.6%	206,105	223,737	248,546	1.0%
Average Household Size	2.32	2.42	2.27	-0.1%	2.30	2.30	2.28	0.0%
Median Household Income*	\$ 41,481	\$ 43,630	\$ 42,957	0.2%	\$ 43,064	\$ 50,842	\$ 49,537	0.7%
Per Capita Income*	\$ 26,152	\$ 21,880	\$ 23,671	-0.4%	\$ 23,931	\$ 28,673	\$ 29,635	1.1%
Age Characteristics								
% Under 20	22.8%	25.5%	22.9%	0.0%	24.9%	23.7%	21.5%	-0.7%
% Over 64	20.9%	17.2%	15.6%	-1.3%	14.4%	11.6%	10.4%	-1.4%
Race								
% White	87.4%	75.0%	72.0%	-0.9%	82.9%	77.9%	76.1%	-0.4%
% Black	1.7%	4.8%	6.9%	15.5%	6.9%	6.6%	6.3%	-0.5%
% American Indian	0.9%	1.0%	1.3%	2.3%	1.2%	1.1%	1.0%	-0.8%
% Asian	6.2%	8.7%	7.9%	1.4%	4.8%	6.3%	7.1%	2.4%
% Hawaiian/Pacific Islander	0.2%	0.2%	0.8%	18.1%	0.3%	0.4%	0.5%	5.1%
% Other	1.2%	6.1%	6.5%	22.0%	1.1%	3.5%	4.2%	13.5%
% Two or more races	2.4%	4.3%	4.5%	4.2%	2.7%	4.1%	4.7%	3.5%
Ethnicity								
% Hispanic/Latino	3.7%	8.8%	13.5%	13.4%	3.2%	6.8%	9.4%	9.9%
% Not Hispanic/Latino	96.3%	91.2%	86.5%	-0.5%	96.8%	93.2%	90.6%	-0.3%

[†] Median household income and per capita income reflect estimated 2012 values. [‡] Percentage change per year is for the period of 1990 - 2010. * All dollar amounts are adjusted for inflation in 2010 chained dollars. Source: U.S. Census Bureau, Census 1990, 2000, 2010, and American Community Survey 2012; Esri Business Analyst, 2014; City of Portland Bureau of Planning and Sustainability, 2014.

In most aspects, the patterns of growth and change happening in Gateway Regional Center are consistent with those of the city as a whole (Table 1). There are some points of departure, however. First is the faster-than-average increase in population, having added about 1,800 residents since 1990—about a 2.3% increase in population per year. The change in racial and ethnic composition is another difference. Racial/ethnic diversity in this center has increased significantly. Persons of color accounted for about 500 residents in 1990, which increased more than two-fold by 2010 in which 1,600 persons of color accounted for 28% of the population. The black population increased nearly five-fold in the past twenty years, and the Hispanic/Latino-identifying population increased over four-fold.

FIGURE 4: COMMERCIAL PROPERTY – RENTAL AND VACANCY RATES, GATEWAY



Source: CoStar Realty Information 2014, Portland Development Commission.

Since 2006, commercial retail vacancy rates have fluctuated between 2% and 15%, reaching its peak in 2Q 2012 (Figure 4.A). Two years later, that figure dropped 13 percentage points. For office spaces, however, vacancy rates have been consistently increasing and currently sit at 10% (Figure 4.B). Lease rates for retail space fell by 140% from 2006 to 2010, but have fully recovered in the past four years. Office lease rates have decreased nearly 5% per year on average since 2006, or a total of \$4.50 per square foot.

FIGURE 5: TRAFFIC COUNT BY ROAD, GATEWAY



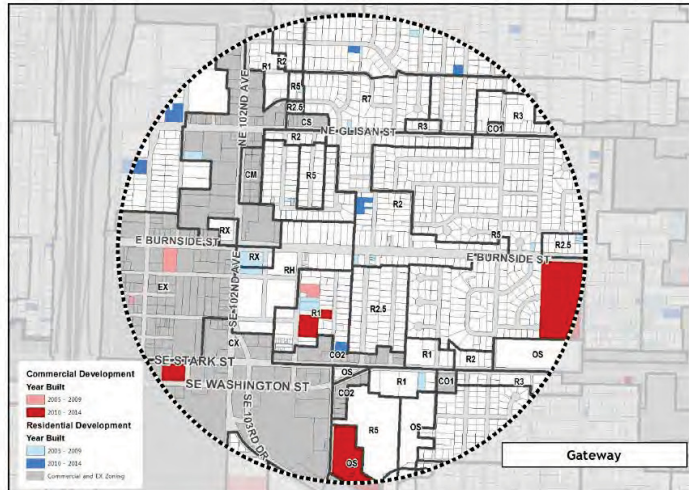
Source: Market Planning Solutions, Inc., 2012; Esri Business Analyst, 2014; City of Portland Bureau of Planning and Sustainability, 2014.

The four major thoroughfares that run through Gateway are NE Glisan Street, NE/SE 102nd Avenue, SE Stark Street/SE Washington Street, and E Burnside Street (Figure 5). NE Glisan is the busiest, with counts between 28,000 and 38,000 vehicles per day. Second highest is NE/SE 102nd Avenue, at about 24,000 vehicles per day. Street connectivity is low in Gateway, with several dead-end streets and few east-west connections between the numbered avenues. The MAX runs east-west along Burnside Street with a stop at 102nd Avenue. Burnside Street features bicycle lanes, but NE Glisan and 102nd Avenue do not. However, bicycle facilities are planned for 102nd Avenue, and the regional multi-use path along I-205 serves the area.



Case Study Data

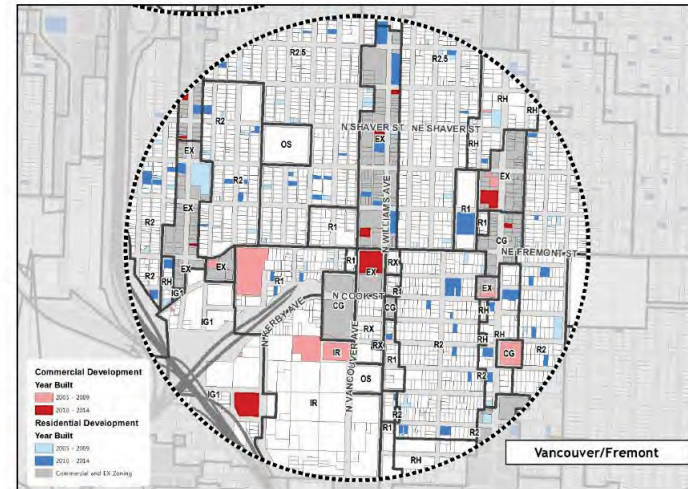
Gateway – Development Trends



Type	# Permits	Units	SqFt
Commercial	12	n/a	n/a
Residential Apt/Condo	11	261	268,433
Residential Rowhouse/Duplex/Triplex	13	15	20,576
Residential SFR	13	13	23,062
Residential Other	2	123	42,848
Total	51	412	354,919

	Housing	Employment
BLI Growth Capacity		
BPS Forecast/Allocation		

Vancouver-Williams – Development Trends



Type	# Permits	Units	SqFt
Commercial	60	n/a	n/a
Residential Apt/Condo	9	267	250,893
Residential Rowhouse/Duplex/Triplex	64	75	167,286
Residential SFR	74	74	255,870
Residential Other	7	7	5,727
Total	214	423	679,776

	Housing	Employment
BLI Growth Capacity		
BPS Forecast/Allocation		



Development Data

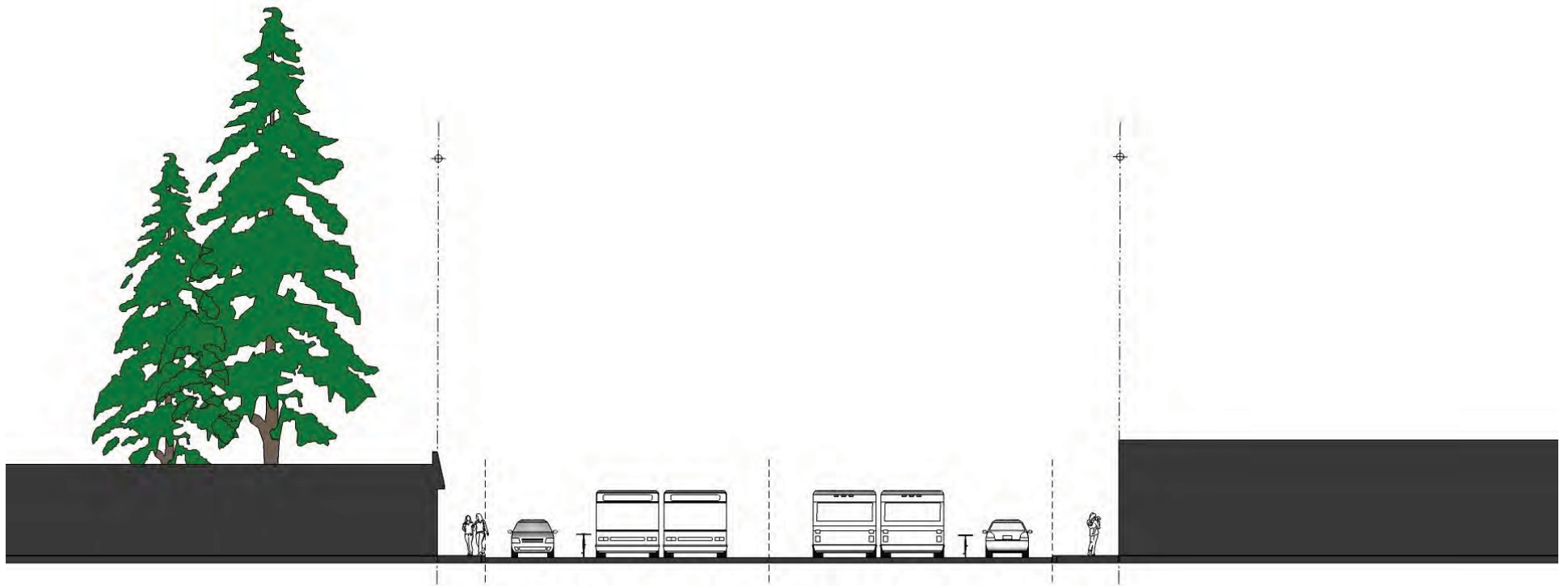
Citywide Permits (outside Central City) 2005 - 2014

Project Type	CN1 CN2	CO1 CO2	CM	CG	CS	CX	EX	Total Permit	Total Units
Commercial	10	3	0	36	25	5	18	97	0
Mixed Use	9	0	10	4	46	1	19	89	2897
Multifamily	22	4	10	16	20	1	29	102	2043
Rowhouse	20	0	27	30	24	5	51	157	169
Detached House	16	1	8	21	16	0	24	86	86
Industrial	0	0	0	0	1	0	1	2	0
Total	77	8	56	107	132	12	142	533	5195

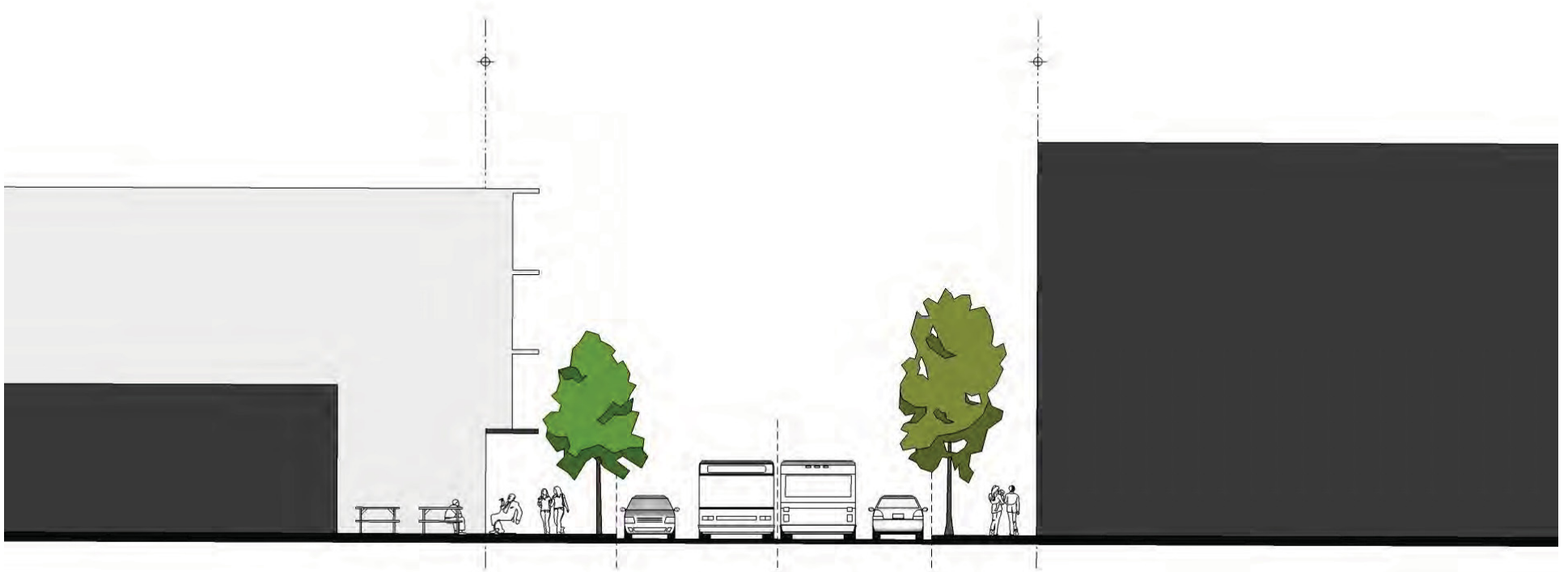
Note: no permits issued for commercial development in the CN1 zone, and only one new construction permit of any type issued in the CO1



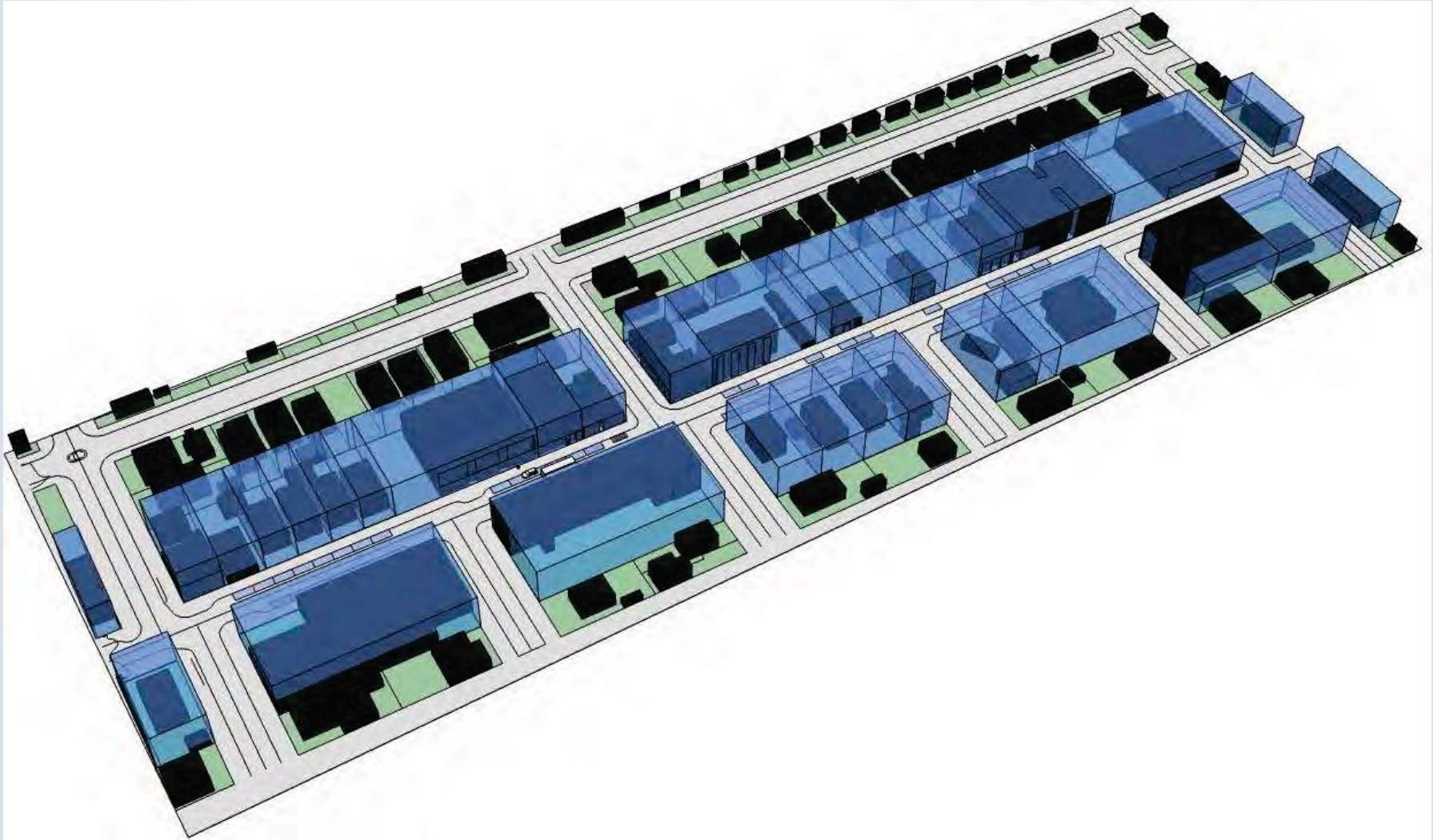
Context/Analysis



Context/Analysis



Context/Analysis



Context/Analysis



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National Best Practices

- Dyett & Bhatia
- Review of seven cities:
 - Chicago - 2004
 - Denver - 2010 (*form based code*)
 - Kansas City - 2011
 - San Francisco - 1978
 - Santa Monica - 2014 (*update in process*)
 - Seattle - 1982
 - Washington DC - 2007 (*update in process*)

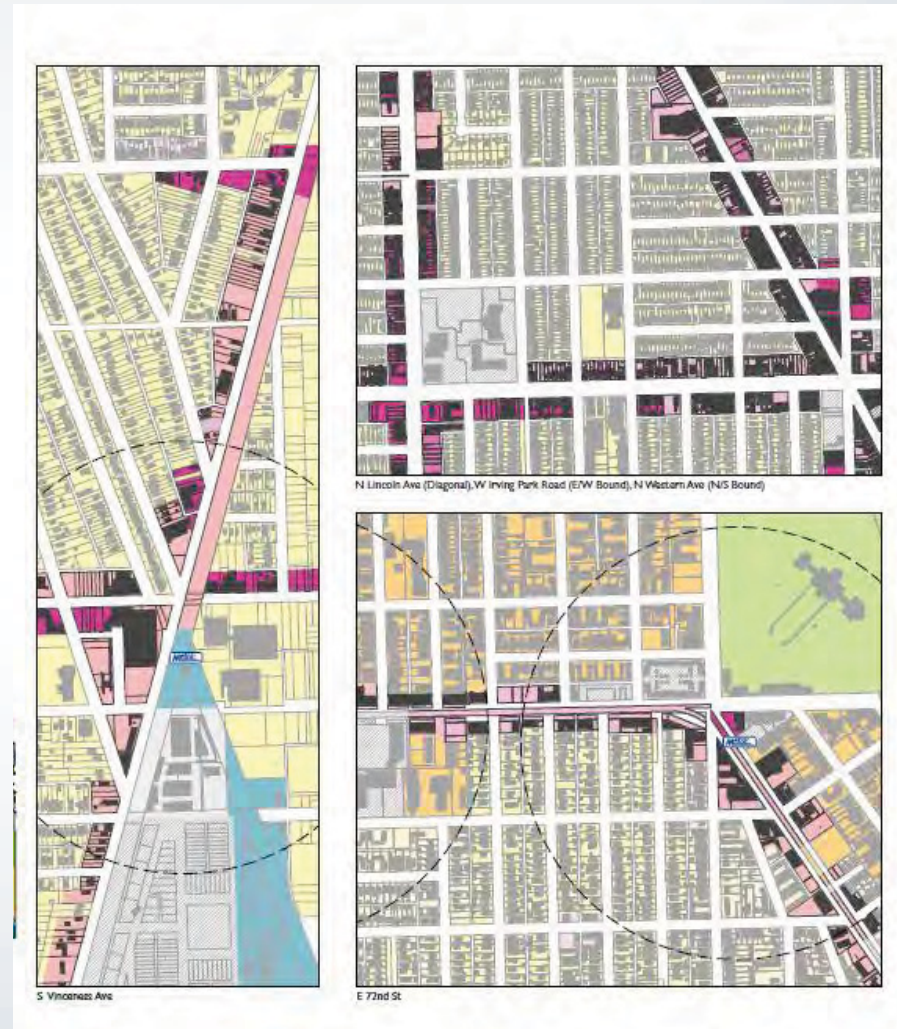


National Research Highlights

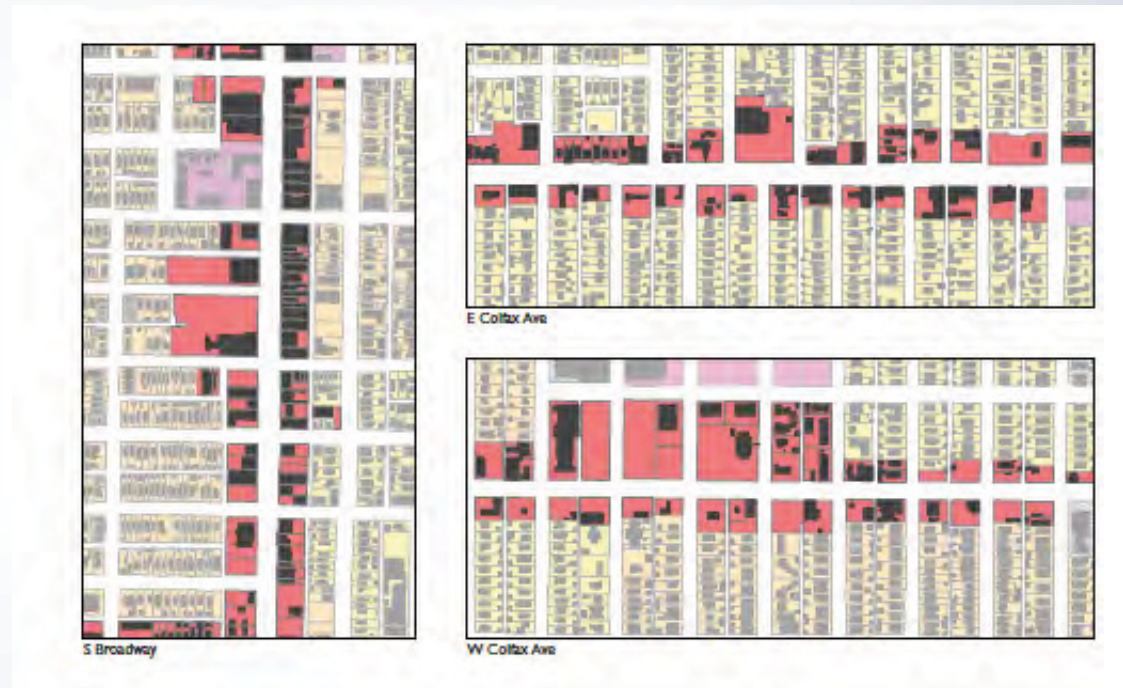
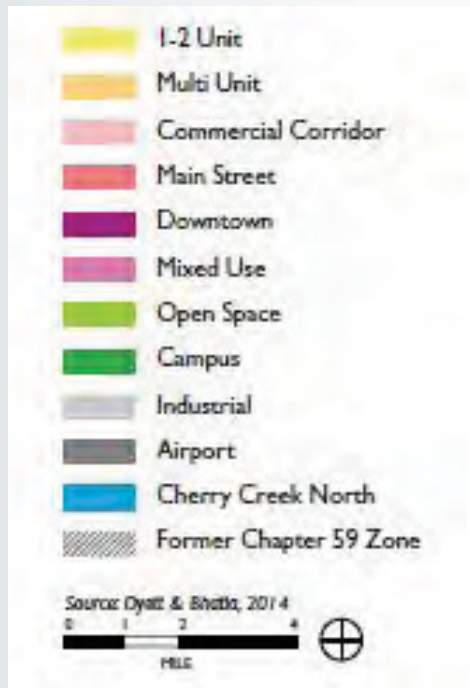
- Simpler code structure may be possible
- Many cities require commercial in key places
- Residential FAR often not regulated
- Lot coverage is rarely regulated
- Step-downs/transitions, rear setbacks often required
- Street-level design standards - on pedestrian streets
- Some cities have standards for outdoor areas
- Added height and/or FAR for community amenities



National Research - Chicago



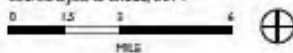
National Research - Denver



National Research - Kansas City

-  Agricultural-Residential
-  Low Density Residential (R-7.5, R-10, R-80)
-  Mid Density Residential (R-1.5, R-2.5, R-5, R-6)
-  High Density Residential (R-0.3, R-0.5, R-1.5)
-  Neighborhood Business
-  Community Business / Residential
-  Community Business
-  Heavy Business / Commercial
-  Office
-  Downtown
-  Manufacturing
-  Airport
-  Shoal Creek
-  Master Planned Development
-  Neighborhood Business-Pedestrian-Oriented Overlay
-  Adult Entertainment Overlay
-  Special Review Overlay

Source: Djett & Rhoads, 2014



N Oak Trafficway



Troost Ave



Blue Ridge Blvd



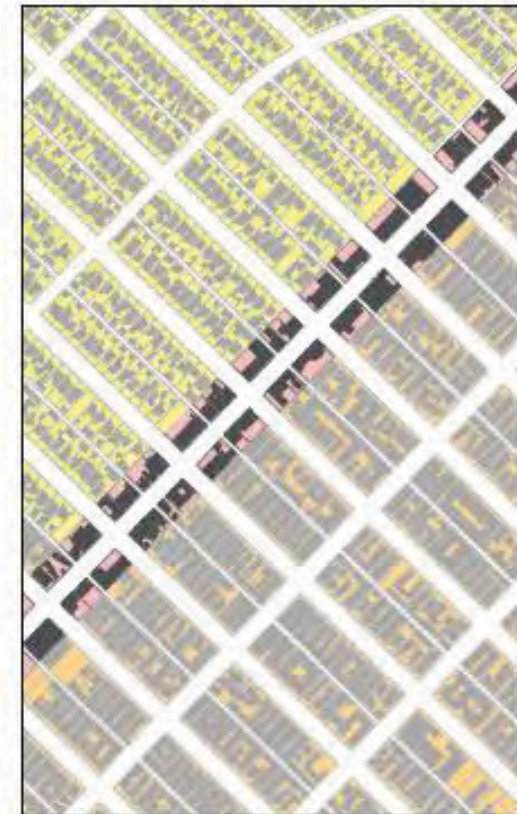
National Research - Santa Monica



Ocean Park Blvd



Pico Blvd



Montana Ave



National Research - D.C.

Figure 7
Zoning, Block, and Building Pattern
Washington, DC

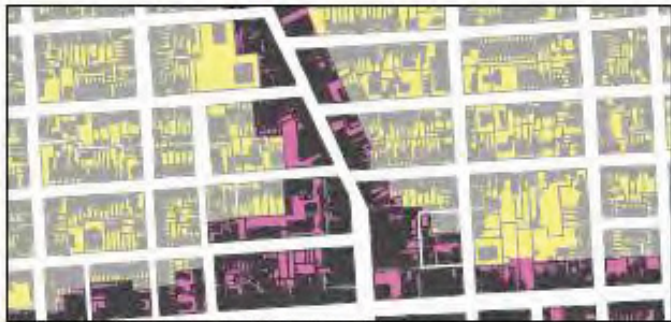
- Single Family Residential
- Multi Family Residential
- Special Mixed Use Residential
- Neighborhood Commercial Residential
- Mixed Use Commercial Residential
- Mixed Use Commercial
- Office-Retail Commercial
- Downtown Commercial
- Commercial / Manufacturing
- Industrial
- Waterfront District
- Hill East Subdistrict
- Pennsylvania Avenue Development Commer
- Saint Elizabeth East District
- Union Station North District
- Unzoned



12th St NE



Madison St NW (E/W Bound), Georgia Ave NW (N/S Bound)



37th St NW (N/S Bound), Reservoir St NW (E/W Bound)



Portland Assessment Highlights

- Community concerns about *range of uses and the scale of development* allowed in the commercial zones.
- *Residential uses not counted in the FAR* except in EX and CX - may need to reconsider or apply consistently.
- Better *scale and use transitions* between the commercial and residential zones has been identified by many neighborhoods.
- Comprehensive Plan calls for a *greater degree of context sensitivity* but most zones have citywide applicability.
- Existing zones often provide *flexibility, but also creates uncertainty* for the community and adjoining property interests.



Portland Assessment Highlights

- Zoning *does not provide effective incentives* to achieve goals for affordable housing, public open areas, historic preservation, green features, etc.
- Plan emphasizes the creation of walkable, community-serving mixed use areas but *some zones limit building coverage, do not require active uses, and may encourage parking* areas adjacent to the pedestrian realm.
- New plan may change the one-to-one relationship to zoning; there will need to be a way to *determine the appropriate application of zones within the plan designations*.



Issues to Consider/Address

Land Uses

- Review the use allowances in the zones - better tailor to situation.
- Require active ground floor spaces in areas defined as centers.
- Limit residential uses in some commercial zones.

Development and Design Standards

- Re-evaluate floor area ratio allowances - possibly include residential uses in the FAR calculations in some or all commercial zones.
- Fine-tune standards to address differences in the city's pattern areas; consider workable elements from community design standards in base zones.
- Reconsider parking between buildings and corridors/transit streets.



Issues to Consider/Address

Development and Design Standards

- Use massing and height (step-downs, setbacks) to ease transitions between mixed-use zones and low-density residential zones.

Incentives/Other

- Consider regulations, incentives and bonuses to achieve the following policy objectives:
 - Housing affordability and unit mix
 - Commercial affordability
 - Historic preservation
 - Plazas and open areas
- Re-evaluate the criteria used for considering quasi-judicial zoning changes in conformance with comprehensive plan designations.



Issues to Consider/Address

CN Zones

- Combine the two zones into one small-scale mixed use zone.
- Increase the allowable height to 35'; increase lot coverage and potentially relate to lot size; revisit the limits on size of uses.

CO Zones

- Reconsider the need for an office-focused zoning district.

CM Zone

- Reconsider the need for a commercial zone with required residential. If yes, consider re-labeling as a residential zone.
- Adjust minimum lot coverage requirements or make adjustable based on lot size and pattern area



Issues to Consider/Address

CS Zone

- Maintain as a primary medium-scale zone for mixed use areas.
- Adjust minimum lot coverage requirements or make adjustable based on lot size.

CG Zone

- Maintain a zone where auto-oriented uses are allowed.
- Accommodate broader range of light industrial and other employment uses in this zone.
- Limit housing allowances in a zone such as this.



Issues to Consider/Address

EX and CX Zone (outside central city)

- Consider a new large-scale mixed use zone for application in areas outside the Central City.
- Consider the need for an employment mixed use zone.
- Determine if a new base zone would be sufficient to address the situations called out in plan districts.

Plan Districts and Overlay Zones

- Review for useful ideas.
- Consolidate, reduce redundancies if appropriate.



Questions and Comments?

