

# Commercial and Mixed-Use Development

## Code Handbook



## Development of the Handbook

The Oregon Transportation and Growth Management (TGM) Program prepared this document with assistance from an advisory committee and a consultant. The committee was comprised of architects, developers, city planners, and staff from Oregon's Department of Transportation (ODOT) and Department of Land Conservation and Development (DLCD).

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### *Project Advisory Committee<sup>1</sup>*

Terry Brandt, Brandt Development Corporation

Kenneth J. Diener, KJD Architecture, PC

Vickie Dugger, Oregon Downtown Development Association

Greg Fritts, Clackamas County Department of Transportation and Development

Anne Giffen, AICP, City of Albany Community Development Department

Wallace Harding, Norris, Beggs and Simpson

Larry Ksionzyk, Oregon Department of Land Conservation and Development

Mary Kyle McCurdy, 1000 Friends of Oregon

Kate Poole, Oregon Department of Transportation

John Russell, AICP, City of Salem Community Development Department

Lainie Smith, AICP, Oregon Department of Land Conservation and Development

Larry Ward, Lane Council of Governments

Mark Whitlow, Perkins Coie LLP

### *Developers Focus Group and Other Participants*

Barry Cain, Gramor Development

Dick Clark, Fred Meyer

Deb Holmes, Endex Engineering

Bob LeFeber, Commercial Realty Associates

Dave Leland, Leland Consulting Group

Carter McNichol, Shiels Oblatz & Johnson

---

<sup>1</sup>Participation on the Project Advisory Committee does not imply endorsement of the Handbook recommendations.

*TGM Program Staff*

Gloria Gardiner, BFA, JD, TGM Code Assistance Program Manager

Lainie Smith, AICP, Urban Growth Program Manager

*Consultant Team*

*Otak, Inc.*

- Scot Siegel, AICP, Project Manager and Author
- Joe Dills, AICP, Committee Facilitation
- Martha Beebe, Planning
- Steve Dixon, Urban Design
- Stacey Goldstein, Planning
- Katie Kersten, Graphic Design
- Tom Litster, Urban Design

*Pacific Rim Resources*

Jason Franklin, AICP, Stakeholder Interviews

**To Receive a Copy**

Oregon planners, public officials, developers, and communities can obtain free printed copies of the Handbook by calling the TGM Program at (503) 373-0050, extension 230. The Handbook is also available electronically on the TGM web site ([www.lcd.state.or.us/tgm](http://www.lcd.state.or.us/tgm)).

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Commercial development is constantly reinventing itself. After relocating in strip-malls, commercial development is now returning to America's downtowns and main streets. These areas are experiencing a renaissance, as people seek more intimate and pedestrian-friendly shopping experiences. Suburban commercial centers and corridors, too, are being transformed. Some big box stores are evolving into mixed-use centers with entertainment uses, and malls are turning themselves "inside-out," using storefronts that mimic traditional downtowns. Cities are converting brownfields into urban villages with housing, retail, entertainment, and civic uses, and e-commerce is spawning small businesses in old warehouses and along main streets. All of these innovations pose opportunities and challenges for managing growth in our communities.

This Handbook is a guide to encouraging "smart" commercial and mixed-use development through public policy and land use ordinances. The guidance is based on the following Smart Development principles.

1. **Efficient Use of Land Resources.** Efficiency means urban development is compact and uses only as much land as is necessary.
2. **Full Utilization of Urban Services.** Use existing service capacity where available. Size new facilities to meet planned needs. This principle recognizes that we must make the most of our infrastructure investments.
3. **Mixed Use.** Mixed-use development brings compatible land uses closer together.
4. **Transportation Options.** Options should include walking, bicycling, and public transit, where it is available or may be provided in the future.
5. **Detailed, Human-Scaled Design.** Smart design is attractive design that is pedestrian-friendly and appropriate to community character and history.



Smart commercial and mixed-use developments are attractive and enjoyable places to work, shop and live.

## Introduction

Objectives  
Plans and Policies  
Best Practices  
Zone Districts  
Zone Districts Key Issues  
Model Ordinance

These principles are “smart” ways of building a community, providing numerous benefits to all citizens. They represent the wise use of resources (both financial and natural resources), sound management of public facilities, and the building of community. The principles are both financially successful and publicly responsible. They are the ways that, historically, many Oregon communities were first developed. These principles are described in detail in the *Smart Development Code Handbook* (TGM Program, 1997).



Smart Development supports face-to-face, informal meetings between people – a fundamental aspect of community building.

*“With the suburbs rapidly filling up, retailers are looking to the nation’s urban markets for new expansion... Now, such retailers as Gap Inc. and Kmart are adapting their suburban store designs to meet the challenges posed by urban locations.”*

—Washington Post  
October 17, 2000

## ***Benefits of Smart Development***

Smart development supports the State’s land use and transportation policies, and many local objectives, including:

- Economic development and improved tax base;
- Revitalization of downtowns, main streets, and neighborhood centers
- Development of needed housing close to jobs and services; and the creation of jobs close to where people live
- Transportation choices and connectivity;
- Walkable communities and, where applicable, transit-supportive development;
- Decreased commuter road congestion;
- Efficient use of existing urban services and facilities, as an alternative to extending new facilities;
- Energy conservation through reduced reliance on the automobile; and
- Public cost savings (over sprawl development patterns).

## The Challenge

At their best, commercial “places” such as traditional downtowns and well-planned centers, give us *choices* – choices in how we get there, what we buy, where we work and dine, and the types of recreation and entertainment we enjoy. At their worst, they are isolated, homogeneous, automobile-dependent places with few choices, and no relationship to their surrounding environment.

Much post-World War II commercial development is located in strip malls away from housing and places of employment. This type of development is generally automobile-dependent in its location, site layout, and building design. Access to these commercial establishments without a car is often further frustrated by a lack of a local street system that serves the area where they are located. All of this contributes to traffic congestion on state highways and other major arterials and limits the ability of some people, such as the young, elderly, disabled, and economically disadvantaged, to get around without a car.

State highways built primarily to carry traffic between cities and through regions cannot continually absorb new development. As urban areas spread out and fill up, the effect is usually to put more local traffic on highways. More traffic congestion occurs as autos and trucks move among the commercial establishments and adjacent uses. This creates “friction” between local traffic and other vehicles as each turns off and on the highway. Complicating matters is that many older developments do not conform to current land use regulations, including standards for pedestrian facilities, parking and driveway design, landscaping, signs, etc. Over time, congestion and safety problems increase, travel speeds decrease, and new transportation facilities are needed. As demand for highway construction grows, state and local governments are asked to pay for improvements they cannot afford.

Increasingly, people in Oregon and around the country are reacting negatively to some consequences of this trend, such as traffic congestion, degraded air and water quality, and loss of community character. Citizens and elected officials are reexamining land use plans and regulations, and are seeking ways to improve commercial development design, reduce automobile reliance, and harness the creativity of the market to create more livable places. Many agree that local planning policies and regulations must work harder to promote Smart Development.



Stuck in traffic.



A typical Oregon, post-World War II development pattern. All the components of a town—are a city hall, library, church, college, post office, shopping center, apartments, and houses. Though buildings are within walking distance of each other, they are separated by vast, inhospitable parking lots, wide non-traversable streets, or fragmented sidewalks. Not surprisingly, few people walk in this area.

## ***How This Handbook Can Help***

The market has shown that it is able to deliver more transportation-efficient and pedestrian-friendly development, but change requires thoughtful and proactive planning. This Handbook provides strategies, best practices, and model ordinances for implementing Smart Development in commercial and mixed use areas. Several state policies and technical documents informed the development of the Handbook. Specifically, the *Oregon Highway Plan (OHP)* and the OHP's Land Use and Transportation Policy are referenced, and the Handbook recommendations are consistent with the State Transportation Planning Rule (TPR). For a list of other relevant documents and examples of local zoning ordinances, please refer to the Appendix.

## ***A Voluntary Tool***

Similar to other documents produced by the Oregon Transportation and Growth Management (TGM) Code Assistance Program, the Commercial and Mixed Use Development Code Handbook is a tool for voluntary use by local communities. It is also a resource for communities that are updating their comprehensive plans, development ordinances, and transportation system plans under the TGM and Department of Land Conservation and Development Grant, Periodic Review, and Technical Assistance Programs.

The following objectives apply the Smart Development principles to commercial and mixed-use development:

## 2.1 Compact Development

**Objective: Take advantage of opportunities for infill and redevelopment, and development in centers.**

Compact development means that buildings, parking areas, streets, driveways, and public spaces are developed in a way that shortens trips, and lessens dependence on the automobile, thereby reducing levels of land consumption, energy use, and air pollution. Compact development promotes full utilization of



One center uses land more efficiently than the other. Lloyd Center in Portland contains approximately 1.5 million square feet of retail, office, and entertainment uses on approximately 50 acres. Clackamas Town Center contains approximately 1.2 million square feet and similar uses over twice as much land. The Clackamas Regional Center Plan anticipates 600,000 square feet of additional offices, 600 housing units and mixed-use on this site.

urban services, such as water lines, sewers, streets, and emergency services, by taking advantage of existing public facilities and minimizing the need for new facilities.

## 2.2 Mixed Land Use

**Objective: Develop different types of compatible land uses close together in appropriate locations, to shorten trips and facilitate alternative modes of transportation, such as walking, bicycling and public transportation.**

Mixed-use development is appropriate in downtowns, neighborhood-oriented centers, transit nodes, main streets, and some community commercial centers.

Introduction
<b>Objectives</b>
Plans and Policies
Best Practices
Zone Districts
Zone Districts Key Issues
Model Ordinance

Locating stores, offices, residences, public services, and recreation spaces within walking distance of each other in these locations promotes:

- Independence of movement, especially for the young and the elderly who can conveniently walk, cycle, or ride transit;
- Safety through around-the-clock presence of people;
- Reduction in auto use, especially for shorter trips;
- Support for those who work at home, through nearby services and amenities; and
- A variety of housing choices, so that the young and old, singles and families, and those of varying economic ability may find places to live.



A mixed-use development in Lake Oswego that blends into the neighborhood.

Examples of appropriate mixed-use include a corner store in a residential area, an apartment near or over a shop, and a lunch counter in an industrial zone. Auto- or truck-dependent uses, such as heavy industrial, distribution, automobile sales lots, and some drive-up or drive-through facilities, should not be located in centers, nodes, or other compact, mixed-use areas because of their negative impact on nearby residences and the pedestrian environment.

Most codes prohibit the co-location of residential and commercial buildings. This prohibition is based on the functional and architectural incompatibility of the buildings. Using design standards, in tandem with mixed-use zoning, overcomes incompatibility. Additionally, limitations on commercial functions, such as hours of operation and delivery truck access, may be necessary. More fundamentally, to gain the full benefits of a mix of uses, buildings must have convenient access to a connected system of streets and paths. Otherwise, people will still be encouraged or required to use cars, even for the shortest trips.

## 2.3 Pedestrian Access, Safety and Comfort

**Objective:** *Build on-site vehicle and pedestrian circulation systems that are safe, convenient, attractive and comfortable for pedestrians.*

Every trip begins and ends as a pedestrian trip. Pedestrian accessibility provides the ease and convenience to reach a destination by walking, bicycles, or transit. Safety means that exposure to vehicle accidents, crime, and other hazards is minimized, giving people a sense of comfort and freedom to choose to walk. Design for physical comfort requires attention to human sensory experience. If a street or pathway is physically uncomfortable and unattractive, people will avoid it or choose to travel by car. Desirable activities that create pedestrian places, such as recreation, window shopping, etc., will not take place if the pedestrian environment is uncomfortable. Providing physical comfort requires considering temperature, wind, rain, snow at higher elevations, sun, and shade for human comfort. It also requires control over vehicular traffic, topographic conditions, noise, pollution, and other nuisances.

Compact pedestrian-oriented development requires an approach to site planning and that is different than the approach used to design automobile-dependent communities. For instance, standards that require large setbacks, vast areas of landscaping, and walls between parking lots and streets result in barriers to pedestrians because they typically create unsafe, inconvenient, and unpleasant conditions for walking. Smart development codes orient building entrances to street sidewalks, break up large areas of surface parking with pathways and landscaping, encourage development of parking structures, and provide direct, safe, and comfortable access to buildings for walking and wheelchairs.



Pedestrian-oriented development has buildings oriented to streets with sidewalk, storefront windows for visual interest and sense of security, awnings for weather protection, on-street parking to buffer pedestrians from traffic, and shade trees.

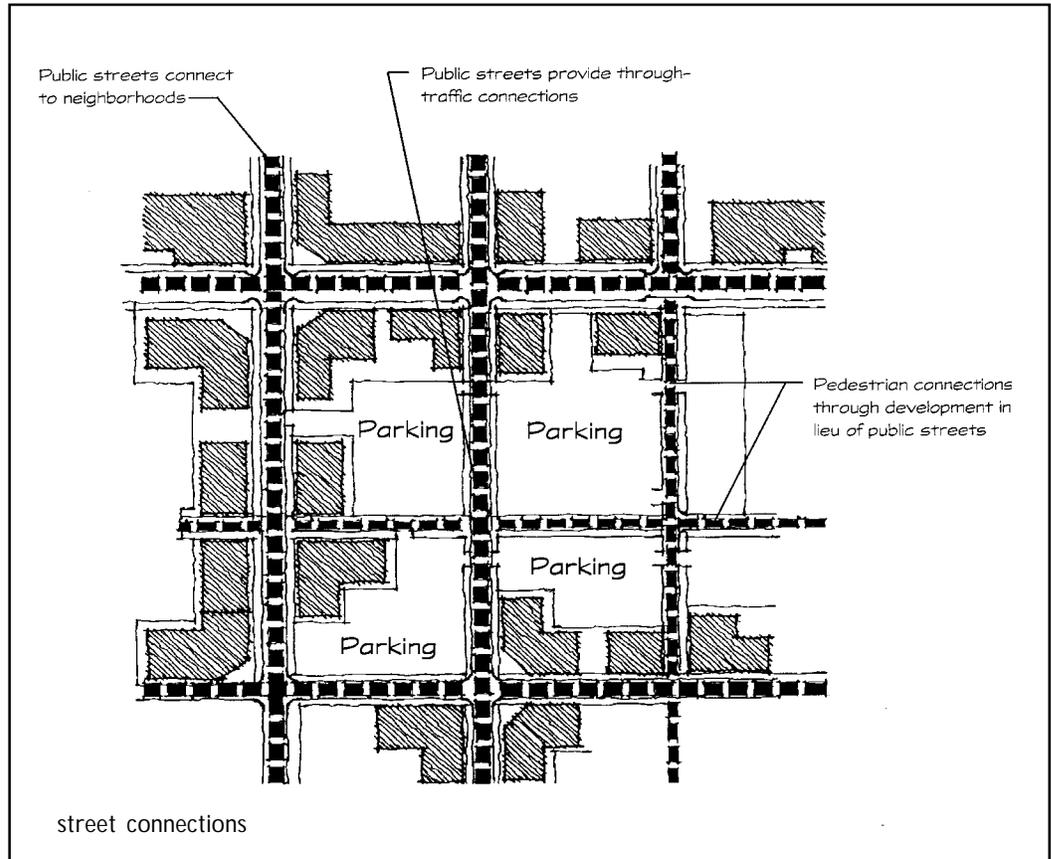


Buildings setback behind parking lots discourage walking, particularly where there is no direct pedestrian access.

## 2.4 Street Connections

**Objective: Connect developments, neighborhoods and districts with public streets in order to efficiently serve all modes of transportation.**

An interconnected street system provides linkages to local shopping, services, housing, and amenities, as well as linkages between adjacent developments. Streets that are disconnected isolate land uses and force all trips, whether by car, foot or bicycle, onto the arterial street system without regard for their ultimate destination.



Pedestrian friendly shopping streets have buildings that are oriented to the street.



Even where large parking lots are unavoidable, a protected pathway can improve pedestrian access, safety and comfort.

## 2.5 Crime Prevention and Security

**Objective:** *Apply planning and design solutions that minimize opportunities for crime and increase public safety.*

Public safety professionals and most planners recognize that land use planning and design are important tools for crime prevention. However, citizens can be skeptical of some infill and redevelopment projects if they perceive that increased density or “crowding” will increase crime and nuisances (e.g., vandalism, theft, noise, light or glare, parking problems, etc.). Crime prevention is supported by the following five overlapping principles:

- **Territoriality** is the delineation of private space from semipublic spaces, creating a sense of ownership and stewardship.
- **Natural Surveillance** occurs where there is plenty of opportunity for people engaged in legitimate behavior to observe the space around them for their own safety and the protection of others.
- **Access Control** means that appropriate public access is emphasized and encouraged, and access control is clearly delineated with design features where necessary for public safety or to prevent crime. For example, sidewalks, pavement, gates, lighting and landscaping can be used to clearly guide the public to and from entrances and exits. Similarly, gates, walls, fences, landscaping, and lighting can be used to prevent or discourage access to or from dark or unmonitored areas.
- **Activity Support** is the presence of activity planned for the space. Development designs should locate plazas, for example, in places where they are most likely to be used for gatherings (both organized events and informal meetings).
- **Maintenance.** Materials selection and installation should consider the need for proper maintenance. For example, landscaping, lighting, and other features can support crime prevention if they are maintained, but may actually facilitate crime if they are not maintained properly.



These residences placed behind the mixed-use storefronts shown on page 6, display good territoriality, access control, and natural surveillance.

## 2.6 Creating and Protecting Public Spaces

**Objective:** Create, maintain and enhance public spaces, such as sidewalks, plazas, parks, public buildings and places of assembly, to allow for informal meetings and social interaction with other people.

Public social contact shapes our personal identity, fosters learning and influences our social behavior. Creating public spaces where people have the opportunity to formally organize, such as for a public outdoor market or festival, or informally gather, such as to pursue leisure or social activity, are both necessary and desirable. For example, social greetings, conversations and passive contacts, where people simply see and hear other people, are those social activities that shape our personal identity. This type of activity is dependent on the presence of people in the same physical environment, whether it is a sidewalk or a public plaza. For this to be a positive experience, public spaces need to be safe, attractive, and comfortable. With growth and new development, public spaces must be protected and new spaces created to support the social and cultural fabric of our communities.



Plazas and other public spaces add aesthetic and economic value to successful developments. (Center Point development, Tempe, AZ.)

## 2.7 Parking and Efficient Land Use

**Objective:** *Design and manage parking areas efficiently to minimize unnecessary surface parking.*

Surface parking lots often cover more ground than the buildings they are intended to serve, particularly in suburban centers and commercial corridors. This unfortunate reality is often a barrier to building compact, pedestrian-friendly places. The large parking fields – that are often a component of “sprawl” – can be reduced through code alternatives, and creative site planning and management of commercial centers. In some mixed-use centers it may be appropriate to limit surface parking, particularly in areas with frequent transit service.

*“A requirement for “excessive” amounts of parking yields only lower land–use densities and larger impervious surface areas. Off–street parking can grow quickly and eat up a tremendous amount of land if it is not looked at critically.”*

*— American Planning Association PAS Report No. 432, Off–street Parking Requirements, edited by David Bergman*



Parking structures use land more efficiently than surface parking because they allow for higher density development. (Gaithersburg, MD; photo courtesy of Charles Bohl.)

## 2.8 Human Scaled Building Design

**Objective:** *Design buildings to a human scale for aesthetic appeal, pedestrian comfort, and compatibility with other land uses.*



Building articulation, entrances, windows, canopies and pedestrian lighting and signs all contribute to a human scale.



This building with its minimal detailing and windows does not respond to the sidewalk-level or human scale.



Variations or “articulation” of a building façade help in creating human scale, even on the outside of a parking garage as shown above.

Although the world is large, we perceive it piece by piece. In street design, details count. Things look different close up walking at 2 mph than they do from behind a windshield at 30 mph. Everything seen and experienced from the sidewalk—building fronts, signs lighting, open space—should be designed for human interaction at a pedestrian’s perspective.

Likewise, the view of main street from the windshield should be designed for 20 mph or less. Features typically found on higher speed highways—buildings and trees set back from the road, tall signs to attract motorists, generic surroundings stripped of detail—aren’t compatible with main street.

Parking lots surrounding buildings and highly car-oriented uses like gas stations or drive-ins distort the human scale of the street by making things too far apart. The pedestrian wants interesting things to look at close at hand, such as windows, display cases, sidewalk cafes, and most of all, other people. Without human scale, the pedestrian will feel unwelcome and go elsewhere.

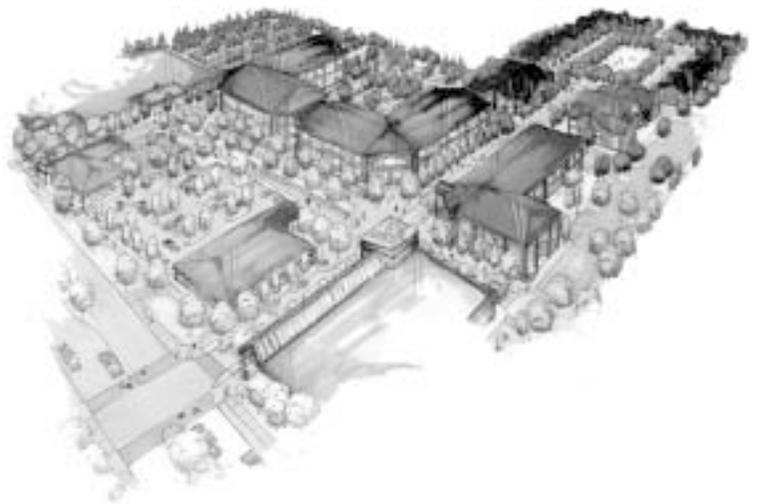
Community acceptance of compact mixed-use development requires that the design reflect the context of its surroundings or create its own distinct look and identity. This does not mean that it needs to copy or mirror the architectural style of the surrounding buildings (unless that is critical to the historic character of an area). The key elements to consider are the continuity of the building sizes, how the street-level and upper-level architectural detailing is treated, roof forms, rhythm of windows and doors, and general relationship of buildings to public spaces such as streets, plazas, other open space, and public parking. Human scaled design is critical to the success of built places for pedestrians, cyclists and motorists alike.

Existing local plans and policies often do not support the objectives presented in Chapter 2. Communities can review their plans, policies, and regulations, and amend them, when necessary, to achieve these objectives. For example, the City of Corvallis Comprehensive Plan contains policies for the following types of commercial and mixed-use centers: Minor Neighborhood Centers, Major Neighborhood Centers, Mixed-Use Residential Centers, Mixed-Use Employment Centers, Downtown, etc. The hierarchy of districts recognizes the different roles each type of center fulfills in the city, and provides useful policy direction for writing new zoning ordinances.

The following are examples of the types of plans and policies that communities can adopt:

### 3.1 Land Use and Transportation Plans

- **Comprehensive Plan Policies** – Comprehensive plans should implement smart development through supportive policy language and plan maps. For example policies should direct commercial development to nodes/centers instead of as continuous strips along corridors. Plans should allow a complimentary mix of land uses in close proximity to one another and direct future development to provide needed street connections. In the past, communities prohibited mixed-used development, and zoned commercial strips along highways without providing transportation connections to neighborhoods. This practice had the unintended effect of separating businesses from their customers and forcing almost everyone to use a car. Local governments and the private sector are reexamining those plans and looking for ways to encourage more transportation-efficient development.
- **Specific Area Plans** – Mixing land uses often means developing commercial uses next to or within residential areas. It can also mean developing housing at relatively high densities. This can be difficult when neighbors' concerns about traffic, parking, noise, building design, and other compatibility issues, outweigh the merits of the proposal. A *specific area plan* can help in addressing neighborhood issues, particularly those related to redevelopment or increased development densities. Specific area plans





Specific area plans typically provide written and illustrated standards for land use, transportation, and building design.

provide a policy framework for land use, transportation, and public improvements, and may include design guidelines, overlay zones, and public amenity requirements. They are developed through a public planning process that involves property owners, neighbors, and the local government.

- **Local Street and Sidewalk Plans** – Adopted transportation plan maps (e.g. future street and/or sidewalk locations and connections, local street plans, and sidewalk plans) can help to ensure that vital transportation connections are made as land develops. For an example of a local sidewalk plan, see the City of Salem’s Sidewalk Construction and Management Plan. (Contact: City of Salem Public Works Department, (503)588-6221.)
- **Capital Facilities Plans and Capital Improvement Programs (CFPs and CIPs)** – CFPs and CIPs prioritize, and direct or guide, the timing and location of needed infrastructure. They can encourage infill and redevelopment, for example, by placing a higher priority on projects that retrofit existing commercial areas with utilities, street connections, streetscape improvements, transit stops, and other public improvements.
- **Transportation System Plans (TSPs)** – An adopted TSP for an urban area that complies with the state Transportation Planning Rule (OAR 660-012) generally includes the following, depending on the local population: a road plan and standards for the layout of streets and their connections, transit stops, a bicycle and pedestrian plan for a network of routes within the right-of-way and through private sites, a parking plan, identification of needed transportation facilities and improvements, measures to encourage reduced

reliance on the automobile, and measures to minimize conflicts and facilitate connections between walking, bicycling, driving, and transit modes.

TSPs for larger cities also:

- (1) increase residential densities near regional shopping areas,
- (2) increase densities in new commercial office and retail developments that are in designated centers, and
- (3) zone neighborhood shopping centers within convenient walking and cycling distance of residential areas.

## 3.2 Development Incentives

**Financial Incentives** – Commercial and mixed-use projects, like most developments, are fundamentally driven by the profit potential of the deal. If the potential exists for an adequate return on investment within the developer's timeframe, then the project can move forward through the permit process, including obtaining land use approvals.

Many Oregon cities use urban renewal districts to finance mixed-use developments in town cores and other commercial areas. Incentives used by Portland, Oregon and Seattle, Washington include:

- Tax increment financing that provides funds for land acquisition and project development in targeted areas
- Tax abatements for the housing portion of a mixed-use project
- Permit fee reduction in targeted areas
- System development fee reduction or waiver in targeted areas.

A more recent incentives program adopted by the City of Austin, Texas uses a combination of financial and regulatory incentives. The *Smart Growth Matrix* system used by Austin allows the city to reduce or waive development fees for projects that are located in a designated center and meet specified land use and design criteria. For information on how to access the matrix, please see the Appendix.

The above programs clearly require a strong political endorsement of the City's role in developing or revitalizing certain areas of the city. The contribution of one or more of these programs may help to entice a developer to build mixed-use projects.

**Regulatory Incentives** – Sometimes the greatest barrier to mixed-use is the existing zoning designation. Portland uses a regulatory system for rezoning that is quite effective for those properties that have a Comprehensive Plan designation that is mixed-use in nature, but an interim zoning of, say, residential. If an applicant wishes to propose a mixed-use project, the rezone portion of the process is a review that is limited to demonstrating adequate services and infrastructure. This system removes the question of whether the use is

appropriate, and focuses solely on impacts. Such a system could potentially be applied in other cities that have designated mixed-use areas.

Other regulatory incentives include:

- Administrative review (as an option) for projects that meet the code’s list of clear and objective standards for mixed-use and pedestrian orientation.
- Providing density and building height or floor area bonuses when a specified mix of uses is proposed and a high level of pedestrian orientation is provided.
- Allowing mixed-use master plans to set the development framework, followed by administrative review of specified phases of the master plan.
- Allowing “adjustments” to code standards (instead of variances) in the context of a discretionary review.
- Allowing automatic adjustment of up to a specified percentage of certain (limited) standards for mixed-use projects (e.g., building height, lot coverage, etc.).

*“Any major development happens only through the combined efforts of many parties; developers, the community and public agencies. For example, the City of Seattle has developed tools, incentives and has allowed creative trade-offs for development. Implemented properly, such policies can benefit both owners and the public, and help create successful mixed-use development.”*

— *Daily Journal of Commerce*  
August 10, 2000

There is not one package of incentives that will be always be appropriate. In participating in a public dialog about incentives, local planners can suggest options based upon the local market, and how developers are likely to respond.

### 3.3 Regulatory Changes

- *Changes to Zoning and Other Development Regulations* – This Handbook provides recommendations for updating local zoning regulations. Revisions to other design and development standards are in the Model Development Code and User’s Guide for Small Cities, published by the Oregon Transportation and Growth Management Program. The TGM Model Code is available at <http://www.lcd.state.or.us/issues/tgm>.
- *Rehabilitation Building Codes* – Rehabilitation building codes are a relatively new tool that some states and local governments are using to make it easier to reuse older buildings. Maryland and New Jersey have adopted statewide rehabilitation codes. After New Jersey adopted its code in 1997, investment in rehabilitation work rose statewide by nearly 8 percent. Rehabilitation investment increased most significantly in three older communities:
  - Newark: 60 percent increase (from \$68 to nearly \$109 million);
  - Jersey City: 83 percent increase (from \$49 to almost \$90 million); and
  - Trenton: 40 percent increase (from \$21 to \$30 million).

Oregon presently does not have such a program. To find out more about the Maryland and New Jersey programs, please see the state web sites: <http://www.state.nj.us/dca/codes/rehab> and <http://www.dhcd.state.md.us/smartcodes/>.

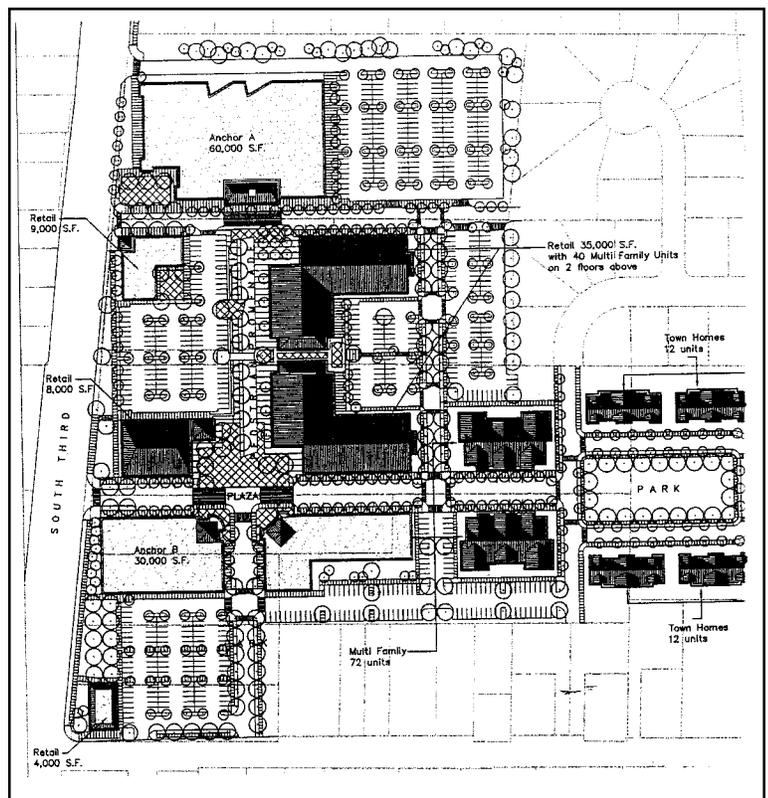
Before writing new zoning regulations, communities should review or “audit” their regulations and define the specific problems that need to be solved. The following outlines some of the universal problems with local ordinances and appropriate responses to them. The following “best practices” have universal applicability:

## 4.1 Compact Development

**Problem:** *Plans and regulations developed for greenfield development can discourage infill and redevelopment.*

- Best Practice:** *Reexamine land use plans and policies for commercial development and provide incentives for infill and redevelopment within designated areas.* Urban renewal districts, infill ordinances, and overlay zones can encourage development in designated areas by providing incentives, such as fee waivers or reductions, development streamlining, and density bonuses, for development in designated areas. This can be translated into reduced road system development charges for mixed-use developments in core areas, when the development is likely to result in fewer vehicle miles traveled as compared to single-use developments. Locations with high employment densities, high-density housing, and frequent transit service are most likely to result in a reduction.

For example, the City of Austin, Texas, has designated “desired development areas”, within which the City evaluates projects using a “Smart Growth Matrix”. The Matrix is a point system that the City Council uses to measure how well a development project meets the City’s Smart Growth goals. The evaluation criteria include: 1) the location of development; 2) proximity to mass transit; 3) urban design characteristics; 4) compliance with nearby neighborhood plans; 5) increases in tax base, and other policy priorities. If a development project, as measured by the matrix, significantly advances the City’s goals, financial incentives may be available to help offset the cost of developing in existing urban areas. These



Infill mixed-use development planned as part of the South Corvallis Town Center in Corvallis, Oregon.

“The best opportunity for suburban investments appears to lie in urbanizing suburban commercial nodes—which we characterize as subcities. Evolving 24-hour markets in their own right, subcities typically lie in the midst of the country’s major suburban agglomerations or nestle close to the big 24-hour cities. They feature smaller-scale, multifaceted core environments— attractive neighborhoods, office centers, excellent shopping, parks and entertainment amenities, and in some cases, alternative transportation to the car.”

— *Emerging Trends in Real Estate 2001*, Price Water House Cooper’s and Lend Lease

incentives may include waiver of development fees, and public investment in new or improved infrastructure such as water and sewer lines, streets or streetscape improvements, or similar facilities. Incentives available under the Smart Growth Matrix require City Council review and approval.

**Problem:** *The transition to compact development takes time. How do we facilitate the transition to higher development densities, which may take many years?*

- **Best Practice:** *Require shadow plans to plan “future” development.* Shadow plans illustrate future development potential on a site when a proposed development leaves room for additional building space. For example, if the zoning ordinance allows a floor area ratio (FAR) of up to 2:1, but the applicant proposes a FAR of 0.25:1 (e.g., a 2,500 square foot building on a 10,000 square foot lot), the shadow plan would show how building space can be added in the future. The shadow plan provides a nonbinding, conceptual plan for buildings, parking, circulation, landscaping, and other features.

## 4.2 Mixed Land Use

**Problem:** *Inflexible, one-size-fits-all standards discourage mixed-use development.*

- **Best Practice:** *Provide flexible, performance-based zoning standards and allow mixed-use development when possible.* Make sure the zoning ordinance allows residential uses integrated with commercial, employment, and civic uses in appropriate locations (e.g. downtown, main street, neighborhood center and other core areas). Look for opportunities to provide flexibility in building height, housing density, floor area, lot coverage, yard setback, landscaping, and other zoning provisions for mixed-use developments. For example, where mixed-use development is permitted, codes should allow residential uses above or behind permitted commercial or civic uses, and the combination of compatible commercial uses (retail, office, services, entertainment, etc.). Consideration should also be given to allowing small-scale commercial uses in residential neighborhoods to allow people to walk down the street for a gallon of milk rather than get in their car.



Mixed-use development with ground floor retail and second story offices and housing. Residences are accessed from side courtyards and their parking is in the rear.

Lowering barriers to mixed-use is only part of the solution. Another part is putting the necessary controls in place. Areas may need to be designated for mixed-use in the jurisdiction's comprehensive plan to facilitate rezoning the land, and the zoning ordinance may need to provide different restrictions for mixed-use. Typically, ordinances limit the types of uses that can be mixed, provide design standards, and, depending on location, limit or boost allowable density.

### 4.3 Pedestrian Access, Safety, and Comfort

**Problem:** *Access to retail services and office complexes is often difficult or impossible without a car. How do we accommodate vehicles and ensure pedestrian-friendly development?*

- **Best Practice:** *Adopt appropriate standards for pedestrian access, safety, and comfort.* Communities can use land use regulations to provide for a peaceful coexistence of automobiles and pedestrians. First, identify any areas where automobile-dependent uses – *i.e.*, drive-up facilities; automobile sales lots; warehousing and distribution; storage, servicing or repair of heavy equipment; gas service stations, etc. – should not be permitted. These uses may be inappropriate in the “core” areas of a downtown or main street, where there is the greatest concentration of pedestrians. Storefront character convenient for pedestrians is more important there than automobile convenience.

Next, consider designating areas outside the core where automobile-dependent uses can be permitted. For example, a “transition” zone between the downtown and an adjacent industrial area can help protect both districts, while providing needed services nearby. In some cases, it may be appropriate to combine highway commercial and light industrial zones and provide appropriate design and development standards to control strip-commercial development.

**Problem:** *Automobile-dependent land uses, such as car sales lots, gas stations, and drive-up restaurants need to go someplace. How can they be designed to reduce conflicts with pedestrians?*

- **Best Practice:** *Require design compatibility between automobile-dependent uses and pedestrians in all commercial areas.* The level of pedestrian accessibility



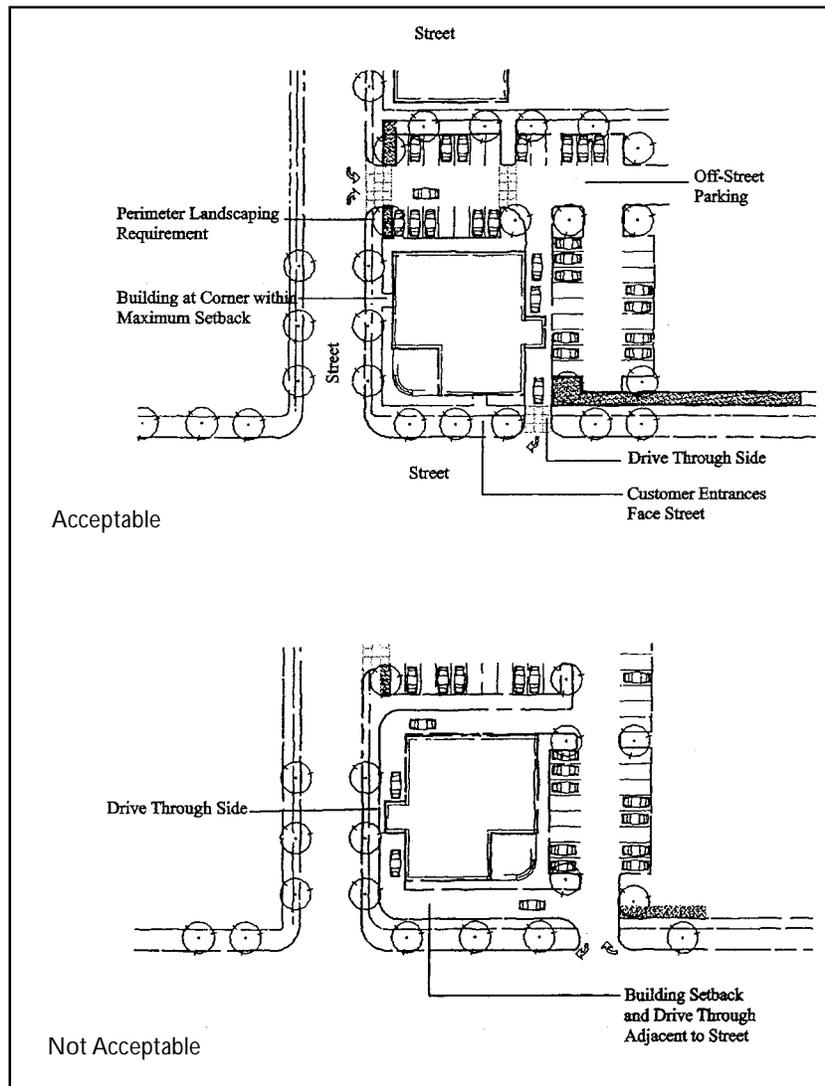
Main streets typically have attractive storefronts and good pedestrian access.



Drive-up or drive-through uses pose extra challenges for pedestrian access, safety, and comfort.

will vary depending on the zone or land use pattern, so site and building design standards for different zones may vary. Downtowns, main streets, and neighborhood centers should be designed to be highly pedestrian-friendly; walkers and wheelchair users often have precedence over cars in these core areas. Automobile-oriented areas (corridors, large community commercial centers) may not have the same high percentage of pedestrian trips to the site, but need to accommodate walking on the site and to adjacent uses. In either situation, it is necessary to have a safe network of sidewalks and walkways.

Where automobile-dependent uses are permitted, zoning, subdivision and engineering standards can help to reduce conflicts between pedestrians and vehicles. For example, drive-up windows should not be allowed between the street and a building entrance. Vehicle access should be taken from an alley or interior driveway where possible, and conflicts between vehicles and pedestrians should be minimized. Local codes should address the number,



Site layout for drive through uses should place parking and driveways away from pedestrian areas.

location, and width of new curb cuts and driveways, and ensure adequate buffering between vehicles and pedestrians.

For example, site plans and building designs should include:

- 1) sidewalks with a street furnishing zone (e.g., street tree well cutouts, and space for outdoor seating, bus waiting areas, trash cans, newspaper vending machines, mail boxes, sidewalk displays, etc.) on both sides of every street whether public or private;
- 2) building entrances oriented to streets; corner buildings should have corner entrances where appropriate;
- 3) parking and vehicle drives located away from building entrances, and not between building entrances and streets with pedestrian activity;
- 4) surface parking oriented behind or to the side of a building, with access from shared driveways or alleys when possible, and not on street corners;
- 5) landscape buffering between parking lots and adjacent sidewalks; and
- 6) pedestrian walkways through sites, connecting entrances, buildings, and the public sidewalk, with safe crossings of streets, drives, and parking areas.



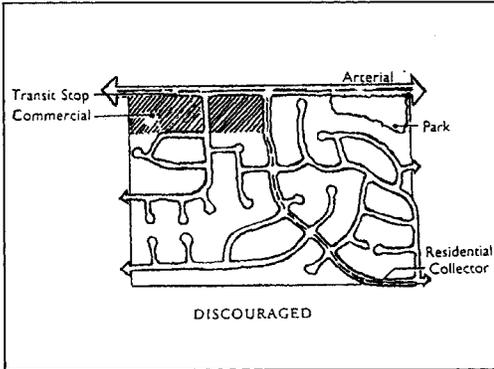
Pedestrian-friendly design integrates both the public right-of-way and private side of the streetscape.



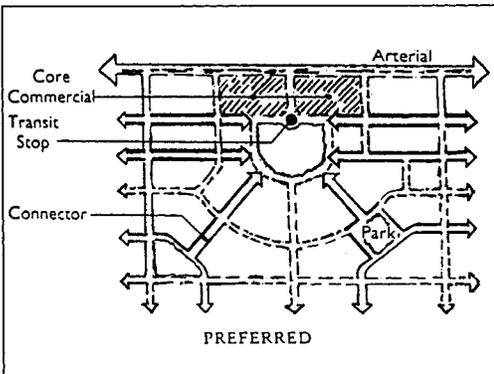
Large parking areas between the building and the street create a hostile environment for pedestrians.

For a complete set of pedestrian design guidelines, please refer to the Model Ordinance for Commercial and Mixed-Use Zones in Chapter 7.

## 4.4 Street Connections



Conventional suburban street pattern.



Preferred interconnected street pattern.  
 (Source: "Creating Livable Streets," Metro.)

**Problem:** It is difficult to walk or drive directly from residences to the new neighborhood shopping center, even though the shopping center is less than one-half mile away.

- **Best Practice:** Require the formation of blocks, with a minimum street spacing standard. Local governments can plan ahead by stipulating maximum block lengths and perimeters in their codes, and designating vital public street connections that must be made as the land develops. The development of secondary or parallel streets along highways can also help in meeting community-wide transportation needs. Where public street connections are not practicable, local codes should require the development of bicycle and pedestrian connections and internal private shopping streets that mimic public streets and meet the block standard.

**Problem:** Drivers and pedestrians must use a major street to go from one business to the one next door.

- **Best Practice:** Require cross access for adjacent sites. A service drive and walkway connecting two or more adjacent sites reduces out-of-direction travel, relieves traffic congestion on the public street, reduces traffic conflicts caused by turning movements, and allows people to walk from use to use once they arrive at the commercial center.

**Problem:** We have a lot of traffic accidents on our commercial streets, most of which are at intersections with private driveways.

- **Best Practice:** Audit your land use and transportation plans and development regulations to see how each can better support the other. For example, access management and traffic calming (e.g., driveway consolidation, relocation, closure; medians, intersection bulb-outs, shared driveways, etc.) may help to improve the function and safety of commercial streets. Land uses along State highways should be reviewed consistent with the Oregon Highway Plan and implementing rules.



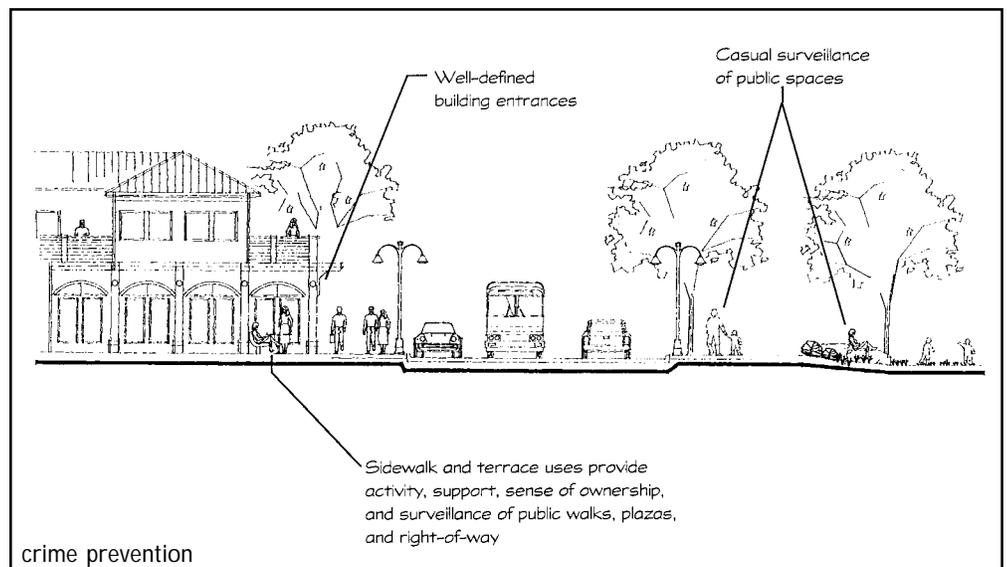
Boulevard vs. commercial strip: Both handle through traffic; only one is comfortable and inviting to pedestrians.

## 4.5 Crime Prevention and Security

**Problem:** *Building managers have reported increased theft in parking lots and neighbors are concerned that development will bring more crime problems.*

- **Best Practice:** *Adopt site and building design guidelines or standards that promote safety and security.* Chapter 2.5 describes the following crime prevention design elements:
  - Territoriality
  - Natural Surveillance
  - Access Control
  - Activity Support
  - Maintenance

For an ordinance example, please refer to City of Tempe, Arizona’s “Crime Prevention Through Environmental Design (CPTED) Ordinance.” Tempe’s CPTED program is regarded as a national model. To view the ordinance, go to the Tempe’s web site at <http://www.tempe.gov/tdsi/Planning/CPTED/>. A basic set of model design guidelines is also provided in Chapter 7.

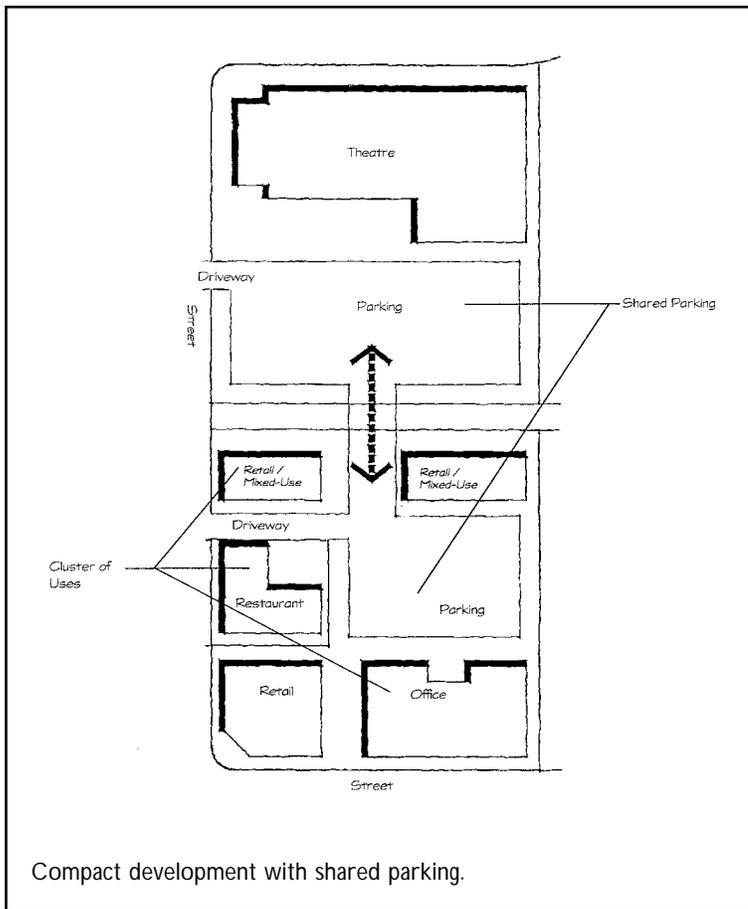


## 4.6 Parking and Efficient Land Use

**Problem:** *Surface parking lots take up too much space, separate uses, and discourage walking in our commercial districts. Our ordinances do nothing to encourage a more efficient use of land.*

**Best Practice:** *Consider using the following regulatory and parking management tools to minimize the amount of land used for surface parking:*

- **Inventory parking.** First, take stock of existing parking spaces. As cities grow, they find that parking spaces need to be managed to ensure that available spaces are used efficiently and overflow parking does not impact neighbors. For example, upon conducting an inventory of downtown parking use, one community found that most of the on-street parking in front of businesses was being used by employees of those businesses. By encouraging employees to park behind the buildings in a shared parking lot or a few blocks away the businesses were able to open up prime (visible) parking in front of their stores for customers.



- **Parking management plans.** A parking management plan can address supply and demand, as well as pricing, wayfinding (signage), intermodal connections, maintenance, and capital improvements for public parking.

- **Share parking.** “Shared parking” means that multiple uses share one or more parking facilities. For shared parking to work, parking demands for different uses have to “peak” during different times of the day. For example, if a theater typically has peak parking demand during evening hours, the owner may be able to lease parking spaces to other uses during daytime hours. Shared parking can be allowed regardless of whether the zoning ordinance requires any off-street parking, or whether public parking is available.<sup>2</sup>

- **Add on-street parking when possible.** On-street parking slows traffic, creates better pedestrian environments by buffering sidewalks from moving vehicles, increases the viability of retail shops and services, and reduces the amount of

<sup>2</sup> For more information on shared parking, please see “Shared Parking in the Portland Metropolitan Area: Model Shared Parking Ordinance; Model Shared Use Agreement for Parking Facilities,” Metro (1997).

land used for off-street parking lots, thus decreasing impervious surfaces. Typical barriers to on-street parking are street standards that prohibit backing movements onto major streets. These standards should be reviewed and revised, as appropriate, in the context of encouraging economic vitality, traffic calming, pedestrian accessibility (e.g., buildings oriented to streets), and human-scale design.

- *Reduce or waive minimum off-street parking standards.* Many cities find it necessary to reduce parking ratios and waive parking standards altogether for downtown development. In all commercial districts, parking minimums should ensure adequate parking without requiring excessive parking. Depending on location, population density, and availability of transit service, some retailers can live with less than three parking spaces per thousand square feet of leasable space. More commonly, a minimum of four spaces per thousand square feet of retail space is used.
- *Allow applicant to request a reduction in parking standards based on a parking impact study.* The impact study allows the applicant to propose a reduced parking standard based on estimated peak demand, reductions for likely transit and car pool riders, and adjacent on-street parking. The parking study is subject to review and approval or modification by the reviewing body.
- *Establish a maximum parking ratio.* Where public parking and frequent transit service are provided, local governments should consider putting a lid on how much parking can be developed on a property. Similar to minimum parking ratios, the maximum ratios are based on land use type. Exemptions to the standard can be provided for parking structures, shared parking, valet parking spaces, market-rate parking, or similarly managed parking facilities. Please refer to Metro's minimum and maximum parking standards contained in Appendix C.
- *Use parking districts (in-lieu fee for off-street parking).* Local ordinances can authorize payment of in-lieu fees to help support downtown parking programs and construction of new public parking facilities. The City of Corvallis uses a parking district for their downtown core.
- *Encourage structured parking.* The best place to provide parking in high-density core areas, from an urban design and functional standpoint, is in underground or multistory parking garages. However, these facilities are



Parking structures should provide ground floor commercial store fronts. (Gaithersburg, MD)

expensive and may not be financially feasible in some communities. When structured parking is not economically feasible, communities can look at other alternatives such as shared parking.

- *Allow valet parking.* Valet parking may be feasible for some hotels, restaurants and meeting/event facilities. Valet parking allows stacking of smaller parking spaces with less space devoted to drive aisles.
- *Free parking zones for shoppers,* with a maximum time limit and merchant validation.
- *Public parking lots/structures,* with good signage to make it easy to find. Providing ground-floor commercial as part of a public-private partnership can help ensure a positive return on the public’s investment in parking.

## 4.7 Creating and Protecting Public Spaces

***Problem:*** *Some new commercial developments have missed opportunities to create usable outdoor space for their employees and customers, or have physically turned their backs to the public streetscape with big blank walls.*

***Best Practice:*** *Require developments to integrate usable public space whenever possible, and require that they recognize and respond appropriately to existing or planned public spaces on or near the site (e.g., parks, civic buildings and spaces, transit stops, sidewalks, plazas, and similar spaces). Public spaces should be clearly recognizable as “public” (e.g., a plaza within view of a street or other public space), publicly accessible (i.e., a pedestrian can get there), and can be occupied by a person (i.e., a person can stand there). These spaces can be as simple as an expanded sidewalk for outdoor dining, to a large plaza with public art and entertainment. They can be created voluntarily by the developer, or can be a condition of approval when findings of proportionality to the project’s impact can be made per *Dolan v. City of Tigard (US S Ct 1994)*.*

## 4.8 Human Scaled Building Design

***Problem:*** *Our commercial corridors have large buildings set back from the street behind parking lots, and entrances with towering pole signs that are not comfortable for pedestrians. How do we create a “human scale” in these commercial areas?*

***Best Practice:*** *The same design principles that apply to main streets and downtowns, with some adaptation, can apply to other commercial areas. For example the “height-to-width” ratio referred to by architects and urban designers is a useful*

concept. The most human scale is achieved when the building height-to-street width ratio is between 1:2 and 1:3. Typically, width is measured horizontally between opposing building fronts. Height is measured from the sidewalk to the building eaves.

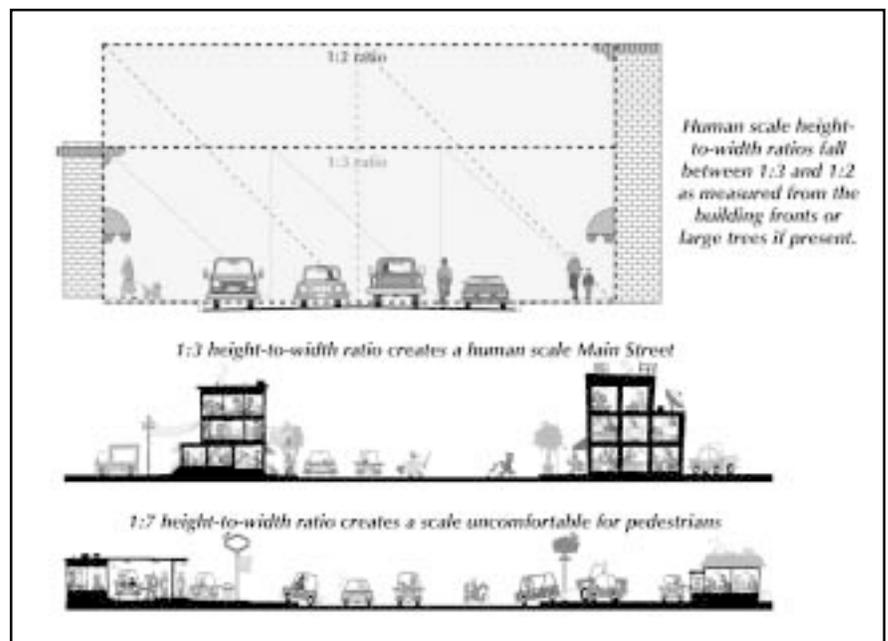
For example, a typical main street (60-80 feet wide) would have buildings about 35 feet tall (2 to 3 stories) which are next to the sidewalks. It is no coincidence that the width-to-height ratio of the space inside many malls has the same proportions: the pedestrian streets are about 35 feet wide and the shop fronts (floor to ceiling) are about 15 feet high. It should be noted, however, that this principle does not apply to signs. Downtowns and main streets should have signs that are within the field of vision for pedestrians – i.e., typically window or awning height.

For shopping centers with private, internal driveways, the width/height ratio can be measured between opposite building fronts (pads) along an internal street, or between one building front and street trees on the opposite side of the street. The internal drive or “shopping street” should have sidewalks and amenities similar to a public street (e.g., seating, trees, lighting, etc.).

Ordinances can help support human-scale design by requiring building entrances placed close to the street, ground floor windows, articulated façades, appropriately scaled signs and lighting, and awnings and other weather protection. For example, in downtowns, main streets, neighborhood centers, and other strategic locations (e.g., at transit stops), it is often appropriate to require a maximum front building setback, or a “build-to” line, for a minimum percentage of the building front.



Human-scale can be created with low-rise buildings along minor streets, or multi-story buildings along major streets.



(Source: Main Street Handbook).



buildings



trees



utilities

The photos above illustrate how buildings, trees, and utilities can contribute to or detract from the streetscape.

**Problem:** *How do we avoid big boxes with blank walls or rows of loading bays? How do we get building designs that respond to the design character of our community?*

- **Best Practice:** *Use design guidelines and standards that provide options and incentives for quality design. While it may not be possible to legislate good design, communities can adopt design guidelines or standards to help steer developments in the right direction. Design criteria should clearly specify “intent” and provide examples of acceptable solutions, while leaving flexibility for design. The transition to compact, pedestrian-friendly design will occur over time, and this will require a flexible approach to design control. This is particularly important in core areas whose appeal is often tied to a particular aesthetic or historical context. It is possible to apply site design and architecture standards without creating something that appears contrived, or that stifles development altogether. Even large regional and national retail businesses have shown they can adapt when communities demand locally sensitive architecture. The model ordinance in Chapter 7 provides an example of discretionary design review standards.*

Because the field of planning does not have a standardized land use classification system, zoning classifications and definitions vary from state to state, and from community to community. Differences also exist between the land use planning profession and allied professions, such as urban design, architecture, and land development. Even in Oregon, with our tradition of land use planning, we do not have a standardized set of zone districts. So, for this Handbook, we have developed a simple system of names that refers to typical commercial areas in communities.

## 5.1 Generic Zones

For simplicity, we use the following “generic” zones:

- *Downtown and Main Street* – Intended for a typical downtown area, or four to five block main street commercial district. Main Street districts may include side streets as well. These areas are typically the historic commercial “heart” of a city and traditionally contain a mix of commercial and residential uses. They may have a state highway running through them.
- *Neighborhood Center* – Includes small and large centers of less than one acre, and up to 10 acres. Neighborhood center size and density typically depend on the population to be served, level of transit services, if any, and surrounding land uses. These areas should have a mix of commercial and residential uses.
- *Community Commercial Center* – Large centers, typically greater than 10 acres, with a variety of discount and department stores, entertainment uses, services, and in some locations, housing.
- *Corridor* – Commercial areas that have developed in a linear pattern along highways or arterial streets, outside downtown, main street or neighborhood center locations. This is not a recommended form, but an existing condition that should be addressed by community planning and zoning. Typically, the objective along corridors is to retrofit them with nodal development around planned centers or nodes. To make this work, retail and office development should be limited along the corridor so that over time, these uses become more focused at centers or nodes.



Downtown and Main Street



Neighborhood Center



Neighborhood Center



Community Commercial Center



Corridor

Table 1 compares the Handbook zones to other common land classification systems. The Urban Land Institute terms refer to types of individual developments and not to zoning districts.

<b>Table 1 – Comparison of Handbook Zoning to Other Classification Systems</b>			
<i>Handbook</i>	<i>Urban Land Institute</i>	<i>New Urbanism Lexicon</i>	<i>Typical Local Zoning Ordinance</i>
Downtown and Main Street	Downtown Main Street	Core Zone: “The most dense business, service, and institutional center ... usually shared by several neighborhoods ... always straddles thoroughfares at their most active intersection ... walking distance of a large residential catchment.”	Central Business District, General Commercial, etc.
Neighborhood Center	Neighborhood Center: Supermarket 3-10 acres; 50,000 sq. ft. of leasable area typical; serves populations of 3,000 to 40,000. ULI also refers to smaller “Convenience Centers”.	Center Zone, Neighborhood Center – “The dense multifunctional social condenser of a neighborhood ... usually at a central location, within walking distance of surrounding ... residential areas ... combination of residential and other uses”	Neighborhood Commercial, Commercial-Residential, Residential-Office, Convenience Commercial, or none available
Community Commercial Center	Community Center: Junior Department Store, Large Variety Store, Discount Department Store; 10-30 acres; 150,000 sq. ft. leasable area typical; 40,000-150,000 population served. (Regional Centers may exceed 30 acres.)	Center Zone, Town Center (Most conventional shopping centers do not meet the definition of a town center, which is similar to, but on a larger scale than, a neighborhood center, as described above.)	Community Commercial (CC), General Commercial (GC), Highway Commercial (CH)
Corridor	Typically considered suitable for Community or Regional Center uses	The New Urbanism defines Corridors as “Lineal sectors reserved for transportation and greenway connections.” Corridors may also have nodes/centers along them.	Highway Commercial, Extensive Commercial, General Commercial, etc.

Sources: Urban Land Institute *Shopping Center Handbook*, Second Edition; *Lexicon of the New Urbanism*, Duany Plater-Zyberk & Company, Version 2.1 (1999).

As shown in Table 1, this Handbook attempts to bridge the Urban Land Institute’s conventional shopping center typology with the New Urbanism’s “Lexicon”. Since neither classification system addresses existing problems of strip commercial development, we have created the “Corridor Zone” for that purpose.

## 5.2 Comparison of Handbook Zones to State and Regional Plans

Table 2 shows the relationship between the Handbook and designations in the Oregon Highway Plan and Metro 2040 Regional Growth Concept (for jurisdictions in the Portland Metropolitan Area).

<b>Table 2 – Comparison of Handbook Zones to State and Regional Plans</b>		
<i>Handbook</i>	<i>Oregon Highway Plan Designations*</i>	<i>Metro 2040 Regional Growth Concept Designations</i>
Downtown Main Street	Special Transportation Area (STA)	Central City, Regional Center, Town Center, or Main Street nodes/centers along them.
Neighborhood Center	Special Transportation Area or Urban Business Area (UBA)	Town Center, or smaller neighborhood mixed-use not shown on 2040 Growth Concept map
Community Commercial Center	Urban Business Area or Commercial Center	Regional Center or Town Center
Corridor	Urban Business Area	Corridor

\*Oregon Highway Plan designations apply only to commercial areas that abut or straddle a state highway.

Sources: “OHP Implementation Handbook: A Guide to Implementing The 1999 Oregon Highway Plan,” Oregon Department of Transportation, September, 2000; and “Livable Communities Workbook: A Guide for Updating Local Land-Use Codes,” Metro Regional Services, January 1998.

Local comprehensive plans must be consistent with the Oregon Highway Plan (OHP). The OHP “Land Use and Transportation Policy” encourages compact development patterns while serving the mobility needs of the through traveler on state highways. The policy applies to state highways, including those that serve as main streets of many communities.

Compact development patterns benefit the transportation system by reducing local trips and travel on state highways to shop and do business, by encouraging more opportunity to walk, bicycle, or use available transit services, and by increasing opportunities to develop transit. Encouraging growth in more compact development patterns is partially accomplished by implementing the following highway designations<sup>3</sup>:

**Expressways.** An expressway designation by the Oregon Department of Transportation (ODOT) is an overlay on the Statewide, Regional and District Highway classifications. It provides for high speed and high volume traffic with minimum interruption. Their primary function is to provide for interurban travel and connections to ports and major recreation areas. A secondary function is to provide for long distance interurban travel in metropolitan areas. Usually there are no pedestrian facilities, and bikeways may be separated from the roadway.

<sup>3</sup>For additional information on the Oregon Highway Plan designations, including their locations, traffic characteristics, design characteristics, designation requirements, and management plans, please refer to the *Oregon Highway Plan Implementation Handbook* published by ODOT (September 2000); available on the web at: [www.odot.state.or.us](http://www.odot.state.or.us).

**Special Transportation Areas (STAs).** Special Transportation Areas balance highway performance and local access to community activities, business and residences. They are intended to promote pedestrian accessibility rather than highway mobility. STAs are designed for use in downtowns, business districts, and community centers and offer the opportunity to better preserve the community functions of compact downtown areas through pedestrian and multi-modal accessibility. STAs straddle the state highway with compact, mixed-use development and buildings, rather than parking lots that front the street. STAs are commonly designated for developed areas such as existing downtowns.

**Urban Business Areas (UBAs).** Urban Business Areas address commercial uses in urban growth boundaries where automobile accessibility is important to continued economic activity. UBAs encourage clustering of development and offer opportunities outside of STAs to develop strategies for good traffic progression, automobile and pedestrian access and safety, bicycle lanes, sidewalks, pedestrian crossings and other pedestrian amenities.

**Commercial Centers.** The objective of a Commercial Center is to encourage local governments to cluster commercial development in centers or nodes with limited access to the state highway to reduce conflicts with through traffic. The highway classification of “Commercial Center” would occur where an entrance to the center intersects with the state highway.

**Other State Policies.** The recommendations in this Handbook can also be used to implement the requirements of the State Transportation Planning Rule. Specifically, the best practices and strategies related to parking, pedestrian and bicycle accessibility, and transit supportive land use and design can be used to implement Oregon Administrative Rules 660-012-0045 and 660-012-0060(7). For more information on the State Transportation Planning Rule, please refer to Appendix B, Applicable State Planning Policies and Rules.

This chapter describes the key characteristics of the four types of areas (zone districts) referenced in the Model Ordinance for Commercial and Mixed-Use Zones (Chapter 7) – Main Streets/Downtowns, Neighborhood Centers, Community Commercial Centers, and Corridors – including common issues unique to each of the areas.

## 6.1 Main Streets and Downtowns

Downtown is often referred to as the central business district of a community. The service area is regional, with the scale of the “region” depending on the size of the community and the size of its downtown. Main Streets – linear districts that are generally four to five blocks long and one to two blocks deep – typically function as the downtown of smaller communities and have a local service area. Larger cities may have more than one Main Street, in addition to a downtown, that serve as neighborhood shopping streets.

### *Key Characteristics*

The classic downtown or main street district is a compact assembly of storefront buildings, short blocks, pedestrian amenities, consolidated parking, and on-street parking. These elements, combined with the local culture and events, create a sense of place that attracts pedestrians.

The Oregon Transportation and Growth Management Program’s *Main Street Handbook* describes Main Streets as typically “several blocks in length and width, with compact, mixed-use development, and buildings spaced close together and close to the street.” “Main streets have short blocks, are interconnected with local street networks, boast sidewalks wide enough for pedestrians to walk side by side, and usually include on-street parking. Main streets, by tradition and design, are pedestrian friendly.” Downtowns typically have the same characteristics as main streets, except they cover a larger geographic area and may have more intensive development. On-street parking and shared parking are generally the norm in downtown and main street districts. Many of Oregon’s downtowns and main streets also have significant historic buildings and landmarks.

## Issues

**Main Street: When a highway runs through it.** A key challenge faced by many communities is how to make Main Street an inviting and pedestrian-friendly place when it has a state highway running through it.<sup>4</sup> High vehicle speeds, truck traffic, and the lack of on-street parking, for example, can discourage storefront shopping and lead to disinvestment.

**Automobile-dependent land uses.** The first American downtowns and main streets were built for pedestrians. People may have shared the streets with horses, wagons, and streetcars, but automobiles were not part of the plan. Today, most trips downtown are made by automobile. Drive-through facilities, car washes and gas service stations have followed. How can a community manage these “automobile-dependent” land uses in areas that are supposed to give priority to pedestrians? Sometimes this means prohibiting or restricting automobile-dependent land uses in certain key locations. For example, automobile sales lots, car washes, and drive through facilities may be prohibited in the downtown core, adjacent to pedestrian plazas, etc. Alternatively, a community may permit certain auto-dependent uses downtown subject to site and building design standards that minimize conflicts with pedestrians (e.g., orienting drive-through windows to internal alleys or driveways, rather than street fronts).

**Mixed-Use development.** Downtown and main street areas, by definition, have a mix of land uses. For the purpose of this Handbook, “mixed-use” means any combination of commercial (e.g., retail, office, and entertainment), and non-commercial uses, such as residential uses, mixed vertically (e.g., housing above retail) or horizontally (e.g., housing next to and integrated with retail). When integrated within a pedestrian-friendly center, “mixed-use” developments can help in reducing demand for motorized transportation, and they can provide attractive living and working environments. Housing in commercial areas provides on-street activity after 5:00 p.m., built-in local business customers, and 24-hour security. Ironically, many newer zoning ordinances prohibit mixed-used developments in the places where they are needed most.

**Parking.** The availability of parking is a key issue for most downtown and main street business owners. Since land is often in short supply, and large surface parking areas are generally not conducive to a pedestrian environment, large parking lots are scarce and discouraged by local governments. On-street parking and public parking lots may be vital resources, but often there is a perception that these facilities are at or near capacity even when they are not. Communities often have to balance the need for parking with the desire to have a compact, pedestrian-friendly, and aesthetically pleasing downtown or main street.

<sup>4</sup> For more information, please refer to: “Main Street... when a highway runs through it: A Handbook for Oregon Communities,” published by the Oregon Transportation and Growth Management Program (1999).

**Community Character.** Although downtown and main street areas share certain characteristics, each one is unique and often provides a sense of community identity. Buildings oriented close to the street, interesting storefronts, sidewalks with seating, and architectural detailing are the hallmarks of downtown or main street “character.” The original character of each community is different; however, new developments – a gas station here, a chain fast food restaurant there – can lead to all communities looking the same.

## 6.2 Neighborhood Centers

### *Key Characteristics*

This Handbook addresses small- and large-scale neighborhood centers. Neighborhood Centers may be a corner store, serving fewer than 3,000 people, or it may be a supermarket with other retail and commercial services, serving an area of up to 40,000 people. Neighborhood Centers may also include mixed-use development. The surrounding population density, socioeconomic characteristics, accessibility, and number of competing centers, all influence supply and demand for neighborhood centers. The important point is that neighborhood centers, large or small, should be integrated with, and easily accessible from, adjacent neighborhoods.

### *Issues*

**Strip or node?** Corner stores and small mixed-use buildings should be an integral part of a comprehensive, pedestrian-oriented neighborhood. However, neighborhood commercial development since the 1950s has catered more to pass-by automobile traffic by locating corner stores on major streets, with no on-street parking and few if any connections to nearby housing. The Urban Land



Neighborhood mixed-use centers can be as small as a corner store or as large as a ten acre shopping center.

Institute refers to small neighborhood centers – that may have a small store, gas station, drive through restaurant, etc. – as “convenience commercial” centers. Ironically, when roadways become congested and no alternate routes exist, these developments become inconvenient, even to the motorists they are intended to serve. In the worst case, the small “centers” coalesce over time into one long commercial strip. Because the strip faces a major street that does not connect to adjacent neighborhoods, traffic problems escalate and pedestrians must cross the street or traverse parking lots to reach the front door.

Communities can zone neighborhood mixed-use “nodes,” small (e.g., 1-10 acre) areas, concentrated around key intersections, centrally located, and that have good pedestrian access from adjacent neighborhoods. A distance of one-half mile between nodes is optimal for walking, but real estate and development industry representatives should be consulted regarding appropriate market areas, site size and location. Where transit service is available, the nodes should be oriented to transit stops. Nodes should be located off highways or, if on a state highway, one side of the highway only. The Oregon Highway Plan should be consulted regarding locations along state highways.

***Orienting buildings to neighborhood.*** One of the main problems with strip commercial development is that it physically turns its back to the neighborhood that it should be serving. Strip commercial “centers” usually consist of buildings that are set back away from the neighborhood and surrounded by parking lots. Neighborhood commercial buildings and uses should be oriented to streets that are easily accessible from adjacent neighborhood(s). Many of the same building orientation principles that apply to core areas of the downtown or main street also apply in neighborhood centers. For example, both should have:

- 1) sidewalks with a street furnishing zone (e.g., street tree well cutouts, and space for outdoor seating, bus waiting areas, newspaper vending machines, mail boxes, sidewalk displays, etc.);



Grocery stores can anchor a neighborhood center or mixed-use node.

- 2) building entrances oriented to streets; corner buildings should have corner entrances whenever possible. When it is not practical or reasonable to orient building entrances to an existing street, a new “shopping street” with sidewalks and pedestrian amenities (e.g., weather protection, seating, lights, etc.) should be created within the development;
- 3) parking and vehicle drives located away from building entrances, and not allowed between a building entrance and the street;
- 4) surface parking oriented behind or to the side of a building, accessed from an alley when possible, and not on street corners;
- 5) landscape buffering between parking lots and adjacent sidewalks, and adjacent residential uses; and
- 6) no minimum front setback and a maximum front setback of 10 feet.

**Land use and design compatibility.** Neighborhood centers can have a wide range of land uses, from convenience retail, salons, laundry/dry cleaner, day care businesses, and small cafes; to grocery stores, professional offices, medical clinics, pharmacies, video rental stores, family restaurants and automotive services. Compatibility (e.g., architectural, parking, traffic, noise, light, glare, etc.) between commercial development and adjacent residences is a concern in most communities, even in traditional neighborhoods where corner markets have existed for years. Approving a zone change to allow a new convenience store in an established residential area, for example, may not be possible politically, even with the best design and strongest controls on traffic, parking, and hours of operation. Land use and design standards, such as those suggested in the Model Ordinance for Commercial and Mixed-Use Zones in Chapter 7, can help win neighborhood support.



Neighborhood compatibility requires attention to the design of buildings, parking areas, and streets.

***Building commercial and mixed-use development in existing neighborhoods.***

Often times, the biggest obstacle to building commercial and mixed-use development in neighborhoods is a lack of legitimate planning in which neighborhood residents and other stakeholders are actively involved and want new development. Residents want certainty – certainty that their property

values will go up over time (not depreciate), and certainty that services and amenities will be available at adequate levels. They may also be concerned about crime, crowding, traffic, schools, and aesthetics. Understandably, neighborhoods may view outsiders – developers – with skepticism, especially when a commercial or mixed-use development is proposed “out of the blue,” without any prior neighborhood contact from the developer or community planning.

***Neighborhood planning can help facilitate Smart Development in existing built areas.***



Portland: Housing above commercial.



Lake Oswego: Commercial next to housing.



Bend: Live-work.

- *Plan first.* Community planning should be completed before introducing new commercial uses into a neighborhood. Neighborhood plans can help to:
  - Clarify residents’ needs and wants and build consensus on a basic vision;
  - Understand the market for various land uses;
  - Provide greater certainty to residents and prospective developers on the location and intensity of desired development;
  - Establish development and design guidelines that can be incorporated into zoning ordinances;
  - Identify needed public improvements, such as streetscape and open space amenities, and garner public and private support for funding;
  - Decide on procedures, including public notice and development streamlining, that the local government will use to review development requests.
  
- *Determine the land uses that will be permitted.* Be careful in what the zoning ordinance permits outright. Only those uses that are deemed compatible should be permitted outright.
  
- *Specify objective standards whenever possible,* rather than using subjective (e.g., conditional use) criteria. For example, the following specifications would provide more certainty to neighbors and developers than a conditional use procedure without objective criteria: *“retail market selling food and household supplies, not to exceed 3,000 square feet, and subject to the following design standards...”*.

Three different examples of small-scale neighborhood centers.

- *Control development intensity*, for example, by limiting off-street parking or commercial floor area. The zoning ordinance can say, for example: “Not more than [x] parking spaces or [y] square feet per commercial use, whichever is less, shall be permitted”.
- *Provide appropriate building and site design guidelines or standards*. Design guidelines and standards for crime prevention, safety, accessibility, desired character, noise reduction, parking, circulation, loading, garbage storage, etc. are some of the ways to address neighborhood compatibility.
- *Control automobile-dependent uses*, such as gas stations, car washes and drive-through windows. Some of these uses may need to be limited to certain locations, or prohibited, if they are likely to have unacceptable impacts.

### 6.3 Community Commercial Centers

Community commercial centers are a recent phenomenon. Since creation of the interstate highway system and suburbanization of America, we have seen the advent of shopping centers, big box centers, freestanding big boxes, regional malls, and other large commercial forms. Some of these developments are anchored by one store, while others have multiple anchors. For the purpose of this Handbook, a Community Commercial Center is defined as a commercial or mixed-use area that may serve a community-wide or regional market.

#### ***Key Characteristics***

Nationally, community commercial centers typically serve a population of 40,000 to 150,000. Land uses may include junior department stores, large variety stores, and discount department stores. Community-oriented centers typically have an overall area of approximately 10-30 acres, and approximately 150,000 square feet of gross leasable area, depending on the population served. Some regional centers may contain over 30 acres and over one million square feet of leasable space.

The community commercial center should be planned and zoned to accommodate retail, offices, commercial services, entertainment, civic, and institutional uses. Individual uses may range from less than 5,000 square feet, to over 100,000 square feet. Increasingly, these centers are being developed or redeveloped with multiple family housing. Housing should be permitted as part of a vertical or horizontal mixed-use project when adequate parking and amenities can be provided for residents.

## Issues

### ***Parking Needs and Land Conservation: Striking the Right Balance***

Some retailers say they need to have enough parking for the day after Thanksgiving – even if their parking lot is only half full the rest of the year. While that may be true, the land we use for parking cars comes at a high public and private cost.



Excessive parking requirements may create an under-utilized sea of asphalt.

The first thing most city planners think of when they look at a site plan for a 100,000 square foot discount store is: “Wow, *that’s a lot of parking – if they only had a parking structure, this could be so much more compact!*” Indeed, a 100,000 square foot retail store on eight acres, with conventional parking standards (5 spaces to every 1,000 square feet of store space) and standard drive aisle and parking stall dimensions, uses a lot of land – 500 spaces total. Five hundred spaces requiring an average area of 300 square feet of asphalt per space, equals nearly 3.5 acres of parking. Three and one-half acres in a central business district of a small city could contain over 170,000 square feet of leasable space, or seventy percent of the space built on the eight-acre retail site.<sup>5</sup>

This example shows the need for striking a balance between parking requirements and conservation of urban land for employment and housing. How do cities encourage infill and redevelopment of parking lots, and conversion to structured parking over time? Local zoning ordinances can help in reducing these costs by including standards and incentives for more efficient commercial parking facilities, such as shared and on-street parking.

Generally, neither the public sector nor the private sector want to “overbuild” parking. Cities want to minimize surface parking for environmental and aesthetic reasons. Retailers do not want to pay for excessive paved areas, but they do want adequate parking throughout the year and to accommodate business growth. The Model Ordinance for Commercial and Mixed-Use Zones in Chapter 7 recommends tools for efficient parking.

<sup>5</sup> This assumes 25% for street right-of-way and a very conservative floor area ratio (FAR) of 1.5:1. A conventional discount store typically has a FAR of 0.3:1 or less.

### ***Design Quality – or How Not to Become Anytown, USA***

People care about appearances, and much of the alarm about sprawl is really about the loss of individual community character. The proliferation of identical shopping centers, gas stations, franchise restaurants and the like, has transformed thousands of American cities into “Anytown USA”. Local governments have reacted by adopting land use regulations that control development design and ensure the consideration of aesthetics.<sup>6</sup>

### ***Transportation Connections – or How Do We Get There From Here?***

Large commercial projects can interfere with the development of a connected street network. If large projects are permitted repeatedly without regular connections to neighborhoods, the number of vehicle miles traveled through the community will increase due to out-of-direction travel. This situation can be avoided by requiring the formation of blocks with a minimum street spacing standard for large development sites, and providing options for internal streets and driveways that go “to and through” the development, and connect to adjacent neighborhoods and districts. Where public streets are not feasible, ordinances should require private shopping streets with sidewalks, street trees, and pedestrian lighting. For examples of these options please refer to Chapter 4, Section 4.4 Street Connections, and the design guidelines in Section 5 of Chapter 7.

***Pedestrian Access and Circulation*** – In these larger centers, people need to be able to walk from their cars or a transit stop to the center, and then around the center from use to use. Pedestrian pathways and sidewalk connections need to be designed to make walking and wheel chair use safe, convenient, and comfortable.



Chain retailers have shown they are flexible when it comes to building design, particularly when local governments provide clear standards.

<sup>6</sup> See *Berman v. Parker*, 348 U.S. 26 (1954), in which the U.S. Supreme Court accepted “aesthetics alone” as a regulatory justification. Aesthetic ordinances must not be unconstitutionally vague.

## 6.4 Corridors

### *Key Characteristics*

Corridors are linear commercial or mixed-use areas along major arterial streets, such as highways and highway interchanges. From the perspective of retailers, these areas are prime locations for commercial development because they typically have high traffic volumes and good visibility. When below capacity, highways and other arterial streets provide easy automobile access to stores, offices and other businesses. Thus, over the last 50 years, urban development has followed and been shaped by highway investments. The result is that most Oregon communities are automobile-dependent and rely heavily on state highway corridors for local access and circulation.

### *Issues*

#### ***Land use plans that perpetuate strip commercial development in corridors.***

Existing patterns of highway-oriented, auto-dependent development were incorporated in local land use plans when they were adopted and acknowledged under the Oregon Statewide Planning Goals in the 1970s and 1980s. As local governments responded to individual applications to rezone land to commercial use, these patterns grew in a piecemeal fashion. The process has not resulted in coherent, well-planned neighborhoods and communities. And now, auto-dependent strip development is the dominant commercial land use feature of many Oregon communities.

***Traffic impacts of strip commercial development.*** The key planning challenge in these areas is creating attractive, functional and safe thoroughfares with appropriate land uses. State highways built primarily to carry traffic between cities and through regions cannot continually absorb new development with unlimited highway access. As urban areas spread out and fill up, the effect is usually to put more local traffic on highways. More traffic congestion occurs as autos and trucks move among the commercial establishments and adjacent uses. This creates “friction” between local traffic and through traffic as each turns off and on the highway. Complicating matters is that many older developments do not conform to current land use regulations, including standards for pedestrian facilities, parking and driveway design, landscaping, signs, etc. Over time, congestion and safety problems increase, travel speeds decrease, and more traffic controls (signals, medians, turn lanes, etc.) are needed. As demand for highway construction grows, state and local governments are asked to pay for improvements they cannot afford.

## Solutions

- **Rezone commercial corridors.** Strip commercial development is partly a result of strip commercial planning and zoning that have occurred over the past thirty or more years. Some communities may now have too much land along highways committed to commercial land uses. This can drain retail and office employment away from planned centers. However, in many situations it may not be practical or politically feasible to rezone corridors for noncommercial land use. Other options that should be considered include:
- **Keep automobile-dependent uses in corridors, and improve site conditions over time.** Encourage land uses such as automobile dealerships, transportation services (e.g., bus fleets, etc.), distribution services, warehousing, etc. to locate in corridors. These types of businesses are more compatible with the “through traffic” function of a corridor because they generate less local traffic than retail and office uses generate. Also, they are less compatible with higher-density centers; consider permitting them outright in corridors, and make them conditional or prohibited uses in other zones with greater pedestrian activity. Local governments should avoid regulatory impediments, such as conditional use permit requirements, in corridors so automobile-dependent uses are more inclined to locate there.



Access management, and design standards for landscaping, signs, lighting, and building design support the function of this commercial corridor.

- **Encourage the development of commercial and mixed-use centers or walkable “nodes” with residential uses in between.** Zoning and street standards should be examined and changes made, as necessary, to encourage the development of centers with commercial and mixed-use development. The best locations are at transit stops in areas with transit service, and at existing commercial anchors (e.g., grocery store, sit-down restaurants, office buildings, athletic club, day care center, hotel, or other use that is in good condition). These centers/nodes should face a side or parallel street rather than the state highway, and commercial uses and access should be limited along highways. Street improvements, such as medians, secondary street connections, sidewalks and landscaping, can be used to redirect local traffic, provide safe access to businesses and neighborhood connections, and keep regional traffic moving through an area.

- **Street connectivity and access management.** Implement street connectivity and access management best practices. See related discussion of best practices in Chapter 4, Section 4.4.
- **Parking standards.** Implement land-conserving policies and ordinances for parking. Please refer to the discussion of parking best practices in Chapter 4, Section 4.6.

Chapter 7 contains a Model Ordinance for Commercial and Mixed-Use Zones for all of district types described above.

This chapter provides a model zoning ordinance for commercial and mixed-use development. The purpose of the model is to provide guidance and flexibility for the development of compact, mixed-use, pedestrian-friendly areas, and major traffic corridors. The ordinance is based on the generic zone district types described in Chapters 5 and 6. Depending on the individual community, all of the zone districts may not be needed, or variations on these districts may be appropriate. For example, very small communities with only one or two commercial zones (e.g., a downtown and highway-commercial zone), may not need the neighborhood center provisions. In larger cities with many commercial centers, it may be necessary to distinguish between minor and major neighborhood centers, and determine how those areas relate to the downtown core. The provisions of this chapter, therefore, should be adapted and tailored to meet a community's needs in the context of the objectives discussed in Chapter 2.

## How to Use the Model Zoning Ordinance

In the interest of providing a flexible document that can be tailored to meet the needs of many different communities, the model code is designed as an “interactive” document. It requires some work on the part of the community. For example, a city will need to choose the options that best match the desired character of the community. In some cases, it may be necessary to write additional ordinance language for topics that are not part of the model code (e.g., sign regulations, architectural style, historic preservation, etc.)

The discussion provided in *italics* is intended to help guide the use of the model ordinance. In some places, the model ordinance does not prescribe specific standards. Rather, it provides blanks (“\_\_”) or placeholders for numerical standards (“x”). In other places, ranges (x – y) or options (x / y) are provided.

In addition to the following model zoning ordinance, the Appendix contains references to adopted city ordinances that might be helpful.

## Section 1 – Purpose

This chapter applies to all development in the *[name of applicable zone district(s)]*.  
The purpose of the *[zone district(s)]* is to:

1. Allow a mixture of complimentary land uses that *[may]* include*[s]* housing, retail, offices, commercial services, and civic uses, to create economic and social vitality and to encourage the linking of trips;
2. Develop commercial and mixed-use areas that are safe, comfortable and attractive to pedestrians;
3. Provide flexibility in the siting and design of new developments and redevelopment to anticipate changes in the marketplace;
4. Reinforce streets as public places that encourage pedestrian and bicycle travel;
5. Provide roadway and pedestrian connections to residential areas;
6. Provide transitions between high traffic streets and neighborhoods;
7. Encourage efficient land use by facilitating compact, high-density development and minimizing the amount of land that is needed for surface parking;
8. Facilitate development (land use mix, density and design) that supports public transit, where applicable;
9. Provide appropriate locations and design standards for automobile- and truck-dependent uses;
10. Maintain mobility along traffic corridors and state highways;
11. [Other]

*[Discussion: The above purpose statements may be used in any combination, and additional purpose statements can be added as needed.]*

## Section 2 – Applicability and Location

*[Discussion: This section describes where the zoning district applies, and it provides locational criteria for Zoning District Map changes. The section should be refined based on local characteristics and planning objectives. Please refer to Chapters 5 and 6 for examples of zone districts.]*

<b>Zone District Location and Characteristics</b>	
<b>Zone District</b>	<b>Location and Characteristics</b>
Downtown/Main Street District	Downtown and Main Street districts should be designated in the historic downtown, central business district, and/or main street area, and adjacent areas that have, or are planned to have, commercial and/or mixed-use development with a storefront character. Typically, downtowns and main streets are designed to give priority to pedestrians. Transit service, when available, is most frequent in downtowns and along main streets.
Neighborhood Center District	Neighborhood Centers should be adjacent and connected to the residential district(s) they are intended to serve. Small neighborhood center districts typically range from 1-3 acres and serve a population of approximately 1,000 to 3,000. Large centers may contain up to approximately 10 acres and serve a population between 3,000 and 40,000. Both types of centers should be oriented to existing or planned streets with pedestrian amenities, such as extra-wide sidewalks, street tree cutouts, pedestrian-scale lighting, and street furnishings. These locations should also contain transit stops, where applicable. Individual land uses may range from less than 1,000 square feet of leasable floor area to over 50,000 square feet, but generally do not exceed 100,000 square feet.
Community Commercial District	Community Commercial zones should be centrally located to serve a community or regional market area, and provide access to transit where available. Districts are typically 10-30 acres for community commercial centers and over 30 acres for regional centers. The market area for either may be greater than 40,000 population. Individual land uses may exceed 100,000 square feet of gross leasable area.
Corridor Commercial District	The Corridor Commercial Zone is intended to support infill and redevelopment along existing commercial corridors. Market areas for uses in this district are highly variable, though emphasis should be given to automobile-dependent land uses – e.g., automobile sales and repair; warehousing and distribution; storage, servicing or repair of heavy equipment; drive-up facilities; gas service stations; etc. People-intense uses, such as offices, houses of worship, schools, and housing, are appropriate only in centers or nodes along corridors. New corridor zones should not be designated unless a circulation plan and/or local street plan are/is developed that protect(s) the transportation functions and safety along the corridor and ensure(s) appropriate secondary access and connections to adjacent neighborhoods and districts. Note: Neighborhood Center zoning is appropriate at strategic intersections along corridors; i.e., intersections with frequent transit service or high-density housing nearby.

## Section 3 – Permitted Land Uses

[Discussion: The following recommendations should be refined based on local characteristics and planning objectives. Please refer to the best practices in Chapter 4.]

<b>Table 3.1 – Permitted Land Uses</b>					
<b>Land Use</b>	<b>D/MS</b>	<b>NC1</b>	<b>NC2</b>	<b>CC</b>	<b>CORR</b>
<b>Residential</b>	S(1)	S(1)	S(2)	S(2)	[S(2)/N]
<b>Commercial</b>					
Retail Sales and Service, except vehicles (3) – more than [2,000-5,000] square feet GLA* – less than [2,000-5,000] square feet GLA	P P	[N/C] P	P P	P P	[C/P] P
Restaurants – with drive-through (3) – without drive-through, fewer than [ ] tables or less than ____ square feet – without drive-through, unlimited size	[N/C] P P	[N/C] P [N/C]	[C/P] P P	P P P	N P P
Office and Clinics [Note: Offices are appropriate in CORR only if they are associated with an auto-dependent use, or if the corridor has transit service.]	P	P	P	P	[N/C]
Lodging [Note: Lodging in CORR should only be allowed in centers/nodes, or on a transit corridor, but not on a commercial strip.]	P	[N/C]	[C/P]	P	[N/C]
Vehicle Sales and Service, including fuel sales (3) – enclosed in building – not enclosed in building	[C/P] [N/C]	[N/C] N	C C	P C	P P
Commercial and Public Parking (3)	P	N	P	P	P
Commercial Storage – enclosed in building and on an upper story – not enclosed in building	P N	C N	P [N/C]	P P	P P
Entertainment – enclosed in building (e.g., theater) – not enclosed (e.g., amusement)	P C	C N	P C	P C	[N/C] [N/C]
Wholesale – greater than [20,000 - 60,000] square feet GLA – less than [20,000 - 60,000] square feet GLA	[C/N] [C/P]	N C	[C/N] P	P P	P P
<b>Mixed Use (residential with commercial/civic/industrial)</b> Mixed-use developments shall be subject to the use limitations prescribed for the respective individual uses. [Note: Mixed-use should only be allowed in centers/nodes, or on a transit corridor, but not on a commercial strip.]	S(1)	S(1)	S(2)	S(2)	[S(2)/N]

See end of table on page 49 for a key to entire table.

<b>Table 3.1 – Permitted Land Uses (continued)</b>					
<b>Civic</b>	<b>D/MS</b>	<b>NC1</b>	<b>NC2</b>	<b>CC</b>	<b>CORR</b>
Government – point of service (e.g., library)	P	[P/C]	P	P	N
Government – no point of service; no offices dealing directly with the public (e.g., public works yards, etc.)	[C/N]	N	[C/N]	[C/N]	P
Parks and Open Space	P	P	P	P	P
Schools					
– preschool, daycare, and primary	[P/C]	[P/C]	P	P	[C/N]
– secondary, colleges, and vocational	[P/C]	[C/N]	P	P	[C/N]
Clubs and Religious Institutions	C	[C/N]	C	C	[C/N]
<b>Industrial</b>					
Manufacturing and Production					
– greater than [5,000 – 10,000] sq. ft.	N	N	[C/N]	[C/N]	P
– less than [5,000 – 10,000] sq. ft., or with retail outlet	[P/C]	[C/N]	P	[P/C]	P
Warehouse	N	N	[C/N]	[P/C]	P
Transportation, Freight and Distribution	N	N	N	[C/N]	P
Industrial Service (e.g., cleaning, repair)	C	C	C	[C/N]	P
Processing of Raw Materials [define uses]	[N/C]	N	[N/C]	N	[N/C]

**Key to Districts:** D/MS = Downtown/Main Street; NC1 = Minor Neighborhood Center (as designated to serve small neighborhood areas); NC2 = Major Neighborhood Center (as designated to serve larger neighborhood areas); CC = Community Commercial; CORR = Corridor Commercial.

**Key to Permitted Uses:** P = Permitted; N = Not Permitted; S = Special Use (see conditions); C = Conditional Use (without sunset provision).

\* GLA = Gross leasable area

**Conditions for Special Uses:**

- (1) Residential uses are permitted on upper stories and on ground floors when they do not use storefront space.
- (2) Residential uses shall not exceed 50 percent of the ground floor building space per lot or parcel.
- (3) Fueling islands, vehicle drives, surface parking areas, and drive-up/through facilities shall not be within [20-40] feet of a street intersection, as measured from the property line(s). [Note: This standard should be tailored based on local conditions and landscaping standards.]

\* Each community determines appropriate conditions.

## Section 4 - Development Standards

*[Discussion: This table is intentionally incomplete. The use of “[x]” indicates items that should be completed based on local characteristics and planning objectives. For example, maximum building heights along a main street with existing buildings of two or three stories, should be approximately 30-40 feet to allow for high ground-floor ceilings. However, a downtown with five story or taller buildings, will may need to allow buildings up to 60 feet in height.]*

*Minimum floor area standards are typically used in areas where higher density development is planned that will support existing or future transit service. A minimum floor area ratio of 0.4:1 or greater typically requires multistory buildings. At higher floor area ratios, structured parking is often required. The maximum allowable lot coverage in a downtown or main street should be 100 percent because natural open space is typically provided in public parks rather than on individual building sites. Lot coverage standards in other districts should be reviewed based on the local character, and surface water management objectives, to determine whether they are impediments to compact development.]*

**Table 4.1 – Development Standards**

<b>Standards</b>	<b>D/MS</b>	<b>NC (1 and 2)</b>	<b>CCC</b>	<b>CORR</b>
<i>Building Height – maximum (feet)</i> – cornice alignment (1) – height transition or step-down required adjacent to residential development where applicable (2)	[x] Yes Yes	[x] Yes Yes	[x] [Yes/No] Yes	[x] No Yes
<i>Floor Area Ratio (floor space-to-land area)</i> – minimum (3) – maximum	[.4-1 to 1] none	[.25] none	[none/x] none	[none/x] none
<i>Yard Setbacks (feet)</i> – front setback – minimum – front setback – maximum (4)  <i>[Note: Yard setbacks in the CORR zone will vary depending on whether the site is located in a center/node, in which case the NC standards should apply; or along a commercial strip, in which case there may be buffering requirements along major streets.]</i>	0 [0-10]	0 [10-20]	0 ft. [20/none]	[x] [x]
<i>Lot Coverage – performance standard</i> The area covered by impervious surfaces (i.e., area covered by buildings and pavement) shall be minimized to the greatest extent practicable; best practices for surface water management shall be required. <i>[See the “Water Quality Model Code and Guidebook,” DLCDC and DEQ, 2000.]</i>	Does Not Apply	Applies	Applies	Applies

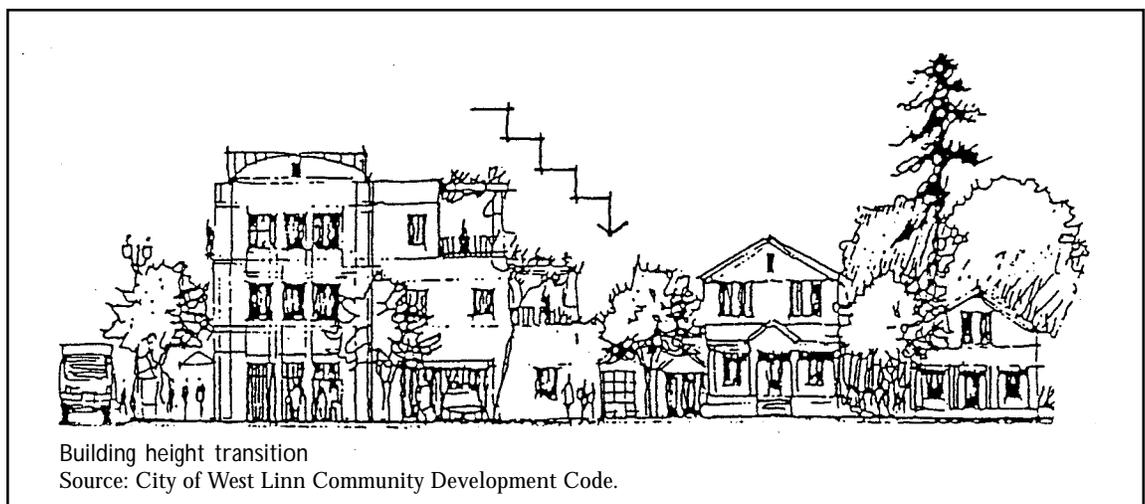
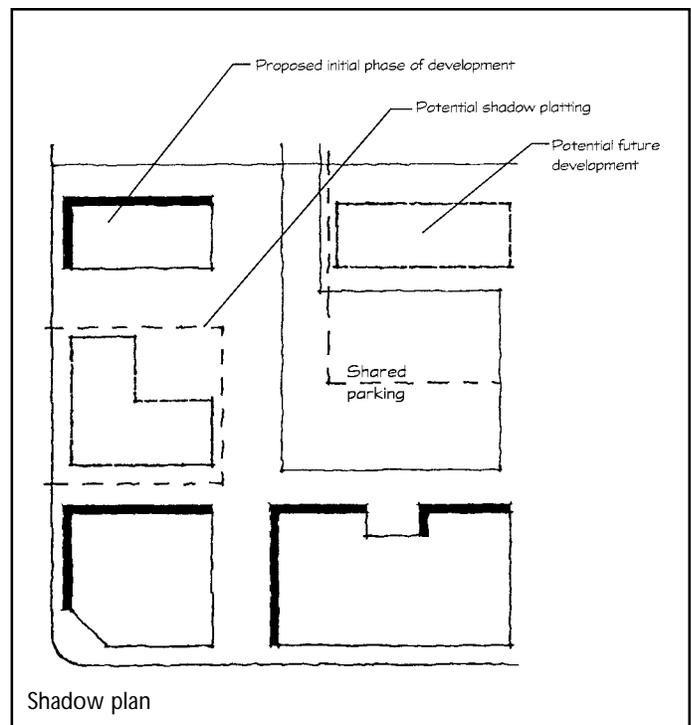
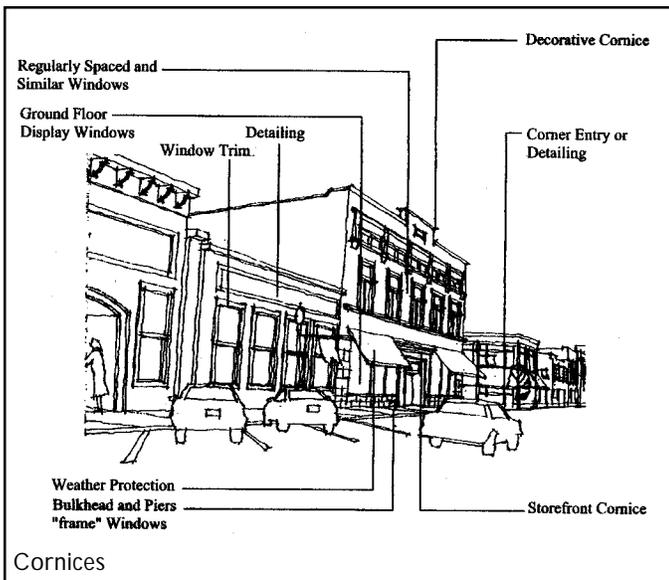
<b>Table 4.1 – Development Standards (continued)</b>				
<b>Standards</b>	<b>D/MS</b>	<b>NC (1 and 2)</b>	<b>CCC</b>	<b>CORR</b>
<p><i>Landscaping – Per Chapter X [in local code]. (5)</i></p> <p>– street trees required (6)</p> <p>– landscape buffer between parking lot and adjacent pathways and streets</p> <p><i>Standard is: 6’ wide planter with 3’ minimum vertical growth; or 3’-4’ average height masonry or living wall with 3’ wide planter and 2’ minimum vertical growth. May be modified through design review.</i></p> <p>– parking lot minimum interior landscape. Does not apply to structured parking underground or multistory.</p> <p>– buffer between abutting commercial/civic/industrial and residential sites, as determined through design review; exceptions may be granted through site/design review, as appropriate for mixed-use projects.</p>	<p>Yes</p> <p>Yes, with exceptions permitted for parking courts designed to double as plazas</p> <p>5%, for lots with more than 10 parking spaces</p> <p>Yes</p>	<p>Yes</p> <p>Yes, with exceptions permitted for parking courts designed to double as plazas</p> <p>10%, for lots with more than 10 parking spaces</p> <p>Yes</p>	<p>Yes</p> <p>Yes</p> <p>10%, for lots with more than 10 parking spaces</p> <p>Yes</p>	<p>Yes</p> <p>Yes</p> <p>10%, for lots with more than 10 parking spaces</p> <p>Yes</p>
<p><b>Lighting(7)</b></p> <p>– building entrances</p> <p>– parking areas and pathways</p>	<p>Yes</p> <p>Yes</p>	<p>Yes</p> <p>Yes</p>	<p>Yes</p> <p>Yes</p>	<p>Yes</p> <p>Yes</p>
<p><i>Building Design – Per Chapter [x]</i></p> <p>– <i>historic/conservation standards</i></p> <p>– <i>[other standards, as applicable]</i></p>	<p>[x]</p> <p>[x]</p>	<p>[x]</p> <p>[x]</p>	<p>[x]</p> <p>[x]</p>	<p>[x]</p> <p>[x]</p>

**Special Standards in Table 4.1**

- (1) Where applicable, cornices (e.g., building tops or first-story cornices) shall be aligned to generally match the height(s) of those on adjacent buildings. See graphic on this page.
- (2) Building height “transitions” or step-downs shall be provided. See graphic on next page.

(3) “Floor area ratio” is the ratio of leasable floor space to land area. A “shadow plan” for future development, as defined under Section 5 of this ordinance, may be used to demonstrate compliance with the minimum floor area ratio standard. See graphic of shadow plan on this page.

(4) The maximum front setback standard shall be met when at least 50 percent of the “site frontage,” as defined under Section 5, has building façade(s) placed within the minimum and maximum setback. Exceptions to this standard may be approved for developments with “pedestrian amenities,” as defined under Section 5, placed between the building façade and street sidewalk. Exceptions may also be approved for sites with multiple, detached buildings, when those buildings are oriented to an internal “shopping street,” as defined under Section 5.



- (5) Required landscape treatments shall be determined through site/design review.
- (6) Street trees shall be planted in sidewalk cutouts where on-street parking is provided, and in landscape parkway strips where on-street parking is not provided. Street tree standards may be modified where the development provides pedestrian amenities, in conformance with Section 5.
- (7) All building entrances, pathways and other pedestrian areas shall be lit to two-foot candles with pedestrian-scale lighting (e.g., wall mounted, sidewalk lamps, bollards, landscape uplighting, etc.). Alternative lighting meeting the intent of the design guidelines in Section 5, Criteria 3 and 5, may be approved through site/design review.

## Section 5 – Design Criteria and Guidelines

This section articulates the community's design goals and objectives for new development and redevelopment. The following guidelines and standards are intended to implement the purposes of this district, as described in Section 1. As discretionary approval criteria, Criteria 1-8, below, are meant to be flexible, recognizing the wide range of commercial needs in the community and the creativity of the market.

### ***Design Review Procedure***

*[Discussion: It is presumed that a jurisdiction will want to use a site plan review or design review process for reviewing applications. The procedure could be administered by staff, or include a public hearing/meeting with a design review board or commission. In either situation, it will be necessary to provide proper public notice, and an opportunity for local appeal. It is recommended that applicants attend a pre-application conference or meeting with city staff, and, for large projects, be required to meet with the affected neighborhood(s) to identify issues of design context and neighborhood interest.]*

The applicant must demonstrate how his/her proposal conforms to all of the criteria numbered 1-8, below. The guidelines under each criterion must be used to satisfy the criterion, or the applicant may propose an alternative approach, as approved by the decision-making body, that better achieves the intent of the guidelines. Before a development may be approved, the decision-making body must make findings that the proposal satisfies the guidelines.

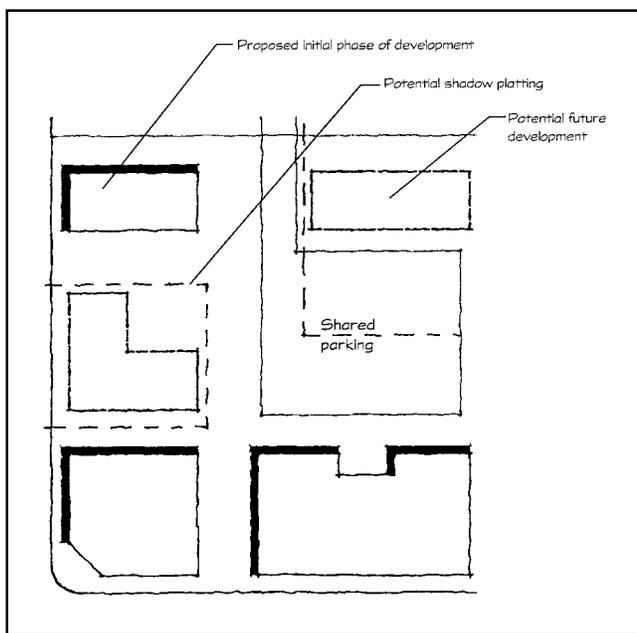
## Criteria

### Criterion 1: Compact Development

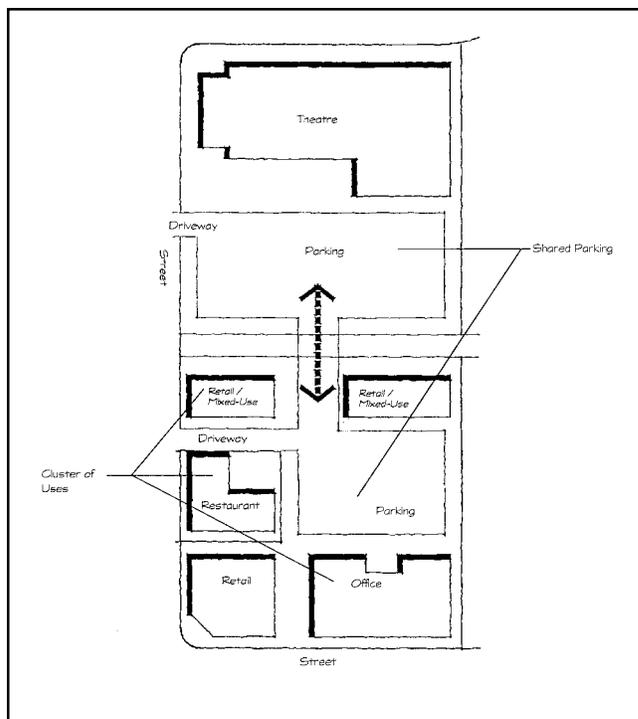
The site layout is compact, and enables future intensification of development and changes in land use over time.

#### Guidelines:

- A. If in a Downtown/Main Street Zone, the development achieves a floor area ratio consistent with that provided in Table 4.1, or a shadow plan is provided that demonstrates how development may be intensified over time for more efficient use of land *[and to meet the required FAR]*; and
- B. Opportunities for shared parking are utilized in the proposal; and
- C. If the site contains more than one use, the site layout clusters buildings on the site to promote linked trips. A cluster is a group of buildings that are attached, oriented on adjacent street corners, or are close together such that a pedestrian need not walk across more than 64 lineal feet of parking and driveway area, or one double-loaded row of parking (not inclusive of sidewalks, pathways, landscaping, plazas, and other pedestrian facilities), whichever is less, between building entrances; and
- D. The provisions of Section 6, Parking, are met; and/or
- E. The proposal contains an equally good or superior way to achieve the above criterion.



Shadow plans allow for transitioning to compact development. (Criterion 1, Guideline A)

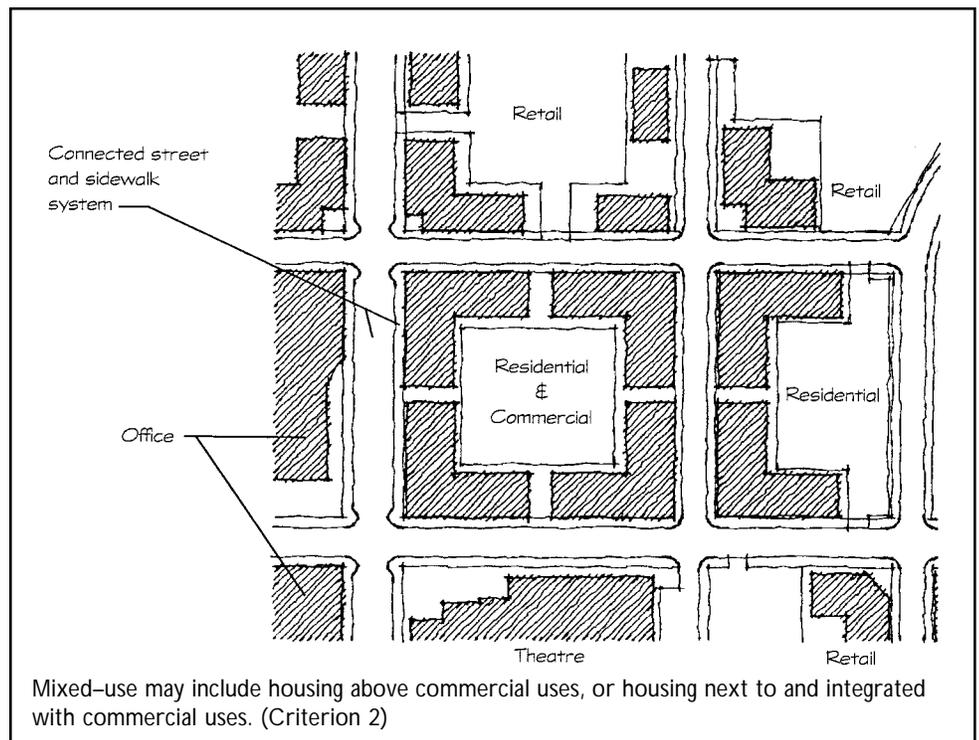


## Criterion 2: Mixed Land Use

Where appropriate, land uses are mixed on-site or are mixed in combination with adjacent uses (existing or planned); the combining of land uses should promote easy access among stores and services by pedestrians.

### Guidelines:

- A. The proposal is a “mixed-use” development or contributes to a mixed-use district. For the purposes of this ordinance, “mixed-use” means a combination of residential and commercial/industrial/civic uses, arranged vertically (in multiple stories of buildings) or horizontally (adjacent to one another); or
- B. The proposal is designed in such a way that it is well integrated with adjacent land uses. “Integrated” means that uses are within a comfortable walking distance (1/8 mile) and are connected to each other with direct, convenient and attractive sidewalks and/or pathways; or
- C. The existing and planned land uses on, or in the vicinity of, the site make it impracticable to meet Guideline A or B; or
- D. The proposal contains an equally good or superior way to achieve the above criterion.

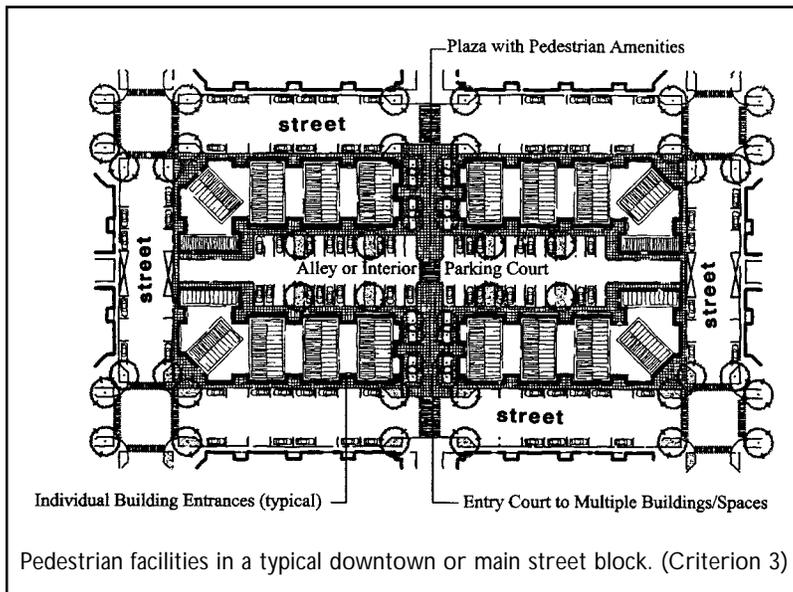


### Criterion 3: Pedestrian Access, Safety and Comfort

All portions of the development are accessible by a direct, convenient, attractive, safe, and comfortable system of pedestrian facilities, and the development provides appropriate pedestrian amenities. The design of buildings supports a safe and attractive pedestrian environment.

#### Guidelines:

A. If in the [name of zone(s)], the building(s) shall have at least one primary entrance facing [a / every abutting] street, or is/are directly accessed by a sidewalk or plaza within [10-20] feet of the primary entrance; and

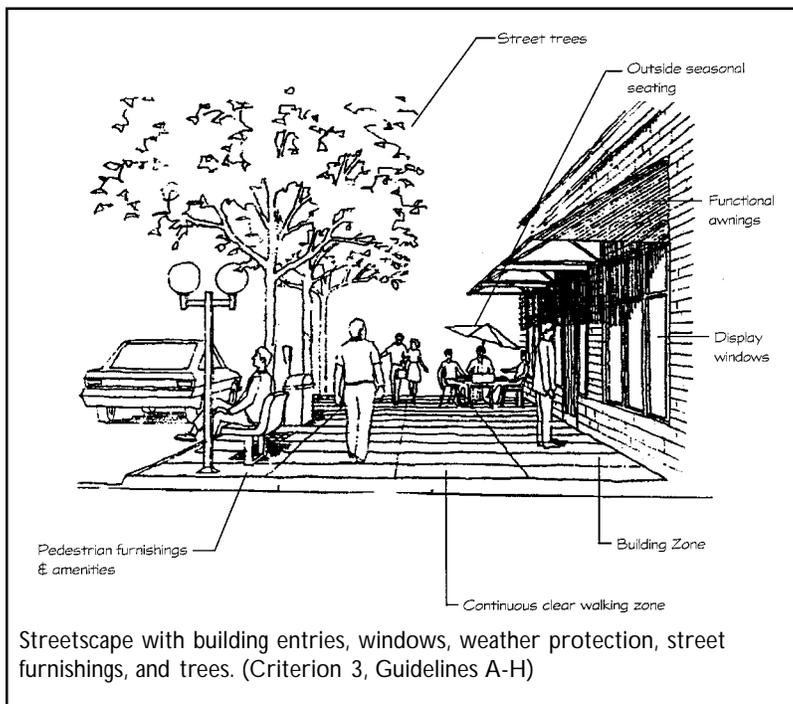


B. Building entrances in the [name of zone(s)] open directly to the outside; every building has at least one entrance that does not require passage through a parking lot or garage to gain access; corner buildings have corner entrances whenever possible; and

C. If in the [name of zone(s)], at least [20-60] percent of the building's front façade (measured horizontally in linear feet) is located within [10-20] feet of the front property line; and windows or window displays are provided along at least [30-60] percent of the building's façade; and

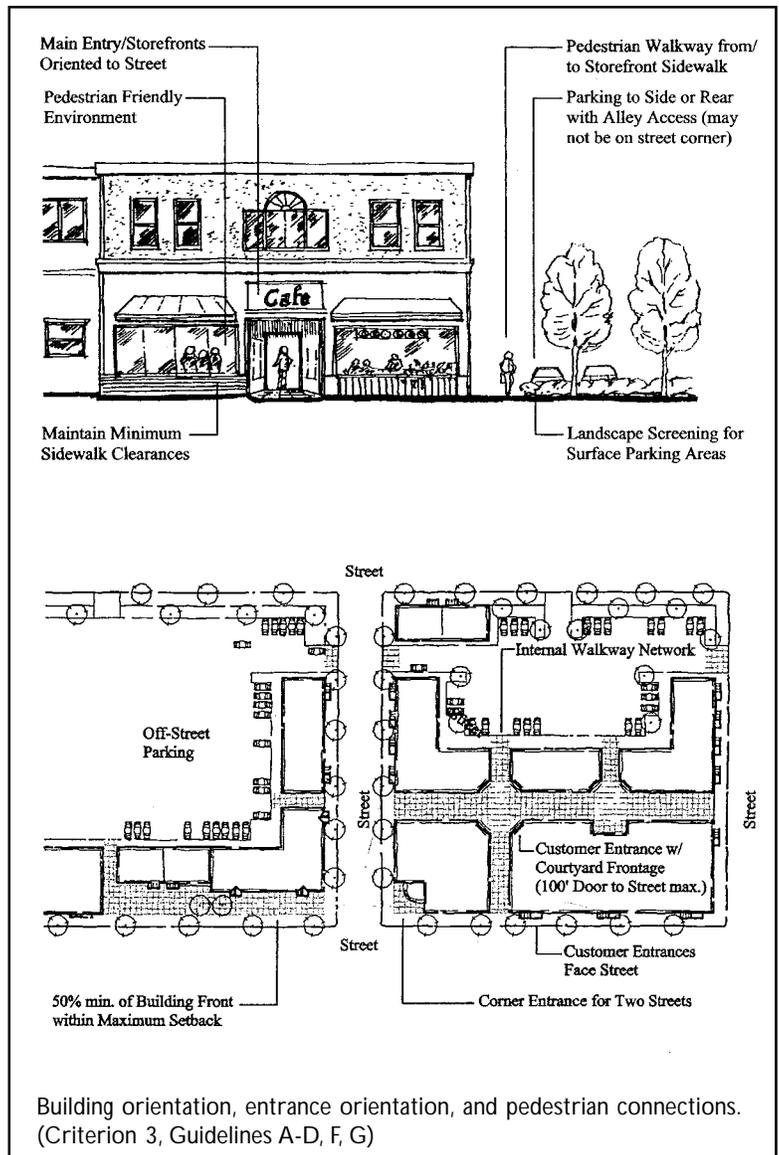
D. In any zone, pedestrian facilities as defined in Section 4(D) connect the development to adjacent land uses and provide connections through the development to the public street right-of-way; and

E. Sidewalks and/or plazas are provided with weather protection (e.g., awnings/canopies), and a street furnishing zone on both sides of every public and private street. Appropriate pedestrian amenities (e.g., street tree well cutouts, and space for outdoor seating, bus waiting areas, trash cans, newspaper vending machines, mail boxes, sidewalk displays, public art, etc.), are provided in the street furnishing zone; and



- F. Parking and vehicle drives are located away from building entrances, and not between a building entrance and the street, except as may be allowed when a direct pedestrian connection is provided from the sidewalk to the building entrance, consistent with Criterion 4(D), below; and
- G. Surface parking is oriented behind or to the side of a building when possible; parking shall be accessed from an alley when possible; and parking shall not be located on street corners if in the [name of zone(s)];
- H. Landscape buffering per Table 4.1 is provided between parking lots and all adjacent sidewalks; and/or
- I. The proposal contains an equally good or superior way to achieve the above criterion.

*[Discussion: The building entrance, setback and window standards above should be tailored to address local characteristics and the intent of the zone. For example, along a main street with shops set right up to the sidewalk, it may be appropriate to require 60 percent window glazing. However, in a corridor commercial zone, where there is less pedestrian activity, it may not be practical or reasonable to set such a high standard.]*



## Criterion 4: Street Connections

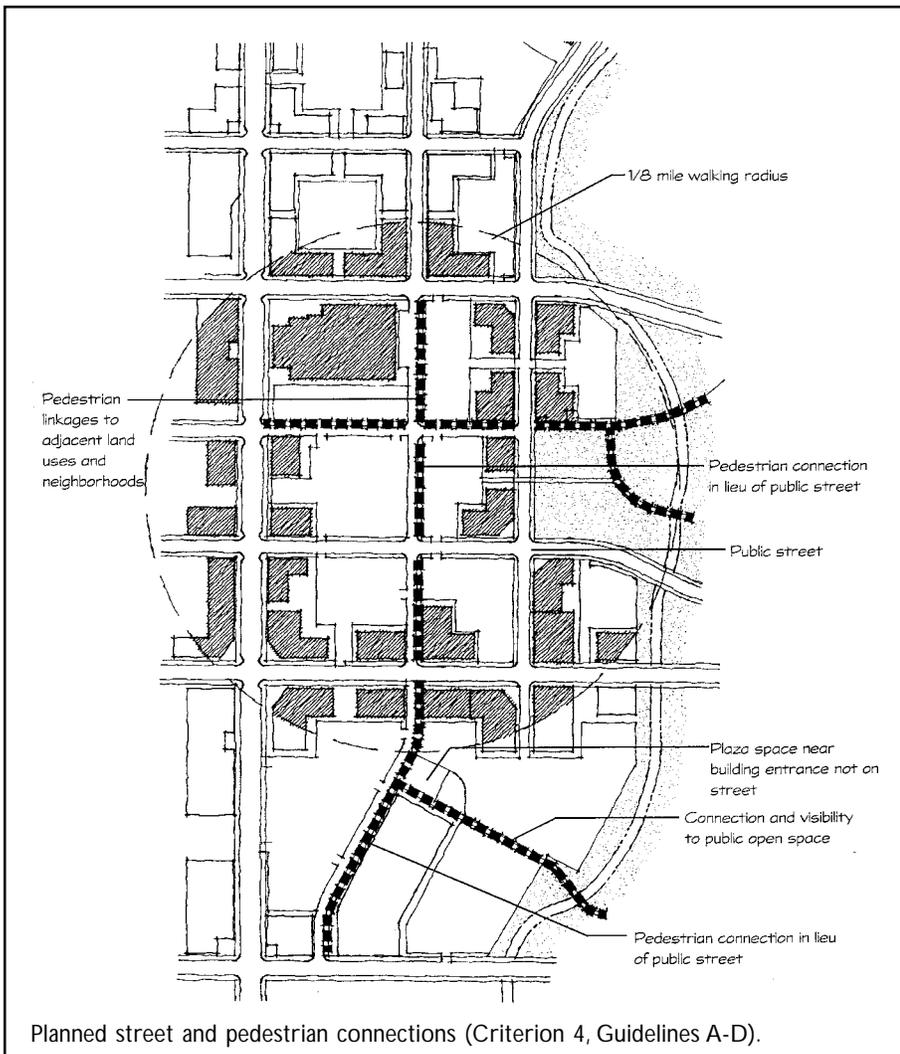
The development is part of a connected street system that serves vehicles, pedestrians and bicycles.

### Guidelines:

- A. Public or private streets connect the development to adjacent neighborhoods and zoning districts; and
- B. Public streets are preferred over private streets to accommodate through traffic; and
- C. The proposal implements all planned street connections, as designated by the City's [Transportation System Plan/Local Street Plan/Other]<sup>7</sup>; and

D. When street connection(s) is/ are not practicable, pedestrian connection(s), as conceptually shown in the accompanying graphic, are made to and through the development in lieu of planned street connection(s). Pedestrian connections should equal what would be available if they were on a street [(i.e., distinct from vehicle lane, minimum clear space, Americans With Disabilities Act accessible, direct route with minimum interruption, shade by day and light by night, connects to a destination that attracts pedestrian activity (front door of commercial use, public plaza/park, residence, transit stop, true street, etc.)); and/or

E. The proposal contains an equally good or superior way to achieve the above criterion.



<sup>7</sup> Street requirements, and other exactions, must meet constitutional requirements under the US Supreme Court decision, *Dolan versus City of Tigard*, and similar State court opinions that require a "rough proportionality" between the impacts of development and required public dedications and improvements.

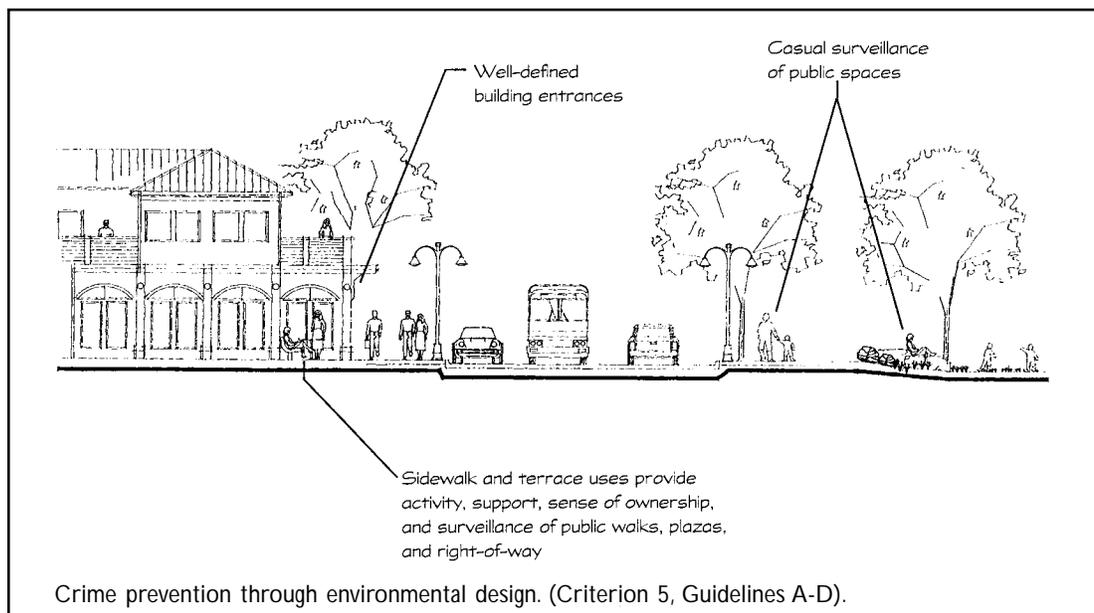
## Criterion 5: Crime Prevention and Security

The site design, buildings, signs, landscaping, parking, and other elements provide a safe environment for customers, employees, occupants, and adjacent properties.

### Guidelines:

Crime prevention shall be considered in the site design through application of all of the following guidelines:

- A. *Territoriality* – All proposed building entrances, parking areas, pathways and other elements are defined with appropriate features that express ownership. (Generally, people protect and maintain territory that they feel is their own and have a certain respect for the territory of others.) For example, landscaping, fences, pavement treatments, art and signs are some physical ways to express ownership through design. Such features should not conflict with the need for natural surveillance, as described in B; and
- B. *Natural Surveillance* – The proposed site layout, building and landscape design promote natural surveillance. Physical features and activities should be oriented and designed in ways that maximize the ability to see throughout the site. For example, window placement, the use of front porches or stoops, use of low or see-through walls, and appropriate use of landscaping and lighting can promote natural surveillance. Sight-obscuring shrubs and walls should be avoided, except as necessary for buffering between commercial uses and lower density residential districts, and then shall be minimized; and



- C. *Activity Support* – The proposed site layout and building design encourage legitimate activity in public spaces. For example, locating outdoor seating in areas that are visible from inside a restaurant helps to discourage crime and supports the activity of dining; and
- D. *Access Control* – By properly siting and designing entrances and exits (i.e., in clear view from the store), and through the appropriate use of lighting, signs and/or other features, the proposed plan controls access in ways that discourage crime; and/or
- F. The proposal contains an equally good or superior way to achieve the above criterion and guidelines.

*[Discussion: The above principles are described in Chapter 2. The text in Section 2.5 can be used to create definitions for local zoning ordinances. For a complete Crime Prevention Through Environmental Design ordinance, see the City of Tempe, Arizona’s web site at [http://www.tempe.gov/tdsi/Planning/CPTED/.](http://www.tempe.gov/tdsi/Planning/CPTED/)]*

**Criterion 6: Parking and Land Use Efficiency**

All of the following methods are used whenever possible to minimize the amount of land developed as surface parking.

**Guidelines:**

- A. *Shared Parking.* “Shared parking” means that multiple uses share one or more parking facilities. Parking demands must “peak” during different times of the day. Shared parking shall comply with Chapter [X], *Shared Parking Agreements*;<sup>8</sup>
- B. *Credit for on-street parking.* The amount of required off-street parking shall be reduced by one off-street parking space for every on-street parking space adjacent to the development. On-street parking shall follow the established configuration of existing on-street parking, subject to City standards, except that angled parking may be allowed for some streets, as approved by the City. The configuration of the on-street parking and allowable credit toward off-street parking requirements shall be addressed during site/design review. The City shall maintain a written record of credits granted per each use;
- C. *Reduce or waive minimum off-street parking standards.* The applicant may request a reduction to or waiver of parking standards based on a parking impact study. The study allows the applicant to propose a reduced parking standard based on estimated peak use, reductions due to easy pedestrian accessibility; availability of transit service, and likelihood of car pool use; and adjacent on-street parking. The parking study is subject to review and approval or modification by the City;

<sup>8</sup> For a sample shared parking ordinance, please refer to “Shared Parking in the Portland Metropolitan Area: Model Shared Parking Ordinance; Model Shared Use Agreement for Parking Facilities”, Metro (1997). Contact Metro Growth Management Services at (503)797-1562.

D. *Maximum parking ratio.* Surface parking shall not exceed 110% of the minimum parking requirement for the subject land use(s). Exemptions to the standard can be approved through site/design review for developments that provide parking structures, shared parking, valet parking spaces, market rate parking, or similarly managed parking facilities;

*[Discussion: Maximum parking ratios are recommended whether or not there is public parking and transit service, although where those exist, there is a more compelling reason for maximum ratios.]*

E. *In-lieu fee for off-street parking.* The applicant may pay an in-lieu fee for required off-street parking. The in-lieu fee shall pay for public parking facilities, as provided in the City's *[Parking District Ordinance]*. *[Note: this is applicable only where a parking district has been established];*

F. *Structured parking incentive.* A density or floor area bonus of one building story shall be granted for every story of structured parking provided in a building, subject to building height limitations for the zoning district;

G. *Valet parking.* Valet parking is permitted where a valet parking plan is approved by the City with the site/design review application. Valet parking allows stacking of smaller parking spaces with less space devoted to drive aisles.

## ***Criterion 7: Creating and Protecting Public Spaces***

The proposal provides usable public space, and recognizes and responds appropriately to existing or planned public spaces (e.g., parks, civic buildings and spaces, transit stops, sidewalks, plazas, and similar spaces). Public spaces are “public” when they are within view of a street or other public space, accessible by pedestrians, and can be occupied by people. All developments shall meet or exceed the following guidelines. A development proposal may be required to mitigate impacts to a public space when it is likely to degrade public safety, or the function, comfort, or attractiveness of a public space.

### ***Guidelines:***

A. The development provides at least *[10-20]* square feet of public space, in addition to required sidewalk(s), for every 10 off-street surface parking spaces or 1,000 square feet of floor space, whichever is greater.

B. The development does not diminish the safety, function, comfort or attraction of an existing public space, as described in 1-4, below. A superior design may enhance an existing public space and/or create a superior public space(s).

1. “Safety” means both pedestrian safety near vehicles, and safety related to crime prevention (see Criterion #5); and
  2. The “function” of a public space may include transportation, in the case of the sidewalk; recreation and socialization, in the case of a plaza or park; and
  3. “Comfort” means the ability of a public space to reasonably accommodate expected uses; and
  4. “Attraction” relates to the reason people use the public space; and/or
- C. The proposal contains an equally good or superior way to achieve the above criterion.

### **Criterion 8: Human Scaled Building Design**

*[Note: Building design standards should be tailored to fit the local design context and character. For a related discussion, please refer to Chapter 2, Section 2.8. The Appendix lists some design guidelines used by local governments. A framework is provided below for developing your own contextually-based building design guidelines.]*

Building façades are designed to a human-scale, for aesthetic appeal, pedestrian comfort, and compatibility with the design character of the district or neighborhood.

*[Discussion: Community acceptance of compact mixed-use development requires that the design reflect the context of its surroundings or create its own distinct look and identity. This does not mean that it needs to copy or mirror the architectural style of the surrounding buildings (unless that is critical to the historic character of an area). The key elements to consider are outlined below.]*

#### **Guidelines:**

- A. Existing architectural character of the neighborhood/district, which may or may not be an appropriate guide for new development or redevelopment;
- B. The continuity of the building sizes;
- C. How the street-level and upper-level architectural detailing is treated;
- D. Roof forms;
- E. Rhythm of windows and doors; and
- F. General relationship of buildings to public spaces such as streets, plazas, other open space, and public parking.

# Appendix A

## TGM Commercial and Mixed-Use Development Code Handbook

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### Glossary

**Access.** Permission or ability to enter, approach or pass to and from public and private property.

**Access management.** The control of street (or highway) access for the purpose for improving the efficiency, safety and/or operation of the roadway for vehicles; may include prohibiting, closing, or limiting direct vehicle access to a roadway from abutting properties, either with physical barriers (curbs, medians, etc.) or by land dedication or easement.

**Accessibility.** Approachability and usability by people with disabilities. Degree of compliance with the federal Americans with Disabilities Act.

**Amenities, pedestrian.** Pedestrian amenities serve as informal gathering places for socializing, resting, and enjoyment of a particular area and contribute to a walkable district. Typical amenities include extra wide sidewalks, street trees, sitting spaces, weather protection (awnings or canopies), pedestrian scale lighting, bus stop seating, etc.

**Articulation.** Off-sets, projections, recessed walls, windows, doors, etc. that provide variation to a building façade. *See photographs on page 12.*

**Automobile-dependent uses or activities.** Land uses that contain automobiles and/or motor vehicles as integral parts of the uses.

**Big box store.** Large retail store, usually over 35,000 square feet, offering wide choice, often at reduced prices.

**Bollard.** A post of metal, wood, or masonry that is used to separate or direct traffic (vehicles, pedestrians and/or bicycles). Bollards are usually decorative and may contain sidewalk or pathway lighting.

**Building mass.** The aggregate size of a building, or the total height, width, and depth of all its parts.

**Building orientation to the street.** *See photo and graphic on pages 7 and 8.*

**Compact development.** Buildings, parking areas, streets, driveways, and public spaces are developed in a way that shortens trips, and lessens dependence on the automobile; thereby reducing levels of land consumption, energy use, and air pollution. Compact development promotes full utilization of urban services,

such as water lines, sewers, streets, and emergency services, by taking advantage of existing public facilities and minimizing the need for new facilities.

**Compatibility.** See Section 6.2, page 37.

**Connected street network or system.** See Section 2.4, page 8.

**Density.** A measurement of the number of dwelling units in relationship to a specified amount of land.

**Development intensity.** The amount or magnitude of a use on a site or allowed in a zone. Generally, it is measured by floor area. It may also be measured by such things as number of employees, amount of production, trip generation, or hours of operation.

**Discretionary design review standards or approval criteria.** Describes a permit action or decision that involves substantial judgment or discretion.

**Drive aisle.** An improved (e.g., paved) driving surface for one line of vehicles.

**Fenestration.** The openings which form a part of a building façade.

**Floor area ratio (FAR).** See Chapter 7, Section 4, note (3) for Table 4.1, page 52.

**Foot-candles.** A unit of illuminance on a surface that is everywhere one foot from a uniform point source of light of one candle and equal to one lumen per square foot.

**Gross leasable area.** The building area that a retail tenant pays to lease.

**Human scaled.** Site and building design elements that are dimensionally related to pedestrians, such as: small building spaces with individual entrances (e.g., as is typical of downtowns and main street developments); larger buildings which have articulation and detailing to break up large masses; narrower streets with tree canopies; smaller parking areas or parking areas broken up into small components with landscaping; and pedestrian amenities, such as sidewalks, plazas, outdoor seating, lighting, weather protection (e.g., awnings or canopies), and similar features. These features are all generally smaller in scale than those which are primarily intended to accommodate automobile traffic.

**Infill and redevelopment.** The development of vacant, bypassed or under-utilized lands in an area that is mainly developed.

**Mitigate impacts.** To avoid, rectify, repair or compensate for negative impacts

which result from other actions (e.g., improvements to a street may be required to mitigate for transportation impacts resulting from development.)

**Mixed use development.** See section 6.1, page 34.

**Mobility.** The ordinary movement of the population by any means.

**Node.** An area of concentrated activity, often involving higher densities and a mix of uses, that encourages alternatives to automobile travel.

**Objective standards.** Development regulations that do not require substantial judgment or discretion.

**Oregon Highway Plan.** The 1999 Oregon Highway Plan establishes long-range policies and investment strategies for the State Highway System. Policies emphasize the efficient management of the highway system to increase safety and extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. They link land use and transportation, set standards for highway performance and access management, and emphasize the link between state highways and local road, bicycle/pedestrian, transit, rail and air systems.

**Parking ratio.** The relationship, fixed by code, between parking quantity, building use, and building size.

**Pedestrian-friendly/pedestrian-oriented.** Development which is designed with an emphasis primarily on the street sidewalk and on pedestrian access to the site and building, rather than on auto access and parking areas. The building is generally placed close to the street and the main entrance is oriented to the street sidewalk. There are generally windows or display cases along building façades which face the street. Typically, buildings cover a large portion of the site. When parking areas are provided, they are generally limited in size and they are not emphasized by the design of the site.

**Plaza.** A public square or extra-wide sidewalk (e.g., as on a street corner) that allows for special events, outdoor seating, sidewalk sales and similar pedestrian activity.

**Primary entrance.** The entrance to a building that most pedestrians are expected to use. Generally, each building has one primary entrance. It is the widest entrance of those provided for use by pedestrians. In multi-tenant buildings, primary entrances open directly into the building's lobby or principal interior ground level circulation space. When a multi-tenant building does not have a lobby or common interior circulation space, each tenant's outside

entrance is a primary entrance. In single-tenant buildings, primary entrances open directly into lobby, reception, or sales areas.

**Right-of-way.** Land that is owned in fee simple by the public, usually for transportation facilities.

**Shadow plat or shadow plan.** A re-division plan when a property or portion of a property could be developed at a higher density.

**Sprawl.** To spread out, grow, or extend outward haphazardly.

**Storefront character.** The character expressed by buildings placed close to the street with ground-floor display windows, weather protection (e.g., awnings or canopies), corner building entrances or recessed entries and similar features.

**Streetscape.** The portion of the right-of-way that is between the lot line and the edge of the vehicular lanes. The principal streetscape components are curbs, sidewalks, planters, street trees and street lights.

**Street furnishing zone.** An area along a wide sidewalk that allows for the placement of benches, lighting, bicycle racks, drinking fountains, mail boxes, kiosks and similar pedestrian amenities located within a street right-of-way.

**Structured parking.** A covered structure or portion of a covered structure that provides parking areas for motor vehicles. It includes parking on top of a structure where there is gross building area below the parking, but nothing above it. The structure can be the primary structure for a Commercial Parking facility or be accessory to multi-dwelling residential, commercial, employment, industrial, institutional, or other structures.

**Strip mall/strip commercial.** A pattern of development wherein commercial development is strung along an arterial thoroughfare.

**Transportation mode.** The method of transportation (e.g., automobile, bus, walking, bicycling, etc.)

**Transportation system plan.** A plan to guide the management and development of appropriate transportation facilities within an area. The plan typically examines the condition of a city's transportation, including highway, pedestrian, bicycle, transit, rail, air, water, freight movement and pipeline/transmission transportation modes in terms of each mode's existing and future performance and needs. In Oregon, specific requirements are set out in OAR 660-012.

**Urban.** Relating to, characteristic of, or constituting a city.

**Urban design.** The conceptualization of the built environment in response to human needs and desires.

**Definition Sources:**

Model Development Code and User's Guide for Small Cities, 1999 (Oregon TGM Program)

*Lexicon of the New Urbanism*, Duany Plater-Zyberk & Company, Version 2.1 (1999)

*Webster's New Collage Dictionary* (1995)

# Appendix B

TGM Commercial and Mixed-Use Development Code Handbook

## Applicable State Planning Policies, Statutes, and Administrative Rules

### Statewide Planning Goals (OAR 660, Division 015)

Goal 1: Citizen Involvement

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Goal 6: Air, Water and Land Resources Quality

Goal 9: Economic Development

Goal 10: Housing

Goal 11: Public Facilities and Services

Goal 12: Transportation

Goal 13: Energy Conservation

Goal 14: Urbanization

### Statutes

ORS 197.295 - 197.314 (Needed Housing in Urban Growth Areas)

ORS 197.660 – 197.670 (Special Residences)

ORS 197.707 – 197.717 (Economic Development)

ORS 197.772 (Consent for designation as historic property)

ORS 443.760 (Application of single family dwelling code requirements to adult foster homes)

### Administrative Rules

OAR 660, Division 007 Metropolitan Housing

OAR 660, Division 008 Interpretation of Goal 10 Housing

OAR 660, Division 009 Industrial and Commercial Development

OAR 660, Division 011 Public Facilities Planning

OAR 660, Division 012 Transportation Planning

OAR 660, Division 023 Procedures and Requirements for Complying with Goal 5, Section 0200 Historic Resources

# Appendix C

## TGM Commercial and Mixed-Use Development Code Handbook

### Zoning Ordinances and Other Planning Resources

#### **Ashland, Oregon – A Handbook for Planning and Designing Streets**

The handbook contains standards for street connectivity and design as well as cross sections for a series of street types. It also provides a model for building streets the traditional way. The street types include the multi-path, alley, neighborhood street, commercial neighborhood street, neighborhood collector, commercial neighborhood collector, avenue and boulevard.

Ashland Planning Department - (514)488-5305

#### **Ashland, Oregon – Site Design and Use Standards**

Intended to be a guide for use by home builders, developers, and community representatives in the pursuit of quality development practices. Specific approval standards used to guide land use decisions including manufacturing and commercial zones.

Ashland Planning Department - (514)488-5305

#### **Austin, Texas - Traditional Neighborhood District**

Standards for planning, architectural design, streets and streetscapes, open space, location of utilities, drainage, and landscaping, to be used by the private sector in planning and designing a Traditional Neighborhood District (TND).

Web Site Address - <http://www.review.ci.austin.tx.us/tnd/defaulttnd.html>

#### **Boulder, Colorado – Boulder Revised Code, Title 9**

##### **Land Use Regulation**

The zoning districts are classified according to the predominant character of development and current or intended use in an area, such as established areas, developing areas, and redeveloping areas. Commercial areas are divided by these characteristics and include mix of residential and business uses, transition areas and main streets.

Web Site Address - <http://www.ci.boulder.co.us/cao/brc/brc1981.html>

#### **Clackamas County, Oregon - Clackamas Regional Center**

##### **Zone District**

Establishes general design and development standards for new development within the Clackamas Regional Center Area. Pedestrian amenities such as outdoor sitting areas, kiosks, plazas, etc. required in front lot line setback area for all buildings within the Regional Center boundary. Special design standards for private streets when used to meet building orientation and setback requirements. Provides flexibility in meeting requirements, including the Transportation Planning Rule.

Web Site address - [http://www.co.clackamas.or.us/dtd/zoning/htmls/sum\\_spe.html](http://www.co.clackamas.or.us/dtd/zoning/htmls/sum_spe.html)

### **Corvallis, Oregon - MUC (Mixed Use Commercial) District**

This district introduces some residential and industrial uses into areas with commercial designations on the Comprehensive Plan Map. It is intended to provide areas for commercial uses, as well as civic and residential uses, and to provide basic services and amenities at a scale appropriate to surrounding developments.

Web site address - <http://www.ci.corvallis.or.us/cd/lcd/lcd3-20.html>

### **DLCD/DEQ – Water Quality Model Code and Guidebook**

This guidebook provides information needed for a community to adapt their development codes and comprehensive plan to reduce impacts on water quality and aquatic habitat. It is designed as a companion to the *Model Development Code and User's Guide for Small Cities*. Both documents are available on the DLCD web site. The Water Quality Model Code is at <http://www.lcd.state.or.us/coast/publications.html>

### **Fort Collins, Colorado – Neighborhood Commercial District (N-C)**

The Neighborhood Commercial District is intended to be a mixed-use commercial core area anchored by a supermarket or grocery store and a transit stop. The main purpose of this District is to meet consumer demands for frequently needed goods and services, with an emphasis on serving the surrounding residential neighborhoods, typically including a medium-density mixed-use neighborhood.

Web site address - [http://bpc.iserver.net/codes/fortcoll\\_landuse/index.htm](http://bpc.iserver.net/codes/fortcoll_landuse/index.htm)

### **Huntersville, North Carolina – Traditional Neighborhood Development Overlay**

The Traditional Neighborhood Development Overlay District is provided for the development of new neighborhoods and the revitalization or extension of existing neighborhoods, which are structured upon a fine network of interconnecting pedestrian oriented streets and other public spaces. Traditional Neighborhood Developments (TND's) offer a mixture of housing types and prices, prominently sited civic or community building(s), and stores/offices/workplaces—to provide a balanced mix of activities. Church and preschool/elementary school facilities are encouraged.

Web site address - <http://www.huntersville.org/>

### **Metro - Creating Livable Streets: Street Design Guidelines for 2040**

This handbook published by Metro provides regional street design guidelines for local governments in the Portland metropolitan area to support the goals in the Metro 2040 Growth Concept and the Regional Transportation Plan (RTP). The guidelines seek to balance all modes of transportation and address the character of surrounding land uses. For copies, contact Metro's Transportation Department at (503)797-1755, or download the document at <http://www.metro-region.org/transpo/greenstreets/cls.html>

### **Metro Regional Government, Oregon – Main Street Handbook**

This handbook explains the regional planning context in which main streets function and how to use lessons learned from studying main streets. Throughout the handbook are topics related to main street development and ways to increase densities in retail and mixed-use areas.

Metro Growth Management Services - (503)797-1736

### **Metro – Shared Parking in the Portland Metropolitan Area**

This study, prepared by Stein Engineering, provides the status of shared parking in the Portland metropolitan area as of 1997. The study is intended to assist businesses, neighborhoods, developers, and local jurisdictions in promoting a greater understanding and use of shared parking. The study also provides model ordinance provisions and a shared use agreement that local governments can use when implementing shared parking. Copies may be purchased at Metro, 600 NE Grand Avenue, Portland, or by calling (503)797-1755.

### **ODOT/DLCD Transportation and Growth Management Program – Main Street... when a highway runs through it: A Handbook for Oregon Communities**

This handbook describes the tools available for solving many main street problems. It contains design and land use strategies that can be incorporated into zoning ordinances. A thorough glossary is provided.

Web site address - <http://www.lcd.state.or.us/tgm/publications.htm>

### **ODOT/DLCD Transportation and Growth Management Program – Model Development Code and User's Guide for Small Cities**

This model code provides a unified set of land use and development codes that comply with Oregon planning laws and promote Smart Development. It contains chapters on land use (zoning), development design, review procedures, and exceptions and variances. The codebook may be used as a whole, or code sections (e.g., Chapter 2.2 Main Street and Downtown district) may be used to update selected standards.

Web site address - [www.lcd.state.or.us/tgm/publications.htm](http://www.lcd.state.or.us/tgm/publications.htm)

### **ODOT/DLCD Transportation and Growth Management Program/Oregon Downtown Development Association – Parking Management Made Easy: A Guide to Taming the Downtown Parking Beast.**

This brochure takes you step-by-step through identifying the problem, doing a parking study, analyzing the results, and determining the strategies to resolve the problem, including options for making better use of the existing parking supply.

Web site address - <http://www.lcd.state.or.us/tgm/publications.htm>

### **ODOT – Historic Downtown Main Streets: Strategies for Compatible Streetscape Design**

This brochure is a companion piece to the TGM Program's Main Street Handbook. It recommends streetscape and traffic-calming designs that are compatible with Oregon's historic downtowns.

Web site address – <http://www.odot.state.or.us/eshtm/cult.htm>.

Printed copies – Roz Keeney, (503)986-5814.

### **Orlando, Florida –Traditional City Design Standards, Chapter 62 Part 6.**

Development in Traditional City main street/town center districts shall be pedestrian-oriented with buildings close to and oriented to the street and vehicular use areas located to the side or rear of buildings. Certain design standards in this section apply only to the parts of a building oriented to the street. Web site address – <http://municode.com>

### **Portland, Oregon - Central City Fundamental Design Guidelines**

The urban design vision for Portland's Central City emphasizes a livable, walkable, urban community that focuses on the Willamette River. The Central City Fundamental Design Guidelines implement this urban design vision by providing a framework for how Central City development should look, function and feel. The design guideline system of Portland's Central City consists of multiple layers of design guidelines. The Central City Fundamental Design Guidelines make up the fundamental set of design guidelines upon which the system is based. These fundamental guidelines are augmented by additional sets of design guidelines specific to Central City subdistricts , historic districts, and unique parts of the city such as the Willamette River Greenway. For copies of the Central City Fundamental Design Guidelines, please contact the City of Portland Planning Bureau at (503)823-7700, or download them at <http://www.planning.ci.portland.or.us/BOPLibrary/Documents/DesignGuidelines/CCFDG/ccfdgTOC.htm>.

### **Portland, Oregon – Commercial Zones, Chapter and Code, Title 33 Planning**

The zones are for areas of the City designated by the Comprehensive Plan for commercial uses. The differences in the zones reflect the diversity of commercial areas in the City. The zones are distinguished by the uses allowed and the intensity of development allowed. Some of the zones encourage commercial areas that are supportive of surrounding residential areas, while other zones allow commercial areas which have a community or regional market.

Web site address - <http://ordlink.com/codes/portland/index.htm>

**Price Waterhouse Coopers and Lend Lease Emerging Trends in Real Estate**

Now in its 22<sup>nd</sup> year, *Emerging Trends* is probably the country's most respected real estate investment forecast. The report is based on confidential interviews with over 150 real estate investment experts. For copies, contact Lend Lease Real Estate Investments, Inc., 787 Seventh Avenue, New York, NY 10019; attention: Emerging Trends, or email requests to:

[emergingtrends@lendleaserei.com](mailto:emergingtrends@lendleaserei.com)

**United States – Secretary of the Interior's Standards for the Treatment of Historic Properties**

Web site address - <http://www2.cr.nps.gov/tps/secstan1.htm>