Mixed Use Zones Project
Assessment Report

City of Portland
Bureau of Planning and Sustainability
October 2014
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Acknowledgments

This report was written by Mixed Use Zones Project staff from the City of Portland Bureau of Planning and Sustainability. Specific contributions from the project Consulting Team include excerpts from the report “Case Studies in Zoning for Mixed Use Development: Best Practices from Peer Cities“ (under separate cover), and other excerpts and contributions in this report where noted.

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Assessment Summary

The Mixed Use Zones Project is being conducted by the City of Portland Bureau of Planning and Sustainability to develop new mixed use zoning designations to help implement Portland’s Proposed Comprehensive Plan. The Proposed Comprehensive Plan focuses commercial activity and much new household growth in mixed use “centers and corridors” that will anchor convenient, walkable neighborhoods.

The Mixed Use Zones Project will focus on revising the City’s Commercial (CN1/2, CO1/2, CM, CS, CG, CX) and Central Employment (EX) zones that are generally applied in the centers and corridors outside of the Central City. These zones — in which mixed use development is allowed — were created when auto-oriented and lower intensity commercial uses were more common. The Mixed Use Zones Project will revise the zones to address issues that arise with newer intensive mixed use forms, such as building mass and/or bulk, design and context, transitions and step-downs, and ground floor uses. These revisions will better meet the goals and policies of Portland’s new Comprehensive Plan.

The Mixed Use Zones Project Assessment Report includes detailed information on the purpose and need for the project, as well as analysis of existing zoning and regulatory tools, design issues, proposed Comprehensive Plan policies, public input and best practices from peer cities. The appendix contains detailed information on demographics, market conditions, and development trends from 20 Portland analysis areas, as well as detailed public feedback. A report “Case Studies in Zoning for Mixed Used Development: Best Practices from Peer Cities” details the approaches of other cities and is available under separate cover.

Summary Findings and Conclusions

The following findings summary is based on the information collected in the assessment phase of the Mixed Use Zones Project, and other sources. A more detailed set of Conclusions and Recommendations can be found in Chapter 10.

- Existing zones often provide flexibility in terms of development outcomes which can be a benefit, but also creates uncertainty for the community and adjoining property interests.
- In all commercial zones residential uses are allowed outright, and residential uses are not counted in the FAR calculations. This results in a lack of certainty about development potential and scale, and in some cases could provide more development opportunity in lower intensity zones than in the EX zone.
- Commercial zones are applied in centers and corridors throughout the city and often abut low intensity residential zones. A need for better scale and use transitions between the commercial and residential zones has been identified in many Portland neighborhoods.
- Portland’s proposed Comprehensive Plan calls for a greater degree of context sensitivity and alignment with pattern area features, however the same development standards apply citywide in most zones.
- Portland’s proposed Comprehensive Plan calls for providing a range of housing types to meet differing household size and income profiles, but current zones generally do not provide regulations or incentives to achieve this.
- Portland’s proposed plan emphasizes the creation of walkable, community-serving mixed use areas but some zoning districts continue to prevent compact development through limits on site area building coverage, and may encourage parking areas adjacent to the pedestrian realm.
Portland’s proposed Comprehensive Plan Map may eliminate the one-to-one relationship of Comprehensive Plan Designation and Zoning Districts, and more zoning districts will correspond to new Mixed Use Plan designations. There will need to be criteria to determine the appropriate application of zones within these areas.

Other cities vary in the way that they approach commercial and mixed use zoning, but many jurisdictions:

- Have a simpler array of zones, but utilize special districts or variable standards.
- Require ground floor active uses in key commercial corridors/pedestrian areas.
- Limit auto-oriented uses in key areas.
- Have minimum ground floor “transparency” requirements to activate ground floors.
- Include bulk/mass standards in mixed use zones.
- Utilize incentives/bonuses to encourage mixed use development.
- Require rear setbacks and step-downs to transition to adjacent areas.
- Utilize street-level design standards and limit blank walls and parking areas.
- Sometimes require outdoor area for residential and other uses.
- May provide incentives for community priorities such as green features, historic preservation, and affordable housing.

Summary of Recommendations

The recommendations identify key Zoning Code Structure issues and a list of Directions, Components and Issues to address in the development of new zoning regulations. A more detailed set of Conclusions and Recommendations can be found in Chapter 10. A new zoning code structure and specific new development standards and other regulations will be further developed and refined in the Concept Development phase of the project.

Zoning Code Structure

A. Recast Commercial Zones. Recast the Commercial and the Central Employment zone as Commercial/Mixed Use zones to reflect the broad range of use allowances in these zones.

B. Consolidate and Reduce the Number of Zones. Look to reduce the number of commercial/mixed use zones through consolidation or elimination of zones due to 1) minor differences between zones, 2) a lack of application or mapping of the zone, 3) changing conditions that reduce the effectiveness of a zone.

Directions, Components and Issues to Address

Consider and explore the following issues and elements in creation of new mixed use zones:

Building Height and Transitions

1. Relate building height to street scale/transit function. Allow taller or larger buildings on larger-scaled streets or in key locations near the Central City, and around high capacity transit stations.

2. Accommodate ground-floor active uses and roofline variety. Allow marginal additional building height for ground-level commercial spaces and to foster roofline variety.

3. Height transitions and buffering. Create citywide approaches to setbacks, height transitions and buffering for mixed-use zones adjacent to lower-density residential zones to improve transitions.
4. **Building articulation/massing.** Craft standards that more definitively address building form and massing, including: façade articulation, step backs, building length, etc.

5. **Full-block zoning transitions.** Develop landscaping and building height standards for mixed-use areas that are located off of corridors and have street frontage adjacent to residential zones.

6. **Large sites/Planned Developments.** Allow for larger-scale or planned development on large sites in transit-rich locations, potentially in tandem with transfer of development rights (TDR) program.

**Design Standards**

7. **Pattern Area Standards.** Create design-related standards specific to the three major neighborhood pattern areas - the Inner, Eastern, and Western neighborhoods.

8. **Street frontages.** Strengthen pedestrian design-related standards for key street frontages, including: ground-floor windows; minimum floor-to-ceiling heights; and limiting vehicle areas.

9. **Building setbacks.** Simplify maximum setback regulations and offer more flexibility for providing outdoor spaces, and landscaping.

**Residential Standards**

10. **Outdoor space.** Craft standards for private or shared outdoor space for residents to be provided in conjunction with mixed use development.

11. **Side setback requirements.** Develop standards for windows close to side property lines and/or provide options to either build to the property line or meet multi-dwelling setback requirements.

12. **Detached house development.** Limit new detached houses in mixed use zones, especially in the core areas of centers.

13. **Balconies.** Limit balconies from encroaching within the rear setback of mixed use zones abutting lower density zones.

**Incentives**

14. **Incentivize desired outcomes.** Consider 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, etc.; publicly-accessible outdoor space; and high-performance green features.

**Other Regulations**

15. **Core area requirements.** Develop a “centers overlay” that requires buildings designed for active ground floor uses, and limits uses and developments that conflict with pedestrian activity.

16. **Green features.** Craft standards to accommodate green features and infrastructure as part of development.

17. **Neighborhood notification requirements.** Expand the process or approach to required neighborhood notification of new development in mixed use zones.

18. **Plan districts and overlay zones.** Reduce regulatory redundancies and apply effective regulatory tools; aim for greater regulatory simplicity.

19. **Exterior display.** Provide flexibility for exterior display, vending carts, and liner retail.

20. **Shared parking.** Expand allowances for shared parking.

21. **Zone change criteria.** Create new criteria for zone changes, including zone changes within the same Comprehensive Plan designation.
I. Introduction

The Mixed Use Zones Project is being conducted by the City of Portland Bureau of Planning and Sustainability to develop new mixed use zoning designations to help implement Portland’s Proposed Comprehensive Plan. The Proposed Comprehensive Plan focuses commercial activity and much new household growth in mixed use “centers and corridors” that will anchor convenient, walkable neighborhoods.

Portland is expected to grow significantly over the next 20 years - in both new households and new jobs. Where these households and jobs locate is key to supporting and enhancing the qualities that help make Portland an attractive place. These qualities include: natural beauty, varied recreation possibilities, unique neighborhoods, good job opportunities, a vibrant food culture and a strong sense of community. As Portland’s population grows, its households will also change. In the next two decades the size of households is expected to decrease, and more Portlanders will live alone, and live longer. The city’s preferred Comprehensive Plan growth scenario focuses on creating complete neighborhoods by locating new households and jobs in centers and corridors located throughout the city. This approach will maximize investments in infrastructure; reduce redevelopment pressures on lower density residential areas, open spaces, and employment districts; improve resiliency; reduce carbon emissions; and help create more complete, convenient and vibrant neighborhoods by adding new people, businesses and activities to the community.

What Will the Mixed Use Zones Project Do?

The Mixed Use Zones Project will focus on revising the City’s Commercial (CN1/2, CO1/2, CM, CS, CG, CX) and Central Employment (EX) zones that are generally applied in the centers and corridors outside of the Central City. These zones — in which mixed use development is allowed — were created in the early 1990s, when auto-oriented and lower intensity commercial uses were more common. The Mixed Use Zones Project will revise the zones to address issues that arise with newer intensive mixed use forms, such as building mass and/or bulk, design and context, transitions and step-downs, and ground floor uses. These revisions will better meet the goals and policies of Portland’s new Comprehensive Plan.

The project will:

- Include opportunities for public participation and an advisory group.
- Evaluate Portland’s current development and design regulations and development outcomes in mixed use/commercial zones to determine what is working well and what needs improvement.
- Consider best practices and new approaches to zoning by researching the tools and incentives other cities have used to create successful, walkable urban centers.
- Develop a framework for new mixed use zones that better responds to the hierarchy of centers anticipated in the new Comprehensive Plan, as well as different geographic contexts and pattern areas throughout Portland (e.g., southwest hills, small block patterns in close-in eastside neighborhoods, or the larger lot and block patterns in eastern neighborhoods).
- Analyze development feasibility and review the zoning approaches with the public.
- Write and revise zoning regulations to implement the mixed use zones framework.

What are Centers and Corridors?

As described in the Proposed Comprehensive Plan:

*Centers are compact, walkable and pedestrian-oriented urban places. They are connected to public transit and active transportation networks. They anchor complete neighborhoods with retail stores and businesses (grocery stores, restaurants, markets, shops, etc.) civic amenities (libraries, schools, community centers, places of worship, etc.), housing options, health clinics, daycare centers, employment centers, plazas and parks or other public gathering places.*
Centers will be the primary areas for growth and change in Portland over the next 20 years. Focusing new growth in centers helps achieve goals of having more Portlanders live in complete neighborhoods, use public transit and active transportation—walking, biking and rolling—to commute to work and complete errands, and it will help mitigate and prepare for the effects of climate change. Clustering destinations and housing within compact, walkable centers makes access by transit, walking, wheelchair, and bicycle more practical and reduces the amount of driving needed to access services, reducing the impact on roadways, reducing congestion, and facilitating freight movement.

Centers range in scale from the Central City’s downtown to small neighborhood centers, providing local access to services and allowing Portlanders across the city to live a healthy, active lifestyle. Neighborhood business districts and the commercial services they provide are the foundation of many centers, but centers, particularly larger centers, will also become a focus for public services, gathering places, and housing growth. In and around all centers, there will be change as areas urbanize and new services, shops and housing are developed.

There are four types of centers that vary in size, scale, service area, local versus regional role, and density of residents and businesses. The four types are:

1. Central City
2. Regional Center (Gateway)
3. Town Center
4. Neighborhood Center

Corridors, like centers, are areas where Portland will grow and change over the next 25 years. They are busy, active streets with redevelopment potential. They are close to neighborhoods and are places with transit, stores, housing and employers. They need to be planned, designed and improved to be places that benefit and become successful additions to surrounding neighborhoods. The largest places of focused activity and density along these corridors are designated as centers.

There are three types of street corridors:

1. Civic Corridors
2. Neighborhood Corridors
3. Freight Corridors
Portland’s new Comprehensive Plan proposes a network of centers and corridors that will anchor vibrant, convenient neighborhoods, and accommodate a large share of Portland’s future housing and commercial growth.

Focusing Development along Centers and Corridors

Focusing development along corridors and in centers is part of a long tradition. In the early development of Portland, much of the city’s activity was focused near the riverfront settlement that has evolved into downtown Portland, and along key trails and roads used for trade. Private transportation investment in a system of streetcars during the early 1900s reinforced development along corridors and in centers and allowed the development of “streetcar suburbs” - nearby neighborhoods of detached houses. During a period of auto-oriented development from the 1940s to 1980s centers of commerce and shopping were developed at key crossroads - mostly in what are now Portland’s eastern and western neighborhoods. The 1980 Comprehensive Plan was a turning point, and saw the beginning of efforts to reestablish and enhance Portland’s streetcar corridors and centers as places of community activity. This strategy was strengthened by the adoption of the Metro Region 2040 Growth Concept which further targeted centers, main streets and corridors as places of focused growth and investment.

Portland’s new Comprehensive Plan builds on these efforts, by further defining the centers and corridors within Portland as key places for continued public and private investments in buildings, infrastructure and services. For more information on Portland’s evolution and the role of centers and corridors, see the Portland Comprehensive Plan Update Urban Design Direction (http://www.portlandoregon.gov/bps/article/497442).
Pattern Areas
In addition to focusing development in centers and corridors, the Proposed Comprehensive Plan recognizes the ways in which areas of the city differ. One way the plan does this is by identifying the city’s five major “pattern areas” each of which has different characteristics. The pattern areas are: Central City, Rivers, Inner Neighborhoods, Western Neighborhoods, and Eastern Neighborhoods.

Portland’s new Comprehensive Plan recognizes the uniqueness of each of the city’s “Pattern Areas.”
## Project Phases, Timeline, and Public Process

The Mixed Use Zones Project has four key phases:

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<thead>
<tr>
<th>Phase</th>
<th>Timeline</th>
<th>Details</th>
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</table>
| 1. Research and Assessment                 | March to September 2014 | - Evaluate Portland’s current mixed use development and design regulations to determine what is working 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 | - Develop a framework for new mixed use zones that responds to different geographic contexts and the types of places 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 and Adoption            | Spring to Summer 2015   | - Planning and Sustainability Commission public hearings.  
- Portland City Council public hearings. |

The project is partially funded by a Metro construction Excise Tax Grant and is being conducted by the Portland Bureau of Planning and Sustainability (BPS) as part of the implementation of the new Comprehensive Plan. In addition to BPS project staff with expertise in land use, zoning, urban design and urban economics, the project is supported by the work of a consulting team led by Dyett and Bhatia, Urban and Regional Planners. Dyett and Bhatia is a nationally-recognized firm with expertise in the development of zoning codes. They will provide services in zoning, urban design and real estate economics.

The project is advised by a 27-member committee that meets monthly. This group is a sounding board and advises on process and technical issues. In addition the project includes other public involvement components, detailed below.

**Community Walks:** Seven community walkabouts were conducted in Spring 2014 to gather local perspectives and community feedback on mixed use and development issues. About 170 people participated in these events. A full report is under separate cover and summary findings are in Section 8 of this report.

**Roundtable Discussions:** Roundtable discussions were held with groups of developers, architects and designers, affordable housing developers/providers, and representatives of the neighborhood business community. The purpose was to gather information and feedback on mixed use and development issues from the perspective of development professionals and people doing business in areas that would be impacted by zoning changes. About 70 people participated in these sessions. A full report is under separate cover and summary findings are in Section 8 of this report.
Concept Open House/Workshops: Two public workshops to discuss zoning concepts are planned between October 2014 and January 2015.

Code Open House/Workshops: One or more public meetings to discuss the zoning code proposals are planned for Spring 2015.

Purpose and Organization of this Report

This report is an assessment of mixed use development issues in Portland. Within the report is an analysis of the different commercial and central employment zones currently applied in the areas that are planned as mixed use areas (note, these zones currently allow a mix of uses, including housing). It identifies plan districts and overlay zones and the provisions within them that serve as the basis for improving the new mixed use “base” zones. It also identifies areas to explore for code simplification and removing redundancies. The report contains information on Comprehensive Plan Goals and Policies that serve as directions for developing new zones and development standards; information on demographics, employment economics, and real estate; and development trends and forecasts in 20 centers that relate closely to the centers identified in the Comprehensive Plan. The report also contains summary information and feedback from the project’s early public involvement events, and issues and topics to address identified by agency partners. A summary excerpt from “Case Studies in Zoning for Mixed Use Development: Best Practices from Peer Cities,” conducted by Dyett and Bhatia is included in Section 9. The full consultant report is under separate cover.

This report concludes with a list of issues and topics to consider in the development of new Mixed Use Zones which is derived from synthesis of public outreach, agency input, consultant findings and city staff research.
2. Zoning History

This section encompasses a brief history of zoning in Portland, focusing primarily on what have evolved into today’s Commercial and Central Employment zones. The City’s first zoning code was implemented in 1924. Prior to 1924, the building code contained regulations that limited where certain uses could locate without first securing the approval of City Council. Some commercial uses were on the list of uses that required City Council approval including, amusement parks, roller skating rinks, dry cleaning establishments, lumber yards and junk shops. The City's building code contained height limitations beginning in 1911. Frame buildings were limited to 42 feet in height; ordinary construction was limited to 60 feet; semi fire-proof buildings were limited to 85 feet; and, absolutely fire-proof buildings were limited to 160 feet. Major updates of the Zoning Code were implement in 1959 and 1991. Below is a brief overview of the basics of the City's Commercial and Central Employment zones since 1924.

Zoning and the Comprehensive Plan

Zoning can be characterized as a set of land use regulations that affect the current use and development of property, including all new construction, most alterations, commercial occupancy changes, property line changes and most site development activity including some tree cutting and landscaping.

In Portland, Zoning is a regulatory tool used to help implement land development aspects of the Comprehensive Plan, which articulates the long range aspiration and direction for development of the city. The Comprehensive Plan includes a long-range map indicating what will be allowed 20 years from now, while the zoning map indicates what is allowed now. The Comprehensive Plan map may be more generalized than the zoning map. There may also be places in the city where the Comprehensive Plan map designates land uses and intensities different from what is allowed by the zoning map now. These places may be subject to zoning changes either through future legislating planning/zoning processes, or by future quasi-judicial land use reviews initiated by the property owners/interests.

1924 Zoning Code

Portland’s first zoning code was adopted by the Portland City Council on September 3, 1924, and was passed by the voters of Portland on November 4, 1924.

The 1924 zoning code contained four zones:

- Zone I - Single-Family
- Zone II - Multi-Family
- Zone III - Business-manufacturing
- Zone IV - Unrestricted

Zone III was known as the business or commercial zone, however it also allowed many types of manufacturing operations except those that were hazardous, or involved power driven hammers or riveters. City Council approval was required for certain used in Zone III - Business-manufacturing including fuel yards and rock crushers. Zone III also allowed residential uses.

The 1924 zoning code also allowed certain prohibited uses if 75 percent of property owners within 200 feet of a site signed a petition giving permission for the use. This was called the Local Option. Local option uses in Zone III - Business-manufacturing included bowling alley, dance hall, stove polish manufacturing, lumber mill, raw skin warehouse, shooting gallery, soap manufacturing, stables, and several other hazardous or nuisance uses.
Zone III - Business-manufacturing was mapped very liberally in Portland. The zone was mapped along all street car line streets, along the Willamette River frontage and for some distance landward of the river, in all of Lair Hill, and the Corbett/Terwilliger district, and along the Sellwood riverfront and at Oaks Park. Later the zoning was changed in several of these areas. For example, the John's Landing area near Macadam Ave was rezoned from Zone III to Zone I - Single-Family in 1936.

Over the years, City Council amended the 1924 Zoning Code to add additional zones including:

- Zone III - Special (a strictly retail business zone)
- Zone III - Special, Clinics and Professional Offices

In 1945 a subcommittee of the Planning Commission proposed substantial changes to the Zoning Code. The new code included seven zones rather than four:

- Three residential zones,
- Two commercial zones, and
- Two industrial zones

The new code also included standards for lot size, setbacks, lot coverage, and height. This draft code was not adopted. Rather, the Planning Commission requested that City Council employ a professional planner to prepare a new code. City Council indeed hired a professional planner, and the subsequent process to develop a new code took 13 years, with the bulk of the time being focused on the proposed zoning map rather than the text of the zoning code. The new code was finally adopted in May, 1959, and became effective July 1, 1959.

1959 Zoning Code

The 1959 Zoning Code implemented a new numbering system and structure. Many of the zoning symbols, and to some degree, the regulations were revised to provide consistency between the City and County zoning codes, and to solve problems created by the 1924 code. The 1959 Zoning Code contained 14 zones:

- Three one-family zones,
- Three apartment zones,
- Four commercial zones, and
- Four manufacturing zones.

The following table briefly describes features of the Commercial zones:

<table>
<thead>
<tr>
<th>1959 Zoning Code—Commercial Zones</th>
</tr>
</thead>
<tbody>
<tr>
<td>C5—Office</td>
</tr>
<tr>
<td>Allowed a variety of office uses based on site size:</td>
</tr>
<tr>
<td>- 10,000 sf or less</td>
</tr>
</tbody>
</table>
Residential uses allowed

<table>
<thead>
<tr>
<th>Off-street parking required</th>
<th>Off-street parking required</th>
<th>Off-street parking and off-street loading required</th>
<th>Did not allow drive-through facilities or other auto-serving uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Limits on hours of operation</td>
<td>Maximum floor area limitation</td>
<td>Some uses had a maximum floor area limitation</td>
<td>Maximum floor area ratio of 12:1</td>
</tr>
<tr>
<td>Maximum height limit varied based on site size</td>
<td>2-story maximum height limit</td>
<td>No height limit except for sites close to a residential, C5 or C4 zone</td>
<td>No height limit</td>
</tr>
<tr>
<td>No exterior display</td>
<td>Drive-through facilities prohibited</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The 1959 code also include step-down building heights, transitional uses, and the Special Buffer Zone to help blur the line between zones.

A fifth manufacturing zone specifically designed for the Central City was implemented sometime between 1959 and 1980. The new zone, called MX—Central Service, allowed various light manufacturing, commercial service, wholesale, retail and other uses compatible with development of downtown Portland.

Sometime between 1959 and 1975, a C3 zone was drafted. The C3 zone was intended to enable “high quality business center development.” The thought was that C2, the general commercial zone, allowed too many uses (including lumber yards, trailer storage and servicing, cabinet shops, etc.) for a high quality business center. C3 was envisioned to apply to business districts such as Westmoreland and Hillsdale. The C3 zone was not adopted until 1981 when the City’s first Comprehensive Plan went into effect, and the zoning code was amended:

**C3—Local Commercial.** Allowed establishment of retail and service uses that are supportive of transit services, and a variety of residential and mixed-use opportunities. Drive-through facilities were limited. No minimum parking required, but a maximum parking limit was established. Maximum floor-area-ratio was 12:1. Maximum height limit was 250 feet, except on sites close to Residential and C4 zones, were the height limit was 45 feet.

1991 Zoning Code Rewrite

The 1991 Zoning Code was a major reorganization, and was the result of a four year effort to update and make the regulations easier to read and understand. With the 1991 Zoning Code, the City went from five Commercial zones to eight Commercial Zones, and the MX—Central Service manufacturing zone became the EX—Central Employment zone. All nine of these zones are in effect today. Remapping was also done with the code rewrite—it was not a straight across zoning change. The following table briefly describes aspects of the eight Commercial zones and EX, and compares each with the old Commercial and Central Service zones:
<table>
<thead>
<tr>
<th>CN1 Neighborhood Commercial</th>
<th>CN2 Neighborhood Commercial</th>
<th>CO1 Office Commercial</th>
<th>CO2 Office Commercial</th>
<th>CM Mixed Commercial/Residential</th>
<th>CS Storefront Commercial</th>
<th>CG General Commercial</th>
<th>CX Central Commercial</th>
<th>EX Central Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corresponds to C4</td>
<td>Corresponds to a low intensity C2</td>
<td>Corresponds to C5</td>
<td>Corresponds to C5, but more intense</td>
<td>New zone</td>
<td>Somewhat corresponds to C3 but is more pedestrian-oriented</td>
<td>Corresponds to C2 and M3</td>
<td>Corresponds to C1</td>
<td>Corresponds to MX</td>
</tr>
<tr>
<td>Oriented toward smaller scale development in inner neighborhoods</td>
<td>Oriented toward larger scale office development, in less urban areas</td>
<td>Oriented toward larger scale office buildings on larger sites</td>
<td>Promotes pedestrian-oriented, storefront commercial uses in the same building with residential</td>
<td>Promotes pedestrian-oriented, storefront commercial uses</td>
<td>Promotes a wide range of commercial uses with a more auto-oriented focus.</td>
<td>Promotes pedestrian-and transit-oriented development in the most developed parts of the city</td>
<td>Promotes employment-related, mixed-use development in the most developed parts of the city</td>
<td></td>
</tr>
<tr>
<td>Retail and office allowed; Residential allowed</td>
<td>Retail, office, and quick vehicle servicing allowed; Residential allowed</td>
<td>Office only; no retail allowed; Residential allowed</td>
<td>Office and some retail allowed; Residential allowed;</td>
<td>Limited retail and office allowed; Residential required</td>
<td>Pedestrian-oriented commercial allowed; Residential allowed</td>
<td>Wide range of commercial allowed; Residential allowed</td>
<td>Pedestrian-oriented commercial allowed; Residential allowed</td>
<td>Commercial and industrial allowed; Residential, allowed</td>
</tr>
<tr>
<td>No parking required; total amount of parking limited</td>
<td>Parking required</td>
<td>No parking required except residential</td>
<td>Parking required</td>
<td>No parking required except residential</td>
<td>Parking required</td>
<td>No parking required except residential</td>
<td>Parking required</td>
<td>No parking required; total amount of parking limited.</td>
</tr>
</tbody>
</table>
## Evolution of Portland’s Commercial and Central Employment Zones—1924-2014

<table>
<thead>
<tr>
<th>Year</th>
<th>Zone Description</th>
<th>1924</th>
<th>1959</th>
<th>1981</th>
<th>1991 - 2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>1924</td>
<td>Zone III—Business-Manufacturing</td>
<td>C5—Limited Commercial</td>
<td>C5—Limited Commercial</td>
<td>CN1—Neighborhood Commercial 1</td>
<td></td>
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<td></td>
<td></td>
<td>C4—Local Commercial</td>
<td>C4—Neighborhood Commercial</td>
<td>CN2—Neighborhood Commercial 2</td>
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<td></td>
<td></td>
<td>C2—General Commercial</td>
<td>C3—Local Commercial</td>
<td>CO1—Office Commercial 1</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>C1—Central Commercial</td>
<td>C2—General Commercial</td>
<td>CO2—Office Commercial 2</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>C1—Central Commercial</td>
<td>MX—Central Service</td>
<td>CM—Mixed Commercial</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>CS—Storefront Commercial</td>
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<td></td>
<td></td>
<td></td>
<td>CG—General Commercial</td>
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<td></td>
<td></td>
<td></td>
<td>CX—Central City Commercial</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>EX—Central City Employment</td>
<td></td>
</tr>
</tbody>
</table>
3. Profile of the Base Zones

This section highlights the regulations of each of the commercial zones (CN1, CN2, CO1, CO2, CM, CS, CG, CX) and the Central Employment (EX) zone. The profiles include the allowed building envelopes, and the types of buildings these regulations and the market have produced in the past decade. Portland’s Zoning Code (33.130.010) states the following as the purpose of commercial zones:

“The commercial zones implement the commercial policies and plan map designations of the Comprehensive Plan. The zones are for areas of the City designated by the Comprehensive Plan for commercial uses. The differences in the zones reflect the diversity of commercial areas in the City.”

Regarding scale and uses of commercial zones, Portland’s Zoning Code (33.130.010) states:

“The zones are distinguished by the uses allowed and the intensity of development allowed. Some of the zones encourage commercial areas that are supportive of surrounding residential areas, while other zones allow commercial areas which have a community or regional market. The regulations promote uses and development which will enhance the economic viability of the specific commercial district and the city as a whole.”

“In general, a wide range of uses is allowed in each zone. Limits on the intensity of uses and the development standards promote the desired character for the commercial area. The development standards are designed to allow a large degree of development flexibility within parameters which support the intent of the specific zone. In addition, the regulations provide certainty to property owners, developers, and neighbors about the limits of what is allowed.”

This section features summary profiles for each of the Commercial (CN1, CN2, CO1, CO2, CM, CS, CG, CX) and EX Zones. Each profile includes information:

1. Description
2. Map of Zone
3. Permitted Uses and Limited Uses
4. Building and Site Requirements:
5. How this Zone is Different from Others
6. Models and site plans
7. Community Examples
8. Development Trends from 2005 - current

Development Activity by Zone

Generally, commercial zones allow a wide range of uses, including office and retail. It is important to note that all commercial zones allow residential uses outright, and these zones have played an increasing role in meeting Portland’s supply of new residential units over the past decade. Chart 3-1 (page 3.2) shows the number of permits by use during the last decade for each of the zones. Chart 3-2 (page 3.2) shows the number of permits and the residential units by zone during the past decade, illustrating that many of Portland’s commercial zones are producing a large number of residential units.
Chart 3-1: Number of Permits by Use, 2005 - current

Key: COM = commercial-only; MIX = commercial and residential; RES = residential-only

Chart 3-2: Number of Permits and Residential Units by Zone, 2005 - current

Key: Sum of UNITS, Count of TYPE
CN1: Neighborhood Commercial 1

1. Description

The Neighborhood Commercial 1 (CN1) zone is intended for small sites in or near dense residential neighborhoods. The zone encourages the provision of small scale retail and service uses for nearby residential areas. Some uses which are not retail or service in nature are also allowed so a variety of uses may locate in existing buildings. Uses are restricted in size to promote a local orientation and to limit adverse impacts on nearby residential areas. Development is intended to be pedestrian-oriented and compatible with the scale of surrounding residential areas. Parking areas are restricted, since their appearance is generally out of character with the surrounding residential development and desired orientation of the uses.

2. Map of Zone
3. Permitted and Limited Uses

<table>
<thead>
<tr>
<th>Permitted Uses</th>
<th>Limited Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td></td>
</tr>
<tr>
<td>Manufacturing</td>
<td>Retail Sales and Service</td>
</tr>
</tbody>
</table>

4. Building and Site Requirements

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Specification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>30 feet</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>.75:1 (Residential uses exempt from FAR calculation)</td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>None/10 ft</td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>None</td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>85% maximum</td>
</tr>
<tr>
<td>Landscaping</td>
<td>15% of site area</td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Not allowed</td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

5. How This Zone is Different from Others

CN1 is intended to be a low-intensity commercial zone that is adjacent to and compatible with nearby residential areas. It has a high maximum lot coverage of 85% but a 30' height limit and only .75 FAR, to maintain a similar character as adjacent residential.
6. Models and Site Plans

The diagrams illustrate the range of building forms that are allowed within the CN1 Zone. Many variations exist that fall between the maximum and minimums but are not illustrated above.

Building A shows the maximum FAR and Height allowances. It represents a multi-family townhouse or mixed-use building that is 30 feet in height with side parking.

Building B shows maximum FAR and lot coverage, a potential one-story commercial building with no parking or a single-family residential footprint.

Building C shows a site that is not developed intensely, a one-story commercial building with side and back parking and a 50% street frontage. Though an allowed building form and type, the one-story commercial building does not appear to be the trend over the last 10 years.
7. Community Examples

Examples of development in CN1 zones throughout the City.

SE Clinton at 20th St

N Killingsworth at 27th St

N Lombard at Olin

SE Belmont at 60th Avenue

Permits for CN1 are generally low. In addition, the current trend for the past 10 years has not included commercial-only development, though the intent was to encourage small scale retail and service use.

<table>
<thead>
<tr>
<th>Year</th>
<th>MIX</th>
<th>RES</th>
<th>ROW</th>
<th>SFR</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td>7</td>
<td>1</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>2006</td>
<td>14</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2009</td>
<td>5</td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2012</td>
<td>6</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2014</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

RES = Residential multifamily buildings
MIX = Mixed residential/commercial buildings
SFR = Detached houses
ROW = Rowhouses and townhouses*

* the number of permits per project/site area varies.

A breakdown of residential unit count shows that small mixed-use buildings have been a part of the development outcomes in CN1, and single-family houses were trending in 2012 but that has not picked up since.
CN2 - Neighborhood Commercial 2

1. Description

The Neighborhood Commercial 2 (CN2) zone is intended for small commercial sites and areas in or near less dense or developing residential neighborhoods. The emphasis of the zone is on uses which will provide services for the nearby residential areas, and on other uses which are small scale and have little impact. Uses are limited in intensity to promote their local orientation and to limit adverse impacts on nearby residential areas. Development is expected to be predominantly auto accommodating, except where the site is adjacent to a transit street or in a Pedestrian District. The development standards reflect that the site will generally be surrounded by more spread out residential development.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

Permitted Uses
- Residential
- Retail Sales and Service
- Office

Limited Uses
- Manufacturing
- Quick Vehicle Service
- Allows Drive-Throughs

4. BUILDING AND SITE REQUIREMENTS:

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Permitted Uses</th>
<th>Limited Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>30 feet</td>
<td></td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>.75:1 (Residential uses exempt from FAR calculation)</td>
<td></td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
<td></td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>None/10 ft</td>
<td></td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>Yes, except non-residential uses near transit</td>
<td></td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>65% maximum</td>
<td></td>
</tr>
<tr>
<td>Landscaping</td>
<td>15% of site area</td>
<td></td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
<td></td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Not allowed</td>
<td></td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Allowed on Major City Traffic Street or District Collector</td>
<td></td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT FROM OTHERS

CN2 is similar to CN1, intended to be a low-intensity commercial zone. The exception is that CN2 has a more auto-oriented character, with lower maximum lot coverage (65% instead of 85%), requiring on-site parking, and allowing drive-through facilities.
6. MODELS AND SITE PLANS

The diagrams illustrate the range of building forms that are allowed within the CN2 Zone. Many variations exist that fall between the maximum and minimums but are not illustrated above.

Building A shows the maximum FAR and Height allowances. It represents a small mixed-use building or a small townhouse that is 30 feet in height with side parking.

Building B shows maximum FAR and maximum lot coverage, a three-story residential building.

Building C shows a site that is not developed intensely, with a drive-thru. This is a one-story commercial building with side and rear parking.
7. COMMUNITY EXAMPLES

Examples of development in CN2 zones throughout the City.

SE Division at 111th Avenue.  SE Division at 87th

N Lombard St.  SE 72nd Ave

8. DEVELOPMENT TRENDS FROM 2005 - CURRENT

The chart shows that over the past 10 years, the number of permits includes only 10 commercial-only buildings. Recently, most of the development in CN2 has produced a rise in residential-only, with apartments, mixed-use buildings, and rowhouses.

ADU = Accessory dwelling unit
RES = Residential, multifamily buildings
MIX = Mixed residential/commercial buildings
COM = Commercial buildings (includes retail, offices, service stations, institutional buildings)
SFR = Detached houses
ROW = Rowhouses and townhouses
IND = Industrial
HOT = Hotel
Number and Percentage of Permits by Use for CN2 Zone 2005- current

- COM, 11, 11%
- MIX, 7, 7%
- ROW, 30, 30%
- RES, 41, 40%
- SFR, 12, 12%

Number of Residential Units Developed in CN2 Zone 2005 - current
CO1: Office Commercial 1

1. DESCRIPTION

The Office Commercial 1 (CO1) zone is used on small sites in or near residential areas or between residential and commercial areas. The zone is intended to be a low intensity office zone that allows for small scale offices in or adjacent to residential neighborhoods. The allowed uses are intended to serve nearby neighborhoods and/or have few detrimental impacts on the neighborhood. Development is intended to be of a scale and character similar to nearby residential development to promote compatibility with the surrounding area. Development should be oriented to pedestrians along transit streets and in Pedestrian Districts.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

Permitted Uses

4. BUILDING AND SITE REQUIREMENTS: CO1

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Requirement Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>30 feet</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>.75:1 (Residential uses exempt from FAR calculation)</td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>None/10 ft</td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>None; except household living</td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>50% maximum</td>
</tr>
<tr>
<td>Landscaping</td>
<td>15% of site area</td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Not allowed</td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT FROM OTHERS

CO1 and CO2 are intended to cultivate office building development. CO1 specifically is the lower-intensity office commercial zone, with lower lot coverage (50%) and 30’ height limits to maintain the same scale as adjacent residential areas.
6. 3D MODELS AND SITE PLANS

The diagrams illustrate the range of building forms that are allowed within the CO1 Zone. Many variations exist that fall between the maximum and minimums but are not illustrated above.

**Building A** shows the maximum FAR and Height allowances. It represents a multi-family townhouse or mixed-use building that is 30 feet in height with side parking.

**Building B** shows maximum FAR and lot coverage, a potential one-story commercial building with parking or a single-family residential building footprint.

**Building C** shows a site that is not developed intensely, a one-story commercial building with side and back parking and a 50% street frontage.
7. COMMUNITY EXAMPLES

Examples of development in CO1 zones throughout the City.

SE Ash at 20th Avenue

SE Stark at 139th

NE Tillamook at 42nd

NE Tillamook at 38th

8. DEVELOPMENT TRENDS FROM 2005 - CURRENT

Other than a commercial development that houses medical offices on Stark Street in outer southeast (pictured), no permits for CO1 have been issued in the last 10 years. The total building square footage is 14,576 square feet.
CO2 - Commercial Office 2

1. DESCRIPTION

The Office Commercial 2 (CO2) zone is a low and medium intensity office zone generally located on Major City Traffic Streets as designated by the Transportation Element of the Comprehensive Plan. Uses are limited to those in the Office category and may have a local or regional emphasis. The zone is intended to prevent the appearance of strip commercial development by allowing office uses but not other commercial uses. Commercial uses are also restricted to limit detrimental impacts on nearby residential areas. Development is expected to be somewhat auto-accommodating. Where the site is adjacent to a transit street or in a Pedestrian District, development should be oriented to pedestrians. The development standards allow for more intense development than in the CO1 zone, but not as intense as the CG zone.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

<table>
<thead>
<tr>
<th>Permitted Uses</th>
<th>Limited Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>Retail Sales and Service</td>
</tr>
<tr>
<td>Office</td>
<td></td>
</tr>
</tbody>
</table>

4. BUILDING AND SITE REQUIREMENTS: CO2

<table>
<thead>
<tr>
<th>Requirement</th>
<th>CO2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>45 feet</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>2:1 (Residential uses exempt from FAR calculation)</td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>None/10 ft</td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>Yes, except non-residential uses near transit</td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>65% maximum</td>
</tr>
<tr>
<td>Landscaping</td>
<td>15% of site area</td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Not allowed</td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT FROM OTHERS

CO1 and CO2 are intended to cultivate office building development. CO2 specifically is more intense than CO1, by allowing a larger FAR of 2 (instead of .75) and 45’ height (instead of 30’) and a higher maximum lot coverage of 65% (instead of 50%).
6. MODELS AND SITE PLANS

The diagrams illustrate the range of building forms that are allowed within the CO2 Zone. Many variations exist that fall between the maximum and minimums but are not illustrated above.

**Building A** shows the maximum FAR and Height allowances. It represents a multi-family townhouse or mixed-use building that is 45 feet in height with side parking.

**Building B** shows maximum FAR and lot coverage, a potential one-story commercial building with parking or a single-family residential building footprint.

**Building C** shows a site that is not developed intensely, a one-story commercial building with side and back parking and a 50% street frontage.
7. COMMUNITY EXAMPLES

Examples of development in CO2 zones throughout the City.

10022 SE Division St.  
NW 22nd and Lovejoy

5055 N Greeley Ave  
1245 SE 122nd Ave

8. DEVELOPMENT TRENDS FROM 2005 - CURRENT

CO2 has not seen a lot of construction during the past decade - two commercial buildings (one of which is a church), ten apartment buildings and 2 mixed-use projects with a combined total of 94 units. This zone, which was intended to encourage low- to medium- scaled office buildings has not produced much of this particular outcome.

RES = Residential, multifamily buildings  
COM = Commercial buildings (includes retail, offices, service stations, institutional buildings)  
MIX = Mixed residential/commercial buildings
Number and Percentage of Permits by Use for CO2 Zone 2005- current

- COM, 2, 14%
- MIX, 2, 14%
- RES, 10, 72%

Number of Residential Units Developed in CO2 Zone 2005 - current

<table>
<thead>
<tr>
<th>Year</th>
<th>MIX</th>
<th>RES</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006</td>
<td>9</td>
<td>36</td>
</tr>
<tr>
<td>2007</td>
<td>0</td>
<td>20</td>
</tr>
<tr>
<td>2012</td>
<td>0</td>
<td>29</td>
</tr>
<tr>
<td>2013</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
CM - Mixed Commercial/Residential

1. DESCRIPTION

The Mixed Commercial / Residential (CM) zone promotes development that combines commercial and housing uses on a single site. This zone allows increased development on busier streets without fostering a strip commercial appearance. This development type will support transit use, provide a buffer between busy streets and residential neighborhood, and provide new housing opportunities in the City. The emphasis of the nonresidential uses is primarily on locally oriented retail, service, and office uses. Other uses are allowed to provide a variety of uses that may locate in existing buildings. Development is intended to consist primarily of businesses on the ground floor with housing on upper stories. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk, especially at corners.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

Permitted Uses

Limited Uses

- Residential
  - Requires that at least half of all new development be residential uses.

4. BUILDING AND SITE REQUIREMENTS: CM

<table>
<thead>
<tr>
<th>Requirement</th>
<th>CM Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>45 feet</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>1:1 (Residential use required, but exempt from FAR)</td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>10 ft/10 ft</td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>None, except residential uses more than 30 units</td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>50% minimum</td>
</tr>
<tr>
<td>Landscaping</td>
<td>None</td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Not allowed</td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT

Unlike other commercial zones, CM requires 50% of the floor area be developed as residential. It has the same form requirements as CS, a medium-scaled flexible zone, with a high degree of lot coverage, limited setbacks and no landscaping required and no drive-through facilities allowed.
6. MODELS AND SITE PLANS

The diagrams illustrate the range of building forms that are allowed within the CM Zone. Many variations exist that fall between the maximum and minimums but are not illustrated above.

Building A shows the maximum FAR and Height allowances, an entirely residential building that is 45 feet in height. Since the 1:1 allowed FAR does not apply to residential uses, this building can go up to 4 stories.

Building B shows the maximum FAR and Height allowances, the commercial ground floor use maximizing the 1:1 FAR allowed. Because half of the uses in CM zones are required to be residential, a building with ground floor commercial would typically be built out at over one story, and more typically be built at the maximum height. Residential uses can exceed the maximum FAR, so the resulting building is also 45 feet in height.

Building C shows the minimum lot coverage. This building shows parking in the rear and a 10’ setback.
7. COMMUNITY EXAMPLES

Examples of development in CM zones throughout the city.

2350 NW Savior St.  2350 NW Thurman St.

SE 26th & Division St.  SE 43rd & Division St.

8. DEVELOPMENT TRENDS FROM 2005 - CURRENT

Though the form allowed by CM zone does not stray from what is required for CS zones, the stricter use requirement for 50% of the floor area to be developed as residential may have resulted in even fewer mixed-use buildings over the past 10 years.

ADU = Accessory dwelling unit  
RES = Residential, multifamily buildings  
MIX = Mixed residential/commercial buildings  
COM = Commercial buildings (includes retail, offices, service stations, institutional buildings)  
SFR = Detached houses (I also separately tagged ADUS, also includes a few floating homes)  
ROW = Rowhouses and townhouses  
IND = Industrial  
HOT = Hotel
Although the intent of the CM zone is to promote a mix of uses, the majority of residential units have been built in residential-only as opposed to mixed-use buildings. Recently, fewer units and buildings have been developed in CM as compared to CS.
CS - Commercial Storefront

1. DESCRIPTION

The Storefront Commercial (CS) zone is intended to preserve and enhance older commercial areas that have a storefront character. The zone intends that new development in these areas will be compatible with this desired character. The zone allows a full range of retail, service and business uses with a local and regional market area. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind or amount than commercial uses and to ensure that they do not dominate the character of the commercial area. The desired character includes areas which are predominantly built-up, with buildings close to and oriented towards the sidewalk especially at corners. Development is intended to be pedestrian-oriented and buildings with a storefront character are encouraged.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

<table>
<thead>
<tr>
<th>Permitted Uses</th>
<th>Limited Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>Manufacturing</td>
</tr>
<tr>
<td>Retail Sales and Service</td>
<td>Industrial Service</td>
</tr>
<tr>
<td>Office</td>
<td>Wholesale</td>
</tr>
<tr>
<td>Commercial Parking</td>
<td>Vehicle Repair</td>
</tr>
</tbody>
</table>

4. BUILDING AND SITE REQUIREMENTS: CS

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>45 feet</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>3:1 (Residential use required, but exempt from FAR)</td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>10 ft/10 ft</td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>None, except residential uses more than 30 units</td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>50% minimum</td>
</tr>
<tr>
<td>Landscaping</td>
<td>None</td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Not allowed</td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT FROM OTHERS

Intended to allow large range of commercial and residential services, CS is a medium-scaled flexible zone was originally aimed at pedestrian-oriented inner neighborhood main streets, with a high degree of lot coverage, limited setbacks and no landscaping required and no drive-through facilities allowed.
6. MODELS AND SITE PLANS

The diagrams illustrate the range of building forms that are allowed within the CS Zone. The purpose of showing how development can meet both the maximum and minimum standards gives a sense of allowed envelopes on both ends. Many variations exist that fall between the maximum and minimums but are not illustrated below.

**Building A** shows maximum FAR and Height allowances, an entirely residential building that is 45 feet in height. Since the 3:1 allowed FAR does not apply to residential uses, this building can go up to 4 stories.

**Building B** shows maximum FAR and Height allowances, an entirely commercial building. As a commercial building, the 3:1 maximum applies and 45 feet can only be reached within three stories.

**Building C** shows maximum FAR and Height allowances, a mixed-used configuration, with ground floor commercial and three stories of residential above, meeting the 45-foot maximum while only utilizing 1:1 of its commercial FAR. This illustration shows a 10 foot setback, though the building is not required to be set back.

**Buildings D1 and D2** illustrate scenarios that meet the minimum lot coverage requirements.
7. COMMUNITY EXAMPLES

Examples of development in CS zones throughout the city.

6388 SW Capitol Hwy. (Hillsdale) 11006 NE Weidler St.

SE 87th & Division St. NE Sandy at NE 40th

8. DEVELOPMENT TRENDS FROM 2005 - CURRENT

The CS zone has resulted in a wide array of uses that have been developed over the past 10 years. This chart shows that over the past 10 years, the number of permits includes only a small percentage (14%) of commercial-only construction. Rather, a common development type in CS Zones features commercial space and upper-floor residential units (mixed-use), although recent development also includes entirely residential apartment buildings or rowhouses, with no commercial component. In fact, over the past three years, residential apartments and mixed-use buildings in CS zones have contributed to over 1700 new residential units.

ADU = Accessory dwelling unit
RES = Residential, multifamily buildings
MIX = Mixed residential/commercial buildings
COM = Commercial buildings (includes retail, offices, service stations, institutional buildings)
SFR = Detached houses (I also separately tagged ADUS, also includes a few floating homes)
ROW = Rowhouses and townhouses
IND = Industrial
HOT = Hotel
Number and Percentage of Permits by Use for CS Zone 2005- current

Number of Residential Units Developed in CS Zone 2005 - current
CG - General Commercial

1. DESCRIPTION

The General Commercial (CG) zone is intended to allow auto-accommodating commercial development in areas already predominantly built in this manner and in most newer commercial areas. The zone allows a full range of retail and service businesses with a local or regional market. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind or amount than commercial uses and to ensure that they do not dominate the character of the commercial area. Development is expected to be generally auto-accommodating, except where the site is adjacent to a transit street or in a Pedestrian District. The zone’s development standards promote attractive development, an open and pleasant street appearance, and compatibility with adjacent residential areas. Development is intended to be aesthetically pleasing for motorists, transit users, pedestrians, and the businesses themselves.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

<table>
<thead>
<tr>
<th>Permitted Uses</th>
<th>Limited Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>Manufacturing</td>
</tr>
<tr>
<td>Retail Sales and Service</td>
<td>Industrial Service</td>
</tr>
<tr>
<td>Office</td>
<td>Wholesale</td>
</tr>
<tr>
<td>Commercial Parking</td>
<td>Quick Vehicle Service</td>
</tr>
<tr>
<td>Vehicle Repair</td>
<td>Allows Drive-Throughs</td>
</tr>
</tbody>
</table>

4. BUILDING AND SITE REQUIREMENTS: CG

<table>
<thead>
<tr>
<th>Requirement</th>
<th>CG Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>45 feet</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>3:1 (Residential use required, but exempt from FAR)</td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>None/10 ft</td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>Yes, except non-residential uses near transit</td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>85% Maximum</td>
</tr>
<tr>
<td>Landscaping</td>
<td>15% of site area</td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Allowed</td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Allowed</td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT FROM OTHERS

CG is described as a commercial zone that is meant to be designed for automobile-access, except on transit street locations. It is the most flexible in site requirements of all commercial zones because it allows drive-through facilities in most locations. However CG can also be developed almost as intensely and in an urban manner as CS, with the exception that 15% of the area is required to be landscaped. In addition, the range of allowed uses provides for great flexibility.
6. MODELS AND SITE PLANS

The diagrams illustrate the range of building forms that are allowed within the CG Zone. The purpose of showing how development can meet both the maximum and minimum standards gives a sense of allowed envelopes on both ends. Many variations exist that fall between the maximum and minimums but are not illustrated below.

**Building A** shows maximum FAR and Height allowances, a mixed-use residential building that is 45 feet in height. Since the 3:1 allowed FAR does not apply to residential uses, this building can go up to 4 stories. The same form could be achieved with a four story residential-only building or a three-story commercial building, as seen in the Buildings A, B, and C in CS Zone illustrations, except that in order to meet the lot coverage requirements, they would need to be set back approximately 10 feet.

**Building B** shows maximum height allowances of 45 feet, with a side parking lot, an entirely commercial building.

**Building C** shows a potential one-story commercial building with parking or a single-family residential building footprint.

**Building D** shows a site that is not developed intensely, with a drive-thru. This is a one-story commercial building with side and rear parking.
7. COMMUNITY EXAMPLES

Examples of development in CG zones throughout the City

3500 NE MLK Blvd.

3611 SE 28th Ave.

12605 SE Division St.

2768 SE 82nd Ave.

8. DEVELOPMENT TRENDS FROM 2005 – CURRENT

CG allows such a wide range of intensity and uses that it plays out differently in different parts of the city, depending on the market and context. As it is not very specific, it is sometimes difficult for community members, as well as developers and architects to envision what a CG-zoned property will look like if it is redeveloped. This unpredictability may contribute to lower expectations for building and site improvements.

ADU = Accessory dwelling unit
RES = Residential, multifamily buildings
MIX = Mixed residential/commercial buildings
COM = Commercial buildings (includes retail, offices, service stations, institutional buildings)
SFR = Detached houses
ROW = Rowhouses and townhouses
IND = Industrial
HOT = Hotel
Number and Percentage of Permits by Use for CG Zone 2005- current

- COM, 36, 27%
- MIX, 6, 5%
- RES, 20, 15%
- ROW, 42, 32%
- SFR, 28, 21%

Number of Residential Units Developed in CG Zone 2005 - current

- MIX
- RES
- ROW
- SFR
Although it has yielded many residential and mixed-use buildings, the CG zone has played an important role in producing commercial-only development. It is the greatest contributor of the number of commercial-only buildings. Over the past decade it has sometimes outnumbered the rest of the zones in square footage and number of permits for commercial-only development.
CX - Central Commercial

1. DESCRIPTION

The Central Commercial (CX) zone is intended to provide for commercial development within Portland’s most urban and intense areas. A broad range of uses is allowed to reflect Portland’s role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

<table>
<thead>
<tr>
<th>Permitted Uses</th>
<th>Limited Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>Manufacturing</td>
</tr>
<tr>
<td>Retail Sales</td>
<td>Industrial Service</td>
</tr>
<tr>
<td>and Service</td>
<td>Wholesale</td>
</tr>
<tr>
<td>Office</td>
<td></td>
</tr>
<tr>
<td>Major Event</td>
<td>Commercial Parking</td>
</tr>
<tr>
<td>Entertainment</td>
<td>Quick Vehicle Service</td>
</tr>
<tr>
<td></td>
<td>Vehicle Repair</td>
</tr>
<tr>
<td></td>
<td>Allows Drive-Throughs</td>
</tr>
</tbody>
</table>

4. BUILDING AND SITE REQUIREMENTS: CX

<table>
<thead>
<tr>
<th><strong>Height</strong></th>
<th>75 feet</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Floor Area Ratio (FAR)</strong></td>
<td>4:1</td>
</tr>
<tr>
<td><strong>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</strong></td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td><strong>Maximum Building Setback: street lot line/transit street or pedestrian district</strong></td>
<td>None/10 ft</td>
</tr>
<tr>
<td><strong>Minimum Parking Required</strong></td>
<td>None, except residential uses more than 30 units</td>
</tr>
<tr>
<td><strong>Lot Coverage</strong></td>
<td>100% Maximum</td>
</tr>
<tr>
<td><strong>Landscaping</strong></td>
<td>None required</td>
</tr>
<tr>
<td><strong>Outdoor Space</strong></td>
<td>None required</td>
</tr>
<tr>
<td><strong>Exterior Display Areas</strong></td>
<td>Not Allowed</td>
</tr>
<tr>
<td><strong>Drive-Through Facilities</strong></td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT FROM OTHERS

The CX Zone allows the highest building heights outside of the Central City - at 75 feet. It is intended to be developed the most intensely, with 4:1 FAR and no limit to lot coverage. The zone is also more targeted in uses than EX; its primary uses are intended to be office, residential, or retail. It also is unique in that major event entertainment is allowed outright in this zone.
6. MODELS AND SITE PLANS

The diagrams illustrate the range of maximum building forms that are allowed within the CX Zone. There are no maximum lot coverage requirements, so the range of building forms varies. At 75 feet, CX allows the tallest buildings in the commercial zones. With a 4:1 FAR allowance, an entirely commercial building (such as Building B) may not reach the full height unless it includes setbacks or the upper floors are stepped back. Because residential uses are not counted toward FAR, a height of 75 feet may be reached when residential uses are included, as shown in Buildings A and C.
7. COMMUNITY EXAMPLES

Examples of development in CX zones throughout the City

- N Interstate and Killingsworth
- E Burnside and 122\textsuperscript{nd} Avenue
- NE 100\textsuperscript{th} and Glisan
- NE Halsey and 46th

8. DEVELOPMENT TRENDS FROM 2005 - CURRENT

The flexibility of CX has allowed it to fluctuate over the years, generating development that has largely depended on what the market can bear. Outside of the Central City it has not been a very productive zone, however it is only applied in limited areas - and most frequently in East Portland, where market conditions may not support CX level development. In the year 2005, at the height of the housing boom, CX produced a 55-unit residential apartment, followed by commercial-only development in 2006, and in 2007, a five-unit row house development occurred. In 2010, CX generated one mixed-use development with 54 units.
Number and Percentage of Permits by Use for CX Zone
2005- current

- COM, 5, 33%
- MIX, 1, 7%
- RES, 3, 20%
- ROW, 6, 40%

Number of Residential Units Developed in CX Zone
2005 - current

<table>
<thead>
<tr>
<th>Year</th>
<th>MIX</th>
<th>RES</th>
<th>ROW</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td></td>
<td>139</td>
<td></td>
</tr>
<tr>
<td>2006</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2007</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>54</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
EX - Central Employment

1. DESCRIPTION

This zone implements the Central Employment map designation of the Comprehensive Plan. The zone allows mixed-uses and is intended for areas in the center of the City that have predominately industrial type development. The intent of the zone is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but not intended to predominate or set development standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development.

2. MAP OF ZONE
3. PERMITTED USES AND LIMITED USES

<table>
<thead>
<tr>
<th>Permitted Uses</th>
<th>Limited Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td></td>
</tr>
<tr>
<td>Retail Sales and Service</td>
<td></td>
</tr>
<tr>
<td>Office</td>
<td>Self Service Storage</td>
</tr>
<tr>
<td>Manufacturing</td>
<td></td>
</tr>
<tr>
<td>Industrial Service</td>
<td></td>
</tr>
<tr>
<td>Vehicle Repair</td>
<td></td>
</tr>
<tr>
<td>Wholesale</td>
<td></td>
</tr>
</tbody>
</table>

4. BUILDING AND SITE REQUIREMENTS: EX

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>65 feet</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>3:1 (Residential use counted in FAR)</td>
</tr>
<tr>
<td>Minimum Building Setbacks (Street Lot line or abutting OS, RX, C, E, I zones)</td>
<td>None; setbacks apply abutting R zones</td>
</tr>
<tr>
<td>Maximum Building Setback: street lot line/transit street or pedestrian district</td>
<td>10 ft</td>
</tr>
<tr>
<td>Minimum Parking Required</td>
<td>None, except residential uses more than 30 units</td>
</tr>
<tr>
<td>Lot Coverage</td>
<td>100% Maximum</td>
</tr>
<tr>
<td>Landscaping</td>
<td>None required</td>
</tr>
<tr>
<td>Outdoor Space</td>
<td>None required</td>
</tr>
<tr>
<td>Exterior Display Areas</td>
<td>Not Allowed</td>
</tr>
<tr>
<td>Drive-Through Facilities</td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

5. HOW THIS ZONE IS DIFFERENT FROM OTHERS

EX is not a commercial zone; it is an employment zone. Therefore some of the regulations differ from traditional commercial zones. Because its range of uses is so flexible, in many areas, the outcomes may be similar to what outcomes are found in commercial zones. Particularly, commercial mixed-use buildings are residential apartments have trended recently, which is why EX was included in this assessment. One notable difference of this zone is that as an employment zone, many industrial uses are allowed.
6. MODELS AND SITE PLANS

The diagrams illustrate the range of building forms that are allowed within the EX Zone. The maximum building coverage is 100%, so the range of building forms varies. With a 3:1 FAR allowance, an entirely commercial building (such as Building B) may not reach the full height unless it includes setbacks or the upper floors are stepped back. Buildings A and C illustrate a mixed use building that maximizes the FAR of 3:1. Because EX is an employment zone, residential uses are counted towards FAR maximums, which may result in a more sculpted form than CX buildings.
7. COMMUNITY EXAMPLES

Examples of development in EX zones throughout the City

2807 NE MLK Blvd.  
103 N Ivy St. & Williams

3850 N Mississippi  
33 N Beech St. & Williams
8. DEVELOPMENT TRENDS FROM 2005 - CURRENT

Although EX is an employment-oriented zone and industrial uses are allowed, only one permit for an industrial use has been issued in the past decade. In contrast, EX zones have seen a significant number of mixed-use buildings and residential apartments. In the past three years, EX zones have added a total of almost one thousand residential units in mixed-use and residential apartment buildings alone.
4. Overlay Zones and Plan Districts

This section provides an overview of Plan District and Overlay Zones that supplement base zones and further regulate development in Commercial and EX zones in Centers and Corridors throughout Portland.

What are Overlay Zones and Plan Districts?

Overlay zones consist of regulations that address specific subjects that may be applicable in a variety of areas in the City. Plan districts consist of regulations that have been tailored to a specific area of the City. Both overlay zones and plan districts are applied in conjunction with a base zone and modify the regulations of the base zone.

There are currently four overlay zones and 11 plan districts in Title 33 with regulations that are specifically designed to address or encourage development in mixed-use (commercial) zones. The design and historic resources overlay zones can also apply within mixed-use commercial zones. The design overlay zone requires design review for many types of mixed-use commercial development, and the historic resources overlay zones protects individual historic resources and resources within historic and conservation districts.

Overlay Zones:

**Buffer (b):** The Buffer overlay zone requires additional buffering between nonresidential and residential zones. It is used when the base zone standards do not provide adequate separation between residential and nonresidential uses. The separation is achieved by restricting motor vehicle access, increasing setbacks, requiring additional landscaping, restricting signs, and in some cases by requiring additional information and proof of mitigation for uses that may cause off-site impacts and nuisances.

**Design (d):** The Design overlay zone promotes the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. The Design overlay zone also promotes quality high-density development adjacent to transit facilities. This is achieved through the creation of design districts and apply the Design overlay zone as part of community planning projects, development of design guidelines for each district, and by requiring design review or compliance with the Community Design Standards. In addition, design review or compliance with the Community Design Standards ensures that certain types of infill development will be compatible with the neighborhoods and enhance the area.

**Historic Resources (there is no letter symbol for this overlay zone):** The Historic Resources overlay zone protects certain historic resources in the region and preserves significant parts of the region’s heritage. The regulations implement Portland’s Comprehensive Plan policies that address historic preservation. These policies recognize the role historic resources have in promoting the education and enjoyment of those living in and visiting the region. The regulations foster pride among the region’s citizens in their city and its heritage. Historic preservation beautifies the city, promotes the city’s economic health, and helps to preserve and enhance the value of historic properties.

**Light Rail Transit Station (t):** The Light Rail Transit Station overlay zone encourages a mixture of residential, commercial, and employment opportunities within identified light rail station areas. The zone allows for a more intense and efficient use of land at increased densities for the mutual reinforcement of public investments and private development. Uses and development are regulated to create a more intense built-up environment, oriented to pedestrians, and ensuring a density and intensity that is transit supportive. The development standards of the zone also are designed to encourage a safe and pleasant pedestrian environment near transit stations by encouraging an intensive area of shops and activities, by encouraging amenities such as benches, kiosks, and outdoor cafes, and by limiting conflicts between vehicles and pedestrians.
Main Street Node (j): These regulations encourage a mix of residential, commercial, and employment opportunities within identified centers of activity along identified main streets. The zone allows for efficient use of land at increased densities for the mutual reinforcement of public investments and private development. Allowing additional height and floor area for all uses encourages transit-supportive densities and a mix of uses and activities.

Main Street Corridor (m): These regulations encourage higher density residential uses by allowing greater building heights, reducing required building coverage for residential development; and allowing more flexibility in site design. The intent of the zone is to provide transit-supportive levels of residential and mixed-use development along identified main streets.

Plan Districts:

Cascade Station/Portland International Center: The Cascade Station/Portland International Center (CS/PIC) plan district regulations encourage the development of a commercially viable mix of office, retail, hotel, entertainment, and industrial employment uses while protecting significant environmental and archaeological features of the area...

East Corridor: The East Corridor plan district includes three light rail stations and three Pedestrian Districts... These regulations: Encourage new housing and mixed use development and expansions of existing development to promote the corridor’s growth and light rail transit ridership; Promote compatibility between private and public investments along the light rail system through enhanced building design and site layout standards; Implement the objectives of the City’s Pedestrian Districts to enhance the pedestrian experience and access to and from light rail service; and Encourage connectivity for vehicles, bicycles, and pedestrians on large sites.

Gateway: The regulations of this chapter encourage the development of an urban level of housing, employment, open space, public facilities, and pedestrian amenities that will strengthen the role of Gateway as a regional center. The regulations also ensure that future development will provide for greater connectivity of streets throughout the plan district. This development will implement the Gateway Regional Center Policy of the Outer Southeast Community Plan. Together, the use and development regulations of the Gateway plan district: Promote compatibility between private and public investments through building design and site layout standards; Promote new development and expansions of existing development that create attractive and convenient facilities for pedestrians and transit patrons to visit, live, work, and shop; Ensure that new development moves the large sites in the plan district closer to the open space and connectivity goals of the Gateway Regional Center; Create a clear distinction and attractive transition between properties within the regional center and the more suburban neighborhoods outside; and Provide opportunities for more intense mixed-use development around the light rail stations.

Hayden Island: The regulations in this chapter will preserve and enhance both the character and opportunities of Hayden Island to: Create a transportation network that provides for all modes, and allows people to easily move from one mode to another; Focus higher intensity, mixed-use development near the Light Rail Station; Provide opportunities for a range of housing types, and encourage mixed-use development, including commercial uses, to serve the residential uses; Ensure transitions between residential and nonresidential zones and neighborhoods; and Recognize the current function of the Jantzen Beach Super Center as an auto-oriented shopping mall and its long-term potential for more intense development that is less auto-oriented and more pedestrian-friendly resulting from major investments in the transportation system.

Hillsdale: The regulations of the Hillsdale plan district promote compatibility between existing and new residential and commercial development and support the Hillsdale Town Center.
**Hollywood:** The Hollywood plan district provides for an urban level of mixed-use development including commercial, office, housing, and recreation. Specific objectives of the plan district include strengthening Hollywood’s role as a commercial and residential center, and promoting the use of light rail, bus transit, and walking. These regulations: Enhance business and economic vitality; Promote housing and mixed-use development; Discourage auto-oriented uses and developments and direct the placement of auto-oriented uses and developments away from the area of most intense activity; Reinforce the connection between the Hollywood Transit Center and the business core of the Hollywood District; Enhance the pedestrian experience; and Enhance the character of buildings in the plan district.

**Kenton:** The Kenton plan district use regulations foster a vital retail corridor along Denver Avenue. The Kenton plan district development standards ensure that the design of new buildings, and modifications to existing buildings, are compatible with the historic character of the area. These regulations also ensure a pleasant, safe and efficient environment for pedestrians along the Denver Avenue commercial corridor and near the light rail station. Together, these regulations: Enhance the commercial character along Denver Avenue by restricting industrial uses; Discourage auto-oriented uses and development; and Encourage retail uses in the historic storefront buildings along Denver Avenue.

**Macadam:** The Macadam plan district implements the Macadam Corridor Study. The plan district contains a set of regulations designed to preserve and promote the unique character of the Macadam area. In addition to special development standards for the district, the regulations restrict auto-oriented uses and development, limit signs, allow for future light rail, and provide view corridors to the Willamette River.

**North Interstate:** The North Interstate plan district provides for an urban level of mixed-use development to support the MAX line and the surrounding neighborhoods by encouraging development that increases neighborhood economic vitality, amenities, and services and successfully accommodates additional density. These standards: Implement urban design concepts of the North Interstate Corridor Plan; Help ease transitions between new high-density development and the existing, low-density neighborhoods; and enhance the pedestrian experience.

**Northwest:** The Northwest plan district implements the Northwest District Plan, providing for an urban level of mixed-use development including commercial, office, housing, and employment. Objectives of the plan district include strengthening the area’s role as a commercial and residential center. The regulations of this chapter: Promote housing and mixed-use development; Address the area’s parking scarcity while discouraging auto-oriented developments; Enhance the pedestrian experience; Encourage a mixed-use environment, with transit supportive levels of development and a concentration of commercial uses, along main streets and the streetcar alignment; and Minimize conflicts between the mixed-uses of the plan district and the industrial uses of the adjacent Guild’s Lake Industrial Sanctuary.

**St. Johns:** The St. Johns plan district provides for an urban level of mixed-use development including commercial, employment, office, housing, institutional, and recreation uses. Specific objectives of the plan district include strengthening St. Johns’ role as the commercial and civic center of the North Portland peninsula. These regulations: Stimulate business and economic vitality; Promote housing and mixed-use development; Discourage auto-oriented uses and development; enhance the pedestrian environment; Enhance the character of buildings in the plan district; and Support the Willamette greenway and opportunities to celebrate the Willamette River as a unique element of the urban environment.

**Common Plan District and Overlay Regulations**

This section identifies similarities among mixed-use-related regulations in the overlay zones and plan districts. A detailed table identifying key regulations affecting mixed use areas is attached. Staff will further review these similar regulations when drafting the new Mixed-Use base zones to determine if
useful tools may be applied citywide, and if new base zone regulations may create redundancies that can be eliminated.

Below is a summary of key findings regarding overlay zones and plan districts.

**Use and development limitations and prohibitions:**
Almost every overlay zone and plan district limits or prohibits uses and development that are identified as being incompatible with mixed-use areas. The use and development that are most often limited or prohibited include quick vehicle servicing, vehicle repair, self-service storage, commercial parking, drive-through facilities, and exterior display and storage. Several of the limitations on exterior display and storage exempt seating for cafes and restaurants, vending carts, and flower stands.

**Floor area ratio:**
Most of the overlay zones and plan districts address maximum and minimum floor area ratios (FAR). Several provide bonus FAR for providing residential use or open space. Several require a minimum FAR as a mechanism to ensure a minimum level of intensity especially near light rail stations. Often the regulations for maximum FAR are amended to include floor area in residential use.

**Height limits:**
Height limit increased and bonus height are also used to incentivize residential uses, affordable housing and design review, and as a way to ensure a minimum level of intensity especially near light rail stations. In some cases, the height limit increase is balanced by an overall height limit average (e.g. max height is 45' but the average height of the building cannot exceed 35'). This is used as a way to provide flexibility without increasing the total height of a building.

**Building height transition:**
Most of the overlay zones and plan districts reduce height limits near residential zones as a way to ease the transition between development. Most often the height limit on a mixed-use site is stepped down as the development comes within 50 feet of a residential zone.

**Setbacks:**
A few plan districts encourage pedestrian-oriented development by requiring that a majority of the building be built to the street lot line or with 10 feet of the street lot line as long as the area between the building and the street are used of active uses such as cafes or public open space.

**Ground floor windows:**
The most common ground floor window requirement that is utilized in these overlay zones and plan districts is the requirement for windows on 50% of the length and 25% of the ground floor wall area.

**Ground floor actives uses:**
Five of the 11 plan districts require that the building be built to accommodate ground floor active uses. That is most often described as having a 12’ floor-to-ceiling height, windows facing the street, and no parking in the active building use area.

**Location of vehicle area:**
Many of the overlay zones and plan districts limit vehicle areas and vehicle access between the buildings and the street along transit streets or streets with a light rail alignment.
<table>
<thead>
<tr>
<th>Development Standard</th>
<th>Use and Development limits</th>
<th>Density and Intensity</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Cascade Station/PIC</strong> 33.508</td>
<td><strong>Limited or prohibited uses or development</strong></td>
<td><strong>Maximum Floor Area Ratio</strong></td>
</tr>
<tr>
<td><strong>East Corridor</strong> 33.521</td>
<td>* Quick vehicle service</td>
<td>When 80% of the floor area will be residential, an additional 2:1 FAR is allowed (33.521.220)</td>
</tr>
<tr>
<td><strong>Gateway</strong> 33.526</td>
<td>* Drive-through facility</td>
<td>Generally, 75:1. Residential is counted in min FAR. (33.526.220)</td>
</tr>
<tr>
<td><strong>Hayden Island</strong> 33.532</td>
<td>* Exterior display/storage</td>
<td>Max FAR in CS is 4:1. Parking does not count. (33.536.240)</td>
</tr>
<tr>
<td><strong>Hillsdale</strong> 33.534</td>
<td>* Commercial parking</td>
<td>4:1 in small area of CS. (33.536.220)</td>
</tr>
<tr>
<td><strong>Hollywood</strong> 33.536</td>
<td>* Self-service storage</td>
<td>2:1 for all uses. (33.550.200)</td>
</tr>
<tr>
<td><strong>Kenton</strong> 33.538</td>
<td>* Drive-through facilities</td>
<td>Up to 4:1 near light rail stations. (33.561.220)</td>
</tr>
<tr>
<td><strong>Macadam</strong> 33.550</td>
<td>* Quick vehicle servicing</td>
<td>4:1 in small area of EX. (33.561.220)</td>
</tr>
<tr>
<td><strong>North Interstate</strong> 33.561</td>
<td>* Commercial parking</td>
<td>FAR can be transferred from residential to nonresidential use through a payment to the NW Transportation Fund. (33.562.230)</td>
</tr>
<tr>
<td><strong>Northwest</strong> 33.562</td>
<td>* Vehicle repair</td>
<td>In CM, CS and portions of EX, minimum FAR is 1:1:1. Residential includes in this calculation. (33.562.220)</td>
</tr>
<tr>
<td><strong>St. Johns</strong> 33.538</td>
<td>* Surface parking</td>
<td>Minimum FAR is 1:1. Parking does not count. (33.536.240)</td>
</tr>
<tr>
<td><strong>Building Form and Massing</strong></td>
<td><strong>Minimum Floor Area Ratio; Minimum Floor Area</strong></td>
<td>1:1 in CS. (33.536.220)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Minimum FAR is 1:1. Parking does not count. (33.536.240)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1:1 in CS. (33.536.220)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>In CM, CS and portions of EX, minimum FAR is 1:1:1. Residential includes in this calculation. (33.562.220)</td>
</tr>
<tr>
<td></td>
<td><strong>FAR Bonuses</strong></td>
<td>Additional FAR is allowed for proposals that provide: Residential - Open Space - Eco-roof (additional height is allowed when an FAR bonus is used) (33.526.230.C)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>One square foot of FAR for every 1 square foot of residential. (33.532.220)</td>
</tr>
<tr>
<td></td>
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<td>Additional floor area is allowed for: Residential - below grade parking - open space - day care (33.536.250)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Additional floor area is allowed for: - small site residential - affordable housing - underground parking. Max allowed through bonus is 3:1. (33.562.210)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Additional FAR for non-residential uses is allowed in CN2 when at least 25% of new floor area is residential. (33.583.260)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>At least 50% of new floor area must be residential (33.536.120)</td>
</tr>
<tr>
<td>Development Standard</td>
<td>Maximum Height Limit</td>
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</tbody>
</table>

### Cascade Station/PIC 33.508

- **East Corridor 33.511**:
  - Height limit in CG is 50' or 80' (base zone height limit is 45') (33.532.210)
  - 65' in one small spot in CS (33.538.210)
  - Maximum height can be up to 75' or 85' near light rail stations and along I-5 (33.536.210)

### Gateway 33.526

- **Hayden Island 33.532**: 35' in one small spot in the PD, maximum height is 75' so long as the average height of the building is 65' (33.550.210)

### Hollywood 33.536

- **Kenton 33.538**: Height limits increase in exchange for housing (65'/75' in CS, 35' in CO) (33.536.250)

### Macadam 33.550

- **North Interstate 33.561**: Maximum height can be up to 75' or 85' near light rail stations and along I-5 (33.536.210)
  - Up to 125' with a Design Advice meeting and discretionary design review (33.561.210)
  - Up to 75' is allowed when 50% of the gross building area is underground. Up to 120' is allowed when affordable housing is included (33.562.230)

### Northwest 33.562

- **St. Johns 33.538**: Maximum height is increased in CN2 when taking advantage of the FAR bonus (33.583.260)

### Height Bonus

- **Cascade Station/PIC 33.508**: An additional 75 feet of height is allowed for residential. Design review is required (33.526.230.E)
  - In a few locations, additional height is allowed in exchanges for reduced building coverage (80' or 90' max height) (33.532.210)
  - Height limits increase in exchange for housing (65'/75' in CS, 35' in CO) (33.536.250)

### Building Height Transitions

- **On sites adjacent to or across the street from single-family**:
  - Height limit is 30' w/in first 25 feet; Height limit is 50' w/in next 25 feet (33.521.210)
  - On sites abutting residential, height limit is 25' w/in first 25 feet; Height limit is 50' w/in next 25 feet. Must provide 15% windows on facades that face residential (33.526.210.C)
  - On sites abutting residential, height limit is 25' w/in first 30 feet of residential zone; On sites across the street from residential, height limit is 25' w/in first 15' of residential C13zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)

- **On sites abutting the street from residential**:
  - Height limit is same as residential w/in first 25 feet; Height limit is 45' w/in next 25'. On sites across the street from residential: Height limit is same as residential w/in 15' of residential zone. Must provide 15% windows on facades that face residential. (33.532.230)
<table>
<thead>
<tr>
<th>Development Standard</th>
<th>Cascade Station/PIC 33.508</th>
<th>East Corridor 33.521</th>
<th>Gateway 33.526</th>
<th>Hayden Island 33.532</th>
<th>Hillside 33.534</th>
<th>Hollywood 33.536</th>
<th>Kenton 33.538</th>
<th>Macadam 33.550</th>
<th>North Interstate 33.56</th>
<th>Northwest 33.562</th>
<th>St. Johns 33.538</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Build-to-Line; Required Building Line; Minimum and Maximum Setback</strong></td>
<td>Minimum setback 2 feet; Maximum setback 6 feet (33.508.230.D)</td>
<td>Building must extend to the street lot line along 75% of the lot line, or be within 12 feet of the street lot line for 75% of the lot line, and the space must be committed to active uses (33.526.280.C)</td>
<td>The maximum setback that applies to Commercial zones in Ped Districts apply to all sites in Commercial zones in the plan district. (33.521.245)</td>
<td>On streets identified as zero setback streets, all but 10 feet of the building must extend to the street lot line. 10 feet of the building can be setback up to 10 feet to accommodate a main entrance. On streets identified as pedestrian amenities streets, 75% of the building must extend to the street lot line. Up to 25% may be set back up to 10 feet, and must have active uses such as a sidewalk cafe or a stopping place. (33.536.230)</td>
<td>On streets identified as zero setback streets, all but 10 feet of the building must extend to the street lot line, or 75% of the building must be within 10 feet of the street lot line and the 10 feet must be designed for active uses such as cafes and vending carts. (33.561.270)</td>
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<tr>
<td><strong>Building Coverage</strong></td>
<td>In CS, 100% residential projects must have a minimum 40% building coverage and 15% landscaping. (33.536.270)</td>
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<tr>
<td><strong>Street Level Design</strong></td>
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<tr>
<td><strong>Ground Floor Windows</strong></td>
<td>Windows must be at least 40% of the length and 20% of the ground level wall area. Exceptions: Quick vehicle servicing, convention and conference facilities, large retail buildings. (33.508.230.C)</td>
<td>In RH, R1 and C zones, all street facing elevations must have windows that are 50% of the length and 25% of the ground level wall area. Exception: developments that are more than 80% residential (33.521.260)</td>
<td>Windows must be at least 50% of the length and 25% of the ground level wall area.</td>
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<td>In EX and CS, all exterior walls on the ground level that face a street lot line, sidewalk, plaza, or open space must have 50% of the length and 25% of the wall area in window (33.561.290)</td>
<td></td>
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</tr>
<tr>
<td>Development Standard</td>
<td>Cascade Station/PIC 33.508</td>
<td>East Corridor 33.521</td>
<td>Gateway 33.526</td>
<td>Hayden Island 33.532</td>
<td>Hilldale 33.534</td>
<td>Hollywood 33.536</td>
<td>Kenton 33.538</td>
<td>Macadam 33.550</td>
<td>North Interstate 33.561</td>
<td>Northwest 33.562</td>
<td>St. Johns 33.538</td>
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</tr>
<tr>
<td>Ground Floor Active Use, Active Floor Area</td>
<td>The building must be designed to accommodate ground floor active uses. Parking structures w/in 100 feet of a light rail must have ground floor active uses along 50% of the ground floor wall facing light rail. This includes having 12' ceilings, windows on the street facing façade and no parking in the active building use area. (33.526.280.D, .340.D)</td>
<td>On enhanced pedestrian streets, building must be designed to accommodate ground floor active uses. Parking structures w/in 100 feet of a light rail must have ground floor active uses along 50% of the ground floor wall facing light rail. This includes having 12' ceilings, windows on the street facing façade and no parking in the active building use area. (33.536.280)</td>
<td>In certain areas within the PD, building must be designed to accommodate ground floor active uses. This includes having 12' ceilings, windows on the street facing façade and no parking in the active building use area. (33.538.240)</td>
<td>Along certain streets, 50% of the ground floor fronting the street must be designed for ground floor active uses. This includes having 12' ceilings, windows on the street facing façade and no parking in the active building use area. (33.561.280)</td>
<td>Along certain streets, 50% of the ground floor fronting the street must be designed for ground floor active uses. This includes having 12' ceilings, windows on the street facing façade and no parking in the active building use area. (33.562.240)</td>
<td>On site within 200 feet of a streetcar alignment, 50% of the building must be in active use. Active uses include office, retail, household living, industrial service, college, daycare. (33.562.270)</td>
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</tbody>
</table>

| Main Entrance | One main entrance must: - face the street, - be at an 45 degree angle to the street, or - face a plaza within the max setback (33.508.230.D) | One main entrance must: - face a street or light rail alignment w/in 15 feet of the street or light rail alignment if faces w/in 15 feet of the street or light rail alignment it faces - be oriented toward a nearby transit facility (33.521.250) | One main entrance must: - face the street, - be at an 45 degree angle to the street, or - face a plaza within the max setback (33.526.270) | One main entrance must: - face the street or be at a 45 degree angle; - be w/in 25 of a street; and - allow peds to enter and exit the building. (33.532.250) | | |

| Location of Vehicle Area/Parking | No parking between buildings and certain streets (33.508.230.D-F) | Parking is not allowed between a primary structure and any street. There is an exception for through lots, lots w/3 frontages, and sites on full blocks (33.521.290) | Vehicle areas not allowed between primary structure and any street. There is an exception for through lots, lots w/3 frontages, and sites on full blocks (33.526.340.C) | In the CS zone, vehicle areas are prohibited between the building and the street along Sandy. (33.536.300) | Motor vehicle access is not allowed on certain frontages. (33.538.250) | Motor vehicle access is restricted along Interstate. (33.561.300) | Motor vehicle access is restricted along main streets and streetcar alignments. (33.562.240) |

| Public Space and Open Areas | | | | | | |

| Required Open Area | 5 square feet of open area is required for every 1 square foot of floor area proposed. Open area can be on-site or off-site, or applicant may pay into a fund. (33.526.240) | | | | | |
### Use and Development limits

#### Limited or prohibited uses or development
- Structures
- Exterior display and storage
- *vehicular access* (33.410.040)
- Drive-through facilities
  - Within 500' of light rail alignment:
  - Vehicle repair
  - Sales or lease of vehicles
  - Exterior display and exterior storage
- Commercial parking
- Accessory parking (33.450.300, 400)

#### Density and Intensity

##### Maximum Floor Area Ratio; Maximum Floor Area
- On sites with frontage on Sandy Blvd., the maximum FAR is 4:1. (33.455.210)
- On CN1 sites that front N. Lombard, the floor area for each Retail Sales and Service or Office use is limited to 10,000 square feet. (33.460.100.C)

##### Minimum Floor Area Ratio; Minimum Floor Area
- 1:1 within the PD

##### FAR Bonuses
- On CN1 sites that front N. Lombard, .25 FAR for nonresidential use (max is 1:1) is earned when at least 25% of the new floor area will be residential. (33.460.100.E)

##### Required Residential

#### Building Form and Massing

##### Maximum Height Limit
- On site with frontage on Sandy Blvd., the maximum height limit is 65'. (33.455.200)

##### Height Bonus
- Height limit increased to 45' on CN1 sites that front N. Lombard that are taking advantage of the FAR bonus. (33.460.100.E)
- On certain sites that front Sandy Blvd., up to 65' is allowed in combination with new residential floor area. 33.460.200)

##### Building Height Transitions
- Sites with frontage on Sandy Blvd. that abut residential:
  - Height limit is the same as residential w/in first 25 feet;
  - Height limit is 45' w/in next 25'
- Sites with frontage on Sandy Blvd. that are across the street from residential, the height limit is the same as the residential on the portion of the site within 15' of the lot line that is across the street from residential. (33.455.220.B)
- Sites with frontage on Sandy Blvd. that are across the street from residential:
  - Height limit is the same as residential w/in first 25';
  - Height limit is 45' w/in next 25'
  - Sites with frontage on Sandy Blvd. that are across the street from residential, the height limit is the same as the residential on the portion of the site within 15' of the lot line that is across the street from residential. (33.460.210.B)
  - Sites with frontage on Division that abut R5 or R2.5, the height limit is 35 feet on the portion of the site within 25' of the residential zone. (33.460.310.B)
<table>
<thead>
<tr>
<th>Development Standard</th>
<th>Buffer Overlay 33.410</th>
<th>Light Rail Transit Station 33.450</th>
<th>Main Street Node 33.455</th>
<th>Main Street Corridor 33.460</th>
</tr>
</thead>
<tbody>
<tr>
<td>Build-to-Line; Required Building Line; Minimum and Maximum Setback</td>
<td></td>
<td></td>
<td></td>
<td>In the CS zone where 100% of the floor area is residential, the minimum building coverage is reduced to 40%. (33.460.040)</td>
</tr>
<tr>
<td>Building Coverage</td>
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<tr>
<td>Street Level Design</td>
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</tr>
<tr>
<td>Ground Floor Windows</td>
<td>Windows must be at least 50% of the length and 25% of the ground level wall. (33.450.450)</td>
<td>On corner sites with frontage on N. Lombard, both street frontages must have windows that take up at least 50% of the length and 25% of the ground level wall. (33.455.100.B.1) Sites with frontage along Sandy Blvd., that are also across the street from RF -R2.5, must have windows covering 15% of the area of the facade above ground. (33.455.220.C.2)</td>
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<tr>
<td>Ground Floor Active Use; Active Floor Area</td>
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<tr>
<td>Main Entrance</td>
<td>On corner sites that front Division, where any of the floor area will be in a nonresidential use, at least one main entrance must be within 5’ of the facade facing division and face Division or be at 45 degree angle to Division. (33.460.310.A)</td>
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</tr>
<tr>
<td>Location of Vehicle Area/Parking</td>
<td>Vehicle access is prohibited within 75’ of light rail alignment. (33.450.430)</td>
<td>Surface parking areas are not allowed within 40 feet of the corner on corner sites with frontage on N. Lombard. (33.455.100.B.3) On sites that front Sandy Blvd. that are also in the CS zone, vehicle areas are prohibited between the building and Sandy Blvd., and they are not allowed between the building and other transit street frontages. (33.455.230)</td>
<td>On sites that front Sandy Blvd. that are also in the CS zone, vehicle areas are prohibited between the building and Sandy Blvd., and they are not allowed between the building and other transit street frontages. (33.460.220) On corner sites that front Division, where any of the floor area will be in a nonresidential use, surface parking areas are not allowed within 40 feet of the corner. (33.460.310.A)</td>
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<tr>
<td>Public Space and Open Areas</td>
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<tr>
<td>Development Standard</td>
<td>Buffer Overlay 33.410</td>
<td>Light Rail Transit Station 33.450</td>
<td>Main Street Node 33.455</td>
<td>Main Street Corridor 33.460</td>
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<tr>
<td>Required Open Area</td>
<td></td>
<td>Area between street and development must be landscaped or paved for ped use. Ped use must include benches, drinking fountains or other ped amenities. (33.450.440)</td>
<td>Sites that have frontage on Sandy Blvd, that are also across the street from RF - R2.5 must have a 5’ deep landscaped area. (33.455.220.C.1)</td>
<td>Sites that have frontage on Sandy Blvd, that are also across the street from RF - R2.5 must have a 5’ deep landscaped area. (33.460.210.C)</td>
</tr>
</tbody>
</table>
5. Comprehensive Plan Policies

This section focuses on the goals and policies of Portland’s proposed Comprehensive Plan and assesses the performance of current zoning tools in terms of achieving the goals and policies. The purpose of this analysis is to document areas in which the current regulatory tools perform well in areas in which they need change to better meet new policy objectives. Overall, the main policy directions for the development and design in mixed use zones are:

- 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

Policy-Zoning Summary Assessment

The following is a summary assessment of existing Zoning Code implementation of Draft Proposed Comprehensive Plan policy direction. The existing regulations for Commercial (CN, CO, CS, CM, CG, CX) and Central Employment (EX) zones do not generally present barriers to development and design that can contribute to meeting policy objectives and are often supportive. However, although zoning code regulations allow for outcomes that can contribute to meeting these policy objectives, they usually do not require or incentivize these outcomes. Some examples include:

- While the mixed-use zones allow for a diversity of commercial uses, they mostly do not require them nor ensure that buildings are designed to accommodate commercial uses (diminishing the certainty that these zones support commercial activity).
- Regulations do require pedestrian-oriented design features in most mixed-use areas (exceptions include scattered commercial properties not located on transit streets).
- There are some requirements for scale transitions and buffering, but there are many inconsistencies and gaps in the regulations.
- Design tools are limited. Zoning regulations include a small number of design-related standards and the design overlay zone applies only in a limited number of places.
- There are few incentives (and fewer requirements) for the range of outcomes related to these policy objectives, such as affordable housing, accessible housing, affordable commercial spaces, historic preservation, publically-accessible plazas or other public amenities, green features, art and culture components, etc.
- Among the few barriers Zoning Code regulations present to policy objectives are limitations on outdoor display of goods, which can prevent realization of policies supportive of active street frontages and vending carts and other temporary commercial arrangements; and
• Base zone building height limits do not broadly correspond to policy objectives for allowing taller buildings on wider streets.

Policy Directions and Assessment of Zoning Code Implementation

<table>
<thead>
<tr>
<th>Policy Direction</th>
<th>Policy Numbers</th>
<th>Zoning Code Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Urban Form Policies (Chapter 3)</strong></td>
<td></td>
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<tr>
<td>Direct the majority of housing, commercial and employment growth to centers,</td>
<td>Goal 3.C,</td>
<td>Allows. Mixed-use zones</td>
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<tr>
<td>corridors, and transit station areas.</td>
<td>Policy 3.2</td>
<td>provide sufficient capacity</td>
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<td>for this growth, although</td>
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<td>most zones do not require</td>
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<td>new development to include</td>
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<td>residential.</td>
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<tr>
<td>Enhance centers as places with concentrations of commercial and public services,</td>
<td>Goal 3.D;</td>
<td>Allows. Mixed-use zones in</td>
</tr>
<tr>
<td>housing, employment, gathering places, and green spaces.</td>
<td>policies 3.9,</td>
<td>centers allow a wide range</td>
</tr>
<tr>
<td></td>
<td>3.11, 3.13,</td>
<td>of land uses and services.</td>
</tr>
<tr>
<td></td>
<td>3.22, 3.23,</td>
<td>Few mechanisms, other than</td>
</tr>
<tr>
<td></td>
<td>3.26, 3.30</td>
<td>direct City investment, to</td>
</tr>
<tr>
<td></td>
<td></td>
<td>create public gathering</td>
</tr>
<tr>
<td></td>
<td></td>
<td>places and green spaces.</td>
</tr>
<tr>
<td>Foster a built environment that provides a safe, healthy, and attractive</td>
<td>Policy 3.4</td>
<td>Some requirements. Supported</td>
</tr>
<tr>
<td>environment for people of all ages and abilities.</td>
<td></td>
<td>by building code and sidewalk</td>
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<tr>
<td></td>
<td></td>
<td>accessibility standards, but</td>
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<tr>
<td></td>
<td></td>
<td>some gaps in residential</td>
</tr>
<tr>
<td></td>
<td></td>
<td>requirements for accessibility.</td>
</tr>
<tr>
<td>Enhance Gateway as East Portland’s center of employment, commercial and public</td>
<td>Policies 3.22</td>
<td>Allows. Gateway mixed-use</td>
</tr>
<tr>
<td>services, with the area’s largest concentration of higher-density housing.</td>
<td>- 3.25</td>
<td>zones allow a wide range of</td>
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<tr>
<td></td>
<td></td>
<td>services and employment, and</td>
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<td></td>
<td></td>
<td>provide sufficient housing</td>
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<td></td>
<td></td>
<td>capacity.</td>
</tr>
<tr>
<td>Enhance each Town Center as a hub of commercial and public services and activity</td>
<td>Policies 3.26</td>
<td>Allows. Mixed-use zoning in</td>
</tr>
<tr>
<td>for the broad area of the city it serves. Town Centers should include sufficient</td>
<td>- 3.29</td>
<td>Town Centers allow a large</td>
</tr>
<tr>
<td>zoning capacity for 7,000 households within a half-mile radius, and development</td>
<td></td>
<td>amount and range of land uses,</td>
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<tr>
<td>is intended to be up to mid-rise in scale (typically up to 5 to 6 stories).</td>
<td></td>
<td>services, and housing. Most</td>
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<td></td>
<td></td>
<td>Town Centers provide sufficient</td>
</tr>
<tr>
<td></td>
<td></td>
<td>housing capacity.</td>
</tr>
<tr>
<td>Enhance Neighborhood Centers as smaller centers that are local hubs of commercial</td>
<td>Policies 3.30</td>
<td>Allows. Mixed-use zoning in</td>
</tr>
<tr>
<td>services and activity for surrounding neighborhoods. Neighborhood Centers should</td>
<td>- 3.33</td>
<td>Neighborhood Centers allow a</td>
</tr>
<tr>
<td>include sufficient zoning capacity for 3,500 households within a half-mile</td>
<td></td>
<td>range of land uses, services,</td>
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<tr>
<td>radius, and development is intended to generally be up to 4 stories in scale.</td>
<td></td>
<td>and housing. Most Neighborhood</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Centers provide sufficient</td>
</tr>
<tr>
<td></td>
<td></td>
<td>housing capacity.</td>
</tr>
<tr>
<td>Provide for a wide variety of housing types in centers.</td>
<td>Policies 3.26,</td>
<td>Allows. Wide range of housing</td>
</tr>
<tr>
<td></td>
<td>3.27, 3.30,</td>
<td>types allowed within mixed-</td>
</tr>
<tr>
<td></td>
<td>3.31</td>
<td>use zones, and nearby areas</td>
</tr>
<tr>
<td></td>
<td></td>
<td>include a variety of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>residential zones.</td>
</tr>
<tr>
<td>Enhance Civic Corridors as distinctive places with thriving business districts</td>
<td>Policies 3.38</td>
<td>Allows. Wide range of</td>
</tr>
<tr>
<td>and transit-supportive densities of housing and</td>
<td>and 3.39</td>
<td>commercial, housing, and</td>
</tr>
<tr>
<td></td>
<td></td>
<td>employment allowed in</td>
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</tbody>
</table>

5.2 Mixed Use Zones Project Assessment Report October 2014
### Policy Direction

<table>
<thead>
<tr>
<th>Policy Numbers</th>
<th>Zoning Code Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>employment, and that provide quality living environments for residents. Development is intended to be up to mid-rise in scale (typically up to 5 to 6 stories).</td>
<td>commercial corridors, but flexibility provides uncertainty about location and intensity of various uses. Few design controls/standards apply in most corridors.</td>
</tr>
<tr>
<td>Enhance Neighborhood Corridors as places with vibrant neighborhood business districts and quality multi-family housing.</td>
<td>Policy 3.42 Allows. However, commercial uses are not required in the commercial zones.</td>
</tr>
<tr>
<td>Transit Station Areas. Encourage transit-supportive concentrations of housing and jobs adjacent to high-capacity transit stations, especially in locations within centers.</td>
<td>Policies 3.43 - 3.48 Allows. Some transit station areas provide greater building heights near stations.</td>
</tr>
<tr>
<td>Pattern Areas. Encourage development and design approaches that respond to the distinctive, positive characteristics of Portland’s pattern areas, including the Inner, Eastern, and Western neighborhoods. Within the Inner Neighborhoods this means continuity with Streetcar-Era development patterns, while the Eastern and Western neighborhoods have a greater emphasis on trees, landscaping, and response to natural features.</td>
<td>Policies 3.58 - 3.90 Allows. However, the same development standards apply across the city, with few requirements for area-specific variation.</td>
</tr>
</tbody>
</table>

### Design and Development Policies (Chapter 4)

<table>
<thead>
<tr>
<th>Policy Numbers</th>
<th>Zoning Code Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Context-Sensitive Design and Development. Encourage new development to be designed to respond to and enhance the distinct physical, historic, and cultural qualities of its location, while accommodating growth and change.</td>
<td>Goal 4.A; policies 4.1 - 4.3 Allows. However, the same development standards apply across the city, with few requirements for area-specific variation and no incentives for historic preservation.</td>
</tr>
<tr>
<td>Historic and Cultural Resources. Encourage the preservation of historic and cultural resources, including those in centers and corridors.</td>
<td>Goal 4.B; policies 4.23, 4.24, and 4.36 - 4.45 Allows, but no incentives for historic preservation.</td>
</tr>
<tr>
<td>Human and Environmental Health. Encourage development designed to enhance human and environment health, and include grocery stores providing access to fresh produce in centers.</td>
<td>Goal 4.C, Policy 4.66 and multiple other policies Some requirements. Supported by building code requirements.</td>
</tr>
<tr>
<td>Encourage pedestrian-oriented design that is accessible to people of all abilities and promotes active living.</td>
<td>Policies 4.4, 4.6, 4.16, 4.17, 4.19 Some requirements. Supported by building code and sidewalk accessibility standards, but some gaps in pedestrian-oriented standards and residential requirements for accessibility.</td>
</tr>
<tr>
<td>Encourage temporary activities and structures in areas that are transitioning to being more urban (such as food/vendor carts, parklets).</td>
<td>Policy 4.5 Limits/allows. Most commercial zones do not allow exterior display of goods.</td>
</tr>
<tr>
<td>Manage building massing to provide for public access to light and air, and encourage building design that considers privacy and solar access for residents and neighbors.</td>
<td>Policies 4.7 and 4.8 Some requirements. Zoning regulations manage building mass and setbacks, but do not directly address privacy or solar access.</td>
</tr>
<tr>
<td>Policy Direction</td>
<td>Policy Numbers</td>
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</tr>
<tr>
<td>Encourage building and site design that helps prevent crime and improves fire prevention and life safety.</td>
<td>Policies 4.9 and 4.10</td>
</tr>
<tr>
<td>Focus services and higher-density housing in the core areas of centers.</td>
<td>Policy 4.15</td>
</tr>
<tr>
<td>Encourage development designed with windows and entrances oriented to the street, and that provides places for people to sit and gather.</td>
<td>Policy 4.16 and 4.17</td>
</tr>
<tr>
<td>Encourage a scale of development that is responsive to street width, allowing taller buildings on wider streets.</td>
<td>Policy 4.18</td>
</tr>
<tr>
<td>Encourage design that promotes pedestrian and bicycle access.</td>
<td>Policy 4.19</td>
</tr>
<tr>
<td>On busy streets, encourage design approaches that buffer residents from street traffic, such as through the use of landscaped front setbacks, street trees and other design approaches.</td>
<td>Policy 4.20</td>
</tr>
<tr>
<td>Integrate natural and green infrastructure, such as trees, green spaces, Eco roofs, and vegetated stormwater facilities, into centers and corridors.</td>
<td>Policy 4.21</td>
</tr>
<tr>
<td>Locate public squares, plazas and other gathering places in centers and corridors, and encourage adjacent development to relate to and activate these spaces.</td>
<td>Policy 4.22</td>
</tr>
<tr>
<td>Protect and enhance defining features of centers and corridors, including landmarks, natural features, and historic and cultural resources, and encourage development that fills in vacant and underutilizes gaps within the urban fabric.</td>
<td>Policies 4.23, 4.24, 4.37</td>
</tr>
<tr>
<td>Policy Direction</td>
<td>Policy Numbers</td>
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</tr>
<tr>
<td>Encourage development to include design elements and public art that contribute to the distinct identity of centers and corridors.</td>
<td>Policies 4.25 and 4.46</td>
</tr>
<tr>
<td>Create transitions in development scale and activities between higher-density mixed-use areas and adjacent residential areas.</td>
<td>Policies 4.26 and 4.27</td>
</tr>
<tr>
<td>Limit and mitigate off-site impacts, such as odors, noise, glare, air pollutants, and auto-oriented uses, especially as they effect residential uses.</td>
<td>Policy 4.28</td>
</tr>
<tr>
<td>Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, and promote seismic and energy retrofits.</td>
<td>Policies 4.47 - 4.49</td>
</tr>
<tr>
<td>Encourage development approaches and building materials and technologies that result in the least environmental impact, are resource efficient, and that produce energy on site.</td>
<td>Policies 4.50 - 4.54, 4.57</td>
</tr>
<tr>
<td>Encourage district energy systems and other Eco district approaches that help achieve sustainability and resource efficiency at a district scale.</td>
<td>Policies 4.55 and 4.56</td>
</tr>
<tr>
<td>Encourage design and site development practices that avoid impacts on watershed and ecosystem health.</td>
<td>Policies 4.58 and 4.59</td>
</tr>
<tr>
<td>Limit development in or near area prone to natural hazards and encourage development approaches that enhance the ability to respond to natural disasters.</td>
<td>Policies 4.61 and 4.62</td>
</tr>
<tr>
<td>Encourage development designed to reduce urban heat island effects.</td>
<td>Policy 4.63</td>
</tr>
</tbody>
</table>

**Housing Policies (Chapter 5)**

<table>
<thead>
<tr>
<th>Policy Direction</th>
<th>Policy Numbers</th>
<th>Zoning Code Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encourage a diversity of housing types that can support a broad range of households and contribute to income diversity in and around centers.</td>
<td>Policies 5.4, 5.5, 5.26, 5.27</td>
<td>Allows, but few requirements or incentives.</td>
</tr>
<tr>
<td>Support a diverse supply of affordable and physically-accessible housing that can meet the needs of older adults and people with disabilities, especially in and around centers and other locations close to services and transit.</td>
<td>Policy 5.7</td>
<td>Allows, but few requirements or incentives, other than building code accessibility requirements that apply to some multifamily development.</td>
</tr>
<tr>
<td><strong>Housing Location and Affordability.</strong> Locate higher-density housing and workforce housing and other affordable housing in and around centers and other locations with good access to services and amenities, and improve access</td>
<td>Policies 5.19 - 5.21, 5.31</td>
<td>Allows, but no requirements or incentives.</td>
</tr>
</tbody>
</table>
## Policy Direction

<table>
<thead>
<tr>
<th>Policy Direction</th>
<th>Policy Numbers</th>
<th>Zoning Code Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>to services in areas with underserved populations.</td>
<td>Policies 5.40 - 5.45</td>
<td>Some requirements, notably building code and pedestrian/bicycle requirements, but no requirements or incentives for open spaces for residents.</td>
</tr>
<tr>
<td><strong>Health and Safety.</strong> Encourage housing designed to: protect residents’ health and safety, support active living, provide energy efficiency, incorporate green building strategies, provide indoor air quality, and that supports active living by providing usable open areas, recreation areas, community gardens, pedestrian and bicycle amenities, etc.</td>
<td>Policies 5.40 - 5.45</td>
<td>Some requirements, notably building code and pedestrian/bicycle requirements, but no requirements or incentives for open spaces for residents.</td>
</tr>
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</table>

## Economic Development Policies (Chapter 6)

<table>
<thead>
<tr>
<th>Economic Development Policies (Chapter 6)</th>
<th>Policy Numbers</th>
<th>Zoning Code Implementation</th>
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<tbody>
<tr>
<td>Provide for the growth, economic equity, and vitality of neighborhood business districts and support their role as a foundation of neighborhood livability.</td>
<td>Policies 6.59 and 6.60</td>
<td>Allows, but does not require development to include commercial uses.</td>
</tr>
<tr>
<td>Facilitate the retention and growth of small and locally-owned businesses.</td>
<td>Policy 6.61</td>
<td>Allows, but no requirements or incentives.</td>
</tr>
<tr>
<td>Provide for smaller commercial nodes in areas between centers to expand local access to services, and allow for commercial nodes as part of large planned development.</td>
<td>Policy 6.63</td>
<td>Allows. Implemented primarily through zoning of smaller commercial areas and dispersed CN zoning (but no requirements for commercial uses).</td>
</tr>
<tr>
<td>Encourage the preservation and creation of affordable commercial space, and limit involuntary commercial displacement.</td>
<td>Policy 6.65</td>
<td>Allows, but no requirements or incentives.</td>
</tr>
<tr>
<td>Support the role of temporary markets (farmers markets, flea markets, etc.) and other temporary or mobile vending in enabling startup business activity.</td>
<td>Policy 6.66</td>
<td>Limits/allows. Allowances for farmers markets, but most commercial zones do not allow exterior display of goods.</td>
</tr>
<tr>
<td>Encourage grocery stores and a broad range of commercial services in centers, and enhance opportunities for services responsive to the needs of the populations of the surrounding area.</td>
<td>Policies 6.68.a - 6.68.c</td>
<td>Allows, but no requirements or incentives.</td>
</tr>
<tr>
<td>Require that the ground-level building spaces in core areas of centers accommodate commercial or other services.</td>
<td>Policy 6.68.d</td>
<td>No requirements, except in some plan districts.</td>
</tr>
<tr>
<td>Encourage employment opportunities in centers, and enhance connections between centers and nearby institutions and other major employers.</td>
<td>Policy 6.68.e</td>
<td>Allows, no requirements or incentives.</td>
</tr>
</tbody>
</table>
6. Design Issues

This section provides an assessment of design issues and performance in the current mixed use zones (Commercial and EX zones). Key design objectives related to existing and proposed Comprehensive Plan policies include the following:

- Provide pedestrian-oriented environments that are accessible to people of all ages and abilities
- Use design and green elements that enhance place and context, responding to the distinct characteristics of Portland’s pattern areas
- Provide opportunities for gathering places, art and culture
- Create quality environments for residents, workers, visitors
- Provide transitions between higher- and lower-density areas

This assessment complements the broader assessment of Zoning Code implementation of the Proposed Draft Comprehensive Plan policies, focusing with greater detail on design-related Zoning Code development standards, including the Community Design Standards (33.218). This assessment focuses on design issues related to how development relates to public street frontage, context and building massing, and residential design. Design issues need to be considered in the context of broader policy goals, such as the key role of the mixed use zones in accommodating growth close to services and transit. The Comprehensive Plan Proposed Draft policies encourage development that frames, shapes, and activates the public space of streets, especially in centers and corridors. Both the pedestrian-oriented design and building height/massing topics, addressed below, relate to these policy objectives.

37 percent of mixed-use zoned areas outside the Central City are subject to either the design requirements of the Design (“d”) Overlay or are located in historic or conservation districts. However, the majority of land area with mixed-use zoning does not have these design controls. Instead, the design of development in most areas is regulated by the regulations of the base zones. An exception are areas located in plan districts or that have other zoning overlays that have design-related development standards (see Plan Districts and Overlays Comparison section). This review focuses on design-related development standards in the base zones and is organized by topic.

Pedestrian-Oriented Design

Portland’s design-related policies place a great emphasis on fostering street environments that are oriented to pedestrians. This approach is also intended to cultivate places that support transit use and bicycle access, which is particularly important in mixed-use centers and corridors, which policies call for enhancing as places that support a range of active transportation options. The design-related standards that are part of the base zone requirements of the mixed-use zones (C zones and EX) are focused on achieving three primary objectives related to fostering a pedestrian-oriented environment along public sidewalks:

1. Requiring ground-floor windows and street-oriented entrances for commercial development,
2. Locating buildings close to sidewalks, with requirements for maximum building setbacks (typically 10’) along transit streets and in pedestrian districts, and,
3. Keeping parking to the rear or sides of buildings, especially along transit streets and in the more pedestrian-oriented zones (CM, CS).

Beyond these areas of focus, the mixed-use zones provide a great deal of flexibility regarding the design of new development. BPS staff review of buildings constructed in the mixed use zones over the past 10 years indicates that this development is largely contributing to creating street environments in which buildings have windows and entrances oriented to the street frontage and sidewalks, with some
exceptions. The following are some regulatory issues that could be addressed to improve design outcomes.

- **Ground-floor windows.** Most commercial zones have ground-floor window requirements that apply to commercial development, but these do not apply to purely residential development or to parking garages, which can result in disruptions to pedestrian-oriented environments along mixed-use streets. Also, existing requirements for 25 percent window coverage on ground-level facades results in far less ground-level transparency than is typical for sidewalk-oriented storefront buildings. **Consider increasing ground-floor window coverage requirements and eliminating exceptions for residential buildings and parking garages, particularly in the core areas of centers.**

- **Front setbacks.** Most of the development standards that call for development to be located close to sidewalks are linked to transit streets and pedestrian districts, but do not apply to dispersed commercial areas that are not on transit streets. Commercial buildings set back behind surface parking areas detract from creating small commercial nodes or corner markets that are part of the pedestrian-friendly environments intended for complete neighborhoods. **Consider requiring buildings in dispersed commercial areas (typically currently zoned CN1/2 or CO1/2) to be located close to sidewalks, in conjunction with ground-floor window requirements.**

- **Design for ground floor active uses.** There are no requirements in commercial zones for ground floor spaces to be used or designed to accommodate commercial uses, except in some plan districts. In core areas of centers and neighborhood business districts, development not designed to allow for commercial uses (such as purely residential buildings) can create long-term gaps in the continuity of retail/commercial frontages, which can negatively impact the viability of retail-based business districts. In some plan districts (such as main street locations in the Northwest Plan district), building spaces must be configured to accommodate commercial uses (with requirements for 12’ ceilings, ground-floor windows, minimum space depths), although commercial uses are not required. **Consider applying requirements in core areas of mixed-use centers for ground-level spaces to be designed to accommodate active uses.**
• **Street-oriented entrances for residential buildings.** There are no requirements for multidwelling development to include entrances oriented to the street frontage, resulting in outcomes in which buildings are oriented away from the street. *Consider applying requirements for multidwelling buildings to include an entrance along primary street frontages.*

**Building Height, Massing, and Transitions**

Mixed use zone allowances for multi-story buildings (typically 4 stories in the broadly mapped CS and CG zones) play an important role in helping to meet policy objectives for focusing housing and employment growth close to transit and services. These mid-rise buildings provide opportunities for more people to live in mixed use centers and corridors and are a key part of strategies to create complete neighborhoods and for achieving a transit-supportive built form with appropriate densities. Mixed-use buildings with ground-floor commercial spaces and upper-level residential units have become a common development type, especially in Inner Neighborhood areas near the Central City. These mixed-use buildings most typically range in scale from 3 to 5 stories (most frequently 4 stories). Purely residential multidwelling buildings, at a similar scale, are also being built in these areas.

This scale of development has contributed to a sense of urban enclosure along the streets where they are located. From an urban design perspective, this urban enclosure is a positive outcome, helping to shape and activate the public space of streets. However, this scale of development is a new phenomenon in most areas (along many corridors, 1 to 2 story buildings are predominant) and has generated community concerns about the degree of change and impacts to solar access. From an urban design perspective, building height-to-street-width ratios ranging from 1:2 to 1:1 are generally considered desirable. On a typical 60'-wide main street (street width includes roadway, sidewalks, and other right-of-way space between buildings), these ratios translate to building heights of 30’ to 60’. The most common allowed building height in the commercial mixed-use zones is 45’, which falls in the middle of this range. The resulting building height-to-street-width ratios generally provide both a good sense of spatial definition for the street space while keeping views of the sky within a pedestrian’s peripheral view. Note that even greater height-to-street width ratios are generally considered desirable in many contexts, such as downtowns and in traditional cities with very narrow, pedestrian-oriented streets.

Most areas with mixed use zoning directly abut residential zones, where single-dwelling housing and other low-rise housing often predominates. When development in the mixed use zones is built to the full height allowed by the zones, this can result in significant contrasts in scale with the adjacent housing (and, in many cases, with the allowed heights allowed in the residential zones).

Regulatory issues related to building height, massing, and transitions include the following.
• **Building height.** Along the majority of corridors with mixed-use zoning (CS and CG are most prevalent), a height limit of 45’ applies, regardless of street width characteristics or transit function. *Consider relating building height allowances to street scale and transit function, allowing taller buildings on wider streets that are well-served by transit.*

• **Building massing.** As indicated above, design-related zoning code regulations focus on ground-level street frontages, with no regulation of the massing or bulk of mixed-use buildings other than height limitations (residential floor area is exempted from floor-to-area ratio limits). This has resulted in community concerns that some mixed-use buildings appear overly bulky or create too great a contrast with lower-scale existing buildings. *Consider creating additional development standards that address building form and massing. This could include requirements for façade articulation, upper-level step backs, limits on building length, etc.*

• **Scale transitions.** Requirements for transitions in buildings scale and the use of landscaped buffers in locations adjacent to lower-density residential zones apply in some plan districts and overlay zones, but do not apply consistently across the city (see Overlay Zones and Plan Districts section). *Consider creating more consistent, citywide approaches to buffering, setbacks, and height transitions for mixed-use zones adjacent to lower-density residential zones.*

• **Full-block zoning transitions.** Some areas include commercial zoning that extends a full block. This typically results in frontage both on a primary street (typically a major transit street) and frontage on a “backside” secondary street facing residential areas. Some overlay zones regulations (such as the CDS) and plan districts address this interface, but there is no citywide regulatory approach. *Consider requirements for landscaping, building height standards, and other transitional approaches to guide this interface.*

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**Pattern Areas and Context-Sensitive Design**

The Comprehensive Plan Proposed Draft call for development to be designed to respect the unique built and natural characteristics of Portland’s major pattern areas, which include the Inner, Western and Eastern Neighborhoods, where the majority of the mixed-use zoning outside the Central City is located. Most of Portland’s design-related development standards were created to continue the Inner Neighborhood’s traditional main street patterns, where buildings were typically built adjacent to sidewalks. While a few older commercial areas in the Western and Eastern neighborhoods share these characteristics (such as Multnomah Village and the Parkrose main street), other mixed-use areas in these pattern areas include elements valued by the community, such as natural features, native trees, and landscaping, that makes...
them distinct from Inner Neighborhood commercial areas and could be a positive part of their future evolution. However, the same development standards apply across the city, with few requirements for area-specific variation.

Consider developing design-related standards specific to the three major neighborhood patterns - the Inner, Eastern, and Western neighborhoods. Regulations responsive to neighborhood pattern area characteristics could include variations on building setbacks, design features, landscaping, etc.

Open Spaces and Plazas

Comprehensive Plan Proposed Draft policies encourage the creation of plazas and other gathering places in centers and along corridors. However, the Zoning Code has no requirements or incentives for including publicly-accessible open spaces as part of new development in the mixed-use zones, while some maximum setback requirements serve as barriers to providing space for plazas, seating areas, or other open spaces located along sidewalks. In particular, along some street frontages, 100 percent of street facing facades are required to be within the required maximum setback (usually 10’, see 33.130.215), which significantly constrains the ability to create plazas or other sizable outdoor spaces.

Consider simplifying maximum building setback requirements to provide more flexibility for providing outdoor spaces and landscaping along street frontages. Also consider creating incentives, such as development bonuses, for providing publically-accessible open spaces.

Design of Residential Development

Residential development has become the most common type of new development in the mixed-use zones (65 percent of new construction permits over the past 10 years in the commercial/mixed-use zones have been for purely residential buildings). This residential development includes a broad range of building types ranging from detached houses and rowhouses to apartment complexes and multi-level apartment buildings. While the commercial/mixed-use zones include development standards for houses, rowhouses, and duplexes (development standards for these housing types are similar in all types of zones), there are no development standards specific to multidwelling development. Based on analysis of mixed-use zone regulations, the following are items related to the design of residential development that merit particular attention.

- **Outdoor space.** There are no requirements in the mixed-use zones for residential development to include outdoor space (which is required medium-density multidwelling zones [R3, R2, R1], but not in the higher-density multidwelling zones [RH, RX]). Consider requiring outdoor space (individual or shared) to be provided in conjunction with residential development.

- **Side setbacks.** While residential development in the multidwelling zones call for side and rear setbacks (setback depth is based on size of the building wall) to provide access to light and air, similar multidwelling development in the mixed-use zones has no such requirements. This can result in residential development with units whose only windows are as close as 3’ from side property lines, and potentially the same distance to the walls of future adjacent development that can
be built adjacent to these property lines, providing poor access to light and air. Consider requiring the sides of multidwelling buildings to either be built to property edges (so that windows of residential units either face the street or rear open space), or meet the setback requirements that apply in the multidwelling zones.

- **Front garages.** There are no limits on the frequency of front garages and driveways for rowhouses and narrow-lot houses in the mixed-use zones. This can result in frequent driveways/curb cuts and the loss of all on-street parking in front of such development, as well as street frontages lined by garages, counter to objectives for cultivating mixed-use areas as pedestrian-oriented places. Consider limiting the percent of house or rowhouse street frontages that can be devoted to garages and driveways and/or require the preservation of on-street parking in front of such development.

**Green Features**

Comprehensive Plan Proposed Draft policies call for natural features and green infrastructure to be integrated into centers and corridors, including street trees, green spaces, ecoroofs, gardens, vegetated stormwater management systems, and features that mitigate urban heat island effects. Some of these features, such as street trees and vegetated stormwater facilities, are components of public streets, but development on private property can also play a role in integrating such features.

Landscaping is required in some of the mixed use zones (15 percent of site area), but there are no requirements for landscaping in the more intensely urban mixed-use zones (CM, CS CX, EX), except in the case of landscaping required for surface parking areas and driveways. These latter zones also allow 100 percent of site to be covered by development, allowing them to maximize opportunities for compact urban development. The Bureau of Environmental Services regulates stormwater facilities, but other than those situations in which landscaping is required, there are no other specific requirements or incentives for features such as native plantings, green roofs, habitat-friendly design, urban heat island mitigation, etc. Future regulations related to these features will need to consider other design objectives, such as those related to continuing main street characteristics and providing pedestrian-oriented environments.

Consider how mixed-use development standards can help accommodate green features and infrastructure as part of development, including consideration of the role of natural and green features as part of development standards in the various neighborhood pattern areas.

**Community Design Standards**

The Community Design Standards (Zoning Code Chapter 33.218) are the regulatory standards option that serves as an alternative to discretionary design review for development within the Design Overlay Zone. Oregon state law requires that, outside the Central City and the Gateway Regional Center, development that includes housing must be provided a “clear and objective” regulatory standards option to design review. This is not an assessment of the effectiveness of the Community Design Standards, but provides a brief summary of what design elements are a focus of the standards. The
Mixed Use Zones Project will not be undertaking a major update to the Community Design Standards, but may apply some of these standards more broadly as part of base zone standards, if appropriate. The Community Design Standards, as they apply to commercial/mixed-use zones, focus on:

- Street relationship - providing options for landscaped setbacks, arcades, and extensions of sidewalk space,
- Setback area requirements - including establishing 10’-maximum setbacks along transit streets and in pedestrian districts,
- Requirements for buildings to be built up close to the corner at key intersections,
- Step-downs in building scale and landscaped buffers in locations abutting or across the street from lower-density residential zones,
- Orientation of main entrances (including those of residential buildings) to the street or courtyards,
- Vehicle area limitations,
- Requirements for exterior finish materials (including limitations on the use of plain concrete, corrugated metal, plywood, composite materials, sheet pressboard, and shiplap or clapboard siding),
- Rooftop equipment,
- Ground floor window requirements (applies to all ground level wall areas, versus the more usual base zone requirements that apply to only one frontage),
- Architectural differentiation of ground floors from upper stories, and
- Options for flat roofs with cornices or pitched roofs.

While the Community Design Standards were originally created for the context of historic conservation districts in the Albina area, some of these standards may be appropriate for broader application in the mixed use zones. Development standards that address issues such as transitions between higher- and lower-density areas, ground-floor windows and other ground-level design treatments, or main entrance requirements, may be useful in addressing design issues in mixed-use areas in other parts of the city.

Consider applying the most effective Community Design Standards requirements to development in the mixed-use zones.
7. Demographics, Market Conditions, and Development Trends

The Proposed Comprehensive Plan proposes to focus a significant share of Portland’s future housing and local jobs into a number of Centers and Corridors identified in the plan’s Urban Design Framework (UDF). Development anticipated in the Centers and Corridors is expected to occur in the mixed use (currently the Commercial and EX zones) and multi-dwelling residential zones applied in these areas. Twenty one-half mile radius centers - broadly corresponding to the centers identified in the UDF - were analyzed to better understand their demographic and economic characteristics. The areas were also reviewed to assess the type of and level of development occurring in each area over the past decade. The 20 analysis areas are located throughout the city, and span Inner, East, and West Portland pattern areas.

Analysis Areas Map

The information collected in this analysis will provide a better understanding of the market and development dynamics of different parts of Portland, and will be used to inform the development of
the new mixed use zones to be applied in these areas. Summary information at a broader “pattern area” scale follows. Detailed reports on each analysis area are included in the appendix.

Analysis Areas by Pattern Area

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Demographic and Market Summary of Analysis Areas

Eastern Neighborhoods

Eastern Neighborhood centers are typically more ethnically and racially diverse than centers in other pattern areas. Communities of color represent 55 percent of the total population in the Division/122nd, Lents, Parkrose and Jade centers compared to 33 percent for the City of Portland as a whole. Rosewood is the most ethnically and racially diverse center in Portland. Communities of color represent 67 percent of the total population in the Rosewood center. The demographic composition of the Gateway Regional Center has lower total community of color population than other Eastern centers, at around 42 percent.

- Residential densities in Eastern Neighborhood centers are higher than most other centers across the city. Rosewood/Glenfair (8,062 residents) and Midway (8,055 residents) are the third and fourth most populous centers in Portland behind Northwest (11,129 residents) and Belmont/Hawthorne/Division (8,288 residents).
- Rosewood/Glenfair has the highest amount of residents of all centers that identify as Latino, 26 percent.
- 23 percent of residents in the Jade District Center identify as Asian.
- Gateway has the largest amount of seniors of all centers in the city with 15 percent of the population over the age of 64.
- On average, median household incomes in Eastern Neighborhood centers are around $42,000 per year. While below the City of Portland median household income of $49,500 per year, median household incomes in Eastern centers are very similar to some of the outer-tier Inner neighborhood centers like Mid-Lombard and Killingsworth/Interstate.

Inner Neighborhoods

Demographics of the Inner Neighborhood centers vary widely. However, Inner Neighborhoods can be categorized by variation in median household income that impacts housing, retail and development markets in these centers. Overall, Inner neighborhood centers have seen a rise in median household income over the past two decades.
Higher income Inner neighborhood centers are those that have median household incomes above $50,000 per year. Centers in that meat this income threshold include:

- Hollywood
- NE 42nd and Killingsworth
- Roseway
- Belmont/Hawthorne/Division
- Woodstock
- Sellwood
- Northwest

These neighborhood centers are also categorized by less racial and ethnic diversity than other centers across Portland. Communities of color represent, on average, 20 percent of the total population in these centers. Notably, NE 42nd and Killingsworth (49 percent of residents identify as a person of color) and Roseway (33 percent of residents identify as a person of color) are the most ethnically and racially diverse of the higher income Inner neighborhood centers.

Inner neighborhood centers that have median household incomes below the $50,000 per year threshold include:

- Killingsworth/Interstate
- Heart of Foster
- Mid-Lombard
- Fremont/Williams
- St. Johns

Communities of color represent, on average, 39 percent of the total population in these centers. Killingsworth/Interstate (49 percent of residents identify as a person of color) and Fremont/Williams (44 percent of residents identify as a person of color) are the most ethnically and racially diverse of these inner neighborhood centers. These two centers continue to have a very strong place orientation for the Black/African-American community in Portland. Twenty-four percent of residents in the Fremont/Williams center and 20 percent of residents in the Killingsworth/Interstate center identify as Black. Despite the historically strong African-American orientation, the areas have changed dramatically since 1990, when 62 percent of residents in the Vancouver/MLK/Fremont center identified as Black. This represents a 60 percent population decrease in the black community in this center over twenty-two years.

**Western Neighborhoods**

Historic development patterns, topography and land use all contribute to the western neighborhood centers having the lowest residential densities of all centers in the City of Portland. The Multnomah Village Center has approximately 4,900 residents while the West Portland Center has approximately 4,000 residents. Western Neighborhood centers have some of the highest household median incomes of all centers, with Multnomah Village at $58,000 and West Portland at $61,000.

Western neighborhood have the lowest amount of racial and ethnic diversity of all centers. Only 18 percent of residents in the Multnomah Village center identify as a person of color while 28 percent of resident in the West Portland center identify as a person of color.

---

1 While the median household income for the Northwest center is only $39,000, this is skewed by the large amount of studio and one bedroom housing units that decrease the average household size to 1.49 far below the city average of 2.28. Per capita income in the Northwest center is the highest in city at $43,000.
While the average household size of 2.25 people per household in the West Portland center is similar to the citywide average (2.28), the average household size in Multnomah Village is 1.97 people per household. Age characteristics for the western neighborhood centers are shifting to an older demographic.

**Housing Profile**

Housing values across the City of Portland have increased 4.9 percent per year between 2004 and 2014. Centers have performed slightly better than the city as a whole with transaction values up 5.1% per year since 2004. While the average price for a single family home in centers ($279,000) is on-par with the average price for home in the City of Portland ($280,000) home buyers are paying more per square foot for homes in centers than in the City of Portland as a whole. The median price per square foot for a single family home in the City of Portland is $187, the median price per square foot for single family home in a center is $210 per square foot. Home buyers are paying more for less space in centers, likely due to the urban amenity value.

**Eastern Neighborhoods**

Owner occupied housing in Eastern Neighborhood centers is more affordable than all other centers across Portland. The median sale price for housing in Eastern centers was $189,000 in 2014, 32 percent lower than the median sale price in the City of Portland. For the most part, median sale prices for housing in Eastern centers have not recovered since the recession at the rate that other areas of Portland have. On average, median household prices in Eastern centers have increased only 2.1% per year since 2004 compared to 4.9% citywide. The exceptions to the low value increases in Eastern center are Gateway (6.3% per year) and the Jade District (3.9% per year)

The average price per month for a rental unit, across all unit types, in Eastern centers is $1,005 per month. Rents in Eastern centers across all unit types are consistent with the City of Portland as a whole with an average price per month of $1,015. However, variations in price across unit types in Eastern centers are significantly different than the city as a whole. The average monthly cost for a one bedroom unit in Eastern centers is $780 versus $945/month across the City of Portland and $1,200 in all centers. One bedroom and two bedroom units in Eastern are more affordable than all other centers. However, the monthly rent for a three bedroom unit in Eastern centers is $200 more per month than the average of three bedrooms units across the city and competitive with three bedroom rents across all centers. Notably, the rental market for three bedroom units in Parkrose and Gateway are the highest in Eastern and are comparable with high value locations in the Inner Neighborhoods. The price premium for larger, family friendly rental units in Eastern may be attributed to the higher availability of these types of units than in other centers in Portland.

**Inner Neighborhoods**

Owner occupied housing in Inner neighborhood centers is significantly more expensive than both the Eastern and Western neighborhood centers. The average cost for owner occupied housing in the Inner neighborhood centers is $330,000. For-sale housing prices in Inner neighborhood centers is 18 percent higher than the citywide average, seven percent higher on average than western neighborhood centers and 74 percent on average higher than Eastern neighborhood centers. On average, median household prices in Inner neighborhood centers have increased 5.7% per year since 2004 compared to 4.9% citywide. Three Inner neighborhood centers realized even higher gains in real estate value: Belmont/Hawthorne/Division (8.1 percent), Fremont/Williams (8.0 percent), Killingsworth/Interstate (7.5 percent) and 42nd/Killingsworth (7.3 percent).

The average price per month for a rental unit, across all unit types, in Inner neighborhood centers is $1,475 per month. Rents in Inner neighborhood centers across all unit types are 46 percent higher than
the City of Portland as a whole with an average price per month of $1,015 and 16 percent higher than the average rent for all centers. The Northwest center has the second highest rents of all the centers in the City of Portland. Average rent across all unit types in the Northwest center is $1,700 per month. Notably, Northwest has the highest concentration of studio and one bedroom units of all centers in the city. A combination tight supply and demand for units and a high-amenity location with very close proximity to the Central City makes this center one of the highest value rental locations in the city. The Fremont/Williams center has the highest rents of all the centers in the City of Portland. Average rent across all unit types in the Fremont/Williams center is $1,800 per month. High value rental units in this center are primarily driven by a price premium for newer units, as infill development has increased along both N Williams and NE MLK. The Killingsworth/Interstate and 42nd/Killingsworth centers have the most affordable rental units across all unit types of all Inner neighborhood centers.

**Western Neighborhoods**

The median sales price for housing in Western neighborhood centers was $313,000 in 2014, 12 percent higher than the median sale price in the City of Portland. On average, median household prices in Western neighborhood centers have increased 4.8% per year since 2004 compared to 4.9% citywide. Multnomah Village has seen significantly higher average annual price increases (7.3 percent) compared to the Barbur/West Portland center (2.3 percent), a figure that is 50% lower than the citywide average.

The average price per month for a rental unit, across all unit types, in Western neighborhood centers is $1,050 per month. Rents in Western neighborhood centers across all unit types are just slightly above the City of Portland average of $1,015, and are 21 percent lower than the average rent for all centers.

**Development Data Summary**

**Diverse types of development**

The range of development that has taken place over the past 10 years in the mixed use zones (commercial zones and the EX zone) has been diverse. Although the names of these zones feature the words “commercial” or “employment”, the mixed use zones have become the location of a large amount of residential or mixed commercial-residential development. Since 2005, the majority (87%) of new construction in the mixed use zones has included residential units. New construction of commercial space remains a significant portion of development, with 30% of permits being for commercial development or mixed use development with a commercial component. The Central Employment (EX) zone, which the 1980 Comprehensive Plan identified as having an industrial setting, has seen very little new industrial development, with only one permit issued for new industrial development outside the Central City in that zone during the study period. The data included in the maps and tables of this section are for areas outside the Central City.
Citywide Permits for New Construction in the Mixed Use Zones (2005 - 2014)

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<th>CO2</th>
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Residential development

Mixed-use development (typically with ground-level commercial space and housing in the upper levels) is now responsible for the largest amount of new residential units in the mixed-use zones. Purely residential multifamily buildings are common in these zones and are providing a large portion of the new housing units. Rowhouses/duplexes and detached houses are also a common development type in the mixed use zones, although they contribute a relatively small proportion of new housing units (6%).
Location of New Development

New development in the mixed use zones has taken place across the city. However, the largest amount of new construction, over 500 permits, has been in the Inner Neighborhoods, with another 88 permits issued for the Eastern Neighborhood areas, 34 permits for the Western Neighborhoods, and 22 permits for the Columbia River Corridor.

New mixed use buildings have been a largely Inner Neighborhood phenomenon, with all but five new mixed use projects located in the Inner Neighborhoods (see Mixed Use Development map, below). While the Proposed Comprehensive Plan identifies centers and corridors as places where the majority of future growth will be focused, the mixed use zones of centers and corridors are currently a focus for development only in some of the Inner Neighborhoods. As can be seen in the Case Study Analysis Areas development mapping, there has been only a small amount of new development in the mixed use zones in the Eastern and Western Neighborhood centers, with most of the new residential development in those areas occurring in the multi-dwelling and single-dwelling residential zones.

In terms of zones, the EX (Central Employment), CS (Commercial Storefront), and CG (General Commercial) zones have been the locations for the largest amounts of new development. This corresponds to the fact that the CS and CG zones are the most broadly mapped mixed-use zones, respectively comprising 22% and 45% of the total acreage in mixed use zones. The EX zone is less widely mapped, comprising 13% of total acreage, but is generally mapped in the core areas of centers and close to light rail stations. Less development has taken place in the more dispersed zones (the CN and CO zones), with not a single permit for purely commercial development in the CN1 (Neighborhood Commercial 1) zone, and only one new construction permit of any type issued in the CO1 (Office Commercial 1) zone. Purely commercial development (without a residential component) remains the most common type of development in the CG (General Commercial) zone, particularly in the Eastern Neighborhoods. The CG zone is the predominant mixed use zone along the more auto-oriented corridors.
Development Data by Pattern Area

The following series of tables divides the new construction permit data by neighborhood pattern area, showing how the amount and mix of development varies in different parts of the city. This data should be considered in relationship to the demographics, housing costs, and commercial space rates for the case study analysis areas (see Appendix), as the types of development being produced are largely a product of market forces and development economics.


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<tr>
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Profile of Mixed Use and Residential Buildings

Staff conducted research on recently-developed mixed use and residential buildings being developed in mixed use zones. The purpose of the research was to develop a better understanding of the development characteristics of these new building forms, with specific focus of effective floor area ratios (FAR) of new development, provision of parking, heights, and any other features such as on-site open areas, etc. A summary of the profiles is included in the appendix.
8. Public Input and Agency Feedback

This section includes a summary of public comment and feedback on mixed use zoning and development issues. The project is informed and advised by two ongoing groups:

Project Advisory Committee:
The Project Advisory Committee (PAC), a 27-member committee composed of neighbors with interest/expertise in development issues, small business representatives, and development and design professionals meets monthly. This group act as a sounding board and advisors to staff and project team members on both process and technical issues.

Technical Advisors Group:
The Technical Advisors Group (TAG), is a collection of representatives from public agencies that are stakeholders in the development process. The group includes representatives from the Portland Bureau of Transportation, Portland Housing Bureau, Portland Bureau of Environmental Services, Portland Police Bureau, Portland Fire and Rescue, Portland Development Commission, Portland Office of Neighborhood Involvement, as well as Home Forward, TriMet, and Metro.

Public Outreach and Feedback
As an implementation project of the Comprehensive Plan Update, the Mixed Use Zones Project benefits from outreach activities conducted for consideration of the Proposed Comprehensive Plan. In addition, the Mixed Use Zones Project includes a Public Involvement Plan (under separate cover) that calls for public outreach activities in key phases of the project. In this assessment phase of the project, those activities included:

Community Walks:
Seven community walkabouts were conducted in Spring 2014 to gather information and feedback from the community on mixed use and development issues through a local lens. About 170 folks participated in these events. A full report is under separate cover. A summary of the key issues heard on the Community Walk follows.

Overview of common themes

1. Address building scale/articulation: height and mass/length
   - Scale and building height is context-specific, to at least some degree. Scale/height was especially important in locations adjacent to lower-density residential areas, with larger buildings more acceptable in other locations.
   - Variation, especially building in height, helps add character, and avoids the “canyon” feeling some neighbors are concerned about
   - Higher density around transit stops may be appropriate

2. Provide scale transition to low density residential zoned areas
   - Step downs and setbacks are key tools in helping transition to residential neighborhoods, and should be employed more frequently
   - It is important to consider the range of impacts that adjacent homes often experience, such as noise, loss of sunlight, and loss of privacy/invasive sightlines
   - Half-blocks are not sufficient to successfully transition to neighborhoods
   - Generally, attempting to focus growth and density along corridors is a good strategy, rather than pushing this development by default back into neighborhoods
3. Encourage continuity of retail in centers and corridors
   - Activate streets and ground floors; store fronts close to sidewalks can help with continuity and cohesion of commercial areas
   - Small businesses tend to do better together in true commercial nodes
   - Don’t try and force outcomes/retail that the market won’t support

4. Preserve or protect significant buildings and key places
   - Make concerted effort to keep and support what’s already working; preserve key shops/services that serve local residents and places that serve as critical hubs for communities
   - Finding ways to keep beautiful and older structures around provides benefits such as lower rent rates and variation along the street

5. Incentivize open space/plazas that are open to the public
   - Consider development allowances/trade-offs - such as a height allowance for a courtyard or open space
   - If incentivized, some felt that spaces need to remain truly public, not just be outdoor extensions of private businesses

6. Improve the design of buildings and sites; use quality materials
   - Pedestrian-friendly design is important at ground level
   - Design compatibility is especially critical around iconic buildings
   - Incorporate desirable characteristics of other streets, like setbacks and irregularity
   - Design review and/or design standards are critical for neighborhoods experiencing rapid growth
   - A graphic or more form-based code would be helpful in helping residents and others to envision development outcomes
   - Features repeatedly mentioned as working to improve buildings:
     - Façade articulation
     - Varied roof lines
     - Definition and detail work
     - Open spaces
   - Features that should not be replicated:
     - Inexpensive-looking materials
     - Dark/ non-transparent windows
     - Ill-defined front entrances
     - Small balconies
     - Large blank walls

7. Encourage housing for a range of household types and incomes
   - Accommodating families, seniors, and others is very different than singles/couples - consider broader needs of community

8. Promote affordability - for housing and commercial space
   - Affordability is a goal - explore FAR/ height bonuses, other incentives in exchange for provision of affordable housing units
   - Consider whether an area will continue to be affordable for long-standing residents. Allow people to be able to “age in place”
   - Concern was expressed over increasing rents for long-standing small businesses along many corridors, which have been providing critical neighborhood services
   - Rising lease rates results in difficulty retaining tenants; experiencing higher turnover

9. Address parking issues: on-site; shared; management
   - Parking is an ongoing challenge for many neighborhoods, as vehicle traffic visiting a corridor commercial area can spill back into residential neighborhoods
   - Many creative parking solutions were discussed, including:
- Mid-level, rooftop, and underground parking
- Car sharing services located adjacent to apartments
- Metered parking
- Permits (residents & businesses)
- Shared parking for multiple businesses

- Services like transit and access to closer employment opportunities need to be front and center, and differences in transit service/access can affect whether/how increased density in centers and corridors is working for people

10. Consider allowing more intensity on large opportunity sites
- Potentially allow more intensity/height on key opportunity sites, but carefully consider transitions to the surrounding neighborhood
- Concentrate higher scale in the center so that the edges can step down in scale

Roundtable Discussions:
Roundtables were held with groups of developers, architects and designers, affordable housing developers/providers, and representatives of the neighborhood business community. The purpose was to gather information and feedback on mixed use and development issues from the perspective of development professionals and folks doing business in areas expected to change. About 70 folks participated in these sessions. A full report is under separate cover. A summary of the key issues heard during the Roundtables follows.

Developers
- Strive for certainty, flexibility, and code simplicity.
- Public goods such as affordability, open area/plaza, etc. should be incentivized - with additional height or floor area, fee waivers, or reduced permit times.
- Code should be sensitive towards size of lots.
- Requiring retail/commercial uses at ground floor is problematic - prefer “active use” - allow flexibility throughout life of building.
- Design system does not work well now, and needs to be more predictable, particularly if expanded.
- Other city requirements sometimes create conflicts with zoning standards - need for better alignment.

Architects/Designers
- Be clear about what is allowed vs what is negotiable.
- Issues such as material choices, on-site open areas, etc. should be left to market and not prescribed.
- Provide more flexibility to allow taller building heights - strict height limits result in blocky buildings and make it difficult to create good ground-floor spaces.
- FAR and height can work together to help sculpt buildings.
- Consider “setback budget” or a flexible build-to line that allows for articulation, recesses and areas for people to pause or gather.
- Design system needs overhaul to work better; community design standards are not appropriate/workable; wary of broader application on design overlay.

Affordable Housing Developers
- Strive for certainty, flexibility, and code simplicity.
- Program determined by funding sources - does not respond to incentives same as private for-profit.
- Bonuses and incentives such as additional height or FAR may work for private developers to provide affordable housing.
- Concerned about costs of expanding design review and requiring outdoor spaces - use incentives and simple, flexible regulations to achieve desired outcomes.
- Mixed use developments/ground floor commercial uses add costs - BOLI wage regulations apply for commercial development.

**Neighborhood Businesses**
- Parking concerns are real - most recognize benefits of added households, but people often frequent business by car.
- Explore shared, public or other community parking resource.
- Design and context is important to many districts - some support regulations that encourage compatibility, including design review.
- Not every place is pedestrian/mixed-use district - some places will/should remain flexible for auto-oriented uses.
- Concerned about loss of affordable commercial space.
- Desire for commercial/active ground floor uses in key places.

**Agency Feedback**

**Bureau of Development Services**
The Bureau of Development Services (BDS) is the agency responsible for administration of the zoning code in Portland and are represented on the project TAG. Representatives from BDS met with staff to discuss the list of preliminary issues identified. BDS staff was generally supportive of the topics identified for exploration and directions proposed. Further, more specific, feedback was provided in a BDS response to the September 12, 2014 Discussion Draft Zoning Code Principles, Components and Conceptual Framework. These detailed comments highlighted issues and concerns, and will be considered in the concept and code development project phases.

**Bureau of Environmental Services**
The Bureau of Environmental Services (BES) is the agency responsible for managing stormwater and wastewater in Portland and are represented on the project TAG. In a memo dated September 24, 2014, BES describes the conflicts it encounters between stormwater and water quality requirements and goals, and the development standards of commonly used zones that facilitate mixed use. The agency articulates concerns about the current zoning code allowances (or requirements) for zero/limited setbacks, and high degree of allowed lot coverage (up to 100%). They also discuss potential issues to explore in more depth such as Eco roofs, green walls and other opportunities to reduce and manage stormwater.

**Office of Neighborhood Involvement**
The Office of Neighborhood Involvement (ONI) is the agency responsible for coordination of neighborhood involvement activities in Portland. Portland’s Noise Control Officer represents ONI on the TAG. In a memo dated September 30, 2014, the Noise Control Officer outlines the types of issues and concerns raised by an increasing focus on larger-scale development in centers and corridor and the activities and associated impacts of commercial activities in mixed use buildings. ONI introduces the concept of “enhanced use privileges” for neighboring single-dwelling zoned properties to help offset the impacts of adjacent development. These comments will be considered in concept and code development project phases.
9. Best Practices from Peer Cities

This section includes a summary of research conducted by Dyett and Bhatia, Urban and Regional Planners on best practices in mixed use zoning. Dyett and Bhatia researched mixed use commercial zoning practices in seven peer cities to determine how other jurisdictions regulate development to achieve desired outcomes. A full report “Case Studies in Zoning for Mixed Use Development: Best Practices from Peer Cities” is under separate cover.

Dyett and Bhatia researched the following cities: Chicago, Denver, Kansas City, San Francisco, Santa Monica, Seattle and Washington D.C. Their research looked at code structures, land use regulations, development standards, and incentives to achieve community benefits. In addition, the firm explored how each city regulates or affects building form (height, massing, lot coverage, setbacks, transitions); intensity (FAR); density (units per acre); design characteristics (articulation, building entrances, transparency, landscaping); amenities (public and private open space); mitigation of noise and air quality impacts; and affordability, and identifies how these may be relevant to the Portland setting.

National Case Studies Key Findings

The following key findings for “best practices” is excerpted from the Dyett and Bhatia “Case Studies in Zoning for Mixed Use Development: Best Practices from Peer Cities” report prepared for the Bureau of Planning and Sustainability in August 2014, and summarizes key findings. It addresses the seven issue areas examined: code structure, land use, density and intensity, building form and massing, street-level design, public and private outdoor areas, and incentivizing community benefits.

1. Code Structure

The case study cities represent the full-range of zoning code structures used today, including use-based, form-based, context-based and combinations of these approaches. Denver is the purest example of a context-based approach, with a highly refined system of development and design standards based on desired form in character areas (suburban, urban edge, urban, general urban, and urban center). San Francisco and Washington, DC, by contrast, use geographically district special districts and overlay districts to get the desired detail needed for individual neighborhoods and shopping districts. Chicago, Kansas City, Santa Monica and Seattle have location-specific or development-specific overlays to implement their land use and urban design policies.

2. Land Use

- Most cities require ground floor commercial uses at least on certain street frontages, which are usually:
  - Key neighborhood commercial corridors;
  - Designated “Pedestrian” streets; or
  - All streets in certain special mixed-use districts.
- In the areas that require ground floor commercial space, auto-oriented uses are usually very restricted to promote pedestrian-friendly, walkable environments.
  - Chicago and Kansas City explicitly recognize that some areas need to accommodate auto-oriented uses, while others should be reserved for pedestrian-oriented uses.
  - San Francisco does not allow any auto-oriented uses in its Neighborhood Commercial districts.
Active ground floor commercial uses typically go hand in hand with ground floor design requirements and commercial space size requirements.

- Design requirements typically include:
  - Minimum ground floor to ceiling height; and
  - Minimum “transparency” percentage to allow views into stores and create engaging frontages.

- Size requirements include:
  - Minimum commercial size; and
  - Maximum commercial size in districts that promote smaller street fronts (particularly neighborhood-oriented retail districts).
    - Typical maximum size is 2,500-3,000 square feet

- Active uses are broadly defined to include more than just retail; walk-in offices and light manufacturing also are often allowed, where appropriate.

- Variances are rarely granted.

- The most effective standards to create active frontages are ground floor ceiling height; requirements for “active ground floor uses”, not necessarily just retail; parking set-backs or prohibitions; and transparency.

- Some cities have more mandatory ground floor non-residential ground floor uses than others.
  - Seattle has ground-floor commercial uses required on designated pedestrian streets.
  - In San Francisco, on designated streets, “active uses” are defined and required.
  - Santa Monica proposed restrictions for all streets in Mixed Use and Neighborhood Commercial districts based on specific policies in the General Plan. The lesson for Portland is that when proposed, these should not be overly restrictive.
  - In Chicago, only one Business/Commercial district permits ground floor residential uses.

- Buffer zones
  - Chicago: “C-3” serves as buffer zone between manufacturing districts and commercial/residential areas (C-3 prohibits all residential uses).
  - Being more urban, San Francisco uses standards for buffering, not transitional zones.
  - In Washington DC: a “Special Purpose” District serves as buffer between low-density residential areas and higher-density commercial areas.
  - Other cities did not create explicit buffer zones, but recognize the lineal and nodal nature of commercial and mixed-use development. (See attached zoning maps with examples of different pattern areas in these cities.)

- Distinction between NC Neighborhood Commercial and MU Mixed Use
  - Chicago and Washington DC distinguish neighborhood and community-scale shopping districts from neighborhood mixed use zones.
  - Denver uses corridor, mixed use and “Main Street” designations, organizing the districts around neighborhood character designations (suburban, urban edge, urban, general urban, and urban center) with urban form and functions for each of them.
  - Kansas City is more traditional, with no separate designations for mixed use, preferring Neighborhood Business 1, Neighborhood Business 2, and Community Business.
San Francisco tailors these districts to reflect two different patterns of development:

- **NC districts** are designated on traditional arterial corridors and are intended for locally-serving retail, personal services and residential uses only, with an emphasis on vertical zoning with residential uses above the ground floor. NC district uses are focused on the unique characteristic and needs of each neighborhood.

- **Mixed-Use districts**, by contrast, are for larger areas with a full range of mixed use development (residential, offices, light manufacturing, retail, personal services, and civic uses), and non-residential uses are allowed above the ground floor.

### 3. Density and Intensity

- Most cities promote **gradual transitions** between low-density residential areas and high-density commercial and mixed-use areas by having a range of Commercial sub-districts.
  - Small-scale, pedestrian-oriented neighborhood-retail (NC-1, NC-2, NC-3...).
  - Large-scale, auto-oriented commercial districts (C1, C2, C3...).

- **FAR** in commercial and mixed-use zones can range from **1.0 to 8.5**.
  - Chicago uses bulk and density standards that apply with designators, allowing FAR from 1.2 to 5.
  - Denver abandoned FAR in its new, form-based code, preferring set height and bulk based on desired streetscape, neighborhood context and form.
  - Kansas City has a narrower FAR range (2.2 to 4.0) reflecting the effects of a more spread-out form of development and concern about over-building.
  - San Francisco and Seattle have similar FAR ranges (1.8 to 7.5 and 2.5 to 7).
  - Santa Monica has a range based on tiers of development tied to community benefits desired, with 1.5 as the base for non-residential uses.
  - Washington DC has the widest FAR range (1.0 to 8.5), reflecting the effect of a height limit that spurred development along many of the commercial corridors.

- **Residential FAR is often not regulated** in commercial and mixed-use zones, with density or bulk and mass standards governing instead.

- Several cities offer **density and intensity incentives to promote mixed-use development**.
  - Greater FAR for buildings with mixed-uses.
  - No density limit for housing in mixed-use buildings.
  - Greater density often is offered for **affordable housing**, but also for uses with community benefits.

- **Density incentives for mixed-use development** are usually successful.
  - Mixed-use buildings often can have a greater FAR - such a bonus is intended to get a variety of uses rather than stand-alone structures with single uses.
  - Bonus program have worked in many contexts, and particularly in areas with **65 foot + height standard** where it makes more sense to have ground floor commercial use and residential uses on upper floors.
  - By right incentives are more attractive than negotiated bonuses.
• **Santa Monica** is a cautionary tale for Portland, illustrating what happens when high density is proposed, as residents are concerned about impacts and the community benefits offered might have impacts on neighborhoods.

4. **Building Form and Massing**

• **Building height, setbacks and stepbacks** are the usual standards for bulk and mass controls.

• **Rear setbacks are usually required**, particularly adjacent to residential zones.

• Front and side setbacks are not usually required in commercial zones, unless the structure includes residential uses or abuts a property in a residential-zoned district.

• Some cities establish “**build-to**” **lines** to reinforce the street wall characteristics of the block or to facilitate pedestrian-oriented activity.

• **Lot coverage** is rarely regulated.

• **Stepdowns or transitions** are often required above a certain height. In some cases upper story setbacks are intended to address the street environment (including ensuring solar access). In other cases stepbacks are required on side or rear lot lines adjacent to lower-density zoning districts.
  – Seattle, Santa Monica and Denver require **upper-level setbacks at specific height thresholds**.
  – Santa Monica defines a 45-degree “daylight plane” to guide upper-level setbacks along commercial corridors. Seattle also has daylight plane regulations, but these only apply in higher-intensity zones.

• **Bays, Decks and Architectural Projections** are usually regulated with citywide rules, except in Denver where urban form standards are keyed to the pattern areas (suburban, urban edge, urban).
  – San Francisco has a very **detailed set of rules for permitted projections in the public right-of-way (above sidewalks) and their dimensions**. These may serve as good models for Portland in the mixed-use zones that have a more urban context.
  – In Washington DC and Seattle, some mixed-use districts have required façade modulation.

5. **Street-Level Design**

• **Denver, San Francisco, and Santa Monica** have the most sophisticated set of street-level design standards, with provisions for entry features, pedestrian connections, courtyards, plazas and covered walkway standards, geared to the pattern areas established.

• **Other cities establish specific standards for pedestrian streets**, which may be mapped or designated through overlay zoning or a separate designator applied to a base zone map symbol.
  – Transparency standards promote views into shops and workspaces.
    • The typical minimum transparency standard is 60 percent of the ground-level façade facing the street.
    • Dark or mirrored glass does not count.
  – Limits on blank walls are often set, based on a percentage of the façade or a maximum length of wall that can be “featureless”.
  – Entries to parking should be on secondary frontages or from alleys.
Planting strips can enhance the streetscape, but are not typically required in urban contexts.

- **Seattle** planners believe that transparency standards are the most critical ones to have (as these standards affect the street experience significantly, but remain one of the most requested variances from developers). While **San Francisco** planners also think transparency standards are important, the planners think that transparency would be provided by developers even if the standard was not in the Code due to market demands.

- **Mandating minimum dimensions** will ensure the desired amenities are usable, according to interviews with planners.

- **Awning** standards also can enhance the livability of areas, by providing shade and rain protection.

- **Parking** controls are important to establish viable, pedestrian-oriented streetscapes.
  - All case study cities require setbacks for garage entries, buffer planting or, ideally, parking on the side or in the rear of buildings.
  - Many do not allow curb cuts or driveways on Pedestrian-Oriented Streets.

- **Landscaping** standards range from street tree requirements (Chicago, Kansas City, San Francisco, and Seattle) to a Green Area Ratio (Washington DC), Green Factor (Seattle), and “open area” landscaping (Denver).

6. **Public and Private Outdoor Areas**

- **San Francisco** and **Santa Monica** set specific standards for outdoor living area for residential units, including minimum dimensions as well as the total amount of private or common space to be provided.

- **San Francisco** requires usable open space to be provided for non-residential uses as well.

- **Seattle** and **Washington, DC** require public gathering spaces in certain zones, based on a percentage of floor area or lot area, respectively.

- **Denver** integrates its courtyard standards into “build-to” rules requiring buildings to be at or within five feet of the sidewalk, again tied to the standards for the individual pattern areas. The idea is to promote courtyards, but not have them so large that they break up the streetscape character desired.

- Nearly all cities set **minimum dimensions for balconies**, and some include limits on projections into setback areas as well as in the public right-of-way. These are intended to ensure that balconies are usable and not just places to store bikes and barbeques.

- Outdoor seating and other outdoor uses are normally not counted as part of FAR, according to planners interviewed, so as not to penalize those who provide them.

7. **Incentives for Community Priorities**

- **Incentive programs for affordable housing** usually are citywide, but can be limited to mixed-use zones.

- Other incentive programs provide **additional height and FAR** for community amenities, off-site public improvements, pedestrian linkages, and child care.
Chicago’s incentive program, mainly limited to Downtown, is by right, for specified amenities, based on the relative costs of providing the amenity. This is fair and easily administered.

Denver allows specific exceptions to “build-to” requirements to facilitate plazas and publicly accessible open space.

Seattle allows bonus FAR for open space amenities and affordable housing.

Santa Monica initially designed a tiered system based on the General Plan but has since shifted to a negotiated system using development agreements and fees that will go into the General Fund because this is the preference of the new City Manager. Of particular interest to Portland is the work Santa Monica did to define community benefit areas for trip reduction, landmark preservation, social services, and community facilities as well as affordable housing.

San Francisco relies on impact fees based on nexus studies required by law, with the distribution of fees pre-determined rather than negotiated.

Washington, DC allows additional FAR, up to 2.0, for improvements and amenities, such as arcades, enclosed pedestrian space, and pedestrian connections.

- **Historic Preservation** incentives often rely on transfer of development rights (TDRs) to generate funds for rehabilitation.
  - Chicago’s “Adopt-a-landmark” program includes an FAR bonus, up to 20 percent of the base FAR.
  - San Francisco encourages landmark preservation by granting more flexibility in uses in landmarked buildings than the base district allows.

- **Incentives for “green” features** to promote sustainable development practices are included in most of the zoning ordinances.
  - Features typically supported:
    - Green roofs
    - Solar power
    - LEED™ certification
10. Conclusions and Recommendations

This section includes a summary of conclusions from the research done as part of the assessment phase of the project, and recommendations for issues to further explore and address in the Concept Development phase of the project.

Findings and Conclusions

Purpose and Need
Portland’s Comprehensive Plan strives to create a more convenient and walkable city with well served and connected neighborhoods. To do this, the plan includes policies that focus a significant amount of the city’s future housing and neighborhood businesses into a number of “centers and corridors” throughout the city. Much of the new development in these centers and corridors will occur in “mixed use” zones that are applied in these areas. New mixed use zoning regulations need to be developed to help create the type of successful urban places envisioned in the plan. In addition:

- The City desires mixed-use regulations that direct growth to identified centers and corridors, with a relationship to the Urban Design Framework (UDF).
- The City’s existing commercial mixed-use zones were developed when auto-oriented single-use commercial development was the norm, and are not well equipped to address issues common with more intensive mixed-use forms.
- The current array of zones can result in an unpredictable development pattern and may create lack of certainty for both neighborhoods and the development community.
- The number of different zones adds complexity, and there is interest in simplification.

Zoning History
The Portland zoning code dates from 1924. Throughout its history, Portland’s commercial zones have accommodated a mix of commercial land uses. The current code structure dates from 1991, and includes eight Commercial base zones (CN1, CN2, CO1, CO2, CM, CS, CG, CX) and the Central Employment (EX) zone which all allow a mix of uses, including residential. This structure has provided an opportunity for nuanced zone application, but may be more complex than needed.

Profile of the Base Zones
Portland’s eight Commercial base zones (CN1, CN2, CO1, CO2, CM, CS, CG, CX) and the Central Employment (EX) zone are applied in different settings throughout the city. Each zone provides a slightly different set of allowed uses and development standards. The zones can be conceptually organized by scale (small, medium, large); use ranges (full range of retail, limited retail, office), and development orientation (pedestrian-oriented or auto-accommodating). As codes have evolved since 1991, standards for setbacks have changed and distinctions between zones in terms of development orientation have become less clear. Some zones are mapped broadly in Portland (CG, CS, CN2), while others are mapped in very limited areas (CO1, CO2, CM, CX). The greatest amount of development activity has taken place in the CS, CG and EX zones. The greatest number of residential units have been produced in the CS and EX zones while the CG zone has resulted in the most purely commercial development permits. Few employment/industrial developments have been built in the EX zone. Overall, the review of base zones indicates that the current array of zones may be more varied/nuanced than needed to meet community needs. Zones such as CO1 and CO2 may unnecessarily limit retail uses; with changes to development standards, the CN1 and CN2 zones could possibly be combined in a single small-scale commercial zone. The residential requirement of the CM zone has created confusion for property owners by limiting commercial use, and not resulted in a significant amount of mixed use development.
Plan Districts and Overlay Zones
Portland employs a number of Overlay Zones and Plan Districts that modify the regulations of base zones in specific areas. A review of Plan Districts reveals that while the districts have been created to respond to the unique attributes of specific places, often the plan district regulations that are being applied are similar to each other. These regulations cover issues such as step-downs to residentially zoned areas, ground floor windows and active uses, location of parking areas, and uses deemed to be inappropriate in pedestrian-oriented areas (vehicle repair, self-service storage, drive thru/quick vehicle servicing). In some instances, Plan Districts provide incentives or bonuses for items that may be considered community benefits (Gateway, Hollywood, Northwest, and St Johns). Overlay zones often apply additional standards in similar situations throughout the city. Some overlays such as the main street overlay include standards that could be affected or possibly replicated by revised base zone standards while others such as the transit Overlay Zone are not currently mapped. A review of Plan Districts and Overlay Zones for commonly used standards that could be incorporated in base zones and a further review and editing to remove redundancies is warranted.

Comprehensive Plan Policies
Portland’s Proposed Comprehensive Plan articulates a number of aspirations through a detailed set of goals and policies and through its new Urban Design Framework diagram, which directs investment to key locations. An analysis of the policies vis-à-vis current regulatory tools shows that while the current set of tools may allow for development that supports the Proposed Comprehensive Plan, often the regulatory tools do little to ensure implementation of policy goals. Revision of the regulatory tool kit - including zoning code tools - is likely necessary to better implement the proposed plan.

Design Issues
Design of new development is critical to creating successful places. Design-related standards that are part of the base zones for commercial/mixed use development typically emphasize creating pedestrian-oriented street environments by addressing issues such as building setbacks, location and amount of windows and entrances, and location of parking. Newer, larger-scale development in the mixed zones is helping to meet policy objectives for accommodating growth close to transit and services. However, with the larger scale of these developments, design/development issues such as building height, massing, and transitions to adjacent areas have become more prominent concerns. The new Comprehensive Plan calls for paying greater attention the unique and special qualities of Portland’s districts and “pattern areas”; the current base zones are not well equipped to do this. In addition, the increasing inclusion of residential uses in commercial/mixed use zones raises questions about the need to address design issues related to residential development, such as including on-site or outdoor open spaces for residents of new development, as well as window placement for light and air for residents.

Discretionary design review or historic design review is used to guide the design of development in some areas, but only about 37% of the commercial/mixed use areas outside of the Central City are subject to design overlay zones or are in historic districts. At this time, a broader application of design overlay zones or changes to the discretionary design review system in Portland are beyond the project scope. The limited geographic applicability of design review is compounded by state requirements for providing non-discretionary (“clear and objective”) design standards as alternatives to discretionary design review for residential development in most areas outside the Central City and Gateway. This places an emphasis on using zoning code development standards as primary tools to shape the design of development in the mixed-use zones. Existing design-related standards used in some plan districts and overlay zones provide regulatory design tools that could be incorporated into the base zones to address design issues.

Demographics, Market Conditions and Development Trends
The review of demographic, market and development data for 20 case study areas reveals several facts that affect current and future development trends in Portland. Generally, the population is more
diverse in the Eastern Neighborhood than in others, and incomes tend to be higher in the Inner and Western Neighborhoods pattern areas. Similarly, housing values and rents tend to be higher in Inner and Western Neighborhoods than Eastern Neighborhoods. These variables factor in the feasibility of new commercial, residential or mixed use development. A look at development trends in the analysis areas shows the strongest growth in new mixed use developments in a few Inner Neighborhood areas. The largest number of new residential units being produced in Inner Neighborhoods is being developed in mixed use zones, rather than residential zones. In the Eastern and Western Neighborhood areas, the majority of growth occurred in residentially zoned areas. Overall, the areas with the highest growth rates in mixed use and residential developments were in Inner Neighborhoods with walkable, amenity rich neighborhoods or areas with substantial amounts of vacant/underutilized land. A review of selected new buildings being built in the mixed use zones reveals that floor are ratios (FAR) range from about 2.0 to 4.0, with building heights ranging from three to six stories. The lower FARs typically equated to buildings that provided on-site parking areas or open area/plaza amenities on-site. Projects with higher FARs often included no parking or open areas, or were greater than four stories. Overall, the CS and EX zones appear to facilitate the greatest amount of mixed use development, however it is not clear that the zoning, rather than location, is driving this. A combination is most likely. Impacts of regulations on the feasibility of development in the mixed use zones, and the differing development economics across the city, will need to be considered in the development of zoning code tools.

Public and Agency Input
The project has included public outreach events as well as an internal review of issues. Seven public community walks were held to discuss development issues with community members. In all cases, participants expressed concern with and interest in the scale of development allowed, design features of buildings, quality of materials, and transitions to adjoining residential areas. Many participants echoed the Comprehensive Plan’s aspirations to provide for a broader array of features such as a mix of housing unit sizes and configurations, provision of affordable housing units, affordable commercial spaces, on-site open areas, and community benefits such as publically accessible plazas/spaces. Roundtables with the development, design, and affordable housing development communities revealed a desire for a zoning code that provides certainty, some degree of flexibility, and clarity/simplicity, as well as anxiety about the current design review system. They recommended considering lot size when establishing development standards, allowing more flexibility with respect to heights and setbacks in order to achieve desired ground floor activity, and incentives and bonuses to achieve desired public outcomes such as affordable housing units, affordable commercial space, plazas/gathering spaces, or preservation of historic/significant buildings. A roundtable with neighborhood business interests revealed an interest in maintaining the character of distinct commercial district through more participation from business people and use of design tools; a desire to maintain affordable commercial space; a desire for ground floor activity in key places; and ongoing concerns about the impact of residential parking in business districts.

Best Practices
A survey of zoning best practices conducted by Dyett and Bhatia revealed that cities vary in the way that they approach commercial and mixed use zoning, but found that some jurisdictions:

- Have a simpler array of commercial zones, but utilize special districts or variable standards.
- Require ground floor active uses in key commercial corridors/pedestrian areas.
- Limit auto-oriented uses in key areas.
- Have minimum ground floor “transparency” requirements to activate ground floors.
- Do not often regulate FAR in mixed use zones, instead favoring bulk/mass standards.
- Utilize incentives/bonuses to encourage mixed use development.
- Require rear setbacks and step-downs to transition to adjacent areas.
- Utilize a high degree of street-level design standards and limit blank walls and parking areas.
- Sometimes require outdoor area for residential and other uses.
• May provide incentives for community priorities such as green features, historic preservation, and affordable housing.

Summary Commercial and Mixed Use Zones Findings:
The following summary findings are based on the information collected in the assessment phase of the Mixed Use Zones Project, as well as preliminary findings from the Comprehensive Plan Background Reports and other sources. These findings will require further analysis and discussion in the concept development phase.

• Existing zones often provide flexibility in terms of development outcomes which can be a benefit, but also creates uncertainty for the community and adjoining property interests.
• In all commercial zones residential uses are allowed outright, and residential uses are not counted in the FAR calculations. This results in a lack of certainty about development potential and scale, and in some cases could provide more development opportunity in lower intensity zones than in the EX zone.
• Commercial zones are applied in centers and corridors throughout the city and often abut low intensity residential zones. A need for better scale and use transitions between the commercial and residential zones has been identified in many Portland neighborhoods.
• Portland’s proposed Comprehensive Plan calls for a greater degree of context sensitivity and alignment with pattern area features, however the same development standards apply citywide in most zones.
• Portland’s proposed Comprehensive Plan calls for providing a range of housing types to meet differing household size and income profiles, but current zones generally do not provide regulations or incentives to achieve this.
• Portland’s proposed plan emphasizes the creation of walkable, community-serving mixed use areas but some zoning districts continue to prevent compact development through limits on site area building coverage, and may encourage parking areas adjacent to the pedestrian realm.
• Portland’s proposed Comprehensive Plan Map may eliminate the one-to-one relationship of Comprehensive Plan Designation and Zoning Districts, and more zoning districts will correspond to new Mixed Use Plan designations. There will need to be criteria to determine the appropriate application of zones within these areas.

Recommendations
The following recommendations identify key Zoning Code Structure issues to consider and address and a list of Directions, Components and Issues to Address in the development of new zoning regulations. A new zoning code structure and specific new development standards and other regulations are to be further developed in the Concept Development phase of the project.

Zoning Code Structure
The following recommendations relate to the labeling of the mixed use zones and specific ways in which the existing zones could change in a structure of new zones.

A. Recast Commercial Zones. Recast the Commercial and the Central Employment zone as Commercial/Mixed Use zones to reflect the broad range of use allowances in these zones.
B. Consolidate and Reduce the Number of Zones. Look to reduce the number of commercial/mixed use zones through consolidation or elimination of zones due to 1) minor differences between zones, 2) a lack of application or mapping of the zone, 3) changing conditions that reduce the effectiveness of a zone. Consider the following changes based on the existing zones:

*Neighborhood Commercial (CN) zones:*
- Combine the two zones into one small-scale mixed use zone.
- Increase the allowable height to allow for three story mixed use buildings.
- Increase the maximum lot coverage and potentially relate to lot size.
- Revisit the limits on size of uses.

*Office Commercial (CO) zones:*
- Determine whether there is a need for an office-focused zoning district.

*Mixed Commercial/Residential (CM) zones:*
- Determine whether there is a need for a commercial/mixed use zone with required residential uses. If needed, consider re-labeling as residential mixed use and review the mapping of the zone.
- Adjust lot coverage requirements, possibly based on lot size and pattern area.

*Storefront Commercial (CS) zone:*
- Maintain/develop a primary medium-scale zone for mixed use areas.
- Adjust lot coverage requirements, possibly based on lot size and pattern area.

*General Commercial (CG) zone:*
- Maintain/develop a zone for mapping where auto-oriented uses or flexibility is desirable.
- Accommodate a broader range of light industrial and other employment uses in this zone.
- Limit housing allowances in this type of zone.

*Central Commercial (CX) zone:*
- Maintain/develop a new large-scale mixed use zone for application in areas outside the Central City - possibly combining with new EX-type zone.
- Review plan district provisions to determine if a new base zone would be sufficient to address the situations called out in plan districts

*Central Employment (EX) zones:*
- Maintain/develop a new large scale mixed use zone for application in areas outside the Central City - possibly combining with new CX-type zone.
- Determine if there is a need for this zone to have an employment emphasis.
- Review plan district provisions to determine if a new base zone would be sufficient to address the situations called out in plan districts.

**Directions, Components and Issues to Address**
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/Planned Developments.** 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. Explore the potential for providing options for planned development (PD) or master plan development proposals.

**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 (for ground floor active uses and commercial), limiting the amount of residential 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, and landscaping. Consider reducing requirements that in some cases require 100% of street facing façades to be located within required maximum setbacks.

**Residential Standards**

10. **Outdoor space.** Consider requiring private or shared outdoor space for residents to be provided in conjunction with mixed use development.

11. **Side setback requirements.** Consider a flexible set of standards for windows close to side property lines. Consider providing options to either build to the property line or meet multi-dwelling residential setback requirements.
12. **Detached house development.** Consider limiting new detached houses in mixed use zones, especially in the core areas of centers.

13. **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**

14. **Incentivize desired outcomes.** Consider incentives such as some combination of FAR and/or height allowances for the following features:
   a. affordable housing
   b. affordable commercial space
   c. historic preservation
   d. community services, including grocery, daycare, arts/culture, etc.
   e. publicly-accessible outdoor space
   f. high-performance green features

**Other Regulations**

15. **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.

16. **Green features.** Consider how mixed-use development standards can help accommodate green features and infrastructure as part of development, including consideration of the role of natural and green features as part of development standards in the various neighborhood pattern areas.

17. **Neighborhood notification requirements.** Consider an expanded process of required neighborhood notification of new development in mixed use zones.

18. **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.

19. **Exterior display.** Consider more flexibility for exterior display arrangements, vending carts, and liner retail.

20. **Shared parking.** Expand allowances for shared parking.

21. **Zone change criteria.** Create new criteria for zone changes, including zone changes within the same Comprehensive Plan designation.