



Bureau of Planning and Sustainability

Innovation. Collaboration. Practical Solutions.

## Agenda

### Mixed Use Zones Project Advisory Committee (PAC)

**Date:** September 17, 2014

**Time:** 4:00 p.m. to 6:00 p.m.

**Location:** 1900 SW 4th Avenue, Portland, 2nd Floor - Room 2500

**Meeting Goals:** Discuss: draft principles, issues and zoning framework approach; public workshop planning; design issues

**4:00 PM**      **Welcome and Introductions**

**4:10 PM**      **PAC Process Updates and Feedback**

- *Meeting Notes*
- *Comp Plan update*
- *MUZ assessment report update/development data*

**4:30 PM**      **Code Concepts: Draft Principles, Issues, Framework**

- *Discussion on draft principles, issues to address, and conceptual zoning framework*
- *MUZ design/development issues*

**5:20 PM**      **October Workshop**

- *Discuss content, format, outreach*

**5:40 PM**      **Public Comment**

**6:00 PM**      **Adjourn**



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## **Discussion Draft**

# **Zoning Code Principles, Components, Conceptual Framework**

### **September 12, 2014**

The following is a discussion draft set of zoning code principles, components and issues to address in code revisions, and a preliminary conceptual framework for zoning districts for PAC review. This is intended as a starting place for PAC discussion on the elements to address in the mixed use zones framework. Based on PAC feedback and other reviews, the project team will revise these items in preparation for a more public discussion in October. The items and components identified in this concept were developed from PAC input; feedback from MUZ community walkabouts; roundtable discussions with developers, designers and businesspeople; a survey of best practices from peer cities, and from BPS staff, project team and city agency feedback on topics and issues to address.

## **A. Summary of Comprehensive Plan Policy Directions**

The Comprehensive Plan provides the foundation and direction for development of regulatory tools to address development in Portland. The city's Proposed Comprehensive Plan includes the following policy directions which serve as a guide for code development.

- Support vibrant business districts
- Accommodate housing and employment growth
- Enhance equitable access to housing and services
- Contribute to human and environmental health and efficient use of resources
- Provide pedestrian-oriented environments that are accessible to people of all ages and abilities
- Use design and green elements that enhance place and context
- Protect and enhance defining places, features, and historic and cultural resources
- Provide opportunities for gathering places, art and culture
- Create quality environments for residents, workers, visitors
- Provide transitions between higher- and lower- density areas

## **B. Principles for Development of Zoning Concepts**

The following principles serve as a touchstone for the development of zoning concepts.

**Viability** – create zoning tools that allow economically-feasible development which supports city goals for housing and employment growth and helps create vibrant business districts.

**Quality** – create zoning tools that help foster well-designed, long-lasting buildings with a positive relationship to the public realm.

**Contextual Sensitivity** – create zoning tools that respond to the context and community character of the pattern area in which development is occurring.

**Predictability** – create zoning tools that offer a higher degree of predictability regarding development outcomes for the city, neighbors, businesses and the development community.

**Flexibility** – create tools that provide opportunity to respond to different community contextual circumstances as well as different types of development within defined parameters.

**Equity** – create zoning tools that help support Comprehensive Plan equity goals and policies, by expanding opportunities for affordable housing and commercial space, and supporting a diversity of businesses and civic activities.

**Simplicity** – Create zoning tools that minimize complexity and are accessible and understandable to everyone - residents, developers, business people, City officials and staff.

### **C. MUZ Future Direction, Components, Issues to Address**

Building on these principles, new mixed use zoning might include the following elements, with details to be defined in consultation with the PAC and further study by the project team.

#### **Building Height and Transitions**

1. **Relate building height to street scale/transit function.** Create zones that can respond to different street scales and contexts, allowing taller or larger buildings on larger-scaled streets such as Civic Corridors, in key locations close to the Central City, and around high capacity transit stations.
2. **Accommodate ground-floor active uses and roofline variety.** Consider additional building height allowances to accommodate ground-level commercial spaces with high ceilings and to foster variety in building rooflines (“vertical texture”).
3. **Height transitions and buffering.** Explore citywide approaches to setbacks, height transitions and buffering for mixed-use zones adjacent to lower-density residential zones to foster a more gradual scale transition. Consider solar access issues in shaping these transitions.
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/45 feet to reduce mass and shadows.
5. **Full-block zoning transitions.** Consider 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.** Consider allowances for 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.

## Design Standards

7. **Pattern Area Standards.** Explore design-related standards specific to the three major neighborhood pattern areas – the Inner, Eastern, and Western neighborhoods. Regulations responsive to neighborhood pattern area characteristics, as well as different types of development, could include 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. These may include requirements for additional ground-floor window coverage (a “transparency standard”) and minimum floor-to-ceiling heights (potentially in key places), limiting the amount of row house frontages that can be used for driveways, and applying pedestrian-oriented streetscape requirements to dispersed commercial development / corner markets. The transparency standard would be lower on secondary streets and side frontages.
9. **Building setbacks.** Simplify maximum setback regulations and offer more flexibility for providing outdoor spaces, landscaping. Consider eliminating requirements that in some cases require 100% of street facing façades to be located within required maximum setbacks.
10. **Community Design Standards (CDS).** Consider applying the most effective Community Design standards requirements to development in the mixed-use zones.

## Residential Standards

11. **Outdoor space.** Consider requiring private or shared outdoor space for residents to be provided in conjunction with mixed use development.
12. **Side setback requirements.** Consider a flexible set of standards for windows close to side property lines, including greater side setbacks for habitable rooms, such as bedrooms or living rooms. Consider providing options to either build to the property line or meet multi-dwelling residential setback requirements.
13. **Detached house development.** Consider limiting new detached houses in mixed use zones, especially in the core areas of centers.
14. **Balconies.** Consider prohibiting balconies from encroaching within the rear setback of mixed use zones abutting lower density zones, but allow them if stepped back.

## Incentives

15. **Incentivize desired outcomes.** Consider incentives for affordable housing, historic preservation, community services, and publicly-accessible outdoor space. Potentially link these incentives to some combination of FAR and/or height allowances. Also explore options to get accessible housing, grocery stores, community uses, arts/cultural facilities, day care centers, green elements, and affordable commercial space.

## Other Regulations

16. **Core area requirements.** Consider a “centers overlay” that requires buildings to be designed for active ground floor uses, and limits or prohibits drive-through facilities, quick vehicle servicing uses, self-service storage, and single dwelling residential uses.

17. **Commercial-Employment zone.** Consider a new zone intended for mixed commercial and employment uses, with possible limitations on residential uses. This could apply to portions of corridors located in between centers.
18. **Neighborhood notification requirements** – Consider an expanded process of required neighborhood notification of new development in mixed use zones.
19. **Plan districts and overlay zones.** Reduce regulatory redundancies and apply effective regulatory tools; aim for greater regulatory simplicity, possibly with fewer plan districts and more emphasis on overlays that can apply in multiple locations.
20. **Exterior display.** Consider more flexibility for exterior display arrangements, vending carts, and liner retail.
21. **Shared parking.** Expand allowances for shared parking.
22. **Zone change criteria.** Create new criteria for zone changes, including zone changes within the same Comprehensive Plan designation.

## D. MUZ/Commercial Zoning Code Conceptual Framework

The following is a starting place for discussion of a commercial mixed use zoning framework.

### Comp Plan/Zone Relationships

New Comp Plan Designation	Existing Implementing Zones	Future Implementing Zones
Mixed-Use Dispersed	CN1, CN2, CO1, CO2, CM, CS	MU1
Mixed-Use Neighborhood	CN2, CO2, CM, CS	MU1, MU2
Mixed-Use Civic Corridor	CN2, CO2, CM, CS, CG	MU1, MU2, CE
Mixed-Use Urban Center	CN1, CO1, CM, CS, CG, CX, EX	MU1, MU2, MU3

### Existing Commercial/Mixed-Use Zones

Zone	FAR*	Height**
CN1	.75:1	30
CN2	.75:1	30
CO1	.75:1	30
CO2	2:1	45
CM	1:1	45
CS	3:1	45
CG	3:1	45
EX	3:1	65
CX	4:1	75

\* Residential uses are not counted toward maximum floor area ratio in commercial (“C”) zones. FAR may be further specified in plan district and overlay zones.

\*\* Height limits may be further specified in plan districts and overlay zones.

## DRAFT Concept for MUZ Zone Purpose Statements

The **Commercial Mixed-Use 1 (MU-1)** zone is a small-scale commercial mixed use zone. It is intended for sites in smaller scale centers and corridors, at the edges of town and regional centers, and in dispersed mixed use areas. This zone allows a mix of commercial and residential uses. Buildings in this zones are generally expected to be up to three stories, unless bonuses are used to provide community benefits. Development is intended to be pedestrian-oriented and compatible with the scale of surrounding residentially zoned areas.

The **Commercial Mixed-Use 2 (MU-2)** zone is a medium-scale commercial mixed use zone. It is intended for sites in a variety of centers and corridors, and in dispersed mixed use areas that are served by frequent transit. The zone allows a mix of commercial and residential uses, as well as other uses that have limited off-site impacts. Buildings in this zones are generally expected to be up to four stories, unless bonuses are used to provide community benefits. Development is intended to be pedestrian-oriented and complement the scale of surrounding residentially zoned areas.

The **Commercial Mixed-Use 3 (MU-3)** zone is a large-scale commercial mixed use zone. It 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 uses that have limited off-site impacts. Buildings in this zones are generally expected to be up 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.

The **Commercial Employment (CE)** zone is a medium-scale commercial employment zone. It is intended for sites along corridors in areas in between centers, especially along Civic Corridors that are Major or Priority Truck Streets. The zone allows a mix of commercial uses, as well as some light industrial/employment uses that have few off-site impacts. The emphasis is on commercial and employment uses, with limitations on residential uses. Buildings in this zones are generally expected to be up to four stories, unless bonuses are used to provide community benefits. Development is intended to be pedestrian-oriented, but also auto accommodating, and complement the scale of surrounding areas.

## DRAFT Commercial/Mixed-Use Zones – Concept for Uses and Allowances

Zone	Similar Current Zone	Uses	FAR Range*	Height/ Stories	Step-down to R-Zone	Bonus/ Incentive	Coverage and Landscaping
MU1	CN1, CN2, CO1	Residential, Limited Commercial	tbd	35/3	N	Y	Based on lot size/ Pattern area
MU2	CS, CM, CO2, CG	Residential, Broad Commercial	tbd	45/4	Y	Y	Based on lot size/ Pattern area

<b>MU3</b>	CX, EX	Residential, Broad Commercial	tbd	65/6	Y	Y	Based on lot size/ Pattern area
<b>CE</b>	CG	Commercial, Auto, Employment	tbd	45/4	?	N?	Based on lot size/ Pattern area
<b>Center Overlay</b>		Limits Drive Thru, Quick Vehicle Servicing, Self- Storage, other		Added height for desired amenities, active ground floor, etc.			

\* FAR may apply to all uses.

DRAFT