



Bureau of Planning and Sustainability

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## MEMO

**DATE:** January 14, 2014  
**TO:** Planning and Sustainability Commission  
**FROM:** Eric Engstrom, Principal Planner  
**CC:** Susan Anderson, Director; Joe Zehnder, Chief Planner  
**SUBJECT:** Centers and Corridors Growth Strategy, January 27 PSC Work Session

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This report on the Proposed Centers and Corridors growth strategy is intended to inform the Planning and Sustainability Commission work session on January 27, 2015.

### Testimony

There was a great deal of testimony about mixed use zoning, the scale and design of future mixed use development, and the relationship of the proposed plan map to the Mixed Use Zoning Project. Many people asked that the implementing zones for the mixed use areas be better defined before the plan map is adopted. There was also some testimony about the overall Centers and Corridors growth strategy, especially as it relates to the proposed Town Center in Inner Southeast Portland, and the status of Multnomah Village. The land use designation of Macadam was also noted in some testimony.

### Discussion Questions

This report presents background information about each of these questions, followed by specific decision points, and lists of detailed staff recommendations. Some recommendations are marked for discussion during the upcoming work session.

- A. Urban Design Framework Diagram** – Is this how and where we want to direct growth? Is the proposal to allocate residential growth 30% to the Central City, 50% to Centers and Corridors, and 20% to Residential Neighborhoods the right approach? Are the correct Centers and Corridors identified on that diagram (Figures 3-2 and 3-3)?
- B. Comp Plan Map** – Does the Proposed Comprehensive Plan Map appropriately implement the intent of the growth strategy described in the UDF?
- C. Investment strategy** – Does the Commission support the investment approach described on page I-29 of the plan?

**D. Relationship to Mixed Use Zoning** – Does the Commission have enough information about the Mixed Use Zoning Project to proceed with the policy and land use mapping recommendations contained in the Proposed Draft.

**E. Commercial Gentrification and Displacement** – How are we addressing this concern? Are we on track?

**Attachments**

A – Summary of job and housing allocation by center

B – Revised center and corridor diagram

C – Map of provisional center boundaries

D – Location of recommended Comprehensive Plan Map changes

E – Preliminary Mixed Use Concept handout

F – “Inner Ring” policy addendum

## **Introduction**

Clustering new growth and services within a limited number of compact, walkable places strengthens the vitality of business districts and surrounding residential neighborhoods. More robust Centers and Corridors reduce driving, increase transit use, and help people live healthier, active lives. This strategy helps us limit urban growth boundary expansions, and meet the goals set with the Portland Plan (the Measures of Success), including reducing carbon emissions, and preserving trees. Creating a citywide network of centers makes it possible for the majority of Portlanders (80%) to live in complete neighborhoods by 2035.

While there will be change in residential neighborhoods as Portland grows, focusing growth in centers and on corridors will help residential neighborhoods continue to have the character they have today. Growing in compact Centers and Corridors also helps preserve the rest of our land for other uses, like industrial commerce and jobs; and natural areas, parks and opens spaces.

The success of our Centers and Corridors requires that they have well-designed buildings and streets, good parking solutions, access to high quality transit, and new public spaces to meet and gather. They should be designed to meet the needs of the entire community – including residents and businesses already here, as well as Portlanders yet to come.

## **Healthy Connected Neighborhoods**

Portland is made up of almost 100 unique neighborhoods. Many of them are already healthy and connected. The ingredients that make up a more complete healthy connected community include:

- Shops and businesses, jobs and services, and a grocery store or smaller markets with healthy food ...
- A variety of housing options for Portlanders in all phases of life ...
- Libraries, community centers, daycares and health clinics ...
- Parks and open spaces, with areas to gather, run and play, and greenways for walking or cycling on safe, low-traffic streets ...
- And access to great transit that connects people to jobs, other centers and downtown.

Centers and Corridors are the anchors of healthy connected neighborhoods — concentrating convenient and essential amenities within a compact, walkable area. Without these neighborhood hubs, we'd have to travel farther to meet all our daily needs and we'd be more isolated from each other. Centers and Corridors give us places to meet our neighbors, catch a bus downtown, or start a new local business.

Today, only about half of all Portlanders live in healthy, connected neighborhoods. How we plan for the future of our city can help make more neighborhoods even better. As our city changes, we'll need housing and services that meets the needs of our changing population in all parts of the city. Portland is growing, and if we plan it right, this growth and change will help Portland become a more prosperous, equitable, healthy and resilient city.

**Centers** – like Hollywood and St. Johns – are destinations for surrounding neighborhoods. They're hubs with businesses, jobs, food, daycare and other community services, housing, transit and places to get together.

**Corridors** are big, grand boulevards stretching across Portland – like Sandy, Powell or Barbur – connecting people to places. They're extensions of our centers, also providing shops and businesses, housing and transit.

While Portland's Centers and Corridors are *already* some of the city's most vibrant and diverse places, there's still more room to grow. There are between five and ten thousand acres of vacant and underutilized land in Portland. In a bustling center or corridor — these empty lots can stand out like missing teeth. As the economy expands and the city continues to develop, we can fill in these gaps, bringing more of the essential ingredients of vibrant, healthy and connected neighborhoods to even more Portlanders.

### **One Size Does Not Fit All**

Portland's Centers and Corridors are as unique as the neighborhoods they serve. A center in Hillsdale will look and feel differently than one in Parkrose because of the local geography, street pattern, and neighborhood character. They also come in different shapes and sizes, ranging from local neighborhood centers to the Central City, which includes downtown and the Lloyd District.

- Neighborhood Centers and Corridors are smaller in scale, mostly serving the people that live in the immediate area. Located throughout the city, they include places like Woodstock, Cully Blvd and Sellwood.
- Town Centers and Civic Corridors are a little bigger, and are served by the MAX and frequent bus service. They have the potential to be major employment and residential hubs that serve several neighborhoods. Hollywood and St. Johns Town Centers and Barbur Blvd are good examples.
- Gateway is a regional center. With transit connections to downtown and the airport, and significant potential for more jobs and housing, it is poised to become Portland's second biggest center.
- Portland's Central City is the largest center of the city, the region and the state. Like the downtowns of San Francisco, Seattle, and Vancouver, B.C., our city center is a national employment hub, and includes neighborhoods as diverse as Old Town, the Pearl District, Lower Albina, and the Central Eastside. Rich with cultural and institutional attractions, it is well connected by streetcar, MAX, and bridges across the Willamette.

Portland is home to many different sizes and types of Centers and Corridors, which can be responsive to the unique scale and character of each place as it grows.

**Question A: Urban Design Framework Diagram** – Is this how and where we want to direct growth? Is the proposal to allocate residential growth 30% to the Central City, 50% to Centers and Corridors, and 20% to Residential Neighborhoods the right approach? Are the correct Centers and Corridors identified on that diagram (Figures 3-2 and 3-3)?

### **Background**

This section outlines staff recommendations on changes to the Urban Design Framework (Figure 3-1 and relevant sub layers). Staff recommends changes to the UDF to strengthen the relationship between the UDF and the Comprehensive Plan Map mixed use designations, and recommends changes to some of the specific Center and Corridor designations.

### **Testimony**

Testimony from Southwest Neighborhoods, Inc., and others requests removal of Neighborhood Center designations from Multnomah Village and Macadam. Testimony from the Richmond NA requested removal of the Town Center in SE Portland.

### **What is the Urban Design Framework?**

The Urban Design Framework (UDF) and related diagrams in the Urban Design chapter (Chapter 3) communicate the proposed growth strategy in broad terms. The UDF defines the different kinds of places within the city and where growth will occur.

The UDF is intended to help shape conversations about existing and future places, how they are connected, the experiences they offer, and the public infrastructure investments needed to support them. It is a conceptual illustration, not an exact map. It conveys big ideas or moves without strict specificity to geography, population or land use. The UDF is a communication tool, not a regulation. The UDF is intended to be flexible, allowing implementation options as technology, priorities or opportunities shift over time. The UDF informed the Comprehensive Plan map, and implementing regulations.

### **What does it mean to be a Center or Corridor?**

Centers and Corridors are places where change is expected, and where most residential or employment growth will occur. There are different types of centers and corridors, which relate to the intended scale of change and development. The Central City will continue to be the largest center in the region, with continued housing and employment growth. Gateway will continue to transition to become a more urban place, eventually serving as a second downtown serving Portland's eastern neighborhoods. Town Centers, Civic Corridors, and Inner Ring Districts are also expected to accommodate significant growth. Neighborhood Centers and Corridors will experience growth and change too, but at a smaller scale.

The proposed Comprehensive Plan Map was based on a 30-50-20 residential growth strategy, with 30% of the anticipated household growth allocated to the Central City, 50% to other Centers and Corridors, and 20% to other residential neighborhoods outside of the Centers and Corridors. Attachment A provides a summary of that anticipated allocation.

- The **Urban Design Direction Report** includes illustrations and definitions of the different types of Centers and Corridors.

- **Chapters 3 and 4 of the Proposed Draft Policies** address urban form, design and development. These policies define the intended character of these places. Policies address topics such as scale, transitions, design, and protection of historic resources. An example is the Neighborhood Centers policy section (page 3-11), where the proposed policy describes Neighborhood Centers as places with low-rise buildings of four stories or less, with zoning capacity for up to 3,500 households within ½ mile. These policies will govern future planning projects that impact these places.
- **Chapter 10 of the Proposed Draft Policies** includes written descriptions of each Comprehensive Plan Map designation, including the proposed center and corridor designations, and campus designations. The Commission should be looking carefully at these definitions, because they help establish direction for the subsequent zoning code development work, and future local area planning.

The Center and Corridors designations in the UDF influence land use designations shown on the proposed Comprehensive Plan Map. See below for a more complete explanation of how that map was produced. Designation of a place as a center or corridor on the UDF does not automatically change the zoning in that place, but may impact future zoning changes.

The Center and Corridors designations also guide where the City spends money on growth-related infrastructure. By law, land use and transportation plans are linked in Oregon. That is, we consider transportation systems when we allocate growth, but we also consider expected growth when we allocate transportation investments.

Regional transit plans take Center and Corridor designations into account. Proposed policies suggest that Town Centers should be served by regional high capacity transit service, and Neighborhood Centers should at least be accessible by frequent a service bus. Not all centers have this level of service today, but the UDF designation will influence future transit plans.

The Bureau of Planning and Sustainability will consider Center and Corridor designations as we identify future work plan priorities. Some of the Centers and Corridors on the UDF have already been the subject of more focused local planning (for example, St. Johns, Interstate Avenue, Hollywood, Hillsdale). Refinement plans will be needed in a number of other centers, to more specifically address local concerns and growth issues.

### **How was the UDF diagram developed?**

The Centers and Corridors growth strategy stems from the Healthy Connected City strategy adopted by City Council with the Portland Plan in 2012 (Page 78). It was intended to address a number of the specific “Measures of Success” adopted with the Portland Plan, including the 20-Minute Neighborhood Index.

It builds on existing plans and studies including the following:

- Metro 2040 Framework
- Parks 2020 Vision
- The Intertwine
- Streetcar System Concept
- Bicycle Plan for 2030
- Portland Watershed Management Plan

Each of these plans addresses some aspect of how the City grows or how we manage public spaces or street networks. The Healthy Connected City strategy sought to Plan diagram connect these elements to create a single multi-objective framework to guide the City's physical development.

The specific location of Centers and Corridors was built on the existing Metro 2040 center and corridor designations, the location of existing neighborhood business districts, and growth capacity as described in the Buildable lands Inventory. Draft Centers and Corridors maps were shared with the public through the Map App in early 2013. Refinements were made based on public input collected during the subsequent year.

The proposed Centers and Corridors growth strategy was shaped by what was learned from the [2013 Growth Scenario Report](#). This report is a required element of Portland's Periodic Review work program (Task 3). The purpose of the report was to measure the performance in terms of Portland's goals and objectives of different alternate ways and locations in which the city might grow.

The Growth Scenarios report examined four scenarios:

- **Default** – The Default Scenario forecast is based on existing development patterns and development trends. This scenario distributes future growth in the same places Portland has seen growth over the past 15 years.
- **Centers** – The Centers Scenario focuses more growth in established centers like Lents, Hillsdale and Gateway and less growth along the length of commercial and mixed-use streets.
- **Corridors** – The Corridors Scenario focuses more development along streets like SE Powell, SE Foster, SW Barbur and N Lombard and less growth in centers.
- **Central City Focused** – The Central City Focused Scenario concentrates nearly all new growth in the Central City and the inner neighborhoods near the Central City, both east and west of the Willamette River.

The Central City-focused scenario generally performed the best. Locating growth in and around the central city holds the most promise in terms of reducing carbon emissions, improving access to living-wage jobs, reducing vehicle miles travelled, and increasing the percentage of people who walk and bike or take transit to work.

That said, it is also important to create more vibrant centers in other areas of the city, providing safe and convenient access to goods and services within walking distance of where people live. The proposed growth strategy builds on the strongest elements of both the Central City scenario and the Centers/Corridors scenarios.



### **Commission Direction**

Options are:

- 1) Recommend the growth strategy described in the UDF and related diagrams, as modified below.
- 2) Revisit this strategy – possibly by focusing more on Central City growth, placing greater emphasis on Town centers farther from the Central City, or following a more dispersed residential infill strategy.



## Recommended UDF Diagram and Related Policy Changes (see Attachment B)

This list is presented as a consent list. Individual items would not be discussed in Commission, except where noted, or as requested by Commissioners.

*Note: Under the “Discuss” column staff has indicated with a check mark which issues they recommend for discussion. Please add check marks in the boxes of any additional issues you wish to discuss.*

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
1	Inner Ring Districts	Homestead NA	Change the Centers Diagram on page GP3-27 to better convey “ <u>Inner Ring</u> ” growth concept (Attachment B). Neighborhood requested refinement to diagram.	More clearly communicates how the mixed use plan map designations were actually applied. This approach acknowledges that these districts have much in common – many historical resources, a high level of access to opportunities, and they include multiple mixed-use corridors that make it difficult to identify specific center centroids and boundaries.	<input checked="" type="checkbox"/>
2	Inner SE Town Center	Richmond NA	Change Inner-SE <u>Town Center</u> designation to <u>Neighborhood Center</u> .	Lack of neighborhood support for Town Center designation. There is no plan for high capacity transit to serve this area.	<input checked="" type="checkbox"/>
3	Center Boundaries	Several neighborhood associations and individuals	Add <u>Center Boundary Maps</u> to the Comprehensive Plan. Some centers have existing adopted boundaries, which would be also shown. <b><u>See Attachment C.</u></b>	The UDF is a concept diagram, but a greater degree of certainty is needed to determine if a specific property is part of a designated center. These maps will be used to guide applicability of policy, impact Comprehensive Plan Map decisions, and be a starting point for future local area plan refinement.	<input checked="" type="checkbox"/>
4	Kerns Neighborhood Center	Staff	In conjunction with removal of the SE <u>Town Center</u> designation, also add a <u>Neighborhood Center</u> at 28 <sup>th</sup> between Sandy and East Burnside.	Lack of neighborhood support for the SE Town Center designation. This acknowledges the concentration of services and housing, and large amount of mixed-use and multi-dwelling zoning.	<input checked="" type="checkbox"/>
5	Multnomah Neighborhood Center	Multnomah NA, Southwest NA, several individuals	No Change – retain as a <u>Neighborhood Center</u> . Neighborhood requested	Neighborhood Centers are intended to implement a village scale development pattern. Designation responds to existing development,	<input checked="" type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
			removing Neighborhood Center designation.	zoning, and existing role as a commercial destination.	
6	Hillsdale	Staff	Shift the Hillsdale <u>Town Center</u> circle south to include nearby portions of Barbur Blvd.	Boundary expansion acknowledges potential future high-capacity transit station on Barbur as a key transit link for the Hillsdale area.	<input type="checkbox"/>
7	122 <sup>nd</sup> and Burnside Neighborhood Center	Staff	Add a <u>Neighborhood Center</u> at 122 <sup>nd</sup> and Burnside.	Major transit station, existing zoning allows for relatively intensive mixed-use development.	<input type="checkbox"/>
8	122 <sup>nd</sup> /Powell Town Center	ODOT	Shift the <u>Town Center</u> designation to be centered over 122 <sup>nd</sup> /Division, rather than 122 <sup>nd</sup> /Powell	Division is where the high capacity transit will be located. Powell congestion concerns.	<input type="checkbox"/>
9	Bridgetown Neighborhood Corridor	Staff	Add a <u>Neighborhood Corridor</u> designation to NE Bridgeton Road.	Consistency with existing mixed use and commercial zoning.	<input type="checkbox"/>
10	Garden Home Neighborhood Center	Staff	Remove this <u>Neighborhood Center</u> designation.	Lacks sufficient population and growth capacity to serve as a Neighborhood Center, and is not planned to have frequent transit service.	<input type="checkbox"/>
11	Hayden Island Neighborhood Center	Hayden Island NA	No Change. Retain <u>Neighborhood Center</u> designation pending decision on Transportation System Plan (TSP).	Secondary access and transit improvements are necessary to support this designation. A decision on those improvements may be made with TSP.	<input type="checkbox"/>
12	Linnton	Linnton NA	No Change. Neighborhood requested <u>Neighborhood Center</u> designation. Staff does not support.	Conflicts with employment and industrial designations, freight movement.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
13	Macadam Neighborhood Center	Southwest Neighborhoods Inc.	No Change. Retain <u>Neighborhood Center</u> designation pending decision on Transportation System Plan (TSP).	Macadam is a potential streetcar corridor on the TSP. A center designation supports transit supportive land uses.	<input type="checkbox"/>

## **Question B: Comp Plan Map – Does the Proposed Comprehensive Plan Map appropriately implement the intent of the growth strategy described in the UDF?**

### **Background Information**

#### **What is the Comprehensive Plan Map?**

The Comprehensive Plan Map depicts a long-term vision of how and where the city will grow and change over the next 20 years to accommodate expected population and job growth.

The Comprehensive Plan Map is a series of maps, which together show the boundaries of municipal incorporation, the Urban Service Boundary, and the land use designations. The Comprehensive Plan Map is one of the Comprehensive Plan's implementation tools. The Map includes land use designations, which are used to carry out the Comprehensive Plan.

#### **How is the Comprehensive Plan Map used? How does it relate to Zoning?**

Decisions about Comprehensive Plan designations directly guide subsequent decisions about zoning. The City's Zoning Map tells us how land can be used and what can be built on any given property today. Zones are more specific than the Comprehensive Plan designations and come with a set of rules (included in the City's Zoning Code) that clarify what uses are allowed (e.g., residences, businesses, manufacturing), and how buildings may be developed or changed (e.g., maximum heights and required setbacks from property lines).

The Comp Plan Map and the Zoning Map are like a leader and a follower. The plan map is the leading map and the zone map is the following map. The zone map can "catch up" to the plan map, but it can't go past it. The plan map is a long-range map saying what will be allowed 20 years from now, while the zone map says what is allowed now. For many properties in the city, what is allowed now and what will be allowed 20 years from now are essentially the same.

#### **How was the Mixed Use portion of the map developed?**

Outside of the Central City and Gateway, four mixed use plan map designations were used to implement the Centers and Corridors growth strategy. In general, the areas currently covered by existing commercial and central employment land use destinations<sup>1</sup> were reassigned to one of four new mixed use designations:

- **Mixed Use – Urban Center:** Applied to Town Centers and the inner-most Neighborhood Center and Corridors
- **Mixed Use – Civic Corridor:** Applied to the Civic Corridors
- **Mixed Use – Neighborhood:** Applied to all other Neighborhood Centers and Corridors

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<sup>1</sup> The existing commercial and central employment designations allow a mix of residential and commercial/employment uses.

- **Mixed Use – Dispersed:** Applied to other commercial nodes that were not proposed centers or corridors.

This assignment was done following the place types identified in the UDF. For example, all of the commercial and central employment land on 42nd Avenue was assigned the Mixed Use - Neighborhood designation because it is proposed as a neighborhood center. Most of this was done automatically using the GIS system, with the exceptions explained below.

### **Place Type Designations**

These proposed designations designate place type. Each place type can include a mix of specific implementing zoning designations. This allows block-by-block fine tuning of the built form within the specific center or corridor.

This is illustrated by the Hollywood Town Center. The existing Comprehensive Plan Map in Hollywood includes a mix of five different commercial and employment Comprehensive Plan Map designations, each with a corresponding zone. The proposed Comprehensive Plan Map in Hollywood shows just one map designation – Mixed Use - Urban Center. This new designation would have several possible implementing zones. This would include very urban zones (equivalent to CX or EX) appropriate for the center of Hollywood, and less intense mixed use zones (equivalent to CS or CN), which might be more appropriate at the edge where mixed use transitions to multifamily or lower density residential areas.

This allows greater flexibility for local area planning in the future. It also suggests that the Mixed Use Zoning Project will need to develop clear criteria for how mixed use zones are applied, and criteria to govern mixed use zone changes.

### **The Urban Center Designation**

All the Town Centers and the Neighborhood Centers and Corridors in close proximity to the Central City were designated as Mixed Use - Urban Center. This was done to reflect the more urban scale of development that is typical of these areas. The close-in centers are likely to be more urban than centers located farther from the Central City. The Growth Scenario Report concluded that that focusing more growth in and around the Central City performed the best in terms of the goals established in the Portland Plan.

It is important to note that an Urban Center Comprehensive Plan map designation does not automatically lead to a higher density zoning designation. Proposed zoning maps will be released later in 2015. In most cases the proposed zoning designation will be the zone that most closely matches the current zoning. The exceptions will correspond to the proposed down-designations, areas where there is specific neighborhood support, and areas that have shifted to an entirely different type of plan designation (like residential to industrial, or residential to mixed use).

### **Central City and Gateway**

The proposed plan leaves the existing Central Commercial land use designation in place within the Central City and Gateway. This corresponds to the CX zone. The Central City 2035 project is still in progress, and we expect that project to provide direction for the future plan map and zoning

designations within in the Central City. With final implementation of the Central City 2035 plan there are likely to be new or modified designations applied in the Central City. That action may be among the first amendments to the new Comprehensive Plan. In the meantime, we are recommending retention of the existing Central Commercial land use designation in Gateway, until the shape of the Central City designations becomes clearer. At that point we may find that a new Central City designation is also appropriate for the Central Commercial areas in Gateway, or we may recommend a new Gateway-specific designation.

### **Neighborhood centers on Civic Corridors**

Some Neighborhood Centers are located on Civic Corridors. In that situation, the Civic Corridor designation was used on the proposed map. Examples of this are Mid-Lombard and the Jade District on SE 82<sup>nd</sup> Avenue. Both are designated as Neighborhood Centers on the UDF diagram, but both also have Civic Corridor Comprehensive Plan Map designations. This again reflects the “one-size does not fit all” policy. The implication is that Neighborhood Centers located on a major street may be slightly bigger in scale than Neighborhood Centers located on narrower neighborhood scale streets. For example, the Jade District might accommodate more growth than Multnomah or Woodstock – even if all three are Neighborhood Centers.

### **Special Situations**

Although much of the mixed use mapping was a direct translation of the UDF, there were some exceptions:

- In some locations it was necessary to manually identify a boundary between two different kinds of places if they were close together. For example, the GIS methodology used to create the first draft of the map placed a Civic Corridor designation in Woodlawn because it is very close to a Civic Corridor (MLK). In this situation staff recommended a Neighborhood designation instead to better reflect the small scale nature of that commercial/mixed use node.
- District Liaison Staff also work with a variety of neighborhood associations to make local adjustments to the map. Where there was clear support, there was some fine-tuning of mixed use area boundaries. Changes were also made to recognize nonconforming situations. For example, North Tabor NA advocated for extending mixed use designations on Glisan and on Burnside. Brooklyn also advocated for a more consistent mixed use designation on Milwaukie Avenue.
- Boundaries between mixed use and employment designations were also adjusted in some areas. Some areas with the existing General Commercial designation are not appropriate for mixed use development. For example, the Delta Park commercial area was given a Mixed Employment Designation rather than a Mixed Use designation.



## Commission Direction

Options are:

- 1) Recommend a Comprehensive Plan Map with four new Mixed Use designations, as modified below.
- 2) Reconsider this approach, by either retaining existing commercial designations, or recommending a different mix of designations.

**Recommended Center and Corridor Comprehensive Plan Map Changes (map enclosed as Attachment D)**

This list is presented as a consent list. Individual items would not be discussed in Commission, except where noted, or as requested by Commissioners.

*Notes: Under the “Discuss” column staff has indicated with a check mark which issues they recommend for discussion. Please add check marks in the boxes of any additional issues you wish to discuss.*

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
<b>Multiple changes</b>					
14	Upper SE Belmont	Sunnyside NA, other individuals and property owners	Change Mixed Use - <u>Urban Center</u> to Mixed Use - <u>Neighborhood</u> between SE 40th and SE 49th. Change multiple properties at 45th from residential to mixed use.	Scale of development, proximity to Center, continuity of commercial uses.	<input checked="" type="checkbox"/>
15	Lents TC	Several individuals	Adjust Mixed Use - <u>Urban Center</u> designation boundary in Lents to more closely correspond to intended Town Center: <ul style="list-style-type: none"> <li>• Remove designation from Woodstock and portions of SE 82nd.</li> <li>• Add Urban Center designation to several properties along SE 92nd.</li> <li>• Retain Urban Center designation on areas with existing EX zoning on 82nd.</li> </ul>	Focus the Town Center toward traditional main street on 92nd.	<input checked="" type="checkbox"/>
16	82nd and Bybee	Property owner and commercial tenants	Modify proposal to change RH and CG sections to MU, revise R2 line so that the east side of SE 181st Pl can have R2 development.	Economic development, existing employment. Original proposal would have created nonconforming situation.	<input checked="" type="checkbox"/>
<b>Changes from one mixed use area to another (multiple properties, larger areas)</b>					
17	Inner Powell	ODOT	Change Mixed Use - <u>Urban Center</u> to Mixed Use - <u>Civic Corridor</u> along Powell from SE 20th to 35 <sup>th</sup> .	Civic Corridor more closely matches development context and challenges on this state highway. Conditions here are similar to SW Barbur, 82nd, outer Sandy.	<input checked="" type="checkbox"/>



No.	Issue	Who testified	Recommendation	Rationale	Discuss?
18	Macadam	Staff	Consider changing Mixed Use - <u>Civic Corridor</u> to Mixed Use - <u>Urban Center</u> along northern portions of this corridor.	Reflects development scale necessary to support potential streetcar corridor.	<input checked="" type="checkbox"/>
19	NE Alberta	Individual, staff	Extend the Mixed Use- <u>Urban Center</u> designation to NE 25th	Part of a Neighborhood Center - functionally similar to SE Division and N Mississippi - consistency.	<input type="checkbox"/>
20	Montavilla Center	Staff	Change Mixed Use - <u>Civic Corridor</u> designation to Mixed Use - <u>Neighborhood</u> , west of 81st.	Consistency with treatment of other similar situations. This area has a smaller scale village character and is not directly on the Civic Corridor.	<input type="checkbox"/>
21	Kenton Center	Staff	Change Mixed Use- <u>Urban Center</u> to Mixed Use - <u>Neighborhood</u> along N. Denver.	Consistency with treatment of other similar situations. This area is not directly on the Civic Corridor.	<input type="checkbox"/>
22	SE Clinton at 21st and 26th	Several individuals	Change Mixed Use- <u>Urban Center</u> to Mixed Use - <u>Dispersed</u> at the SE 21st and 26th nodes	Consistency with treatment of SE Stark, which also has small nodes of similar character.	<input type="checkbox"/>
23	NE Glisan	Staff	Change Mixed Use - <u>Civic Corridor</u> to Mixed Use - <u>Neighborhood</u> , between 73rd and 81st.	Consistency with treatment of other similar situations. This area is not directly on the Civic Corridor.	<input type="checkbox"/>
24	Garden Home	Staff	Change Mixed Use - <u>Neighborhood</u> to Mixed Use - <u>Dispersed</u> .	Consistency with UDF.	<input type="checkbox"/>
25	East Burnside at 32nd	Staff	Change Mixed Use- <u>Urban Center</u> to Mixed Use - <u>Neighborhood</u> .	Scale transition to lower density area.	<input type="checkbox"/>
26	NE Glisan at 32nd	Staff	Change Mixed Use- <u>Urban Center</u> to Mixed Use - <u>Neighborhood</u> between NE 30th and 32 <sup>nd</sup> .	Scale transition to lower density area.	<input type="checkbox"/>
<b>Changes from one mixed use to another (small node or individual properties)</b>					
27	Lombard NW of St Johns	Staff	Change Mixed Use - <u>Neighborhood</u> to Mixed Use - <u>Dispersed</u>	These are more isolated nodes on a portion of Lombard that is not designated as a Neighborhood or Civic Corridor.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
28	Gateway	Staff	Change several properties from Mixed Use - <u>Neighborhood</u> to Mixed Use - <u>Urban Center</u> on 102nd between Glisan and Burnside.	Mapping Error. This is the center of the Gateway District, abutting Central Commercial designations.	<input type="checkbox"/>
29	SE Division at 76th	Staff	Change Mixed Use - <u>Civic Corridor</u> to Mixed Use - <u>Neighborhood</u> .	Consistency with treatment of similar situations. This area is not directly on the Civic Corridor.	<input type="checkbox"/>
30	N Albina at Alberta	Property owner	Change Mixed Use- <u>Dispersed</u> designation to Mixed Use - <u>Neighborhood</u> .	Consistency with the UDF - this section is near the proposed Town Center and in the "Inner Ring District"	<input type="checkbox"/>
31	N Williams at Alberta	Property owner	Change Mixed Use- <u>Dispersed</u> designation to Mixed Use - <u>Neighborhood</u> .	Consistency with the UDF - this section is near the proposed Town Center and in the "Inner Ring District"	<input type="checkbox"/>
32	Lair Hill	Several individuals	Change Mixed Use - <u>Civic Corridor</u> to Mixed Use - <u>Neighborhood</u>	Historic neighborhood - scattered sites on small blocks make the Neighborhood scale more appropriate.	<input type="checkbox"/>
<b>Add mixed use (multiple properties)</b>					
33	NE Weidler	Several individuals	Extend Mixed Use- <u>Urban Center</u> to the north side of Weidler from 17th to 24th.	Abutting Central City and close to streetcar. SGNA supports MU on north side of Weidler St.	<input type="checkbox"/>
34	Mid SE Belmont	Sunnyside NA	Change Residential 1,000 to Mixed Use- <u>Urban Center</u> between SE 28th and SE 33rd.	Proximity to Center, continuity of commercial uses.	<input type="checkbox"/>
<b>Add mixed use (individual properties)</b>					
35	Sugar Shack site	Living Cully	Adjust Mixed Use - <u>Neighborhood</u> boundary to include this site.	Key site that could support center development. Conflicts with freight can be minimized because site also fronts on NE Killingsworth.	<input checked="" type="checkbox"/>
36	2434 and 2440 SE Ankeny	Individual	Add two residential properties to Mixed Use - <u>Urban Center</u> designation	Change would bring non-conforming residential buildings at 2434 and 2440-2448 SE Ankeny into conforming density. They are	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
				built above density allowed by R1 and R2.5.	
37	815 N Fremont	Property owner	Change R2 to Mixed Use- <u>Urban Center</u> .	Abuts EX on two sides, proximity to frequent transit and neighborhood center.	<input type="checkbox"/>
38	2636 SE Division	Property owner	Change designation of property from R1 to Mixed Use – <u>Urban Center</u>	Property is only parcel left on block in residential zone.	<input type="checkbox"/>
<b>Remove mixed use</b>					
39	OHSU	OSHU	Change Mixed Use to <u>Campus Institutional</u>	Consistency with treatment of other campuses. Staff will recommend retaining existing EX zoning.	<input checked="" type="checkbox"/>
40	Lower SE Belmont	Several individuals	Remove Mixed Use designation from several historic properties in Buckman between SE 15th and SE 19th.	Historic residential structures may be threatened by switch to mixed use zoning.	<input type="checkbox"/>
41	Caruthers and 35th to 38th	Richmond NA, numerous property owners and neighbors	Change several properties in vicinity of Caruthers and 37th from mixed use to Residential 2500. Change the eastern block on the dead end to <u>Residential 2500</u> , but keep the current mixed use proposal on the western block.	Neighborhood compatibility, scale transition, street access. Allows for full-block development in remaining area, which is a desired outcome in a Center close to intersection of Civic Corridors.	<input type="checkbox"/>
42	SE Clinton at SE 16th	Several individuals	Remove Mixed Use designation on all but the existing commercial building.	Historic character of the area - no shortage of mixed use capacity in the area.	<input type="checkbox"/>
<b>No Change</b>					
43	NE Multnomah and 21st	Several individuals	No Change - Retain Mixed Use- <u>Urban Center</u> designation.	Implementing Central City 2035 Recommendation that falls outside Central City Plan District.	<input checked="" type="checkbox"/>
44	NE 3rd and Hancock	Property owner and several other individuals	No change – retain R2 designation.	This lot is currently being developed with residential. Abutting church is appropriate in R designation. Surface parking lots are future opportunity sites to complete this residential area.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
45	NE Fremont	Several individuals	No Change - Retain Mixed Use - <u>Neighborhood</u> from NE 40th to NE 50th.	UDF Designation. This area has village character consistent with that classification.	<input type="checkbox"/>
46	51st and Hawthorne	Individual	No change. Retain current proposal.	The requested change to from MU to residential would make the property nonconforming.	<input type="checkbox"/>
47	Glisan between 61st and 67th	Individual	No change. Retain current proposal	Requested change from residential to MU is not needed in this area.	<input type="checkbox"/>
48	2830-2846 SW Sam Jackson Rd	Property owner	No change. Retain residential designation.	No additional mixed use needed in this area.	<input type="checkbox"/>
49	N Skidmore between Mississippi and I-5	Individual	No change. Retain R1 and R2 designation	Skidmore is not a commercial corridor. All properties in this R1 and R2 area on Skidmore are residential and a church.	<input type="checkbox"/>
50	SE 17 <sup>th</sup> and Holgate	TriMet	No Change. Retain <u>Mixed Employment</u> designation.	Proximity to Industrial Sanctuary and rai/multimodal freight yard.	<input checked="" type="checkbox"/>

**Question C: Investment strategy** – Does the Commission support the investment approach described on page I-29 of the plan?

### **Background information**

#### **An intentional investment strategy is essential.**

The Comprehensive Plan supports four investment strategies that tailor the type of investment to local needs and context. This is illustrated with the diagram on page I-29 of the proposed plan. Each center shown on this diagram corresponds to a center on the UDF diagram.

Portland needs to pursue a public investment strategy on several tracks simultaneously to meet its objectives. One strategy supports growth in high-performing areas that already have a relatively complete infrastructure support system (strategy #4 below). The other fills gaps in historically underserved areas to reduce disparities and increase equity (strategy #1 and #2). Some areas where there is relatively complete infrastructure already in place and low growth projections would experience less overall investment, primarily focused on maintenance (strategy #3).

1. **Invest to reduce infrastructure disparities and improve livability.** This strategy is appropriate for places that are not expected to grow significantly, but that have existing infrastructure deficiencies. Investments could fill gaps in streets, bicycle and pedestrian routes, and create local parks. Economic development programs could support existing and new businesses, and improve neighborhood prosperity and vitality.
2. **Invest to enhance neighborhoods, maintain affordability and accommodate growth.** This strategy is aimed at places that lack basic infrastructure or services and that have many residents now, or will in the future. Investments could include improving streets, creating new parks, and addressing other deficiencies. Economic development programs could preserve and increase jobs, businesses and community services in the area.
3. **Invest to respond to opportunities and maintain existing services.** In these areas, investments focus on maintaining livability and existing infrastructure as well as responding to opportunities.
4. **Invest to fill service gaps, maintain affordability and accommodate growth.** Some places have already benefited from public and private investments in things like light rail, complete streets and neighborhood business districts. Future investments should focus on making sure that infrastructure can serve new residents by filling remaining service gaps and providing affordable housing.

## Policy Implementation

The following policies provide key direction on how to implement this approach:

Policy 1.1 – Identifies the List of Significant Projects and the Transportation System Plan	Policy 1.2 – Identifies the Public Facilities Plan
Policy 3.3 – Equitable development.	Policy 3.12 – Investments in centers
Policy 3.20 – Central City transportation hub	Policy 3.25 – Gateway public spaces
Policy 3.28 and 3.29 – Town center transportation and public spaces	Policy 3.32 and 3.33 – Neighborhood center transportation and public spaces
Policy 3.35 – Corridor connections	Policy 3.40 – Civic Corridor mobility
Policy 3.50 and 3.52 – City Greenway connections and multiple benefits	Policy 3.86 – Eastern neighborhoods active transportation
Policy 8.2 – Service delivery	Policy 8.4 – Service coordination
Policy 8.16 – regulatory compliance	Policy 8.17 – System capacity
Policy 8.18 – Equitable service	Policy 8.19 – Asset management
Policy 8.20 – Risk management	Policy 8.21 – Critical infrastructure
Policy 8.22 – Capital programming	Policy 8.24 – Shared costs
Policy 8.28 – Community involvement	Policy 8.31 – Context-sensitive infrastructure
Policy 8.32 – Site- and area-specific needs	Policy 8.73 – Parks service equity
Policy 9.10 – Land use and transportation coordination	Policy 9.27 – Transit equity
Policy 9.58 – Transportation project selection criteria	Policies 10.1 – 10.4 – Amendments



### **Commission Direction**

Options are:

- 1) Recommend the investment strategy described above.
- 2) Revisit this strategy. Consider whether to explore the following: (a) more evenly invest in different parts of the City without giving as much weight to growth, or existing deficiencies, or presence of vulnerable populations; or (b) place greater emphasis on investing only where growth is occurring, without addressing existing gaps or vulnerable populations.

## **Question D: Relationship to Mixed Use Zoning – Does the Commission have enough information about the Mixed Use Zoning Project to proceed with the policy and land use mapping recommendations contained in the Proposed Draft?**

### **Periodic Review**

You have received several letters from recognized neighborhood associations requesting extensions of the comment period. The letters express a desire to know the specifics of potential new mixed use code provisions before closing testimony on the proposed Comprehensive Plan Goals and Policies and Comprehensive Plan Map.

Before specific code provisions can be proposed, the Comprehensive Plan needs to first define desired outcomes through goals and policies, and the plan map. Establishing goals and policies and directional maps before developing more detailed implementing actions is essential. The specifics of any zoning changes that will be adopted to implement the new Comprehensive Plan will be subject to additional public hearings before final action by the PSC and City Council.

- Task 4 of Periodic Review, which is the work that is currently before the PSC, includes the goals, policies and the generalized land use map. Many of the map and policy questions the Commission is considering in the January 27 work session will provide direction to the mixed use zoning code project.
- Task 5 of Periodic Review, which will be in front of the PSC in mid-2015, will include implementing actions, such as zoning code and zoning map amendments.

None of the new policies, land use maps, codes, or new zoning maps would be in effect until the City Council adopts them all, and the periodic review package has been submitted and acknowledged by the State of Oregon. This could potentially happen sometime in 2016.

### **Emerging Zoning Concepts**

The draft parameters of future mixed use zoning was described in the Preliminary Zoning Concept published in November 2014 (**Attachment E**). This includes:

- A draft table showing allowed building mass and height for each zone.
- Several tables explaining the relationship between existing and proposed zones. This includes a “crosswalk” table that would be used to determine what zone is applied where. This would be based on the Comprehensive Plan designation and the existing zoning.

### **Project Timelines and Relationships**

The table below illustrates when the Commission and City Council will likely consider the different aspects of the center-and corridor-related planning.



<b>Month</b>	<b>Center and Corridor Policy and Land Use Map</b>	<b>Mixed Use Zoning Code and Maps</b>
<b>Nov 2014</b>	Nov 18 - PSC Sets policy work session schedule	Release of Preliminary Mixed Use Concept
<b>Dec</b>		
<b>Jan 2015</b>	<b>Jan 27 – PSC Center and Corridor Policy work session</b>	
<b>Feb</b>	Other PSC policy and land use map work sessions and hearings	Release of Complete Mixed Use Zoning Concept Report
<b>Mar</b>		
<b>Apr</b>		
<b>May</b>	PSC completes policy and land use map deliberations, makes “Task 4” recommendations to City Council	Release of Proposed Mixed Use Zoning Code
<b>Jun</b>	City Council policy and land use map briefings begin	Proposed zoning map amendments released
<b>Jul</b>		PSC public hearings on Mixed Use Zoning Code
<b>Aug</b>		PSC makes mixed use zoning code recommendations to City Council
<b>Sep</b>	City Council hearings on policy and land use map	PSC public hearings on zoning map
<b>Oct</b>	City Council vote on policy and land use map	City Council hearings on mixed use zoning code map
<b>Nov</b>		PSC makes zoning map recommendations to City Council
<b>Dec</b>		City Council hearings on zoning map



### **Commission Direction**

Options are:

- 1) Proceed with current policy and plan map process, considering mixed use zoning details in subsequent hearings starting in June or July 2015.
- 2) Revisit this timeline. Direct staff to bring zoning code details for public hearings before recommending policy and land use maps to City Council.

## Question E: Commercial Gentrification and Displacement – How are we addressing this concern? Are we on-track?

### Background information

#### Problem Statement

Concerns about involuntary displacement of existing commercial businesses came up in testimony, often related to mixed use zoning. There is a concern that as land values rise, and mixed use properties redevelop, many existing businesses will be displaced. This especially may impact businesses that rent space.

Testimony on this topic has been received from the North-Northeast Business Association, the Cully Boulevard Alliance, and others. In Albina there is a cultural and racial dynamic to the risk of displacement.

Is commercial displacement inherent in the City's centers and corridors growth strategy? Are there policies that can reduce or mitigate for this impact? Does the Comprehensive Plan have a role in strengthening African-American businesses and cultural institutions in Albina?

#### Policy Roadmap

The following policy, located with the Economic Development chapter, acknowledges the need to address commercial displacement and affordability:

**Policy 6.65**     **Involuntary commercial displacement.** Evaluate plans and investments for their impact on existing businesses.

**6.65. a.** Limit involuntary commercial displacement in areas at risk of gentrification and incorporate tools to reduce the cost burden of rapid neighborhood change on vulnerable small business owners.

**6.65. b.** Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.

Other proposed policies address the need for fostering business districts (including those that are part of mixed-use centers and corridors) as places that provide a diverse range of business opportunities and services, help meet the needs of communities, and emphasize the need for cooperative approaches to economic development. These include:

1. Policy 6.59 (Neighborhood business districts) calls for providing for the growth and economic equity of neighborhood business districts.
2. Policy 6.61 (Small, independent businesses) calls for facilitating the retention and growth of small and locally-owned businesses.

3. Policy 6.64 (Investment priority) calls for prioritizing commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.
4. Policy 6.66 (Temporary and informal markets and structures) provides policy support for low-cost arrangements that can facilitate startup business activity.
5. Policy 6.67 (Community economic development) encourages collaborative approaches to economic development that involve a diverse range of community stakeholders.
6. Policy 6.68 (Centers) calls for enhancing services and activities in centers that are responsive to the needs of area populations and cultural groups.

The following other policies are related to this question:

Policy 2.1 – Community involvement partnerships and coordination	Policy 2.11 – Community influence
Policy 2.17 – Representation	Policy 2.18 – Early involvement
Policy 2.21 – Historical understanding	Policy 2.25 – Inclusive participation
Policy 3.3 – Equitable development	Policy 4.41 – Preservation equity
Policy 4.42 and 4.43 – Cultural diversity and heritage	Policy 5.15 – Involuntary housing displacement
Policy 5.16 – Rebuild communities	Policy 6.8 - Small business development
Policy 6.30 – Disparity reduction	Policy 6.31 – MWESB

### Implementation Approach, Next Steps

Implementation approaches addressing commercial displacement and affordability that currently exist or are under development include:

- PDC’s Neighborhood Prosperity Initiative and Main Street Network. Involves a range of strategies to foster economic opportunity and neighborhood vitality, with a focus on low-income and communities of color. Targeted areas include Alberta, NE 42<sup>nd</sup>, Cully, Parkrose and Outer Division.
- PDC’s Micro and Small Business Development Program, which is targeted toward business owners with low and moderate incomes and those in traditionally underserved communities.

- The Bureau of Planning and Sustainability’s Mixed Use Zones Project is working on creating a Zoning Code bonus provision for the commercial/mixed-use zones to provide additional development allowances for projects that include affordable commercial spaces. Staff is exploring the viability of a bonus provision for projects that include affordable Commercial space possibly administered by a third party nonprofit entity where affordable rents can be guaranteed for a specified longer time period.
- The Mixed Use Zones Project will also be considering a “large site” bonus linked to a community benefit agreement and/or specific performance objectives.
- The Mixed Use Zones Project will also be considering changes to the Zoning Code to facilitate outdoor vending and marketplace-type commercial arrangements to allow for a broader range of low-cost businesses opportunities. An example of this type of development is the Mercado planned by the Hacienda Community Development Corporation for SE Foster Road (opening 2015).

Other potential implementation approaches used in other cities include:

- Using community land trust models to provide long-term affordable commercial space (this model is currently used in Portland for affordable ownership housing).
- Other retail space ownership models providing long-term stability, such as commercial condominiums and lease-to-own options.
- Municipal- or community-owned retail spaces with stable, below market rents.
- Community development corporation (CDC) involvement in providing affordable commercial space (CDCs in Portland have primarily been focused on affordable housing).



**Commission Direction**

Options are:

- 1) Recommend the strategy described above.
- 2) Revisit this strategy. Other potential approaches not yet considered?

## Miscellaneous Related Policy Amendments

The list below includes staff-recommended amendments to policies related to Centers and Corridors growth strategy, primarily in Chapters 3 and 4. This list is presented as a consent list. Individual issues would not be discussed in Commission, except where noted, or as requested by Commissioners.

*Note: Under the "Discuss" column staff has indicated with a check mark which issues they recommend for discussion. Please add check marks in the boxes of any additional issues you wish to discuss.*

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
<b>Chapter 3 – New Policies</b>					
50	Chapter 3 – New Policy	Design Commission	Add policies that clarify the role of the Inner Ring Districts in accommodating growth. Expand policies on the Inner Ring Districts (currently Policy 3.78) and move them to the centers policy section.	Clarity. <u>See attachment F</u>	<input checked="" type="checkbox"/>
51	Chapter 3 – Revised Policy Section	Staff	Rewrite the scenic resources policy section for greater clarity and policy consistency.	Improve clarity, provide greater consistency with the Scenic Resources Protection Plan and with current scenic resources inventory update work.	<input type="checkbox"/>
52	Chapter 3 - New Policy	Staff	Add a policy in the Western Neighborhoods section acknowledging and providing direction for rural lands outside the USB in the Northwest Hills.	The rural areas within the City but outside the UGB have a unique land use context.	<input type="checkbox"/>
53	Chapter 3 - New Policy, Changes to Figure 3-7	Portland Freight Committee, Portland Business Alliance	Put all freight corridors on the Figure-3-7 with employment geographies. Revise map to include Regional Truckways and Priority Truck Streets. Add policy 3.43, Regional truck corridors. Move the freight policy section up next to the employment section.	Provides a clearer explanation of freight geographies in one place.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
54	Chapter 3 - New Policy	TEG member	Consider creating a new policy to the effect of "Encourage new development and right-of-way design that responds to and preserves the area's streams, ravines, and forested slopes."	Policies are not clear about infill development context in SW.	<input type="checkbox"/>
55	Chapter 3 - New Policy	Ash Creek NA	Add policy acknowledging the role of neighborhood schools (esp. elementary schools) as a key anchor of complete neighborhoods	Fills gap in policy.	<input type="checkbox"/>
<b>Chapter 3 – Introduction and Goals</b>					
56	Chapter 3 Intro	Staff	Align language in introductory paragraphs to the language in the Urban Design Direction.	Corrects some inconsistencies.	<input type="checkbox"/>
57	Chapter 3, GP3-1	Parks and Recreation	Add urban tree canopy to the third bullet in What is this Chapter About.	Give greater emphasis to trees in development.	<input type="checkbox"/>
58	Goal 3B	Staff	Climate and Hazard Resilient Urban Form. Add mention of avoiding natural hazards, as implied by the goal title. Also consider adding a corresponding policy under "Citywide Design and Development" that focus on urban form that supports climate change and natural hazards resiliency.	Consistency with Climate Action Plan.	<input type="checkbox"/>
<b>Chapter 3 – Policies</b>					
59	Policy 3.16	TEG member	Modify this policy or create a new policy on improving local connections to "regional destinations" outside Portland.	Testimony brought up in the context of centers located in Washington County that serve Southwest Portland, but could also apply to East Portland (Rockwood and other Gresham centers).	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
60	Policy 3.20	TEG Member	Transportation Hub. Add "region's <u>multi-modal</u> transportation hub...."	Clarity.	<input type="checkbox"/>
61	Intro, GP 3-11, Town Centers	Staff	Replace reference to building height of ten stories with "up to 5-7 stories" as in the Urban Design Direction. Ten stories may be allowed in very limited/exceptional locations.	Consistency with the Urban Design Direction.	<input checked="" type="checkbox"/>
62	Intro, GP3-11, Neighborhood Centers	Staff	Edit to clarify that Neighborhood Centers are <u>generally</u> intended to be low-rise in scale (greater scale can be appropriate in locations near HCT stations, along Civic Corridors, and in the Inner Ring Districts). Add the word "village" to the description.	Clarity, Consistency with the Urban Design Direction.	<input checked="" type="checkbox"/>
63	Intro, GP3-13, Civic Corridors	TEG Member, Rose City Park NA	Edit language to indicate development scale is "up to" mid-rise in scale. Also, delete qualifier of "in some cases" in regard to pedestrian activity.	Clarity, Consistency with the Urban Design Direction.	<input checked="" type="checkbox"/>
64	Policy 3.38	BES	Move "that are models of ecological design" to the beginning of this policy.	Clarity	<input type="checkbox"/>
65	Policy 3.39	Portland Parks, Rose City Park NA, several individuals	Add "street trees" regarding street improvements, add "healthy" regarding the pedestrian environment, and change "encourage" to "improve" (since the City has control over implementation).	Emphasize the role of trees in urban design. Provides a broader definition of safety and quality. Stronger language because the City has a role in this.	<input type="checkbox"/>
66	Policy 3.42	Staff	Re-title to Neighborhood Corridors	Aligns title with policy content.	<input type="checkbox"/>



No.	Issue	Who testified	Recommendation	Rationale	Discuss?
67	Intro, GP3-14, Freight Corridors	TEG Member	Edit language: <del>While the forms of</del> These streets are <del>not expected to change significantly, they are</del> integral to the growth of traded sector businesses such as manufacturing, warehousing and distribution industries.	Change preserves intent but is more accommodating of future street improvements and possibilities for new street design configurations that improve safety.	<input type="checkbox"/>
68	Policy 3.44	TEG member	Modify "safe access" to " <u>safe and accessible connections</u> "	Clarity.	<input type="checkbox"/>
69	Policy 3.48	Staff	Transit neighborhood stations are <del>high-capacity transit station that are not in a center</del> <u>serve mixed-use areas that are not in major centers.</u>	Corrects an inaccuracy.	<input type="checkbox"/>
70	Intro, GP3-15, City Greenways	Portland Parks	Clarify in the glossary that a <i>green street</i> is not the same term as a <i>city greenway</i> . Reword the City Greenways policy narrative to match the glossary definition. Include reference to large canopy trees in the intro. Add reference to wider parking strips to accommodate large trees in #1 in City Greenway Intro.	Clarity - many testifiers confused these terms. Also, add stronger emphasis on trees.	<input type="checkbox"/>
71	Chapter 3, GP3-16	Individual	Add "Forest Park" to listing of urban habitats in second paragraph.	Response to testimony. Consistent with policy intent.	<input type="checkbox"/>
72	Intro, GP3-18	OEHR	Replace "improve equity" with "offer upward mobility"	Clarity.	<input type="checkbox"/>
73	Intro, GP 3-18	TEG member	Modify last paragraph to clarify that policies related to industrial areas are located in Chapter 6 and in the Rivers Pattern Area policies of this chapter.	Provides reference to related policies.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
74	Policy 3.60	Audubon, BES	Revise as follows: "culturally important sites, significant habitat <u>areas and restoration sites</u> , and <u>native</u> fish and wildlife usage. Add "along the length of Portland's riverfronts" after "...in strategically located sites"	Add reference to restoration. Communicates the need for access to be in many locations.	<input type="checkbox"/>
75	Policy 3.61	Staff	Following "harbor access," add language referencing " <u>the region's critical energy hub</u> ".	Energy is a significant sector of the harbor economy.	<input type="checkbox"/>
76	Policy 3.62	Audubon	Revise as follows: "provides <u>locally and regionally significant habitat and opportunities for restoration...</u> ".	Add reference to restoration.	<input type="checkbox"/>
77	Policy 3.66	MCDD, Audubon	Add "special districts" for consistency with ORS; add "flood protection" as requested.	Consistency of language. Broader concept that flood control.	<input type="checkbox"/>
78	Policy 3.66	Staff	Add a policy that directly addresses Superfund and brownfields in the Rivers Pattern Area policy section, possibly as an addition to Policy 3.66 (River management and coordination).	Addresses a rivers-related topic that is important for both economic development and environmental health.	<input type="checkbox"/>
79	Policy 3.78	Staff	Give the Inner Ring Districts more prominence in the UDF, perhaps shown on the Centers layer.	Consistency with the Urban Design Direction.	<input checked="" type="checkbox"/>
80	Policy 3.79	Staff	Reframe this and related "inner ring" policies into a more coherent section. More clearly relate it to citywide policies and Policy 4.37. See <b>Attachment F</b>	Clarity.	<input checked="" type="checkbox"/>
81	Policy 3.80	Staff	Remove reference to "trail system" – an extensive trail system is not part of the inner neighborhoods pattern area.	Better connection to the specific geography this policy covers.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
82	Policy 3.81	Forestry Commission	Inner Neighborhoods Residential Areas. Consider adding policy language for continuing the “tree-lined streets” of the Inner Neighborhood residential areas.	Emphasize the role of trees in urban design.	<input type="checkbox"/>
83	Policy 3.86	TEG Member	Eastern Neighborhoods active transportation. Consider adding “bicycles” to sentence about pedestrian access along East Portland corridors.	Clarity.	<input type="checkbox"/>
84	Policy 3.88	PBOT	Re-name this policy to "Active Transportation"	Consistency with other sections.	<input type="checkbox"/>
<b>Chapter 3 – Figures</b>					
85	Figure 3-1	Several individuals	Inner Ring Districts. Revise the Inner Ring District mapping to exclude southwest hillside single-dwelling areas that are outside of the OHSU/MFR zoning area, and northwest hillside single-dwelling areas that are outside the Northwest District flats.	Graphics about the inner ring concepts are not clear.	<input checked="" type="checkbox"/>
86	Figure 3-3	Staff	Add the inner ring district shading to this map.	Graphics about the inner ring concepts are not clear.	<input checked="" type="checkbox"/>
87	Figures 3-1 and 3-5	Staff	Clarify that "Enhanced Greenway Corridors" are planned for the future, not existing. Combine existing and proposed trails in the key, update the open space layers.	Clarifies mapping. Response to confusion noted in testimony.	<input type="checkbox"/>
88	Figure 3-5	Design Commission	Change label in central city from "SW Broadway" to "SW Park Blocks"	More logical reference. Consistency with CC2035 Green Loop concept.	<input type="checkbox"/>
89	Figure 3-6	Individual	Consider changing mapping of the habitat corridor connecting the Willamette Greenway with Johnson Creek from “potential” to “enhanced” (includes Sellwood Gap parcels acquired by Metro).	Recognizes habitat creation.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
90	Figure 3-6	Staff	Urban Habitat Corridors. Near Linton, adjust UDF Urban Habitat Corridor boundary westward to incorporate the floodplain at Owens Corning and the Linton Plywood site	Recognizes habitat creation.	<input type="checkbox"/>
<b>Chapter 4 – New Policy</b>					
91	Chapter 4 - New Policy	Staff	Strengthen Goal 4A, and Policies 4.3 and 4.4 to encouraging design that considers the role of buildings in framing, shaping, and activating the public space of streets and other public places. Consider the relationship to Policies 4.15-4.18 and 9.14.	This is a gap in the proposed draft.	<input type="checkbox"/>
92	Chapter 4, New Policy	Forestry Commission	Consider additions to the development principles about trees being integral to urban design and development.	Trees are form-giving in the urban structure.	<input type="checkbox"/>
93	Chapter 4, New Policy	Staff	Add policy language in the Resource-efficient design and development section to support compact, space-efficient housing forms as a way to decrease resource use and reduce carbon emissions.	Fills gap in policy.	<input type="checkbox"/>
<b>Chapter 4 – Introduction and Goals</b>					
94	Goal 4.C	Staff, Audubon	Human and Environmental Health. Add “protect wildlife” and limiting negative impacts on “hydrology”. Also consider adding “address urban heat islands.”	Broader definition of environmental health.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
95	Goal 4B	Staff	Reword Goal: Historic and cultural resources. Historic and cultural resources are integral parts of an evolving urban environment. Remove "when possible."	Clarity.	<input checked="" type="checkbox"/>
<b>Chapter 4 – Policies</b>					
96	Policy 4.1	Individual	Consider if Policy 4.1 (Pattern Areas) should also include reference to respecting the characteristics of smaller areas with distinct characteristics, or if Policy 4.3 (Site and Context) is sufficient for this purpose.	Testimony that the Five Pattern Areas concept does not recognize the importance of more localized context.	<input type="checkbox"/>
97	Policy 4.8	Design Commission	Change “limit reductions in privacy and solar access for residents and neighbors” to “consider privacy and solar access for residents and neighbors”.	Clarity. Address concerns about the practicality of implementation in the context of compact urban development.	<input checked="" type="checkbox"/>
98	Policy 4.9	Individual	Modify to “Encourage building, site, <u>and public infrastructure</u> design approaches that help prevent crime.”	Relevant to trails/bikeways, pedestrian tunnels, etc.	<input type="checkbox"/>
99	Policy 4.17	Staff	Move this policy to the General development principles section. Street orientation is a broader design concept applicable to all areas, not just centers and corridors.	This is a more fundamental concept that goes beyond centers and corridors. Provides a policy basis for existing design regulations that apply broadly to residential development (e.g., requirements for street-facing windows and doors, limitations on front garages).	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
100	Policy 4.21	TEG Member	Add "green walls"	Provides a more urban example.	<input type="checkbox"/>
101	Policy 4.21	Parks and Recreation	Move Policy 4.21 to the General Principles section.	This applies more broadly than just in centers.	<input type="checkbox"/>
102	Policy 4.21	Staff	Add language that encourages designs that integrate usable public space with stormwater facilities in centers and corridors.	Consistency with the Urban Design Direction. This is consistent with broader policy direction for fostering centers and corridors as places of activity and that provide space for pedestrians and public gathering.	<input type="checkbox"/>
103	Policy 4.24	BDS, Landmarks Commission	Protect and encourage the restoration and improvement of historic resources in centers and corridors. Define "historic resources" in the glossary to explain relationship to adopted inventories.	Clarity. Avoid uncertainties related to the status of historic inventories.	<input checked="" type="checkbox"/>
104	Policy 4.26	BDS	Reconsider "strive to protect" language - what does that mean?	Clarity.	<input type="checkbox"/>
105	Policy 4.27, 4.28	BDS	Confirm deliberate use of terms "zoned land", "uses" and "areas".	Clarity.	<input type="checkbox"/>
106	Policy 4.28.e	Rose City Astronomers	Edit to "public <u>health and safety</u> "	Acknowledge broader range of impacts on health.	<input type="checkbox"/>
107	Policy 4.28.f	Port of Portland	Add policy language referring to partnering with the Port of Portland on addressing issues and to provide additional clarity regarding the noise contour area that is the subject of this policy.	Acknowledge the role of the Port of Portland in this policy topic and provide greater clarity.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
108	Policy 4.29	Staff	Move this whole section to an urban design policy section in Chapter 3. Add a reference to buttes and mountain views.	This concept goes beyond scenic policy. Buttes are significant features that define a place.	<input type="checkbox"/>
109	Policies 4.30-4.35	CC2035 staff, Audubon, Forestry Commission, Parks, BES	Reframe the scenic resources policy section. Develop a new general scenic policy. Update the policies to tie it more to state Goal 5 and use language similar to environmental protection policy. .Add a new scenic policy on limiting the adverse impacts of building placement, height and massing on public views. Broaden the vegetation policy to allow different tools to manage vegetation. Delete regulatory guidance, utility line and street view policies.	Consistency with updated Scenic resources policies from CC2035 work.	<input checked="" type="checkbox"/>
110-	Intro, GP4-11	Landmarks Commission	Remove "statewide" from the last sentence, as historic resources can also be of local or national significance.	Clarity.	<input type="checkbox"/>
111	Policy 4.36	Landmarks Commission, BDS, several individuals.	Delete "high quality" and "where feasible", and add "culture" to this policy. Reframe the policy to be clear that we must first inventory potential resources to identify a list of buildings and places that contribute to the distinctive character, culture, and history...Consider language from Objective 12.3.A in the existing Comp Plan.	Stronger language based on testimony. Acknowledge that historic resources can be significant for reasons other than for high-quality architecture.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
112	Policy 4.38	Landmarks Commission, BDS, several individuals	Remove the word "significant" from this demolition policy. Add language to the effect that demolition of historic resources is "discouraged" or "not the preferred course of action". The City should encourage retaining the resource until other alternatives to demolition can be explored. Replace "until" with "to provide".	Stronger language based on testimony.	<input checked="" type="checkbox"/>
113	Policy 4.40	Historic Landmarks Commission, Sabin NA.	Rewrite this policy to provide policy support for a citywide Historic Resources Inventory that will be maintained and updated over time.	Portland's Historic Resources Inventory is now 30 years old. An updated inventory allows future planning work to consider impacts on potential historic resources and can serve as the basis for future historic preservation strategies.	<input checked="" type="checkbox"/>
114	Policy 4.41	OEHR	Don't refer to objects as "under-represented" - muddies the definition of equity. Instead say "...to encourage historic preservation in areas with high concentrations of under-represented people.	Clarity.	<input type="checkbox"/>
115	Policy 4.43	Staff	Reword policy: Cultural and social significance. Encourage awareness and appreciation of cultural diversity and the social significance of historic places and their role in enhancing community character and sense of place.	Clarity. Replacing this policy language will avoid confusion with State use of terms "cultural heritage structures and sites".	<input type="checkbox"/>
116	Policy 4.44	Individual	Consider adding "former schools"	Schools are important community structures.	<input type="checkbox"/>



No.	Issue	Who testified	Recommendation	Rationale	Discuss?
117	Policy 4.45	Staff	Reframe this archeological policy to focus more clearly on coordination with tribal authorities, on resources related to Native American culture, with in-place preservation preferred.	The policy would have more meaning if it were more clearly focused on Native American sites and objects, and appropriate coordination.	<input type="checkbox"/>
118	Policy 4.58 or 4.59	Parks and Recreation	Add "and to retain healthy trees" in 4.59. Explore adding a phrase about making space for veg in one of these policies.	Emphasize the role of trees in urban design and ecological health.	<input type="checkbox"/>
119	Policy 4.62	PBEM	Change title to "Disaster management and recovery." Suggested new language: "Encourage development and site management approaches that reduce the risks and impacts of natural disaster or other major disturbances, and improve the ability of people, wildlife, natural systems, and property to withstand and recover from such events."	Increases emphasis on risk reduction.	<input type="checkbox"/>
120	Policy 4.63	Individual	Add "landscaping".	Trees and vegetation will play an important role.	<input type="checkbox"/>
121	Policy 4.65	Individual	Grocery Stores in Centers. Add "... <u>retention</u> and development of grocery stores..."	Retention is as important as new development.	<input type="checkbox"/>

No.	Issue	Who testified	Recommendation	Rationale	Discuss?
<b>Chapter 7</b>					
122	Policy 7.23-7.26	ODFW, BES, Commissioner Houck	Move policies 7.23 Low impact development and best practices, 7.24 Impervious surfaces, 7.25 Hazards to wildlife, and 7.26 Access to nature, from Chapter 7 back into the Designing with Nature Section of Chapter 4.	They are development and design-focused, are intended to apply across the city. This will also address public comments stating that the Ch. 4 Designing with nature section is weak.	<input checked="" type="checkbox"/>
<b>Chapter 10</b>					
123	Chapter 10 - New Policy	Staff	Add a statement in Chapter 10 that states that specific center boundaries, where established, will be shown on the Comprehensive Plan Map. Designated center boundaries will typically include both the mixed use and multifamily designations surrounding the primary Commercial street or anchor location.	Clarity. Many people have asked how center boundaries are established and documented.	<input checked="" type="checkbox"/>

**Attachment A - Summary of Job and Housing Allocation by Center**

(using defined boundaries shown in Attachment C)

NAME	Total Jobs Forecast			
	Total 2010 Housing Units	2010 (QCEW)	Housing Units 2035	Forecast Jobs 2035
Central City	23,370	126,154	57,858	177,100
Gateway	2,906	10,017	7,018	13,977
	26,275	136,171	64,876	191,078

Town Centers	Housing Jobs			
Northwest District	6,664	11,873	9,646	13,915
Interstate and Killingsworth	1,733	1,613	3,769	3,227
Lents	1,204	1,095	3,544	1,556
St. Johns	1,565	1,461	3,415	1,907
Hollywood	1,001	7,011	2,453	8,506
SE Division and 122nd	979	1,220	2,383	1,435
Hillsdale	1,306	1,690	2,345	2,904
West Portland	593	1,548	1,567	2,004
	15,045	27,511	29,121	35,456

Neighborhood Centers	Housing Jobs			
Vancouver / Fremont	1,810	6,859	4,706	8,035
Rosewood / Glendoveer	1,511	318	4,447	536
Kerns	1,687	3,032	3,669	3,789
Sunnyside	1,337	2,525	3,385	3,314
Jade District	1,462	1,631	2,954	2,499
122nd/Hazelwood	1,441	2,179	2,780	2,510
Powell / Chavez	760	950	1,886	1,401
Kenton Lombard	627	1,116	1,733	1,385
Alberta / MLK	957	1,905	1,708	2,820
Parkrose	916	854	1,353	1,305
Division / 162nd	587	501	1,337	859
Montavilla	653	903	1,317	1,310
Hayden Island	532	1,678	1,190	1,920
Sellwood	816	1,250	1,094	1,440
Roseway	678	736	1,093	1,101
Cully	666	214	984	350
Macadam	606	2,006	728	2,660
Multnomah Village	527	677	640	956
Heart of Foster	280	446	615	611
Mid-Lombard	256	306	602	422
42nd / Killingsworth	305	234	515	373
Woodstock	107	641	376	781
	18,522	30,961	39,113	40,377

2035 Residential Distribution

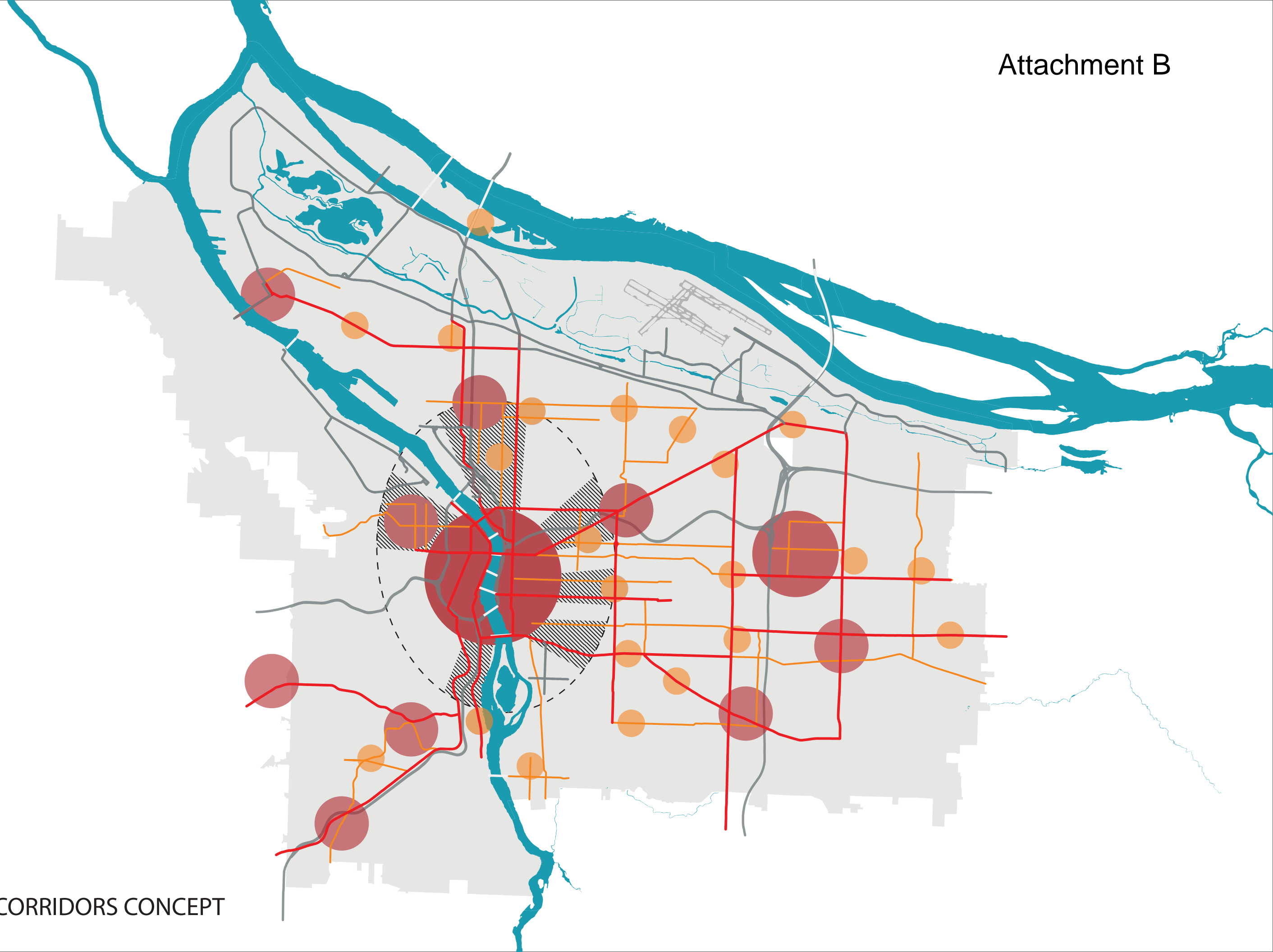
CENTRAL CITY and GATEWAY	64,876
TOWN AND NEIGHBORHOOD CENTERS	68,234
Other Corridors, Mixed Use and Multifamily	55,201
Single Dwelling	182,235
TOTAL	370,546

Summary of Residential Growth Forecast

CENTRAL CITY and GATEWAY	34,488
TOWN AND NEIGHBORHOOD CENTERS	34,668
Other Corridors, Mixed Use and Multifamily	31,971
Single Dwelling	20,874
TOTAL	122,000

See EOA for job distribution details

Source = City of Portland BPS, BLI Model, December 2014



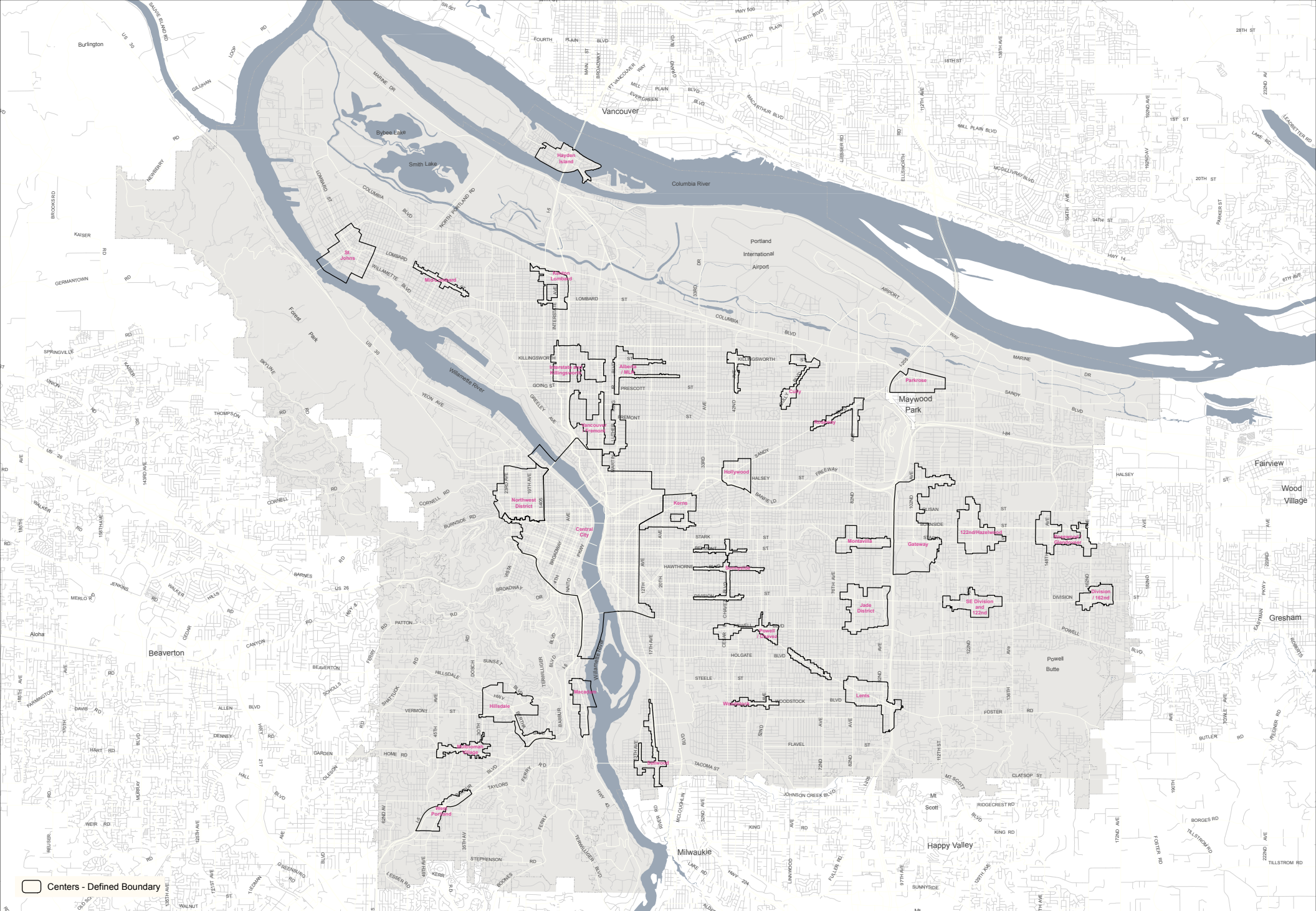
CENTERS AND CORRIDORS CONCEPT

### **Attachment C - Maps of Adopted and Provisional Center Boundaries**

The following maps reflect adopted local plans, and are in effect today. All other center boundaries are provisional for planning and analysis purposes, and are pending further future refinement planning.

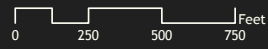
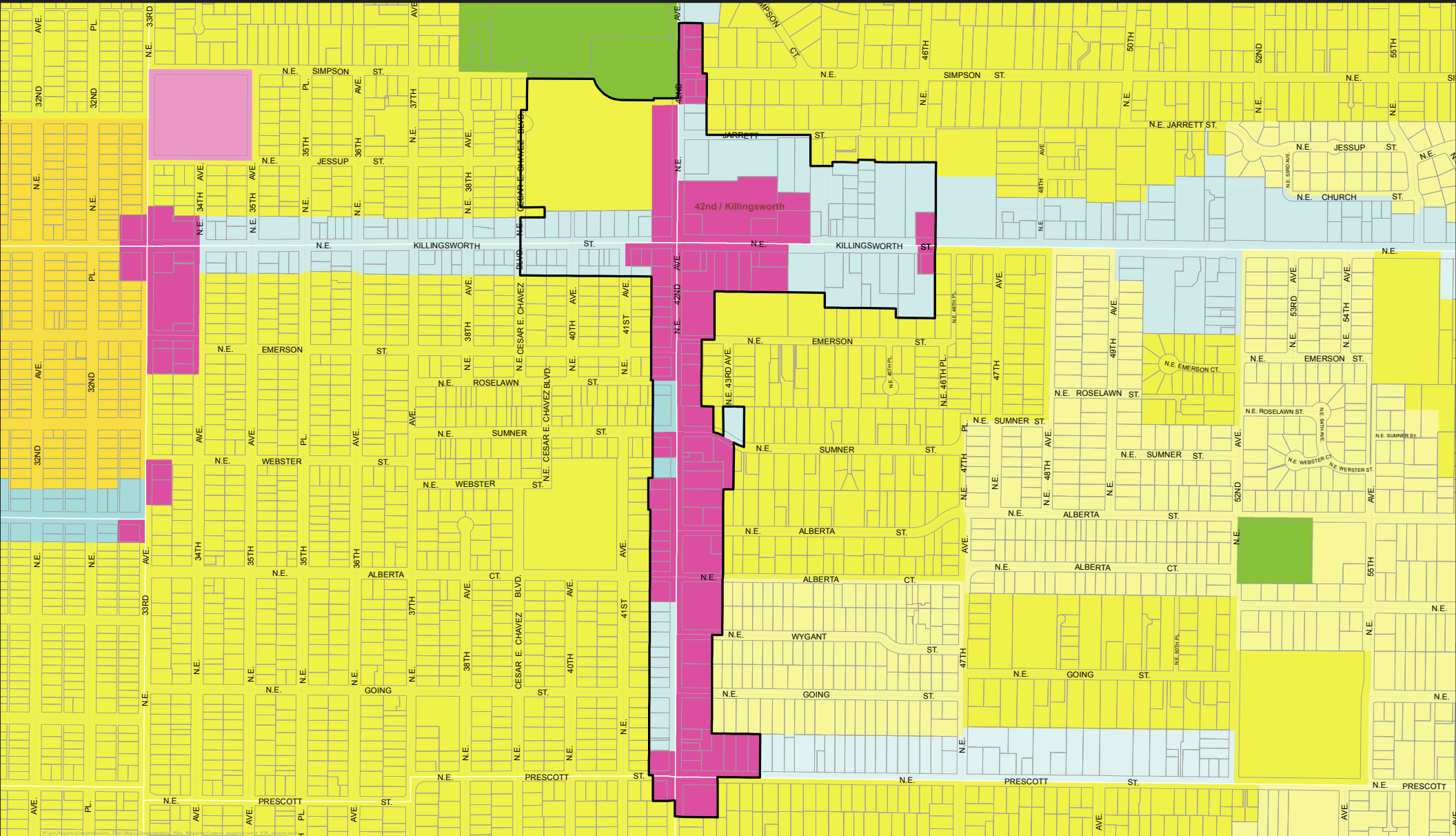
- Central City  
(Refinement pending CC2035 Plan)
  - Gateway
  - St Johns
  - Hollywood
  - Hillsdale
- (note amendment proposed)

# Working Map - Centers



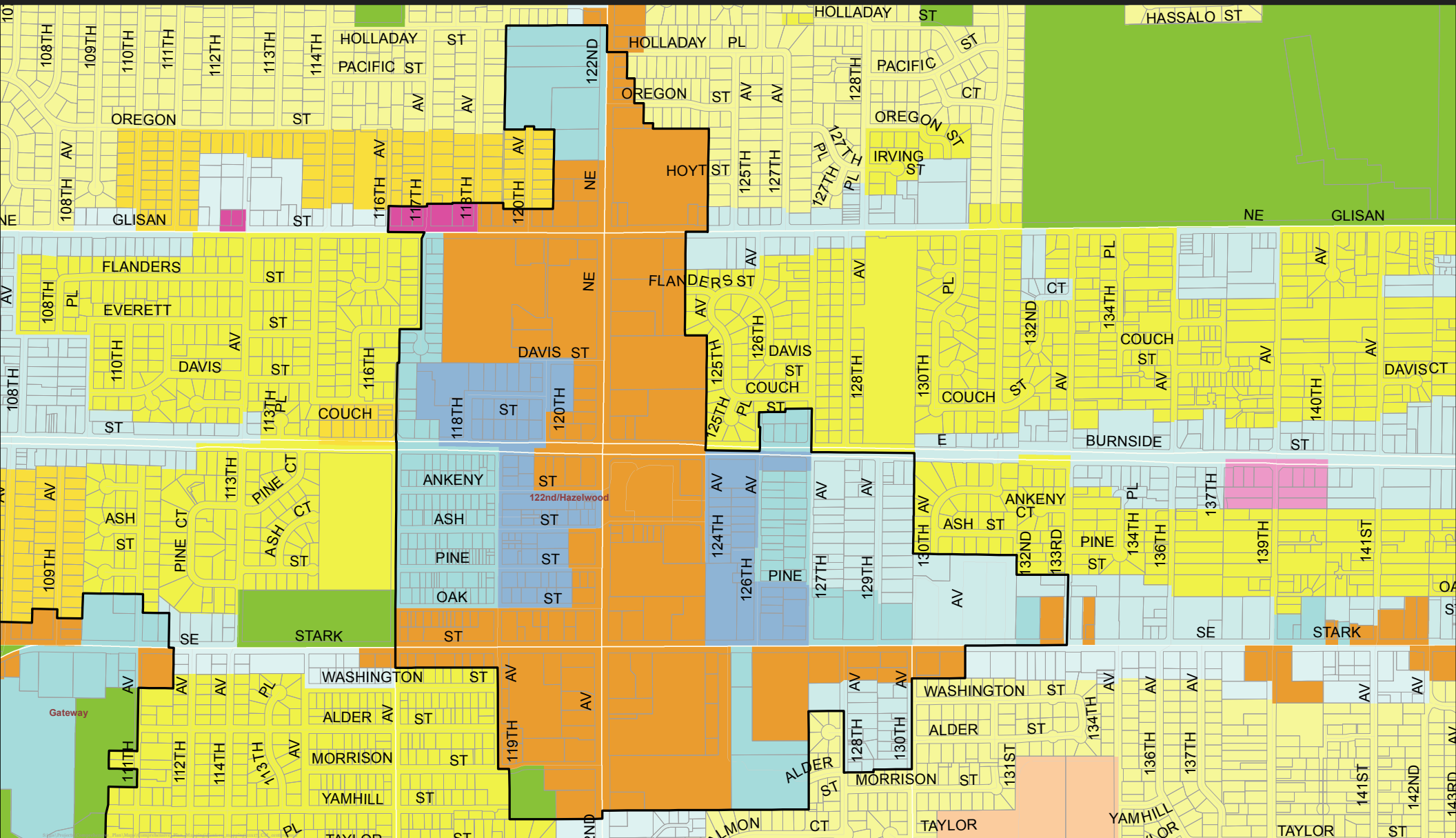
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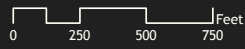
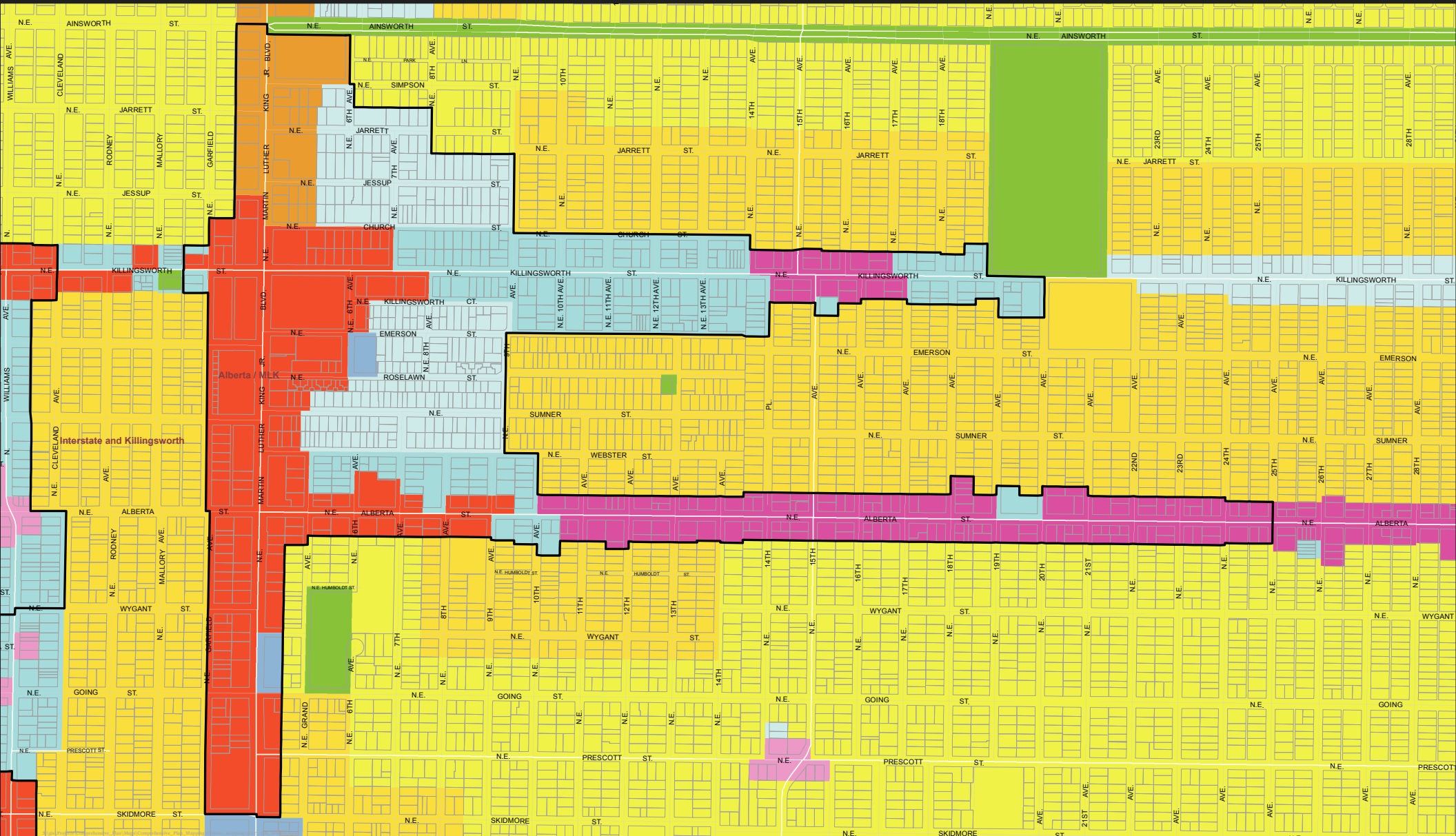


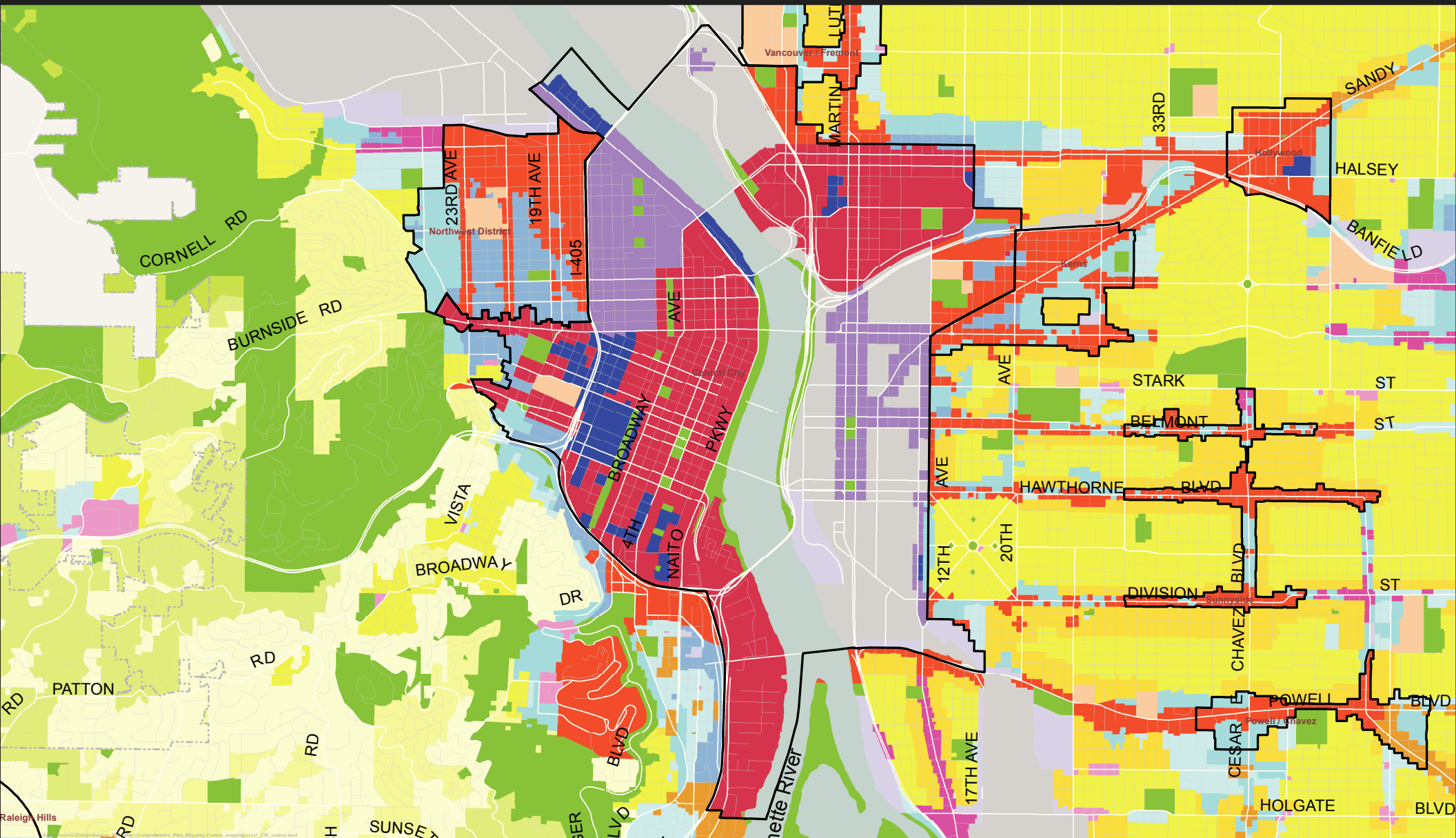
# Neighborhood Center: 122nd/Hazelwood

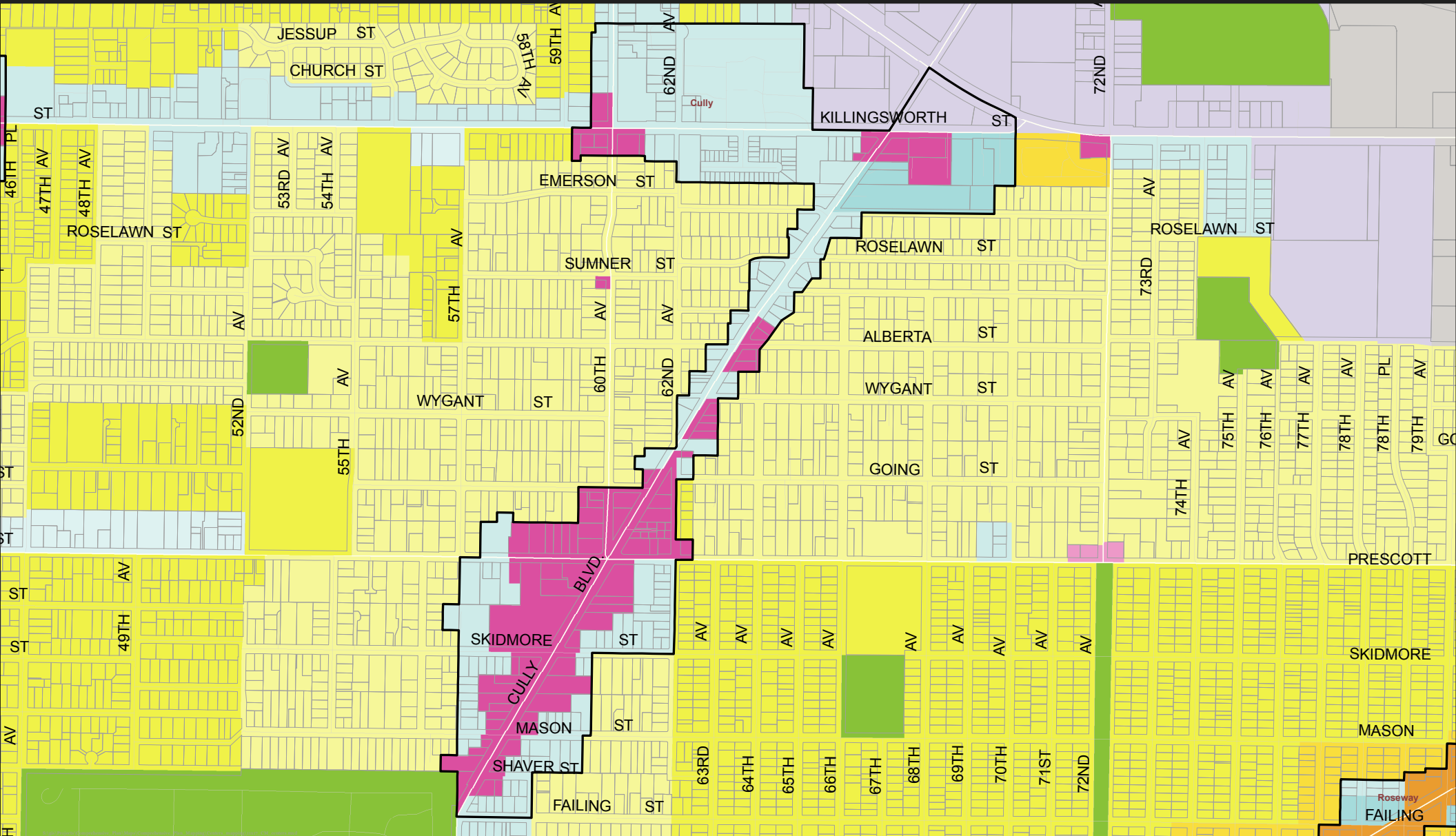
# Comprehensive Plan Update



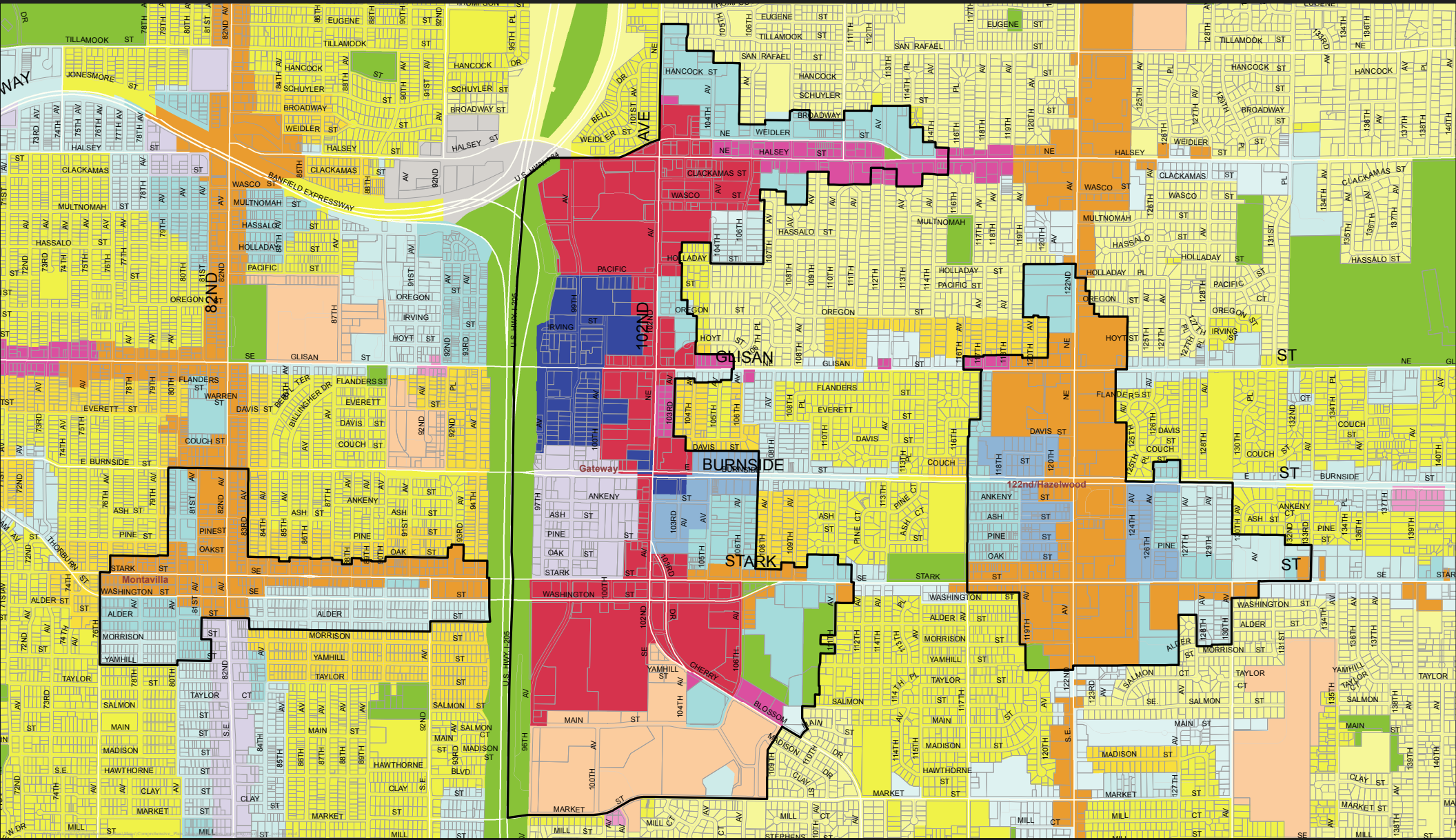


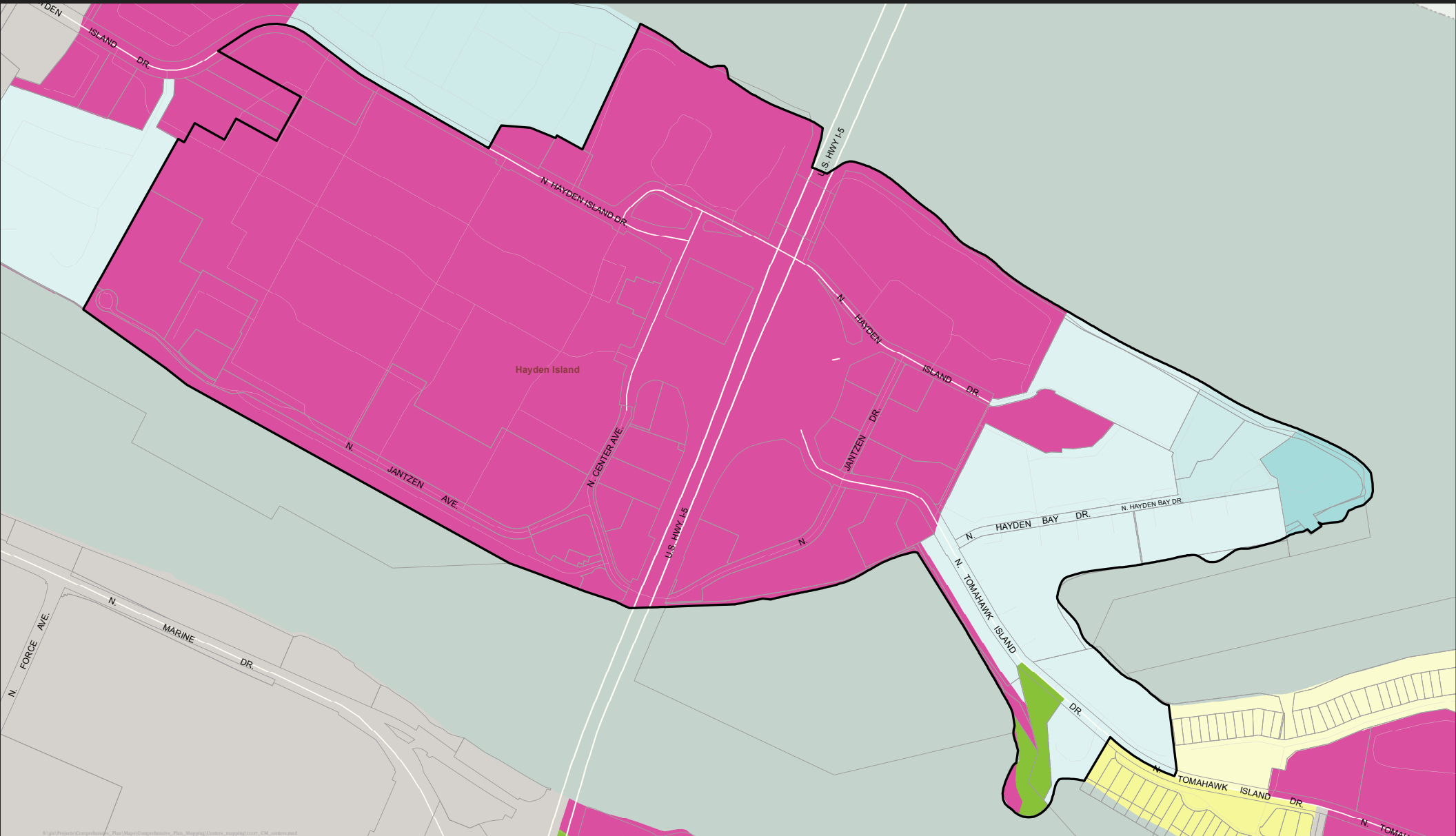




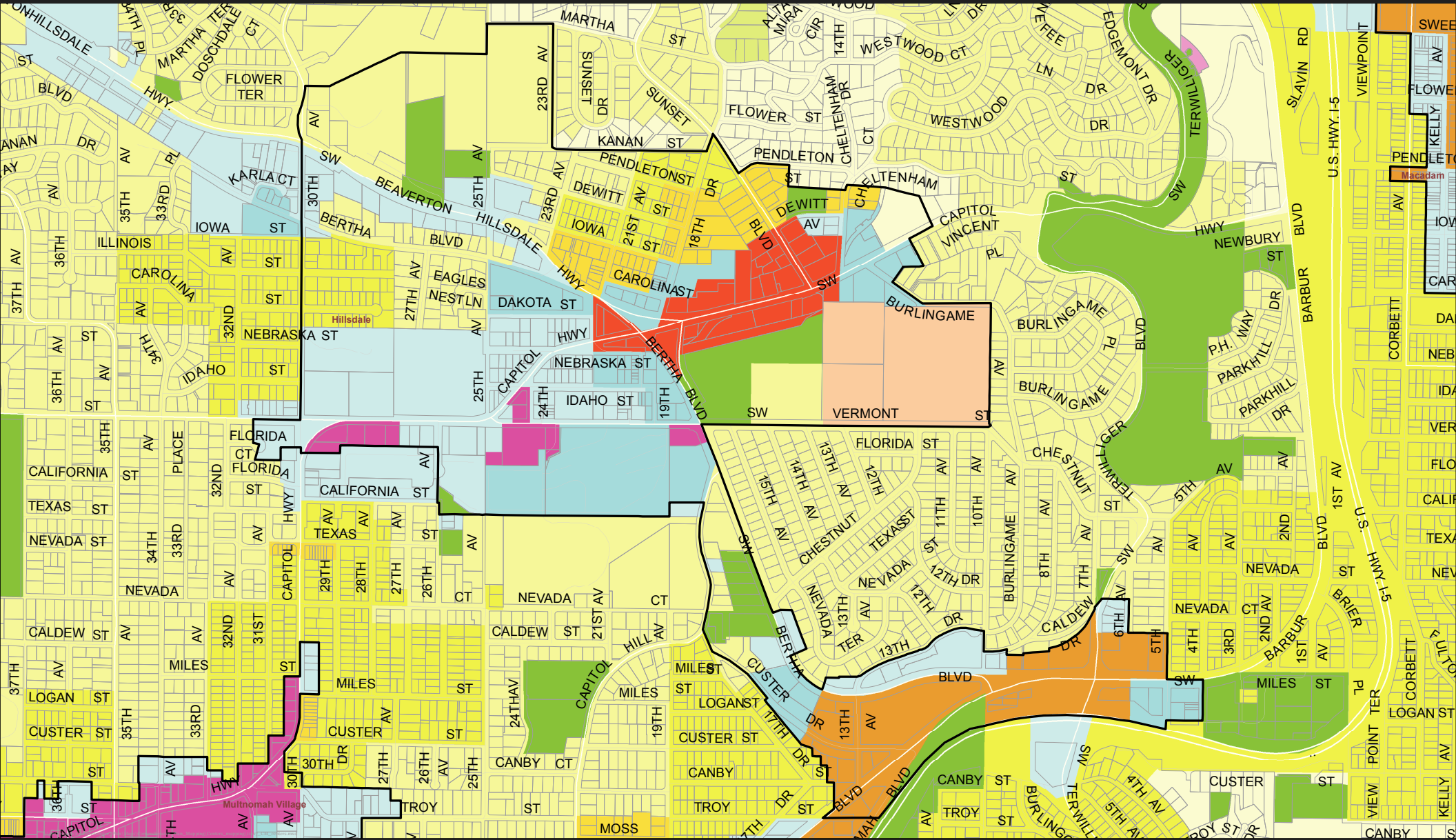




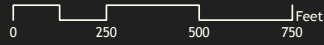
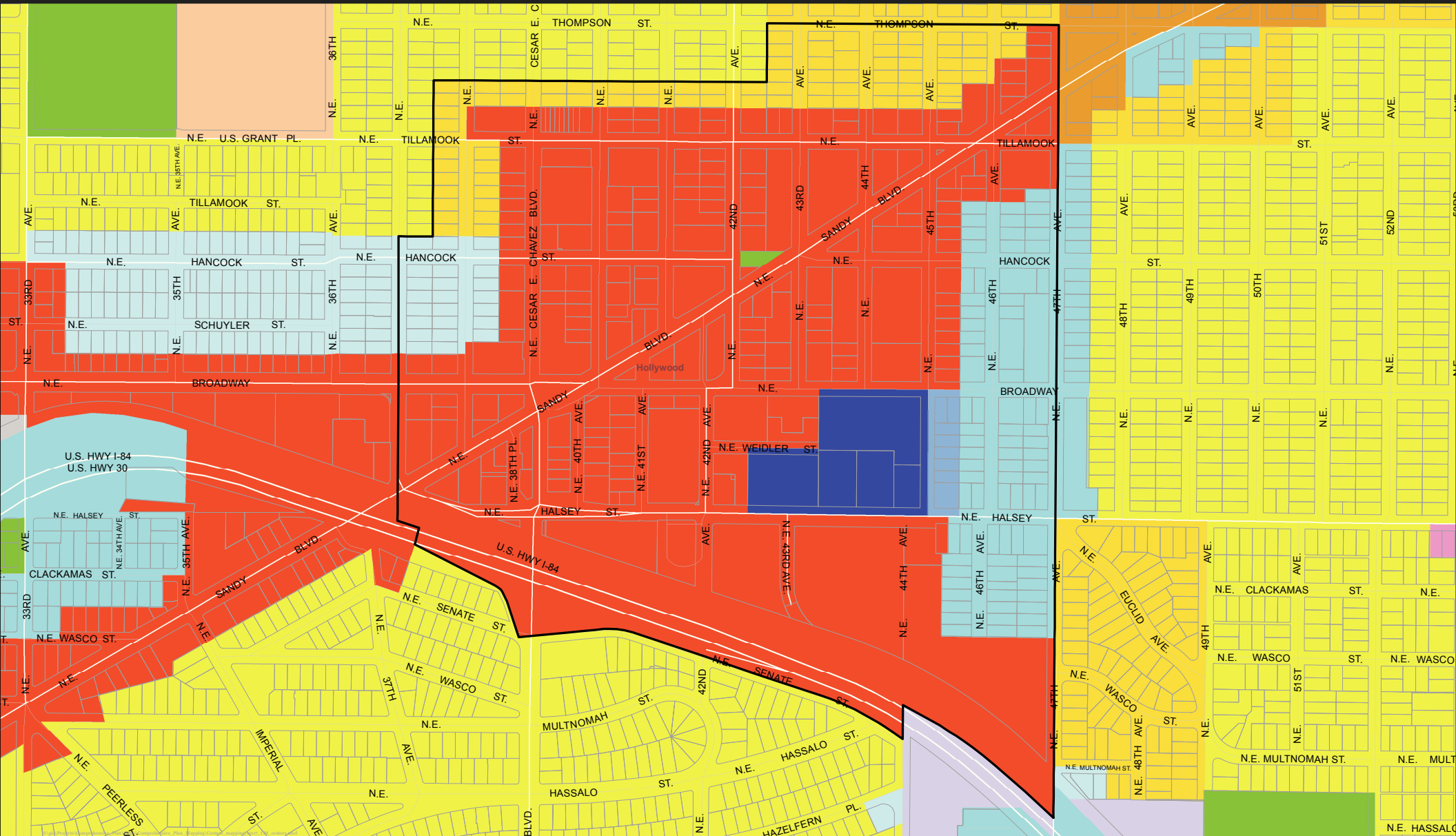




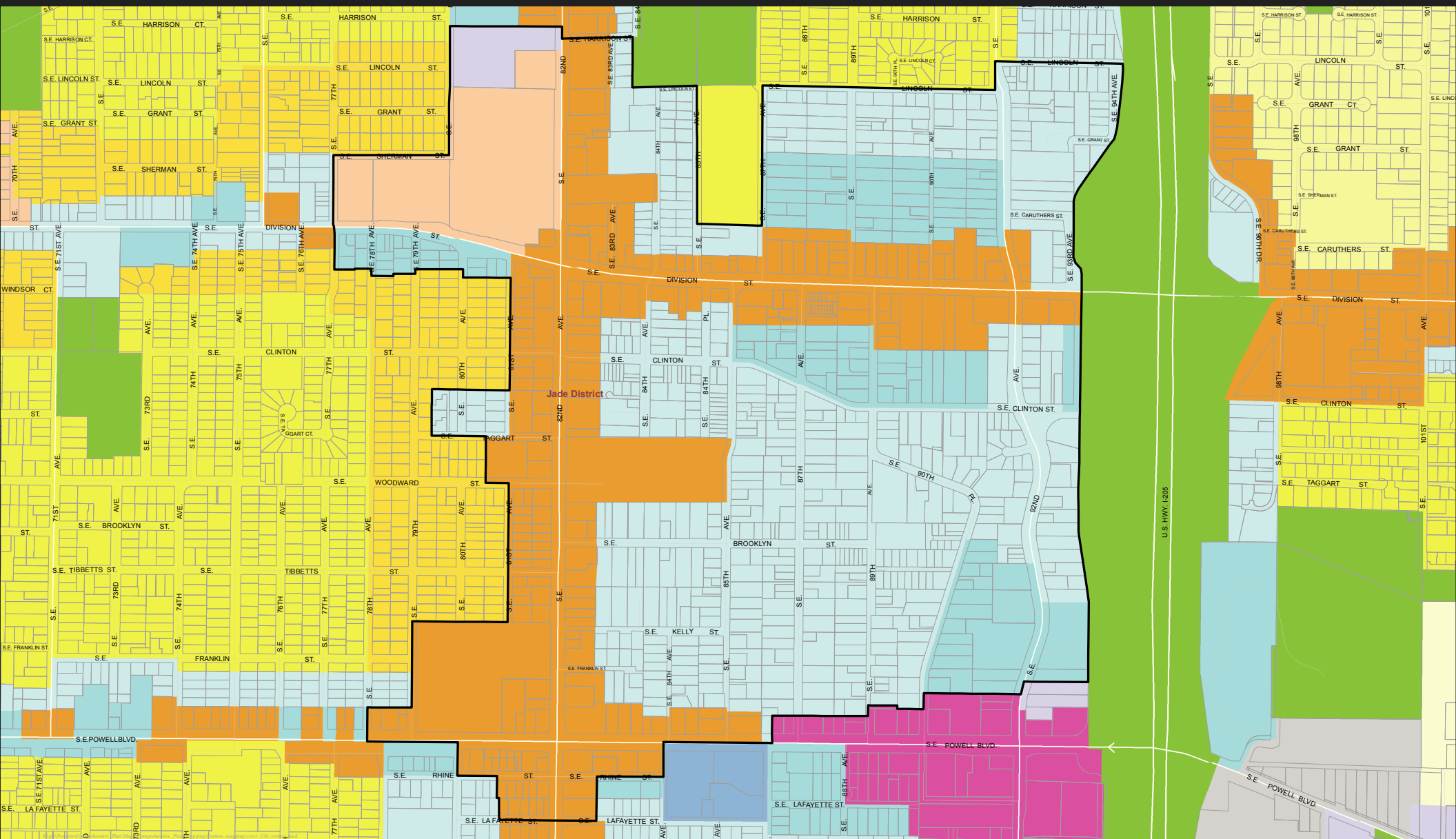












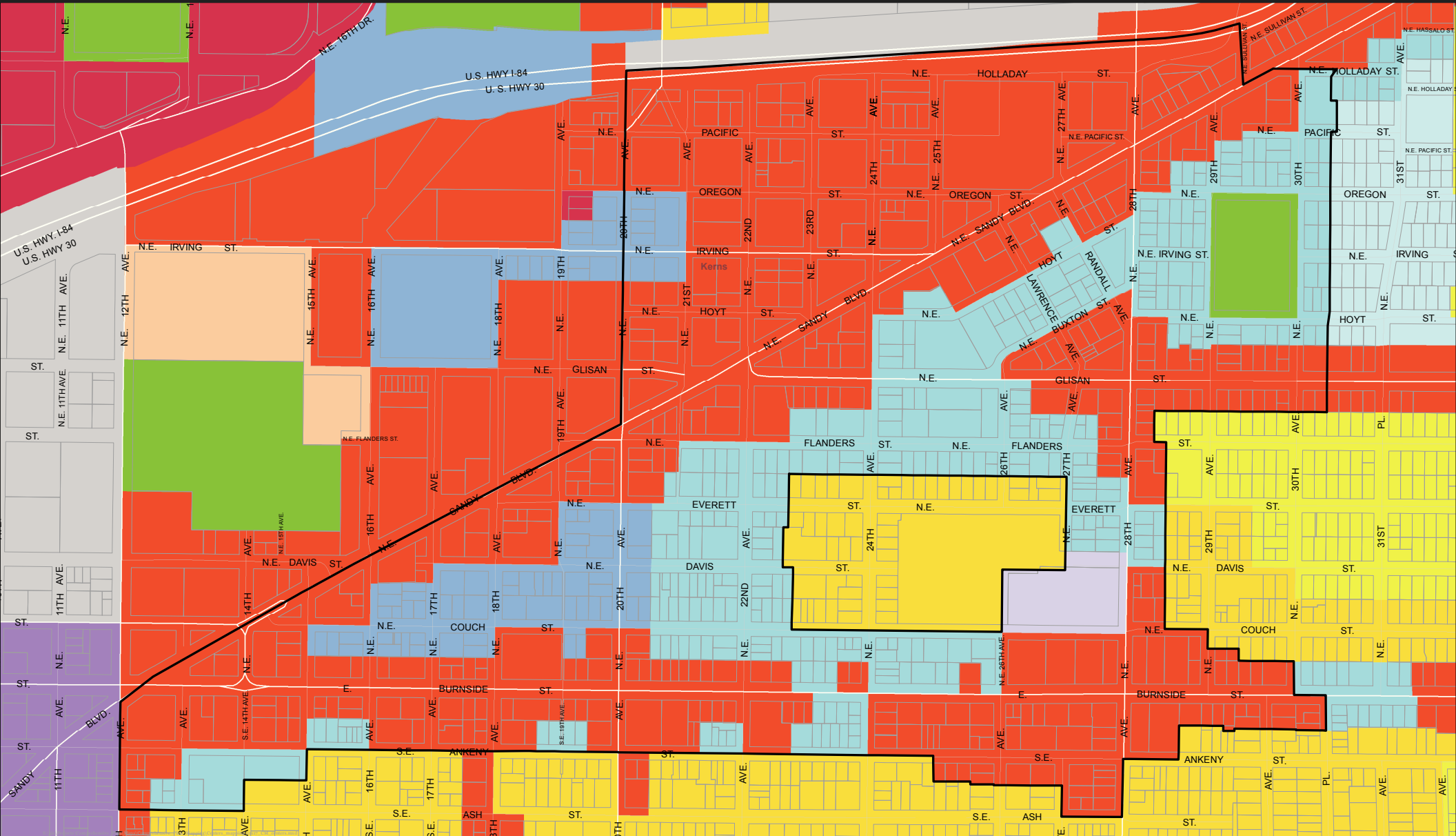
January 7, 2015  
 City of Portland, Oregon  
 Bureau of Planning & Sustainability  
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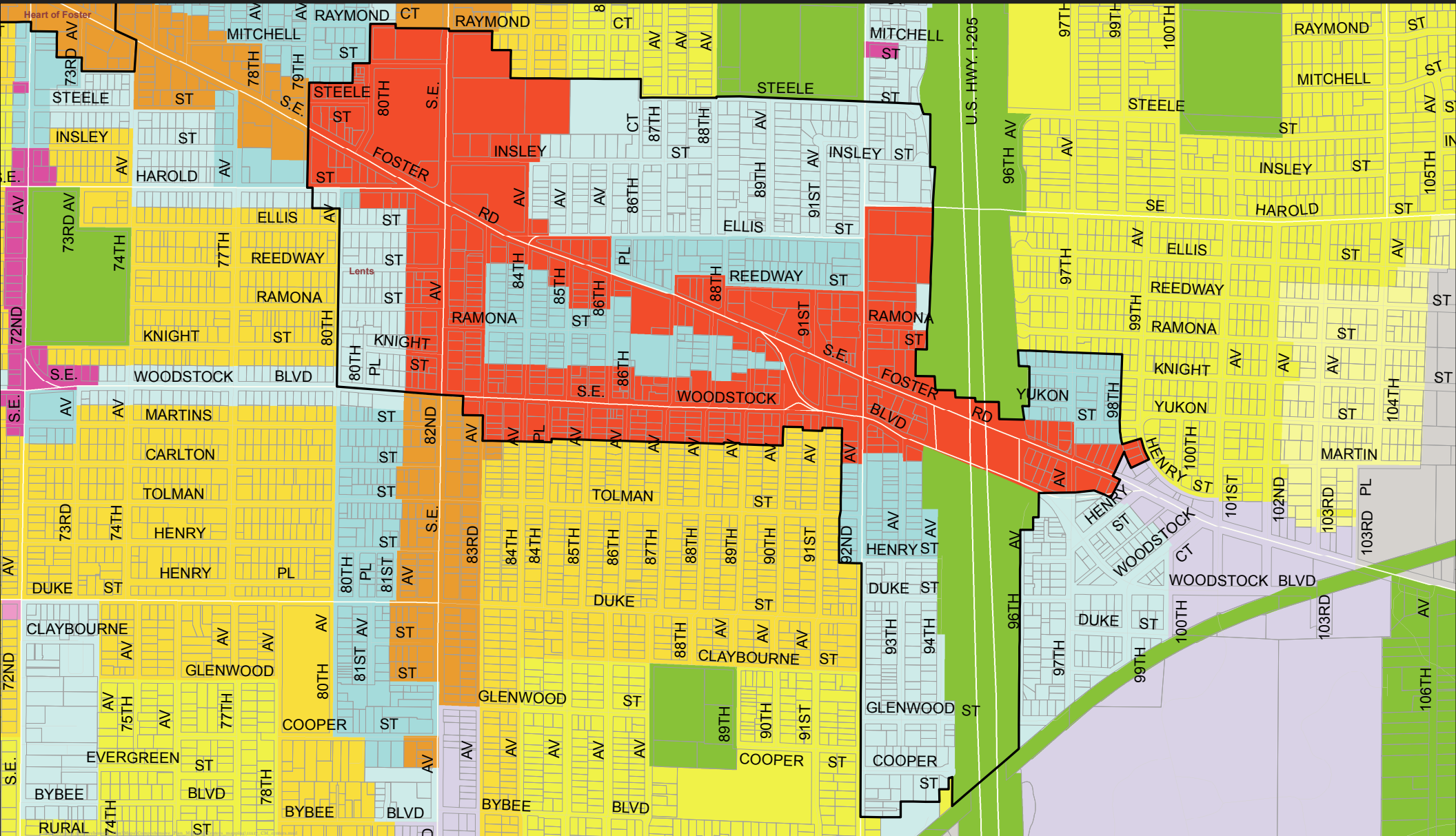






# Town Center: Lents

# Comprehensive Plan Update

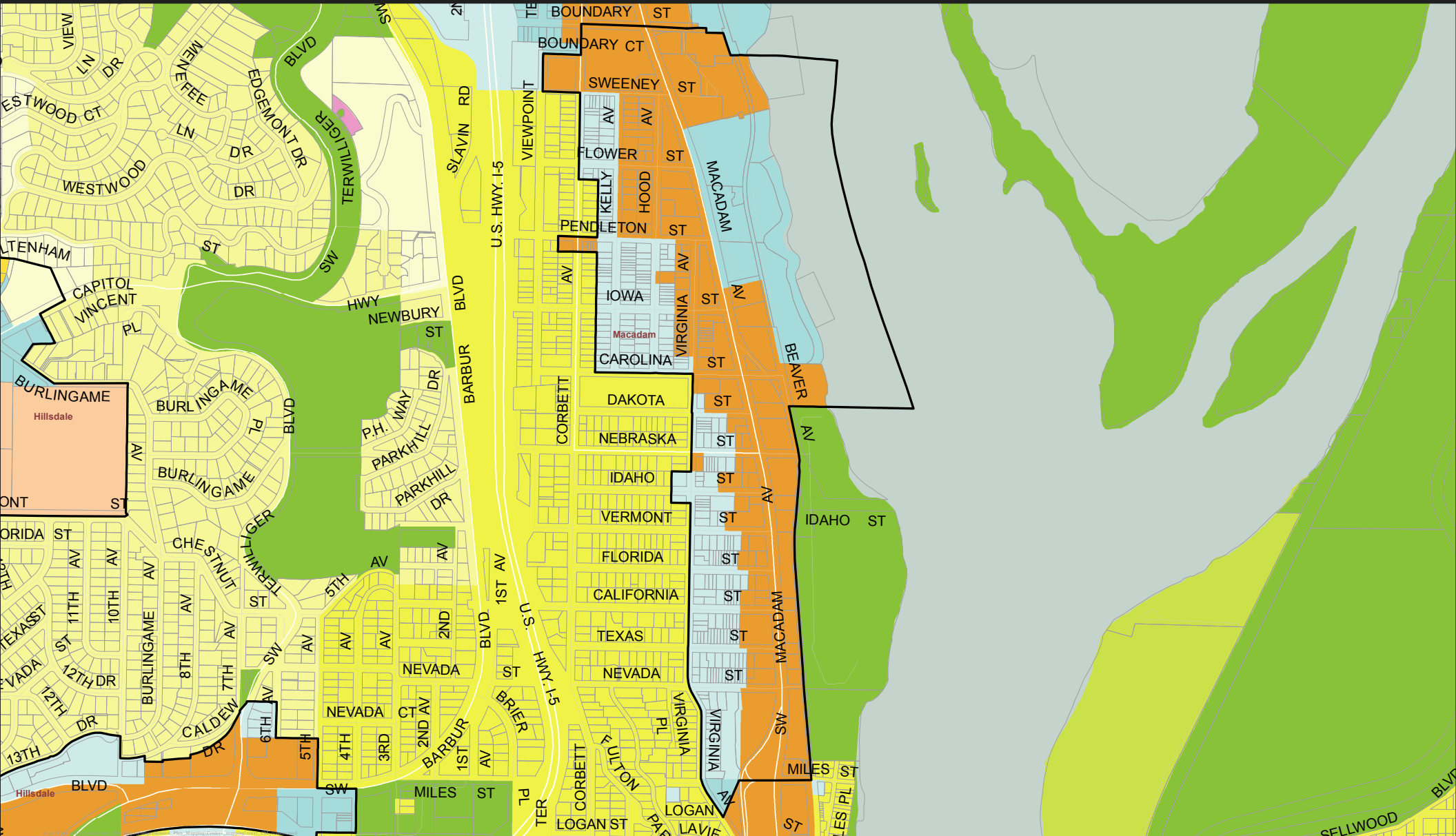


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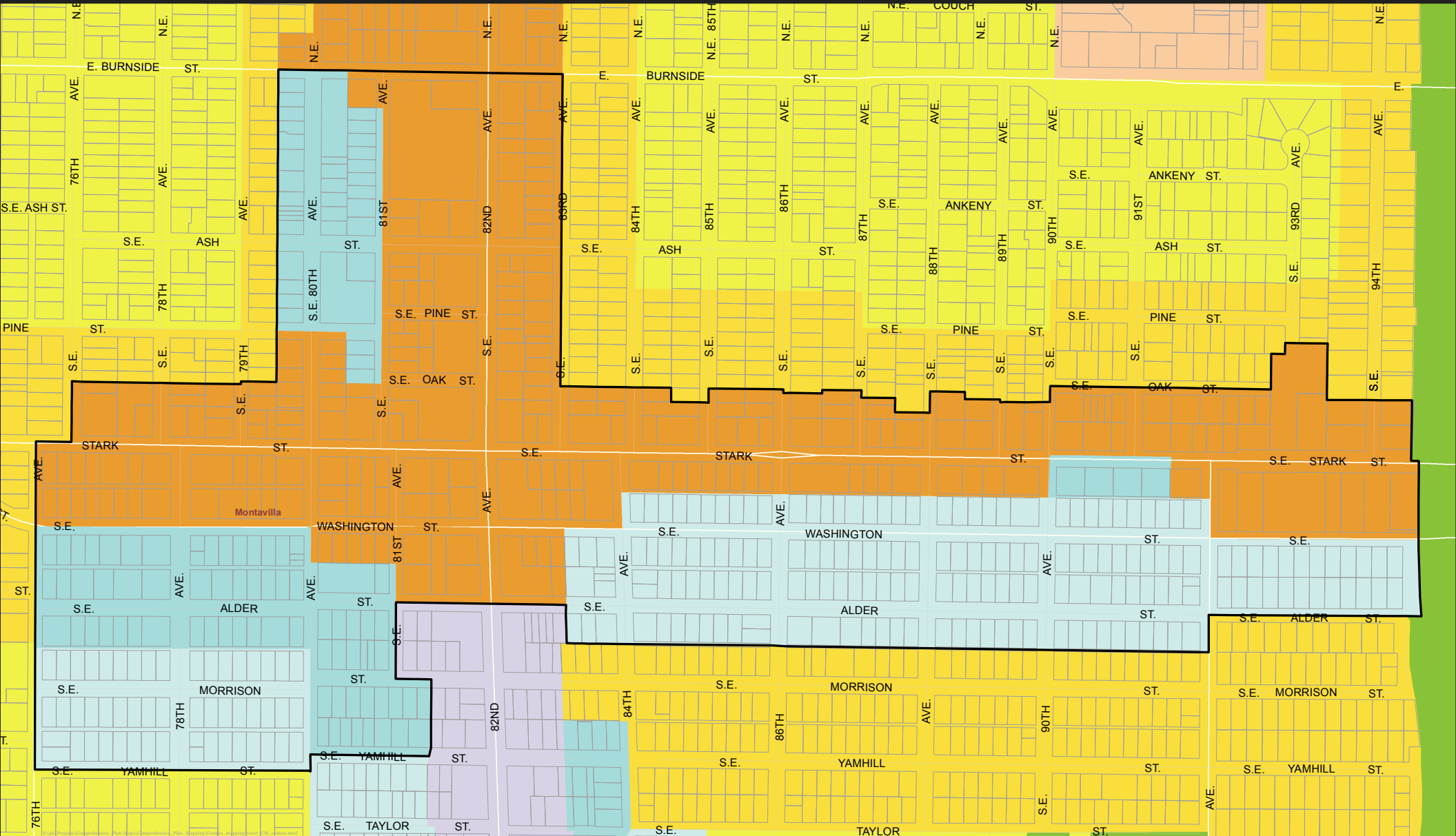
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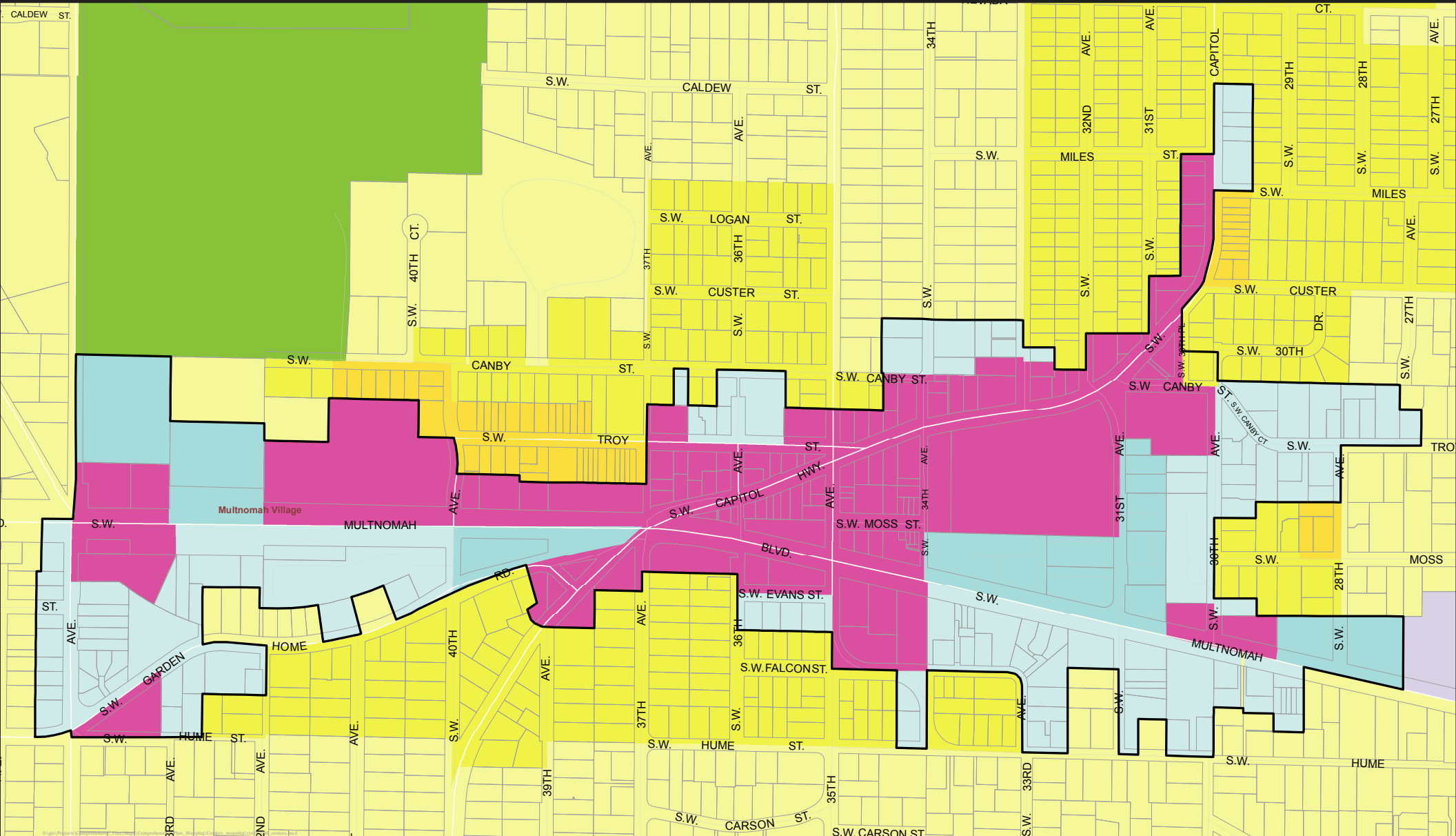


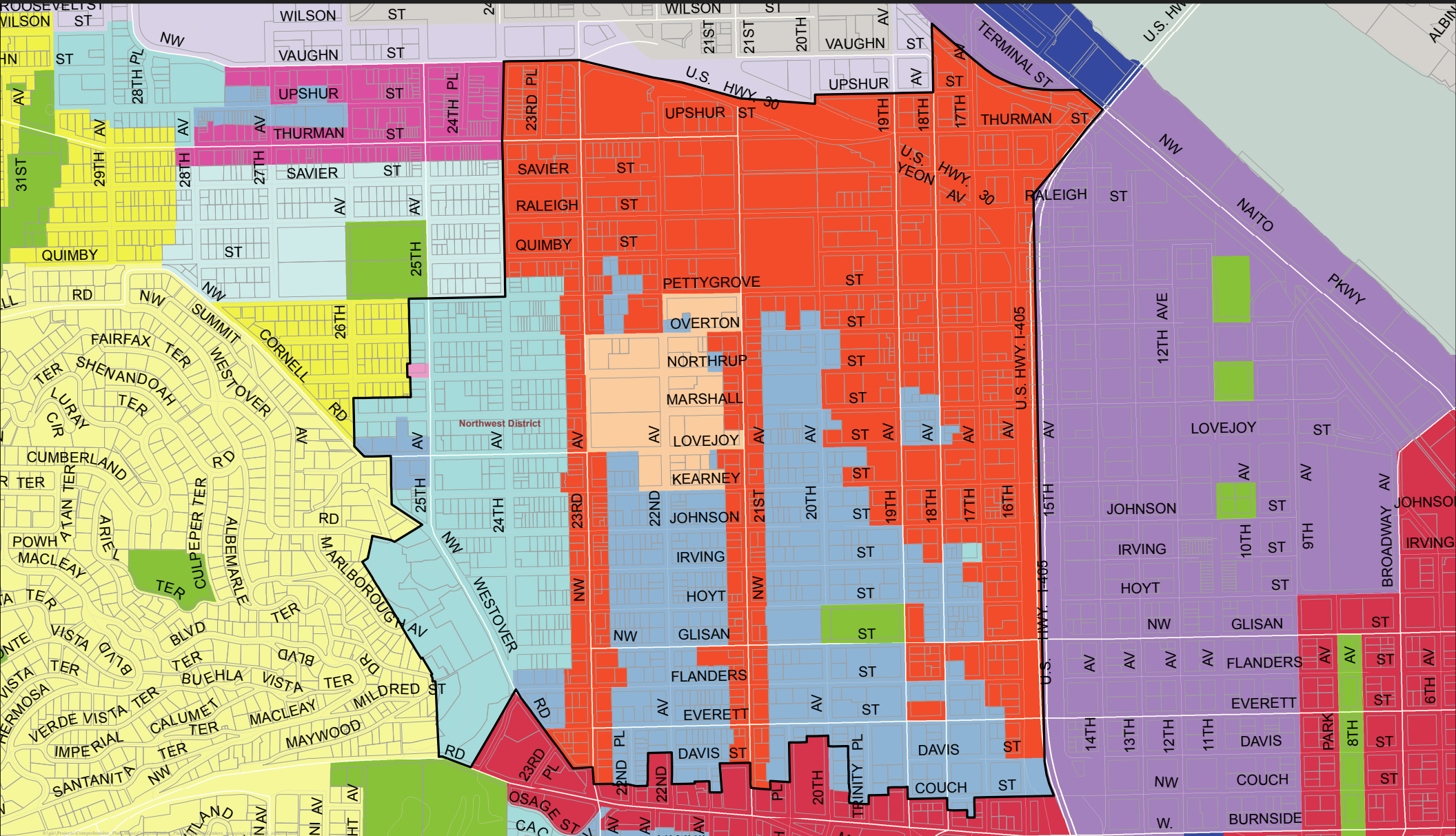


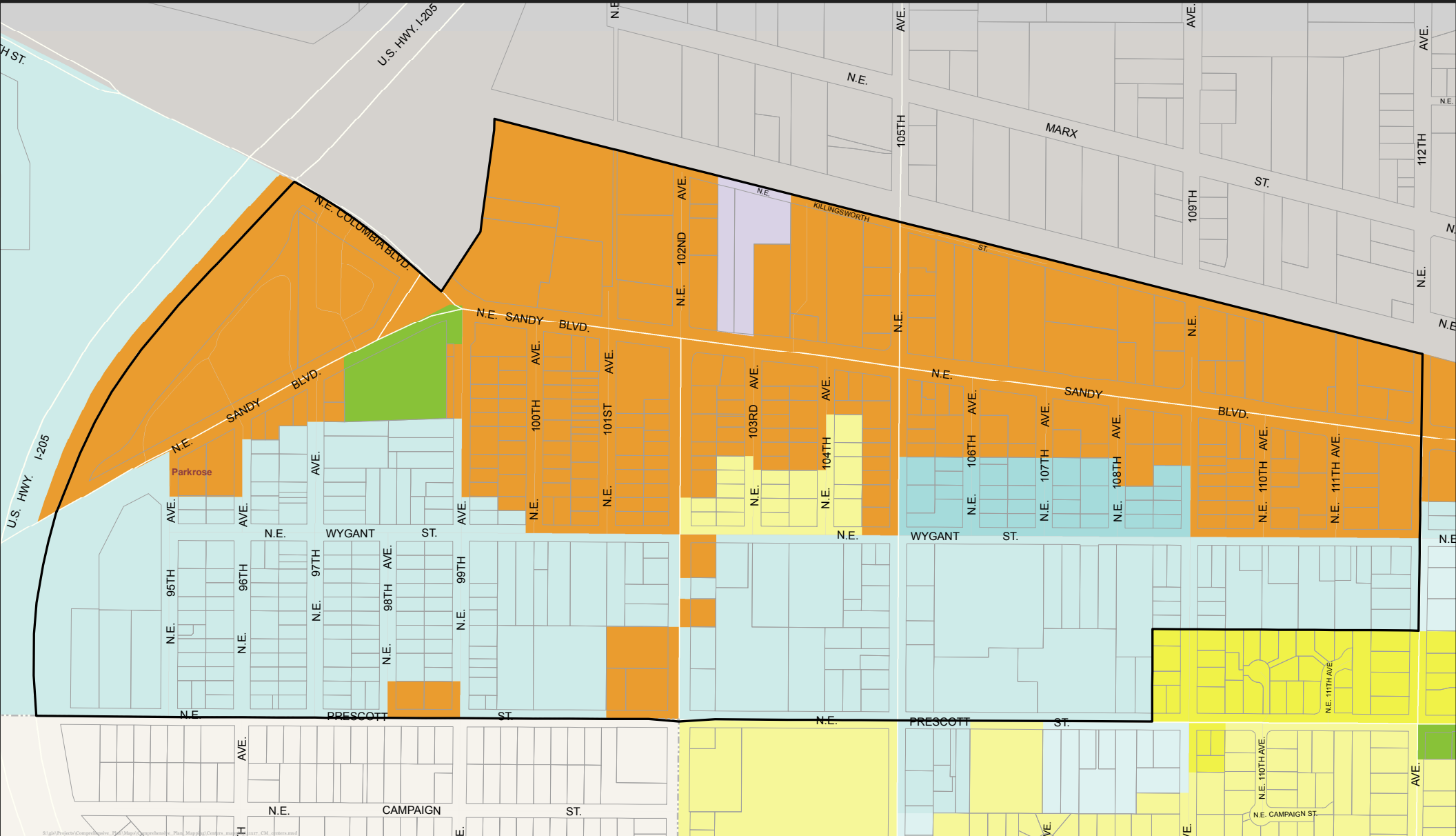


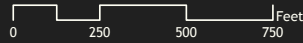
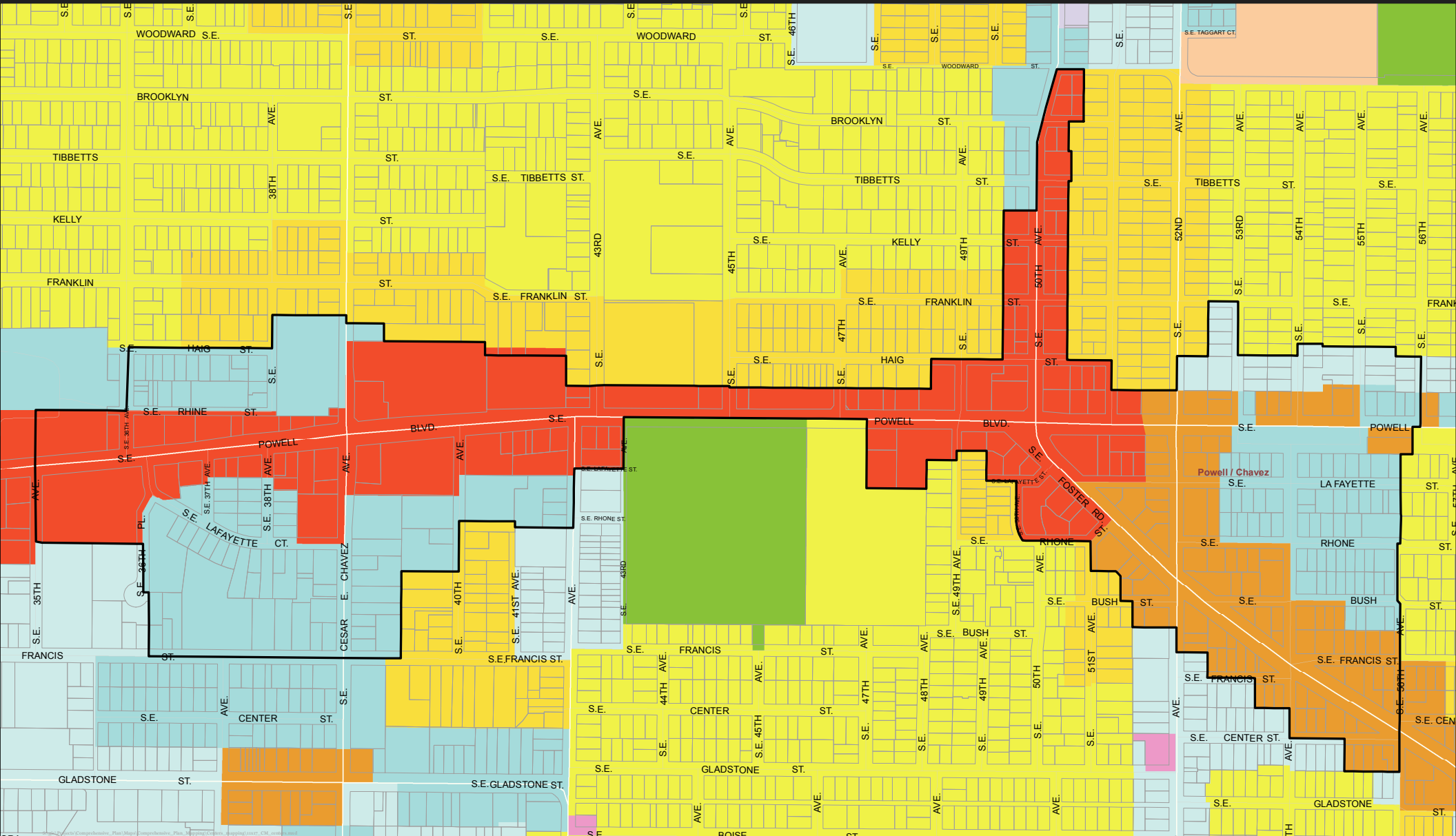


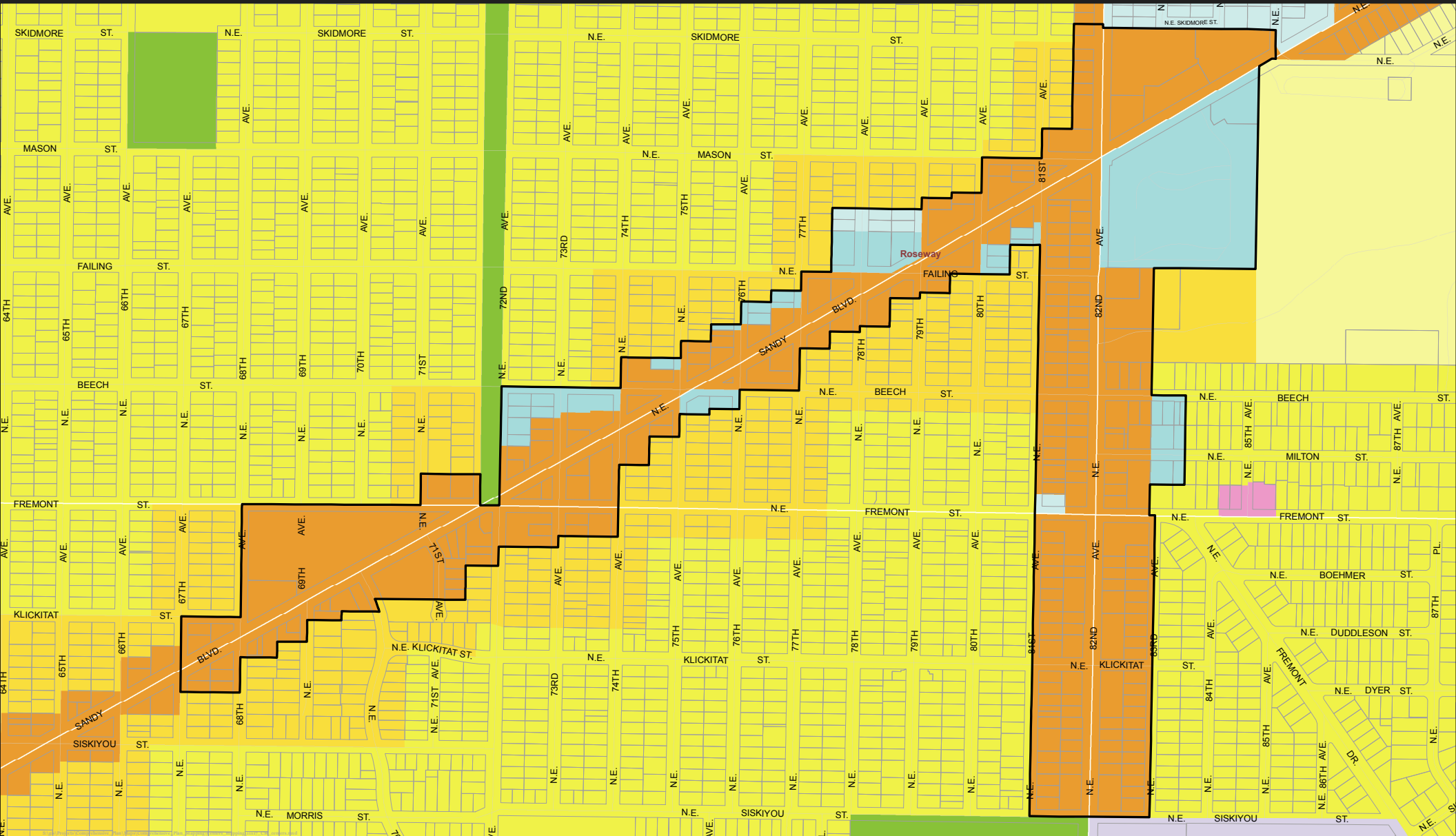


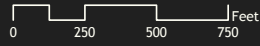
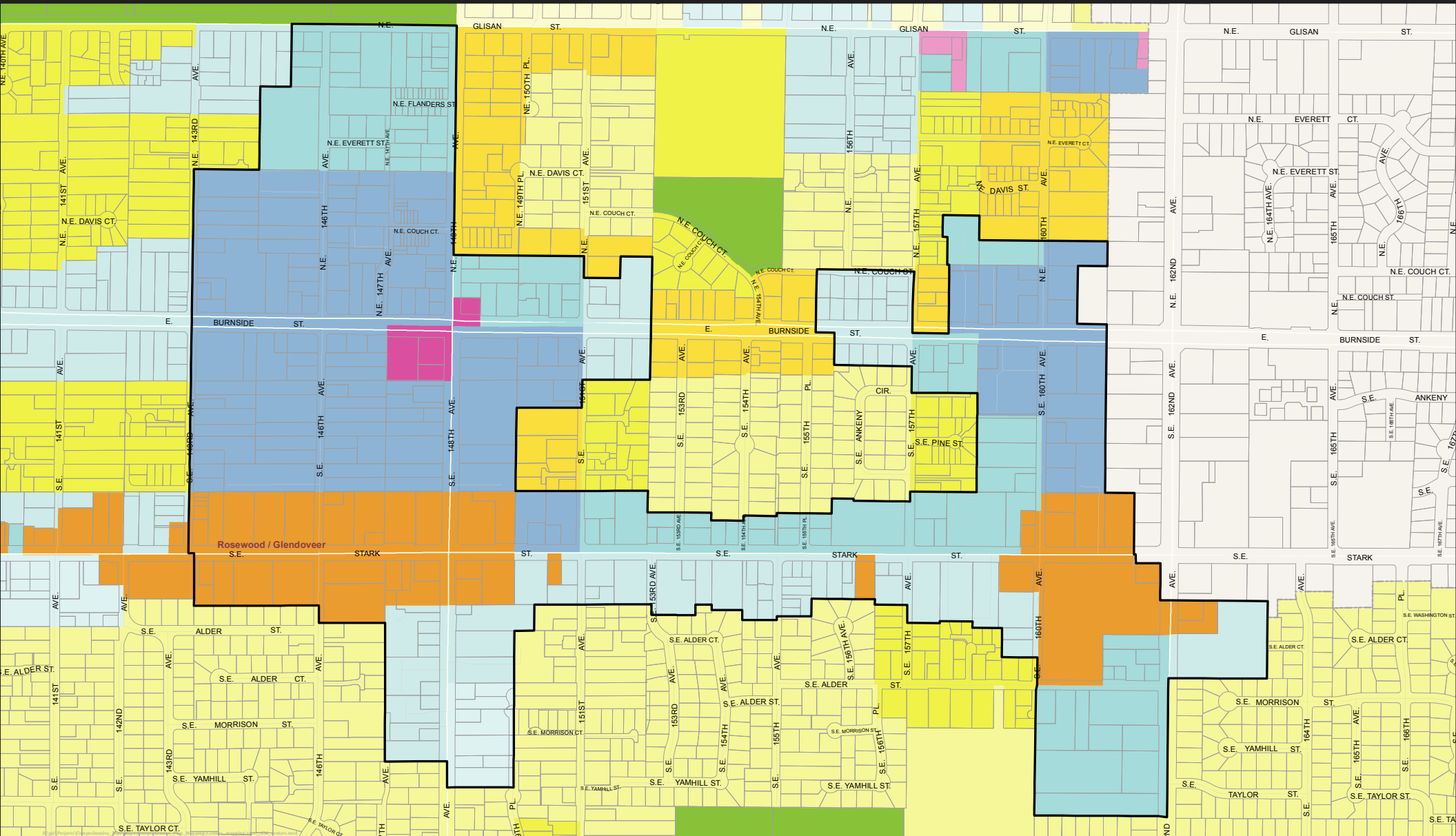






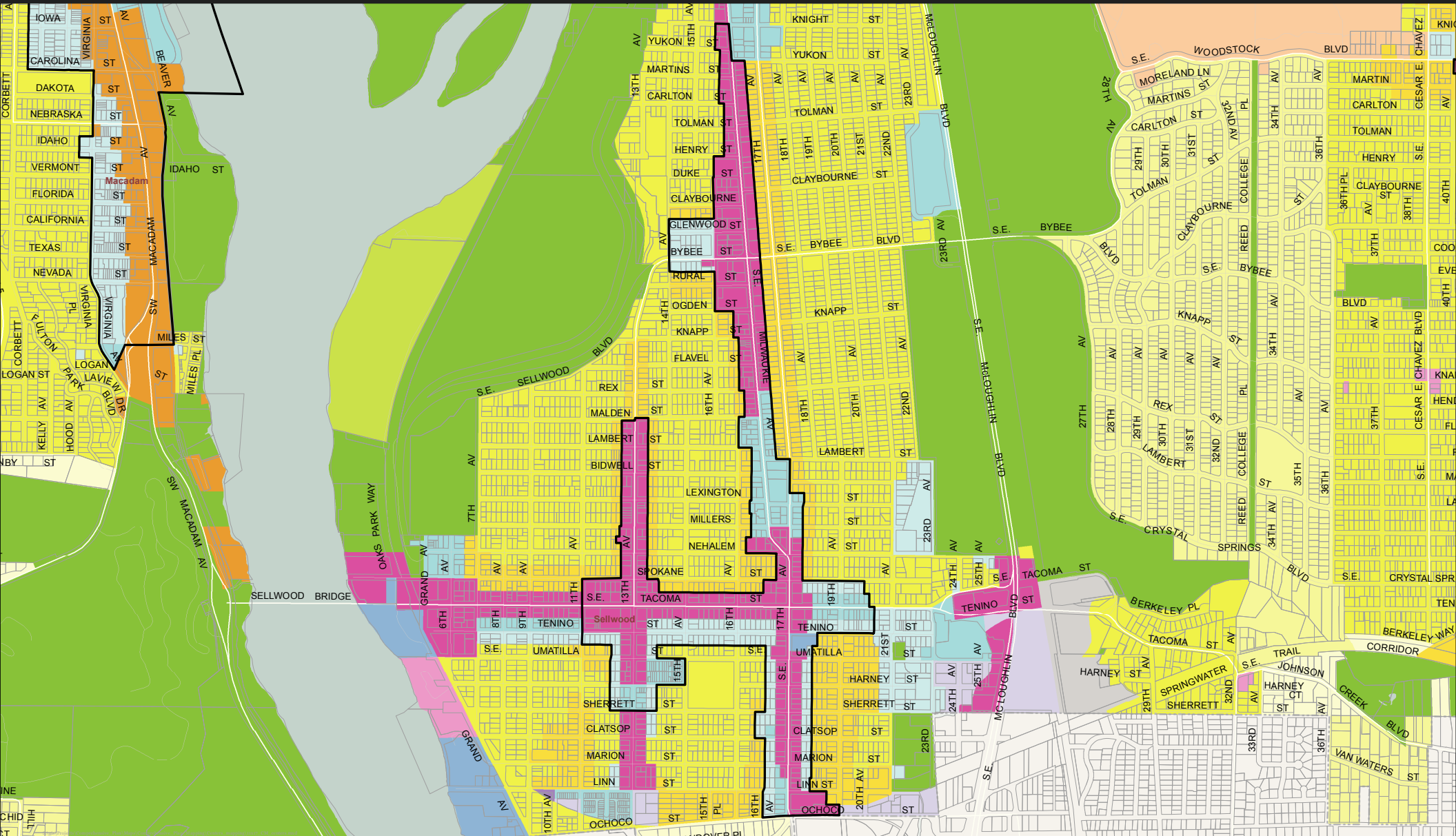


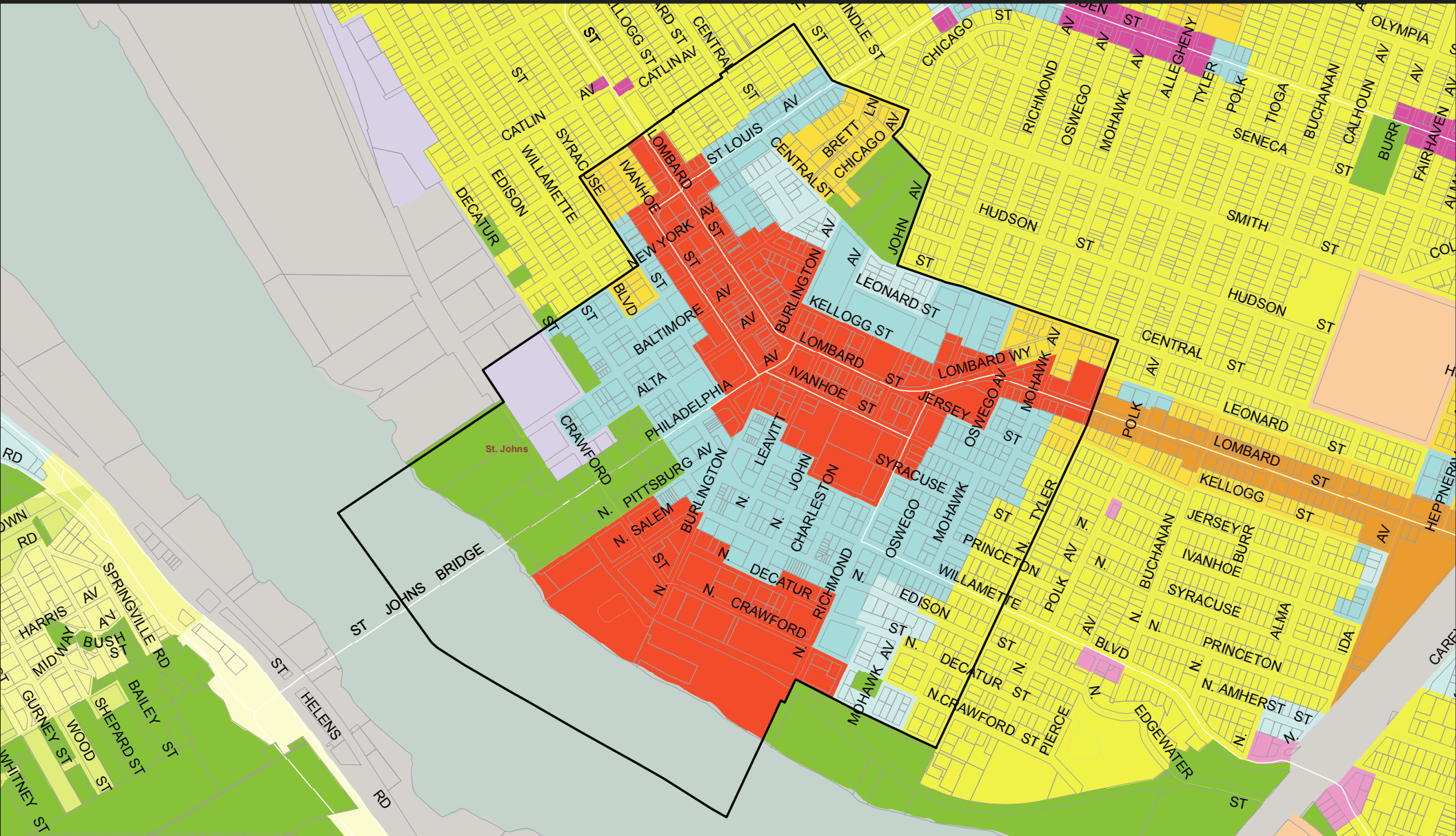


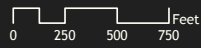
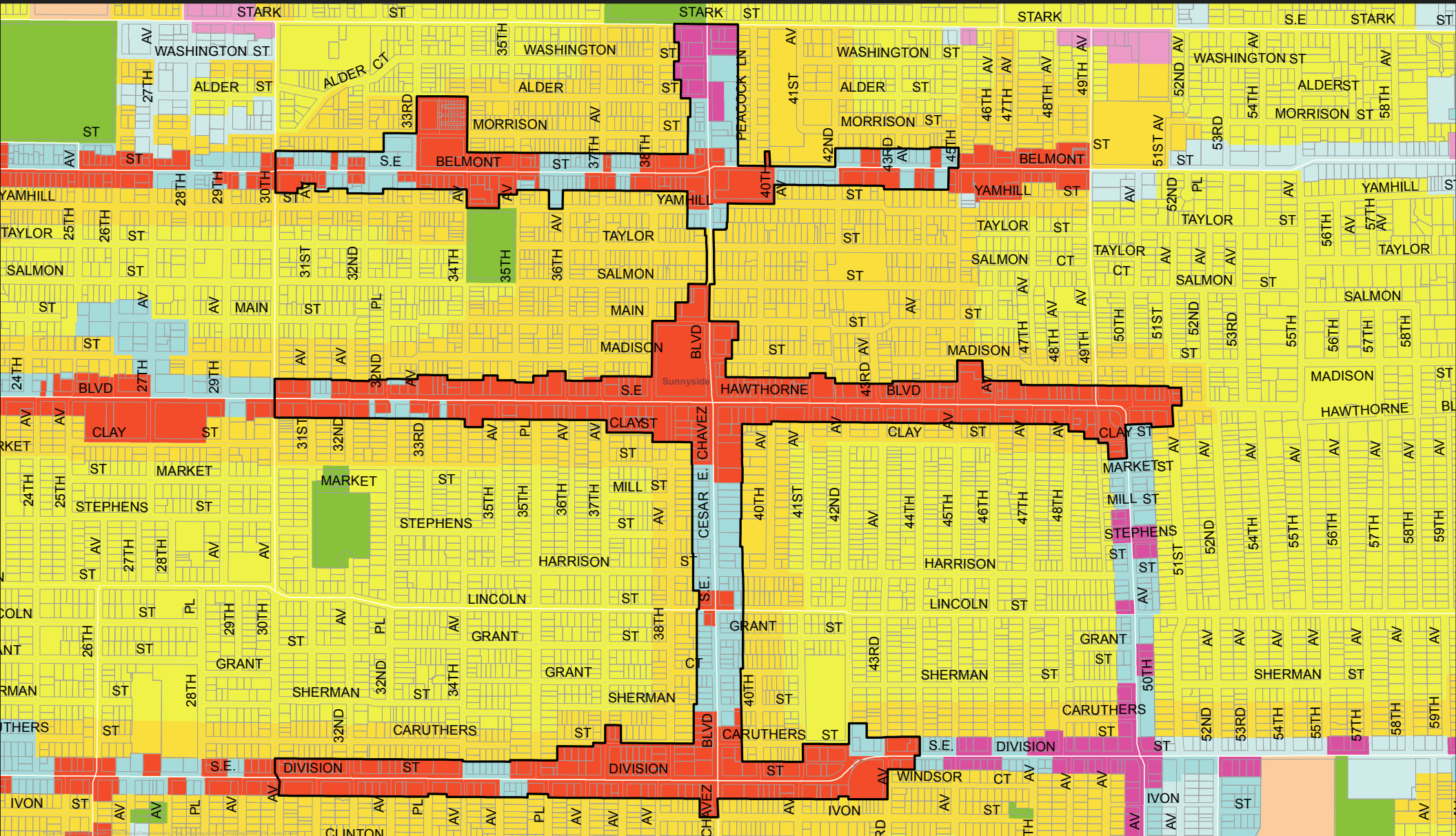


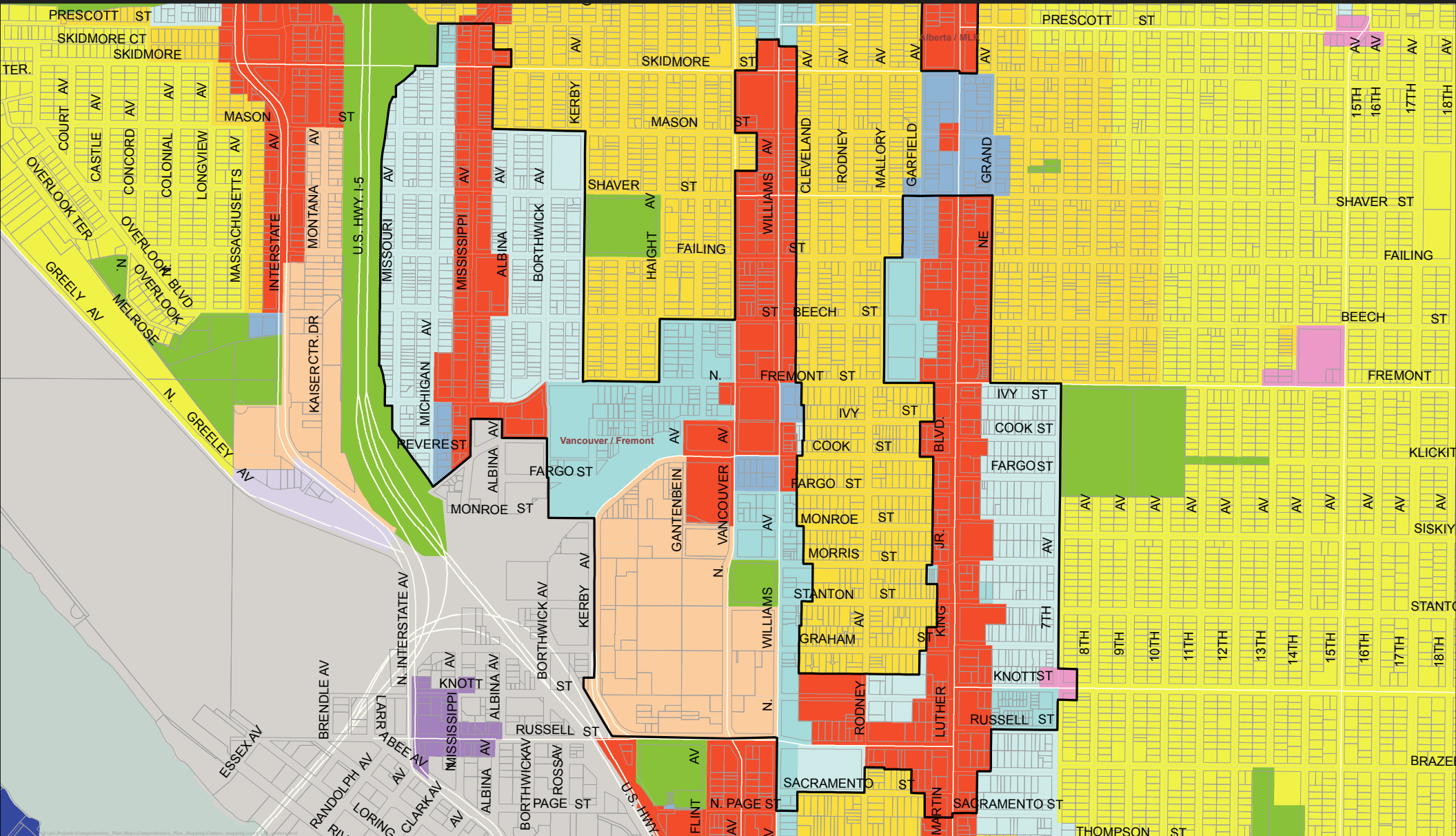


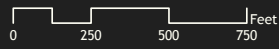
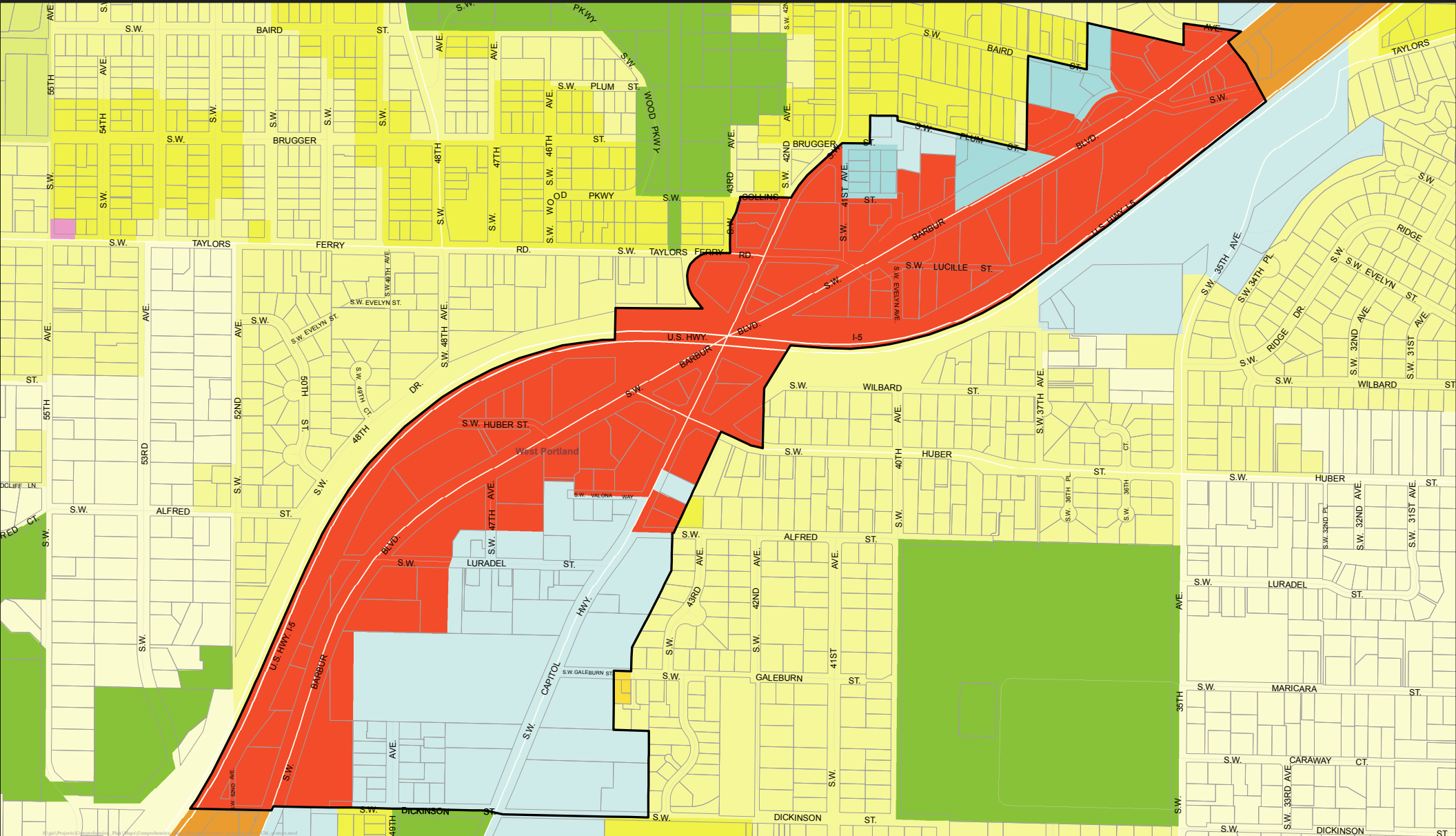


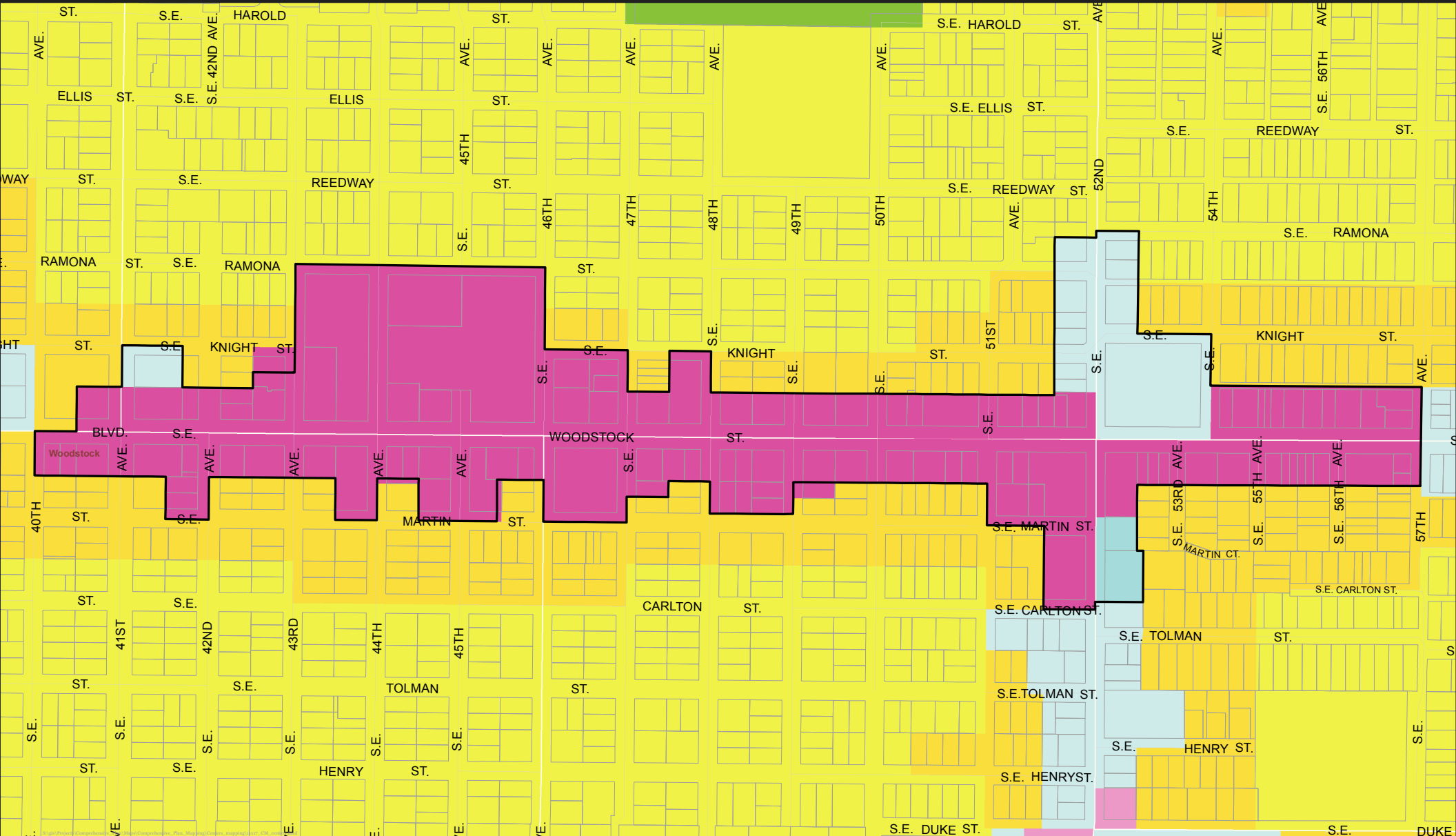




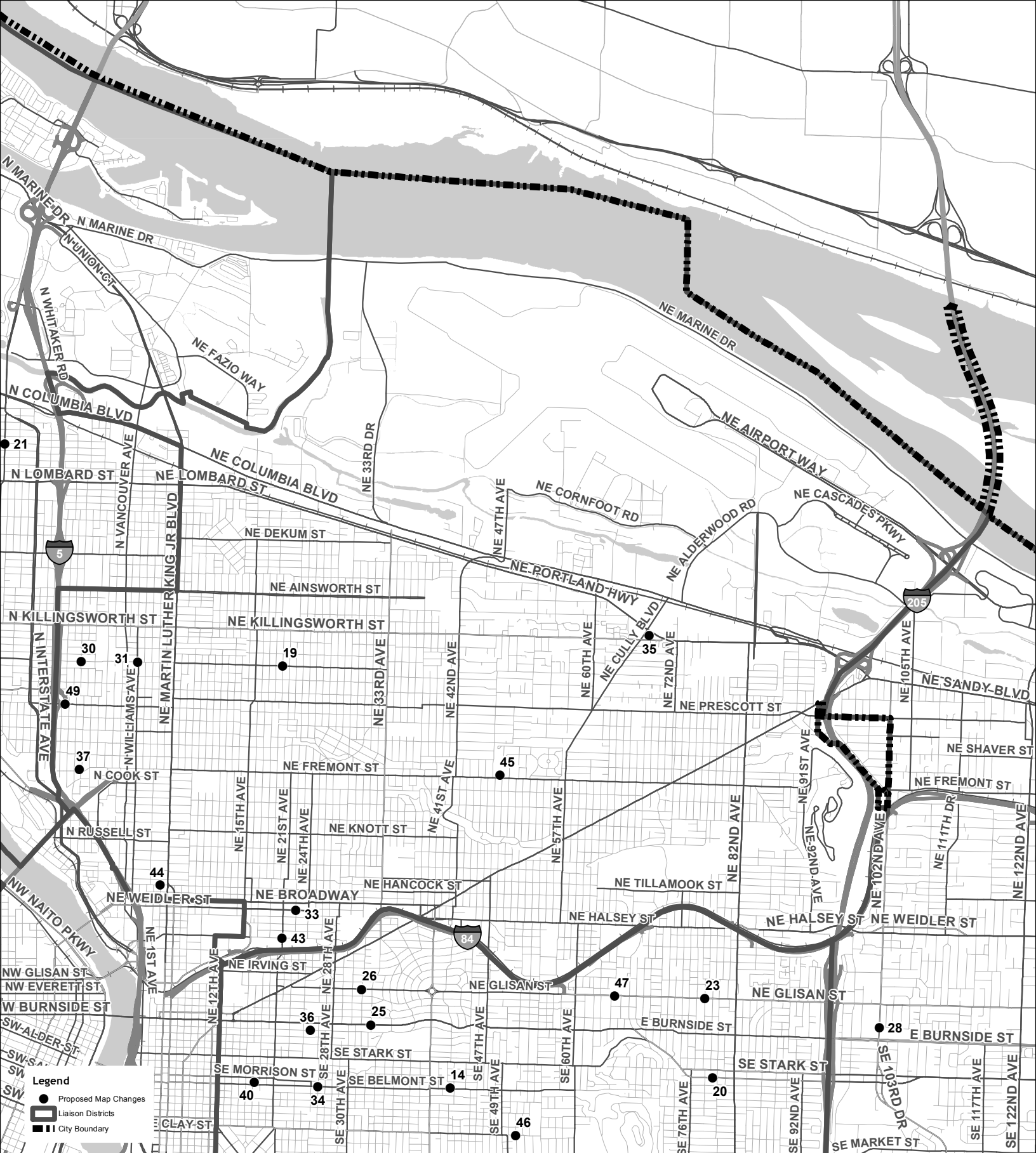








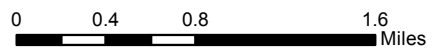




# Recommended Center and Corridor Comprehensive Plan Map Changes

## Northeast Liaison District

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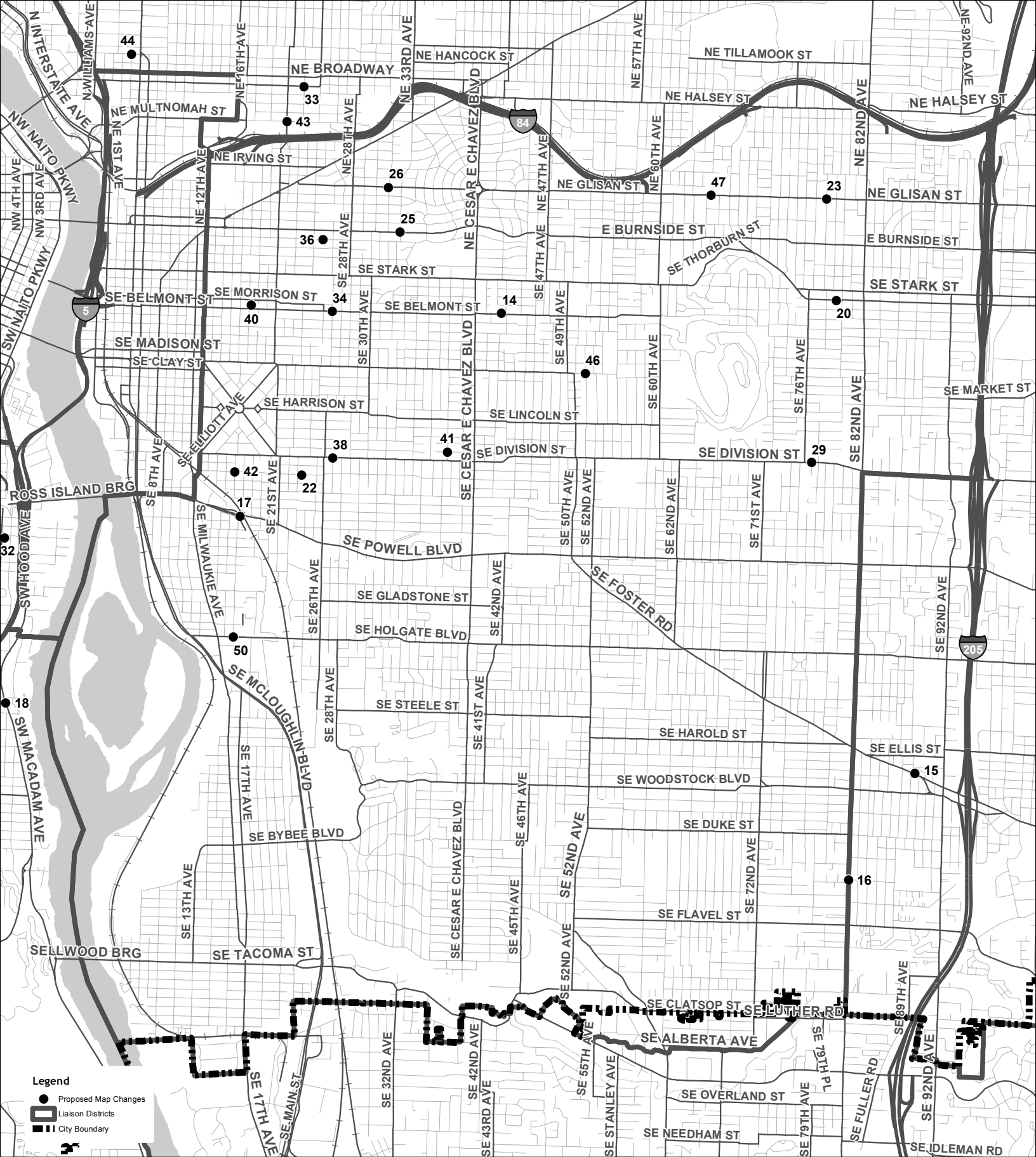
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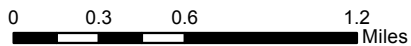


- Legend**
- Proposed Map Changes
  - Liaison Districts
  - City Boundary

# Recommended Center and Corridor Comprehensive Plan Map Changes

Southeast Liaison District

City of Portland, Oregon ||  
Bureau of Planning and Sustainability ||  
Geographic Information Systems

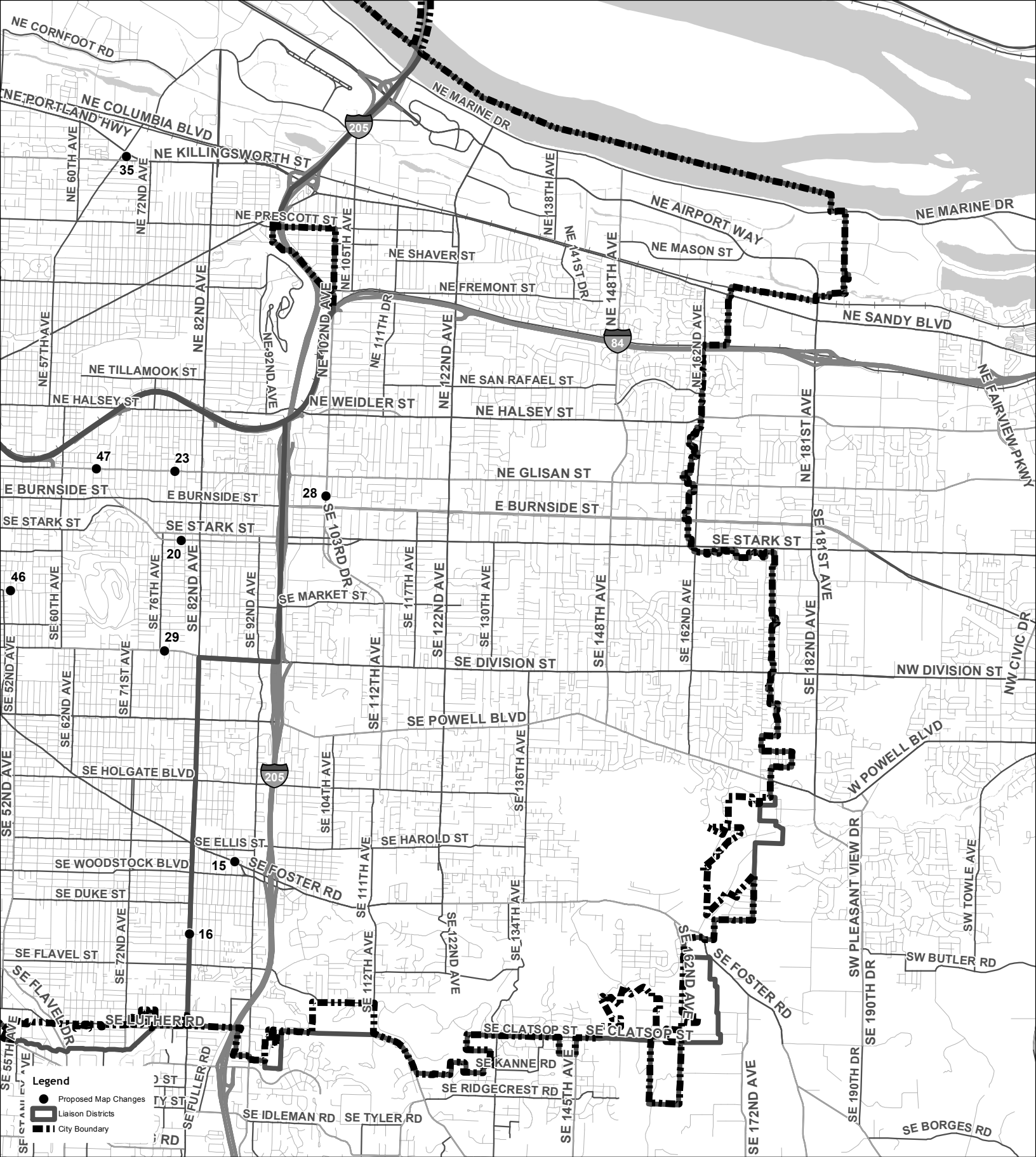


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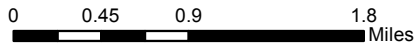
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# Recommended Center and Corridor Comprehensive Plan Map Changes

## East Liaison District

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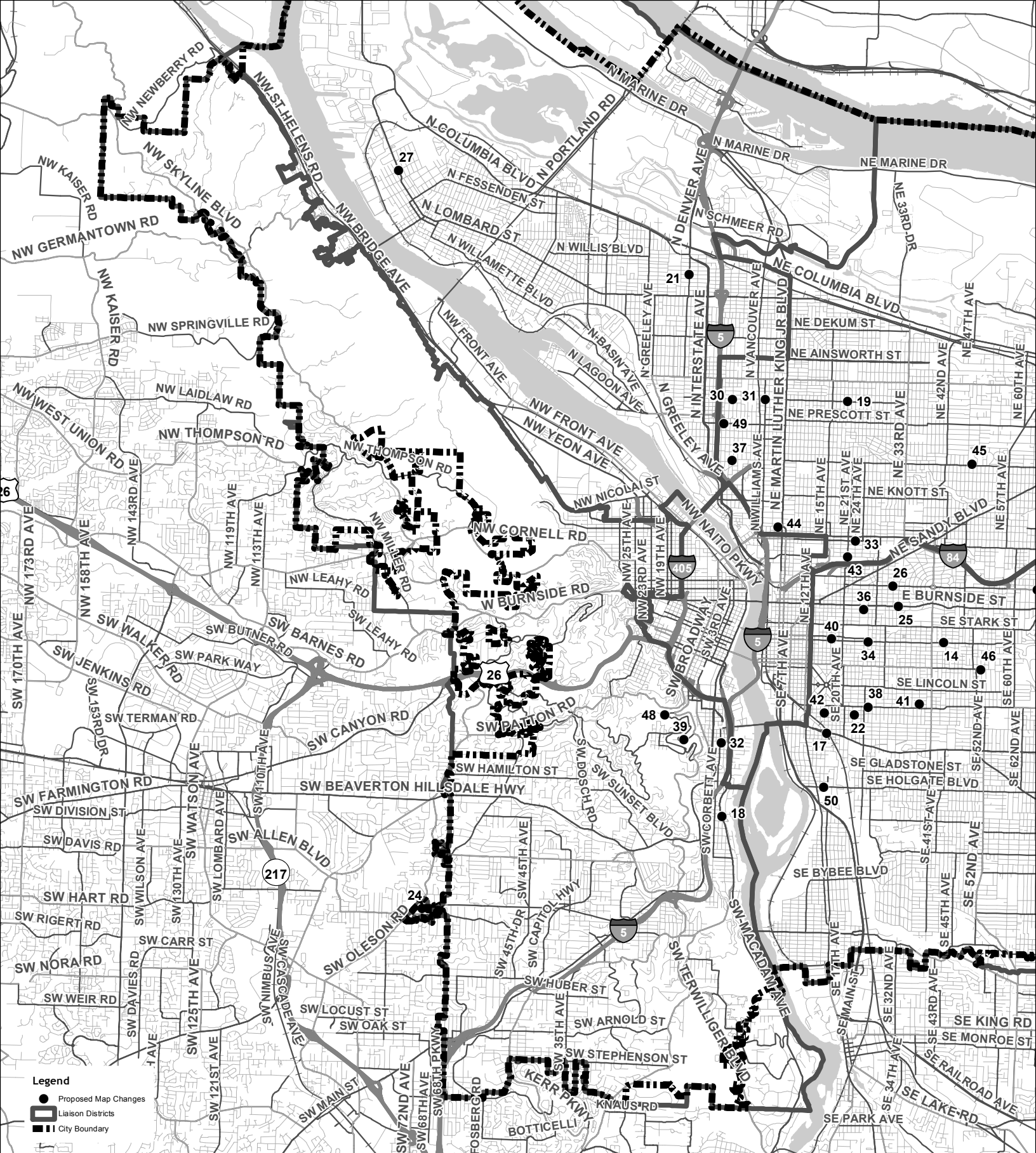


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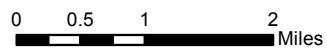


- Legend**
- Proposed Map Changes
  - Liaison Districts
  - City Boundary

# Recommended Center and Corridor Comprehensive Plan Map Changes

## West Liaison District

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# Mixed Use Zones Project

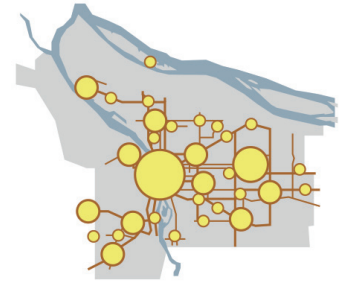
## Preliminary Zoning Concept – DRAFT



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.



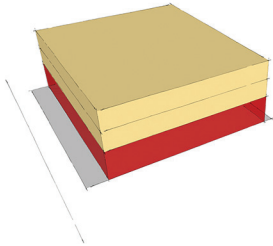
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## A Conceptual Framework for Commercial Mixed Use Zones

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.

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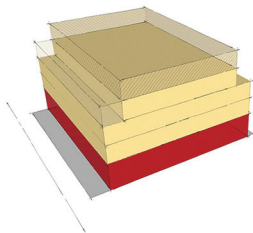
### Commercial Mixed-Use 1 (CM1)



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.

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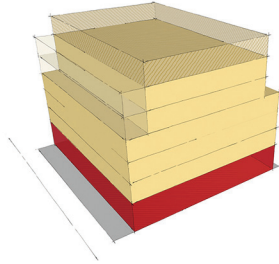
### Commercial Mixed-Use 2 (CM2)



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.

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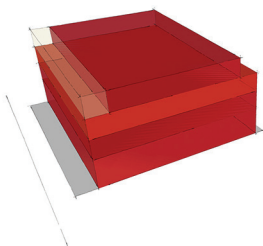
### Commercial Mixed-Use 3 (CM3)



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.

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### 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.

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### 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
<b>Scale</b>	<b>Small</b> (relates to CN1/2 and CO1 zones)	<b>Medium</b> (relates to CS, CM, CO2 and CG zones)	<b>Large</b> (relates to EX and CX zones)	<b>Medium</b> (relates to CG zone)
<b>Commercial uses</b>	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
<b>Residential uses</b>	Allow	Allow	Allow	Limit
<b>Industrial uses</b>	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
<b>Institutional uses</b>	Allow	Allow	Allow	Allow
<b>Other uses</b>	Limited	Limited	Limited	Limited
<b>Max height (feet)*</b>	35	35-45 to 55	45-65 to 75	45
<b>Max height (stories)</b>	3	3/4 to 5	4/6 to 7	4
<b>Additional height (feet) for active ground-floor use</b>	3	3	3	3
<b>Height step-back from street; step-down to RF-R2.5 Zone</b>	TBD	TBD	TBD	N/A
<b>FAR**</b>	1:1 to 2.5:1	2:1 to 3.5:1	3:1 to 4.5:1	2:1 to 3:1
<b>Maximum building coverage (inner/East/West)</b>	TBD	TBD	TBD	TBD
<b>Required landscaping (inner/East/West)</b>	TBD	TBD	TBD	TBD

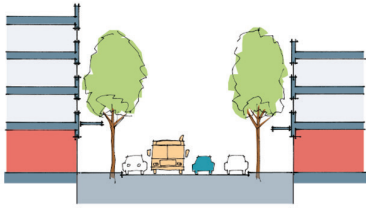
\* Height for testing and modeling. A range indicates a base allowed height at street edge depending on street right-of-way width (e.g. 60'/80'), and a maximum overall height achievable through bonuses.

\*\* 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

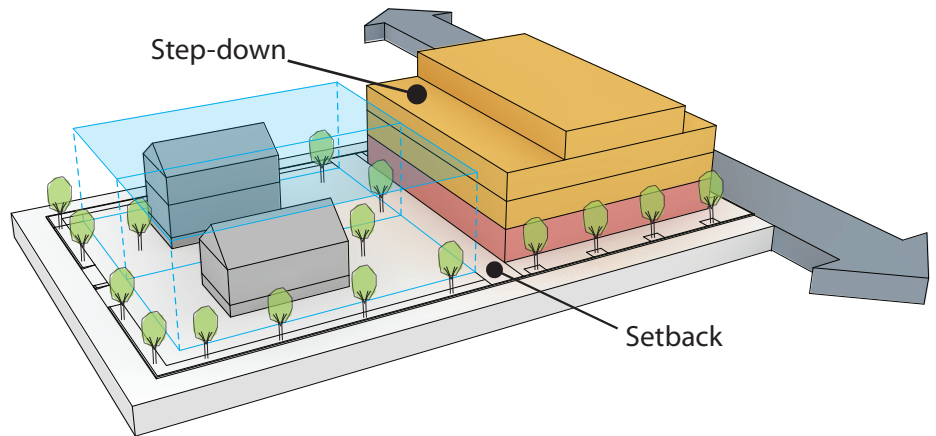


1. Relate building height to street scale



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



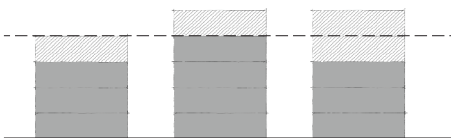
10. Outdoor space

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.

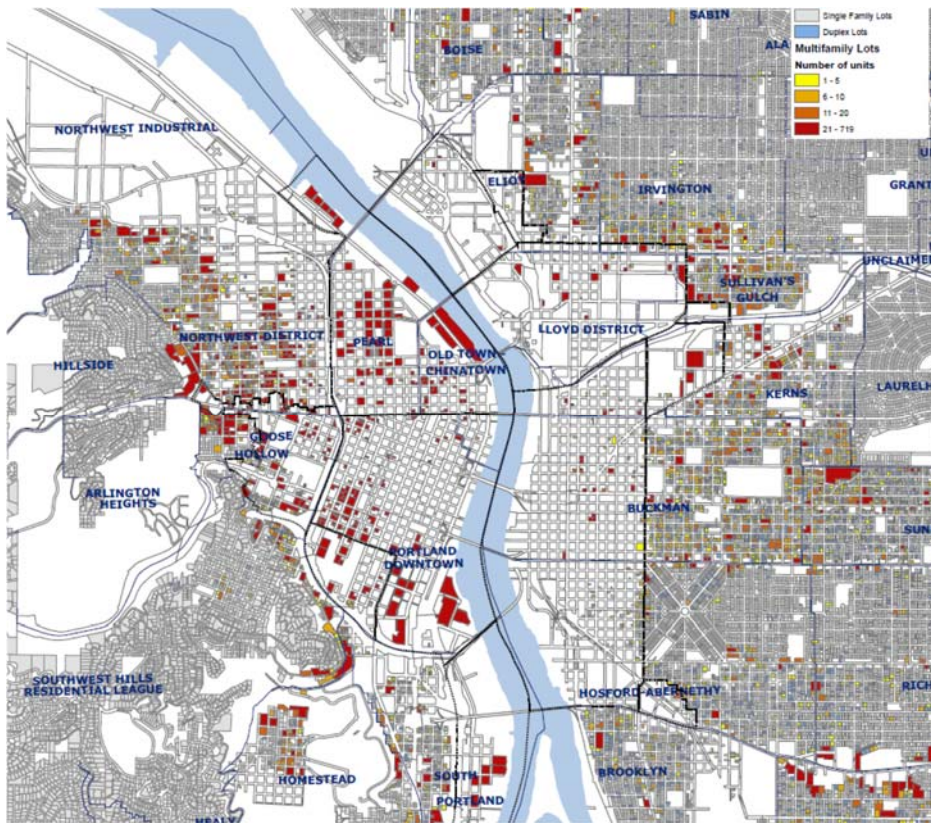
	Small-size Zones				Medium-size Zones						Large-size Zones		
	Existing Zones			Concept Zone	Existing Zones				Concept Zone	Existing Zones		Concept Zone	
	CN1	CN2	CO1	CM1	CO2	CM	CS	CG	CM2	CE	EX	CX	CM3
<b>Commercial</b>													
<b>Retail sales and service</b>	L	Y	N	L	L	L	Y	Y	Y	Y	Y	Y	Y
<b>Office</b>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

## Attachment F. "Inner Ring" Policy Addendum

Staff have recommended changes to the Urban design Framework and corresponding policies, related to the inner-most neighborhoods surrounding the Central City. A working title for this area is the "Inner Ring Districts". The intent is to provide policies for the Inner Ring Districts that acknowledge the substantial differences between these areas and other locations identified as centers and corridors, as well as to provide a clearer policy rationale for the Comp Plan Map designation of inner corridors as "Mixed Use - Urban Center".

In contrast to most centers, which typically feature contiguous areas of commercial/mixed-use zoning surrounded by lower-density residential areas, the Inner Ring Districts include multiple mixed-use corridors in close proximity, often with a diversity of housing types in surrounding residential areas. These districts often share a history of developing with an eclectic mix of structures in the late nineteenth century, before expansion of the streetcar lines (Elliot, Northwest, Irvington, Kerns, Buckman, South Portland, Goose Hollow).



*The distribution of multi-dwelling structures provides some context for the proposed "Inner Ring" policy.*

Revising the Inner Ring Districts policies also addresses testimony on centers in the Inner Ring Districts, including testimony from the Portland Design Commission (which related that the Williams-Vancouver corridor and other inner corridors are playing more significant roles in accommodating growth than suggested by the UDF center designations) and the Richmond Neighborhood Association (which related that the Belmont-Hawthorne-Division area does not fit into the conventional Town Center model of mixed-use districts served by high-capacity transit).

The following provides a summary of potential policy direction for the Inner Ring Districts to support discussion of the topic.

#### Considerations/Background:

- Inner Ring Districts are high opportunity areas
- Districts include multiple commercial corridors
- Active transportation opportunities (commercial services within ¼-mile walk of most people, 3-mile easy biking distance of Central City)
- Frequent transit service - especially at bridgeheads and other portals into the Central City.
- Possibilities for reduced VMT due to proximity to Central City and to local services
- Strong demand for housing, growth pressures
- High concentration of historic resources and districts (Lair Hill, Alphabet, Irvington, Ladd's Addition, etc.)
- Diversity of existing housing - historic homes and apartment buildings
- History of demolition in post-war era (freeway development, urban renewal, surface parking lots interrupted or created gaps in the historic urban form and street grid)

#### Inner Ring Districts: Policies Concepts (

*(locate within the Chapter 3 Centers policy section)*

1. **Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps (on surface parking lots, replacing twentieth-century auto-oriented development, etc.).
2. **Infill and Re-use.** Fill gaps in the urban fabric and make efficient use of resources through infill development on vacant and underutilized sites and through adaptive re-use of historic resources, integrating new development into these districts' historic development patterns. *This policy intent is also addressed in other policies that apply citywide.*
3. **Complete Neighborhoods.** Foster the Inner Ring Districts as complete urban neighborhoods, each with a broad range of services, housing, employment, and public gathering places.

4. **Corridors.** Guide growth in corridors to be at least up to mid-rise in scale close to the Central City.
5. **Distinct Identities.** Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors.
6. **Stable Residential Areas.** Provide a diversity of housing opportunities in historic residential areas (Lair Hill, Irvington, Ladds Addition, Buckman, Kerns, Elliot, etc.). Encourage approaches that preserve or are compatible with existing historic homes these areas. Acknowledge that these areas are historic assets and should retain historic character/forms even as Inner Ring centers and corridors grow.
7. **Active Transportation.** Enhance the role of these area's extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Expand the streetcar system to strengthen connections between the Inner Ring Districts and to the Central City.
8. **Preservation and Design.** Use historic preservation and design review tools to accommodate growth in ways that preserve historic resource and enhance the distinctive characteristics of the Inner Ring Districts. *(Is a policy on "tools" appropriate?)*