

Mixed Use Zones Project

Code Concepts Report – Summary

The **Mixed Use Zones (MUZ) Project** will revise Portland’s Commercial and Central Employment zoning codes applied in Centers and Corridors outside of the Central City. These mixed use zones (**CN1/2, CO1/2, CM, CS, CG, CX, EX**) were created over 20 years ago when auto-oriented and low-intensity commercial uses were more common. The project will address issues that arise with new, more intensive mixed use buildings, such as massing and design, transitions and step-downs, and ground floor uses. This summary includes highlights from the Mixed Use Zones Project – Code Concepts Report.

Why are we doing it?

Over the next 20 years, the number of people and jobs will grow in Portland. The City’s new **Comprehensive Plan** proposes to focus this growth in mixed use **Centers and Corridors**, which will serve as the anchors of convenient, walkable neighborhoods. This project applies to centers and corridors and is an early implementation project of the Comprehensive Plan Update.



Centers and Corridors

Project Process

The Mixed Use Zones Project is being conducted in four major phases.

<p>1. Research and Assessment March to September 2014</p> <ul style="list-style-type: none"> Assessment Report, October 2014 	<ul style="list-style-type: none"> Evaluate Portland’s current mixed use development and design regulations to determine what works well and what needs improvement. Research best practices and zoning approaches other cities have used to create successful, walkable urban centers.
<p>2. Concepts Development August 2014 to April 2015</p> <ul style="list-style-type: none"> Concepts Report, May 2015 	<ul style="list-style-type: none"> Develop a framework for new mixed use zones that responds to different geographic contexts and the Centers and Corridors called out in the new Comprehensive Plan. Analyze development feasibility and explore how incentives can be used to achieve key goals.
<p>3. Code Development May 2015 to September 2015</p> <ul style="list-style-type: none"> Discussion Draft, Summer 2015 Proposed Draft, Fall 2015 	<ul style="list-style-type: none"> Revise zoning regulations to implement the mixed use zones framework.
<p>4. Public Hearings/Adoption Fall 2015 (tentative)</p> <ul style="list-style-type: none"> PSC hearing, Fall 2015 Council hearing, Early 2016 	<ul style="list-style-type: none"> The public may testify in person on the draft Mixed Use Zoning Code at the Planning and Sustainability Commission (PSC) and Portland City Council public hearings.



The Mixed Use Zones Concepts

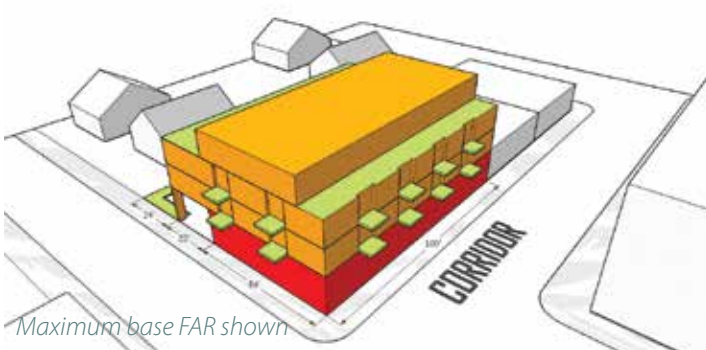
The new framework for Commercial/Mixed Use zones reduces the nine current zones to four new base zones. The four zones include three mixed use zones that vary by the scale of development allowed and one medium-scale zone for predominantly commercial and employment uses not located in a center. The following is a brief description of the proposed zones.

Commercial Mixed-Use 1 (CM1)



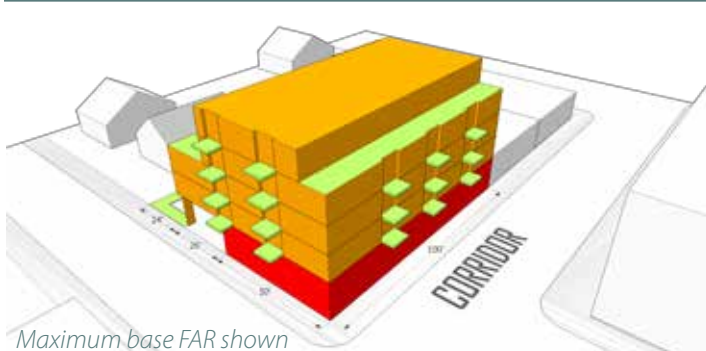
This small-scale commercial mixed use zone is intended for sites in smaller mixed use nodes within lower density residential areas, as well as on neighborhood corridors, and at the edges of neighborhood centers, town centers and regional centers. This zone allows a mix of commercial and residential uses. The size of commercial uses are limited in some locations to minimize impacts on adjacent residential uses. Buildings in this zone are generally expected to be up to three stories. Development is intended to be pedestrian-oriented and generally compatible with the scale of surrounding residentially zoned areas.

Commercial Mixed-Use 2 (CM2)



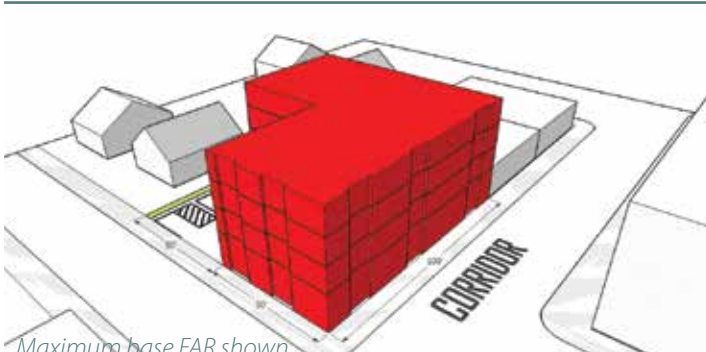
This medium-scale commercial mixed use zone is intended for sites in a variety of centers and corridors, and in smaller mixed use areas that are well served by frequent transit or within a larger area zoned for multi-dwelling development. The zone allows a mix of commercial and residential uses, as well as employment uses that have limited off-site impacts. Use regulations encourage neighborhood-scale retail and services, and employment opportunities. Buildings in this zones are generally expected to be up to four stories, unless height and floor area bonuses are used to provide additional community benefits. Development is intended to be pedestrian-oriented and complement the scale of surrounding residentially zoned areas.

Commercial Mixed-Use 3 (CM3)



This large-scale commercial mixed use zone is intended for sites close to the Central City, in high-capacity transit station areas, town centers, and on Civic Corridors. The zone allows a wide mix of commercial and residential uses, as well as other employment uses that have limited off-site impacts. Buildings in this zones are generally expected to be up to six stories, unless height and floor area bonuses are used to provide community benefits or plan district provisions specify other height limits. Development is intended to be pedestrian-oriented, but buildings may be larger than those allowed in lower intensity mixed use and residential zones. Design review is typically required in this zone.

Commercial Employment (CE)



This medium-scale commercial employment zone is intended for sites along corridors in areas between designated centers, especially along Civic Corridors that are also Major Truck Streets or Priority Truck Streets. The zone allows a mix of commercial uses, as well as some light manufacturing and distribution/employment uses that have few off-site impacts. The emphasis of this zone is on commercial and employment uses, while allowing residential uses. Buildings in this zone are generally expected to be up to four stories. Development is intended to be pedestrian-oriented, as well as auto accommodating, and complement the scale of surrounding areas.

Including Residential in Floor Area

Today, in commercial zones, the amount of commercial development possible on a site is limited by a maximum floor area. The amount of residential development is currently limited only by the height and bulk limits allowed by the zone. The new mixed use zones concept sets a new maximum floor area for the zones that includes all uses - non-residential and residential. The amount of development would be limited based on the maximum base floor area for all uses on site. The size and form of the building would be limited by the maximum height limit and other base zone development standards.

Adding Bonus Incentives to the Base Zones

The new mixed use zones concept includes opportunities for additional amounts of development above base zoning entitlements. These bonuses allow additional floor area, and in some cases additional height, in return for meeting design and other performance standards that meet Comprehensive Plan objectives and community goals.

The bonus is earned by providing a specific amount of a defined public benefit. Bonus floor area may also include additional maximum building height as described in the development standards so the additional floor area can be used on-site. Eligible public benefits are described below.

Benefit	Bonus
Affordable Housing Units	Earn 100% of the allowed bonus floor area in a given zone by dedicating 25% of the bonus floor area to residential units with rents affordable to households earning 60% of median family income.
Affordable Commercial Space	Earn up to 50% of the allowed bonus in a given zone by providing commercial space leasable at a rate that is 25% less than prevailing market rates.
Publicly Accessible Plaza	Earn up to 50% of the allowed bonus in a given zone by creating a publicly accessible plaza on site.
Historic Preservation through Transfer of Development Rights	Earn up to 50% of the allowed bonus in a given zone by acquiring and transferring the un-used development allowances from a nearby designated or inventoried historic building.
High Performance Green Features	Earn up to 50% of the allowed bonus in a given zone by using a combination of two of the following: a) Energy Efficiency; b) Landscaping and Trees; c) Green/Eco Roof.

What is Floor Area?

Floor area is the total portion of a building that is above ground. Floor area is measured from the exterior faces of a building or structure. Floor area typically includes the area devoted to structured parking that is above ground level. Whether to count parking or not is being reconsidered for the mixed use zones project.

What is a Floor Area Ratio (FAR)?

FAR is the amount of floor area in relation to the amount of site area, expressed in square feet. For example, a floor area ratio of 2 to 1 (2:1) means two square feet of floor area for every one square foot of site area.

Summary of Use Allowances and Development Standards

The tables below show proposed use allowances and development standards of the new mixed use zones.

Zoning Concept Use Allowances				
Use Categories	CM1	CM2	CM3	CE
Residential Categories				
Household Living	Y	Y	Y	Y
Group Living	L/CU	L/CU	L/CU	L/CU
Commercial Categories				
Retail Sales and Service	Y/L	Y	Y	Y
Office	Y/L	Y	Y	Y
Quick Vehicle Servicing	N	L	L	Y
Vehicle Repair	N	Y	Y	Y
Commercial Parking	N	Y	Y	Y
Self-Service Storage	N	N	L	Y
Commercial Outdoor Recreation	N	Y	Y	Y
Major Event Entertainment	N	CU	CU	CU
Industrial Categories				
Manufacturing and Production	L/CU	L	L	L
Warehouse / Freight Movement	N	N	L	L
Wholesale Sales	N	L	L	L
Industrial Service	N	L/CU	L/CU	L/CU
Railroad Yards	N	N	N	N
Waste-Related	N	N	N	N
Institutional Categories				
Basic Utilities	Y/CU	Y/CU	Y/CU	Y/CU
Community Service	L/CU	L/CU	L/CU	L/CU
Parks and Open Areas	Y	Y	Y	Y
Schools	Y	Y	Y	Y
Colleges	Y	Y	Y	Y
Medical Centers	Y	Y	Y	Y
Religious Institutions	Y	Y	Y	Y
Daycare	Y	Y	Y	Y
Other Categories				
Agriculture	L/CU	L/CU	L/CU	L/CU
Aviation & Surface Passenger Terminals	N	N	N	CU
Detention Facilities	N	N	CU	CU
Mining	N	N	N	N
RF Transmission Facilities	L/CU	L/CU	L/CU	L/CU
Rail Lines and Utility Corridors	CU	CU	CU	CU

Y = Allowed Use; L = Allowed, but Special Limitations; CU = Conditional Use; N = No, Prohibited

Zoning Concept Development Standards

	CM1	CM2	CM3	CE
Base Height Limit (stories)	35' (3)	45' (4)	65' (6)	45' (4)
Base FAR	1.5:1	2.5:1	3:1	2.5:1
Maximum Height Limit with Bonus (stories)	35' (3)	55' (5)*	75' (7)	45' (4)
Maximum FAR with Bonus	2.5:1	4:1	5:1	3:1
Maximum Height- Transit Street ROW < 70 feet	Base height	45' within 10' of lot line	45' within 10' of lot line	Base height
Maximum Height- Adjacent to RF-R2.5 Zone	Base height	35' within 25' of R zone lot line	35' within 25' of R zone lot line	35' within 25' of R zone lot line
Maximum Height- Adjacent to R2-R1 Zone	Base height	45' within 25' of R zone lot line	45' within 25' of R zone lot line	45' within 25' of R zone lot line
Additional Height Allowed for Active Ground-floor Uses	3'	3'	3'	3'
Maximum Building Coverage % Inner/East/West	90/75/75	100/85/85	100/85/85	90/75/75
Required Landscaping % Inner/East/West	0/15/15	0/15/15	0/15/15	0/15/15
Exterior Display Areas	L	L	L	Y
Exterior Storage Areas	N	N	L	Y
Drive Thru Facilities	N	L	L	Y

* The 55' height limit is allowed only in areas with a Mixed Use - Urban Center Comprehensive Plan designation and in areas with the Mixed Use - Civic Corridor Comprehensive Plan designation where the Design overlay zone is applied.

Special Tools for Centers

Portland's Comprehensive Plan creates a hierarchy of places as shown in the Urban Design Framework (UDF) diagram (www.portlandoregon.gov/bps/article/497459). Outside of the Central City, the plan focuses opportunities for growth and community amenities in centers. These areas are expected to become key community hubs and places of focused activity, growth and development in the future. Additional development, design, preservation and parking management tools and efforts are proposed for centers, where there is a greater expectation for change. The tools to help guide development vary by type of center and location. See below for information about the specific tools and their application.

Centers Overlay Zone

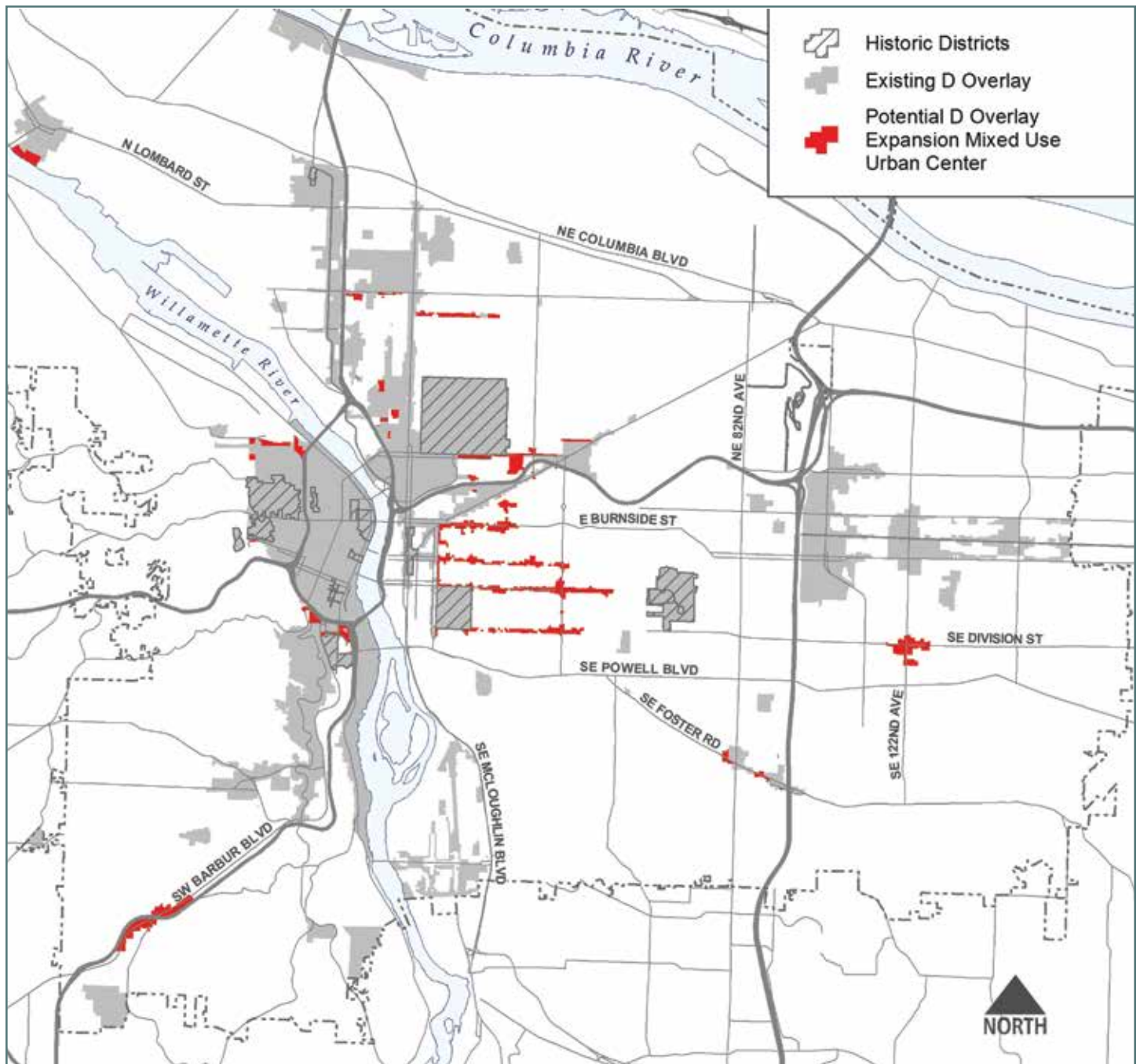
In order to foster centers as places that emphasize a high degree of activity and prioritize the needs of pedestrians, the Mixed Use Zoning Concept includes a new overlay zone that would be applied to properties in the commercial core of all Town Centers and Neighborhood Centers. This would include:

- Limitations on certain auto-oriented uses.
- Limitation on driveway access from transit streets.
- Requirements for active ground floor commercial uses in new development.
- Enhanced ground floor window and entry standards.
- A minimum floor area for new development.
- Limitation on single-dwelling developments.

Design Review

Extend the design overlay zone to all areas designated as "Mixed Use – Urban Center" on the Comprehensive Plan map. This designation includes Town Centers and the most urban Neighborhood Centers and Corridors surrounding the Central City.

Design Overlay Zone and Proposed Additions



Parking and Transportation Demand Management

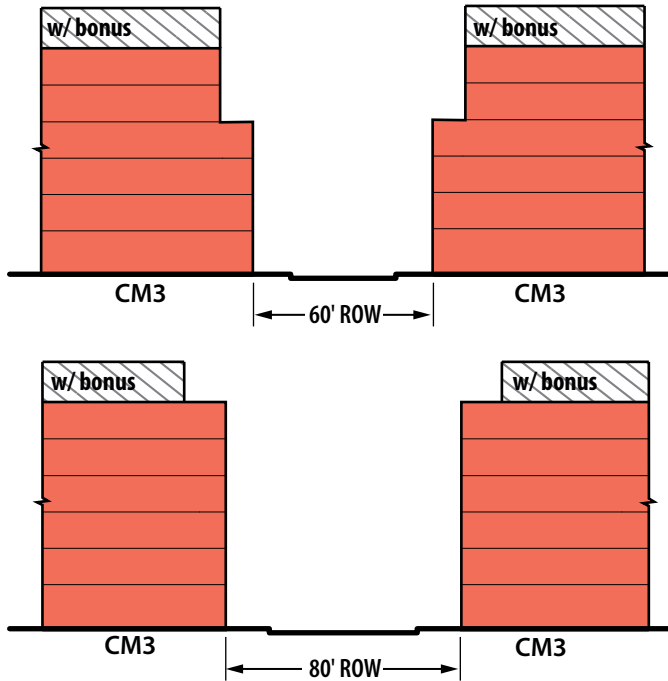
Transportation demand management, on-street parking management, and shared parking strategies have historically been focused on the downtown area and surrounding neighborhoods, campuses, and the Lloyd District. A set of clear, predictable, flexible set of policies and tools also are needed for other areas outside the Central City. The Portland Bureau of Transportation (PBOT) is considering growing these programs to encompass high-growth Town Centers and Neighborhood Centers in other areas of the City.

Historic Preservation

Historic commercial buildings are an important defining feature in many Portland neighborhoods. The Mixed Use Zones proposal and related Comprehensive Plan follow-up projects will strengthen protection of these resources through the Transfer of Development Rights Performance Bonus.

Design Standards and Concepts

The new mixed use base zones will include new development design standards. These proposed standards are intended to guide the design of new development and how it contributes to the success and character of center and corridors. The standards are designed to respond to community concerns about the scale and design of development, while providing for the flexibility needed to respond to the context and economic challenges of particular sites and projects.



1. Relationship of building height to street scale/transit function

Limit the allowed heights for the front street wall of buildings based on street width. Taller building street walls are most appropriate along wider streets.

Where the CM3 zoning is applied along narrower streets, such as in central locations and close to high-capacity transit stations, reduce maximum allowed street wall heights to four-stories (45 feet) along the corridor frontages.

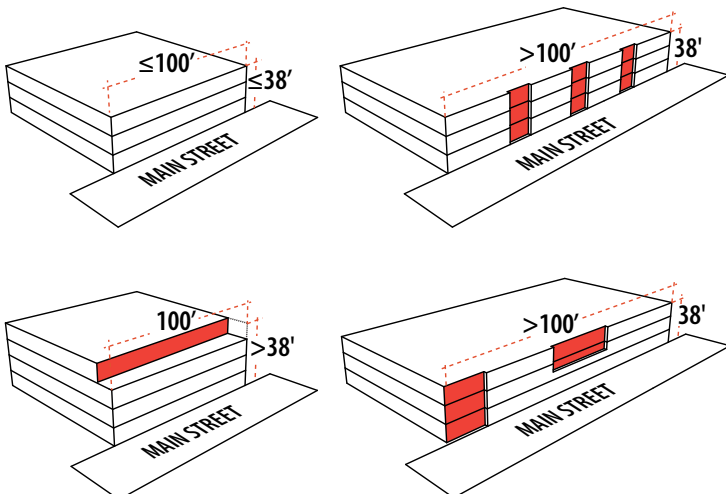


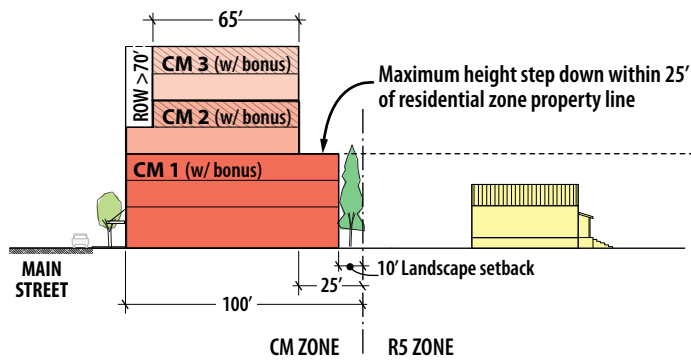
2. Increased heights for ground floor active uses and roofline variety

Allow 3 feet of additional building height to promote ground-level commercial spaces with high ceilings, which provide more long term flexibility for active ground floor uses. Also, provide allowances for limited height increases to encourage architectural variety in rooflines and on prominent corners.

3. Building articulation/massing

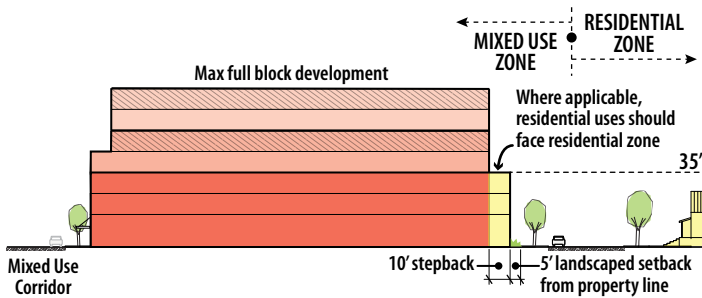
Create standards that promote building form and massing that better fits into and enhances the character of centers and corridors. These basic standards could include requirements for façade articulation, upper level step-backs, and limits on building length.





4. Height transitions and buffering

Apply setbacks, height transitions and buffering for mixed use zones adjacent to lower density residential zones to foster more gradual transitions. This would require buildings in the commercial/mixed-use zones to step down to the allowed heights of adjacent lower-scale residential zones and provide building setbacks.



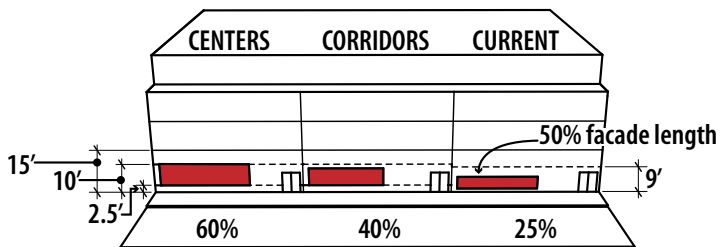
5. Full-block zoning transitions

Apply building height transitions and landscaping standards for mixed-use areas that are located off of corridors and have street frontage adjacent to residential zones. Encourage residential development as part of this interface.



6. Large site flexibility and community benefits agreements

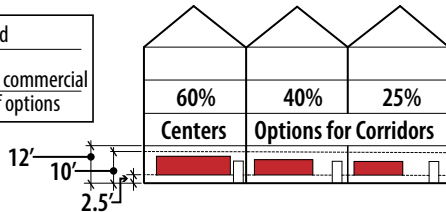
Allow for larger scale development on large sites (over 2 acres) in locations with frequent-service transit, in conjunction with a master plan/design review and requirements for community benefits agreements and transitions to lower density areas.



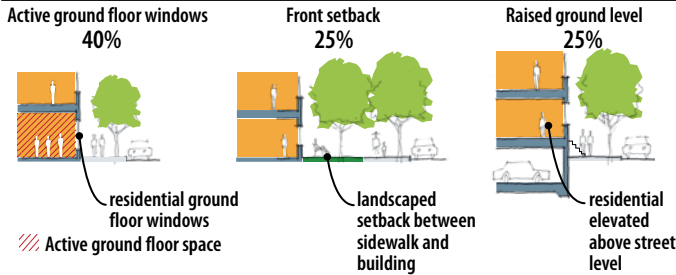
7. Street frontages – ground floor windows

Strengthen design-related standards that address the relationship of buildings to public transit street frontages by requiring more ground floor window coverage, especially in the core commercial areas of centers.

	Current	Proposed
Centers	None	60%, same as commercial
Corridors	None	Menu of options



MENU OF OPTIONS FOR CORRIDORS



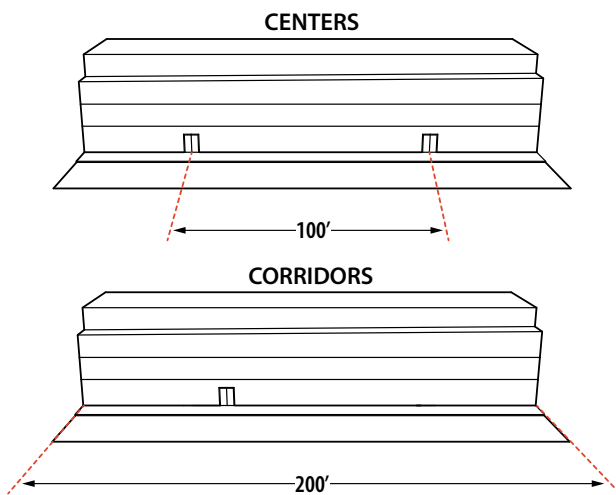
8. Ground floor commercial uses and residential development

In core areas of centers, require ground-floor commercial uses, with 60% ground-level window coverage on at least one street frontage, prioritizing primary frontages on transit streets.

Outside core centers, provide multiple options for residential development in commercial/mixed use zones, including allowances for ground floor windows (40% of area), greater front setback, or raised ground levels.

9. Street frontages – entrances

Strengthen design-related standards that address the relationship of buildings to public street frontages by establishing requirements for a minimum frequency of front entrances.



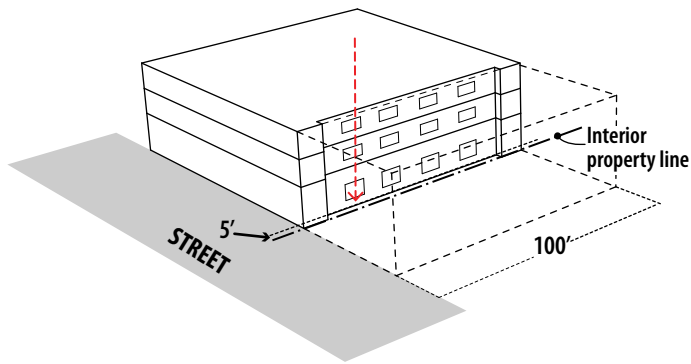
10. Front/street setbacks and parking location

Simplify maximum setback regulations and offer more flexibility for providing outdoor spaces and landscaping. Relax requirements that require 100 percent of street-facing façades to be located within required maximum setbacks. Prevent parking areas from being located between buildings and streets to foster a pedestrian-friendly sidewalk environment.

11. Outdoor space

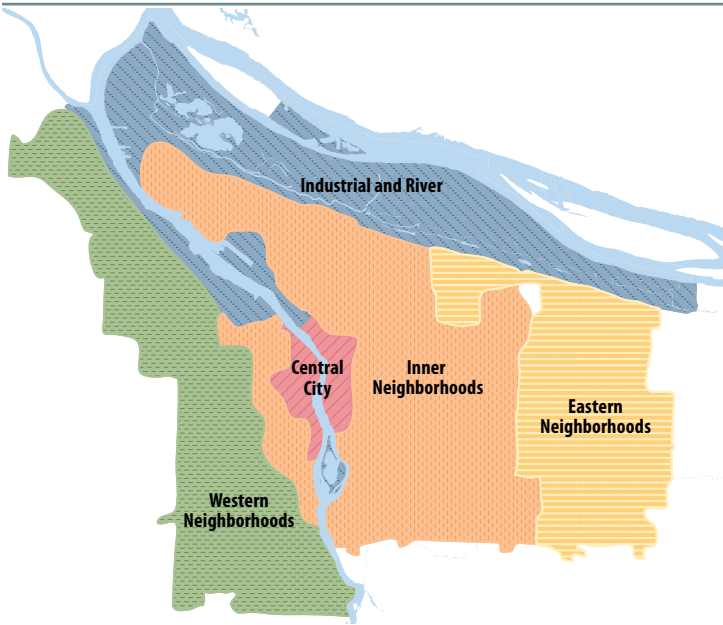
Require 48 square feet per unit of private or shared outdoor space for residents to be provided in conjunction with mixed use or residential development.





12. Residential window setbacks

Ensure that residential windows have a minimum 5 feet separation from interior property lines, providing access to light and air.



13. Pattern area standards

Create design-related standards specific to the three major neighborhood pattern areas (Inner, Eastern and Western neighborhoods), such as variations on building setbacks and landscaping.

14. Neighborhood contact requirements

Expand requirements for neighborhood notification of new development in mixed use zones and encourage dialogue between developers and the community. Require that notification be provided to neighborhood and business associations of proposed development in the commercial/mixed use zones. Consider requiring posting notice of the proposed development at the development site.



15. Exterior display

Allow for exterior display of merchandise in the commercial/mixed use zones, providing flexibility for vendor stalls, kiosks, and various other exterior merchandising arrangements.

Current and New Zones Comparison

The table below compares key use and development parameters for exiting zones and for conceptual new mixed use zones.

	Small-size Zones				Medium-size Zones						Large-size Zones		
	Concept Zone	Existing Zones			Concept Zone	Existing Zones				Concept Zone	Existing Zones		
	CM1	CN1	CN2	CO1	CM2	CE	CO2	CM	CS	CG	CM3	EX	CX
Commercial													
Retail sales and service	Y/L	L	Y	N	Y	Y	L	L	Y	Y	Y	Y	Y
Office	Y/L	L	Y	Y	Y	Y	Y	L	Y	Y	Y	Y	Y
Quick vehicle servicing	N	N	L	N	L	Y	N	N	N	Y	L	N	L
Vehicle repair	N	N	N	N	Y	Y	N	N	Y	Y	Y	Y	L
Commercial parking	N	N	N	N	Y	Y	N	N	Y	CU	Y	CU	CU
Self-service storage	N	N	N	N	N	Y	N	N	N	L	L	L	L
Residential	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Industrial	L	L	L	N	L	L	N	L	L	L	L	Y	L
Height – base	35’*	30’	30’	30’	45’*	45’*	45’	45’	45’	45’	65’*	65’	75’
Height – bonus	35’*	n/a	n/a	n/a	55’*	45’*	n/a	n/a	n/a	n/a	75’*	n/a	n/a
FAR – base	1.5:1	.75:1+	.75:1+	.75:1+	2.5:1	2.5:1	2:1+	1:1+	3:1+	3:1+	3:1	3:1	4:1+
FAR – bonus	2.5:1	n/a	n/a	n/a	4:1	3:1	n/a	n/a	n/a	n/a	5:1	n/a	n/a

Y = Yes, allowed

N = No, not allowed

L = Limited

CU = Conditional Use

* An additional 3’ of height is allowed for buildings with high ground floor ceilings.

+ Residential floor area is not regulated by FAR, and is allowed to height and setback limits of the zone.

Implementation Approach and Next Steps

The Mixed Use Zones Project is an implementation project of the Portland Comprehensive Plan. It will fit together with Comprehensive Plan adoption and include a public process that includes meetings, workshops and public hearings with the Portland Planning and Sustainability Commission and Portland City Council. Key process steps are outlined in this section.

Develop Zoning Codes

Based on the zoning concepts, new zoning codes will be fully developed, including more detailed use allowances, development/design standards and other components. The new codes will be released for public comment as a Discussion Draft in summer 2015. A Proposed Draft is expected to be released in fall 2015.

Zoning Relationships and Locational Criteria

The new Comprehensive Plan establishes four mixed use map designations based on a hierarchy of place types, each of which could be implemented by one or more zones. The table below shows the relationship between Comprehensive Plan Map designations, existing implementing zones, and the conceptual new implementing zones.

Comprehensive Plan and Zoning Relationships

Proposed Comprehensive Plan Designation	Future Implementing Zones	Existing Implementing Zones
Mixed Use Dispersed	CM1, CE	CN1, CN2, CO1, CO2, CM, CS, EX
Mixed Use Neighborhood	CM1, CM2, CE	CN2, CO2, CM, CS, EX
Mixed Use Civic Corridor	CM1, CM2, CM3, CE	CN2, CO2, CM, CS, CG, CX, EX
Mixed Use Urban Center	CM1, CM2, CM3, CE	CN1, CO1, CM, CS, CG, CX, EX

Because each new Commercial/Mixed Use Comprehensive Plan designation will allow more than one implementing zone, locational criteria must be established to provide guidance for the application of zones in planning projects and zone change requests. The following are the basic criteria being considered for application of the zones.

Location Criteria for Zones

Zone	Locational criteria
CM3	<ul style="list-style-type: none"> In Regional and Town Centers. Within ¼ mile of high-capacity transit stations and along Portland streetcar corridors. Civic Corridors, especially those close to the Central City. Large multi-acre sites served by frequent service transit. Where community plans call for intense mixed use development.
CM2	<ul style="list-style-type: none"> Citywide in multiple types of centers and corridors. Locations with good/frequent transit service.
CM1	<ul style="list-style-type: none"> Edges of centers as a transition to lower density residential areas. Locations with less frequent transit. Small, dispersed commercial areas or streets not identified as corridors.
CE	<ul style="list-style-type: none"> On corridors in locations in between centers. Places with commercial or employment emphasis; auto-oriented configurations. Locations adjacent to the Industrial Sanctuary designation.

Apply New Zones to the Zoning Map

As shown in the Zone Conversion Table below, in most cases the new recommended zone for a particular parcel will be the most similar to the current zone, in terms of scale and general use allowances. In some cases more than one option for a new zone exists.

Zone Conversion Table

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

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

CM zones proposed for Centers; CE zone proposed for Corridors.

Map the Centers Overlay Zone

Core commercial areas will be mapped to develop an initial draft of the centers overlay zone for public review. Core commercial areas are areas where there is an existing or desired concentration of commercial buildings with direct street frontage, and a continuous concentration of retail sales and services extending for several blocks. In general, there would be at least one core area mapped with the overlay within each identified center.

Public Review and Adoption Process

The Portland Planning and Sustainability Commission (PSC) will hold public hearings on the new zoning codes, proposed conversion approach, and proposed maps in fall of 2015. The Commission may request amendments to the zoning codes and maps based on public testimony. The PSC will make a final recommendation that will be forwarded to Portland City Council for final public hearings and adoption.