



Mixed Use Zones Project

Proposed Zoning Code and Zoning Map Amendments

Planning and Sustainability Commission

March 22, 2016

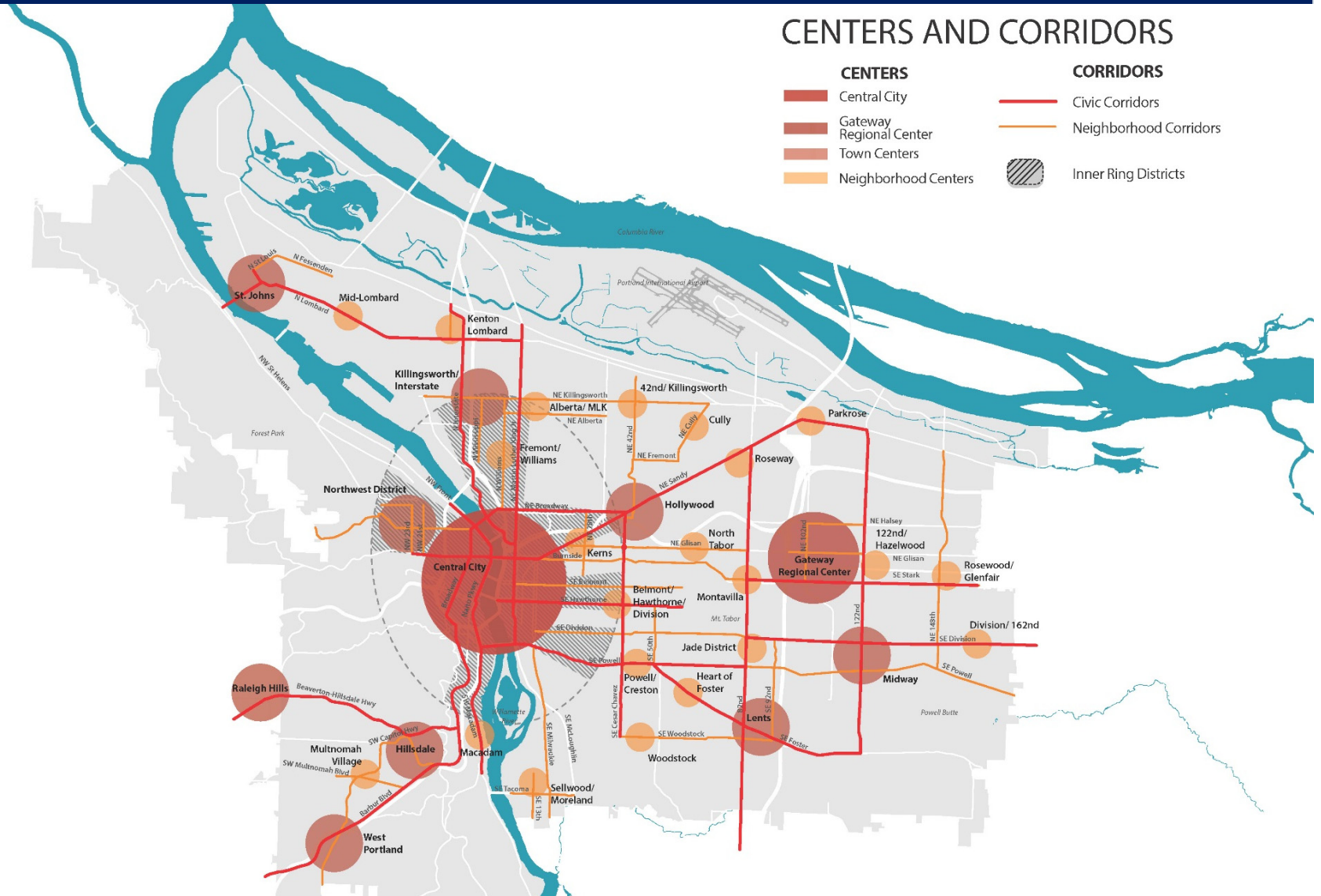


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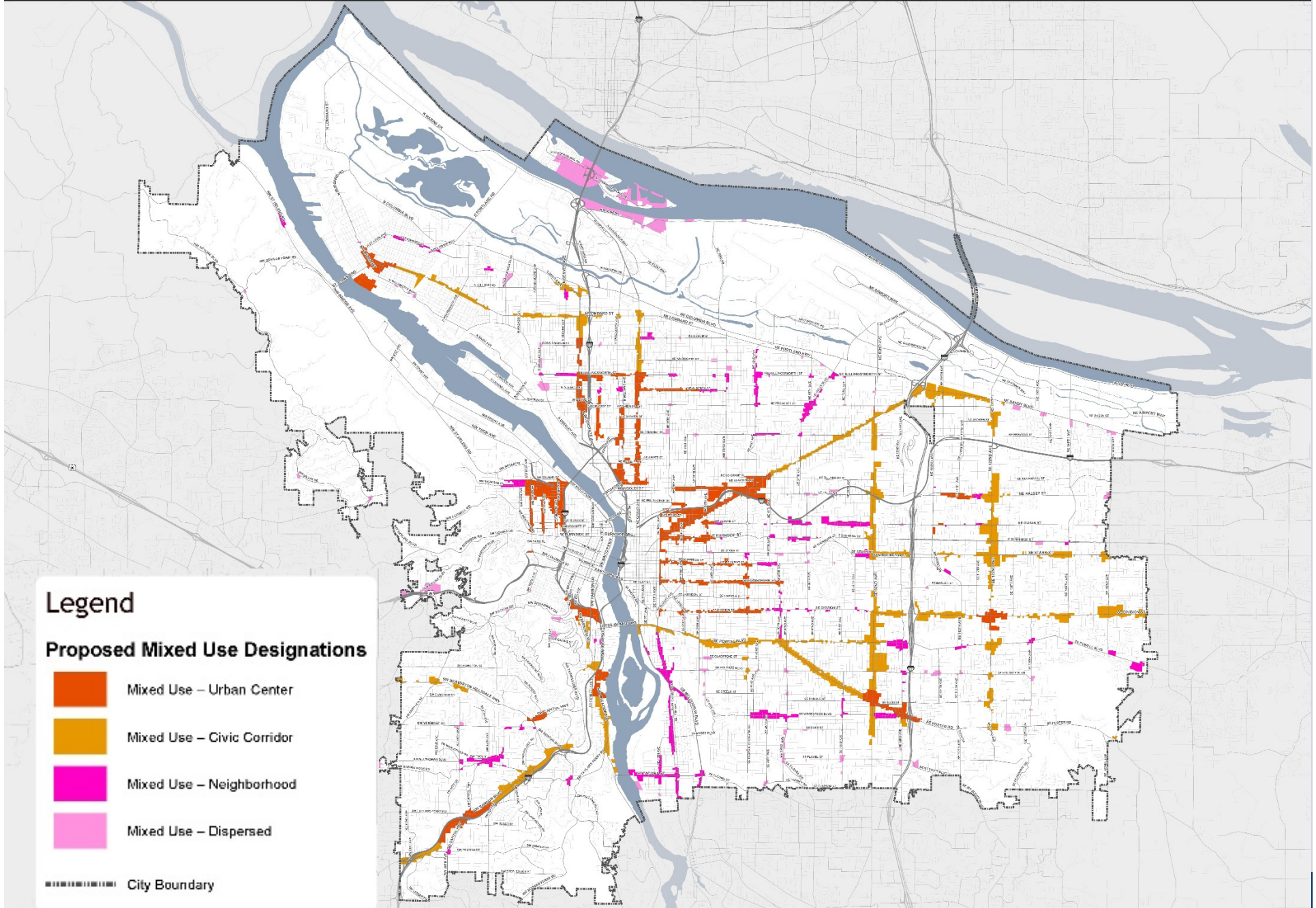


Mixed Use Zones Project

Implementation of Comprehensive Plan Centers & Corridors Policies




Draft Recommended Plan Map - Mixed Use Designations



Legend

Proposed Mixed Use Designations

-  Mixed Use – Urban Center
-  Mixed Use – Civic Corridor
-  Mixed Use – Neighborhood
-  Mixed Use – Dispersed

 City Boundary

Comp Plan/Zone Relationships

Comp Plan Designation	Corresponding Implementing Zones	Non-Corresponding Allowed Zones
Mixed-Use Dispersed	CM1	CE, R2, R3, R2.5, R5, R7, OS
Mixed-Use Neighborhood	CM1, CM2, CE	R2, R3, R2.5, R5, OS
Mixed-Use Civic Corridor	CM1, CM2, CM3, CE	R1, R2, R3, R2.5, R5, OS
Mixed-Use Urban Center	CM1, CM2, CM3	CX, CE, EX, EG1, IG1 RH, R1, R2, R2.5, OS

Mixed Use Zones Objectives

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



Public Process Highlights

- **Formed Project Advisory Committee – Winter 2014**
- **Formed Technical Advisory Group – Winter 2014**
- **Neighborhood Walks (7) – Spring 2014**
- **Architect, Developer, Housing, Business Roundtables – Summer 2014**
- **Preliminary Concept Workshops – Fall 2014**
- **Revised Concept Info Sessions – Winter 2015**
- **Resident and Shopper Surveys – Spring 2015**
- **Discussion Draft Meetings – Fall 2015**

Summary of Mixed Use Zones Project Elements

Creates new Framework of Mixed Use Zones

- CM1, CM2, CM3, CE zones
- New Zoning Map

Re-write of Commercial Mixed Use Base Zone: 33.130

- New FAR Structure with Bonuses
- New Development and Design standards

Applies new Centers Main Street Overlay Zone: 33.415

- Creates active uses; pedestrian emphasis

Expands area of Design Overlay Zone: 33.420

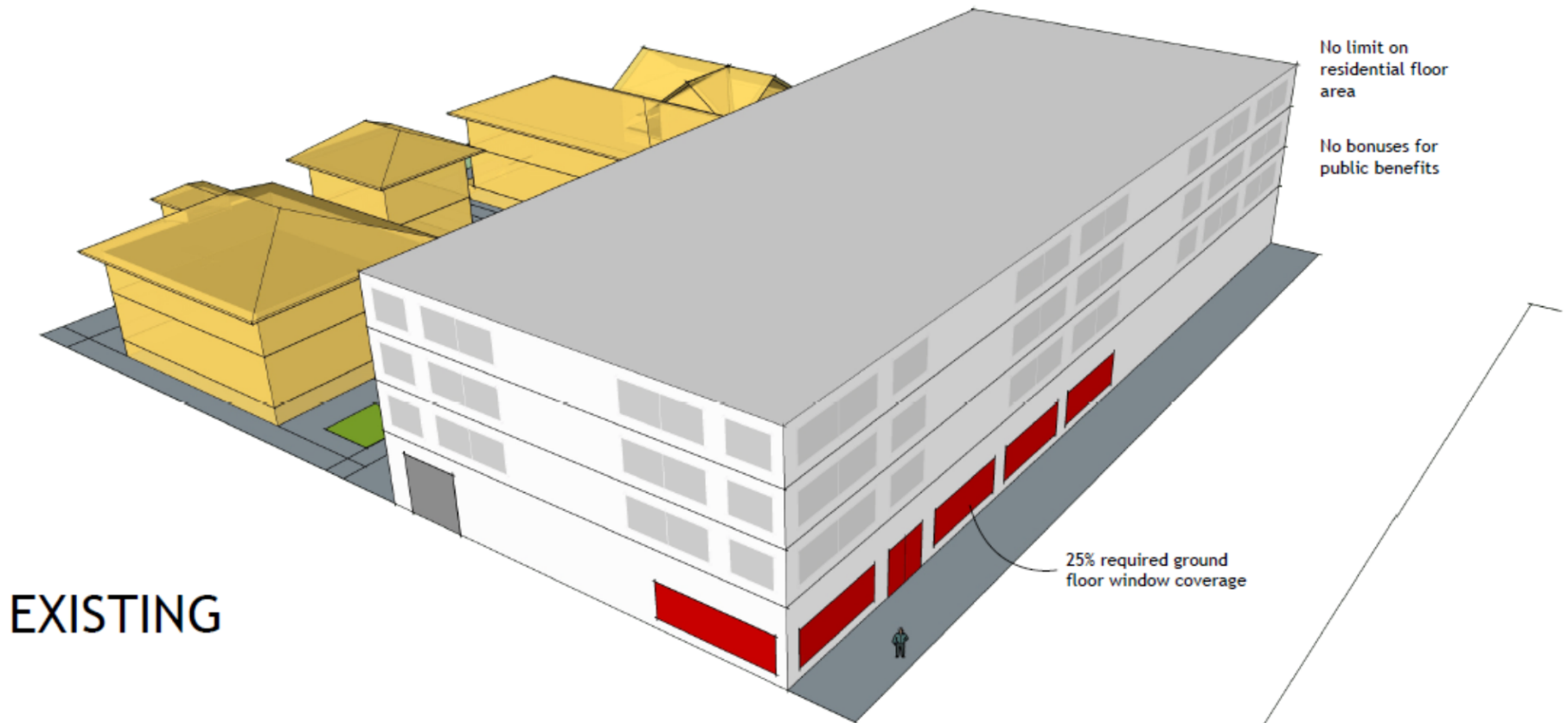
- Applied in all “Mixed Use-Urban Center” areas

New Transportation Requirements: 33.266 and 33.852

- TDM applies to development with more than 10 units
- Parking exemption for small lots; new residential maximums

Summary of Mixed Use Zones Project

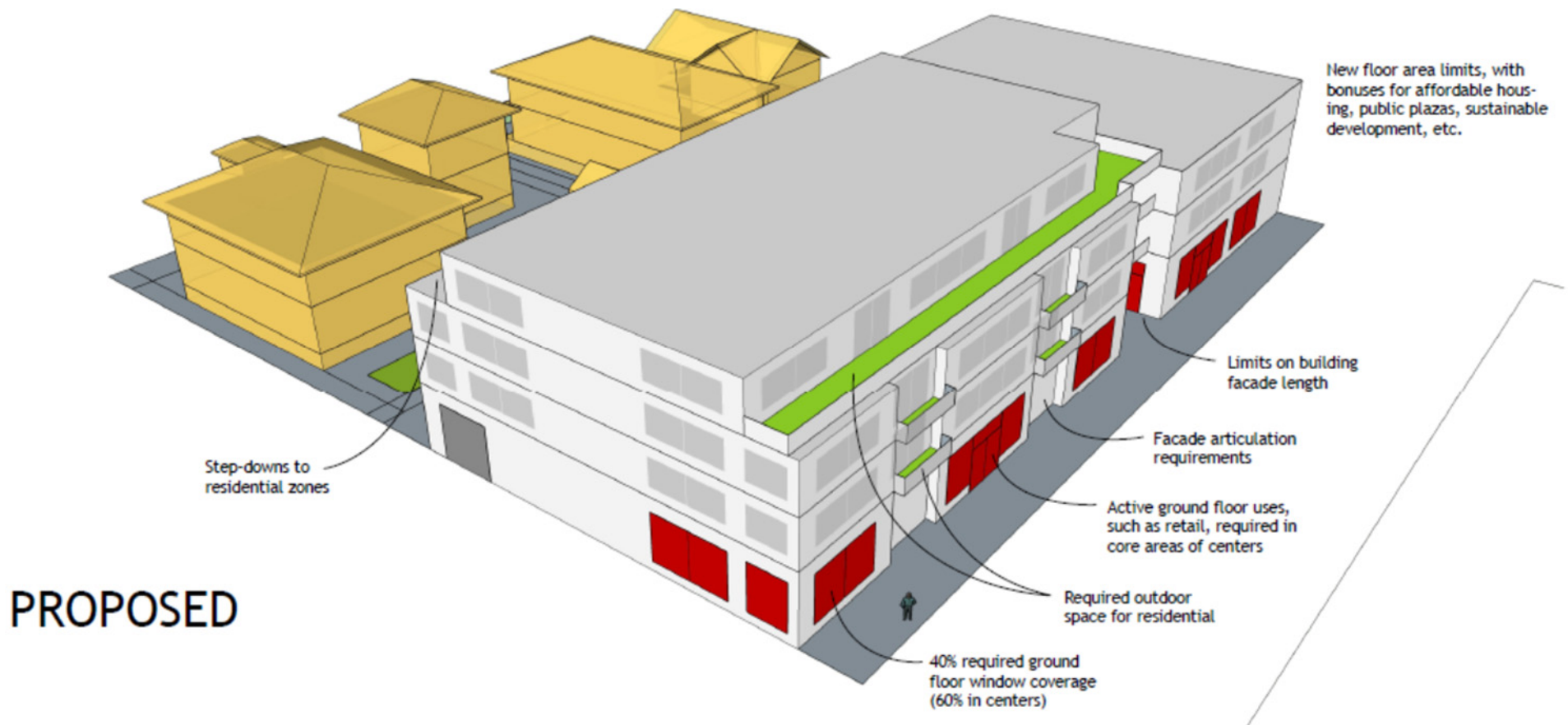
Changes to Development Standards



- No limits on residential floor area, few design standards
- No bonuses for public benefits

Summary of Mixed Use Zones Project

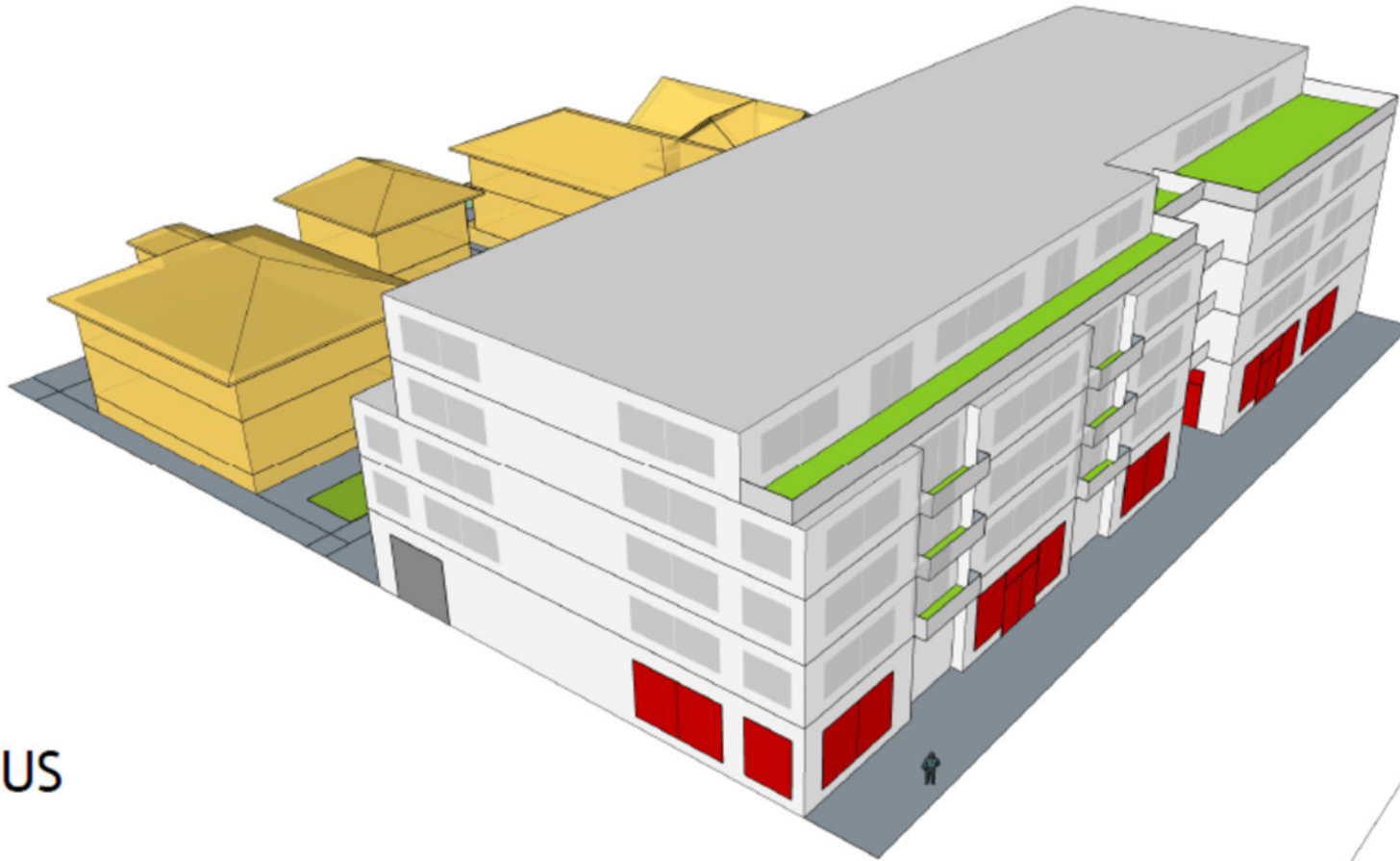
Changes to Development Standards



- New floor area limits
- New design-related standards, residential outdoor space requirements

Summary of Mixed Use Zones Project

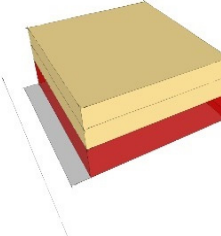
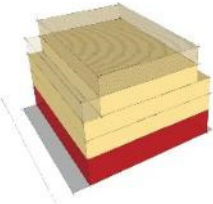
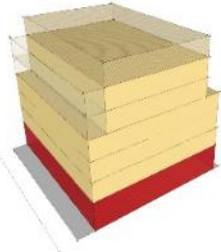
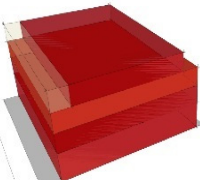


Changes to Development Standards



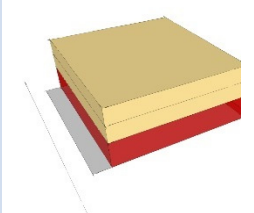
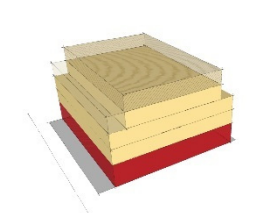
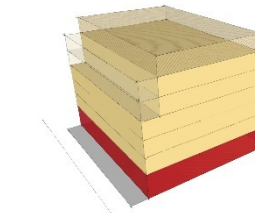
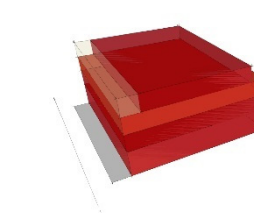
BONUS

- Bonuses for affordable housing and affordable commercial space
- Additional bonus height linked to design review overlay

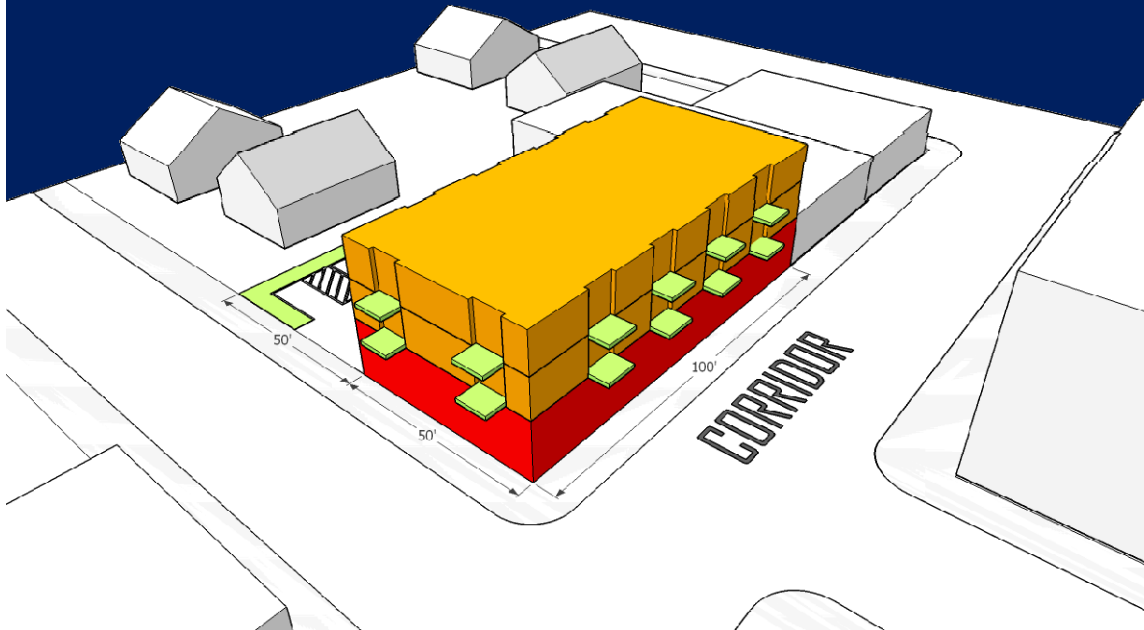
New Zones

	Commercial Mixed Use 1 (CM1)	Commercial Mixed Use 2 (CM2)	Commercial Mixed Use 3 (CM3)	Commercial Employment (CE)
Preliminary Form				
Examples				
Height Limit FAR	35' (3) 1.5:1	45' (4) 2.5:1	65' (6) 3:1	45' (4) 2.5:1
Bonus Ht Limit Bonus FAR	35' (3) 2.5:1	55' (5)* 4:1 * In key locations	75' (7) 5:1	45' (4) 3:1

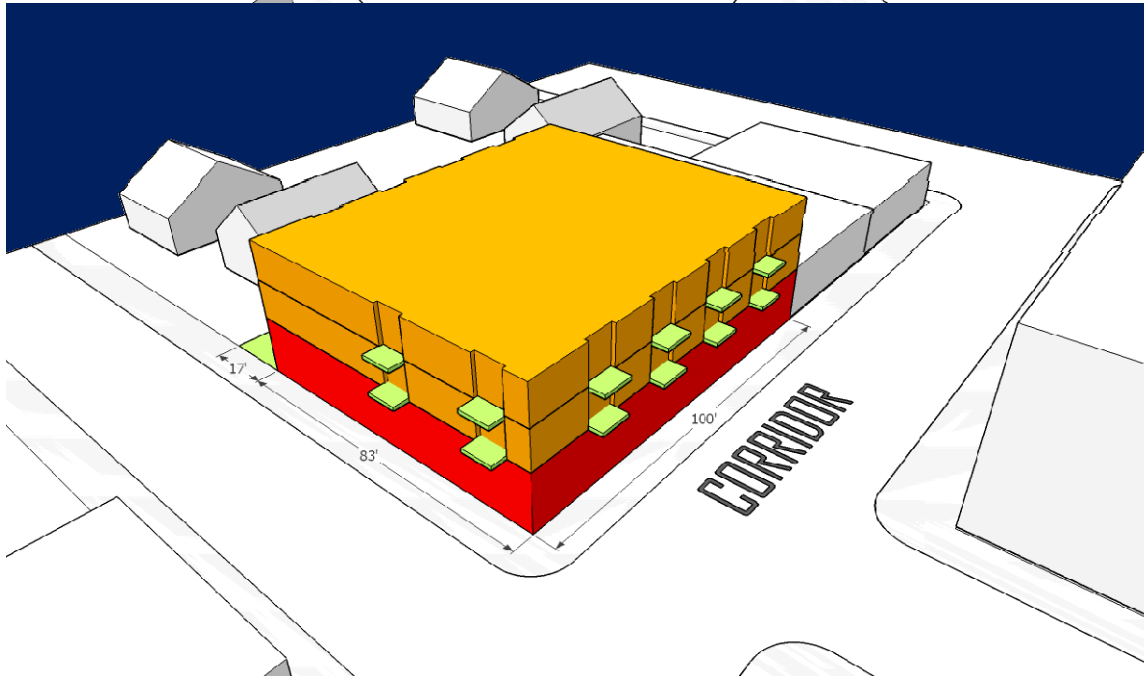
New Zones

	Commercial Mixed Use 1 (CM1)	Commercial Mixed Use 2 (CM2)	Commercial Mixed Use 3 (CM3)	Commercial Employment (CE)
Form				
Commercial Uses	Array of small retail, service and office	Broader array of retail, service, and office	Broad array of retail, service, and office	Broad array of retail, service, office, and auto-oriented with drive through
Residential Uses	Allow	Allow	Allow	Allow (no bonus)
Industrial Uses	Limit	Allow employment uses with few off-site impacts	Allow employment uses with few off-site impacts	Allow light industrial uses w/ few off-site impacts
Institutional Uses	Allow	Allow	Allow	Allow

Revised Prototype models – CM1 Zone



Maximum - No Bonus

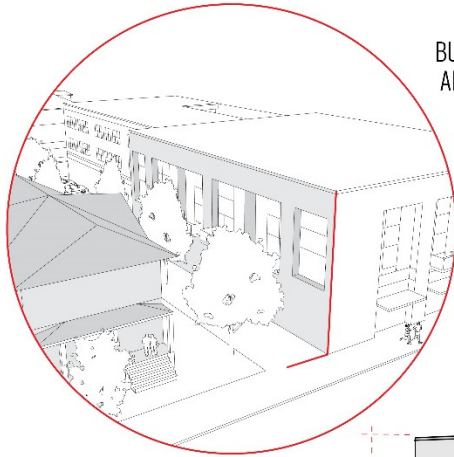


Maximum - With Bonus

Example Models – CM1 Zone

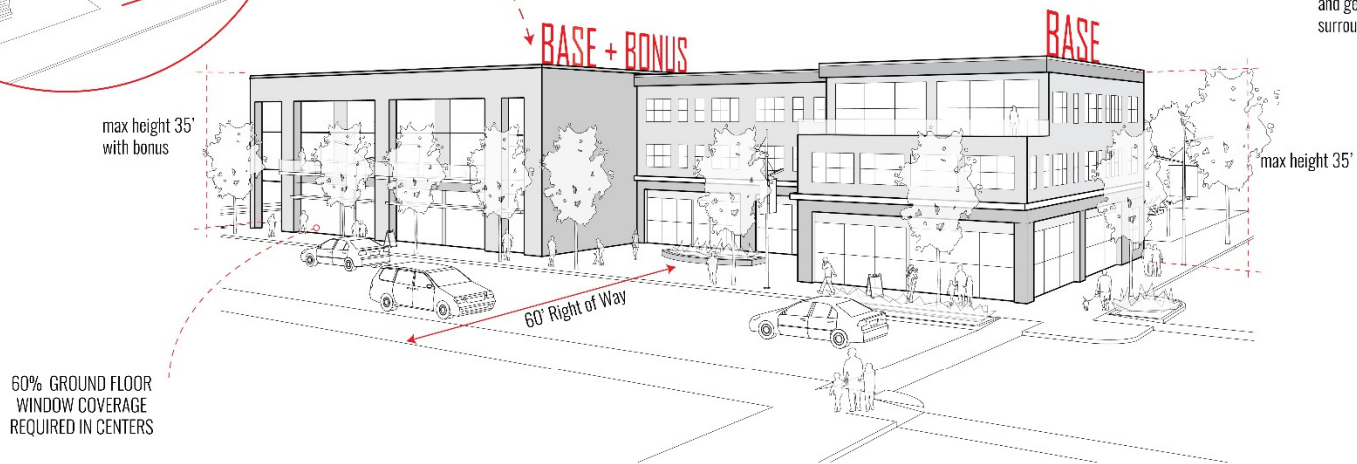
CM1

BUFFERING BETWEEN CM & ADJACENT RESIDENTIAL ZONING



PROTOTYPE FOR COMMERCIAL MIXED USE 1

This small-scale commercial mixed use zone is intended for sites in smaller mixed use nodes within lower density residential areas, as well as on neighborhood corridors, and at the edges of neighborhood centers, town centers and regional centers. This zone allows a mix of commercial and residential uses. The size of commercial uses are limited in some locations to minimize impacts on adjacent 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.



QUICK STATS

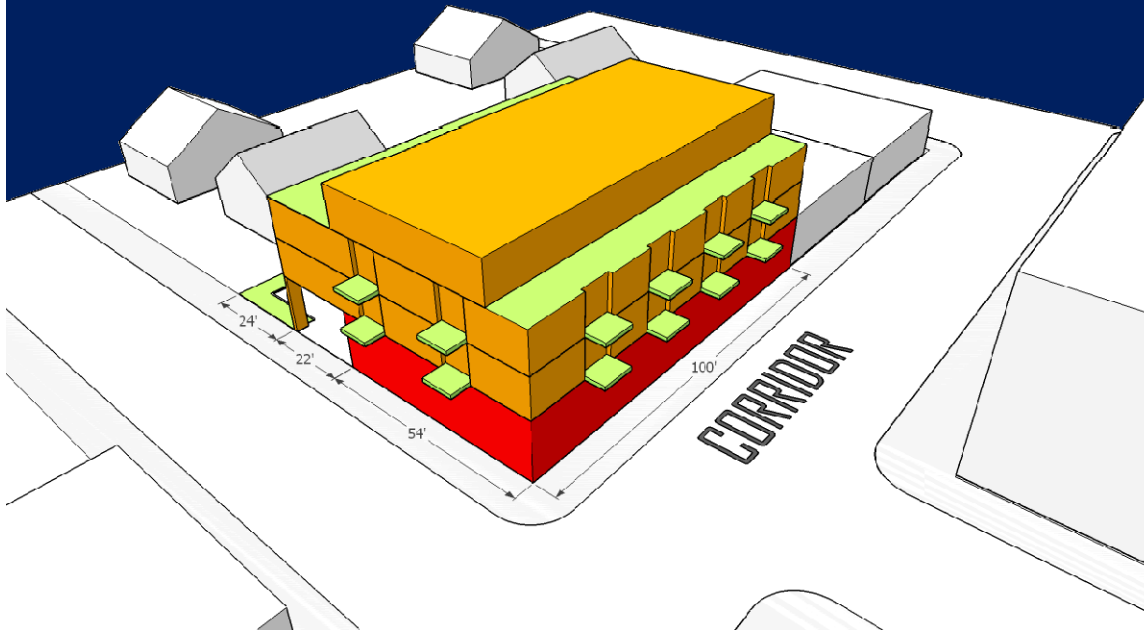
BASE:
Max FAR 1.5:1
Max Height: 35 ft

BASE + BONUS:
Max FAR 2.5:1
Max Height: 35 ft

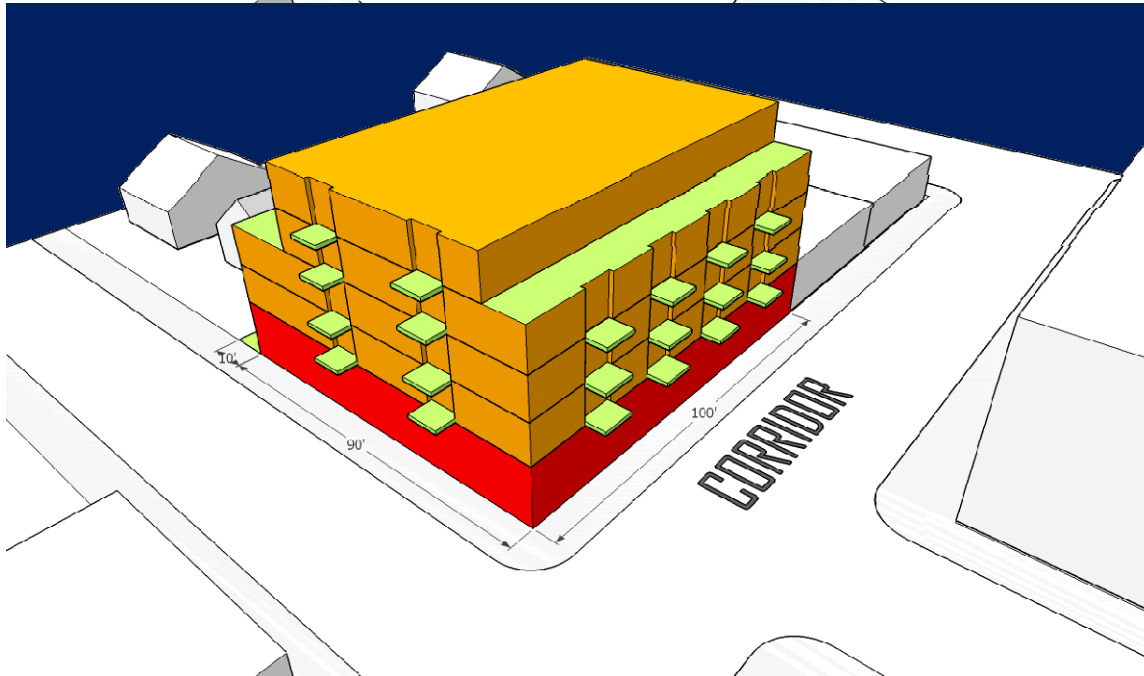
**This drawing illustrates the maximum building envelope for the base and the base plus bonus. Multiple variations of these building prototypes are allowed within the regulations.

EXAMPLE

Revised Prototype models – CM2 Zone



Maximum - No Bonus



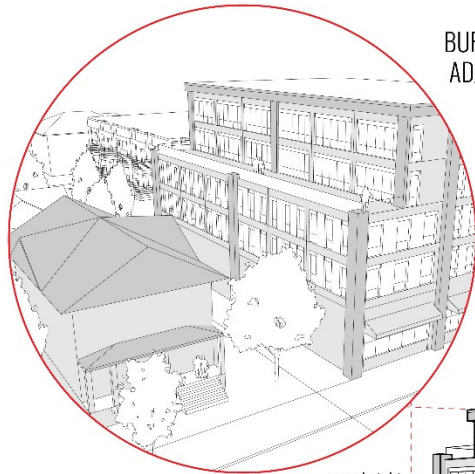
Maximum - With Bonus

Example Models – CM2 Zone

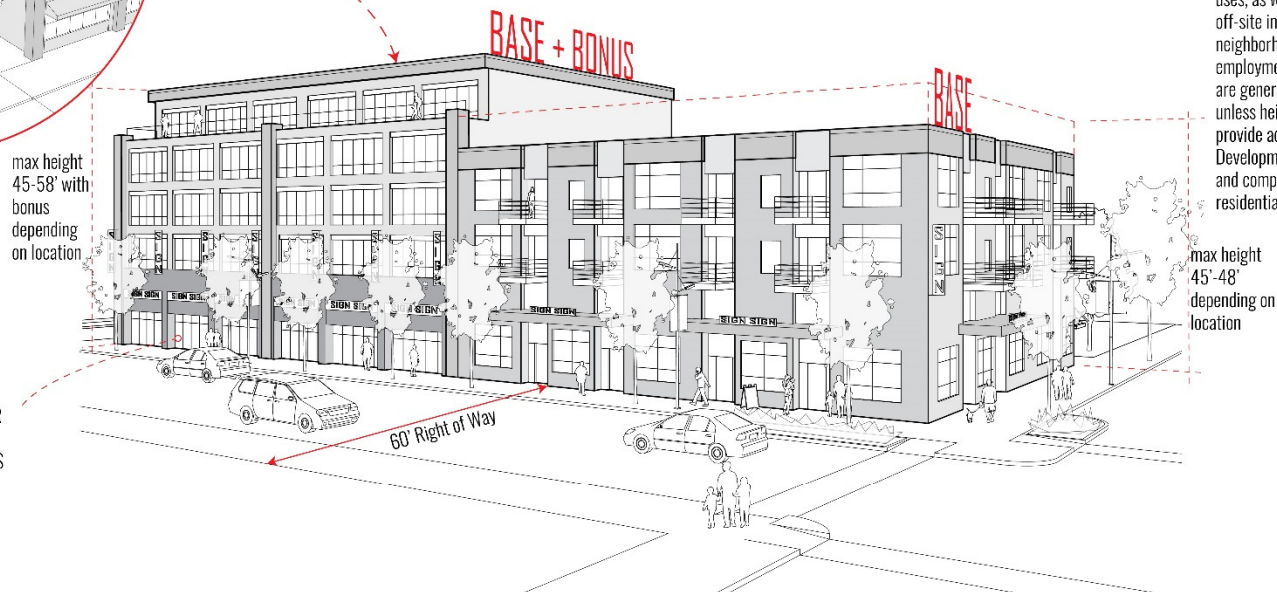
CM2

PROTOTYPE FOR COMMERCIAL MIXED USE 2

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 employment uses that have limited off-site impacts. Use regulations encourage neighborhood scale retail and services, and employment opportunities. Buildings in this zone are generally expected to be up to four stories, unless height and floor area bonuses are used to provide additional community benefits. Development is intended to be pedestrian-oriented and complement the scale of surrounding residentially zoned areas.



BUFFERING BETWEEN CM & ADJACENT RESIDENTIAL ZONING



max height 45-58' with bonus depending on location

max height 45-48' depending on location

60% GROUND FLOOR WINDOW COVERAGE REQUIRED IN CENTERS

60' Right of Way

QUICK STATS

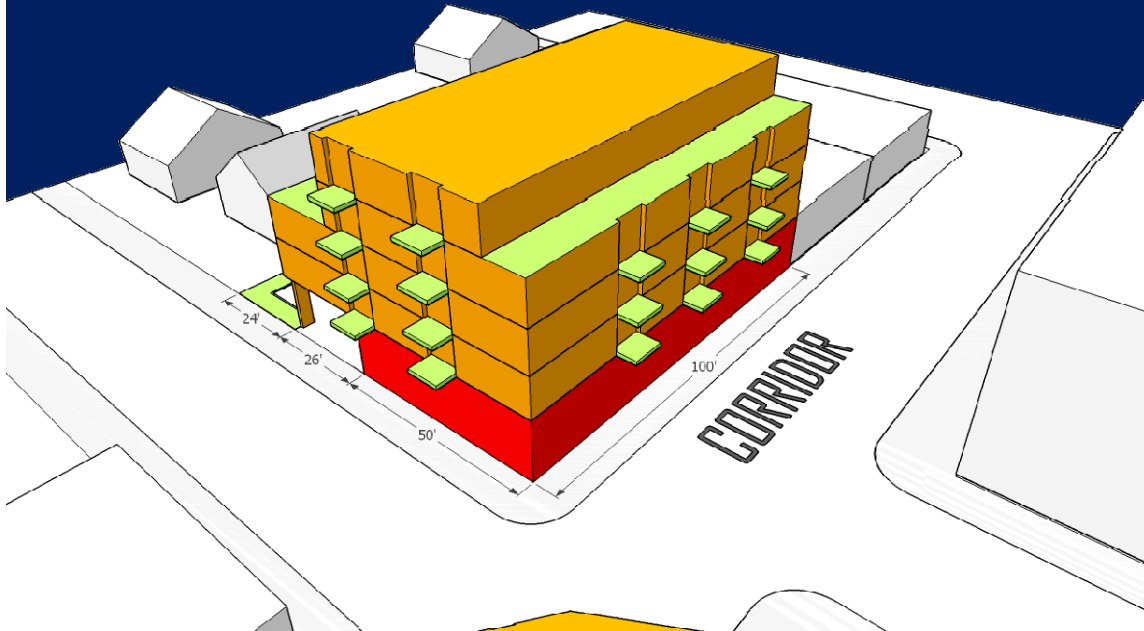
BASE:
 Max FAR 2.5:1
 Max Height 45 ft - 48ft

BASE + BONUS:
 Max FAR 4:1
 Max Height 45 ft - 58 ft (depending on location)

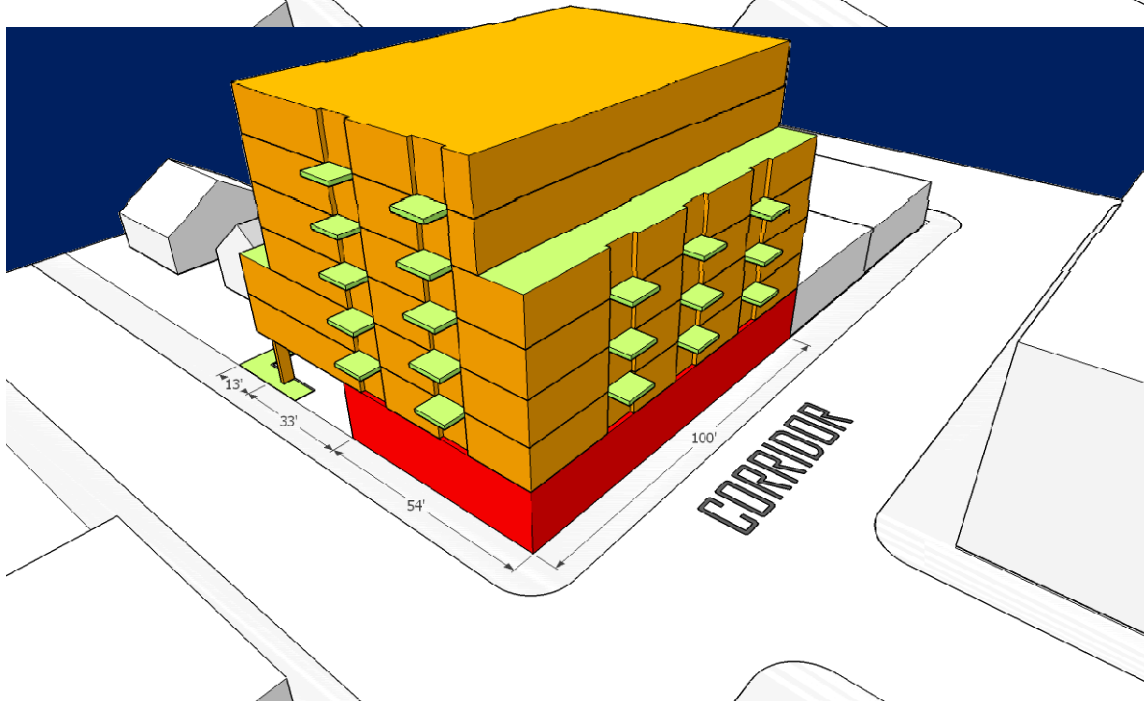
**This drawing illustrates the maximum building envelope for the base and the base plus bonus. Multiple variations of these building prototypes are allowed within the regulations.

EXAMPLE

Revised Prototype models – CM3 Zone



Maximum - No Bonus



Maximum - With Bonus

Example Models – CM3 Zone

CM3

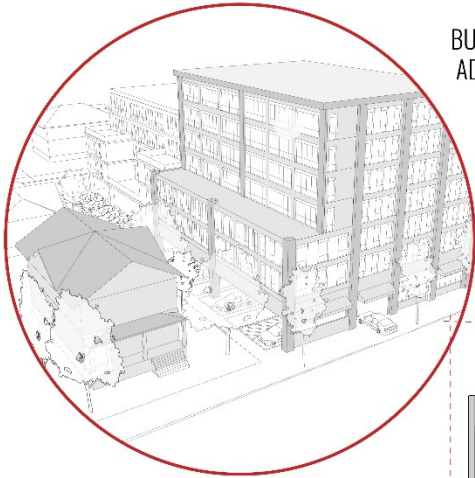
PROTOTYPE FOR COMMERCIAL MIXED USE 3

This large-scale commercial mixed use zone is intended for sites close to the Central City, in high-capacity transit station areas, town centers, and on Civic Corridors. This zone allows a wide mix of commercial and residential uses, as well as other employment uses that have limited off-site impacts. Buildings in this zone are generally expected to be up to six stories, unless height and floor area 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.

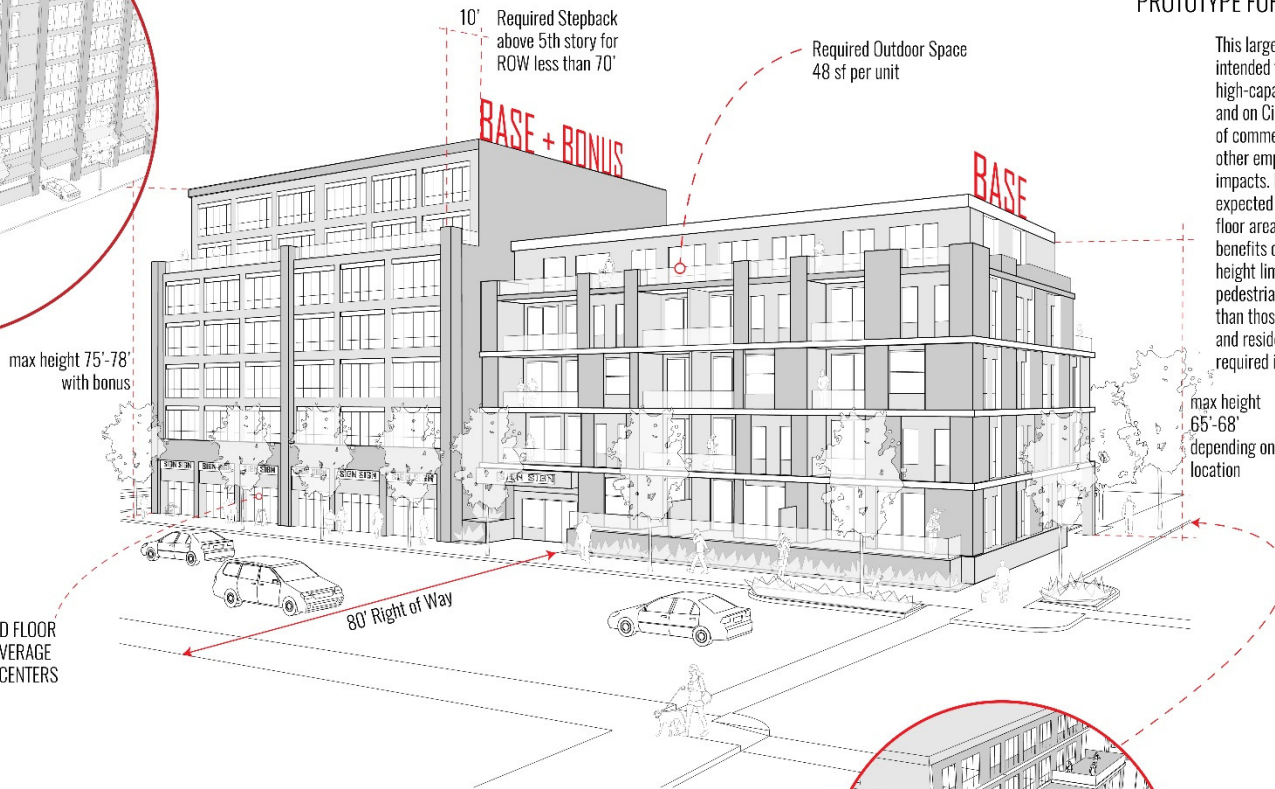
QUICK STATS

BASE:
 Max FAR 3:1
 Max Height: 65 ft - 68 ft

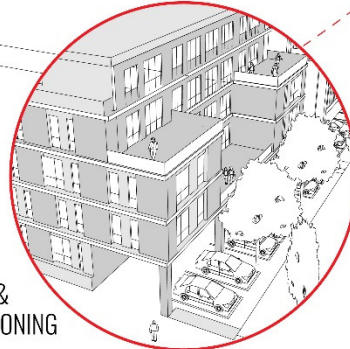
BASE + BONUS:
 Max FAR 5:1
 Max Height: 75 ft - 78 ft



BUFFERING BETWEEN CM & ADJACENT RESIDENTIAL ZONING



60% GROUND FLOOR WINDOW COVERAGE REQUIRED IN CENTERS

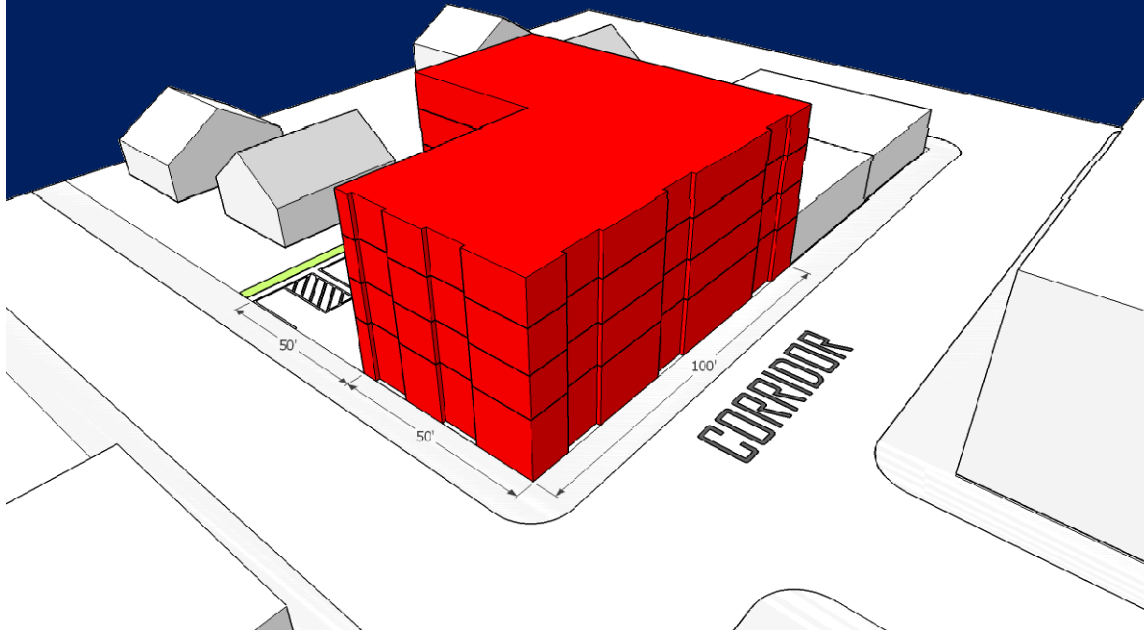


BUFFERING BETWEEN CM & ADJACENT RESIDENTIAL ZONING

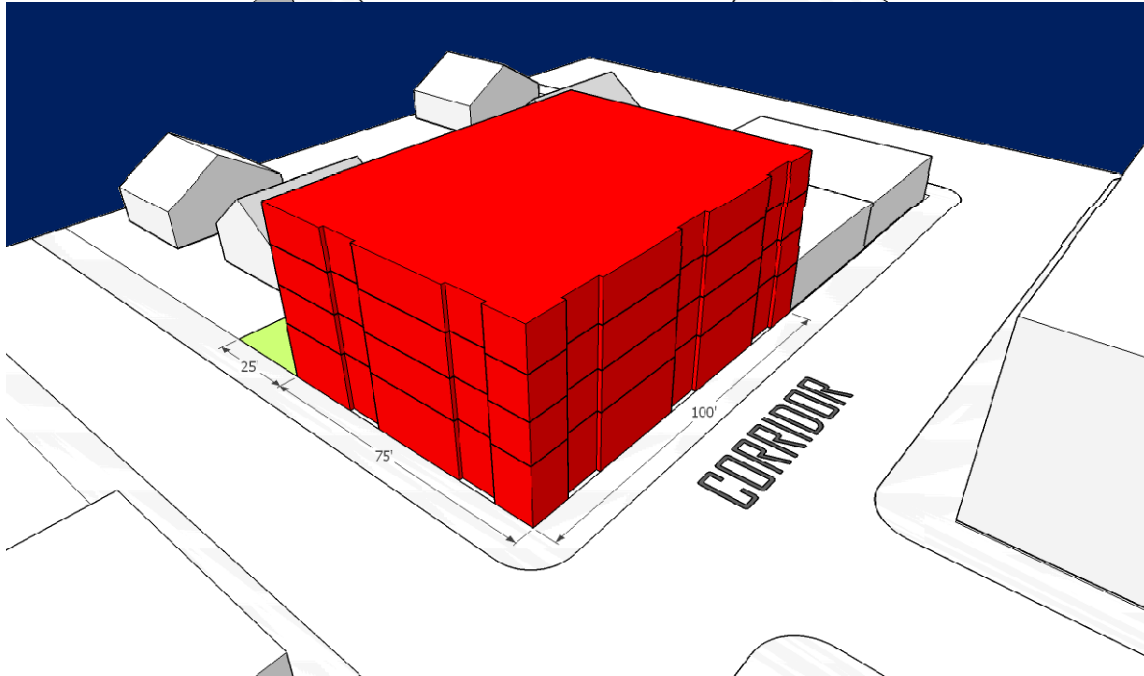
**This drawing illustrates the maximum building envelope for the base and the base plus bonus. Multiple variations of these building prototypes are allowed within the regulations.

EXAMPLE

Revised Prototype models – CE Zone



Maximum - No Bonus



Maximum - With Bonus

Example Models – CE Zone

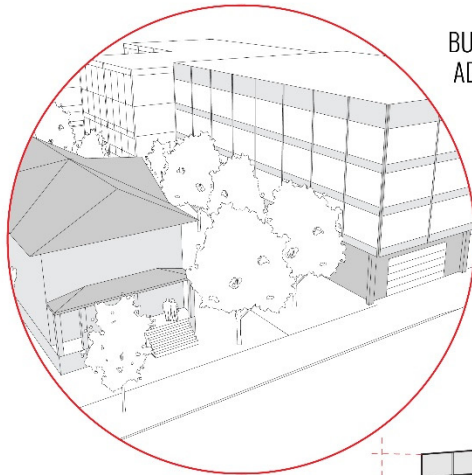
CE

PROTOTYPE FOR COMMERCIAL EMPLOYMENT

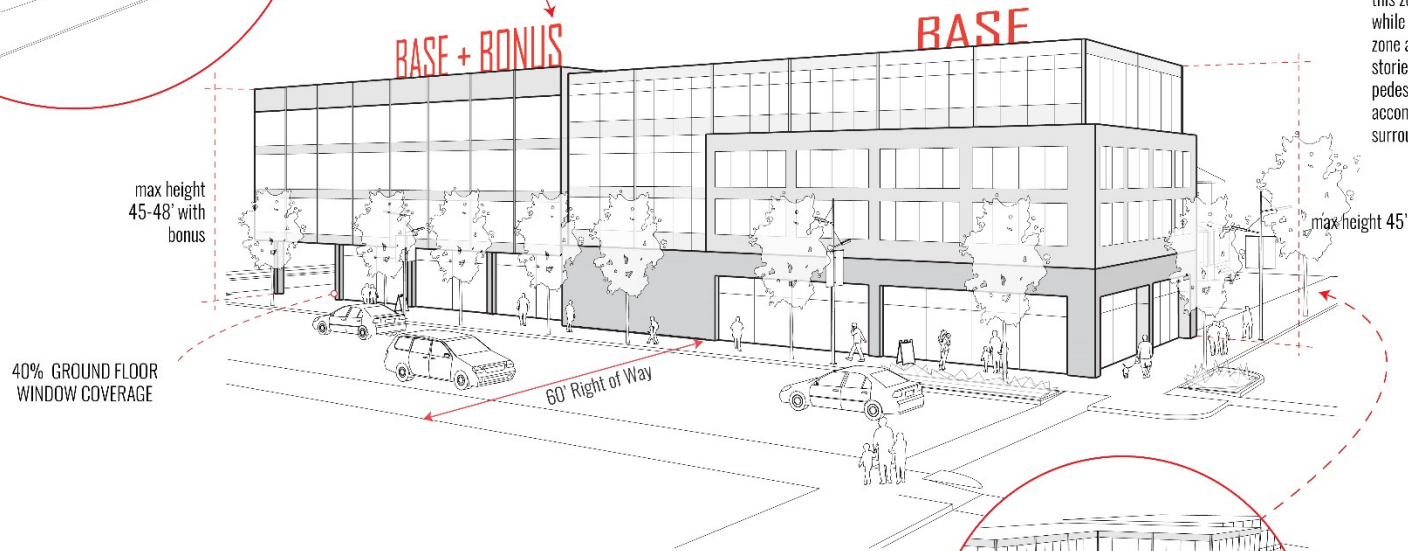
This medium-scale commercial employment zone is intended for sites along corridors in areas between designated centers, especially along Civic Corridors that are also Major Truck Streets or Priority Truck Streets. The zone allows a mix of commercial uses, as well as some light manufacturing and distribution / employment uses that have few off-site impacts. The emphasis of this zone is on commercial and employment uses, while allowing 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.

QUICK STATS

BASE:
Max FAR 2.5:1
Max Height: 45 ft



BUFFERING BETWEEN CM & ADJACENT RESIDENTIAL ZONING

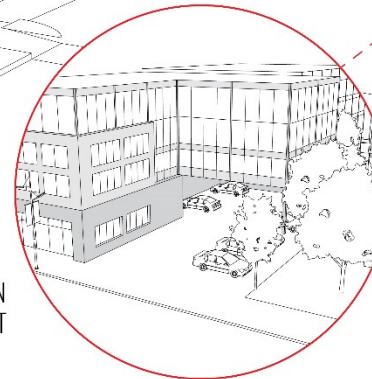


40% GROUND FLOOR WINDOW COVERAGE

max height 45-48' with bonus

60' Right of Way

max height 45'



POTENTIAL FOR PARKING IN BACK OF LOT

**This drawing illustrates the maximum building envelope for the base and the base plus bonus. Multiple variations of these building prototypes are allowed within the regulations.

EXAMPLE

Development Incentives

Bonus Options for Public Benefits

Bonus Element	% of bonus FAR achievable
Affordable housing units (80% MFI)	Up to 100%
Affordable commercial space (25% < market)	Up to 50%
Related: Historic resource transfer of development rights	Up to 50%

Development Incentives



Planned Development Bonus

Allow taller buildings and bonus FAR on large sites (2+ acres) when approved through a Type III land use review, with requirements for

- Affordable housing
- Public open space
- Low-carbon buildings
- Design review and scale transitions

Proposed Draft Zoning Map

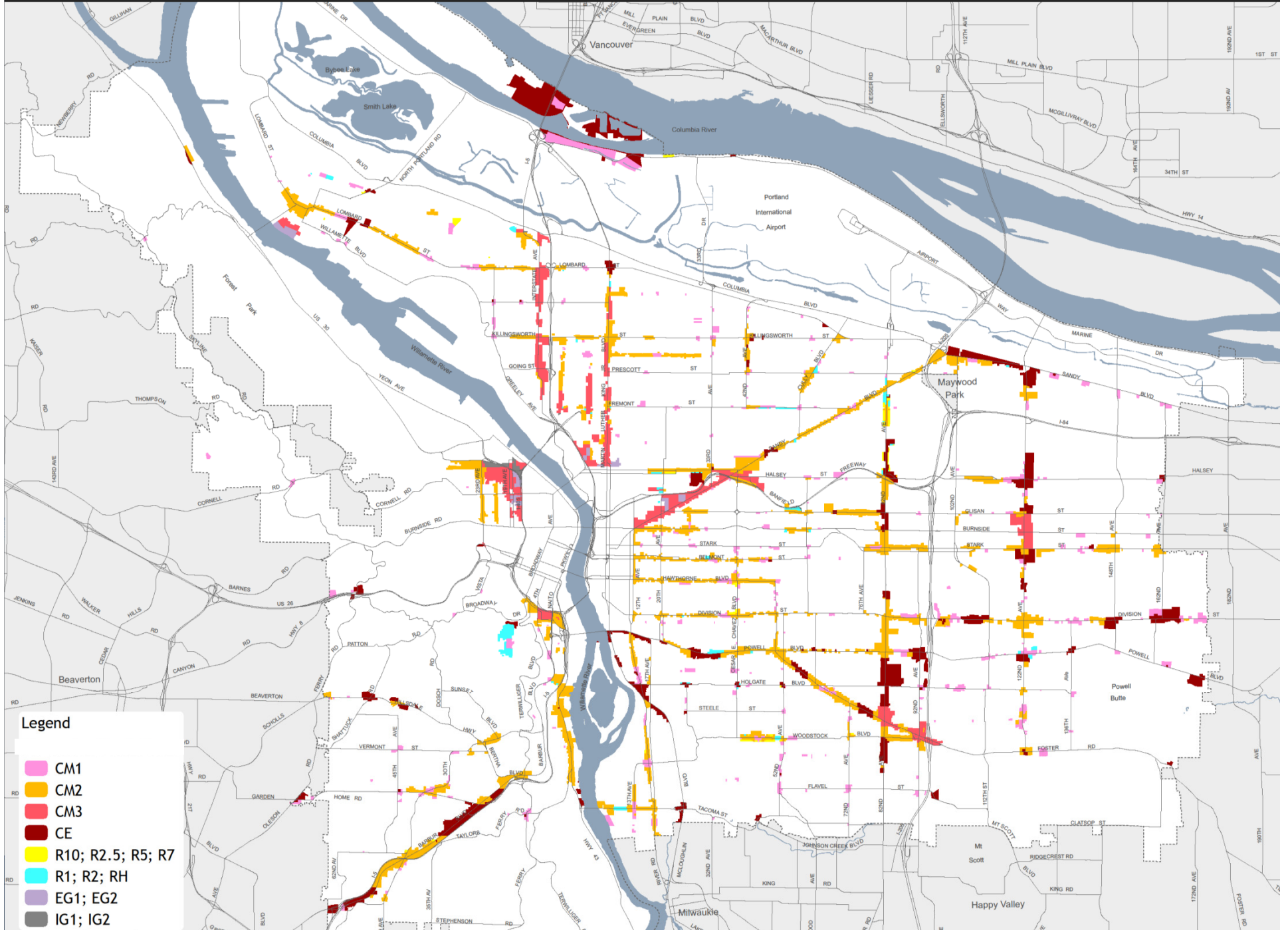
Created by applying conversion table + fine tuning based on selected criteria

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

+ CM1 proposed for CO1 zones; CM2 proposed for CO2 zones

CM zones applied to UDF Centers; CE applied to UDF Corridors.

Mixed Use Zones Project - Proposed Zoning Map



Legend

- CM1
- CM2
- CM3
- CE
- R10; R2.5; R5; R7
- R1; R2; RH
- EG1; EG2
- IG1; IG2

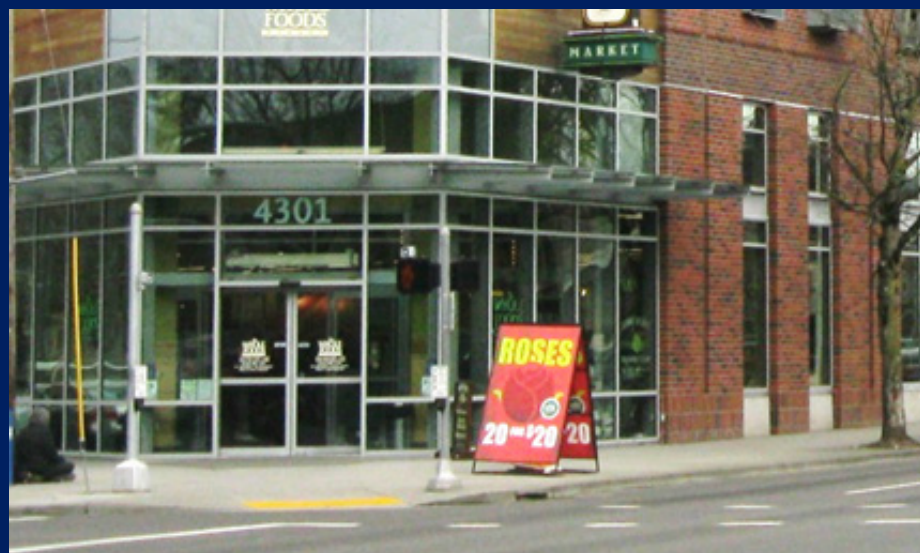
Zoning Concept:

Zone Application Locational Characteristics

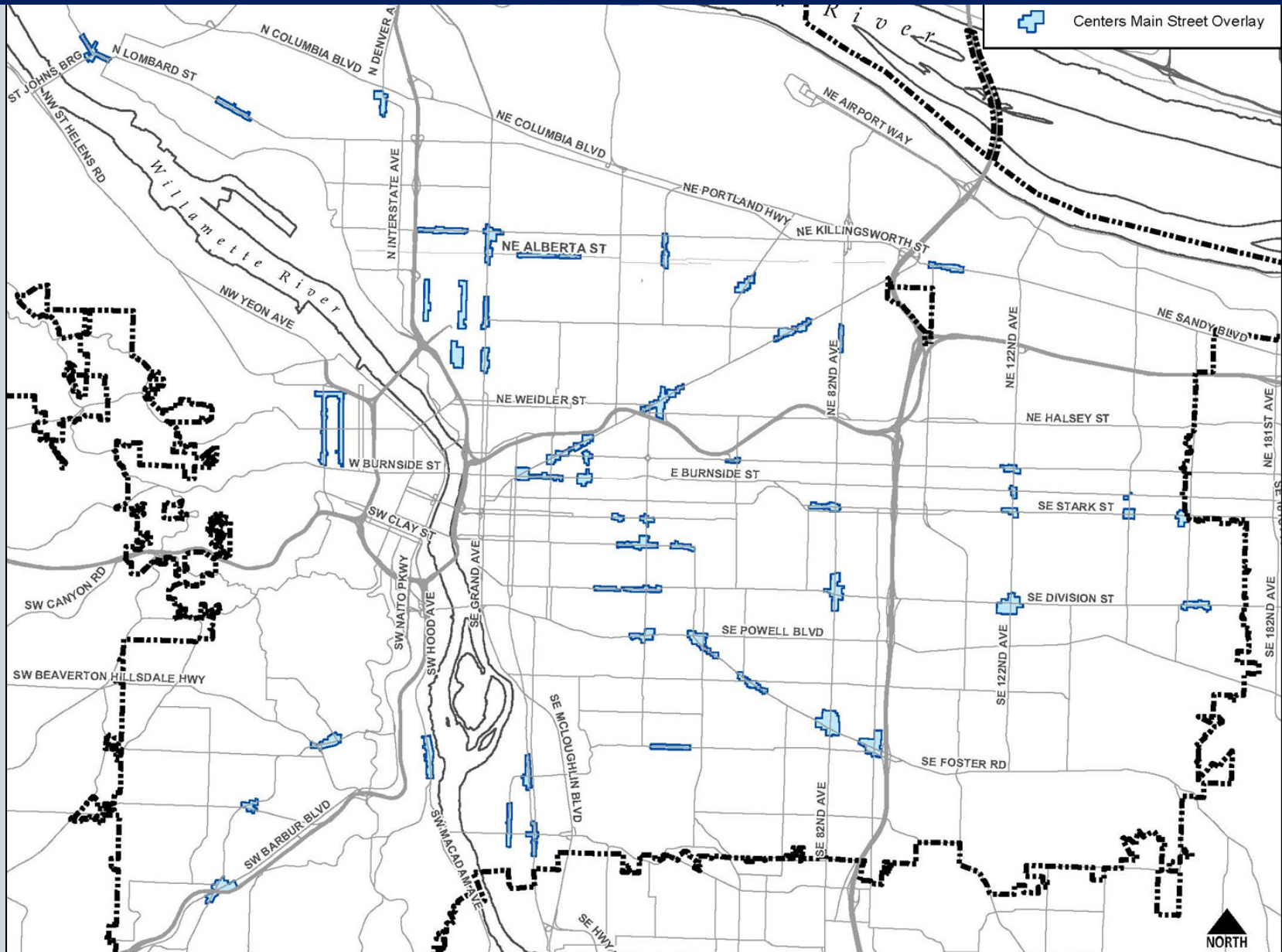
Zone	Locational Characteristics
CM3	<ul style="list-style-type: none"> • Near high-capacity transit stations and on streetcar corridors. • Town centers, civic corridors, and other locations close to the Central City. • Where community plans call for intense mixed-use development.
CM2	<ul style="list-style-type: none"> • Broad range of locations with good transit service.
CM1	<ul style="list-style-type: none"> • Edges of centers as a transition to lower-density residential areas. • Neighborhood Corridors and transit streets outside centers. • Small dispersed commercial areas or streets not identified as corridors. • Identified 'low-rise commercial storefront' areas in neighborhood centers.
CE	<ul style="list-style-type: none"> • On corridors in locations in between centers; places with commercial or employment emphasis; auto-oriented configurations. • Locations adjacent to the Industrial Sanctuary designation.

Centers Main Street Overlay Zone

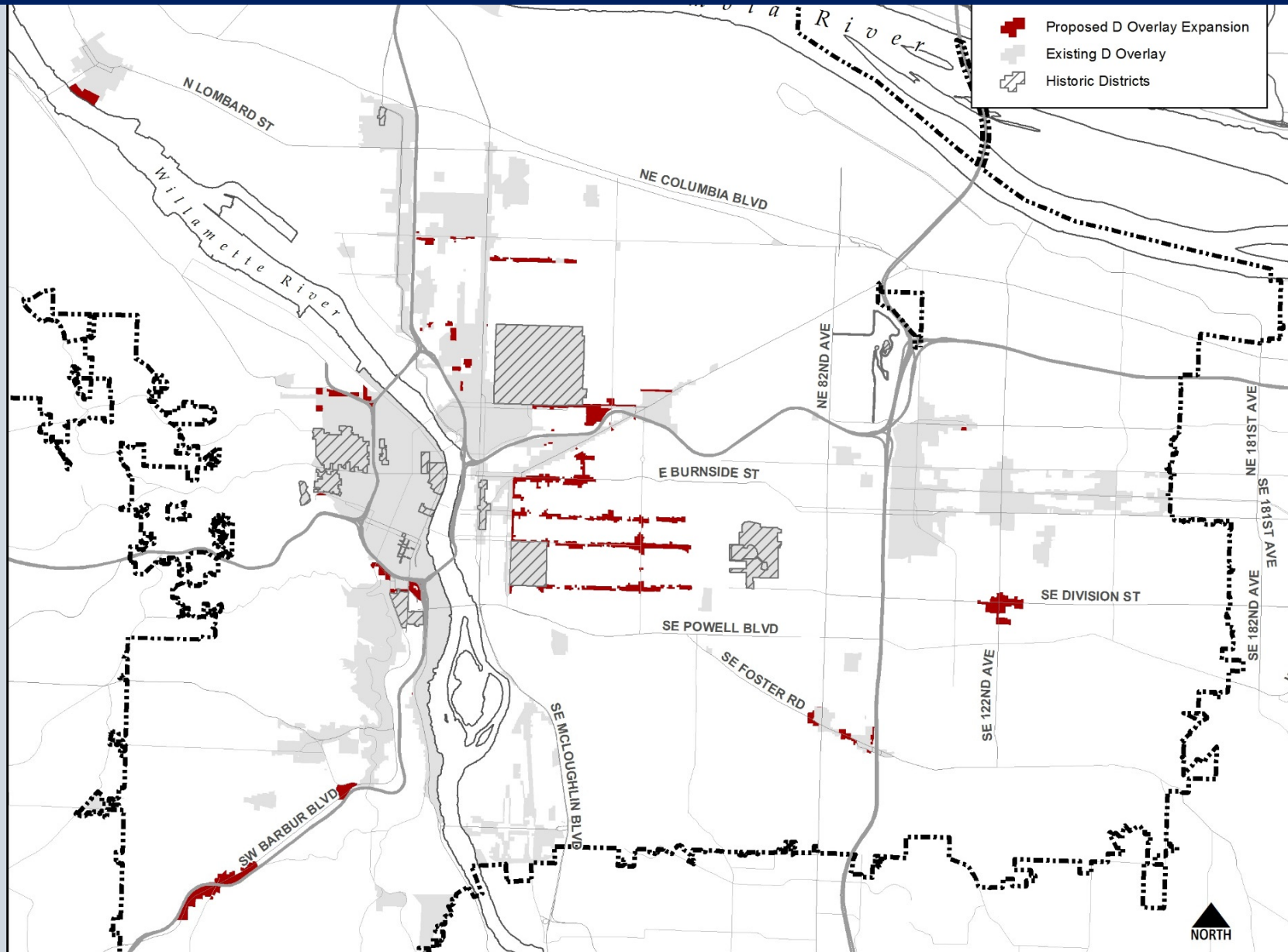
- Require active/commercial ground floor use
- Provide 3' height flexibility in CM2, CM3 zones
- Enhanced ground floor windows – 60%
- Stronger requirements for street orientation
- Minimum FAR
- Limit/prohibit non-pedestrian uses: drive thru, quick vehicle servicing, self-storage



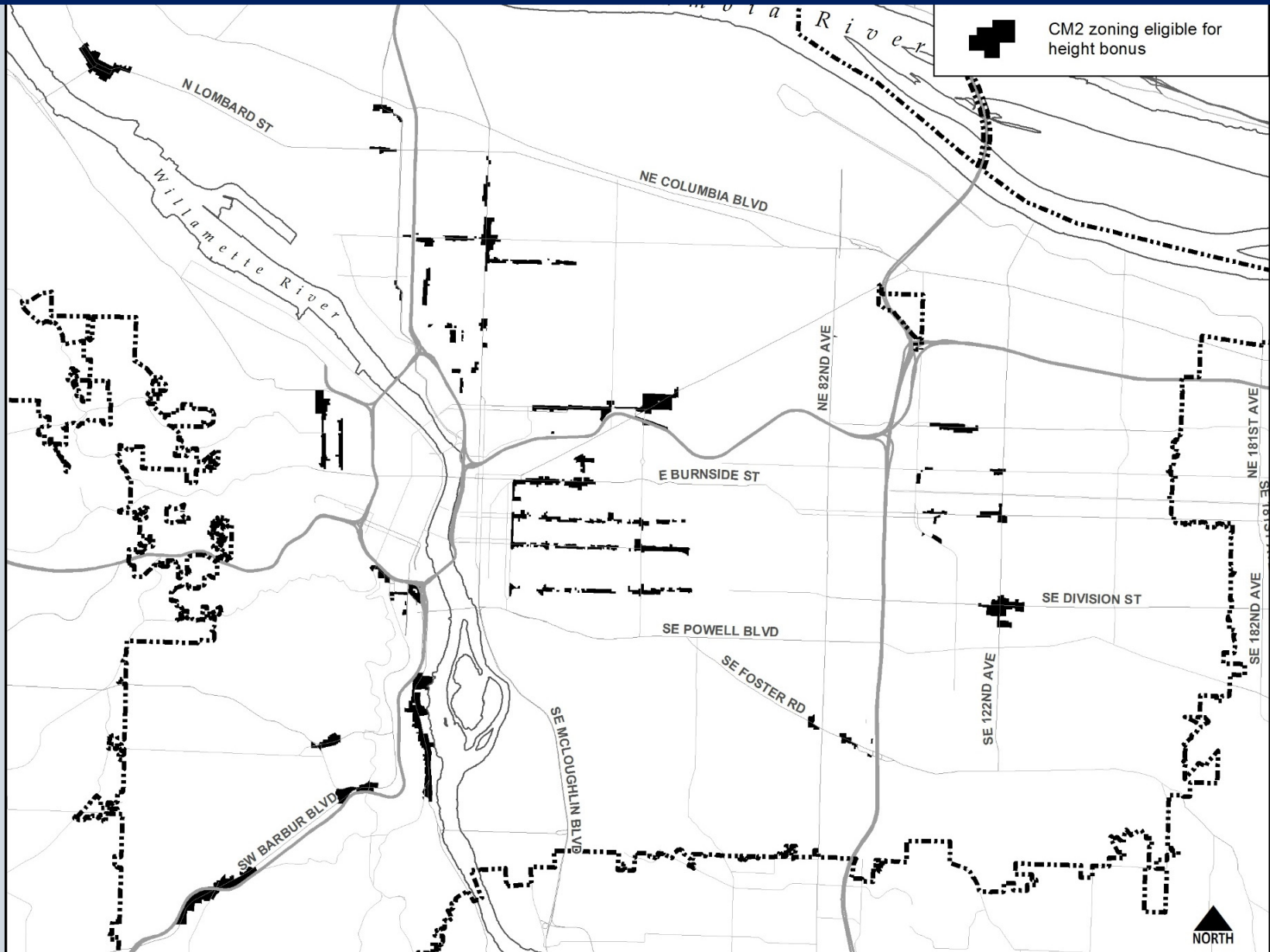
New Centers Main Street Overlay



Expansion of Design Review Overlay



CM2 Bonus Height Areas (up to 55') – linked to design review overlay



Mapping: Low-rise Commercial Storefront Areas

Intent



- *Respond to community interest in preserving the character of these areas, while continuing to provide ample capacity for growth in the majority of mixed use areas.*
- *Continuation of the scale and characteristics of older main street areas where low-rise (1-2 story) Streetcar Era storefront buildings are predominant.*
- *Retain allowances for retail/commercial uses to reinforce their roles as core commercial areas that are anchors to complete communities.*

Mapping: Low-rise Commercial Storefront Areas

Special zoning approaches for areas with concentrations of 1-2 story streetcar-era storefront buildings, where

- *These buildings are the predominant type of development for at least a 2-block or 400' length of corridor.*
- *Are located in neighborhood centers.*



Mapping: Low-rise Commercial Storefront Areas

SE Hawthorne Example



Proposed Approach: lower scale (35') in old main street core and corridor fringes
greater scale (45'/55') in majority of corridor

Mapping: Low-rise Commercial Storefront Areas



Multnomah Village – core area



Moreland – SE Milwaukie & Bybee



Sellwood – SE 13th Avenue

Mapping: Low-rise Commercial Storefront Areas



SE Belmont, 33rd – 35th



SE Hawthorne, 35th – 38th



SE Division, 35th – 37th

Mapping: Low-rise Commercial Storefront Areas



SE Woodstock, 44th – 47th



Montavilla – SE Stark, 78th – 81st



SE Foster, 63rd – 67th

Mapping: Low-rise Commercial Storefront Areas



NE Alberta, 17th – 19th



Parkrose – NE Sandy near 105th



NE 28th (north of Burnside)



Roseway – NE Sandy around 67th & 72nd

Mapping: Low-rise Commercial Storefront Areas

Regulatory Approach

- CM1 base zone – 35' height
- Apply through “m overlay” zone:
 - 2:1 FAR
 - Larger retail/commercial uses allowed than in other CM1 areas to reflect location in core commercial areas
 - Full lot coverage allowed and no required landscaping



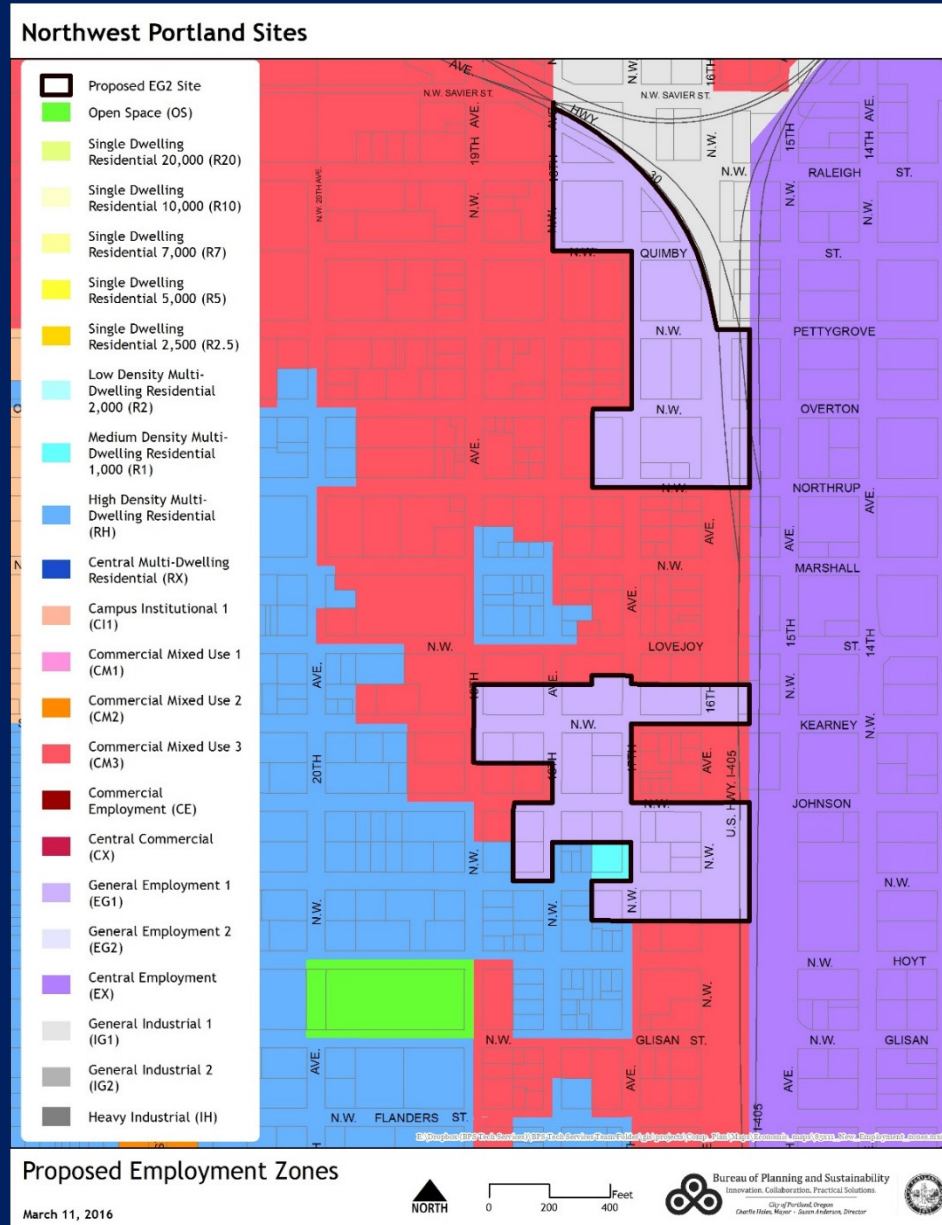
Mapping: Employment Areas (EXd to EG1)



Intent

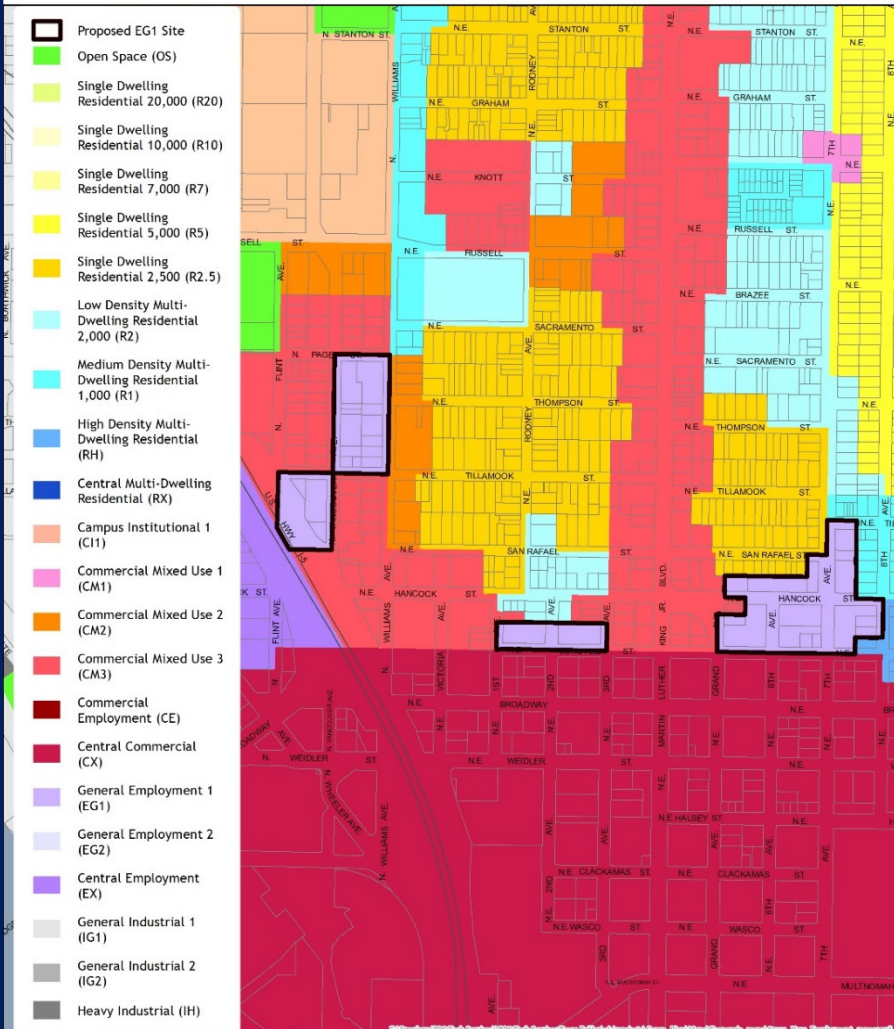
- *Continuation of employment uses*
- *Minimize redevelopment pressures*
- *Accommodate operations such as truck movement and storage*
- *Retain Mixed Use – Urban Center Comp Plan designation, for long-term guidance*

Mapping: Employment Areas (EXd to EG1)



Mapping: Employment Areas (EXd to EG1)

North/Northeast Portland Sites

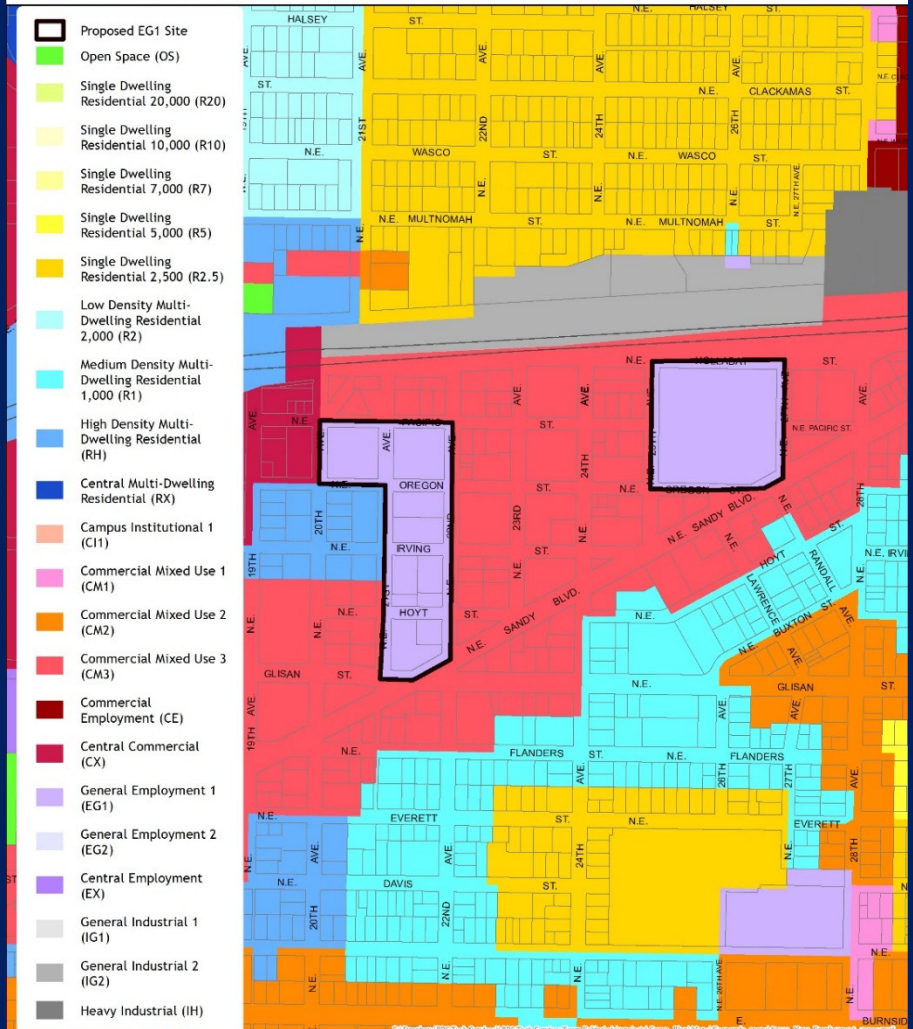


Proposed Employment Zones

March 11, 2016



Northeast Sandy Boulevard Sites

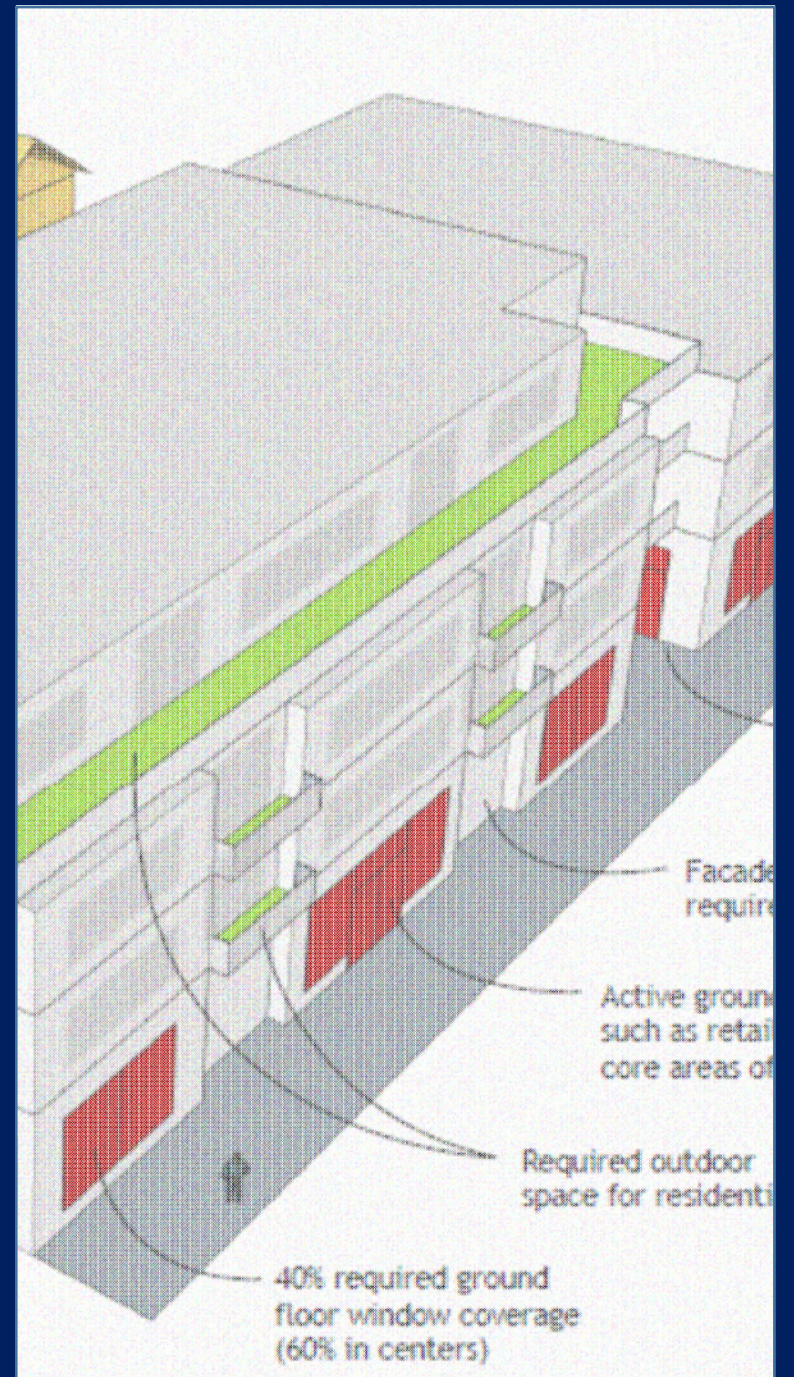


Proposed Employment Zones

March 11, 2016



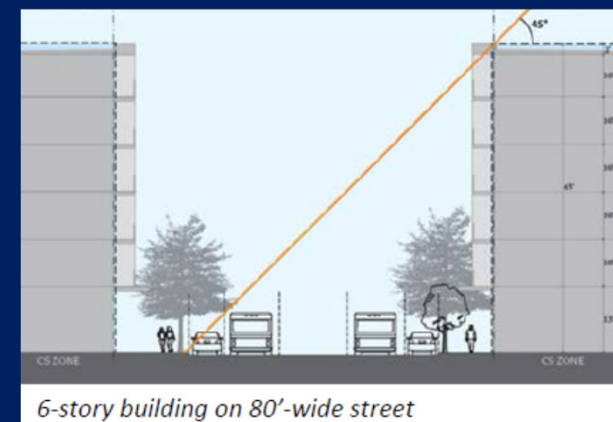
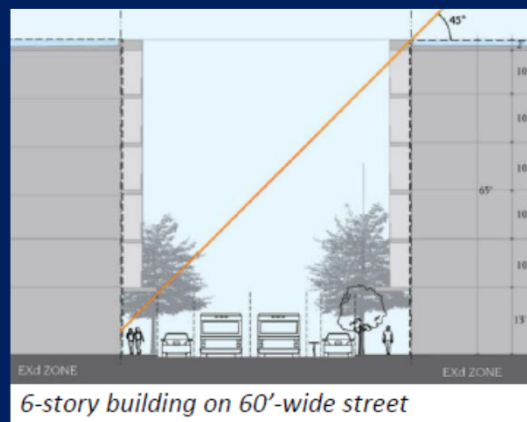
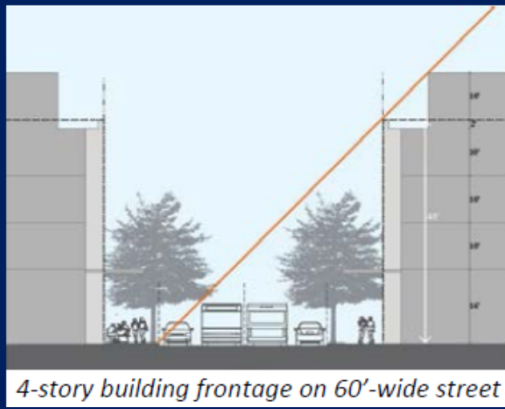
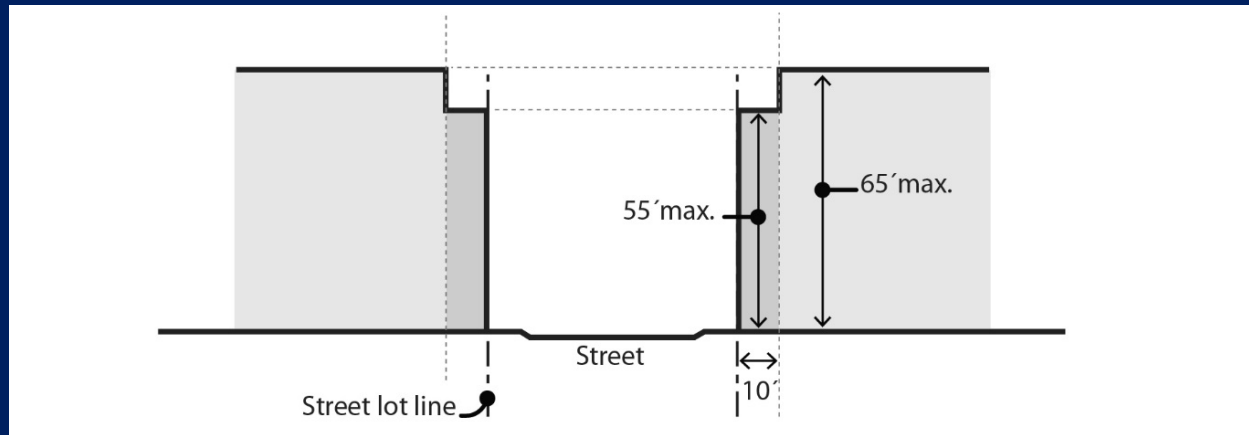
Proposed Draft Development & Design Standards



Building Mass and Scale

Relate Building Height to Street Scale & Function

CM3 zone: Limit street wall height to 55' along streets with less than 70 feet of ROW

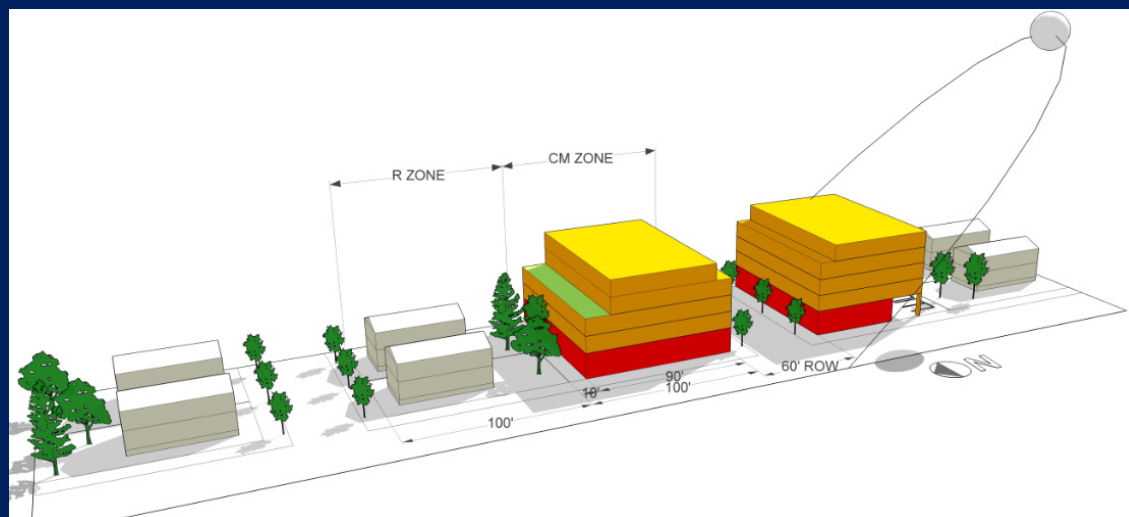
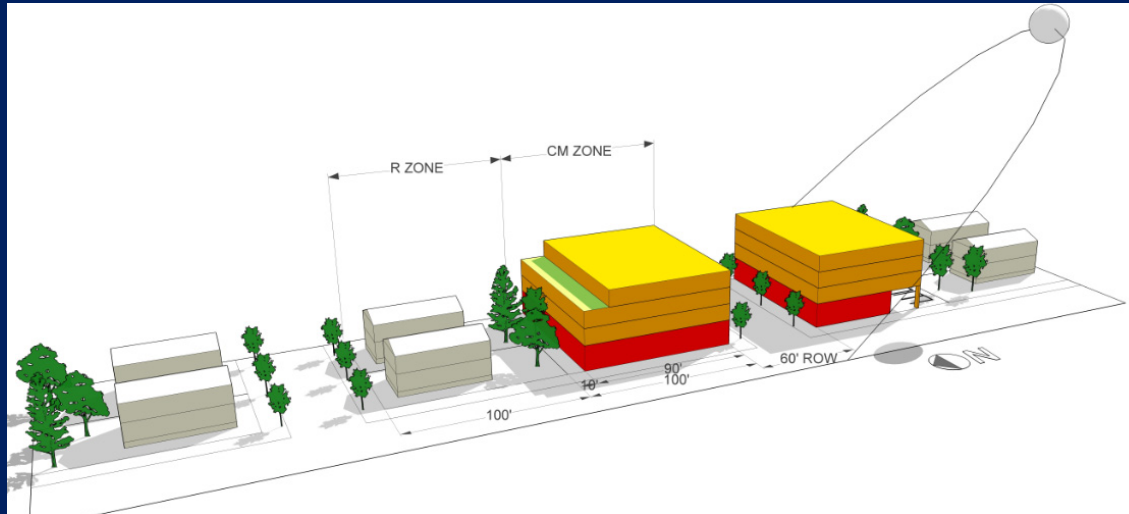


Height-to-street-width analysis

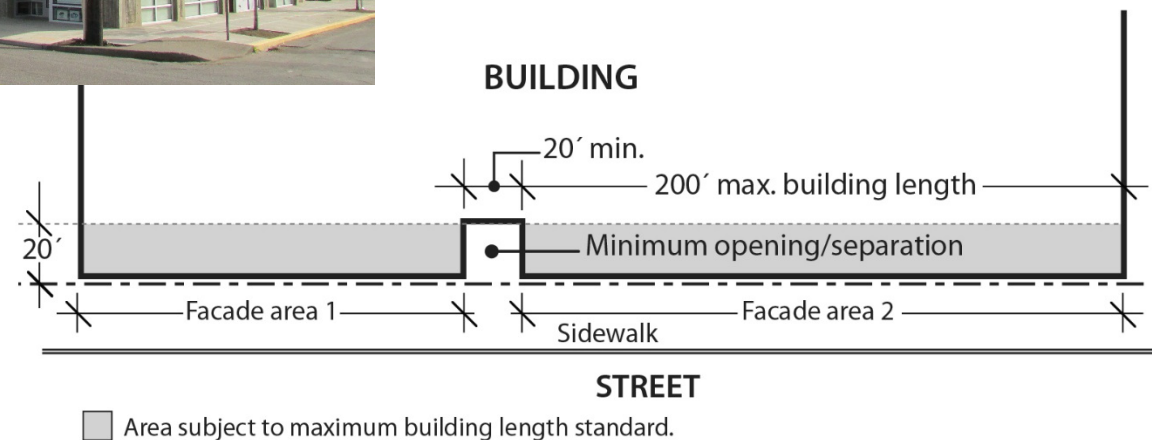
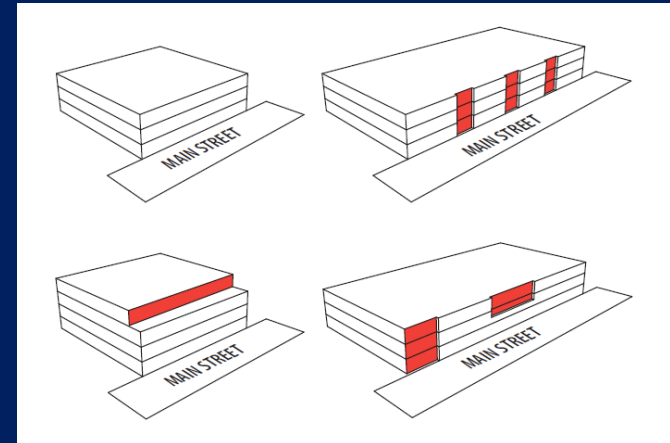
Building Mass and Scale

Relate Building Height to Street Scale & Function

Solar access modeling for CM2 zone: both 4-stories and 5th story bonus preserve solar access across the street (Spring and Fall equinox)



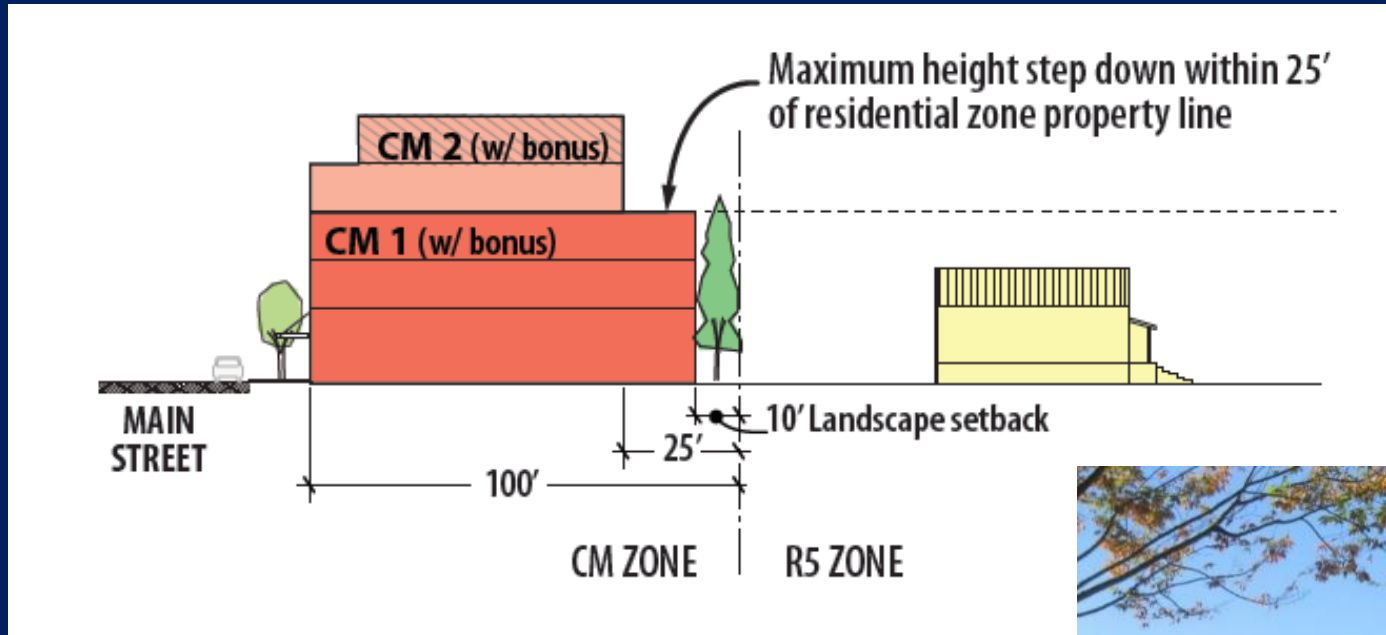
Building Mass and Scale



Building Articulation and Massing

- Limit building length to 200' close to street frontages
- Require façade articulation (25%) for large buildings

Transitions to Residential Zoning

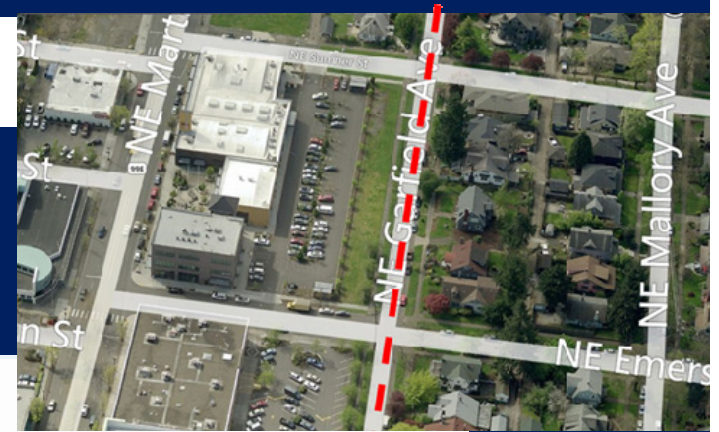


Height Transitions and Buffering

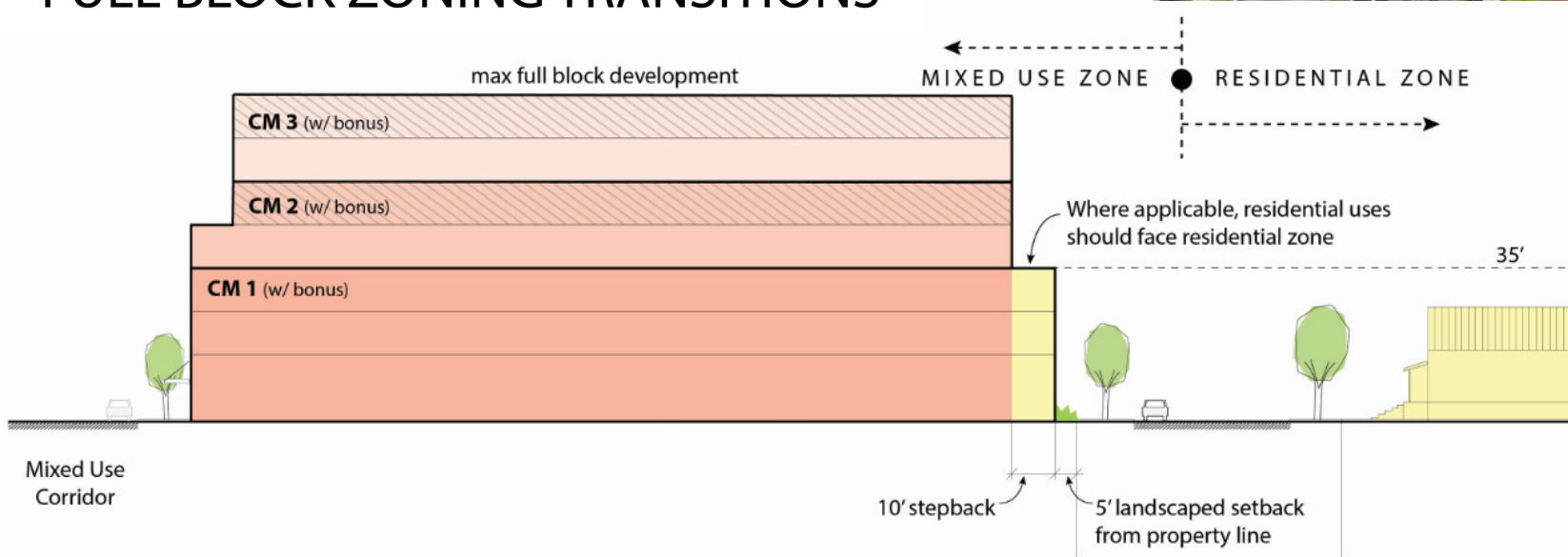
- Height step downs to residential zones
- Deeper landscaped buffer
- New limits on balconies within setback areas
- Limits on drive-through facilities next to residential zones



Transitions to Residential Zoning



FULL BLOCK ZONING TRANSITIONS



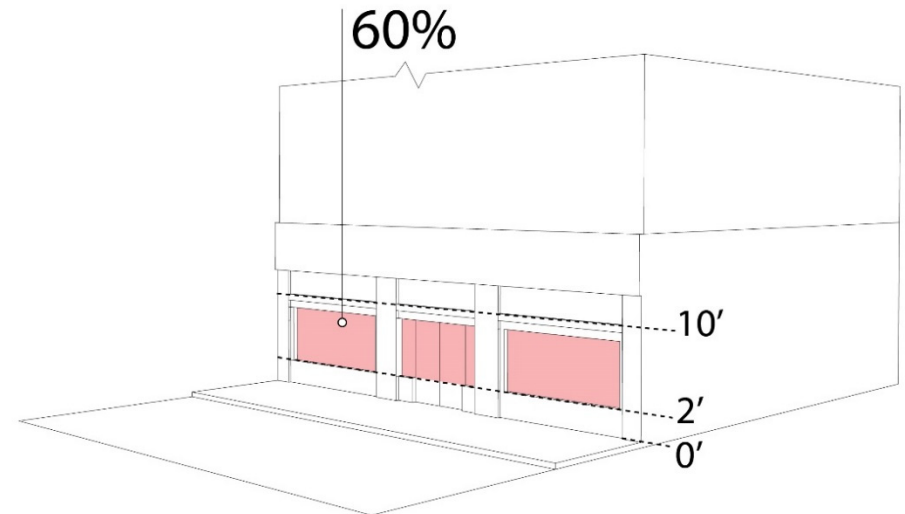
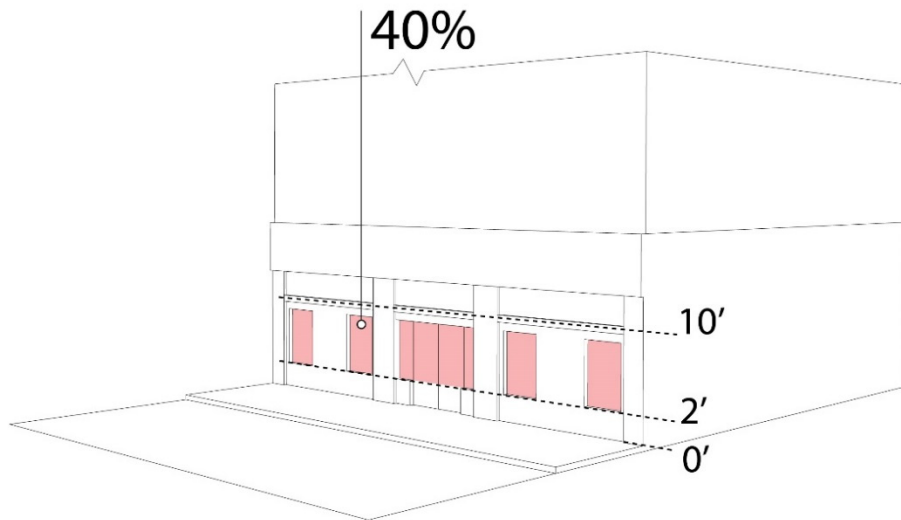
Full-block Zoning Transitions

- Maximum height across local street from SFR zone is 35'
- Residential uses only within 10' of street property line
- Limitations on drive throughs and exterior work activities

Street Frontage Design

Ground Floor Windows

- 40% coverage on primary frontage
- 60% in Centers Main Street overlay



Street Frontage Design

Active ground floor windows
40%



residential ground floor windows

/// Active ground floor space

Front setback
25%



landscaped setback between sidewalk and building

Raised ground level
25%



residential elevated above street level

Ground Floor Options for Residential Uses

- Design to accommodate future commercial uses, or
- Setback or elevate units for privacy

Pattern Area Standards



Recognize pattern areas with different development standards

Development Standard

Maximum building coverage:

Required landscaping:

Minimum front setbacks:

Inner

85%-100%

15% or Options

None

Eastern & Western

75%-85%

15%

10' (civic corridors)

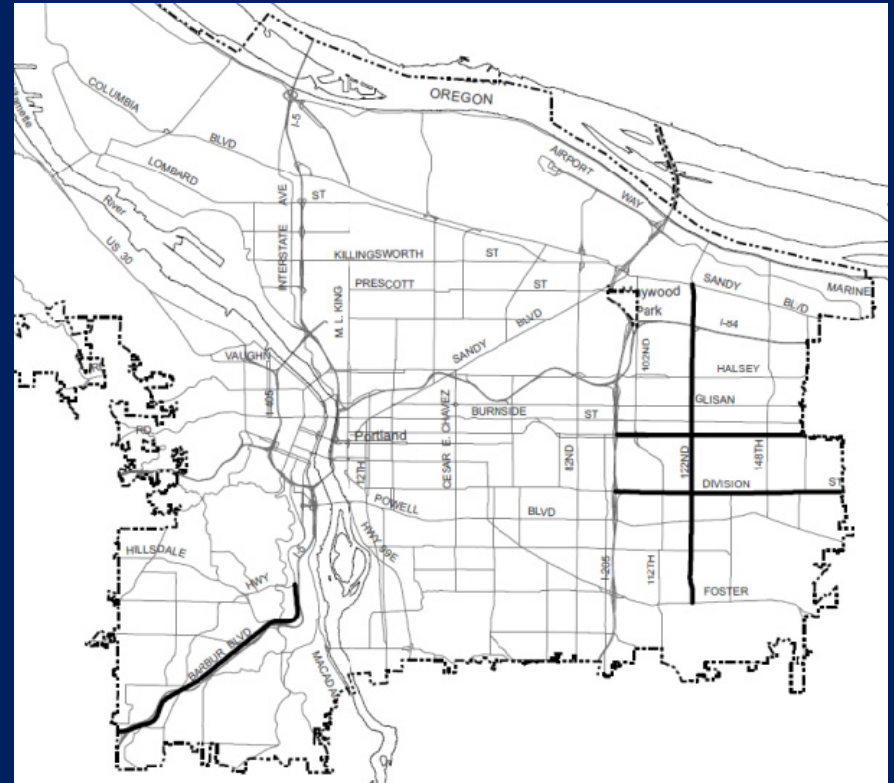
Urban Green Options



Require landscaping, with a range of “green options” for development in the Inner neighborhood CM2 and CM3 zones:

- **In-ground landscaping** (15% of site area), or
- **Ecoroof** (substitute for landscaping at 4-to-1 ratio), or
- **Large tree court** (min. 30' x 30' space, 10% of site area), or
- **Raised landscaped areas** (such as above a parking podium), or
- **Pervious pavement** (substitute for up to 50% of landscaping)

Pattern Area Standards



Deeper Setbacks on Big Streets

10' front setbacks on Eastern and Western Civic Corridors

Residential Livability Standards



Residential Outdoor Space

Require 48 square feet per unit: private balconies/patios, common outdoor area, rooftop deck, or community indoor space

Auto-Accommodating Development



Zoning for auto-accommodating development and drive throughs less broadly mapped, but with provisions for:

- Flexibility for building and parking location on large sites, while still ensuring street-oriented buildings close to sidewalks.
- Allowing existing drive throughs to be rebuilt (CM2, CM3), while prohibiting new facilities in most zones.
- Lower minimum development intensity requirements in centers in eastern and western areas to accommodate needed retail.

Other Zoning Code Changes

Exterior Display Areas

- Provide additional allowances for display of merchandise on site
- Excludes display of vehicles and related items except in CE zone



Commercial & Shared Parking

- Broaden allowance for Commercial Parking in CM2, CM3 and CE zones to allow new and existing parking facilities to be shared and balance supply and demand.



Neighborhood Contact

- Require neighborhood notification for most new development
- Encourage dialogue between developers and communities

What is TDM?

- Transportation Demand Management
- Incentives & education designed to reduce drive alone trips and auto ownership
- Examples:
 - Performance targets: mode share, auto ownership
 - Incentives: low cost transit passes, care share membership, etc.
 - Education: information on transportation options, Women on Bikes program, bikes on buses
- Proposal:
 - Require TDM for projects with over 10 residential units
 - Create non-discretionary “off-the-shelf” plans

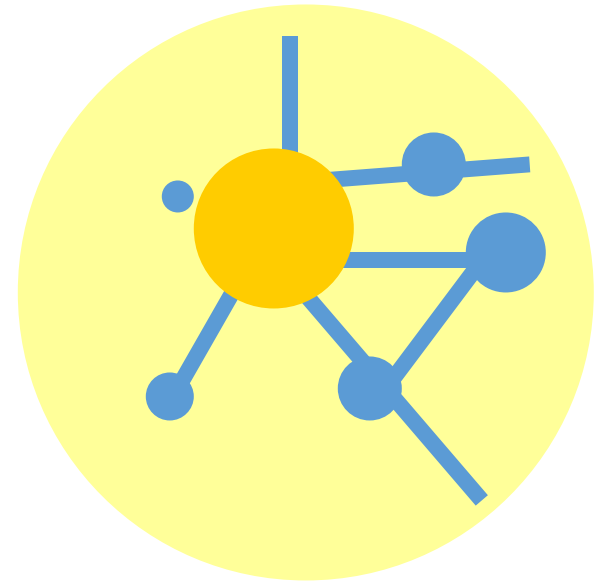


Residential Parking Permit Concept

The permit proposal ties the **priority parking access** to the **primary land use**

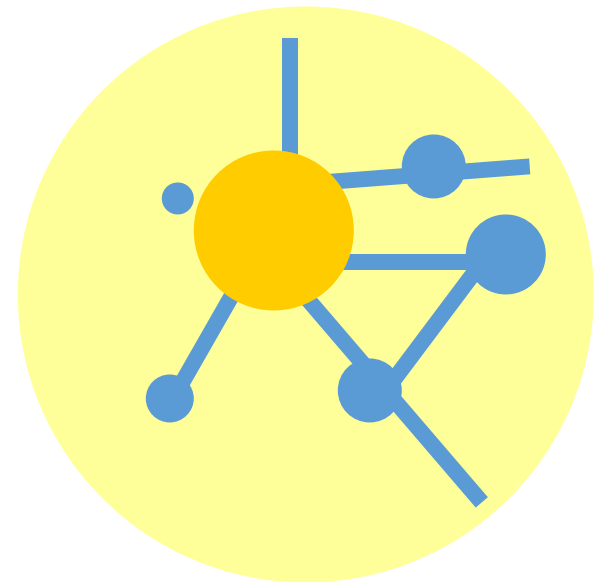
We will use zoning to establish this link:

- Boundaries would be drawn to only include R-zoned properties
- Residents of R-zones would have priority access to permits
- Implementation plans specific to each area would establish how permit availability is extended to people outside the area.



Residential Parking Permit Concept

- **All residents** of permit areas would have equal access to permits
 - Single family and multi-family buildings
 - Renters and owners
- Progressive pricing scheme: 2nd permit costs more than the 1st, 3rd more than the 2nd, etc.
- Residents with access to off-street parking would start at the 2nd tier.



Possible Issues in Testimony

Zoning and FAR Structure – new zone structure, mapping, and changes in FAR development allowances, will likely be concerns.

Bonuses for Affordability – bonuses may not address concerns of housing advocates; may be perceived as complex by development community.

Design Issues – zoning update may not address all local design issues, and allowed scale will likely be a continuing concern.

Parking – ongoing concerns that regulations do not require enough parking.

Capacity Issues – new zone and FAR structure changes zoned capacity.

Code Complexity – users may initially find new codes complex.

Economics – new zones and regulations create different development market dynamics and may add cost to new development.

Auto-Oriented Development – limitations on auto-oriented developments may raise concerns for some.



Thank You Questions?



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