

GATEWAY PLANNING REGULATIONS PROJECT

REVISIONS TO POLICY, COMPREHENSIVE PLAN DESIGNATIONS, AND THE ZONING CODE



ADOPTED BY ORDINANCES #178423 AND #178424
AND RESOLUTION #36215 ON MAY 19, 2004

CITY OF PORTLAND, OREGON
BUREAU OF
Planning
Effective June 18, 2004

Portland City Council

Vera Katz, Mayor
Jim Francesconi, Commissioner
Randy Leonard, Commissioner
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Paul Schlesinger
Gail Shibley (term started January 2004)
Tim Smith

For more information, contact:

Portland Bureau of Planning
1900 SW 4th Avenue, Suite 4100
Portland, Oregon 97201
503-823-7700

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ACKNOWLEDGEMENTS

Portland Bureau of Planning

Vera Katz, Mayor, Commissioner-in-Charge
Gil Kelley, Planning Director

Project Staff

Joe Zehnder, Principal Planner, Project Manager
Ellen Ryker, City Planner
Mark Raggett, City Planner
Julia Gisler, City Planner

Major Assistance From

Jeanne Harrison, Senior Planner, Office of Transportation
Jean Hester, Senior Planner, Bureau of Development Services
Carmen Piekarski, GIS Analyst
Jessica Richman, Senior Planner

Technical Advisors

Greg Acker, Office of Sustainable Development
Janet Bebb, Portland Parks and Recreation
Richard Bixby, Office of Neighborhood Involvement
Howard Cutler, Bureau of Housing and Community Development
Mike Dennis, Tri-Met
Sue Donaldson, Portland Parks and Recreation
Jeanne Harrison, Portland Office of Transportation
Tim Heron, Bureau of Development Services
Sara King, Portland Development Commission
Jeff Joslin, Bureau of Development Services
Michael Ray, Oregon Department of Transportation
Stephanie Reid, Bureau of Water Works
Sloan Schang, Portland Development Commission
Carolyn Sharp, Bureau of Environmental Services
Riley Whitcomb, Portland Parks and Recreation

Opportunity Gateway Design and Development Subcommittee

Arlene Kimura, Co-Chair
Steve Dotterer, Co-Chair
Dick Cooley, Chair of Opportunity Gateway Program Advisory Committee
Bob Earnest
Ted Gilbert
Ken Grimes
Lawrence Hudetz
Kim Lofton
Barbara Stickley
Dorene Warner

Other Bureau of Planning Staff

Troy Doss, Senior Planner
Donah Baribeau, Office Support Specialist III
Gary Odenthal, GIS Coordinator
Ralph Sanders, Graphic Designer III
KT Prew, Image Coordinator
Lori Hill, Graphic Designer II

Image Credits

Tom Bennett
Bob Earnest
Mark Raggett
Ellen Ryker

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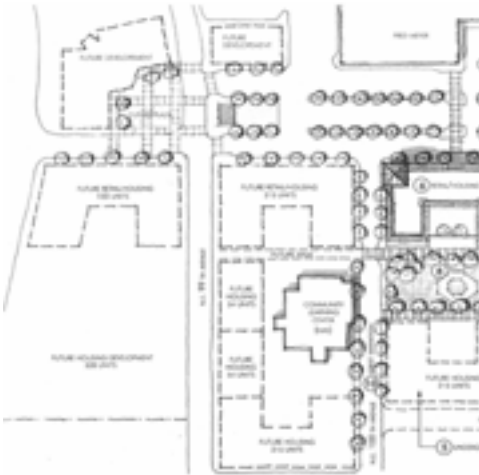
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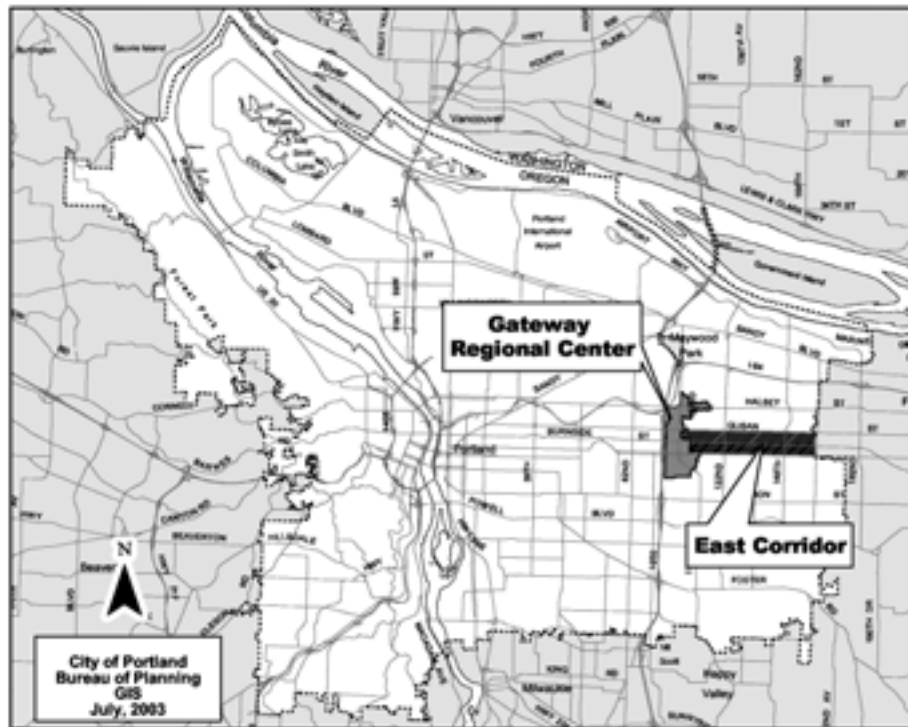
Top row: Cherrywood Village; SE 106th with the East Police Precinct in the foreground and the East Portland Community Center in the background. Second row: Gateway transit station; The Hazelwood senior housing and Safeway at NE 122nd and Glisan; rowhouses on East Burnside. Bottom row: Steele Street rowhouses; rear of Irvington Place as it transitions to adjacent neighborhood

Introduction

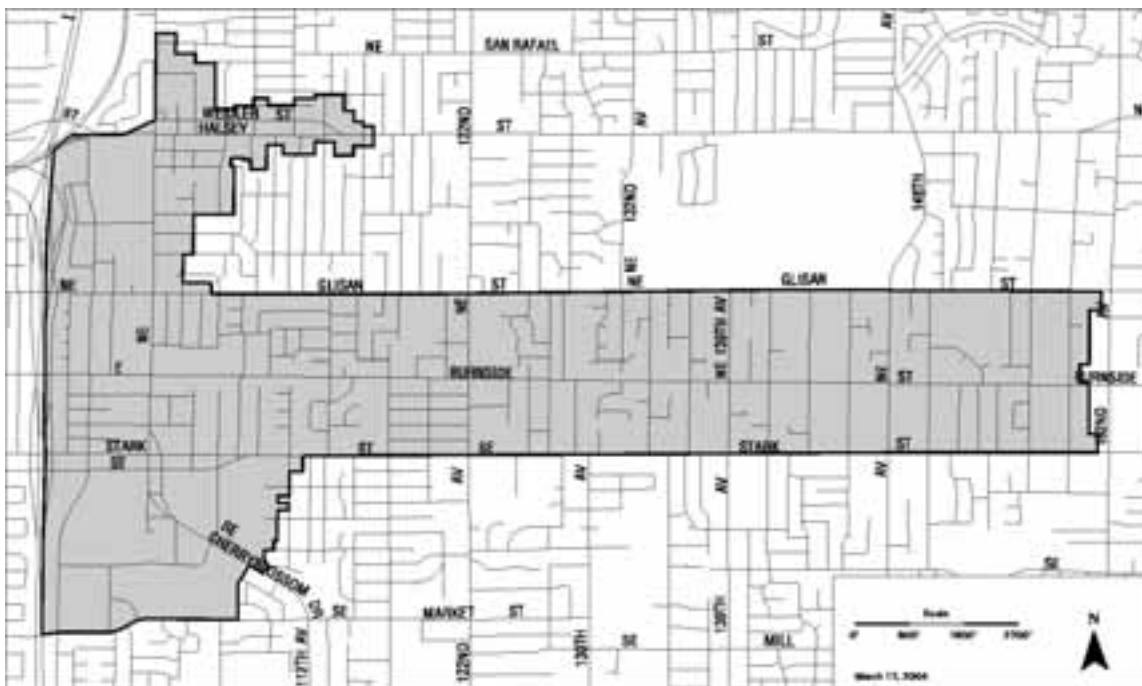


Clockwise from top left: SW Lincoln Street, showing motel surface parking lot adjacent to landscaped sidewalk; Fred Meyer, approximately 1955; Marriott Residence Inn; Conceptual drawing of NE 99th and Pacific

Gateway Planning Regulations Project



Map 1. The Gateway Regional Center and East Corridor are located east of the I-205 Freeway and south of the I-84 Freeway in Outer Southeast Portland.



Map 2. Gateway Planning Regulations Project Study Boundary

Gateway Planning Regulations Project

Summary

The Gateway Planning Regulations Project (“the Gateway Project”) implements several adopted plans. These include the *Outer Southeast Community Plan*, the *Opportunity Gateway Concept Plan*, the *Region 2040 Growth Concept Plan*, and the *Gateway Regional Center Urban Renewal Plan*, among others.

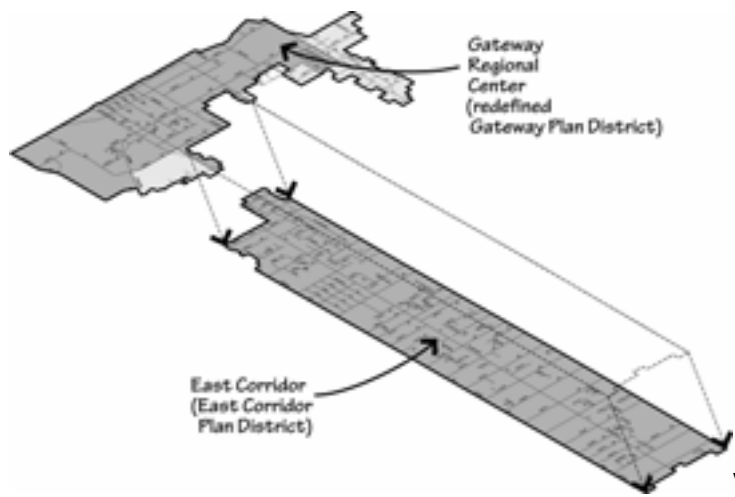
The Gateway plan district prior to the adoption of this project contained both the Gateway Regional Center and the Burnside Transit Corridor. The vision for the Gateway Regional Center is for it to transition from a low-density, automobile-oriented area to a high-density, pedestrian-oriented community. The vision for the Burnside Transit Corridor is for compact transit neighborhoods around the stations at Burnside and 122nd, 148th and 162nd, where their development and design benefit the community and support the investment in light rail. Because the vision for these two areas are so different, the Gateway Project divides the current plan district into two separate districts - Gateway and East Corridor.

Gateway Plan District

The Regional Center as defined by the urban renewal area boundaries is the new Gateway Plan District. Most of the changes in the Gateway Project focus on the Regional Center. These changes include an urban design concept, based on previous Gateway urban design plans, which describes how the future development and urban form of Gateway should evolve, as well as *Comprehensive Plan* and zoning amendments, revisions to the *Zoning Code*, and new design review provisions to implement the development concept.

East Corridor Plan District

The remainder of the earlier Gateway plan district is the new East Corridor plan district. This is the transit corridor east of the Regional Center along the MAX line between NE Glisan and SE Stark from roughly 108th to 162nd. The Gateway Project limited its recommendations for the East Corridor to the minimum changes needed to separate the two districts and focus transit-oriented development around the light rail stations. The intent was not to undertake major policy or zoning changes in the East Corridor.



Map 3. Division of Gateway Plan District

Documents

The Final Report of the Gateway Planning Regulations Project (Gateway Project) contains three volumes, each under separate cover.

Gateway Planning Regulations Project

Revisions to Policy, Comprehensive Plan Designations, and Zoning Code

Introduction

The **Introduction** explains the organization, purpose, and boundaries of this project and the division of the Gateway Plan District.

Gateway Regional Center provisions

Urban Design Concept. This section summarizes the adopted urban design concept, which was used as a framework for developing the Gateway Project's recommendations.

Gateway Plan District Boundary Changes. This section describes how the plan district will be divided into two separate districts.

Comprehensive Plan and Zoning Map Amendments. Most changes to zoning and *Comprehensive Plan* designations fall into three categories:

- Properties that had not been re-evaluated since their annexation into the City from Multnomah County;
- Properties for which the zone was made equivalent to its current *Comprehensive Plan* designation; and
- Properties that would gain greater flexibility through the increase in residential, commercial and employment use possibilities.

Zoning Code Amendments. This section contains the changes to Gateway plan district regulations. It also includes the commentary that explains the intent of the regulations. Most amendments simplify earlier regulations or better implement adopted plans. The revisions include new development standards, changes to height and floor area regulations, new design review provisions, and provisions offering greater flexibility for developers.

Outer Southeast Community Plan Amendments. This section identifies changes to Subarea Policy IV, Gateway Regional Center.

East Corridor Plan District provisions

East Corridor Plan District Boundary Changes. This section describes how the East Corridor will be given its own plan district.

Zoning Code Amendments. This section identifies the earlier Gateway plan district provisions that will continue in the East Corridor plan district and the limited changes proposed for the East Corridor plan district provisions. It also includes the commentary that explains the intent of the regulations.

Gateway Regional Center Design Guidelines

All properties in the Regional Center are now subject to discretionary design review. The specific design guidelines for Gateway will help Gateway reach the high level of design quality desired by the community and embodied in the aspirations of the City and the region for this Regional Center.

Appendices

This volumes contains 12 appendices that supplement material in the Revisions and Design Guideline documents.

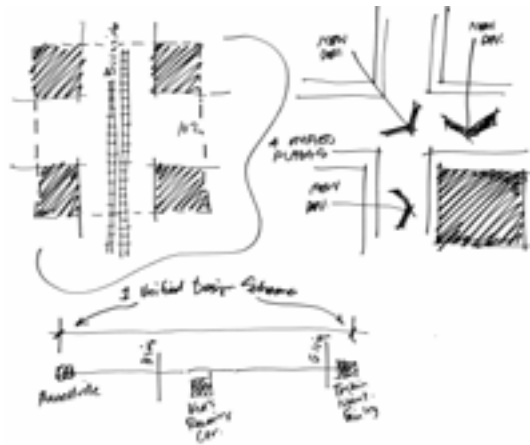
Gateway Planning Regulations Project

Photos of desirable development from 2001 tours taken by members of the Opportunity Gateway Program Advisory Committee



Clockwise from top left: Heritage Place, Vancouver, WA; Heritage Place sidewalk; Courtyard at Water Tower on SW Macadam; Columbia River development, Vancouver, WA; Lake Oswego plaza, park, and housing complexes; Open space at Water Tower

Adopted Gateway Plan District Boundary



Clockwise from top left: Vignette of potential development at NE 99th and Pacific intersection, by Brian Bennett, James Ponto, & Seth Moran (2003); SE Washington at 102nd looking east (2001); Sketch from 102nd and Burnside neighborhood walk, 2001; Pedestrian walkway (similar to a woonerf) in the Pearl District (2001)

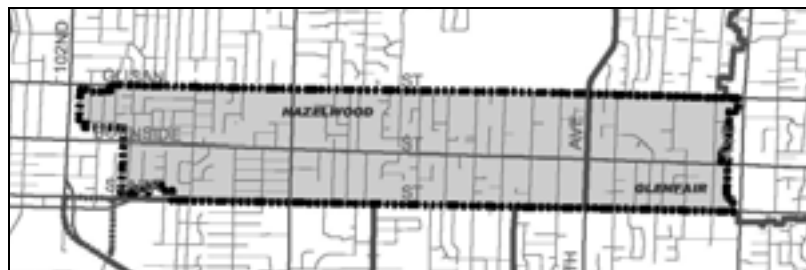
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Map 5. Gateway Plan District Prior to Adoption



Map 6. Adopted Gateway Plan District



Map 7. Adopted East Corridor Plan District

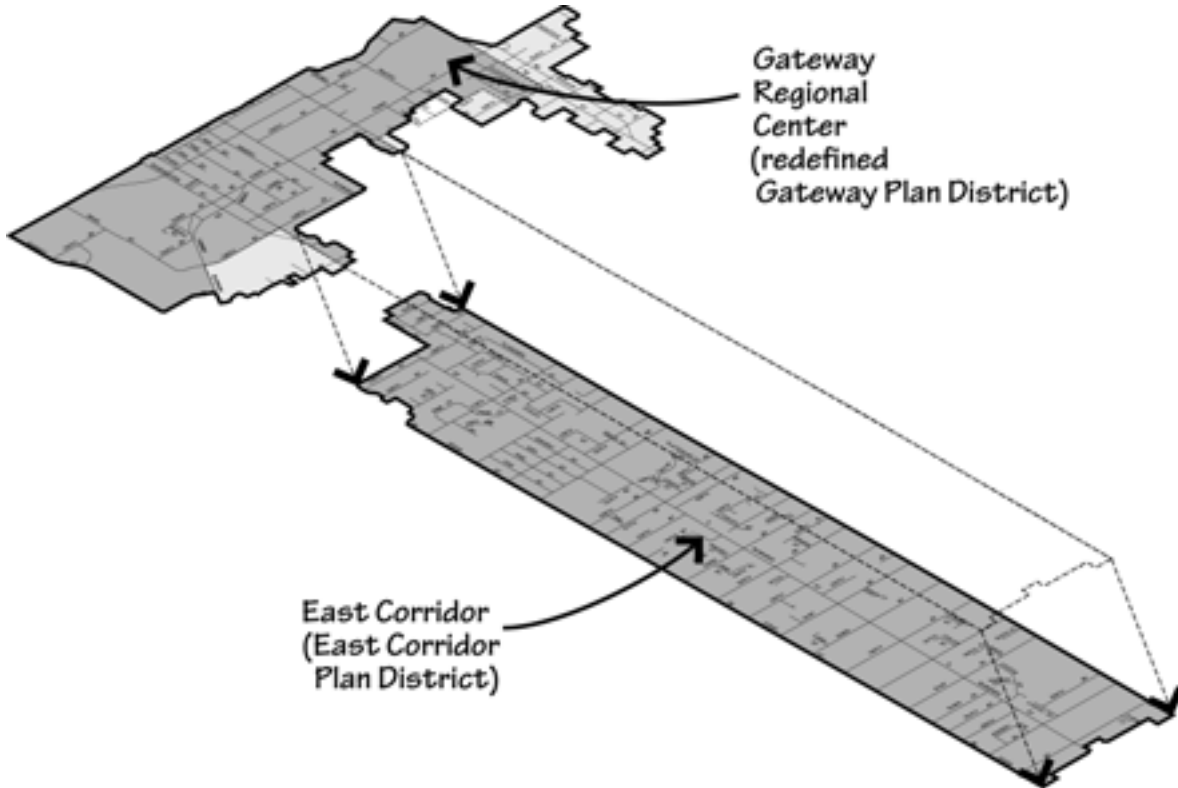
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Adopted Division of the Gateway Plan District

The primary focus of the Gateway Planning Regulations Project was the Gateway Regional Center. The aspirations for the regional center are quite distinct from both the existing development and future vision for the East Corridor. To deal with this distinction, the City Council agreed with the Planning Commission's recommendation to divide the Gateway Plan District into two separate plan districts: 1) the expanded Gateway Plan District (*same name*) and 2) the revised, renamed East Corridor Plan District.

The opposite page shows the three plan districts under discussion: 1) the Gateway plan district prior to adoption, 2) the adopted Gateway plan district, and 3) the adopted East Corridor plan district. The diagram below shows the same thing but in a slightly different manner.

This section, Part I, of the document deals specifically with the Gateway Regional Center.



Map 8. Division of the Gateway Plan District

Gateway Planning Regulations Project

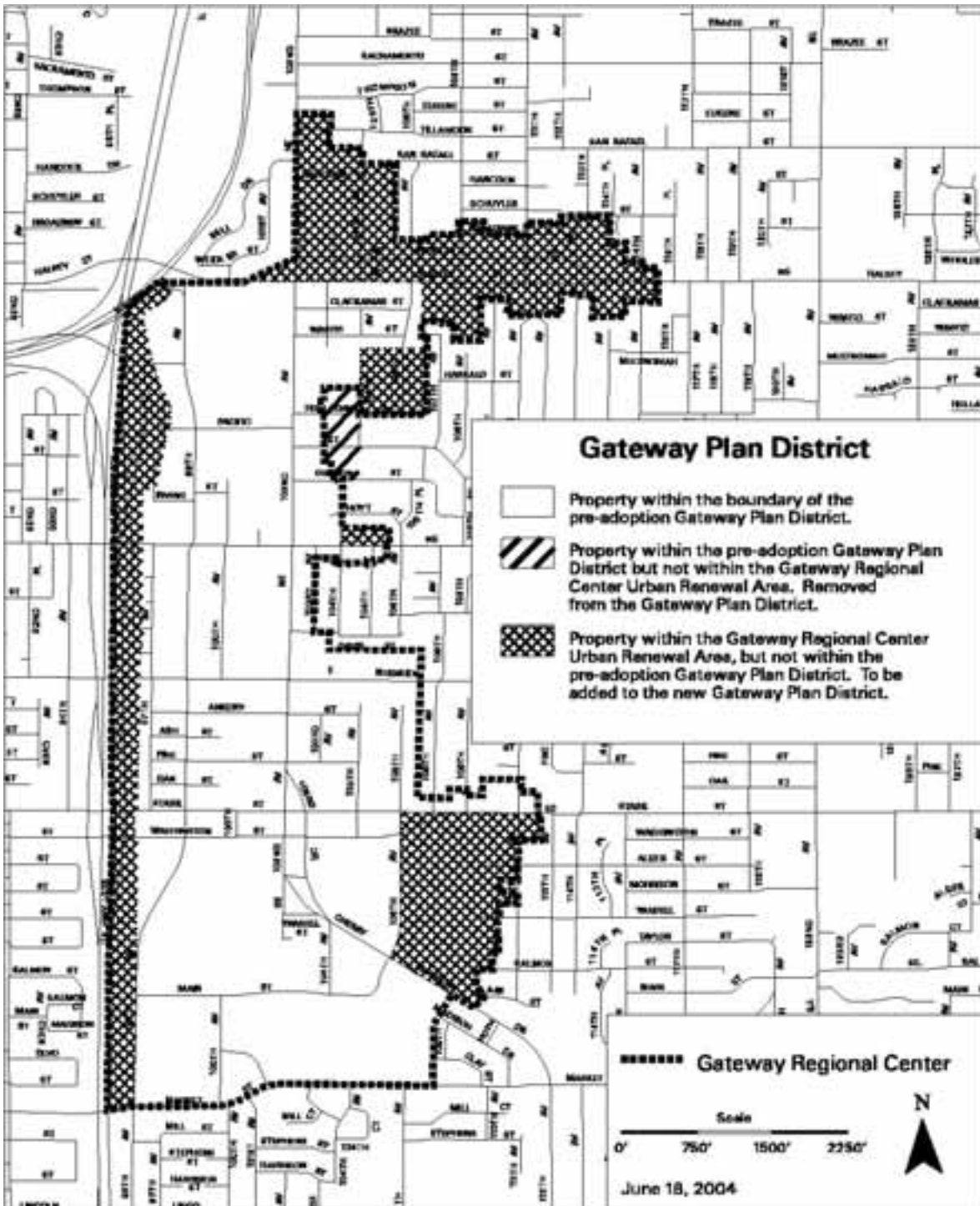
Commentary

This and the next three pages contain a listing of the properties that are and are not included in the redefined Gateway plan district, a map of the Gateway Regional Center, and comments on why these particular properties are included or not.

Revised Gateway Plan District Boundary

Map 9, on the following page, shows the Gateway Regional Center urban renewal area (URA), properties in the earlier Gateway plan district that have been removed, and properties that have been added to the new Gateway plan district. It also shows properties that are no longer in the Gateway plan district. Pages I-8 and I-9 more explicitly identify these properties.

Gateway Planning Regulations Project



Map 9. Adopted Changes to the Boundary of the Gateway Plan District

Commentary

1. **All properties that were included in the *Outer Southeast Community Plan*, are within the Gateway Regional Center urban renewal area (URA), and were not within the earlier Gateway plan district are now included in the new Gateway plan district.**

The *Outer Southeast Community Plan* set the policy framework for development on these sites. With this project's adoption, all properties within the Gateway Regional Center plan district will have the same boundary as the URA.

2. **All properties that are within the Gateway Regional Center urban renewal area (URA), but were not considered as part of the *Outer Southeast Community Plan* are now in the new Gateway plan district.**

The decision to include these properties in the Gateway Regional Center URA was made to incorporate the significant intersection of 102nd and Halsey/Weidler, as well as Woodland Park Hospital, the multifamily apartments north of NE Hancock, and the entire Halsey/Weidler couplet between 102nd and 114th. Adding these properties into the Gateway plan district makes the plan district boundary the same as the URA. The latest plan that addresses development within this area is the reformatted *Cully/Parkrose Community Plan*, adopted by the Portland City Council on August 27, 1988. Policies in the plan relevant to the proposed zoning and *Comprehensive Plan* map changes are:

- Policy 2.B. Arrangement of Land Uses: The area(s) surrounding Woodland Park Hospital (and near the Gateway freeway interchange) should foster a mix of high density residential and ground floor commercial uses.
- Design Area Guidelines, Halsey/Weidler Strip, Development Objective: To convert a strip commercial area into a linear mixed use area with neighborhood commercial centers.

3. **R5-zoned properties north of Glisan are not included in the new Gateway plan district.**

There are approximately 30 properties that were in the earlier Gateway plan district, but are outside of and immediately adjacent to the Gateway Regional Center urban renewal area (URA). The URA was drawn specifically to exclude single-dwelling, residentially-zoned properties, with the exception of the Floyd Light Middle School and East Portland Community Center properties. There is no reason to keep single-family, residentially-zoned properties that are neither in the URA nor inside the MAX corridor in the plan district.

Gateway Planning Regulations Project

The following changes were made to the revised Gateway Plan District Boundary:

1. Include in the Gateway plan district all properties that were considered as part of the *Outer Southeast Community Plan*, are within the Gateway Regional Center urban renewal area, and are not currently within the Gateway plan district. These include:
 - Properties immediately south of and adjacent to Halsey currently zoned CS (Storefront Commercial), CO2 (Office Commercial 2), and CN2 (Neighborhood Commercial 2)
 - Several R2- and R3-zoned properties between Halsey and Glisan
 - Several CS-zoned properties immediately north of and adjacent to East Burnside
 - A group of properties between 106th and the boundary of the URA and between Stark and Cherry Blossom Dr. that include the following current zones: R5 (a single-family zone that contains Floyd Light Middle School and East Portland Community Center), OS (Open Space), CO2, (Office Commercial 2), CO1 (Office Commercial 1), and R1a (medium density multidwelling zone)
2. Include in the Gateway plan district all properties that are within the Gateway Regional Center urban renewal area, but were not considered as part of the *Outer Southeast Community Plan*. These include:
 - Properties north of Halsey that are zoned General Commercial (CG)
 - Properties between Halsey and Weidler that are zoned CN2
 - The OS-zoned property between Halsey and Weidler
 - Properties north of Halsey and Weidler currently zoned R1-, R2-, and R3.
 - A CO1-zoned property immediately east of and adjacent to NE 102nd
3. Remove R5-zoned sites north of Glisan and adjacent to the Gateway Regional Center urban renewal area from the Gateway plan district.

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I-205 park strip in Maywood Park: 2003

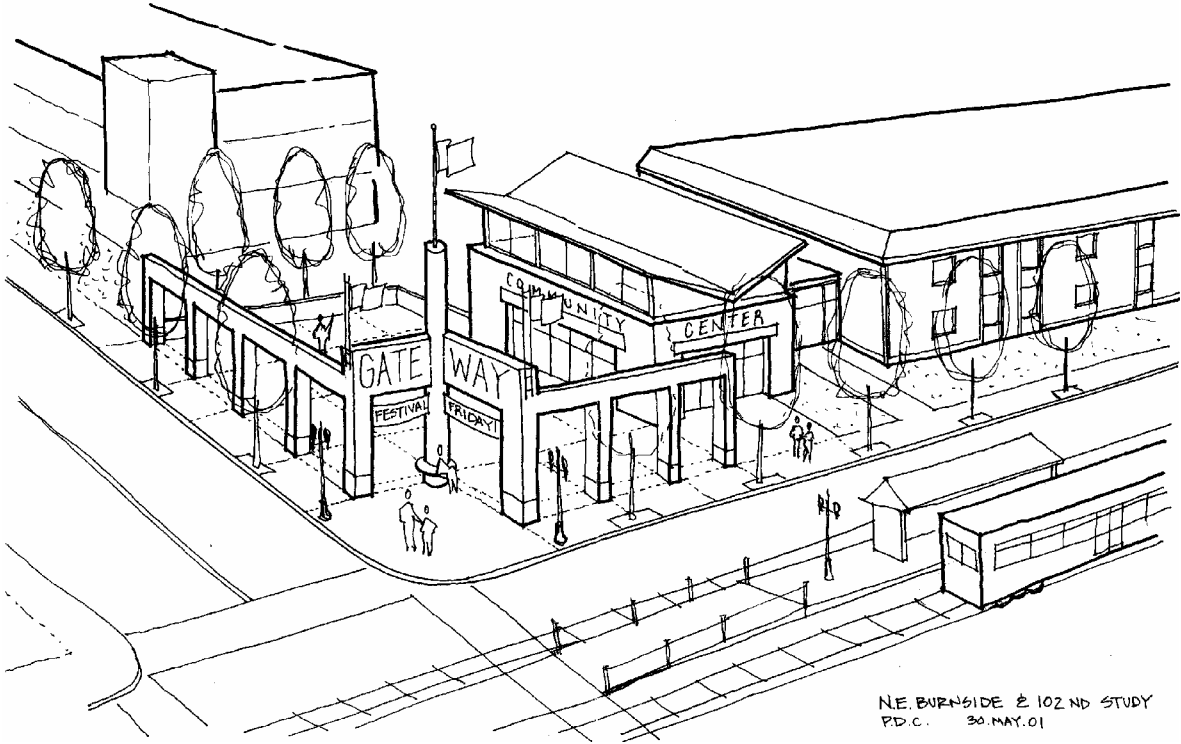


Potzdamer Platz, Berlin, Germany

Urban Design

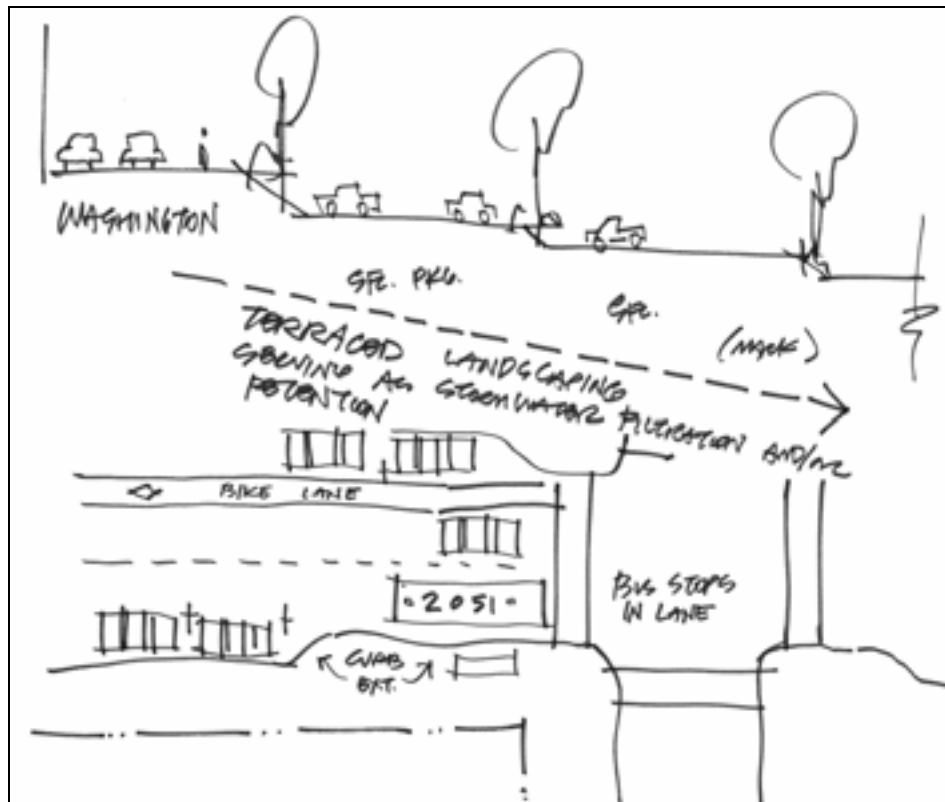


Gateway Planning Regulations Project



NE BURNSIDE & 102 ND STUDY
P.D.C. 30 MAY 01

Garry Papers, 2001



Mark Raggett, 2001

Gateway Regional Center Subareas

Subarea 1: Halsey/Weidler Corridor

Challenges

- Many surface parking areas between building and sidewalk
- Primarily low-density, single-use buildings
- Many buildings in need of repair or restoration
- High traffic volumes and vehicle speeds along couplet
- Lacks open space or parks

Opportunities

- Historically Gateway's main commercial streets, with many thriving businesses
- Predominant pedestrian-orientation with building placement at street edge and on-street parking
- Outstanding visibility and accessibility provided by high traffic volumes – tremendous potential for continued successful retail and neighborhood-serving uses

City Council Adopted

- Design review for all properties
- Redesignation of much of the current neighborhood and general commercial zoning to central commercial (CX) at the 102nd intersection and storefront commercial (CS) to reflect the CS zoning south of Halsey
- Development regulations: building fronts to the sidewalk, requirements for ground floor windows and active use space(s)

Subarea 2: Gateway Station

Challenges

- Surface park and ride lot adjacent to Gateway transit center
- Impacts of the I-205 Freeway along western edge
- Significant amount of surface parking
- Concern that potential gentrification will force out low-income residents
- Lacks open space or parks

Opportunities

- Major portal to multiple destinations in the city and region
- Development parcel adjacent to the Gateway transit center in public ownership providing a highly-visible, precedent-setting, and potentially catalytic development opportunity
- Close proximity to Fred Meyer grocery store significant for dense new development
- Strategic implementation of new open space(s) and street enhancements that could catalyze redevelopment

City Council Adopted

- Design review for all properties
- Zone change from high-density residential (RH) to central residential (RX), in addition to other changes at targeted locations where pedestrian activity is critical

Gateway Planning Regulations Project

- Development regulations: new master plan option for flexibility, new bonus options, height and floor area ratio revisions, building fronts to the sidewalk, requirements for ground floor windows and active use space(s)

Subarea 3: 102nd and Burnside

Challenges

- Impacts of the I-205 Freeway along western edge
- Lacks open space or parks
- Configuration of light rail infrastructure (rails and track beds) a barrier to pedestrian crossings
- Prevalence of small lot sizes, making parcel consolidation difficult
- Lack of street connectivity here as well as area north of Burnside

Opportunities

- Burnside has lower traffic volumes and vehicle speeds
- Publicly-owned parcel adjacent to 102nd/Burnside station a catalytic/organizing opportunity
- Creation of new open space(s) and street enhancements that could catalyze redevelopment
- Good access to transit at 102nd/Burnside station from new development to north and south

City Council Adopted

- Design review for all properties
- Development regulations: building lines to the sidewalk, requirements for ground floor windows and active use space(s)
- Change of the auto-oriented general employment zone (EG) to the more flexible central employment zone (EX)

Subarea 4: Southern Triangle

Challenges

- Significant amount of surface parking
- Mall 205 recently renovated with few connections to surrounding neighborhoods
- Adventist Medical Center, Mall 205, and civic facilities on 106th separated from each other
- Impacts of the I-205 Freeway along western edge
- High traffic volumes and vehicle speeds along Stark/Washington couplet at northern edge

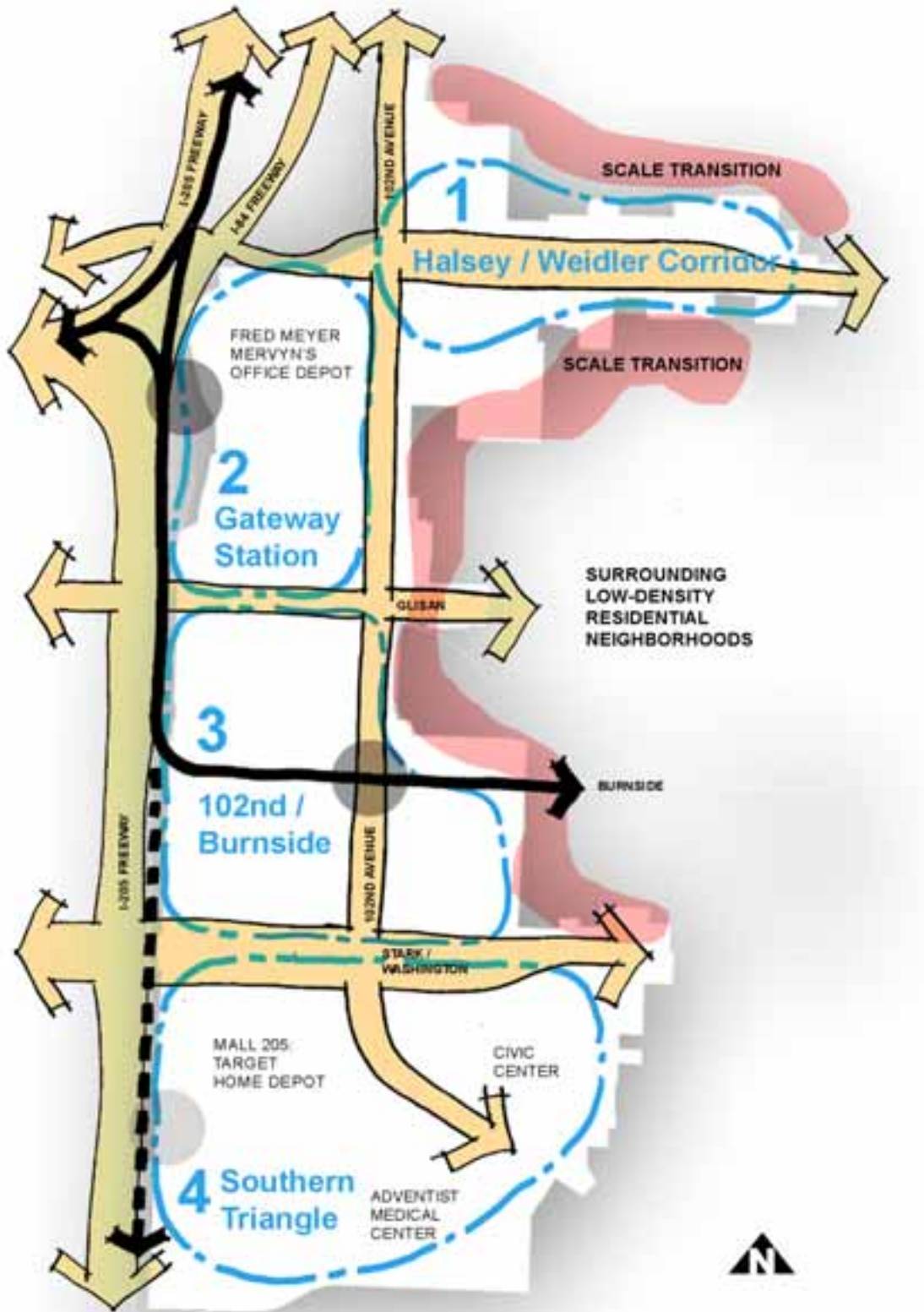
Opportunities

- Close proximity to Mall 205 home improvement stores (Home Depot and Target), as well as the Adventist Medical Center, its associated medical facilities and senior housing
- The Portland Adventist Academy adjacent to the proposed light rail transit station at 96th and Main, a potential redevelopment site
- Proximity to concentration of civic buildings along 106th, existing open space at Floyd Light Middle School and the East Portland Community Center

City Council Adopted

- Design review for all properties
- Development regulations: new master plan option for flexibility, new bonus options, height and floor area ratio revisions
- Limited allowances for retail and office uses in the Institutional Residential (IR) zone

Gateway Planning Regulations Project



Map 10. Challenges, Opportunities, and Subareas of the Gateway Regional Center

Gateway Planning Regulations Project



SE 102nd just north of East Burnside



Adventist Medical Center

Urban Design Concept Elements

The urban design concept, shown on map 11 on page 19, identifies a future for Gateway as an urban and prosperous regional center, to be obtained by developing and enhancing the following three elements:

- A hierarchy of streets
- An urban system of parks and open spaces
- Focussing density

Element 1: A Hierarchy of Streets

The Gateway Regional Center has a dominant set of east-west streets, including Glisan, Halsey/Weidler, Burnside, Stark/Washington, and to a lesser extent, Market, Main, and Pacific. Most of these east-west streets occur at quarter-mile intervals or so, and all save Pacific cross the I-205 Freeway. Main crosses I-205 as a pedestrian bridge. In the north-south orientation, 102nd Avenue is the dominant street, one of only two to cross the light rail tracks along Burnside.

The Opportunity Gateway Program Advisory Committee (PAC) determined that 102nd Avenue should be redeveloped as an urban-scaled boulevard and serve as the commercial and retail “spine” for the regional center. The exact configuration of 102nd is still being determined, but one element — the widening of the sidewalks to 15 feet — has already been approved. Glisan and the Stark/Washington couplet, due to their high-volumes and vehicle speeds, would likewise benefit from wider sidewalks, more street trees, and generally more protection for pedestrians from moving motor vehicles. They could continue to serve as commercial-use emphasis streets, providing necessary arteries for high-density office development.

The Halsey/Weidler couplet (especially Halsey) possesses many of the “main street” attributes typical of sections of SE Hawthorne, Belmont, or Division. Both streets are narrower than most of the other east-west streets – about 60 feet in width. Many of the buildings are set close to the sidewalk and contribute to a sense of enclosure. Although relatively minor street improvements would be necessary along this couplet, the streets would benefit from more mixed-use development, particularly those with residential units above ground-floor commercial or retail space. At the other end of the regional center, where a new light rail station is being proposed, Main Street between the I-205 Freeway and the Adventist Medical Center would also benefit from this type of development character.

Ninety-ninth Avenue, the only street other than 102nd to cross Burnside and a secondary north-south spine for the regional center, is targeted to attract the main entrances and lobbies of new, high-density residential development. Similarly, the redevelopment of Pacific Street to the north, with potentially more of a mixed-use emphasis, is poised to play a critical role in linking the Gateway transit center to 102nd Avenue.

East Burnside, through its function as a light rail corridor, continues to be a defining street for Gateway. Due to its relatively limited motor vehicle access, it will likely continue to foster the development of new residential buildings. However, as Burnside is a wide right-of-way, new buildings should be sited at or very close to the sidewalk to provide more enclosure. In addition, there are very few places where a pedestrian can cross the light rail tracks other than at signalized

Gateway Planning Regulations Project

intersections with major streets. Limited crossing opportunities decreases the functional use of the street for pedestrians and contributes to the perception of Burnside as a barrier.

Element 2: An Urban System of Parks and Open Spaces

The Gateway Regional Center is extremely deficient in parks and open spaces. This is especially unfortunate given the relatively high-density housing and employment anticipated in the future.

The urban design concept includes an urban open space system that would create a series of parks attractive to developers and residents alike. The system could also serve as a unifying pattern among different parts of the district. The adopted system includes a series of parks surrounded by developable lands anticipated for high-density residential buildings. The parks would be located between 99th and 102nd and in the area south of Halsey and north of Glisan. The enhancement of 99th and significant improvements to 100th and 101st would link the parks into a coherent open space system, binding the regional center together.

In addition, the development of a linear park along Gateway's western edge would directly address the noise and air quality impacts created by the I-205 Freeway by pushing new development back. A regionally-attractive linear park has the potential to increase the values of adjacent properties, as well as encouraging adjacent development to step up in scale as one moves west from 102nd.

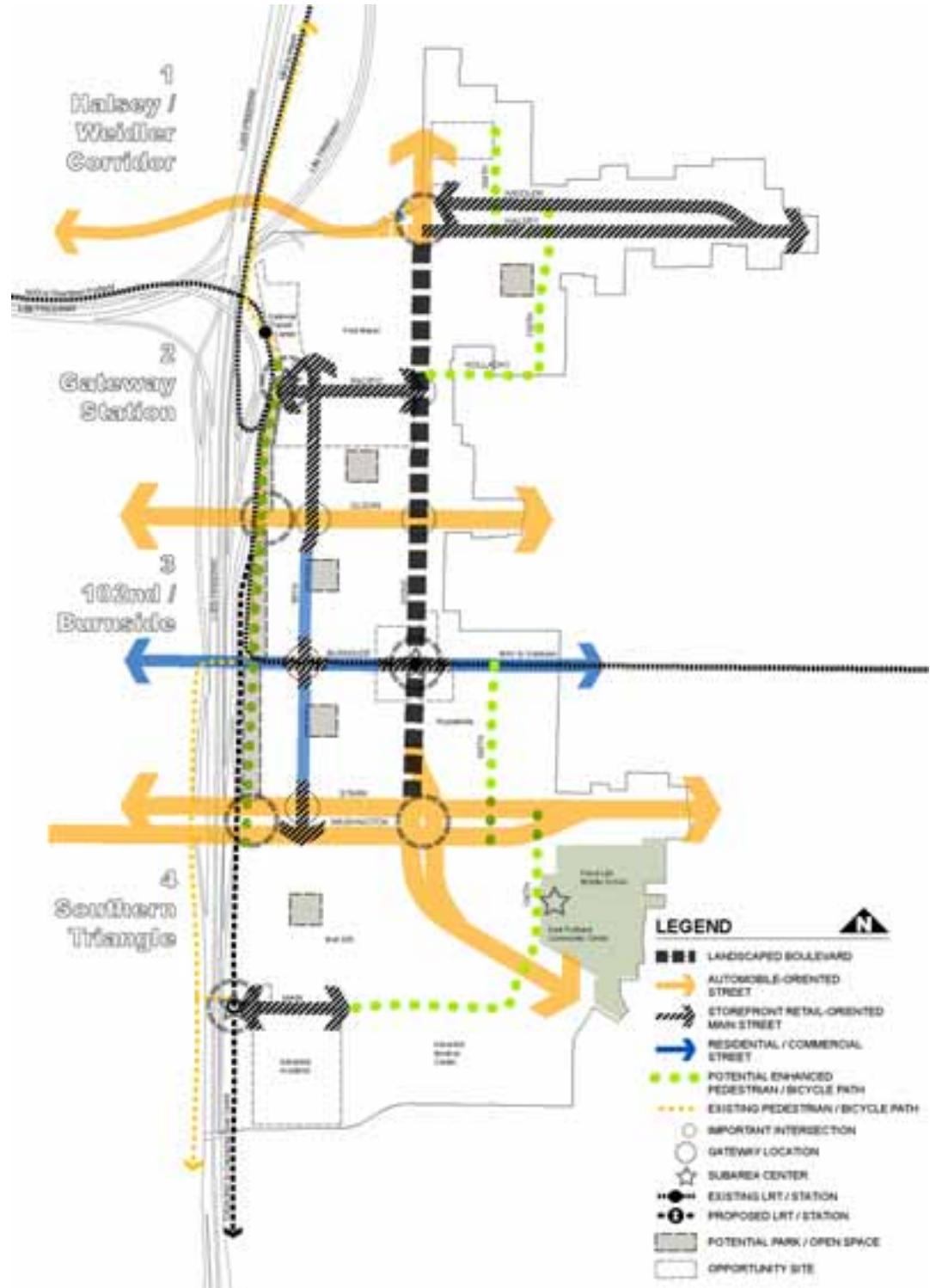
Element 3: Focussing Density

Experience in other parts of the city points to two factors that together are able to catalyze the development of larger, denser buildings: access to transportation facilities and high-quality open space. The Gateway Regional Center is served by an exceptional transportation infrastructure, including two light rail stations, with an anticipated third in the next five years. Targeting dense development within a quarter-mile distance of a light rail station maximizes the efficiency of the transit infrastructure.

Dense development is also likely around existing or proposed new open space amenities. The regional center lacks the type of urban open spaces that are viewed as amenities by potential residents and the development community. Proximity to high-quality open spaces has proven to be successful in catalyzing dense residential development, especially where these spaces provide relief from the noise, activity, and enclosure of urban settings.

Based on these principles, the largest, tallest buildings in the regional center can be expected around the two existing light rail stations, the proposed new station at SE Main Street, and around the new open space system. Larger buildings can be expected along streets intended to be (or currently functioning as) main streets and/or transportation corridors, which would include Glisan, the Stark/Washington couplet, 102nd, the Halsey/Weidler couplet, 99th, and Pacific.

Gateway Planning Regulations Project



Map 11. Urban Design Concept

Gateway Planning Regulations Project

Smaller Components

In addition to the above major elements, smaller components highlight unique opportunities that, when emphasized, built upon or taken advantage of, help to create the urban character desired for the regional center.

Gateways

Recommended gateway locations are at the Gateway transit center, where Glisan and Stark/Washington intersect with I-205, and at the intersections of 102nd with Stark/Washington and Halsey/Weidler. In general, these locations are recommended where they will be most likely to signal transition to and from the Gateway Regional Center. By limiting the total number of gateway locations, it will be easier to focus public and private investments where they will have the most meaning and be the most catalytic for subsequent development.

Attractions

The Gateway Regional Center's attractions might be considered to be its large retail sites (Fred Meyer/Mervyn's and Mall 205), the Adventist Medical Center, and the East Portland Community Center/East Police Precinct. Each of these attracts people for different reasons, and needs to be considered in the context of proposed new amenities and/or attractions in the area.

Opportunity Sites

Opportunity sites are identified in the regional center around existing and proposed light rail stations and at some gateway locations. Some of these sites are in public ownership and/or control, and all offer designers and developers the ability to explore innovative design solutions that add to Gateway's identity as a place.

Retail Nodes

Retail nodes are identified along 99th where it intersects with the major east-west streets. These nodes will "wrap the corners" of these intersections, drawing the activity present on the commercially-oriented east-west streets onto 99th. Some of these retail spaces might include tenants such as restaurants or cafes, galleries, or shops.

Comprehensive Plan and Zoning Map Amendments



Clockwise from top left: Mall 205; NE 102nd looking north; Ritzdorf Ct. apartments at SE 12nd and Belmont (all taken in 2003); Irvington Place on NE Broadway

Comprehensive Plan and Zoning Map Amendments

The zoning and *Comprehensive Plan* amendments affect all four subareas. Each change is identified by subarea.

1. Halsey-Weidler Corridor Subarea

One purpose for the adopted zoning for this subarea is to take greater advantage of Halsey's established pedestrian orientation, visibility and accessibility by extending these attributes to Weidler. Another is to increase the potential residential density available when the current apartment complexes begin to redevelop.

2. Gateway Station Subarea

The three zone changes in this subarea each take advantage of the properties' location adjacent to the transit center. The increase in potential residential density west of 102nd will allow for development that includes more office and retail uses, particularly desirable in this location. The increase in potential residential density east of 102nd recognizes the importance of this major north/south street to the success of the regional center. The decision to change a portion of the residential along 102nd to commercial acknowledges that the intersection of 102nd and Pacific, particularly if a comparable project is built on the opposite corner, could act as the catalyst for high-quality development that is the aspiration for Gateway.

3. 102nd and Burnside Subarea

The most central of the subareas, the 102nd and Burnside subarea contains the greatest opportunity for mixed uses within the district. To take advantage of this potential, both the allowable housing density and, as part of the *Zoning Code* amendments, the amount of retail and office uses that can be built together would increase. In addition, the change to the Central Employment zone gives far greater flexibility, particularly in the development of residential, retail, and office uses, all of which are either limited or conditional uses in the General Employment zone.

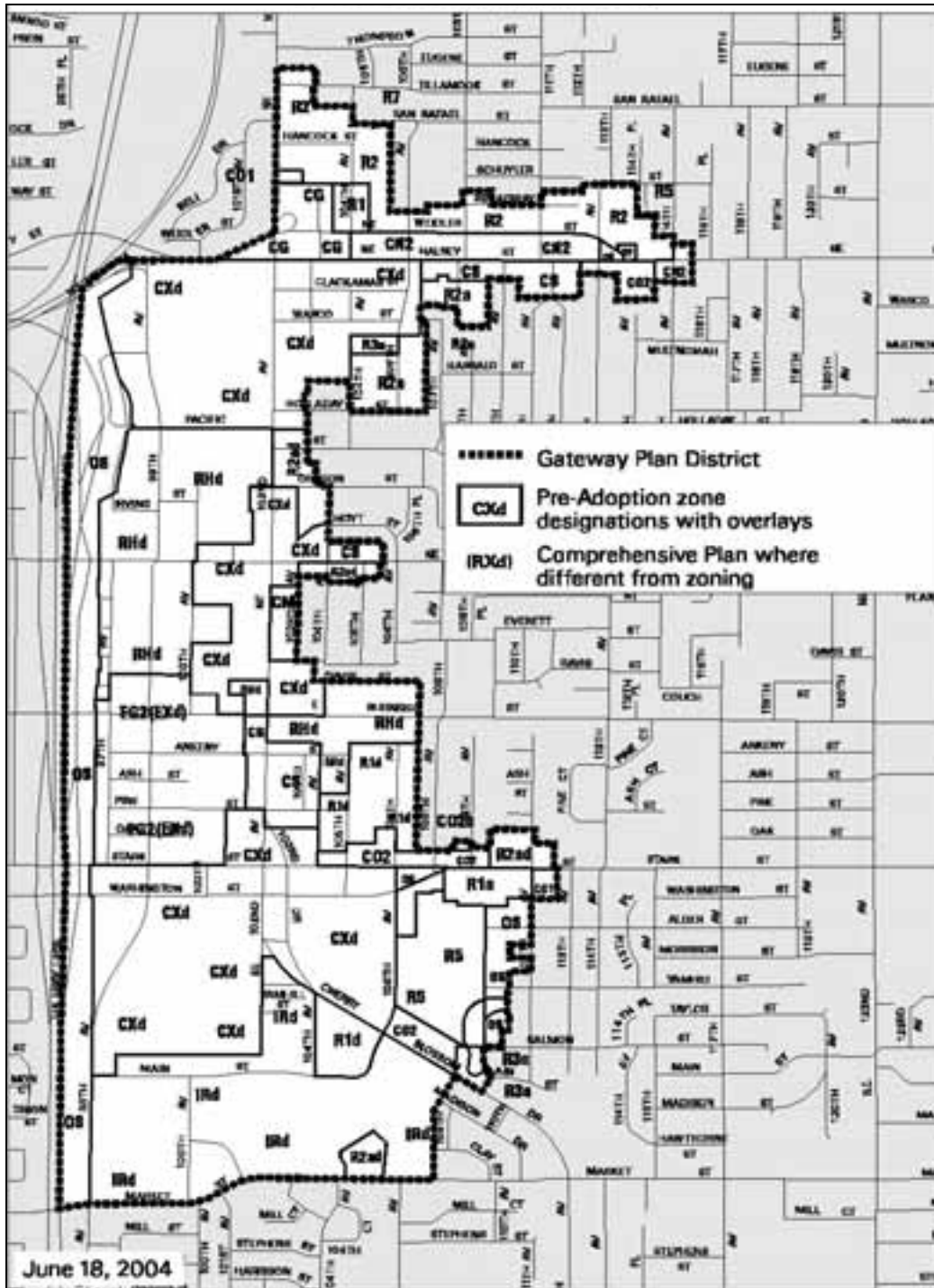
4. Southern Triangle

The addition of *Comprehensive Plan* map designations on two key sites in the Southern Triangle subarea sets the stage for potential future development should there be a change in use. The adoption of these designations anticipates that both schools – the Floyd Light Middle School and the Adventist Academy – will remain on their respective sites for the life of the urban renewal area. However, should there be a change of status for either of these properties, these designations are in keeping with the purpose of the Gateway Regional Center, as well as recognizing the importance of the location of each site. One parcel abuts 106th, which has rapidly become a civic-oriented street, and the other is located adjacent to a potential third light rail transit station at SE Main and 97th.

Gateway Planning Regulations Project

Pre-Adoption Zoning and *Comprehensive Plan* Designations

Map 12 below shows the zoning and *Comprehensive Plan* map designations prior to adoption within the Gateway Regional Center.



Map 12. Zoning and *Comprehensive Plan* Map designations prior to adoption

Gateway Planning Regulations Project

Commentary

Maps 13a and 13b on the following pages show the zoning and *Comprehensive Plan* designations for the Gateway Regional Center prior to and as of adoption. The zones (for example, CM or Mixed Commercial), shown on the map are those prior to adoption. The shaded or hatched areas on the map are the changes. The meaning of the shading is identified on the map's legend to the right.

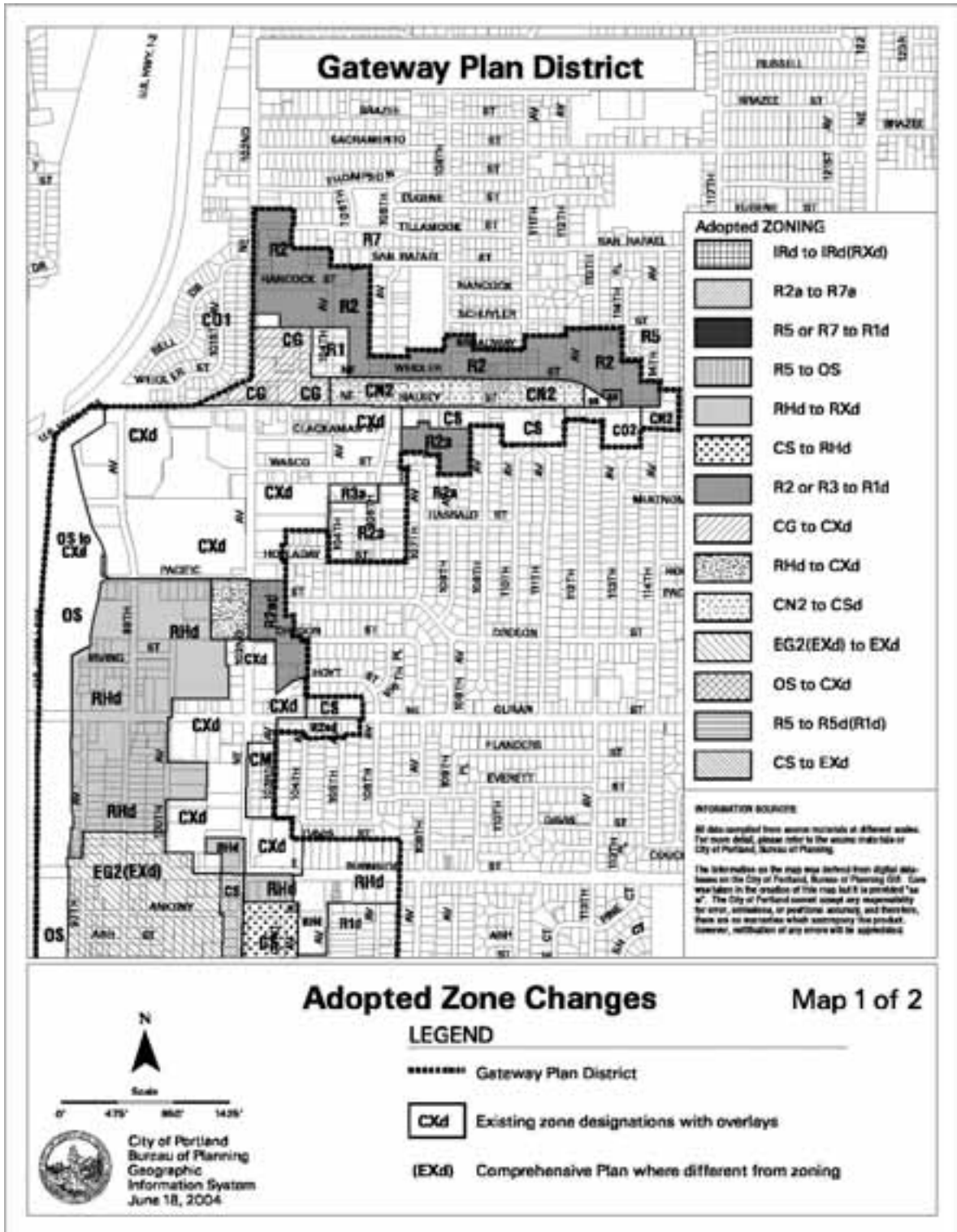
1. Increase the housing potential within the plan district by rezoning the following:
 - Selected low-density multidwelling residential R2- and R3-zoned areas to medium-density multidwelling residential, R1 (primarily *Halsey-Weidler subarea with several properties east of 102nd in the Gateway Station subarea*)
 - Selected high-density multidwelling residential RH-zoned areas to Central Residential, RX (both *Gateway Station and 102nd and Burnside subareas*)
 - Storefront Commercial, CS-zoned properties east side of SE 102nd to high-density multidwelling residential, RHd (*east of 102nd and Burnside subarea*)

Reasons:

- RX is the city's highest density residential zone, which is a logical zone for the highest density area anticipated outside of the Central City. Its use is consistent with the use of CX and EX zones in the regional center. It would abut high-density commercial and employment zones. Under new plan district provisions, the RX zone in Gateway would allow up to 40 percent of the net building area of multidwelling developments to be in retail sales and service or office uses. If the entire site is within ¼-mile (approximately 1300 feet) of a transit station, up to 50 percent of the net building area of a new multidwelling development may be in retail sales and service or office uses.
 - RH-zoned properties within 1000 feet of the 102nd and Burnside light rail station would be eligible to use 20 percent of the net building area for retail sales and service or office uses as a conditional use.
 - The RH-zoned area that was formerly zoned Storefront Commercial is the location of Russellville Commons, the first large housing project developed after the designation of Gateway as a regional center. Its location at the critical intersection of 102nd and Burnside and immediately adjacent to the 102nd MAX station makes this a logical place for high-density multifamily residential zoning. The new RH zone would abut existing RH, R1, and CX-zoned properties within the regional center.
2. Rezone the General Commercial, CG, area north of Halsey to Central Commercial, CX. (*Halsey-Weidler subarea*)

Reason: There is greater opportunity with the CX zone for achieving the desired goals of the various plans. The CX zone has the potential to increase the scale of mixed uses, while not creating nonconforming uses, thereby increasing the development potential of the regional center.

Gateway Planning Regulations Project

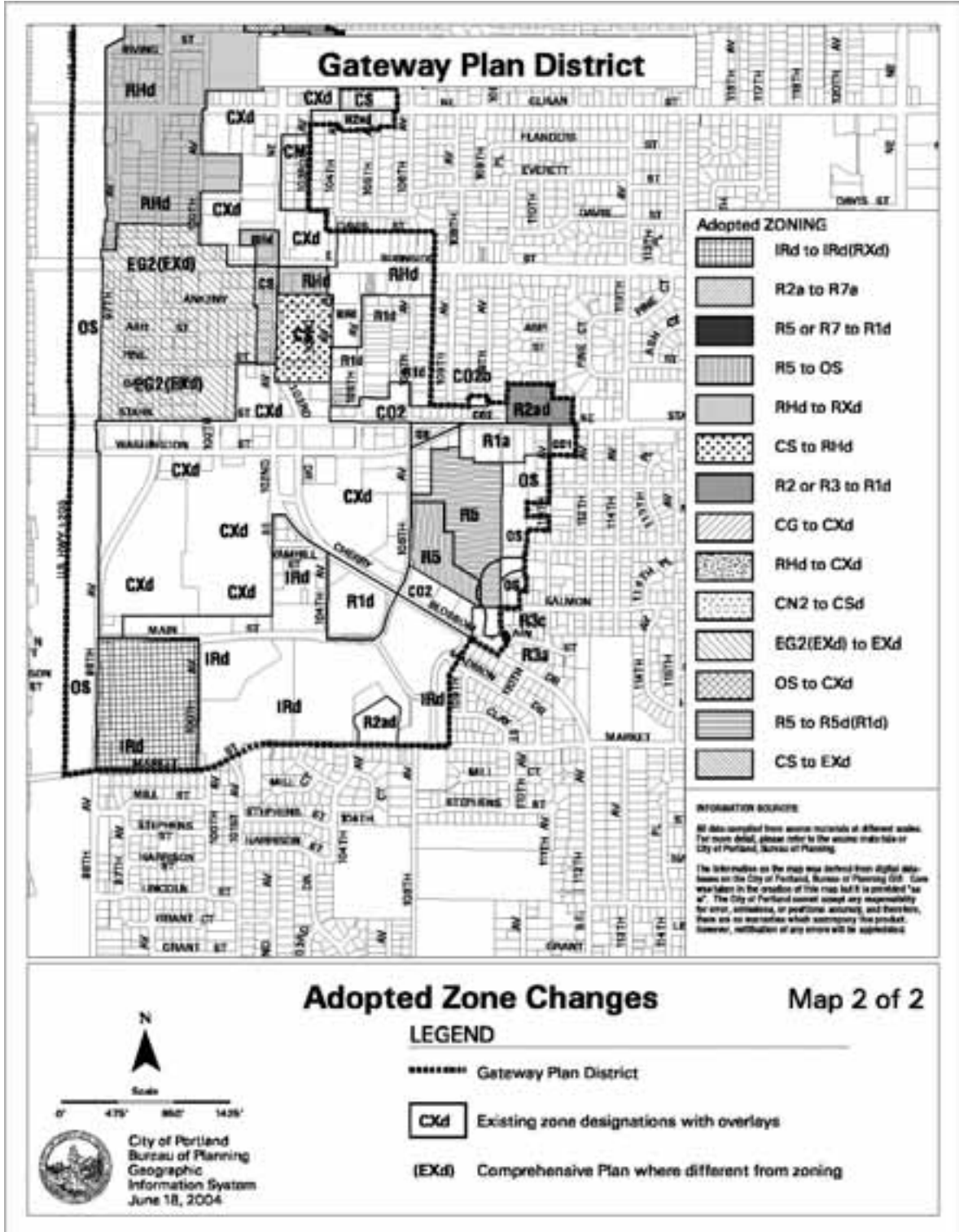


Map 13a. Zone and Comprehensive Plan Map Amendments – northern half

Commentary

3. Rezone a small portion of high-density multidwelling residential, RH-zoned property along NE 102nd just south of NE Pacific to Central Commercial, CX. (*Gateway Station subarea*)
Reason: Rezoning this small area of RH to CX creates a continuous frontage of CX west of 102nd from Halsey almost to Burnside. It will allow the continuation of existing office and allow increased retail at this important intersection.
4. Rezone the Neighborhood Commercial, CN2, area between Halsey and Weidler to Storefront Commercial, CS. (*Halsey-Weidler subarea*)
Reason: The CS zone on the south side of Halsey will promote the continuation of the existing "main street" storefront character. The north side of Halsey and south side of Weidler, however, are predominately auto-oriented. By changing the CN2 to CS, there is the possibility that new development will create a more urban, pedestrian-oriented development pattern that will make both sides of Halsey, as well as Weidler, far more enjoyable for pedestrians to walk and shop.
5. Rezone the General Employment, EG2, area of Prunedale to the *Comprehensive Plan* designation of Central Employment, EXd. (*Burnside and 102nd subarea*)
Reason: There is greater opportunity with the EX zone to achieve the desired policies and goals of the various plans. The EX zone is a flexible zone that allows a diversity of uses, including residential, commercial, employment, and light industrial. It encourages an urban built form, an urban- and transit-scaled level of development, new development that contributes to the role of this key area as a focus of activity in the community, and increased residential development in this area.
6. Rezone the Storefront Commercial, CS, along the west side of SE 102nd to Central Employment, EXd.
Reason: There is greater opportunity with the EX zone to achieve the desired policies and goals of the various plans. The EX zone is a flexible zone that allows a diversity of uses, including residential, commercial, employment, and light industrial. It encourages an urban built form, an urban- and transit-scaled level of development, new development that contributes to the role of this key street as a focus of activity in the community, and increased residential development along this important stretch of the future 102nd boulevard.
7. Add the *Comprehensive Plan* map designation of R1 to the portion of the David Douglas School District property currently zoned R5.
Reason: Should this property, currently the home of Floyd Light Middle School, ever be sold or change uses, an R5 designation within the city's only regional center is an inappropriate zone. Adding a *Comprehensive Plan* designation of R1 will increase the likelihood that appropriate development will occur on this site should this unlikely situation arise.

Gateway Planning Regulations Project



Map 13b. Zone and Comprehensive Plan Map Amendments – southern half

Commentary

8. Rezone the portion of the R5-zoned property that will soon become the property of the City of Portland to Open Space, OS.
Reason: In anticipation of construction of the East Portland Community Center, the City of Portland negotiated a land swap and purchase with David Douglas School District for a portion of the site on which Floyd Light Middle School sits. As the transfer is imminent, it is appropriate to rezone the property to OS as part of this project.

9. Add the *Comprehensive Plan* map designation of RXd to the Adventist Academy property currently zoned IRd.
Reason: Should this property, currently the home of Adventist Academy, ever be sold or change uses, an IR designation could be problematic. A situation arose on another site where a school with an IR designation moved to another location and wanted to sell the original property. Because it could not be sold with the IR designation except to another institution, potential buyers balked at the purchase, despite the desirable location on a busy street. Because of the size of the property, when the institution used the quasi-judicial process to change the zone, the City was in the unenviable position of having given no thought to an appropriate zone for that location, leaving little room for consideration and negotiation of a zone that would meet both City policies and the desires of the existing or proposed property owner. To prevent this situation from occurring in the future, a *Comprehensive Plan* designation of RXd is applied to this site. RXd is an appropriate zone for this site, as it is immediately adjacent to the anticipated location of the third light rail transit station in the regional center and has the potential for 50% commercial or office uses should it ever be redeveloped. The RXd *Comprehensive Plan* designation does not imply that the Adventist Academy site is or will be available for redevelopment. The reason for the designation is to establish the appropriate zoning designation for the site if and when redevelopment occurs in the future.

10. Remove the "a," alternative design density, overlay zone within the regional center.
Reason: The combination of increased base zone density, plan district provisions, and discretionary design review reduces the need for continuing the "a" overlay within the regional center.

11. Rezone the portions of properties north of Halsey that have split zones to R1d in order to match the remainder of the property.
Reason: Prior to adoption, two properties north of Halsey had two zones on them: R2 and R5 on one and R2 and R7 on another. In both cases the largest portion of the property was R2, which Planning Commission recommended rezoning to R1d. In order to eliminate the split zone on each of the properties and ensure the usability of the entire lot by the owner, City Council agreed to rezone both to R1d along with the rest of each lot.

Comprehensive Plan and Zoning Map Amendments

1. Increase the housing potential within the plan district by rezoning the following:
 - a. Selected R2- and R3-zoned areas to R1.
 - b. Selected RH-zoned areas to RXd.
 - c. Storefront Commercial (CS)-zoned properties on the east side of 102nd between East Burnside and SE Stark to high-density, multifamily residential, RH.
2. Rezone the General Commercial (CG) area north of Halsey to Central Commercial (CXd).
3. Rezone a small portion of RH-zoned property along NE 102nd just south of NE Pacific to Central Commercial (CXd).
4. Rezone the Neighborhood Commercial 2 (CN2) area between Halsey and Weidler to Storefront Commercial (CS).
5. Rezone the General Employment 2 (EG2) area of Prunedale to the *Comprehensive Plan* designation of Central Employment (EXd).
6. Rezone the Storefront Commercial, CS, along the west side of SE 102nd to Central Employment, EXd.
7. Add the *Comprehensive Plan* map designation of R1 to the portion of the David Douglas School District property currently zoned R5.
8. Rezone the portion of the R5-zoned property that will soon become the property of the City of Portland to Open Space, OS.
9. Add the *Comprehensive Plan* map designation of RXd to the Adventist Academy property currently zoned IRd.
10. Remove the “a,” alternative design density, overlay zone within the regional center.
11. Rezone the portions of properties north of Halsey that have split zones to R1d in order to match the remainder of the property.
12. Rezone the parcel at 10638 NE Wasco from low-density, multifamily residential, R2, to medium-density, single-dwelling residential, R7.
13. Rezone the portion of the Tri-Met park and ride lot at the Gateway transit center that will soon become the property of the City of Portland from Open Space, OS, to Central Commercial, CXd.
14. Add the “d,” design overlay zone, to all properties within the Gateway plan district.

Commentary

12. Rezone the parcel at 10638 NE Wasco from low-density, multifamily residential, R2, to medium-density, single-dwelling residential, R7.

Reason: This property was rezoned to R2a from R7 as part of the *Outer Southeast Community Plan*. It can be accessed by vehicle only from 107th and Wasco through the totally R7-zoned property of Lorene Park. The site is accessed by a pedestrian walkway to another property within the Gateway Regional Center.

13. Rezone the portion of the Tri-Met park and ride lot at the Gateway transit center that will soon become the property of the City of Portland from Open Space, OS, to Central Commercial, CXd.

Reason: Tri-Met recently sold a one-acre parcel of the Gateway Park and Ride lot to the Portland Development Commission in order to encourage redevelopment of NE 99th and NE Pacific. A portion of the property was inadvertently zoned Open Space, OS, as part of the *Outer Southeast Community Plan*. Staff mistakenly assumed this property was owned by the Oregon Department of Transportation and was part of the I-205 Freeway right-of-way. Changing this zone is consistent both with the ownership and the desires of the Gateway Regional Center urban renewal area.

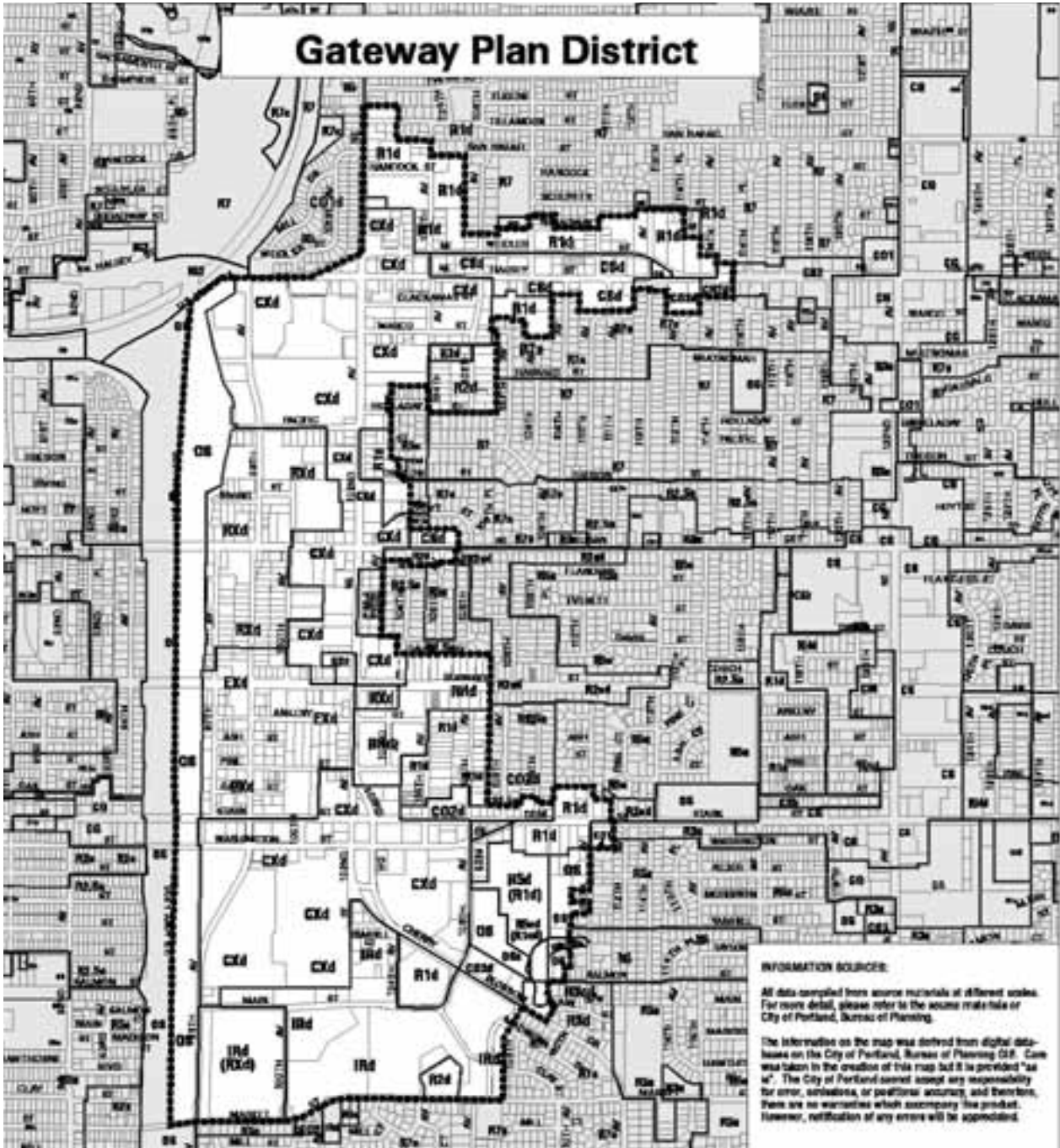
14. Add the "d," design overlay zone, to all properties within the Gateway plan district.

Reason: From the inception of the project to establish Gateway as a regional center, the issue that received the most continuous support was good design, with high-quality construction and materials, that would lead, over time, to a strong identity and character unique to this special place. Developers, property owners, Program Advisory Committee members, and neighborhood representatives alike agreed that applying the "d" overlay on all properties in Gateway would be the most effective of moving the area toward the desired vision. This process is bolstered by the creation of the Gateway Regional Center Design Guidelines.

Gateway Planning Regulations Project

Adopted Zoning and Comprehensive Plan Designations

The map below shows the zoning and *Comprehensive Plan* map designations adopted by City Council for the Gateway Regional Center.



Map 14. Adopted Zoning and Comprehensive Plan map designations

Gateway Planning Regulations Project



Clockwise from top left: Streetscene along SW 3rd in downtown Portland; Multifamily project in Arbutus Village redevelopment area of Vancouver, BC; Trellis, seating, and landscaped planter system between sidewalk and parking for a hotel in the Lloyd District; Pettygrove Park in downtown Portland; SE Washington at I-205 ramp looking south along I-205

Zoning Code Amendments

City Council adopted several revisions to Title 33, Planning and Zoning, for the Gateway Regional Center, including:

- | | | |
|-------------------|--|------------|
| 1. Chapter 33.526 | Gateway Plan District (revision of current Gateway Plan District) | Page I-35 |
| 2. Chapter 33.120 | Multi-Dwelling Zones | Page I-107 |
| 3. Chapter 33.293 | Super Blocks | Page I-109 |
| 4. Chapter 33.420 | Design Overlay Zone | Page I-111 |
| 5. Chapter 33.825 | Design Review | Page I-115 |
| 6. Chapter 33.833 | Gateway Master Plan Review | Page I-117 |

The following conventions are used in this chapter:

- Odd-numbered pages show *Zoning Code* language with adopted changes. It is presented in this typeface.
- Even-numbered pages contain commentary on the adopted changes, presented in this typeface. This commentary is descriptive and indicates the intent of the recommendations and will not be adopted into the *Zoning Code*.
- New code language is underlined.
- ~~Code language to be removed is shown in strikethrough.~~

Gateway Planning Regulations Project

Commentary

Adopted Gateway Plan District Provisions

The earlier Gateway plan district has been divided into two plan districts. The name 'Gateway' and the chapter number 33.526 has been retained for the plan district that follows the boundary of the Gateway Regional Center urban renewal area.

The use and development standards and maps of chapter 33.526 have been changed to reflect the new plan district boundary.

Gateway Planning Regulations Project

Adopted Gateway Plan District Zoning Code Provisions

CHAPTER 33.526 GATEWAY PLAN DISTRICT

Sections:

General

- 33.526.010 Purpose
- 33.526.020 Where These Regulations Apply
- 33.526.030 Early Design Consultation

Use Regulations

- 33.526.100 Purpose
- 33.526.110 Prohibited Uses
- ~~33.526.120 Required Housing in C and EX Zones~~
- ~~33.526.130 Housing Regulations~~
- 33.526.120 Retail Sales and Service Uses

Development Standards

- 33.526.200 Purpose
- ~~33.526.210 Exterior Display and Storage (moved to 33.526.310)~~
- ~~33.526.220 Drive Through Facilities (moved to 33.526.320)~~
- ~~33.526.230 210 Building Height~~
- ~~33.526.240 220 Floor Area Ratio~~
- 33.526.230 Floor Area and Height Bonus Options
- ~~33.526.250 240 Open Area Requirement~~
- 33.526.250 Connectivity
- ~~33.526.260 Special Setbacks~~
- 33.526.260 Pedestrian Standards
- ~~33.526.270 Site Design~~
- 33.526.270 Entrances
- ~~33.526.280 Building Design~~
- 33.526.280 Enhanced Pedestrian Streets
- 33.526.290 Ground Floor Windows
- 33.526.300 Required Windows Above the Ground Floor
- 33.526.310 Exterior Display and Storage
- 33.526.320 Drive-Through Facilities
- 33.526.330 Gateway Master Plan
- ~~33.526.290 340~~ 340 Parking

Map 526-1 Gateway Plan District

Map 526-2 Maximum Heights

Map 526-3 Floor Area Ratios

Map 526-4 Enhanced Pedestrian Standards

Map 526-5 Bonus Option Areas

Commentary

33.526.010 Purpose

The purpose statement is revised to reflect the separation of the Gateway Regional Center from the East Corridor, the completion of the light rail line to Portland International Airport, the potential light rail line to Clackamas Town Center, and the updated vision for the regional center. The statement also more clearly identifies the purpose of the plan district in transitioning this area to a more urban, dense, pedestrian- and transit-oriented regional center.

Gateway Planning Regulations Project

General

33.526.010 Purpose

~~The Gateway plan district provides for an intensive level of mixed-use development including retail, office, and housing to support light rail transit stations and the Regional Center at Gateway. This is accomplished by:~~

Gateway is Portland's only regional center. As designated in the Outer Southeast Community Plan, the Gateway Regional Center is targeted to receive a significant share of the city's growth. Gateway is served by Interstates 205 and 84, MAX light rail, and Tri-Met bus service. At the crossroads of these major transportation facilities and high-quality transit service, Gateway is positioned to become the most intensely developed area outside of the Central City. Future development will transform Gateway from a suburban low density area to a dense, mixed-use regional center that maximizes the public's significant investment in the transportation infrastructure.

The regulations of this chapter encourage the development of an urban level of housing, employment, open space, public facilities, and pedestrian amenities that will strengthen the role of Gateway as a regional center. The regulations also ensure that future development will provide for greater connectivity of streets throughout the plan district. This development will implement the Gateway Regional Center Policy of the Outer Southeast Community Plan. Together, the use and development regulations of the Gateway plan district:

- ~~• Encouraging new development and expansions of existing development; to promote the district's growth and light rail transit ridership;~~
- Promote compatibility between private and public investments along the light rail system through building design and site layout standards; ~~which provide safe, pleasant, and convenient access for pedestrians to the light rail transit station; and~~
- Promote new development and expansions of existing development that create attractive and convenient facilities for pedestrians and transit patrons to visit, live, work, and shop;
- Ensure that new development moves the large sites in the plan district closer to the open space and connectivity goals of the Gateway Regional Center;
- Create a clear distinction and attractive transition between properties within the regional center and the more suburban neighborhoods outside; and
- Provide opportunities for more intense mixed-use development around the light rail stations.

33.526.020 Where These Regulations Apply

The regulations of this Chapter apply to development in the Gateway plan district. The boundaries of the plan district are shown on Map 526-1 at the end of this eChapter, and on the Official Zoning Maps.

Gateway Planning Regulations Project

Commentary

33.526.030 Early Design Consultation

The early design consultation is not mandatory, but encourages applicants to meet with city staff as early in the project planning stage as possible. This consultation provides an opportunity for the City to work with the property owner(s) to best meet the fiscal needs and responsibilities of the owner(s), accomplish public purposes, and leverage public dollars.

Use Regulations

33.526.100 Purpose

The purpose statement is revised to clarify that the Gateway Regional Center is to become the focus of significant compact new development and redevelopment, high-quality transit service and a level of amenity in the public realm (streets, sidewalks, and public spaces) like the Central City.

33.526.110 Prohibited Uses

In the *Zoning Code*, a use that is prohibited cannot be established, even through a land use review such as a conditional use. Uses that were established legally and would now be prohibited because of a change in zoning regulations may remain and are known as "nonconforming uses." Some changes, including changes to the site itself and expansion under certain circumstances, to these nonconforming uses are allowed. The regulations affecting nonconforming situations are in Chapter 33.258 of the *Zoning Code*.

A. Vehicle Repair, Quick Vehicle Servicing, Commercial Parking, and Self-Service Storage

Commercial Parking. This provision is not being changed. However, in order to ensure complete understanding about what this term means in the *Zoning Code*, here is its official description:

Characteristics: Commercial parking facilities provide parking that is not accessory to a specific use. A fee may or may not be charged. A facility that provides both accessory parking for a specific use and a regular fee parking for people not connected to the use is also classified as a commercial parking facility.

Accessory Uses: In a parking structure only, accessory uses may include gasoline sales, car washing, and vehicle repair activities if these uses provide service to autos parked in the garage, and not towards general traffic.

Examples: Examples include short- and long-term fee parking facilities, commercial district shared parking lots, commercial shuttle parking, and mixed parking lots (partially for a specific use, partly for rent to others).

Self-Service Storage. Self-Service Storage is added because it needs a large amount of land for a low-density use, it employs few people, and provides no significant increase in desired residential and employment density within the regional center.

Gateway Planning Regulations Project

33.526.030 Early Design Consultation

Applicants are encouraged to meet with staff of the Bureau of Planning, the Bureau of Development Services, the Portland Development Commission, the Portland Office of Transportation, and Portland Parks and Recreation three to six months before applying for a pre-application conference or a land use review. This consultation provides an opportunity for both funding and regulatory agencies to work closely with the property owner to determine the best combination of plan, regulation, and urban renewal involvement to meet the fiscal needs and responsibilities of the owner, accomplish public purposes, and leverage public dollars on behalf of new development.

Use Regulations

33.526.100 Purpose

~~Use restrictions in the Gateway plan district ensure that development does not conflict with the public's investment in transit or the role Gateway plays as a Regional Center. Limiting uses to those that support transit patrons and pedestrians will ensure that private investment complements the public's transit investment and Gateway's role as a location for a significant share of the region's growth.~~

The use regulations of this chapter encourage uses that support transit patrons and pedestrians. They do this by limiting auto-oriented uses and promoting small scale commercial development. Small scale commercial development increases the variety and diversity of services and goods available; helps reduce traffic congestion associated with large-scale retailers; enhances the mixed-use character and pedestrian environment of the plan district; and improves the economic viability of higher density residential development.

33.526.110 Prohibited Uses

~~**A. Purpose.** The Gateway plan district regulations foster development that is oriented primarily to pedestrians and transit patrons. This intention is based on the significant public investment in light rail transit that has been made in this area and on the area's designation as a Regional Center in Metro's Region 2040 Plan.~~

~~**B. Prohibited uses.** The following uses are prohibited:~~

- ~~1. Vehicle Repair; (moved into 110.A)~~
- ~~2. Quick Vehicle Servicing; and (moved into 110.A)~~
- ~~3. Commercial Parking; (moved into 110.A)~~

A. Vehicle Repair, Quick Vehicle Servicing, Commercial Parking, and Self-Service Storage are prohibited in the plan district.

Commentary

B. Vehicle sales or leasing

Vehicle sales and leasing facilities are added because they have on-site storage of vehicles, need a large amount of land for their vehicles, employ few people per acre, and do not meet the density desired within the regional center. Prohibiting such use within 200 feet of a light rail line will encourage increased pedestrian and transit use. Offices for vehicle sales and leasing offices, car rental agencies, for example, without on-site storage, are allowed.

33.526.120 Required Housing in C and EX Zones

This provision is deleted. The original intent as stated in the *Outer Southeast Community Plan* reads: "This Section's provisions are aimed at large parcels in C and EX zoning. The Planning Commission wanted to require a small amount of housing development to expose owners to the potential of mixed use. The commission believes that many proposals will ultimately include much more housing than the small amount required as developers learn the advantages of mixed use projects. Thresholds are established to ensure that the requirement will be addressed by owners of existing expanding developments as well as by those building new developments."

The requirement had a number of unintended consequences:

- A number of property owners chose not to develop or redevelop their property because of the provision.
- Some developers and property owners divided parcels off and created new businesses as owners for those parcels in order to circumvent the provision.
- The City found the requirement difficult to administer and successfully enforce.

Planning Commission did not lightly propose to eliminate this requirement. The controversial nature of a requirement is not in and of itself sufficient to remove a provision. Too, the objectives of mixed-use development and well connected, pedestrian-oriented blocks are still desired for Gateway.

Recognizing that a mixture of uses on the large lots in Gateway is still desirable, City Council accepted Planning Commission's recommendation to institute an optional Gateway Master Plan that would achieve a mixture of uses while giving applicants needed flexibility.

In order to meet the *Comprehensive Plan* requirement to maintain housing potential, high-density, RH-zoned properties north of Burnside are rezoned to Central Residential, RX; several parcels zoned for low-density multidwelling, R2 and R3, are rezoned to medium-density multifamily, R1; and an area of storefront commercial, CS, on the east side of 102nd is rezoned to RH.

Gateway Planning Regulations Project

B. Sale or lease of consumer vehicles, including passenger vehicles, motorcycles, light and medium trucks, travel trailers, and other recreational vehicles is prohibited on the portion of a site within 200 feet of a light rail alignment. Offices for sale or lease of vehicles, where the vehicles are displayed or stored elsewhere, are allowed.

C. ~~Other restrictions.~~ Certain types of development are also prohibited. These developments are listed in Sections 33.526.210, Exterior Display and Storage and 33.526.220, Drive-Through Facilities.

~~33.526.120 Required Housing in C and EX Zones~~

~~A. Purpose~~

~~This provision ensures that large developments include residential uses. Requiring that a small amount of housing be part of development in C and EX zones will prompt developers and owners to explore and take advantage of opportunities for more intense housing and mixed-use projects.~~

~~B. Housing requirement~~

~~In C and EX zones, development on sites and ownerships larger than 200,000 square feet must include housing. The amount of housing that is required for each proposal is calculated based on the requirements below.~~

- ~~1. Additions of floor area. Proposals that include additions of 2,500 square feet or more floor area must meet the housing requirement of paragraph B.3, below; or~~
- ~~2. New development. New development of 1,000 square feet or more floor area must meet the housing requirement of paragraph B.3, below.~~
- ~~3. Amount of housing required. At least 1 square foot of residential development is required for each square foot of new nonresidential development, up to a maximum requirement of one dwelling unit for each 10,000 square feet of site, lot, or ownership area, whichever is larger.~~
- ~~4. Measurement. For purposes of this Section, the measurement standards of 33.130.253, Additional Requirements in the CM Zone, apply.~~

Commentary

33.526.130 Housing Regulations

City Council deleted these regulations for the following reasons:

- B. Minimum residential density.** When the *Outer Southeast Community Plan* was prepared, there was no minimum density requirement for R2-zoned properties, and the minimum density for RH-zoned properties was considered too high for anticipated development. Since that time, the land division code revisions have instituted a minimum density requirement for R2-zoned properties for the entire city. It is reasonable that properties within the only regional center in Portland should at least meet the minimum density of similarly zoned properties in the rest of the city.
- C. Manufactured housing.** ORS 197.314, passed by the Oregon Legislature in 1999, requires that for areas within urban growth boundaries, cities and counties must amend (their) comprehensive plan(s) and land use regulations for all land zoned for single-family residential uses to allow for siting of manufactured homes. This language was subjected to a legal opinion as to whether it applied only to land specifically zoned for single-family use or to all land that would allow single-family uses, no matter the underlying zone. The opinion of the Attorney General's office is that "Land that is 'zoned for single family residential uses' means all zones that allow single-family dwellings. Consequently, ORS 197.314 requires local governments to allow the siting of manufactured homes in all zones where single-family dwellings are allowed."
- D. Attached houses.** This provision applies primarily to the East Corridor plan district. It is removed for the following reasons:
- Floyd Light Middle School: zoned R5. City Council added to it the *Comprehensive Plan* designation of (R1) to it, thereby most likely eliminating the need for the provision altogether.
 - East Portland Community Center: zoned R5. With the completion of the land trade with David Douglas School District, Portland Parks and Recreation (PPR) requested - and City Council concurred - that the parcel be rezoned Open Space (OS), which eliminates the need for the provision altogether.
 - 10638 NE Wasco: currently zoned R2. Staff proposed that this property be changed to R7, to be in conformance with the other R7-zoned properties around it. Planning Commission agreed. This single R7-zoned property is insufficient for the retention of a provision that will gain little, but will be significant to administer.

Gateway Planning Regulations Project

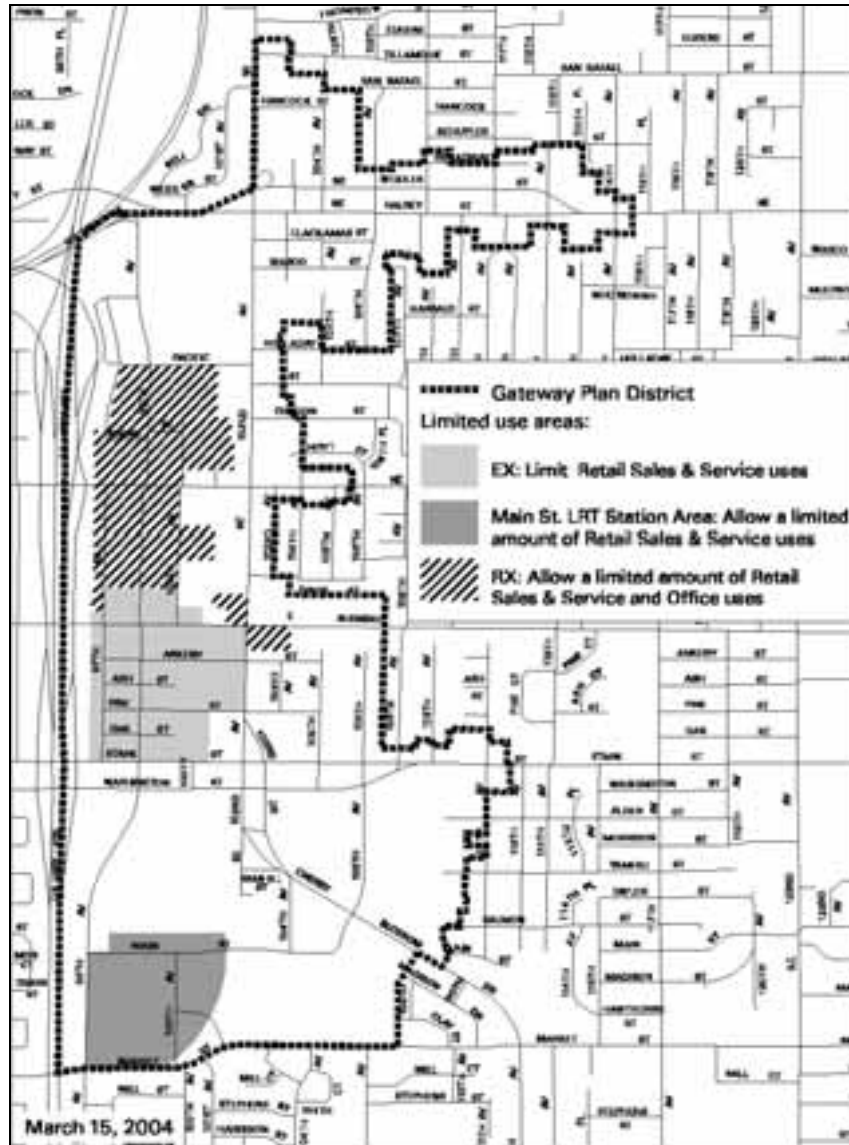
~~33.526.130 Housing Regulations~~

- ~~**A. Purpose.** Housing is regulated to ensure that new housing is built at transit-supportive densities and that development standards will not result in transit-supportive development being delayed.~~
- ~~**B. Minimum residential density.** The minimum density of residential developments is limited as follows:~~
- ~~1. In RH zones. In RH zones, the minimum residential density is one unit per 1,500 square feet of site area.~~
 - ~~2. In R2 zones. In R2 zones, the minimum residential density is one unit per 3,000 square feet of site area.~~
- ~~**C. Manufactured housing.** Siting of manufactured homes, mobile homes, and mobile home parks is prohibited. in R3, R2.5, R2, R1 and RH zones, except, a manufactured home may be constructed on a vacant substandard lot.~~
- ~~**D. Attached houses.** Attached housing at R2.5 densities is allowed on lots in the R5 or R7 zone if the development standards of the R2.5 zone are met and the lot:~~
- ~~1. Is on a corner;~~
 - ~~2. Is adjacent to a light rail alignment; or~~
 - ~~3. Has a side or rear lot line that abuts a multi-dwelling, C, E, or I zone.~~

Commentary

33.526.120. Retail Sales and Service Uses

Map 15 below indicates where these provisions apply. It is included for information purposes only.



Map 15. Limited Use Areas

A. Allow retail flexibility in Prunedale. The Gateway Regional Center contains a significant number of regional and national retailers and restaurant chains, especially in and around the retail centers at Gateway Fred Meyer and Mall 205. Prunedale, the area between these two retail centers, is intended to become a more intensely developed, pedestrian-oriented residential and mixed-use area. Part of the mix of uses could include small-scale, local-serving retail uses. The size limitation is intended to allow for this type of retail and not to encourage replication of the large retail centers.

Gateway Planning Regulations Project

33.526.120 Retail Sales And Service Uses

- A. On sites in the EX zone, Retail Sales And Service uses are allowed up to 5,000 square feet of floor area for each use.

Commentary

B. Allow retail flexibility around transit centers. Staff at Adventist Medical Center has indicated that, if the Main Street light rail transit station is built in conjunction with the I-205 MAX light rail line to Clackamas Town Center, they would be interested in developing part of their campus for retail uses. Under the current IRd zoning, if the institution uses a conditional use master plan for the site instead of an impact mitigation plan, retail uses other than those accessory to the institution itself are prohibited. This provision allows greater flexibility on the portion of this large campus immediately adjacent to the potential light rail transit station. Staff expanded the area where this provision would apply to the eastern portion of the Adventist Academy site for the same reason. Adventist Academy staff testified at Planning Commission that its long-term objective is to retain its regional high school at this site, and that it has no intention of taking advantage of this provision. Given this situation, Planning Commission, while recognizing that the designation does not imply that the Adventist Academy site is or will be available for redevelopment within the life of the Gateway Regional Center Urban Renewal Area, nevertheless recommended retaining the provision in the unlikely event that redevelopment does occur in the future. City Council agreed.

C. Allow retail flexibility in the RX zone. City Council adopted the following amendments to the standards of this base zone as they are applied in the Gateway plan district:

1. The current provision allows 40 percent retail sales and service and office uses as part of new and existing development only on the ground floor, with lesser amounts on upper floors. This amendment allows the retail sales and service and office uses within the Gateway plan district to be on any floor.
2. The current provision allows an extra 10 percent retail sales and service and office uses on entire sites within 500 feet of a transit station with a conditional use. This amendment allows the 10 percent as an outright use on any portion of a site that is within ¼-mile (approximately 1,300 feet) of a transit station.
3. There may be instances where an applicant wishes to phase elements of the project, for example, constructing the commercial portion first, with the residential to follow. In that case, the applicant may prepare a Gateway master plan.

Gateway Planning Regulations Project

- B. On portions of sites zoned Institutional Residential, IR, and within 1000 feet of the Main Street LRT Station, Retail Sales And Service uses are allowed up to 10,000 square feet of floor area for each use. Retail Sales And Services uses larger than 10,000 square feet of floor area for each use are prohibited.
- C. On sites in the RX zone, Retail Sales And Service and Office uses are allowed as follows. Adjustments to the regulations of this paragraph are prohibited.
 - 1. Commercial uses in new residential development.
 - a. Up to 40 percent of the net building area of a new residential building may be in Retail Sales And Service or Office uses.
 - b. On the portion of a site within ¼ mile of a Transit Station, up to 50 percent of the net building area of a new residential building may be in Retail Sales And Service or Office uses.
 - 2. Commercial uses in existing residential buildings. Up to 40 percent of existing net building area in a building that is totally residential may be converted to Retail Sales And Service or Office uses. The conversion may not result in a net loss in the number of dwelling units on the site.

Commentary

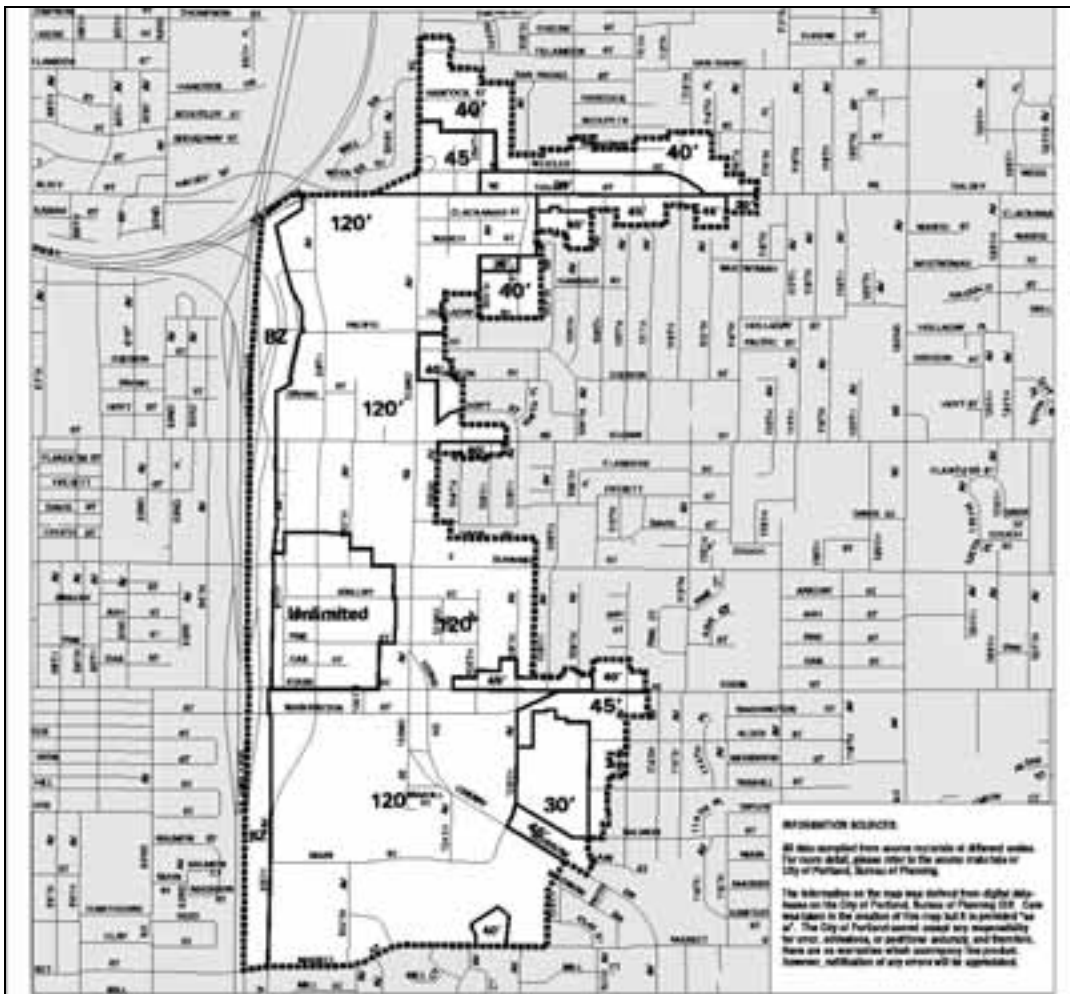
Development Standards

33.526.200 Purpose

The purpose statement is revised to reflect the separation of the Gateway plan district from the East Corridor plan district, the completion of the light rail line to Portland International Airport, the potential light rail line to Clackamas Town Center, and the updated vision for the regional center. It also more explicitly reflects the scope of the provisions.

33.526.210 Building Height

A. Purpose. The purpose statement is changed to reflect Gateway's role as a regional center, as well as the need to acknowledge the lower-density residential neighborhoods adjacent to the boundary. Map 16 below shows the maximum building heights prior to adoption. It can be compared with the adopted maximum building heights on page I-50.



Map 16. Maximum Building Heights prior to adoption

Gateway Planning Regulations Project

Development Standards

33.526.200 Purpose

~~These development standards foster an intense mixed-use developments at the Gateway Regional Center and at locations near light rail stations. Existing light rail and a future transit connection to Portland International Airport make the Gateway Regional Center a potential hub of activity and an important international gateway to Portland. An urban character with a clear street pattern oriented to pedestrians is also an important objective. High density structures and urban streets are envisioned in the Gateway Regional Center and around the light rail stations located along East Burnside. high quality pedestrian environment and an interconnected, dense street grid. They do this by:~~

- ~~• Promoting the Enhanced Pedestrian Streets as the primary pedestrian routes in the plan district and focusing more active uses and pedestrian amenities on these streets;~~
- ~~• Increasing the development potential throughout the district and focusing the most intense development potential around the light rail stations;~~
- ~~• Discouraging development, such as exterior display and storage and drive-throughs, that adversely affect the pedestrian environment;~~
- ~~• Requiring larger sites within the plan district to provide connectivity, open space and a mixture of uses; and~~
- ~~• Ensuring an attractive transition between the higher density zones within the plan district and the adjacent single-dwelling residential zones.~~

33.526.230-210 Building Height

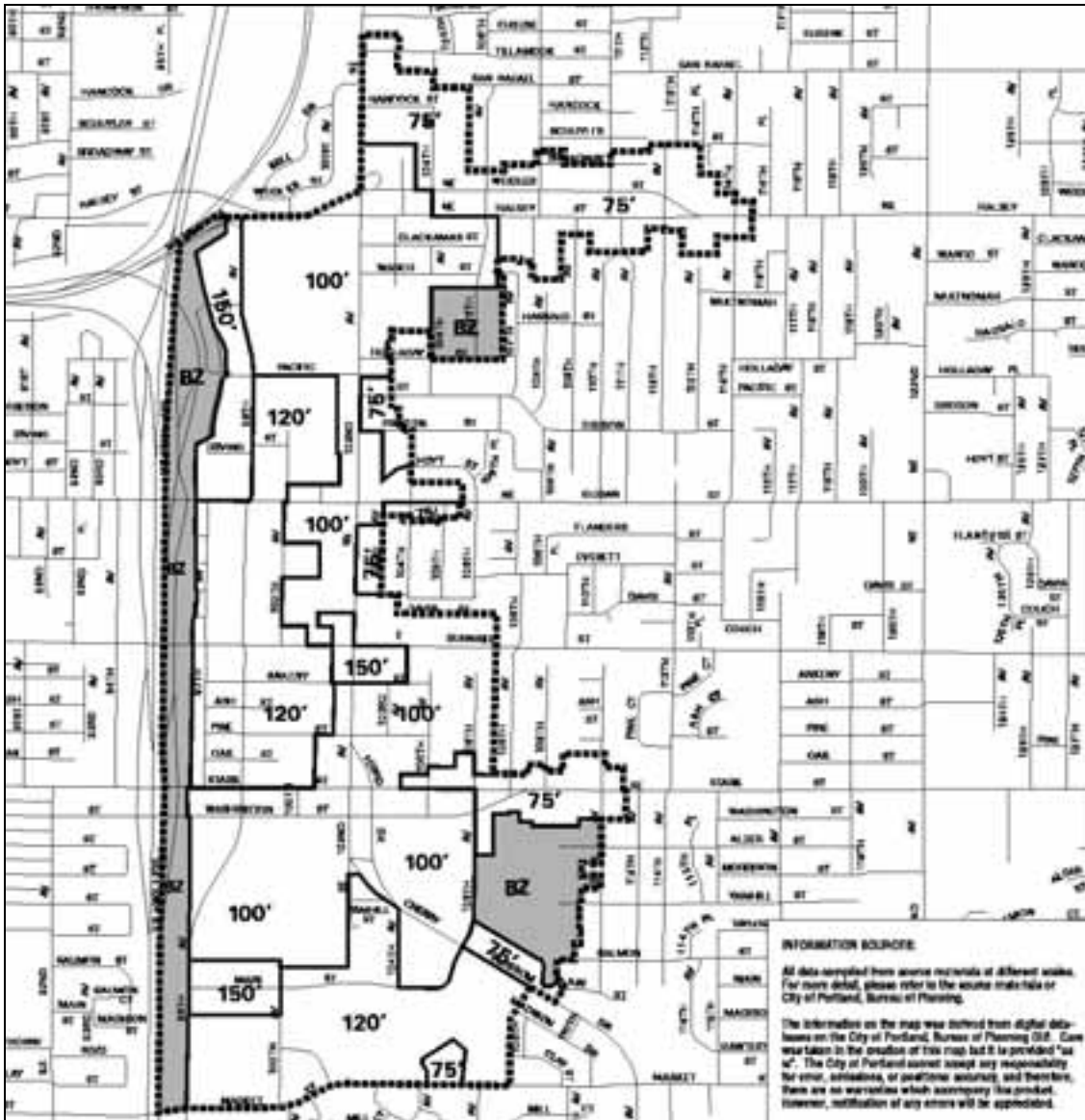
~~**A. Purpose.** These regulations encourage new high density intense development throughout the plan district, with the highest level of intensity occurring around near the light rail transit facilities and stations. This increased development opportunity reinforces Gateway's role as a Regional Center. In addition, the regulations reduce adverse effects on adjacent single dwelling zones by creating a step-down of building heights at the edge of the plan district.~~

~~**B. Building height.** The maximum height in the R1, RH, RX, IR, CM, CS, CX, and EX zones west of SE 127th Avenue is 120 feet.~~

Commentary

B. Maximum building height

Map 17 below shows the adopted maximum building heights. It can be compared with the maximum building heights prior to adoption on page I-48. The earlier height limit of 120 feet throughout most of the regional center could dilute the benefit of the height. By lowering the height in some places, retaining it in others, and raising it in key locations, the opportunity exists to promote appropriate development in locations with the greatest transit opportunities, balance other directives, and provide bonus options that cannot be obtained through outright requirements. *(continued on the next commentary page)*



Map 17. Adopted Maximum Building Heights

Gateway Planning Regulations Project

- B. Maximum building height.** The maximum building heights are shown on Map 526-2, except as specified in Subsection C. Heights greater than shown on Map 526-2 are prohibited unless allowed by Section 33.526.230.

Commentary

Maximum building height (continued)

These heights would prevail unless a development uses one or more of the bonus options. Should the bonus options be used, an applicant could, in some locations, construct a building 75 feet higher than what is shown on this map. Areas where the bonus option provision may be used include projects that use the master plan option and those within the Bonus Option Areas of Map 526-5. Appendix J, "Implications of Base and Bonus FAR and Height on Selected Sites," uses two sites near the 102nd and Burnside transit station to illustrate what could be built under two scenarios. These "development build-out scenarios" illustrate both what could be built if the entire base floor area ratio and height were utilized and what could be built if the bonus option provisions were used.

C. Transition at edges of plan district

Though the current height of 120 feet was established for most of the sites within the Gateway Regional Center in 1996 with the adoption of the *Outer Southeast Community Plan*, few people fully understood that sites immediately adjacent to their single-family-zoned properties could be built that high. During the process held to create the Gateway Regional Center urban renewal area and throughout the Gateway Planning Regulations Project, a number of residents along NE 103rd expressed concern that such tall buildings adjacent to their homes would impact their neighborhood negatively and severely, destroy the residential quality, and have a negative, domino-like effect on the residential neighborhood to the east.

In general, the community supports treating 102nd as the major commercial street in the regional center. The adopted urban design concept calls for treating 102nd as a boulevard lined with multistory buildings that create a north-south urban edge through Gateway. There is the desire over time, therefore, to be able to reach a scale of development on 102nd that supports the street's success as Gateway's signature commercial boulevard.

Just as important, however, is the need to create a reasonable transition between the regional center and the single-dwelling neighborhoods outside the plan district. In response, City Council adopted a "step-down" or transition in height for projects built at the edge of the regional center. The transition recognizes the difference between the anticipated urban-style development within the plan district and the low-density, single-family-zoned residential neighborhoods outside the boundary. City Council determined that the inclusion of this height transition requirement, while not satisfactory to everyone, is an equitable solution to a difficult problem.

Gateway Planning Regulations Project

C. Transition at edges of plan district

1. Where these regulations apply. The regulations of this subsection apply to sites that have a maximum building height of 75 feet or more and either:
 - a. Abut a site zoned R7 through R2.5 that is not in the plan district; or
 - b. Are across a Local Service Traffic Street from a site zoned R7 through R2.5 that is not in the plan district.
2. Abutting. Sites that abut a site zoned R7 through R2.5 have height limits that decrease in two steps, as follows. See Figure 526-1:
 - a. On the portion of the site within 25 feet of a site zoned R7 through R2.5, the maximum building height is the same as the abutting residential zone; and
 - b. On the portion of the site that is more than 25 feet but within 50 feet of a site zoned R7 through R2.5, the maximum building height is 50 feet.
3. Across a street. Sites that are across a Local Service Traffic Street from a site zoned R7 through R2.5 have height limits that decrease in two steps, as follows. See Figure 526-1:
 - a. On the portion of the site within 25 feet of the street lot line, maximum building height is the same as the residential zone across the street; and
 - b. On the portion of the site that is more than 25 feet but within 50 feet of the street lot line, the maximum building height is 50 feet.

Commentary

Height limits on sites abutting R7 - R2.5 zones

Figure 526-1, both in this commentary and in the adopted code provision, illustrates the transition height provision between properties within the Gateway plan district and single-dwelling residential zones outside the plan district.

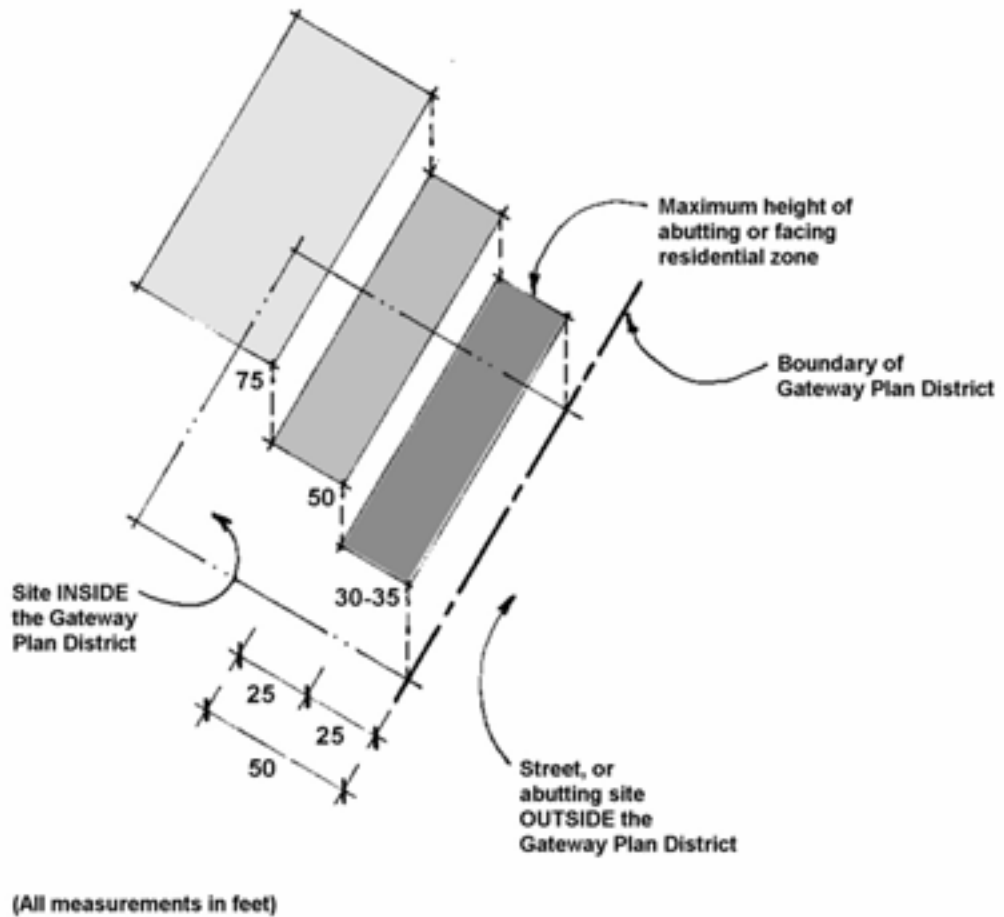


Figure 1

Gateway Planning Regulations Project

Figure 526-1
Height limits on sites abutting R7 - R2.5 zones

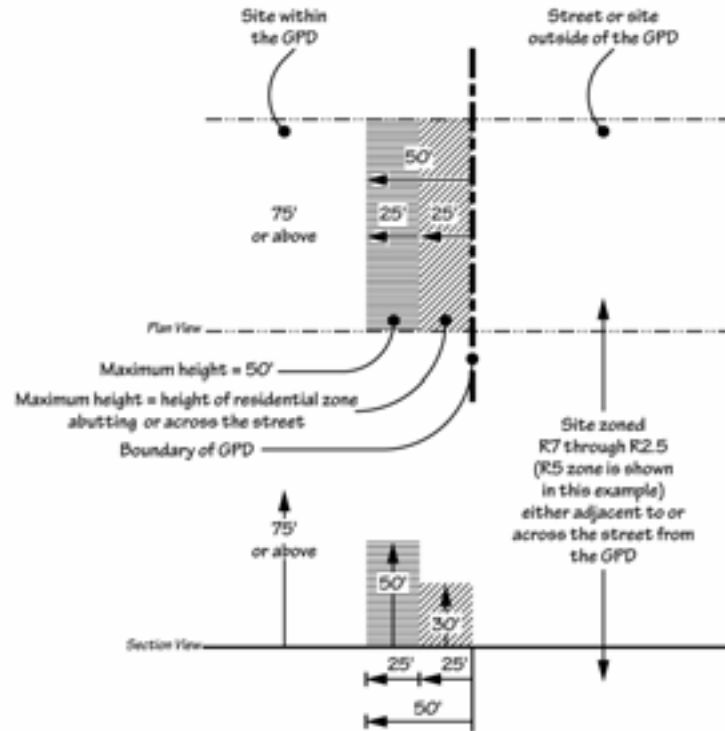
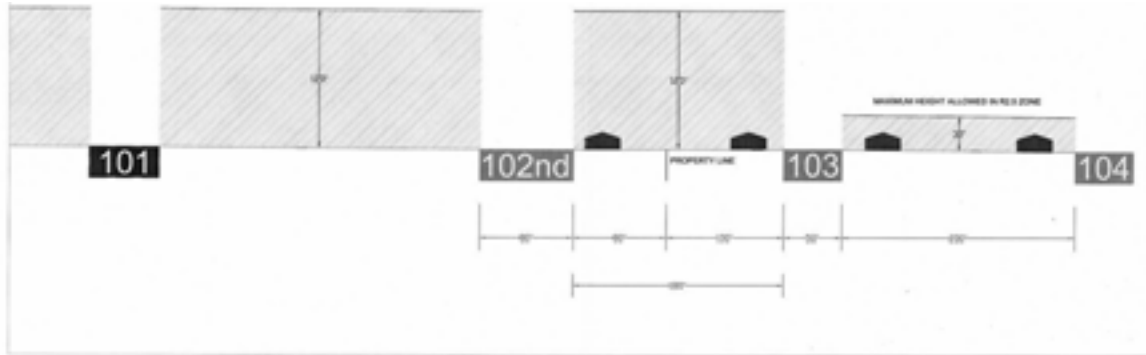


Figure 1

Gateway Planning Regulations Project

Commentary

The following diagrams illustrate the situation for sites in the Mixed Commercial, CM, zone between NE 102nd north of Burnside. The first illustrates the current situation, with 120 foot height limit between NE 102nd and NE 103rd. The second illustrates the recommendation, with a 75-foot height limit between NE 102nd and NE 103rd and a height step-down to the single-family-zoned properties on the east side of 103rd. The situation is similar, though not completely analogous, for properties that abut the plan district, as well as other areas across a Local Service Traffic Street.

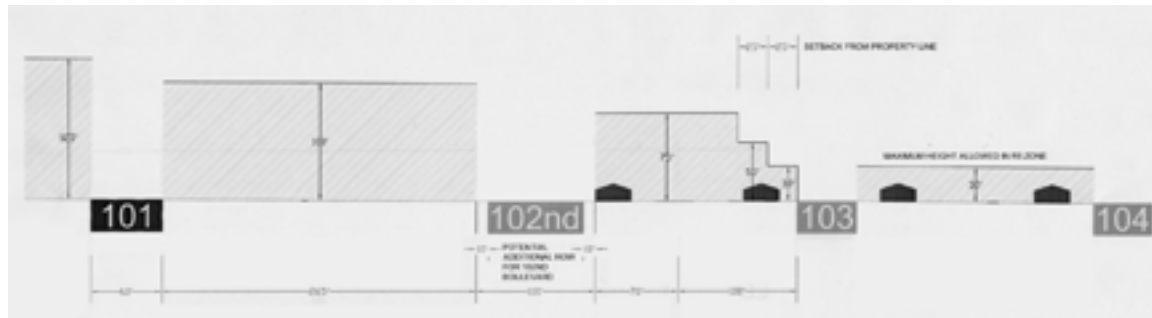


GATEWAY REGIONAL CENTER: EXISTING MAXIMUM HEIGHTS

Section between Glisan and Burnside looking north

Scale: 1" = 60' 0"
Draft 7-24-03

Figure 2



GATEWAY REGIONAL CENTER: RECOMMENDED MAXIMUM HEIGHTS

Section between Glisan and Burnside looking north

Scale: 1" = 60' 0"
Draft 3-17-04

Figure 3

Gateway Planning Regulations Project

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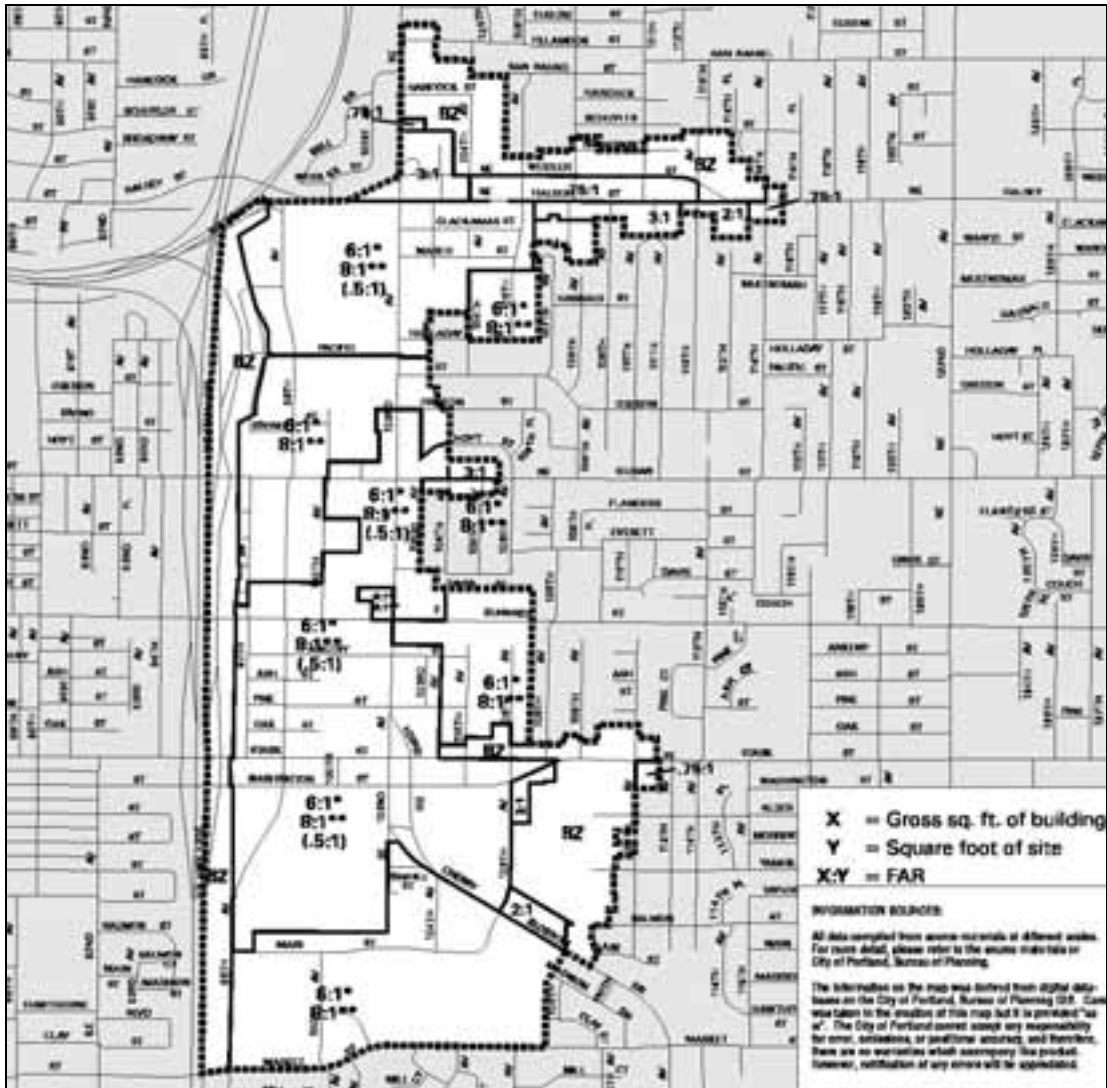
Gateway Planning Regulations Project

Commentary

33.526.220 Floor Area Ratio

- A. **Purpose.** The purpose statement is changed to reflect its applicability to the Gateway Regional Center and to more explicitly reflect the scope of the provisions.

Map 18 below shows the floor area ratios (FARs) prior to adoption. It can be compared with the adopted floor area ratios on page I-60.



Map 18. Floor Area Ratios (FAR) prior to adoption

Gateway Planning Regulations Project

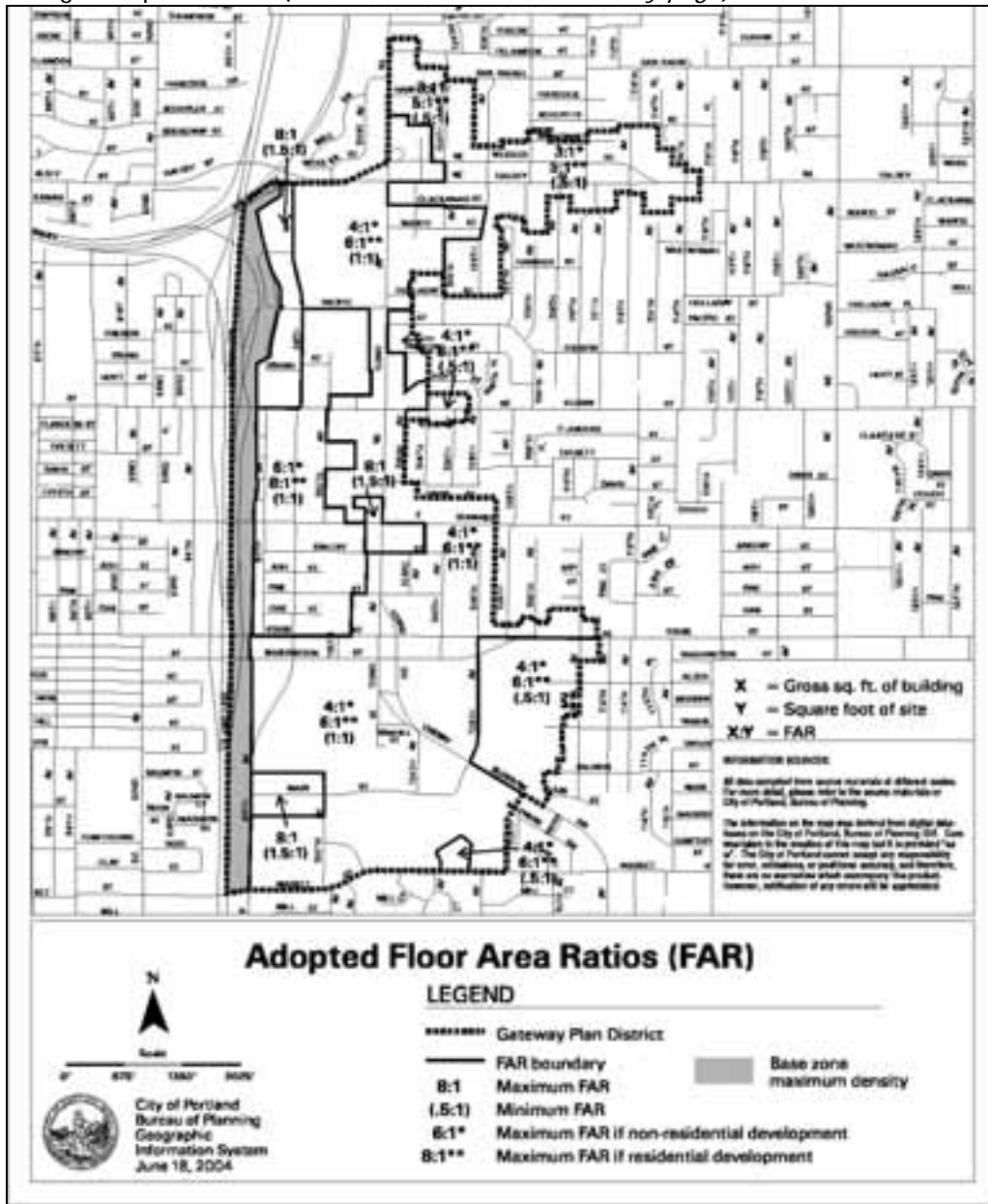
33.526.240-220 Floor Area Ratio

- A. Purpose.** These regulations encourage intense development throughout the plan district with a ~~new-higher density development near-level of intensity occurring around light rail transit facilities stations.~~ and This increased development reinforces Gateway's role as a ~~R~~regional ~~C~~center. In addition, the standards ensure a minimum level of development on some sites.

Commentary

B. Maximum floor area ratio (FAR)

The City Council revised floor area ratios (FAR) in various locations. These are shown on Map 19 below, which shows the adopted floor area ratios (FARs). It can be compared with the floor area ratios prior to adoption on page I-58. The earlier FAR of 6:1 for nonresidential and 8:1 for residential throughout most of the regional center could dilute its benefit. By lowering the floor area ratio in some places, retaining it in others, and raising it in key locations, the opportunity exists to promote appropriate development in locations with the greatest transit opportunities, balance other directives, and provide bonus options that cannot be obtained through outright requirements. *(Continued on next commentary page)*



Map 19. Adopted Floor Area Ratios (FAR)

Gateway Planning Regulations Project

B. Maximum floor area ratio. The maximum floor area ratios (FAR) ~~west of SE 127th Avenue is:~~ allowed are shown on Map 526-3. FARs greater than shown on Map 526-3 are prohibited unless allowed by section 33.526.230.

- ~~1. For nonresidential development, the maximum FAR is 6 to 1.~~
- ~~2. For residential development, the maximum FAR is 8 to 1. Residential developments are those with at least 80 percent of their floor area in residential use.~~

Commentary

Maximum floor area ratio (continued) These FARs would prevail unless a development uses one or more of the bonus options. Should the bonus options be used, an applicant could construct a building up to 3:1 FAR larger than what is shown on this map. Areas where the bonus option provision may be used include projects that use the Gateway master plan option and those within the Bonus Option Areas of Map 526-5. Appendix J, "Implications of Base and Bonus FAR and Height on Selected Sites," uses two sites near the 102nd and Burnside transit station to illustrate what could be built under two scenarios. These "development build-out scenarios" illustrate both what could be built if the entire base floor area ratio and height were utilized and what could be built if the bonus option provisions were used.

C. Minimum floor area ratio

Prior to adoption, the minimum FAR in most of the C and E zones was .5 to 1. City Council increased the minimum FAR in some locations to ensure that Gateway reaches the desired level of density for a regional center.

D. Limit on increased floor area

This section identifies the maximum amount of floor area that can be obtained through the use of any combination of bonus options. The limit is 3:1 FAR above the maximum allowable FAR without any bonuses. For example, if an applicant takes advantage of all the bonus options available within an area with a maximum residential FAR of 6:1, the most FAR allowed on that site would be 9:1.

33.526.230 Floor Area and Height Bonus Options

This is a new provision. During the meetings, workshops, and discussions held during the process, many people said they preferred to use incentives to get desirable development rather than relying solely on standards and regulations. The type and size of the proposed bonus incentives match the vision for Gateway's urban design and development as well as the market in Gateway. Extra height is allowed for additional housing as well as adding floor area through any of the listed bonus options. Sites where bonus options may be used are shown on map 20 on page I-68. In addition to the mapped sites, applicants who use the Gateway master plan may use the bonus options.

Gateway Planning Regulations Project

C. Minimum floor area ratio. The minimum floor area ratio (FAR) for all-new development ~~in the CM, CS, CX, EG and EX zones is 0.5 to 1~~ is shown on Map 526-3. Alterations to existing development are ~~exempt-adjustable~~ from this FAR minimum.

D. Limit on increased floor area. Increases in FAR, whether by transfers of floor area or bonus floor area options, of more than 3 to 1 are prohibited.

33.526.230 Floor Area and Height Bonus Options

A. Purpose. Floor area and height bonus options are offered as incentives to encourage facilities and amenities that are desired around the light rail stations and on sites with a Gateway Master Plan.

B. General regulations

1. Eligible sites. The bonus options may be used only in areas shown on Map 526-5, and on sites with a Gateway Master Plan. The residential bonus option may be used only in those areas on sites in a C or E zone.

2. New floor area. Only new floor area is eligible for the bonuses unless specifically stated otherwise. Exceptions to the requirements and the amount of bonus floor area or height earned are prohibited.

3. Number of bonus options. Proposals may use more than one bonus option unless specifically stated otherwise. Bonuses may be done in conjunction with allowed transfers of floor area.

4. Maximum floor area increase. The maximum floor area increase that may be earned through the bonus options must be within the limits for overall floor area increases stated in 33.526.220.D.

5. Maximum height increase. Buildings using bonus floor area must not exceed the maximum height limits shown on Map 526-2 unless eligible for bonus height.

C. Bonus floor area options. Additional development potential in the form of floor area is earned for a project when the project includes any of the features listed below. The bonus floor area amounts are additions to the maximum floor area ratios shown on Map 526-3.

Commentary

C.1. Residential bonus option

This includes any housing, affordable or market rate, single or multifamily. It is based on the housing bonus in the Central City plan district. Currently around 20 percent of the land use in Gateway is residential. While Gateway's market area is extensive, to ensure success for small, specialized, and higher-quality restaurants, retailers, and attractions a higher residential base, especially for market rate housing, is needed within the immediate vicinity. Because of the higher percentage of low-income and senior housing already existing in Gateway, and the need for higher-end housing products, there is no bonus strictly for affordable housing.

C.2. Open space bonus option

With only 1.4 percent of its land use in open space, Gateway needs a great deal more open area, both as an attractor for new development and as an amenity for those who live, work, and visit the area. This bonus is based on the open space bonus in the Central City plan district.

C.3. Eco-roof bonus option

Throughout this entire process members of the Design and Development Committee, as well as comments made in workshops, indicated a desire for Gateway to excel in ecologically sound, sustainable development. A number of the existing roads remain unpaved and there are still many trees and permeable surfaces throughout Gateway, which, together, provide a good surface for rainwater to percolate through the soil. As the area begins to urbanize, however, the amount of permeable surface will likely begin to diminish. One means to increase permeability is through eco-roofs. These roofs are purposely created as a stormwater management tool. This bonus is based on the eco-roof bonus in the Central City plan district.

D. General bonus heights

This section identifies the maximum amount of height that can be obtained through the use of any combination of bonus options. The limit is based on the lot size, whether over or under 40,000 square feet. The limit is 45 feet above the maximum height allowable without any bonuses. For example, if an applicant takes advantage of both the eco-roof and open space bonus in an area with a maximum height of 100 feet, the building could be no higher than 145 feet.

E. Bonus height option for housing

This section identifies the maximum amount of height that can be obtained through the use of the housing bonus. The limit is 75 feet above the maximum height allowable without any bonuses. This is true even if one or both of the other bonuses are used as well. If an applicant takes advantage of the housing bonus in an area with a maximum height of 100 feet, the building could be no higher than 175 feet.

Gateway Planning Regulations Project

1. Residential bonus option.
 - a. Proposals providing housing receive bonus floor area. New development and alterations to existing development are eligible for this bonus. For each square foot of floor area developed and committed as housing, a bonus of 1 square foot of additional floor area is earned, up to an additional floor area ratio of 3 to 1.
 - b. The additional floor area may be used entirely for housing or partially for nonresidential uses.
 - c. Residential portions of mixed-use projects using this bonus must be completed and receive an occupancy permit in advance or at the same time as an occupancy permit for any nonresidential portion of the project. The property owner must execute a covenant with the City ensuring continuation and maintenance of the housing by the property owner. The covenant must comply with the requirements of 33.700.060, Covenants with the City.
2. Open Space bonus option. Proposals that provide open space that may be used by the public will receive bonus floor area. For each square foot of open space provided, a bonus of one square foot of additional floor area is earned. To qualify for this bonus, the following requirements must be met:
 - a. Size and dimensions. The open space must include at least 5,000 square feet of contiguous area;
 - b. Ownership and use. One of the following must be met:
 - (1) The open space must be dedicated to the City, subject to paragraph 2.d.; or
 - (2) A public access easement must be provided that allows for public access to and use of all the open space;
 - c. Maintenance. The property owner must execute a covenant with the City that ensures the installation, preservation, maintenance, and replacement, if necessary, of the open space features, and that meets the requirements of 33.700.060, Covenants with the City; and
 - d. Parks approval. The applicant must submit with the application for land use review a letter from Portland Parks and Recreation stating that the open space features meet the requirements of the bureau, and that the space is acceptable to the bureau.
3. Eco-roof bonus option. Eco-roofs are encouraged in the Gateway Regional Center because they reduce stormwater run-off, counter the increased heat of urban areas, and provide habitat for birds. An eco-roof is a rooftop stormwater facility that has been certified by the Bureau of Environmental Services (BES).

Gateway Planning Regulations Project

Commentary

| Type | Amount | Limitations |
|-------------------------------------|---|---|
| FLOOR AREA RATIO (FAR) BONUS | | |
| Residential | C and E zones: 1 sq. ft. bonus FAR for each sq. ft. developed as housing up to 3:1 additional | <ul style="list-style-type: none"> • 2/3 to 1/2 of the bonus FAR may be used for non-residential uses • Covenant required • Available only in specific parts of Gateway as shown on map 526-5 and as part of a Gateway master plan |
| Open Space | 1 sq. ft. bonus FAR for each sq. ft. open space developed | <ul style="list-style-type: none"> • 3,000 sq. ft. of contiguous open space minimum • Dedication or easement required • Available only in specific parts of Gateway as shown on map 526-5 and as part of a Gateway master plan |
| Eco-roof | 1 to 3 sq. ft. bonus FAR for each sq. ft. eco-roof developed | <ul style="list-style-type: none"> • Covenant required • Available only in specific parts of Gateway as shown on map 526-5 and as part of a Gateway master plan |
| HEIGHT BONUS | | |
| General Height Bonus | Height bonus of 15 to 45 ft. depending on the amount of bonus FAR earned | Available wherever FAR bonuses are available |
| Residential Height Bonus | Height bonus of up to 75 ft. | Available only in specific parts of Gateway as shown on map 526-5 and as part of a Gateway master plan |

Appendix J, "Implications of Base and Bonus FAR and Height on Selected Sites," uses two sites near the 102nd and Burnside transit station to illustrate what could be built under two scenarios. These "development build-out scenarios" illustrate both what could be built if the entire base floor area ratio and height were utilized and what could be built if the bonus option provisions were used.

Gateway Planning Regulations Project

- a. Bonus. Proposals that include eco-roofs receive bonus floor area as follows:
 - (1) Where the total area of the eco-roof is at least 10 percent but less than 30 percent of the building's footprint, each square foot of eco-roof earns one square foot of additional floor area.
 - (2) Where the total area of the eco-roof is at least 30 percent but less than 60 percent of the building's footprint, each square foot of eco-roof earns two square feet of additional floor area.
 - (3) Where the total area of the eco-roof is at least 60 percent of the building's footprint, each square foot of eco-roof earns three square feet of additional floor area.
- b. Before an application for a land use review will be approved, the applicant must submit a letter from BES certifying that BES approves the eco-roof. The letter must also specify the area of the eco-roof.
- c. The property owner must execute a covenant with the City ensuring installation, preservation, maintenance, and replacement, if necessary, of the eco-roof. The covenant must comply with the requirements of 33.700.060, Covenants with the City.

D. General bonus heights. Bonus height is also earned in addition to the bonus floor area achieved through the bonus options. Bonus height is in addition to the maximum heights of Map 526-2. The height bonus allowed is based on the floor area bonuses and transfers listed in paragraph D.1., below. The amount of bonus height awarded is specified in paragraphs D.2. and D.3., below.

1. The height bonus allowed is based on the floor area bonus options of Subsection 33.526.230.C., above;
2. In areas qualifying for a height bonus, on sites up to 40,000 square feet in area, the amount of bonus height awarded is based on the following schedule:
 - a. For achieving a bonus floor area ratio of at least 1 to 1, but less than 2 to 1, a height bonus of 15 feet is earned.
 - b. For achieving a bonus floor area ratio of at least 2 to 1, but less than 3 to 1, a height bonus of 30 feet is earned.
 - c. For achieving a bonus floor area ratio of 3 to 1, a height bonus of 45 feet is earned.
3. In areas qualifying for a height bonus, on sites larger than 40,000 square feet in area, the amount of bonus height awarded is based on the following schedule. The height bonus is applied only to the building where the bonus floor area is achieved or transferred, not to the entire site:
 - a. For achieving bonus floor area of at least 20,000 square feet, but less than 80,000 square feet, a height bonus of 15 feet is earned.

Commentary



Map 20. Sites Where Bonus Options May Be Used

33.526.240 Open Area

The open area requirement of the earlier Gateway plan district has been substantially revised. The original intent of the requirement, as stated in the *Outer Southeast Community Plan*, reads: "This section is patterned after the Open Area requirement developed and in place for the River District in Portland's Central City. It requires that as development occurs the development parcels will be separated into blocks of buildings that gradually transition to the character of an urban community. The open area requirement may be met by creating public or private streets that create blocks or by a variety of other design approaches." The intent of the provision is still valid. However, in its earlier form the provision created substantial financial burden for some applicants and administrative difficulties for City staff.

The earlier provision combined open area and connectivity into a single requirement that applied to sites over 80,000 square feet. The City Council separated open area and connectivity into separate sections. (*See page I-73 for the new connectivity provision.*)

(Continued on next commentary page)

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- b. For achieving bonus floor area of at least 40,000 square feet, but less than 120,000 square feet, a height bonus of 30 feet is earned.
- c. For achieving bonus floor area of 80,000 square feet or more, a height bonus of 45 feet is earned.

E. Bonus height option for housing

- 1. Generally. In the bonus height areas, building heights may be allowed to be greater than shown on Map 526-2 if the bonus height is for housing.
- 2. Standard. The maximum height bonus that may be allowed is 75 feet. Projects may use both the bonus height options of this Subsection and Subsection D., above. However, if both options are used, the combined bonus height may not exceed 75 feet. Bonus height in excess of the maximum allowed through Subsection D., above, must be used exclusively for housing, and may not be used to qualify for the residential floor area bonus option in Subsection C.1., above.
- 3. Approval Criteria. The approval of the bonus height is made as part of the design review of the project. The bonus height will be approved if the review body finds that the applicant has shown that the following criteria have been met:
 - a. If the site is within 500 feet of an R zone, the proposed building will not cast shadows that have significant negative impacts on dwelling units in the R zone; and
 - b. The increased height will result in a project that better meets the applicable design guidelines.

33.526.250-240 Open Area Requirement

- A. Purpose.** The open area requirement ensures provision of adequate amounts of open area, including light and air, and facilitates circulation for pedestrians throughout those who live, work and visit the Gateway plan district. These requirements produce open areas at a scale comparable to what large sites would have if they were divided into two-acre blocks by a grid pattern of streets. In order to provide flexibility, this provision allows the requirement to be met by phasing the open area, locating it off site, or paying into a fund.
- B. ~~Required amount of open space. Where these regulations apply.~~** On lots larger than 80,000 square feet, at least 30 percent of the area over 80,000 square feet must be devoted to open area, or more in area.
- C. Standards**
 - 1. At least 0.5 square foot of open area is required for each square foot of floor area proposed for the site, up to a maximum requirement of 15 percent of the site area. Adjustments to this standard are prohibited.

Commentary

Open Area (continued)

Gateway is considered to be a park-deficient area by the City. As the population and employment in the area increase, it is important to provide a means to secure open space as part of future development. The adopted open area provision does this in an equitable manner.

The adopted provision differs from the earlier provision in the following ways:

1. There is a nexus between the amount of new floor area and the amount of required open area in the new provision. Earlier, no nexus existed. Even a small amount of floor area could precipitate significant improvements that did not necessarily equate to the amount of development.
2. In addition to providing open area on-site, applicants would have the option of locating the open area off-site or paying into an open area fund. The latter, to be administered by Portland Parks and Recreation, can only be used for open areas within the Gateway plan district.

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- ~~12. Open areas include: public and private streets; are parks, plazas, covered or uncovered walkways; public fountains; and landscaped features or areas other than required landscaping within or at the perimeter of parking lots, or other similar areas approved through design review. Open areas do not include areas used for parking lots; motor vehicle or loading, maneuvering and delivery. When public or private streets are proposed to meet the open area requirement, both sides of the street must be provided with sidewalks, street trees, and on-street parking, or landscaping within parking areas. Existing open areas on the site may be used to meet this requirement.~~
- ~~2. At least 50 percent of the open area must be walkways or public or private streets with walkways. The walkways and streets must have trees, and must connect with sidewalks at each end.~~

~~**D. Relationship to superblock requirement.** Proposals that are subject to the requirements of Chapter 33.293, Superblocks, may use exterior walkways, landscaped areas and plazas created to meet that Chapter's requirements to meet the requirements of this Section. However, the amount of open area provided must meet the requirements of Subsection B, above.~~

- ~~3. The open area must be located outdoors on the site and abut either the public sidewalk or the site's pedestrian circulation system.~~
- ~~4. The applicant may choose to locate the open area on-site or off-site, or pay into a fund. The application must specify which of the options, or combination of options, will be used to meet this requirement, as follows:~~
 - ~~a. If the open area will be on-site, the application must identify the location, proposed improvements, and timing of the improvements;~~
 - ~~b. If the open area will be off-site, the application must identify when the proposed open area site will be transferred into the ownership of the Portland Bureau of Parks and Recreations. In addition, the proposed open area site must be:~~
 - ~~• Identified as proposed open space on the Gateway urban design concept;~~
 - ~~• Under the applicant's control; and~~
 - ~~• Vacant or used for surface parking.~~
 - ~~c. Gateway Regional Center Public Open Area Fund. As an alternative to developing open area, the applicant may pay \$30.00 per required square foot of open area into the Gateway Regional Center Public Open Area Fund (Open Area Fund). If using this option, the applicant must submit with the application a letter from the Portland Bureau of Parks and Recreation documenting the amount that has been contributed and when the contribution will be paid to the Open Area Fund.~~

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Commentary

33.526.250 Connectivity

One of the most important issues facing Gateway is providing adequate street connections to serve and shape the more intense level of development desired for the Regional Center. The earlier provision combined open area and connectivity into a single requirement that applied to sites over 80,000 square feet. When the earlier provision was written there was no master street plan for Gateway. In order to create a more connected system of streets in Gateway, it was necessary at that time to add specific requirements in the plan district in order to get them. With the Gateway master street plan now in place, new provisions for land divisions in Chapter 33.654 ("Rights-of-Way"), and Chapter 17.88, "Street Access," it is no longer necessary to include connectivity provisions within the open area requirement. Instead, connectivity is now a separate provision that specifically references the Gateway master street plan. (*See appendix ____.*)

There are two main connectivity provisions: 1) new development will be required to provide streets and accessways as determined by the City Engineer to be consistent with the master street plan, and 2) new site improvements are not allowed to obstruct street alignments shown in the master street plan. The City Engineer has the ability to require rights-of-way to be reserved, rights-of-way to be dedicated, or rights-of-way to be dedicated and improved to City standards in the following circumstances:

1. **Building Permits:** The City may place requirements on building permits in return for the building permit. Through its Title 17 authority, the Portland Office of Transportation (PDOT) staff calls for dedications as a condition of building permit approval to widen narrow rights-of-way and to extend new streets. The dedication is required prior to approval of the building permit and may be appealed to the City Engineer.
2. **Land Use Decisions (including land divisions):** PDOT may recommend dedications through some types of land use reviews, such as land divisions, conditional uses and zone changes. The recommendation is based on approval criteria regarding connectivity or adequacy of services. The ultimate decision is made by the decision-making person or body for the land use review, and the process has a standard appeal either to LUBA, the Hearings Officer or City Council. In some limited cases PDOT staff is able to require dedications directly through Title 17 authority.

Limitations: Such requirements must be weighed against:

- The relative impact to the site. New street dedications can take up a substantial portion of a small site; sometimes little is left for development/redevelopment.
- The scale relative to the specifics of the building permit. For example, it might be difficult to get a dedication if the building permit is for an addition to a single family dwelling.
- The presence of significant existing improvements, such as a primary building in good condition, in the path of the proposed dedication.
- Any other legal considerations such as applicability of the Dolan case.

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The Open Area Fund is collected and administered by the Portland Bureau of Parks and Recreation. The funds collected must be used within the Gateway plan district, either for acquisition or improvement of public open areas.

33.526.250 Connectivity

A. Purpose. The connectivity requirement ensures that adequate street and pedestrian/bicycle connections will be provided for local access to development and access for emergency vehicles. This regulation implements the Gateway Master Street Plan and improves vehicular, pedestrian, and bicycle circulation throughout the plan district, while minimizing congestion on the arterial system. Where full street connections are not feasible, pedestrian and bicycle connections provide access for those most sensitive to the lack of direct connections.

B. Where these regulations apply. The requirements of this Section apply to all sites in the plan district.

C. Requirements

1. The Portland Office of Transportation determines the location and widths of rights-of-way and extent and timing of street improvements based on the Gateway Master Street Plan in the Transportation Element of the comprehensive Plan.
2. Proposed development that may obstruct new street alignments as identified in the Gateway Master Street Plan is regulated by Chapter 17.88.

33.526.260 Special Setbacks

~~**A. Purpose.** These provisions enhance the environment for pedestrians and transit patrons.~~

~~**B. Applicability.** Special minimum setbacks are required at the following locations:~~

- ~~1. Burnside Street. A 10-foot street setback along East Burnside Street.~~
- ~~2. Pacific Street. A 15-foot street setback along NE Pacific Street.~~
- ~~3. Halsey Street. A 10-foot street setback along NE Halsey Street.~~

Commentary

Connectivity (continued) Where such constraints exist, PDOT staff will explore options that meet the intent of the policy while minimizing legal or other implications. Some examples of options include minor realignment of the right-of-way, temporary narrowing, and skirting an existing structure with the dedication.

33.526.260 Special Setbacks

These setbacks were established under Multnomah County and retained as part of the *Outer Southeast Community Plan*. Given the intent of the Gateway Regional Center urban renewal area, Planning Commission recommends removing these special setbacks to encourage a more urban form along these three streets.

33.526.260 Pedestrian Standards

A. Purpose

The purpose statement reflects the policy of ensuring convenient pedestrian connections within each site and a pleasant walking environment along the sidewalks in front of the site.

B. Standards

1. Pedestrian standards

This section directs applicants to Chapter 130, Commercial Zones, for the pedestrian standards.

2. Improvements between buildings and the street

This section is a revision of similar provisions in the current 33.526.270, "Site Design," which is being deleted. The hardscaped option (B.2.b) would be required for all properties that abut Enhanced Pedestrian Streets except for those with a school use on the site as of June 18, 2004. These streets, shown Map 21 on page I-82, are identified in the urban design concept as important for the redevelopment of Gateway into an urban-scaled regional center. The landscaping option (B.2.a) would be available only for properties that do not abut streets shown on Map 21.

3. Bicycle parking

Policy Package 2 was adopted February 4, 2004, with an effective date of March 5, 2004. It contained changes to bicycle parking regulations. This change was made to base zones and community design standards using similar language. This change is noncontroversial and has been agreed upon by the Bureau of Development Services, the Bureau of Planning, and other members of the Short-Term Bicycle Parking Task Force.

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33.526.260 Pedestrian Standards

A. Purpose. These regulations ensure direct pedestrian connections between the street and buildings on a site and between buildings and other activities within the site. Together with the Enhanced Pedestrian Street, entrance, and ground floor window regulations, the pedestrian standards ensure that the sidewalks in the plan district, especially on Enhanced Pedestrian Streets, are convenient, active, pleasant environments with pedestrian amenities.

B. Standards

1. All sites in the plan district are subject to the Pedestrian Standards of paragraph 33.130.240.B.1 through 3.
2. Improvements between buildings and the street. Development on sites abutting an Enhanced Pedestrian Street as shown on Map 526-4 must meet Standard B.2.b. Development on all other sites must meet the standards of either B.2.a or b. Development where there has been a school use on the site since June 18, 2004 must meet the standards of either B.2.a. or b.
 - a. Landscaped. The area between a building or exterior improvement and a street lot line must be landscaped to meet the L1 standard in Chapter 33.248, Landscaping and Screening;
 - b. Hard-surfaced. The area between a building or exterior improvement and a street lot line must be hard-surfaced and developed for use by pedestrians, outdoor seating for restaurants, or pedestrian-oriented accessory activities including stands selling flowers, food, or drinks. The area must contain amenities such as benches, trees (tree wells with grates are exempt from the hard-surface requirement), drinking fountains, planters, and kiosks. At least one of these amenities must be provided for each 100 square feet of pedestrian use area in the setback.
3. Bicycle parking may be located in the area between a building and a street lot line.

33.526.270 Site Design

A. Purpose. ~~These provisions ensure that the location of buildings, parking, and circulation areas provide a convenient and attractive environment for pedestrians and foster the development of an increasingly urban environment within the plan district.~~

B. Applicability

1. ~~Where these requirements apply. Unless exempted by Paragraph B.2., blow, the requirements of this Section apply to all new buildings and to all building remodeling projects adding 2,500 square feet of floor area or more.~~
2. ~~Exemptions. The requirements of this section do not apply to houses, attached houses and duplexes.~~

Commentary

33.526.270 Site Design

While most of the provisions for the paragraph, "Improvements between buildings and the street," have been incorporated into the new 33.526.260, Pedestrian Standards, the remainder of this section was not. The decision to simply delete the entire section rather than use strike-throughs and underlines was made for ease of understanding.

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~~**C. Internal circulation.** Clearly marked sidewalks, pathways, and bike paths must be developed and provide safe, pleasant, and convenient pedestrian and bicycle connections between buildings and light rail. To accomplish this, development must meet all of the following standards.~~

- ~~1. Proposals for sites that abut a light rail alignment must have their main entrance facing the light rail alignment.~~
- ~~2. Building entrances used by pedestrians must be connected to a sidewalk by one or more walkways for pedestrians.~~
- ~~3. A walkway connecting the building's main entrances to a sidewalk must be no longer than the straight line distance from the entrance to the closest sidewalk.~~
- ~~4. Pedestrian walkways connecting building entrances to sidewalks must be:
 - ~~a. Paved;~~
 - ~~b. At least 6 feet wide, exclusive of any curbing provided as part of the design;~~
 - ~~c. Made of a material different than the material used to pave the site's motor vehicle parking, loading, and maneuvering areas;~~
 - ~~d. Unobstructed by landscaping, street furniture, or bicycle racks;~~
 - ~~e. At least 4 inches higher than the abutting motor vehicle parking or maneuvering area; and~~
 - ~~f. Separated from motor vehicle parking, loading, and maneuvering areas by a 3-foot wide landscape area that meets the L1 landscape standard.~~~~
- ~~5. A paved route must be provided between each adjacent street and the site's bicycle parking area. The paved route must be at least 6 feet wide.~~

~~**D. Improvements between building and the street.** Developments including more than 20 percent of their floor area in nonresidential uses must meet this requirement. The land between a building or exterior improvement and a street must meet the standards of either paragraph D.1 or D.2, below.~~

- ~~1. Landscaped. The land between a building or exterior improvement and a street must be landscaped to meet the L1 standard in Chapter 33.248, Landscaping and Screening; or~~
- ~~2. Hard surfaced. The land must be hard surfaced and developed for use by pedestrians, outdoor seating for restaurants, or pedestrian-oriented accessory activities including stands selling flowers, food, or drinks. The area must contain amenities such as benches, trees (tree wells with grates are exempt from the hard surface requirement), drinking fountains, planters, and kiosks. At least one of these amenities must be provided for each 100 square feet of pedestrian use area in the setback. Pedestrian use~~

Commentary

33.526.270 Entrances

In the earlier provisions, the entrance requirements were located in 33.526.080, "Building Design." City Council agreed that the entrance requirements should be included in a separate provision with a title that more explicitly reflects the scope of the provisions. The adopted provisions include a hierarchy for entrance orientation: first to a light rail alignment, second to transit streets (based on classification), and finally to intersecting transit streets. This hierarchy will be easier for applicants to understand and the City to administer.

33.526.280 Building Design

Some of these provisions have been dropped. Most have been revised and incorporated into two new sections: 33.526.270, "Entrances," and 33.526.290, "Ground Floor Windows."

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~~areas in the setback required in Section 33.526.260, Special Setbacks, must be physically separated from parking and motor vehicle maneuvering areas by a 3 foot wide area landscaped to at least the L2 standard of Chapter 33.248. Landscaping and Screening.~~

33.526.270 Entrances

- A. Purpose.** These regulations ensure that at least one main entrance into a building, and each tenant space in a building that faces a street, be oriented to public streets or the light rail alignment. This requirement enhances pedestrian access from the sidewalk to adjacent buildings. Together with the Enhanced Pedestrian Street, ground floor window, and pedestrian standards, the entrance standards ensure that the sidewalks in the plan district are convenient, active, pleasant environments with pedestrian amenities.
- B. Where these regulations apply.** In R1, RH, RX, C, and EX zones, buildings must meet the standards of Subsection C, below.
- C. Entrances.** For portions of a building within the maximum building setback, at least one main entrance for each tenant space must meet the standards of this section. Entrances that open into lobbies, reception areas, or common interior circulation space must also meet the standards of this section. The entrances must:
1. Face a public street or light rail alignment;
 2. Be within 15 feet of the public street or light rail alignment it faces;
 3. Be oriented to nearby transit facilities as follows:
 - a. If a site abuts a light rail alignment along East Burnside Street, the main entrance must orient to that alignment. If the proposed building is within 100 feet of a transit station, at least one entrance must be along the first 25 feet of the wall nearest the station.
 - b. If a site abuts a transit street other than a light rail alignment, the entrance must orient to that street.
 - c. If the site abuts intersecting transit streets, the main entrance must orient to the street with the highest classification.
 - d. If the site abuts intersecting transit streets with the same classification, the entrance may be at a 45 degree angle to both streets or within 25 feet of the corner along either transit street.

33.526.280 Building Design

- ~~**A. Purpose.** These provisions foster creation of a rich urban environment that accommodates growth but is compatible with existing housing in the area.~~
- ~~**B. Nonresidential and mixed-use developments.** In RH, RX, C, and EX zones, buildings must meet the following:~~

Commentary

33.526.280 Enhanced Pedestrian Street Standards

This is a new requirement. It is intended that buildings be constructed close to the sidewalk, ground floor spaces be designed to accommodate active uses, and, in certain areas, parking not be allowed in locations that are required to meet these standards. Together with other provisions in the plan district, these provisions support the goal of creating a regional center through better urban design, more compatible development, and a more transit- and pedestrian-oriented environment. Locations where this provision would be required are shown on Map 21 on page I-82.

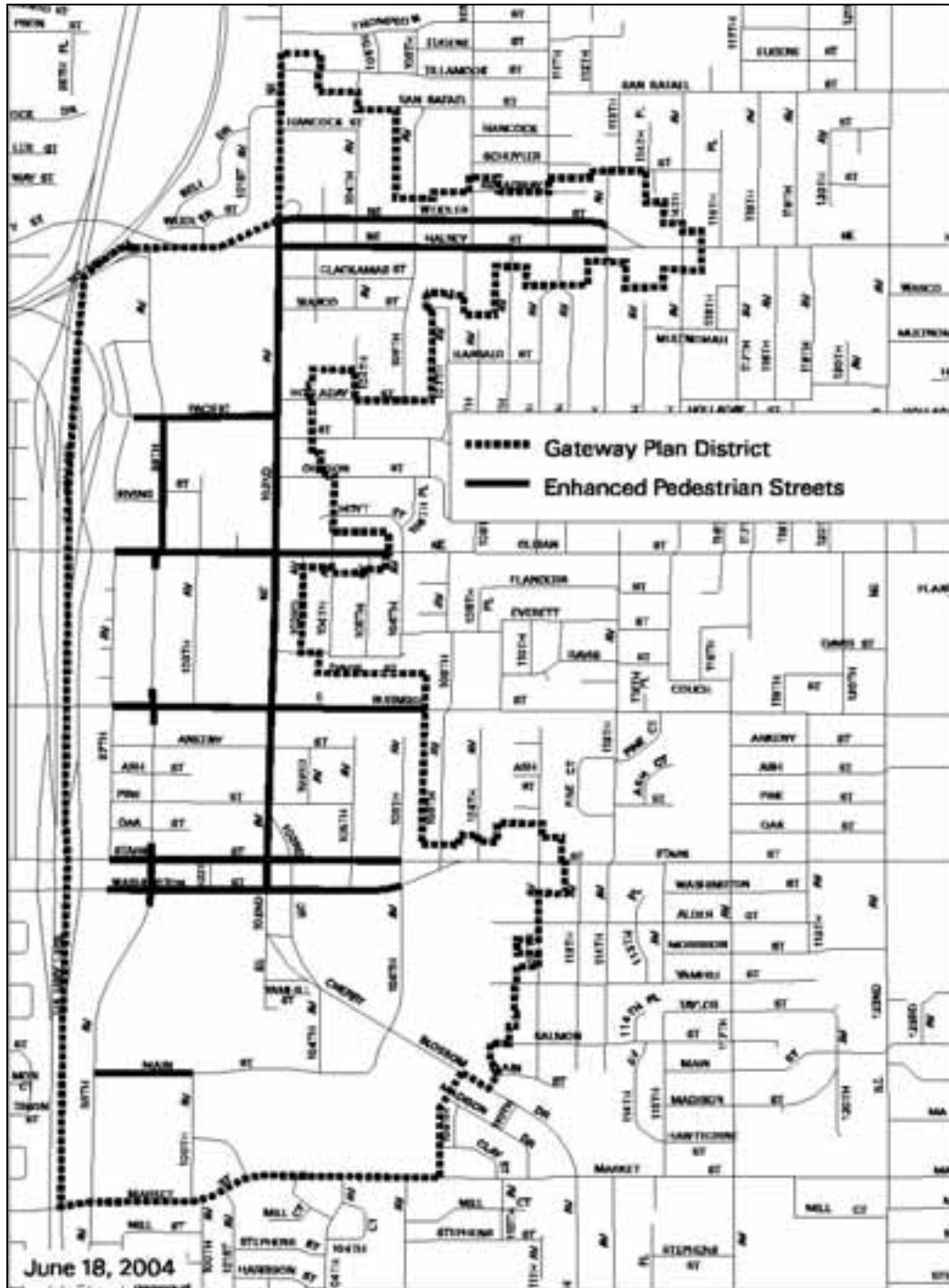
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1. ~~A building's main entrance must:~~
 - a. ~~Face a public or private street;~~
 - b. ~~Be within 15 feet of the public or private street it faces;~~
 - c. ~~If the site abuts more than one street, the main entrance must face the street with the highest transit classification in the Transportation Element of the Comprehensive Plan;~~
 - d. ~~Be oriented to nearby transit facilities as follows:~~
 - ~~If there is a Transit Station or bus stop within 200 feet of the site, the building's main entrance must be at the building's closest point to the Transit Station or bus stop.~~
 - ~~If the site is within 200 feet of both a Transit Station and a bus stop, the building's main entrance requirement applies to the Transit Station.~~
 - ~~If the site is within 200 feet of more than one bus stop, the building entrance requirement applies to the closest bus stop.~~
 - ~~If the site is the same distance from all bus stops, the applicant may choose which stop to apply this standard.~~
2. ~~Street enclosure. In Pedestrian Districts identified in the Transportation Element of the Comprehensive Plan, and at intersections where City Walkways or transit streets cross another City Walkway or transit street:~~
 - a. ~~Exterior walls of primary structures facing the street must be within 12 feet of the right of way.~~
 - b. ~~Street facing exterior facades must be at least 40 feet long and 16 feet high.~~
3. ~~Ground floor windows. All street facing elevations of development must meet the Ground Floor Windows Standards of paragraph 33.130.230.B.2, regardless of the distance to the adjacent street. Developments that are more than 80 percent residential are exempt from this requirement.~~

33.526.280 Enhanced Pedestrian Street Standards

A. Purpose. These regulations enhance and ensure the continuity of the pedestrian environment along key streets in the Gateway plan district. The standards help maintain an urban character along the Enhanced Pedestrian Streets by reinforcing the continuity of pedestrian-oriented, active ground-level uses and strengthening the relationship between those uses and the pedestrian environment. Active uses include but are not limited to: lobbies, retail, residential, commercial, and office. Together with the ground floor window, entrance, and pedestrian standards, the Enhanced Pedestrian Street standards foster an

Commentary



Map 21. Adopted Enhanced Pedestrian Streets

33.526.290 Ground Floor Windows

This is the former "Building Design" section, 33.526.280.B.3. It has been moved into its own section, 33.526.290.

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efficient, safe, and interesting route for pedestrians to move through the Gateway plan district.

- B. Where these regulations apply.** Development on sites abutting an Enhanced Pedestrian Street as shown on map 526-4, where the development is new development or that adds at least 40,000 square feet in floor area to the site, must meet the standards of this section. Development where there has been a school use on the site since June 18, 2004 is exempt from this requirement.
- C. Required building lines.** Either Paragraph C.1 or C.2 below must be met. Exterior walls of buildings designed to meet the requirements of this subsection must be at least 15 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 12 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 sidewalk cafes or vendor's stands.
- D. Ground floor active uses.** Buildings must be designed and constructed to accommodate uses such as those listed in Subsection A, above. Areas designed to accommodate these uses may be developed at the time of construction, or may be designed for later conversion to active uses. This standard must be met along at least 50 percent of the ground floor of walls that front onto a sidewalk, plaza, or other public open space. Areas designed to accommodate active 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 frontage wall;
 3. The area may be designed to accommodate a single tenant or multiple tenants.
 4. The street-facing façade must include windows, or be structurally designed so doors and windows can be added when the space is converted to active building uses; and
 5. Parking is not allowed in the areas that are required to meet the standard of this subsection.

33.526.290 Ground Floor Windows

- A. Purpose.** In the Gateway plan district, blank walls on the ground level of buildings are limited in order to:
- Provide a pleasant, rich, and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas;
 - Encourage continuity of retail and service uses;

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Commentary

33.526.300 Required Windows Above the Ground Floor

This is a new requirement. In some locations, the Gateway Regional Center borders directly on single-dwelling zoned residential neighborhoods. Buildings that utilize the allowable height and floor area could overwhelm the smaller one- and two-story single-dwelling homes outside the plan district boundary. These provisions, in conjunction with the transition height provision of 33.526.230.C, will provide a somewhat more visually appealing view toward the regional center from the neighborhoods.

33.526.310 Exterior Display and Storage

This provision was not changed.

33.526.320 Drive-Through Facilities

This provision was not changed.

33.526.330 Gateway Master Plan

This is a new provision designed to serve several purposes. First, the Gateway master plan seeks to use unified and flexible physical master planning to promote the following:

- A more performance-based and flexible application of development standards,
- Improved level of amenity,
- More efficient land use and creative design,
- More effective mitigation of impacts, and
- Greater ability to meet economic, housing, transportation, open space, and other objectives.

Second, the Gateway master plan is a tool that can help combine regulation, design, bonuses and financial tools to implement the Gateway Regional Center development strategy. Deliberations about development schemes become an opportunity for City staff and developers to jointly consider the best combination of plan, regulation and urban renewal involvement to accomplish public and private purposes. There is potentially an opportunity to leverage public dollars on behalf of progressive, exciting new development.

In exchange for a degree of flexibility in the application of zoning standards, applicants prepare site development plans that would be reviewed on the basis of an explicit list of criteria, found in chapter 33.833, Gateway Master Plan Review, on page I-117. Gateway master plans would be processed through a Type III procedure, with amendments processed through a Type II or Type III procedure.

(Continued on the next commentary page.)

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- Encourage surveillance opportunities by restricting fortress-like facades at street level; and
- Avoid 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.

33.526.300 Required Windows Above the Ground Floor

A. Purpose. These regulations prevent large blank walls above the ground floor from facing residential sites outside the plan district. Together with the height regulations, this helps lessen the impact of tall buildings in the regional center on adjacent residential neighborhoods.

B. Required windows above the ground floor. Sites across a street and within 50 feet of R7 through R2.5 zones outside the plan district must provide windows in facades that face a residential zone. The windows must cover at least 15 percent of the area of the façade above the ground level. This requirement is in addition to any required ground floor windows.

33.526. 210 310 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.

33.526.220 320 Drive-Through Facilities. Drive-through facilities are prohibited.

33.526.330 Gateway Master Plan

A. Purpose. The Gateway master plan adds development potential and flexibility for projects in specified areas. A carefully considered master plan has the potential to ensure that new development moves sites in the plan district closer to the goals of the Gateway Regional Center, while allowing for flexibility, additional development capacity, and phasing of change. The additional development potential and flexibility are possible because the master plan demonstrates that the policy objectives of the Outer Southeast Community Plan are advanced and can be met in the long term. The Gateway master plan is an option; it is not a requirement.

B. Flexibility achieved. An approved Gateway master plan allows additional flexibility in any of the following situations:

1. Allocates allowed floor area to individual development sites that will not remain in the same ownership;

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Commentary

Gateway Master Plan (continued)

Applicants are encouraged to meet with the Bureau of Planning, the Portland Development Commission, the Portland Office of Transportation, the Bureau of Environmental Services, and Portland Parks and Recreation six months in advance of their application. In part, the purpose of this meeting is to explore all options, including financial, available to help the applicant best meet the goals of the project and the policies of the City in a more flexible manner than would be possible if relying strictly on the standards.

Any property owner or combination of property owners can utilize the master plan provision. There is no site size minimum nor maximum. Preparation of a master plan does not eliminate the need to meet code requirements, but it does offer the flexibility of phasing, deferral, and reallocation of required floor area on a site, independent of zoning.

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2. Defers the building of any required housing;
3. Allows the development of required housing at an alternate location;
4. Defers the building of required open area;
5. Defers the construction of required streets, accessways, and other transportation elements; or
6. Allows applicants to take advantage of bonus options in 33.526.230.

C. Contents of a Gateway master plan. In addition to the application requirements of Section 33.730.060, a Gateway master plan must contain the components listed below. The greater the level of detail in the plan, the less need for extensive reviews of subsequent phases. Conversely, the more general the details, the greater the level of review that will be required for subsequent phases. The plan must include:

1. Floor area. How allowable floor area will be distributed throughout the site. This can be shown by location of buildings, by subareas of the site, or by amount assigned to each lot. The total combined floor area for the entire site must be within the maximum allowed, including bonus floor area, for the plan area before any allocations, and may be reallocated within the site. Adjustments to the total combined floor area for the entire site may also be requested. Floor area transfers outside of the Gateway master plan site are prohibited.
2. Infrastructure capability. The plan must identify and link the development of each phase of the project to the provision of services necessary to meet the infrastructure service needs of the development associated with that phase.
3. Housing
 - a. The location, density, and general type of housing to be built. If residential development is required by the base zone, the plan must show how the requirement will be met. If the required housing is not proposed to be built in advance or concurrently with other development, the plan must demonstrate that the proposed location for housing is of suitable size and location for the required amount of housing. The plan must identify a schedule or development phase when the required housing will be built.
 - b. If the required housing is proposed for a location outside of the residentially-zoned area, the proposed site must meet the following requirements. The site must be under the applicant's control. The site must be vacant or used for surface parking, or have improvements with an assessed value less than one-third the value of the land. The site must be within the Gateway plan district and be zoned CX or EX. The proposed housing site must be of suitable size and location to be attractive for the required amount of housing.
4. Circulation. The plan must identify a clear internal circulation system that joins the surrounding street system at logical points and meets the needs of pedestrians, bicyclists, and drivers.

Commentary

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Gateway Planning Regulations Project

5. Open area. The plan must identify when and where the open area will be built.
6. Connectivity. The plan must identify when and where the streets, accessways, and other internal connections will be built.
7. Proposed reviews and criteria. Required reviews, such as design and other land use reviews, for all phases may be done as part of the initial master plan review, or may be done separately at the time of each new phase of development.
 - a. If the applicant requests that all of the required reviews be done as part of the review of the master plan, the plan must explain and provide enough detail on how the proposals comply with the approval criteria for the reviews.
 - b. If the applicant decides to defer these reviews to the time of future development, the plan must specify what review procedures and approval criteria will be used for reviewing that development.
 - c. Adjustments and modifications. If any adjustments or modifications are being requested in conjunction with the Gateway master plan review, the application must include a statement as to how each adjustment and modification complies with the approval criteria for the adjustment or modification.

D. Duration and expiration of a Gateway Master Plan

1. A Gateway Master Plan must include currently proposed developments and developments that might be proposed within at least 3 years.
2. An approved Gateway Master Plan remains in effect until development allowed by the plan has been completed, the plan is amended or superseded, or it becomes void as specified in Paragraph D.3, below.
3. If there has been no development on the site within 10 years after the Gateway Master Plan is approved, the Gateway Master Plan is void, and no further development will be allowed on any area previously covered by the Plan until or a new or updated plan is approved.

E. Implementation

1. Development in conformance with a Gateway master plan.
 - a. Development that is consistent with and conforms to the specific Gateway master plan is not required to go through another Gateway master plan review, but may be subject to additional reviews specified by the plan.
 - b. Any transportation, water, stormwater disposal, or wastewater disposal systems identified in the plan as necessary to serve the development are in place or will be in place when the project is ready for occupancy.

Commentary

33.526.290 340 Parking

A. Purpose

The purpose statement has been expanded to more explicitly identify why these particular regulations are included in the plan district.

B. Number of parking spaces

With two exceptions, discussed below, the maximum parking ratio is retained. This low parking ratio is a critical policy for promoting transit and accomplishing the level of transit-supportive development desired in Gateway. The area is already a transit rich regional center, but with the addition of a third light rail line, it will be even more so.

The two exceptions to the above are medical/dental offices and general offices. Medical/dental offices are documented to need more parking. Gateway has a concentration of medical/dental offices and medical/dental employment. There is precedent in the Hollywood Plan District for increasing this specialized office parking ratio.

Exempting structured parking from parking maximums in Gateway is consistent with Metro's Regional Parking Policy, Title 2 in the *Urban Growth Management Functional Plan*, which exempts parking spaces in parking structures from maximum parking standards. Studies prepared by the Oregon Department of Environmental Quality (DEQ) and Metro have shown that 3.4 spaces /1000 sq. ft. generally provides a parking space for every employee. City Council adopted 3.4 spaces/1000 sq. ft.

Exempting structured parking from parking maximums, however, is not likely to be sufficient incentive to increase the amount of parking or parking structures in Gateway. Based on a 1996 study by ECONorthwest for the Clackamas Regional Center, the only incentives that will leverage structured parking in areas with abundant land and surface parking are financial incentives.

Gateway Planning Regulations Project

2. Development not in conformance with Gateway master plan. Development that is not in conformance with the Gateway master plan requires an amendment to the plan.

33.526.290-340 Parking

- A. Purpose.** The regulations of this Section ensure that development is oriented to transit ~~and does not discourage transit use~~, bicycling, ~~or~~ and pedestrian travel ~~by ignoring transit facilities or accommodating facilities while ensuring accessibility~~ for motor vehicles ~~at the expense of pedestrians~~. Limiting the number of parking spaces promotes efficient use of land, enhances urban form, encourages use of alternative modes of transportation, provides for a better pedestrian environment, and protects air and water quality. Parking that is provided in structures is preferred over parking in surface lots because, as a more efficient use of land, structured parking promotes compact urban development. In addition, parking structures with active uses on the ground floor provide a better environment for pedestrians and contribute to the continuity of street-level retail and service uses that support a thriving urban area.

The parking ratios in this section will accommodate most auto trips to a site and take into account the intensity of development in the area, on-street parking supply, pedestrian activity, and proximity to frequent transit service.

Limiting the location of parking and access on light rail alignments improves access to transit, supports a transit-oriented development pattern, and reduces conflicts between motor vehicles and pedestrians or bicycles. In particular, it reduces conflicts between motor vehicles and light rail trains, especially where the access would require cars to cross the light rail tracks.

B. Number of parking spaces

1. Minimum required parking spaces. There is no minimum number of required parking spaces.
2. Maximum allowed parking spaces.
 - a. Except as specified in B.2.b, the maximum number of parking spaces allowed for nonresidential uses may not exceed is 150 percent of Standard A in Table 266-2 of Chapter 33.266, Parking and Loading. The maximums apply to both surface and structured parking. ~~Park and ride facilities are exempt from this requirement.~~
 - b. Exceptions.
 - (1) Medical and dental offices. The maximum number of parking spaces allowed for medical and dental offices is 1 space per 204 square feet of floor area. The maximum applies to both surface and structured parking.
 - (2) Office uses. If all of the parking accessory to Office uses is in structured parking, the maximum number of parking spaces allowed for Office uses is 1 space per 294 square feet of floor area.

Commentary

C. Location

The earlier parking code prohibited parking and loading areas and driveways between a primary structure and an abutting light rail alignment. In Gateway this meant that driveways and parking/loading areas for properties along the Burnside MAX line were restricted, with no ability to evaluate peculiarities of the particular situation.

The initial prohibition of these uses along a transit line was based on the circumstances faced in the Central City. However, Gateway faces different circumstances. Transit rail lines in Gateway are grade-separated from the street except where they cross major intersections: 99th, 102nd, 122nd, 148th, and 162nd, along with a few intersections that allow U-turns between 102nd and 162nd. Thus, drivers must turn right onto Burnside in most locations and none can drive on the rails. As for pedestrians crossing the rails, in most locations the combination of gates, fences, landscaping, and gravel make crossing them anywhere except at the above intersections essentially impossible and certainly extremely dangerous. In addition, while the vision and intent for Gateway is for it to become a more urban, pedestrian-oriented place, the area will transition only over time.

Making parking and loading areas and driveways along transit streets in Gateway possible through a modification would increase flexibility for properties and businesses along the transit line until the area has transitioned far enough to warrant stricter standards. The Portland Office of Transportation has indicated that, as long as the purpose statement accurately reflects the intention regarding this issue along the rail alignment, making the provision “not allowed” will give staff greater ability to work closely with property owners in fashioning transportation options that protect the rail alignment while still encouraging economically desirable changes.

D. Parking structures/Structured parking near light rail

The wording of this subsection has been revised to clarify what is intended by accommodating Retail Sales And Service or Office uses. In addition, the distance from the light rail alignment within which parking structures must be designed and constructed to accommodate retail sales and service or office uses has been extended from 50 feet to 100 feet. Increasing the distance of this requirement helps ensure a quality pedestrian environment near the light rail line and around transit stations.

E. Parking access

This subsection has been deleted as its revised provisions have been included in subsection C, Location.

Gateway Planning Regulations Project

(3) Park-and-ride facilities. There is no maximum for park-and-ride facilities.

~~C. **Location.** Motor vehicle parking, maneuvering, and loading areas are not allowed between the façade of a building with the main entrance and the street. If a site abuts more than two streets, this requirement must be met for only two of the streets. Motor vehicle parking, maneuvering, and loading areas between the primary structure and an abutting light rail alignment are prohibited.~~

1. Vehicle areas are not allowed between a primary structure and any street, except as follows:

a. Sites with through lots or with three frontages may have vehicle areas between a primary structure and one Local Service Transit Street.

b. Sites on full blocks may have vehicle areas between a primary structure and two Local Service Transit Streets.

c. Driveways are allowed between a building and a street that is not a light rail alignment if the driveway provides a straight line connection between a street and parking area inside the building. Driveways between a building and a light rail alignment are not allowed.

2. Vehicle areas are not allowed on the portion of the site within 100 feet of a street that is a light rail alignment.

~~D. **Parking structures.** In the C and E zones, parking structures or parts of parking structures located within 50 feet of a light rail alignment must be designed and constructed to accommodate Retail Sales And Service or Office uses along at least 50 percent of the structure's ground level walls that front onto the light rail alignment.~~

D. **Structured parking near light rail.** In C and E zones, areas of structured parking located within 100 feet of a light rail alignment must meet the standards of 33.526.280.C., Ground Floor Active Uses, along at least 50 percent of the structure's ground floor walls that face the light rail alignment and front onto a sidewalk, plaza, or other public open space.

~~E. **Parking access.** Motor vehicle access to any parking area or structure, or loading area is not allowed from a light rail alignment unless the site does not abut another street. Adjustments to this Subsection are prohibited.~~

Gateway Planning Regulations Project

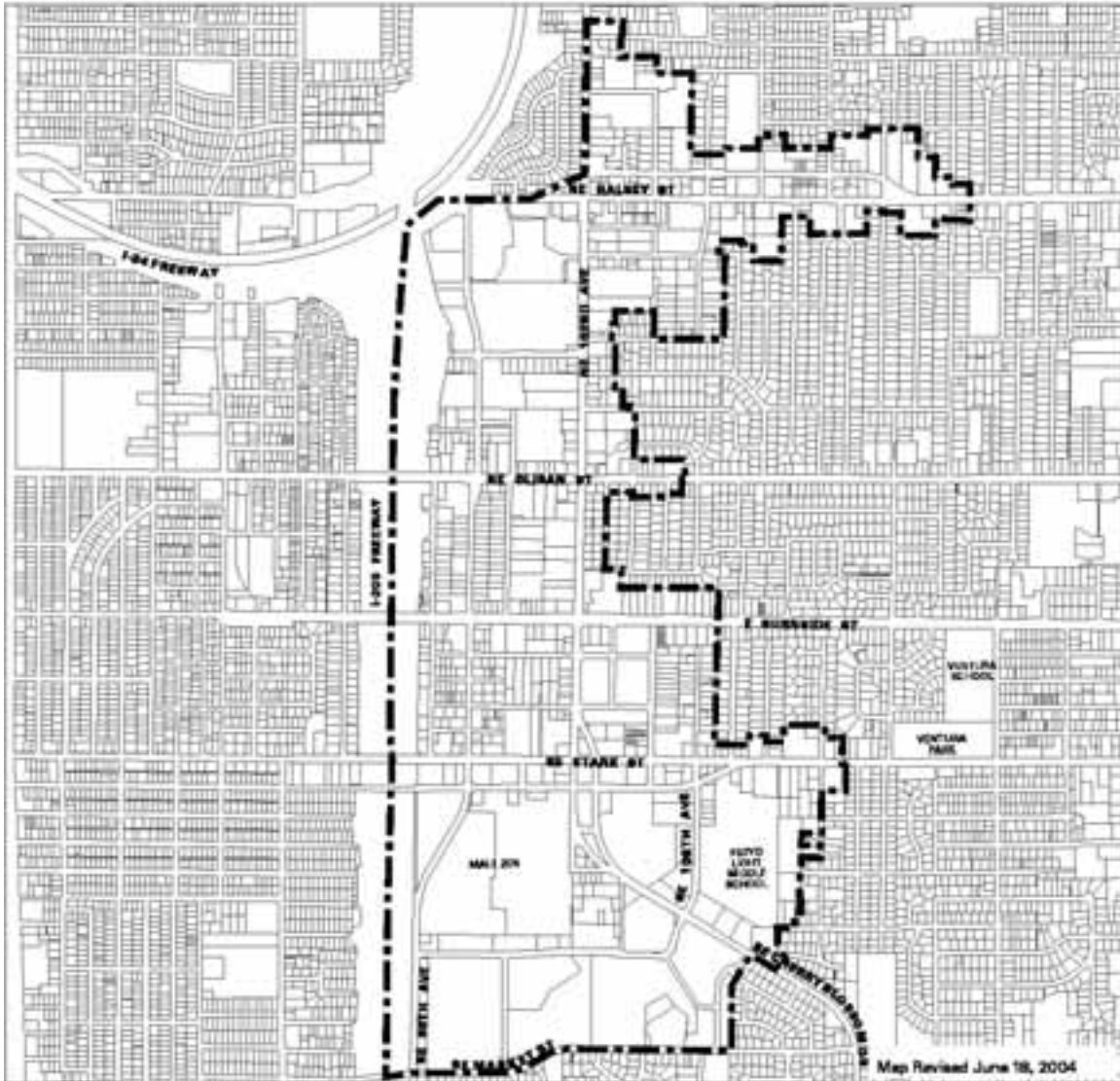
Commentary

Map 526-1 Gateway Plan District

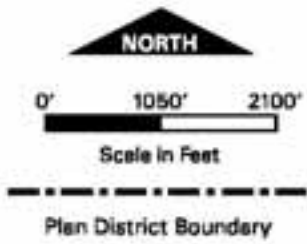
The new Gateway plan district is created out of the old Gateway plan district and is expanded so its boundary is identical with the Gateway Regional Center urban renewal area.

As shown on Map 526-1, the boundaries of the Gateway plan district are generally Market on the south, slightly north of Hancock and Weidler on the north, a wavering line between 103rd and 114th on the east, and I-205 on the west.

Gateway Planning Regulations Project



Map Revised June 18, 2004



Map 526-1 Gateway Plan District

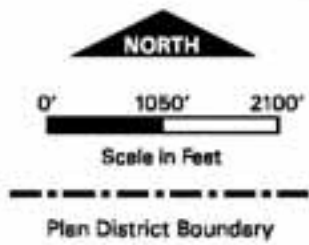
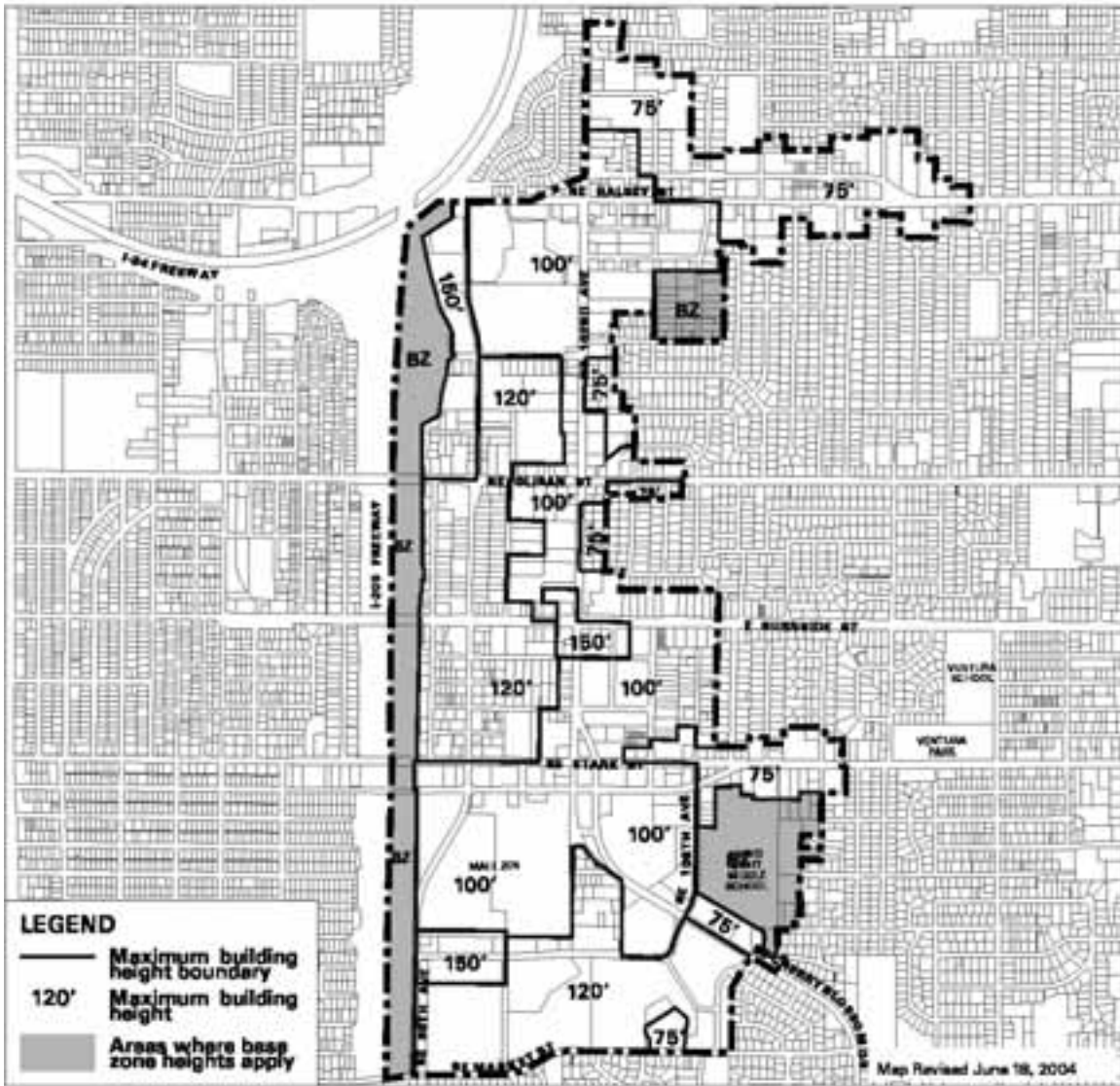
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Commentary

Map 526-2 Maximum Heights

This map accompanies section 33.526.210, Building Height, and shows the City Council's adopted maximum building heights in the Gateway plan district.

Gateway Planning Regulations Project



Map 526-2
Gateway Plan District
Maximum Heights

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Gateway Planning Regulations Project

Commentary

Map 526-3 Floor Area Ratios

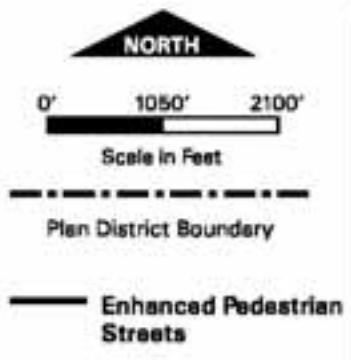
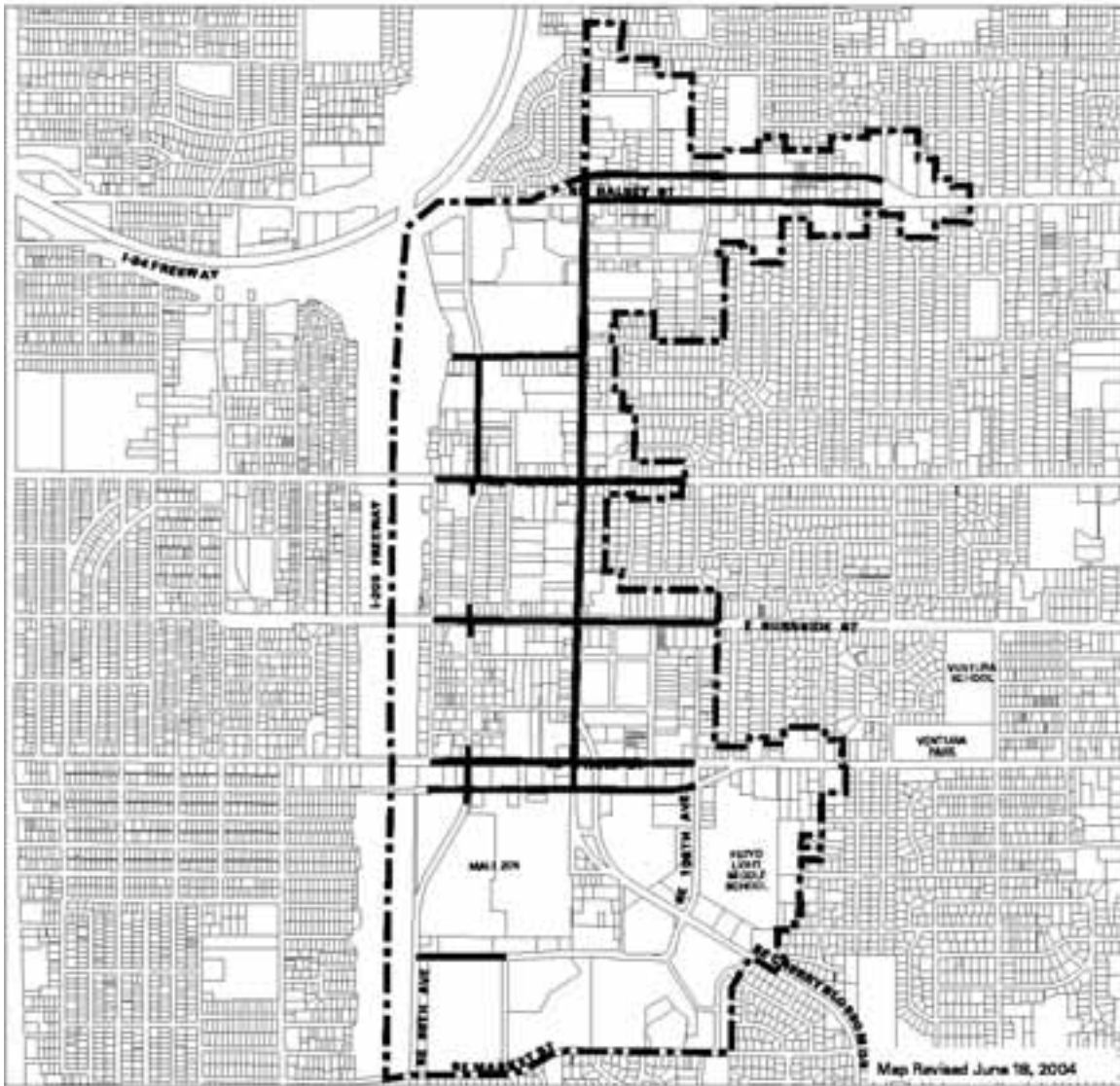
This map accompanies section 33.526.220, Floor Area Ratio, and shows the City Council's adopted floor area ratios (FAR) for various locations in the Gateway plan district.

Commentary

Map 526.4 Enhanced Pedestrian Streets

This map accompanies section 33.526.280, Enhanced Pedestrian Street Standards, a new section that incorporates the current Gateway plan district requirements of required building lines and ground floor active uses. This map is also used in 33.526.260, Pedestrian Standards, to identify properties that must meet additional improvement requirements between buildings and streets.

Gateway Planning Regulations Project



Map 526-4
Gateway Plan District
Enhanced Pedestrian Streets

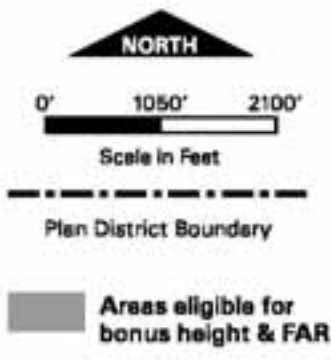
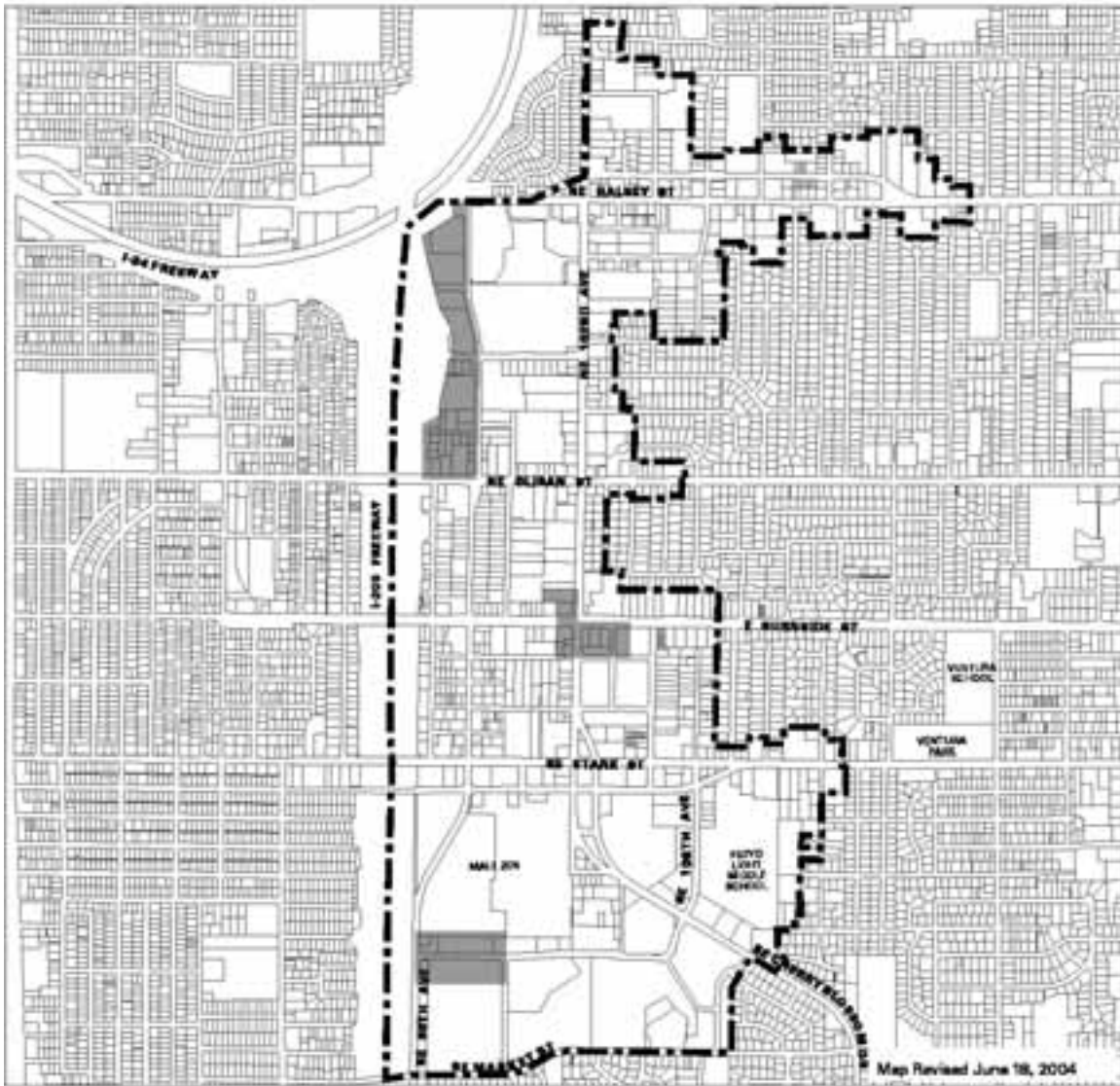
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Commentary

Map 526-5 Bonus Option Areas

This map accompanies section 33.526.230, Floor Area and Height Bonus Options, a new section that offers three incentives in exchange for additional height and floor area. The three bonus options are housing, eco-roofs, and open space.

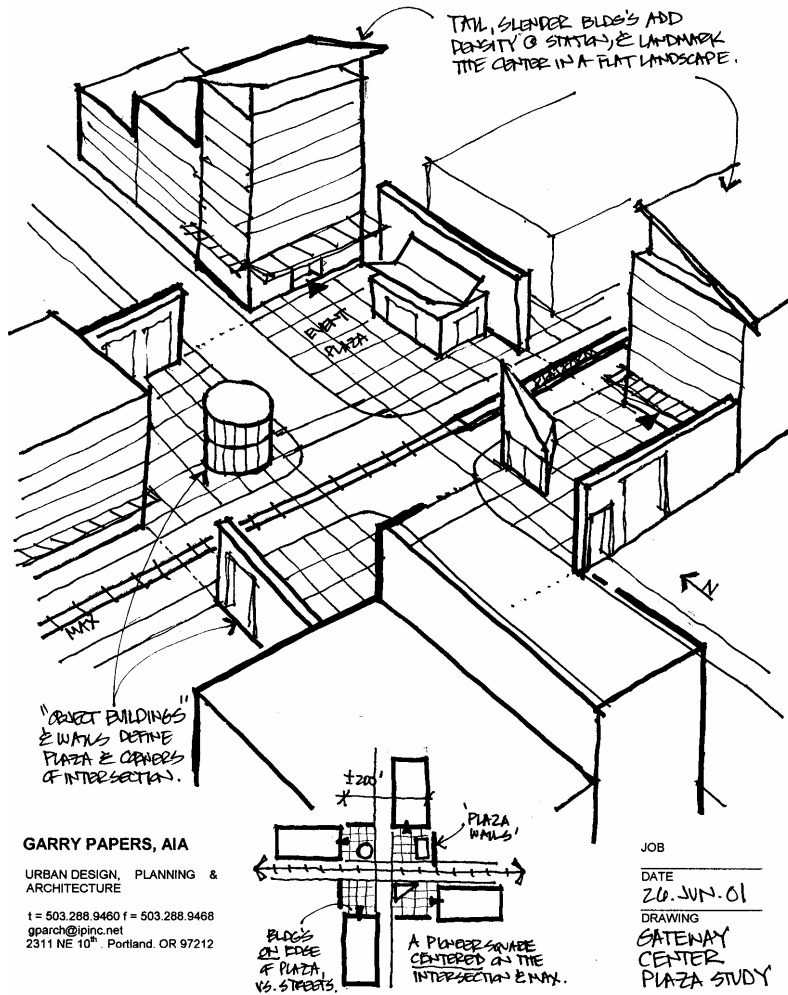
Gateway Planning Regulations Project



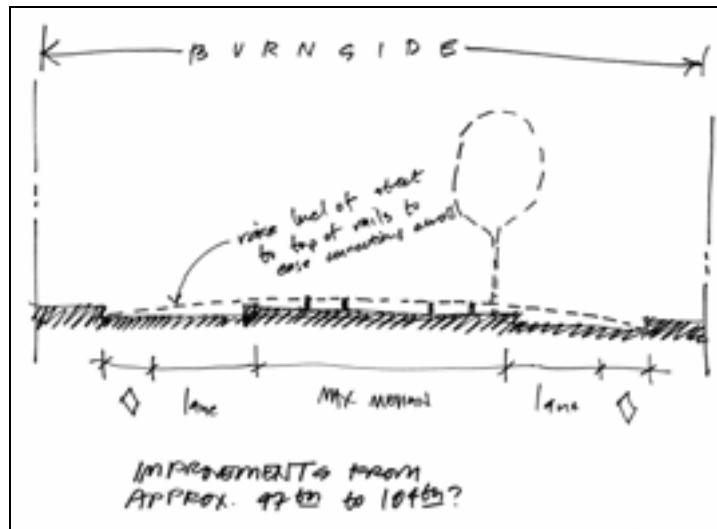
Map 526-5 Gateway Plan District Bonus Option Areas

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Gateway Planning Regulations Project



Garry Papers, 2001



Mark Raggett, 2001

Gateway Regional Center: Other Zoning Code Provisions



Commentary

CHAPTER 33.120 MULTI-DWELLING ZONES

33.120.100 Primary Uses

B.3.b. Prior to adoption, this provision pertained solely to the Central City plan district. City Council added the Gateway plan district to the current provision. This will direct reviewers to the Central City and Gateway plan districts for provisions of the RX zone.

Gateway Planning Regulations Project

CHAPTER 33.120 MULTI-DWELLING ZONES

33.120.100 Primary Uses

A. Limited Uses

3. Retail Sales and Service and Office Uses in the RX Zone
 - b. Central City plan district and Gateway plan district. Retail Sales and Service and Office uses in the RX zone within the Central City plan district and the Gateway plan district are exempt from the regulations of this paragraph, and are instead subject to regulations in Chapter 33.510, Central City Plan District and Chapter 33.526, Gateway Plan District.

Gateway Planning Regulations Project

CHAPTER 33.293 SUPERBLOCKS

33.293.020.B and C

This provision adds the Gateway plan district into the current superblock provisions. It also substitutes a threshold of 40,000 square feet in additional floor area for "major remodelings."

Gateway Planning Regulations Project

CHAPTER 33.293 SUPERBLOCKS

(Amended by: Ord. No. 163697, effective 1/1/91; Ord. No. 167054, effective 10/25/93; Ord. No. 170704, effective 1/1/97.)

Sections:

- 33.293.010 Purpose
- 33.293.020 Where the Superblock Regulations Apply
- 33.293.030 Requirements
- 33.293.040 Phased Development
- 33.293.050 Redevelopment of an Existing Superblock
- 33.293.060 Multiple Ownerships
- 33.293.070 Maintenance

33.293.010 Purpose

The Superblocks chapter regulates the amount and location of open areas and Walkways on large commercial sites where streets have been vacated. The intent is to Promote a pleasant and convenient walkway and open area system on the superblock that links to the adjacent buildings, to the public circulation system, and to any available public transit. The requirements also promote the maintenance of light, air and access that could be lost due to development on the vacated street.

33.293.020 Where the Superblock Regulations Apply

Superblocks are subject to the regulations of this chapter as stated below.

- A. Central City plan district.** The superblock regulations apply to all new development and major remodelings ~~which on sites that~~ include 5,000 square feet or more of vacated street. The regulations apply in all of subdistricts of the Central City plan district except the Downtown and Northwest Triangle subdistricts.
- B. Gateway plan district.** The superblock regulations apply to all new development and the addition of 40,000 square feet on sites that include 5,000 square feet or more of vacated street.
- C. IR, CS, CG, CX, and EX zones outside of the Central City and Gateway plan districts.** The superblock regulations apply to all new development and major remodellings which include 50,000 square feet or more of vacated street in the IR, CS, CG, CX, and EX zones outside of the Central City plan district. For sites where part of the vacated street is in either the Central City or Gateway plan district, the whole site is subject to the 5,000 square foot threshold.

Gateway Planning Regulations Project

Commentary

CHAPTER 33.420 DESIGN OVERLAY ZONE

Overall, the vision for the Gateway Regional Center is for it to transition from a low-density, automobile-oriented area to a high-density, pedestrian-oriented community. The eventual build-out of the regional center is expected to resemble a scaled-down version of downtown Portland, a dramatic shift from its present condition. Additionally, each building is expected to be at a "downtown-level" of design quality. Local residents, property owners, developers, and other interested parties have, for the most part, embraced this vision of the regional center's future.

As densities in the regional center rise and public and private investments grow, there will be increasing pressure for buildings to be of a higher design quality. Property owners and developers want to ensure that the care and quality going into their designs will be reflected in each subsequent project, contributing to the long-term value of Gateway's overall transformation.

To achieve the high level of design quality desired by the community, City Council extended the design overlay zone to all properties within the Gateway Regional Center.

Gateway Planning Regulations Project

CHAPTER 33.420 DESIGN OVERLAY ZONE

33.420.010 Purpose

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

33.420.021 Applying the Design Overlay Zone

The Design Overlay Zone is applied to areas where design and neighborhood character are of special concern. Application of the Design Overlay Zone must be accompanied by adoption of design guidelines, or by specifying which guidelines will be used.

Many applications of the Design Overlay Zone shown on the Official Zoning Maps are referred to as design districts. A design district may be divided into subdistricts. Subdistricts are created when an area within a design district has unique characteristics that require special consideration and additional design guidelines. The location and name of each design district and subdistrict is shown on maps 420-1 through ~~420-4~~ 420-6 at the end of this chapter.

Other applications of the Design Overlay Zone shown on the Official Zoning Maps are not specific design districts. Some are adopted as part of a community planning project, and some are applied automatically when zoning is changed to CX, EX, RX, or IR.

33.420.051 Design Guidelines

Guidelines specific to a design district have been adopted for the areas shown on maps 420-1 through 420-3 and 420-5 through 420-6 at the end of this chapter. All other areas within the Design Overlay Zone use the Community Design Guidelines.

33.420.060 When Community Design Standards May Not Be Used

The Community Design Standards may not be used as an alternative to design review as follows:

- A.** In the Central City plan district. See Map 420-1;
- B.** In the Gateway plan district. See Map 420-6;

(Note: After adopting the above change, reletter B through F to C through G.)

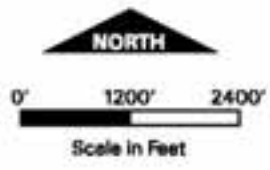
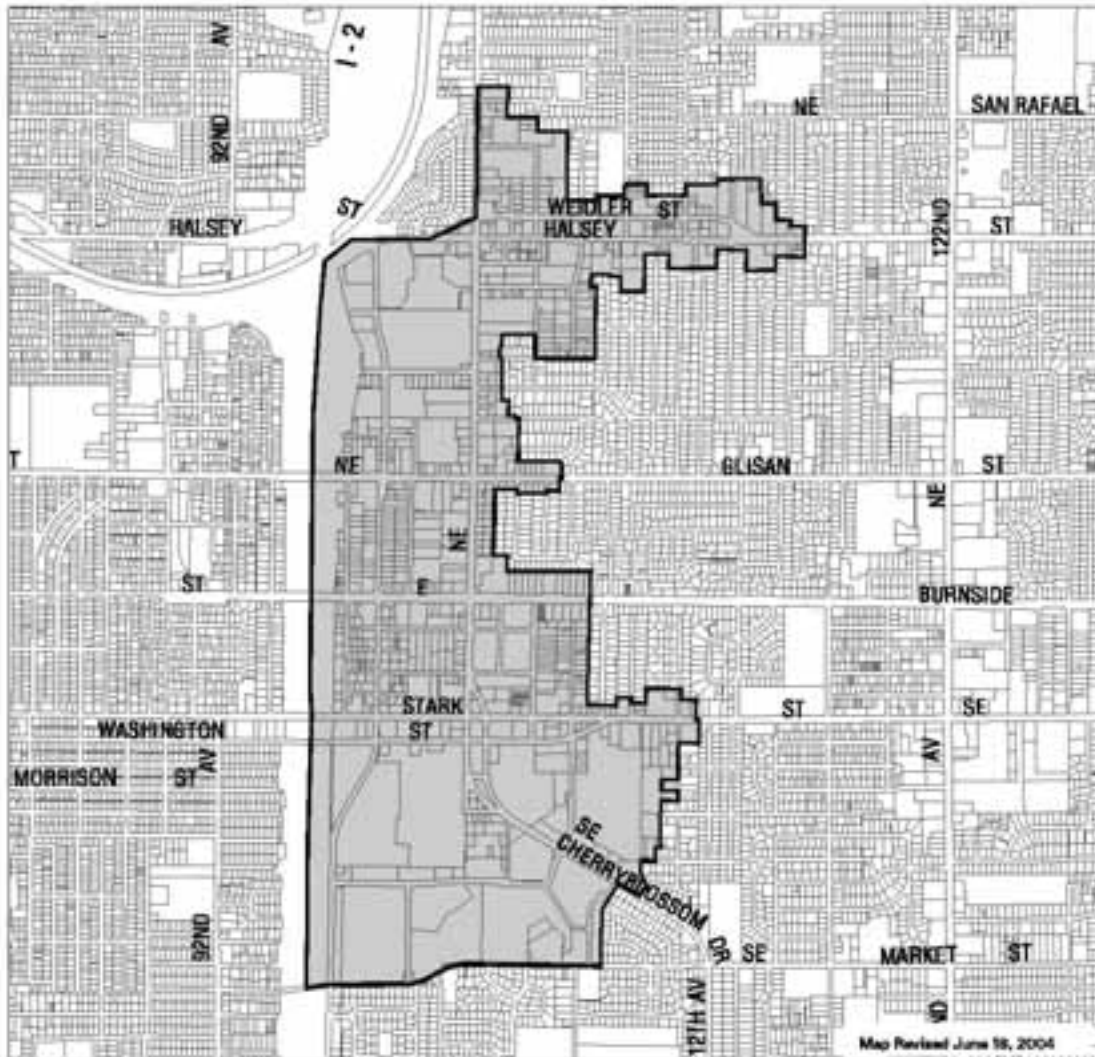
Gateway Planning Regulations Project

Commentary

Map 420-6 Gateway Design District

This map accompanies section 33.420, Design Overlay Zone. The application of the density overlay zone to all properties within the Gateway plan district is a major step toward achieving the high level of design quality desired in the regional center.

Gateway Planning Regulations Project



Design District Boundary

Map 420-6 Gateway Design District

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Gateway Planning Regulations Project

Commentary

CHAPTER 33.825 DESIGN REVIEW

Prior to adoption of this project, properties in Gateway with the design overlay zone were subject to the “two-track system.” Rather than the traditional discretionary design review, applicants could choose to meet the non-discretionary Community Design Standards in Chapter 33.218. If they could not meet these standards or they wanted the flexibility of design review, they went through a Type II design review process. In the latter instance, applicants met the Community Design Guidelines.

The “two-track system” was established to raise the level of design quality of properties, outside of the Central City, where new development would have a significant local impact on a neighborhood or district within the City. The option of the standards track provides a lesser level of design review for these less visible areas.

In the late 1990s, a state legislative mandate required jurisdictions to allow an option of a standards track to meet design review requirements for residential projects. This mandate was exempted for properties in the central cities and regional centers where design review often ensures a higher level of design quality in these highly visible, regionally important areas. As one of only seven regional centers in Oregon, the City Council applied discretionary design review in Gateway to ensure higher quality design in future development projects. The decision to use discretionary design review was prompted by two ongoing issues: the inability of the existing two-track system to adequately realize the desired design quality and the assurance that, as more investment occurs, a consistently higher level of design quality will be achieved.

As of June 18, 2004, the effective date of this project, therefore, all proposals in the Gateway Regional Center be subject to either Type II or Type III design review. All projects will be subject to Type II design review, with the exception of projects that have a value over \$1,000,000 in 1990 dollars and projects using the Gateway Master Plan, which will be subject to Type III design review.

The *Gateway Regional Center Design Guidelines* will be the criteria used in the design review process.

Gateway Planning Regulations Project

CHAPTER 33.825 DESIGN REVIEW

33.825.010 Purpose

Design review ensures that development conserves and enhances the recognized special design values of a site or area. Design review is used to ensure the conservation, enhancement, and continued vitality of the identified scenic, architectural, and cultural values of each design district or area and to promote quality development near transit facilities. Design review ensures that certain types of infill development will be compatible with the neighborhood and enhance the area. Design review is also used in certain cases to review public and private projects to ensure that they are of a high design quality.

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 33.730.045, Neighborhood Contact Requirement. 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. The following proposals are processed through a Type III procedure:

f. Proposals in the Gateway Design District that have a value over \$1,000,000 in 1990 dollars, or will be included in a Gateway Master Plan.

2. Type II. The following proposals are processed through a Type II procedure:

g. Proposals within the Outer Southeast Community Plan area's design overlay zones except in the Gateway Design District,

q. Proposals in the Gateway Design District except for those listed in paragraph A.1.f. above.

33.825.065 Design Guidelines

B. Design guidelines. Guidelines specific to a design district have been adopted for the areas shown on maps 420-1 through 420-3 and 420-5 through 420-6. Where two of the design districts shown on those maps overlap, both sets of guidelines apply.

Gateway Planning Regulations Project

Commentary

CHAPTER 33.833 GATEWAY MASTER PLAN REVIEW

This section establishes the procedures and criteria for the review of Gateway master plans. There are eight approval criteria. The plans will be reviewed as a Type III procedure, with amendments reviewed as either a Type II or Type III procedure, depending on whether they are minor or not.

Gateway Planning Regulations Project

CHAPTER 33.833 GATEWAY MASTER PLAN REVIEW

Sections:

- 33.833.010 Purpose
- 33.833.100 Procedure
- 33.833.110 Approval Criteria
- 33.833.200 Amendments to a Gateway Master Plan

33.833.010 Purpose

The purpose of this chapter is to provide procedures and establish the approval criteria for Gateway master plan reviews. The approval criteria ensures that the flexibility, additional development capacity, and phasing of change within the Gateway plan district is carried out within the context of desired connectivity, open area, design, mixed-use and other goals for the regional center. The review recognizes that Gateway is in transition from a suburban low-density area to a dense, mixed-use area.

33.833.100 Procedure

Gateway Master Plan Reviews are processed through a Type III procedure.

33.833.100 Approval Criteria

Requests for Gateway master plan review will be approved if the review body finds that the applicant has shown that all of the following approval criteria are met. The proposed Gateway master plan must:

- A.** Be consistent with the Gateway plan district purposes and Urban Design Concept;
- B.** Meet the Gateway Design Guidelines;
- C.** Be consistent with the policy and objectives of the Gateway Regional Center Policy of the Outer Southeast Community Plan;
- D.** Comply with the Portland Master Street Plan: Gateway District;
- E.** Provide adequate and timely infrastructure to support the proposed uses in addition to the existing uses in the area. Evaluation factors include street capacity, level of service, and other performance measures; access to arterials; connectivity; transit availability; on-street parking impacts; access restrictions; neighborhood impacts; impacts on pedestrian, bicycle, and transit circulation; safety for all modes; and adequate transportation demand management strategies;
- F.** Result in more than one use, such as Residential, Retail Sales And Service, or Office uses, on the site;
- G.** Provide adequate open area to serve the users of the site. The open area must be configured, designed, and located so that it connects to the surrounding area; and
- H.** Guarantee that required housing that is deferred will be built.

Commentary

This page is intentionally left blank.

Gateway Planning Regulations Project

33.833.200 Amendments to a Gateway Master Plan

- A.** Minor amendments to a master plan are processed through a Type II procedure. The following are considered minor amendments:
 - 1. Increases in overall floor area of development of up to 10 percent.
 - 2. Increases in parking of up to 10 percent.
 - 3. Revisions to the connectivity element pertaining to Right-of-Way width and phasing of dedication and construction.
- B.** All other amendments to a master plan are processed through a Type III procedure.
- C.** Approval criteria for amendments are those in Subsection 33.833.100.

Gateway Planning Regulations Project



South Auditorium District in downtown Portland



South Park Square Apartment complex on the Park Blocks in downtown Portland

Adopted Amendments to the *Outer Southeast Community Plan*



Left and bottom: Russellville Commons, SE 102nd. Right: SE 106th with the East Police Precinct in the background

Gateway Planning Regulations Project

Commentary

Amendments to the *Outer Southeast Community Plan*

The *Outer Southeast Community Plan*, which was adopted in 1996, was revised for the Gateway Regional Center to more accurately reflect the vision, goals, and desires of the *Opportunity Gateway Concept Plan* and the urban design concept. The *Outer Southeast Community Plan*, which is part of the City's *Comprehensive Plan*, includes Subarea Policy IV that specifically addresses the Gateway Regional Center. No changes were made to the policy itself. The following changes were made to the objectives and action chart:

- Objective 7: Amend to reflect park development recommendations of the *Opportunity Gateway Concept Plan* as well as the Urban Design Concept.
- Objective 10: Add new objective to explicitly state the desire for Gateway to become a mixed-use center.
- Action Chart: Expand to include additional items requested over the last several years during the Gateway Planning Regulations Project and during the process to create the Gateway Regional Center urban renewal area.

Gateway Planning Regulations Project

Gateway Regional Center Subarea Policy

Foster the development of this area as a “Regional Center.” Attract intense commercial and high-density residential development capable of serving several hundred thousand people. Promote an attractive urban environment by creating better pedestrian connections and providing more public open space. *(No change)*

Objective 7

Address the area’s park deficiency by developing park blocks from north of Pacific Street to south of Stark Street ~~between 99th and 100th Avenues~~. Mark ~~each ends~~ of the park blocks with dramatic focal points such as an arch, fountain, or other art form.

Objective 10

Create a district that contains a variety of uses on an intense scale that foster a vibrant, mixed-use environment.

Gateway Regional Center Action Chart:

| # | Action | Time | | | | Implementor |
|-----------------|--|-----------------|----------|--------------|---------------|--------------------------|
| | | Adopt With Plan | On-Going | Next 5 Years | 6 to 20 Years | |
| PROJECTS | | | | | | |
| RC1 | Create a linear set of park blocks between 99th and 100th Avenues , the Gateway and Mall 205 Shopping Centers. | | | ✓ | | BOP, Parks |
| RC2 | Construct housing in the 102 nd Avenue transit station area for all income levels, including units affordable for low to moderate income households. | | | ✓ | | PDC |
| <u>RC3</u> | <u>Plan, design and implement the transportation projects identified in the Transportation System Plan (TSP) for the Gateway Regional Center.</u> | | ✓ | | | <u>PDOT, ODOT, Metro</u> |
| <u>RC4</u> | <u>Expand the Gateway Pedestrian District to include the entire regional center.</u> | | | ✓ | | <u>PDOT</u> |
| <u>RC5</u> | <u>Evaluate the use of “water quality friendly” street designs, such as porous pavement, depressed planter strips, street trees, or Metro’s Green Street design standards.</u> | | | ✓ | | <u>BES, PDOT</u> |

Gateway Planning Regulations Project

| # | Action | Time | | | | Implementor |
|------|--|-----------------|----------|--------------|---------------|---|
| | | Adopt With Plan | On-Going | Next 5 Years | 6 to 20 Years | |
| RC6 | <u>Place overhead utility wires underground, in conjunction with planned street improvements.</u> | | ✓ | | | <u>PDOT, Private, Utility Providers</u> |
| RC7 | <u>Embed light rail tracks into the Burnside right-of-way as is the case in Downtown Portland.</u> | | | | ✓ | <u>Tri-Met, Metro, PDOT</u> |
| RC8 | <u>Consider building a trolley or similar circular internal transit system between the northern and southern ends of the regional center.</u> | | | | ✓ | <u>Tri-Met, Metro</u> |
| RC9 | <u>Encourage property owners to construct publicly-accessible fountains, water features, and courtyards on private property.</u> | | ✓ | | | <u>Private, PAC</u> |
| RC10 | <u>Emphasize water conservation and stormwater integration in both public and private construction projects.</u> | | ✓ | | | <u>Private, BES, OSD, PAC</u> |
| RC11 | <u>Create street standards that reflect the street designations and the subareas identified in the <i>Opportunity Gateway Concept Plan</i>. Include treatments for at least the following: street trees, street lights, street furnishings, tree grates, street signs, sidewalk pavement, traffic lights, and signals.</u> | | | ✓ | | <u>PDOT</u> |
| RC12 | <u>Create and hang banners for City, Gateway, and other special events.</u> | | ✓ | | | <u>HNA, GABA, PAC, PDOT</u> |
| RC13 | <u>Create public art and unique identity shelters at each light rail transit stop.</u> | | ✓ | | | <u>Tri-Met</u> |
| RC14 | <u>Complete the swale between Mall 205 and Adventist Medical Center.</u> | | | ✓ | | <u>Private, PDC</u> |
| RC15 | <u>Insofar as possible, retain existing old-growth trees, especially the historic groves of fir trees.</u> | | ✓ | | | <u>Private, PAC</u> |
| RC16 | <u>Encourage environmentally-sensitive landscaping with materials that emphasize water quality, water conservation, and stormwater abatement.</u> | | ✓ | | | <u>PDC, PAC, BES, OSD, Private</u> |
| RC17 | <u>Promote energy-efficiency in public and private developments throughout the regional center.</u> | | ✓ | | | <u>PDC, OSD, PAC</u> |

Gateway Planning Regulations Project

| # | Action | Time | | | | Implementor |
|-------------|--|-----------------|----------|--------------|---------------|--|
| | | Adopt With Plan | On-Going | Next 5 Years | 6 to 20 Years | |
| <u>RC18</u> | <u>Identify view corridors to Mt. Hood, Mt. St. Helens, and the West Hills. Amend the <i>Scenic Resources Protection Plan</i> to include the view corridors.</u> | | | | ✓ | <u>PAC, BOP</u> |
| <u>RC19</u> | <u>Create a Transportation Management Association.</u> | | | | ✓ | <u>PDC, PDOT, Tri-Met, Business Association, Metro</u> |
| <u>RC20</u> | <u>Re-evaluate options for hastening the transition of parking from surface lots to structured garages.</u> | | | | ✓ | <u>PDC, PDOT, Tri-Met, BOP, Metro</u> |

Implementors

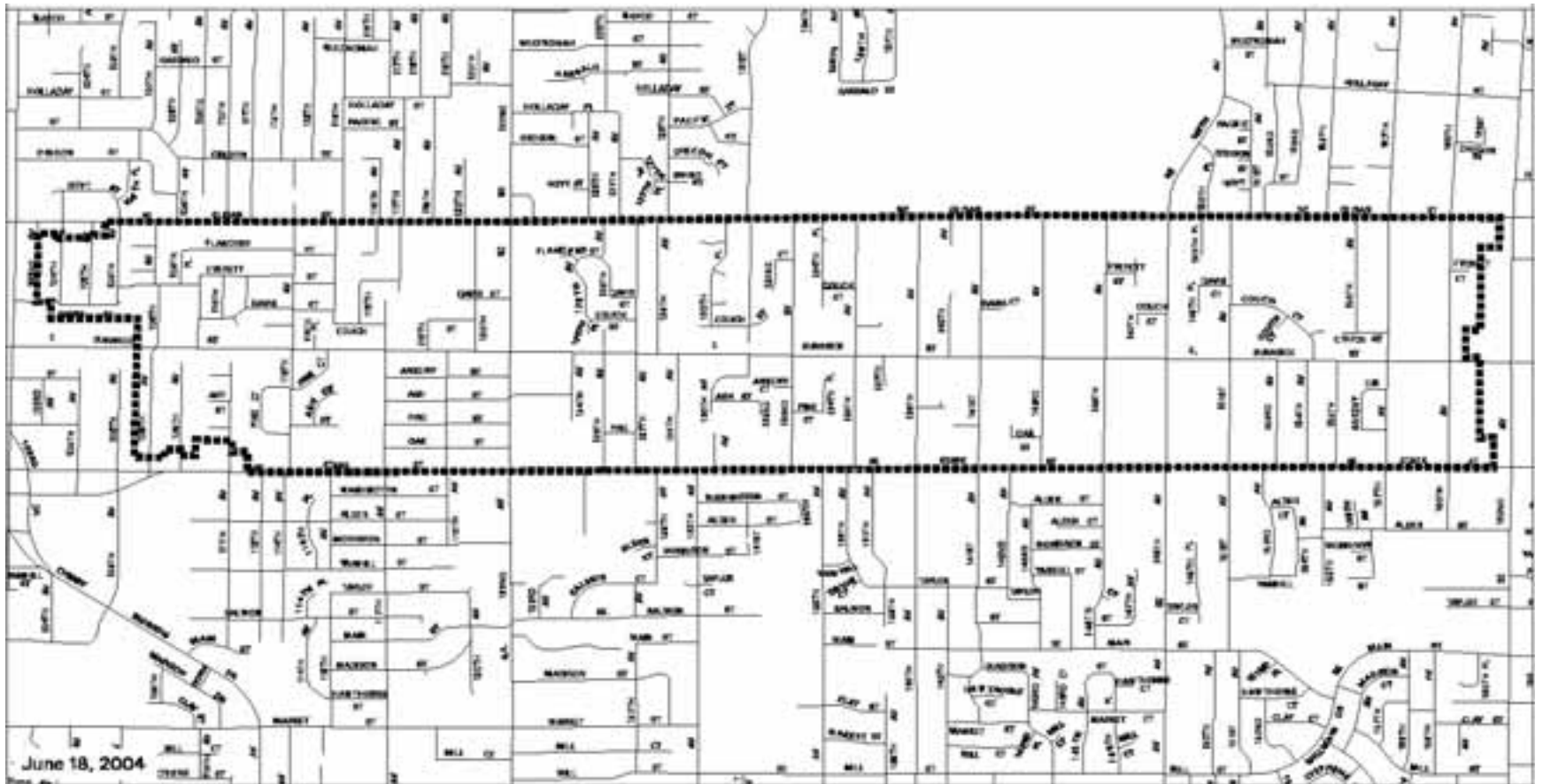
| | |
|-------|--|
| BES | Bureau of Environmental Services |
| BOP | Bureau of Planning |
| GABA | Gateway Area Business Association |
| HNA | Hazelwood Neighborhood Association |
| MPNA | Mill Park Neighborhood Association |
| ODOT | Oregon Department of Transportation |
| OSD | Office of Sustainable Development |
| PAC | Gateway Regional Center Urban Renewal Program Advisory Committee |
| Parks | Bureau of Parks and Recreation |
| PDC | Portland Development Commission |
| PDOT | Portland Office of Transportation |

Gateway Planning Regulations Project



Park Vista on SE Stark at approximately 109th. Top: Building front facing Stark. Bottom: Two views of the courtyard in the center of Park Vista

Part II: East Corridor



Map 22. East Corridor

Gateway Planning Regulations Project



Clockwise from top left: Benson bubbler in downtown Portland; Ankeny Place at SE 121st and Ankeny; downtown light fixture; the Hazelwood senior housing project with mini-mall in front

Adopted Division of the Gateway Plan District



Clockwise from top left: 162nd light rail station; rowhouses at NE 148th and Couch; MAX station at 122nd and Burnside; Ron Tonkin Ferrari dealership on the west side of NE 122nd

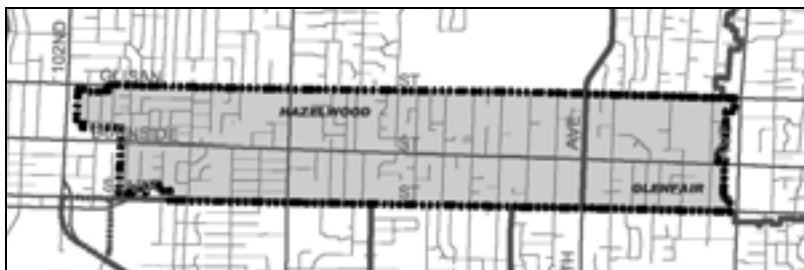
Gateway Planning Regulations Project



Map 23. Gateway Plan District prior to adoption



Map 24. Adopted Gateway Plan District



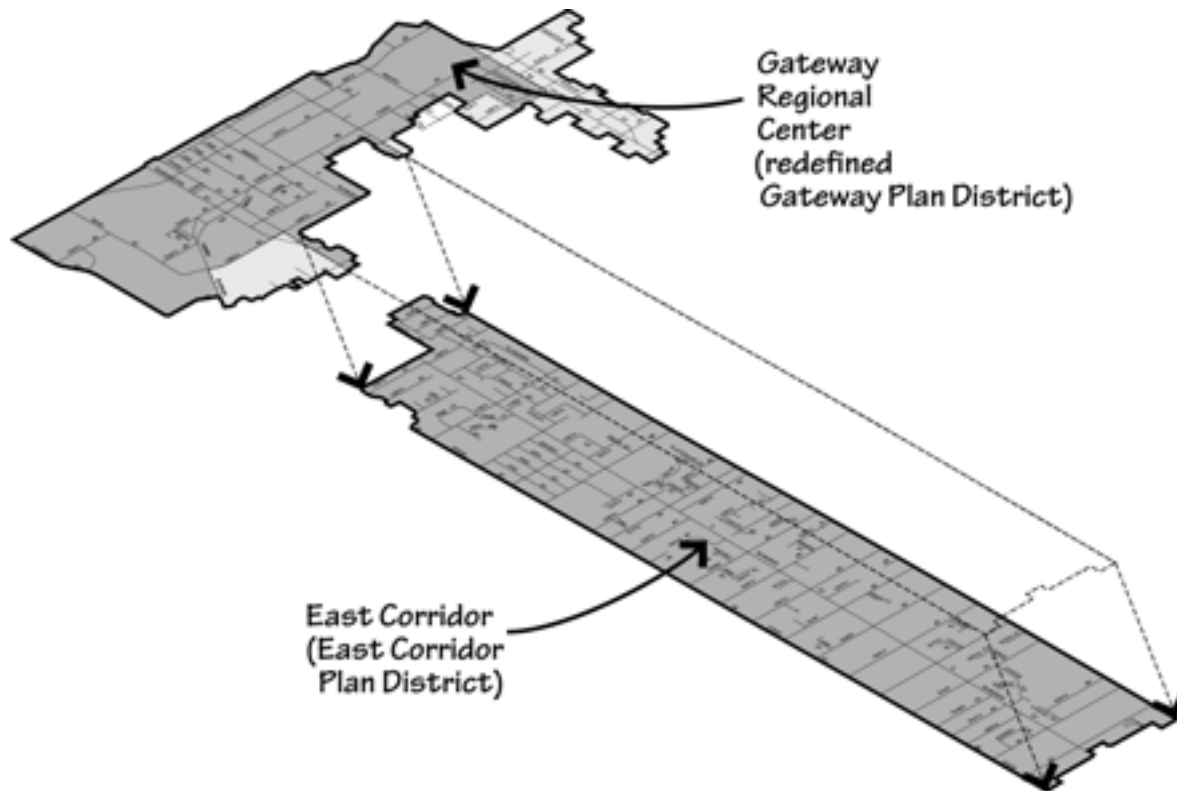
Map 25. Adopted East Corridor Plan District

Adopted Division of the Gateway Plan District

The City Council agreed with the Planning Commission's recommendation to divide the earlier Gateway plan district into two separate plan districts. The opposite page shows the three plan districts under discussion: 1) the earlier Gateway plan district, 2) the adopted Gateway plan district, and 3) the adopted East Corridor plan district. The diagram below shows the same thing but in a slightly different manner.

The primary focus of this project was the Gateway Regional Center, which is an urban renewal district and becoming increasingly urban in character. The Gateway Regional Center and the East Corridor are quite distinct in their existing development and objectives for future development. With the exception of the pedestrian districts, especially the Ventura Park (122nd) Pedestrian District, development in the corridor is primarily single-family residential with small pockets of commercial. To deal with this distinction, City Council divided the Gateway plan district into the two separate plan districts shown below and on the opposite page: 1) the Gateway plan district (*same name as the earlier plan district*) and 2) the East Corridor plan district.

This section, Part II, of the document deals specifically with the East Corridor.



Map 26. Division of the current Gateway Plan District

Gateway Planning Regulations Project

Scope of the East Corridor Element

The scope of the East Corridor element was limited to changes to the earlier Gateway plan district specifically as they affected the Burnside transit corridor. Between the adoption of the plan district as part of the *Outer Southeast Community Plan* and the start of this legislative project, some problems arose in the interpretation and application of several provisions. Staff of the Bureau of Development Services requested that the Bureau of Planning fix these problems as part of this process. In addition, some provisions were no longer applicable, difficult to administer, or could achieve the same goal through other means. This project did that – it proposed changes to the *Zoning Code* – i.e. the plan district itself. At the beginning of this project, it was decided that the scope of the revisions for the East Corridor would be limited to the plan district regulations and would not include changes to zoning designations or the application of design review.



Clockwise from top left: Rowhouses at SE 157th and Stark; single-family home at SE 157th and Stark; Glendoveer Golf Course; Ankeny Place: SE 121st and Ankeny south of the Burnside and 122nd light rail station; Ron Tonkin's Honda dealership on east side of SE 122nd; Menlo Park Elementary School

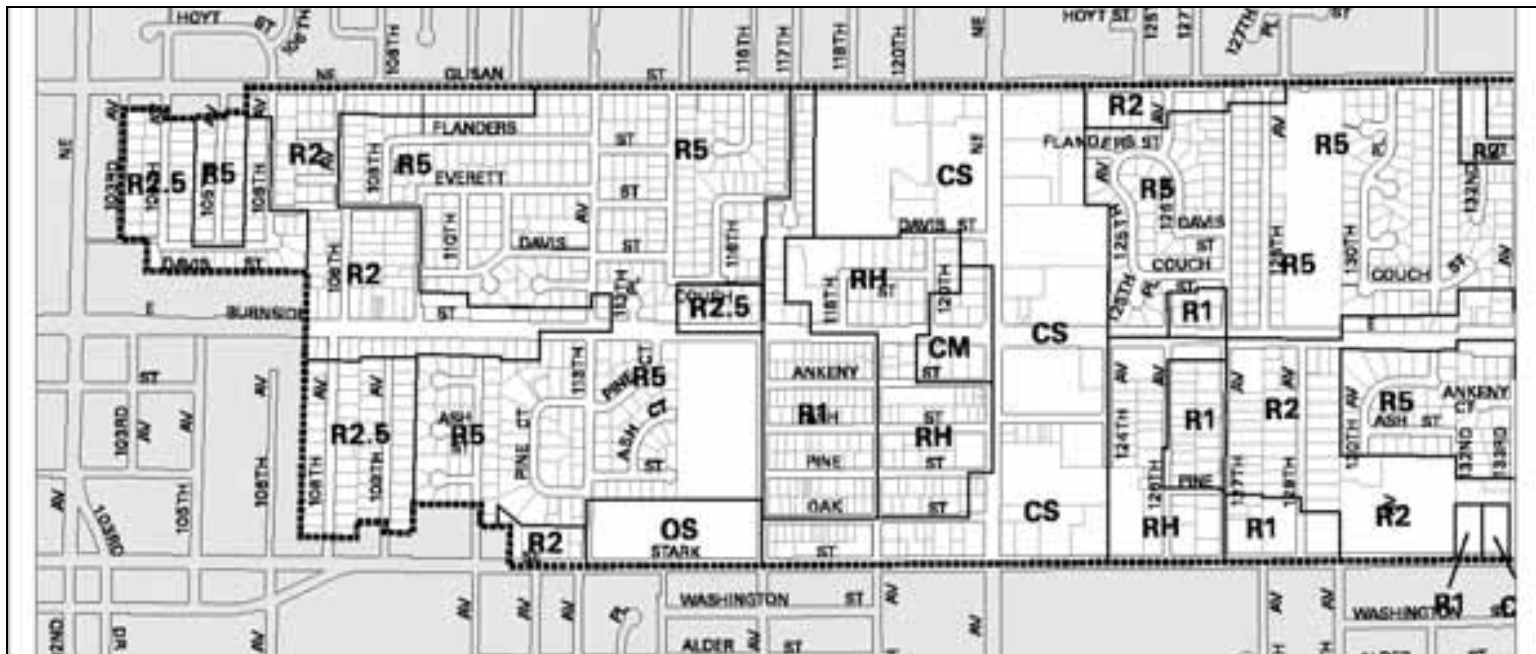
Gateway Planning Regulations Project



Clockwise from top left: Stark Street Lawn and Garden Equipment; homes on NE Glisan across from Glendoveer Golf Course; group home on SE Pine just west of 122nd; rowhouses on NE 148th and Flanders

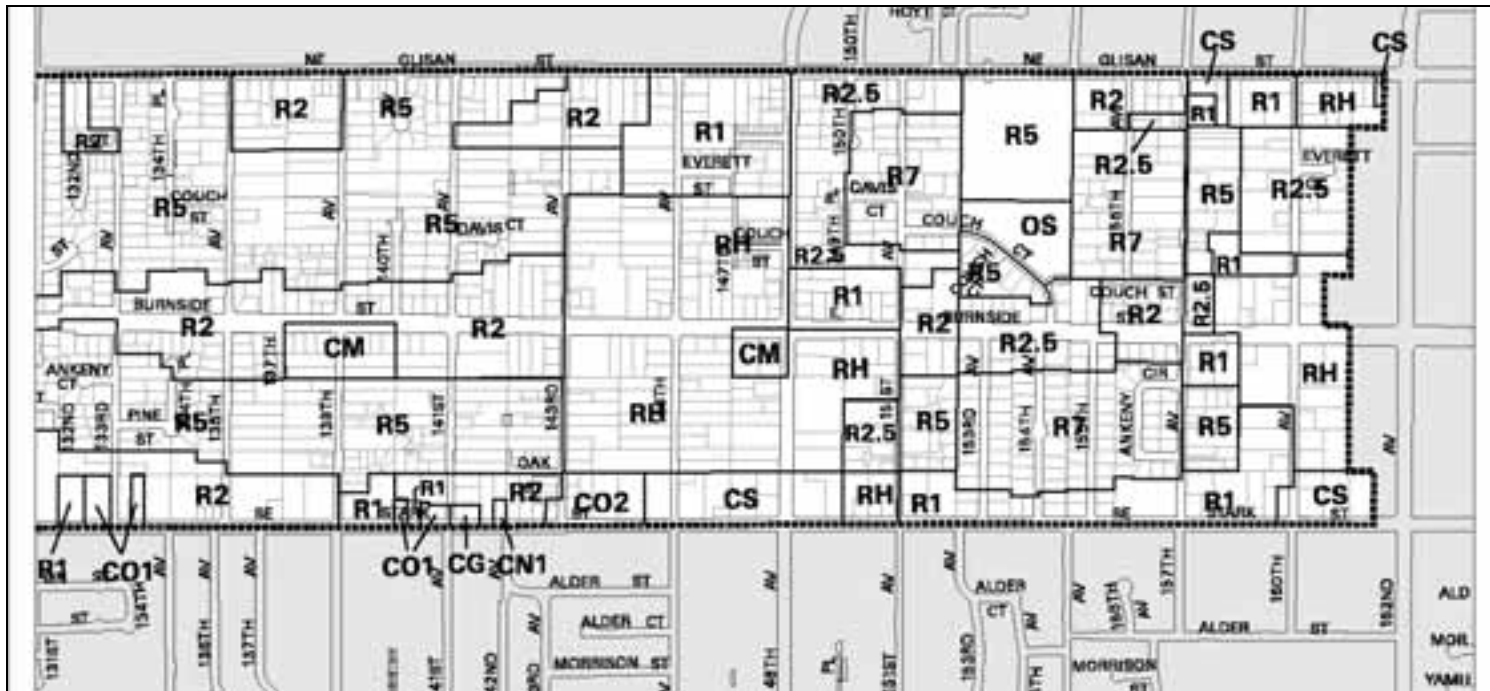
Boundary of the East Corridor Plan District

The East Corridor plan district lies between NE Glisan and SE Stark on either side of the East Burnside light rail transit alignment. Its western boundary is the Gateway Regional Center. Its eastern boundary is the City of Gresham. The maps below show the boundary, the zoning designations, and pedestrian districts. They are included here for illustrative purposes only. The Planning Commission recommended that no changes be made to any zoning or design review provisions. City Council agreed.



Map 27a. Zoning in the East Corridor Plan District: western portion

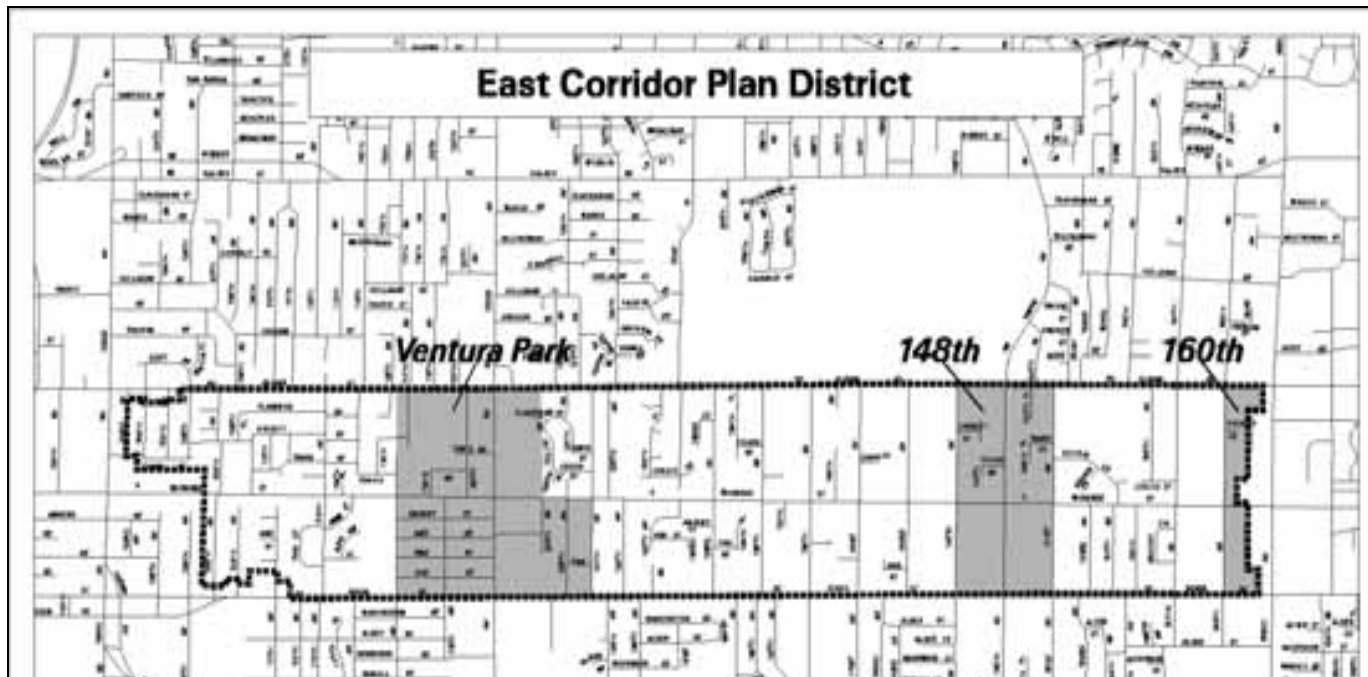
Gateway Planning Regulations Project



Map 27b. Zoning in the East Corridor Plan District: eastern portion

Pedestrian Districts

Throughout the code language for the East Corridor plan district there are numerous references to pedestrian districts. The East Corridor contains three pedestrian districts; Ventura Park (122nd), 148th, and 160th. (See map below) These pedestrian districts were established by the Portland Office of Transportation (PDOT) to encourage and support transit-oriented development around the light rail stations on this section of the Burnside light rail corridor. Metro has also identified these areas as Station Communities. The Planning Commission's recommendations for the East Corridor plan district focus on retaining a number of the current provisions only within pedestrian districts and along the light rail alignment itself in order to support light rail in these key locations.



Map 28. Pedestrian Districts in the East Corridor

Adopted Zoning Code Amendments



Cascade Crossing at 109th and E. Burnside

How to Read the Recommended Changes

The remainder of Part II contains the Planning Commission's recommended changes. In order to understand the changes, the following conventions are used:

- Odd-numbered pages show current *Zoning Code* language with recommended changes. It is presented in this font.
- Even-numbered pages contain commentary on the recommended changes, presented in this typeface. This commentary is descriptive and indicates the intent of the recommendations and will not be adopted into the *Zoning Code*.
- New code language is underlined.
- ~~Code language to be removed is shown in strikethrough.~~

Commentary

Adopted East Corridor Plan District Zoning Code Provisions

After dividing the Gateway plan district into two plan districts, rename the one to the east of the Gateway Regional Center urban renewal area the East Corridor plan district. This is to distinguish this area from the Gateway plan district, which contains elements that are overly burdensome for the corridor. The new name more accurately reflects the status of this area, through which the light rail alignment runs, as the home of new station communities surrounded by lower-density, suburban development.

Adopted East Corridor Plan District Zoning Code Provisions

CHAPTER ~~33.526~~ 521 ~~GATEWAY EAST CORRIDOR PLAN DISTRICT~~

Sections

General

- 33. ~~526~~ 521.010 Purpose
- 33. ~~526~~ 521.020 Where These Regulations Apply

Use Regulations

- 33. ~~526~~ 521.100 Purpose
- 33. ~~526~~ 521.110 Prohibited Uses
- ~~33. 526 521.120 Required Housing in C and EX Zones~~
- 33. ~~526~~ 521.130 Housing Regulations

Development Standards

- 33. ~~526~~ 521.200 Purpose
- ~~33. 526.210 Exterior Display and Storage (moved to 33.521.270)~~
- ~~33. 526.220 Drive Through Facilities (moved to 33.521.280)~~
- 33. ~~526.230~~ 521.210 Building Height
- 33. ~~526.240~~ 521.220 Floor Area Ratio
- 33. ~~526.250~~ Open Area Requirement
- 33.521.230 Connectivity
- ~~33. 526.260 Special Setbacks~~
- 33. ~~526.270~~ 521.240 Site Design Pedestrian Standards
- 33.521.250 Entrances
- ~~33. 526.280~~ 521.260 Building Design
- 33.521.270 Exterior Display and Storage
- 33.521.280 Drive-Through Facilities
- 33. ~~526~~ 521.290 Parking

~~Map 526-1 Gateway Plan District~~

Map 521-1 East Corridor Plan District

Map 521-2 Maximum Building Heights

Map 521-3 Floor Area Ratios

Commentary

33.521.010 Purpose

The revised purpose statement for the East Corridor plan district reflects the decision to separate the current Gateway plan district into two plan districts: a new Gateway Plan District that includes the Gateway Regional Center, and an East Corridor plan district that centers along the Burnside light rail line and includes the Ventura Park, 148th and 160th pedestrian districts. All language pertaining to the regional center has been dropped from the East Corridor purpose statement and language supporting the pedestrian districts has been added.

Purpose statements explain the intent of the plan district regulations. It is important that the intended outcome of the regulations is clearly described for two reasons. First, the purpose statement is the primary approval criteria in an adjustment or modification land use review. In order for a project to receive an adjustment or modification to a use or development regulation, the applicant must demonstrate that the project will equally or better meet the purpose of the regulation to be modified. Also, the purpose statement provides the basis for future evaluation of the regulation.

33.521.020 Where These Regulations Apply

This section is revised to reflect the new East Corridor plan district. These regulations apply within the boundaries of the new East Corridor plan district as defined on Map 521-1.

Gateway Planning Regulations Project

General

33.526 521.010 Purpose

The ~~Gateway East Corridor~~ plan district ~~provides for an intensive level of~~includes three light rail stations and three Pedestrian Districts. The area is targeted to receive a significant share of the city's growth. It is envisioned that future development will transform the areas surrounding the light rail stations into vibrant mixed-use areas of development including retail, office, and housing with a high level of pedestrian amenities. ~~to support light rail transit stations and the Regional Center at Gateway.~~ ~~This is accomplished by:~~ Lower density residential and commercial development will continue to surround the Pedestrian Districts.

These regulations:

- Encourage ~~ing~~ new housing and mixed use development and expansions of existing development to promote the ~~district's~~ corridor's growth and light rail transit ridership;
- Promote ~~ing~~ compatibility between private and public investments along the light rail system through enhanced building design and site layout standards; ~~which provide safe, pleasant, and convenient access for pedestrians to the light rail transit station; and~~
- ~~Requiring that new development and expansions of existing development create attractive and convenient facilities for pedestrians and transit patrons to visit, live, work, and shop;~~
- Implement the objectives of the City's Pedestrian Districts to enhance the pedestrian experience and access to and from light rail service; and
- Encourage connectivity for vehicles, bicycles, and pedestrians on large sites.

33.526 521.020 Where These Regulations Apply

The regulations of this Chapter apply to development in the ~~Gateway East Corridor~~ plan district. The boundaries of the plan district are shown on Map ~~526-521-1~~ at the end of this chapter, and on the Official Zoning Maps.

Gateway Planning Regulations Project

Commentary

Use Regulations

33.521.100 Purpose

The purpose statement is changed to remove the Gateway Regional Center as a focus of this plan district and to more explicitly reflect the scope of the East Corridor plan district provisions.

33.521.110 Prohibited Uses

A. Purpose

The purpose statement is deleted because the reason for the statement is included within the purpose statement for all the Use Regulations.

B. Prohibited uses

The *Transportation System Plan* (TSP), adopted by City Council in October 2002, expanded the Ventura Park (122nd) Pedestrian District and created two more: 148th, and 160th pedestrian districts. These provisions are now part of the Transportation Element of the *Comprehensive Plan*.

In order to allow more flexibility within the plan district, City Council removed prohibitions on sites outside of the pedestrian districts and/or sites within 100 feet of the light rail alignment. With the exception of the following, the current prohibitions remain in effect within the pedestrian districts and within 100 feet of the light rail alignment.

A1. Vehicle Repair. Automobile dealers of new cars typically include vehicle repair as part of the showroom and as a service to new car owners. The earlier prohibition on this use effectively limited on-site improvements that might be more acceptable to the pedestrian and transit orientation of the station area, should the dealership remain in the corridor, than its existing configuration. City Council agreed to allow vehicle repair facilities as long as the use is associated directly with an automobile dealership and the development standards of the base zone, overlay zone, and plan district are met.

Gateway Planning Regulations Project

Use Regulations

33. 526-521.100 Purpose

Use ~~restrictions~~ regulations in the Gateway East Corridor plan district ensure that development ~~does not conflict with~~ maximizes the public's investment in transit and enhances the pedestrian environment along the transit corridor and near the light rail stations by encouraging uses, ~~or the role Gateway plays as a Regional Center. Limiting uses to those that support transit patrons and pedestrians. will ensures that private investment complements the public's transit investment and Gateway's role as a location for a significant share of the region's growth.~~

33. 526 521.110 Prohibited Uses. The following uses are prohibited in Pedestrian Districts and on the portion of a site within 100 feet of a light rail alignment:

A. ~~Purpose.~~ ~~The Gateway Plan District regulations foster development that is oriented primarily to pedestrians and transit patrons. This intention is based on the significant public investment in light rail transit, that has been made in this area and on the area's designation as a Regional Center in Metro's Region 2040 Plan.~~

B. ~~Prohibited uses.~~ ~~The following uses are prohibited in pedestrian districts and within 100 feet of a light rail alignment:~~

A1. Vehicle Repair that is not accessory to an auto dealership;

B2. Quick Vehicle Servicing; and

C3. Commercial Parking.

C. ~~Other restrictions.~~ ~~Certain types of development are also prohibited. These developments are listed in Sections 33.526.210, Exterior Display and Storage, and 33.526.220, Drive Through Facilities.~~

Gateway Planning Regulations Project

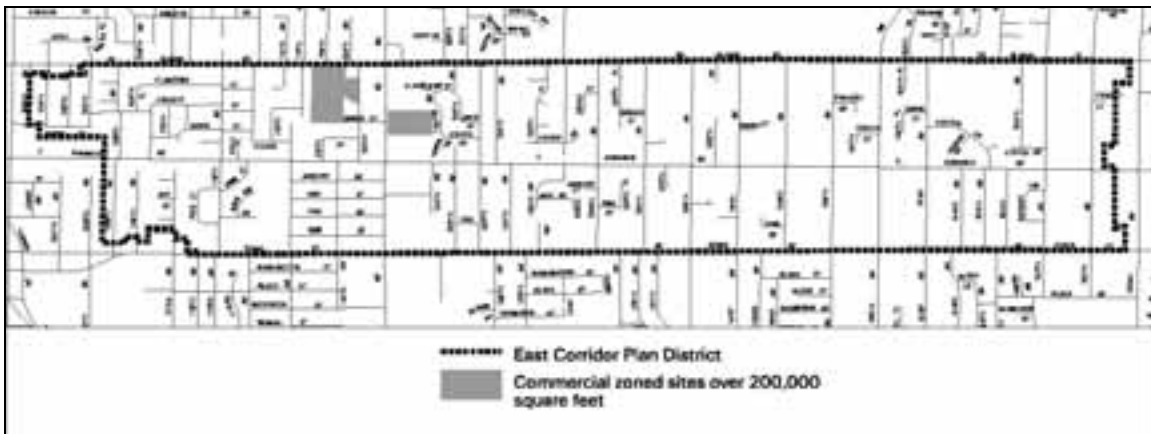
Commentary

33.526.120 Required Housing in C and E Zones

This requirement is deleted.

The policy for this corridor, adopted as part of the *Outer Southeast Community Plan*, is to “ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.” The earlier provision implemented the policy. It was included in the earlier plan district as a way of encouraging owners of very large lots to incorporate housing and other mixtures of uses onto their sites. In this manner, as the large lots began to redevelop over time, the City could anticipate a more urban, pedestrian-scaled development pattern around the light rail transit stations.

Following the adoption of the *Outer Southeast Community Plan*, the required housing component became the most controversial element in the current plan district. The difficulty of administration and lack of flexibility within the development and business communities were two reasons. The third was the possibility that improvements that might significantly improve the pedestrian and transit orientation of the corridor might not be undertaken if they triggered this requirement. Despite these reasons, Planning Commission did not lightly recommend its elimination. The controversial nature of a requirement is not in and of itself sufficient to remove a provision. However, in evaluating the number of lots to which this provision would apply (*see map below for applicable sites as of May 2004*), the absolute number of housing units to be gained in this plan district was not seen to be sufficient for its retention. City Council agreed with Planning Commission and deleted the requirement.



Map 29. Commercial zoned sites over 200,000 square feet in the East Corridor

Gateway Planning Regulations Project

33. 526.120 Required Housing in C and EX Zones

A. Purpose. This provision ensures that large developments include residential uses. Requiring that a small amount of housing be part of development in C and EX zones will prompt developers and owners to explore and take advantage of opportunities for more intense housing and mixed-use projects.

B. Housing requirement. In C and EX zones, development on sites and ownerships larger than 200,000 square feet must include housing. The amount of housing that is required for each proposal is calculated based on the requirements below.

1. Additions of floor area. Proposals that include additions of 2,500 square feet or more floor area must meet the housing requirement of paragraph B.3, below; or
2. New development. New development of 1,000 square feet or more floor area must meet the housing requirement of paragraph B. 3, below.
3. Amount of housing required. At least 1 square foot of residential development is required for each square foot of new nonresidential development, up to a maximum requirement of one dwelling unit for each 10,000 square feet of site or ownership area, whichever is larger.
4. Measurement. For purposes of this Section, the measurement standards of 33.130.253, Additional Requirements in the CM Zone, apply.

Commentary

33.521.130 Housing Regulations

The minimum density and manufactured housing provisions are no longer applicable within this plan district for the following reasons.

B. Minimum residential density

When the *Outer Southeast Community Plan* was prepared, there was no minimum density requirement for R2-zoned properties, and the minimum density for RH-zoned properties was considered too high for anticipated development. Since that time, a minimum density requirement for R2-zoned properties for the entire city was created as part of the land division code revisions. It is reasonable that properties within the MAX light rail transit corridor with three station communities should at least meet the minimum density of similarly zoned properties in the rest of the city.

C. Manufactured housing

ORS 197.314, passed by the Oregon Legislature in 1999, requires that for areas within urban growth boundaries, cities and counties must amend (their) comprehensive plan(s) and land use regulations for all land zoned for single-family residential uses to allow for siting of manufactured homes. This language was subjected to a legal opinion as to whether it applied only to land specifically zoned for single-family use or to all land that would allow single-family residential uses, no matter the underlying zone. The opinion of the Attorney General's office is that "Land that is 'zoned for single-family residential uses' means all zones that allow single-family dwellings. Consequently, ORS 197.314 requires local governments to allow the siting of manufactured homes in all zones where single-family dwellings are allowed."

Gateway Planning Regulations Project

~~33.526.~~ **521.130 Housing Regulations**

- A. Purpose.** Housing is regulated to ensure that new housing is built at transit-supportive densities. ~~and that development standards will not result in transit-supportive development being delayed.~~
- B. ~~Minimum residential density.~~** The minimum density of residential developments is limited as follows:
- ~~In RH zones. In RH zones, the minimum residential density is one unit per 1,500 square feet of site area.~~
 - ~~In R2 zones. In R2 zones, the minimum residential density is one unit per 3,000 square feet of site area.~~
- C. ~~Manufactured housing.~~** Siting of manufactured homes, mobile homes, and mobile home parks is prohibited in R3, R2.5, R2, R1 and RH zones, except, a manufactured home may be constructed on a vacant substandard lot.
- DB. Attached houses.** Attached housing at R2.5 densities is allowed on lots in the R5 or R7 zone if the development standards of the R2.5 zone are met and the lot site:
- Is on a corner; or
 - Is adjacent to a light rail alignment; or
 - Has a side or rear lot line that abuts a multi-dwelling, C, E, or I zone.

Commentary

Development Standards

33.521.200 Purpose

The purpose statement is changed to remove the Gateway Regional Center as a focus of this section and to more explicitly reflect the scope of the provisions.

Gateway Planning Regulations Project

Development Standards

33. 526-521.200 Purpose. ~~These dDevelopment standards regulations in the East Corridor plan district ensure that development maximizes the public's investment in transit and fosters intense mixed-use developments at the Gateway Regional Center and at locations with a high level of pedestrian amenities in Pedestrian Districts near light rail stations. Existing light rail and a future transit connection to Portland International Airport make the Gateway Regional Center a potential hub of activity and an important international gateway to Portland. An urban character with a clear street pattern oriented to pedestrians is also an important objective. High density structures and urban streets are envisioned in the Gateway Regional Center and around the light rail stations located along East Burnside. The development regulations do this by:~~

- Enhancing the pedestrian experience throughout the plan district, but focusing more active, intense pedestrian activities around the light rail stations;
- Increasing the development potential around the light rail stations;
- Creating a street pattern that is oriented to pedestrians with the most urban streets around the light rail stations; and
- Limiting development that adversely affects the pedestrian environment such as exterior display and storage and drive-throughs along the light rail alignment and in Pedestrian Districts.

Commentary

33.521.210 Building Height

A. Purpose

The purpose statement is changed to remove the Gateway Regional Center as a focus of this section and to more explicitly reflect the scope of the provisions.

Map 30 below shows the maximum building heights prior to adoption. It can be compared with the adopted maximum building heights on page II-26.



Map 30. Maximum Building Heights prior to adoption

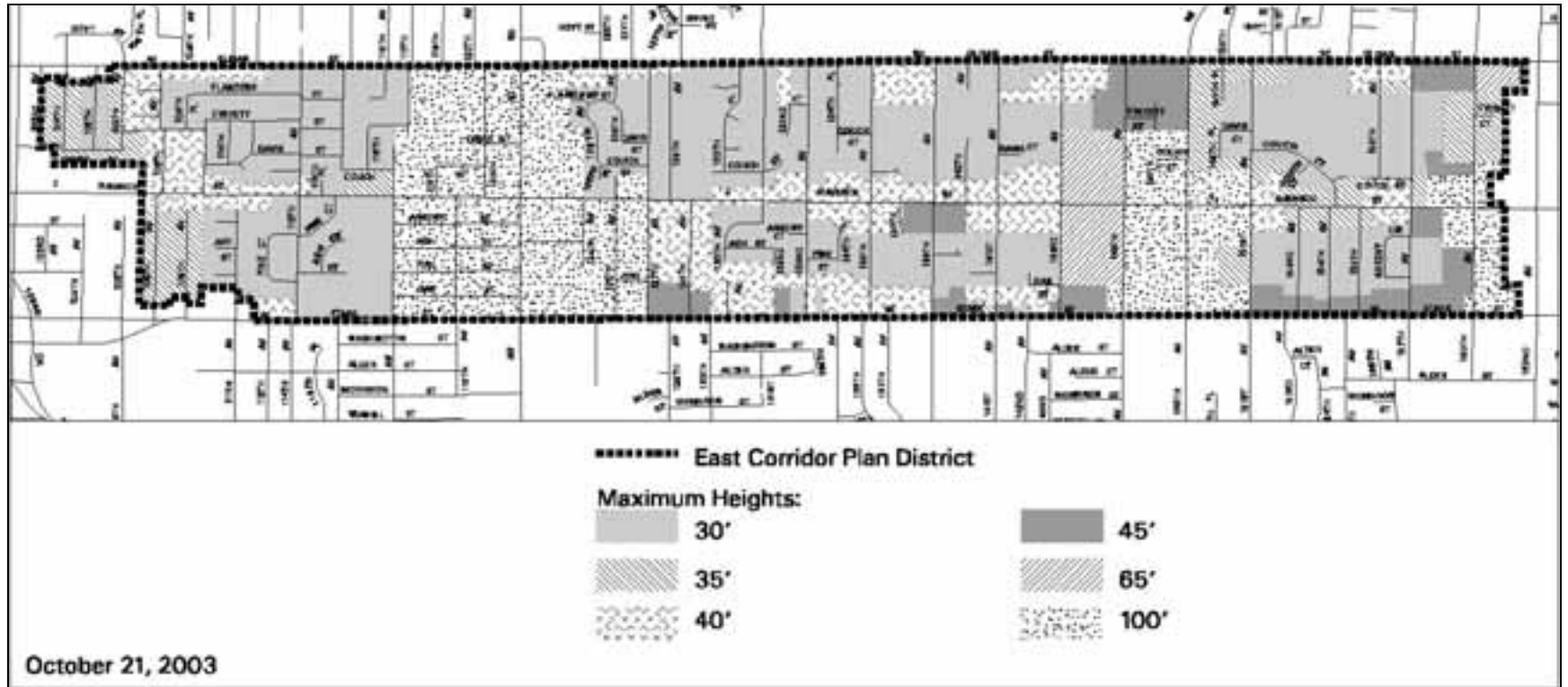
Gateway Planning Regulations Project

33. ~~526~~ 521.210 Building Height

- A. Purpose.** These regulations encourage ~~new~~ high density development within Pedestrian Districts near light rail transit facilities and reinforce Gateway's role as a Regional Center. ~~while ensuring that single-dwelling zones outside Pedestrian Districts are not adversely affected by the higher density development.~~
- B. Maximum Building height.** ~~The m~~Maximum building heights are shown on Map 521-2 at the end of this chapter. in the R1, RH, RX, IR, CM, CS, CX, and EX zones west of SE 127th Avenue is 120 feet.

Commentary

Map 31 shows the adopted maximum building heights. It can be compared with the maximum building heights prior to adoption on page II-24.



Map 31. Adopted Recommended Maximum Building Heights

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Commentary

B. Maximum building height. The City Council revised maximum building heights in the following locations:

- Within the Ventura Park (122nd) Pedestrian District: Lower the maximum height in the R1, RH, CM, CS, and CX zones from 120 feet to 100 feet. This is a possible loss of building potential of 20 feet on these sites.
- Within the 148th and 160th pedestrian districts: Raise the maximum height from the base height in the R1 (45'), RH (65'), CM (45'), and CS (45') zones to 100 feet. The purpose is to allow sites that are within walking distance of the light rail stations to be developed so as to take advantage of the public's investment in the light rail transit system.

C. Transition height at edges of Pedestrian District

The height of 120 feet for properties in the commercial, employment, and medium- and high-density residential zones west of 127th was established for many properties within the Gateway plan district in 1996 with the adoption of the *Outer Southeast Community Plan*. Few people, however, fully understood that sites immediately adjacent to their single-family-zoned properties could be built that high.

City Council adopted a "step-down" in height for projects built at the edge of the pedestrian districts.

Gateway Planning Regulations Project

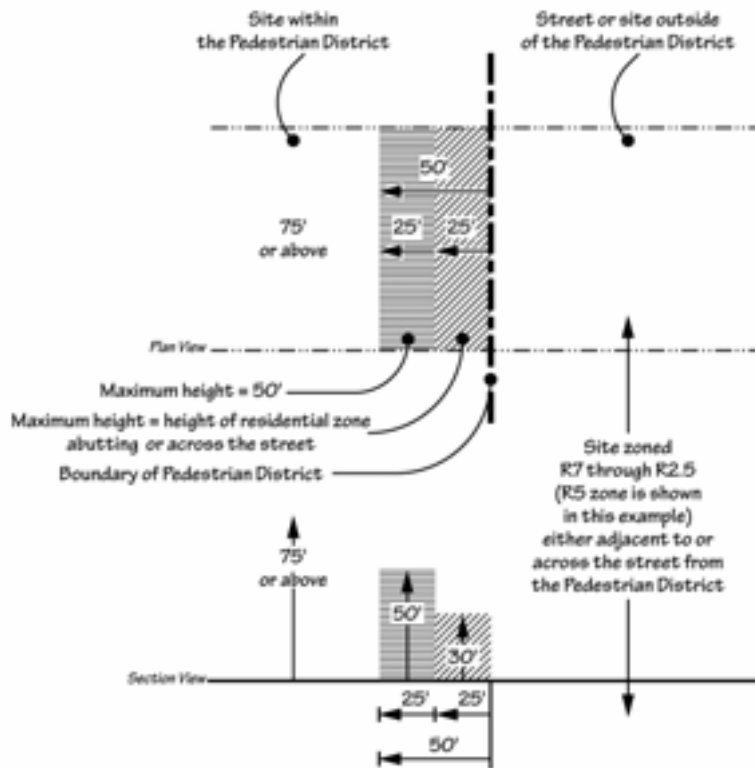
C. Transition height at edges of Pedestrian Districts

1. Where these regulation apply. The regulations of this subsection apply to sites in a Pedestrian District that have a maximum building height of 75 feet or more and either:
 - a. Abut a site zoned R7 through R2.5 that is not in the Pedestrian District;
or
 - b. Are across a Local Service Traffic Street from a site zoned R7 through R2.5 that is not in the Pedestrian District;
2. Abutting. Sites that abut a site zoned R7 through R2.5 have height limits that decrease in two steps, as follows. See Figure 521-1:
 - a. On the portion of the site within 25 feet of a site zoned R7 through R2.5, the maximum building height is the same as the abutting residential zone; and
 - b. On the portion of the site that is more than 25 feet but within 50 feet of a site zoned R7 through R2.5, the maximum building height is 50 feet.
3. Across a street. Sites that are across a Local Service Traffic Street from a site zoned R7 through R2.5 have height limits that decrease in two steps, as follows. See Figure 521-1:
 - a. On the portion of the site within 25 feet of the street lot line, maximum building height is the same as the residential zone across the street; and
 - b. On the portion of the site that is more than 25 feet but within 50 feet of the street lot line, the maximum building height is 50 feet.

Commentary

Figure 521-1 illustrates the adopted provisions requiring a transition height between properties within the Ventura Park (122nd), 148th, and 160th pedestrian districts and single-dwelling residential zones adjacent to the pedestrian districts within the plan district.

Figure 521-1
Recommended height limits on sites abutting or
across a Local Service Traffic Street from R7 – R2.5 zones



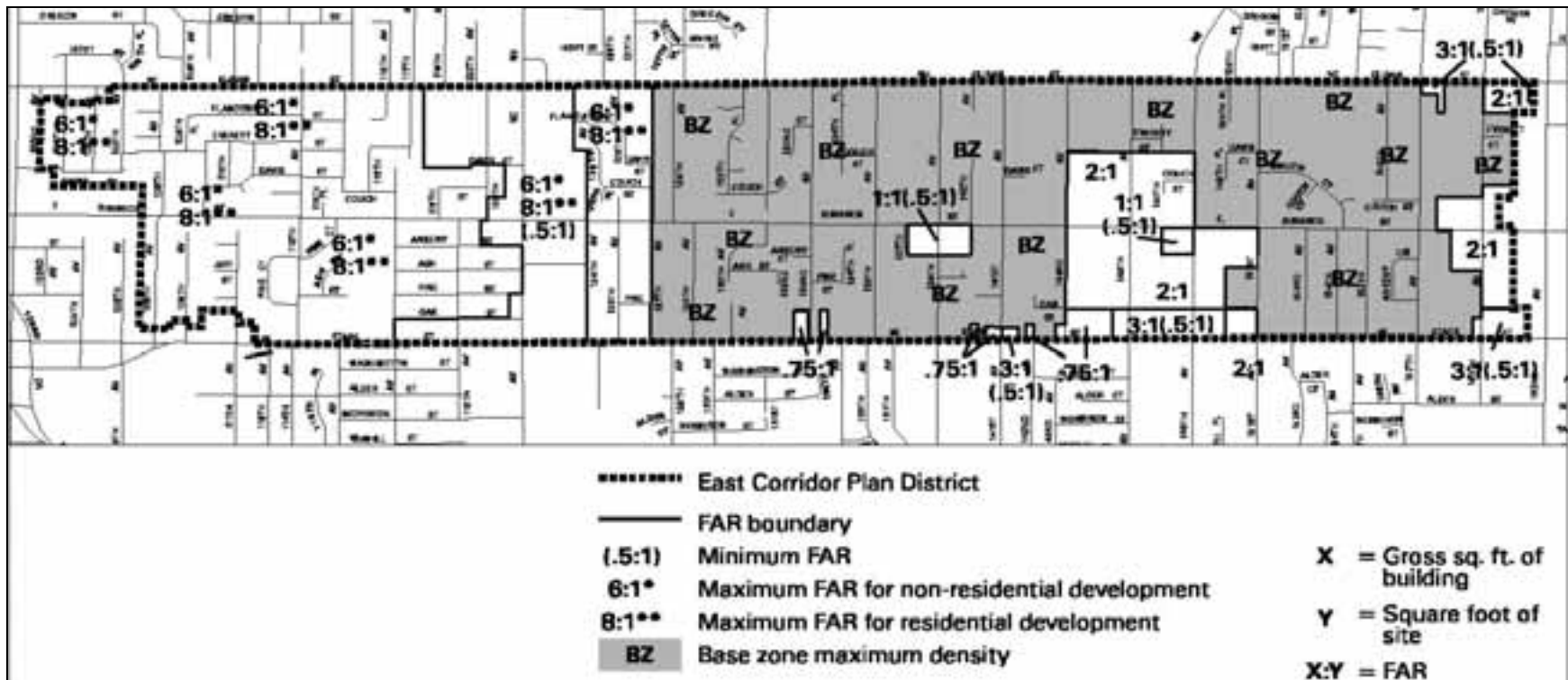
Commentary

33.521.220 Floor Area Ratios

A. Purpose

The purpose statement is changed to remove the Gateway Regional Center as a focus of this section.

Map 32 below shows the floor area ratios prior to adoption. It can be compared with the adopted floor area ratios on page II -34.



Map 32. Floor Area Ratios (FAR) prior to adoption

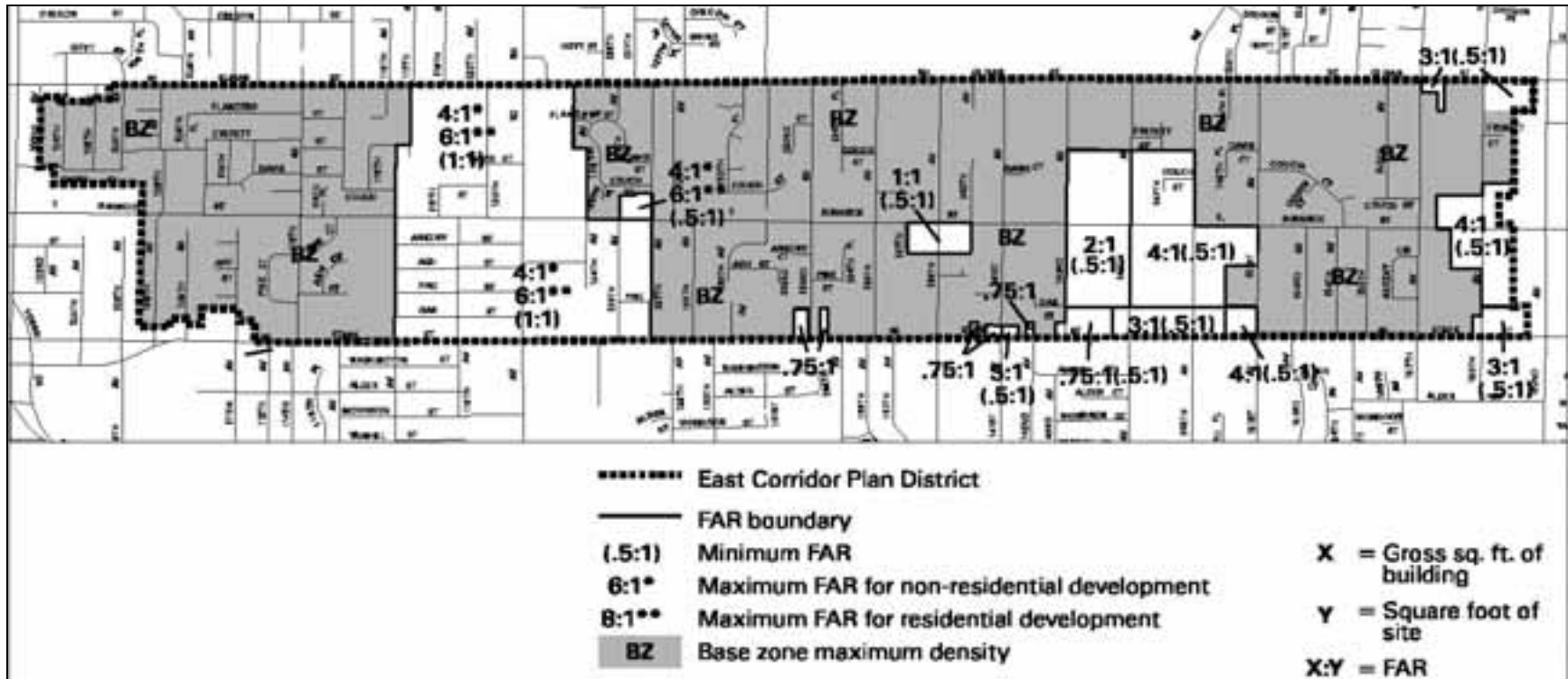
Gateway Planning Regulations Project

33.526 521.220 Floor Area Ratios

- A. Purpose.** These regulations encourage ~~new high density~~ more intense mixed-use development near light rail transit facilities and reinforce Gateway's role as a Regional Center stations. ~~This increased development opportunity promotes higher density mixed-use development at the station communities along the East Burnside light rail alignment.~~ In addition, the standards also include a minimum density on some sites in order to ensure a minimum level of development.

Commentary

Map 33 below shows the adopted floor area ratios. It can be compared with the floor area ratios prior to adoption on page II -32.



Map 33. Adopted Floor Area Ratios (FAR)

This page is intentionally left blank.

Commentary

B and C. Maximum and minimum floor area ratios

City Council amended the floor area ratios (FAR) in the following locations:

- Within the Ventura Park (122nd) Pedestrian District: Lower the maximum FAR in the R1, RH, CM, CS, and CX zones from 8:1 for residential development and 6:1 for nonresidential development to 6:1 for residential development and 4:1 for nonresidential development. Increase the minimum density from .5:1 FAR to 1:1 FAR.
- Within the 148th and 160th pedestrian districts: Raise the maximum FAR in the RH zone from 2:1 to 4:1, and within the CM zone from 1:1 to 4:1. Increase the minimum density in the RH, R1, CS, and CM zones to .5:1 FAR.
- Within the part of the plan district west of 127th and outside the Ventura Park (122nd) Pedestrian District, lower the FAR to the base density of the zone.
- In all other CM and CS zones, retain the current minimum FAR of 0.5:1.

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- B. Minimum floor area ratio.** The minimum floor area ratios (FAR) for all new development are shown on Map 521-3 at the end of this chapter. ~~in the CM, CS, CX, EG and EX zones is 0.5 to 1. Alterations to existing development are exempt from this minimum.~~
- C. Maximum floor area ratio.** The maximum floor area ratios (FAR) are shown on Map 521-3 at the end of this chapter. ~~west of SE 127th Avenue is:~~
1. ~~For nonresidential development, the maximum FAR is 6 to 1.~~
 2. ~~For residential development, the maximum FAR is 8 to 1. Residential developments are those with at least 80 percent of their floor area in residential use.~~

Commentary

33.526.250 Open Area Requirement

City Council deleted the open area requirement from the East Corridor plan district. However, some of the substance of the requirement is retained in the new connectivity regulations.

The earlier Gateway plan district open area requirement was patterned after the open area requirement for the River District in Portland's Central City. It required that as development occurs, the development parcels would be separated into blocks of buildings that gradually transition to the character of an urban community. The open area requirement could be met by creating public or private streets that created blocks or by a variety of other design approaches.

In the Gateway Regional Center, the open space requirement is justified on the basis of the concentration of development and the very urban form desired for the regional center. It is also justified by the amount of open space needed to serve the expected number of residents and employees. In the East Corridor, the rationale driving urban design and development is different. Here the priority relates more to promoting a walkable neighborhood in the vicinity of transit stations, thereby improving neighborhood livability and promoting transit use. The base zone development standards are more typically the means used to accomplish this. Because of the different objectives and the availability of other means to address the issues, City Council agreed with the Planning Commission's recommendation that the additional open area requirements not be applied in the East Corridor plan district.

33.521.230 Connectivity

One of the most important issues facing the East Corridor is providing adequate street connections to serve and shape the more intense level of development anticipated in the pedestrian districts and along the LRT line. The earlier provision combined open area and connectivity into a single requirement that applied to sites over 80,000 square feet. As discussed above, Planning Commission recommended adding a new section specifically on connectivity. This new provision addresses the need for connectivity throughout the East Corridor.

The regulations are tied to master street plans for the East Corridor, none of which have yet been adopted. In the interim, a special requirement for the East Corridor Plan District has been added to Chapter 17.88, "Street Access." This new provision states that street connectivity for the area should generally be based on a block size of 400 by 200 feet. There are two main connectivity provisions: 1) new development will be required to provide streets and accessways as determined by the City Engineer to be consistent with the master street plan, and 2) new site improvements are not allowed to obstruct street alignments shown in the master street plan.

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33.526.250 Open Area Requirement

A. Purpose. ~~The open area requirement ensures provision of adequate amounts of light and air and facilitates circulation for pedestrians throughout the Gateway Plan District. These requirements produce open areas at a scale comparable to what large sites would have if they were divided into two-acre blocks by a grid pattern of streets.~~

B. Required amount of open area. ~~On sites larger than 80,000 square feet, at 30 percent of the area over 80,000 square feet must be devoted as open area.~~

C. Standards

1. ~~Open areas include: public and private streets; parks; plazas; covered or uncovered walkways; public fountains; and landscaped features or areas other than required landscaping within or at the perimeter of parking lots. Open areas do not include areas used for parking lots; motor vehicle loading, maneuvering and delivery. When public or private streets internal multimodal connections are proposed to meet the open area requirement, both sides of the street must be provided with sidewalks, street trees, and on-street parking.~~

2. ~~At least 50 percent of the open area must be walkways or public or private streets with walkways. The walkways and streets must have trees, and must connect with sidewalks at each end.~~

D. Relationship to superblock requirement. ~~Proposals that are subject to the requirements of Chapter 33.293, Superblocks, may use exterior walkways, landscaped areas and plazas created to meet that Chapter's requirements to meet the requirements of this Section. However, the amount of open area provided must meet the requirements of Subsection B, above.~~

33.521.230 Connectivity

A. Purpose. The connectivity requirement ensures that adequate street and pedestrian/bicycle connections will be provided for local access to development. These regulations implement master street plans for the East Corridor and improve vehicular, pedestrian, and bicycle circulation throughout the plan district, while minimizing congestion on the arterial system. Pedestrian and bicycle connections provide more frequent connections or may provide access where full street connections are not feasible.

B. Where these regulations apply. The requirements of this Section apply to all sites in the plan district.

C. Regulations

1. The Portland Office of Transportation determines the location and widths of rights-of-way and extent and timing of street improvements based on a master street plan in the Transportation Element of the Comprehensive Plan or based on Chapter 17.88.

Commentary

The City Engineer has the ability to require rights-of-way to be reserved, rights-of-way to be dedicated, or rights-of-way to be dedicated and improved to City standards in the following circumstances:

1. **Building Permits:** The City may place requirements on building permits in return for the building permit. Through its Title 17 authority, PDOT staff calls for dedications as a condition of building permit approval to widen narrow rights-of-way and to extend new streets. The dedication is required prior to approval of the building permit and may be appealed to the City Engineer.
2. **Land Use Decisions (including land divisions):** PDOT may recommend dedications through some types of land use reviews, such as land divisions, conditional uses and zone changes. The recommendation is based on approval criteria regarding connectivity or adequacy of services. The ultimate decision is made by the decision-making person or body for the land use review, and the process has a standard appeal either to LUBA, the Hearings Officer or City Council. In some limited cases PDOT staff is able to require dedications directly through Title 17 authority. Because the land use process has less certainty, PDOT prefers to obtain dedications through the building permit process where possible.

Limitations: Such requirements must be weighed against:

- The relative impact to the site. New street dedications can take up a substantial portion of a small site; sometimes little is left for development/redevelopment.
- The scale relative to the specifics of the building permit. For example, it might be difficult to get a dedication if the building permit is for an addition to a single family dwelling.
- The presence of significant existing improvements, such as a primary building in good condition, in the path of the proposed dedication.
- Any other legal considerations such as applicability of the Dolan case.

Where such constraints exist, PDOT staff will explore options that meet the intent of the policy while minimizing legal or other implications. Some examples of options include minor realignment of the right-of-way, temporary narrowing, and skirting an existing structure with the dedication.

33.526.260 Special Setbacks

These setbacks are being removed. Neither Halsey nor Pacific is located within this plan district. The sidewalk width for arterials within pedestrian districts is 12 to 15 feet. Outside of pedestrian districts along Burnside, the recommended width is 12 feet. Generally, to achieve these widths, additional property must be dedicated to the right-of-way. This dedication coupled with an additional setback could impose considerable hardship on smaller properties.

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2. Proposed development that may obstruct new street alignments as identified in a master street plan in the Transportation Element of the Comprehensive Plan is regulated by Chapter 17.88.

33. 526.260 Special Setbacks

A. Purpose. ~~These provisions enhance the environment for pedestrians and transit patrons.~~

B. Applicability. ~~Special minimum setbacks are required at the following locations:~~

1. ~~Burnside Street. A 10 foot street setback along East Burnside Street.~~
2. ~~Pacific Street. A 15 foot street setback along NE Pacific Street.~~
3. ~~Halsey Street. A 10 foot street setback along NE Halsey Street.~~

33. 526.270 Site Design

A. Purpose. ~~These provisions ensure that the location of buildings, parking, and circulation areas provide a convenient and attractive environment for pedestrians and foster the development of an increasingly urban environment within the plan district.~~

B. Applicability

1. ~~Where these requirements apply. Unless exempted by Paragraph B.2., below, the requirements of this Section apply to all new buildings and to all building remodeling projects adding 2,500 square feet of floor area or more.~~
2. ~~Exemptions. The requirements of this section do not apply to houses, attached houses and duplexes.~~

C. Internal circulation. ~~Clearly marked sidewalks, pathways, and bike paths must be developed and provide safe, pleasant, and convenient pedestrian and bicycle connections between buildings and light rail. To accomplish this, development must meet all of the following standards.~~

1. ~~Proposals for sites that abut a light rail alignment must have their main entrance facing the light rail alignment.~~
2. ~~Building entrances used by pedestrians must be connected to a sidewalk by one or more walkways for pedestrians.~~
3. ~~A walkway connecting the building's main entrances to a sidewalk must be no longer than the straight line distance from the entrance to the closest sidewalk.~~

Commentary

33. 526.270 Site Design

While most of the provisions for the paragraph, "Improvements between buildings and the street," have been incorporated into the new 33.526.240, Pedestrian Standards, the remainder of this section is not. The decision to simply delete the entire section rather than use strike-throughs and underlines was made for ease of understanding.

33.521.240 Pedestrian Standards

A. Purpose

The purpose statement reflects the policy of ensuring convenient pedestrian connections within each site and a pleasant walking environment along the sidewalks in front of the site.

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- ~~4. Pedestrian walkways connecting building entrances to sidewalks must be:
 - ~~a. Paved;~~
 - ~~b. At least 6 feet wide, exclusive of any curbing provided as part of the design;~~
 - ~~c. Made of a material different than the material used to pave the site's motor vehicle parking, loading, and maneuvering areas;~~
 - ~~d. Unobstructed by landscaping, street furniture, or bicycle racks;~~
 - ~~e. At least 4 inches higher than the abutting motor vehicle parking or maneuvering area; and~~
 - ~~f. Separated from motor vehicle parking, loading, and maneuvering areas by a 3 foot wide landscape area that meets the L1 landscape standard.~~~~
- ~~5. A paved route must be provided between each adjacent street and the site's bicycle parking area. The paved route must be at least 6 feet wide.~~

~~**D. Improvements between buildings and the street.** Developments including more than 20 percent of their floor area in nonresidential uses must meet this requirement. The land between a building or exterior improvement and a street must meet the standards of either paragraph D.1 or D.2 below.~~

- ~~1. Landscaped. The land between a building or exterior improvement and a street must be landscaped to meet the L1 standard in Chapter 33.248, Landscaping and Screening; or~~
- ~~2. Hard surfaced. The land must be hard surfaced and developed for use by pedestrians, outdoor seating for restaurants, or pedestrian-oriented accessory activities including stands selling flowers, food, or drinks. The area must contain amenities such as benches, trees (tree wells with grates are exempt from the hard surface requirement), drinking fountains, planters, and kiosks. At least one of these amenities must be provided for each 100 square feet of pedestrian use area in the setback. Pedestrian use areas in the setback required in Section 33.526.260, Special Setbacks, must be physically separated from parking and motor vehicle maneuvering areas by a 3 foot wide area landscaped to at least the L2 standard of Chapter 33.248, Landscaping and Screening.~~

33. 521.240 Pedestrian Standards

A. Purpose. These regulations promote a convenient and attractive environment for pedestrians within the plan district and foster the development of increasingly urban nodes around the light rail transit stations. The standards ensure a direct pedestrian connection between the street and buildings on the site and between buildings and other activities within the site. Together with the building design and entrance regulations, these standards ensure that sidewalks in the plan district are convenient, active, pleasant environments with pedestrian amenities.

Commentary

B. Standards

1. and 2.

The pedestrian standards that a property is subject to are determined by a property's location inside or outside of a pedestrian district. All properties are subject to the pedestrian standards of the commercial base zone. In addition, properties in a pedestrian district must also meet standards that regulate improvements between a building and the street.

3. Improvements between buildings and the street

This section is a revision of similar provisions in the current 33.526.270, "Site Design," which is being deleted. All properties would need to meet the pedestrian standards for commercial zones. Properties within pedestrian districts would also be required to meet either the landscaped or hard-surfaced option, which substitutes for the less well-defined provisions of section 33.130.240.B.4.

4. Bicycle parking

Policy Package 2 was adopted February 4, 2004, with an effective date of March 5, 2004. It contained changes to bicycle parking regulations. This change was made in base zones and community design standards with similar language as part of Policy Package 2. This change is non-controversial and has been agreed upon by the Bureau of Development Services, the Bureau of Planning, and other members of the Short-Term Bicycle Parking Task Force.

5. Exemptions

These exemptions are currently found in 33.526.270.B.2. There is no content change.

33.521.250 Entrances

The entrance requirements in the earlier Gateway plan district were located in 33.526.280, "Building Design." City Council agreed to create a separate section for entrance regulations for clarity and ease of administration. The new entrance regulations no longer allow the option of facing a private street, and include a hierarchy for entrance orientation: first to a light rail alignment, second to transit streets (based on classification), and finally to intersecting transit streets. This hierarchy will be easier for applicants to understand and the city to administer.

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B. Standards

1. Outside of Pedestrian Districts. Sites outside of Pedestrian Districts are subject to the standards of Subsection 33.130.240.B;
2. In Pedestrian Districts. Sites in Pedestrian Districts are subject to the standards of Paragraphs 33.130.240.B.1 through 3, and B.3. below
3. Improvements between buildings and the street. The area between a building or exterior improvement and a street lot line must meet the standards of either paragraph B.3.a. or b. below.
 - a. Landscaped. The area between a building and a street must be landscaped to meet the L1 standard in Chapter 33.248, Landscaping and Screening; or
 - b. Hard-surfaced. The area must be hard-surfaced and developed for use by pedestrians, outdoor seating for restaurants, or pedestrian-oriented accessory activities including stands selling flowers, food, or drinks. The area must contain amenities such as benches, trees (tree wells with grates are exempt from the hard-surface requirement), drinking fountains, planters, and kiosks. At least one of these amenities must be provided for each 100 square feet of pedestrian use area in the setback. Pedestrian use areas in the setback required in Section 33.526.260, Special Setbacks, must be physically separated from parking and motor vehicle maneuvering areas by a 3 foot wide area landscaped to at least the L2 standard of Chapter 33.248, Landscaping and Screening.
4. Bicycle parking. Bicycle parking may be located in the area between a building and a street lot line.
5. Exemptions. Houses, attached houses, and duplexes are exempt from the requirements of this section.

33.521.250 Entrances

- A. Purpose.** These regulations ensure that at least one of the main entrances into a building, and each tenant space in a building that faces a street, be oriented to public streets or light rail. This requirement enhances pedestrian access from the sidewalk to adjacent buildings. Together with the building design and pedestrian standards, these standards ensure that sidewalks in the plan district are convenient, active, pleasant environments with a high level of pedestrian amenities.
- B. Where these regulations apply.** In the RH, R1, and C zones, buildings must meet the standards of Subsection C, below.
- C. Entrances.** For portions of a building within the maximum building setback, at least one main entrance for each tenant space must meet the standards of this section. Entrances that open into lobbies, reception areas, or common

Commentary

33.521.260 Building Design

The purpose statement has been revised to reflect the changes to this section. The entrance regulations have been deleted from this section and are now found in new subsection 33.251.250, "Entrances." There is no content change to the remaining street enclosure and ground floor windows regulations of this section.

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interior circulation space must also meet the standards of this section. The entrances must:

1. Face a public street or light rail alignment;
2. Be within 15 feet of the public street or light rail alignment it faces;
3. Be oriented to nearby transit facilities as follows:
 - a. If a site abuts a street containing a light rail alignment, the entrance must orient to that alignment. If the proposed building is within 100 feet of a transit station, at least one entrance must be along the first 25 feet of the wall nearest the station.
 - b. If a site abuts a transit street other than a light rail alignment, the entrance must orient to that street.
 - c. If the site abuts intersecting transit streets, the main entrance must orient to the street with the highest classification.
 - d. If the site abuts intersecting transit streets with the same classification, the entrance may be at a 45 degree angle to both streets or within 25 feet of the corner along either transit street.

33. ~~526.280~~ 521.260 Building Design

A. Purpose. ~~These provisions foster creation of a rich urban environment that accommodates growth but is compatible with existing housing in the area~~ promote a safe and interesting pedestrian environment by connecting ground floor uses to adjacent sidewalk areas, encouraging surveillance opportunities by restricting fortress-like facades at street level, and by encouraging the continuity of retail and service uses. They do this by bringing buildings up to the sidewalk and requiring a minimum amount of ground floor windows.

~~B. Nonresidential and mixed-use developments.~~ ~~In RH, RX, C, and EX zones, buildings must meet the following:~~

- ~~1. A building's main entrance must:~~
 - ~~a. Face a public or private street;~~
 - ~~b. Be within 15 feet of the public or private street it faces;~~
 - ~~c. If the site abuts more than one street, the main entrance must face the street with the highest transit classification in the Transportation Element of the Comprehensive Plan;~~
 - ~~d. Be oriented to nearby transit facilities as follows:~~
 - ~~• If there is a light rail station or transit stop within 200 feet of the site, the building's main entrance must be at the building's closest point to the light rail station or transit stop.~~

Commentary

33.521.270 Exterior Display and Storage

In order to allow more flexibility within the plan district, City Council removed existing prohibitions on sites outside of the following: 1) the Ventura Park (122nd), 148th, and 160th pedestrian districts and/or 2) sites within 100 feet of the light rail alignment.

This provision is being retained within the pedestrian districts and along the light rail alignment because, aside from the identified exceptions, permanent exterior display and storage detracts significantly from the desired pedestrian and transit orientation and experience so close to the transit stations.

33.521.280 Drive-Through Facilities

In order to allow more flexibility within the plan district, City Council removed existing prohibitions on sites that outside of the following: 1) the Ventura Park, 148th, and 160th pedestrian districts and/or 2) sites within 100 feet of the light rail alignment.

This provision is being retained within the pedestrian districts and along the light rail alignment because drive-through facilities detract significantly from the desired pedestrian and transit orientation and experience so close to the transit stations.

33.~~526~~ 521.290 Parking

A. Purpose

The purpose statement has been revised to make it more positive, while still explicitly stating why these regulations are included in the plan district.

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- ~~• If the site is within 200 feet of both a light rail station and a transit stop, the building's main entrance requirement applies to the light rail station.~~
- ~~• If the site is within 200 feet of more than one transit stop, the building entrance requirement applies to the closest transit stop.~~
- ~~• If the site is the same distance from all transit stops, the applicant may choose which stop to apply this standard.~~

B. Applicability. All sites in the RH, R1, and C zones where any of the floor area on the site is in nonresidential uses must meet the standards of Subsection C, below.

C. Standards

1. Street enclosure. In ~~p~~Pedestrian d~~Districts identified in the Transportation Element of the Comprehensive Plan,~~ and at intersections where ~~pedestrian paths~~ City Walkways or transit streets cross another ~~pedestrian path~~ City Walkway or transit street:
 - a. Exterior walls of primary structures facing the street must be within 12 feet of the right-of-way.
 - b. Street-facing exterior facades must be at least 40 feet long and 16 feet high.
2. Ground floor windows. All street-facing elevations of development must meet the Ground Floor Windows Standards of paragraph 33.130.230.B.2, regardless of the distance to the adjacent street. Developments that are more than 80 percent residential are exempt from this requirement.

33. 526 521.270 Exterior Display and Storage. Exterior display and storage are prohibited in Pedestrian Districts and on the portion of a site within 100 feet of a light rail alignment, 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.

33. 526 521.280 Drive-Through Facilities. Drive-through facilities are prohibited in Pedestrian Districts and on the portion of a site within 100 feet of a light rail alignment.

33. 526 521.290 Parking

A. Purpose. The regulations of this Section ensure that development is oriented to transit ~~and does not discourage transit use,~~ bicycling, ~~or~~ and pedestrian travel ~~by ignoring transit facilities or accommodating facilities while ensuring~~ accessibility for motor vehicles ~~at the expense of pedestrians.~~ Limiting the number of parking spaces promotes efficient use of land, enhances urban form, encourages use of alternative modes of transportation, provides for a better pedestrian environment, and protects air and water quality. Parking that is

Commentary

B. Number of parking spaces

The wording of this subsection has been reorganized to make it easier to understand.

C. Location

The earlier parking code prohibited parking and loading areas and driveways between a primary structure and an abutting light rail alignment. In Gateway this meant that driveways and parking/loading areas for properties along the Burnside MAX line were restricted with no ability to evaluate peculiarities of the particular situation.

The initial prohibition of these uses along a transit line was based on the circumstances faced in the Central City. However, the East Corridor faces different circumstances. Transit rail lines in the corridor are grade-separated from the street except where they cross major intersections: 122nd, 148th, and 162nd, along with a few intersections that allow U-turns between 105th and 162nd. Thus, drivers must turn right onto Burnside in most locations and none can drive on the rails. As for pedestrians crossing the rails, in most locations the combination of gates, fences, landscaping, and gravel make crossing them anywhere except at the above intersections essentially impossible and certainly extremely dangerous. In addition, while the vision and intent for Gateway is for it to become a more urban, pedestrian-oriented place, the area will transition only over time.

Making parking and loading areas and driveways along the transit alignment possible through a modification would increase flexibility for properties and businesses along the line until the area has transitioned far enough to warrant stricter standards. The Portland Office of Transportation has indicated that, as long as the purpose statement accurately reflects the intention regarding this issue along the rail alignment, making the provision “not allowed” will give staff a greater ability to work closely with property owners in fashioning transportation options that protect the rail alignment while still encouraging economically desirable changes.

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provided in structures is preferred over parking in surface lots because, as a more efficient use of land, structured parking promotes compact urban development. In addition, parking structures with active uses on the ground floor provide a better environment for pedestrians and contribute to the continuity of street-level retail and service uses that support a thriving urban area.

The parking ratios in this section will accommodate most auto trips to a site and take into account the intensity of development in the area, on-street parking supply, pedestrian activity, and proximity to frequent transit service.

Limiting the location of parking and access on light rail alignments improves access to transit, supports a transit-oriented development pattern, and reduces conflicts between motor vehicles and pedestrians or bicycles. In particular, it reduces conflicts between motor vehicles and light rail trains, especially where the access would require cars to cross the light rail tracks.

B. Number of parking spaces

1. Minimum required parking spaces. There is no minimum number of required parking spaces.
2. Maximum allowed parking spaces. The maximum number of parking spaces allowed for nonresidential uses ~~may not exceed~~ is 150 percent of Standard A in Table 266-2 of Chapter 33.266, Parking and Loading. The maximums apply to both surface and structured parking. Park-and-ride facilities are exempt from this requirement.

C. Location. ~~Motor vehicle parking, maneuvering, and loading areas are not allowed between the façade of a building with the main entrance and the street. If a site abuts more than two streets, this requirement must be met for only two of the streets. Motor vehicle parking, maneuvering, and loading areas between the primary structure and an abutting light rail alignment are prohibited.~~

1. Vehicle areas are not allowed between a primary structure and any street, except as follows:
 - 1a. Sites with through lots or with three frontages may have vehicle areas between a primary structure and one Local Service Transit Street.
 - b. Sites on full blocks may have vehicle areas between a primary structure and two Local Service Transit Streets.
 - c. Driveways are allowed between a building and a street that is not a light rail alignment if the driveway provides a straight line connection between a street and parking area inside the building. Driveways between a building and a light rail alignment are not allowed.
2. Vehicle areas are not allowed on the portion of the site within 100 feet of a street that is a light rail alignment.

Commentary

D. Parking structures/Structured parking near light rail

The wording of this subsection has been revised to clarify what is intended by accommodating Retail Sales And Service or Office uses. In addition, the distance from the light rail alignment within which parking structures must be designed and constructed to accommodate retail sales and service or office uses has been extended from 50 feet to 100 feet. Increasing the distance of this requirement helps ensure a quality pedestrian environment near the light rail line and around transit stations.

E. Parking access

This subsection has been deleted as its revised provisions have been included in subsection C, Location.

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~~**D. Parking structures.** In the C zones, parking structures or parts of parking structures located within 50 feet of a light rail alignment must be designed and constructed to accommodate Retail Sales And Service or Office uses along at least 50 percent of the structure's ground level walls that front onto the light rail alignment.~~

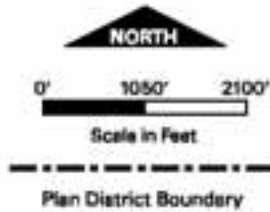
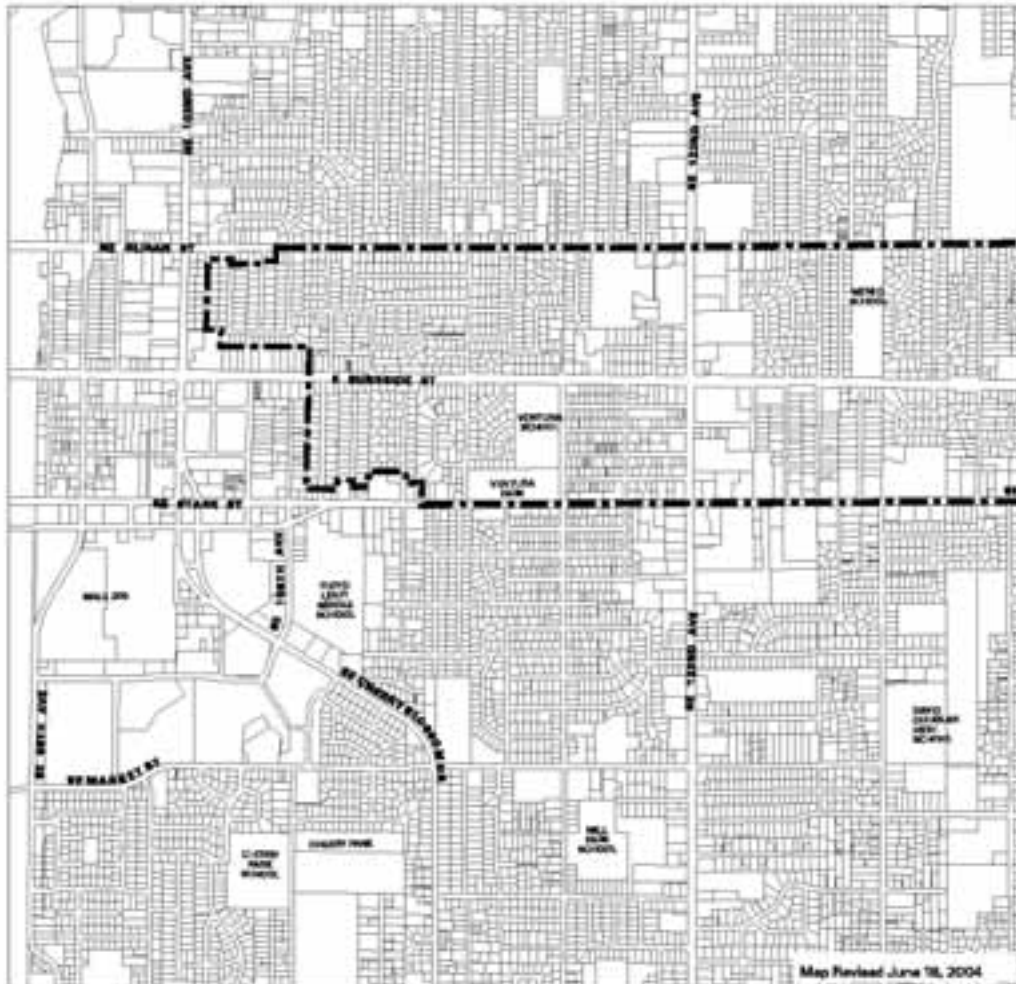
D. Structured parking near light rail. In C zones, areas of structured parking located with 100 feet of a light rail alignment must meet the standards of 33.526.280.C., Ground Floor Active Uses, along at least 50 percent of the structure's ground floor walls that face the light rail alignment and front onto a sidewalk, plaza, or other public open space.

~~**E. Parking access.** Motor vehicle access to any parking area or structure, or loading are is prohibited from a light rail alignment unless the site does not abut another street. Adjustments to this Subsection are prohibited.~~

Commentary

Map 521-1 (Map 1 of 2) This map identifies the boundaries of the western portion of the new East Corridor plan district. The separation of the East Corridor plan district from the current Gateway plan district is discussed on page II-5.

Gateway Planning Regulations Project



Map 521-1
East Corridor Plan District

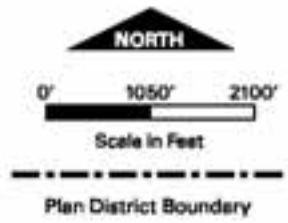
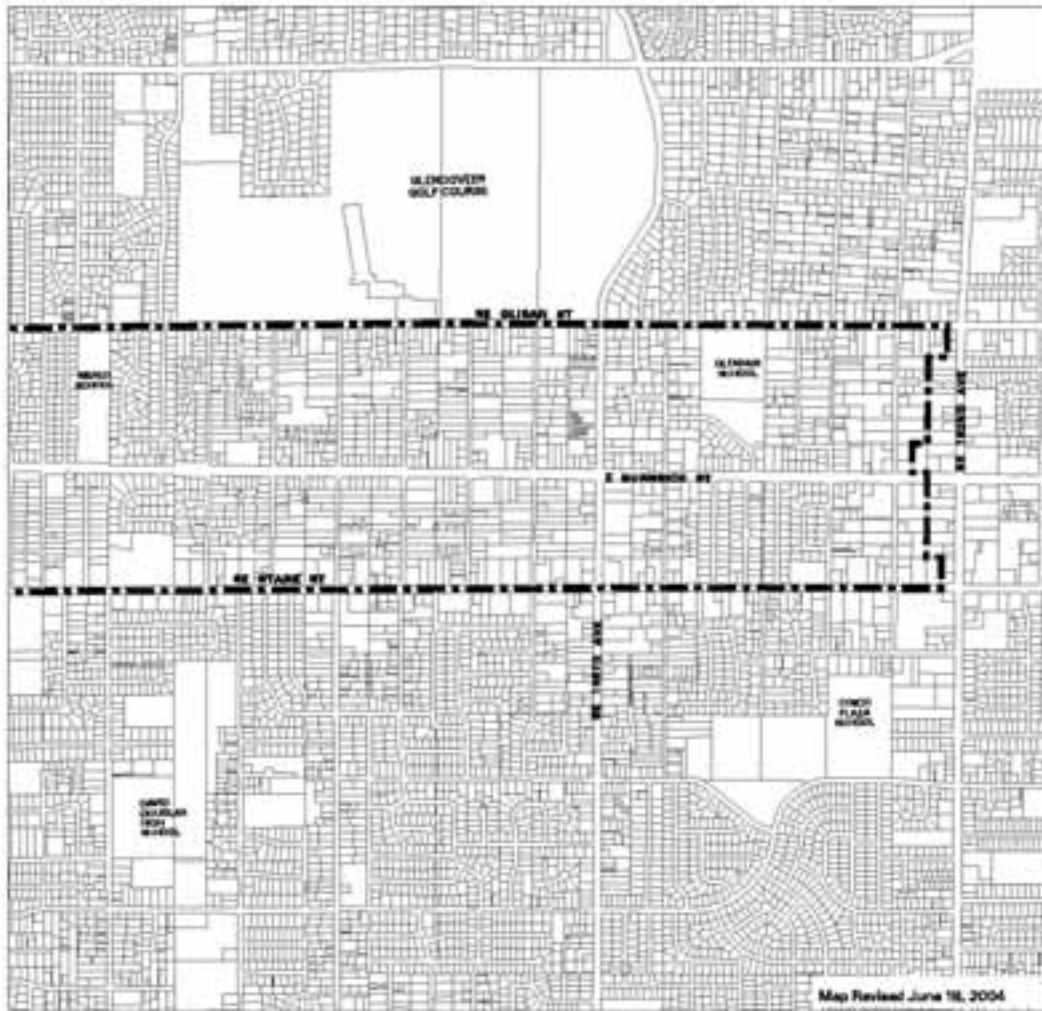
Map 1 of 2

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Commentary

Map 521-1 (Map 2 of 2) This map identifies the boundaries of the eastern portion of the new East Corridor plan district. A discussion about the separation of the East Corridor plan district from the current Gateway plan district begins on page II-5.

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Map 521-1
East Corridor Plan District

Map 2 of 2

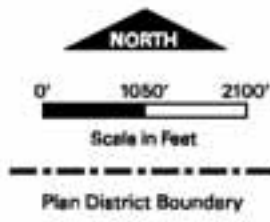
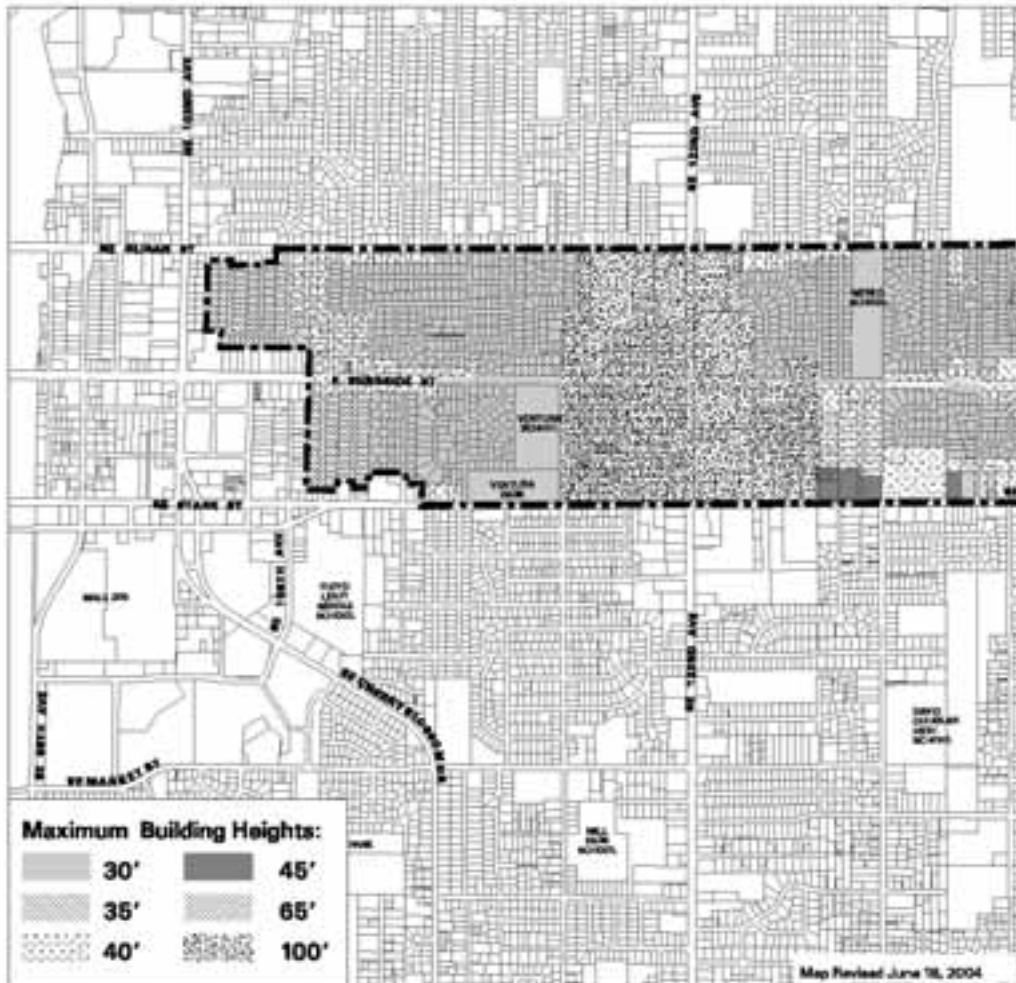
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Commentary

Map 521-2 (Map 1 of 2) The City Council revised the maximum building heights within the East Corridor plan district. The maximum building height of 100' is concentrated around the light rail stations and in the pedestrian districts.

Chapter 33.521.210, Building Height, page II-25, contains the code language for this regulation and references this map. There are two maps that address building height. This map illustrates the western portion of the East Corridor plan district.

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Map 521-2
East Corridor Plan District
Maximum Heights
 Map 1 of 2

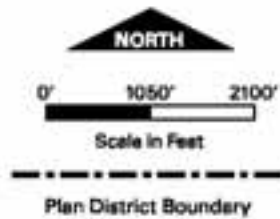
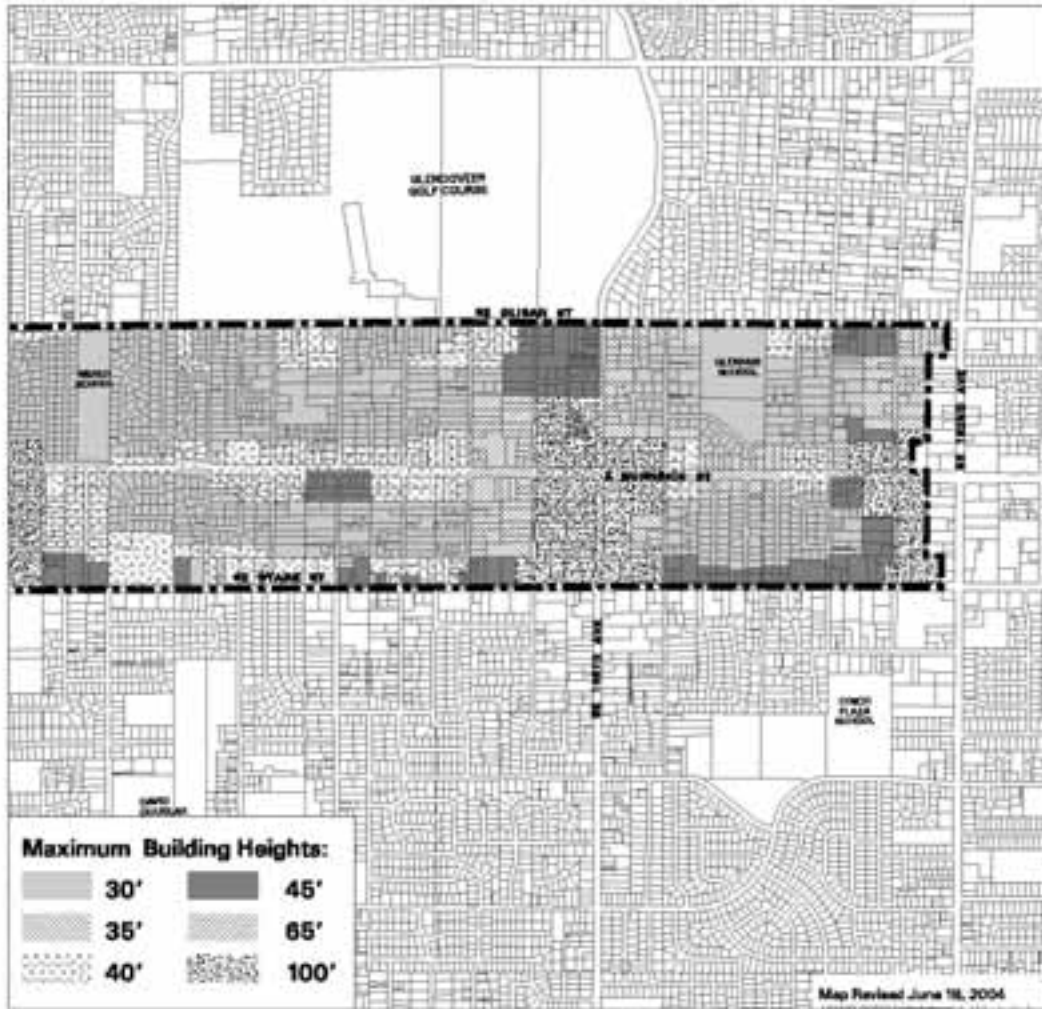
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Commentary

Map 521-2 (Map 2 of 2) The City Council revised the maximum building heights within the East Corridor plan district. The maximum building height of 100' is concentrated around the light rail stations and in the pedestrian districts.

Chapter 33.521.210, Building Height, page II-25, contains the code language for this regulation and references this map. There are two maps that address building height. This map illustrates the eastern portion of the East Corridor plan district.

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Map 521-2
East Corridor Plan District
Maximum Heights
Map 2 of 2

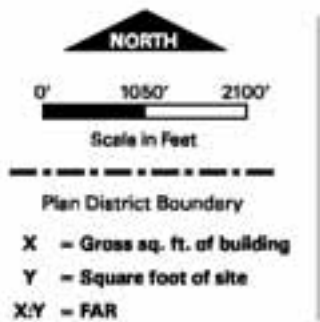
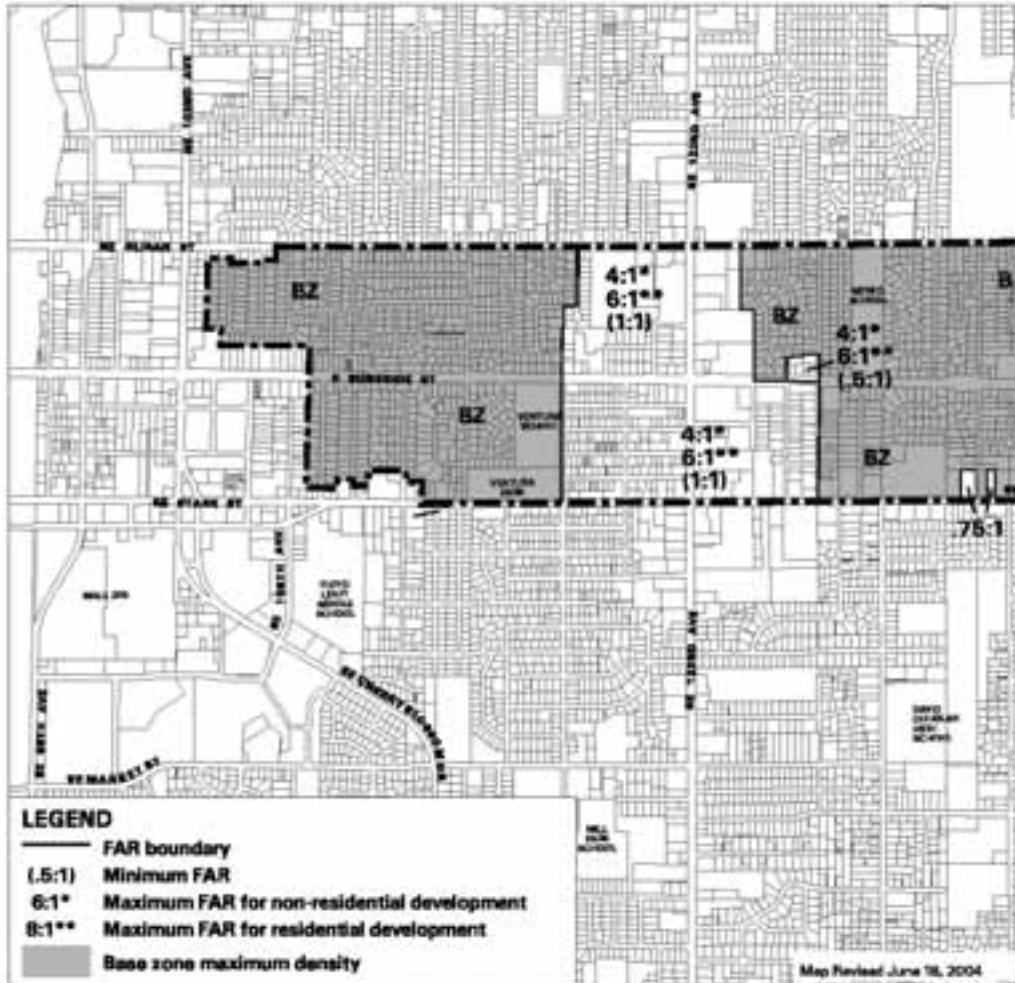
Bureau of Planning • City of Portland, Oregon

Commentary

Map 521-3 (Map 1 of 2) The City Council revised the floor area ratios (FAR) within the East Corridor plan district. Maximum and minimum FARs have been applied in the pedestrian districts to increase development potential and ensure a minimum level of development near the light rail stations.

Chapter 33.521.220, Floor Area Ratios, page II -33, contains the code language for this regulation and references this map. There are two maps that address floor area ratios. This map illustrates the western portion of the East Corridor plan district.

Gateway Planning Regulations Project



Map 521-3
East Corridor Plan District
Floor Area Ratios (FAR)
 Map 1 of 2

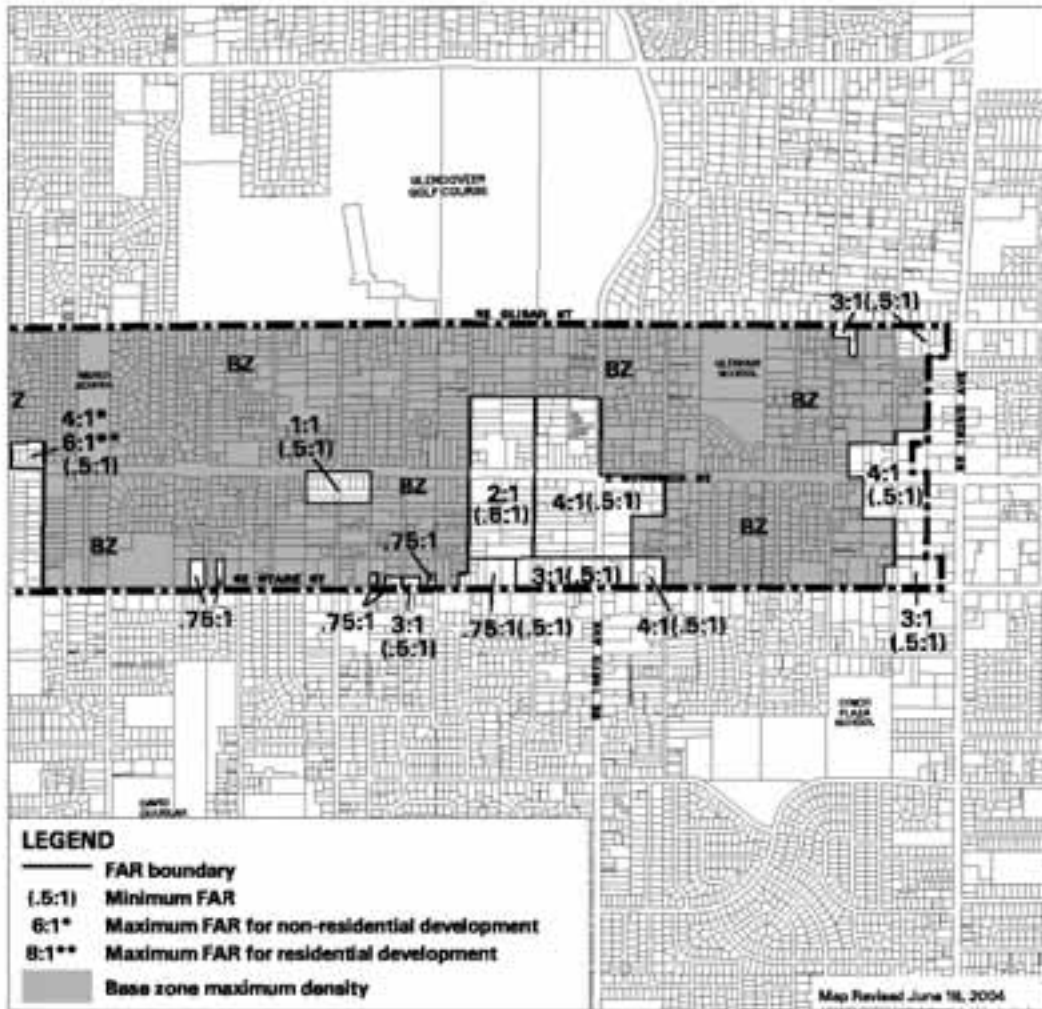
Bureau of Planning • City of Portland, Oregon

Commentary

Map 521-3 (Map 2 of 2) The City Council revised the floor area ratios (FAR) within the East Corridor plan district. Maximum and minimum FARs have been applied in the pedestrian districts to increase development potential and ensure a minimum level of development near the light rail stations.

Chapter 33.521.220, Floor Area Ratios, page II -33, contains the code language for this regulation and references this map. There are two maps that address floor area ratios. This map illustrates the eastern portion of the East Corridor plan district.

Gateway Planning Regulations Project

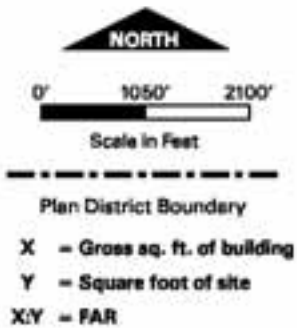


Map 521-3

East Corridor Plan District

Floor Area Ratios (FAR)

Map 2 of 2



Bureau of Planning • City of Portland, Oregon

Gateway Planning Regulations Project

Part III

Adopting Ordinances and Resolution

Gateway Planning Regulations Project

Gateway Planning Regulations Project

ORDINANCE No. 1 7 8 4 2 3

As Amended

Adopt and implement the Gateway Planning Regulations Project (Ordinance; amend Portland Comprehensive Plan and Outer Southeast Community Plan; amend Title 33)

The City of Portland Ordains:

Section 1. The Council finds:

1. Portland's Comprehensive Plan was adopted on October 16, 1980, acknowledged for compliance with Statewide Planning Goals on May 3, 1981, and again on January 25, 2000, and updated as a result of periodic review in June 1988, January 1991, March 1991, September 1992, and May 1995.
2. Oregon Revised Statutes (ORS) 197.628 requires cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date and in compliance with Statewide Planning Goals and State laws. Portland is also required to coordinate its review and update of the Comprehensive Plan and land use regulations with State plans and programs.
3. Portland Comprehensive Plan Goal 10, Plan Review and Administration, states that the Comprehensive Plan will undergo periodic review to ensure that it remains an up-to-date and workable framework for land use development.
4. Portland Comprehensive Plan Policy 10.2, Comprehensive Plan Map Review, establishes a community and neighborhood planning process for the review and update of the Portland Comprehensive Plan Map.
5. The Bureau of Planning developed the Gateway Planning Regulations Project with participation from interested neighborhood and business associations, property owners, business persons and citizens and with cooperation from other bureaus and agencies.
6. Public involvement and outreach activities included regular consultation with citizen and technical advisory groups, neighborhood walks, workshops, and open houses. Staff also attended neighborhood and business association and neighborhood meetings as requested meetings and convened special-purpose advisory groups to assist in crafting and evaluating plan proposals.
7. The Program Advisory Committee (PAC) guides the Gateway Regional Center urban renewal area; the PAC established the Design and Development Subcommittee (D&D Committee) to be the primary advisory body on the Gateway Planning Regulations Project. D&D Committee members are listed at the beginning of the Gateway Planning Regulations Project. These representatives informed staff on neighborhood, business, and property owner

Gateway Planning Regulations Project

1 78423

issues and other matters related to the project and reviewed components and drafts of the project before it went to Planning and Design Commission.

8. Technical representatives from city agencies and other governments and organizations participated in the review of components and drafts of the Gateway Planning Regulations Project throughout its formulation. Technical advisors are listed at the beginning of the Gateway Planning Regulations Project.
9. The Gateway Planning Regulations Project provisions implement or are consistent with the Statewide Planning Goals, the Oregon Transportation Planning Rule, the Region 2040 Plan, the Metro Urban Growth Management Functional Plan, and the Portland Comprehensive Plan, as explained in the Recommended Gateway Planning Regulations Project: Findings Report attached as Exhibit D and incorporated as part of this ordinance.
10. The Gateway Planning Regulations Project includes an urban development concept and implementation action charts, which are adopted by resolution. The action charts represent a commitment from public and private groups to help implement the Gateway Regional Center Subarea Policy of the Outer Southeast Community Plan.
11. The Notice of Proposed Action and copies of the Gateway Planning Regulations Project were mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610 on August 7, 2003.
12. Written notice of the September 30, 2003 Portland Planning Commission and September 18, 2003 Portland Design Commission public hearings on the Proposed Gateway Planning Regulations Project was mailed to interested parties on August 15, 2003. Measure 56 notification of the September 30, 2003 Portland Planning Commission and September 18, 2003 Portland Design Commission public hearings on the Proposed Gateway Planning Regulations Project was mailed to all property owners affected by changes to the base zone or allowed uses of property on September 9, 2003.
13. On September 18, 2003, the Portland Design Commission held a public hearing on the Proposed Gateway Planning Regulations Project. The Design Commission discussed the Plan at public meetings on February 5, 2004 and February 19, 2004, and recommended that City Council adopt the Recommended Gateway Regional Center Design Guidelines.
14. On September 30, 2003, the Portland Planning Commission held a public hearing on the Proposed Gateway Planning Regulations Project. The Planning Commission discussed the Plan at public meetings on December 9, 2003, January 27, 2004, and March 9, 2004. On March 9, 2004, the Planning Commission recommended that City Council adopt the Recommended Gateway Planning Regulations Project.
15. Written notice of the April 21, 2004 City Council public hearing on the Recommended Gateway Planning Regulations Project was mailed to individuals who testified at the

Gateway Planning Regulations Project

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Planning Commission and Design Commission hearings and other interested individuals on March 25, 2004.

16. It is in the public interest that the recommendations contained in the Gateway Planning Regulations Project be adopted to direct change in the study area. These recommendations are consistent with Statewide Planning Goals, Metro's Functional Plan and the City's Comprehensive Plan for the reasons stated in the findings in Exhibit D.

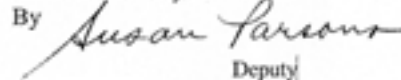
NOW, THEREFORE, the Council directs:

- a. The Planning Commission Recommended Gateway Planning Regulations Project, dated April 2004 and contained in the attached Exhibit A, is hereby adopted.
- b. The Design Commission Recommended Gateway Regional Center Design Guidelines, dated April 2004 and contained in the attached Exhibit B, are hereby adopted.
- c. The Outer Southeast Community Plan is amended to revise the objectives of the Gateway Regional Center Subarea Policy, as shown in Exhibit A.
- d. The Portland Comprehensive Plan is amended to incorporate revisions to the Outer Southeast Community Plan and to the Comprehensive Plan and Zoning Map, as shown in Exhibit A.
- e. Title 33, Planning and Zoning of the Code of the City of Portland, Oregon, is amended as shown in Exhibit A.
- f. The commentary in Exhibit A is adopted as legislative intent and as further findings.
- g. The Gateway Plan District Boundary is the Gateway Regional Center Boundary for all purposes related to the Region 2040 Growth Concept, the Regional Framework Plan, and the Regional Urban Growth Management Functional Plan, as depicted in Exhibit A.
- h. Exhibit D, Recommended Gateway Planning Regulations Project: Findings Report, which contains findings on applicable statewide planning goals, the Metro Functional Plan, and Portland Comprehensive Plan, is adopted as findings of fact in support of this ordinance.

Passed by the Council, **MAY 19 2004**

Mayor Vera Katz
Ellen Ryker
April 21, 2004

GARY BLACKMER
Auditor of the City of Portland

By 
Deputy

Gateway Planning Regulations Project

Gateway Planning Regulations Project

ORDINANCE No. 1 78424

Improve connectivity in the East Corridor Plan District (Ordinance; add Code Section 17.88.080)

The City of Portland Ordains:

Section 1. The Council finds:

1. On April 21, 2004, City Council heard testimony on the Gateway Planning Regulations Project.
2. City Council directed Bureau of Planning and Office of Transportation staff to prepare amendments addressing issues raised by the community, including the need for increased connectivity in the plan districts.
3. Improving connectivity in Gateway and the East Corridor Plan Districts will encourage walking, bicycling, improve local circulation, and support the City's and region's investment in light rail.
4. The Bureau of Planning is amending Title 33 to clarify the role of the Office of Transportation in determining the location, width and extent of dedication for new rights-of-way as part of the regulations relating to connectivity in both plan districts.
5. The change to Title 17 provides guidance to the Office of Transportation staff for street spacing standards in the East Corridor Plan District, which currently does not have an adopted master street plan.
6. The change to Title 17 is to be implemented in conjunction with the parallel ordinance authorizing changes to Title 33, Planning and Zoning, as shown in the Gateway Planning Regulations Project and amended by City Council.

NOW, THEREFORE, the Council directs:

- a. Title 17, Public Improvements, is hereby amended to add Code Section 17.88.080 as shown in Exhibit A, attached.

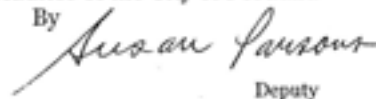
Passed by the Council, MAY 19 2004

Mayor Vera Katz

Jeanne Harrison
May 4, 2004

GARY BLACKMER
Auditor of the City of Portland

By



Deputy

1 78424

EXHIBIT A

Title 17, Public Improvements (new language is underlined)

Chapter 17.88 STREET ACCESS

Sections:

- 17.88.001 Purpose.
- 17.88.010 Definitions.
- 17.88.020 For Building and Planning Actions.
- 17.88.030 Location of Multiple Dwellings.
- 17.88.040 Through Streets.
- 17.88.050 Transportation Impact Study.
- 17.88.060 Dedication Prior to Construction.
- 17.88.070 Routes of Travel in Park Areas.
- 17.88.080 Special Requirements.

17.88.80 Special Requirements

- A. East Corridor Plan District. Until a master street plan is adopted in the Transportation Element of the Comprehensive Plan for the East Corridor Plan District, as shown in Title 33, Map 526-1, street connectivity for the area should generally be based on a block size of 400 by 200 feet and connect to the surrounding street grid.

Gateway Planning Regulations Project

RESOLUTION No. 36215
As Amended

Adopt the Gateway Planning Regulations Project Urban Design Concept and Action Charts
(Resolution)

WHEREAS, the Gateway Planning Regulations Project implements plans prepared for or include elements of the Gateway Regional Center, including the Outer Southeast Community Plan, Hazelwood Neighborhood Plan, Mill Park Neighborhood Plan, Cully/Parkrose Community Plan, Metro 2040 Growth Concept, Urban Growth Management Functional Plan, Regional Framework Plan, Opportunity Gateway Concept Plan, and Gateway Regional Center Urban Renewal Plan; and

WHEREAS, the Gateway Regional Center is the only regional center in the City of Portland and an urban renewal area; and

WHEREAS, the Gateway Regional Center is anticipated to grow significantly beyond its current suburban character to achieve a level of development intensity second only to Portland's Central City; and

WHEREAS, the Gateway Planning Regulations Project was developed with the cooperation of City bureaus and other public agencies and with the participation of neighborhood and business organizations, property and business owners, area residents, the Gateway Regional Center Urban Renewal Area Program Advisory Committee, and other interested persons; and

WHEREAS, the Gateway Planning Regulations Project urban design concept represents a refinement of earlier concepts, including the Opportunity Gateway Concept approved by City Council in February 2000, and serves as a general blueprint for identifying elements of urban form that are to be preserved, changed, and enhanced; and

WHEREAS, the attainment of the urban design concept and objectives of the Gateway Regional Center Subarea Policy of the Outer Southeast Community Plan is dependent upon the coordination of independent actions carried out by private interests, public service providers, and community-based associations; and

WHEREAS, the revised objectives of the Gateway Planning Regulations Project are adopted as part of the Outer Southeast Community Plan, and actions taken to implement the Gateway Regional Center Subarea Policy also uphold the Outer Southeast Community Plan; and

WHEREAS, action charts describe the proposed implementation projects and programs of the Gateway Regional Center Subarea Policy of the Outer Southeast Community Plan, identify

Gateway Planning Regulations Project

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appropriate timeframes for their implementation, and identify agents to oversee or participate in the implementation of an action; and

WHEREAS, public notice was mailed on August 15, 2003 to interested persons, and on September 9, 2003 to all property owners directly affected by plan proposals regarding the Portland Planning Commission public hearing held on September 30, 2003; and

WHEREAS, the Portland Planning Commission held a public hearing and accepted public testimony on September 30, 2003, and continued deliberation on the plan at public meetings on December 9, 2003, January 27, 2004, and March 9, 2004, and voted to recommend that the City Council adopt the urban design concept and action charts of the Gateway Planning Regulations Project; and

WHEREAS, the Planning Commission's recommendations on the Gateway Planning Regulations Project are contained in Exhibit A; and

WHEREAS, it is in the public interest that the recommendations contained in the Gateway Planning Regulations Project be adopted to implement existing plans for the Gateway Regional Center.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council adopt the urban design concept and action charts of the Gateway Planning Regulations Project as shown in Exhibit A; and

BE IT FURTHER RESOLVED that the implementation actions associated with the action charts of the Gateway Planning Regulations Project are approved by City Council as an addition to the actions already included in the Gateway Regional Center Subarea Policy of the Outer Southeast Community Plan that will help implement the policies of the plan; and

BE IT FURTHER RESOLVED that all actions are adopted with the understanding that they may need to be adjusted or replaced with more feasible alternatives. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementor's ability to take action; and

BE IT FURTHER RESOLVED that the City Council authorizes the City agencies identified on the action charts as implementors to engage in activities aimed at implementing the projects, programs and regulations called for in the action charts of the Gateway Regional Center Subarea Policy of the Outer Southeast Community Plan; and

Gateway Planning Regulations Project

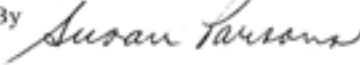
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BE IT FURTHER RESOLVED that the City Council authorizes and directs the Bureau of Planning staff to make minor changes to the action charts of the Gateway Planning Regulations Project that correct typographical errors and to ensure parallel construction.

Adopted by the Council, MAY 19 2004

GARY BLACKMER
Auditor of the City of Portland

Mayor Vera Katz
Ellen Ryker
April 21, 2004

By 

Deputy

GATEWAY PLANNING REGULATIONS PROJECT

Appendices



CITY OF PORTLAND, OREGON
BUREAU OF
Planning

Effective June 18, 2004

Portland City Council

Vera Katz, Mayor
Jim Francesconi, Commissioner
Randy Leonard, Commissioner
Dan Saltzman, Commissioner
Erik Sten, Commissioner

Portland Planning Commission

Ethan Seltzer, President
Richard Michaelson, Vice-President
Ingrid Stevens, Vice-President
Christine Caruso
Amanda Fritz (term ended January 2004)
Don Hanson (term started January 2004)
Larry Hilderbrand
Paul Schlesinger
Gail Shibley (term started January 2004)
Tim Smith

For more information, contact:

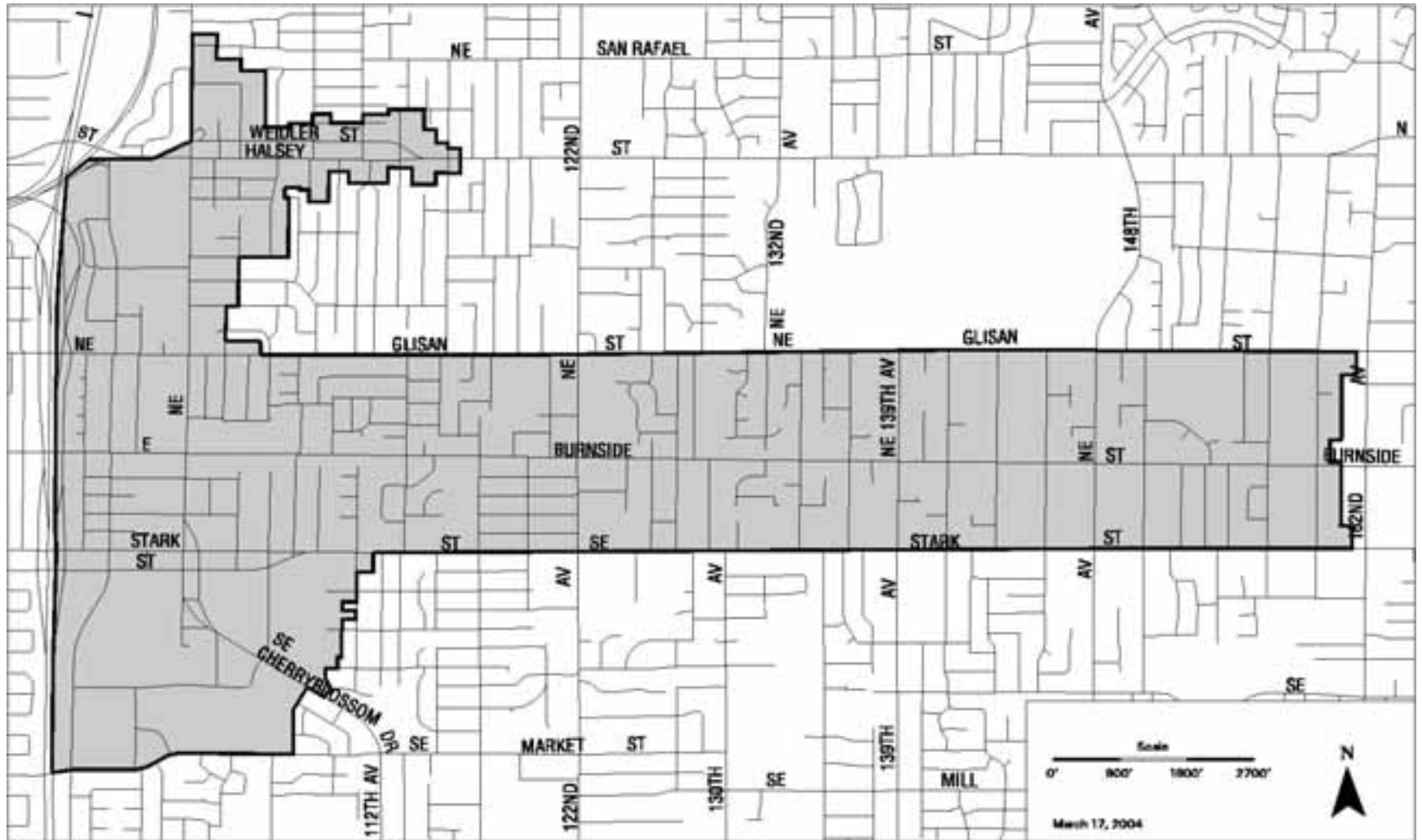
Portland Bureau of Planning
1900 SW 4th Avenue, Suite 4100
Portland, Oregon 97201
503-823-7700

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Gateway Planning Regulations Project

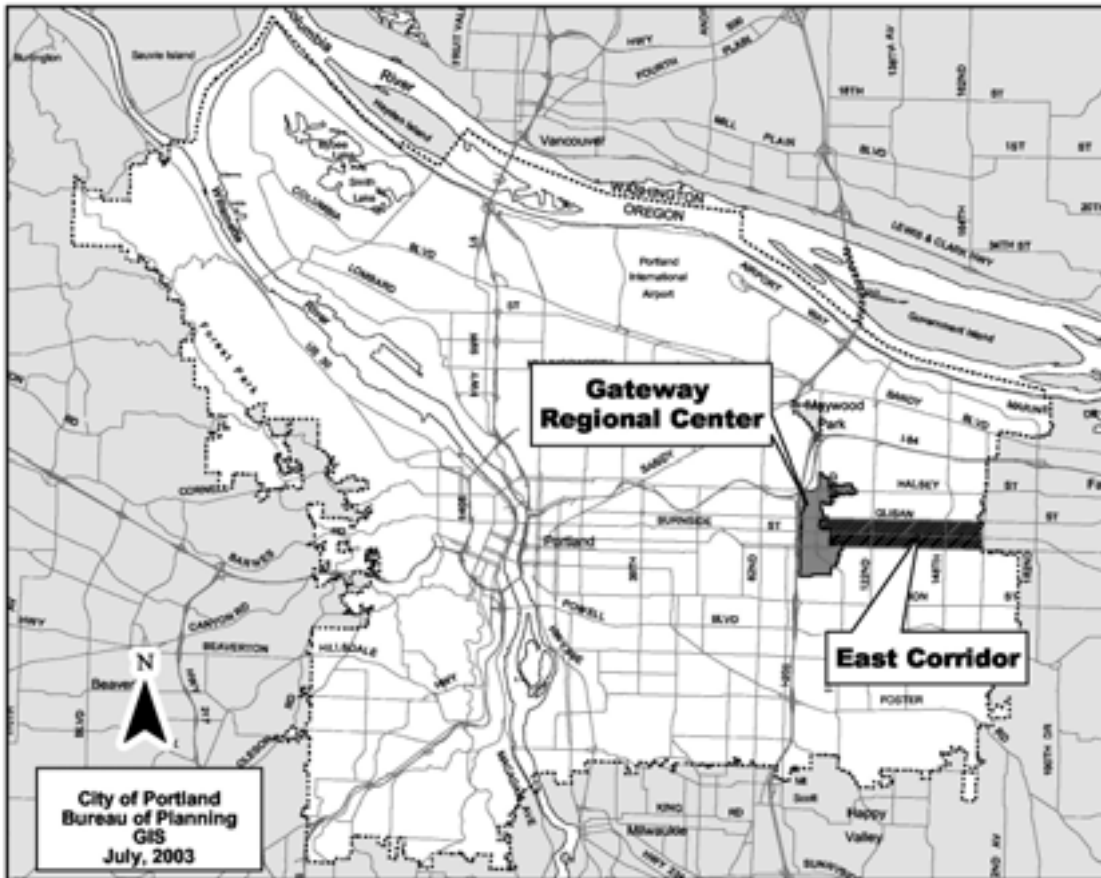


Boundaries of the Gateway Planning Regulations Project

Appendix A: Background

The Gateway Regional Center/Gateway Plan District and the East Corridor Plan District within the City of Portland

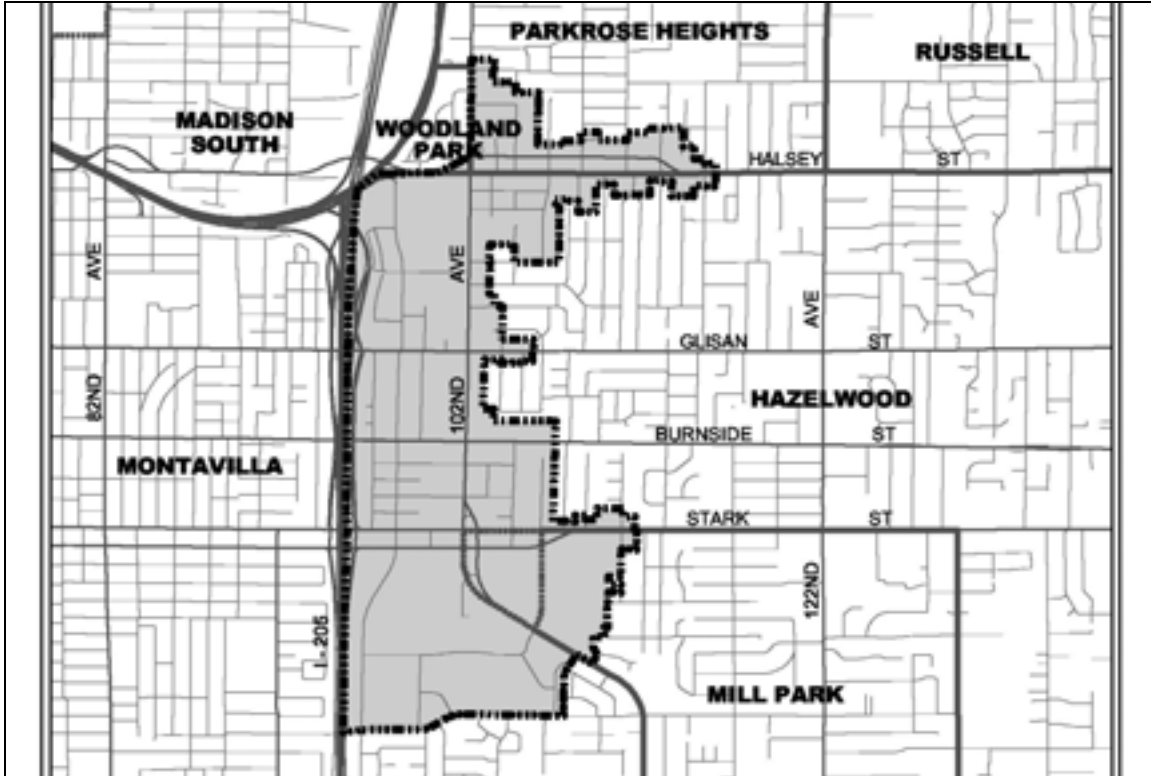
The Gateway Regional Center and the East Corridor both lie east of the I-205 Freeway and south of the I-84 Freeway. The map below identifies the location of each within the city of Portland.



Gateway Planning Regulations Project

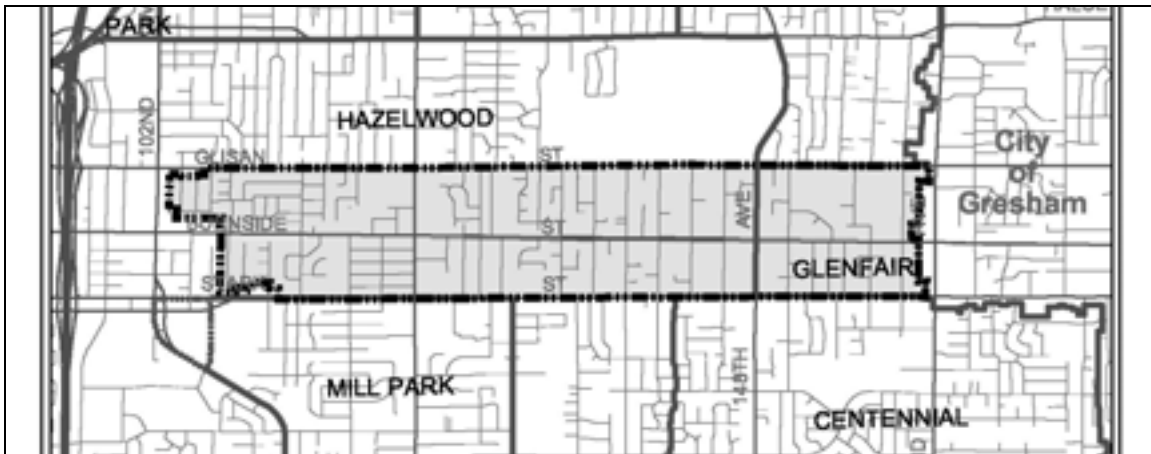
Neighborhoods and the Gateway Regional Center/Gateway Plan District

The Gateway Regional Center/Gateway Plan District is located within three neighborhood associations: Hazelwood, Mill Park, and Parkrose Heights. It is adjacent to the Montavilla, Woodland Park, and Madison South Neighborhood Associations. The map below shows the relationship of the neighborhood associations to the regional center.



Neighborhoods and the East Corridor Plan District

The East Corridor Plan District is located within two neighborhood associations: Hazelwood and Glenfair. It is adjacent to the Wilkes, Centennial, and Mill Park Neighborhood Associations. The map below shows the relationship of the neighborhood associations to the east corridor.



Gateway Planning Regulations Project

Pre-World War II to 1970

Scattered farms once dotted the area now traversed by the MAX light rail transit line. To serve them, a rural center with a grange, post office, farmer's market and later a school developed in the southwest "Russellville" sector near present day Mall 205. At the end of the nineteenth century a street-car line was built along East Burnside between downtown Portland and Gresham. This rail line contributed to the rapid growth of residential neighborhoods in the area, particularly in the Burnside corridor. The arterial street system began to emerge as an extension of Portland's system, and residents enthusiastically created water districts, school districts, and street improvements. Halsey replicated many small-town main streets, with small stores up to the sidewalk.



The old Russellville School on 102nd, once part of David Douglas School District. The land is now home to almost 450 homes in the Russellville Commons Development.

Following World War II a housing boom hit the area, fueled by low-interest mortgage programs for returning veterans, low land and building costs due in part to easy access to paved roads and a natural subsurface gravel area for storm and sanitary disposal. The proximity of the Glendoveer Golf Course and the high quality of local schools also encouraged growth. Three schools were built within the East Corridor: Glenfair, Menlo Park, and Ventura Park elementary schools, each with an attached public park. The area took on its present character as a low-density suburban area at this time, with commercial, industrial, and higher density residential uses scattered along the major traffic streets. Most of the core residential housing seen in the area today was constructed between 1946 and 1960, though it has continued to grow in population and commercial enterprise to this day.

Gateway Planning Regulations Project



View east along NE Halsey. Both Fred Meyer, in the middle, and the I-84 Freeway, in the foreground, are under construction, probably the mid-1950s. Courtesy of Bob Earnest

Fred Meyer was the first to envision a scale of shopping not seen before in this part of Multnomah County. In the early 1950s he built one of his signature stores at the junction of Halsey and 102nd. He called it the Gateway Fred Meyer because he envisioned its location as the gateway to the growing east Multnomah County area. In the minds of many who have participated in the Opportunity Gateway Project, this end of the regional center is Gateway, not the more southerly Mall 205. Today, however, the Gateway Regional Center, often just referred to as Gateway, encompasses them all.



Gateway Fred Meyer along NE Halsey and NE 102nd in the mid-1950s (Photo courtesy of Bob Earnest)

Gateway Planning Regulations Project

To serve the rising population, other malls and shopping centers, such as Gateway Center, Mall 205, and Menlo Park, were built. Car dealerships, fabric stores, apartment complexes, restaurants, and social services shared the major north-south road in the East Corridor, 122nd Avenue. In 1977 Portland Adventist Medical Center, the largest employer in Gateway, opened.

1970 - 1996

The major regional and national transportation elements – I-84 and I- 205 were built in the 1960s and 1970s.

In the early 1970s, the City of Portland, the newly created regional government called the Metropolitan Service District (later renamed Metro), and other jurisdictions within the Tri-County metropolitan area agreed to halt the proposed Mt. Hood Freeway from downtown Portland to Sandy. They proposed, instead, to build a light rail transit line from downtown Portland to downtown Gresham. The line opened in 1986. To make the most of the public's investment in light rail, Multnomah County prepared special plans for both the Gateway transit center and the other stations along the MAX line. These plans were implemented with changes to zoning and transit-oriented development standards. When Gateway and the Corridor were annexed into the City of Portland, these transit-oriented provisions came too.

In 1978 Multnomah County adopted its *Framework Plan*, followed by the *Hazelwood Community Plan* in 1979. These plans considered 122nd Avenue between the I-84 Freeway and SE Powell Street to be a logical place to locate automobile dealerships.

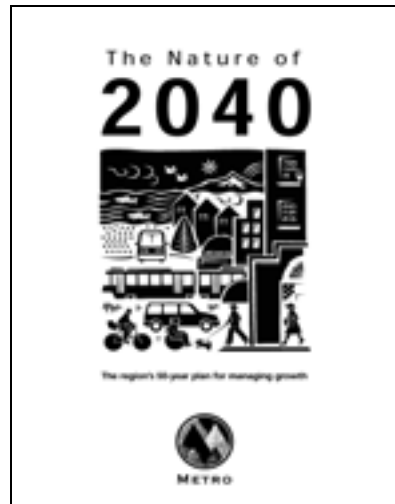
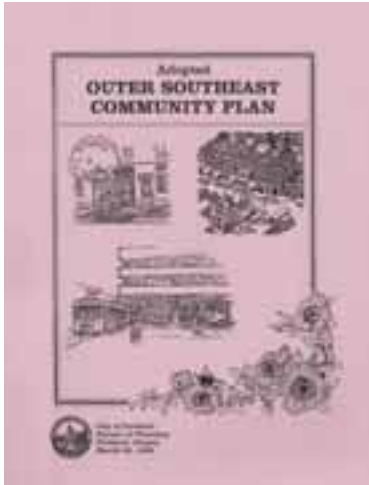


Light rail transit station at 148th and Burnside

Beginning in 1986, portions of the area west of 122nd Avenue were annexed to the City of Portland. By 1992 most property in the immediate Gateway area had been annexed by the City. The process was completed by the end of 1995.

Gateway Planning Regulations Project

The City of Portland initiated the *Outer Southeast Community Plan* (OSECP) in 1992. Somewhat misnamed, the northern boundary of the OSECP was NE Halsey Street rather than East Burnside. As part of this plan, two major policies were created: the Gateway Regional Center subarea policy and the MAX LRT subarea policy. To implement the two, some zoning and *Comprehensive Plan* designations were changed, revisions were made to the existing Gateway Plan District, and the design overlay zone was applied to some properties. The *Outer Southeast Community Plan* was adopted by City Council in January 1996.



The following visions and policies from the *Outer Southeast Community Plan* pertain specifically to the Gateway Project.

Gateway/Mall 205 Regional Center Adopted Vision: Growing dramatically, Gateway has added many multi-storied buildings with ground floor restaurants and trendy retail shops, as was anticipated in 1995. Modern transit stations let passengers off at locations sheltered from the strong east winds and driving winter rains. Beyond the stations lie the heart of this exciting new employment, commercial, and entertainment district, anchored by major retailers and office complexes. The park blocks are the focus of development and offer open space and relaxation for the growing population of residents, workers, and visitors.
(*Outer Southeast Community Plan*, page 26)

Subarea Policy IV: Gateway Regional Center: Foster the development of this area as a “Regional Center.” Attract intense commercial and high-density residential development capable of serving several hundred thousand people. Promote an attractive urban environment by creating better pedestrian connections and providing more public open space.
(*Outer Southeast Community Plan*, page 90)

MAX LRT Corridor Adopted Vision: All along the line, folks now walk, bike, and pursue sociable and recreational activities with their neighbors. Apartment, condominium, and row house developments grow up around the area’s light-rail transit stations with their lively sidewalk environments. Retail and office establishments, day care centers, gyms, and local shopping centers attract residents who live here for ease of access to the great metropolitan area.
(*Outer Southeast Community Plan*, page 27)

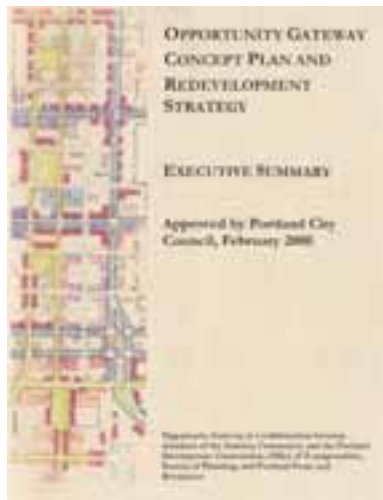
Gateway Planning Regulations Project

Subarea Policy V, MAX LRT Corridor Adopted Policy: Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.
(*Outer Southeast Community Plan*, page 96)

Simultaneously, the Metropolitan Service District, later renamed Metro, faced with heady growth in the Portland metropolitan region, instituted a planning process to evaluate whether to expand the urban growth boundary (UGB) and, if so, how and under what conditions. After an extensive public outreach program, the Metro Council voted in December 1995 to adopt the *Region 2040 Growth Concept*, which would increase the UGB by a minimal amount but would target most of the growth to strategic areas inside the boundary. Downtown Portland, as the region's largest market area, is designated the region's employment and cultural hub. Second only to the Central City are the seven regional centers: Gateway, Clackamas Town Center, Washington Square, and the cities of Gresham, Oregon City, Beaverton, and Hillsboro. Regional centers are areas that foster compact, dense development and are well-served by transit and good street networks. Next on the hierarchy, but not ranked, are station communities, such as 122nd, 148th, and 162nd, town centers, and main streets.

1997 – 2001

In early 1997 the Portland Bureau of Planning received a Transportation Growth Management (TGM) grant to undertake the Gateway Regional Center Project. In July of that year, the project was moved to the Portland Development Commission and given the name Opportunity Gateway. After a three-year public involvement process, the *Opportunity Gateway Concept Plan and Revitalization Strategy (Concept Plan)*, which expanded the OSECP vision for the Gateway Regional Center area, was approved by City Council in February 2000.



The *Concept Plan* describes a district that has excellent street connectivity and pedestrian orientation, with significant mixed-use development, especially around its light rail stations. It acknowledges the area's existing character and characteristics, but calls for an overall unification and upgrade of the district's infrastructure, building stock, and visual identity of the district.

Gateway Planning Regulations Project

To implement the *Concept Plan*, City Council in June 2001 adopted the *Gateway Regional Center Urban Renewal Plan* and created the Gateway Regional Center Urban Renewal Area.



In 2001 the MAX LRT line opened between Gateway and the Portland Airport. An extension of MAX along the I-205 corridor to the Clackamas Town Center now under consideration will greatly add to the transportation hub that the regional center has already become.

Summary of events, plans and actions that led to this planning process

| | |
|-----------------------|---|
| 1980s | Multnomah County adopts high-density residential zoning in areas around MAX stations and along key portions of the light rail line. |
| 1980s/1990s | After annexation, the City of Portland applies transit-supportive zoning designations comparable to Multnomah County zones. |
| 1994 | The <i>Metro 2040 Growth Concept Plan</i> identifies Gateway as one of eight regional centers and the 122 nd , 148 th , and 162 nd stations as station communities. |
| 1995 | The Metro Council adopts its <i>2040 Growth Concept Plan</i> . |
| 1996 | In light of Metro’s designation, the Portland City Council designates Gateway as a regional center in the <i>Outer Southeast Community Plan</i> . |
| 1997 | The Bureau of Planning obtains a TGM grant and begins the collaboration with the Gateway community that has come to be known as “Opportunity Gateway.” Students from the University of Oregon School of Architecture prepare schematics for the “Prunedale” area. A program advisory committee (PAC) is formed. |
| 1998 | City Council asks the Portland Development Commission (PDC) to collaborate with the Gateway community on a redevelopment strategy that would assist the district with its planning and growth management. |
| June 1998 – June 1999 | PDC convenes a 26-person steering committee that includes neighborhood residents, property owners and government staff. Architectural consultants help citizens envision Gateway’s future through a series of community workshops. |
| Oct 1999 | PDC reconstitutes the steering committee into the Opportunity Gateway Program Advisory Committee, or PAC, a group of more than 30 interested citizens who represent neighborhoods in the vicinity, local businesses, property owners and government agencies. The committee oversees the development and adoption of the <i>Opportunity Gateway Concept Plan and Revitalization Strategy</i> intended to guide development in Gateway over the next 20 years. |

Gateway Planning Regulations Project

| | |
|---------------|---|
| Feb 2000 | City Council approves the <i>Opportunity Gateway Concept Plan</i> . |
| May 2000 | The PAC votes overwhelmingly to authorize an urban renewal feasibility study to explore whether creating an urban renewal district in Gateway would be the best way to realize the improvements laid out in the <i>Concept Plan</i> . |
| Aug-Oct 2000 | The PAC convenes a series of 14 small, informal meetings to talk with residents and businesses within the Opportunity Gateway boundary about the <i>Concept Plan</i> . |
| October 2000 | The <i>Opportunity Gateway Urban Renewal Feasibility Study</i> is issued. |
| November 2000 | The PAC votes to commence the urban renewal planning process in Gateway. |
| December 2000 | PDC's five-member commission votes to direct staff to craft an urban renewal plan for the Gateway Regional Center. |
| June 2001 | City Council creates the Gateway Regional Center urban renewal area and adopts the <i>Gateway Regional Center Urban Renewal Plan</i> . |

Current Projects

I-205 MAX Light Rail Transit: potential light rail line from Gateway to Clackamas, with one possible station in Gateway at Main and 96th/97th. Cooperative effort of Metro, Tri-Met, the City of Milwaukie, City of Oregon City, City of Portland, Clackamas County, Multnomah County, and Oregon Department of Transportation

102nd Avenue Study: design and engineering study of 102nd as a boulevard. Lead: PDOT

Parks Feasibility: study of possible location and design of parks over the next 20 years. Lead: Portland Parks and Recreation

Appendix B: Summary of Current Conditions in the Gateway Regional Center

The Gateway Regional Center occupies approximately 650 acres. It lies at the convergence of two freeway corridors (I-84 and I-205) and two light rail transit lines, one of which provides direct service to the Portland International Airport. Another line is under consideration to the regional center anchored by the Clackamas Town Center shopping mall. The regional center also contains multiple bus lines and four east-west arterial streets that serve neighborhoods from downtown Portland to downtown Gresham. The regional center includes portions of three neighborhoods: Hazelwood, Mill Park and Parkrose Heights. Its boundaries are roughly defined as NE Weidler Street to the north with a spur up 102nd to approximately NE Tillamook, I-205 to the west, SE Market Street to the south, and the zoning line separating low-density residential from other uses between 103rd and 114th Avenues to the east.

The East Corridor has not had the kind or level of analysis given the regional center. That is because, while this area is expected to grow, that growth is anticipated to occur on an incremental basis and with less direct funding from outside sources.

The remainder of Appendix B pertains solely to the Gateway Regional Center. The information is extracted primarily from the *Opportunity Gateway Urban Renewal Feasibility Study* prepared by the Portland Development Commission in October 2000. The information is based on a study area with an eastern boundary of 122nd and a southern boundary of SE Division Street. The information is somewhat dated and is not inclusive to the Gateway Regional Center, but it is considered sufficient for purposes of this project.

Land Area and Uses

In 2000 the Gateway Regional Center contained a mix of commercial, industrial and residential land uses, as shown below:

| Land Use | Acres | % of Area |
|---------------------------|--------------|---------------|
| Commercial/Employment | 194.8 | 32.9% |
| Tax Exempt* | 109.0 | 18.4% |
| Multifamily Residential | 108.9 | 18.4% |
| Rights-of-Way | 160.0 | 16.8% |
| Industrial | 26.3 | 4.4% |
| Vacant | 23.0 | 3.9% |
| Single Family Residential | 22.5 | 3.8% |
| Open Space* | 8.1 | 1.4% |
| Total | 652.6 | 100.0% |

*Open space uses are also tax exempt uses, but are called out separately in this table for illustrative purposes. Source: 2000 RLIS Data, Metro

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Demographic Characteristics and Trends in 1998

- With an estimated 4,062 residents as of 1996, the greater Gateway study area (east to 122nd and south to SE Division St.) accounted for only 0.3 percent of the 1.6 million residents in the Portland metropolitan area. Study area population declined by about one percent during the 1980s, but appears to have rebounded back to its 1980 level during the 1990s.
- The potential market area (or customer base) served by the Gateway Regional Center is considerably larger than the number of persons living directly in the study area. As of 1996, more than 15,300 households (as of 1996) were within a one-mile ring, with 65,200 residents within two miles. Population within a five-mile ring increased to almost 350,000 — representing 22 percent of the population in the Portland metropolitan area.
- Household size has been somewhat above the City of Portland average. Average household size in the Gateway area appears to have increased somewhat to 2.33 persons per household as of 1996.
- The greater Gateway study area has had a somewhat higher proportion of households with children under 18 than is true throughout the City of Portland. Somewhat paradoxically, the number of children under 18 as a percentage of total population is just below the citywide average.
- Compared to the rest of the city, Gateway has had relatively high proportions of population in the age categories of 35-64 and 65 and over.
- The propensity for households in the study area to use transit for work-related trips is greater than for the rest of east Multnomah County. However, for other trips, there is a somewhat greater propensity to drive alone and less orientation to use transit than is the case regionally.
- Most of the residential housing stock in the study area, 78 percent of all units as of the 1990 census, was built in the three decades from 1950-1980. Less than 5 percent of units were constructed post-1980.
- As of 1994, there were fewer than 1,600 households. Between 1998 and 2000, 1,200 new housing units were built.

Residential Characteristics and Trends

Single-Family Residential

- In the greater Gateway study area (east to 122nd and south to Division), six permits for new single-family residential homes were issued between 1990 and 1997. Average housing size is relatively small, less than 1,220 sq.ft/unit. Average value, as indicated by the building permits, was also relatively low, at just over \$66,000 per home.
- In addition to limited new construction, the Gateway study area market for single-family residential development is relatively anemic from a pricing perspective. Over a two-year period, the median sales price of study area homes was just under \$99,000 — 76 percent below the regionwide median of \$174,000.
- Relatively low values do suggest greater opportunity for transition to higher density development as envisioned for this regional center.

Multifamily Residential

- The market for new multifamily construction has been more vigorous, with permits issued for 16 projects totaling 89 residential units between 1990 and 1997. All but three projects were plexes of two to four units each. The largest project involved 30 units. Average value, based on permit application data, was just under \$40,000 per unit.

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- The pace of residential development activity picked up dramatically in 1998. Much of the housing has been targeted to affordable and senior housing markets.
- Several of the developments involve some form of public financial support. Incentive mechanisms include transit oriented development (TOD) tax abatement, tax exempt bond financing, low income housing tax credits and PDC loans.
- One study estimated there are almost 2,330 residents in the study area age 55 and over as of 1996. This represents an estimated 57 percent of study area population. It is anticipated that the 2000 Census will show an even greater percentage of persons age 55 and over living within the regional center.

Economic Characteristics and Trends

- As of 1994, over 12,450 people worked in the greater Gateway study area. This represents 1.3 percent of all jobs in the region.
- Major employers include health care and commercial retail service-related activities. There are also a few small industrial employers located west of 102nd Avenue, particularly between Burnside and SE Stark Streets.
- As of 1996, median income of Gateway study area households was just under \$32,200 — \$1,000 below a citywide median of \$33,200.
- Household incomes increase somewhat as one moves out into wider market rings that might be served by commercial businesses in the Gateway area. Median household income in 1998 was \$31,050 one mile out, \$33,740 two miles out, and \$33,550 at the five-mile ring.

Retail and Related Service Commercial

- The mid-county market is well served by neighborhood and specialty centers but underserved with regional retail (i.e., no regional or super regional malls).
- At the end of 1997, retail vacancy rates in mid-Multnomah County remained relatively low at two percent versus 4.2 percent regionwide. Mid-county retail vacancies consistently have been below those of the metro area, albeit with only modest levels of new construction as a result.
- Growth potential for this market is stronger than may be readily apparent. The number of households in mid-county is expected to increase by 39 percent between 1994 and 2015 versus a 52 percent increase for the entire Portland metro area.

Office Development

The entire mid/east Multnomah County area has been a relatively minor player in the region's office market, particularly for Class A office space, but healthy occupancies for available office space indicate potential latent demand.

- According to analyses prepared in both 1995 and 1998, the mid-county market had less than 1 percent of the region's office space inventory.
- Due in large part to limited supply, the office vacancy rate is only 1.8 percent, well below the 1997 Metro average of 5.2 percent. More so than with retail, it is apparent that the development community has not yet stepped forward to take advantage of latent office demand, and the opportunity to serve a large resident work force with office jobs closer to places of residence.

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Comprehensive Plan and Zoning Map Designations

The following *Comprehensive Plan* designations are contained in the Gateway Regional Center:

| Designation | Acreage | Parcels | Acreage % | Parcels % |
|--------------------|----------------|----------------|------------------|------------------|
| CX | 160.39 | 164 | 32.6% | 18.1% |
| IR | 105.23 | 183 | 21.4% | 20.2% |
| RH | 59.1 | 165 | 12.0% | 18.2% |
| R2 | 53.05 | 104 | 10.8% | 11.5% |
| R1 | 22.84 | 66 | 4.6% | 7.3% |
| R5 | 19.16 | 1 | 3.9% | 0.1% |
| EX | 17.29 | 62 | 3.5% | 6.8% |
| UC | 16.48 | 46 | 3.3% | 5.1% |
| OC | 13.75 | 29 | 2.8% | 3.2% |
| NC | 8.74 | 42 | 1.8% | 4.6% |
| OS | 8.08 | 16 | 1.6% | 1.8% |
| CG | 5.52 | 24 | 1.1% | 2.6% |
| R3 | 3.06 | 4 | 0.6% | 0.4% |
| Totals | 492.69 | 906 | 100.0% | 100.0% |

Source: 2000 RLIS Data, Metro

The following **zoning designations** are contained within the Gateway Regional Center.

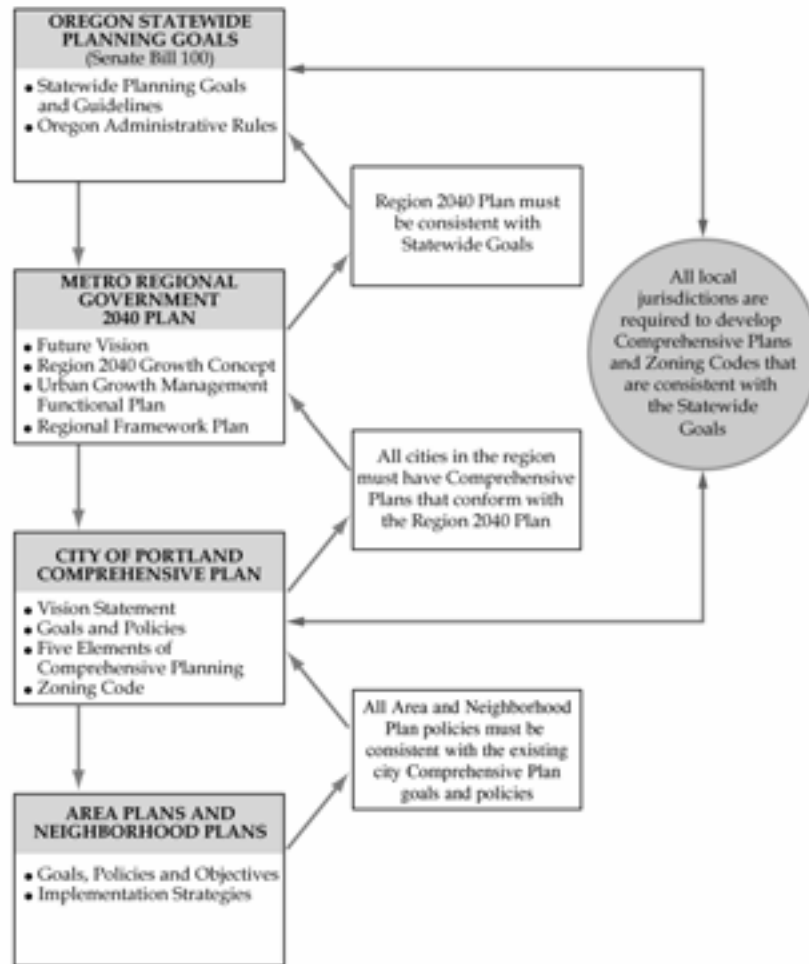
| Zone | Acreage | Parcels | Acreage % | Parcels % |
|---------------|----------------|----------------|------------------|------------------|
| CX | 159.0 | 160 | 32.3% | 17.7% |
| IR | 71.7 | 81 | 14.6% | 8.9% |
| RH | 59.9 | 164 | 12.2% | 18.1% |
| R2 | 52.9 | 103 | 10.7% | 11.4% |
| EG2 | 32.1 | 126 | 6.5% | 13.9% |
| R1 | 22.8 | 66 | 4.6% | 7.3% |
| CO1 | 21.3 | 44 | 4.3% | 4.9% |
| R5 | 19.2 | 1 | 3.9% | 0.1% |
| CS | 14.9 | 33 | 3.0% | 3.6% |
| CO2 | 10.9 | 24 | 2.2% | 2.6% |
| CN2 | 8.8 | 43 | 1.8% | 4.7% |
| OS | 8.1 | 16 | 1.6% | 1.8% |
| CG | 5.5 | 24 | 1.1% | 2.6% |
| R3 | 3.1 | 4 | 0.6% | 0.4% |
| CM | 2.6 | 17 | 0.5% | 1.9% |
| Totals | 492.7 | 906 | 100.0% | 100.0% |

Source: 2000 RLIS Data, Metro

Appendix C: Public Policy Framework

The Gateway Planning Regulations Project is conducted within a framework of state, regional and local planning policies that guide future land use, key transportation and public facilities decisions.

Land Use Planning Structure



This appendix highlights the planning and policy framework considered in development of this proposal.

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State Goals and Rules

Through Senate Bill 100, the 1973 Oregon Legislative Assembly established the current regulatory framework for land use planning in the state of Oregon. The Oregon Land Conservation and Development Commission (LCDC), under the authority delegated to them by the legislature, adopted standards called the Statewide Planning Goals. The Department of Land Conservation and Development (DLCD) administers these planning goals. The department also administers two rules necessary for plans and planning projects in Portland: the Metropolitan Housing Rule and the Transportation Planning Rule.

Oregon's Statewide Planning Goals

Oregon's Statewide Planning Goals constitute the framework for a statewide program for land use planning. The 19 goals incorporate state policies on land use, resource management, economic development, and citizen involvement, among others. The statewide goals are achieved through local comprehensive planning.

Metropolitan Housing Rule

The purpose of this rule is to ensure the provision of adequate numbers of needed housing units and the efficient use of land within cities in the Portland region. It is also designed to provide greater certainty in the development process, which can lead to reduced housing costs.

State Transportation Planning Rule (TPR)

The Transportation Planning Rule implements Statewide Planning Goal 12 (Transportation) and is intended to foster the development of land use and transportation patterns that will reduce the number of vehicle miles traveled per capita, reduce overall reliance on the automobile, support developments that are less dependent on the automobile, and encourage other modes of travel.

To implement this rule, jurisdictions must adopt transportation plans that reduce the amount of miles driven and the amount of parking per person (on average) in order to reduce overall reliance on the automobile, promote other forms of travel, improve air quality, and reduce traffic. The intent is to avoid or minimize many of the livability problems that other urban areas face.

Regional Plans and Policies

Metro is the directly elected regional government for the urbanized portions of Clackamas, Multnomah, and Washington Counties. In addition to managing regional facilities, including the Oregon Zoo, the Oregon Convention Center, and solid waste disposal, Metro provides regional land use and transportation planning and determines the location of the region's urban growth boundary.



Region 2040 Growth Concept

The *Region 2040 Growth Concept*, adopted by the Metro Council in 1995, depicts the preferred form of regional growth and development through the year 2040, the character and density of different areas, as well as ways to protect open spaces, natural resources, and air and water quality. The growth concept is designed to accommodate an estimated 720,000 additional residents (a third of whom will be born in the region) and 350,000 additional jobs within the current urban growth boundary (UGB). Fundamental to the growth concept is a multimodal transportation system that ensures mobility of people and goods throughout the region. The *Regional Growth Concept* identifies and maps “design types” such as regional centers, town centers and main streets.

To accommodate future growth and development, Metro, along with the cities and counties in the region, jointly designated a number of mixed-use development areas that correspond to mapped “design types” regionwide. Mixed-use design types mapped within the Gateway Planning Regulations Project area include the Gateway Regional Center and the 122nd, 148th, and 162nd station communities.

Regional Center. Gateway is one of eight regional centers and the only one in the City of Portland. Regional centers are anticipated to become the focus of compact development, redevelopment and high quality transit service, multimodal street networks, and major nodes along regional through-routes. The *2040 Growth Concept* estimates that about three percent of new household growth and 11 percent of new employment growth would be accommodated in these regional centers. From the current 24 people per acre, the *2040 Growth Concept* anticipates about 60 people per acre in regional centers. Transit improvements would include light-rail connecting all regional centers to the central city. A dense network of multimodal arterial and collector streets would tie regional centers to surrounding neighborhoods and other centers. Regional through-routes would be designed to connect regional centers and ensure that these centers are attractive places to conduct business. The relatively small number of centers reflects not only the limited market for new development at this density, but also the limited transportation funding for the high-quality transit and roadway improvements envisioned in these areas.

Station Communities. There are three station communities within the project area: 122nd, 148th, and the City of Portland’s portion of the 162nd light rail transit station. Station communities are nodes of development centered around a light-rail or high-capacity transit station that feature a high-quality pedestrian environment. They provide for the highest density outside centers. Station communities would encompass an area approximately one-half mile from a station stop. The densities of new development would average about 45 persons per acre. Zoning ordinances now set minimum densities for most eastside and westside MAX station communities. Because the *2040 Growth Concept* calls for many corridors and station communities throughout the region, together they are estimated to accommodate 27 percent of the new households of the region and nearly 15 percent of new employment.

Urban Growth Management Functional Plan

The *Urban Growth Management Functional Plan (Functional Plan)* was created by Metro to aid in early implementation of the *Region 2040 Growth Concept Plan*. The *Functional Plan* establishes specific actions local governments must take to adhere to regional growth

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management policies. Among other things, the *Functional Plan* requires local governments to change, if necessary, their policies and ordinances to:

- apply minimum density standards for residential zones, allow accessory dwelling units, and establish 2040 “design type” boundaries (Title 1);
- meet or exceed standards for parking minimums and maximums (Title 2);
- demonstrate compliance with water quality standards and stream protection (Title 3); and
- prohibit large-scale retail uses in most employment and industrial areas (Title 4).

The *Functional Plan* also requires jurisdictions to increase street and pedestrian/bicycle connections, support boulevard design guidelines, and establish transportation mode-split goals to encourage the use of alternatives to the automobile.

Regional Framework Plan

Metro’s *Regional Framework Plan (Framework Plan)*, adopted in 1997, contains the policies that will direct the region’s future growth. The *Framework Plan* addresses the following:

- Management and amendment of the urban growth boundary
- Protection of lands outside the urban growth boundary for natural resource use and conservation, future urban expansion or other uses
- Urban design and settlement patterns
- Housing densities
- Transportation and mass transit systems
- Parks, open spaces and recreational facilities
- Water sources and storage
- Coordination with Clark County, Washington
- Planning responsibilities mandated by state law
- Other issues of metropolitan concern

This document brings together these elements and the contents of previous regional policies to create an integrated framework and to ensure a coordinated, consistent approach. While technically a separate document, the *Regional Framework Plan* incorporates goals, objectives and policies established in existing documents, including the *Regional Urban Growth Goals and Objectives*, the *Regional Greenspaces Master Plan*, the *Region 2040 Growth Concept Plan* and the *Regional Transportation Plan*.

Regional Transportation Plan

The *Regional Transportation Plan (RTP)*, adopted by Metro in 2000, is a 20-year blueprint to ensure the ability of people and freight to get from here to there as the Portland region grows. The RTP establishes transportation policies for all forms of travel — motor vehicle, transit, pedestrian, bicycle and freight — and lays out the priority projects for roads and freight movement as well as bicycling, walking and transit. The plan is based on forecasts of growth in population, households and jobs as well as future travel patterns and analysis of travel conditions. It considers estimates of federal, state and local funding which will be available for transportation improvements. The plan also comes with cost estimates and funding strategies to meet these costs. The plan was first adopted by the Metro Council in 1983 and is

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updated periodically to reflect changing conditions and new planning priorities. Local transportation plans are required by state law to be consistent with the RTP.

City of Portland Plans and Policies

Portland Comprehensive Plan

The Portland *Comprehensive Plan* provides the citywide policy framework for the Gateway Planning Regulations Project. The *Comprehensive Plan* is a broad and inclusive expression of community values and aspirations and is designed to guide the future growth and development of the city. Portland's *Comprehensive Plan* includes citywide goals, policies, and objectives, as well as goals, policies, and objectives of neighborhood, community and area plans; a list of significant public works projects; and a map of the city's desired land use pattern. Zoning is a major implementation tool for the *Comprehensive Plan* but is not part of the plan. Since its adoption in 1980, the goals, policies and objectives of the plan have been amended in response to new circumstances, special studies, new technology, and changes in state, regional and local plans and mandates. The adopted Gateway Planning Regulations Project will result in updates to the *Comprehensive Plan* text and map.

Portland Transportation Policies

Portland's *Comprehensive Plan* contains a set of transportation and transportation-related policies for the city. The intent of these policies is to coordinate transportation investments with land use and to create an efficient transportation network that supports economic development and neighborhood livability. In addition to transportation policies, the Transportation Element (the transportation component of the *Comprehensive Plan*) contains street classifications, descriptions of the classifications, and district policies. All of these provide guidance on how the transportation system should work.

Area and Neighborhood Plans

Area and neighborhood plans offer more specific guidance for specific areas within the city. When adopted, most area and neighborhood plans become part of Portland's *Comprehensive Plan*. The following area and neighborhood plans contain policies and objectives that this project will help implement.

Outer Southeast Community Plan

The entire project area is included within the *Outer Southeast Community Plan*, which was adopted by City Council in January 1996. The plan contains six community-wide policies, which contain broad directives for the entire plan area, and eight subarea policies. The two subarea policies that specifically address the project area are:

Gateway Regional Center Subarea Policy: "Foster the development of this area as a "Regional Center." Attract intense commercial and high-density residential development capable of serving several hundred thousand people. Promote an attractive urban environment by creating better pedestrian connections and providing more public open space." The policy contains nine objectives.

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MAX LRT Subarea Policy: “Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.” The policy contains six objectives.

Hazelwood Neighborhood Plan

Most of the project area is included within the *Hazelwood Neighborhood Plan*, which was adopted into Portland’s *Comprehensive Plan* in January 1996. The goals, policies, and objectives of the adopted *Hazelwood Neighborhood Plan* are in conformance with the goals, policies, and objectives of the *Portland Comprehensive Plan*. The policies of the *Hazelwood Neighborhood Plan* regarding the area within the Gateway Regional Center and the East Corridor were considered in developing the Gateway Planning Regulations Project proposal.

Mill Park Neighborhood Plan

The portion of the project area within the *Mill Park Neighborhood Plan* includes the east side of Cherry Blossom Drive and 102nd from Market to Stark. The *Mill Park Neighborhood Plan* was adopted into Portland’s *Comprehensive Plan* in January 1996. The goals, policies, and objectives of the adopted *Mill Park Neighborhood Plan* are in conformance with the goals, policies, and objectives of the *Portland Comprehensive Plan*. The policies of the *Mill Park Neighborhood Plan* regarding the area within the Gateway Regional Center were considered in developing the Gateway Planning Regulations Project proposal.

Cully/Parkrose Community Plan

The portion of the regional center north of Halsey Street is included in the reformatted *Cully/Parkrose Community Plan*, which was adopted into Portland’s *Comprehensive Plan* in 1986. The goals, policies, and objectives of the adopted *Cully/Parkrose Community Plan* are in conformance with the goals, policies, and objectives of the *Portland Comprehensive Plan*. The policies of the *Cully/Parkrose Community Plan* regarding the area within the Gateway Regional Center were considered in developing the Gateway Planning Regulations Project proposal.

Opportunity Gateway-Specific Plans and Policies

Opportunity Gateway Concept Plan and Revitalization Strategy

Although this plan and strategy was approved rather than adopted by City Council in February 2000, the *Opportunity Gateway Concept Plan and Revitalization Strategy* was the primary working document shaping the discussion that led to the establishment of the Gateway Regional Center urban renewal area (URA) and continues to form the foundation for future implementation activities within the URA. The future vision, which expanded the vision adopted in the *Outer Southeast Community Plan*, “envisions an intensification of activity in the new regional center. There is increased employment, retail, and housing opportunities, all of which enhance the district’s livability. The unparalleled transportation access serving the district has been complemented by an improved local network of streets,

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sidewalks, and transit service – including service to and from the airport. Numerous destinations and attractions fill the area, including new parks, an education center, a government center, and cultural facilities. The Gateway transit center has converted from a surface parking lot to a mixed-use community, complete with a public plaza, local shops, and entertainment. The character of existing streets such as 102nd, 99th, and 97th has changed dramatically, with wider sidewalks, street trees, and bicycle lanes. New street connections have been made which reduce congestion on major streets. Much of the through-traffic has been managed. All these improvements have made walking and bicycling more pleasant and commonplace.”

Gateway Regional Center Urban Renewal Plan

The *Gateway Regional Center Urban Renewal Plan* was adopted by City Council in June 2001 as the plan that would implement the adopted Gateway Regional Center urban renewal area (URA). Its standing principle, “Establish the Gateway Regional Center,” is bolstered by ten subordinate principles, six of which this project addresses directly.

Appendix D: Process

The process for the Gateway Planning Regulations Project has been lengthy, with several starts and stops, but throughout, elements of this project have been inextricably tied to the Gateway Regional Center's success and economic viability. This section briefly discusses the major components of the process. It is described in greater detail in Appendix D.

Opportunity Gateway Program Advisory Committee

The Program Advisory Committee (PAC) guides the Gateway Regional Center urban renewal area. It is composed of approximately 35 members, including representatives of neighborhood and business organizations, residents, property and business owners, government agencies, educational institutions, nonprofit organizations, and the City of Maywood Park. In December 2000 the PAC directed the Portland Development Commission (PDC) to fund the Gateway Planning Regulations Project and, at the same time, established the Design and Development (D&D) Subcommittee. Both Bureau of Planning staff and members of the D&D Subcommittee briefed the PAC periodically on the progress of the project.

Early Stages

October 1999: Project started with three directives:

- Change the EG2 (General Employment 2) in the Prunedale area to EX (Central Employment).
- Re-evaluate elements in the Gateway Plan District that could hinder desired development.
- Reconsider how design review functions in the regional center and propose ways to improve it.

Early 2000: The project was put on hold in order to complete the *Opportunity Gateway Concept Plan and Redevelopment Strategy (Concept Plan)*. City Council approved the *Concept Plan* in February 2000.

November 2000: The Opportunity Gateway Program Advisory Committee (PAC) directed the Portland Development Commission (PDC) to fully fund a process that would lead to the type of development desired in the *Concept Plan*.

December 2000: The PAC established the Design and Development Subcommittee (D&D Committee) to work with the Bureau of Planning (BOP). Its purpose was to evaluate the following elements in light of how best to advance the vision for Gateway:

- Change of zone in the Prunedale area from EG2 (General Employment 2) to EX (Central Employment)
- Other possible zone changes
- Elimination of the two-track design review system to a totally discretionary Type II-Type III design review
- Preparation of design guidelines that would be specific to the Gateway Regional Center
- Revisions to the Gateway Plan District

January 2001: Bureau of Planning staff and members of the D&D Committee participated in a series of four workshops designed to elicit feedback from stakeholders about a possible urban renewal district.

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- Wednesday, January 24, 2001: Elks Club
- Saturday, January 27, 2001: East Portland Community Center
- Wednesday, January 31, 2001: Midland Branch of the Multnomah County Library
- Monday, February 5, 2001: Adventist Medical Center

At each workshop breakout sessions were held to solicit opinions, thoughts, and concerns from participants. The breakout sessions on design and architecture almost always drew the largest number of people. Comments were written on flip charts, which were then transcribed. The results were considered an important part of the bureau's proposal.

January to June 2001: PDC and the PAC requested BOP to limit its public outreach in order to focus attention on the question of whether or not a Gateway Regional Center urban renewal district should be created. In order not to lose the momentum gained during the workshops, precinct meetings, surveys, and small group sessions, D&D Committee members joined members of the Parks, Transportation, and Education Subcommittees on tours to other communities and developments. These tours plus sessions with Garry Papers, design consultant to PDC, elicited a series of design principles that formed the basis for the Gateway Regional Center Design Guidelines.

June 2001: City Council adopted the *Gateway Regional Center Urban Renewal Plan* and created the Gateway Regional Center Urban Renewal Area.

July 2001: The Gateway Planning Regulations Project started up again, this time with four neighborhood walks, a working draft concept, and the first set of public workshops.

December 2001: The Oregon Supreme Court's decision in *Shilo vs. Multnomah County et al.* changed the way urban renewal taxes are categorized, putting several urban renewal projects at risk.

January 2002: In order to be responsive to the issues addressed by the Oregon Supreme Court, the Portland Development Commission put all projects, including Gateway, on hold.

September 2002: The Gateway Planning Regulations Project was restarted by the PAC and PDC.

Design and Development Subcommittee

The Design and Development Subcommittee was the forum and guide for this project. Barring the months when the project was on hold due to the Shilo Inn case (*for more information on this, see the January 16, 2002 PAC minutes on www.pdc.us/gateway*), the subcommittee met monthly between January 2001 and June 2003. Membership fluctuated between 7 and 11 people during its duration. The subcommittee included several members of the PAC, as well as residents, business and property owners, developers, and neighborhood representatives. The public was invited to each meeting; notices of all meetings were sent out to everyone on the PDC mailing list. Several joint meetings with other subcommittees were held during discussion of design in the regional center.

The mission of the D&D Subcommittee was to “guide and enhance the realization of the Gateway Regional Center vision through the thoughtful use of guidelines, incentives, regulations, and other tools for the benefit of existing and future residents, as well as the entire region. This will be accomplished through:

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- an ongoing, inclusive public process,
- in-depth analysis of the current and proposed regulatory environment, and
- understanding the dynamics and interrelatedness between the public and private realms.”

The D&D Committee met monthly whenever the project was not on hold:

| | |
|----------------|---------------|
| February 2001 | December 2001 |
| March 2001 | January 2002 |
| April 2001 | February 2002 |
| May 2001 | October 2002 |
| June 2001 | November 2002 |
| July 2001 | December 2002 |
| August 2001 | January 2003 |
| September 2001 | February 2003 |
| October 2001 | March 2003 |
| November 2001 | |

Public Outreach

Summary of Outreach, Public Events, and Milestones

| | |
|---|-----------------------|
| Gateway Regional Center PAC meetings | Periodic |
| Public discussion | March 2000 |
| Urban renewal workshops | Jan & Feb 2001 |
| Tours of other communities | Feb & April 2001 |
| Neighborhood walks | Aug & Sept 2001 |
| Working draft concepts | October 2001 |
| First set of workshops | October 2001 |
| Stakeholder meeting | January 2002 |
| Second set of workshops | Mar & Apr 2003 |
| Public review draft available | June 16, 2003 |
| Open houses | June 2003 |
| Meetings with stakeholders | July – Sept 2003 |
| Staff proposal to Planning Commission | August 2003 |
| Design Commission hearing | September 18, 2003 |
| Planning Commission hearing | September 30, 2003 |
| Meetings with amendment requestors | Oct. 2003 – Feb. 2004 |
| Planning Commission work session | December 9, 2003 |
| Joint Design and Planning Commission meeting | January 20, 2004 |
| Planning Commission work session | January 27, 2004 |
| Design Commission work session | February 5, 2004 |
| Design Commission work session | February 19, 2004 |
| Planning Commission work session | March 9, 2004 |
| Planning Commission’s “Recommended Gateway Planning Regulations Project for City Council” available to the public | March 22, 2004 |
| City Council Hearing | April 21, 2004 |

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| | |
|------------------------------------|---------------|
| City Council Work Session | May 12, 2004 |
| Second Reading/Adoption of Project | May 19, 2004 |
| Effective Date | June 18, 2004 |

Workshops and Open Houses

First set of workshops

October 9, 2001: Woodland Park Hospital

October 13, 2001: Woodland Park Hospital

Purpose: Obtain input on ideas that had been considered in various urban renewal workshops and design meetings, and joint subcommittee meetings.

Methods of Outreach: Flyers, news articles, mailings to PDC mailing list, notices in neighborhood and PDC bulletins.

Second set of workshops

February 27, 2003: Adventist Medical Center

March 1, 2003: Woodland Park Hospital

Purpose: To present conceptual ideas for addressing the vision and goals of the Gateway Regional Center urban renewal area, to bring stakeholders up-to-date on happenings since October 2001, and to bring property owners in the East Corridor area into the project.

Methods of Outreach: Mailing to all property owners within the project area, news articles, notices in neighborhood and PDC bulletins.

Open Houses

June 17, 2003: Adventist Medical Center

June 21, 2003: East Portland Community Center

Purpose: To present the *Gateway Planning Regulations Project Public Review Draft* for review and consideration, to answer questions, and to take comments.

Methods of Outreach: Mailing to all property owners within the project area; news articles, notices in neighborhood and PDC bulletins. Copies of the *Public Review Draft* were available at the Midland County Library, the Bureau of Planning office in the 1900 SW 4th Building, and the East Portland Community Center.

Neighborhood Walks

- August 16, 2001: Stark/Washington
- August 25, 2001: 102nd and Burnside
- September 29, 2001: Prunedale
- October 1, 2001: Halsey/Weidler

Gateway Regional Center website

The Portland Development Commission established the Opportunity Gateway website for the Gateway Regional Center urban renewal area. Initially the site included the Gateway Planning Regulations Project, containing minutes of the Design and Development Committee, a project schedule, and publications. This changed in August 2003, with publication of the Bureau of Planning's *Proposal to Planning and Design Commissions*. Since that time, all publications and materials have been put solely on the Bureau of Planning's website.

Gateway Planning Regulations Project

Neighborhood Meetings

- January 2002: Meeting with neighbors along NE 103rd between Glisan and Burnside
- August 2003: Meeting with neighbors along NE 106th and 107th between Glisan and Halsey

Tours

Gateway Tour. November 5, 1999. Purpose: Acquaint City Commissioner Jim Francesconi, agency staff, and PAC members with the challenges and opportunities within Gateway.

Tours of other communities. Purpose: Stimulate discussion and ideas and help members of the Design and Development, Transportation, and Parks Committees grapple with the following issues — identity of Gateway as a whole and as a series of subdistricts; identity of individual streets and public open spaces; and how the public and private realms mesh to make a unified whole that is pleasing, functional, and interesting. This was done by viewing and experiencing other communities in the region and discussing them in light of Gateway's situation.

February 2001: Downtown Vancouver, Columbia River shoreline development, Downtown Gresham, Gresham Station, Martin Luther King Boulevard, and NE Broadway/Weidler between 10th and 16th

April 2001: SW Macadam and John's Landing area, Downtown Lake Oswego, Kruse Way, Downtown Wilsonville, and Barbur Boulevard

Urban Renewal Area – Specific Outreach

- Program Advisory Committee (PAC) meetings: periodic briefings of PAC.
- Opportunity Gateway Bulletin: distributed to 4,000+ mailing list; periodic articles.

University of Oregon School of Architecture Project

Between fall 2001 and spring 2002, PDC contracted with the University of Oregon School of Architecture to use graduate students in architecture to address key design and planning issues in Gateway. Three students, Brian Bennett, James Ponto, and Seth Moran, were chosen to work with PDC, the Bureau of Planning, and the Design and Development Committee. The year's work was divided into three segments: 1) defining the characteristics of an urban place and, to a lesser extent, comparing them with suburban places; 2) reviewing the Gateway Plan District and proposing some revisions for review; and 3) preparing strategies for encouraging development, including major revisions to the plan district. The students attended several meetings of the D&D Committee until the latter was disbanded due to the Shilo decision, met with BOP staff until the project was put on hold, held two slide show presentations for members of the general public, hosted a developer/architect panel to review their work, and prepared a *Report to the Opportunity Gateway Design and Development Subcommittee*.

Planning and Design Commissions

The following hearings and work sessions were held by the Planning and Design Commissions:

September 18, 2003 Design Commission: hearing
September 30, 2003 Planning Commission: hearing

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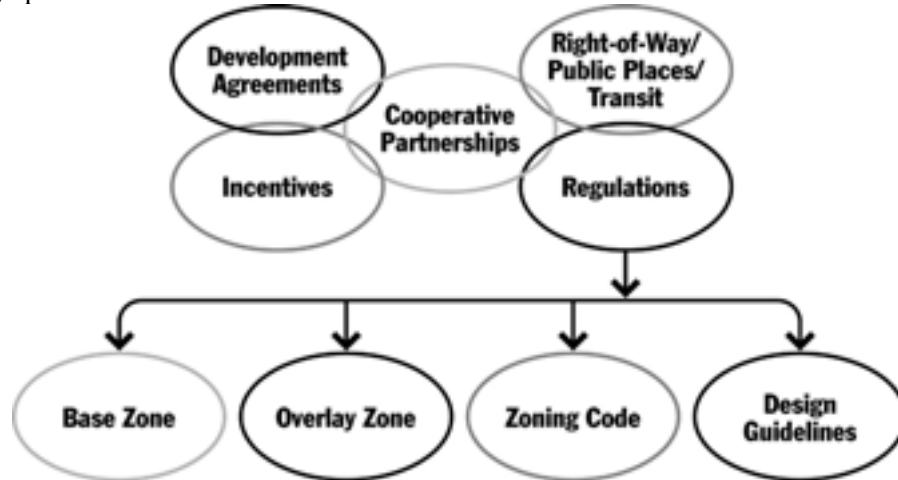
| | |
|-------------------|---|
| December 9, 2003 | Planning Commission: work session |
| January 20, 2004 | Joint Planning and Design Commission work session |
| January 27, 2004 | Planning Commission: work session |
| February 5, 2005 | Design Commission: work session |
| February 19, 2004 | Design Commission: work session |
| March 9, 2004 | Planning Commission: work session |

City Council

| | |
|----------------|--|
| April 21, 2004 | Hearing |
| May 12, 2004 | Work Session |
| May 19, 2004 | Second Reading and Adoption of Project |

Appendix E: Gateway Regional Center Interagency Cooperation

The Gateway Regional Center Program Advisory Committee (PAC) realized early in the process that the regulatory tools available to the Planning Bureau alone were insufficient to transform Gateway from its current economically successful, but highly suburban, character to an equally successful, but more urban, pedestrian-oriented regional center. It would take the concerted effort of city, regional and state agencies, non-profit organizations, and the private sector for the transformation to occur. To make this inter-relationship more explicit, PAC members created the following graphic.



The creation of the Gateway Regional Center urban renewal area was a major step in the right direction. Urban renewal allows the City to facilitate cooperative partnerships and development agreements and create economic incentives. Through the authority and funds available to it, the Portland Development Commission has the ability to:

- acquire land for open space and other amenities in order to create an atmosphere and environment more amenable for market-rate housing and upscale office and retail possibilities;
- construct or help construct the missing transportation infrastructure upon which developers can provide the housing and business opportunities;
- provide financial incentives for projects that would otherwise be unfeasible to build; and
- negotiate development agreements with the private sector for joint ventures.

Cooperative partnerships between public and private entities enable a wide-range of projects that implement the vision of Gateway. An example of this might be a joint project undertaken by a college interested in taking advantage of Gateway's accessibility; a non-profit organization wishing to offer assistance to its clientele; and a private developer able to combine resources in return for high-income housing with views of Mt. St. Helens and the West Hills.






Finally, successful right-of way, public places, and transit need the creativity, financial ability, and authority of:

- PDOT, ODOT, Tri-Met, and Metro to create more accessible freeway ramps in conjunction with the new light rail line and the I-205 bike trail; and
- Portland Parks and Recreation, PDC, and Metro to ensure high-quality open areas for the anticipated increase in residential and employment population.

Gateway Planning Regulations Project

The Planning Bureau's role in this interagency cooperation has been to evaluate its own set of tools – *Comprehensive Plan* and zoning map designations, zoning code provisions, and design review – and propose revisions, where necessary, to make the tools more effective for implementing the Gateway development strategy.

The following table identifies partners in the Regional Center's transformation as well as recent projects.

| | |
|---|--|
|  | <p>The <i>Opportunity Gateway Concept Plan</i> calls for targeted public investments to spur private reinvestment. The Portland Development Commission is the project manager.</p> <ul style="list-style-type: none"> • Investments to date: <ul style="list-style-type: none"> ◆ Acquisition of one-acre parcel at the Gateway transit center ◆ Acquisition of one-acre parcel at the 102nd and Burnside light rail station • Public-private partnership on project along Pacific and 102nd |
|  | <p>The <i>Gateway Regional Center Urban Renewal Plan</i> calls for expanding and improving travel options and establishing a pedestrian orientation. The Portland Office of Transportation's involvement includes:</p> <ul style="list-style-type: none"> • Preparing <i>Street Design Guidelines</i>, which will provide guidance for the development of new or enhanced streets in the regional center • Engineering and designing 102nd Avenue to transition it into a boulevard • Straightening the 99th and Glisan intersection • Improving sidewalks throughout the regional center |
|  | <p>Having Gateway-specific planning tools in place will create a pedestrian-oriented, urban development pattern in the regional center. Through the Gateway Planning Regulations Project the Bureau of Planning is evaluating the following tools for the Gateway Regional Center:</p> <ul style="list-style-type: none"> • Urban design • Zoning • Development standards • Design review |
|  | <p>A new open space system is critical to Gateway's successful redevelopment. Bureau of Parks and Recreation staff is:</p> <ul style="list-style-type: none"> • investigating the economic benefits and financial feasibility of park acquisition and construction • reviewing previous park studies and making recommendations for park locations • Willing to establish and manage a Parks Fund for open space in the regional center |
|  | <p>Everything that happens in Gateway builds on the accessibility of the region's excellent transit system. Tri-Met continues to play a major role in Gateway's redevelopment through:</p> <ul style="list-style-type: none"> • Rerouting bus routes to alleviate traffic into the Gateway transit center • Selling a one-acre parcel of its park and ride lot at NE 99th and NE Pacific to PDC • Its responsibility as project manager for the MAX light rail transit line extension from Gateway to Clackamas Town Center |

Appendix F: Re-thinking the Zoning Code

Background

Currently, the Bureau of Planning has a set of tools that can be implemented — in conjunction with the tools of other bureaus — in various combinations to achieve or facilitate desired public objectives. This set of tools includes zoning maps, the *Portland Zoning Code* (Title 33 of the City Code), and design guidelines. The *Zoning Code* relies predominantly on prescriptive language to describe allowable uses and development standards. Typical development standards address issues like ground floor windows, active building use areas, required building lines, and parking access limitations. Occasionally graphics are used to describe how a particular provision is to be interpreted, but for the most part, the current code is text-based.

The Bureau of Development Services reviews development proposals using the code standards in a nondiscretionary process – either the proposal meets a given standard or it doesn't. Review using the design guidelines is called “design review” and is a discretionary process, as there are many possible ways to meet the intent of the each guideline. During the design review process, many discussions occur between the applicant and review body, sometimes in a public meeting.

The Opportunity in Gateway

The proposed Gateway Plan District offers an opportunity to create a new model for the way in which the *Zoning Code* and design guidelines are developed and implemented throughout the City. It offers the potential to improve the clarity of these regulations, modify and/or better tailor the review processes, and reduce the number of code pages needed to explain the regulations.

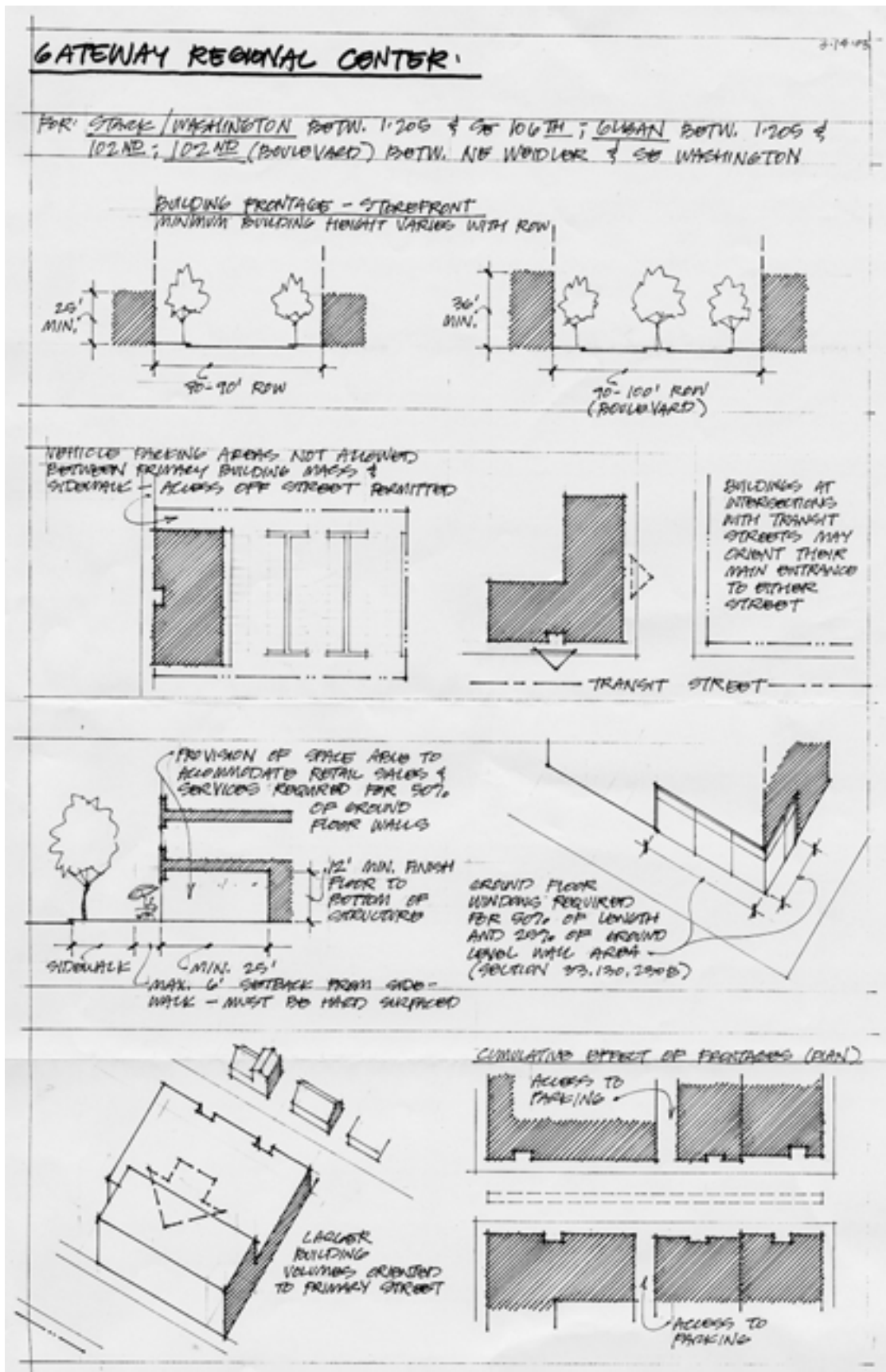
The new model — at its core determining a set of relationships between the public and private realms — considered early in this process for potential implementation in the Gateway Regional Center would employ more graphics than words to provide greater clarity. It is this relationship, between the buildings and the street or sidewalk, that is the most critical in developing a successful pedestrian-oriented environment. These relationship standards would replace what would otherwise be the development standards section of the plan district's written code, and could include additional development regulations, such as maximum building height, minimum street wall height, or prohibited building materials.

A Street Hierarchy

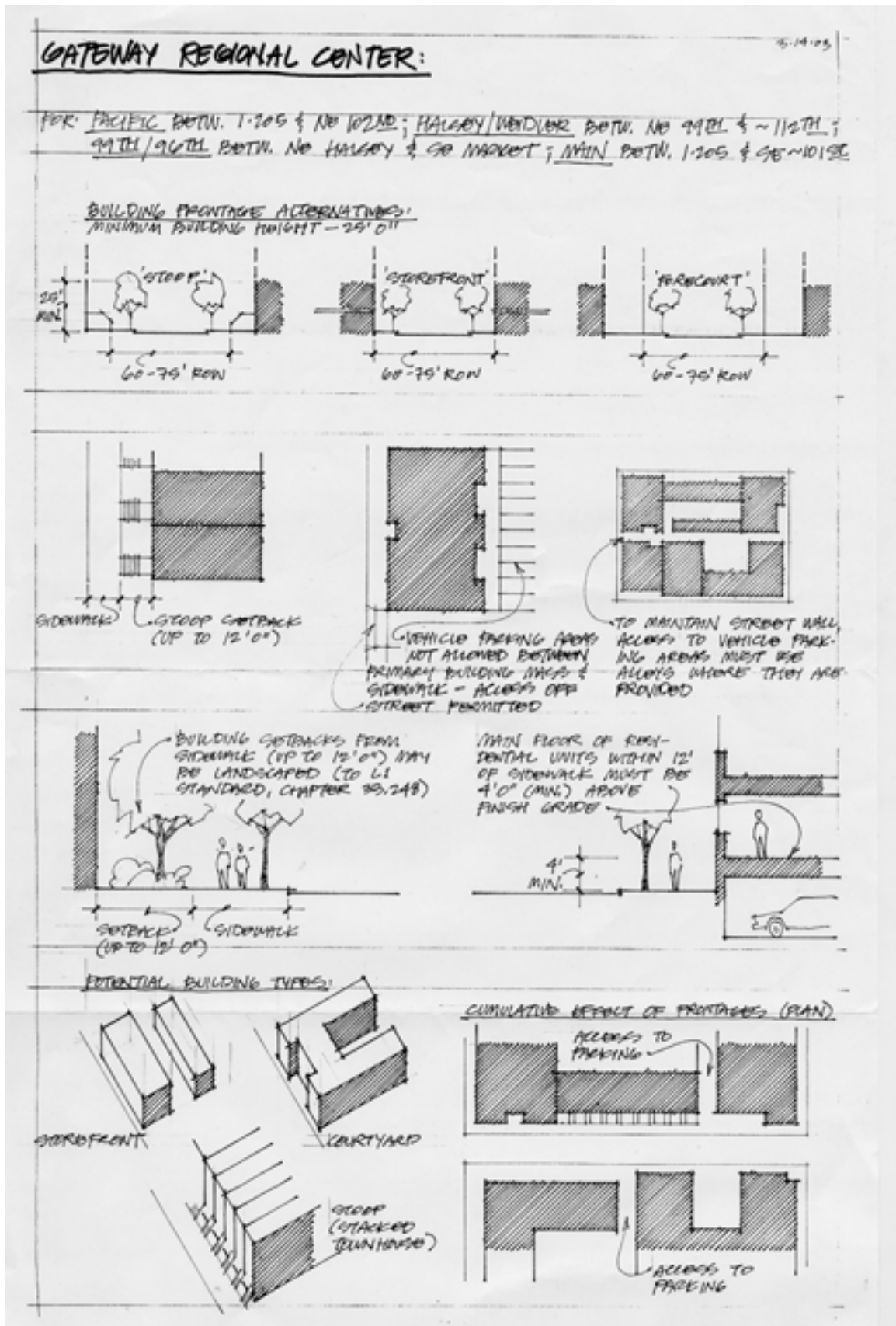
This proposal is based on an established hierarchy of streets in the Gateway Regional Center, tying regulations for new development to the different streets, their current and planned functions. Different sets of the diagrams would be linked to specific sections of different streets in the regional center, depending on the street's function, character or intended transition. For example, streets designated as “transportation corridors,” such as NE Glisan or the SE Stark/Washington couplet, would use one set of the diagrams, while 99th or NE Pacific, both intended to transition to “main streets,” would use another.

Relationship “one-pagers” for the Transportation Corridors and Main Streets are included on the following pages for illustrative purposes.

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Gateway Planning Regulations Project



Gateway Planning Regulations Project

There are four different types of streets identified in the Gateway Regional Center, and therefore, there would be four different sets of standards. Suggested sets of relationship standards have been prepared for two of the four street types – transportation corridors and main streets.

Relationship standards clearly describe the desired relationship(s) along the specific street, while providing flexibility for those proposals that choose to pursue something different. Development proposals that incorporate the desired relationship into their designs would be reviewed in a non-discretionary (streamlined) process, while those that opt to propose something different would be reviewed through the normal discretionary process. Modifications to the standards set by the one-pagers would require design review. Generally, the intent of the standards on the one-pagers is to allow the majority of the buildings to pass through the process quickly, so that the buildings demanding attention are those that truly ask for it. In addition, there may be some sites (adjacent to the 102nd/Burnside intersection, for example) where design review will be required, and the relationship standards would not be an option.

Simplifying and Clarifying the Code

Only one page in the code would be needed to describe the desired relationship and the streets along which it is desired. This format would use annotated diagrams to graphically portray the parameters of the relationship between building and street. The new code's "one-pagers" would focus on the building's relationship(s) to the public realm. Over time, this system could be implemented so that a section of the code would have a series of these one page relationship standards, and designers and developers would be able to refer to this section based on the street adjacent to their parcel(s).

See the previous two pages for the relationship "one-pagers" for the following streets.

Relationship #1. Transportation Corridors (these are the major traffic streets in the regional center)

- Stark/Washington between I-205 and SE 106th
- Glisan between I-205 and 102nd
- 102nd between NE Weidler and SE Washington

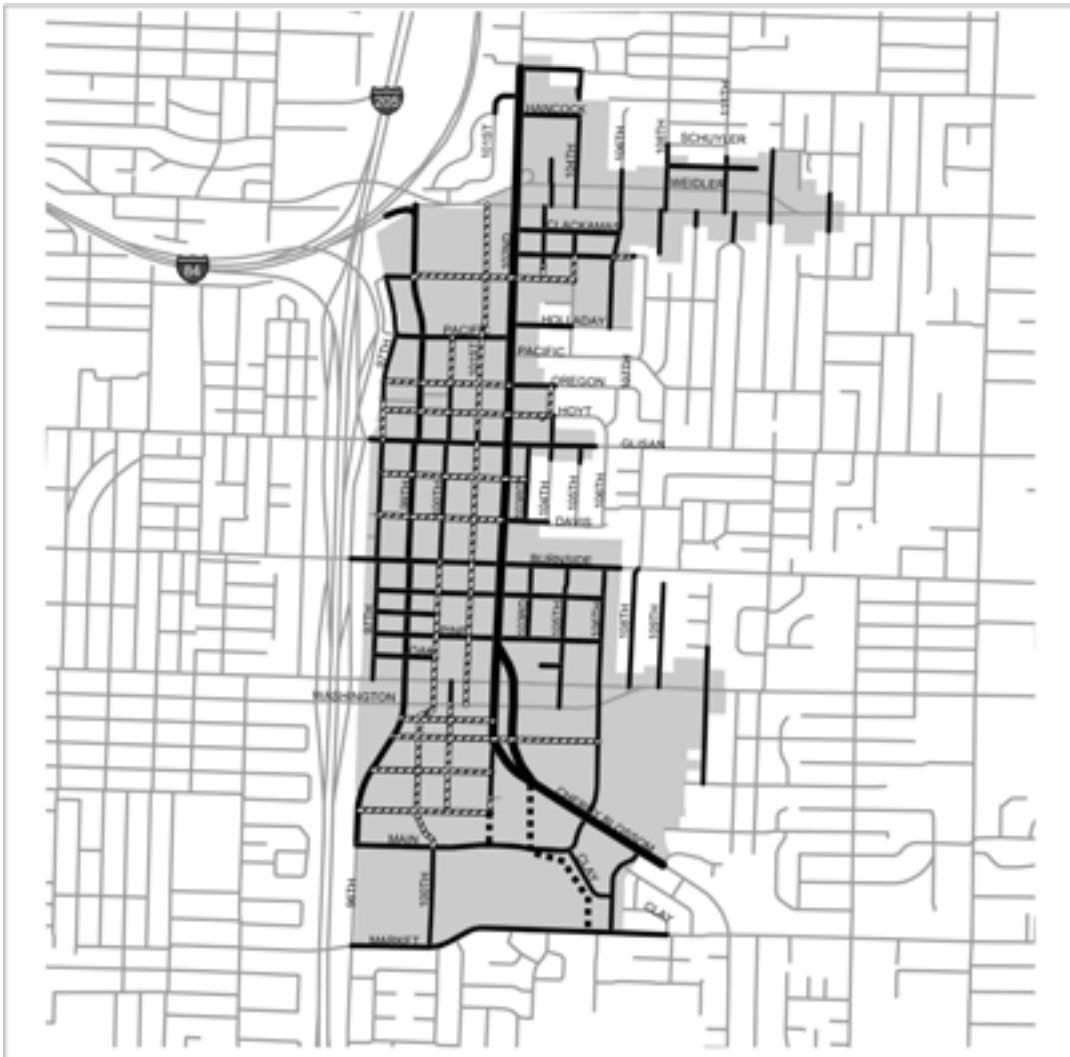
Relationship #2. Main Streets (existing and potential)

- Pacific between I-205 and NE 102nd
- Halsey/Weidler between NE 99th and around 112th
- 99th/97th between NE Halsey and SE Market
- Main between I-205 and around 101st

Appendix G: Transportation Elements and the Zoning Code

Gateway Master Street Plan

Portland *Comprehensive Plan* Policy 11.11, Street Plans, applies to the Gateway Plan District. The *Portland Master Street Plan* for the Gateway District (Gateway Regional Center) is shown below.




Portland Master Street Plan
Gateway District

Legend

- Existing Streets
- Proposed New Streets
- Pedestrian Connection
- Gateway Regional Center

Map 11.11-3



Gateway Planning Regulations Project

Comprehensive Plan Policy 11.11 and the six objectives relevant to the Gateway Plan District:

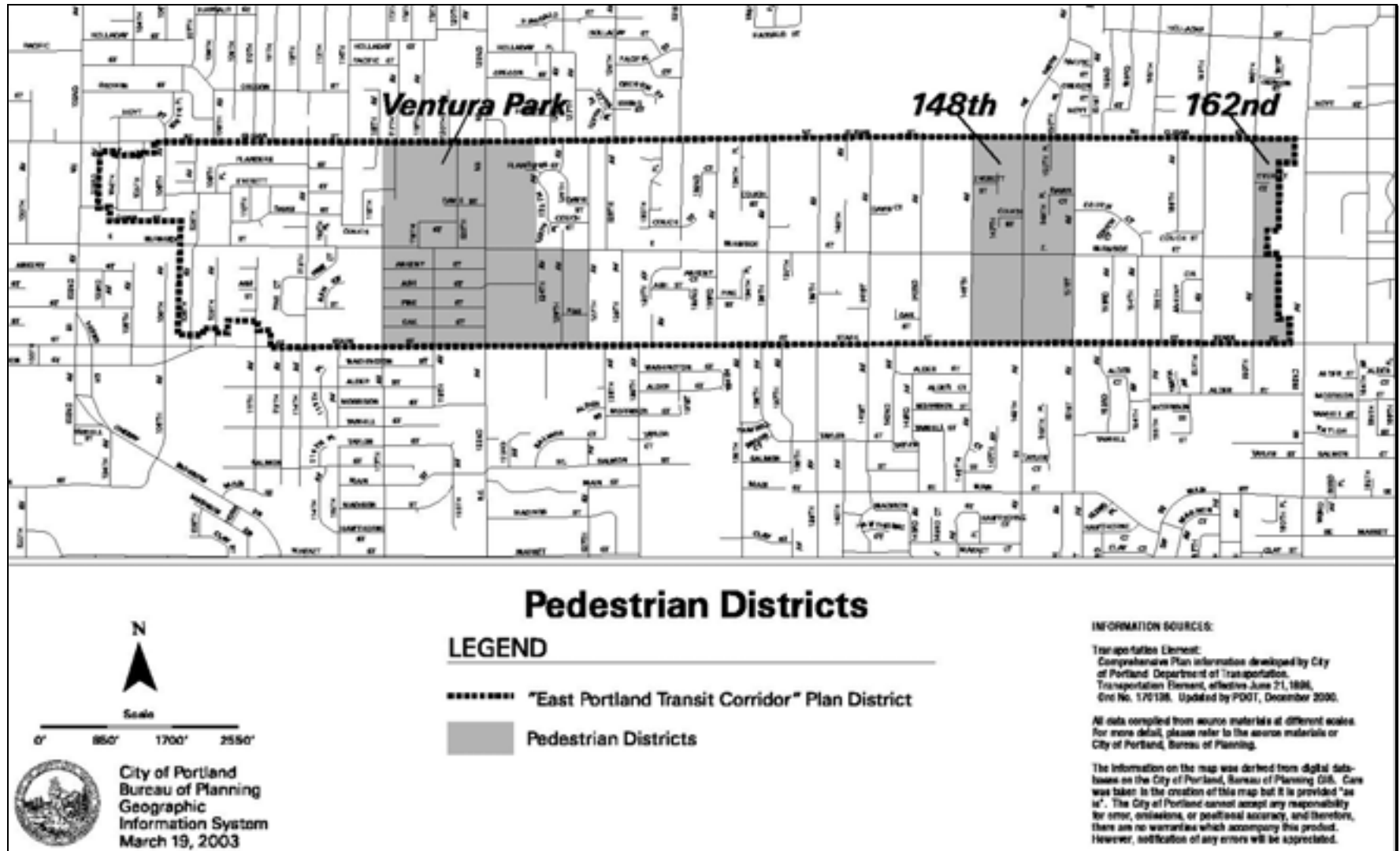
Policy: Promote a logical, direct, and connected street system through the development of street plans.

Objectives:

- A. Develop conceptual master street plans for areas of the City that have significant amounts of vacant or underdeveloped land and where the street network does not meet City and Metro connectivity guidelines.
- B. Ensure that new residential development and development in zones that allow a mix of uses include street plans that are consistent with master street plans, extend and connect to adjacent areas, and meet connectivity objectives.
- C. Identify opportunities to extend and connect streets, provide direct public right-of way routes, and limit the use of cul-de-sac and other closed-end street designs.
- D. Provide full street connections with spacing of no more than 530 feet between connections, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Where streets must cross over protected water features, provide crossings at an average spacing of 800 to 1,200 feet, unless exceptional habitat quality or length of crossing prevents a full street connection.
- E. Provide bike and pedestrian connections at approximately 330-foot intervals on public easements or rights-of-way when full street connections are not possible, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Bike and pedestrian connections that cross protected water features should have an average spacing of no more than 530 feet, unless exceptional habitat quality or length of crossing prevents a connection.
- H. As the Gateway regional center redevelops, provide additional connectivity for all modes of travel as shown on Map 11.11.3.

Pedestrian Districts in the East Corridor

The next page identifies the three pedestrian districts within the East Corridor Plan District. They are 1) the Ventura Park pedestrian district, which encompasses the 122nd and Burnside transit station, 2) the 148th pedestrian district, which encompasses the 148th and Burnside transit station, and 3) the 162nd pedestrian district. The 162nd pedestrian district includes only the portion of the transit station with the City of Portland. The remainder lies within the City of Gresham.



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Pedestrian districts are established by the Portland Office of Transportation (PDOT). The original Ventura Park pedestrian district was established during the *Outer Southeast Community Plan* process and was expanded by the *Transportation System Plan* (TSP) when it was adopted in 2002. The latter also created the 148th and 162nd pedestrian districts.

According to the TSP, pedestrian districts are intended to give priority to areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway Regional Center, town centers, and station communities.

- Land Use. Zoning should allow a transit-supportive density of residential and commercial uses that support lively and intensive pedestrian activity. Auto-oriented development should be discouraged in pedestrian districts. Institutional campuses that generate high levels of pedestrian activity may be included in pedestrian districts. Exceptions to the zoning and density criteria may be appropriate in some designated historic districts with a strong pedestrian orientation.
- Streets within a district. Make walking the mode of choice for all trips within a pedestrian district. All streets within a pedestrian district are equal in importance in serving pedestrian trips and should have sidewalks on both sides.
- Characteristics. The size and configuration of a pedestrian district should be consistent with the scale of walking trips. A pedestrian district includes both sides of the street within its boundary, except where the abutting street is classified as a Regional Trafficway. In these instances, the land up to a Regional Trafficway is considered part of the pedestrian district, but the Regional Trafficway is not.
- Access to Transit. A pedestrian district should have, or be planned to have, frequent transit service and convenient access to transit stops.
- Pedestrian Districts. Use the *Pedestrian Design Guide* to design streets within a pedestrian district. Improvements may include widened sidewalks, curb extensions, street lighting, street trees, and signing. Where two arterials cross, design treatments such as curb extensions, median pedestrian refuges, marked crosswalks and traffic signals should be considered to minimize the crossing distance, direct pedestrians across the safest route, and provide safe gaps in the traffic stream.

In general, pedestrian districts in the East Corridor contain only properties zoned for commercial or multifamily residential development. These zones are Storefront Commercial (CS), Mixed Commercial (CM), high-density residential (RH), and medium-density residential (R1). The 148th pedestrian district also contains a small piece of very high density single family, R2.5, residentially-zoned property.

The Bureau of Planning has identified these pedestrian districts as appropriate areas for the pedestrian- and transit-oriented provisions of the East Corridor Plan District. These are found in the East Corridor Plan District, Chapter 33.521.

Gateway Planning Regulations Project

Chapter 17.88 Street Access

This chapter was revised by City Council as part of the Land Division Code Rewrite project in December 2002. While the entire chapter is relevant to streets and accessways in both plan districts, the following are especially important.

17.88.001 Purpose.

The purpose of this chapter is....to ensure an adequate level of street connections to serve land uses, and to ensure that improvements to these streets are made in conjunction with development.

17.88.020 For Buildings and Planning Actions.

No single family, multiple dwelling, industrial or commercial building shall be constructed, or altered so as to increase its number of occupants, or make significant alterations to a building without resulting in increased occupancy, on property that does not have direct access by frontage or recorded easement with not less than 10 feet width of right-of-way to a street used for vehicular traffic. If such a street or any other street adjacent to the property sued for vehicular access for said property does not have a standard full width improvement, including sidewalks, the owner as a condition of obtaining a building permit, conditional use, zone change, land partition or adjustment, shall provide for such an improvement or a portion thereof as designated by the city Engineer...Where, in the opinion of the City Engineer, it is not feasible to provide such a standard improvement, he may allow a temporary improvement appropriate for the circumstances, on the condition that the City will not maintain said temporary improvement and the owner will provide the city with a notarized document...to be filed with the county in which property is located, stating that the present and future owners will be counted in favor of any proposed standard improvement of said street.

17.88.040 Through Streets.

Street connectivity provides access to adjacent properties and reduces out-of-direction travel. New or expanding development must include the following:

- A. Through streets as required by the City Engineer connecting existing dedicated streets, or at such locations as designated by the City Engineer, shall be provided for any development or redevelopment.
- B. Partial-width streets as required by the City Engineer where full-width streets could reasonably be provided in the future with the development or redevelopment of abutting property.
- C. New residential development or development in existing or future mixed-use areas that will require construction of new street(s) must:
 1. Respond to and expand on the adopted street plans, applicable to the site or area, or in the absence of such plan, as directed by the City Engineer;
 2. Provide for street connections no further apart than 530 feet, except where prevented by barriers such as topography, railroads, freeways, pre-existing development, or natural features where regulations do not allow construction of or prescribe different standards for streets;
 3. Provide bicycle and/or pedestrian connections when full street connections are not possible, no further apart than 330 feet except where prevented by barriers as noted above;

Gateway Planning Regulations Project

4. Limit the use of cul-de-sac or closed streets systems; and
5. Include street cross section(s) as directed by the City Engineer.

17.88.060 Dedication Prior to Construction.

No permit shall be issued for the construction of any dwellings or buildings upon any lot, block, tract or area within the City where the establishment of access streets are required as outlined in this Chapter, unless and until the location of the streets is approved by the city Engineer and the area of the streets dedicated to the public for street purposes.

Gateway Planning Regulations Project

Appendix H: Transit Oriented Development (TOD) Tax Abatement

Currently, all properties within the existing Gateway Plan District, which includes the entire East Corridor and most of the Gateway Regional Center, qualify for property tax abatements, depending on the type of development. To be eligible, projects must meet density, affordability and transit orientation criteria. These are described in the table below. City Council makes the ultimate decision to grant the abatement on a case-by-case basis.

Eligibility Considerations for Transit-Oriented Development Tax Abatement

| Criteria (All must be met) | Public Benefits (Must include at least 1) | Design Criteria (Must include at least 1) |
|---|--|--|
| <ul style="list-style-type: none"> • 8+ dwelling units • Permanent housing • One or more public benefits • Pedestrian connectivity to the light rail system • Affordable to a broad range of public OR provide alternative public benefits or design features • Density of 20-35 units/acre • Income level and sales price restrictions for owner-occupied units (condos) • Financial benefit to buyer/user | <ul style="list-style-type: none"> • For 15+ unit rental projects, 20% of the units must be affordable to households earning 60% MFI* or less • For 8-15 unit rental projects, 10% of the units must be affordable to households earning 30% MFI or less • For ownership projects, all units must be sold to owners earning 100% MFI or less • 20% units for people with special needs • 20% units at 3 or more bedrooms • On-site child care • 80% maximum density | <ul style="list-style-type: none"> • Ground floor service or commercial use space • Office or meeting space for community organizations • Publicly accessible open space • Recreational facilities for children of project residents • Transit or pedestrian design amenities |

MFI = Median Family Income

The Transit Oriented Development (TOD) Tax Abatement Program seeks to enhance the effectiveness of the light rail transit system by encouraging transit-oriented, mixed-use development and affordable high-density housing development near light rail stations.

The Bureau of Planning identifies locations for the program. The Portland Development Commission processes applications and manages the approval process. This project continues the TOD program in both the Gateway and East Corridor Plan Districts.

Gateway Planning Regulations Project

Appendix I: Proposed Principles for Site/Block Design and Building Design

As part of the Gateway Planning Regulations Project, Garry Papers, formerly of Sera Architects, prepared draft design principles to guide development in the Gateway Regional Center. As Garry stated, “these principles form the basis upon which good site and building designs will be achieved as Gateway transitions to a major metropolitan regional center.” They were approved by each subcommittee, and then by the Gateway Program Advisory Committee in June 2001.

This appendix contains these principles. The principles became the basis for the *Gateway Regional Center Design Guidelines*, contained in Volume II of this project.

1. Site and/or Block Design

Following are the agreed-upon design principles to guide the design of large sites and blocks in Gateway. These carry out the next scale of the *Gateway Concept Plan*, and precede the specific “Building Design Principles” also approved by the committee on June 7, 2001. These principles assume a basic street network and major open space network (usually called a “framework plan”) are already in place, or concretely planned.

1. CONTEXT

Consider adjacent uses, building form and activities. Support existing circulation and connections. Augment special adjacent elements and relationships.



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2. HERITAGE

Preserve and accent any heritage structures, sites or resources.



3. NATURE

Preserve and accent any positive natural features, trees, wetlands, etc. Minimize site disruption and work with existing topography. Preserve habitat.



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ORIENTATION

Consider solar access to all parcels; shadow impacts from taller buildings. Preserve important views and reasonable ambient light.



4. OPEN SPACE

Carefully locate a range of open spaces for sun, safety and access. Mini-parks, plazas, gardens and courtyards provide active and passive recreation.



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5. PUBLIC FACILITIES

Locate civic and public facilities at visible, easily accessed positions. Create dynamic relationships with transit, open spaces and views.



6. PEDESTRIAN PRIORITY

a. Locate and connect shops, transit and public facilities for pedestrian access.



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- b. Create pedestrian-friendly streets, buildings and sites.



8. DEFINE STREETS AND SPACES WITH BUILDINGS

Match building types and uses with the adjacent street type. Construct most buildings close to the street with small frontage ‘gaps.’



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9. PARKING/LOADING/SERVICE

Locate parking and access at middle-block, and minimize impacts on pedestrian realm. Minimize and share curb cuts.



10. COMMERCIAL NODES

Concentrate retail/commercial/services at dynamic intersections and nodes, rather than long strips or 'just everywhere.'



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11. REINFORCE TRANSIT

Support transit, bikes and pedestrians with active, mixed-uses and density along transit corridors, and especially at transit centers/stops.



12. MIXED- USE

Encourage a variety of uses – residential, commercial, employment – in vertically mixed buildings (or at least side-by-side) to reduce segregation



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2. Building Design

Following are the agreed upon design principles to guide building design in Gateway. These work in concert with the "Site/Block Design Principles," also agreed upon by the Design and Development Committee on June 7, 2001.

SENSITIVE BUILDING POSITION, MASSING AND OPEN SPACE

1. CONTEXT

Be respectful of surrounding context, without necessarily copying it, including building massing/scale transition, where appropriate.



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2. PARKING

- a. Locate parking in, under, behind or at least beside the building, and screened from primary pedestrian ways.



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b. Maximize on-street parking.



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3. PEDESTRIAN PRIORITY

Place buildings to define the appropriate street type, accent corners and reinforce the pedestrian realm and access.



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4. USEABLE SPACE

Create useable outdoor spaces, with quality landscaping.



INTERESTING BUILDING COMPOSITION AND EMPHASIZE THE PEDESTRIAN

5. GROUND FLOOR

Create rich, mostly transparent ground floors next to pedestrians, with clear entries and good buffering of adjacent residential.



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4. FACADES

Modulate and compose large facades with diverse textures, materials, projections and reveals, and create interesting roofs/profiles to the sky.



5. SIDEWALKS

Create generous, well-appointed, interesting sidewalks and pedestrian realm.



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BUILDING MATERIALS AND DETAILS

8. MATERIALS

Specify high quality, durable materials, especially on the pedestrian ground floors.



9. DETAILS

Provide generous, pedestrian-scaled lighting, integrated signage and weather protection, and incorporate 'eyes on the street' safety design.



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10. SPECIAL IDENTITY

Reinforce distinctive themes/identity from the context.



Gateway Planning Regulations Project

Gateway Planning Regulations Project

Appendix J: Implications of Base and Bonus FAR and Height on Selected Sites

The following schematics illustrate the implications on two sites of the proposed maximum building heights and floor area ratios.

DEVELOPMENT SITE "A"

LOCATION: On 102nd Avenue between Burnside and Glisan
 PRIMARY USE: Office with retail space(s) at ground level
 SIZE: 250' X 300' = 75,000 square feet (sf)
 PARKING: 3 spaces/1000 sf (max)
 (below-grade parking not counted against FAR)
 FLOOR HEIGHT: 12' (typical)

BASE

MAX FAR: 4:1 (300,000 sf)
 MAX HEIGHT: 100'
 PARKING SPACES: 230 (below-grade on one deck)
256 (above-grade on two decks)
 586 spaces total

AREA (in square feet unless otherwise noted):

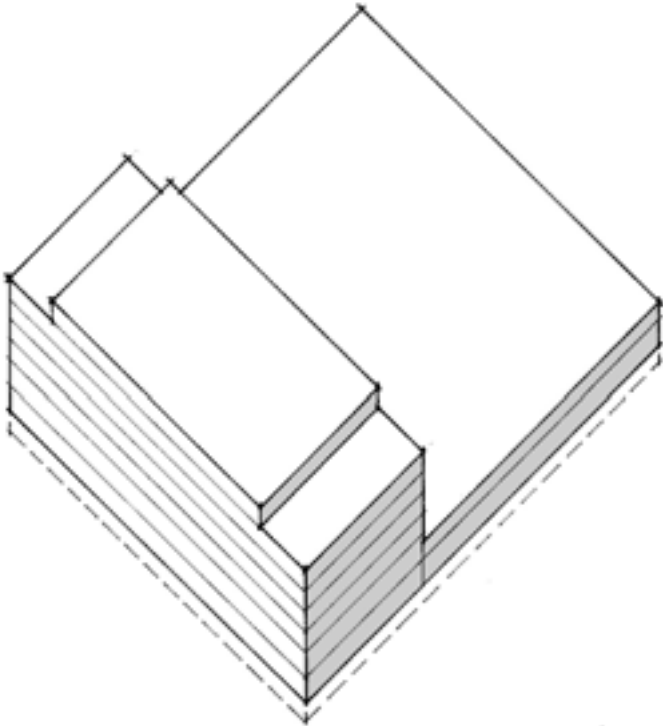
| Parking | Leasable space | Total area (FAR) | Total height (floors) |
|---------|----------------|------------------|-----------------------|
| 100,000 | 167,500 | 267,500 (3.6:1) | 90 feet (7 floors) |

BASE + BONUS

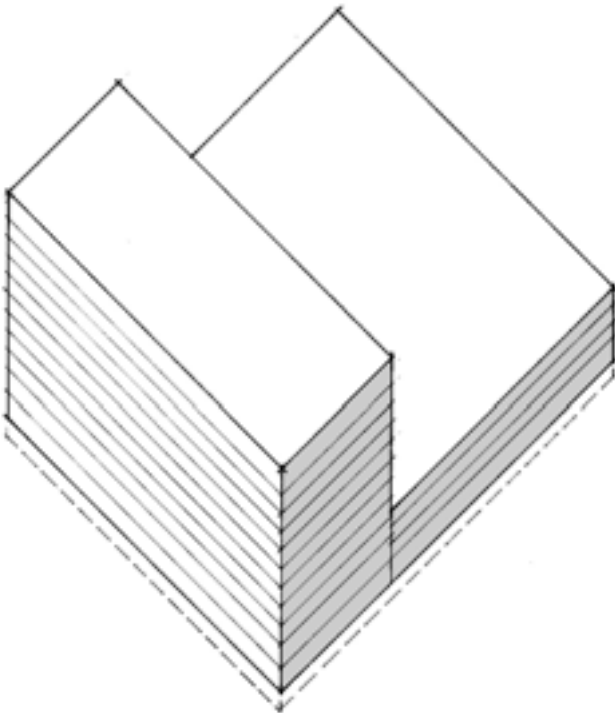
BONUS FAR: 3:1 (max), to 7:1 (525,000 sf)
 BONUS HEIGHT: 45' (max), to 145'
 PARKING SPACES: 230 (below-grade on one deck)
512 (above-grade on four decks)
 742 spaces total

AREA (in square feet unless otherwise noted):

| Parking | Leasable space | Total area (FAR) | Total height (floors) |
|---------|----------------|------------------|-------------------------|
| 200,000 | 275,000 | 475,000 (6.3:1) | 141 feet (11 floors) |



DEVELOPMENT SITE "A"
Base



DEVELOPMENT SITE "A"
Base + Bonus

Gateway Planning Regulations Project

DEVELOPMENT SITE “B”

LOCATION: Near Intersection of 102nd and Burnside
 (inside station area boundary)
PRIMARY USE: Residential with retail space(s) at ground level
SIZE: 200' X 230' = 46,000 square feet (sf)
PARKING: 1.5 spaces/dwelling unit (max)
 (below-grade parking not counted against FAR)
AVG. UNIT SIZE: 1000 sf (incl. movement space, etc.)
FLOOR HEIGHT: 10' (typical)

BASE

MAX FAR: 8:1 (368,000 sf)
MAX HEIGHT: 150'
PARKING SPACES: 140 (below-grade on one deck)
200 (above-grade on two decks)
 340 spaces total (1.3/DU)
DWELLING UNITS: 270

AREA (in square feet unless otherwise noted):

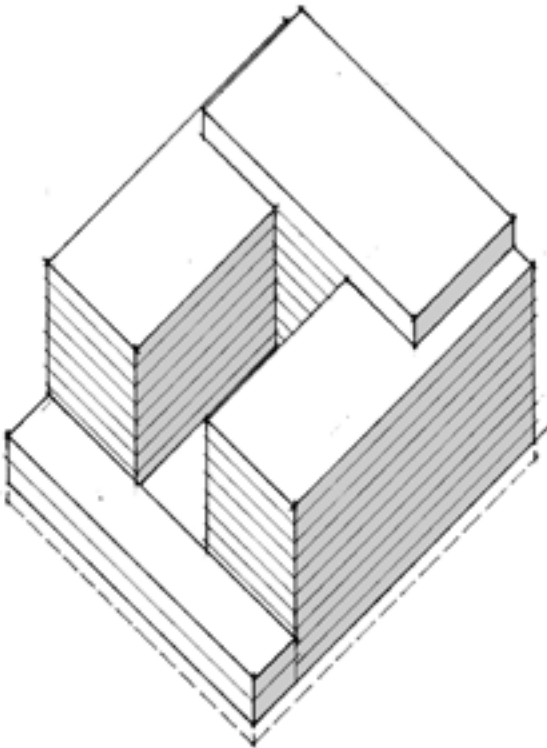
| Parking | Leasable space | Total area (FAR) | Total height (floors) |
|---------|----------------|------------------|-------------------------|
| 80,000 | 284,400 | 364,400 (7.9:1) | 115 feet (11 floors) |

BASE + BONUS

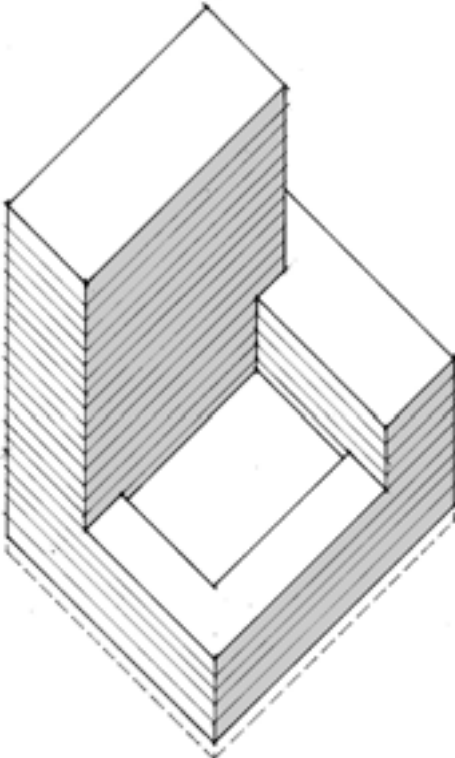
BONUS FAR: 3:1 (max), to 11:1 (506,000 sf)
BONUS HEIGHT: 75' (max), to 225'
PARKING SPACES: 140 (below-grade on one deck)
232 (above-grade on four decks)
 372 spaces total (1/DU)
DWELLING UNITS: 370

AREA (in square feet unless otherwise noted):

| Parking | Leasable space | Total area (FAR) | Total height (floors) |
|---------|----------------|---------------------|-------------------------|
| 101,400 | 383,550 | 484,950 (10.5:1) | 222 feet (21 floors) |



DEVELOPMENT SITE "B"
Base



DEVELOPMENT SITE "B"
Base + Bonus

Appendix K: Open Space Funds

Section 33.526.240, Open Area, of the recommended *Zoning Code* amendments allows applicants the option of paying into a Gateway Regional Center Open Area Fund in lieu of meeting requirements for on-site open area. Portland Parks and Recreation has agreed to establish and administer the fund. A letter attesting to this agreement is on the next page.

1120 SW Fifth Ave., Suite 1302
Portland, OR 97204
Phone (503) 823-PLAY
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Portland's natural beauty*

PORTLAND PARKS & RECREATION

March 23, 2004

Ellen Ryker,
City Planner, Bureau of Planning

Dear Ellen:

Regarding the ***Gateway Planning Regulations Project***, as you requested, this letter will confirm that Portland Parks and Recreation agrees to establish and administer the ***Gateway Regional Center Public Open Area Fund***. These funds would be collected in cases where an applicant for development of a site of 80,000 square feet or more chooses to pay into the fund rather than locate the open space on the site. The rate will be \$30 per square foot of required open area.

We would be happy to discuss this further when you are ready.

Sincerely,

Robin Grimwade

Appendix L: Earlier Urban Design Concept Plans

The recommended urban design concept builds on earlier concepts. The next 10 pages identify the basic components of the adopted vision plan map of the *Outer Southeast Community Plan* and the four concept maps that preceded and led to the Recommended Urban Design Concept.



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What is an Urban Design Concept?

The urban design concept map is a policy-level map. It sets the framework for the allocation of planning and regulatory tools necessary to achieve the vision, and describes the future scale of the Gateway Regional Center. It outlines a future for Gateway compelling enough to attract new high-density, residential and commercial development. The concept helps describe the urban form of Gateway as a place and how the form is critical to achieve the economic, social, open space and other objectives desired for the regional center. The urban design concept helps guide expenditures for public improvements and gives a level of detail that public entities can use as justification for funding requests.

The urban design concept proposes a bold future for the Gateway Regional Center, offering development strategies to realize the adopted vision for Gateway, which is presented on page I-5. This vision was extended through the approval by City Council of the Opportunity Gateway Concept Plan and Revitalization Strategy in February 2000, by the adoption of the Gateway Regional Center Urban Renewal Plan in June 2001, and, later, by the refinements discussed by the Program Advisory Committee and its subcommittees. The adopted urban design concept on pages I-23 through I-26 graphically updates this vision and fleshes it out.

Development/Design Challenges and Opportunities

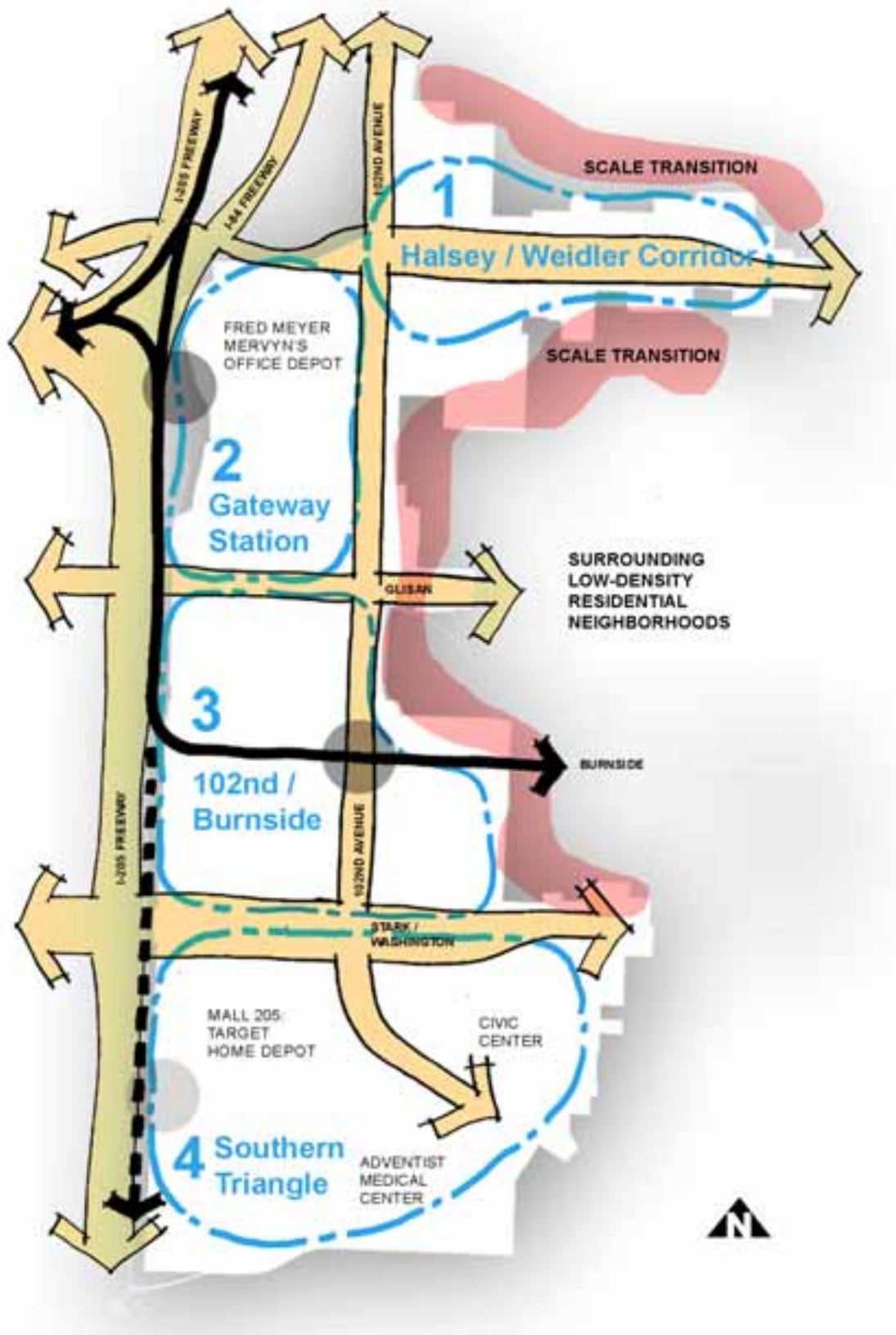
The urban design concept addresses a series of challenges and opportunities present in the area. It seeks to build on the opportunities while mitigating the impacts of the challenges.

Gateway is the City of Portland's only designated 2040 regional center. In part, this means that the region and City expect Gateway to eventually reach development densities second only to the Central City. Gateway has the advantage of being very well served with high quality transportation infrastructure and is well-located between regional employment centers. Gateway also significantly benefits from general support among its stakeholders for its envisioned dramatic physical change. Residents, property and business owners, and local developers, among others, have been working long and hard with City agencies to discuss, debate, and decide the future of the regional center.

Map 10 below identifies some of the major design and development challenges and opportunities facing the Gateway Regional Center. These include the following:

- The same transportation networks that help make Gateway a great candidate for a regional center pose challenges for achieving the type of physical form expected of Portland's high-quality neighborhoods. For example, while many appreciate the transportation freedom that a freeway offers, not many would choose to live up close to one, resulting in lower adjacent property values.
- Market-rate residential development (especially for-sale units) has been soft. While the development of tax-abated apartment complexes along the Burnside light rail corridor continues to be fairly robust, Gateway lacks the amenities and character of urban neighborhoods attractive to developers and buyers of market-rate for-sale housing units.
- Gateway lacks dramatic shifts in topography, substantial natural areas, rivers or streams, or other features around which new development can be organized. While Mt. St. Helens, Mt. Hood, and the

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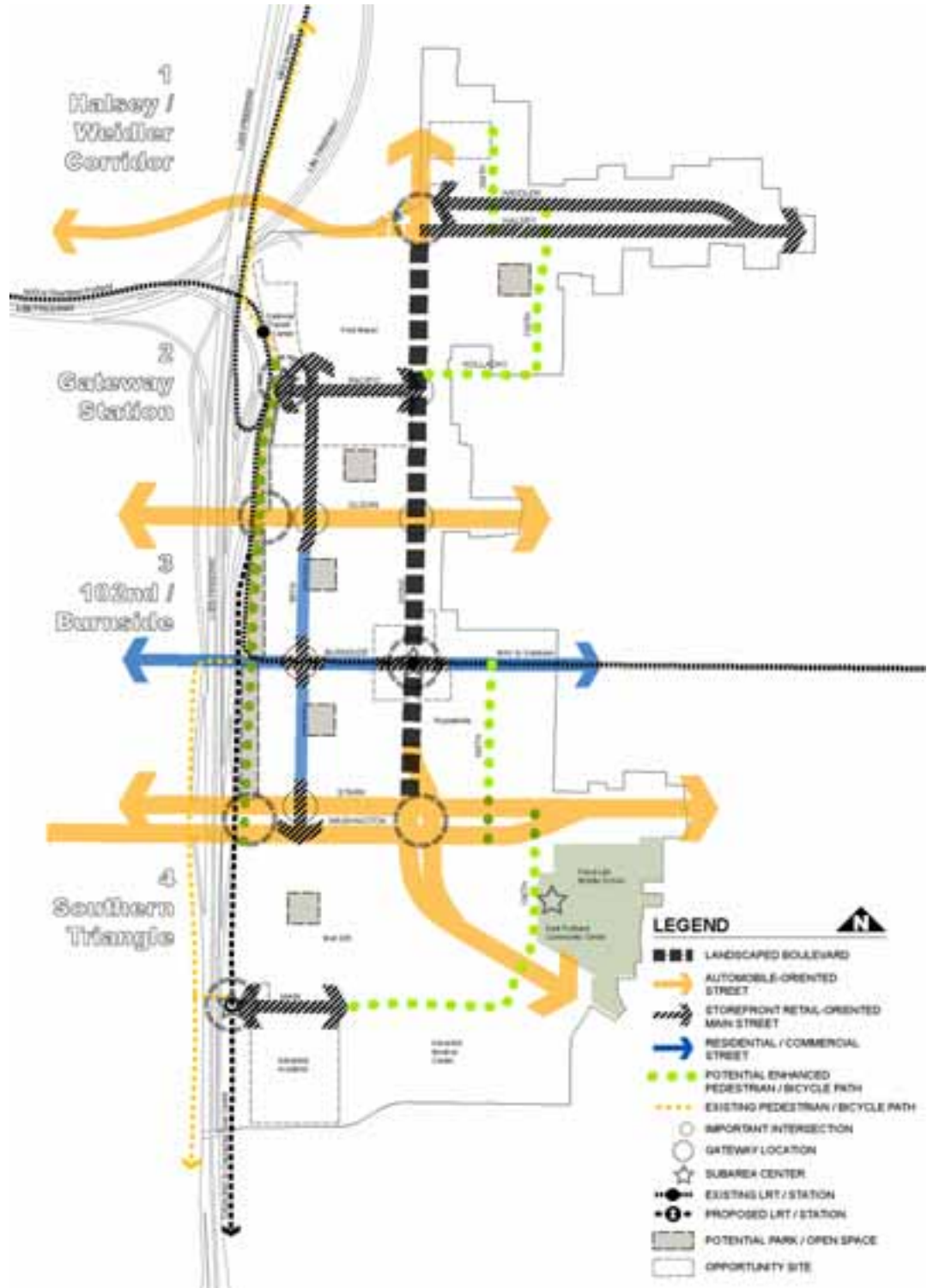


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Hills are visible from several locations, in general, few natural amenities are present or even perceived. The deliberate creation of new parks and open space could play a critical role in providing organizing amenities, shaping the new community and its livability.

- Most of the Gateway Regional Center was built after 1950 when the automobile really began to dominate how American communities were designed and built. As a result, Gateway is highly suburban. The streets are overly large, significant portions of the street grid are missing or unimproved, walking distances are longer, and low-density (usually one-story) buildings with surface parking areas in front are typical. These characteristics, among others, present challenges for transitioning Gateway from an automobile-dominated suburb to a pedestrian-oriented urban neighborhood.
- The Gateway Regional Center contains a variety of lot sizes, ranging from the large retail mall sites over 950,000 square feet to lot sizes at or less than 5,000 square feet. Redevelopment of the large parcels seems to be a longer-range proposition. The area most likely for redevelopment is between the bookends of the large shopping center sites (Fred Meyer and Mall 205) and is roughly bounded by Pacific, the I-205 Freeway, the Stark/Washington couplet, and 102nd. This area, commonly referred to as Prunedale, is primarily composed of relatively small, irregular, or inefficient lots. The prevalence of these smaller lots will make implementation of larger projects in this area difficult because of the greater need for consolidation, cooperation, or coordination.
- Since Gateway is surrounded by low-density residential neighborhoods, a critical challenge will be designing and developing new buildings that transition in scale from the core of the regional center to its edges. Recent projects from around the city offer examples of strategies for how to successfully accomplish this.
- The transition of the Gateway Regional Center from its current suburban form to a high-density urban community will not happen quickly. Market demand for the redevelopment of lands in the regional center has yet to be proven, and it will be important to strategically allocate public funds where they will catalyze the largest amount of redevelopment.
- The Gateway Regional Center benefits from a concentration of civic buildings (East Portland Community Center, Police Precinct, nearby branch of the Multnomah County Library and two U.S. Post Office facilities). While having these facilities enhances the livability of the community, the fact that they exist today reduces potential options for publicly-developed projects that could catalyze redevelopment.

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Adopted Urban Design Concept

Gateway Planning Regulations Project

Outer Southeast Community Plan

The adopted vision plan map of the *Outer Southeast Community Plan* hints at what a full-scale urban design concept for Gateway might look like. It includes the following elements, which are more fully stated in the Gateway Regional Center Subarea Policy IV.

North-south linear park block system. This is stated in Objective 7: “Address the area’s park deficiency by developing park blocks from north of Pacific Street to south of Stark Street between 99th and 100th Avenues. Mark each end of the park blocks with dramatic focal points such as an arch, fountain, or other art form.”

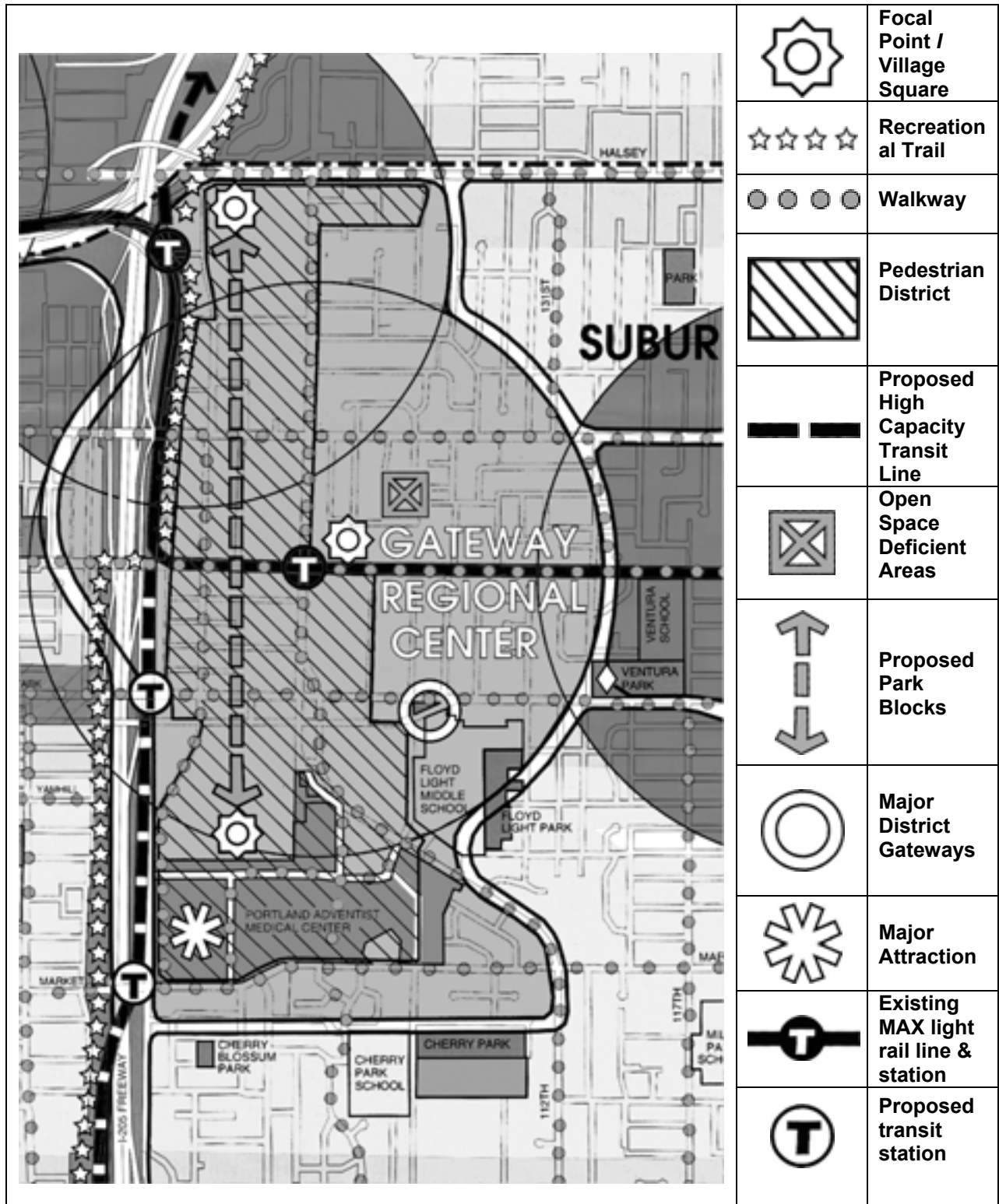
System of interconnected walkways. Walkways are routes where future improvements will enhance the experience for pedestrians and bicyclists. Improvements include street trees, benches, crosswalks with signals, and sidewalk widening. Walkways in Gateway include Halsey, 102nd, Glisan, Burnside, Stark/Washington, Cherry Blossom, Main, and 99th between Glisan and Market. The regional center is enhanced further by the designation of most of the area as a pedestrian district. Pedestrian districts emphasize ease of movement and use of streets for pedestrians and include the same improvements as walkways, with the addition of curb extensions at crosswalks and crosswalk markings. This is stated in Objective 3: “Provide a pleasant and diverse pedestrian experience by providing connecting walkways within a structure to adjacent sidewalk areas.”

Light rail transit stations. The vision plan map anticipates two new light rail stations in the regional center. With a potential light rail alignment from the Gateway transit center to the Clackamas Regional Center (the Clackamas Town Center shopping area), the two stations at Stark/Washington and Market could be expected to act like gateways into or focal points for the regional center as well as the location of significant new investment.

Neighborhood focal points and/or village squares. Neighborhood focal points serve as neighborhood meeting places. Village squares are a type of focal point. They are places where people go to meet informally with others, shop and recreate. They often include small parks, plazas, and public art. The vision plan map envisions village squares at either end of the proposed linear park blocks and a third at the 102nd and Burnside transit station.

Gateways. A single gateway at the Stark and Washington junction with SE 106th is identified. The transformation of 106th into its current civic character was just beginning when the *Outer Southeast Community Plan* was adopted; the vision plan map recognized the growing importance of this street by placing a gateway at its northern entrance.

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Adopted Vision Plan Map from Outer Southeast Community Plan

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Concept Plan Map prepared by Calthorpe Associates

The *Opportunity Gateway Concept Plan and Revitalization Strategy (Concept Plan)* was approved by City Council in 2000. The approved concept plan map illustrates the desires expressed in the *Concept Plan*.

The size and shape of the regional center – almost as large as downtown Portland but more elongated in shape – is interrupted at regular intervals by wide, heavily-traveled streets. This configuration suggested the need for linear design elements capable of overcoming barriers like Glisan, Burnside, and Stark/Washington. The *Concept Plan* identifies beautiful tree-lined streets as a unifying design feature.

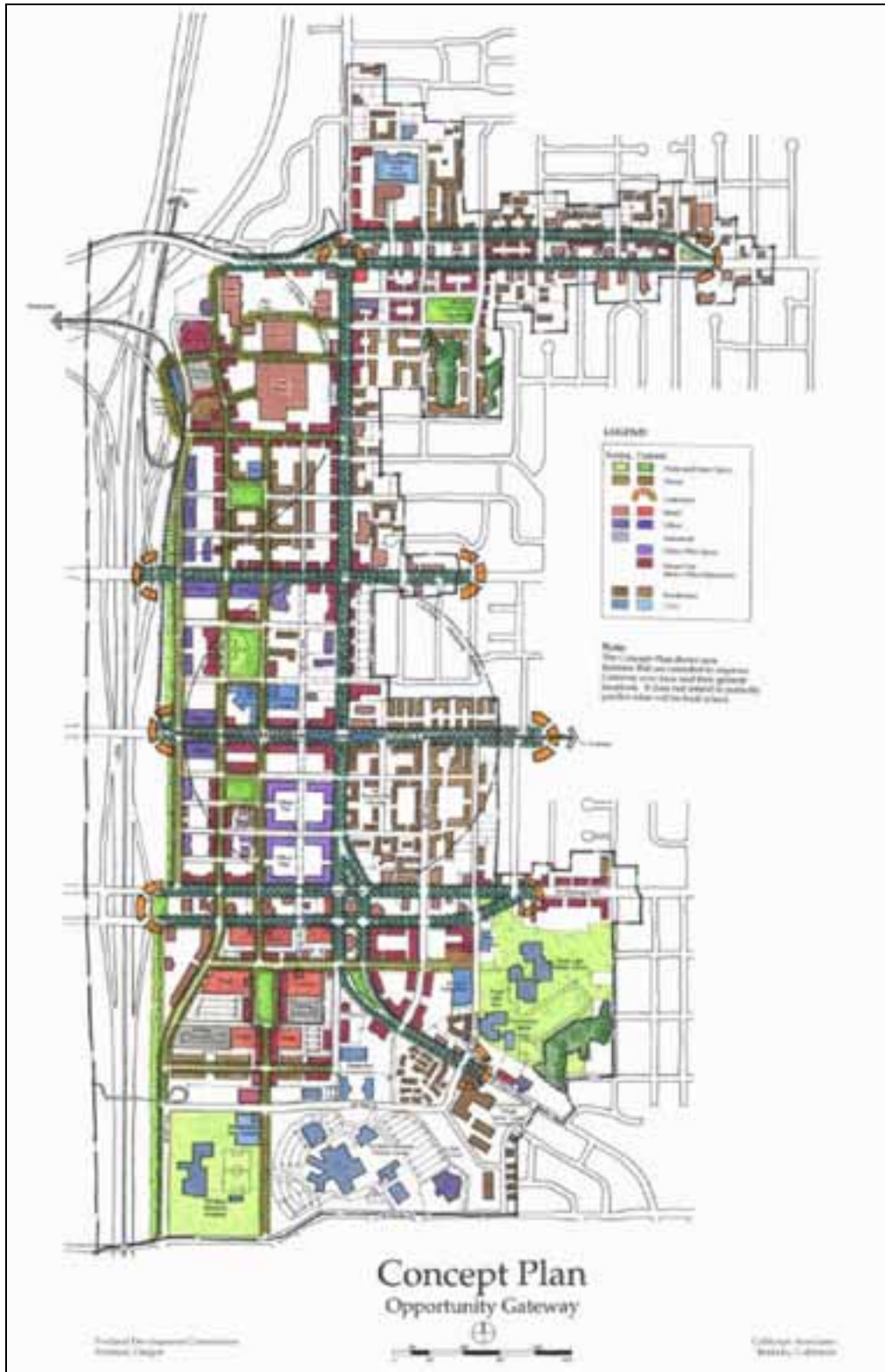
Transportation infrastructure. The transportation strategy relies on two major elements: improving street connectivity and creating smaller, more cohesive neighborhood blocks. The concept plan map calls for a traditional block configuration, including restoring NE Multnomah between Fred Meyer and Mervyn's, introducing new public streets into the Mall 205 and Plaza 205 properties, and completing a new street grid between Pacific and Stark and 99th and 102nd. As the spine of the Urban Renewal Area, 102nd is transformed into a boulevard to give the regional center a high quality, high profile identity. Changes to 99th provide better access for development projects and create a new local identity the length of the district.

Open space. The open space strategy includes small parks in each of the new “neighborhoods” and two hardscaped urban plazas, one at the Gateway transit center and another an expansion of the small existing plaza just north of the East Police Precinct. The open space around Floyd Light Middle School is protected and potentially improved with a playground or other recreational facilities. Tall firs are preserved.

Subareas. The *Concept Plan* identifies four subareas – Halsey/Weidler, Gateway Station, 102nd and Burnside, and the Employment District. Elements desired in each are shown on the concept plan map. The *Halsey/Weidler* subarea is improved with street trees and lighting, emphasizing the area as a main street of small and local shops, offices and residences. The *Gateway Station* subarea is transformed into an area of high-density housing, retail and service activities with parks and a public plaza. A structured park and ride garage with retail on the ground floor and offices and/or a hotel above, is located in immediate proximity to the transit center. The *102nd and Burnside* subarea contains a mixture of smaller-scale office, flex space, and housing, along with an education center and civic center and two of the regional center's largest parks. The *Employment District* envisions Mall 205 being replaced with a mixed-use open air/main street design, with increased street connections, a central park block, and on-site housing. A performing arts center on the Adventist Academy campus serves the broader community as well as the school population.

Other elements. The concept plan map suggests a full build-out situation in 2019, depicts a quarter-mile radius around both the transit center and the 102nd and Burnside station, and envisions nine gateways, one at each entry into the Gateway Regional Center.

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Concept Plan Map by Calthorpe Associates for Opportunity Gateway

Gateway Planning Regulations Project

Garry Papers' Concept Plan

Garry Papers, at the time an architect with SERA Architects, was hired by the Portland Development Commission to help with the Design and Development (later called the Gateway Planning Regulations) Project. Using the *Opportunity Gateway Concept Plan and Revitalization Strategy* as the basis for conversation, his primary task was to help guide discussions toward Gateway's identity and design components. These discussions resulted in 22 proposed principles for site/block design and building design, and a reworking of Calthorpe's urban design concept that he called the draft urban design diagram.

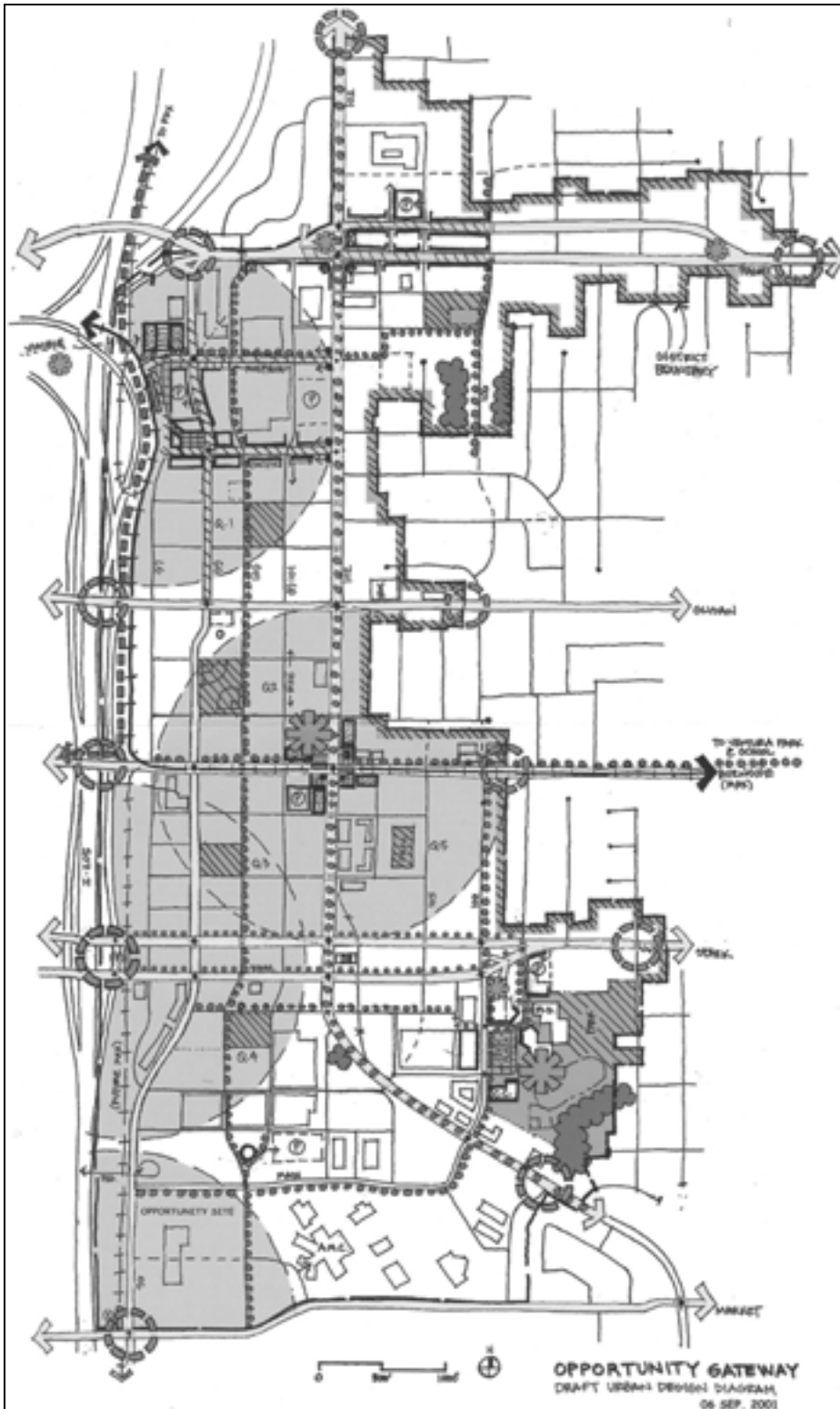
Proposed Principles. Numerous discussions held by the Design and Development Committee, in workshops, and, subsequently, by the Program Advisory Committee led to the *Proposed Principles for Site/Block Design and Building Design*. These principles, in turn, led to the *Gateway Regional Center Design Guidelines* proposed in this project. The proposed principles are included in Appendix H.

Draft Urban Design Diagram. Clear from discussions held with members of four subcommittees – Design and Development, Transportation, Open Space, and Education – was the concern that, while the Calthorpe concept plan map identified many of the urban design elements desired by the Gateway community, there remained a major problem and significant gaps. The major problem was that the map included anticipated building footprints. While the *Concept Plan* specifically states that it does not intend to predict what will be built where, the map implies that it does. Among the significant gaps were the lack of a relationship with adjacent neighborhoods, the lack of an identified hierarchy of streets, a more cohesive, direct linkage between the open spaces, identification of potential view corridors, and the location of potential landmark sites.

Before the project's halt due to the Shilo decision, Mr. Papers prepared this draft urban design diagram for review. It contains the following elements:

- Connections among parks and schools. “Green streets” – very pedestrian-oriented streets – connect parks and schools in a way that people can easily move from one open space/public facility to another in a pedestrian-friendly manner.
- Parks and plazas. The diagram makes a distinction between parks and hardscaped plazas.
- Regional center edge. The diagram identifies locations where scale-sensitive development should occur. The primary location identified is the block of CM-zoned properties between Glisan and Burnside and 102nd and 103rd.
- Street hierarchy. The diagram identifies street types with a greater level of specificity. For example, 102nd/Cherry Blossom for the entire length of the regional center is a boulevard, while 99th between Pacific and Glisan, Pacific between I-205 and 102nd, and Halsey/Weidler between 102nd and 106th are main streets. Burnside, 100th (both existing and proposed), 106th, Main, and several smaller, new streets are “green streets.”
- View corridors. The urban design diagram identifies one view, the view of a potential landmark building just north of the Gateway transit center from the north and west.
- Location of potential landmark sites. The diagram envisions landmark developments at the two light rail transit stations, 102nd and Burnside and the Gateway transit center. The potential development at 102nd and Burnside would radiate outward from the intersection to all quarters. At the transit center, the park and ride lot would be redeveloped with a structured parking garage and tall, landmark buildings. Development would extend along 99th to Pacific and east along Pacific to 102nd.

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Draft urban design diagram prepared by Garry Papers for consideration by members of subcommittees of the Opportunity Gateway Program Advisory Committee

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Alternative Concept Plan Maps included in the Gateway Planning Regulations Project Public Review Draft

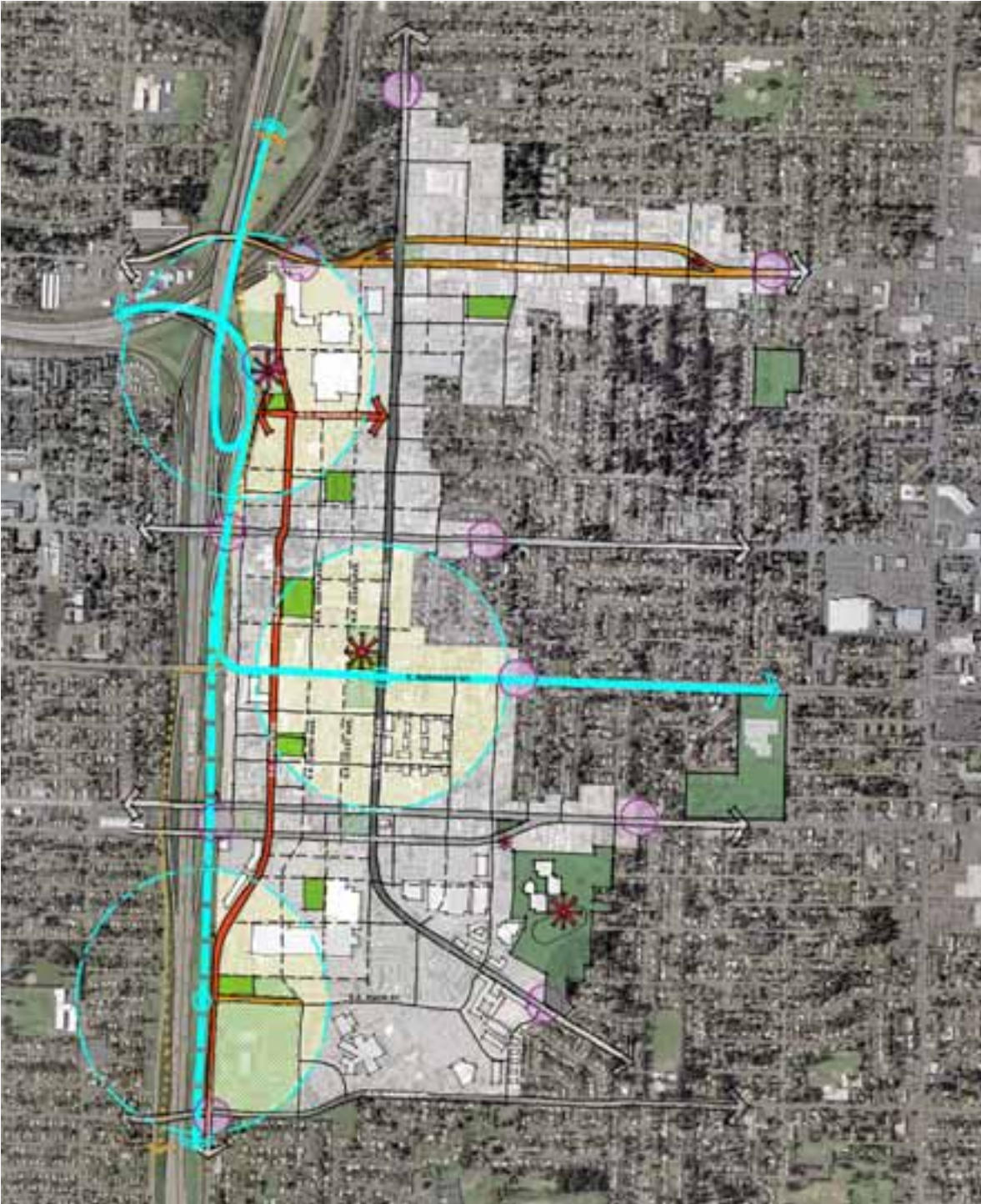
The Gateway Planning Regulations Project Public Review Draft was published in June 2003. Two alternative concepts were suggested in that draft. Both alternatives drew from previous vision and concept plans and diagrams (pages 64-69). The alternatives can be considered a refinement of the earlier concepts, answering questions that were left unanswered and addressing elements that needed further clarification. Both alternatives were subjected to several workshops and open houses, extensive discussions with the Design and Development Committee, and presentations and discussions with Program Advisory Committee members. From these discussions came greater clarity regarding those elements of the alternatives that should be retained and those that could not be achieved without excessive cost. The resulting recommended urban design concept on page I-25 in Volume I contains elements of each alternative.

Alternative Concept 1

The overall strategy of Alternative 1 could be described as a series of small, introverted clusters, linked by enhanced 99th and 100th Avenues. Each cluster (roughly a quarter-mile square) would be organized around a centrally-located park or plaza.

Larger buildings would likely be developed around the transit stations and open spaces. Each of the new open spaces would be able to catalyze the maximum amount of new development, as each would be surrounded on all sides with potentially developable land. This concept would rely upon the improved street connections (99th and 100th) to link the open spaces together as a unified system.

Alternative 1 also proposes the enhancement of 11 gateway locations, roughly at the ends of each transportation/transit street through the regional center. Three major and three minor attractions (total of six) are identified in the concept, the major attractions being the existing transit stations and the Floyd Light Middle School, and the minor attractions being where the regional center's couplets (Halsey/Weidler, and Stark/Washington) converge.



Alternative urban design concept 1, prepared for the June 2003 Public Review Draft

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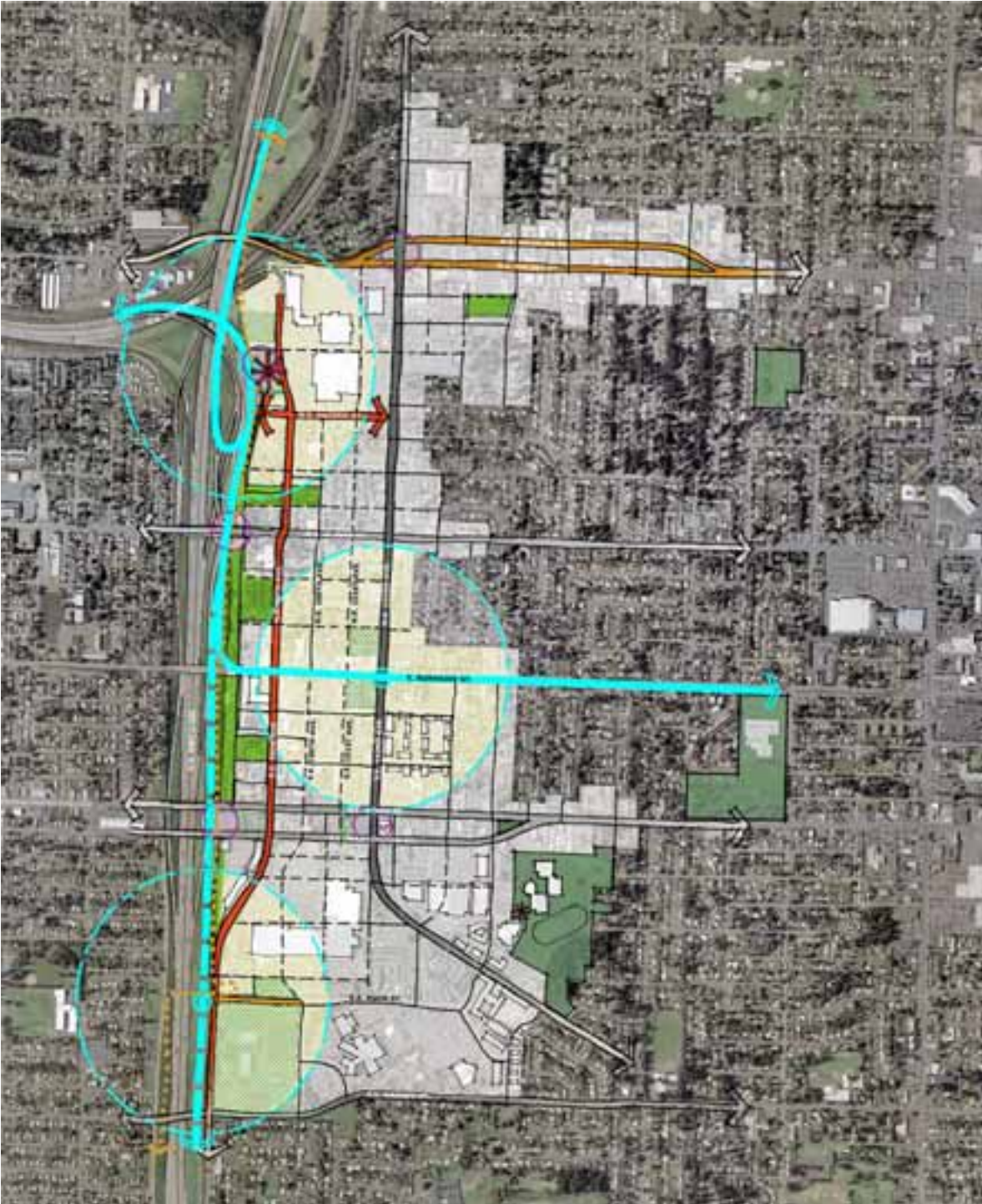
Alternative Concept 2

Alternative 2 is more extroverted in its strategy to mitigate the impacts to new market-rate development created by the I-205 Freeway. Development of this concept considered precedents that addressed similar issues caused by the adjacent freeway infrastructure. For example, the City of Maywood Park, located just north of the regional center, experiences the same negative effects created by the I-205 Freeway. It has developed an effective green edge/buffer that integrates a pedestrian/bicycle trail, seating, dense landscaping, and earth-berming in a relatively narrow (20 – 30 feet) section.

Alternative 2 suggests expanding this strategy to a regional scale for Gateway, simultaneously accomplishing multiple functions. The proposed open space system would, in a sense, become the regional center's front yard and regional attractor, combining a linear park, or "necklace" with "pearls" of differently-scaled open spaces, each designed to accommodate different functions. The linear park would be wide enough to incorporate a split pedestrian/bicycle trail and the necessary earth-berming, landscaping and associated noise abatement components. Beginning at the Gateway transit center, it would connect the two western transit stations (one existing, one proposed) with the two retail centers.

The placement of a regionally-attractive, connected open space system along Gateway's western edge would encourage adjacent development to step up in scale as one moves west from 102nd. Using the width of the linear park to push new development eastward decreases the impacts of the freeway, subsequently increasing the value of the land facing the park. This western edge-focussed massing of development would be in addition to expected increases in development densities around the transit station areas.

This alternative proposes five gateway locations and two designated attractions. Proposed gateway locations are at the Gateway transit center, where Glisan and Stark/Washington intersect with I-205, and at the intersections of 102nd with Stark/Washington and Halsey/Weidler. In general, these reductions are recommended to better focus public and private investments where they will have the most meaning and be the most catalytic for subsequent development.



Alternative urban design concept 2, prepared for the June 2003 Public Review Draft

Gateway Planning Regulations Project

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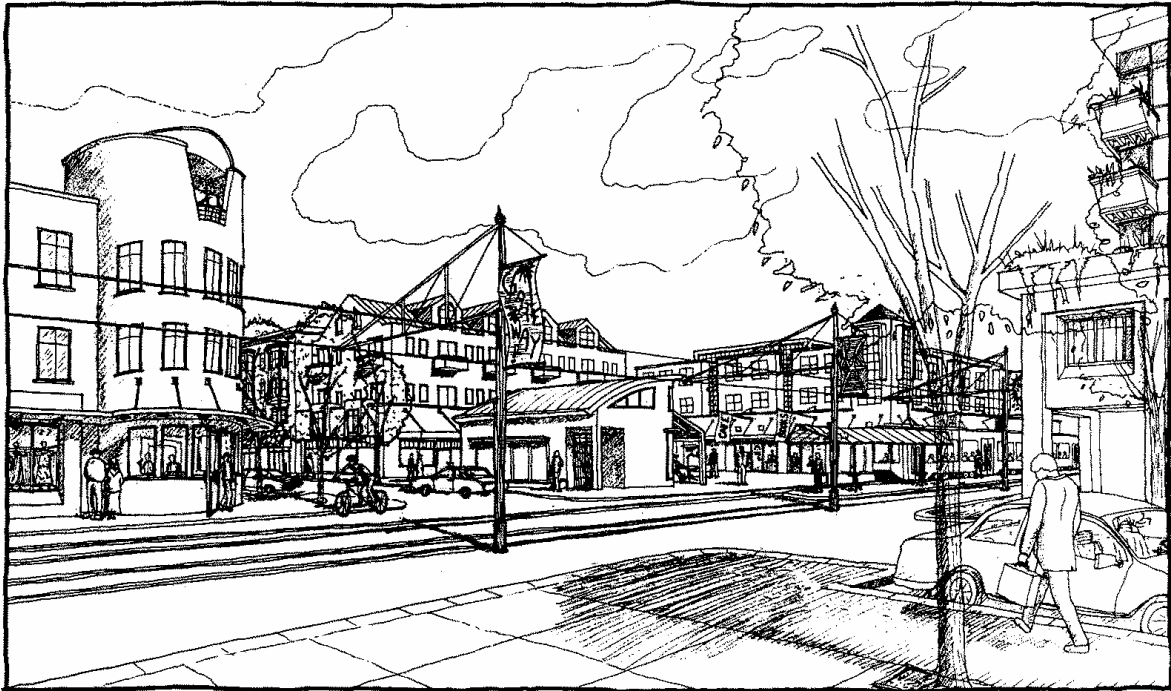
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Philip Goff and Jin Chen, 1997