-Chapter 10: Administration and Implementation_Land Use Designations and Zoning

What is this chapter about?

The goals and policies in this chapter serve convey the City's intent to:

- Provide guidance for how to update the Comprehensive Plan and develop implementation measures.
- Provide a clear definition of each Comprehensive Plan Map Dland use designation.
- <u>Provide guidance for how to update the Zoning Map and Zoning Code.</u>

Why is this important?

This chapter describes the land use designations and how they relate to zoning. It is important for the relationship between land use designations and zoning to be clear so that as base zones and the zZoning cCode are amended over the life of Comprehensive Plan, the goals and policies of the plan are consistently carried out.

Although the Comprehensive Plan anticipates land use and significant capital project investment needs for the next 20 years, no plan that is as broad in scope or as comprehensive in its application as this Comprehensive Plan can be wholly relevant for 20 years. Changing needs, new technologies and innovations, and shifting perceptions may make it necessary and reasonable to update parts of the Comprehensive Plan over the next 20 years.

This chapter provides guidance on how to amend the Plan while maintaining consistency with the Plan's vision.

ADMINISTRATION AND IMPLEMENTATION LAND USE DESIGNATIONS AND ZONING

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Goals

<u>Goal 10.A+: Land Use Designations and Zoning</u> <u>Effectively and efficiently carry out the goals and policies of the Comprehensive Plan through the</u> land use designations, zoning map, and the zZoning cCode.

Policies

Land use designations

The Comprehensive Plan Map is one of the Comprehensive Plan's implementation tools. The <u>m</u>Map includes land use designations, which are used to carry out the Comprehensive Plan. The land use designation that best implements the <u>goals and policies of the plan-Plan</u> is applied to each area of the city. This section contains <u>general</u> descriptions of the land use designations. Each description <u>generally</u>-includes:

- Type of place or Pattern Area for which the designation is intended.
- General use and intensity expected within the area. In some cases, the alternative development options allowed in single-dwelling residential zones (e.g. duplexes and attached houses on corner lots; accessory dwelling units) may allow additional residential units beyond the general density described below.
- Level of public services provided or planned.
- Level of constraint.

Note: The pending Central City 2035 Plan will revise the Central City-specific land use descriptions_{τ} or will create new corresponding zones.

Open Space

1. Open Space

This designation is intended for lands that serve a recreational, public open space, or ecological function, or provide visual relief. Lands in this designation are primarily publicly-publicly-owned but can be in private ownership. Lands intended for the Open Space designation include parks, public plazas, natural areas, scenic lands,

Policy 10.51 Land use designations. The Apply a land use designation to all land and water within the City's Urban Services Boundary. – Apply the land use designation that best advances the Comprehensive Plan goals and policies, including the Urban Design Framework, is applied to each parcel of land. The land use designations are shown on the adopted Land Use Map and on official Zoning Maps. The Zoning Code contains the use and development regulations associated with each base zone.

golf courses, cemeteries, <u>open space buffers along freeway margins, railroads or</u> <u>abutting industrial areas</u>, and large water bodies. The corresponding zone is OS.

Single-Dwelling Residential

2. Farm and Forest

This designation is intended for agricultural and forested areas far from centers and corridors, where urban public services are extremely limited or absent, and future investment in-to establish an urban level of public services are-is not planned. Areas within this designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. The designation can be used where larger lot sizes are necessary to enable on-site sanitary or stormwater disposal. It also may be used in locations that may become more urban in the future, but where plans are not yet in place to ensure orderly development. Agriculture, forestry, and very low-density single-dwelling residential will be the primary uses. -The maximum density is generally 1 unit per 2 acres. The corresponding zone is RF.

3. Single-Dwelling — 20,000

This designation is intended for areas <u>that are generally</u> far from centers and corridors where urban public services are extremely limited or absent, and future investments in <u>urban</u> public services are not plannedwill be limited. Areas within the designation generally have multiple significant development constraints that <u>may</u> pose health and safety risks if the land were more densely developed. Very low-density single-dwelling residential and Aagriculture, forestry, and very low-density single-dwelling residential will be the primary uses. The maximum density is generally will range from 1 unit per 2 acres to 2.2 units per acre. The corresponding zones are is RF and R20. RF is often used where larger lot sizes are necessary to enable on-site sanitary or stormwater disposal.

4. Single-Dwelling — 10,000

This designation is intended for areas far from centers and corridors where urban public services are available or planned but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation generally have development constraints, but the constraints can be managed through appropriate design during the subdivision process. Singledwelling residential will be the primary use. The maximum density is generally 4.4 units per acre. The corresponding zone is R10.

5. Single-Dwelling — 7,000

This designation is intended for areas <u>that arenear</u>, <u>but</u> not adjacent to <u>_</u>centers and corridors, where urban public services are available or planned, but complete local street networks or transit service is limited. <u>This designation is also intended</u> for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation may have minor development constraints, but the constraints can be managed through appropriate design during the subdivision process. This designation is also intended formay also be applied in areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned, but the development pattern is <u>already</u> predominantly built-out at at 5 to 6 units per acre7,000 square feet or more per dwelling unit. Areas within this designation generally have only minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

6. Single-Dwelling — 5,000

This designation is Portland's most common pattern of single-dwelling development, particularly in the city's inner neighborhoods. It is intended for areas near, in, and along centers and corridors where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally have few or very <u>limited-minor</u> development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 8.7 units per acre. The corresponding zone is R5.

7. Single-Dwelling — 2,500

This designation allows a mix of housing types that are single-dwelling in character. This designation is intended for areas near, in, and along centers and corridors, <u>near</u> <u>transit station areas</u>, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. <u>This</u> <u>designation often serves as a transition between mixed use or multi-dwelling</u> <u>designations and lower density single dwelling designations</u>. The maximum density is generally 17.4 units per acre. The corresponding zone is R2.5.

Multi-Dwelling Residential

8. Multi-Dwelling — 3,000

This designation allows a mix of housing types, including multi-dwelling structures, in a manner similar to the scale of development anticipated within the Attached Single-Dwelling <u>2,500</u> designation. This designation is intended for areas near, in, and along centers and corridors where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints, and may include larger development sites. The maximum density is generally 14.5 units per acre, but may go up to 21 units per acre in some situations. The corresponding zone is R3.

9. Multi-Dwelling — 2,000

This designation allows multi-dwelling development mixed with single-dwelling housing types but at a scale greater than for single-dwelling residential. This designation is intended for areas near, in, and along centers and corridors, and transit station areas, where urban public services, generally including complete

local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 21.8 units per acre, but may be as much as 32 units per acre in some situations. The corresponding zone is R2.

10. Multi-Dwelling — 1,000

Thise designation continues a common development pattern for<u>allows</u> medium density apartments<u>multi-dwelling development</u>. The scale of development is intended to reflect the allowed densities while being compatible with nearby singledwelling residential. <u>This-The</u> designation is intended for areas near, in, and along centers and corridors, and transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 43 units per acre, but may be as much as 65 units per acre in some situations. The corresponding zone is R1.

11. High-Density Multi-Dwelling

This designation is intended for the Central City, Gateway Regional Center, **t**own centersCenters, and transit station areas where a residential focus is desired and urban public services including access to high-capacity transit, very frequent bus service or streetcar service are available or planned. This designation is intended to allow high-density multi-dwelling structures at an urban scale. Maximum density is based on a floor-area-ratio, not on a unit-per-square-foot basis. Densities will range from 80 to 125 units per acre. The corresponding zone is RH.

12. Central Residential

This designation allows the highest density and most intensely developed multidwelling structures. Limited commercial uses are also allowed as part of new development. The designation is intended for the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. Development will generally be oriented to pedestrians. Maximum density is based on a floor area ratio, not on a units-per-square-foot basis. Densities allowed exceed 100 units per acre. The corresponding zone is RX.

Mixed-Use and Commercial

13. Mixed-_Use — Dispersed

This designation allows mixed use, multi-dwelling, or commercial development that are is small in scale, have has little impact, and provides services for the nearby residential areas. Development will be similar in scale to nearby residential development to promote compatibility with the surrounding area. This designation is intended for areas where urban public services are available or planned. Areas within this designation are generally small nodes, rather than large areas or corridors. The corresponding zones are <u>Commercial Mixed- Use 1 (CM1) and</u> <u>Commercial Employment (CE)Neighborhood Commercial 1 (CN1), Neighborhood</u> Commercial 2 (CN2), Office Commercial 1 (CO1), Office Commercial 2 (CO2), Mixed Commercial/Residential (CM), and Storefront Commercial (CS).

14. Mixed-Use — Neighborhood

This designation promotes mixed-use development in neighborhood centers and along neighborhood corridors to preserve or cultivate locally serving commercial areas with a storefront character. This designation is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned, and development constraints do not exist. Areas within this designation are generally pedestrian-oriented, <u>and are</u> predominantly built-<u>up</u> at low- to mid-rise scale, often with buildings close to and oriented towards the sidewalk. The corresponding zones are <u>Commercial Mixed-Use 1 (CM1), Commercial Mixed- Use 2 (CM2), and Commercial Employment</u> (<u>CE</u>)Neighborhood Commercial 1 (CN1), Neighborhood Commercial 2 (CN2), Office <u>Commercial 1 (CO1), Office Commercial 2 (CO2), Mixed Commercial/Residential</u> (<u>CM</u>), <u>Storefront Commercial (CS), and General Commercial (CG)</u>.

15. Mixed Use — Civic Corridor

This designation allows for transit-supportive densities of commercial, residential, and employment uses, including a full range of housing, retail, and service businesses with a local or regional market. This designation is intended for areas along key civicmajor corridors where urban public services are available or planned including access to high-capacity transit, frequent bus service, or streetcar service. The Civic Corridor designation is applied along some of the City's busiest, widest, and most prominent streets. As the city grows, these corridors also need to become places that can succeed as attractive locations for more intense, mixed-use development. They need to become places that are attractive and safe for pedestrians while continuing to play a major role in the City's transportation system. Civic Corridors, as redevelopment occurs, are also expected to achieve a high level of environmental performance and design. The corresponding zones are Commercial Mixed- Use 1 (CM1), Commercial Mixed- Use 2 (CM2), Commercial Mixed- Use 3 (CM3), Commercial Employment (CE)Neighborhood Commercial 1 (CN1), Neighborhood Commercial 2 (CN2), Office Commercial 1 (CO1), Office Commercial 2 (CO2), Mixed Commercial/Residential (CM), Storefront Commercial (CS), General Commercial (CG), and Central Employment (EX).

16. Mixed Use — Urban Center

This designation is intended for areas that are close to the Central City and within Town Centers where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. The designation allows a broad range of commercial and employment uses, public services, and a wide range of housing options. Areas within this designation are generally mixed-use and very urban in character. Development will be pedestrianoriented with a strong emphasis on design and street level activity, and will range from low- to mid-rise in scale. The range of zones and development scale associated with this designation are intended to allow for more intense development in core areas of centers and corridors and near transit stations, while providing transitions to adjacent residential areas. The corresponding zones are <u>Commercial Mixed-Use</u> <u>1 (CM1), Commercial Mixed-Use</u> 2 (CM2), <u>Commercial Mixed-Use</u> 3 (CM3), and <u>Commercial Employment (CE)Neighborhood Commercial 1 (CN1), Neighborhood</u> Commercial 2 (CN2), Office Commercial 1 (CO1), Office Commercial 2 (CO2); Mixed Commercial/Residential (CM), Storefront Commercial (CS), General Commercial (CG), Central Employment (EX), and Central Commercial (CX).

17. Central Commercial

This designation is intended to provide for commercial development within Portland's Central City and Gateway Regional Center. A broad range of uses is allowed to reflect Portland's role as a commercial, cultural, and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together along a pedestrian-oriented, safe, and attractive streetscape. The corresponding zone is Central Commercial (CX).

Employment

18. Central Employment

The designation allows for a full range of residential, commercial, and lightindustrial uses. This designation is intended to provide for mixed-use areas within the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit or streetcar service. The intensity of development will be higher than in other mixed-use land designations. The corresponding zone is Central Employment (EX).

Employment

19. Mixed Employment

This designation encourages a wide variety of office, creative services, manufacturing, distribution, traded sector, and other light-industrial employment opportunities, typically in a low-rise, flex-space development pattern. Most employment uses are allowed but limited in impact by the small lot size and adjacency to residential neighborhoods. Retail uses are allowed but are limited in intensity so as to maintain adequate employment development opportunities. Residential uses are not allowed to reserve land for employment uses, to prevent conflicts with the other uses, and to limit the proximity of residents to truck traffic and other impacts. The corresponding zones are General Employment 1 (EG1)₇ and General Employment 2 (EG2), and Neighborhood Employment (EN).

18. Central Employment

<u>The designation allows for a full range of commercial, light-industrial, and</u> <u>residential uses. This designation is intended to provide for mixed- use areas within</u> <u>the Central City and Gateway Regional Center where urban public services are</u> <u>available or planned including access to high-capacity transit or streetcar service.</u> <u>The intensity of development will be higher than in other mixed- use land</u> <u>designations. The corresponding zone is Central Employment (EX).</u>

20. Institutional Campus

This designation is intended for large institutional campuses that are centers of employment and serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. This designation is intended for areas where urban public services are available or planned. This designation includes medical centers, colleges, schools, and universities. A variety of other uses are allowed, including residential, to support the mission of the campus. A variety of other uses are allowed that support the mission of the campus, such as residences for students, staff, or faculty. Neighborhood-serving commercial uses and other services are also encouraged. The designation is intended to foster the growth of the institution while enhancing the livability of surrounding residential neighborhoods and the viability of nearby business areas. Corresponding zones are <u>Campus Institution 1 (CI1), Campus Institution 2 (CI2), and Institutional Residential (IR), Central Employment (EX), Campus Institution 1 (CI1), and Campus Institution 2 (CI2).</u>

Industrial

21. Industrial Sanctuary

This designation is intended to reserve areas that are attractive for manufacturing and distribution operations and encourage the growth of industrial activities in the parts of the city where important freight and distribution infrastructure exists, including navigable rivers, airports, railways, and pipelines. A full range of industrial uses are permitted and encouraged. Nonindustrial uses are significantly restricted to facilitate freight mobility, retain market feasibility for industrial development, prevent land use conflicts, reduce human exposure to freight traffic and potential air quality, noise, and pedestrian safety impacts, and to preserve land for sustained industrial use. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).

22. West Hayden Island Urban Services Area

This designation is intended to provide for a combination of open space and deep water marine industrial uses in anticipation of future annexation, infrastructure extension, and rezoning. This designation implements Metro's Urban Growth Management Functional Plan. The interim zoning before annexation will be Multnomah County Multiple Use Forest (MUF). The implementing zoning after annexation will be Open Space (OS) and Heavy Industrial (IH).

Amending tThe Zoning Map and Zoning Code

The zoning map and the zoning code are important tools that carry out the goals and policies of the Comprehensive Plan. -This section describes the relationship between the land use designations and the base zones, and how base zones and the zoning maps can be amended. -The policies are intended to provide a framework and clarity around zoning map and zoning code amendments. -The Zoning Code contains the use and development regulations associated with each base zone.

Policies 1.5 through 1.16 , which may also apply to zoning map amendments.>

Policy 10.2Relationship of land use designations to base zones. Apply a base zone to all land
and water within the City's urban services boundary. The base zone applied must
either be a zone that corresponds to the land use designation or be a zone that
does not correspond but is allowed according to Figure 10-1. -In some situations
there are long-term or short-term obstacles to achieving the level of development
intended by the land use designation (e.g., an infrastructure improvement to serve
the higher level of development is planned but not yet funded). In these situations,
a less intense zone (listed in Figure 10-1) may be applied. When a land use
designation is amended the zone may also have to be changed to a corresponding
zone or a zone that does not correspond but is allowed.

Policy 10.3 Amending the Zoning Map.

10.3.a. Amending a base zone may be done legislatively or quasi-judicially.

10.3.b When amending a base zone quasi-judicially, the amendment must be to a corresponding zone (see Figure 10-1 for corresponding zones — Corresponding and Allowed Zones for each Land Use Designation) Amendments to a base zone in complianceconsistent with the Comprehensive Plan land use designation must be to the corresponding zone stated in the designation. When a designation has more than one corresponding zone, the most appropriate zone, based on the purpose of the zone and the zoning and general land uses of surrounding lands, will be applied.

10.3.c. When amending a base zone legislatively, the amendment may be to a corresponding zone or to a zone that is does not correspond but is allowed (*see Figure 10-1 — Corresponding and Allowed Zones for each Land Use Designation see 10-1 for zones that are allowed*).– A legislative zoning map amendment may not be

to a zone that is not allowed.

10.3.bd. An amendment to a base zone in compliance consistent with the land use designation must be approved when it is found that current public services are capable of supporting the uses allowed by the zone, or that public services can be made capable by the time the development is complete. The adequacy of services is based on the proposed use and development. If a specific use and development proposal is not submitted, services must be able to support the range of uses and development allowed by the zone. For the purposes of this requirement, services include water supply, sanitary sewage disposal, stormwater management, transportation, school district capacity (where a school facility plan exists), and police and fire protection.

10.3. An amendment to apply or remove an overlay zone or plan district may be done legislatively or quasi-judicially, and must be based on a study or plan document that identifies a specific characteristic, situation, or problem that is not adequately addressed by the base zone or other regulations.

- Policy 10.6<u>3</u> Relationship of land use designations to base zones. Base zones must either be the zone that corresponds to the land use designation or be a zone that is less intense. In some situations there are long term or short term obstacles to achieving the level of development intended by the land use designation (e.g., an infrastructure improvement to serve the higher level of development is planned but not yet funded). In these situations, a less intense zone may be applied. Base zones that are corresponding, less intense, and more intense for each land use designation are shown in Figure 10-1. When a land use designation is amended, the zone may have to be changed to correspond or be less intense than the new designation.
- **Policy 10.4** Amending the Zoning Code. Amendments to the zoning regulations must be done legislatively, and should be clear, concise, and applicable to a broad range of development situations faced by a growing city. Amendments should:
 - Promote good planning:
 - Comply with the Comprehensive Plan goals and policies. "Comply" means that, on the whole, the proposal strikes a reasonable balance among applicable goals and policies.
 - Demonstrate that reasonable consideration was given to the Guiding Principles outlined in Chapter 1.
 - Promote equity:
 - Extend benefits associated with environmental assets, land uses, and public investments to communities of color, low income populations, and other under served or under represented groups impacted by the decision.
 - Eliminate, where practicable, disproportionate burdens (e.g. adverse environmental, economic or community impacts) associated with land use and public investment decisions for communities of color, low-

income populations, and other under-served or under-represented groups impacted by the decision. In cases where disproportionate burdens cannot be eliminated, they should be minimized or mitigated.

- Use, where relevant and practicable, land use and investment decisions to address disproportionate burdens of previous decisions.
- Effectively include impacted communities in the decision making process (see the Community Involvement chapter of this Comprehensive Plan).

<u>A10.4.a.</u>

——Promote good planning:

- 1. Effectively and efficiently implement the Comprehensive Plan.
- 2. Address existing and potential land use problems.
- 3. Balance the benefits of regulations against the costs of implementation and compliance.
- 4. Ensure that Maintain Portland's remains competitiveness with other jurisdictions as a location in which to live, invest, and do business.

B10.4.b. Ensure good administration of land use regulations:

- 1. Keep regulations as simple as possible.
- 2. Use clear and objective standards wherever possible.
- 3. Maintain consistent procedures and limit their number.
- 4. Establish specific approval criteria for land use reviews.
- 5. Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.
- 6. Emphasize administrative procedures for land use reviews.
- 7. Avoid overlapping reviews.

<u>C.—10.4.c.</u> Strive to improve the code document:

- 1. Use clear language.
- 2. Maintain a clear and logical organization.
- 3. Use a format and layout that enables use of the document by lay people as well as professionals.
- 4. Use tables and drawings to clarify and shorten the document.
- 5. Identify and act on regulatory improvement suggestions.

LU Designation	<u>Corresponding</u> <u>Zone(s)</u>	Non-corresponding zone(s) that are allowed
Open Space	<u>OS</u>	none
Farm and Forest	<u>RF</u>	<u>OS</u>
Single-Dwelling 20,000	<u>R20</u>	<u>RF, OS</u>
Single-Dwelling 10,000	<u>R10</u>	<u>R20, RF, OS</u>
Single-Dwelling 7,000	<u>R7</u>	<u>R10, R20, RF, OS</u>
Single-Dwelling 5,000	<u>R5</u>	<u>R7, R10, R20, RF, OS</u>
Single-Dwelling 2,500	<u>R2.5</u>	<u>R5, R7, R10, R20, RF, OS</u>
Multi Dwolling 2 000	D2	
Multi-Dwelling 3,000	<u>R3</u>	<u>R2.5, R5, R7, R10, R20, RF, OS</u>
Multi-Dwelling 2,000	<u>R2</u>	<u>R3, R2.5, R5, R7, R10, R20, RF, OS</u>
Multi-Dwelling 1,000	<u>R1</u>	<u>R2, R3, R2.5, R5, R7, R10, R20, RF, OS</u>
High- Density Multi-Dwelling	<u>RH</u>	<u>R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS</u>
Central Residential	RX	<u>RH, R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS</u>
Mixed-Use—Dispersed	<u>CM1, CE</u>	R2, R3, R2.5, R5, R7, OS
Mixed-Use—Neighborhood	CM1, CM2, CE	R2, R3, R2.5, R5, OS
Mixed-Use—Civic Corridor	<u>CM1, CM2, CM3,</u> <u>CE</u>	<u>R1, R2, R3, R2.5, R5, OS</u>
Mixed-Use—Urban Center	<u>CM1, CM2, CM3,</u> <u>CE</u>	<u>RH, R1, R2, R2.5, OS</u>
Central Commercial	<u>CX</u>	<u>IH, IG1, IG2, EG1, EG2, EX, CM1, CM2, CM3, CE, RX,</u> <u>RH, R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS</u>
Mixed Employment	FC1 FC2	IH, IG1, IG2, CM1, CM2, CM3, CE, RF
	<u>EG1, EG2</u>	
Central Employment	<u>EX</u>	none
Institutional Campus	<u>CI1, CI2, IR</u>	EG2, EX, CX, CM1, CM2, CM3, CE, R1, R2, R3, R,2.5, R5, R7, R10, R20, RF, OS
Industrial Sanctuary	<u>IH, IG1, IG2</u>	RF

TableFigure 10-1-. Corresponding and Allowed Zones for each Land Use Designation