



Bureau of Planning and Sustainability
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Design Commission Feedback – Staff Responses

February 25, 2016

Topic	Prior Commission Discussion	Project Approach
Minimum FAR in Centers	Concern that the minimum .5 to 1 FAR requirement in the Centers Main Street overlay is too low to ensure the scale of development intended for centers.	Proposal retained. Strikes a balance between minimum development requirement and CS lot coverage. Minimum FAR reduced to .25 to 1 in outer areas to accommodate range of economically-feasible retail configurations.
Landscaping in Inner Areas	Concern about why no landscaping is being required in the Inner Neighborhoods, where landscaping can provide an important role in providing green elements in the urban environment.	Proposal changed. Landscaping/greening to be required in Inner Neighborhoods, but with options for space efficient approaches such as: ecoroofs, tree courts, raised landscaping, and pervious pavement.
Bonuses: Impacts	Bonuses should bring direct benefits to local areas that can be experienced by everyone.	Proposal evolving. Bonuses will focus on affordability elements: development incentives for affordable housing (80% MFI) and affordable commercial (25% below market).
Bonuses: Housing	Requiring only 25% of the additional floor area to be affordable does not seem to be enough.	Proposal retained. This standard is in sync with proposal in Central City. Economic modeling suggests that a greater number of units or deeper affordability may not be viable.
Bonuses: Plazas	There should be design requirements that ensure that they feel truly public and are not just places used by customers of businesses.	Proposal changed. Plaza has been dropped from bonus elements. Concern about competition with affordability bonuses.
Bonuses: Green Features	Be aggressive with the High Performance Green bonus to really raise the bar for sustainable development. Requiring achieving something “equivalent” to LEED is not sufficient. Need to be certified.	Proposal changed. Green building has been dropped from bonus elements. Concern about accrual of private benefits over public benefits; lack of clear incentive provided by tool.
Bonuses: Housing	Implementation of the affordable housing bonus will be critical. Not sure how this will happen with only a small number of affordable units in each building.	Proposal evolving. An in-lieu fee is being evaluated for small increments/projects.
Bonuses: Housing	MFI varies a lot geographically. Affordable housing bonus thresholds should be sensitive to this and vary geographically. Affordability at	Proposal retained. Economic modeling shows that bonus FAR unlikely to be an incentive in areas where average rent is 80% MFI or less.



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	80% MFI is the market rate in some areas of the city	Bonus only works where rent levels are substantial enough to offset costs.
Bonuses: Housing	Ownership housing needs to be accommodated as part of the affordable housing bonus. Mix of units types should also be a consideration	Proposal evolving. The housing bonus will be administered by PHB, which anticipates an ownership option. Details to follow in administrative rule.
Development Design	Need more analysis of the combined effect of the development standards; model the total effect of the standards to explore the impacts on building program, design, feasibility.	MUZ has previously modeled development prototypes to assess basic feasibility. Code standards allow an array of options to allow flexible approaches to meeting standards.
Development Design	110' as the maximum building façade length is too little. Allowing up to 130' or 140' would be better.	Proposal evolving. Staff is revising the façade articulation requirements and considering options to building length.
Ground Floor Windows	It is never appropriate to not have ground-level windows along entire street frontages for buildings with structured parking. Don't exempt structured parking from the window coverage requirements.	Difficult to always require window features in structured parking. Windows required on transit street frontages.
Ground Floor Windows	Not convinced that it is appropriate to require less window coverage (40%) along corridors outside centers. Consider requiring 60% window coverage along all corridors.	Proposal retained. Current window standard is 25%; the 40% standard is an increase, providing a balance with programmatic needs of diverse types of development (not always retail). The 60% window standard reserved for core commercial areas of centers.
Ground Floor Uses	Expand requirements for ground-floor active uses to all corridor frontages, not just in centers. Residential units should not be located at street level on primary corridors. Live/work arrangements should be encouraged.	Proposal retained. Portland has many miles of commercially-zoned corridors. Requiring ground floor commercial in all locations may exceed market capability to provide. Proposal will require ground floor active uses in core commercial areas of centers.
Ground Floor Windows	Concern about long-term maintenance of green walls. Public art is more lasting (should be approved by RACC).	Proposal changed. Green wall option has been dropped.
Development Design	Concern about impacts of the new regulations and potential to discourage development while developers are learning to work with the regulations. Can code changes be introduced incrementally over a 5-year period?	Proposal to be considered by PSC in Spring - makes recommendation on the regulations and possibly timing. City Council hearings planned in fall. Earliest effective date is 2018.
Ground Floor Entrances	Consider requiring building entrances to be located close to corners.	Proposal retained. Base zone regulations need to accommodate a diverse range of development. Plan districts have been the mechanism to identify key corners/intersections to which buildings should be oriented.
Development Design	The proposed minimum 5' setback for residential windows is not enough. Need a deeper setback for good access to light and air.	Proposal retained. The 5' standard is the minimum required. A 10' setback is required adjacent to residential zones.



33.860 Large Site Master Plan Review

Chapter 33.860 is a new review that allows bonus floor area and substantial increases in height (up to the maximum bonus FAR and height limits allowed in the zone per Table 130-3) on sites over two acres in size in the CM2, CM3 and CE zones when a master plan with public benefits is approved.

This is a new chapter. For readability, ~~strike through~~ and underline is not used.

DRAFT

Commentary

33.860.010 Purpose

The purpose of the Large Site Master Plan Review is to allow development flexibility on large sites when a coherent master plan that features high quality urban design and provides public benefits is approved through a public review process.

The concept for this bonus option responds to community input received during Mixed Use Zones Project events. Many community members were open to allowing development on large sites to be larger in scale than the four-story scale usually allowed in most areas with commercial/mixed use zoning, especially if there was enough space for a transition in scale to lower-density areas and proposals were subject to design review. It also responds to community interest in linking the provision of additional development potential to the provision of public benefits, especially affordable housing. The Large Site Master Plan bonus allows for additional FAR and height (in excess of the other bonus provisions) in exchange for the provision of affordable housing, public open space, low carbon buildings, and a public review process. The public open space component of this bonus provides a potential mechanism for creating public gathering places in centers, helping to implement new Comprehensive Plan policy objectives for centers.

In modeling of MUZ development prototypes, it was clear that levels of floor area allowed through Commercial Mixed Use bonuses are difficult to fully utilize on large sites due to circulation, parking, and other requirements in combination with the allowed height limits. This large site master plan review provides additional height allowances when key bonus provisions that provide public benefits are met and the overall plan is approved through a review process.

The review will address a number of aspects of development on a large site, including how the development/buildings transition in height and mass to adjacent zoning and land uses. The master plan offers the opportunity to use additional height to achieve floor area but should also be responsive to the context by providing appropriate transitions at the edges of a site or areas where lower scale development is appropriate. Other elements that could be reviewed in a master plan include transportation components (streets, pedestrian circulation, transportation impacts and demand management), development phasing, and stormwater management. An approved master plan must demonstrate how it will meet the affordable housing, plaza/park, and energy efficient buildings requirements of the master plan listed in 33.860.040. These components are fundamental to any master plan development that seeks to use additional floor area or height.

33.860 Large Site Master Plan Review

860

Sections:

- 33.860.010 Purpose
- 33.860.020 What is covered by a Master Plan
- 33.860.030 Review Procedure
- 33.860.040 Master Plan Requirements
- 33.860.045 Components of a Master Plan
- 33.860.050 Approval Criteria for the Master Plan
- 33.860.055 Duration of a Master Plan
- 33.860.060 Amendments to a Master Plan

33.860.010 Purpose

This master plan provides a bonus that allows significant flexibility in the design and development of a large site in a commercial/mixed use zone when the development includes features that provide public benefits. Through the review, large sites will be allowed to develop at a greater height and intensity than allowed by the base zone regulations in exchange for a coherent design framework and inclusion of affordable housing, a public plaza or park, high performance energy efficiency and landscape features. Overall, the review will facilitate:

- Pedestrian-oriented, transit-supportive development;
- Development that includes a variety of uses;
- High quality design appropriate to an urban setting;
- Active ground floor uses along designated transit streets and pedestrian routes;
- A street pattern that provides for convenient pedestrian and vehicle connections;
- Strategies to decrease automobile use;
- Development that is integrated into the broader urban fabric;
- Transitions to adjacent areas with different uses and intensities; and
- Provision of public benefits, including: affordable housing, plazas/park space, and energy efficiency development.

Commentary

33.860.020 What is covered by a Master Plan

This section describes the elements that are covered and considered in a master plan review.

33.860.030 Review Procedure

The proposed review procedure is a Type III (public hearing), which is appropriate for the magnitude of development being permitted in areas where such development is not otherwise allowed. The review is proposed to be conducted by the Portland Design Commission.

33.860.020 What is Covered by a Master Plan

A Large Site master plan allows additional height and floor area in exchange for meeting specific requirements for a defined set of public benefits: affordable housing, plaza/park space, and low-carbon buildings. The review covers the entire site, and addresses: building height, building massing and floor areas, the relationship among the buildings on the site, the relationship between the buildings on site and the surrounding area, transitions to adjacent development, transportation and stormwater management features and phasing of development. The result of the review is an approved site plan that includes the components identified 33.860.045.

33.860.030 Review Procedure

A Large Site master plan is processed through a Type III procedure with review by the Portland Design Commission. Applicants are encouraged to work with surrounding property owners, residents, recognized organizations, and City bureaus during the formulation of the master plan.

Commentary

33.860.040 Master Plan Requirements

The large site master plan is an alternative approach to accessing additional bonus height and floor area on large sites. In order to achieve the additional height and floor area allowed in a large site master plan bonus, the requirements listed in this section must be met. These requirements are a combination of bonuses available in the Commercial Mixed Use zones, and provide public benefits. Because of the increased scale of development allowed, as required by the base zone, Design Review would apply to development on site subsequent to master plan approval (see 33.130.212.G). In some cases, the master plan and development may be approved in concurrent processes.

33.860.040 Master Plan Requirements

The requirements below must be met for a Large Site Master Plan:

- A. **Affordable housing.** The master plan must demonstrate that 25 percent of any floor area in excess of base zone regulations will be developed as housing affordable to those earning no more than 80 percent of the area median family income. In the event that the total proposed floor area does not exceed base zone maximums by 40 percent, 10 percent of the total floor area on site must be developed as housing affordable to those earning no more than 80 percent of the area median family income.
 - 1. The applicant must provide a letter from the Portland Housing Bureau certifying that the development will meet the standards of this subsection and any administrative requirements have been met;
 - 2. The property owner must execute a covenant with the City that complies with the requirements of Section 33.700.060. The covenant must ensure that dwelling units created using this bonus will remain affordable to households meeting the income restrictions and meet the reporting requirements of the Portland Housing Bureau or qualified administrator.
- B. **Plaza or park.** The master plan must show that 15% of the total site area will be developed as a publicly accessible plaza or park. In addition, the park or plaza must meet the following:
 - 1. The plaza/park must be:
 - a. Located outside on the site;
 - b. Adjacent to a public street; and
 - c. Open and accessible to the public from 7am to 9pm;
 - 2. The plaza must have a minimum dimension of 50 feet by 50 feet;
 - 3. Open space used to meet required residential outdoor area standards cannot be used to meet this requirement;
 - 4. Building walls abutting the plaza/park must meet the ground floor window standard in 33.130.230.B.1.a, and there must be at least one building entrance facing the plaza/park; and
 - 5. The property owner must record an easement for the plaza/park that provides for unrestricted public access from 7am to 9pm, and execute a covenant with the City ensuring the preservation, maintenance, and continued operation of the plaza/park by the property owner. The covenant must comply with the requirements of Section 33.700.060.
- C. **Energy efficient buildings.** All buildings in the master plan, except for accessory structures, must meet the energy efficiency requirements of the Bureau of Planning and Sustainability.

Commentary

33.860.045 Components of a Master Plan

This is a list of the necessary components of a master plan. Additional information or components may be requested of the applicant if the information submitted is not sufficient to evaluate the master plan.

33.860.045 Components of a Master Plan.

An applicant must submit a master plan with all of the following components:

- A. Boundaries.** The boundaries of the area to be included in the master plan. The area must include all contiguous lots that are owned by the same person, partnership, association, or corporation. This also includes lots that are in common ownership but are separated by a shared right-of-way.
- B. Urban design and development framework.** An urban design and development framework plan showing:
 - 1. The location of existing and proposed structures;
 - 2. Proposed height and massing (floor area allocation) of development;
 - 3. The allocation of affordable housing if there will be more than one building;
 - 4. Proposed land uses, including areas with active ground floor uses;
 - 5. The location and design of plazas, parks or open areas; and
 - 6. Relationships and transitions to adjacent properties and the neighborhood.
- D. Transportation plan.** A transportation and circulation plan that addresses:
 - 1. Surface parking and any parking access points;
 - 2. Transportation demand management strategies;
 - 3. Multimodal street connections (pedestrian, bicycle, and vehicle) that meet local and regional connectivity standards; and
 - 4. If required, a multi-modal transportation impact study that follows the guidelines of the Portland Bureau of Transportation and includes assessment of traffic impacts on the streets surrounding the master plan area, and mitigating measures to ensure that the surrounding streets will function consistent with their designations as found in the Comprehensive Plan Transportation Element.
- E. Stormwater management plan.** A stormwater management plan for the master plan area.
- F. Phasing Plan.** The master plan must include the proposed development phases, probable sequence for proposed developments, estimated dates, and interim uses of property awaiting development.

Commentary

33.860.050 Approval Criteria for a Master Plan

The proposed approval criteria will be used to review the proposal. As a Type III procedure, a public hearing will be held.

The Portland Design Commission will review the large site master plan on key urban design and development framework elements of the overall plan, and receive bureau recommendations on transportation and stormwater management to inform decisions.

33.860.050 Approval Criteria for the Master Plan

A large site master plan may be approved if the review body finds that the following approval criteria are met:

- A. Master plan requirements.** The master plan addresses the components required by 33.860.045, and either contains them or demonstrates how they will be met over time.
- B. Urban design and development framework.**
 - 1. The proposed overall scheme and site plan provide a framework for development that meets Community Design Guidelines and will result in development that complements the surrounding area;
 - 2. Scale and massing of the development addresses the context of the area, including historic resources, and provides appropriate scale and massing transitions to the adjacent uses and development specifically at the edges of the Master Plan area;
 - 3. Proposed plazas, parks, or open areas are well located to serve the site and public, and are designed to address safety and comfort of users; and
 - 4. The site plan promotes active ground floor uses on key streets to serve the development and surrounding neighborhood; and
- C. Transportation system.** The transportation and circulation system provides multimodal connections that support the development of the site, limit impacts to adjacent neighborhoods, and meet the connectivity requirements of the City of Portland.
- D. Stormwater Management.** The master plan meets the requirements of the Stormwater Management Manual or describes a phased approach to meet the requirements.
- E. Phasing Plan.** The master plan establishes coordinated phasing of development that demonstrates how the site will be developed over time and how any required development elements will be met.

Commentary

33.860.055 Duration of a Master Plan

Once approved, a master plan is intended to last indefinitely, unless amended.

33.860.060 Amendments to a Master Plan

This section outlines the types of situations that would require an amendment with public hearings.

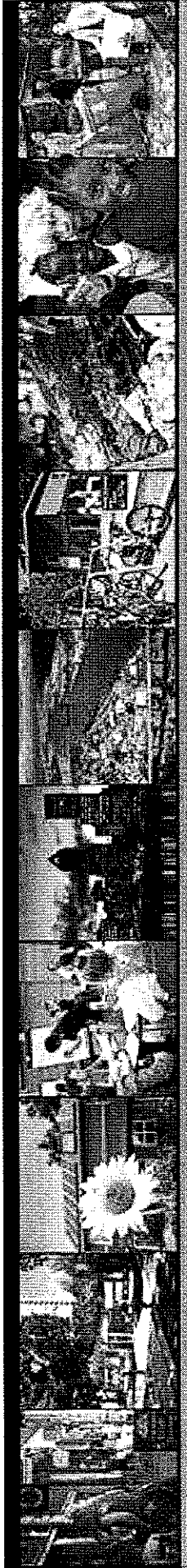
33.860.055 Duration of the Master Plan

An approved master plan remains in effect until development allowed by the plan is completed or the plan is amended. If no development occurs within 10 years, the master plan expires.

33.860.060 Amendments to a Large Site Master Plan

- A. Amendment required.** An amendment to an approved master plan is required for the following, unless they are specifically addressed by the master plan:
 - 1. Changes to the master plan layout, including: boundary, circulation system, building locations, required plaza or park locations, and required affordable housing locations;
 - 2. Changes to the building heights, and floor area allocations of more than 10%; or
 - 3. Changes in the amount of parking of more than 20%.
- B. Review procedures.** Amendments to an approved master plan are reviewed through a Type III procedure.
- C. Approval criteria.** The approval criteria for an amendment to the master plan are the same as the approval criteria for the approval of a new master plan.

Commentary



Mixed Use Zoning Project Low-Rise Commercial Storefront Areas

February 25, 2016



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Low-rise Commercial Storefront Areas



Concept Intent

- *Continuation of the scale and characteristics of older main street areas where low-rise (1-2 story) Streetcar Era storefront buildings are predominant.*
- *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.*
- *Retain allowances for retail/commercial uses to reinforce their roles as core commercial areas that are anchors to complete communities.*

Low-rise Commercial Storefront Areas

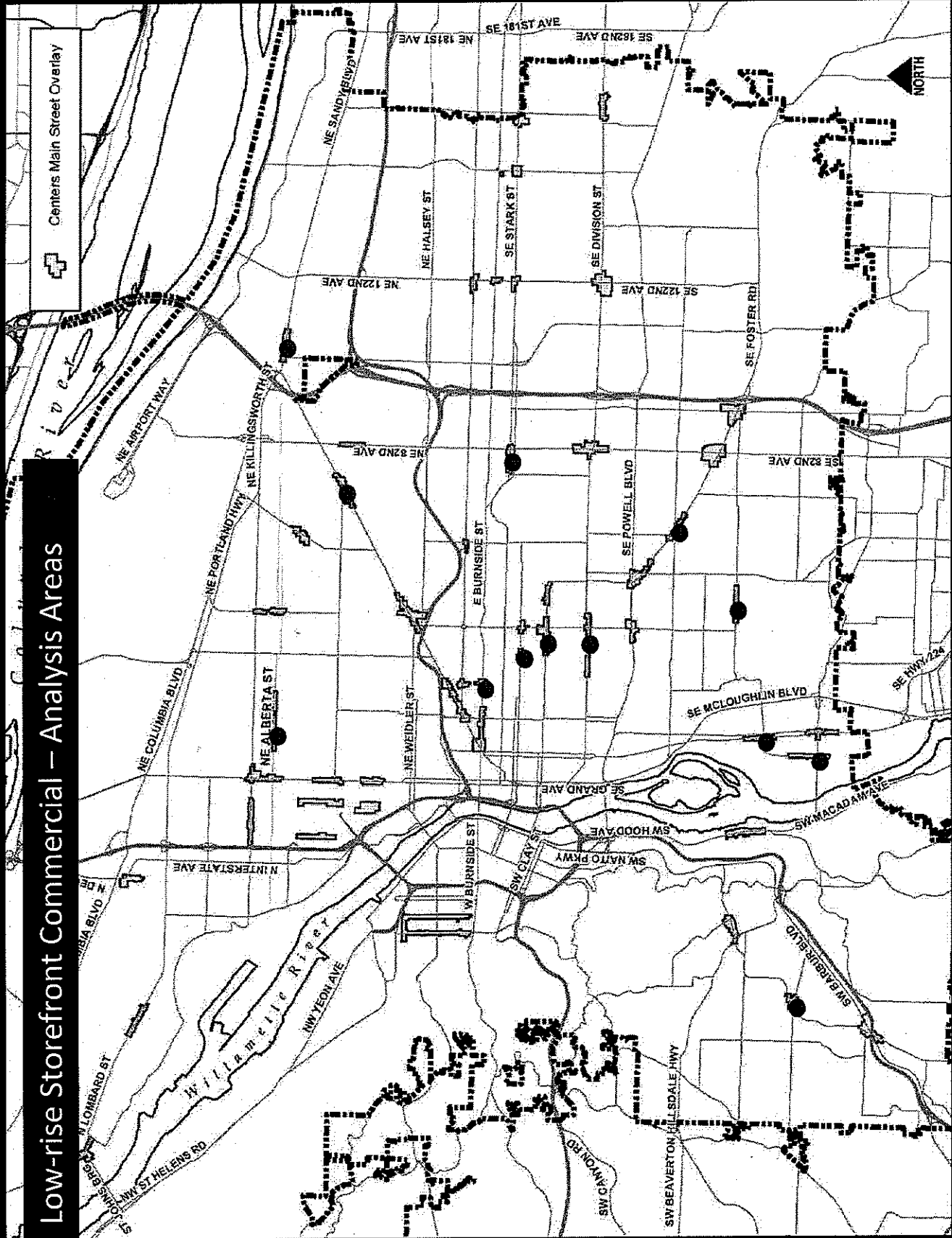
Implementation Approach

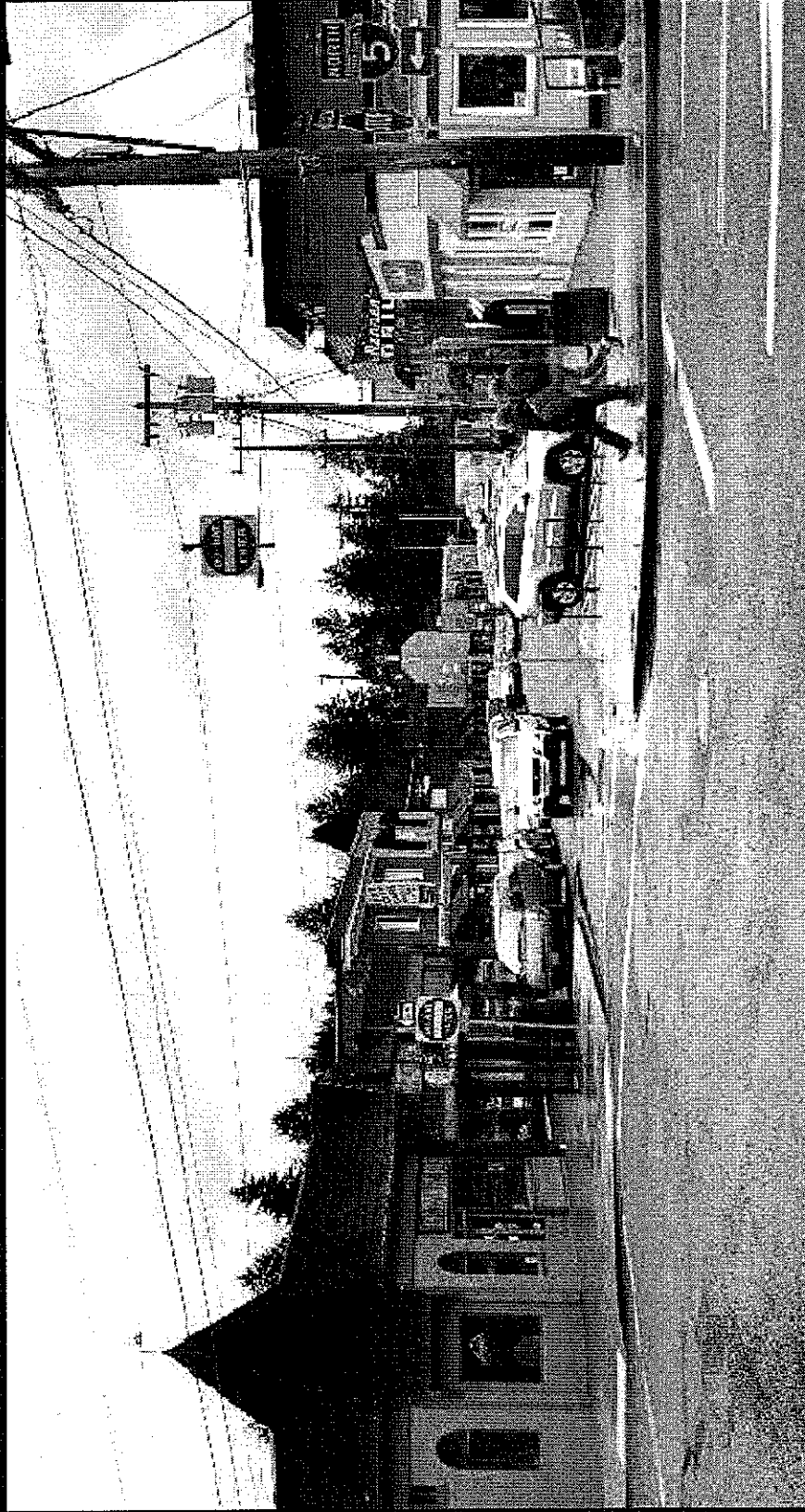
Special zoning provisions for areas with concentrations of 1-2 story streetcar-era storefront buildings, where

- *These buildings are the predominant type of development for at least a 2-block or 400' length of corridor, and*
- *Are located in neighborhood centers.*
- *Other considerations include presence of historic resources and small lots.*

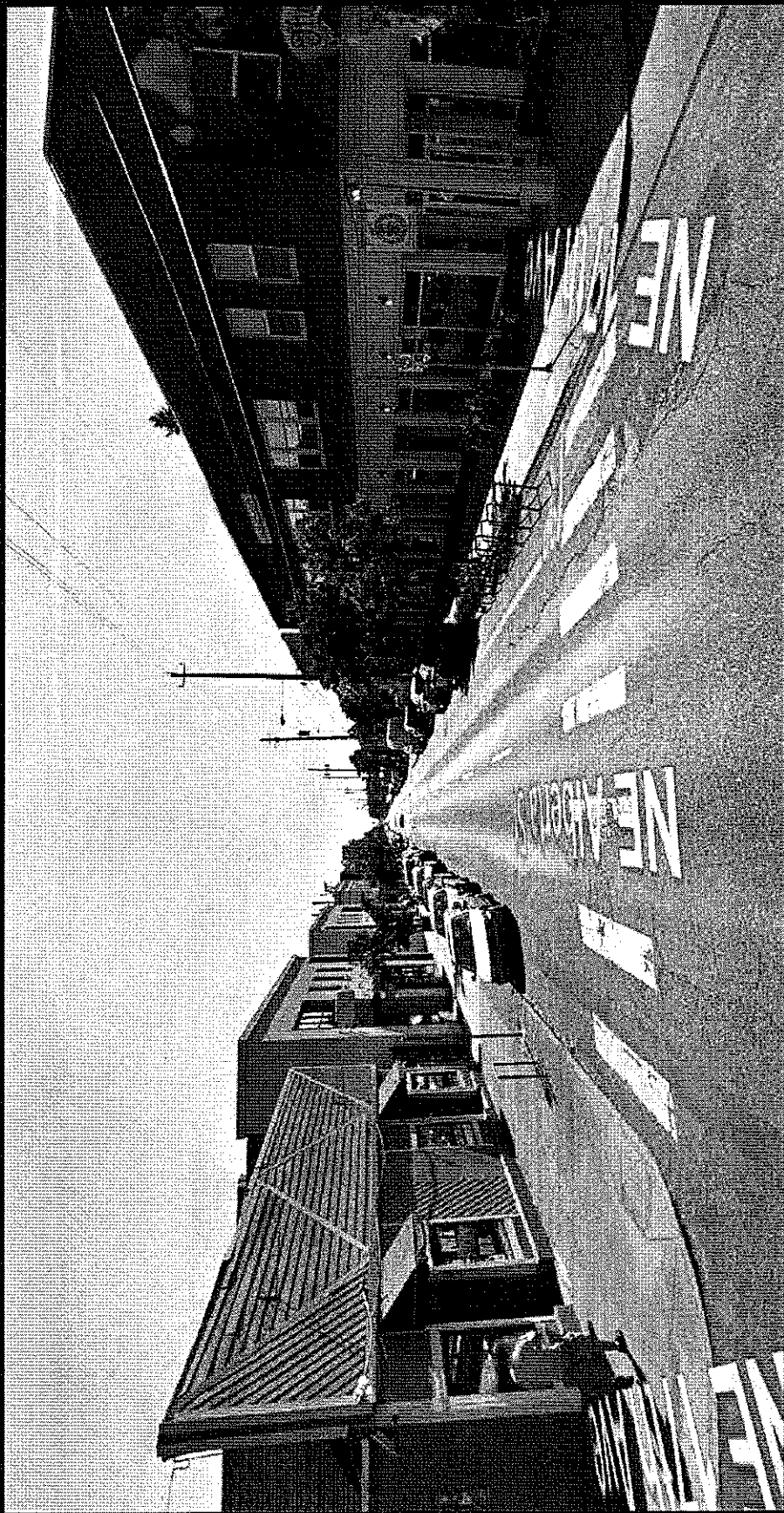


Centers Main Street Overlay

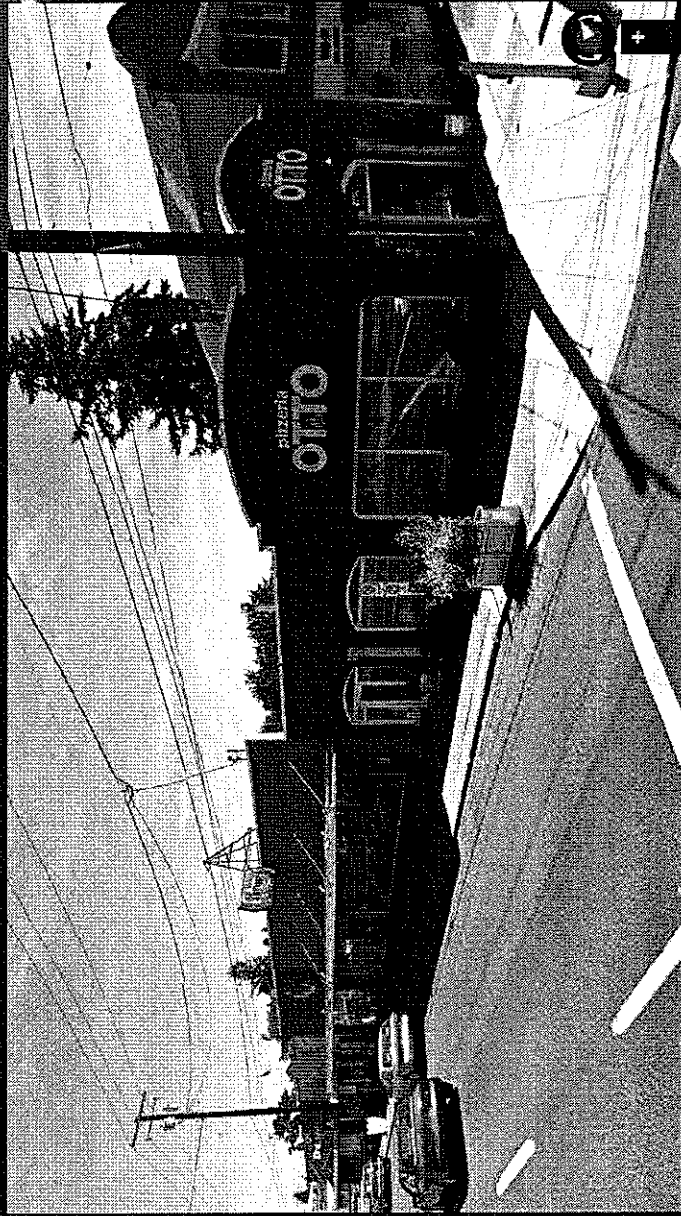
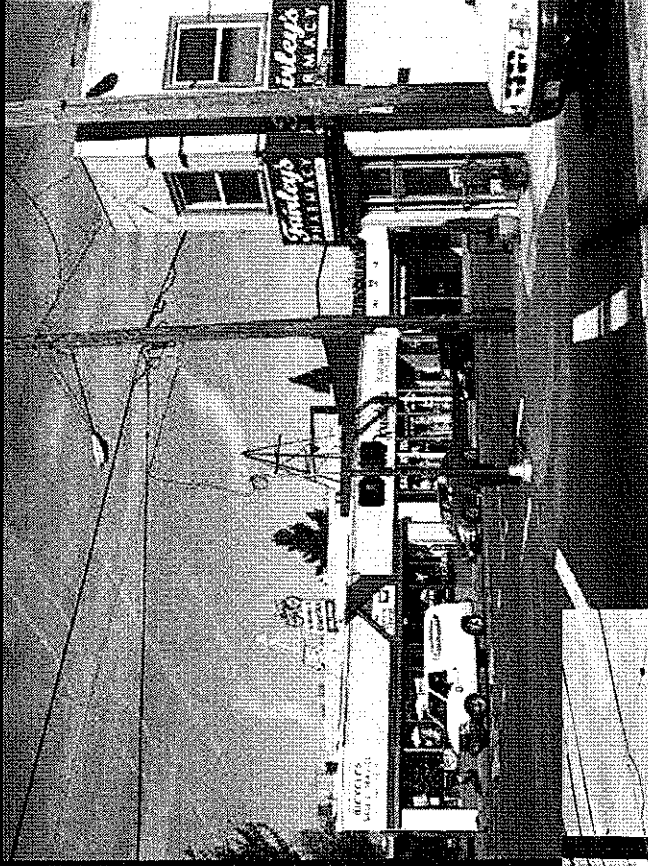




Multnomah Village – core area



NE Alberta, 17th – 19th



Roseway – NE Sandy around 67th & 72nd



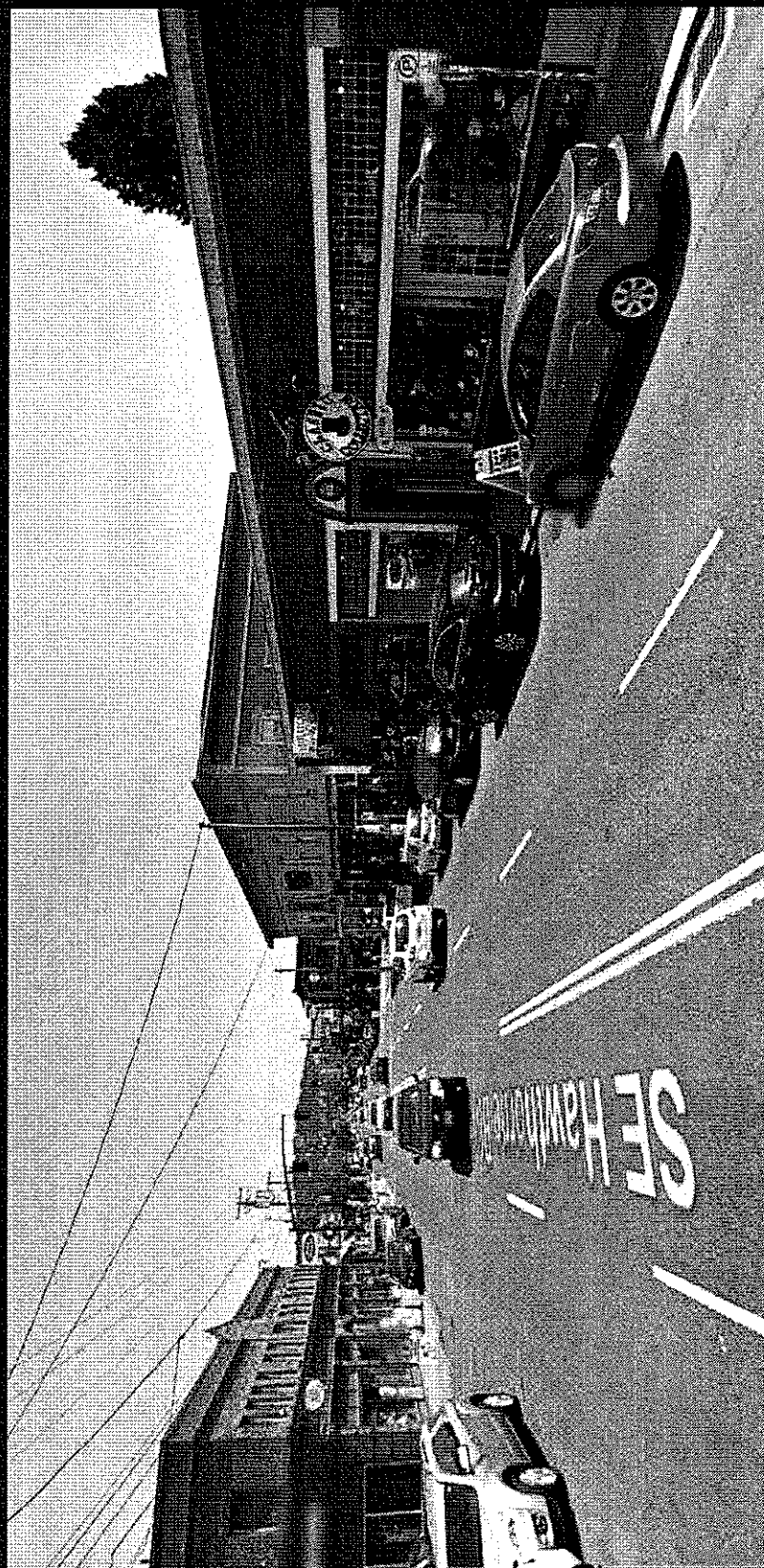
Parkrose – NE Sandy near 105th



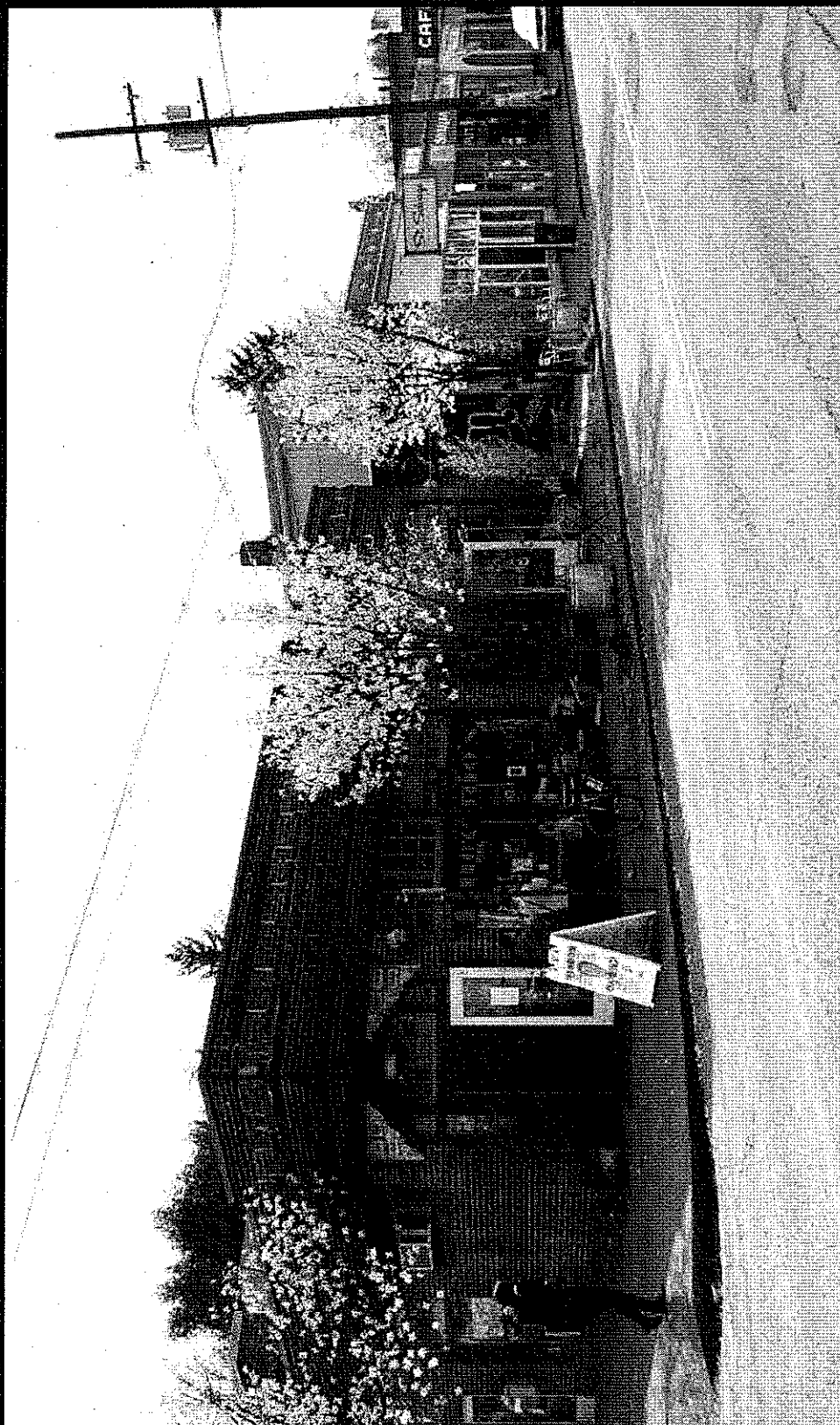
NE 28th (north of Burnside)



SE Belmont, 33rd – 35th



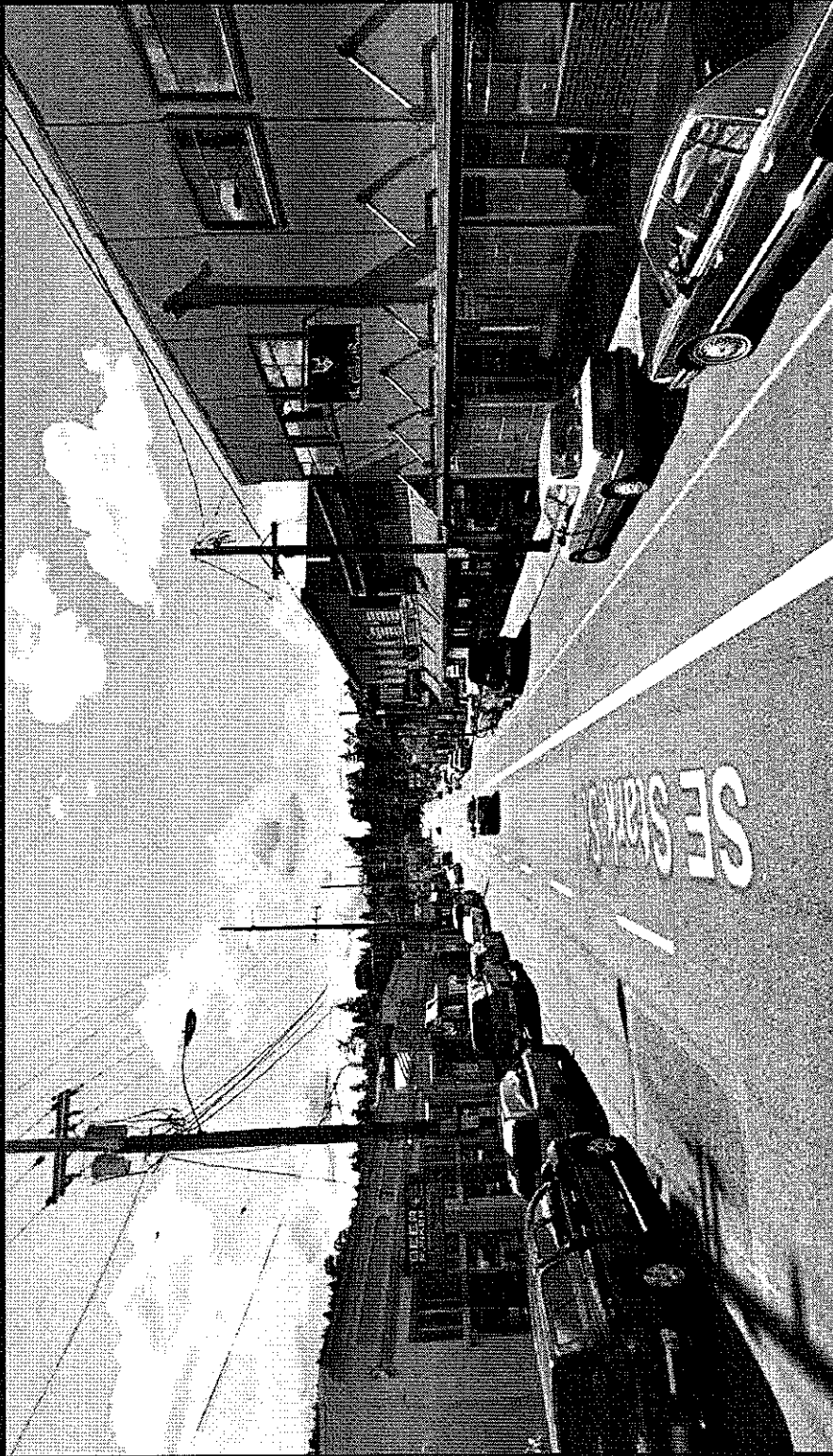
SE Hawthorne, 35th – 38th



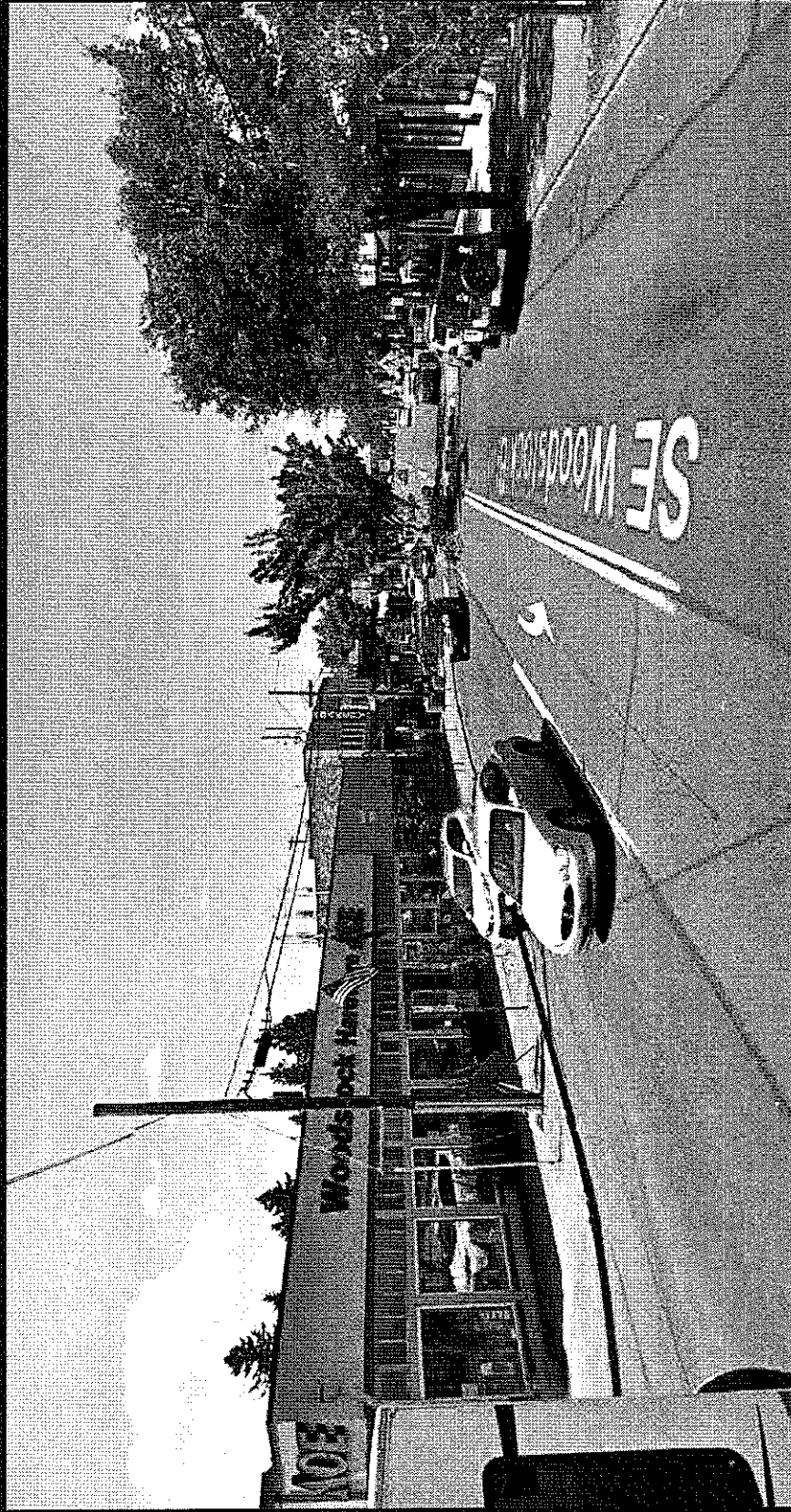
SE Division, 35th – 37th



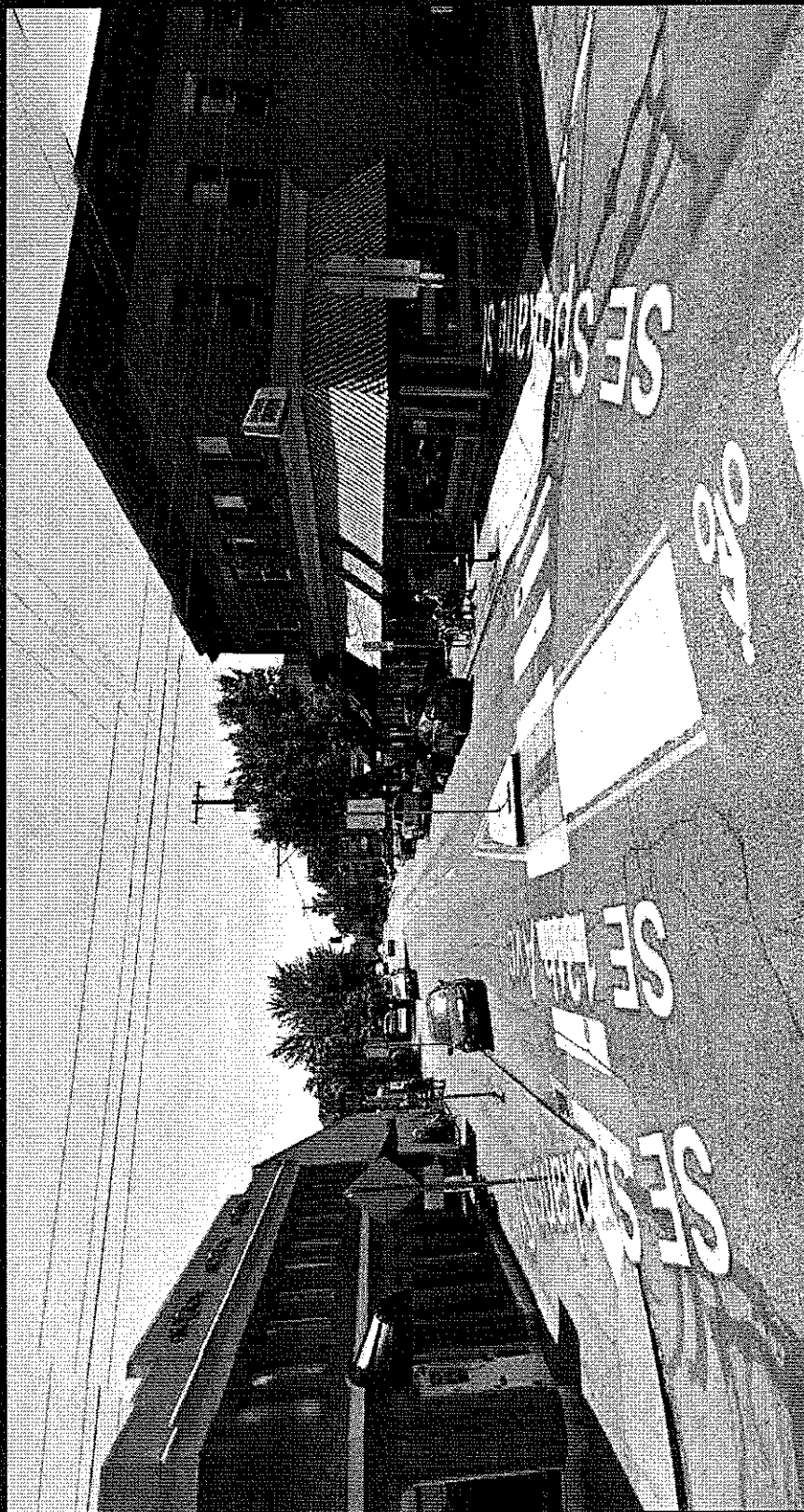
SE Foster, 63rd — 67th



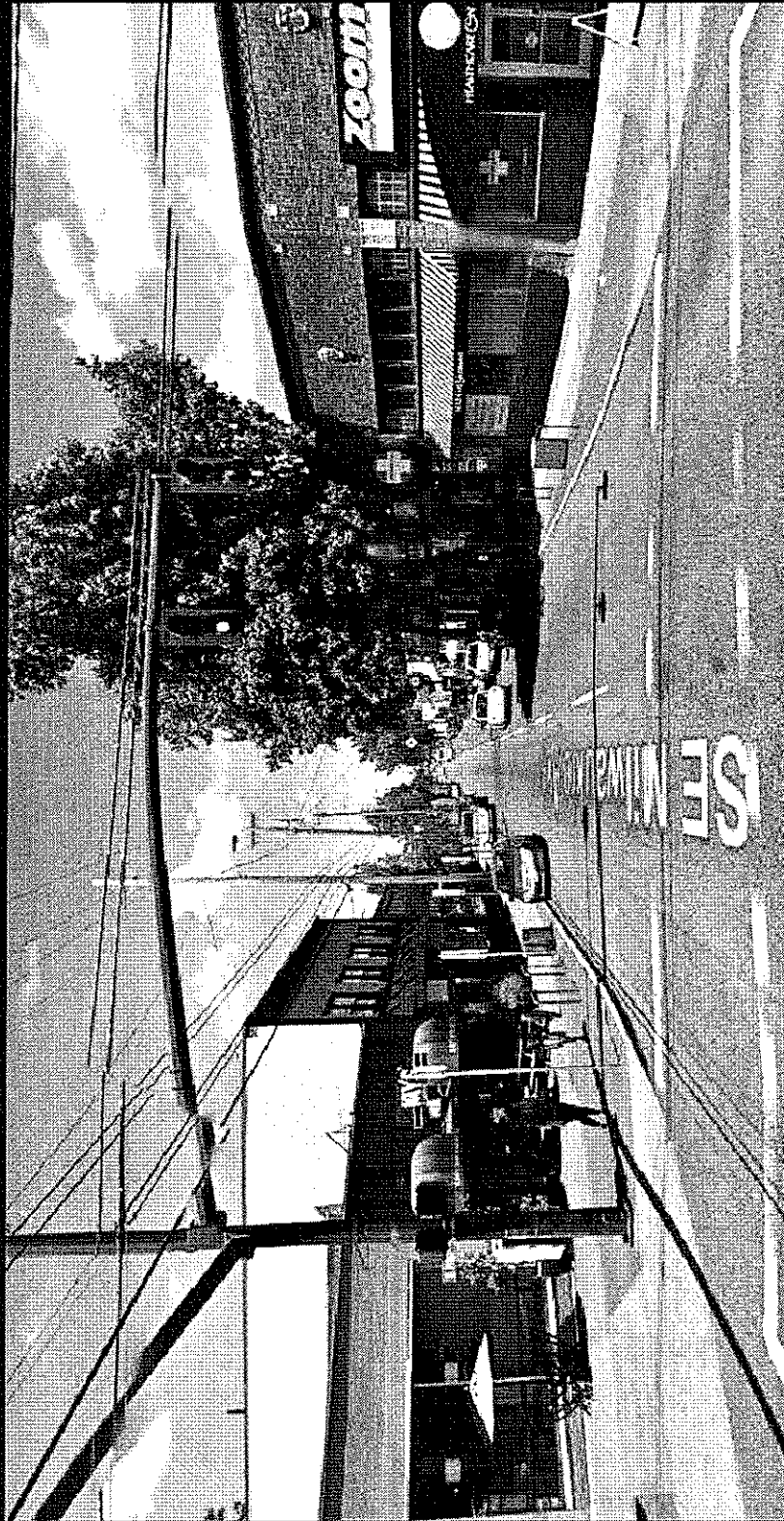
Montavilla – SE Stark, 78th – 81st



SE Woodstock, 44th – 47th

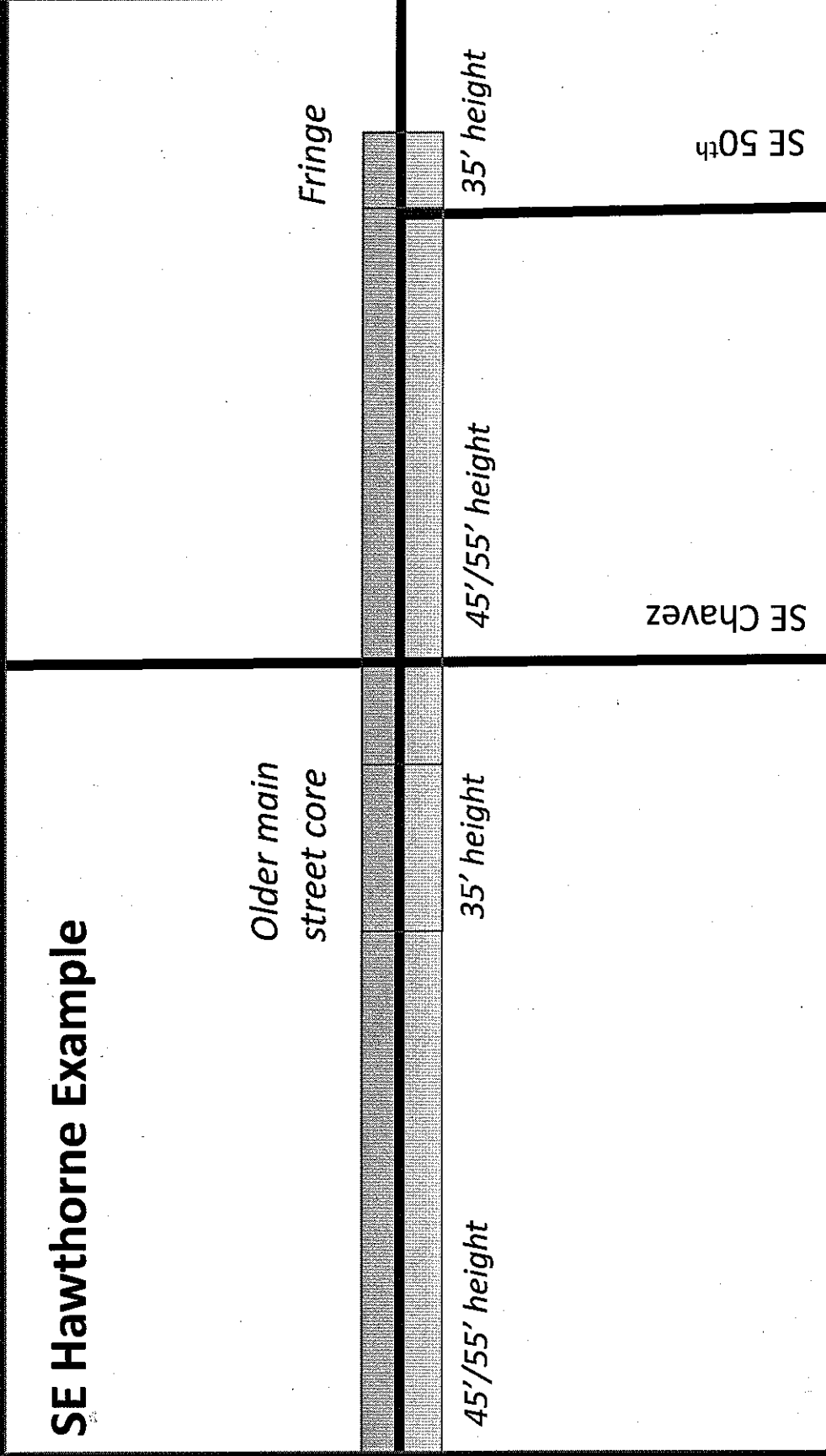


Sellwood – SE 13th Avenue



Moreland – SE Milwaukee & Bybee

SE Hawthorne Example

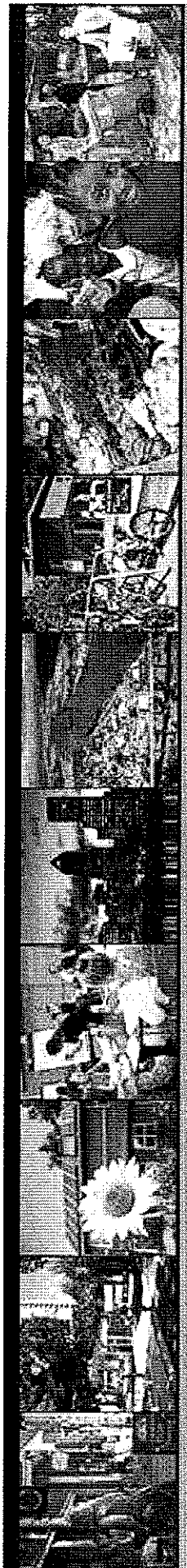


Potential Approach: lower scale (35') in old main street core and corridor fringes
greater scale (45'/55') in majority of corridor

Low-rise Commercial Storefronts

Regulatory Approach

- **CM1 Base Zone – 35' Height**
- **Apply through “M Overlay” zone**
 - **2:1 – 2.5:1 FAR (tbd)**
 - **Larger retail/commercial uses allowed than in other CM1-zoned areas to reflect location in core commercial areas**
- **Full lot coverage allowed and no required landscaping**
- **Limit front setbacks for street frontage continuity**



Mixed Use Zoning Project Low-Rise Commercial Storefront Areas

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