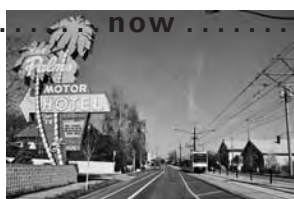




PROPOSED NORTH INTERSTATE CORRIDOR PLAN



... the future



CITY OF PORTLAND
BUREAU OF
PLANNING

PDC
PORTLAND
DEVELOPMENT
COMMISSION

CITY OF
PORTLAND
OFFICE OF
TRANSPORTATION

April 2008

Planning Commission Public Hearing

Date: Tuesday, April 22, 2008

Time: 6:00 pm

Design Commission Public Hearing

Date: May 1, 2008

Time: 1:30 pm
(Interstate project currently
scheduled for approx. 3:30 start time)

**Location
for both:** 1900 Building
1900 SW 4th Ave (at SW Hall Blvd.),
Rm. 2500A

The Bureau of Planning is committed to providing equal access to information and hearings. If you need special accommodation, please call 503-823-7700 (TTY 503-823-6868).

For more information on the North Interstate Corridor Plan please contact:

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Phone: 503-823-7624

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Internet: <http://www.portlandonline.com/planning/>

You are invited to a community meeting

There will be a community meeting to discuss the proposed North Interstate Corridor Plan prior to the Planning Commission and Design Commission public hearings. This open house will be on April 10, 2008, 5–8:00 pm at Kaiser Town Hall Ballroom, 3704 N Interstate Ave. (on the MAX line, near the Overlook station area).

You may give the Planning and Design Commissions your comments on the proposed North Interstate Corridor Plan by:

- Testifying at the Planning Commission hearing on April 22;
- Testifying at the Design Commission hearing on May 1; and/or
- Sending your written comments to the:
 - Planning Commission, 1900 SW 4th Ave, Ste, 7100, Portland OR 97201, planningcommission@ci.portland.or.us, or fax comments to 503.823.7800. Written testimony must be received by the time of the hearing.
 - Design Commission, 1900 SW 4th Ave, Ste, 5000, Portland OR 97201 or fax comments to 503.823.7300. Written testimony must be received by the time of the hearing.



Acknowledgements

Portland City Council

Tom Potter, Mayor
 Sam Adams, Commissioner
 Randy Leonard, Commissioner
 Dan Saltzman, Commissioner
 Erik Sten, Commissioner

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Alexandra, Interstate Avenue property owner

Pam Arden, Interstate Corridor Urban Renewal Advisory Committee

Timothy Batog, Kenton Neighborhood Association

Chris Duffy, Arbor Lodge Neighborhood Association

Ethan Edwards, Overlook Neighborhood Association (through March 2007)

Maxine Fitzpatrick, Interstate Corridor Urban Renewal Advisory Committee

Doug Hartman, Interstate Avenue Business Association

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Michelle Haynes, REACH Community Development Corporation

Scott Murase, Interstate Avenue property owner

Jenna Padbury, Interstate Avenue property owner

Claire D. Paris, realtor

Tabor Porter, Interstate Avenue property owner

Josh Stein, architect/urban designer

Zach Strachan, developer

Debra S. Vanbaardwyk, Interstate Avenue property owner (through June 2007)

Reg Wobig, Kaiser Permanente

Tanya McGee, member-at-large

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David Davies, Overlook Neighborhood Association

Paul Gouveia, member-at-large

Michele Marx, architect/urban designer

Larry Mills, Interstate Corridor Urban Renewal Advisory Committee

Eric Shreves (through June 2007), realtor

Thanks to the following for providing meeting space

Trillium Charter School

Kaiser Permanente

Ockley Green School

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Preface

Building on Metro's 2040 Growth Concept and a rich legacy of planning, Portland continues to anticipate and plan for growth and change. Metro regional government now forecasts about 650,000 new residents and about 500,000 new jobs coming into the three-county Portland region in the next 25 years. Portland plans to accommodate its share of this regional growth by focusing on opportunities to cluster new homes, jobs, commercial uses and urban amenities to create vibrant, livable and green communities, and by investing in transit and transportation improvements to optimize mobility for people and goods.

The Interstate Corridor is one of those places envisioned in the region's visionary and collaboratively-developed 2040 concept. With the Yellow Line light rail in operation since 2004, the Interstate Corridor offers a tremendous opportunity for living, working, shopping, learning and recreating in a compact, accessible and attractive location.

This North Interstate Corridor Plan seeks to guide new development and investment in a way that responds to Portlanders' values, which emerged through the recent visionPDX community conversations: sustainability, equity and accessibility, and community connectedness and distinctiveness. The plan seeks a high standard for design quality for buildings, streets and public spaces. The plan considers the qualities of this area that long-time residents value, while at the same time responding to the changing needs of new individuals and families who will be moving into the area – people who are attracted by this area's excellent location; easy access to jobs, nature and spectacular city views; and its potential for vibrancy and sustainable living.

Over the next three years, Portland will continue to look at ways to respond to anticipated growth and change citywide through the Portland Plan – an update of the city's Comprehensive Plan (1980) and the Central City Plan (1988). The Portland Plan is an inclusive, citywide effort to guide the physical, economic, social, cultural and environmental development of Portland over the next 30 years. Because many issues that have emerged through community discussions related to the Interstate Corridor (urban form and character, design quality, and many others) apply in mixed-use areas throughout the city, these issues will continue to be explored and resolved through the Portland Plan.



Executive Summary

The North Interstate Corridor Plan is intended to encourage transit-supportive development along the light rail corridor to increase neighborhood economic vitality, amenities and services, and optimize the region's \$325 million public investment in light rail. The plan was developed over an 18-month period with input from a Community Advisory Group (CAG) and informed by comments received at three community events. A Technical Advisory Group (TAG) of representatives from City and other government agencies also provided input throughout the development of this plan.

This is the first time that the zoning has been revisited since the opening of the Interstate MAX Yellow Line in the spring of 2004. As a starting place, the project reviewed the policies of the *Albina Community Plan* (1993) and the community vision of the *Interstate MAX Station Area Revitalization Strategy* (SARS, 2001).

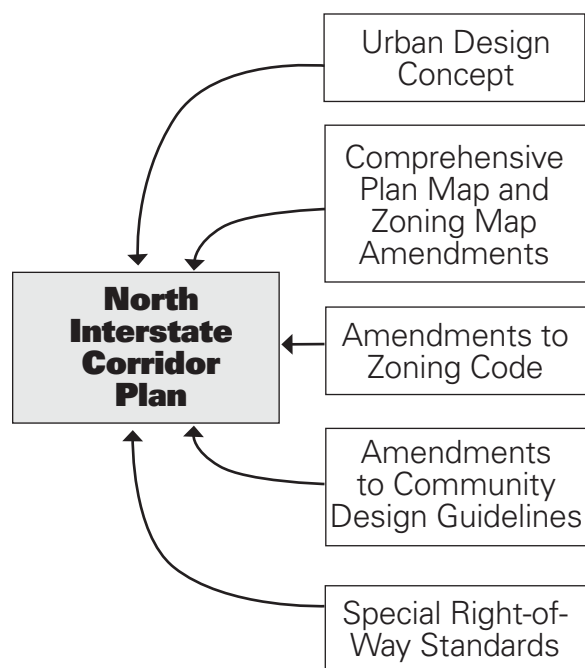


Figure 1: Elements of the Plan

North Interstate Corridor Plan Elements

This plan is proposing the following:

- Creation of an **urban design concept** that guides zoning decisions and the development of appropriate implementation tools;
- **Amendments to the Comprehensive Plan Map and Zoning Map** to achieve a transit-supportive and vital corridor. These amendments are intended to create a favorable environment for continued public and private investment by establishing a coherent and predictable zoning pattern;
- Creation of a **North Interstate plan district** that provides additional regulations specific to the needs of the Interstate Corridor to address shortcomings in the base zones and facilitate development that implements the urban design concepts;
- **Application of design review** on properties of high visibility (along Interstate Avenue) and in those areas where the proposed zoning allows development at a greater scale than surrounding buildings. The plan also proposes **special design guidelines** for the Interstate Corridor; and
- Creation of **special right-of-way standards**. These standards will focus on the sidewalk area between the curb and the property line. In combination with design review and plan district regulations they will help achieve a pleasant, safe and efficient pedestrian environment throughout the corridor.

Implementation Strategy

This plan builds on earlier frameworks that envision a vibrant, prosperous and livable North Interstate Corridor. The enabling regulations in this plan are proposed to facilitate the kinds of development (both private and public) that would best fulfill community and regional aspirations for this corridor. Private development will be complemented by public investment in streets, sidewalks, lighting, parks and other public amenities. Neighborhood groups, business alliances, faith-based and affinity groups, and community-spirited individuals will further work to implement ideas through their stewardship and community involvement. All together, these contributions will add up to a thriving North Interstate Corridor.

The North Interstate Corridor Plan is within the Interstate Corridor Urban Renewal Area (ICURA) and helps to advance the objectives of the urban renewal area. Currently, the Portland Development Commission (PDC), the Portland Office of Transportation (PDOT) and Portland Parks and Recreation (PP&R)—with input from residents, community stakeholders, and the general public—are in the process of updating the ICURA's Transportation Implementation Strategy and Parks Capital Investment Plan. These policy documents may be able to address some of the transportation and parks planning issues raised during the development of the North Interstate Corridor Plan.

Staff Recommendations

The Bureau of Planning recommends the following actions by the Portland Planning Commission:

1. Recommend that City Council adopt an ordinance which:
 - Adopts the *North Interstate Corridor Plan* (this report);
 - Adopts proposed amendments to the *Community Design Guidelines* that create special design guidelines for the North Interstate plan district;
 - Amends the *Portland Comprehensive Plan* and Portland Zoning Maps as shown in this report;
 - Amends Title 33: Portland Zoning Code, as shown in the report; and
 - Adopts the commentary in the report, and the report itself, as further findings and legislative intent.
2. Recommend that City Council adopt a resolution which:
 - Approves the urban design concept; and
 - Supports the development of right-of-way standards and approval by the City Engineer.

3. Direct the Bureau of Planning to:

- Continue working on the proposed Zoning Code language, to further refine and clarify the provisions; and
- Prepare the implementing ordinance, resolution, and supportive documents and submit them to City Council with the Planning Commission's recommendations that they be approved.

The Bureau of Planning requests that the Portland Design Commission:

- Give the Planning Commission advice on the design-related elements of the North Interstate Corridor Plan; and
- Recommend that the City Council adopt the proposed amendments to the *Community Design Guidelines* that create special design guidelines for the North Interstate plan district.

Section 1

Introduction

Project Objectives

The North Interstate Corridor Plan has revisited the zoning and regulatory framework in the Interstate Corridor to:

- Implement a long-term development vision along Interstate Avenue and in the quarter-mile radius around station areas, building on previous community planning (*Albina Community Plan* and the *SARS* report), with refinements to ensure broad-based community support of the project outcome;
- Optimize the region's \$325 million public investment in light rail by encouraging transit-supportive development that will create additional jobs and housing in the light rail corridor;
- Support and sustain the neighborhood by encouraging development that increases neighborhood economic vitality, amenities, and services and successfully accommodates additional density by encouraging quality development that strives to minimize negative impacts on the surrounding neighborhood;
- Create a favorable environment for continued public and private investment by establishing a coherent and predictable zoning pattern and reducing the number of nonconforming uses; and
- Be consistent with state, regional, and local policies while balancing transit-supportive and neighborhood livability policies.

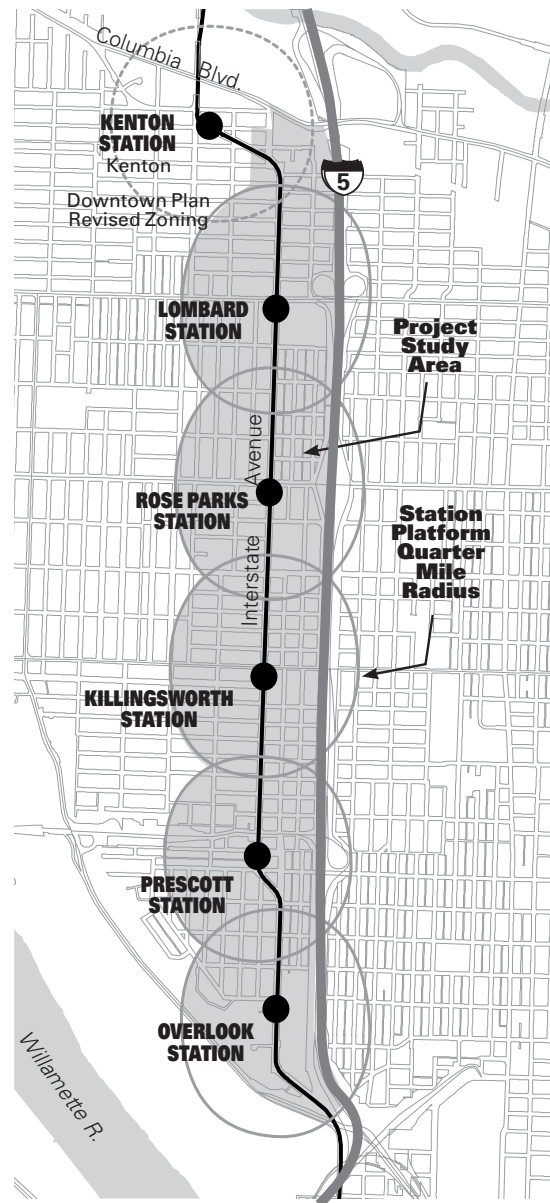


Figure 2: Project Boundaries

The North Interstate Corridor Plan project includes the quarter-mile radius around the Overlook, Prescott, Killingsworth, Rosa Parks, and Lombard Stations. The Lombard Station study area also includes the area between Interstate Avenue, the I-5 freeway and Columbia Boulevard not previously included in the Kenton Downtown Plan.

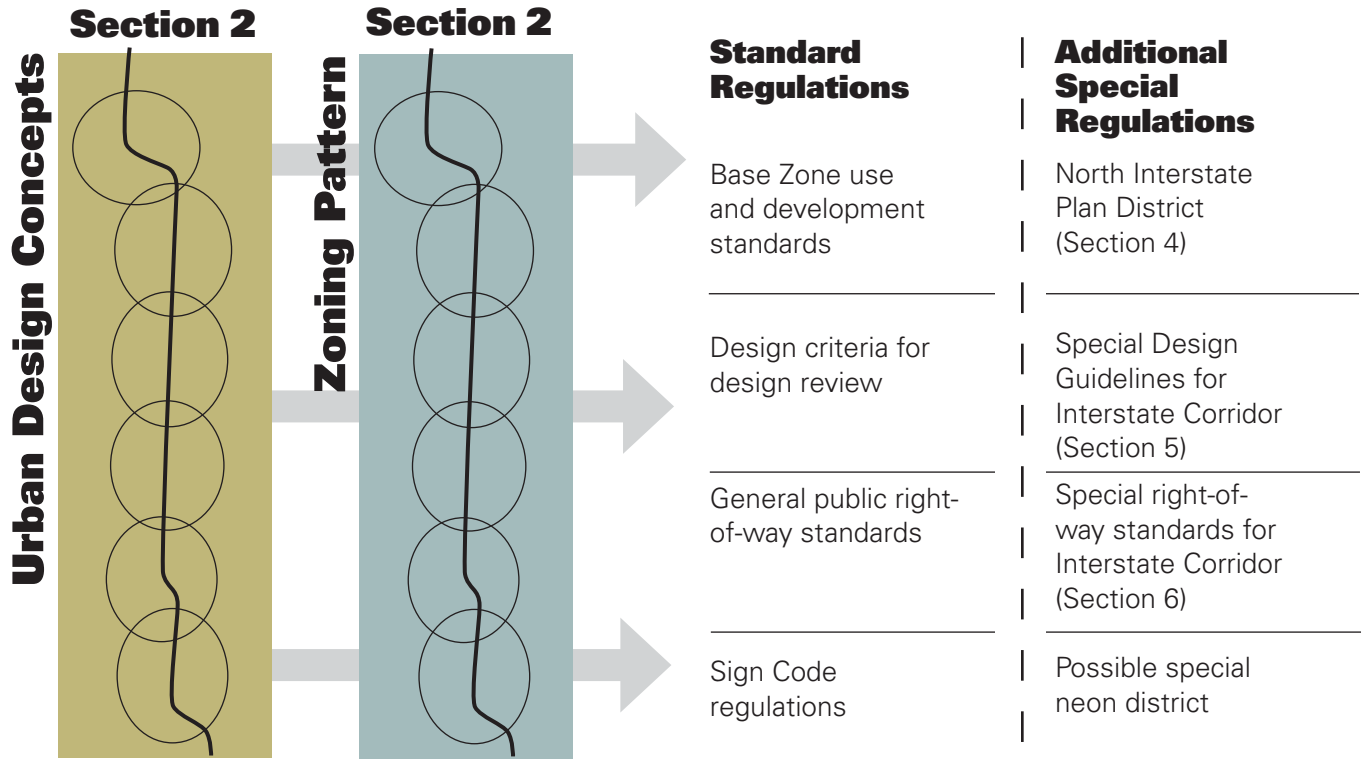


Figure 3: Special Regulations for the Interstate Corridor

Organization of the Document

This document is divided into the following sections:

Preface, Executive Summary and Recommendations

Section 1 Introduction contains the project objectives, study area boundaries, planning process flow chart and this description of how this document is organized. There is also information about the public outreach component of the project and significant dates for the upcoming legislative process. The section ends with a list of project documents and background materials available on the project website.

Also refer to:

Appendix A: Work of the Community Advisory Group (CAG)

Appendix B: Public Involvement Plan

Appendix C: Project Documents and Background Materials

Section 2 Urban Design Concepts includes a summary of history and urban form and an urban design concept map with overall concepts for the Interstate Corridor. There are also descriptions of the elements of the urban design concept map.

Also refer to:

Appendix D: Station Area Concept Maps

Section 3 Comprehensive Plan Map and Zoning Map Amendments begins with a description on how to read zoning information, followed by a summary of the proposed zoning pattern. The proposed zoning pattern is shown on an 11x17 pull-out map along with an existing zoning map. There is also a matrix that summarizes the most significant use and development standards for each of the proposed zones.

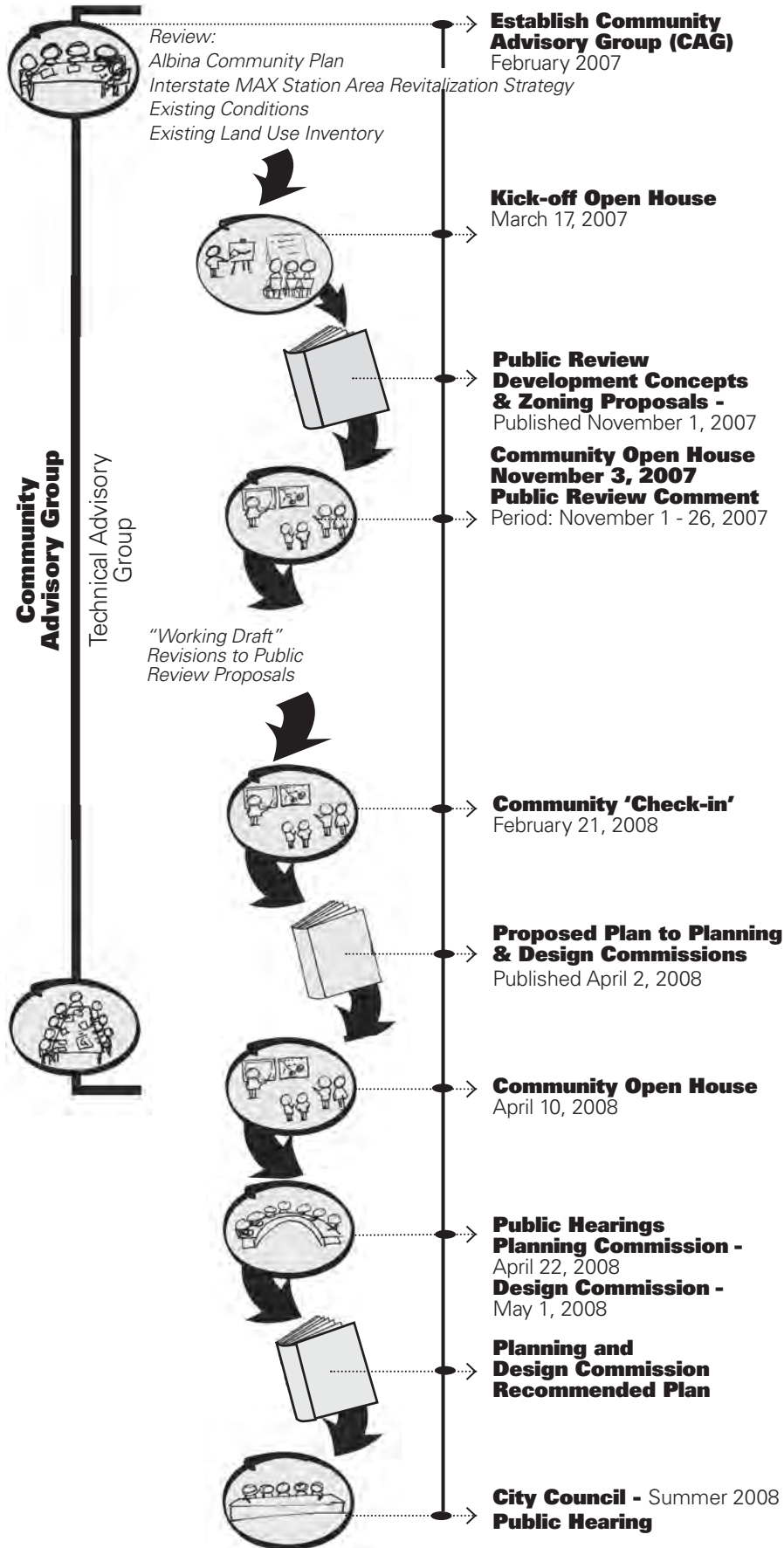
Also refer to:

Appendix E: Zoning Assumptions

Section 4 Amendments to the Zoning Code includes the proposed Zoning Code language and accompanying commentary for a new North Interstate plan district, amendments to the Albina plan district boundaries, and design review procedures for projects in the North Interstate plan district. There is also a discussion of possible sign code amendments to create an Interstate Neon Sign District.

Section 5 Amendments to Community Design Guidelines explains how the Community Design Guidelines are used and proposes additional special guidelines for projects in the Interstate Corridor.

Section 6 Special Right-of-Way Standards gives an overview of the right-of-way standards that the Portland Office of Transportation is developing for the Interstate Corridor.

Figure 4: Planning Process Flow Chart


Public Outreach and Community Involvement

A Community Advisory Group (CAG) was created to advise and inform staff on issues related to the project and participate in the development and review of project proposals. In addition the group has played a significant role in engaging the larger community. The CAG is composed of representatives from the Interstate Corridor Urban Renewal Advisory Committee, neighborhood and businesses associations, property owners, developers, realtors, architects, and other key stakeholders. This group includes members with experience in architecture, urban design, small business, affordable housing and other disciplines important to the creation of a successful corridor. The CAG includes members with long-time interests in the corridor as well as newcomers to the area. The CAG met on average once a month throughout an 18-month process. CAG members also attend and co-host community meetings with project staff. **See Appendix A: Work of the Community Advisory Group (CAG).**

In addition to the CAG meetings, which were open to the public, there were three community events that offered the general public the opportunity to participate in the development of the corridor plan. Outreach methods during this project included mailed informational flyers, electronic updates (e-updates), postcard notices of community events, and staff participation at community events and presentations at neighborhood and businesses meetings. The Bureau of Planning also maintained a website providing project updates and background materials and other relevant information while the North Interstate Corridor Plan was being developed. **See Appendix B: Public Involvement Plan.**

Open Houses Held:

March 17, 2007
November 3, 2007
February 21, 2008
April 10, 2008

Legislative Process

The proposals in this plan will be presented to the Planning Commission for a public hearing. Some elements will also be reviewed by the Design Commission (most notably the application of the design overlay zone and the proposed special guidelines for the Interstate Corridor).

Following the Planning Commission's public hearing and review of the North Interstate Corridor Plan, the commission will forward its recommended version of the plan to the Portland City Council for a public hearing, deliberation, and decision. Below is a tentative schedule for the remainder of this legislative process:

2008	
Planning Commission Briefing	March 25
Design Commission Briefing	April 3
Portland Development Commission Briefing	April 9
Planning Commission Hearing	April 22
Design Commission Hearing 1	May 1
Planning Commission Work Session & Decision	May 27
City Council Hearing & Decision	June/July (TBA)
City Council Second Reading & Plan Adoption	July (TBA)
Plan Effective Date	30 days after council adoption

Background Documents and Materials

The following is a list of documents, plans, and other materials created during the development of the North Interstate Corridor Plan or that have served as background information and guidance during the development of the plan. These materials are available on the Interstate project website at www.portlandonline.com/planning (click on Planning Projects, Interstate Corridor, then Resources).

See Appendix C: Project Documents and Background Materials for summaries of the documents.

- *Albina Community Plan* (1993)
- *Interstate MAX Station Area Revitalization Strategy* (SARS,2001)
- *Kenton Downtown Plan* (2001)
- *Interstate Corridor Redevelopment Scenarios* (2007)
- *Interstate Light Rail Corridor Zoning Project Existing Conditions Report* (2007)
- *Land Use Maps for Light Rail Station Areas* (2007)
- *Guide for Developing Zoning Proposals for the Interstate Corridor* (2007)
- *Community Advisory Group Agendas and Meeting Minutes* (February 2007 – March 2008)

Section 2

Urban Design Concepts

The Interstate Corridor Urban Design Concepts were developed with extensive local public input. The concepts take into account various elements within the plan area, such as station locations along Interstate, special attractions and amenities, and the nature of smaller residential streets to either side of Interstate.

The urban design concepts should be considered as a starting point for the realization of the community's vision of a vibrant, mixed-use, high-density, urban transit corridor. Some elements of the concept will be implemented through the regulations and design guidelines proposed in this plan. The concepts will also help guide investments in public improvements and provide a level of detail to support public and private funding proposals and decisions.

This section includes:

- Summary of History and Urban Form;
- Interstate Corridor Concept;
- Urban Design Concept Map; and
- Description of Urban Design Elements

Summary of History and Urban Form

(See *Interstate Light Rail Corridor Zoning Project Existing Conditions Report*, Chapter 4: History and Urban Form for more detail)

Interstate Avenue is a significant commercial corridor connecting downtown Portland to the Columbia River and Washington state. Not unlike smaller neighborhood commercial nodes such as Montavilla, Mississippi, or Clinton Street, the growth, development, decline and current rebirth of Interstate Avenue is closely tied to changes in transportation systems. While Interstate Avenue was an important link to North Portland as early as the late 1800s,

the 1940s and 1950s was the heyday for Interstate Avenue development. As the major north-south route through Portland for travel between California and Washington, Interstate Avenue soon filled with businesses and restaurants which catered to the long-distance automobile traveler. Many of these businesses advertised their services with large whimsical neon signs and architecture that reflected their products or services.

After the construction of the Minnesota Freeway (now I-5) in the 1960s, Interstate's travel-oriented businesses went into decline, mirroring a trend that happened all across the country. The Interstate Avenue Corridor is now seeing renewed commercial and residential development following the installation of the new light rail MAX Yellow Line in 2004. There are still a number of neon and space-age signs, mimetic buildings, and tiki architecture along today's Interstate Avenue that stand as a testament to its prominence during the atomic age.

Historic photo of Interstate & Greeley



The Alibi's neon sign



Interstate Corridor Concept

Interstate Avenue is a gateway corridor between the cities of Portland and Vancouver. It serves North Portland as a vital commercial/mixed-use, transit artery that is attractive to larger retail and commercial businesses, as well as smaller local businesses — some of which are long-established businesses that have been able to thrive as the corridor redevelops. New high-density residential and mixed-use developments are pedestrian-oriented and offer housing that is convenient to light rail stations, commercial services, and neighborhood amenities along Interstate Avenue.

At the station platforms new development reflects the significance of the transit facilities and creates visually prominent markers that help to differentiate the station platform areas from the surrounding community. There are six station areas along the corridor each with a different development theme:

- Overlook Station: *Employment Anchor*
- Prescott Station: *Neighborhood Center*
- Killingsworth Station: *Killingsworth Main Street*
- Rosa Parks Station: *Neighborhood Corridor*
- Lombard Station: *Retail/Employment Anchor*
- Kenton Station: *Historic Commercial Gateway**
*Outside of the plan study area; included in the Kenton Downtown Plan

(See Appendix D: Station Area Design Concept)

Between the station areas, new development along Interstate will be mixed, both in use and scale. While the majority of buildings will be of higher densities, they will likely not be as large as those closer to the station platforms. In addition, most of these buildings will feature active ground floor uses such as retail shops and stores, capitalizing on the visibility offered by the light rail; others may incorporate offices, building lobbies or institutional uses.

The corridor is easily identified by its atomic age character. Gateways exist at the Kenton Station (Paul Bunyan Statue; northern entrance to Denver Avenue Historic Commercial District) and at the Overlook Station (Overlook Park; Kaiser Permanente Medical Campus). There are two focal points along the corridor as Interstate Avenue veers northwest that create opportunities for signature architecture; one is

at Kirkpatrick Street in the Kenton neighborhood and the other is at the Prescott station.

Improving the pedestrian environment along Interstate Avenue is a high priority, as well as enhancing bicycle and pedestrian connections to the light rail station platforms and across I-5 to amenities such as the Killingsworth commercial district and educational facilities, Peninsula Park and Community Center, and the Mississippi commercial district.

Neighborhood East is defined by its eclectic mix of old and new, small and large, single- and multi-family residential buildings. Over time, this area will transform into one of Portland's most dense and vibrant residential districts. The area features strong connections to Interstate Ave. along its western edge, and opportunities to achieve taller buildings along its eastern boundary – the Interstate 5 Freeway. Montana Avenue supports the growing neighborhood with a series of north-south pedestrian and bicycle connections and the opportunity for new green street improvements.

Neighborhood West serves as the bridge between the high-density development along Interstate and the nearby established lower density neighborhoods. It is made up of homes that transition in scale and proportion from larger buildings along Interstate Avenue to the adjacent small houses. New development is encouraged to build on the character of the existing patterns and architecture in Neighborhood West. Concord Avenue serves as a strong north-south pedestrian and bicycle route for this neighborhood, and may offer opportunities for new green street improvements.

Description of Urban Design Concept Map Elements



Gateways are high-visibility entrance points between distinct areas that serve as key passages and connections between these areas. Development at gateways should contribute to the sense of entry and level of importance.

- **Overlook Station:** The area just south of Overlook Park at the start of the Kaiser Medical Complex is the southern boundary of the Interstate Avenue rezoning project. This point has been identified because Interstate Avenue curves and the roadway has leveled off from the Albina Yards to the south, and most importantly because the pattern of development related to Interstate Avenue begins here.
- **Kenton Station:** Although outside of the North Interstate Corridor plan district (in the Kenton Downtown Plan). This station marks the northern entrance to the Interstate Corridor.



Focal Points

- **Interstate Avenue between Mason & Prescott:** The area around the Prescott MAX station is a focal point on the Interstate corridor. This is the point where Interstate curves to the west before heading north toward Kenton. It is also the major east-west connection to Going Street and the Swan Island Industrial Area. There is a significant amount of through traffic along both Interstate and Going Street, which further enhances the importance of the Prescott station area as a gateway visible from all four directions.
- **Interstate & Kilpatrick Street (entering Kenton):** Interstate Avenue curves back to the west one last time near Kilpatrick Street. This provides an opportunity for views of the Kenton central business district for people coming up Interstate Avenue from the south.



Significant Views

A few areas along the Interstate corridor offer significant views to the West Hills, Forest Park, downtown Portland, the Columbia River, and the surrounding mountains. These view areas include south from Overlook Park; around Prescott Station; the intersection of Interstate and Rosa Parks Way; and around Interstate and Kilpatrick. New development should take advantage of these significant views through careful building massing and orientation.



Cultural, Educational, or Recreational Amenities

The Interstate Avenue plan area includes a number of cultural, educational, or recreational amenities that are used by area residents. These areas are valuable assets for existing and new residents of the plan area, and include:

- Kenton School (leased to private school)
- Ockley Green School
- Patton Square and IFCC
- Overlook Park
- Interstate Firehouse Cultural Center (IFCC)
- St. Stanislaus Church and Library
- Overlook House
- Beach School



Interstate Firehouse Cultural Center

St. Stanislaus Library



Potential Neon Sign District

Interstate Avenue is the old historic highway between Oregon and Washington. The majority of development along the corridor occurred during the atomic age, between the mid-1940s through the mid-1960s. During this time, Interstate Avenue served as Portland's "Route 66," when a number of motels and other amenities for travelers were built and marked by large neon signs. The signs were popular advertising strategies at a time when Americans were traveling by automobile for longer distances than ever before. These signs are part of a larger architectural movement across the U.S., but particularly in the West, called Roadside Vernacular. During this era, the diner, bowling alley, and drive-in came into existence, and architecture reflected a number of motifs and themes such as Space-Age, tiki, or representational.



Streets

Interstate Avenue

Interstate Avenue serves as the corridor's primary framework street. It is the major connector for arterials, collectors and local streets for the plan area and will be the focus of more intense land uses, particularly where Interstate intersects a primary east-west street. Interstate Avenue is the backbone for all new development and services within the corridor.

Primary East-West Streets

Primary east-west streets serve as important routes for pedestrian and vehicular activity across the plan area and between neighborhoods. These streets may be the focus of more intense land use activity as well as enhanced pedestrian improvements, such as curb extensions, wide sidewalks, street furnishings, street trees, pedestrian refuges, storm water treatment facilities and the creation of new attractions or focal points. The primary east-west streets identified in the urban design concept map are:

- **Killingsworth Street**
- **Lombard Street**

Secondary East-West Streets

Secondary east-west streets also serve as routes for pedestrian and vehicular activity across the plan area and between neighborhoods. The secondary east-west streets, below, identified in the urban design concept map have different characteristics, but all call for enhanced pedestrian crossing at Montana and Concord Avenues.

- **Skidmore Street:** mixed-use 'main street'
- **Going Street:** serves as a major freight route between the Swan Island Industrial area and I-5; wide swath of open space along both sides of Going west of Interstate Avenue to be protected.
- **Rosa Parks Way:** residential

Local Community Streets

Local community streets are predominately residential in character and serve as important routes for local pedestrian and vehicular access. East-west streets serve as routes crossing I-5 connecting the Interstate plan area to neighborhoods east of the freeway. Local community streets should focus on

development of the pedestrian realm with innovative storm water treatment facilities, street trees and adequate sidewalks. The primary east-west streets identified in the urban design concept map are:

- **Alberta Street**
- **Ainsworth Street**
- **Montana Street**
- **Maryland Avenue**
- **Concord Avenue**
- **Kilpatrick Street**

Pedestrian/Bicycle-Oriented Streets

Pedestrian/bicycle-oriented streets serve as the routes to the two pedestrian/ bicycle bridges across I-5. These streets, identified in the urban design concept map, have different characteristics.

- **Failing Street:** The Failing Street Overcrossing connects the St. Stanislaus church and library and the Mississippi District. Failing Street could serve as a festival street with new trees, special paving treatments, lighting and other pedestrian amenities.
- **Bryant/Saratoga:** The Bryant Street Overcrossing connects the plan district and the Piedmont Neighborhood. Both Bryant and Saratoga Streets are residential in character.





Section 3

Comprehensive Plan Map and Zoning Map Amendments

The *North Interstate Corridor Plan* will amend both the policy map that guides land use and development in the City (the Comprehensive Plan Map) and the actual zoning that implements the policy through land use regulations (Portland Zoning Map). The 11x17 pull-out map at the end of this section shows both existing and proposed zoning designations in the Interstate Corridor Plan.

This section includes:

- How to read the zoning map
- Summary of the proposed zoning
- Summary of proposed zoning use and development standards (matrix)
- 11x17 map of existing and proposed zoning

How to Read the Zoning Map

For most properties in Portland, existing zoning is consistent with the City's Comprehensive Plan Map; however, there are some situations where the existing zoning differs, usually because the services are not yet in place to support the long-range vision of the Comprehensive Plan. Such discrepancies exist in the Interstate Avenue corridor where there are areas with high-density residential Comprehensive Plan Map designations but less intensive zoning designations. It was recognized during the 1993 Albina Community Plan process that applying higher-density zoning to match the Comprehensive Plan would only be appropriate once the light rail line was in place. In situations where the Zoning Map and Comprehensive Plan Map designation do not match, the current zoning designation is followed by the Comprehensive Plan designation in parentheses, for example "R5(RH)."

The proposed zoning map contains the following zone abbreviations and overlay designations.

EX	(Central Employment)
CX	(Central Commercial)
CS	(Storefront Commercial)
RH	(High-density, multi-dwelling Residential)
R1	(Medium-density, multi-dwelling Residential)
R2	(Low-density, multi-dwelling Residential)
R2.5	(Single-dwelling, "Rowhouse" Residential)
R5	(Single-dwelling Residential)
IR	(Institutional)
OS	(Open Space)

Design Overlay Zone - d

The design overlay is automatically applied in conjunction with certain base zones, including CX and EX. The Design Overlay zone "d" is also proposed for all properties in the Interstate Corridor that have RH and CS zoning. This "d" overlay zone was applied to the underlying Comprehensive Plan designations for Neighborhood East through the Albina Community Plan process to ensure that, as the area transforms into a high-density neighborhood, new buildings larger in scale than existing buildings are of good design quality.

Alternative Design Density Overlay Zone - a

This overlay zone allows increased density for development that meets additional design compatibility requirements. The existing "a" will remain on R5-zoned properties within the study area. However, the "a" will be automatically dropped from R5a zoned properties that are rezoned to higher-density zoning since the overlay has no effect on projects in RH, IR, C, or E zones.

Aircraft Landing Zone – h

This overlay zone provides safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures and vegetation. In the Interstate Corridor planning area, the area north of Lombard Street between Interstate Avenue and I-5 has the “h” overlay applied. It is not anticipated that this overlay will have an effect on this neighborhood as the maximum building height allowed under the “h” overlay zone is well above the maximum building heights of either the existing or the proposed zones for this area.

Historic Resource Protection Overlay Zone

There are several conservation districts in and adjacent to the study area. A portion of the Kenton Conservation District is located in the study area north of Lombard, west of Interstate Avenue. The Denver Avenue Historic District is located south of the Kenton light rail station platform. Directly east of I-5 there is the Piedmont Conservation District that includes portions of the Piedmont neighborhood, Peninsula Park, and the Killingsworth commercial areas and the Mississippi Conservation District that includes the residential neighborhoods adjacent to the freeway as well as the commercial/mixed-use area along Mississippi Avenue.

Summary of the Proposed Zoning

The proposed zoning embraces the Albina Community Plan’s overall concept of the Interstate Corridor as a high-density transit corridor by applying a zoning pattern that provides opportunities for housing, jobs, and neighborhood services that complement and support light rail. Summaries of the proposed zoning follow.

EX (central employment) is the most prevalent zone proposed along Interstate Avenue. EX has been applied along Interstate to allow for market flexibility — the zone allows commercial, employment, and residential uses. It also allows interim uses before the market is ready for higher density (such as nonresidential uses in single-family houses along Interstate Avenue) and it addresses many current nonconforming uses.

CX (central commercial) is proposed at the Lombard and Killingsworth station platforms to

encourage intensive uses at stations with excellent east-west connections.

CS (storefront commercial) is proposed for Killingsworth Street outside the immediate station platform area to reinforce Killingsworth Street as a major east-west street through north and northeast Portland (Martin Luther King Jr. Blvd. to Greeley). On Lombard Street west of Interstate Avenue, CS is proposed to reinforce this portion of the street as a pedestrian-oriented street that connects the Lombard Station area with the Denver Avenue commercial area in Kenton. CS is also proposed along Interstate Avenue in the Prescott and Kenton Station areas where Interstate Avenue veers northwest and the lots are shallow and irregular.

CG (general commercial) is currently the most typical commercial zone along Interstate Avenue. The plan proposes to change this auto-oriented, lower-intensity zone to either EX, CX, or RH, depending on location and existing land uses.

RH (high-density, multi-dwelling residential) is proposed for small areas along Interstate Avenue, Rosa Parks Way west of Interstate, and Neighborhood East between Interstate Avenue and I-5. In most cases this change will implement the Comprehensive Plan Map designation.

RH zoning in Neighborhood East

In Neighborhood East, north of Killingsworth Street the proposed zoning implements the Comprehensive Plan designation of RH. South of Killingsworth Street the proposed zoning calls for full-block zoning along Interstate Avenue, with much of the area east to the freeway being rezoned from EXd to RH. As part of the Albina Community Plan this area was zoned EX to take advantage of access to I-5 and Swan Island along Going Street. The proposed RH designation takes into account that this neighborhood is transitioning into a residential area rather than an employment area. All RH zoning is accompanied by the design overlay zone.

R1 (medium-density, multi-dwelling residential) remains in Neighborhood East between Mason and Failing Streets and on a few selected properties at the Rosa Parks Station.

R2 (Low-density, multi-dwelling residential)
R2.5 (Single-dwelling, “rowhouse” residential)

R5 (Single-dwelling residential)

These zones have been applied as transition zones in Neighborhood West. The majority of Neighborhood West is currently zoned R5, single-dwelling, and no change is being proposed in the majority of these areas. However, a transition area roughly 200-feet-wide is proposed between Interstate Avenue and the R5 single-family zoning to the west. This transition area will be primarily R2, with smaller areas of R2.5. This type of transition zoning is typical for similarly zoned situations throughout the city and allows for buildings with intermediate heights to soften the transition between single-family and higher density zones.

IR (Institutional) remains on the Kaiser Permanente Medical Campus at Overlook Station.

OS (Open Space) remains on Patton Park, Overlook Park, Beach School, Ockley Green School, and areas along Going Street.

Full-block zoning. Where possible, full-block zoning has been applied along Interstate Avenue to create more options for site and building design that can result in better transitions to adjacent neighborhoods. In areas where the block pattern runs east to west the zoning along Interstate Avenue extends roughly 200' from Interstate Avenue.

Nonconforming uses. Staff has identified over 32 nonconforming uses currently in the study area. Nonconforming uses occur when zoning changes and a property's use is not allowed in the new zone. Such uses have “grandfathered” rights to continue operating but face additional regulations if they want to expand or upgrade. If adopted, the proposed zoning would make most of the current nonconforming uses allowed uses. However, the new zoning would create 4 nonconforming uses in the form of gas stations. There is community support for some of these gas stations to continuing operating on Interstate Avenue and they may remain as “grandfathered” uses. It is generally not long-range city policy to support gas stations on light rail alignments.

	R5² Single Dwelling Residential 5000	R2.5 Single Dwelling Residential 2500	R2 Multi Dwelling Residential 2000	R1 Multi Dwelling Residential 1000	RH¹ Multi Dwelling High Density Res.	RX Central Residential	EX Central Employment	CG General Commercial	CX Central Commercial	CM Mixed Commercial/ Residential	CS Storefront Commercial	IR Institutional Residential
Height Maximum	30 ft	35 ft	40 ft	25/45 ft ³	65 ft ¹	100 ft	65 ft	45 ft	75 ft	45 ft	45 ft	75 ft
Maximum height												
Stories	3	3	4	4	6 ¹	10	6	4	7	4	4	7
Density Maximums												
FAR												
Max. bldg. coverage	20-50%	20-50%	50%	60%	85%	100%	100%	85%	100%	Min. 50% of site area	Min. 50% of site area	70%
Max. density	1 unit/ 5,000	1 unit/ 2,500	1 unit/ 2,000 sf	1 unit/ 1,000 sf	1 unit/ 1,000 sf	1 unit/ 500 sf	None	None	None	None	None	None
Density Minimums												
Min. density	None	None	1 unit/ 2,500 sf	1 unit/ 1,450 sf	1 unit/ 1,000 sf	1 unit/ 500 sf	None	None	None	None	None	None
Setbacks												
Min. front setback	10 ft	10 ft	10 ft	3 ft	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft	All setbacks 1 ft for every 2ft of bldg. ht. but in no case <10 ft
Min. side/rear setback	5 ft	5 ft	5 - 14 ft ⁴	5 - 14 ft ⁴	5 - 14 ft ⁴	0'	0 - 14 ft ⁴	0 - 14 ft ⁴	0 - 14 ft ⁴	0 - 14 ft ⁴	0 - 14 ft ⁴	Residential Retail, Office Industrial, Wholesale, Vehicle Repair
Allowable Uses	Residential	Residential	Residential	Residential	Residential Retail ⁶ , Office ⁶	Residential Retail, Office	Residential Retail, Office Industrial, Wholesale, Vehicle Repair and Servicing	Residential Retail, Office Industrial, Wholesale Vehicle Repair and Servicing	Residential Retail, Office Industrial, Wholesale, Vehicle Repair and Servicing	Residential Retail, Office Industrial, Wholesale	Residential Retail, Office Industrial, Wholesale, Vehicle Repair	Residential Retail, Office
Selected												

1 Normally the RH zone has a height limit of 25/65' (6 stories) and an FAR of 2:1. In the Interstate Light Rail Corridor, all the RH Comprehensive Plan designations are in a special area that increases the maximum FAR from 2:1 to 4:1 and the height to 75'. However, within 1,000 ft of a transit station the height is increased to 100' (Most, but not all RH development in the corridor is within 1,000 ft of a light rail station). In 4:1 FAR areas there is no requirement for the 25' transition height.

2 For the R5 zone, alternative design density overlay 'a' allows increased density of development that meets additional design compatibility requirements.

3 24/45: 25 foot height limit within 10 feet of front property line, 45 feet beyond 10 feet of front property line.

4 For variable setbacks (5-14 feet and 0-14 feet), see City of Portland Title 33 Planning and Zoning Code for explanation.

5 Residential uses are exempt from maximum FAR calculation.

6 Retail and office only allowed in RH as a conditional use.

This chart is a general summary of primary planning and zoning regulations for the predominant zones in the Interstate Light Rail corridor and is to be used as a preliminary guide only. Consult the City of Portland Title 33 Planning and Zoning Code for detailed and complete planning and zoning regulations.

Section 4

Zoning Code Amendments

Title 33, the City's Zoning Code is an important tool for implementing the North Interstate Corridor Plan urban design concepts and street framework plan.

Proposed changes to the code are as follows:

- Code language to be added is underlined and code language to be removed is shown in strikethrough.
- Code language is on the right-hand pages, while staff commentary is on the left-hand pages.

This section includes:

- Chapter 33.561 North Interstate Plan District (new)
- Amendments to Chapter 33.560 Albina Community Plan
- Amendments to Chapter 33.420 Design Overlay Zone
- Amendments to Chapter 33.560 Design Review
- Discussion of Proposed Neon Sign District and Possible Amendments to Title 32: Signs and Related Regulations

Commentary

Chapter 33.561 North Interstate Plan District

The North Interstate plan district is a new plan district that implements elements of the North Interstate Corridor Plan.

Zoning Code Amendments

CHAPTER 33.561

NORTH INTERSTATE PLAN DISTRICT

Sections:

General

33.561.010 Purpose

33.561.020 Where These Regulations Apply

Use Regulations

33.561.100 Commercial Uses in the RH Zone

Development Standards

33.561.200 Purpose

33.561.210 Maximum Building Height

33.561.220 Floor Area Ratios

33.561.230 Transition Between Zones

33.561.240 Minimum Density in the RH Zone

33.561.250 Exterior Display and Storage

33.561.260 Off-Site Impacts of Industrial Uses in the EX Zone

33.561.270 Required Building Lines

33.561.280 Active Building Use Areas

33.561.290 Ground Floor Windows in the EX and CS Zones

33.561.300 Motor Vehicle Access

33.561.310 Compatibility Standards in the R2.5, R2, and R1 Zones

Map 561-1 North Interstate Plan District

Map 561-2 North Interstate Plan District: Maximum Building Heights and Floor Area Ratios

Map 561-3 North Interstate Plan District: Required Building Lines/ Active Building Use Areas

Commentary

Purpose

The North Interstate plan district is one of the implementation tools for the North Interstate Corridor Plan that addresses key elements of the plan. The plan district regulations can be grouped into three primary categories: urban form, building transitions, and site and building pedestrian-orientation.

Urban Form. These standards regulate the height and floor area ratio (FAR) in certain areas to implement urban design concepts that call for more visible developments at the Prescott, Killingsworth, and Lombard Stations, identified focal points, and along the freeway edge.

Building Transitions. These standards foster new larger scale developments that add to the livability of the neighborhood, with minimum negative impacts to surrounding smaller buildings. In Neighborhood East—where design review will primarily address this issues—the plan district also allows smaller developments on 5,000 square foot lots for better site and building design. In Neighborhood West this is done by requiring larger buildings along Interstate Avenue to step down to the lower density “transition zones” of R1 and R2 and by requiring new development in the “transition zones” to meet additional compatibility standards.

Site and Building Pedestrian Orientation. These standards require sites and buildings to be pedestrian-oriented, especially at the station platforms. These standards complement the proposed special right-of-way standards to:

- Ensure that identified key multi-modal or pedestrian streets are safe and appropriate places for pedestrians;
- Encourage use of bus and transit; and
- Support walking to neighborhood services.

Zoning Code Amendments

General

33.561.010 Purpose

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.

33.536.020 Where These Regulations Apply

The regulations of this Chapter apply in the North Interstate plan district. The boundaries of the plan district are shown on Map 561-1 at the end of this Chapter, and on the Official Zoning Maps.

Commentary

Commercial Uses in the RH Zone

Throughout the planning process there has been support for allowing ground floor commercial uses by right in RH properties fronting Interstate Avenue. Currently, a limited amount of Retail Sales And Service uses are allowed in new construction through a conditional use process for sites in the RH zone that are within 1,000 ft. of a light rail station. The proposed regulation would provide more flexibility in the RH zone, allow for neighborhood services, and provide options for limited commercial in RH-zoned existing residential properties along Interstate Avenue.

Zoning Code Amendments

Use Regulations

33.561.100 Commercial Uses in the RH Zone

A. Purpose. Allowing a limited amount of commercial uses in the RH zone along Interstate Avenue improves the economic viability of residential development by allowing mixed-use development, while ensuring that residential uses remain the dominant use in the zone. It also provides a more interesting and active ground floor along this busy arterial and provides an interim use for houses where owners want to add commercial uses to the ground floor.

B. Commercial uses allowed. Commercial uses are allowed in the RH zone on sites that have frontage on Interstate Avenue, as follows:

1. Only Retail Sales And Service and Office uses are allowed;
2. There must be floor area in Residential use on the site, either existing or proposed for development concurrent with the commercial floor area;
3. The commercial uses are allowed only on the ground floor of a building; and
4. Up to 35 percent of the total floor area on the site may be developed for commercial uses. More than 35 percent is prohibited.

Commentary

33.561.210 Maximum Building Height

To support light rail, Portland's Zoning Code currently includes special RH height standards in the Interstate Corridor. For sites within 1,000 feet of a light rail station, the maximum height is currently 100 feet; beyond 1,000 feet the maximum height is 75 feet. Most of the sites proposed for RH zoning in the Interstate Corridor are within 1,000 feet of a light rail station. Throughout the development of this plan there has been concern from the neighborhood that 100 feet in the RH zone is too high. However, concerns about height have been countered with concerns about the effect that lowering the maximum height may have on the design of the building and the ability of a project to include desirable features such as underground parking.

The building height maximums proposed here respond to issues raised by the public during this process and will implement the urban design concepts that call for: increased activity at the station platforms; higher buildings with visual prominence in a few selected areas, signature buildings at the "focal points" along Interstate Avenue; and higher buildings along the freeway edge to buffer the rest of Neighborhood East and take advantage of the views to the east.

The proposed maximum building heights are:

- Maximum height in the RH zone is 75 feet throughout the corridor; height will not automatically increase to 100 feet within 1000 feet of light rail stations.
- As a trade-off for reducing the overall height in the RH zone, building heights are increased in the following special locations:
- At the most active station platforms, Lombard and Killingsworth, allow 85 feet in the CX and EX zones;
- At the Prescott Station east of Interstate Avenue, allow maximum building heights of 100 feet in the EX zone. With its significant re-developable land and direct connections across I-5 to the Mississippi Conservation District, this area has the potential to be the corridor's most vibrant mixed-use area;
- At the focal points identified in the urban design concept: in the Kenton neighborhood as Interstate veers northwest; allow 85 feet in the EX zone; and at the Prescott station as Interstate veers northwest; allow 100 feet in the area described above; and
- In the blocks east of Montana Avenue along the freeway edge allow 85 feet in the RH and EX zones.

The special maximum building heights of 85 and 100 feet will allow for different buildings types, improved construction quality (concrete and steel), possible underground parking, and other features not as financially feasible in shorter development. They would also allow enough difference in height between the 75 feet RH/CX and 65 feet EX that a building would be able to make a statement as a "focal point" structure. The 85 feet would also reflect a current development proposal along the freeway behind Fred Meyer that is 85 feet with underground parking.

In most cases, development will not reach the maximum height because of other regulations such as maximum FAR, maximum building coverage, the need to manage stormwater on-site, required landscaping, etc. Market forces will also limit the viability of taller structures unless the cost of land rises substantially or other market forces affect the dynamics of changing land uses. See matrix on next page for the base zone height/FAR regulations for zones proposed in the Interstate Corridor.

Zoning Code Amendments

33.561.210 Maximum Building Height

- A. Purpose.** The maximum building height standards:
- Allow taller buildings to provide visual prominence and intense activity near station platforms and at identified focal points; and
 - Allow taller buildings along Interstate 5 to achieve a defined edge within the larger neighborhood context and allow buildings to take greater advantage of views to the east over the freeway.
- B. Maximum building heights.** The maximum building heights are shown on Map 561-2, except as specified in section 33.561.230. Adjustments to maximum heights are prohibited, but modifications through Design Review may be requested.

Commentary

33.561.220 Floor Area Ratios (FAR)

The Floor Area Ratio (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 2:1 means two square feet of floor area for every one square foot of site area.

The following proposed FAR maximums in the Interstate Corridor are intended to work with the proposed special maximum building heights to allow more flexibility for building design. The plan district proposes the following maximum FARs:

- RH and CX continue to have a 4:1 FAR (base zone);
- EX continues to have a 3:1 FAR (base zone), except in areas where the maximum building height has been increase to 85 or 100 feet, in which case the FAR is increased to 4:1.

FAR regulations affect building design options. A special height maximum of 85 or 100 feet combined with current FAR standards of 3:1 may lead to buildings that are bulkier than desired. Increasing the FAR to 4:1 will allow taller, thinner buildings that may offer amenities such as more open space, landscaping and space between buildings.

The matrix below has been provided for reference to the discussion on special height and FAR regulations.

Zones in the Plan District with Proposed Special Height and FAR Regulations	Building Height Maximums	Maximum FAR
Central Employment (EX)	65 feet	3:1
High Density Residential (RH) Note: All properties within the plan district have higher maximum heights and FARs to support the light rail. Properties within 1,000 ft. of a light rail station Properties outside 1,000 ft. of a light rail station	100 feet 75 feet	4:1 4:1
Central Commercial (CX)	75 feet	4:1* *exempts residential uses
Storefront Commercial (CS)	45 feet	3:1* *exempts residential uses

Zoning Code Amendments

33.561.220 Floor Area Ratios

A. Purpose. The floor area ratio standards work with the maximum building height standards to:

- Increase intensity near the light rail stations at the most intensive station areas: Lombard, Killingsworth, and Prescott; and
- Allow design flexibility for taller buildings that create opportunities for increased open space on the site and visually prominent architecture.

B. Where these regulation apply. These regulations apply to new development and additions of floor area to the site.

C. Regulation. Maximum floor area ratios are shown on Map 561-2

Commentary

561.230 Transition Between Zones

In the Interstate Corridor there are two situations for how the mixed-use/high-density zoning (EX, RH and CX) along Interstate Avenue meets the adjacent neighborhoods.

- In Neighborhood East the mixed-use/high-density zoning almost always is adjacent to RH-zoned areas;
- In Neighborhood West there is a “transition area” of R1 and R2 zoning between the mixed-use/high-density zoning along Interstate and the R5, single-dwelling zoned area, to the west.

Neighborhood East. It is difficult to address the issue of larger scale buildings next to smaller scaled buildings in Neighborhood East because the RH zone allows the same (if not taller) buildings than those along Interstate Avenue. However, in the RH and EX zones the base zone requires landscaped side and rear setbacks when abutting residential properties. Design review is also proposed for all EX and RH properties in the Interstate Corridor and can address building design issues on a case-by-case basis.

Neighborhood West. When two zones with different maximum building heights are adjacent to one another, as in the case of the R2 and R1 zones adjacent to the EX and RH zones along Interstate, special regulations can help to soften this transition. Special building stepdown regulations are proposed for sites zoned EX or RH that abut or are across the street from R1 and R2 (and in one case R2.5). This stepdown requires lower heights closer to the lower density zone, and also requires that the building mass be further away from the lower density zone to allow more space and privacy.

Similar stepdown provisions are used elsewhere in the code to provide a transition between zones. Staff initially discussed with the community the Hollywood plan district regulation that includes two stepdowns. However, because of the shallow lots common along Interstate, and because sites in the EX and RH zones are subject to design review, only one step is proposed here for more design flexibility.

Figures have been provided to illustrate how this regulation would be applied to properties in the North Interstate plan district. These figures illustrate the most common zones that would apply: EX and R2 (other zones will vary based on maximum building height and setbacks). The figures show both full-block and mid-block transitions.

- Figure 561-1. When the transition occurs mid-block, such is typical in Neighborhood West from Ainsworth to Skidmore.
- Figure 561-2. When there is full-block zoning and the higher density development is across the street from the lower density development.

Note that in very narrow or shallow lots the development may not be able to achieve the maximum height unless more lots are acquired.

Zoning Code Amendments

33.561.230 Transition Between Zones

- A. Purpose.** These regulations ensure that there is a transition in height when high intensity zones abut or are across the street from low and medium density residential zones.
- B. Where these regulations apply.** The regulations of this section apply to sites in RH, CX, and EX zones that abut or are across a street from an RF through R1 zone.
- C. Maximum building height.**
 1. Sites abutting RF-R1 zones. On sites abutting RF-R1 zones, on the portion of the site within 25 feet of a site zoned RF-R1, the maximum building height is the same as the abutting residential zone. See Figure 561-1.
 2. Sites across a street from RF-R1 zones. On sites across a street from RF-R1 zones, on the portion of the site within 15 feet of the lot line across the street from a site zoned RF -R1, the maximum building height is the same as the residential zone across the street. See Figure 561-2.

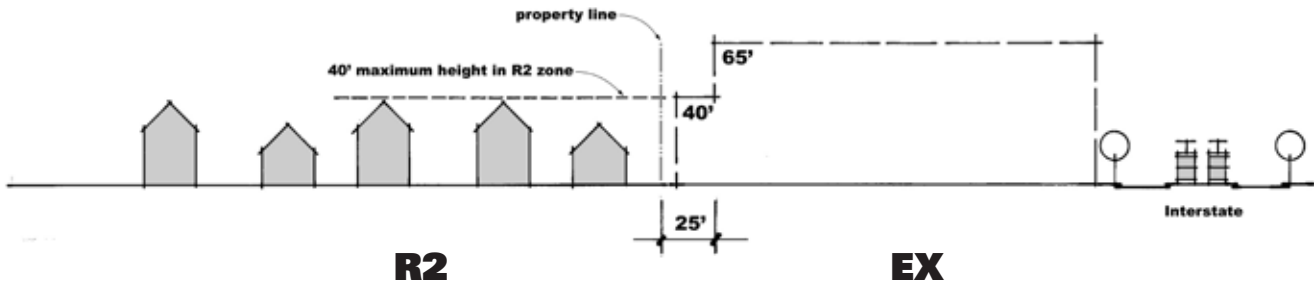


Figure 561-1

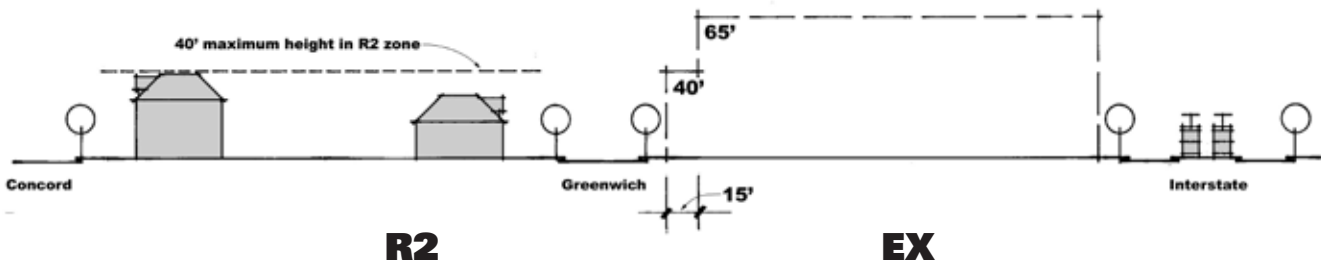


Figure 561-2

Commentary

Minimum Density in the RH Zone

The minimum density in the RH zone is 1 unit per 1,000 square feet of site area; development on a typical 5,000 square foot lot must include at least 5 dwelling units and this is difficult to do on such a small lot. Decreasing this minimum density on small lots in Neighborhood East and along Rosa Parks Way would allow more flexibility in design and building type. The proposed minimum density would require a 5,000 sq. ft. lot to build 3 units. Requiring fewer units on small lots would also make it easier to provide on-site parking and include more landscaping.

This reduction in density is not proposed for sites fronting Interstate Avenue because a higher level of activity is desired there, and consolidation of smaller lots into larger sites is encouraged.

Zoning Code Amendments

33.561.240 Minimum Density in the RH Zone

- A. Purpose.** Reducing the minimum density on small lots in the RH zone provides flexibility for development of a broader range of dwelling types.
- B. Standard.** In the RH zone, the minimum residential density on sites up to 5,000 sq ft in area is 1 unit per 2,000 square feet of site area. This standard does not apply on corner lots or portions of sites within 200 feet of Interstate Avenue.

Commentary

33.561.250 Exterior Display and Storage

Exterior display, storage and work activities are not allowed in the EX, RH, CX and CG zones. To enhance the pedestrian environment and support desired mixed-use and residential developments, certain pedestrian-oriented accessory uses are proposed to be allowed in these zones.

Zoning Code Amendments

33.561.250 Exterior Display and Storage

Exterior display and storage are prohibited except for outdoor seating for restaurants and pedestrian-oriented accessory uses, including flower, food, or drink stands. Temporary open-air markets and carnivals are also allowed.

Commentary

33.505.260 Off-Site Impacts of Industrial Uses in the EX Zone

This standard is from the Albina plan district and will apply to new EX-zoned areas along Interstate Avenue and in the Prescott station area. The EX zone allows commercial, residential, and light industrial uses. This standard is intended to protect residential and commercial uses in the EX zone, as well as residential uses adjacent to or across the street from the EX zone. The standard does this by requiring industrial uses to meet the standards of Chapter 33.262, *Off-Site Impacts*, which address vibration, odor, and glare.

Zoning Code Amendments

33.561.260 Off-Site Impacts of Industrial Uses in the EX Zone

- A. Purpose.** Because there are residential and commercial uses in, and adjacent to, areas zoned EX, and there may be additional residential and commercial uses in the future, the off-site impacts of industrial uses must be limited. These limitations protect the economic viability and residential livability of the area.

- B. Industrial uses in the EX zone.** Industrial uses must meet the standards of Chapter 33.262 Off-Site Impacts. These standards must be met at the property line of the site.

Commentary

33.538.270 Required Building Lines

The Required Building Line standard works together with the Active Building Use Areas, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). These plan district regulations also work in concert with the special Interstate right-of-way standards that promote a convenient, pleasant, and safe pedestrian system throughout the corridor.

The Required Building Line regulation is intended to enhance the pedestrian environment by bringing building walls up to the sidewalk and requiring these walls to be a minimum height of 25 feet. The building can be set back to the transit street setback of 10 feet if there are pedestrian amenities between the building and the sidewalk.

Zoning Code Amendments

33.538.270 Required Building Lines

- A. Purpose.** The Required Building Line standard works together with the Active Building Use Areas, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). They ensure that buildings are built near the sidewalk and areas between the building and the sidewalk includes pedestrian amenities.
- B. Where these regulations apply.** These regulations apply to new development on sites with frontage on the streets shown on Map 561-3. Alterations or exterior improvements to existing development are exempt from these regulations.
- C. Building line standards.** Exterior walls of buildings designed to meet these requirements must be at least 25 feet high.
1. The building must extend to the street lot line along at least 75 percent of the lot line; or
 2. The building must extend to within 10 feet of the street lot line for 75 percent of the lot line and the space between the building and the street lot line must be designed as an extension of the sidewalk and committed to active uses such as seating areas, sidewalk cafes or vendor's stands.

Commentary

33.538.280 Active Building Use Areas

The Active Building Uses Areas standard works together with the Required Building Line, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). These plan district regulations also works in concert with the special Interstate right-of-way standards that promote a convenient, pleasant, and safe pedestrian system throughout the corridor.

The Active Building Use Areas standard is intended to reinforce the continuous pedestrian-active ground-level building uses at the station platforms and along major east-west streets (Killingsworth and Lombard).

Zoning Code Amendments

33.561. 280 Active Building Use Areas

- A. Purpose.** The Active Building Uses standard works together with the Required Building Line, Ground Floor Windows, and Motor Vehicle Access standards to ensure a vibrant and attractive pedestrian environment at the station platforms and along key east-west streets (Killingsworth and Lombard). These regulations ensure the continuity of active ground uses which reinforce the relationship of uses within a building and the sidewalk. Active uses include but are not limited to: lobbies, retail, residential, commercial, and office.
- B. Where these regulations apply.** These regulations apply to new development on sites with frontage on the streets shown on Map 561-3. Alterations or exterior improvements to existing development are exempt from these regulations.
- C. Active building use area required.** Buildings must be designed and constructed to accommodate active uses, such as lobbies, residential, retail, commercial, or office. This standard must be met along at least 50 percent of the ground floor of walls fronting the streets shown on Map 561-3.

Areas designed to accommodate active building uses must meet the following standards:

1. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;
2. The area must be at least 25 feet deep, measured from the street-facing facade;
3. The area may be designed to accommodate a single tenant or multiple tenants;
4. The street-facing facade must include windows and doors; and
5. Parking is not allowed in the active building use areas.

Commentary

33.561.290 Ground Floor Windows in the EX and CS Zones

Along Interstate Avenue there is a transit street maximum setback of 10' feet for the EX, CX, and CS zones (20 feet the RH zone). At least 50 percent of the length of the ground floor level street-facing façade of the building must be within this maximum setback.

In the CX zone all exterior walls on the ground level which face a street lot line, sidewalk, plaza, or other public open space or right-of-way must meet the following standard: "The windows must be at least 50 percent of the length and 25 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to 9 feet above the finished grade. The requirement does not apply to the walls of residential units, and does not apply to the walls of parking structures when set back at least 5 feet and landscaped to at least the L2 standard (low screen)."

The EX and CS zones exempts the window standard above on all exterior walls on the ground level which are more than 20 feet from a street lot line, sidewalk, plaza, or other public open space or right-of-way. This regulation ensures that portions of buildings in the EX and CS zones that are set back further than 20 feet are not blank walls and contain a minimum amount of window area.

Zoning Code Amendments

33.561.290 Ground Floor Windows in the EX and CS Zones

- A. Purpose.** This standard enhances the attractiveness and safety of the pedestrian environment by ensuring that all street-facing ground level building walls contain windows and are not blank walls. These required ground floor windows provide surveillance opportunities from within a structure to adjacent sidewalk areas and reduce the likelihood of a monotonous pedestrian environment.
- B. Standard.** All exterior walls on the ground level which face a street lot line, sidewalk, plaza, or other public open space or right-of-way must meet the Ground Floor Window requirements of the CX zone.

Commentary

33.561.300 Motor Vehicle Access

This regulation reduces curb cuts and driveways along Interstate Avenue creating a better environment for pedestrians along the light rail alignment. It also facilitates better building and site design by incorporating on-site parking in the back when possible.

Further discussion is needed for direction on how to address alleys and loading in the Interstate Corridor.

- Do we need regulations in the plan district to address loading issues in the Interstate Corridor?
- There are some blocks along Interstate Avenue with alleys. Use of these alleys should be encouraged to achieve better building and site design. However, many are unimproved, and there are concerns about requiring alleys as the sole means of access in light of the necessary improvements applicants are currently required to make to the entire length of the alley.

Zoning Code Amendments

33.561.300 Motor Vehicle Access

- A. **Purpose.** To encourage a transit-supportive, pedestrian-oriented environment with a continuous frontage of buildings and active uses along Interstate Avenue motor vehicle access should be limited when possible.
- B. **Parking access restricted.** Motor vehicle access to a vehicle area or structure is not allowed from Interstate Avenue unless the site has no other street frontage.

Commentary

Compatibility Standards in the R2.5, R2 and R1 Zones

To provide a transition between the single-dwelling zoning of Neighborhood West and the higher intensity zoning along Interstate Avenue, an area between the two is zoned R1, R2, and R2.5. However, there is still concern that new development in the R1, R2, and R2.5 zones be compatible with the existing neighborhood, although most new development is likely to be only slightly larger than the adjacent single-dwelling development. There was also concern that the new development be of a high quality.

Many of the public comments on this issue requested design review in these areas. However, the City generally does not require design review for these zones (outside of historic and conservation districts) because of the associated costs and the relatively small impact of this development compared to larger commercial, mixed-use, or residential buildings. In addition, most of the development in these zones would be eligible for the Community Design Standards "track," where they would be required to meet specific design standards but do not have to go through a land use review process.

As an alternative to design review, and to respond to the neighborhood concerns, the plan district includes several design standards drawn from Chapter 33.218, Community Design Standards. These standards address:

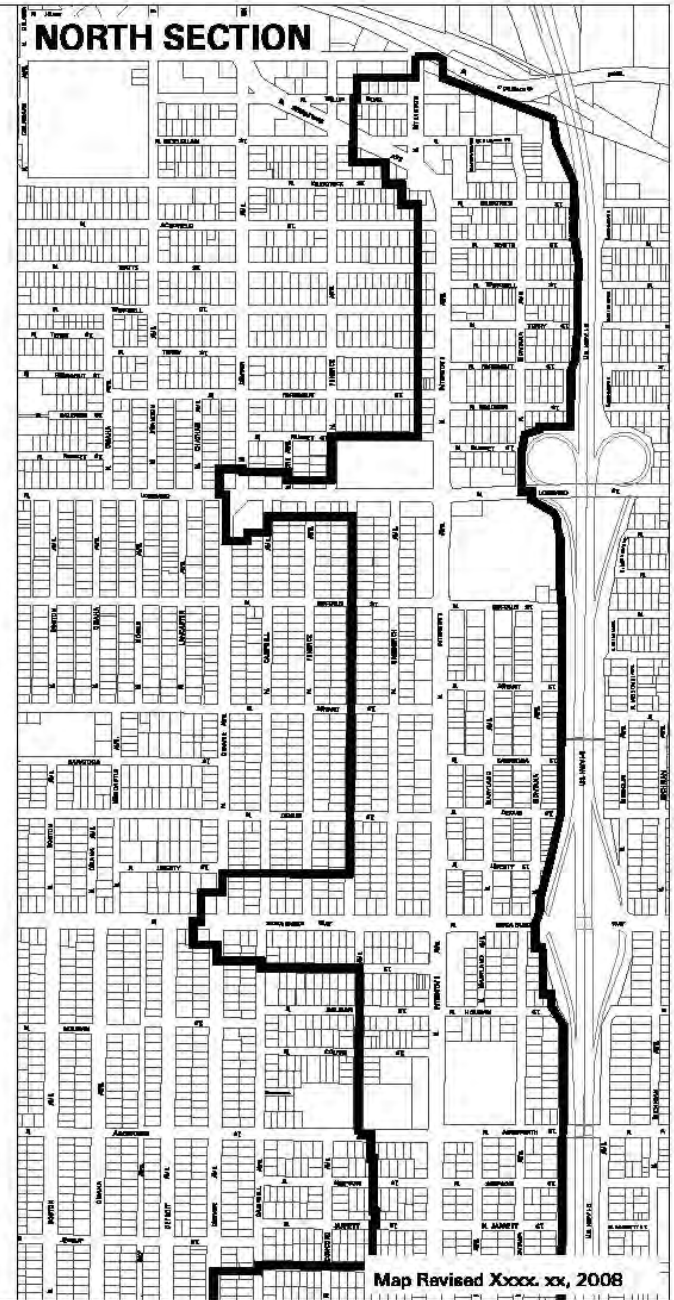
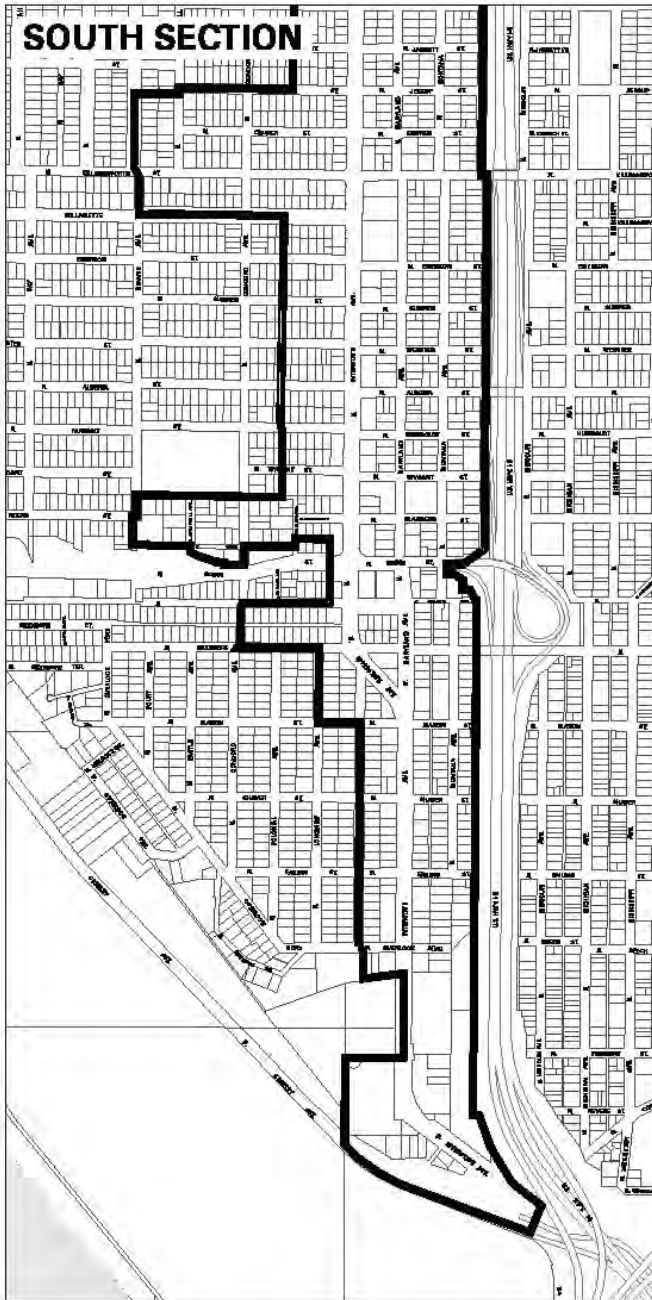
- Front building setbacks (maximum of 20 ft);
- Covered area at the main entrance;
- No parking in the front setback; and
- Limitations of exterior finish materials.

These special standards will work together with standards of the base zone, such as requiring main entrances to face the street, minimum amount of street-facing windows, and required outdoor area, to help new development blend into the neighborhood.

Zoning Code Amendments

33.460.310 Compatibility Standards in the R2.5, R2 and R1 Zones

- A. Purpose.** These standards ensure that development of sites with the potential for medium density development:
- improves the transition between high density mixed-use development along Interstate and single-dwelling zone areas;
 - contributes positively to established neighborhoods; and
 - creates a strong physical and visual connection between the living area and the street.
- B. Where these standards apply.** The standards of this section apply to duplexes, attached houses, and multi-dwelling structures in the R2.5, R2 and R1 zones.
- C. Standards.**
1. Building setback. Primary buildings must not be set back from the front lot line more than 20 feet.
 2. Main entrances
 - a. Covered area at main entrance. There must be a covered area at all main entrances that face the street. If the main entrance is to a single dwelling, the covered area must be at least 6 feet wide and 4 feet deep. If the main entrance is to more than one dwelling unit, the covered area must be at least 9 feet wide and 7 feet deep.
 - b. Covered balcony. Attached houses have the option of providing a covered balcony on the same façade as the main entrance. The covered area provided by the balcony must be at least 48 square feet, a minimum of 8 feet wide and no more than 15 feet above grade. The covered balcony must be accessible from the interior living space of the house.
 3. Parking areas in the front setback. Parking areas may not be located in the front setback.
 4. Exterior finish materials. The standards of this subsection must be met on all building facades:
 - a. Plain concrete block, plain concrete, corrugated metal, plywood and sheet pressboard are not allowed as exterior finish material, except as secondary finishes if they cover no more than 10 percent of the surface area of each façade. Composite boards manufactured from wood or other products, such as hardboard or hardplank, may be used when the board product is less than 6 inches wide.



Map Revised Xccc. xx, 2008



0' 825' 1650'

Scale in Feet

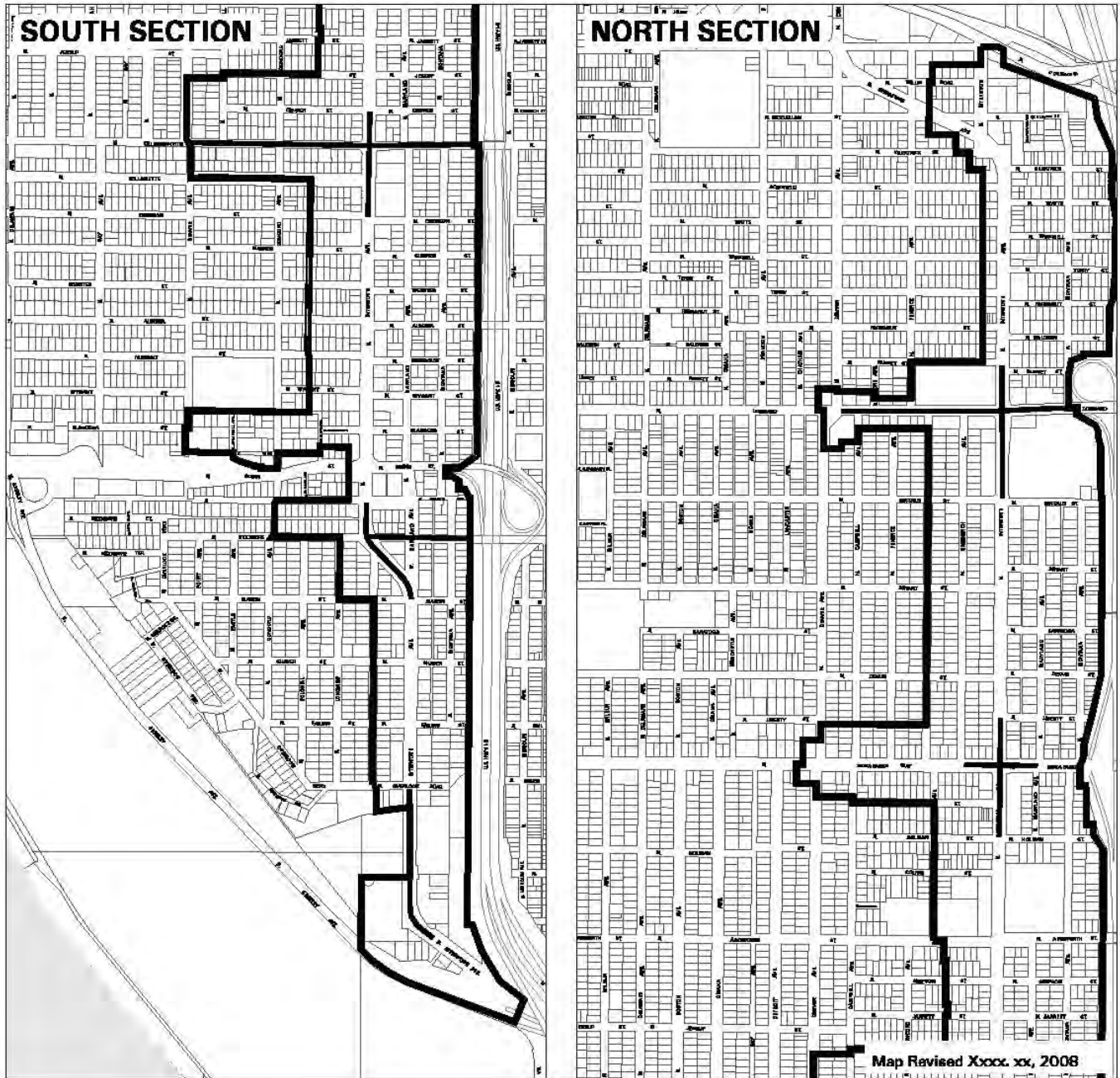


Plan District Boundary

Map 561-1

Proposed North Interstate Plan District

Bureau of Planning • City of Portland, Oregon

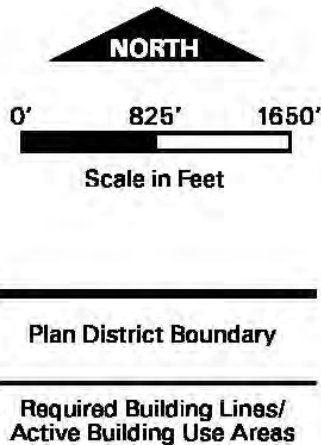


Map 561-3

Proposed North Interstate Plan District

Required Building Lines/ Active Building Use Areas

Bureau of Planning • City of Portland, Oregon



Commentary

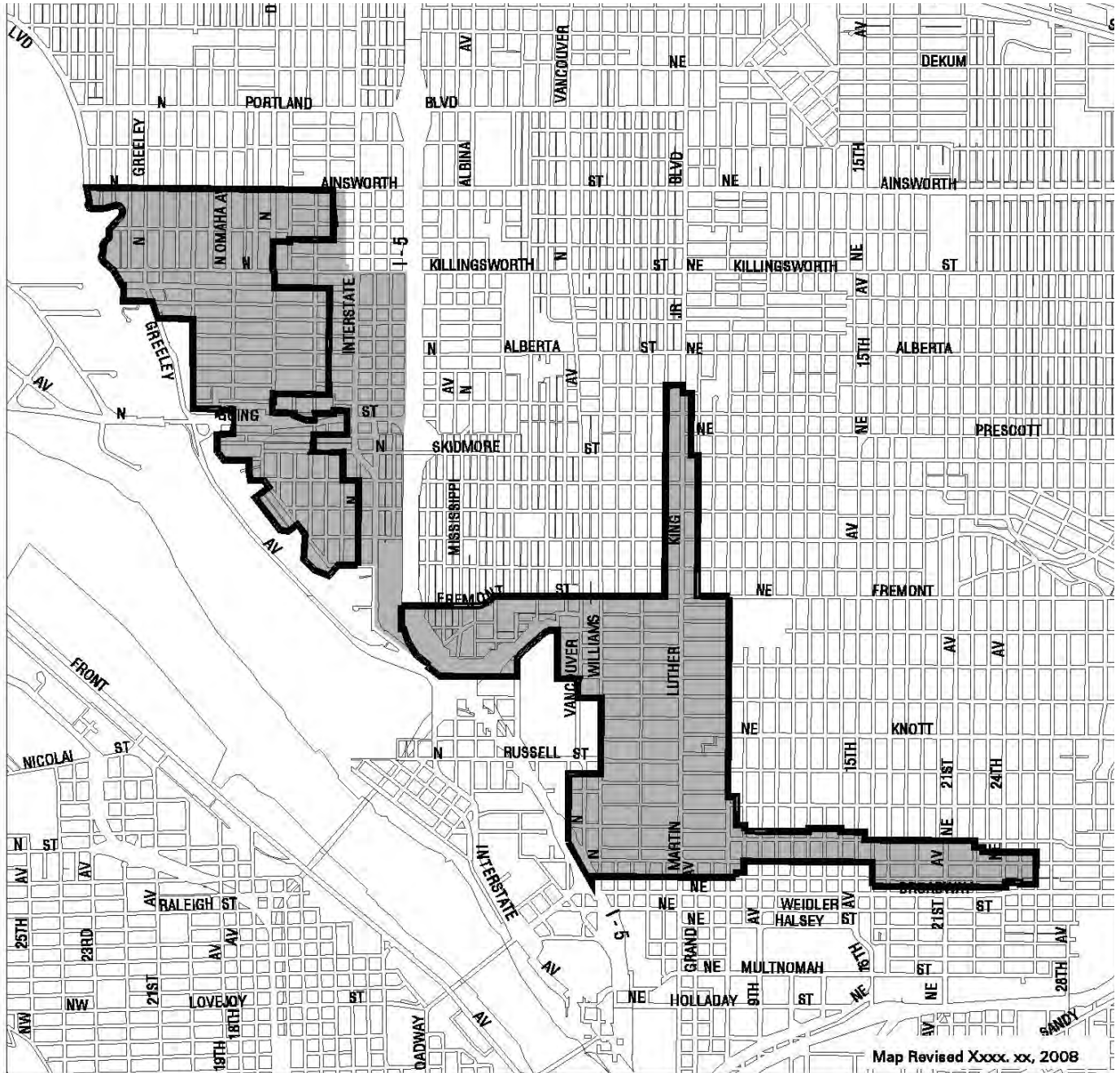
Chapter 33.505 Albina Community Plan

The Albina Community plan district is bisected by the proposed North Interstate plan district. Rather than have some sites in two plan districts, which would create some confusion about which regulations apply, the boundaries of the Albina Community plan district will be amended so that the “overlap” area is only in the North Interstate plan district.

Amendments to the boundaries of Map 505-1: Albina Community Plan District are shown to the right.

The former Albina plan district properties, now only in the North Interstate Corridor, will not be affected by this change.

Albina Plan District Regulations	
Commercial Uses in the RH Zone	Only applies to properties fronting Martin Luther King Jr. Blvd
Minimum Density Standards	Only applies to properties fronting Martin Luther King Jr. Blvd
Off-Site Impacts in the EX Zone	This regulation has been added to the North Interstate Plan District
Parking Requirement Reduction	All sites in the North Interstate plan district are within 500 of light rail alignment so therefore they have no parking requirements
Attached Residential Infill on Vacant Lots in R5 Zoned Areas-	There are no R5 zoned properties in the North Interstate plan district



Map 505-1

Proposed Amendment to Albina Community Plan District

Bureau of Planning • City of Portland, Oregon

Commentary

33.420.045 Exempt From Design Review

The addition of design review requirements throughout the plan district is intended to target new mixed-use and residential development as the area transforms to a higher density mixed-use transit corridor. In Neighborhood East the design overlay zone has been applied to hundreds of single-family houses. Exempting alterations to single-dwelling detached housing from design review allows investment to continue without additional regulation. However, because of the high visibility of properties on Interstate Avenue this exemption does not apply to single-family houses that front on Interstate Avenue.

33.825.025 Review Procedures

This amendment requires a Type II review procedure for design review applications in the North Interstate plan district. The level of review is typical for most areas of the city outside of the Central City. A Type II review is administered by the Bureau of Development Services; appeals are to the Design Commission.

Zoning Code Amendments

33.420 Design Overlay Zone

33.420.045 Exempt From Design Review

The following items are exempt from design review:

- A. through U. [no change]
- V. Within the North Interstate plan district, alterations to single-dwelling, detached structures not fronting on Interstate Avenue.

Chapter 33.825 Design Review

33.825.025 Review Procedures

- A. **Procedures for design review.** Procedures for design review vary with the type of proposal being reviewed and the design district in which the site is located. Design review in some design districts requires an additional procedural step, the Neighborhood Contact requirement, as set out in Section 33.700.025, Neighborhood Contact. Some proposals in the Central City plan district must provide a model of the approved proposal, as set out in Paragraph A.5, below.
 - 1. Type III [no change]
 - 2. Type II. The following proposals are processed through a Type II procedure:
 - a. through t. [no change]
 - u. Proposals within the North Corridor plan district.

Commentary

During the planning process for the North Interstate Corridor Plan, there has always been interest in preserving and even building on the character of the neon signs along Interstate Avenue. There are many signs from the 1940s-50s that reflect Interstate Avenue's past as a main north-south highway (Highway 99) before the construction of I-5 in the 1960s. The North Interstate Corridor Plan is addressing neon signs in the following ways.

Potential Neon Sign District. The urban design concept identifies a potential Neon Sign District along Interstate Avenue—from Overlook Station to Kenton Station. To reinforce the neon character of the street, buildings fronting Interstate would be encouraged to retain and reuse existing freestanding neon signs either on site, or on another acceptable site that fronts Interstate Avenue. New development along Interstate would be encouraged to incorporate neon into signage and building design.

Special Neon Sign Design Guidelines. All property fronting Interstate Avenue will have the design overlay zone. Amendments to the Community Design Guidelines, Section 5 of this document, propose a special design guideline for the Interstate Corridor that addresses neon signs: "Strengthen the cultural significance of Interstate Avenue's iconic neon signs." This design guideline will help implement the Neon Sign District.

Existing Neon Signs

Staff has taken an informal inventory of neon signs along the Interstate Corridor and has identified the following signs to be the best examples.

- Palms Motel freestanding neon sign
- Alibi neon signs
- Westerner Motel freestanding neon sign
- Crown Motel neon sign (now in storage)
- Viking Motel freestanding neon sign
- Nite Hawk Café and Lounge



There are challenges with preserving these signs. In many cases the larger existing neon signs do not conform to the current sign code regulations. As nonconforming development they may continue to exist in their current locations, but there are significant issues with moving them on their current site or to a new location. Most of Interstate Avenue is proposed to be zoned EX. Sign code standards in the EX zone are as follows:

- Maximum sign area is 200 sq. ft.
- Maximum height is 25'
- Freestanding signs may not extend into the right-of-way.
- Changing image sign features are limited to a total combined area of 20 sq. ft. per site.

CX, RH, and CS have much more restrictive regulations

Zoning Code Amendments

Title 32 Signs and Related Regulations

Possible Amendments to Title 32 Signs and Related Regulations

If the North Interstate Corridor Plan creates a Neon Sign District, the City's sign code should be amended to allow (identified) existing neon signs to move to EX-zoned locations along Interstate Avenue in the Neon Sign District without going through a sign adjustment procedure.

All new neon signs would be required to conform to the sign code regulations (Title 32, Signs and Related Regulations).



Section 5

Amendments to Community Design Guidelines

The proposed *North Interstate Corridor Plan* applies the design overlay “d” to properties zoned RH, EX, IR, CX, and CS in the North Interstate Corridor plan district. Properties in the plan district will be subject to a two-track system of design review. Applicants may choose to go through a discretionary land use review using the Community Design Guidelines as approval criteria, or in addition to this option, some projects may be eligible to meet the nondiscretionary, regulation-based community design standards (Chapter 33.218 of the *Zoning Code*).

Special design guidelines for North Interstate are proposed to be added to the *Community Design Guidelines* for projects in the Interstate Corridor. These guidelines address unique characteristics and urban design elements for this part of the City and are used when projects go through the City’s design review process.

The Community Design Guidelines

The Community Design Guidelines are grouped into three categories listed below. Mixed use, commercial, industrial, institutional, and multi-dwelling project types must meet all of the applicable guidelines.

Portland Personality Guidelines

- P1. Plan Area Character
- P2. Historic and Conservation Districts
- P3. Gateways

Pedestrian Emphasis Guidelines

- E1. The Pedestrian Network
- E2. Stopping Places
- E3. The Sidewalk Level of Buildings
- E4. Corners that Build Active Intersections
- E5. Light, Wind and Rain

Project Design Guidelines

- D1. Outdoor Areas
- D2. Main Entrances
- D3. Landscape Features
- D4. Parking Areas and Garages
- D5. Crime Prevention
- D6. Architectural Integrity
- D7. Blending Into the Neighborhood
- D8. Interest, Quality and Composition

The Plan Area Character Guideline P1: “*Enhance the sense of place and identity by incorporating site and building design features that respond to the area’s desired characteristics and traditions,*” recognizes the unique characteristics and urban design goals of different parts of the city, and encourages new development that enhances these characteristics. Currently, there are special P1 guidelines for the Albina Community Plan Area, the Outer Southeast Plan Area, the Southwest Community Plan Area, the Hollywood and Sandy Plan Area, the Northwest District Plan Area, the St. Johns/Lombard Plan Area, and the 122nd Avenue Station Area.

The North Interstate Corridor Plan is proposing to add guidelines to P1: Plan Area Character that focus on:

- Integrating larger scale buildings into transformative areas with existing smaller buildings (Neighborhood East)
- Addressing the transition between high-density development along Interstate Avenue and the lower density areas in Neighborhood West; and
- Neon and neon signs

The following amendments do not change the existing guidelines, but add examples of how to satisfy Guideline P1 (Plan Area Character) for properties in the Interstate Avenue Plan Area.

Amendments to the Community Design Guidelines

(P1: Plan Area Character)

Plan Area Character Guideline, P1: “Enhance the sense of place and identity by incorporating site and building design features that respond to the area’s desired characteristics and traditions,”

This guideline may be accomplished in the Interstate Avenue Plan Area by:

A. Strengthening the character of the individual station areas.

Overlook Station: Employment Anchor

New mixed use development at this gateway station area strengthens the regional Kaiser medical and employment center by targeting services and needs for employees. New buildings have active ground floor uses facing Interstate Avenue, and some of the existing building edges have been improved. New development near the historic Kaiser Town Hall, Polish Church, and Polish Library enhances these cultural assets by developing strong architectural transitions and incorporating complementary uses. There is the potential for a “festival street” on Failing Street between Interstate Avenue and I-5 that would facilitate community events and strengthen the connection between the station platform and the Mississippi District. Views and access into Overlook Park have been improved and there are signature opportunities for new development to take advantage of good views to downtown and the west hills.



Photo to come

Prescott Station: Neighborhood Center

New development at this corridor focal point builds on the placemaking opportunities presented by the curve in Interstate Avenue at Skidmore and Mason. Buildings at this station area are among the largest along the corridor, and strengthen Interstate with active edges. New development at this station area has also framed and enhanced Maryland as a more locally-oriented street, by discouraging access through to Going, and reclaiming some excess streetscape for signature art or green street facilities. Connections to the Mississippi District from the station area along Skidmore have also been strengthened.



Photo to come

Killingsworth Station: Killingsworth Main Street

Killingsworth Street is the corridor’s most vital educational, cultural and recreational link, connecting the station platform to Portland Community College, Jefferson High School and the Killingsworth Conservation District to the east. New development also strengthens the “main street” character east of Interstate to the commercial cluster at Denver Avenue. New development at this station area includes a variety of mixed uses, commercial uses and new cultural facilities to augment existing focal points like the Interstate Firehouse Cultural Center (IFCC) and Patton Park.



Photo to come

Rosa Parks Station: Neighborhood Corridor

Less active and more residentially-oriented, new development at this station area strengthens the existing mix of locally-owned and operated businesses providing neighborhood services. New development along Interstate Avenue is primarily residential with the highest densities focused right at the station area. New residential buildings along Rosa Parks Way and in Neighborhood East offer a variety of housing opportunities and are supported by nearby neighborhood businesses.

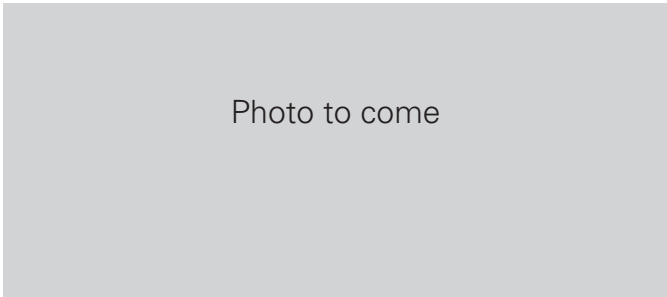


Photo to come

Lombard Station: Retail/Employment Anchor

New development at this station area strengthens the existing active commercial uses and character along Lombard with new commercial uses and active storefronts at the intersection of Lombard and Interstate. Redevelopment of a portion of the Kenton School site has become a visually prominent focal point and activity hub for the station area. Significant pedestrian and transit-rider enhancements have improved this intersection’s functions as a vital transportation hub. Nearby development has improved way-finding to, and pedestrian access across, the existing Bryant Street bridge to the Humboldt and Piedmont neighborhoods. This station area’s commercial energy is anchored to the west by new development at the intersection of Lombard and Denver, and improved connections to downtown Kenton.

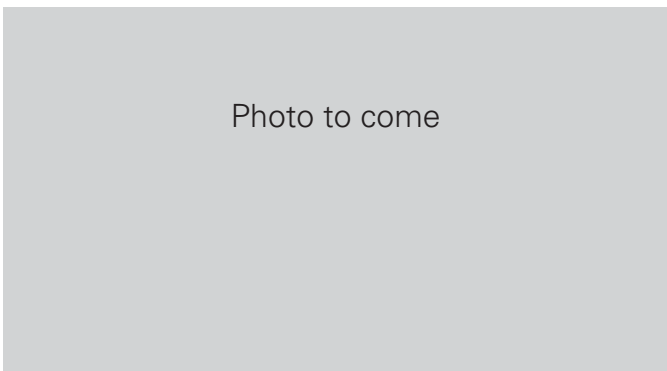


Photo to come

Kenton Station: Historic Commercial Gateway*

This area is connected to the station area by Kilpatrick Street, which continues on to the Denver commercial corridor and Kenton Park to the west. A northern focal point has been developed at the bend in Interstate at Kilpatrick, and the area to the north of Interstate offers good views to Mt St. Helens and unique employment opportunities due to its proximity to the Columbia industrial corridor.

*Development concepts and revised zoning were developed for the Kenton Station Area as part of the Kenton Downtown Plan, 2001. The study area for this project includes the areas outside of the Lombard quarter-mile radius that were not included in the Kenton Downtown Plan.

B. Strengthening the character of culturally significant buildings and structures along the corridor.

Older buildings along the corridor, such as the Kaiser Town Hall, are often smaller buildings with high levels of architectural detail and façade articulation. Larger new development should transition in scale and articulation to adjacent older significant structures. Where practical, the adaptive reuse of significant buildings and/or structures in new development can maintain its presence and character along the corridor. Culturally significant buildings take many forms along the corridor, ranging from single-family bungalows to courtyard apartment to mixed-use, multi-story buildings. Respecting and reinterpreting the patterns of earlier significant development – even down to architectural detailing – builds stronger relationships between new development and the rich existing fabric.

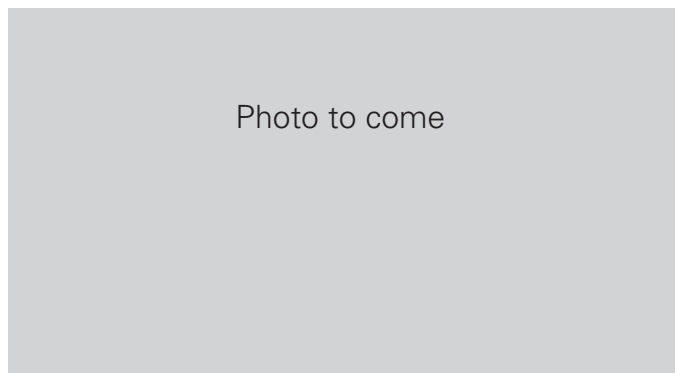


Photo to come

C. Enhancing gateway and focal point locations with new development. At the Overlook gateway, the new development should work to build stronger connections between Overlook Park, the station platform and the Kaiser campus. A development parcel at the northeast corner of Overlook presents a special opportunity for a highly-visible signature building. The focal point at the southern edge of the Prescott station area offers another opportunity for a signature work of architecture – perhaps paired with improvements within the right-of-way – that can focus views at one of the distinctive bends in Interstate Avenue. The focal point near Interstate’s second bend at Kilpatrick offers a similar opportunity for a signature work of “wayfinding” architecture that will focus views along Interstate. New development at the Kenton gateway should emphasize the historic commercial character of the Kenton station area.




Photo to come

D. Integrating existing mature trees. Mature trees provide many benefits: they create shade, assist with stormwater management functions, and offer relief from the built environment. Larger mature trees also serve as wayfinding markers, offering visual cues through the landscape. Where practical, new development should incorporate existing mature trees in site and building designs, both on private property as well as in planting strips within the public right-of-way.

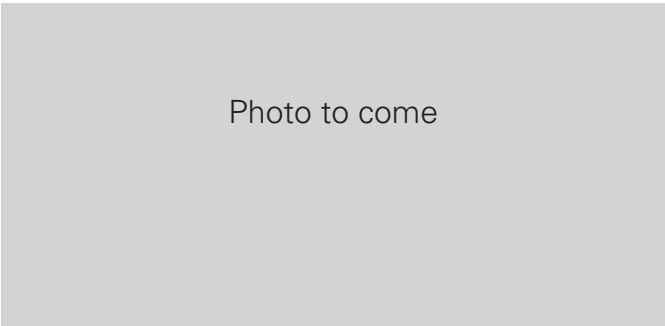


Photo to come

E. Integrating multifunctional night lighting. New development can support the pedestrian environment and encourage walking by incorporating building and other lighting that clearly defines the path from the street to the building’s main entrance. In addition, by strategically locating light fixtures, it may also be possible to shed additional light on adjacent public sidewalks, reducing the need for new street lights.




Photo to come

F. In Neighborhood East, strengthening residential character along Montana Avenue. As Interstate Avenue is envisioned to be the public focus of commercial and retail activity, Montana is expected to have a quieter, locally oriented and primarily residential character. Incorporating landscaped setbacks with new development will contribute to the residential character of the street. Orienting building lobbies, main entrances and/or other shared building spaces to Montana will reinforce its role as Neighborhood East’s residential main street. Similarly, locating parking areas behind the development or below-grade and capitalizing on the presence of alleys or other service streets for building loading and access will increase the amount of “front-of-house” character facing Montana.




Photo to come

G. In Neighborhood East, creating a special developed edge along the Interstate 5 Freeway.

Orienting larger and/or taller building masses and volumes toward the freeway offers the potential of creating a built buffer against the freeway while allowing the new development to take advantage of views created by the freeway open space. Minnesota Avenue exists sporadically along the western edge of the freeway/sound wall, and offers a unique opportunity for access to parking areas, building loading or other service functions, and/or stormwater management functions. New development adjacent to the two existing pedestrian bridges across the freeway – Bryant and Failing – should orient primary building volumes, spaces, and windows to the bridge access points, enhance night lighting of the bridge access points, and improve public wayfinding to the bridge crossing locations.



Photo to come

H. In Neighborhood West, developing sensitive transitions to the existing lower density residential communities.

New development in Neighborhood West should respect and respond to architectural and building patterns of the existing established context of structures, including predominant use, scale, setbacks, façade proportions, entry sequence, and detailing, among others. To reflect Interstate Avenue's significance, larger building volumes and forms should be oriented to the east, stepping down to smaller volumes and forms along the western edge. Locating parking areas behind the development or below-grade increases the amount of primary building façade that can face the street, consistent with development patterns that predate the automobile. In addition, creating landscaped setbacks along Concord Avenue will strengthen its character as a quieter, pedestrian/bicycle oriented street.



Photo to come

I. Strengthening the cultural significance of Interstate Avenue's iconic neon signs.

The collection of neon signs along Interstate contributes to the corridor's unique mid-century character. Retaining and reusing existing freestanding neon signs either on site, or on another acceptable site that fronts Interstate, maintains the signs' special presence on the street and the vibrant and colorful sparkle they offer at nighttime. New development should also consider the integration of new and distinctive neon-type signage and/or lighting that complements the corridor's context of existing signs and lighting.



Section 6

Special Right-of-Way Standards

Street Framework Plan, Criteria and Standards

The *North Interstate Corridor Plan* recommends that the Portland Office of Transportation develop special right-of-way standards for the North Interstate corridor. The *North Interstate Corridor Street Framework Plan, Criteria and Right-of-Way Standards* are currently being drafted by the Portland Office of Transportation. They will become a companion tool to the Zoning Code plan district development standards and design guidelines for implementing the vision of the Interstate Corridor Urban Design Concept through the development review and permitting process. The special right-of-way standards will particularly focus on the sidewalk zone between the curb and property line.

The Portland Office of Transportation has special right-of-way (ROW) standards for a few districts throughout the City, including Lloyd District, River District and South Waterfront. Special right-of-way standards are issued by the city engineer and are generally developed to support the objectives of a plan district or design district. Special ROW standards are typically implemented by property owners and developers at their own expense when frontage improvements are required in the permitting process. All modifications or exceptions to the standards require approval from the City Engineer and sometimes Design Commission.

The need for street standards in the North Interstate Corridor was identified in the *Interstate MAX Station Area Revitalization Strategy* (July 2001). The strategy stated that street improvements identified by the community should be implemented for each light rail station area. It called for creating new street improvement standards or amending

existing standards as appropriate. In addition to recommendations about the sidewalk standards for Interstate Avenue, the strategy stated that the design standards should attend to the pedestrian circulation zone, the street furnishing zone (trees, tree grates, bike racks, benches, etc.), landscaping type and location, and paving pattern.

Key Guiding Policy, Plans and Documents

The following elements will help inform development of a street framework plan, criteria and special right-of-way standards for the North Interstate Corridor:

- Interstate MAX Station Area Revitalization Strategy (SARS) Final Report
- Interstate Corridor Urban Design Concept
- Portland Transportation System Plan
- Portland Pedestrian Design Guide
- Bicycle Master Plan Update planning process and proposals
- Existing and proposed Special ROW Standards
- Federal ADA Design Standards and Guidelines
- Portland Green Streets Policy
- BES Green Street Details and Specifications



Appendices

- Appendix A** Work of the Community Advisory Group (CAG)
- Appendix B** Public Involvement Plan
- Appendix C** Project Documents and Background Materials
- Appendix D** Station Area Design Concept
- Appendix E** Zoning Assumptions

Appendix A:

Work of the Community Advisory Group (CAG)

The Community Advisory Group (CAG) is composed of representatives from the Interstate Corridor Urban Renewal Advisory Committee, neighborhood and businesses associations, property owners, developers, realtors, architects, and other key stakeholders. The CAG members include those with long-time interests in the corridor as well as newcomers to the area.

The CAG has been meeting since February 2007. The first few months were spent discussing project objectives, clarifying issues, and reviewing background information. During this time, they also reviewed and gave input on the Interstate Corridor Redevelopment Scenarios. This was an urban design study by Emmons Architects to help project staff and the community better visualize and understand the physical implications of higher density development in the Interstate Corridor. This study looked at prototypes of development on 5,000, 10,000, 20,000 and 40,000 SF lots in the RH and EX zones. The study also explored prototypes in the R2 and R2.5 zones that may apply west of Interstate Avenue as transition zones.

In June 2007, guided by a set of zoning assumptions, the CAG began making proposals for the appropriate zoning pattern along the Interstate Corridor. (See Appendix E: Zoning Assumptions). An extended work session on June 25 allowed CAG members to work in small groups to develop initial zoning proposals for each of the five station areas. They then spent several meetings reviewing these initial zoning proposals and refining them into the Public Review Development Concepts and Zoning Proposals, published Nov. 3, 2008. The CAG reviewed comments received during the Public Review comment period (November 3- 26th) and advised staff on revisions to the final proposals of the North Interstate Corridor Plan.

2007

Community Advisory Group Meeting 1	February 7
Community Advisory Group Meeting 2	March 8
Community Advisory Group Meeting 3	April 12
Community Advisory Group Meeting 4	June 14
Community Advisory Group Meeting 5	June 25
Community Advisory Group Meeting 6	August 9
Community Advisory Group Meeting 7	Sept. 20
Community Advisory Group Meeting 8	Oct. 11
Community Advisory Group Meeting 9	Dec. 13

2008

Community Advisory Group Meeting 10	January 10
Community Advisory Group Meeting 11	February 7
Community Advisory Group Meeting 12	March 13

Appendix B:

Public Involvement Plan

Interstate Light Rail Corridor Zoning Project
Public Involvement Plan (PIP)
March 9, 2007

Project Manager: Julia Gisler, Bureau of Planning
PI Lead: Kevin A. Cronin, PDC
Planning Start: October 2006
Planning Complete: Oct. 2007 (revised to March 2008)
Legislative Process: November 2007 (4-6 months to complete)

Project Scope:

The Interstate Light Rail Corridor Zoning Project will revisit the zoning pattern along the corridor and propose changes to ensure that new development is consistent with the City's transit supportive policies and the community's vision. The study area is a quarter mile radius around the light rail stations with the focus of zoning changes occurring along Interstate Avenue and between Interstate Avenue and the I-5 freeway.

Project History & Funding:

This project has evolved from several previous planning efforts including the Albina Community Plan (1993) and Interstate MAX Station Area Revitalization Strategy (2002). Funding for this project was made available through the Portland Development Commission Interstate Corridor Urban Renewal Area. This fiscal year (2006-07) \$100,000 was budgeted and \$75,000 for next fiscal year. These funds are allocated to the Bureau of Planning as the project manager.

PIP Overview:

There are many and varied stakeholders involved with this project. A Community Advisory Group (CAG) composed of representatives from the neighborhoods, businesses, developers, property owners, and other key stakeholders was established.

The CAG will participate in the development and review of project proposals and help engage the larger community through this plan. Staff will send postcards to introduce the project and notify the community events. A project website will act as a project repository for all materials and work products throughout the process. The website also includes a questionnaire to get feedback regarding issues/concerns, potential uses, etc. Input from the questionnaire will inform the Community Advisory Group and City staff on the creation of a draft policy and implementation strategies.

Three community events are anticipated to introduce and get feedback on the project and later on the proposed zoning changes. At these meetings the public will be asked for their input on various issues: revisions to the SARS concept plans, corridor zoning pattern alternatives, and zoning/design implementation measures. At the second event the community will review the findings of an urban design study that will illustrate how additional transit supportive development is likely to occur given the current zoning and regulations. Results of this study will help inform appropriate changes to design/zoning regulations.

A key to achieving the project objectives is coordination with other City bureaus and community stakeholders.

Specific Elements of the Public Involvement Plan

I. Stakeholders/Interested Parties

A. Property Owners/Residents:

- Property owners and residents along and adjacent to Interstate Corridor (1/4 mile radius)
- Interstate Business Association
- Other businesses not affiliated with formal organizations
- Self-identified citizens

B. *Neighborhood Associations*

- Kenton NA
- Arbor Lodge NA
- Overlook NA

C. *North Portland Neighborhood Services* - Tom Griffin-Valade

D. *City Bureaus & Affected Agencies*

- BOP liaison – Julia Gisler, Project Manager & Barry Nugent, Planning Assistant
- PDC (Portland Development Commission) – Kevin A. Cronin
- PDOT (Portland Office of Transportation) – Courtney Duke
- BDS (Bureau of Development Services) - Douglas Hardy
- Tri-Met- Jillian Detweiler
- ODOT – Lanie Smith

E. *Other Supporters / Interested Parties*

- Community Advisory Group (CAG)
- Interstate Corridor Urban Renewal Advisory Committee (ICURAC)
- Pedestrian Advisory Committee
- Portland Freight Committee
- Architecture/Urban Design Community
- Realtors
- PDC, City Council, Planning Commission, and Design Commission
- Community development corporations and related non-profits
- Schools: Ockley Green MS, Trillium Charter School, Chief Joseph & Beech Elementary, De La Salle (Kenton Elementary)
- Kaiser Permanente Overlook Campus
- Houses of Worship (St. Stanislaus Catholic Church)

II. Publications/Public Notification

A. *Postcards*: Postcards will be widely distributed to those property owners identified in the study area – as well as to identified stakeholders. The postcards will describe the project and invite participation in upcoming community events.

B. *Meeting Notices*: In addition to the above, the project will also be advertised in local newspapers and through e-lists to an interested parties database. Subsequent information (postcard or email updates), including a final update on the implementation schedule, will be sent to identified stakeholders and others who expressed interest. Community events will be announced in the neighborhood newsletters when feasible, and sent electronically to ONI Notification and key stakeholders – for forwarding to appropriate list serves. Meetings will be posted on Portland Online and PDC Calendar and published in the Interstate Corridor Quarterly Bulletin. Media releases will be sent to the Oregonian, St. Johns Sentinel and St. Johns Review.

C. *Web*: CAG and community event meeting notices and all other project materials will be posted on the Bureau of Planning’s project web site. A link from PDC’s website is also available on the Interstate Corridor homepage. The web address will be included on all project information.

D. *Signage*: Signage advertising the community events will be posted at and near the meeting locations and on bulletin boards at New Seasons and Fred Meyer.

III. Meetings & Other Person-to-Person Opportunities

- A. *Community Advisory Group Meetings:* the public is invited to attend all CAG meetings. Comment time will be available on the agenda before and after the meeting for audience members. CAG meetings are scheduled for the 2nd Thursday of the month.
- B. *Public Event #1: (March 17, 2007) An Open House* will be held in the study area convenient to the neighborhood for MAX users and parking. The purpose of the meeting is to:
- introduce the project;
 - report back on results of the community questionnaire – including any issues/concerns raised by the public;
 - share the land use inventory results;
 - provide educational information on land use and zoning;
 - discuss previous plans and policies that have informed the project objectives; and
 - obtain public feedback.
- C. *Public Event #2 (November 2007)* There will be a community event to review the corridor zoning pattern preferred alternative and draft design/zoning implementation measures developed by the CAG and project staff. (Public Review comment period Nov. 3-26)
- D. *Public Event #3: (February 2008)* A community 'check-in' will be held in February to share changes to public review proposals based on comments received during the public review period in November and the further refinement of plan district regulations and urban design concepts.
- E. *Public Event #4: (April 2008)* A community open house will be held in April to present the proposed plan and to explain ways to participate in the upcoming Planning and Design Commission public hearings.
- F. *Additional Outreach:* If there is interest, project staff will hold an early morning breakfast chat that is more convenient for Interstate businesses to attend rather than the open houses, which are typically during business

hours. In addition, project staff can support CAG members and attend neighborhood meetings to discuss issues/concerns, get feedback, and provide updates.

IV. Monitoring & Evaluation

The PI plan will be refined as the process moves forward with input from the Community Advisory Group and local businesses, as well as feedback from other stakeholders and the general public. In addition, public comment on the process will be solicited at each Community Advisory Group meeting as part of the public meeting feedback loop.

Appendix C:

Project Documents and Background Materials

The following list of project documents and materials are available on the Interstate project website at www.portlandonline.com/planning (click on Planning Projects, Interstate Corridor, then Resources).

Albina Community Plan (1993)

The Albina Community Plan addressed land use and transportation as well as social and educational programs for North/Northeast Portland. The plan set City policy for the Interstate Corridor to develop into a high-density light rail corridor if light rail was constructed on either I-5 or Interstate Avenue. The plan created the potential for additional housing and jobs along the corridor in the event that light rail was constructed.

Interstate MAX Station Area Revitalization Strategy (2001)

The Interstate Corridor Urban Renewal Area funded this community planning and visioning process prior to the opening of light rail in 2004. The strategy included development concept plans for five stations along the Interstate light rail line—Overlook, Prescott, Killingsworth, Portland and Lombard—along with recommended strategies for achieving the community's vision. One of the key recommendations was to revisit the zoning pattern along the corridor to ensure that the community's vision could be implemented.

Kenton Downtown Plan (2001)

The Kenton Downtown Plan was a citizen-driven plan to revitalize the Denver Avenue Business District and guide new development around the light rail station at Denver and Interstate Avenues to ensure that zoning around the new station would maximize the benefits of light rail. The plan created the Kenton Plan District and developed specific guidelines and standards to promote transit-supportive development within its boundaries.

Interstate Corridor Redevelopment Scenarios (2007)

Emmons Architects completed an urban design study of possible redevelopment scenarios that will assist

project staff and the community to better visualize and understand the physical implications of higher density development in the Interstate Corridor. This study looked at prototypes of development on 5,000, 10,000, 20,000 and 40,000 SF lots in the RH and EX zones. The study also explored prototypes in the R2 and R2.5 zones that may apply west of Interstate Avenue as transition zones.

Interstate Light Rail Corridor Zoning Project Existing Conditions Report (2007)

This report includes information on existing land uses and zoning, demographics, transportation systems, and community facilities and services in the study area. It also includes information on previous studies and policies that will influence the planning project.

Land Use Maps for Light Rail Station Areas (2007)

Project staff conducted a land use inventory that included over 1600 properties in the study area. The purpose of the inventory was to obtain a current image of how the land was being used within the study area. Land uses were categorized by two levels: main land use and sub-land use. The main land use level contained 7 broad uses: Residential, Commercial, Institutional, Open Space, Other and Vacant. The sub-land use level contained in-depth land uses classifications for each broad use. In addition to collecting information on current land uses, each building was evaluated to determine future redevelopment potential.

Guide for Developing Zoning Proposals for the Interstate Corridor (2007)

This document set the framework for the CAG's discussion on zoning proposals for the corridor. It includes a set of corridor-wide zoning assumptions; then divides the study area into subareas identifying special issues pertinent to these subareas; and finally it addresses individual station areas.

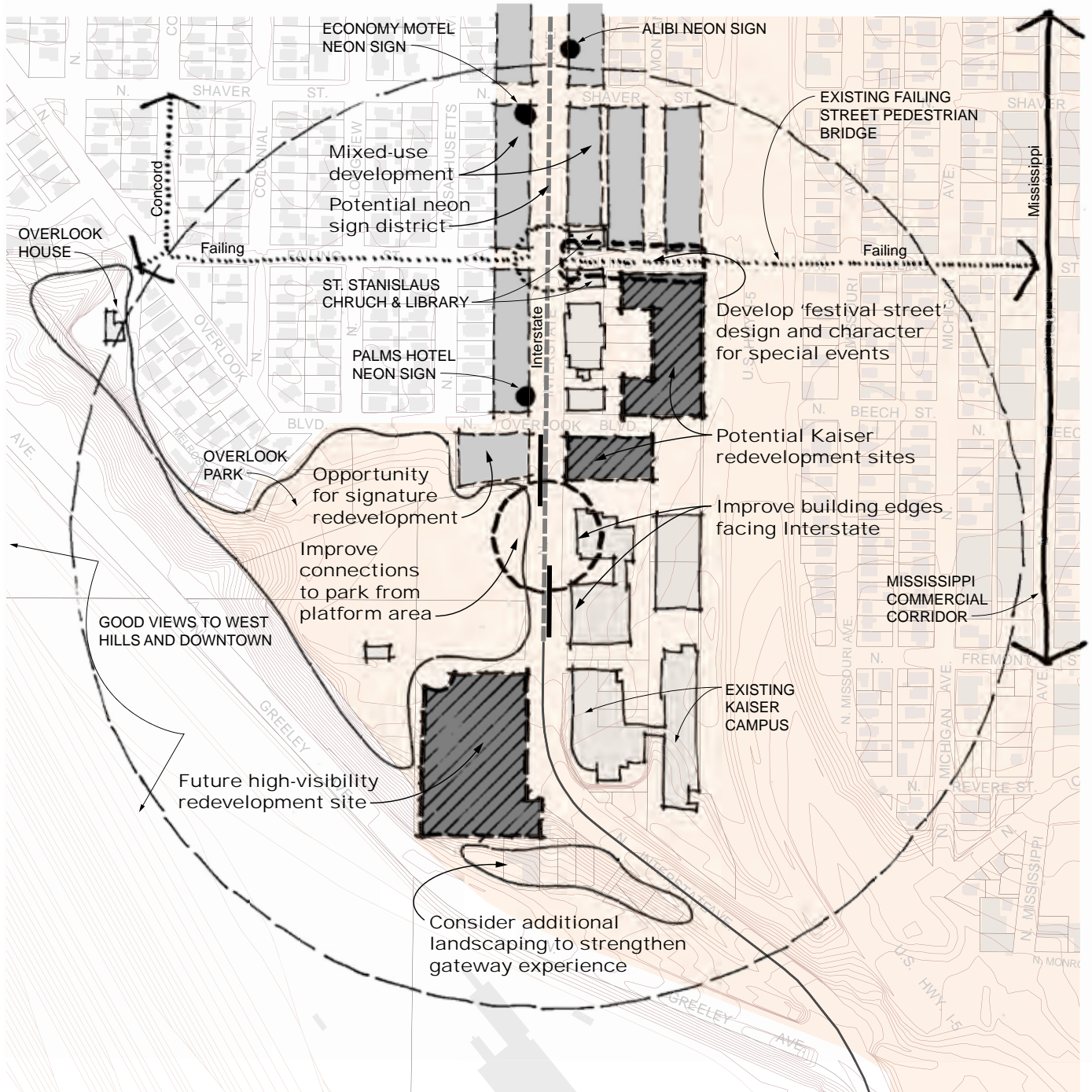
Community Advisory Group (CAG) Agendas and Meeting Minutes (February- October 2007)

Appendix D: Station Area Design Concepts

The North Interstate Corridor Plan builds on the ideas and recommendations generated by the Interstate *MAX Station Area Revitalization Strategy (SARS, 2001)*. The SARS was a community planning and visioning process led by the Portland Development Commission (PDC) and the Portland Office of Transportation (PDOT), funded in part with a State Transportation Growth Management (TGM) grant. The strategy includes a Land Use and Circulation Framework for each of the station areas — Overlook, Prescott, Killingsworth, Portland (now Rosa Parks), Lombard and Kenton.

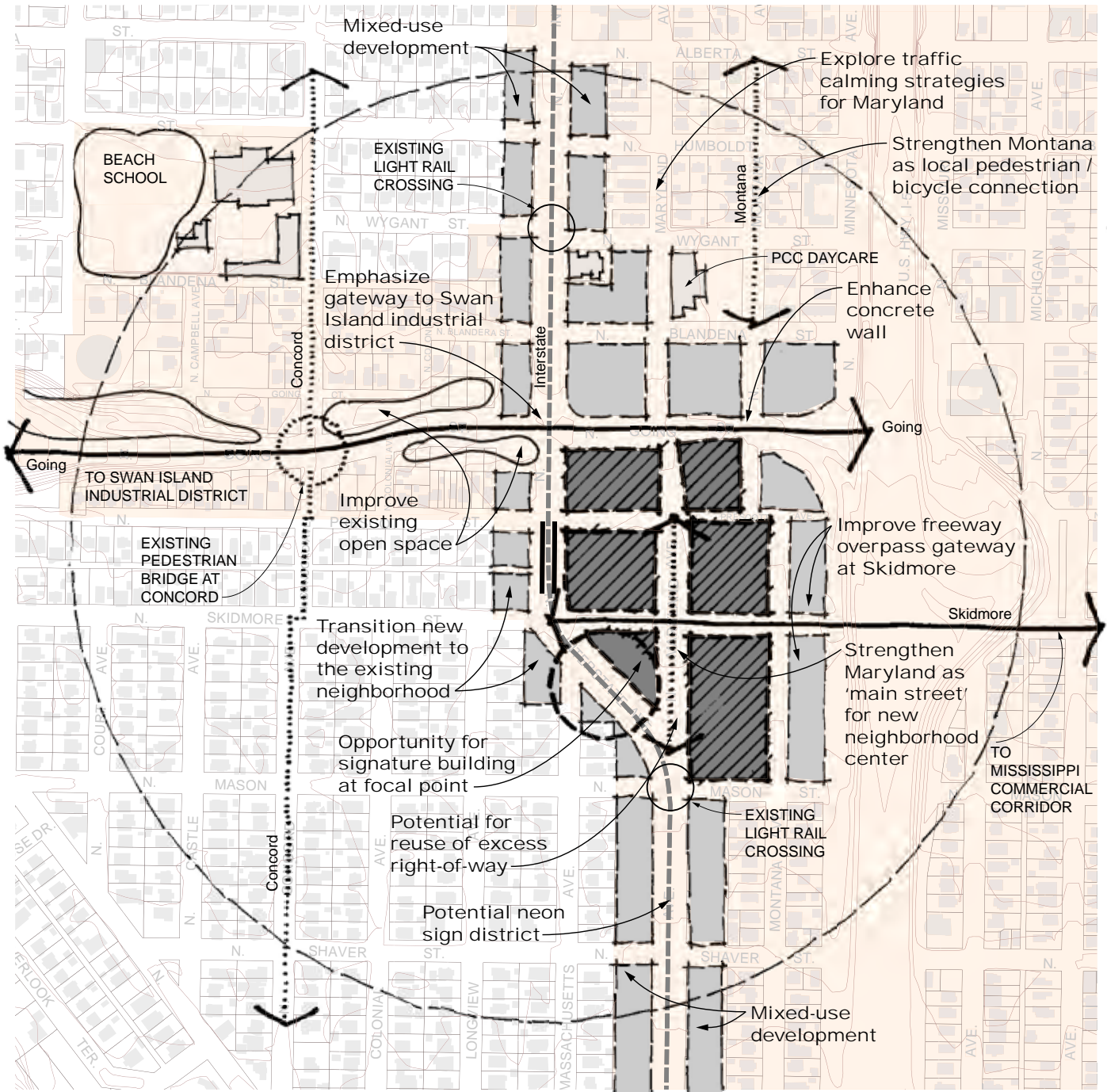
The following station area design concept maps do not replace the SARS concept maps, but rather update them and add new ideas as a result of this planning effort. The maps provide a greater level of specificity than the corridor-wide urban design concept in Section 2 of this document.

The proposed zoning pattern, plan district regulations, and special right-of-way standards of the North Interstate Corridor Plan support these ideas. However, it is important to note that the plan relies of public and private actions to prioritize and identify funding sources.



NORTH INTERSTATE CORRIDOR PLAN:
STATION AREA CONCEPTS

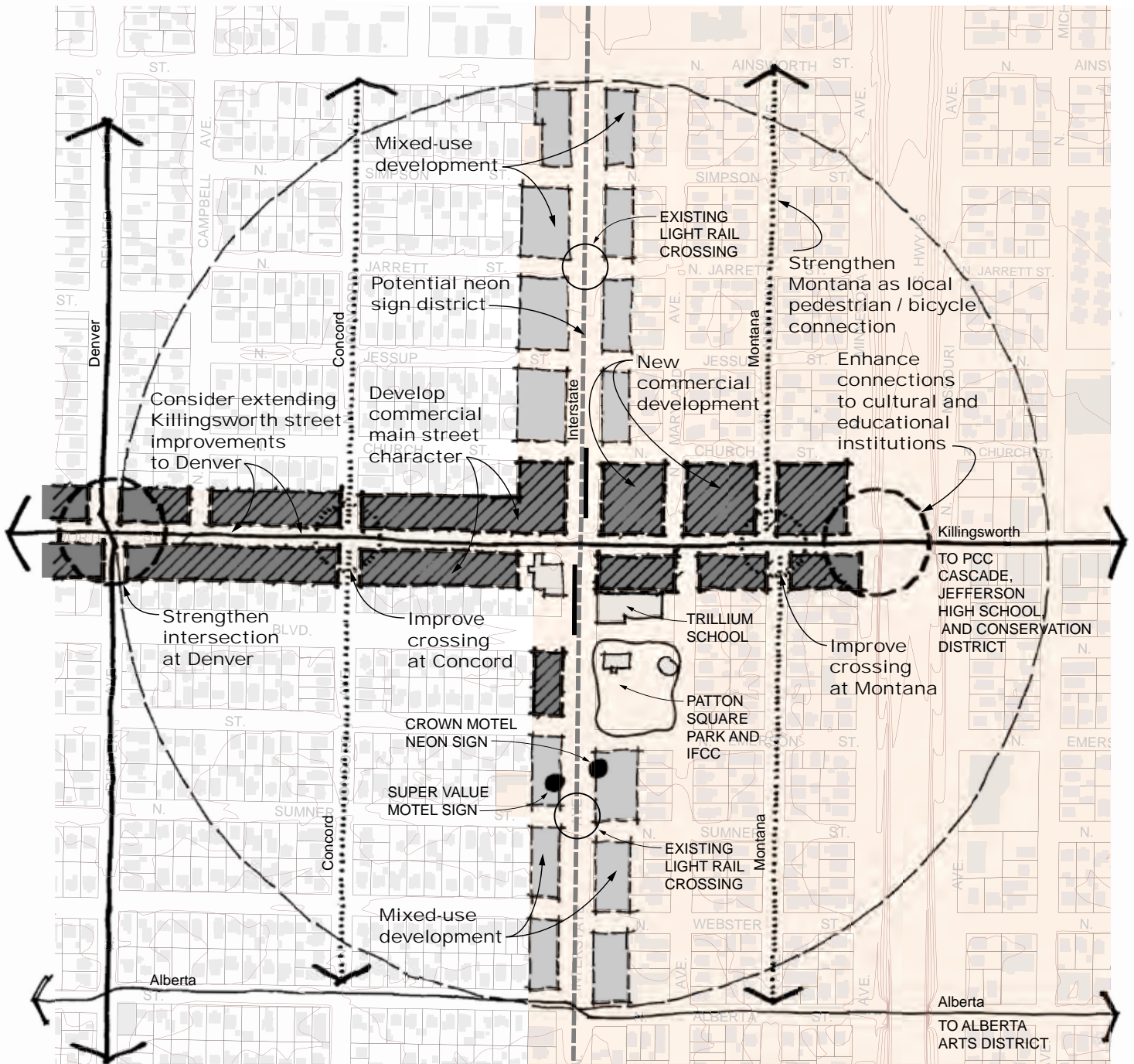
OVERLOOK



NORTH INTERSTATE CORRIDOR PLAN:
STATION AREA CONCEPTS

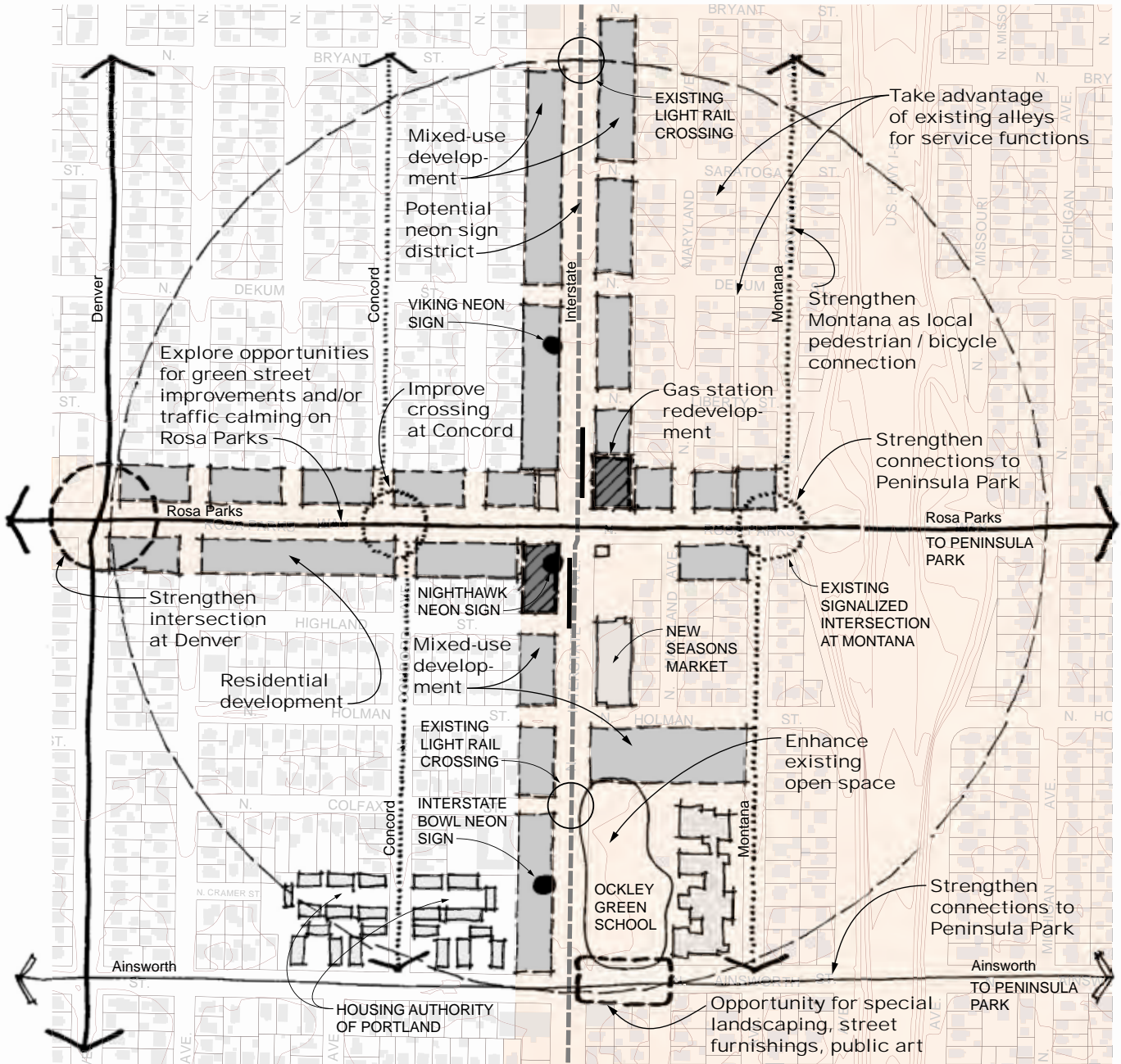


PRESCOTT



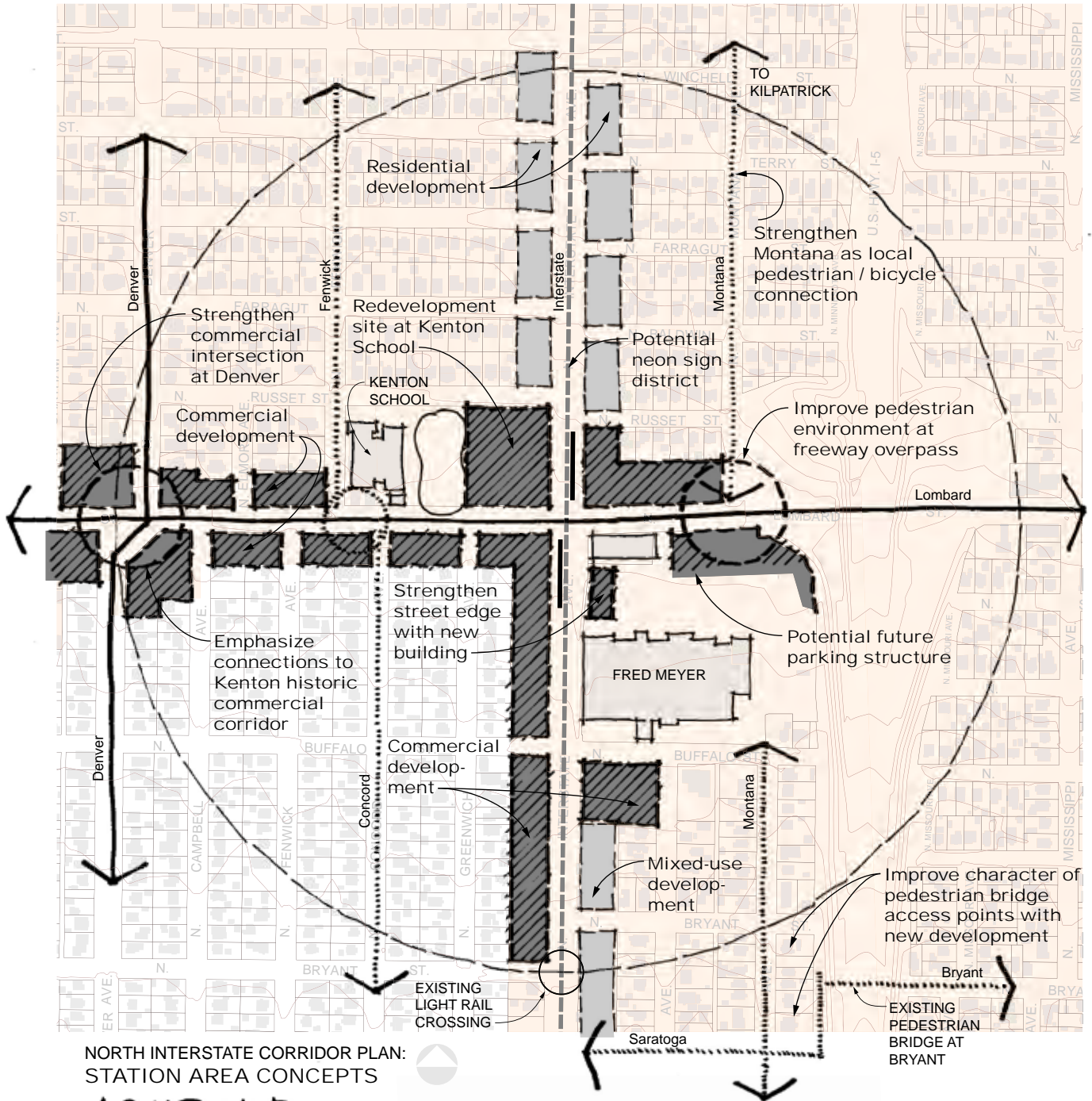
NORTH INTERSTATE CORRIDOR PLAN:
STATION AREA CONCEPTS

KILLINGSWORTH



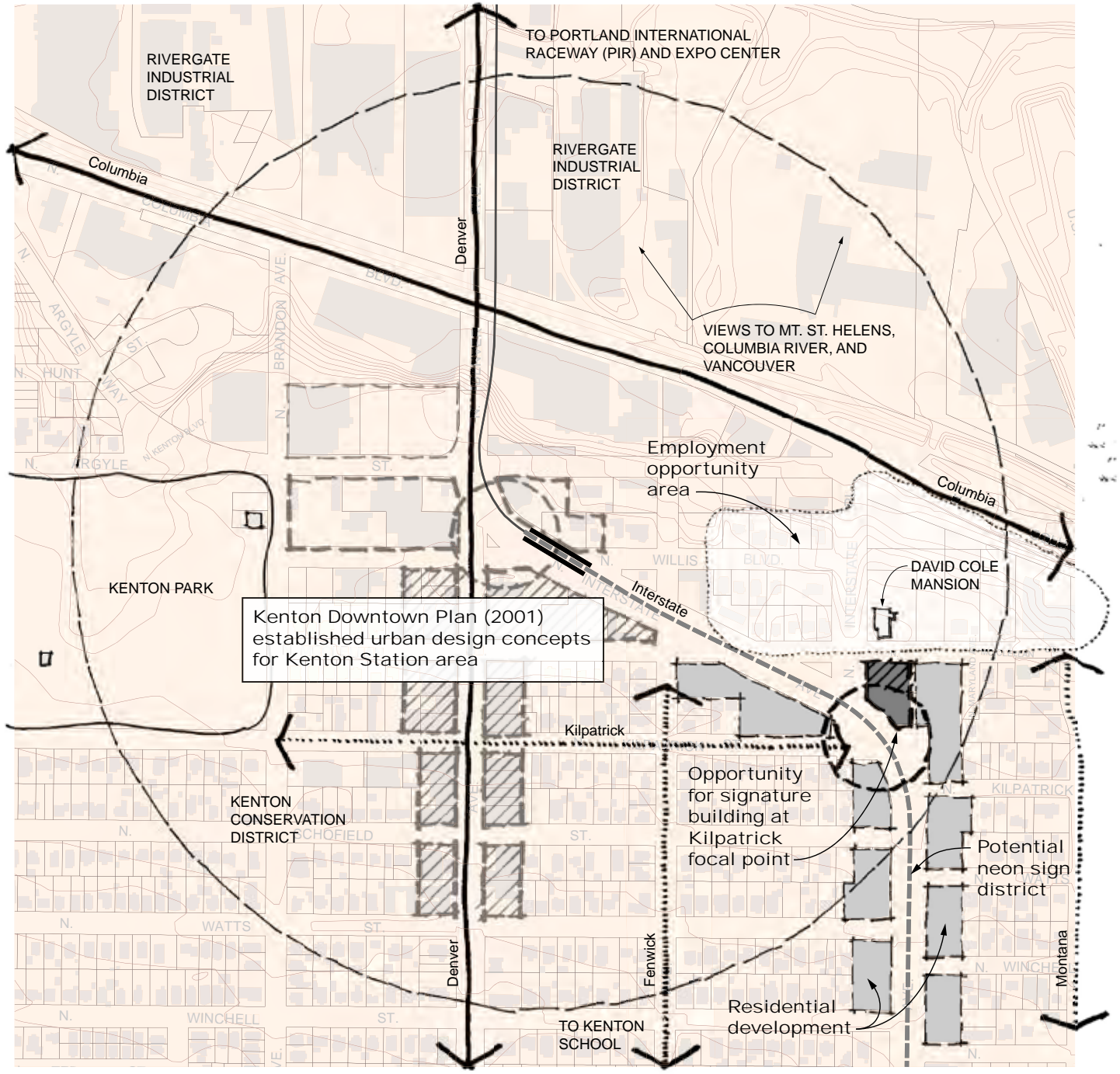
NORTH INTERSTATE CORRIDOR PLAN:
STATION AREA CONCEPTS

ROSA PARKS



NORTH INTERSTATE CORRIDOR PLAN:
STATION AREA CONCEPTS

LOMBARD



Kenton Downtown Plan (2001) established urban design concepts for Kenton Station area

NORTH INTERSTATE CORRIDOR PLAN: STATION AREA CONCEPTS

KENTON

Appendix E: Zoning Assumptions

To guide their discussion of initial zoning proposals, project staff and the Community Advisory Group (CAG) developed this set of assumptions.

Assumption 1:

This project is a qualitative process focused on the built environment to create quality neighborhoods. Ensuring neighborhood livability is a key consideration as new higher density development is introduced into the corridor.

The transitions into higher density developments will occur over the course of many years. This project will address interim strategies for existing development until the market supports the level of development allowed by the new zoning. Enhancement of existing neighborhood serving commercial/retail businesses will continue with existing PDC programs and services. This project will address interim strategies for non-conforming uses and less intense development along Interstate Avenue.

Assumption 2:

The Interstate Light Rail Corridor Zoning Project is implementing existing policy direction that calls for a high-density transit corridor.

The Albina Community Plan (ACP), adopted in 1993, set the City's policy that in the event the MAX light rail line is constructed on Interstate Avenue or Interstate 5, the Interstate Corridor will be a high-density light rail corridor. Prior to the arrival of light rail in the spring of 2004, the ACP created the potential for additional housing and jobs along the corridor by placing high-density zoning (RH) that could only be realized if light rail was constructed.

In 2002 the *Interstate MAX Station Area Revitalization Strategy (SARS)* built on the ACP policy direction. One of the recommendations from the SARS report was to review the zoning in the transit corridor, hence the genesis of this project. The SARS report was accepted by City Council, but is not binding policy.

Assumption 3:

There are situations in which zoning proposals may differ from earlier policy direction because circumstances have changed since the Albina Community Plan.

- *Infrastructure Changes.* The most important infrastructure change that has happened since the ACP is that we now know the locations of the light rail stations.
- *Private/Public Development Activity.* For example, the development of New Seasons (Rosa Parks Station) changed the zoning from residential to commercial and has impacted the station area enough to warrant a relook at the SARS concept for the Rosa Parks station. Tracking the development activity in the study area provides useful information about market conditions and what type of development we can expect in the future.
- *Stakeholder Information.* Property owners, business owners, local residents, and the general public will have an opportunity to identify specific issues for the project team and CAG to consider. These issues could be specific to their property or business operation, or may reflect a neighborhood concern about the size and aesthetics of new development.

Assumption 4:

Zoning may need to be supplemented with special regulations to achieve quality development and lessen the impact of new large scale development.

- Consider the appropriate use of design review in the Interstate Corridor. To supplement development standards and foster exemplary design, design review may be appropriate for some or all of the station areas. This project will explore appropriate locations for design review, the design guidelines and standards that would be used as approval criteria, and the appropriate design review procedures.
- Consider using the “plan district” tool in the Interstate Corridor. A plan district is a geographic area that can tailor regulations to specific situations. (For example, a building height could be increased or decreased, a prohibited use could be allowed, landscape or setback standards could be amended, etc.) This project will look at the current use and development standards that may be hindering the ability to develop quality, transit-supportive projects and address issues such as building scale transitions and neighborhood context.

Assumption 5:

Address nonconforming along Interstate Avenue.

There are many existing nonconforming uses along Interstate Avenue that are “grandfathered” and may continue to operate but have limited ability to expand or change their use. This can result in commercial or industrial uses and buildings in residential zones that are no longer financially viable or marketable in their original intended use and design-life of the building. Nonconforming uses will be considered as zoning options are developed. As part of the analysis of the zoning pattern along Interstate Avenue this project will explore possible approaches, including rezoning and zoning code tools, to address nonconforming uses.

Assumption 6:

Any down-zoning of property must be carefully considered.

A “down-zoning” reduces the development potential of a piece of property by limiting the allowable uses or density of a property. Ballot Measure 37, the City’s No Net Housing Loss policy, and other factors make down-zoning in the Interstate Corridor extremely difficult and subject to considerable analysis and deliberation.

Assumption 7:

When possible, try to have full-block zoning for properties facing Interstate Avenue.

Full-block zoning (or 200 ft. deep zoning) along Interstate Avenue will create better development. The deeper lots allow flexibility for developments along Interstate Avenue and to better transition to adjacent neighborhoods.



NORTH INTERSTATE CORRIDOR PLAN: URBAN DESIGN CONCEPT DRAFT 3-24-08



KENTON STATION:
Historic Commercial Gateway
*Not in Project Study Area,
Kenton Downtown Plan adopted 2001*

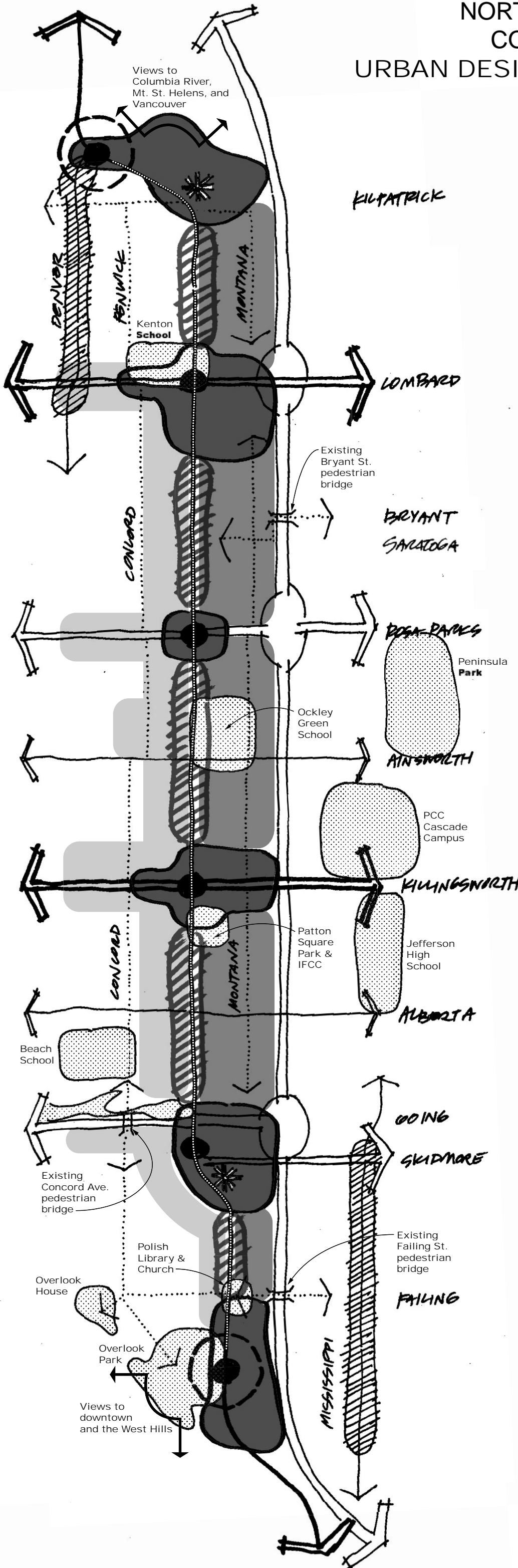
LOMBARD STATION:
Retail / Employment Anchor

ROSA PARKS STATION:
Neighborhood Corridor

KILLINGSWORTH STATION:
Killingsworth Main Street

PRESCOTT STATION:
Neighborhood Center

OVERLOOK STATION:
Employment Anchor

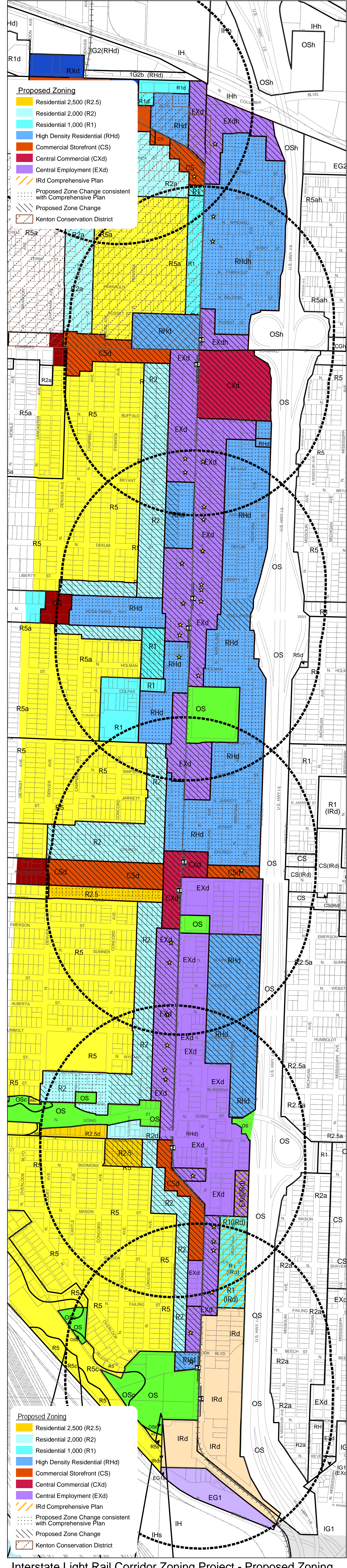
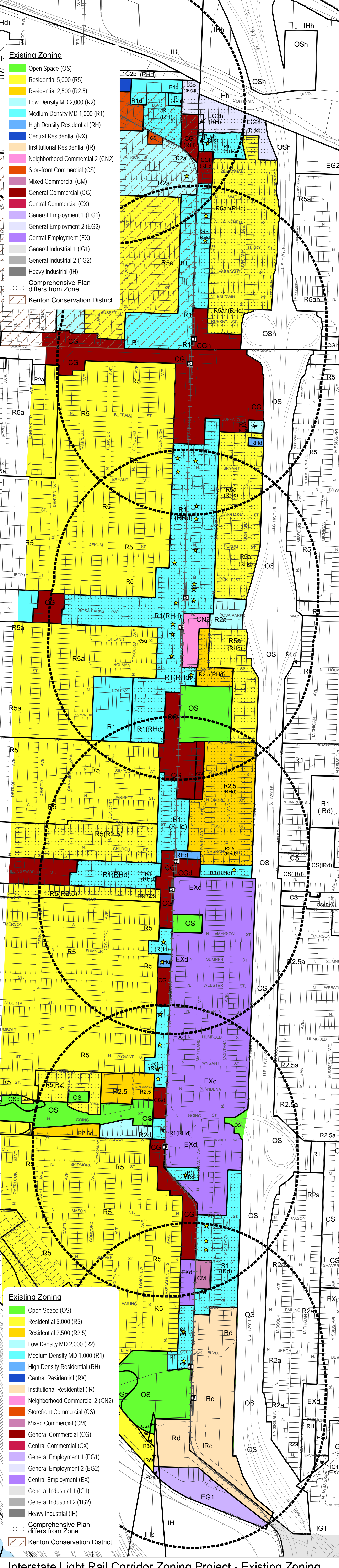


LEGEND

- Station platform area
- Neighborhood east
- Neighborhood west
- Cultural, educational or recreational amenity
- Gateway
- Mixed use area between stations
- Commercial corridor outside project area
- Focal point
- Potential neon sign district

STREETS

- Primary east-west street
- Secondary east-west street
- Local community street
- Pedestrian / bicycle oriented street



Interstate Light Rail Corridor Zoning Project - Existing Zoning

■ MAX Light Rail Station/Platform
 ■ MAX Light Rail Track
 ○ Area within 1/4 Mile of MAX Platforms
 — Existing Zone Boundary
 ★ Nonconforming Use
 R5 Existing Zoning Designation
 (R1) Existing Comprehensive Plan Designation where different from zoning

March 19, 2008

City of Portland, Oregon
 Bureau of Planning

Feet
 0 100 200 400 600

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.

Interstate Light Rail Corridor Zoning Project - Proposed Zoning

■ MAX Light Rail Station/Platform
 ■ MAX Light Rail Track
 ○ Area within 1/4 Mile of MAX Platforms
 ★ Nonconforming Use w/ existing zoning*
 — Zone Boundary
 R5 Zoning Designation
 (R1) Non Conforming Plan Designation where different from zoning

March 19, 2008

City of Portland, Oregon
 Bureau of Planning

Feet
 0 100 200 400 600

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.

* Non Conforming Uses with existing zoning; does not reflect NCUUs with new draft proposed zoning

