



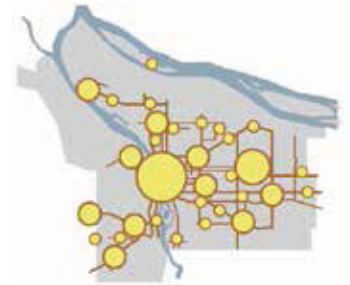
Mixed Use Zones Project

Preliminary Zoning Concept – DRAFT

The **Mixed Use Zones (MUZ) Project** will revise Portland’s Commercial and Central Employment zoning codes applied in Centers and Corridors outside of the Central City. These zones (**CN1/2, CO1/2, CM, CS, CG, CX, EX**), in which mixed uses are allowed, were created over 20 years ago when auto-oriented and low intensity commercial uses were more common. The project will address issues that arise with new, more intensive mixed use buildings, such as massing and design, transitions and step-downs, and ground floor uses. An initial concept proposal is being developed this fall. A more detailed Mixed Use Zones Concept Report is due this winter. Proposed zoning codes are expected in spring 2015. Public hearings on any proposed zoning codes are anticipated in June/July 2015.

Why are we doing it?

Over the next 20 years, the number of people and jobs will grow in Portland. The City’s new **Comprehensive Plan** proposes to focus this growth in mixed use **Centers and Corridors**, which will serve as the anchors of convenient, walkable neighborhoods. The MUZ Project is an early implementation project of the Comprehensive Plan Update.



Centers and Corridors

Project Process

1. Research and Assessment
March to September 2014

- Evaluate Portland’s current mixed use development and design regulations to determine what works well and what needs improvement.
- Research best practices and zoning approaches other cities have used to create successful, walkable urban centers.

2. Concept Development
June 2014 to January 2015



We are here

- Develop a framework for new mixed use zones that responds to different geographic contexts and the Centers and Corridors called out in the new Comprehensive Plan.
- Analyze development feasibility and explore how incentives can be used to achieve key goals.

3. Code Development
November 2014 to April 2015

- Revise zoning regulations to implement the mixed use zones framework.

4. Public Hearings/Adoption
Mid to Late 2015

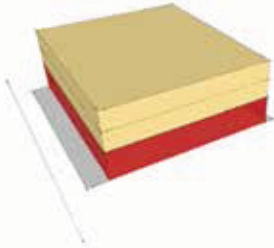
- Planning and Sustainability Commission public hearings.
- Portland City Council public hearings.



A Conceptual Framework for Commercial Mixed Use Zones

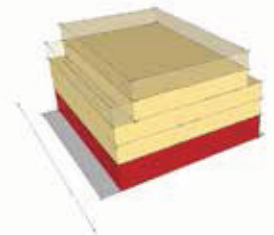
The Bureau of Planning and Sustainability is considering a new framework of zones to replace the city's existing Commercial and Central Employment zones. The working concept would reduce the current array of nine zones to a set of four. The new framework would include zones that allow small, medium and large scale commercial mixed use development, as well as a medium-scale zone that would allow a broader array of employment uses.

Commercial Mixed-Use 1 (CM1)



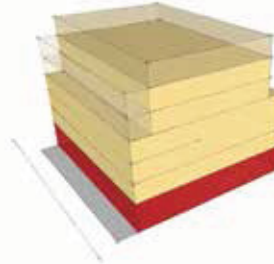
This small-scale commercial mixed use zone is intended for sites in neighborhood Centers and Corridors, at the edges of town centers and regional centers, and in smaller mixed use nodes within lower density residential areas. This zone allows a mix of commercial and residential uses. Buildings in this zone are generally expected to be up to three stories. Development is intended to be pedestrian-oriented and generally compatible with the scale of surrounding residentially zoned areas.

Commercial Mixed-Use 2 (CM2)



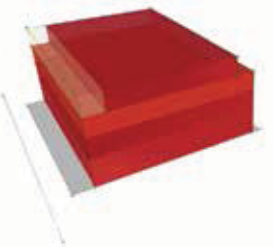
This medium-scale commercial mixed use zone is intended for sites in a variety of centers and corridors, and in smaller mixed use areas that are well served by frequent transit or within a larger area zoned for multi-dwelling development. The zone allows a mix of commercial and residential uses, as well as other employment uses that have limited off-site impacts. Buildings in this zones are generally expected to be three to four stories, unless bonuses are used to provide additional community benefits. Development is intended to be pedestrian-oriented and complement the scale of surrounding residentially zoned areas.

Commercial Mixed-Use 3 (CM3)



This large-scale commercial mixed use zone is intended for sites in larger centers and Civic Corridors, particularly in locations close to the Central City or in high-capacity transit station areas. The zone allows a mix of commercial and residential uses, as well as other employment uses that have limited off-site impacts. Buildings in this zones are generally expected to be four to six stories, unless bonuses are used to provide community benefits or plan district provisions specify other height limits. Development is intended to be pedestrian-oriented, but buildings may be larger than those allowed in lower intensity mixed use and residential zones. Design review is typically required in this zone.

Commercial Employment (CE)



This medium-scale commercial employment zone is intended for sites along corridors in areas between centers, especially along Civic Corridors that are also Major Truck Streets or Priority Truck Streets. The zone allows a mix of commercial uses, as well as some light manufacturing and distribution/employment uses that have few off-site impacts. The emphasis is on commercial and employment uses, with limitations on new residential uses. Buildings in this zone are generally expected to be up to four stories. Development is intended to be pedestrian-oriented, as well as auto accommodating, and complement the scale of surrounding areas.

Centers Overlay Zone



In addition to new base zones, the preliminary concept includes a new overlay zone that would be applied to properties in the commercial core of centers identified on the Urban Design Framework (UDF) map. Such an overlay might include limitations on: drive through developments; quick vehicle servicing uses; self-storage uses; single-dwelling developments and other developments and land uses that are not supportive of creating pedestrian-oriented areas of activity. It could also include requirements for active ground floor uses.

Zoning Concept Parameters

The table below shows the range of conceptual new zones. The use allowances, height, FAR, and other code features are conceptual and require additional refinement, testing and development during the concept development phase.

	Conceptual Zones			
	CM1	CM2	CM3	CE
Scale	Small (relates to CN1/2 and CO1 zones)	Medium (relates to CS, CM, CO2 and CG zones)	Large (relates to EX and CX zones)	Medium (relates to CG zone)
Commercial uses	Allow limited array of retail, service and office uses; smaller scale	Allow broader array of retail, service and office uses; larger scale	Allow broad array of retail, service and office uses	Allow broad array of retail, service and office uses
Residential uses	Allow	Allow	Allow	Limit
Industrial uses	Limit	Allow employment uses with few off-site impacts	Allow employment uses with few off-site impacts	Allow range of light industrial uses with few off-site impacts
Institutional uses	Allow	Allow	Allow	Allow
Other uses	Limited	Limited	Limited	Limited
Max height (feet)*	35	35-45 to 55	45-65 to 75	45
Max height (stories)	3	3/4 to 5	4/6 to 7	4
Additional height (feet) for active ground-floor use	3	3	3	3
Height step-back from street; step-down to RF-R2.5 Zone	TBD	TBD	TBD	N/A
FAR**	1:1 to 2.5:1	2:1 to 3.5:1	3:1 to 4.5:1	2:1 to 3:1
Maximum building coverage (inner/East/West)	TBD	TBD	TBD	TBD
Required landscaping (inner/East/West)	TBD	TBD	TBD	TBD

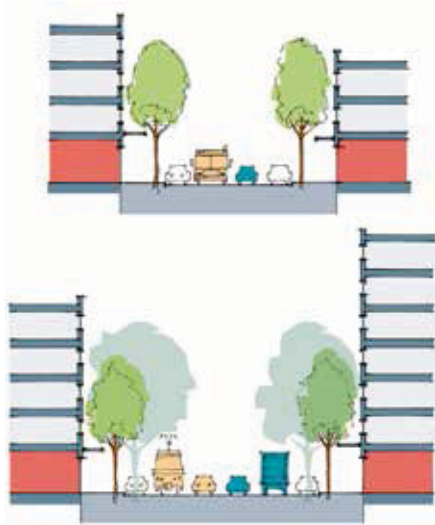
* Height for testing and modeling. A range indicates a base allowed height at street edge depending on street right-of-way width (e.g. 60'/80'), and a maximum overall height achievable through bonuses.

** FAR (Floor Area Ratio) for testing and modeling of bonuses and incentives. The range indicates a base-allowed floor area and a maximum floor area achievable through use of bonuses. Floor area ratios include residential and other uses.

Elements of the New Codes

Beyond developing a new framework for zones, the city is exploring a range of elements such as new development standards, incentives and other features to be included in new mixed use base zones.

Building Height and Transitions

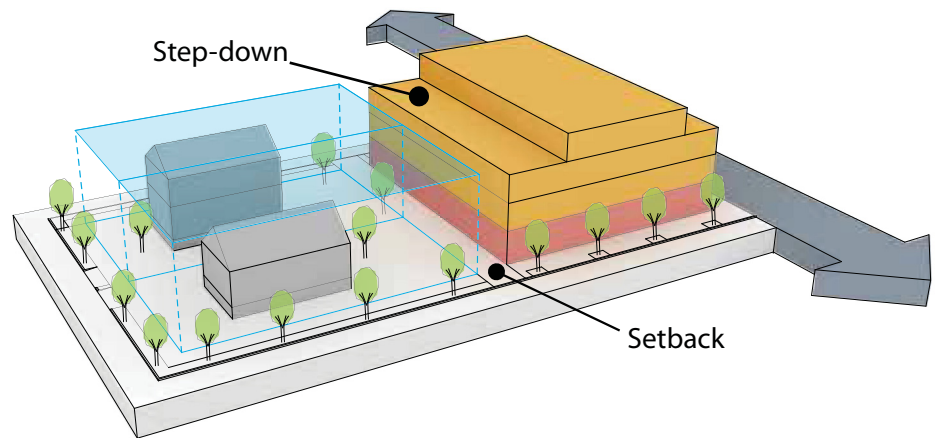


1. Relate building height to street scale



4. Building articulation/massing

- 1. Relate building height to street scale/transit function.** Create zones that can respond to different street scales and contexts. This allows taller or larger buildings on Civic Corridors, in key locations close to the Central City and near high-capacity transit stations.
- 2. Accommodate ground-floor active uses and roofline variety.** Allow additional building height to accommodate ground-level commercial spaces with high ceilings and foster roofline variety.
- 3. Height transitions and buffering.** Apply setbacks, height transitions and/or buffering for mixed use zones adjacent to lower density residential zones to foster more gradual scale transition.



- 4. Building articulation/massing.** Craft development standards that more definitively address building form/massing, including requirements or allowances for façade articulation, upper level step-backs, limits on building length, emphasis at corners, and possibly a maximum floor plate size above four stories to reduce mass and shadows.
- 5. Full-block zoning transitions.** Apply special landscaping and building height standards for mixed-use areas that are located off of corridors and have street frontage adjacent to residential zones. Potentially encourage/require residential development as part of this interface.
- 6. Large sites/planned developments.** Allow larger scale development on large sites in transit-rich locations, potentially in tandem with transfer of development rights (TDR) provisions, stronger requirements for transitions to lower density areas and design review. Provide options for planned development (PD) or master plan development proposals.

Design Standards



8. Street frontages



9. Front/street setbacks.

7. **Pattern area standards.** Create design-related standards specific to the three major neighborhood pattern areas (Inner, Eastern and Western neighborhoods), such as variations on building setbacks, ground floor and upper-story design features and landscaping.
8. **Street frontages.** Strengthen design-related standards that address the relationship of buildings to public street frontages, including requiring more ground floor window coverage (a transparency standard), minimum floor-to-ceiling heights (for ground floor active uses and commercial), limiting residential driveways, and applying pedestrian-oriented standards to dispersed commercial development/corner markets.
9. **Front/street setbacks.** Simplify maximum setback regulations, and offer more flexibility for providing outdoor spaces and landscaping. Relax requirements that require 100 percent of street-facing façades to be located within required maximum setbacks.

Residential Standards



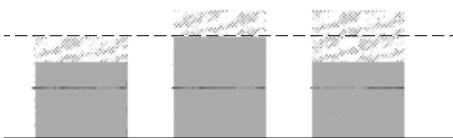
10. Outdoor space

10. **Outdoor space.** Require private or shared outdoor space for residents to be provided in conjunction with mixed use or residential development.
11. **Side setback requirements.** Create a flexible set of standards for residential windows close to side property lines or require building to the property line without windows.
12. **Detached house development.** Limit or prohibit new detached houses in mixed use zones, especially in the core areas of centers.

Incentives

Bonus Options to Test

- Current development allowed
- Future development allowed w/o bonus
- ▨ Future development allowed w/ bonus



13. Bonus for community benefits

13. **Bonus for community benefits.** Provide bonus/incentives such as some combination of FAR and/or height allowances for the following features: affordable housing; affordable commercial space; historic preservation; community services, including grocery, daycare, arts/culture; publicly accessible outdoor space; and high-performance green features. Test and model various base and bonus allowances.

Other Regulations



16. Exterior display

14. **Green features.** Craft development standards to help accommodate green features and infrastructure as part of development.
15. **Neighborhood notification requirements.** Expand the required neighborhood notification of new development in mixed use zones; consider posting of sites.
16. **Exterior display.** Allow more flexibility for commercial exterior display arrangements.
17. **Shared parking.** Expand allowances for shared parking.

How do the zones relate to the Comprehensive Plan and current zones?

The new Comprehensive Plan establishes four mixed use map designations based on a hierarchy of place types, each of which could be implemented by one or more zones. This differs from the current plan-to-zoning relationship, in which one or two very similar zones implement a single Comprehensive Plan designation. The table below shows the relationship between Comprehensive Plan Map designations, current implementing zones, and the conceptual new implementing zones.

Proposed Comprehensive Plan Designation	Existing Implementing Zones	Conceptual Implementing Zones
Mixed-Use Dispersed	CN1, CN2, CO1, CO2, CM, CS, EX	CM1, CE
Mixed-Use Neighborhood	CN2, CO2, CM, CS, EX	CM1, CM2, CE
Mixed-Use Civic Corridor	CN2, CO2, CM, CS, CG, CX, EX	CM1, CM2, CM3, CE
Mixed-Use Urban Center	CN1, CO1, CM, CS, CG, CX, EX	CM1, CM2, CM3, CE

How will the zones be applied?

The Mixed Use Zones Project is part of Comprehensive Plan implementation. It will fit together with Comprehensive Plan adoption and include a public process that includes meetings, workshops and public hearings.

Develop Zoning Codes

After refining the zoning concepts, new zoning codes will be fully developed, including use allowances, development/design standards and other components. Plan district and overlay zone amendments will also be identified as appropriate to reduce redundancies and conflicting regulations. However, most plan districts and overlays are expected to remain. Code development will also include criteria and a process for evaluation of zone changes in conformance with a Comprehensive Plan designation, when more than one zone may be applied.

Create Conversion Table

The new zones will initially be applied to properties based on a combination of factors, including the UDF, Comprehensive Plan designation and current zone. The project will propose a conversion system that recommends mapping/application of new zones. As shown in the preliminary concept table below, in most cases the new recommended zone for a particular parcel will be the most similar to the current zone, in terms of scale and general use allowances. In some cases more than one option exists. New zones will have new development and design standards that result from the project.

Proposed Comprehensive Plan Designation	Current Zones						
	CN1/2	CO1/2	CM	CS	CG	EX	CX
Mixed Use Dispersed	CM1	CM1	CM1	CM1	CM1# CE#	CM2	n/a
Mixed Use Neighborhood	CM1	CM1	CM1* CM2*	CM1* CM2*	CM2# CE#	CM2	n/a
Mixed Use Civic Corridor	CM1^ CM2^	CM1^ CM2^	CM2	CM2	CM2# CE#	CM3	CM3
Mixed Use Urban Center	CM1	CM1+ CM2+	CM2	CM2	CM2# CE#	CM3	CM3

* CM1 may be proposed for UDF Neighborhood Corridors outside of Centers; CM2 may be proposed for UDF Neighborhood Centers.

^ CM1 may be proposed for isolated locations; CM2 may be proposed for areas contiguous to larger scale mixed use zones.

+ CM1 may be proposed for CO1 zones; CM2 may be proposed for CO2 zones.

TBD: CM zones may be applied to UDF Centers; CE may be applied to UDF Corridors.

Apply to Zoning Map

The MUZ Project will work closely with the City's District Liaisons to publish a map of proposed zoning. This process will help fine tune the mapping/application of new zones where specific circumstances may warrant application of a different zone than recommended through the conversion table. Examples of these circumstances could include areas: of unique topography or natural resource impacts; with significant historic resources; where transition to a different development pattern may be desired (e.g., less auto oriented or more employment focused).

Public Review

The Portland Planning and Sustainability Commission (PSC) will hold public hearings on the new zoning codes, proposed conversion approach, and proposed map in mid-2015. Adjustments may be made based on public testimony. The PSC recommendations will be forwarded to Portland City Council for final public hearings and adoption in late 2015.

Comparison of Current and Conceptual Zones

The table below compares key use and development parameters for exiting zones and for conceptual new mixed use zones.

	Small-size Zones				Medium-size Zones						Large-size Zones		
	Existing Zones			Concept Zone	Existing Zones				Concept Zone	Existing Zones		Concept Zone	
	CN1	CN2	CO1	CM1	CO2	CM	CS	CG	CM2	CE	EX	CX	CM3
Commercial													
Retail sales and service	L	Y	N	L	L	L	Y	Y	Y	Y	Y	Y	Y
Office	L	Y	Y	Y	Y	L	Y	Y	Y	Y	Y	Y	Y
Quick vehicle servicing	N	L	N	V	N	N	N	Y	V	Y	N	L	V
Vehicle repair	N	N	N	V	N	N	Y	Y	V	Y	Y	L	V
Commercial parking	N	N	N	TBD	N	N	Y	CU	TBD	TBD	CU	CU	TBD
Self-service storage	N	N	N	V	N	N	N	L	V	Y	L	L	V
Residential	Y	Y	Y	Y	Y	Y	Y	Y	Y	L	Y	Y	Y
Industrial	L	L	L	L	L	L	L	L	L	Y/L	Y	Y	Y
Height	30	30	30	35-38	45	45	45	45	35-58	45	65	75	45-78
FAR*	.75:1	.75:1	.75:1	1:1 – 2.5:1	2:1	1:1	3:1	3:1	2:1 – 3.5:1	2:1 – 3:1	3:1	4:1	3:1 – 4.5:1

Y = Yes, allowed	N = No, not allowed
L = Limited	V = Variable based on location
* = Currently, except in EX zone, residential is not counted in FAR limits and is allowed to the height limit and zone setbacks. Residential uses are proposed to be counted in FAR in new zones.	