

# Exhibit A:

## Findings of Fact Report As Amended

### December 2019

Legislative amendments to the Comprehensive Plan goals, policies and map must be found to be consistent with the goals and policies of the Comprehensive Plan, Metro's Urban Growth Management Functional Plan, the Statewide Planning Goals, and any relevant area plans adopted by City Council. (33.835.040 and 33.810.050)

Text amendments to the zoning code must be found to be consistent with the Comprehensive Plan, Urban Growth Management Functional Plan, and the Statewide Planning Goals. In addition, the amendments must be consistent with the intent or purpose statement for the base zone, overlay zone, and plan district where the amendment is proposed, and any plan associated with the regulations. (33.835.040)

Legislative zoning map amendments must be found to comply with the Comprehensive Plan Map with a zone change to a corresponding zone of the Comprehensive Plan Map. The change also must demonstrate that there are adequate public services capable of supporting the uses allowed by the zone. In addition, the school district(s) within which the sites are located must have adequate enrollment capacity to accommodate any projected increase in student population over the number that would result from development in the existing zone. This criterion applies only to sites that are within the David Douglas School District, which has an adopted school facility plan that has been acknowledged by the City of Portland. (33.855.050)

1. **Finding:** The City Council has identified and addressed all relevant and applicable goals and policies in this document.
2. **Finding:** The City Council has considered the public testimony on this matter and has weighed all applicable goals and policies and on balance has found the need to adopt the Better Housing by Design Project amendments (the BHD amendments).

## Part I. Statewide Planning Goals

State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with the Statewide Planning Goals.

### **The Statewide Planning Goals that apply to Portland are:**

- Goal 1 Citizen Involvement
- Goal 2 Land Use Planning
- Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6 Air, Water and Land Resource Quality
- Goal 7 Areas Subject to Natural Hazards
- Goal 8 Recreational Needs
- Goal 9 Economic Development
- Goal 10 Housing
- Goal 11 Public Facilities and Services
- Goal 12 Transportation

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- Goal 13 Energy Conservation
- Goal 14 Urbanization
- Goal 15 Willamette River Greenway

There are approximately 560 acres of land both within Portland's municipal boundaries and beyond the regional urban service boundary that can be classified as rural land. In 1991, as part of Ordinance 164517, the City Council took an exception to Goal 3 and 4, the agriculture and forestry goals. Because of the acknowledged exception, the following goals do not apply:

- Goal 3 Agricultural Lands
- Goal 4 Forest Lands

Other Statewide Planning Goals apply only within Oregon's coastal zone. Since Portland is not within Oregon's coastal zone, the following goals do not apply to this decision:

- Goal 16 Estuarine Resources
- Goal 17 Coastal Shorelands
- Goal 18 Beaches and Dunes
- Goal 19 Ocean Resources

**Goal 1. Citizen Involvement.** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

3. **Finding:** The preparation of these amendments has provided numerous opportunities for public involvement, including:

**Concept Phase.** In 2017, prior to the initiation of the legislative project, BPS conducted a number of different public outreach events to solicit input on potential zoning code changes. A series of five Stakeholder Working Group meetings were held from March through May 2017. These meetings included participants with a range of perspectives and experience, including community group representatives, development professionals, tenant advocates, neighborhood residents, affordable housing providers and age-friendly advocates. These meetings served as a forum for discussing issues and potential solutions, and to help inform project staff develop concepts. In addition, two neighborhood walks were held in the Jade District and Rosewood neighborhood to understand different perspectives on multi-dwelling development in these areas.

Three roundtable discussions were held with affordable housing providers, designers, and builders and developers in January and February 2017. These discussions allowed staff to hear from development professionals about what is working or not working well with Portland's multi-dwelling regulations and how they can be improved.

A public workshop was held in February 2017, to introduce the project to the broader public and provide an initial opportunity to discuss issues related to multi-dwelling development. The event was held at PCC Southeast at SE 82nd and Division to accommodate community members who live in Eastern Portland. In addition, BPS staff met with a range of community groups to introduce the project and identify issue that needed to be addressed.

Public input helped formulate the recommendations in the Better Housing by Design Project Concept Report. Draft code concepts were presented at two public meetings in June 2017 in order to receive initial public input prior to the release of the Concept Report. A public comment period for the Concept Report was open for two months to solicit input on these concepts.

Project Updates: Regular communications about the Better Housing by Design project were made available through the project website, monthly e-mail updates to the project mailing list, Bureau of

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Planning and Sustainability newsletters, social media sites (Facebook, NextDoor and Twitter) and media releases.

**Discussion Draft.** The public review period for the Better Housing by Design Project *Discussion Draft* was from January 22 to March 19, 2018. During this time the public had opportunities to learn about the proposals at two public open house events. Staff also presented the proposals at various community meetings. In addition, an interactive online Map App was available that showed parcel-specific information about how the proposals would affect specific properties.

#### *By the numbers*

- More than 350 people participated in public events
- 76 comments were submitted
- News blogs featured on the Better Housing by Design Project website
- Email updates were sent to the project mailing list to provide project updates and public input opportunities.
- BPS E-newsletter articles
- BPS project staff provided updates to at 20 community groups

**Proposed Draft.** On May 11, 2018, the Better Housing by Design *Proposed Draft* was published in preparation for the Planning and Sustainability Commission (PSC) review and recommendation. In support of this process, the BPS website had a project page dedicated to this project, a Map App page for submitting testimony, and telephone helpline to learn about the plan effort and numerous ways to comment on the plan. As part of the Proposed Draft publication and legislative process requirements, the following legal notices were also sent:

- Form 1 Notice  
Sent to the Department of Land Conservation and Development (DLCD)
- Legislative Notice (~350 notices)  
Sent to interested parties, recognized organizations, affected bureaus, TriMet, Metro and ODOT and published in the Daily Journal of Commerce
- Measure 56 Notice (33,630 notices)  
Required by Ballot Measure 56, this mailed notice was sent to owners of each lot or parcel of property where there is a proposed change to the base zoning of the property or where there are limits or prohibition of land uses previously allowed in the affected zone.

In addition to these legal requirements, information about the PSC hearings was featured in blog posts on the project website, e-updates to project mailing list, media releases and posts by BPS on NextDoor, Twitter and Facebook.

The PSC held a public hearing on June 12, 2018. Thirty people testified at the hearing and more than 270 written testimonials were received.

The PSC discussed the proposals over seven subsequent work sessions. On April 30, 2019, the PSC deliberated and voted to recommend the *Recommended Draft* to City Council.

All PSC meetings were streamed live and are also available for viewing on the Bureau website

**Recommended Draft.** On August 1, 2019, the *Better Housing by Design Recommended Draft* was published to present the PSC recommendations to City Council. On August 29, 2019 the Post-Acknowledgement Plan Amendment notice to DLCD was updated with the *Recommended Draft*

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documents and notice of the City Council hearing. On September 5, 2019, a legislative notice of the City Council hearing was sent to interested parties and anyone who testified to the PSC on the proposed draft. City Council held a public hearing on October 2, 2019 and which was continued on November 6, 2019, to receive testimony on the *Recommended Draft*.

Testimony by James Peterson raised concerns that BPS staff acted as a filter between community members and decision-makers. Specifically, that public comment summaries prepared by BPS staff are only concerned with “the body count” and not the substance of the comments. The City Council rejects this concern. The BPS staff summaries are more than participation counts and provide information on the topics of interest and the positions. Furthermore, we find that the testimony reader on-line application makes the written and verbal testimony provided at PSC and City Council hearings accessible to both the community and the decision-makers, which makes for a more robust involvement process. Finally, as evidence that the community is involved in all phases of the planning process, and specifically when decisions are made, the City Council notes the number of amendments that were made by the PSC and City Council as an indicator of the influence that the community has on the process – testimony was received and responded to with changes.

As noted below in these findings, the BHD amendments are consistent with the goals and policies of Chapter 2 (Community Involvement) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. The events and outreach strategies summarized here demonstrate consistency with the requirements of Statewide Planning Goal 1.

**Goal 2. Land Use Planning.** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

4. **Finding:** Goal 2, as it applies to the BHD amendments, requires the City to follow its established procedures for legislative amendments to the Comprehensive Plan policies, the Comprehensive Plan map, the Zoning Code, and the Zoning Map. The amendments support this goal because, as demonstrated by these findings, the BHD amendments were developed consistent with the Statewide Planning Goals, the Metro Urban Growth Management Functional Plan, and 2035 Comprehensive Plan, as detailed in this ordinance.
5. **Finding:** Other government agencies received notice from the 35-day DLCD notice and the City’s legislative notice. The City did not receive any requests from other government agencies to modify the BHD amendments.
6. **Finding:** The City Council’s decision is based on the findings in this document, which are based on the factual evidence presented to the Planning and Sustainability Commission and City Council that are incorporated in the record that provides the adequate factual base for this decision.

**Goal 5. Open Space, Scenic and Historic Areas, and Natural Resources.** To protect natural resources and conserve scenic and historic areas and open spaces.

7. **Finding:**

**Open Spaces.** None of the map changes or changes to multi-dwelling zones involve designated open spaces (OS map designations).

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**Scenic Resources.** The City has designated scenic resources, some of which are included in the applicable multi-dwelling zones. Existing scenic resource protections (Chapter 33.480) are not being amended.

**Historic Resources.** Historic resources are located throughout the City including locations in multi-dwelling zones. Existing historic resource protections are not being amended (Chapter 33.445). The current RH zoning (and future RM3 and RM4 zoning) in the Alphabet Historic District in Northwest Portland and the King's Hill Historic District, just west of the Central City have locations where the current zoning allows building scale that is substantially larger than historic buildings in some parts of these districts, while disallowing new buildings to be as large as historic buildings in other areas. The Comprehensive Plan policy 4.48 encourages zoning that is responsive to the characteristics of historic districts, while other policies prioritize close-in locations for higher density housing, including affordable housing. The amendments to the Zoning Map and development standards in high-density (RM3 and RM4) multi-dwelling zones in historic districts calibrates development allowances to the scale of historic districts, while providing additional development bonuses for projects that include affordable housing.

**Natural Resources.** Existing natural resource protections are not being amended (Chapters 33.430 and 33.465). However, not all resources identified in the City's updated Natural Resources Inventory (NRI) are currently included in these protections. The City has initiated a separate legislative process to update the environmental overlay zones based on the adopted NRI.

**Generally.** As noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 4 (Design and Development, including Historic and Cultural Resources) and Chapter 7 (Environment and Watershed Health) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, BHD amendments are consistent with the requirements of Statewide Planning Goal 5.

**Goal 6. Air, Water, and Land Resource Quality.** To maintain and improve the quality of the air, water and land resources of the state.

8. **Finding:** Goal 6 requires the maintenance and improvement of the quality of air, water, and land resources. The State has not adopted administrative rules for complying with Statewide Planning Goal 6. The City is in compliance with federal and state environmental standards and statutes, including the federal Clean Water Act and Clean Air Act. Existing City regulations including Title 10 (Erosion Control) and the Stormwater Management Manual will remain in effect and are applicable to future development. As noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 7 (Environment and Watershed Health) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, BHD amendments are consistent with the requirements of Statewide Planning Goal 6.

**Goal 7, Areas Subject to Natural Disasters and Hazards.** To protect people and property from natural hazards.

9. **Finding:** The State has not adopted administrative rules for complying with Statewide Planning Goal 7. The Buildable Land Inventory (BLI), which was adopted (Ordinance 187831) and acknowledged by LCDC on April 25, 2017, included a development constraint analysis that identified parts of Portland that are subject to natural hazards.

A constraints analysis was conducted to determine relative risk. The relevant constraints are:

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- Special flood hazard area (Land area covered by the floodwaters of the base flood, as shown on the Federal Emergency Management Agency (FEMA) maps in effect on November 26, 2010);
- Floodway (The active flowing channel during a flood, as designated on the flood maps adopted under authority of Title 24 of the Portland City Code.)
- 1996 Flood Inundation area (A record peak flow in February of 1996 caused the Willamette River and its major tributaries to flood. This map was created to delineate the inundated areas near the mainstem and major tributaries of the Willamette River)
- Potential Rapidly Moving Landslide Hazard Zones (as shown in the DOGAMI IMS-22 publication)
- Deep landslide—High Susceptibility or Landslide Deposit or Scarp as shown in the DOGAMI IMS-57 publication

About 600 acres (12 percent) of the multi-dwelling zoned areas are located in these potential natural hazard areas. Most (530 acres) of this area is in the Landslide Hazard Area. City programs that are deemed in compliance with Metro Title 3 requirements for flood management, and erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24), as well as the environmental overlay zones are unchanged by these amendments and will ensure any new development will be done in a way to protect people and property from hazards.

As noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 7 (Environment and Watershed Health) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, BHD amendments are consistent with the requirements of Statewide Planning Goal 7.

**Goal 8. Recreational Needs.** To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

**10. Finding:** Goal 8 focuses on the provision of destination resorts. However, it does impose a general obligation on the City to plan for meeting its residents' recreational needs: "(1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements."

Goal 8 provides that "Recreation Needs -- refers to existing and future demand by citizens and visitors for recreations areas, facilities and opportunities." Goal 8 also provides that "Recreation Areas, Facilities and Opportunities -- provide for human development and enrichment, and include but are not limited to: open space and scenic landscapes; recreational lands; history, archaeology and natural science resources; scenic roads and travelers; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities."

The City of Portland has robust and diverse system of parks, recreation areas and open spaces. The City's Parks 2020 Vision documents the City's long-term plan to provide a wide variety of high-quality park and recreation services and opportunities for all residents. The Parks 2020 Vision identifies a goal that 100% of Portlanders are within ½ mile of a Park or Natural Area. As of 2016,

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81% of the City's households are within ½ mile of a park or natural area, whereas 86 percent of the multi-dwelling zoned areas (4,317 acres out of a total of 5,010 acres) are within ½ mile of a park or natural area. Providing additional opportunities for future households to locate in these areas will continue to contribute towards fulfillment of this goal.

The BHD map amendments do not affect any land designated as open space. In addition, the BHD zoning code amendments include new development standards for outdoor areas and common areas, which can supplement the recreational needs of BHD residents. Currently, most of the multi-dwelling zones require outdoor space (48 square feet per unit). However, the high-density residential zone (RH) requires no outdoor spaces. The BHD amendments require 48 square feet of outdoor area per unit (36 square feet for small sites up to 20,000 square feet) in the RM3 and RM4 (RH) zones. Also, the BHD amendments establish a new requirement for common areas equivalent to 10 percent of the total site area for large sites with more than 20,000 square feet.

As noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 8 (Public Facilities and Services) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, BHD amendments are consistent with the requirements of Statewide Planning Goal 8.

**Goal 9. Economic Development.** To provide adequate opportunities throughout the state for a variety of economic activities vital to health, welfare, and prosperity of Oregon's citizens.

**11. Finding:** Goal 9 requires cities to consider economic activities vital to the health, welfare, and prosperity of Oregon's citizens. Comprehensive plans for urban areas are required to include, among other things: an analysis of economic patterns, potentialities, strengths, and deficiencies; policies concerning economic development; and land use maps that provide for at least an adequate supply of sites for a variety of industrial and commercial uses.

The *2035 Comprehensive Plan* demonstrates compliance with Goal 9. Land needs for a variety of industrial and commercial uses are identified in the *Economic Opportunities Analysis* (EOA), which was adopted (Ordinance 187831) and acknowledged by LCDC on April 25, 2017.

The City's acknowledged EOA analyzed and demonstrated adequate growth capacity for a diverse range of employment uses, which are organized into different geographies that represent a distinct mix of business sectors and building types. In each of the geographies, the City analyzed the future employment growth and the developable land supply to accommodate that growth.

The BHD map amendments do not affect any land designated for industrial or employment uses. The BHD map amendments do not affect the base development capacity in the commercial mixed use areas. The changes apply the inclusionary housing bonus to historic districts, which is not expected to impact the employment capacity in these areas. Given that the city as a whole has excess capacity of mixed-use commercial development capacity, these changes will not adversely impact the City's employment capacity.

In addition, the BHD zoning code amendments expand the opportunity for small-scale commercial uses. Currently, commercial uses are prohibited in most multi-dwelling zones, and are conditional uses (subject to a discretionary review process) near light rail stations in the RH zone. The BHD amendments will allow ground floor retail or offices uses up to a FAR of .25 to 1 per site in the RM1 and RM2 (R3/R2, R1) zones. This will allow up to 2,500 square feet of commercial use floor area on a 10,000-square foot site. Each commercial use is limited to 1,000 square feet (enough for a small retail space, café, or office). In the RM3 and RM4 (RH) zones, ground floor retail or offices uses up

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to an FAR of .4 to 1 per site is allowed without a conditional use review. This will allow up to 4,000 square feet of floor area on a 10,000-square foot site. Each commercial use is limited to 2,000 square feet. Also, daycare facilities up to 3,000 square feet are allowed in all multi-dwelling zones regardless of location. Allowances for small commercial uses will also provide opportunities for “live-work” arrangements, which can support household prosperity by allowing additional opportunities for home-based businesses.

As noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 6 (Economic Development) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, BHD amendments are consistent with the requirements of Statewide Planning Goal 8.

#### **Goal 10. Housing.** To provide for the housing needs of citizens of the state.

- 12. Finding:** Goal 10 specifies that each city must plan for and accommodate needed housing types. As used in ORS 197.307 “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, and includes attached and detached single-family housing and multiple family housing for both owner and renter occupancy;

Goal 10 requires each city to inventory its buildable residential lands, forecast future needs, and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

Goal 10 and its implementing administrative rules contain the following specific requirements:

1. Identify future housing needs by amount, type, tenure and affordability;
2. Maintain a residential Buildable Lands Inventory (BLI) with sufficient land to meet identified needs;
3. Adopt land use maps, public facility plans and policies to accommodate needed housing (housing capacity, as well as type, tenure and affordability);
4. Meet minimum density and housing mix requirements (including the Metropolitan Housing Rule);
5. Adopt clear and objective standards for needed housing.

The adopted *2035 Comprehensive Plan* conducted city-wide analysis to demonstrate compliance with Goal 10. The City's Housing Needs Analysis, which was adopted (Ordinance 185657) and acknowledged by LCDC on June 11, 2014, consists of five distinct reports that analyzed the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand. The City's Housing Needs Analysis was adopted as part of the *2035 Comprehensive Plan*. The Buildable Land Inventory (BLI), which was adopted (Ordinance 187831) and acknowledged by LCDC on April 25, 2017, identified the supply of land available to provide this needed housing.

A major change in the BHD amendments is a shift in regulating by building scale (floor-to-area ratio - FAR) instead of unit density in the RM1 and RM2 zones (current R1/R2/R3 zones). The RM3 and RM4 zones (current RH) already are regulated by FAR, rather than by unit density. This change will resolve some nonconforming situations where the existing building exceeds the maximum density standard. This change provides more flexibility for a greater diversity of housing types and expands housing options close to services and transit.



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Currently, the Alternative Design Density (a) overlay zone provides opportunities for additional housing density. In the multi-dwelling zones where it applies, the a-overlay zone allows for bonus density in exchange for design review, as well as corner triplexes and flag lots in the R2 zone for projects meeting design standards. The a-overlay zone is proposed to be removed from all multi-dwelling zones because the BHD changes provide the flexibility for additional housing units provided by this overlay zone. Therefore, the removal of the (a) overlay zone will not have an impact on residential development capacity or the range of housing types that could be developed.

**Housing Supply and Demand.** The City's adopted BLI estimates Portland has the capacity for 201,000 additional housing units, more than the estimated need to accommodate the City's forecasted future growth of 123,000 units. The BHD changes largely involve a crosswalk from the old designations (R3-RH) to the new designations (RM1-4). The changes to shift to a FAR regulatory system is estimated to increase the *capacity* for residential household growth by roughly 14,000 units in the RM1-4 zones.

**Housing Affordability.** The Housing Affordability Background Report<sup>1</sup> cited recommendations to address declining housing affordability. "Given that public resources to subsidize affordable housing are limited and likely inadequate, the construction of new unsubsidized housing affordable to low and moderate income should be promoted. This could include development of more reasonably-priced rental housing units such as smaller units with no parking...and allowing the creation of more than one accessory rental in large homes in single-family zones." Also recommended: "Provide incentives to the private market to construct affordably priced housing units both rental and owner-occupied."

The BHD changes include four significant incentives for affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; 3) provide a bonus for three-bedroom units; and 4) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. The BHD changes increase the affordable/inclusionary housing bonus from 25 percent to 50 percent, which can make larger (20+ units) projects financially feasible and create affordable units through the inclusionary housing program. In addition, the BHD changes create a new bonus for housing projects that provide at least 50 percent of the units affordable to households earning less than 60 percent of Area Median Income (AMI). The bonus for three-bedroom units is refined to focus on projects where at least 50 percent of the units are affordable to households earning no more than 100 percent AMI. Finally, the BHD changes allow for unused development capacity to be transferred to other sites with multi-dwelling zoning in exchange for preservation of existing affordable housing units. All of these measures will support the provision of regulated affordable housing units in Portland.

**Housing Choice.** The Comprehensive Plan Update Growth Scenarios Report<sup>2</sup> found that the preferred growth scenario provided a sufficient mix of three broad housing types – single family residential, neighborhood and corridor apartments, and mid- to high-rise units. However, within these broad classes there was some predicted scarcity within the middle range (attached houses and plexes), while the low end of the spectrum (detached houses) and high end of the spectrum (apartments) would dominate the housing type mix. The report identifies options for improving performance:

- Create a Wide Range of Housing Choices: Producing a diverse supply of housing creates diverse communities with the opportunity for households to remain in their neighborhood

<sup>1</sup> Portland Housing Affordability Background Report <https://www.portlandoregon.gov/bps/article/408246>

<sup>2</sup> Growth Scenarios Report <https://www.portlandoregon.gov/bps/article/531170>

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as their lifestyles and housing needs change, especially in allowing older adults to remain within their community.

- Support Development of New and Innovative Housing Types: Changing household needs and preferences will create demand for new and different housing types.

The BHD amendments are specifically tailored to broaden the range of allowed housing types, consistent with Comprehensive Plan Policy 5.4, which incorporated the recommendations in the Comprehensive Plan Background Reports. For example, currently on a 5,000 square foot lot in the R2 zone, the maximum density standard typically results in two large townhouse units. Under the RM1 zone, a similarly size building could be developed but could be divided into more, smaller units.

The findings below address Goal 10 requirements that amendments to the *Zoning Map* and zoning code demonstrate that the City continues to accommodate 20-years of forecast growth and provide the opportunity for a variety of housing types and tenures, with a variety of affordability levels.

The Metropolitan Housing Rule (OAR 660-007-0035) states that cities “*must provide for an overall density of ten or more dwelling units per net buildable acre*”. The RM1-4 zones have minimum density standards that range from 17.4 units to 43 units per acre, which will ensure that the City of Portland continues to meet this standard.

ORS 197.307(4) requires that jurisdictions “may apply only clear and objective standards, conditions and procedures regulating the development of needed housing on buildable lands” ...and these provisions... “may not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay.” The BHD amendments provide clear and objective standards. As an alternative to the clear and objective track, discretionary review is available for Planned Developments which can seek additional flexibility in site layout and building form, at the property owner’s choosing. Also, the BHD map amendments expand the design (“d”) overlay zone to apply to all RH zoning (new RM3 and RM4 zones). The majority (84 percent) of the RH zone is already within the design overlay or in historic districts (such the Alphabet Historic District in Northwest Portland). The design overlay zone provides projects with options to either go through a discretionary design review process or to use clear and objective design standards.

Testimony by James Peterson raised concerns that the BHD amendments incentivize redevelopment of existing multi-dwelling housing, which is not needed because the Metro UGB has more zoned capacity than is likely to be needed in the coming decades. The City Council rejects this concern because the primary purpose of the BHD amendments, as explained above, is to provide more flexibility for a greater diversity of housing types and expand housing options close to services and transit. A by-product of these changes is a modest 14,000 unit increase in zoned capacity.

As noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 5 (Housing) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, BHD amendments are consistent with the requirements of Statewide Planning Goal 10.

**Goal 11. Public Facilities and Services.** To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

- 13. Finding:** Statewide Planning Goal 11, Public Facilities, requires cities to adopt and update public facilities plans. Public facilities plans ensure that urban development is guided and supported by types and levels of water, sewer and transportation facilities appropriate for the needs and

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requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly and efficient arrangement.

The adopted 2035 Comprehensive Plan includes the Citywide Systems Plan (CSP), which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017. The CSP includes the Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects, consistent with the requirements of Statewide Planning Goal 11.

In addition, the service limitations identified in the CSP have been incorporated into the adopted BLI development constraint analysis that identified parts of Portland that lack needed urban infrastructure. The BLI constraint analysis is the basis of a geographic evaluation of the BHD amendments to ensure that public facilities are planned to support the potential development resulting from these amendments.

The BHD capacity and growth allocation modeling determined that BHD changes would result in a modest shift in the development pattern compared to the 2035 Comp Plan. In general, more development is expected in the inner neighborhoods, where facilities are generally available and there are fewer areas with inadequate infrastructure. Impacts to city systems were evaluated based on the net change of development impact between the 2035 Comprehensive Plan zoning and the BHD changes.

#### Sanitary Sewer

The Bureau of Environmental Services evaluated the proposed changes in household allocation and found that sanitary flows from multi-dwelling structures represent a minor portion of the flows carried by any given pipe, and sanitary flows from additional dwelling units on those multi-dwelling zoned properties are unlikely to significantly affect the system. The Bureau Environmental Services regularly analyzes sanitary and combined system, in conjunction with planning projections from the Bureau of Planning and Sustainability, to determine priority areas for both capacity and structural upgrades. Over time, these capital projects will address any localized issues.

Moreover, all developments are required to connect to sanitary sewer service and meet current building and sanitation codes. Where local existing infrastructure is not adequate or available to serve proposed development, system extensions and/or upgrades will be required as part of the development review process.

#### Stormwater

Stormwater is conveyed through the combined sewer system, pipes, ditches, or drainageways to streams and rivers. In some cases, stormwater is managed in detention facilities, other vegetated facilities, or allowed to infiltrate in natural areas. Safe conveyance of stormwater is an issue in some areas, particularly in the hilly areas of west Portland and some parts of outer southeast which lack comprehensive conveyance systems and where infiltration is limited by geology or high groundwater. Since 1999, the Stormwater Management Manual (SWMM) has provided policy and design requirements for stormwater management throughout the City of Portland. The requirements apply to all development, redevelopment, and improvement projects within the City of Portland on private and public property and in the public right-of-way. In some cases, solutions may not be technically or financially feasible. Stormwater impacts are assessed based on the amount of impervious area and building coverage that occurs on a parcel. The BHD changes do not significantly increase either the allowable building coverage or impervious area from existing zoning allowances. Further, reducing minimum on-site parking requirements and limits on surface parking

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areas could result in even less impervious area. Provisions that encourage the preservation of large trees through the transfer of development rights and required deep rear setbacks in East Portland, as well as allowing stormwater facilities to count toward minimum landscaping, provide additional environmental and stormwater benefits.

#### Water

Water demand forecasts developed by the Water Bureau anticipate that while per capita water demands will continue to decline somewhat over time, the overall demands on the Portland water system will increase due to population growth. The Portland Water Bureau has not experienced any major supply deficiencies in the last 10 years.

The water supply and water distribution system are sized to meet City fire suppression needs which far surpass the day-to-day demand from residential customers. The demand from higher density development in the multi-dwelling residential zones is unlikely to significantly affect the water system. While it is possible that the additional densities allowed through the BHD could exacerbate existing local capacity issues in isolated areas, the Water Bureau does not anticipate the amendments to cause significant problems for either current water users or the overall system.

Similar to sewer system and other infrastructure needs, all developments are required to connect to water service and meet current building and plumbing codes. Where local existing infrastructure is not adequate or available to serve proposed development, system extensions and/or upgrades will be required.

Transportation facilities are addressed under Statewide Planning Goal 12, below.

For areas not excluded from the additional housing allowances provided by the BHD changes, development standards and regulations are in place to ensure sewer, water, and stormwater needs are met and impacts are addressed. Where there are existing constraints on public facilities, proposed development could face increased cost of to provide or mitigate the constrained infrastructure.

As noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 8 (Public Facilities and Services) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, BHD amendments are consistent with the requirements of Statewide Planning Goal 11.

**Goal 12. Transportation.** To provide and encourage a safe, convenient and economic transportation system.

- 14. Finding:** OAR 660-012-0060 (1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:
- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
  - (b) Change standards implementing a functional classification system; or
  - (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated

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within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

- (A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
- (B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or
- (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

The adopted 2035 Comprehensive Plan includes the Transportation Systems Plan (TSP), which was adopted in three phases (Ordinance 187832, 188177, and 188957). Phase 1 and 2 was submitted as part Task Four of Periodic Review; and both were approved by LCDC Order 18 – WKTSK – 001897 on August 8, 2018. Phase 3 of the Transportation System Plan was adopted as a post-acknowledgement plan amendment by Ordinance No. 188957, became effective on June 23, 2018. The TSP includes a congestion performance analysis of the 2035 Comprehensive Plan Map.

The BHD amendments do not change the functional classification of any existing or proposed transportation facility, nor do they change the standards implementing a functional classification system. Therefore, the amendments do not have a significant effect under (a) or (b).

The BHD amendments expand the types of housing allowed, especially in the lower density RM1 and RM2 multi-dwelling zones, which make up 92 percent of the multi-dwelling zoned land in Portland. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, which will allow for a wider range of smaller housing types and sizes. In RM2 zone, which is often located along transit corridors, will allow for a higher density that is similar to adjacent mixed-use commercial zones. After accounting for the BLI constraints, the development capacity in BHD zones increases by about 14,000 units. As required by ORS 195.036, the BLI allocation model uses Metro’s population forecast to determine where new housing units are likely to be allocated. The BHD capacity and growth allocation model shows minor changes to the spatial distribution of housing units across Portland. This data was then evaluated by the Portland Bureau of Transportation (PBOT) (see PBOT memo, dated September 6, 2019).

With regard to (c), the PBOT analysis found that peak PM hour traffic resulting from the BHD amendments is not significant. The added traffic is widely spread across the City. The current and proposed housing types are consistent land uses within the context of the descriptions of the functional classifications of existing or planned transportation facilities. Therefore, the amendments do not have a significant effect under (A).

In the six areas where there is expected to be increased household growth, peak PM hour vehicle traffic is dispersed across the transportation network in these areas. With the exception of several “hot spot” streets of concern described below, this additional traffic is not expected to degrade the performance of existing or planned transportation facilities such that they would not meet the performance standards in the TSP. Therefore, the amendments do not have a significant effect under (B).

As part of the 2035 Comprehensive Plan process, PBOT and ODOT identified a list of streets of concern where future congestion may make it difficult for jurisdictional standards to be met. The modelling shows that the minor impacts are not large in terms of absolute numbers of added

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vehicles during peak PM hour (average 18 trips). These added trips could degrade the performance of these facilities. However, there are mitigating factors and strategies that should reduce the impact of these changes:

1. This is a high-level analysis that does not factor in redistribution of growth (reduction in the number of households in other parts of the system) nor does it reassign traffic that might be diverted to other less congested streets. These refinements to the analysis could result in lower added traffic to these segments;
2. The BHD amendments include mitigating strategies that serve to improve mode split performance and limit traffic impacts which were not able to be incorporated into the analysis model. First, minimum parking requirements are being reduced. BHD further promotes a walkable form through regulations on the amount of building façade that can be occupied with garages and prohibiting off-street parking between the building and the street.

#### 3. Transportation Demand Management Strategies

The Transportation Planning Rule defines Transportation Demand Management as: “actions which are designed to change travel behavior to improve performance of transportation facilities and to reduce need for additional road capacity.” Reducing demand for automobile trips is a key strategy for offsetting potential transportation impacts from BHD.

- Off-street Parking Management. A key tool in transportation demand management, as identified in the Transportation Planning Rule, is parking management. To reduce reliance on automobiles, the Transportation Planning Rule requires local governments within an MPO to achieve a 10 percent reduction in the number of parking spaces per capita over a planning period (660-012-0045). Consistent with this approach to reducing reliance on automobiles and promoting a walkable urban form, the BHD amendments eliminate minimum off-street parking requirements on small sites (up to 10,000 square feet) in the multi-dwelling zones. On larger sites, the minimum required parking ratio is reduced by half -- from one space for each unit to one space for every two units.

- Pedestrian-supportive development. The Transportation Planning Rule encourages pedestrian-friendly development that makes it safe and convenient for trips to be made by walking, and that facilitates less driving to meet daily needs. The BHD amendments include new requirements that will improve the pedestrian environment and encourage more pedestrian trips in multi-dwelling zones. It limits front garages and parking structures to 50 percent of buildings along streets. It also disallows parking from being located between buildings along streets and it requires building entrances to be oriented to streets or a courtyard connected to a street.

- Improved street connectivity in East Portland centers. The Transportation Planning Rule recognizes the importance of street connectivity in making it “more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs,” especially in centers. The BHD amendments facilitate street connections and improve connectivity in East Portland centers by requiring street frontages wide enough to provide space for new street connections and by calculating development allowances prior to street dedication.

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- Financial TDM incentives for larger apartments. Portland City Council adopted an initial package of TDM measures with the 2035 Comprehensive Plan in 2016. These measures mandate certain multimodal financial incentives with new mixed-use buildings with more than 10 dwelling units (Portland City Code Chapter 17.107). The BHD amendments expand these measures to multi-dwelling zones in locations close to frequent transit, projects with buildings with 10 or more units will be required to use strategies that reduce transportation impacts, such as by providing residents with transit passes, bike share or car share memberships, and information on transportation options. This strategy will reduce transportation demand in multi-dwelling zone areas where transportation trips are expected to shift and on the overall transportation network.
- On-street parking management. The Transportation Planning Rule points to the designation of residential on-street parking districts as a tool that local governments within an MPO can use to reduce reliance on automobile trips (660-012-0045). Portland has had an Area Parking Permit Program in effect since 1981. In recent years, this program has expanded to include 17 zones with neighborhoods and businesses collaborating with PBOT to create the rules for their zone. Per City Council ordinance, the Area Parking Permit Program can impose a surcharge on parking permits. The money raised from the surcharge can then be used to fund Transportation Demand Management strategies that reduce automobile trips. This includes a Transportation Wallet program where participants can receive significantly reduced transit, bike share, and other mobility passes in exchange for forgoing an on-street parking permit. PBOT will continue to seek opportunities to work with neighborhoods to expand the Area Parking Permit Program to address areas where traffic and parking congestion are increasing.
- “Smart Trips” education and outreach. Another proven transportation demand management strategy is the provision of transportation options information and encouragement. Portland has been a national leader in this field through its Smart Trips program. Smart Trips incorporates an innovative and highly effective individualized marketing methodology, which hand-delivers packets and personalized emails to residents who wish to learn more about all their transportation options. Key components feature biking and walking maps, robust and sophisticated online, digital and paper resources, and organized activities which get people out in their neighborhoods or places of employment to shop, work, and discover how many trips they can easily, conveniently and safely make without using a car. Evaluations over the past 15 years show that Smart Trips reduces drive alone trips by about 9%. In recent years, Smart Trips has targeted people that are new to Portland and those who are moving within the city to new homes. Research shows that this is often the most effective time to encourage people to try new ways of getting around.
- Safe Routes to Schools program. Like Smart Trips, Portland’s Safe Routes to Schools program reduces automobile trips through information, encouragement, and investments in infrastructure that make it safe for students to walk and bike to school. In 2018, the program reported that citywide 42% of K-5th grade trips and 40% of 6th-8th grade trips utilized active transportation. This program, which is an important tool for reducing auto trips during peak hours, will continue citywide under BHD. PBOT will continue to evaluate targeted Safe Routes to Schools programming in TAZs expected to see increased growth through the BHD amendments.
- Bicycle parking improvements. An additional citywide transportation demand strategy is the provision of bicycle parking (Transportation Planning Rule 660-012-0045 3(a)). Research

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has shown that the lack of a safe and secure place to park a bicycle is a key barrier for bicycling as transportation. Portland's existing bicycle parking code (Portland City Code Chapter 33.266.200) was primarily written in 1996. A Recommended Draft of the Bicycle Parking Code update has advanced to City Council for deliberation this fall. These changes will update the minimum required amount of short- and long-term parking, enhances security standards to help prevent bike theft, and accommodates a greater variety of bicycles. These changes will apply to multi-dwelling zones, and are anticipated to reduce some automobile trips from the transportation network.

#### 4. Planning and infrastructure investments.

Additional transportation planning may also occur in and near the TAZs where the Housing Allocation analysis shows development increases. This planning can identify opportunities for improving multimodal networks, including access to transit. This planning can identify small scale capital projects – less than \$500,000 - that improve safety and comfort for people walking, bicycling, and taking transit. Projects that emerge through this planning can also be included in the future project lists for the citywide programs listed in the TSP.

#### 5. Planned Capital Projects

The impacts of added auto trips from BHD are expected to be on identified hot spots on both PBOT and ODOT managed facilities. Through the process of adopting the 2035 Comprehensive Plan and the 2035 Transportation System Plan, PBOT and ODOT agreed to perform refinement planning in areas identified with potential safety and/or projected capacity issues. See Projected ODOT "Hot Spots" Refinement Plan and Other Agency Common Priority Projects, (TSP Chapter 6, page 281). Major refinement plans are necessary when a transportation need exists, but the mode, function, and general location of a transportation improvement have not been determined, and a range of actions must be considered before identifying a specific project or projects. These refinement plans are still pending, therefore, mitigating the increased traffic from the BHD amendments can be incorporated into that planning process.

Also, the additional auto trips from BHD can be analyzed, and to the extent possible, mitigated during the planning, design, and implementation of future planned capital projects in roadway segments identified as areas of concern (previously identified in the TSP as locations that may fail to meet mobility standards in 2035). The adopted TSP Project List identifies several improvement projects on or near the impacted facilities that could incorporate future measures to mitigate these minor effects.

The modelling shows that the overall impact of BHD on the citywide transportation system is not significant. It does, however, result in localized impacts on road segments that have previously been identified as areas of concern. These impacts are not large in terms of absolute numbers of added vehicles during peak PM hour and can be mitigated through a combination of transportation demand management strategies, planned capital projects, and targeted planning and infrastructure investments. Furthermore, as noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 9 (Transportation) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the BHD amendments are consistent with the requirements of Statewide Planning Goal 12.



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**Goal 13. Energy Conservation.** To conserve energy.

- 15. Finding:** The State has not adopted specific rules for complying with Statewide Planning Goal 13. Goal 13 generally requires that land use plans contribute to energy conservation.

The BHD amendments do not adopt or amend a local energy policy or implementing provisions.

However, the BHD amendments generally support this goal by encouraging smaller units and more attached units. According to studies conducted by the State DEQ, “Reducing home size is among the best tier of options for reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of ‘green certification’” [<https://www.oregon.gov/deq/FilterDocs/ADU-ResBldgLCA-Report.pdf>]

Attached housing is also more energy efficient than detached forms of housing. According to the EPA, “fairly substantial differences are seen in detached versus attached homes [approximately 17.5% improved efficiency], but the most striking difference is the variation in energy use between single-family detached homes and multifamily homes [50% improved efficiency], due to the inherent efficiencies from more compact size and shared walls among units.” [[https://www.epa.gov/sites/production/files/2014-03/documents/location\\_efficiency\\_btu.pdf](https://www.epa.gov/sites/production/files/2014-03/documents/location_efficiency_btu.pdf)]

Therefore, the BHD amendments are consistent with the requirements of Statewide Land Use Goal 13 by limiting home size and allowing for increased types of housing that consist of smaller, compact units, and attached housing.

**Goal 14. Urbanization.** To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

- 16. Finding:** Metro is responsible for Goal 14 compliance on behalf of Portland and other cities within the metropolitan region. Metro has adopted an Urban Growth Management Functional Plan and compliance with this plan by constituent cities assures compliance with Goal 14, which is discussed in Part II of this document and those findings are incorporated by reference.

As discussed above under Goal 10, the BHD amendments will increase the residential development capacity in areas located inside the urban growth boundary, further enabling the City to accommodate its forecasted growth. Therefore, BHD amendments are consistent with the requirements of Statewide Land Use Goal 14.

**Goal 15. Willamette River Greenway.** To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

- 17. Finding:** There are small areas of multi-dwelling zoning that fall inside the Willamette River Greenway (SW Macadam and Sellwood Waterfront). However, these parcels will continue to be subject to development regulations for flood plains or natural resources. Furthermore, no changes to existing protections afforded through the greenway overlay zones are proposed.

Therefore, BHD amendments are consistent with the requirements of Statewide Land Use Goal 15 because they do not change the protections to affected lands within the Willamette River Greenway Overlay Zone.

## Part II. Metro Urban Growth Management Functional Plan

Under ORS 268.380 and its Charter, Metro has the authority to adopt regional plans and require city and county comprehensive plans to comply with regional plan. Metro adopted its Urban Growth Management Functional Plan under this authority.

In its June 2011 update to its 2010 compliance report Metro found, “The City of Portland is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 13, Nature in Neighborhoods.” On January 16, 2013 the City received a letter from Metro stating that Portland had achieved compliance with Title 13.

**Title 1. Housing Capacity.** The Regional Framework Plan calls for a compact urban form and a “fair-share” approach to meeting regional housing needs. Title 1 requires each city and county to maintain or increase its housing capacity, especially in centers, corridors, main streets, and station communities, except as provided in section 3.07.120.

**18. Finding:** The BHD amendments increase the housing capacity in the City because the comprehensive plan and zoning map amendments generally assign the new zoning designation that most closely matches the current designation. According to the BHD capacity and growth allocation model, the change to regulating density by FAR in the RM1 and RM2 zone increases the citywide housing capacity by approximately 14,000 units.

The exception to this increase in housing capacity involves the changes to the RM3 and RM4 zoning designations in the Alphabet Historic District in Northwest Portland and the King’s Hill Historic District, just west of the Central City. The current RH zoning allows building scale that is substantially larger than historic buildings in some parts of these districts, while disallowing new buildings to be as large as historic buildings in other parts of the district. The BHD map amendments calibrate development allowances to the scale of the historic districts, while providing additional development bonuses for projects that include affordable housing. The amendments:

1. Expand the affordable housing bonus in historic districts in both the multi-dwelling and mixed-use zones. Currently, the affordable housing bonus is not provided in mixed use zones in historic districts, even when inclusionary housing is mandatory for larger projects.
2. Change the Comprehensive Plan Map and Zoning Map in the Alphabet and King’s Hill historic districts so that the allowed building scale relates to the scale of larger historic buildings. In some locations the recommended zoning is larger in scale than existing zoning, while in other locations the proposed zoning is smaller in scale. All properties affected by these zone changes currently have RH zoning, but are being assigned the new RM3 and RM4 zones based on the scale of the historic context.
3. Reduce the base FAR (regulating building scale) in the highest density multi-dwelling zone (RM4) when located in historic districts, from a current base FAR of 4 to 1 to instead provide a base FAR of 3 to 1. This is balanced by allowances for buildings that provide affordable housing units to achieve a bonus FAR of 4.5 to 1. This means that larger buildings subject to mandatory inclusionary housing requirements will be able to be as large as currently allowed by the base FAR. Projects in which at least half of units are affordable at 60 percent of median family income can be even larger than allowed by the standard bonus (up to a FAR of 6 to 1), subject to historic review.
4. Provide an incentive for seismic upgrades to historic buildings. Amendments allow additional building scale (0.5 FAR) to be transferred to other projects from sites with

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historic structures in conjunction with seismic upgrades, to help defray the costs of these upgrades.

The impact of change to 3 to 1 base FAR in the RM4 zone in the historic districts on housing capacity is minimal - a reduced capacity of about 200 units out of 12,000 units of capacity in the broader area. This minimal reduction is mitigated or offset by an expected increase in development on large sites (10,000+ square feet) in the RM4 and mixed-use zones that will now be eligible for the inclusionary housing bonus FAR, which can provide additional capacity of about 300 units (more than balancing out the capacity changes in the base FAR). This analysis does not account for the changes that applies the inclusionary housing bonus in the mixed-use zones in historic districts citywide, and in the multi-dwelling zones, which increases the inclusionary housing bonus from a 25 percent increase to a 50 percent increase above base FARs, which are expected to result in additional housing units.

Therefore, the BHD amendments are consistent with the requirements of Title 1.

#### **Title 2. Regional Parking Policy.** (repealed in 1997)

**Title 3. Water Quality and Flood Management.** To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.

**19. Finding:** Title 3 calls for the protection of the beneficial uses and functional values of resources within Metro-defined Water Quality and Flood Management Areas by limiting or mitigating the impact of development in these areas. Title 3 establishes performance standards for 1) flood management; 2) erosion and sediment control; and 3) water quality. The City has adopted overlay zones and land use regulations, including Title 10 Erosion Control and the balanced cut-and-fill standards in Title 24 Building Regulations, that, in the June 2011 update to its 2010 compliance report, Metro found sufficient to comply with Title 3. This ordinance does not change any of these overlays or regulations.

About 68 acres of multi-dwelling zoned areas are located in the 100-year floodplain. In the Zoning Code, the City of Portland's Title 3 program is implemented primarily through the environmental overlay zones, which are unchanged by these amendments and will ensure any new development will be done in a way to protect people and property and the functions and values of the floodplain.

**Title 4. Industrial and Other Employment Areas.** The Regional Framework Plan calls for a strong regional economy. To improve the economy, Title 4 seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas. Title 4 also seeks to provide the benefits of "clustering" to those industries that operate more productively and efficiently in proximity to one another than in dispersed locations. Title 4 further seeks to protect the capacity and efficiency of the region's transportation system for the movement of goods and services and to encourage the location of other types of employment in Centers, Corridors, Main Streets and Station Communities. The Metro Council will evaluate the effectiveness of Title 4 in achieving these purposes as part of its periodic analysis of the capacity of the urban growth boundary.

**20. Finding:** The purpose of Title 4 is to maintain a regional supply of existing industrial and employment land by limiting competing uses for this land. Metro has not adopted a Statewide Planning Goal 9 economic opportunities analysis for the region, so Title 4 is not based on an assessment of the land needed for various employment types, nor do the Title 4 maps necessarily

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depict lands most suitable to accommodate future job growth. Rather, Title 4 seeks to protect the manufacturing, warehousing, and distribution of goods within three types of mapped areas by limiting competing uses. These three areas are Regionally Significant Industrial Areas (RSIAs), Industrial Areas, and Employment Areas.

None of the affected multi-dwelling zones are applied in Metro designated Employment Areas. Therefore, the BHD amendments are consistent with the requirements of Metro Title 4.

#### **Title 5. Neighboring Cities (repealed 1997)**

**Title 6. Centers, Corridors, Station Communities and Main Streets.** The Regional Framework Plan identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role. A regional investment is an investment in a new high-capacity transit line or designated a regional investment in a grant or funding program administered by Metro or subject to Metro's approval.

- 21. Finding:** Title 6 establishes eligibility criteria for certain regional investments, and the use of more flexible trip generation assumptions when evaluating transportation impacts. Title 6 also contains aspirational activity level targets for different Metro 2040 place types. This title is incentive-based, so these findings simply serve to document intent. There are no specific mandatory compliance standards in Title 6 that apply to this ordinance.

About 4,300 acres (80 percent) of the multi-dwelling zoning areas are located in Metro 2040 places. The BHD amendments help to achieve Metro 2040 Growth Concept by increasing the development capacity and allowing a greater range of housing types that will contribute to a mix of needed housing types to be vibrant and successful Centers, Corridors, Station Communities and Main Streets as called for in 3.07.640.C.

**Title 7. Housing Choice.** The Regional Framework Plan calls for establishment of voluntary affordable housing production goals to be adopted by local governments and assistance from local governments on reports on progress towards increasing the supply of affordable housing. It is the intent of Title 7 to implement these policies of the Regional Framework Plan.

- 22. Finding:** Title 7 addresses housing choice. Metro adopted voluntary affordable housing goals for each city and county in the region for the years 2001 to 2006, but never updated them. Title 7 does not apply. Nevertheless, the recently adopted *2035 Comprehensive Plan* includes city-wide affordable housing production goals that greatly exceed those adopted by the outdated Title 7 (Ordinance 178832). The BHD amendments support the production of affordable housing by including four significant incentives for affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; 3) provide a bonus for three-bedroom units; and 4) allow the transfer of unused development capacity in situations where existing affordable housing is preserved.

**Title 8. Compliance Procedures.** Title 8 addresses compliance procedures and establishes a process for ensuring city or county compliance with requirements of the Urban Growth Management Functional Plan. A city or county proposing an amendment to a comprehensive plan or land use regulation shall submit the proposed amendment to METRO at least 35 days prior to the first evidentiary hearing on the amendment.

- 23. Finding:** This notice was provided to Metro. Title 8 also requires the City to provide findings of compliance with the *Urban Growth Management Functional Plan*. The findings in this ordinance were also provided to Metro. All applicable requirements of Title 8 have been met.

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**Title 9. Performance Measures.** (repealed in 2010)

**Title 10. Functional Plan Definitions.** Title 10 contains definitions. When 2035 Comprehensive Plan uses a term found in Title 10 either the term has the same meaning found in Title 10, or the difference is explained.

24. **Finding:** The BHD amendments do not change any definitions in the 2035 Comprehensive Plan that are also found in Title 10. All applicable requirements of Title 10 requirements have been met.

**Title 11. Planning for New Urban Areas.** (not directly applicable)

**Title 12. Protection of Residential Neighborhoods.** Existing neighborhoods are essential to the success of the 2040 Growth Concept. The intent of Title 12 of the Urban Growth Management Functional Plan is to protect the region's residential neighborhoods. The purpose of Title 12 is to help implement the policy of the Regional Framework Plan to protect existing residential neighborhoods from air and water pollution, noise, and crime and to provide adequate levels of public services.

25. **Finding:** Title 12 addresses protection of residential neighborhoods. This title largely restricts Metro's authority to plan and regulate density in single-family neighborhoods. Further, the 2035 Comprehensive Plan does not employ any of the optional provisions of Title 12. Even though Metro provided a grant to support some of this work, the BHD amendments were originated by the City's legislative process and not at the direction of Metro. Therefore, this title does not apply to this ordinance.

**Title 13. Nature in Neighborhoods.** The purposes of this program are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region.

26. **Finding:** Title 13 is expressly intended to provide a minimum baseline level of protection for identified Habitat Conservation Areas. Local jurisdictions may achieve substantial compliance with Title 13 using regulatory and/or non-regulatory tools. The City of Portland implements Title 13 through its adopted Natural Resources Inventory (NRI) and subsequent protection measures through the environmental overlay zones, which Metro has found to be in substantial compliance with Title 13.

No changes to the environmental overlay zones are proposed as part of this project. Therefore, BHD amendments are consistent with the requirements of Title 13.

**Title 14. Urban Growth Management Plan.** Title 14 addresses the regional urban growth boundary. Since this ordinance does not require, nor initiate, a boundary change, Title 14 does not apply.

**Summary, Urban Growth Management Functional Plan Findings**

27. **Finding:** The Metro Title 10 definition of comply or compliance means "substantial" rather than absolute compliance. "Substantial compliance" means city comprehensive plans and implementing ordinances, on the whole, conform with the purposes of the performance standards in the functional plan and any failure to meet individual performance standard requirements is technical or minor in nature.

For the facts and reasons stated above this ordinance substantially complies with all Urban Growth Management Functional Plan requirements applicable to the BHD amendments.

## Part III. Portland's Comprehensive Plan

Portland's 2035 Comprehensive Plan was adopted as part of Task Four of Periodic Review. Task Four was adopted by Ordinance No. 187832 on June 15, 2016. The 2035 Comprehensive Plan was amended as part of Task Five of Periodic Review, which was adopted by Ordinance No. 188177 on December 21, 2016. Both ordinances were made effective on May 24, 2018 by Ordinance No. 188695, and both Tasks Four and Five were approved by LCDC Order 18 – WKTSK – 001897 on August 8, 2018.

- 28. Finding:** The City Council has identified the following guiding principles, goals and policies to be applicable to the BHD amendments.

### Guiding Principles

The 2035 Comprehensive Plan adopted five “guiding principles” in addition to the goals and policies typically included in a comprehensive plan. These principles were adopted to reinforce that implementation of the plan needs to be balanced, integrated and multi-disciplinary, and the influence of each principle helps to shape the overall all policy framework of the plan. The BHD amendments further these guiding principles as described below.

**Economic Prosperity.** Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.

- 29. Finding:** This guiding principle is to support a robust and resilient regional economy, thriving local businesses and growth in living-wage jobs and household prosperity. The BHD amendments support a low-carbon economy by supporting the development of compact housing close to services and transit (86% of multi-dwelling zoning is within ½-mile of transit service), which helps people spend less on transportation and utilities. The changes foster employment growth by expanding opportunities for commercial uses in multi-dwelling zones along corridors and near transit stations. The amendments contribute to more equitably distributed household prosperity with incentives for the creation of affordable housing. Furthermore, the BHD amendments do not reduce or convert any lands zoned for employment. Therefore, the BHD amendments will further the economic prosperity guiding principle.

**Human Health.** Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

- 30. Finding:** The BHD amendments further the following objectives which are intended to avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy active lives. The changes contribute to human health by ensuring new housing includes residential outdoor spaces that support healthy living and social interaction, through limiting large paved areas that contribute to urban heat island impacts, by facilitating active mobility by allowing more people to live close to services, and by supporting the development of a wide range of housing that can meet the diverse needs, abilities, and economic conditions of Portlanders.

**Increase access to complete neighborhoods.** As described in the 2035 Comprehensive Plan (page I-15), complete neighborhoods are places where people have safe and convenient access to the goods and services needed in daily life. The conveniences of a complete neighborhood make it easier for residents to have active lifestyles and integrate exercise into their daily lives. Roughly 2,800 acres (52 percent) of multi-dwelling zoning are located in areas that are considered to be complete neighborhoods. Allowing for more housing options will help expand housing opportunities in these locations, providing more residents with access to these areas.

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**Strengthen consideration of environmental justice.** The 2035 Comprehensive Plan describes environmental justice as “the equitable treatment and meaningful involvement of all people in public decision making as it applies to who benefits and who bears the cost of development and growth.” The multi-dwelling zones encompass nearly every neighborhood in the City including vulnerable neighborhoods. “Vulnerable neighborhoods” are defined as census tracts with higher than average shares of people that are vulnerable to economic displacement: renters, communities of color, adults without a four-year college degree and renters. The BHD amendments were informed by input from a diverse range of community members who live in or are affected by multi-dwelling housing and development. The project’s Public Involvement Plan identified groups who have a stake in the future of multi-family housing and included equity considerations in identifying impacted populations, which guided the project’s public outreach approach. Project staff worked closely with the Jade District/APANO and the Rosewood Initiative to seek involvement by a diversity of East Portland residents, given that part of the intent of the project was to address concerns about multi-dwelling development and the lack of street connections in East Portland. Half of the project’s Stakeholder Working Group meetings, during which issues and solutions were discussed with community members, were held in Eastern Portland to facilitate participation by East Portland residents. The PSC public hearing was held at the Portland Community College Southeast campus in the evening to make the meeting more accessible to East Portland residents.

Testimony by Tamara DeRidder raised concerns that the BHD amendments fail to address air quality and other health related impacts. Specifically, the concern is that most of the air pollution is caused by cars and trucks and that most of the multi-dwelling zoning is near streets with heavier traffic volumes and/or designated as freight routes, making the residents of multi-dwelling housing more susceptible to poor health impacts. The proposed solution is to require enhanced air quality filters in multi-dwelling structures. The City Council shares the concern about air quality impacts, but finds that the proposed remedy is beyond the scope of this project. As noted in the testimony, enhanced air quality filters is a State Building Code issue, and not one that regulated through the Zoning Code. Therefore, it is not appropriate to include those types of requirements in the Zoning Code.

Tamara DeRidder’s testimony finds fault that the Key Comprehensive Plan Objectives section of the Recommended Draft Report failed to address the key public health policies, and thus, fails to “satisfy” or comply with the 2035 Comprehensive Plan. The City Council disagrees and finds the Key Comprehensive Plan Objectives section is just a selection of guiding policies. The final determination of how each goal and policy of the 2035 Comprehensive Plan is addressed is this document and the identified policies are addressed below.

Further, Tamara DeRidder’s testimony finds fault with the City’s finding for the Human Health guiding principle because it specifically failed to address the language in Policy 4.33 that states projects should “limit and mitigate public health impacts”. City Council disagrees and interprets the requirement to address the Guiding Principles as a general overview discussion that does not require addressing specific language in specific policies.

Finally, Tamara DeRidder’s testimony claims that changes to the development standards are in conflict with the Human Health Guiding Principle. The City Council disagrees. The testimony calls out the 5 percent decrease in minimum landscaped area in the current R3 zone. The City Council finds that R3 zone is a small share (about 10%) of the total multi-dwelling zoning in Portland, most of which is located in East Portland. The BHD amendments have additional requirements for deeper rear setbacks that will offset this small reduction in required landscaping. Also, the BHD amendments include enhance development capacity transfers for tree preservation to incentivize

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retaining large trees that can improve human health outcomes. The testimony calls out the 10% increase in maximum building coverage for current R1 zoning along civic and neighborhood corridors. The City Council finds that the increase in maximum building coverage is offset by the increase in required minimum front building setback that provides additional area for trees and landscaping that can provide a buffer between the building and the street.

**Environmental Health.** Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland’s air, water and land.

**31. Finding:** The BHD amendments help implement this principle by providing incentives for tree preservation, requiring outdoors spaces that expand opportunities for trees and other green elements, limiting paved surfaces, supporting the use of eco roofs and other green infrastructure, and by expanding options for the development of energy-efficient compact housing in locations supportive of low-carbon transportation options (such as transit, walking, and bicycling). No changes to the environmental or greenway overlay zones are proposed as part of this project, therefore the natural resource values and functions will be sustained.

**Equity.** Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland’s history.

**32. Finding:** The City Council determines that this guiding principle provides a framework to ensure Portlanders more equitably share in the benefits and burdens of growth and development. A fundamental purpose of the BHD amendments is to provide greater variety of housing choices and it advances this principle by providing incentives for the creation of new affordable housing and for preserving existing affordable housing. The changes also contribute to equity through development bonuses for “visitable” housing that is physically-accessible to people with a range of abilities, through provisions that address the need for street connections and outdoor spaces in East Portland, and by increasing opportunities for home-based businesses and services along East Portland’s corridors.

The adoption process for the BHD amendments included outreach activities (notices, helpline, advertisements, and meeting locations) to engage under-served and under-represented populations in decision-making process. As noted in the findings for Statewide Planning Goal 1 (Citizen Involvement) and Chapter 2 (Community Involvement) of the 2035 Comprehensive Plan, the findings in response to those goals and policies are incorporated by reference, the BHD amendments are consistent with the principle to create a robust and more inclusive community involvement process.

The displacement impacts of the BHD amendments were analyzed and reported in Appendix F of the Recommended Draft report. The greatest risk of negative impacts from the BHD amendments is displacement due to the redevelopment of existing housing units, especially those units occupied by under-served and under-represented communities. Most of the development capacity in the multi-dwelling zones is through redevelopment of existing development. Only 16 percent of the future development capacity is on vacant land. Most of the additional redevelopment sites are single-family houses in multi-dwelling zones, where about 60 percent are owner-occupied. The greatest risk for displacement would be with the redevelopment of multi-dwelling structures, but



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the BPS displacement risk analysis indicates that very few properties (10 to 24 sites with up to 67 units) have low enough values to be feasible for redevelopment. These impacts are mitigated by four significant incentives for affordable housing that will help to offset any displacement that occurs.

**Resilience.** Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

**33. Finding:** The 2035 Comprehensive Plan describes resilience as “reducing the vulnerability of our neighborhoods, businesses, and built and natural infrastructure to withstand challenges – environmental, economic and social – that may result from major hazardous events.” The BHD amendments support this principle by helping to focus growth in and around centers and corridors to avoid sensitive natural areas and hazards, contributing to complete neighborhoods that support neighborhood resilience and a low-carbon economy, supporting a diversity of housing options responsive to changing demographics and household needs, and limiting urban heat islands that will be an increasing threat in a warming climate.

About 600 acres (12 percent) of the multi-dwelling zoned areas are located in these potential natural hazard areas. Most (530 acres) of this area is in the Landslide Hazard Area. City programs that are deemed in compliance with Metro Title 3 requirements for flood management, and erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24), as well as the environmental overlay zones are unchanged by these amendments and will ensure any new development will be done in a way to protect people and property from hazards.

## Chapter 1: The Plan

**Goal 1.A: Multiple goals.** Portland’s Comprehensive Plan provides a framework to guide land use, development, and public facility investments. It is based on a set of Guiding Principles that call for integrated approaches, actions, and outcomes that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.

**34. Finding:** The BHD amendments are an amendment to the 2035 Comprehensive Plan. BHD amendments include Comprehensive Plan policy amendments (renamed land use designations), Comprehensive Plan Map amendments, Zoning Code amendments, and Zoning Map amendments. As noted above, BHD amendments are consistent with the guiding principles of the 2035 Comprehensive Plan.

**Goal 1.B: Regional partnership.** Portland’s Comprehensive Plan acknowledges Portland’s role within the region, and it is coordinated with the policies of governmental partners.

**35. Finding:** The findings show how the amendments are consistent with Metro’s Urban Growth Management Functional Plan and the Statewide Planning Goals. Metro, TriMet, and other state agencies received notice of the proposed BHD amendments from the 35-day DLCD notice and the City’s legislative notice.

**Goal 1.C: A well-functioning plan.** Portland’s Comprehensive Plan is effective, its elements are aligned, and it is updated periodically to be current and to address mandates, community needs, and identified problems.

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**36. Finding:** These findings demonstrate how the BHD amendments are consistent with the 2035 Comprehensive Plan, including advancing multiple goals, and utilizing regulatory implementation tools that promote current and future interests, especially in providing additional housing opportunities across a range of housing types to accommodate future growth.

**Goal 1.D: Implementation tools.** Portland's Comprehensive Plan is executed through a variety of implementation tools, both regulatory and non-regulatory. Implementation tools comply with the Comprehensive Plan and are carried out in a coordinated and efficient manner. They protect the public's current and future interests and balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation.

**37. Finding:** The BHD amendments include changes to the Zoning Code and Zoning Map, which are primary implementation tools. The City Council finds that it is in the public interest to provide for increased housing opportunities by increasing the housing capacity in Portland and providing for a wider range of housing types in multi-dwelling zones by providing more flexibility in terms of the number units in a building by focusing regulations on building scale and design. The Zoning Code amendments change development standards, which may create uncertainty for some developers. However, the City Council finds that many of these changes create flexibility, such as making vehicle parking optional in most situations and allowing ground-floor commercial uses along major corridors, and promote innovation, such as allowing ecoroofs to count towards meeting landscaping requirements and allowing indoor common areas to meet recreation space requirements.

**Goal 1.E: Administration.** Portland's Comprehensive Plan is administered efficiently and effectively and in ways that forward the intent of the Plan. It is administered in accordance with regional plans and state and federal law.

**38. Finding:** The BHD amendments. As noted above, the findings show how the amendments are consistent with Metro's Urban Growth Management Functional Plan and the Statewide Planning Goals. The findings in this report also show how the BHD amendments effectively forward the intent of the Comprehensive Plan.

## The Comprehensive Plan

**Policy 1.1. Comprehensive Plan elements.** Maintain a Comprehensive Plan that includes these elements:

- **Vision and Guiding Principles.** The Vision is a statement of where the City aspires to be in 2035. The Guiding Principles call for decisions that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.
- **Goals and policies.** The goals and policies of the Comprehensive Plan, including the Urban Design Framework, provide the long-range planning direction for the development and redevelopment of the city.
- **Comprehensive Plan Map.** The Comprehensive Plan Map is the official long-range planning guide for spatially defining the desired land uses and development in Portland. The Comprehensive Plan Map is a series of maps, which together show the boundaries of municipal incorporation, the Urban Service Boundary, land use designations, and the recognized boundaries of the Central City, Gateway regional center, town centers, and neighborhood centers.

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- **List of Significant Projects.** The List of Significant Projects identifies the public facility projects needed to serve designated land uses through 2035, including expected new housing and jobs. It is based on the framework provided by a supporting Public Facilities Plan (PFP). The Citywide Systems Plan (CSP) is the City's public facilities plan. The Transportation System Plan (TSP) includes the transportation-related list of significant projects. The list element of the TSP is also an element of the Comprehensive Plan.
- **Transportation policies, street classifications, and street plans.** The policies, street classifications, and street plan maps contained in the Transportation System Plan (TSP) are an element of the Comprehensive Plan. Other parts of the TSP function as a supporting document, as described in Policy 1.2.

39. **Finding:** The verb "maintain" is defined in the 2035 Comprehensive Plan as to keep what you have, conserve, continue. The City Council interprets this policy to mean that the City retains all of elements of the comprehensive plan. This ordinance does not change the Vision or Guiding Principles. The BHD amendments include Comprehensive Plan policy amendments (renamed land use designations) and corresponding Comprehensive Plan Map amendments. The map amendments generally assign the new map designation that most closely matches the existing map designation (Multi-Dwelling – 3,000 and Multi-Dwelling – 2,000 to Multi-Dwelling – Neighborhood). The exception are map changes in the Alphabet Historic District in Northwest Portland and the King's Hill Historic District, just west of the Central City. The current designations allow building scale that is substantially larger than historic buildings in some parts of these districts, while disallowing new buildings to be as large as historic buildings in other areas. The BHD map amendments calibrate development allowances to the scale of the historic districts. The City Council finds that the policy and map changes improve the long-range planning direction for the development and redevelopment of the city's multi-dwelling zones.

The BHD amendments do not change the List of Significant Projects, nor do they change policies, street classifications, or street plan maps contained in the Transportation System Plan (TSP).

## Supporting Documents

**Policy 1.2. Comprehensive Plan supporting documents.** Maintain and periodically update the following Comprehensive Plan supporting documents.

1. **Inventories and analyses.** The following inventories and analyses are supporting documents to the Comprehensive Plan:
  - Economic Opportunities Analysis (EOA)
  - Buildable Lands Inventory (BLI)
  - Natural Resource Inventory (NRI)
  - Housing Needs Analysis (HNA)

40. **Finding:** The BHD amendments were developed consistent with the supporting documents of the adopted 2035 Comprehensive Plan. The BHD amendments do not significantly impact the employment development capacity as no designated employment areas are proposed to be rezoned and are not affected by the amendments. The BHD zoning code amendments expand the opportunity for small-scale commercial uses. Currently, commercial uses are prohibited in most multi-dwelling zones, and are conditional uses (subject to a discretionary review process) near light rail stations in the RH zone. The BHD amendments will allow a small amount of ground floor retail or offices uses in all multi-dwelling zones, regardless of location, without a conditional use review.

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The Buildable Lands Inventory was updated to incorporate the BHD amendments. The BHD amendments expand the types of housing allowed, especially in the lower density RM1 and RM2 multi-dwelling zones, which make up 92 percent of the multi-dwelling zoned land in Portland. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, which will allow for a wider range of smaller housing types and sizes. In RM2 zone, which is often located along transit corridors, will allow for a higher density that is similar to adjacent mixed-use commercial zones. After accounting for the BLI constraints, the development capacity in BHD zones increases by about 14,000 units. As required by ORS 195.036, the BLI allocation model uses Metro's population forecast to determine where new housing units are likely to be allocated. The BHD capacity and growth allocation model shows minor changes to the spatial distribution of housing units across Portland.

The BHD amendments do not change the NRI or the implementing environmental overlay zones.

The BHD amendments are consistent with the Housing Needs Analysis by providing for increased capacity for residential development. The changes also provide for increased housing types, especially in three of the current multi-dwelling residential zones (R1/R2/R3), where the regulations shift from calculating density by a units per acre basis to a floor area ratio (FAR) basis. The amendments increase the potential for a variety of housing types that are identified as a needed housing type.

**2. Public Facilities Plan.** The Public Facilities Plan (PFP) is a coordinated plan for the provision of urban public facilities and services within Portland's Urban Services Boundary. The Citywide Systems Plan (CSP) is the City's public facilities plan.

- 41. Finding:** As demonstrated in the findings for Statewide Planning Goal 11, the BHD amendments do not significantly impact the provision of public services to these zones and are consistent with the adopted Citywide Systems Plan (CSP). The CSP, which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017, includes the Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects, consistent with the requirements of Statewide Planning Goal 11.

In addition, the service limitations identified in the CSP have been incorporated into the adopted BLI development constraint analysis that identified parts of Portland that lack needed urban infrastructure. The BLI analysis is the basis of a geographic evaluation of the units created through the BHD amendments to ensure that public facilities are planned to support any potential development that could result. Generally, the systems are adequate to support the small increase of additional units in specific areas of Portland, but localized issues may require facility upgrades in conjunction with development. This means that in some cases, development could face increased cost to alleviate the constrained infrastructure.

As noted below in the findings for goals and policies of Chapter 8 (Public Facilities and Services), which are incorporated by reference, the BHD amendments are consistent with the CSP.

**3. Transportation System Plan (TSP).** The TSP is the detailed long-range plan to guide transportation system functions and investments. The TSP ensures that new development and allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities. The TSP includes a financial plan to identify revenue sources for planned transportation facilities included on the List of Significant Projects. The TSP is the transportation element of the Public Facilities Plan. Certain components of the TSP are elements of the Comprehensive Plan. *See Policy 1.1.*

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**42. Finding:** As demonstrated in the findings for Statewide Planning Goal 12 (Transportation) and the goals and policies of Chapter 9 (Transportation), the BHD amendments do not significantly impact the transportation system. The transportation impact of the BHD amendments was evaluated by the Portland Bureau of Transportation (PBOT) (see PBOT memo, dated September 6, 2019). In the six areas where there is expected to be increased household growth, peak PM hour vehicle traffic is dispersed across the transportation network in these areas. This additional traffic is not expected to degrade the performance of existing or planned transportation facilities such that they would not meet the performance standards in the TSP. As part of the 2035 Comprehensive Plan process, PBOT and ODOT identified a list of streets of concern where future congestion may make it difficult for jurisdictional standards to be met. The modelling shows that the minor impacts are not large in terms of absolute numbers of added vehicles during peak PM hour (average 18 trips). These added trips could degrade the performance of these facilities. However, there are mitigating factors and strategies that should reduce the impact of these changes. These mitigation strategies are described in the findings for Statewide Planning Goal 12, above.

**4. School Facility Plans.** School facility plans that were developed in consultation with the City, adopted by school districts serving the City, and that meet the requirements of ORS 195 are considered supporting documents to the Comprehensive Plan.

**43. Finding:** David Douglas School District (DDSD) is the only school district in Portland with an adopted school facility plan. The Buildable Lands Inventory calculates available development capacity and predicts where new households will be allocated over the planning period. Comparing the BHD growth allocation to the current Comprehensive Plan zoning, the net change to households in the David Douglas School District is a reduction of 1,500 units (roughly a 12% decrease from 12,000 units previously forecasted). This shift is primarily due to how the BHD changes affect other parts of the city and reflect recent development trends that have more growth in the Central City and inner neighborhoods and slower growth in East Portland. The David Douglas School District has indicated that it can accommodate these changes into their future forecasting for their facility plan.

## Implementation tools

**Policy 1.3. Implementation tools subject to the Comprehensive Plan.** Maintain Comprehensive Plan implementation tools that are derived from, and comply with, the Comprehensive Plan.

*Implementation tools include those identified in policies 1.4 through 1.9.*

**44. Finding:** The City Council interprets this policy to mean that the City retains all of the implementation tools identified in policies 1.4 through 1.9. The BHD amendments change the Zoning Code (1.4) and the Zoning Map (1.5) in a way, as described in these findings, that complies with the 2035 Comprehensive Plan.

**Policy 1.4. Zoning Code.** Maintain a Zoning Code that establishes the regulations that apply to various zones, districts, uses, and development types.

**45. Finding:** The BHD amendments include Zoning Code amendments intended to implement the policy framework of the *2035 Comprehensive Plan*. The Zoning Code amendments include the creation of four new multi-dwelling residential zones.

**Policy 1.5 Zoning Map.** Maintain a Zoning Map that identifies the boundaries of various zones, districts, and other special features.

**46. Finding:** The BHD amendments include Zoning Map amendments intended to implement the policy framework of the *2035 Comprehensive Plan*. The Zoning Map amendments apply the four new

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multi-dwelling residential zones, consistent with 2035 Comprehensive Plan Map, as amended by this ordinance.

**Policy 1.6 Service coordination agreements.** Maintain coordination agreements with local governments of adjoining jurisdictions concerning mutual recognition of urban service boundaries; special service districts concerning public facilities and services within Portland's Urban Services Boundary; and public school districts concerning educational facilities within Portland's Urban Services Boundary.

**Policy 1.7 Annexations.** Provide a process incorporating urban and urbanizable land within the City's Urban Services Boundary through annexation. See policies 8.11-8.19 for service extension requirements for annexations.

**Policy 1.8 Urban renewal plans.** Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities. A decision to adopt a new urban renewal district, adopt or amend goals and objectives that will guide investment priorities within a district, or amend the boundaries of an existing district, must comply with the Comprehensive Plan.

**Policy 1.9 Development agreements.** Consider development agreements entered into by the City of Portland and pursuant to Oregon Revised Statute 94 a Comprehensive Plan implementation tool.

47. **Finding:** The City Council finds that policies 1.6 through 1.9 do not apply because the BHD amendments do not include changes or amendments to service coordination agreements, annexation processes, urban renewal plans, or development agreements.

## Administration

**Policy 1.10. Compliance with the Comprehensive Plan.** Ensure that amendments to the Comprehensive Plan's elements, supporting documents, and implementation tools comply with the Comprehensive Plan. "Comply" means that amendments must be evaluated against the Comprehensive Plan's applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan than the existing language or designation.

**1.10.a** Legislative amendments to the Comprehensive Plan's elements and implementation tools must also comply with the Guiding Principles.

**1.10.b** Legislative amendments to the Comprehensive Plan's elements should be based on the factual basis established in the supporting documents as updated and amended over time.

**1.10.c** Amendments to the Zoning Map are in compliance with the Comprehensive Plan if they are consistent with the Comprehensive Plan Map.

48. **Finding:** The City Council finds that this is a fundamental policy of the Comprehensive Plan that guides the manner in which the City Council considers amendments to the Plan itself or any implementing regulations, such as the Zoning Code and Zoning Map. The City Council interprets the policy to require the Council to consider whether, after considering all relevant facts, an amendment is equally or more supportive of the Comprehensive Plan. The City Council finds that an amendment is equally supportive when it is on its face directly supported by goals and policies in the Plan. The City Council finds that an amendment is more supportive of the Comprehensive Plan when the amendment will further advance goals and policies, particularly those that are aspirational in nature. The City Council finds that the policy requires consideration as to whether amendments are equally or more supportive of the Plan as a whole. The City Council finds that

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amendments do not need to be equally or more supportive with individual goals and policies, but rather amendments must be equally or more supportive of the entire Comprehensive Plan. Therefore, the City Council finds that there may be instances where specific goals and policies are not supported by the amendments but still the amendment is equally or more supportive of the entire Comprehensive Plan when considered cumulatively. The City Council finds that there is no precise mathematical equation for determining when the Plan as a whole is supported but rather such consideration requires City Council discretion in evaluating the competing interests and objectives of the plan.

The BHD amendments include legislative amendments to the Zoning Code and Zoning Map, which are implementation tools of the 2035 Comprehensive Plan. These findings identify how the BHD amendments comply with the 2035 Comprehensive Plan. That is, the amendments are evaluated against the 2035 Comprehensive Plan's Guiding Principles, goals, and policies, as detailed throughout this set of findings. The City Council finds that these amendments are equally or more supportive of the Comprehensive Plan than the existing Zoning Code and Map regulations because the amendments better promote a broad range of policies objectives, including those related to housing, urban form, and design and development.

The City Council finds that the evaluation to determine if the BHD amendments are on balance equally or more supportive than the existing language or designation must consider all of the goals and policies, as demonstrated by these findings. However, these amendments embody a situation where there are competing directions embodied by different policies. There are some policies where the amendments are equally supportive—not more or less so—but there are other policies where the amendments are more supportive and the code changes better embody the direction in the Comprehensive Plan as a whole.

For the reasons stated in these findings, the City Council concludes that the BHD amendments are on balance more supportive of the goals and policies of the 2035 Comprehensive Plan than the current regulations. The City Council has considered all applicable goals and policies to achieve an optimum outcome. Goals and policies are considered as factors which must be weighed, balanced and met on the whole, not as criteria that must be individually met. The overall purposes of the BHD amendments are to expand the diversity and affordability of housing opportunities in the multi-dwelling zones, promote design that supports livability for residents of multi-dwelling housing, contributes to fostering pedestrian-oriented places, integrates green elements, and contributes to connected communities where more people can live close to services and transit. The City council has weighed and balanced the applicable goals and policies and concludes that, on the whole, adopting the BHD amendments is more supportive of the 2035 Comprehensive Plan than keeping the Zoning Code and Zoning Map as they currently exist.

**Policy 1.11. Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary.** Ensure that the Comprehensive Plan remains consistent with the Metro Urban Growth Management Functional Plan and supports a tight urban growth boundary for the Portland metropolitan area.

**Policy 1.12. Consistency with Statewide Planning Goals.** Ensure that the Comprehensive Plan, supporting documents, and implementation tools remain consistent with the Oregon Statewide Planning Goals.

**49. Finding:** As noted earlier in these findings, the BHD amendments are consistent with and designed to further the applicable elements of the Metro Urban Growth Management Functional Plan and Statewide Planning Goals, consistent with the directives of policies 1.11 and 1.12.

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**Policy 1.13. Consistency with state and federal regulations.** Ensure that the Comprehensive Plan remains consistent with all applicable state and federal regulations, and that implementation measures for the Comprehensive Plan are well coordinated with other City activities that respond to state and federal regulations.

**50. Finding:** The BHD amendments were developed to be consistent with applicable state and federal regulations and do not amend any Zoning Code sections that are required by state or federal regulations, including FEMA flood regulations and state building code requirements.

**Policy 1.14. Public facility adequacy.** Consider impacts on the existing and future availability and capacity of urban public facilities and services when amending Comprehensive Plan elements and implementation tools. Urban public facilities and services include those provided by the City, neighboring jurisdictions, and partners within Portland’s urban services boundaries, as established by Policies 8.2 and 8.6.

**51. Finding:** As demonstrated in the findings for Statewide Planning Goal 11 and Chapter 8 (Public Facilities and Services) of the 2035 Comprehensive Plan, the BHD amendments do not significantly impact the provision of public services to these sites.

**Policy 1.15. Intergovernmental coordination.** Strive to administer the Comprehensive Plan elements and implementation tools in a manner that supports the efforts and fiscal health of the City, county and regional governments, and partner agencies such as school districts and transit agencies.

**52. Finding:** As demonstrated in the findings for Statewide Planning Goal 2, the City filed the required 35-day notice with Oregon Department of Land Conservation and Development to notify other government agencies of the proposed BHD amendments. In addition, the City sent a separate legislative notice to Multnomah County, adjacent cities, Metro and TriMet. The City also coordinated with the David Douglas School District to consider how these amendments may address school enrollment. No government agencies raised issues or concerns with the BHD amendments.

**Policy 1.16. Planning and Sustainability Commission review.** Ensure the Planning and Sustainability Commission (PSC) reviews and makes recommendations to the City Council on all proposed legislative amendments to Comprehensive Plan elements, supporting documents, and implementation tools. The PSC advises City Council on the City’s long-range goals, policies, and programs for land use, planning, and sustainability. The membership and powers and duties of the PSC are described in the Zoning Code.

**53. Finding:** The PSC reviewed and recommended the BHD amendments according to the following schedule:

May 22, 2018 – PSC briefing on BHD proposals  
June 12, 2018 – Public hearings and testimony  
September 11, 2018 – PSC work session on topics and schedule  
September 25, 2018 – PSC work session on development scale and bonuses  
October 9, 2018 – PSC work session on East Portland, street connections, and parking  
November 13, 2018 – PSC work session on historic districts and visitability  
November 27, 2018 – PSC work session on building design and setbacks  
December 11, 2018 – PSC work session on front garages and parking location



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April 9, 2019 – PSC work session on Revised Proposed Draft and historic district zoning

April 30, 2019 – PSC recommendation vote to City Council

**Policy 1.17. Community Involvement Committee.** Establish a Community Involvement Committee to oversee the Community Involvement Program as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.15-2.18 of this Comprehensive Plan.

**54. Finding:** The Citizen Involvement Committee was appointed in June 2018 and reviews and advises the way City staff engage with the public in land use and transportation planning. The Better Housing By Design project started in October 2016, prior to the creation of the CIC, so was unable to consult with the CIC on the community involvement program that informed these proposals and recommendations. However, the City Council determines that the BHD project was undertaken in compliance with community involvement goals and policies, as indicated in the Comprehensive Plan Chapter 2 (Community Involvement) findings.

**Policy 1.18. Quasi-judicial amendments to the Comprehensive Plan Map.** Applicants for quasi-judicial amendments to the Comprehensive Plan Map must show that the requested change adheres to Policies 1.10 through 1.15 and:

- Is compatible with the land use pattern established by the Comprehensive Plan Map.
- Is not in conflict with applicable adopted area-specific plans as described in Policy 1.19, or the applicable hearings body determines that the identified conflict represents a circumstance where the area specific plan is in conflict with the Comprehensive Plan and the proposed amendment is consistent with the Comprehensive Plan.

The Hearings Officer must review and make recommendations to the City Council on all quasi-judicial amendments to the Comprehensive Plan Map using procedures outlined in the Zoning Code.

**55. Finding:** This policy concerns quasi-judicial amendments to the Comprehensive Plan Map and is not applicable to this project, which is a legislative project.

**Policy 1.19. Area-specific plans.** Use area-specific plans to provide additional detail or refinements applicable at a smaller geographic scale, such as for centers and corridors, within the policy framework provided by the overall Comprehensive Plan.

**1.19.a** Area-specific plans that are adopted after May 24, 2018, should clearly identify which components amend Comprehensive Plan elements, supporting documents, or implementation tools. Such amendments should be appropriate to the scope of the Comprehensive Plan; be intended to guide land use decisions; and provide geographically-specific detail. Such amendments could include policies specific to the plan area, land use designation changes, zoning map changes, zoning code changes, and public facility projects necessary to serve designated land uses.

**1.19.b** Area-specific plan components intended as context, general guidance, or directives for future community-driven efforts should not amend the Comprehensive Plan elements or implementation tools but be adopted by resolution as intent. These components include vision statements, historical context, existing conditions, action plans, design preferences, and other background information.

**1.19.c** Community, area, neighborhood, and other area-specific plans that were adopted by ordinance prior to January 1, 2018 are still in effect. However, the elements of this Comprehensive

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Plan supersede any goals or policies of a community, area, or neighborhood plan that are inconsistent with this Plan.

**56. Finding:** The BHD amendments do not amend any of the area specific plans. Policy 1.19 directs that existing area-specific plans be used to provide additional detail or refinements at a smaller geographic scale, like centers or corridors. The BHD amendments are applicable at a citywide geography, with the changes affecting all zones equally across the city. At the citywide scale, the findings included herein demonstrate that the amendments are consistent with the 2035 Comprehensive Plan. The additional detail or refinements applicable at a smaller geographic scale in the area plans is maintained by applying a consistent crosswalk between the previous land use and zoning designations with new designations created by these amendments. Area specific plans with relevant housing policies are addressed below. To the degree that a particular policy from an area specific plan adopted prior to May 24, 2018 may conflict, per Policy 1.19.c. this inconsistency is superseded by the more recently adopted comprehensive plan policies.

## Chapter 2: Community Involvement

**Goal 2.A: Community involvement as a partnership.** The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions.

**Goal 2.B: Social justice and equity.** The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.

**Goal 2.C: Value community wisdom and participation.** Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.

**Goal 2.D: Transparency and accountability.** City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is considered. Accountability includes monitoring and reporting outcomes.

**Goal 2.E: Meaningful participation.** Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.

**Goal 2.F: Accessible and effective participation.** City planning and investment decision-making processes are designed to be culturally accessible and effective. The City draws from acknowledged best practices and uses a wide variety of tools, including those developed and recommended by under-served and under-represented communities, to promote inclusive, collaborative, culturally-specific, and robust community involvement.

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**Goal 2.G: Strong civic infrastructure.** Civic institutions, organizations, and processes encourage active and meaningful community involvement and strengthen the capacity of individuals and communities to participate in planning processes and civic life.

**57. Finding:** The City Council interprets the Chapter 2 goals and policies as calling for a broad range of meaningful community engagement approaches that complement the legally required public notices and meetings. The public engagement process provided opportunities for all interested parties to comment on and influence the early development of the BHD amendments, the PSC's Recommended Draft and the final decision before City Council.

The initial stages of the proposal were shaped by a series of Stakeholder Working Group meetings, half of which were held in East Portland and involved the Rosewood Initiative and the Jade District to ensure that the project's proposals were informed by East Portland's needs and characteristics.

The BHD amendments were also informed by previous projects that involved community partnerships with focused outreach to multi-family housing residents, including low-income and immigrant communities. These projects included the Healthy Active Communities for Portland's Affordable Housing Families Initiative, the Promoting Health Through Multi-Family Housing Project, and the East Portland Action Plan. This helped ensure that the amendments were informed by the perspectives of residents of multi-family housing.

In conjunction with publishing the Proposed Draft, the legally required Measure 56 notices were sent to all affected multi-dwelling zone property owners. In advance of the City Council public hearing, Measure 56 notices were also sent to a small number of property owners with properties that had recently been rezoned to multi-dwelling zoning and had not previously received notices.

To support these notices, the BPS website had a project page with the available documents; a Map App page with a testimony function; project summary sheets in English and in Spanish; BPS staff created a dedicated help phone line in conjunction with the release of the Proposed Draft; and BPS staff attended a series of community meetings to explain and answer questions regarding the Proposed Draft.

The public was provided opportunities to comment and suggest amendments in front of both the PSC and City Council.

Testimony by James Peterson raised concerns that BPS staff acted as a filter between community members and decision-makers. Specifically, that public comment summaries prepared by BPS staff are only concerned with "the body count" and not the substance of the comments. The City Council rejects this concern. The BPS staff summaries are more than participation counts and provide information on the topics of interest and the positions. Furthermore, we find that the testimony reader on-line application makes the written and verbal testimony provided at PSC and City Council hearings accessible to both the community and the decision-makers, which makes for a more robust involvement process. Finally, as evidence that the community is involved in all phases of the planning process, and specifically when decisions are made, the City Council notes the number of amendments that were made by the PSC and City Council as an indicator of the influence that the community has on the process – testimony was received and responded to with changes.

## Partners in decision making

**Policy 2.1. Partnerships and coordination.** Maintain partnerships and coordinate land use engagement with:

**2.1.a** Individual community members.

**2.1.b** Communities of color, low-income populations, Limited English Proficient (LEP) communities, Native American communities, and other under-served and under-represented communities.

**2.1.c** District coalitions, neighborhood associations, and business district associations as local experts and communication channels for place-based projects.

**2.1.d** Businesses, unions, employees, and related organizations that reflect Portland's diversity as the center of regional economic and cultural activity.

**2.1.e** Community-based, faith-based, artistic and cultural, and interest-based non-profits, organizations, and groups.

**2.1.f** Institutions, governments, and Sovereign tribes.

**Policy 2.2. Broaden partnerships.** Work with district coalitions, neighborhood associations, and business district associations to increase participation and to help them reflect the diversity of the people and institutions they serve. Facilitate greater communication and collaboration among district coalitions, neighborhood associations, business district associations, culturally-specific organizations, and community-based organizations.

**58. Finding:** Policies 2.1 and 2.2 provide direction for a broad range of meaningful community engagement and partnership approaches that complement legally required public notices and meetings. In addition to meetings with district coalitions and neighborhood associations, the BHD amendments were informed by a broad range of individuals and groups. A series of Stakeholder Working Group meetings were held that involved participants with a broad range of perspectives and experience, including community group representatives, development professionals, tenant advocates, neighborhood residents, affordable housing providers and age-friendly advocates. All these meetings were open to the public and included opportunities for public comment. The amendments were also informed by roundtable discussions with development professionals, including affordable housing providers, designers, and developers and designers. Meetings that informed the development of the BHD amendments included meetings with neighborhood associations and district coalitions, Jade District/APANO, the Rosewood Initiative, Anti-displacement PDX, the Urban League, historic preservation advocates, and the East Portland Action Plan Housing Subcommittee.

## Environmental justice

**Policy 2.3. Extend benefits.** Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.

**Policy 2.4. Eliminate burdens.** Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the

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decision.

**2.4.a,** Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.

**2.4.b,** Use plans and investments to address disproportionate burdens of previous decisions.

**59. Finding:** For policies 2.3 and 2.4, the 2035 Comprehensive Plan defines “ensure” to mean “to make sure that something will happen or be available”. The BHD amendments address a number of issues that had been identified as particular burdens for low-income populations and communities of color, including housing affordability, the lack of outdoor space in multi-family housing, and inadequate pedestrian connections in East Portland. As described in the Recommended Draft Report, larger proportions of people of color and low-income households live in multi-family housing than the city as a whole, with half of African-American and Hispanic families with children living in multi-family housing. The amendments address these issues through new or expanded development bonuses for projects that include affordable housing, and expanded requirements for outdoor spaces, including requirements for common areas on large sites to provide opportunities for play areas, gathering, and growing food that had been identified as important by residents. BPS used a vulnerability analysis to identify neighborhoods (Census tracts) with higher than average shares of people that are vulnerable to economic displacement: renters, communities of color, adults without a four-year college degree and renters. Appendix F of the Recommended Draft summarizes an analysis of displacement risk in areas with multi-dwelling zone, which reinforced the need to address housing affordability. The amendments also include provisions intended to facilitate the creation of new street or pedestrian connections in East Portland, which has large numbers of vulnerable communities, to make it easier for residents to access local destination and transit.

## Invest in education and training

**Policy 2.5. Community capacity building.** Enhance the ability of community members, particularly those in under-served and/or under-represented groups, to develop the relationships, knowledge, and skills to effectively participate in plan and investment processes.

**Policy 2.6. Land use literacy.** Provide training and educational opportunities to build the public’s understanding of land use, transportation, housing, and related topics, and increase capacity for meaningful participation in planning and investment processes.

**Policy 2.7. Agency capacity building.** Increase City staff’s capacity, tools, and skills to design and implement processes that engage a broad diversity of affected and interested communities, including under-served and under-represented communities, in meaningful and appropriate ways.

**60. Finding:** Policies 2.5 through 2.7 concern broad programs to educating community members and City staff about planning and engagement processes, and are not applicable to this project.

## Community assessment

**Policy 2.8. Channels of communication.** Maintain channels of communication among City Council, the Planning and Sustainability Commission (PSC), project advisory committees, City staff, and community members.

**61. Finding:** In support of the BHD amendments, the project team conducted briefings with the PSC, the Portland Housing Advisory Commission (PHAC), the Historic Landmarks Commission, the Urban Forestry Commission, neighborhood associations, and community groups throughout the process as described in the Recommended Draft report.

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Testimony by James Peterson raised concerns that BPS staff acted as a filter between community members and decision-makers. Specifically, that public comment summaries prepared by BPS staff are only concerned with “the body count” and not the substance of the comments. The City Council rejects this concern. The BPS staff summaries are more than participation counts and provide information on the topics of interest and the positions. Furthermore, we find that the testimony reader on-line application makes the written and verbal testimony provided at PSC and City Council hearings accessible to both the community and the decision-makers, which makes for a more robust involvement process. Finally, as evidence that the community is involved in all phases of the planning process, and specifically when decisions are made, the City Council notes the number of amendments that were made by the PSC and City Council as an indicator of the influence that the community has on the process – testimony was received and responded to with changes.

**Policy 2.9. Community analysis.** Collect and evaluate data, including community-validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland.

**62. Finding:** In support of the BHD amendments, the project team analyzed the demographics and development trends in areas with concentrations of multi-dwelling zoning, as documented in the Better Housing by Design Assessment Report. Development of the amendments was informed by a range of previous projects that involved a diversity of community members, including the Healthy Active Communities for Portland’s Affordable Housing Families Initiative, the Promoting Health Through Multi-Family Housing Project, the East Portland Action Plan, the Southeast 122<sup>nd</sup> Avenue Study, and the Division-Midway Neighborhood Street Plan. All background information was posted online, allowing community feedback.

**Policy 2.10. Community participation in data collection.** Provide meaningful opportunities for individuals and communities to be involved in inventories, mapping, data analysis, and the development of alternatives.

**63. Finding:** In support of the BHD amendments, the project team was informed by a range of previous projects that involved a diversity of community member participation, including the Healthy Active Communities for Portland’s Affordable Housing Families Initiative, the Promoting Health Through Multi-Family Housing Project, the East Portland Action Plan, the Southeast 122<sup>nd</sup> Avenue Study, and the Division-Midway Neighborhood Street Plan. All background information was posted online, allowing community feedback. Community feedback obtained during community walks in the Jade District and Rosewood neighborhood centers also informed identification of issues.

**Policy 2.11. Open Data.** Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. Where appropriate, encourage publication, accessibility, and wide-spread sharing of data collected and generated by the City.

**64. Finding:** To provide accessibility and the sharing of data, the BHD amendment documents were posted to a project specific website, including a Map App (online interactive web-based map application) that allowed for site-specific information and commenting for all map amendments.

## Transparency and accountability

**Policy 2.12. Roles and responsibilities.** Establish clear roles, rights, and responsibilities for participants and decision makers in planning and investment processes. Address roles of City bureaus, elected officials, and participants, including community and neighborhood leadership, business, organizations, and individuals.

**Policy 2.13. Project scope.** Establish clear expectations about land use project sponsorship, purpose,

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design, and how decision makers will use the process results.

**Policy 2.14. Community influence.** At each stage of the process, identify which elements of a planning and investment process can be influenced or changed through community involvement. Clarify the extent to which those elements can be influenced or changed.

**Policy 2.15. Documentation and feedback.** Provide clear documentation for the rationale supporting decisions in planning and investment processes. Communicate to participants about the issues raised in the community involvement process, how public input affected outcomes, and the rationale used to make decisions.

**65. Finding:** Policies 2.12 through 2.15 provide direction regarding roles, responsibilities, feedback opportunities, and documentation for participants and decision makers. As described in the findings for Statewide Planning Goal 1 (Citizen Involvement), the legislative process was clearly outlined in notices, documents and on the project website as to how to testify to influence the Proposed Draft at the PSC, which amended the proposal. Then the Recommended Draft was published with the opportunity to testify to the City Council at the October 2, 2019 public hearing. Throughout this process, BPS staff contacted, met with, and coordinated with stakeholders to inform them how to engage in the decision-making process, how the process was structured, and additional opportunities to participate when such opportunities existed.

### Community involvement program

**Policy 2.16. Community Involvement Program.** Maintain a Community Involvement Program that supports community involvement as an integral and meaningful part of the planning and investment decision-making process.

**Policy 2.17. Community engagement manual.** Create, maintain, and actively implement a community engagement manual that details how to conduct community involvement for planning and investment projects and decisions.

**Policy 2.18. Best practices engagement methods.** Utilize community engagement methods, tools, and technologies that are recognized as best practices.

**Policy 2.19. Community Involvement Committee.** The Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and associated investment projects, before, during, and at the conclusion of these processes.

**Policy 2.20. Review bodies.** Maintain review bodies, such as the Planning and Sustainability Commission (PSC), Design Commission, Historic Landmarks Commission, and Adjustment Committee, to provide an opportunity for community involvement and provide leadership and expertise for specialized topic areas.

**Policy 2.21. Program evaluation.** Periodically evaluate the effectiveness of the Community Involvement Program and recommend and advocate for program and policy improvements. The Community Involvement Committee (CIC) will advise City staff regarding this evaluation.

**Policy 2.22. Shared engagement methods.** Coordinate and share methods, tools, and technologies that lead to successful engagement practices with both government and community partners and solicit engagement methods from the community.

**Policy 2.23. Adequate funding and human resources.** Provide a level of funding and human resources allocated to the Community Involvement Program sufficient to make community involvement an

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integral part of the planning, policy, investment and development process.

**66. Finding:** The City Council interprets policies 2.16 through 2.23 to concern the City's Community Involvement Program, including the Community Involvement Committee, and are not applicable because the BHD amendments do not change this program.

### Process design and evaluation

**Policy 2.24. Representation.** Facilitate participation of a cross-section of the full diversity of affected Portlanders during planning and investment processes. This diversity includes individuals, stakeholders, and communities represented by race, color, national origin, English proficiency, gender, age, disability, religion, sexual orientation, gender identity, and source of income.

**Policy 2.25. Early involvement.** Improve opportunities for interested and affected community members to participate early in planning and investment processes, including identifying and prioritizing issues, needs, and opportunities; participating in process design; and recommending and prioritizing projects and/or other types of implementation.

**67. Finding:** The 2035 Comprehensive Plan defines the verb "facilitate" to mean to make something easier and the verb "improve" to mean increase, enhance; expand services, facilities, or resources to become better in terms of quality, condition, effectiveness, or functionality. With respect to policies 2.24 and 2.25, the City Council interprets these policies to require a project specific community involvement program to engage a broad range of stakeholders. The community engagement opportunities in support of the BHD amendments included people who live in multi-family housing and those involved in the development of housing. The project's Public Involvement Plan identified groups who have a stake in the future of multi-family housing and included equity considerations in identifying impacted populations, which guided the projects public outreach approach. A series of Stakeholder Working Group meetings were held that involved participants with a broad range of perspectives and experience, including community group representatives, development professionals, tenant advocates, neighborhood residents, affordable housing providers and age-friendly advocates. The amendments were also informed early in the process by roundtable discussions with development professionals, including affordable housing providers, designers, and developers and designers. The initial phases of project involved community members in identify issues that needed to be addressed. Project staff worked closely with the Jade District/APANO and the Rosewood Initiative to seek involvement by a diversity of East Portland residents. Accommodations were made available for people with disabilities and those that were non-English speaking stakeholders to participate in events and access materials.

**Policy 2.26. Verifying data.** Use data, including community-validated population data, to guide planning and investment processes and priority setting and to shape community involvement and decision-making efforts.

**Policy 2.27. Demographics.** Identify the demographics of potentially affected communities when initiating a planning or investment project.

**Policy 2.28. Historical understanding.** To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and under-served groups, and persons with limited English proficiency (LEP). Review preliminary findings with members of the community who have institutional and historical knowledge.

**68. Finding:** The City Council interprets policies 2.26 through 2.28 to require a community engagement program that includes an analysis of potentially affected communities and specific engagement



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activities with those communities to understand the context, concerns and conditions that will be affected by the amendments. The BHD amendments were informed by an analysis of demographics and development trends in areas with concentrations of multi-dwelling zoning, as documented in the Better Housing by Design Assessment Report. Development of the amendments was informed by a range of previous projects that involved a diversity of community members, including the Healthy Active Communities for Portland's Affordable Housing Families Initiative, the Promoting Health Through Multi-Family Housing Project, the East Portland Action Plan, the Southeast 122nd Avenue Study, and the Division-Midway Neighborhood Street Plan. All background information was posted online, allowing community feedback. Community feedback obtained during community walks in the Jade District and Rosewood neighborhood centers also informed identification of issues.

**Policy 2.29. Project-specific needs.** Customize community involvement processes to meet the needs of those potentially affected by the planning or investment project. Use community involvement techniques that fit the scope, character, and potential impact of the planning or investment decision under consideration.

**Policy 2.30. Culturally-appropriate processes.** Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.

**Policy 2.31. Innovative engagement methods.** Develop and document innovative methods, tools, and technologies for community involvement processes for plan and investment projects.

**Policy 2.32. Inclusive participation beyond Portland residents.** Design public processes for planning and investment projects to engage affected and interested people who may not live in Portland such as property owners, employees, employers, and students, among others, as practicable.

**Policy 2.33. Inclusive participation in Central City planning.** Design public processes for the Central City that recognize its unique role as the region's center. Engage a wide range of stakeholders from the Central City and throughout the region including employees, employers, social service providers, students, and visitors, as well as regional tourism, institutional, recreation, transportation, and local/regional government representatives, as appropriate.

**Policy 2.34. Accessibility.** Ensure that community involvement processes for planning and investment projects are broadly accessible in terms of location, time, and language, and that they support the engagement of individuals with a variety of abilities and limitations on participation.

**69. Finding:** The City Council interprets policies 2.29 through 2.34 to require projects to require community engagement activities that create an inclusive process that engages the affected communities. The community involvement process was designed to involve a variety of individuals and groups who live in, develop, or are affected by multi-dwelling housing. The project's Public Involvement Plan identified groups who have a stake in the future of multi-family housing and included equity considerations in identifying impacted populations, which guided the project's public outreach approach. BPS hired consultants with expertise in engaging diverse communities, MultiCultural Collaborative, to help design the outreach approach, identify ways of engaging community members not familiar with planning processes, and identify potential participants. Project staff worked closely with the Jade District/APANO and the Rosewood Initiative to seek involvement by a diversity of East Portland residents, given that part of the intent of the project was to address concerns about multi-dwelling development and the lack of street connections in

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East Portland. With the release of the Proposed Draft, the City deployed innovative engagement methods, including a Map App (online interactive web-based map application) page with a testimony function; and a dedicated help phone line to learn about the BHD amendments and offer numerous ways to comment. The Planning and Sustainability Commission public hearing, along with half of the Stakeholder Working Group meetings, were held in Eastern Portland to facilitate participation by East Portland residents. Meeting locations were chosen that were physically accessible, convenient to transit, and in a variety of locations across the city.

**Policy 2.35. Participation monitoring.** Evaluate and document participant demographics throughout planning and investment processes to assess whether participation reflects the demographics of affected communities. Adapt involvement practices and activities accordingly to increase effectiveness at reaching targeted audiences.

**Policy 2.36. Adaptability.** Adapt community involvement processes for planning and investment projects as appropriate to flexibly respond to changes in the scope and priority of the issues, needs, and other factors that may affect the process.

**Policy 2.37. Process evaluation.** Evaluate each community involvement process for planning or investment projects from both the City staff and participants' perspectives, and consider feedback and lessons learned to enhance future involvement efforts.

**70. Finding:** The City Council interprets policies 2.35 through 2.37 to require evaluation and adjustment to community engagement activities to increase the participation of affected communities as the project proceeds. Project staff monitored participation in project events and public feedback to assess representation issues and identify needs for changes in approach. This resulted in an East Portland Residential Outdoor Spaces workshop to seek additional perspectives and more in-depth discussion among East Portland residents than was possible in other meetings with a more citywide focus. The use in this project of a Stakeholder Working Group, open to interested community members and whose participants shifted based on the geographic focus and topics of each meeting, differed from the more usual approach of appointed advisory groups. This approach was discussed by staff to provide lessons for future projects.

## Information design and development

**Policy 2.38. Accommodation.** Ensure accommodations to let individuals with disabilities participate in administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

**71. Finding:** All of the BHD public hearing were held in physically-accessible locations and notices publicized the availability of accommodations, modifications, translation, interpretation and other services to provide meaningful public access. The PSC public hearing on June 12, 2018 was held in the evening at the Portland Community College Southeast Campus to make the meeting more convenient to reach for community members in East Portland and other eastside neighborhoods. The City Council hearings on October 2 and November 6, 2019 were held at City Hall, an accessible location.

**Policy 2.39. Notification.** Notify affected and interested community members and recognized organizations about administrative, quasi-judicial, and legislative land use decisions with enough lead time to enable effective participation. Consider notification to both property owners and renters.

**72. Finding:** For the publication of the Proposed Draft and the PSC hearing, the City sent the required Measure 56 notice to all owners of multi-dwelling zone properties affected by the BHD amendments. The City sent a legislative notice to interested parties, including neighborhood

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associations, business associations, and other affected jurisdictions, that have requested notice of proposed land use changes. Two sets of courtesy notices were sent to property owners in the Alphabet and King's Hill historic districts, first to inform them of opportunities to provide input on Zoning Code and Zoning Map changes that were being considered for these historic districts, and second to inform them that the Recommended Draft included changes to the zoning designations for their properties that differed from what had been indicated in the Measure 56 notices. The City also sent a legislative notice to interested parties and people who testified to the PSC to inform them of the opportunity to testify at the October 2, 2019, City Council public hearing.

**Policy 2.40. Tools for effective participation.** Provide clear and easy access to information about administrative, quasi-judicial, and legislative land use decisions in multiple formats and through technological advancements and other ways.

**73. Finding:** Regular communications about the BHD project and opportunities to participate and provide input were made available through the project website, monthly e-mail updates to the project mailing list, Bureau of Planning and Sustainability newsletters, social media sites (Facebook, NextDoor and Twitter) and media releases.

**Policy 2.41. Limited English Proficiency (LEP).** Ensure that limited English proficient (LEP) individuals are provided meaningful access to information about administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

**74. Finding:** The BHD project outreach materials publicized the availability of translation services for limited English proficient individuals. The Proposed Draft Project Summary was translated into Spanish and made available online and at community meetings. The telephone helpline had translation services available, as well as the PSC and City Council public hearings.

## Chapter 3: Urban Form

**GOAL 3.A: A city designed for people.** Portland's built environment is designed to serve the needs and aspirations of all Portlanders, promoting prosperity, health, equity, and resiliency. New development, redevelopment, and public investments reduce disparities and encourage social interaction to create a healthy connected city.

**75. Finding:** The BHD amendments expand the range of housing choices available to Portlanders, especially in terms of incentivizing affordable options and more accessible units through development bonuses. The BHD changes include significant incentives for affordable housing that will help to reduce disparities. The changes also provide new options for a broader range and number of housing units by moving to regulating by building scale, with more flexibility for the numbers of units within this scale. New visitability standards will help increase the number of units that can meet the needs of Portland's aging and disabled communities.

The BHD amendments foster and promote health and social interaction through new development standards that increase requirements for outdoor space, including requirements for large sites to include common areas to support opportunities for recreation, social interaction, and growing food.

**GOAL 3.B: A climate and hazard resilient urban form.** Portland's compact urban form, sustainable building development practices, green infrastructure, and active transportation system reduce carbon emissions, reduce natural hazard risks and impacts, and improve resilience to the effects of climate change.

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**76. Finding:** The BHD amendments promote a compact urban form by allowing more units, especially in the RM1 and RM2 zones. Facilitating compact development in the multi-dwelling zones will help to focus growth in and around centers and corridors, avoiding sensitive natural areas and hazards and contributing to complete neighborhoods that support neighborhood resilience and a low-carbon economy. This also enables established neighborhoods to continue expanding and diversifying their populations while reducing pressure for development in harder to serve and longer to commute to places. The amendments reduce minimum off-street parking requirements which helps to encourage use of alternate transportation modes like transit and active transportation. In addition, newer buildings are designed with greater energy efficiency and can better withstand earthquake and other natural disasters. Other amendments limit large surface parking lots and asphalt in order to reduce urban heat islands that will be an increasing threat in a warming climate.

**GOAL 3.C: Focused growth.** Household and employment growth is focused in the Central City and other centers, corridors, and transit station areas, creating compact urban development in areas with a high level of service and amenities, while allowing the relative stability of lower-density single-family residential areas.

**77. Finding:** The household allocation from the Buildable Lands Inventory continues to project the vast majority (80%) of units will be developed in the Central City and Portland's mixed-use, higher-density centers and corridors. 80 percent of multi-dwelling zoning is located in Portland's focus growth areas, including in and around centers, along corridors and transit stations, and in locations close to the Central City. The BHD amendments will encourage more housing opportunities in these areas by regulating by floor area ratio and increasing the affordable housing bonuses. The BHD development standards include building scale transitions to single-dwelling zones that will contribute to the stability of single-family residential areas.

**GOAL 3.D: A system of centers and corridors.** Portland's interconnected system of centers and corridors provides diverse housing options and employment opportunities, robust multimodal transportation connections, access to local services and amenities, and supports low-carbon complete, healthy, and equitable communities.

**78. Finding:** The centers and corridors envisioned by the Urban Design framework are supported by the BHD amendments. These areas will continue to serve as the focus for employment and higher density housing. The BHD amendments will encourage more housing opportunities in these areas by regulating by floor area ratio, providing more flexibility for greater numbers of units, and increasing the affordable housing bonuses. In addition, the BHD amendments provide new options for ground-floor commercial uses in multi-dwelling zones along civic and neighborhood corridors, reinforcing the roles of these corridors as places for a diverse range of housing opportunities and commercial services.

**GOAL 3.E: Connected public realm and open spaces.** A network of parks, streets, City Greenways, and other public spaces supports community interaction; connects neighborhoods, districts, and destinations; and improves air, water, land quality, and environmental health.

**79. Finding:** The BHD amendments include provisions intended to facilitate new street and pedestrian connections where they are needed, such as through requirements for sites in Eastern Portland centers to be large enough to accommodate street connections (as well as to support better site design) and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development. Also, requirements for front setbacks will provide more opportunities for integrating green elements into the street

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environment. Reduced on-site parking requirements and limits on garages and front parking are intended to improve the pedestrian relationship between the buildings and the public realm and to help reduce conflicts between pedestrians on sidewalks and vehicles using driveways.

**GOAL 3.F: Employment districts.** Portland supports job growth in a variety of employment districts to maintain a diverse economy.

**80. Finding:** The BHD amendments do not affect employment districts.

**GOAL 3.G: Nature in the city.** A system of habitat corridors weaves nature into the city, enhances habitat connectivity, and preserves natural resources and the ecosystem services they provide.

**81. Finding:** The BHD amendments include new requirements for outdoor spaces, shared common areas, limits on surface parking lots, front setback standards, and rear setback standards that will create opportunities for more landscaping and trees that will support this goal. The amendments also promote preserving existing large trees by allowing development rights to be transferred to other sites in exchange for tree preservation.

## Citywide design and development

**Policy 3.1. Urban Design Framework.** Use the Urban Design Framework (UDF) as a guide to create inclusive and enduring places, while providing flexibility for implementation at the local scale to meet the needs of local communities.

**82. Finding:** The BHD amendments are consistent with this policy and the Urban Design Framework (UDF). BHD amendments apply development standards specific to the Civic Corridors and Neighborhood Corridors identified in the UDF, including allowances for ground-floor commercial uses, higher allowed building coverage and allowances for no side setbacks intended to reinforce the intended roles of these corridors as urban-scale places with concentrations of services and housing. BHD amendments include provisions specific to the pattern areas identified in the UDF, including development standards specific to the Eastern and Inner neighborhood pattern areas. The BHD amendments are also consistent with centers identified on the UDF. The majority of multi-dwelling zoning (59 percent) is located in or within a quarter mile of centers. The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR) providing flexibility to develop more units than the current regulations, which will support the role of centers by expanding housing capacity in multi-dwelling zones located in centers. Allowing more units in the multi-dwelling zones will reinforce the role of centers as places with concentrations of housing, which will in turn provide additional population to support commercial services in centers.

**Policy 3.2. Growth and stability.** Direct the majority of growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland's residential neighborhoods.

**83. Finding:** Most of the multi-dwelling zoning is located in centers and corridors and will continue to be supported by the BHD amendments. The BHD amendments will encourage more housing opportunities in these areas by regulating by floor area ratio, allowing flexibility for greater numbers of units, and increasing the affordable housing bonuses. The RM1 zone, which is the multi-dwelling zone that is the most common outside the centers and corridors, has a 35-foot maximum building height, which is similar to the 30-foot maximum building height in R5 and R2.5 single-dwelling zones that cover most of the residential neighborhoods, helping to continue the scale of residential neighborhoods. In addition, for the other multi-dwelling zones, there are building height transition requirements that limit building height to 35-feet within 25 feet of single-

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dwelling zones. These provisions will allow the continuation of the scale and characteristics of Portland's residential neighborhoods.

**Policy 3.3. Equitable development.** Guide development, growth, and public facility investment to reduce disparities; encourage equitable access to opportunities, mitigate the impacts of development on income disparity, displacement and housing affordability; and produce positive outcomes for all Portlanders.

**84. Finding:** One of the ways to reduce disparities and produce positive outcomes for all Portlanders is to increase housing stability by creating more opportunities for affordable housing. The BHD changes include four significant incentives for affordable housing: 1) increase the inclusionary affordable housing bonus; 2) provide a deeper affordability bonus; 3) provide a bonus for three-bedroom units; and 4) allow the transfer of unused development capacity in situations where existing affordable housing is preserved, which also helps limit displacement by providing an incentive for preserving existing housing kept affordable to households earning no more than 60% of area median income. In so doing, the BHD amendments provide more housing attainable to a broader segment of the population, reducing the wide disparity of housing available between income strata and can contribute to mitigating residential displacement. The changes also contribute to equity through development bonuses for "visitable" housing that is physically-accessible to people with a range of abilities, through provisions that address the need for street connections and outdoor spaces in East Portland, and by increasing opportunities for home-based businesses and services along East Portland's corridors and other corridor locations.

**3.3.a.** Anticipate, avoid, reduce, and mitigate negative public facility and development impacts, especially where those impacts inequitably burden communities of color, under-served and under-represented communities, and other vulnerable populations.

**85. Finding:** The displacement impacts of the BHD amendments were analyzed and reported in Appendix F of the Recommended Draft report. The greatest risk of negative impacts from the BHD amendments is displacement due to the redevelopment of existing housing units, especially those units occupied by under-served and under-represented communities. Most of the development capacity in the multi-dwelling zones is through redevelopment of existing development. Only 16 percent of the future development capacity is on vacant land. Most of the additional redevelopment sites are single-family houses in multi-dwelling zones, where about 60 percent are owner-occupied. The greatest risk for displacement would be with the redevelopment of multi-dwelling structures, but the BPS displacement risk analysis indicates that very few properties (10 to 24 sites with up to 67 units) have low enough values to be feasible for redevelopment. These impacts are mitigated by four significant incentives for affordable housing that will help to offset any displacement that occurs.

Testimony by James Peterson raised concerns that the BHD amendments would result in redevelopment of existing multi-dwelling housing, which will lead to the displacement and gentrification of existing affordable rental units. The City Council acknowledges this concern but finds that, based on the displacement analysis described above, the risk of redevelopment of existing multi-family units is low and that those risks and potential loss of more affordable units is mitigated by the development bonuses that incentivize the production of affordable housing units.

**3.3.b.** Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement and increase affordable housing.

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**86. Finding:** The BHD amendments do not change public facility investment plans, but do include proactive measures in the form of four significant incentives (development bonuses) for affordable housing that can mitigate displacement and increase the supply of regulated affordable housing.

**3.3.c.** Encourage use of plans, agreements, incentives, and other tools to promote equitable outcomes from development projects that benefit from public financial assistance.

**87. Finding:** The City Council finds that the use of various tools to promote equitable outcomes specifically for projects that benefit from public financial assistance is a programmatic response, and not a regulatory response to be included in the Zoning Code. The BHD amendments address displacement and housing affordability in a different way through affordable housing development bonuses.

**3.3.d.** Incorporate requirements into the Zoning Code to provide public and community benefits as a condition for development projects to receive increased development allowances

**88. Finding:** All of the BHD development bonuses link receiving additional development scale to the provision of community benefits, specifically affordable housing and physically-accessible units. The City Council interprets community benefits to include outcomes that provide affordable housing and physically-accessible units, both of which outcomes meet important community needs identified in the Comprehensive Plan. The BHD development bonuses include: 1) expanded inclusionary housing bonus for projects providing affordable units; 2) a new deeper housing affordability bonus for projects in which at least half of units are affordable at 60% of area median income; 3) a bonus for moderate-income three-bedroom units; and 4) a bonus for projects that include visitable or accessible units to expand housing options for community members with mobility limitations. The BHD amendments also include an allowance for FAR to be transferred to other sites from sites where existing affordable housing is being preserved as affordable housing.

**3.3.e.** When private property value is increased by public plans and investments, require development to address or mitigate displacement impacts and impacts on housing affordability, in ways that are related and roughly proportional to these impacts.

**89. Finding:** The BHD financial feasibility analysis (Appendix C) showed that the base zone changes do not result in a significant increase in value compared to the development allowances in the current multi-dwelling base zones. The only development scenario in this analysis that showed an increase in value beyond the maximum achievable by current regulations was a development configuration that used the inclusionary housing bonus in the RM2 zone that included units affordable at 60% of area median income, in exchange for receiving additional FAR. The City Council interprets the provision of affordable housing units through inclusionary housing and other affordable housing bonuses to serve as appropriate mitigation for the value provided by the additional development scale allowed by the bonuses. In addition, the City has other existing mechanisms, such as the construction excise tax dedicated to affordable housing, that helps to mitigate displacement impacts.

**3.3.f.** Coordinate housing, economic development, and public facility plans and investments to create an integrated community development approach to restore communities impacted by past decisions.

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**90. Finding:** The BHD amendments are part of the Housing Opportunity Initiative that is designed to increase housing opportunity and address displacement across Portland, providing a greater range of housing choices and more incentives for affordable housing.

**3.3.g.** Encourage developers to engage directly with a broad range of impacted communities to identify potential impacts of private development projects, develop mitigation measures, and provide community benefits to address adverse impacts.

**91. Finding:** The verb “encourage”, which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. The Neighborhood contact requirements encourage dialogue between developers and impacted communities, which can include discussion of impacts, mitigation and community benefits.

**Policy 3.4. All ages and abilities.** Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.

**92. Finding:** The BHD amendments provide a density FAR bonus for projects in which at least 25 percent of the units are physically accessible or “visitable” dwelling units. These units will provide a barrier free entry, with living space and a bathroom on the ground floor. While not considered fully “accessible” under ADA building code requirements, visitable units will expand the amount of housing that can be access by residents and visitors with mobility limitations by providing a barrier-free level of living space in housing types, such as houses and duplexes, not subject to Fair Housing Act requirements. Also, the visitable units bonus provides an incentive for commercial code buildings to include more highly-accessible Type A units, when at least 25 percent of units are built to this accessibility standard, which will expand options for people using wheelchairs or other wheeled mobility devices.

The BHD amendments also support healthy, active living through new development standards that increase requirements for outdoor space, including requirements for large sites to include common areas to support opportunities for recreation, social interaction, and growing food.

**Policy 3.5. Energy and resource efficiency.** Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning.

**93. Findings:** The BHD amendments encourage compact housing forms, and improve land resource conservation by increasing housing capacity within areas with existing infrastructure capacity. 80 percent of the multi-dwelling zoning is located in or within a quarter mile of Portland’s centers, corridors, and transit stations, or near the Central City, which will enable more households to be located closer to transit, jobs, and centers of commerce, recreation and education. This well help reduce commute distances and lessen congestion through the region. Encouraging more compact multi-dwelling building forms will be more energy efficient than current zoning allowances, according to studies by the Oregon DEQ<sup>3</sup> and EPA<sup>4</sup>.

**Policy 3.6. Land efficiency.** Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.

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<sup>3</sup> [https://www.oregon.gov/lcd/UP/Documents/Space\\_Efficient\\_Housing\\_NoApp.pdf](https://www.oregon.gov/lcd/UP/Documents/Space_Efficient_Housing_NoApp.pdf)

<sup>4</sup> [https://www.epa.gov/sites/production/files/2014-03/documents/location\\_efficiency\\_btu.pdf](https://www.epa.gov/sites/production/files/2014-03/documents/location_efficiency_btu.pdf)



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**94. Findings:** The BHD amendments shift to regulating density by a floor area ratio will create more flexibility in the allowed number of housing units on sites and promote intensification of urban land. The BLI shows that the BHD amendments increase Portland's residential development capacity by 14,000 units.

**Policy 3.7. Integrate nature.** Integrate nature and use green infrastructure throughout Portland.

**95. Findings:** The City integrates nature and green infrastructure through environmental overlay zones, stormwater requirements, and tree code requirements, which are not changed by this ordinance. The BHD amendments include new requirements for outdoor spaces, shared common areas, limits on surface parking lots, front setback standards, and rear setback standards that will create opportunities for more landscaping and trees that will support integrating vegetation and green elements into new development projects. The amendments include provisions that will allow green infrastructure, such as ecoroofs and stormwater planters, to contribute to meeting landscaping requirements. The amendments also promote preserving existing large trees by allowing development rights to be transferred to other sites in exchange for tree preservation.

**Policy 3.8. Leadership and innovation in design.** Encourage high-performance design and development that demonstrates Portland's leadership in the design of the built environment, commitment to a more equitable city, and ability to experiment and generate innovative design solutions.

**96. Finding:** The BHD amendments include design-related amendments that promote Portland's role in leadership in design, such as innovative provisions intended to limit urban heat island impacts, people-centered design standards for outdoor spaces that focus on design supportive of human health and active living, and options for urban green options such as ecoroofs to serve as alternatives to conventional landscaping.

**Policy 3.9. Growth and development.** Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts.

**97. Finding:** The City of Portland is planning for growth and development, especially in centers and corridors. The BHD amendments shift to regulating density by a floor area ratio (FAR) method, but this change is expected to result in development that is similar to the physical characteristics allowed by the current multi-dwelling zoning because there are not significant changes to the maximum building height, setbacks, and lot coverage standards that determine the physical characteristics of development.

The BHD amendments will have an impact on residents. BHD amendments provide allowances for ground-floor commercial uses along major corridors and also allow for daycare facilities broadly in the multi-dwelling zones, which can benefit area residents by increasing access to services, especially in areas such as East Portland that lack convenient access to local services. BHD allowances for additional housing units can benefit area residents by expanding housing options, providing additional housing opportunities for residents or their families. The greatest risk of negative impact is displacement due to the redevelopment of existing housing units, especially those units occupied by under-served and under-represented communities. Most of the development capacity in the multi-dwelling zones is through redevelopment of existing development. Only 16 percent of the future development capacity is on vacant land. Most of the

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potential multi-dwelling redevelopment sites are single-family houses in multi-dwelling zones, where about 40 percent are renter-occupied. Another risk for displacement is the redevelopment of multi-dwelling structures. However, the BPS displacement risk analysis indicates that very few (~160) households are at risk with property values that are low enough to be feasible for redevelopment. These impacts are mitigated by four significant incentives for affordable housing that will help to offset any displacement that occurs.

**Policy 3.10. Rural, urbanizable, and urban land.** Preserve the rural character of rural land outside the Regional Urban Growth Boundary. Limit urban development of urbanizable land beyond the City Limits until it is annexed and full urban services are extended.

**98. Findings:** The BHD amendments do not affect rural land outside the Regional Urban Growth Boundary or land outside the City limits that do not already have urban services.

**Policy 3.11. Significant places.** Enhance and celebrate significant places throughout Portland with symbolic features or iconic structures that reinforce local identity, histories, and cultures and contribute to way-finding throughout the city. Consider these especially at:

- High-visibility intersections
- Attractions
- Schools, libraries, parks, and other civic places
- Bridges
- Rivers
- Viewpoints and view corridor locations
- Historically or culturally significant places
- Connections to volcanic buttes and other geologic and natural landscape features
- Neighborhood boundaries and transitions

**99. Finding:** The BHD amendments do not impact symbolic features or iconic structures. No changes to historic resource protections are made with these amendments. For these resources, conversions that add units can be proposed that will either be reviewed against historic resource criteria or required to meet design standards.

## Centers

**Policy 3.12. Role of centers.** Enhance centers as anchors of complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces.

**Policy 3.13. Variety of centers.** Plan for a range of centers across the city to enhance local, equitable access to services, and expand housing opportunities.

**Policy 3.14. Housing in centers.** Provide housing capacity for enough population to support a broad range of commercial services, focusing higher-density housing within a half-mile of the center core.

**Policy 3.15. Investments in centers.** Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

**Policy 3.16. Government services.** Encourage the placement of services in centers, including schools

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and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.

**Policy 3.17. Arts and culture.** Ensure that land use plans and infrastructure investments allow for and incorporate arts, culture, and performance arts as central components of centers.

**Policy 3.18. Accessibility.** Design centers to be compact, safe, attractive, and accessible places, where the street environment makes access by transit, walking, biking, and mobility devices such as wheelchairs, safe and attractive for people of all ages and abilities.

**Policy 3.19. Center connections.** Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by frequent and convenient transit, bicycle sharing, bicycle routes, pedestrian trails and sidewalks, and electric vehicle charging stations.

**Policy 3.20. Green infrastructure in centers.** Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features.

**100.Finding:** Policies 3.12 through 3.20 provide direction on the desired characteristics and functions of centers. The BHD amendments do not change the center designations on the Urban Design Framework. The majority of multi-dwelling zoning (59 percent) is located in or within a quarter mile of centers. The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR), providing flexibility to develop more units than the current regulations, which will support these center policies by expanding housing capacity in multi-dwelling zones located in centers. Allowing more units in the multi-dwelling zones will reinforce the role of centers as places with concentrations of housing, which will in turn provide additional population to support commercial services in centers. Development bonuses for accessible housing supports Policy 3.18 by expanding accessible housing options in centers. Policy 3.19 is supported by BHD amendments intended to facilitate new street and pedestrian connections where they are needed, such as through requirements for sites in Eastern Portland centers to be large enough to accommodate street connections (as well as to support better site design) and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development. Amendments that promote green infrastructure, such as ecoroofs and stormwater planters, will support Policy 3.20 by expanding opportunities for green infrastructure in centers.

## Central City

**Policy 3.21. Role of the Central City.** Encourage continued growth and investment in the Central City, and recognize its unique role as the region's premier center for jobs, services, and civic and cultural institutions that support the entire city and region.

**Policy 3.22. Model Urban Center.** Promote the Central City as a living laboratory that demonstrates how the design and function of a dense urban center can concurrently provide equitable benefits to human health, the natural environment, and the local economy.

**Policy 3.23. Central City employment.** Encourage the growth of the Central City's regional share of employment and continue its growth as the region's unique center for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.

**Policy 3.24. Central City housing.** Encourage the growth of the Central City as Portland's and the region's largest center with the highest concentrations of housing and with a diversity of housing options and services.

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**Policy 3.25. Transportation hub.** Enhance the Central City as the region's multimodal transportation hub and optimize regional access as well as the movement of people and goods among key destinations.

**Policy 3.26. Public places.** Promote public places and the Willamette River waterfront in the Central City as places of business and social activity and gathering for the people of its districts and the broader region.

**101.Finding:** Policies 3.21 through 3.26 provide direction on the desired characteristics and functions of the Central City. The BHD amendments do not change the Central City boundary on the Urban Design Framework. The BHD amendments primarily concern residential development in the multi-dwelling zones that are applied outside of the Central City, and, therefore and do not impact most of the Central City policies. The BHD amendments are in alignment with Policy 3.24 by facilitating housing development in the multi-dwelling zones. The primary multi-dwelling zones located in the Central City are RX (69 acres) and RH (28 acres – to become the RM3 and RM4 zones). Development scale in these zones are not significantly impacted by the BHD amendments. 11 acres of land in the Central City will have the new RM1 and RM2 zones (instead of the current R2 and R1 zones). The BHD amendments for these zones shift from regulating development from unit density to regulating by building scale, which will provide flexibility for more units, supporting the role of the Central City as the location for concentrations of housing.

## Gateway Regional Center

**Policy 3.27 Role of Gateway.** Encourage growth and investment in Gateway to enhance its role as East Portland's center of employment, commercial, and public services.

**Policy 3.28 Housing.** Encourage housing in Gateway, to create East Portland's largest concentration of high-density housing.

**Policy 3.29 Transportation.** Enhance Gateway's role as a regional high-capacity transit hub that serves as an anchor for East Portland's multimodal transportation system.

**Policy 3.30 Public places.** Enhance the public realm and public places in Gateway to provide a vibrant and attractive setting for business and social activity that serves East Portland residents and the region.

**102.Finding:** Policies 3.27 through 3.30 provide direction on the desired characteristics and functions of the Gateway Regional Center. The BHD amendments do not change the regional center boundary on the Urban Design Framework. There are 130 acres of land with multi-dwelling zoning located in the Gateway Regional Center. This acreage includes the new RM1 and RM2 zones (current R2 and R1), for which the BHD amendments shift from regulating development from unit density to regulating by building scale, providing flexibility for more units. This increased housing capacity supports the role of Gateway as the location of East Portland's largest concentration of high-density housing. Allowing more units in the multi-dwelling zones will also allow for additional population to support commercial services in Gateway.

## Town Centers

**Policy 3.31 Role of Town Centers.** Enhance Town Centers as successful places that serve the needs of surrounding neighborhoods as well as a wider area, and contain higher concentrations of employment, institutions, commercial and community services, and a wide range of housing options.

**Policy 3.32 Housing.** Provide for a wide range of housing types in Town Centers, which are intended to

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generally be larger in scale than the surrounding residential areas. There should be sufficient zoning capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.

**Policy 3.33 Transportation.** Improve Town Centers as multimodal transportation hubs that optimize access from the broad area of the city they serve and are linked to the region's high-capacity transit system.

**Policy 3.34 Public places.** Provide parks or public squares within or near Town Centers to support their roles as places of focused business and social activity.

**103.Finding:** Policies 3.31 through 3.34 provide direction on the desired characteristics and functions of the town centers. The BHD amendments do not change the boundary any of the Town Centers on the Urban Design Framework. All of Portland's designated Town Centers include substantial amounts of multi-dwelling zoning. The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR) creates the flexibility to develop more units than the current regulations, will therefore support these center policies by expanding housing capacity in multi-dwelling zones in town centers. Allowing more units in the multi-dwelling zones will reinforce the role of Town Centers as places with concentrations of housing, which will also allow for additional population to support commercial services in Town Centers. The BHD amendments also support Policy 3.32 by allowing for a broader of housing types than current density-based regulations.

## Neighborhood Centers

**Policy 3.35 Role of Neighborhood Centers.** Enhance Neighborhood Centers as successful places that serve the needs of surrounding neighborhoods. In Neighborhood Centers, provide for higher concentrations of development, employment, commercial and community services, and a wider range of housing options than the surrounding neighborhoods.

**Policy 3.36 Housing.** Provide for a wide range of housing types in Neighborhood Centers, which are intended to generally be larger in scale than the surrounding residential areas, but smaller than Town Centers. There should be sufficient zoning capacity within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.

**Policy 3.37 Transportation.** Design Neighborhood Centers as multimodal transportation hubs that are served by frequent-service transit and optimize pedestrian and bicycle access from adjacent neighborhoods.

**Policy 3.38 Public places.** Provide small parks or plazas within or near Neighborhood Centers to support their roles as places of local activity and gathering.

**104.Finding:** Policies 3.35 through 3.38 provide direction on the desired characteristics and functions of neighborhood centers. The BHD amendments do not change the neighborhood center boundaries on the Urban Design Framework. Many of Portland's Neighborhood Centers include the new RM1 and RM2 zones (current R2 and R1). The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR) creates the flexibility to develop more units than the current regulations, will therefore support these center policies by expanding housing capacity in multi-dwelling zones in neighborhood centers. Allowing more units in the multi-dwelling zones will reinforce the role of Neighborhood Centers as places with concentrations of housing, which will also allow for additional population to support commercial services in Neighborhood Centers. The BHD amendments also support Policy 3.32 by allowing for a broader of housing types than current density-based regulations. Some Neighborhood Centers include the new RM1 zone, whose scale

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(maximum 35-foot height and 50 percent lot coverage) is smaller than the higher-density zones in larger centers, and provides greater continuity with the scale of residential neighborhoods. Policy 3.37 is support by BHD amendments intended to facilitate new street and pedestrian connections in the Jade District, Rosewood-Glenfair, and 122<sup>nd</sup>-Hazelwood neighborhood centers, through requirements for sites to be large enough to accommodate street connections (as well as to support better site design) and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development.

### Inner Ring Districts

**Policy 3.39 Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.

**Policy 3.40 Corridors.** Guide growth in corridors to transition to mid-rise scale close to the Central City, especially along Civic Corridors.

**Policy 3.41 Distinct identities.** Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors. Use and expand existing historic preservation and design review tools to accommodate growth in ways that identify and preserve historic resources and enhance the distinctive characteristics of the Inner Ring Districts, especially in areas experiencing significant development.

**Policy 3.42 Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts' residential areas. Encourage approaches that preserve or are compatible with existing historic properties in these areas. Acknowledge that these areas are historic assets and should retain their established characteristics and development patterns, even as Inner Ring centers and corridors grow. Apply base zones in a manner that takes historic character and adopted design guidelines into account.

**Policy 3.43 Active transportation.** Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen transit connections between the Inner Ring Districts and to the Central City.

**105.Finding:** Policies 3.39 through 3.43 provide direction on the desired characteristics and functions of the Inner Ring Districts. The BHD amendments support these policies by expand the range of previously allowed housing opportunities in multi-dwelling zones. The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR) creates the flexibility to develop more units than the current regulations, will therefore support these Inner Ring Districts policies by expanding housing capacity in multi-dwelling zones located in the Inner Ring Districts. The changes will expand allowances for housing types that were historically common in the Inner Ring Districts, such as fourplexes, small apartments buildings, and courtyard apartments, which often are not allowed under current R2 and R1 density-based regulations. Along Inner Ring District corridors, the BHD code amendments for the new RM2 zone will allow for new corridor apartments similar to existing multi-dwelling buildings built before World War 2, but which have densities that exceed current allowances. These amendments will therefore allow for new development that continues the diverse housing types that characterize the Inner Ring Districts. Zoning Map and Zoning Code amendments in the Alhambra and King's Hill historic districts are intended to match development allowances to the scale of larger historic building in these districts, which will help retain these historic districts' characteristics. The BHD code amendments also help

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promote the preservation of historic buildings in the Inner Ring Districts by expanding allowances for FAR transfers from sites with historic resources and by providing greater allowances for FAR transfers in conjunction with seismic upgrades. Amendments that allow greater flexibility for the numbers of housing units on sites in the multi-dwelling zones will also expand options for more people to use the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks.

## Corridors

**Policy 3.44. Growth and mobility.** Coordinate transportation and land use strategies along corridors to accommodate growth and mobility needs for people of all ages and abilities.

**Policy 3.45. Connections.** Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and motor vehicle access and that serve the freight needs of centers and neighborhood business districts.

**Policy 3.46. Design.** Encourage street design that balances the important transportation functions of corridors with their roles as the setting for commercial activity and residential living.

**Policy 3.47. Green infrastructure in corridors.** Enhance corridors with distinctive green infrastructure, including landscaped stormwater facilities, extensive tree plantings, and other landscaping that both provide environmental function and contribute to a quality pedestrian environment.

**106.Finding:** Policies 3.44 through 3.47 provide direction on the desired characteristics and functions of corridors. The BHD amendments do not change the boundary of corridors on the Urban Design Framework. Over 80 percent of multi-dwelling zoning is located along corridors. Multi-dwelling zones therefore play an important role in meeting policy objectives for accommodating housing growth along corridors. The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR) creates the flexibility to develop more units than the current regulations, will therefore support these center policies by expanding housing capacity in multi-dwelling zones located in centers. The additional housing opportunities along corridors will also allow more people to be close to transit, enhancing corridors' roles as key places for transit and other multi-modal connections. BHD amendments also require deeper building setbacks for multi-dwelling buildings along streets, providing more opportunities for plantings and other green features along corridor frontages.

## Civic Corridors

**Policy 3.48. Integrated land use and mobility.** Enhance Civic Corridors as distinctive places that are models of ecological urban design, with transit-supportive densities of housing and employment, prominent street trees and other green features, and high-quality transit service and pedestrian and bicycle facilities.

**Policy 3.49. Design great places.** Improve public streets and sidewalks along Civic Corridors to support the vitality of business districts, create distinctive places, provide a safe, healthy, and attractive pedestrian environment, and contribute to quality living environments for residents.

**Policy 3.50. Mobility corridors.** Improve Civic Corridors as key mobility corridors of citywide importance that accommodate all modes of transportation within their right-of-way or on nearby parallel routes.

**Policy 3.51. Freight.** Maintain freight mobility and access on Civic Corridors that are also Major or Priority Truck Streets.

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**107.Finding:** Policies 3.48 through 3.51 provide direction on the desired characteristics and functions of civic corridors. The BHD amendments do not change the boundary of civic corridors on the Urban Design Framework. The predominant multi-dwelling zone along Civic Corridors is RM2 (current R1). The BHD amendments shift to regulating by building scale, instead of number of units per site area, will allow more units on RM2-zoned properties along Civic Corridors. This, along with development bonuses for affordable housing and other options, will allow RM2 zoning along Civic Corridors to be fully built to a four-story scale. This will contribute to making Civic Corridors places with transit-supportive densities of housing, increasing transit usage by allowing more people to live close to transit. BHD code amendments for both multi-dwelling and mixed use zones allow for no side setbacks between buildings along Civic Corridors in the Inner Pattern Area. The development standard changes will allow for a continuous frontage of buildings along these corridors, creating distinctly urban street edges that support their roles as key urban places well served by transit. The BHD amendments also have the option for deeper building setbacks along corridors, providing opportunities for plantings and other green features along corridor frontages, contributing to better living environments for residents, a greener pedestrian environment, and reducing urban heat impacts. Other BHD amendments allow ground-floor commercial uses in multi-dwelling zones along Civic Corridors, further reinforcing the role of these corridors as places for commercial services and contributing to active uses along these important corridors.

## Neighborhood Corridors

**Policy 3.52. Neighborhood Corridors.** Enhance Neighborhood Corridors as important places that support vibrant neighborhood business districts with quality multi-family housing, while providing transportation connections that link neighborhoods.

**108.Finding:** The BHD amendments do not change the boundary of neighborhood corridors on the Urban Design Framework. The predominant multi-dwelling zoning along Neighborhood Corridors is RM2 (current R1), and to a lesser extent RM1 (current R2). The shift to regulating by building scale will allow more units on multi-dwelling zoned properties along Neighborhood Corridors. This shift, along with development bonuses for affordable housing and other options, will expand multi-family housing opportunities along Neighborhood Corridors. Other BHD amendments allow ground-floor commercial uses in multi-dwelling zones along Neighborhood Corridors, further reinforcing the role of these corridors as places for commercial services and contributing to active uses along these important corridors.

## Transit Station Areas

**Policy 3.53. Transit-oriented development.** Encourage transit-oriented development and transit-supportive concentrations of housing and jobs, and multimodal connections at and adjacent to high-capacity transit stations.

**Policy 3.54. Community connections.** Integrate transit stations into surrounding communities and enhance pedestrian and bicycle facilities (including bike sharing) to provide safe and accessible connections to key destinations beyond the station area.

**Policy 3.55. Transit station area safety.** Design transit areas to improve pedestrian, bicycle, and personal safety.

**Policy 3.56. Center stations.** Encourage transit stations in centers to provide high density concentrations of housing and commercial uses that maximize the ability of residents to live close to both high-quality transit and commercial services.



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**Policy 3.57. Employment stations.** Encourage concentrations of jobs and employment-focused land uses in and around stations in employment-zoned areas.

**Policy 3.58. Transit neighborhood stations.** Encourage concentrations of mixed-income residential development and supportive commercial services close to transit neighborhood stations. Transit neighborhood stations serve mixed-use areas that are not in major centers.

**Policy 3.59. Destination stations.** Enhance connections between major destinations and transit facilities and strengthen the role of these station areas as places of focused activity.

**109.Finding:** Policies 3.53 through 3.59 provide direction on the desired characteristics and functions of transit station areas. The BHD amendments do not change the boundary of civic corridors on the Urban Design Framework. Multi-dwelling zoning located in Transit Station Areas plays an important role in providing opportunities for transit-supportive concentrations of housing. The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR) creates the flexibility to develop more units than the current regulations, will therefore support these center policies by expanding housing capacity in multi-dwelling zones near transit centers. Allowing more units in the multi-dwelling zones in these areas will allow more people to benefit from living close to transit stations. Amendments that provide additional development bonuses for projects that include affordable units will support Policy 3.58 by encouraging mixed-income residential development. Policy direction for connections within Transit Station Areas is supported by BHD amendments intended to facilitate new pedestrian and multi-modal connections in such areas in the Jade District, Rosewood-Glenfair, and 122nd-Hazelwood neighborhood centers, through requirements for sites to be large enough to accommodate new connections (as well as to support better site design) and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development.

## City Greenways

**Policy 3.60. Connections.** Create a network of distinctive and attractive City Greenways that link centers, parks, schools, rivers, natural areas, and other key community destinations.

**Policy 3.61. Integrated system.** Create an integrated City Greenways system that includes regional trails through natural areas and along Portland's rivers, connected to neighborhood greenways, and heritage parkways.

**Policy 3.62. Multiple benefits.** Design City Greenways that provide multiple benefits that contribute to Portland's pedestrian, bicycle, green infrastructure, and parks and open space systems.

**Policy 3.63. Design.** Use design options such as distinctive street design, motor vehicle diversion, landscaping, tree plantings, scenic views, and other appropriate design options, to create City Greenways that extend the experience of open spaces and nature into neighborhoods, while improving stormwater management and calming traffic.

**110.Finding:** Policies 3.60 through 3.63 provide direction on the desired characteristics and functions of city greenways. The BHD amendments do not change the city greenway designations on the Urban Design Framework. The BHD amendments support the creation of a network of City Greenways by enhancing pedestrian orientation by requiring front setbacks that reflect neighborhood patterns; requiring large building facades to be divided into smaller components; requiring building entrances oriented to streets; and limiting front garages and parking along street frontages. Also, BHD amendments that facilitate new pedestrian and multi-modal connections as part of development could create new opportunities for City Greenway connections.

## Urban habitat corridors

**Policy 3.64. Urban habitat corridors.** Establish a system of connected, well-functioning, and diverse habitat corridors that link habitats in Portland and the region, facilitate safe fish and wildlife access and movement through and between habitat areas, enhance the quality and connectivity of existing habitat corridors, and establish new habitat corridors in developed areas.

**Policy 3.65. Habitat connection tools.** Improve habitat corridors using a mix of tools including natural resource protection, property acquisition, natural resource restoration, tree planting and landscaping with native plants, and ecological design integrated with new development.

**Policy 3.66. Connect habitat corridors.** Ensure that planned connections between habitat corridors, greenways, and trails are located and designed to support the functions of each element, and create positive interrelationships between the elements, while also protecting habitat functions, fish, and wildlife.

**111.Finding:** Policies 3.64 through 3.66 provide direction on the desired characteristics and functions of urban habitat corridors. The BHD amendments do not change the urban habitat corridor designations on the Urban Design Framework. The BHD amendments support the urban habitat corridor policies by facilitating tree preservation by allowing FAR to be transferred from sites where large trees are being preserved. Other BHD amendments that require common outdoor areas for large sites will provide more space for tree canopy and other green elements, as will limits on the size of parking lots. Eastern Portland standards for deep rear setbacks are intended to keep the centers of East Portland's large blocks, where Douglas Fir groves are sometime located, greener and less built up, providing more opportunities for tree preservation. This will contribute to the continuation of East Portland's urban forest canopy, where long-established Douglas Fir groves play an important role.

## Employment areas

**Policy 3.67. Employment area geographies.** Consider the land development and transportation needs of Portland's employment geographies when creating and amending land use plans and making infrastructure investments.

**112.Finding:** Comprehensive Plan Figure 3-7 identifies four employment area geographies – Central City, industrial/employment, commercial, and institutional. The multi-dwelling zones are generally located in or adjacent to the commercial area geography. The BHD amendments shift from regulating development from unit density to regulating by building scale (FAR) creates the flexibility to develop more units than the current regulations, will therefore support these center policies by expanding housing capacity in multi-dwelling zones near commercial areas. The BHD amendments also allow ground-floor commercial uses in multi-dwelling zones along Civic and Neighborhood Corridors, which run through and are a part of the commercial geography. This allowance further reinforces the role of these corridors as places for commercial services and contributing to active uses along these important corridors.

**Policy 3.68. Regional Truck Corridors.** Enhance designated streets to accommodate forecast freight growth and support intensified industrial use in nearby freight districts. *See Figure 3-7 — Employment Areas.* Designated regional truckways and priority truck streets (Transportation System Plan classifications are shown to illustrate this network).

**113.Finding:** Regional truckways and priority truck streets are major freight routes, such as the interstate highways. The multi-dwelling zoning is located adjacent to these corridors and typically

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does not have direct access to these freight routes, except for segments in St. Johns and along NE Lombard Street. A transportation analysis was conducted (see PBOT memo dated September 6, 2019) that identified very minor levels of additional traffic on the City and ODOT identified “hot spot” streets, including several regional truck corridors. Measures to address and mitigate for this added traffic have been identified.

## Rivers Pattern Area

**Policy 3.69. Historic and multi-cultural significance.** Recognize, restore, and protect the historic and multi-cultural significance of the Willamette and Columbia Rivers, including current activities such as subsistence fishing of legally-permitted fish species.

**Policy 3.70. River transportation.** Recognize and enhance the roles of the Willamette and Columbia rivers as part of Portland’s historic, current, and future transportation infrastructure, including for freight, commerce, commuting, and other public and private transportation functions.

**Policy 3.71. Recreation.** Improve conditions along and within the Willamette and Columbia rivers to accommodate a diverse mix of recreational users and activities. Designate and invest in strategically-located sites along the length of Portland’s riverfronts for passive or active recreation activities that are compatible with nearby land uses, historically and culturally important sites, significant habitat areas, restoration sites, and native fish and wildlife usage.

**Policy 3.72 Industry and port facilities.** Enhance the regionally significant economic infrastructure that includes Oregon’s largest seaport and largest airport, unique multimodal freight, rail, and harbor access; the region’s critical energy hub; and proximity to anchor manufacturing and distribution facilities.

**Policy 3.73. Habitat.** Enhance the roles of the Willamette and Columbia rivers and their confluence as an ecological hub that provides locally and regionally significant habitat for fish and wildlife and habitat restoration opportunities.

**Policy 3.74. Commercial activities.** Enhance the roles of the Willamette and Columbia rivers in supporting local and regional business and commerce, including commercial fishing, tourism, recreation, and leisure.

**Policy 3.75. River neighborhoods.** Enhance the strong river orientation of residential areas that are located along the Willamette and Columbia Rivers.

**Policy 3.76. River access.** Enhance and complete Portland’s system of river access points and riverside trails, including the Willamette Greenway Trail, and strengthen active transportation connections between neighborhoods and the rivers.

**Policy 3.77. River management and coordination.** Coordinate with federal, state, regional, special districts, and other agencies to address issues of mutual interest and concern, including economic development, recreation, water transportation, flood and floodplain management and protection, regulatory compliance, permitting, emergency management, endangered species recovery, climate change preparation, Portland Harbor Superfund, brownfield cleanup, and habitat restoration.

**Policy 3.78 Columbia River.** Enhance the role of the Columbia River for river dependent industry, fish and wildlife habitat, subsistence and commercial fisheries, floating- and land-based neighborhoods, recreational uses, and water transportation.

**Policy 3.79 Willamette River North Reach.** Enhance the role of the Willamette River North Reach for

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river dependent industry, fish and wildlife habitat, and as an amenity for riverfront neighborhoods and recreational users.

**Policy 3.80. Willamette River Central Reach.** Enhance the role of the Willamette River Central Reach as the Central City and region's primary riverfront destination for recreation, history and culture, emergency response, water transportation, and as habitat for fish and wildlife.

**Policy 3.81 Willamette River South Reach.** Enhance the role of the Willamette River South Reach as fish and wildlife habitat, a place to recreate, and as an amenity for riverfront neighborhoods and others.

**Policy 3.82. Willamette River Greenway.** Maintain multi-objective plans and regulations to guide development, infrastructure investments, and natural resource protection and enhancement within and along the Willamette Greenway.

**114.Finding:** Policies 3.69 through 3.82 provide direction on the desired characteristics and functions of the Rivers Pattern Area. The multi-dwelling zones are largely located outside the Rivers Pattern Area, which includes areas along the Willamette and Columbia Rivers, with a few exceptions. These include areas of multi-dwelling zoning along the Willamette River near the east end of the Sellwood Bridge and areas around the Macadam Neighborhood Center. Portions of Hayden Island on the Columbia River also have multi-dwelling zoning. Existing rules for Willamette River Greenway and Macadam Plan District are not affected by these amendments. Similarly, the Hayden Island Plan District is not significantly affected.

### Central City Pattern Area

**Policy 3.83. Central City districts.** Enhance the distinct identities of the Central City's districts.

**Policy 3.84. Central City river orientation.** Enhance and strengthen access and orientation to the Willamette River in the Central City and increase river-focused activities.

**Policy 3.85. Central City pedestrian system.** Maintain and expand the Central City's highly interconnected pedestrian system.

**Policy 3.86. Central City bicycle system.** Expand and improve the Central City's bicycle system.

**115.Finding:** Policies 3.83 through 3.86 provide direction on the desired characteristics and functions of the Central City Pattern Area. The BHD amendments primarily affect multi-dwelling zones outside the Central City and do not relate to these policies. These policies are not applicable.

### Inner Neighborhoods Pattern Area

**Policy 3.87 Inner Neighborhoods main streets.** Maintain and enhance the Streetcar Era pattern of street-oriented buildings along Civic and Neighborhood corridors.

**Policy 3.88 Inner Neighborhoods street patterns.** Preserve the area's urban fabric of compact blocks and its highly interconnected grid of streets.

**Policy 3.89 Inner Neighborhoods infill.** Fill gaps in the urban fabric through infill development on vacant and underutilized sites and in the reuse of historic buildings on adopted inventories.

**Policy 3.90 Inner Neighborhoods active transportation.** Use the extensive street, sidewalk, and bikeway system and multiple connections to the Central City as a key part of Portland's active transportation system

**Policy 3.91 Inner Neighborhoods residential areas.** Continue the patterns of small, connected blocks,

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regular lot patterns, and streets lined by planting strips and street trees in Inner Neighborhood residential areas.

**116.Finding:** Policies 3.87 through 3.91 provide direction on the desired characteristics and functions of the Inner Neighborhoods Pattern Area. The BHD amendments support these policies by facilitating infill development in the multi-dwelling zones that continue established patterns in the Inner Neighborhood Pattern Area. Amendments that shift from regulating development by unit density to regulating by building scale, with flexibility for more units, will expand allowances for compact housing types that were historically common in the Inner Neighborhood Pattern Area, such as fourplexes, small apartments buildings, and courtyard apartments, which often are not allowed under current R2 and R1 density-based regulations. Along corridors in the Inner Neighborhood Pattern Area, the BHD code amendments for the RM2 zone will allow for new corridor apartments similar to existing multi-dwelling buildings built before World War 2, but which have densities that exceed current allowances. These amendments will therefore allow for new development that continues the diverse housing types that characterize the Inner Ring Districts. Zoning Map and Zoning Code amendments in the Alphabet and King's Hill historic districts are intended to match development allowances to the scale of larger historic building in these districts, which will help retain these historic districts' characteristics while accommodating new development on underutilized sites such as parking lots. The BHD code amendments also help promote the preservation of historic buildings in the Inner Neighborhood Pattern Area by expanding allowances for FAR transfers from sites with historic resources and by providing greater allowances for FAR transfers in conjunction with seismic upgrades. BHD amendments support Policy 3.87 by requiring buildings to be oriented to the street or to courtyards connected to streets. Policy 3.91 is supported by amendments that limit front garages and driveways, which will help preserve the area's pattern of planting strips and street trees. Amendments requiring front setbacks will continue the area's patterns of green street edges lined by front yards and gardens.

## Eastern Neighborhoods Pattern Area

**Policy 3.92 Eastern Neighborhoods street, block, and lot pattern.** Guide the evolving street and block system in the Eastern Neighborhoods in ways that build on positive aspects of the area's large blocks, such as opportunities to continue mid-block open space patterns and create new connections through blocks that make it easier to access community destinations.

**Policy 3.93 Eastern Neighborhoods site development.** Require that land be aggregated into larger sites before land divisions and other redevelopment occurs. Require site plans which advance design and street connectivity goals.

**Policy 3.94 Eastern Neighborhoods trees and natural features.** Encourage development and right-of-way design that preserves and incorporates Douglas fir trees and groves, and that protects the area's streams, forests, wetlands, steep slopes, and buttes.

**Policy 3.95 Eastern Neighborhoods buttes.** Enhance public views of the area's skyline of buttes and stands of tall Douglas fir trees.

**Policy 3.96 Eastern Neighborhoods corridor landscaping.** Encourage landscaped building setbacks along residential corridors on major streets.

**Policy 3.97 Eastern Neighborhoods active transportation.** Enhance access to centers, employment areas, and other community destinations in Eastern Neighborhoods by ensuring that corridors have safe and accessible pedestrian and bicycle facilities and creating additional secondary connections that provide low-stress pedestrian and bicycle access.

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**117.Finding:** Policies 3.92 through 3.97 provide direction on the desired characteristics and functions of the Eastern Neighborhoods Pattern Area. The BHD amendments include provisions specific to East Portland that are consistent with these policies. Amendments requiring deep rear setbacks in the Eastern Portland Pattern Area will help keep the centers of the area's large blocks greener and less built up, providing opportunities for preservation of the Douglas fir trees that are sometimes located on these large blocks. In conjunction with the Bureau of Transportation's Connected Centers Street Plan, the BHD amendments will help facilitate creating additional connections through requirements for sites in specified East Portland centers to be large enough to accommodate new connections and outdoor spaces, and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development. BHD requirements for minimum site frontages will also implement Policy 3.93 by requiring smaller sites to be aggregated before development can occur. BHD amendments requiring deeper front setbacks in the RM2 and RM3 zone will help implement Policy 3.97's directive for landscaped building setbacks, including along major streets.

### Western Neighborhoods Pattern Area

**Policy 3.98 Western Neighborhoods village character.** Enhance the village character of the Western Neighborhoods' small commercial districts and increase opportunities for more people to live within walking distance of these neighborhood anchors.

**Policy 3.99 Western Neighborhoods active transportation.** Provide safe and accessible pedestrian and bicycle connections, as well as off-street trail connections, to and from residential neighborhoods.

**Policy 3.100 Western Neighborhoods development.** Encourage new development and infrastructure to be designed to minimize impacts on the area's streams, ravines, and forested slopes.

**Policy 3.101 Western Neighborhoods habitat corridors.** Preserve, enhance, and connect the area's network of habitat areas and corridors, streams, parks, and tree canopy.

**Policy 3.102 Western Neighborhoods trails.** Develop pedestrian-oriented connections and enhance the Western Neighborhoods' distinctive system of trails to increase safety, expand mobility, access to nature, and active living opportunities in the area.

**118.Finding:** Policies 3.98 through 3.102 provide direction on the desired characteristics and functions of the Western Neighborhoods Pattern Area. The centers in the Western Neighborhoods Pattern Area, Hillsdale, Multnomah Village, and West Portland, include multi-dwelling zoning that provide options for compact housing close to these center's services. BHD amendments that shift from regulating development by unit density to regulating by building scale, with flexibility for more units, will support these policies by expanding housing capacity in and around these centers. Allowing more units in the multi-dwelling zones in these areas will allow more people to benefit from living close to services. Amendments requiring large sites to include common areas, such as courtyards, will encourage the inclusion of larger areas of green that will reflect the pattern area's extensive system of natural features, as will requirements for landscaped front setbacks in the RM2 and RM3 zones. BHD amendments support continuing this pattern area's system of habitat corridors and tree canopy by facilitating tree preservation through allowances for FAR to be transferred from sites where large trees are being preserved. In conjunction with options for narrower types of connections included in the Bureau of Transportation's Connected Centers Street Plan, the BHD amendments will help facilitate creating additional pedestrian and multi-modal connections by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development.

## Chapter 4: Design and Development

**Goal 4.A: Context-sensitive design and development.** New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.

**119.Finding:** The BHD amendments include a range of provisions intended to guide development in the multi-dwelling zones to respond the characteristics of Portland’s residential areas. This includes Eastern Portland rear setback standards intended to keep the centers of the area’s large blocks greener and less built up, new approaches to regulating development that will facilitate a revival of the diverse mix of multi-dwelling housing types – such as fourplexes and courtyard apartments – once common in inner neighborhoods, expanded requirements for outdoor spaces, and requirements for landscaped front setbacks that will integrate higher-density development with the characteristics of Portland’s residential neighborhoods. Limitations on street facing garages and location of vehicle areas are also established to provide greater consistency with historic development patterns. Amendments to development standards and the mapping of high-density multi-dwelling zones in historic districts are calibrated to the scale of historic buildings, while also accommodating growth on underutilized sites such as parking lots.

**Goal 4.B: Historic and cultural resources.** Historic and cultural resources are integral parts of an urban environment that continue to evolve and are preserved.

**120.Finding:** The BHD amendments include provisions specifically intended to promote preservation of historic and cultural resources. These include expanded options for transferring FAR from sites preserving historic resources, allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures, and amendments to the Zoning Map and development standards in the Alphabet and King’s Hill historic districts to guide development to relate to the scale historic buildings, while continuing to accommodate growth.

**Goal 4.C: Human and environmental health.** Neighborhoods and development are efficiently designed and built to enhance human and environmental health: they protect safety and livability; support local access to healthy food; limit negative impacts on water, hydrology, and air quality; reduce carbon emissions; encourage active and sustainable design; protect wildlife; address urban heat islands; and integrate nature and the built environment.

**121.Finding:** BHD amendments promote human and environmental health through a broad range of provisions, including expanded requirements for outdoor spaces; requirements for large sites to include common areas to provide residents’ with access to recreation, socialization, and opportunities to grow food; allowances that promote green infrastructure such as ecoroofs and stormwater planters as part of development; FAR transfer allowances in exchange for preserving large trees, by allowing more housing options close to services and transit; and through limitations on large surface parking lots to reduce urban heat islands.

**Goal 4.D: Urban resilience.** Buildings, streets, and open spaces are designed to ensure long-term resilience and to adjust to changing demographics, climate, and economy, and withstand and recover from natural disasters.

**122.Finding:** The BHD amendments help implement this goal by allowing a broader range of housing types that can be more responsive to changing demographics, through incentives for visitable or accessible housing that can accommodate people of all ages and abilities, through limitations on large parking lots to reduce urban heat islands in the context of rising temperatures, and through

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expanding housing capacity in areas close to services where the multi-dwelling zones are mapped, helping to direct growth away from habitat and natural hazard areas.

## Context

**Policy 4.1. Pattern areas.** Encourage building and site designs that respect the unique built, natural, historic, and cultural characteristics of Portland's five pattern areas described in Chapter 3: Urban Form.

**Policy 4.2. Community identity.** Encourage the development of character-giving design features that are responsive to place and the cultures of communities.

**Policy 4.3. Site and context.** Encourage development that responds to and enhances the positive qualities of site and context — the neighborhood, the block, the public realm, and natural features.

**123.Finding:** The BHD amendments include a range of provisions intended to encourage development to better respond to context, including characteristics of Portland's pattern areas, communities, and typical residential contexts. This includes Eastern Portland rear setback standards intended to keep the centers of the area's large blocks greener and less built up, new approaches to regulating development that will facilitate a revival of the diverse mix of multi-dwelling housing types — such as fourplexes and courtyard apartments — once common in inner neighborhoods, expanded requirements for outdoor spaces, and requirements for landscaped front setbacks that will integrate higher-density development with the characteristics of Portland's residential neighborhoods; and new incentives for preserving large trees. Limitations on street facing garages and location of vehicle areas are also established to provide greater consistency with the characteristics of Portland's residential neighborhoods and to ensure that new development enhances the public realm of streets. Amendments to development standards and the mapping of high-density multi-dwelling zones in historic districts are calibrated to the scale of historic buildings to better integrate new development with the characteristics of historic districts.

**Policy 4.4. Natural features and green infrastructure.** Integrate natural and green infrastructure such as trees, green spaces, ecoroofs, gardens, green walls, and vegetated stormwater management systems, into the urban environment. Encourage stormwater facilities that are designed to be a functional and attractive element of public spaces, especially in centers and corridors.

**124.Finding:** The BHD amendments help implement this policy through provisions that promote the inclusion of green infrastructure such as ecoroof and stormwater planters as part of developments, FAR transfer provisions to provide an incentive for preserving large trees, expanded requirements for outdoor spaces, requirements for large sites to include common areas, and requirements in East Portland for deep rear setbacks that will help keep the centers of the area's large blocks greener and less built up. Limitations on large surface parking lots and reduced minimum parking requirements will provide more opportunities for more site area to be used for landscaping, trees, and other green features. Requirements for landscaped front setbacks will help foster a green street environment, while providing more space for street tree canopy and helping to reduce urban heat island impacts. The changes encourage alternatives to conventional landscaping by allowing ecoroofs and stormwater planters to meet up to 50 percent of required landscaping.

**Policy 4.5. Pedestrian-oriented design.** Enhance the pedestrian experience throughout Portland through public and private development that creates accessible, safe, and attractive places for all those who walk and/or use wheelchairs or other mobility devices.

**125.Finding:** The BHD amendments reduce on-site parking, driveways and garages to improve the relationship between buildings and the public realm of streets and contribute to creating



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pedestrian-friendly street environments, while reducing conflicts between pedestrians on sidewalks and vehicles using driveways. Allowances for greater housing density in the multi-dwelling zones will also allow for more people to live within walking distance of services and transit. Development bonuses for visitable or accessible housing units will help create communities where people of all abilities can live and get around.

**Policy 4.6. Street orientation.** Promote building and site designs that enhance the pedestrian experience with windows, entrances, pathways, and other features that provide connections to the street environment.

**126.Finding:** The BHD amendments help implement this policy by including requirements for street-oriented entrances, expanding requirements for pathways that connect buildings to streets, limiting front garages and front parking to enhance the orientation of buildings to streets and foster a pedestrian-friendly street environment, and requirements for ground-floor windows when commercial uses are included as part of multi-dwelling buildings along corridors.

**Policy 4.7. Development and public spaces.** Guide development to help create high-quality public places and street environments while considering the role of adjacent development in framing, shaping, and activating the public space of streets and urban parks.

**127.Finding:** The BHD amendments help implement this policy by regulations that limit front parking and garages, ensuring that buildings are oriented to streets. Allowances along Civic and Neighborhood Corridors for ground-floor commercial uses will help activate these streets, as will requirements for ground-floor windows. Along these same important corridors, amendments will allow a continuous street wall of buildings in both multi-dwelling and mixed use zones, which will foster the creation of a more urban street edge that frames and helps define the street space. Other amendments will cultivate an engaging street environment by encouraging courtyards open to the street, enhancing the pedestrian experience of streets.

**Policy 4.8. Alleys.** Encourage the continued use of alleys for parking access, while preserving pedestrian access. Expand the number of alley-facing accessory dwelling units.

**128.Finding:** The BHD amendments address this policy by requiring that multi-dwelling development on small sites (up to 10,000 square feet), when adjacent to an existing alley, provide parking access from the alley when off-street parking is provided. Other amendments promote the continued use of alleys for parking access by providing more flexibility for vehicles to back out into alleys from parking spaces. Specifically, current requirements for parking areas with more than four spaces to have vehicles enter an alley in a forward motion are removed because they reduce the utility of a rear alley for larger projects.

**Policy 4.9. Transitional urbanism.** Encourage temporary activities and structures in places that are transitioning to urban areas to promote job creation, entrepreneurship, active streets, and human interaction.

**129.Finding:** This policy relates to temporary commercial activities and public gathering places, rather than residential uses that are the focus of the multi-dwelling zones. This policy is therefore not applicable.

## Health and safety

**Policy 4.10. Design for active living.** Encourage development and building and site design that promotes a healthy level of physical activity in daily life.

**Policy 4.11. Access to light and air.** Provide for public access to light and air by managing and shaping

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the height and mass of buildings while accommodating urban-scale development.

**Policy 4.12. Privacy and solar access.** Encourage building and site designs that consider privacy and solar access for residents and neighbors while accommodating urban-scale development.

**Policy 4.13. Crime-preventive design.** Encourage building, site, and public infrastructure design approaches that help prevent crime.

**Policy 4.14. Fire prevention and safety.** Encourage building and site design that improves fire prevention, safety, and reduces seismic risks.

**130.Finding:** Policies 4.10 through 4.714 provide direction regarding the promotion of health and safety in development. The BHD amendments help implement these policies through a range of provisions. Amendments promote site design supportive of physical activity by expanding requirements for outdoor spaces, through new requirements that large sites include common areas to provide opportunities for recreation, and expanded requirements for buildings to provide pedestrian connections to streets and meet pedestrian connectivity requirements. BHD regulations address access to light and air by including requirements for building setbacks, requirements for minimum five-foot setbacks for windows adjacent to property lines when units have no other windows, and through applying maximum heights and requiring building height to step down adjacent to single-dwelling zoning. Requirements for deeper front setbacks are intended to limit privacy impacts to residents of ground-level units. The requirements for outdoor spaces and common areas will also expand access to light and air. Limiting front garages and requiring entrances and windows to be oriented to streets will also support passive surveillance by facilitating “eyes on the street.” New construction and remodels will be required to meet modern building codes to ensure fire prevention and reduce seismic risks. A BHD provision providing additional FAR transfer allowances for historic properties in conjunction with seismic upgrades is intended to help address the need to reduce seismic risks to historic buildings and their residents.

## Residential areas

**Policy 4.15. Residential area continuity and adaptability.** Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

**131.Finding:** The BHD amendments help implement this policy by shifting from regulating development by unit density to instead regulate primarily by building scale, with flexibility for the number and types of units within this scale. In the RM1 zone, for example, the base scale of development is kept to 35-feet tall covering up to half of a site, which is similar to the scale allowed in single-dwelling zones. Within this allowed scale, a wide variety of housing types are allowed, from duplexes, townhouses, and fourplexes, to courtyard apartments and other low-rise multi-dwelling housing types; allowing for a wide range of housing needs to be met. This is a change from regulations in the current R2 zone, where only two units, typically in the form of two-story townhouse-type units or a pair of narrow detached houses, are allowed on a typical 5,000 square foot lot. Regulating by building scale instead of unit density also supports adaptive reuse of existing buildings by allowing flexible for the number of units within the structure. The BHD amendments foster household diversity by providing development bonuses for affordable units, family-sized three-bedroom units affordable to moderate-income households, and through a bonus for visitable or accessible units to expand barrier-free housing options for people of all abilities.

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**Policy 4.16. Scale and patterns.** Encourage design and development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow for a range of architectural styles and expression.

**132.Finding:** The BHD amendments include a range of provisions intended to guide development to better respond to the context of Portland’s residential neighborhoods. This includes Eastern Portland rear setback standards intended to keep the centers of the area’s large blocks greener and less built up, new approaches to regulating development that will facilitate a revival of the diverse mix of multi-dwelling housing types – such as fourplexes and courtyard apartments – once common in inner neighborhoods, expanded requirements for outdoor spaces, and requirements for landscaped front setbacks that will integrate higher-density development with the characteristics of residential neighborhoods; and new incentives for preserving large trees. Limitations on street facing garages and location of vehicle areas are also established to provide greater consistency with the characteristics of Portland’s residential neighborhoods and to ensure that new development enhances the public realm of streets. The lowest-scale new multi-dwelling zone, RM1, includes development standards intended to provide continuity with the characteristics of single-dwelling neighborhoods, including a maximum height of 35 feet that is a reduction from the current R2 zone height allowance of 40 feet (which could accommodate four stories, instead of the two- to three-story scale that is intended for the zone and is accommodated by the new maximum height). Other development standards that bring continuity with the characteristics of residential neighborhoods are building coverage limits, landscaping requirements, and new allowances for small accessory structures to be located in side and rear setbacks, allowing continuation of a common development pattern.

**Policy 4.17. Demolitions.** Encourage alternatives to the demolition of sound housing, such as rehabilitation and adaptive reuse, especially affordable housing, and when new development would provide no additional housing opportunities beyond replacement.

**133.Finding:** The BHD amendments support this policy with provisions intended to promote preservation of historic structures. These include expanded options for transferring FAR from sites preserving historic resources and allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures. The amendments also support this policy by providing flexibility when units are being added within an existing structure to not have to come all the way into conformance with minimum density requirements, as well as providing flexibility for greater numbers of units to be added within a structure than current regulations.

**Policy 4.18. Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

**134.Finding:** The BHD amendments provide broad flexibility for the numbers and types of units on multi-dwelling zone sites. Clusters of small detached houses are among the housing types allowed by right in the multi-dwelling zones, and the elimination of maximum density requirement provides more flexibility for the numbers of such houses allowed on a site.

**Policy 4.19. Resource efficient and healthy residential design and development.** Support resource efficient and healthy residential design and development.

**135.Finding:** The BDS amendments support this policy by facilitating the development of compact, multi-dwelling development, which is inherently more resource efficient than lower-density housing types. In particular, the amendments help implement this policy by shifting from regulating development by unit density to instead regulate primarily by building scale, with flexibility for the

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number and types of units within this scale. Other amendments support this policy by expanding requirements for residential outdoor space and common areas, which addresses residents' health by increasing opportunities for recreation, access to nature, and providing options for growing food.

### Design and development of centers and corridors

**Policy 4.20. Walkable scale.** Focus services and higher-density housing in the core of centers to support a critical mass of demand for commercial services and more walkable access for customers.

**Policy 4.21. Street environment.** Encourage development in centers and corridors to include amenities that create a pedestrian-oriented environment and provide places for people to sit, spend time, and gather.

**Policy 4.22. Relationship between building height and street size.** Encourage development in centers and corridors that is responsive to street space width, thus allowing taller buildings on wider streets.

**Policy 4.23. Design for pedestrian and bicycle access.** Provide accessible sidewalks, high-quality bicycle access, and frequent street connections and crossings in centers and corridors.

**Policy 4.24. Drive-through facilities.** Prohibit drive through facilities in the Central City, and limit new development of new ones in the Inner Ring Districts and centers to support a pedestrian-oriented environment.

**Policy 4.25. Residential uses on busy streets.** Improve the livability of places and streets with high motor vehicle volumes. Encourage landscaped front setbacks, street trees, and other design approaches to buffer residents from street traffic.

**Policy 4.26. Active gathering places.** Locate public squares, plazas, and other gathering places in centers and corridors to provide places for community activity and social connections. Encourage location of businesses, services, and arts adjacent to these spaces that relate to and promote the use of the space.

**Policy 4.27. Protect defining features.** Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources.

**Policy 4.28. Historic buildings in centers and corridors.** Protect and encourage the restoration and improvement of historic resources in centers and corridors.

**Policy 4.29. Public art.** Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers and corridors, and that highlight the history and diverse cultures of neighborhoods.

**136.Finding:** Policies 4.20 through 4.29 provide direction regarding design and development in centers and corridors. The majority of these policies relate to the mixed-use cores of centers and corridors, which are intended to serve as hubs for services and community activity. Most of these policies do not apply directly to the multi-dwelling zones, although these zones play an important role in supporting the role of centers as places with concentrations of services and housing. The majority of multi-dwelling zoning (59 percent) is located in or within a quarter mile of centers. BHD amendments that shift from regulating development from unit density to regulating by building scale, with flexibility for more units, will help support policies by expanding housing capacity in multi-dwelling zones located in centers. Allowing more units in the multi-dwelling zones will allow for additional population to support commercial services in centers. Policy 4.23 is supported by BHD amendments intended to facilitate new street and pedestrian connections where they are needed,

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such as through requirements for sites in Eastern Portland centers to be large enough to accommodate street connections (as well as to support better site design) and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development. Amendments to the Zoning Map and developments standards applicable to the Alphabet Historic District, located in the Northwest District Town Center, are intended to protect historic resources while guiding new development to relate to the scale of historic buildings. Other amendments are intended to encourage the preservation of historic resources by expanding allowances for transfers of FAR from sites with historic resources and through related FAR transfer incentives linked to seismic upgrades.

## Transitions

**Policy 4.30. Scale transitions.** Create transitions in building scale in locations where higher-density and higher-intensity development is adjacent to smaller-scale single-dwelling zoning. Ensure that new high-density and large-scale infill development adjacent to single dwelling zones incorporates design elements that soften transitions in scale and limit light and privacy impacts on adjacent residents.

**Policy 4.31. Land use transitions.** Improve the interface between non-residential uses and residential uses in areas where commercial or employment uses are adjacent to residentially-zoned land.

**Policy 4.32. Industrial edge.** Protect non-industrially zoned parcels from the adverse impacts of facilities and uses on industrially zoned parcels using a variety of tools, including but not limited to vegetation, physical separation, land acquisition, and insulation to establish buffers between industrial sanctuaries and adjacent residential or mixed-use areas to protect both the viability of long-term industrial operations and the livability of adjacent areas.

**137.Finding:** Policies 4.30 through 4.32 provide direction regarding transitions between different types of land uses. The BHD amendments address these policies in a number of ways. Amendments will require large buildings in multi-dwelling zones to step-down in height when adjacent to single-dwelling zoning to provide a scale transition. Zones that are often located in areas that provide a transition between the mixed-use cores of centers and single-dwelling areas, such as the RM1 and RM2 zones, included requirements for design features that will help aid in providing a transition to the characteristics of single-dwelling residential areas, such as requirements for landscaped front setbacks, lower-scale building heights, and limitation on the size of facades. New allowances for limited amounts of ground-floor commercial uses in multi-dwelling zones along major corridors limit these uses to corridor frontages, and require screening for outdoor seating located adjacent to properties with residential zoning. Requirements for building setbacks and landscaping in the multi-dwelling zones will allow for screening vegetation when adjacent to industrial areas.

## Off-site impacts

**Policy 4.33. Off-site impacts.** Limit and mitigate public health impacts, such as odor, noise, glare, light pollution, air pollutants, and vibration that public facilities, land uses, or development may have on adjacent residential or institutional uses, and on significant fish and wildlife habitat areas. Pay attention to limiting and mitigating impacts to under-served and under-represented communities.

**138.Finding:** The 2035 Comprehensive Plan defines the verb “limit” to mean to minimize or reduce something or the effects of something relative to the current situation or to a potential future situation. The verb “mitigate”, which is not defined in the 2035 Comprehensive Plan, means to make less severe. The City Council interprets this policy to apply to non-residential uses, such as those allowed in commercial and employment zones, that can have negative public health impacts on adjacent residential and institutional uses. This policy is primarily implemented through the

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requirements of Zoning Code Chapter 33.262, which is designed to protect uses from off-site impacts associated with nonresidential uses and by requirements for the Commercial/Mixed Use zones in Chapter 33.130 that require landscaped setbacks and screening adjacent to residential zones. As an added benefit, the BHD amendments include requirements for front building setbacks along street frontages that provide opportunities for trees and landscaping that help limit impacts when adjacent to non-residential uses. New allowances for limited amounts of ground-floor commercial uses in multi-dwelling zones along major corridors limit these uses to corridor frontages, and require screening for outdoor seating located adjacent to properties with residential zoning.

Testimony by Tamara DeRidder raised concerns that the BHD amendments fail to address air quality and other health related impacts. Specifically, the concern is air pollution caused by cars and trucks and that most of the multi-dwelling zoning is near streets with heavier traffic volumes and/or designated as freight routes, making the residents of multi-dwelling housing more susceptible to negative health impacts. The proposed solution is to require enhanced air quality filters in multi-dwelling structures. The City Council shares the concern about air quality impacts, but interprets this policy to apply to regulating nonresidential uses to limit and mitigate negative impacts, rather than regulating residential uses to reduce off-site impacts. Further, the City Council finds that the proposed remedy, enhanced air quality filters, is beyond the scope of this project. As noted in the testimony, enhanced air quality filters is a State Building Code issue, and not one that regulated through the Zoning Code. Therefore, it is not appropriate to include those types of requirements in the Zoning Code.

**Policy 4.34. Auto-oriented facilities, uses, and exterior displays.** Minimize the adverse impacts of highways, auto-oriented uses, vehicle areas, drive-through areas, signage, and exterior display and storage areas on adjacent residential uses.

**139.Finding:** The City Council interprets this policy to apply to non-residential auto-oriented uses and associated uses that can have negative impacts on adjacent residential uses. The BHD amendments do not change any of the development standards that regulate these types of auto-oriented uses, therefore this policy does not apply.

**Policy 4.35. Noise impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional truckways, major city traffic streets, and other sources of noise.

**Policy 4.36. Air quality impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative air quality impacts to building users and residents, particularly in areas near freeways, regional truckways, high traffic streets, and other sources of air pollution.

**140.Finding:** Policies 4.35 and 4.36 address a similar issue and situation – noise and air quality impacts on uses located near freeways, truckways and major traffic streets. The verb “encourage”, which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. The BHD amendments include requirements for front building setbacks along street frontages that provide opportunities for trees and landscaping that help limit noise and air quality impacts when adjacent to freeways, truckways and major traffic streets. New allowances for limited amounts of ground-floor commercial uses in multi-dwelling zones along major corridors limit these uses to corridor frontages, and require screening for outdoor seating located adjacent to properties with residential zoning.

The policy requires a consideration of land use patterns to limit noise and air quality impacts. As part of the adoption of the 2035 Comprehensive Plan, the City Council considered the existing land

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use pattern including multi-dwelling housing near freeways, truckways and major traffic streets. The City Council stands by that decision to not make major changes to the land use patterns because the land use pattern reflects existing development and providing increased housing options near transit and other needed shops and services reduces reliance on automobiles and is supportive of an active healthy lifestyle that can outweigh the negative noise and air quality impacts.

Testimony by Tamara DeRidder raised concerns that the BHD amendments fail to address noise, air quality and other health related impacts. Specifically, the concern is air pollution caused by cars and trucks and that most of the multi-dwelling zoning is near streets with heavier traffic volumes and/or designated as freight routes, making the residents of multi-dwelling housing more susceptible to negative health impacts. The proposed solution is to require enhanced air quality filters in multi-dwelling structures. The City Council shares the concern about noise and air quality impacts, but finds that the proposed remedy, enhanced air quality filters, is beyond the scope of this project. As noted in the testimony, enhanced air quality filters is a State Building Code issue, and not one that regulated through the Zoning Code. Therefore, it is not appropriate to include those types of requirements in the Zoning Code.

**Policy 4.37. Diesel emissions.** Encourage best practices to reduce diesel emissions and related impacts when considering land use and public facilities that will increase truck or train traffic.

**141.Finding:** The verb “encourage”, which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. The City Council interprets this policy to apply to non-residential uses that will increase truck and train traffic that can have negative impacts on adjacent residential uses. The BHD amendments do not change any of the development standards that regulate these types of nonresidential uses, therefore this policy does not apply.

Further, the BHD amendments include requirements for increased front building setbacks along street frontages that provide opportunities for trees and landscaping that help limit noise and air quality impacts when adjacent to freeways, truckways and rail lines.

Testimony by Tamara DeRidder raised concerns that the BHD amendments fail to address noise, air quality and other health related impacts. Specifically, the concern is air pollution is caused by cars and trucks (and trains) and that most of the multi-dwelling zoning is near streets with heavier traffic volumes and/or designated as freight routes, making the residents of multi-dwelling housing more susceptible to negative health impacts. The proposed solution is to require enhanced air quality filters in multi-dwelling structures. The City Council shares the concern about noise and air quality impacts, but finds that the proposed remedy, enhanced air quality filters, is beyond the scope of this project. As noted in the testimony, enhanced air quality filters is a State Building Code issue, and not one that regulated through the Zoning Code. Therefore, it is not appropriate to include those types of requirements in the Zoning Code.

**Policy 4.38. Light pollution.** Encourage lighting design and practices that reduce the negative impacts of light pollution, including sky glow, glare, energy waste, impacts to public health and safety, disruption of ecosystems, and hazards to wildlife.

**142.Finding:** The verb “encourage”, which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. This policy is primarily implemented through the requirements of Zoning Code Chapter 33.262, which includes standards to protect uses from glare. As an added benefit, the BHD amendments include requirements for increased building setbacks along street frontages that provide opportunities for

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trees and landscaping that help limit light pollution impacts.

**Policy 4.39. Airport noise.** Partner with the Port of Portland to require compatible land use designations and development within the noise-affected area of Portland International Airport, while providing disclosure of the level of aircraft noise and mitigating the potential impact of noise within the affected area.

**143.Finding:** The City Council interprets this policy to provide direction on coordinating with the Port of Portland when planning for changes to land use designations within the noise-affected area of Portland International Airport. The BHD amendments do not make changes to where multi-dwelling zoning land use designations are mapped within the noise-affected area of Portland International Airport. This policy does not apply.

**Policy 4.40. Telecommunication facility impacts.** Mitigate the visual impact of telecommunications and broadcast facilities near residentially-zoned areas through physical design solutions.

**144.Finding:** The BHD amendments do not affect existing regulations for telecommunication or radio frequency transmission facilities.

### Scenic resources

**Policy 4.41. Scenic resources.** Enhance and celebrate Portland’s scenic resources to reinforce local identity, histories, and cultures and contribute toward way-finding throughout the city. Consider views of mountains, hills, buttes, rivers, streams, wetlands, parks, bridges, the Central City skyline, buildings, roads, art, landmarks, or other elements valued for their aesthetic appearance or symbolism.

**Policy 4.42. Scenic resource protection.** Protect and manage designated significant scenic resources by maintaining scenic resource inventories, protection plans, regulations, and other tools.

**Policy 4.43. Vegetation management.** Maintain regulations and other tools for managing vegetation in a manner that preserves or enhances designated significant scenic resources.

**Policy 4.44. Building placement, height, and massing.** Maintain regulations and other tools related to building placement, height, and massing to preserve designated significant scenic resources.

**Policy 4.45. Future development.** Encourage new public and private development to create new public viewpoints providing views of Portland’s rivers, bridges, surrounding mountains, hills and buttes, the Central City skyline, and other landmark features.

**145.Finding:** Policies 4.30 through 4.32 provide direction regarding Portland’s designated scenic resources. The BHD amendments do not affect management of designated scenic resources. Amendments do not change existing height limits in most cases and do not impact designated scenic resources. The limited instances where substantially greater building height is provided in the RM4 zone (up to 100 feet) are in locations that will not impact designated scenic resources or views.

### Historic and cultural resources

**Policy 4.46. Historic and cultural resource protection.** Protect and encourage the restoration of historic buildings, places, and districts that contribute to the distinctive character and history of Portland’s evolving urban environment.

**146.Finding:** This policy calls for protecting and encouraging the restoration of historic resources that contribute to the “distinctive character and history of Portland’s evolving urban environment.” City Council interprets “distinctive character” to refer to the physical environment of Portland, of which



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historic resources such as buildings and districts are distinctive components, while their contribution to “history” refers to the role of historic resources as being more than physical objects, but reminders of the city’s past, including its social and cultural legacies. This policy’s reference to “Portland’s evolving urban environment” places historic resources in the context of being part of a city that continues to grow and change. City Council interprets this to mean that this and other historic and cultural resource policies are part of a balancing act of protecting distinctive historic and cultural resources, while continuing to accommodate a changing urban environment that meets new needs and uses for buildings.

“Protect” is defined in the Comprehensive Plan as “to defend or guard against loss, injury, or destructions,” which can be accomplished through a variety of regulatory and non-regulatory approaches. This component of this policy is supported by BHD amendments that limit the use of development bonuses or FAR transfers from being used on sites where a historic building has been demolished. This demolition limitation is especially oriented to discouraging demolitions of locally-designated historic resources, as it prevents these allowances from being used on sites where there have been demolitions of historic resources in Conservation Districts or locally-designated historic landmarks, for which there are currently no demolition review procedures and are thus more vulnerable to redevelopment pressures.

“Encourage” is defined in the Comprehensive Plan as “promote or foster using some combination of voluntary approaches, regulations, or incentives.” The BHD amendments support this component of this policy by promoting the preservation of historic resources through amendments that expand options for transferring FAR from sites preserving historic resources and that allow additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures. These FAR transfer allowances help the economic viability of historic preservation by providing an additional means to gain value for the preservation of historic buildings.

The BHD map amendments to the historic Anna Mann House at 1021 NE 33<sup>rd</sup> Avenue also support the historic preservation objective of this policy. Changing the zoning of this property to RM1 (Multi-Dwelling – Neighborhood Comprehensive Plan Map designation) from current R5 zoning, will provide flexibility for expansions of the multi-dwelling uses of this historic property (listed on the National Register of Historic Places) to be more in keeping with the original historic use and character of this property as a large multi-unit residence and will help accommodate its preservation through adaptive reuse of the historic structure. The BHD map amendments to rezone the rear portion of a property at 5631 SE Belmont Street from R5 to RM1 (Multi-Dwelling – Neighborhood Comprehensive Plan Map designation) will also support the preservation and adaptive reuse of this historic structure. This zoning line shift will remove a split zone situation in which the zoning line runs through the 1903 house, which currently divides the structure between the multi-dwelling R2 and single-dwelling R5 zones and prevents adaptive reuse options that are available in multi-dwelling zones, but not single-dwelling zones. This zoning line shift will support the viability of the historic preservation and adaptive reuse of this structure by allowing flexibility for commercial uses of the structure that the split zoning otherwise prevented.

**Policy 4.47. State and federal historic resource support.** Advocate for state and federal policies, programs, and legislation that would enable stronger historic resource designations, protections, and rehabilitation programs.

**147.Finding:** The BHD amendments do not affect the City’s advocacy for state and federal policies, programs or legislation. This policy does not apply.

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**Policy 4.48. Continuity with established patterns.** Encourage development that fills in vacant and underutilized gaps within the established urban fabric, while preserving and complementing historic resources.

**148.Finding:** “Encourage” is defined in the Comprehensive Plan as “promote or foster using some combination of voluntary approaches, regulations, or incentives.” This policy refers to the “established urban fabric,” which was documented in the Portland Plan Urban Form Background Report as predominant urban development patterns, such storefront buildings located side-by-side along commercial main streets in the Inner Neighborhood Pattern Area; while vacant land and parking lots represent “gaps” in this urban fabric. City Council interprets this policy to call for a balancing act of continuing to accommodate development, including within historic districts, while at the same time preserving historic resources and encouraging new development to be designed to complement the characteristics of nearby historic resources. The BHD amendments support Policy 4.48 by fostering compact infill development that can fill in gaps in the established urban fabric, such as by reducing requirements for setbacks and off-street parking, as well as providing flexibility for the numbers of units within the defined building scale.

This policy also calls for encouraging development that complements historic resources, which is supported by BHD map and zoning code amendments that change the allowed scale of development to be similar to the scale of larger historic buildings in the Alphabet and King’s Hill historic districts (which was informed by an analysis of historic buildings in these areas). The finding to Policy 4.49 indicates how the BHD map amendments in these historic districts are intended to help guide new development to complement the historic context of these districts by being similar in scale to historic buildings in these districts. The BHD amendments only regulate the allowed scale and basic characteristics of development. Other regulatory tools, particularly Historic Resource Review, address the design details of development in historic districts to ensure they are compatible with their specific context.

**Policy 4.49. Resolution of conflicts.** Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to consider the character of the historic resources in the district.

**149.Finding:** The first part of Policy 4.49 provides direction on adopting and updating design guidelines for historic districts, which are not part of the scope of the BHD project. The City creates and updates such guidelines through projects with a specific focus on historic district guidelines. Policy 4.49 also calls for refining base zoning in historic districts to consider the character of historic resources, which is supported by BHD amendments to the Zoning Map and development standards in the Alphabet and King’s Hill historic districts. These map and development standard amendments change the allowed scale of development to be similar to the scale of larger historic buildings in these historic districts. The BHD amendments for these historic districts focus on base zone allowances for building scale, not more detailed aspects of design, as Historic Resource Review is required for new development to ensure that the design details of new development is compatible with the characteristics of historic districts.

In the portion of the Alphabet Historic District north of NW Glisan Street and east of NW 21st Avenue, which currently has RH zoning with a 4:1 base FAR, City Council decided to assign the RM3 zone (with a 2:1 base FAR and 3:1 bonus FAR) to correspond to the scale of historic buildings in this area, where 90 percent of the historic properties in the RH zone in this area have existing FARs of 2:1 FAR or less, with smaller numbers of historic buildings with FARs up to around an FAR of 3:1 (this is documented in a map [Map 2: Existing Building Floor Area Ratios] that is included in material

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from the Planning and Sustainability Commission work session on April 9, 2019). In the portion of the Alphabet Historic District generally south of NW Glisan Street between NW 21st and NW 23rd avenues that currently has RH zoning with a 2:1 base FAR, City Council decided to assign the RM4 zone (with a 3:1 base FAR and a 4.5:1 bonus FAR in historic districts) to correspond to the larger scale of historic buildings in this area, which has a concentration of historic buildings with FARs ranging from more than 2:1 to around 4:1. The FAR map analysis found that larger historic buildings in the current RH zone are clustered in areas of the Alphabet Historic District south of NW Glisan Street, with smaller buildings more predominant in the RH zone north of this street. City Council decided to assign the larger scale RM4 zone and smaller scale RM3 zone to correspond to these historic development patterns. The assignment of RM4 and RM3 zones also provides other development standards that complement the characteristics of the areas where they are being applied. The RM3 zone requires buildings to have small front setbacks or courtyards, which is consistent with the characteristics of the majority of the historic district north of NW Glisan Street, which includes a mix of small apartment buildings and houses, typically with small landscaped front setbacks or courtyards. The RM4 zone allows for more intensely urban development with little or no front setbacks, which corresponds to the characteristics of the larger buildings in the historic district south of NW Glisan Street. These characteristics are documented in project material that mapped building footprints and site configurations in the historic district.

For properties at the southern edge of the King's Hill Historic District, which currently have RH zoning with a 4:1 base FAR, City Council decided to assign the RM3 zone (with a 2:1 base FAR) to correspond to the scale of historic buildings on these properties, all of which have existing FARs of less than a 2:1 FAR (this is documented in a map [Map 2: Existing Building Floor Area Ratios] that is included in material from the Planning and Sustainability Commission work session on April 9, 2019). Applying the RM3 zone in this area also provides development standards requiring landscaped front setbacks that is consistent with the characteristics of this part of the historic district, which consists primarily of houses or small apartment buildings with landscaped front setbacks. In other portions of the King's Hill Historic District, where there is a diverse range of historic buildings with differing sizes and characteristics, City Council decided to apply the RM4 zone (with a 3:1 base FAR and a 4.5:1 bonus FAR in historic districts) to correspond the scale of larger historic building in the historic district, which have FARs that range from 3:1 to 4.5:1.

BHD amendments are also consistent with this policy by setting base and bonus FARs in the RM4 zone in historic and conservation districts at 3:1 and 4.5:1, respectively, instead of the base and bonus FARs of 4:1 and 6:1 that will apply in the RM4 zone outside these districts. These historic district base and bonus FARs will allow new development similar to the scale of larger historic building in the historic districts proposed for the RM4 zone (primarily the Alphabet and King's Hill historic districts). The bonus FAR of 4.5:1, achievable through the inclusionary housing bonus that is mandatory for buildings with 20 or more units, will allow development that is a little larger than the base 4:1 FAR that currently applies in the larger-scale current RH zone.

**Policy 4.50. Demolition.** Protect historic resources from demolition. Provide opportunities for public comment, and encourage pursuit of alternatives to demolition or other actions that mitigate for the loss.

**150.Finding:** "Protect" is defined in the Comprehensive Plan as "to defend or guard against loss, injury, or destructions," which can be accomplished through a variety of regulatory and non-regulatory approaches. The BHD amendments support this policy by limiting the use of development bonuses or FAR transfers from being used on sites where a historic building has been demolished. This demolition limitation is especially oriented to discouraging demolitions of locally-designated

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historic resources, as it prevents these allowances from being used on sites where there have been demolitions of historic resources in Conservation Districts or locally-designated historic landmarks, for which there are currently no demolition review procedures and are thus more vulnerable to redevelopment pressures.

**Policy 4.51. City-owned historic resources.** Maintain City-owned historic resources with necessary upkeep and repair.

**151.Finding:** The BHD amendments do not affect maintenance of City-owned historic resources. This policy does not apply.

**Policy 4.52. Historic Resources Inventory.** Maintain and periodically update Portland’s Historic Resources Inventory to inform historic and cultural resource preservation strategies.

**152.Finding:** The BHD amendments do not affect the maintenance or updating of Portland’s Historic Resources Inventory. This policy does not apply.

**Policy 4.53. Preservation equity.** Expand historic preservation inventories, regulations, and programs to encourage historic preservation in areas and in communities that have not benefited from past historic preservation efforts, especially in areas with high concentrations of under-served and/or under-represented people.

**Policy 4.54. Cultural diversity.** Work with Portland’s diverse communities to identify and preserve places of historic and cultural significance.

**Policy 4.55. Cultural and social significance.** Encourage awareness and appreciation of cultural diversity and the social significance of historic places and their roles in enhancing community identity and sense of place.

**153.Finding:** Policies 4.53, 4.54 and 4.55 address implementation approaches related to expanding historic preservation efforts involving diverse communities and areas. Because the BHD amendments do not affect such efforts, this policy does not apply.

**Policy 4.56. Community structures.** Encourage the adaptive reuse of historic community structures, such as former schools, meeting halls, and places of worship, for arts, cultural, and community uses that continue their role as anchors for community and culture.

**154.Finding:** “Encourage” is defined in the Comprehensive Plan as “promote or foster using some combination of voluntary approaches, regulations, or incentives.” The BHD amendments support this policy by promoting or facilitating the preservation of historic resources, including community structures, through amendments that expand options for transferring FAR from sites preserving historic resources and that allow additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures. These FAR transfer allowances help the economic viability of preserving community structures by providing an additional means to gain value for the preservation of historic buildings. The viability of FAR transfers from sites preserving historic community structures is also supported and promoted by amendments that allow FAR to be transferred between sites in the multi-dwelling and mixed-use zones citywide, which increases opportunities for finding sites to receive these FAR transfers.

**Policy 4.57. Economic viability.** Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive reuse of historic resources.

**155.Finding:** The BHD amendments support this policy by facilitating FAR transfers from sites in exchange for the preservation of historic resources, which can help the economic viability of

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historic preservation by providing an additional means to gain value for the preservation of historic buildings. The amendments expand FAR transfer opportunities for sites preserving historic resources by allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures, which can help defray the costs of seismic upgrades. The viability of FAR transfers from sites preserving historic structures is also supported by amendments that allow FAR to be transferred between sites in the multi-dwelling and mixed-use zones citywide, which increases opportunities for finding sites to receive these FAR transfers.

**Policy 4.58. Archaeological resources.** Protect and preserve archaeological resources, especially those sites and objects associated with Native American cultures. Work in partnership with Sovereign tribes, Native American communities, and the state to protect against disturbance to Native American archaeological resources.

**156.Finding:** The BHD amendments do not affect archaeological resources or the City's work with partners on protecting against disturbances to Native American archaeological resources. This policy does not apply .

## Public art

**Policy 4.59. Public art and development.** Create incentives for public art as part of public and private development projects.

**157.Finding:** This policy is not applicable, as the BHD code amendments do not address public art incentives.

## Resource-efficient design and development

**Policy 4.60. Rehabilitation and adaptive reuse.** Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, to conserve natural resources, reduce waste, and demonstrate stewardship of the built environment.

**Policy 4.61. Compact housing.** Promote the development of compact, space- and energy-efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.

**Policy 4.62. Seismic and energy retrofits.** Promote seismic and energy-efficiency retrofits of historic buildings and other existing structures to reduce carbon emissions, save money, and improve public safety.

**Policy 4.63. Life cycle efficiency.** Encourage use of technologies, techniques, and materials in building design, construction, and removal that result in the least environmental impact over the life cycle of the structure.

**Policy 4.64. Deconstruction.** Encourage salvage and reuse of building elements when demolition is necessary or appropriate.

**Policy 4.65. Materials and practices.** Encourage use of natural, resource-efficient, recycled, recycled content, and non-toxic building materials and energy-efficient building practices.

**Policy 4.66. Water use efficiency.** Encourage site and building designs that use water efficiently and manage stormwater as a resource.

**Policy 4.67. Optimizing benefits.** Provide mechanisms to evaluate and optimize the range of benefits from solar and renewable resources, tree canopy, ecoroofs, and building design.

**Policy 4.68. Energy efficiency.** Encourage and promote energy efficiency significantly beyond the

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Statewide Building Code and the use of solar and other renewable resources in individual buildings and at a district scale.

**Policy 4.69. Reduce carbon emissions.** Encourage a development pattern that minimizes carbon emissions from building and transportation energy use.

**Policy 4.70. District energy systems.** Encourage and remove barriers to the development and expansion of low-carbon heating and cooling systems that serve multiple buildings or a broader district.

**Policy 4.71. Ecodistricts.** Encourage ecodistricts, where multiple partners work together to achieve sustainability and resource efficiency goals at a district scale.

**Policy 4.72. Energy-producing development.** Encourage and promote development that uses renewable resources, such as solar, wind, and water to generate power on-site and to contribute to the energy grid.

**158.Finding:** Policies 4.60 through 4.72 provide direction regarding resource-efficient design and development. The BHD amendments are consistent with these policies and support several of the specific policies. Amendments support Policy 4.60 by encouraging preservation of historic buildings through expanded options for transferring FAR from sites preserving historic resources and allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures. The amendments also support adaptive reuse by providing flexibility in adding units to existing structures and through an FAR transfer allowance linked to preservation of existing affordable housing. The amendments support Policy 4.61 by facilitating the development of compact, multi-dwelling development, which is more resource efficient than lower-density housing types. In particular, the amendments help implement this policy by shifting from regulating development by unit density to instead regulate primarily by building scale, with flexibility for the number and types of units within this scale. These amendments' flexible approach to density and housing types also allow a broad range of options for clusters of small detached homes, accessory dwelling units, and attached homes. Amendments support Policy 4.62 by allowing for an additional amount of FAR to be transferred from sites in conjunction with seismic upgrades to historic buildings, helping to defray the costs of such upgrades. Amendments support Policy 4.66 by allowing a broader range of green features, such as stormwater planters, to contribute to meeting landscaping requirements and by expanding requirements for outdoor spaces, which could facilitate site design that provides space for managing stormwater as a resource. Amendments support Policy 4.69 by allowing more housing units on multi-dwelling zoned sites, which will facilitate energy-efficient compact development and allow more people to live within walking distance of services and transit, given that over 80 percent of multi-dwelling zoning is located within a quarter mile of transit or commercial areas. The other policies in this section concern more technical or programmatic implementation approaches that are not applicable to the BHD Zoning Code amendments.

## Designing with nature

**Policy 4.73. Design with nature.** Encourage design and site development practices that enhance, and avoid the degradation of, watershed health and ecosystem services and that incorporate trees and vegetation.

**Policy 4.74. Flexible development options.** Encouraging flexibility in the division of land, the siting and design of buildings, and other improvements to reduce the impact of development on environmentally-sensitive areas and to retain healthy native and beneficial vegetation and trees.

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**Policy 4.75. Low-impact development and best practices.** Encourage use of low-impact development, habitat-friendly development, bird-friendly design, and green infrastructure.

**Policy 4.76. Impervious surfaces.** Limit use of and strive to reduce impervious surfaces and associated impacts on hydrologic function, air and water quality, habitat connectivity, tree canopy, and urban heat island effects.

**Policy 4.77. Hazards to wildlife.** Encourage building, lighting, site, and infrastructure design and practices that provide safe fish and wildlife passage, and reduce or mitigate hazards to birds, bats, and other wildlife.

**Policy 4.78. Access to nature.** Promote equitable, safe, and well-designed physical and visual access to nature for all Portlanders, while also maintaining the functions and values of significant natural resources, fish, and wildlife. Provide access to major natural features, including:

- Water bodies such as the Willamette and Columbia rivers, Smith and Bybee Lakes, creeks, streams, and sloughs.
- Major topographic features such as the West Hills, Mt. Tabor, and the East Buttes.
- Natural areas such as Forest Park and Oaks Bottom.

**159.Finding.** Policies 4.73 through 4.78 provide direction regarding the interface between development and natural features and functions. The BHD amendments address these designing with nature policies in a variety of ways. Amendments expand requirements for outdoor spaces and add requirements for large sites to include common areas, providing more space for trees and other green elements. Other amendments provide incentives for preserving large trees by allowing development rights to be transferred to other sites in exchange for tree preservation. While the amendments allow more units on multi-dwelling sites, they retain current requirements for the percentage of sites that must be landscaped and associated Title 11 requirements for tree plantings. Eastern Portland requirements for deep rear setbacks will facilitate keeping the centers of East Portland's large blocks, which are sometimes the location of Douglas fir groves, greener and less built up. These regulations provide flexibility in the locations of outdoor spaces and buildings, allowing site design responsive to the location of trees and native vegetation. New requirements for common areas and Eastern Portland mid-block open areas provide opportunities for larger green spaces that can better accommodate trees and habitat. Amendments add new limitations on the size of surface parking lots and reduce minimum parking requirements, which will help limit urban heat islands, allow for less impervious surface, and provide more opportunities for green spaces on multi-dwelling sites. Amendments also promote green infrastructure such as ecoroofs and stormwater planters as part of development. Amendments allowing for more efficient use of multi-dwelling zoned land also help implement these policies, as the location of land with multi-dwelling zoning is almost entirely located outside of sensitive environmental areas, with 97 percent of multi-dwelling zoning located outside environmental zones (c and p overlay zones).

### Hazard-resilient design

**Policy 4.79. Natural hazards and climate change risks and impacts.** Limit development in or near areas prone to natural hazards, using the most current hazard and climate change-related information and maps.

**Policy 4.80. Geological hazards.** Evaluate slope and soil characteristics, including liquefaction potential, landslide hazards, and other geologic hazards.

**Policy 4.81. Disaster-resilient development.** Encourage development and site-management

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approaches that reduce the risks and impacts of natural disasters or other major disturbances and that improve the ability of people, wildlife, natural systems, and property to withstand and recover from such events.

**Policy 4.82. Portland Harbor facilities.** Reduce natural hazard risks to critical public and private energy and transportation facilities in the Portland Harbor.

**Policy 4.83. Urban heat islands.** Encourage development, building, landscaping, and infrastructure design that reduce urban heat island effects.

**Policy 4.84. Planning and disaster recovery.** Facilitate effective disaster recovery by providing recommended updates to land use designations and development codes, in preparation for natural disasters.

**160.Finding:** Policies 4.79 through 4.84 provide direction regarding the interface of development with natural hazards. BHD amendments allowing for more efficient use of multi-dwelling zoned land help implement these policies, as the location of land with multi-dwelling zoning is primarily located outside of natural hazard areas, including flood and landslide hazard areas, with 88 percent of multi-dwelling zoning located outside these natural hazard areas. About 600 acres (12 percent) of the multi-dwelling zoned areas are in potential natural hazard areas. Most (530 acres) of this area is in the Landslide Hazard Area. City programs that are deemed in compliance with Metro Title 3 requirements for flood management, and erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24), as well as the environmental overlay zones are unchanged by these amendments and will ensure any new development will be done in a way to protect people and property from hazards.

Regarding Policy 4.83, the verb “encourage”, which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. Urban heat island effects are areas of the city that are significantly warmer than surrounding areas due to development. The City Council interprets this policy to mean that the City should consider policies, programs and regulations that promote strategies to increase the tree canopy and vegetation; green roofs, cool roofs, and alternatives asphalt for paved surfaces. Urban heat island risks are addressed by BHD amendments that add new limitations on the size of surface parking lots and reduce minimum parking requirements, which will help limit urban heat islands by reducing paved surfaces and allowing more site area for green spaces. Amendments also help address urban heat islands by limiting the amount of site area that can be paved with asphalt, given that asphalt contributes more to urban heat impacts than other surfaces, and by provisions that expand outdoor space and common area requirements, providing more space for trees and other green elements that help reduce urban heat impacts.

## Healthy food

**Policy 4.85. Grocery stores and markets in centers.** Facilitate the retention and development of grocery stores, neighborhood-based markets, and farmer’s markets offering fresh produce in centers.

**Policy 4.86. Neighborhood food access.** Encourage small, neighborhood-based retail food opportunities, such as corner markets, food co-ops, food buying clubs, and community-supported agriculture pickup/drop-off sites, to fill in service gaps in food access across the city.

**Policy 4.87. Growing food.** Increase opportunities to grow food for personal consumption, donation, sales, and educational purposes.

**Policy 4.88. Access to community gardens.** Ensure that community gardens are allowed in areas close



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to or accessible via transit to people living in areas zoned for mixed-use or multi-dwelling development, where residents have few opportunities to grow food in yards.

**161. Finding:** Policies 4.85 through 4.88 provide direction regarding the role of development in contributing to access to healthy foods. The majority (59 percent) of multi-dwelling zoning is located in or within a quarter mile of centers, where grocery stores and other food sources are typically located. Allowing more units on sites in the multi-dwelling zones will allow more residents to live within walking distance of centers and food sources, as most centers include grocery stores, farmer's markets, or other food sources. Amendments allowing limited amounts of ground-floor commercial uses in multi-dwelling zones along major corridors could expand opportunities for small corner markets that can help fill in gaps in access to food. Amendments requiring large sites to include outdoor common areas will expand opportunities for gardens allowing residents to grow their own food.

## Chapter 5: Housing

**Goal 5.A: Housing diversity.** Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capabilities in terms of different types, tenures, density, sizes, costs, and locations.

**162. Finding:** The BHD amendments expand the types of housing allowed, especially in the lower density RM1 and RM2 multi-dwelling zones, which make up 92 percent of the multi-dwelling zoned land in Portland. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, which will allow for a wider range of smaller housing types and sizes. In RM2 zone, which is often located along transit corridors, will allow for a higher density that is similar to adjacent mixed-use commercial zones.

**Goal 5.B: Equitable access to housing.** Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people with disabilities, people of color, low-income households, diverse household types, and older adults.

**163. Finding:** Portland's multi-dwelling zoning, located in and around centers and corridors, play an important role in helping to meet the objectives in removing disparities in housing access for people with disabilities. The change to regulating density by FAR will provide more flexibility for what happens inside the building scale, which will allow for a wider range of smaller housing types and sizes, across Portland. The increased range of housing types enabled through the BHD amendments also broadens the diversity of housing to suit different household types and compositions, especially in the RM1 zone, which accounts for more than half of Portland's multi-dwelling zoning. The visitable unit bonus will provide an incentive (25 percent increase in floor area) for projects with at least 25 percent of the units meeting standards for visitable or accessible units.

**Goal 5.C: Healthy connected city.** Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs. This housing is connected to the rest of the city and region by safe, convenient, and affordable multimodal transportation.

**164. Finding:** Roughly 52 percent of all acres in the BHD zones are in areas that are complete neighborhoods. 86% of the acres in BHD zones are located within ¼ mile of transit, and 83% of acres and 98% of properties are located within ½ mile of frequent transit. In addition, 45 percent of the acres are located within ¼ mile of bikeways. A large majority, 80%, of multi-dwelling zone

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acres are located either inside or within ¼ mile of a mixed-use center, within the Inner Ring Districts close to the Central City, or within ¼ mile of frequent transit or a light rail station, which means that new housing development in the multi-dwelling zones expands opportunities for more people to live close to the commercial services, jobs, and transit of these locations. BHD amendments that allow for more units on multi-dwelling zone sites and that provide development bonuses for affordable units will expand opportunities for even more people to live close to services and transit. Amendments that allow for ground-floor commercial along major corridors and daycare facilities broadly in the multi-dwelling zones will expanding opportunities for more residents to live close to services, especially in areas such as East Portland that often lack convenient local access to services.

**Goal 5.D: Affordable housing.** Portland has an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs.

**165. Finding:** The BHD changes include four significant incentives to encourage the production of affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; 3) provide a bonus for three-bedroom units; and 4) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. The BHD changes increase the affordable/inclusionary housing bonus from 25 percent to 50 percent, which can make larger (20+ units) projects financially feasible and create affordable units through the inclusionary housing program. In addition, the BHD changes create a new bonus for housing projects that provide at least 50 percent of the units affordable to households earning less than 60 percent of Area Median Income (AMI). The bonus for three-bedroom units is refined to focus on projects where at least 50 percent of the units are affordable to households earning no more than 100 percent AMI. Finally, the BHD changes allow for unused development capacity to be transferred to other sites with multi-dwelling zoning in exchange for preservation of existing affordable housing units. All of these measures will support the provision of more regulated affordable housing units in Portland.

**Goal 5.E: High-performance housing.** Portland residents have access to resource-efficient and high-performance housing for people of all abilities and income levels.

**166. Finding:** The BHD amendments, especially the shift to regulating density by FAR in the RM1 and RM2 zones, will allow for more and smaller units in these multi-dwelling zones that account for 92 percent of the multi-dwelling zoning. According to a study published by Oregon DEQ *A Life Cycle Approach to Prioritizing Methods of Preventing Waste from the Residential Construction Sector in the State of Oregon*<sup>5</sup>, of 30 different material reduction and reuse practices evaluated, reducing home size and multi-family living achieved the largest greenhouse gas reductions along with significant reductions in other impact categories. Reducing home size by 50 percent results in a projected 36 percent reduction in lifecycle greenhouse gas emissions. Reducing home size is a significant leverage point for environmental impact reduction and may be equivalent to achieving minimum levels of "green" certification.

### Diverse and expanding housing supply

**Policy 5.1. Housing supply.** Maintain sufficient residential development capacity to accommodate Portland's projected share of regional household growth.

**167. Finding:** The verb "maintain" is defined in the 2035 Comprehensive Plan as to keep what you have, conserve, continue. The City Council defines "sufficient residential development capacity"

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<sup>5</sup> <https://www.oregon.gov/deq/FilterDocs/ADU-ResBldgLCA-Report.pdf>

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as having more capacity than the 20-year growth forecast, as required by Statewide Planning Goal 10. Further, the City Council finds that increasing development capacity beyond what is needed is desired to provide capacity over a longer planning horizon; as well as locational and housing type choice. The BHD changes to shift to a FAR regulatory system in the RM1 and RM2 zones is estimated to increase the *capacity* for residential household growth by roughly 14,000 units. This change provides more flexibility for a greater diversity of housing types and expands opportunity for residential development close to services and transit.

**Policy 5.2. Housing growth.** Strive to capture at least 25 percent of the seven-county region's residential growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).

**168. Finding:** The change to regulating density by FAR will provide more flexibility for how many units can be built inside the regulated building scale, which will allow for a wider range of smaller housing types and sizes, across Portland that will support continued housing development in Portland.

**Policy 5.3. Housing potential.** Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.

**169. Finding:** The BHD amendments increase housing capacity by 14,000 units. This increase in development capacity helps to manage and address housing affordability. The Comprehensive Plan Update Growth Scenarios Report found that the preferred growth scenario provided a sufficient mix of three broad housing types – single family residential, neighborhood and corridor apartments, and mid- to high-rise units. However, within these broad classes there was some predicted scarcity within the middle range (attached houses and plexes).

The BHD amendments are specifically tailored to broaden the range of allowed housing types, especially in the RM1 and RM2 zones. For example, currently on a 5,000 square foot lot in the R2 zone, the maximum density standard typically results in two large townhouse units. Under the RM1 zone, a similarly size building could be developed but could be divided into more, smaller units; which because of their relative size can be more affordable, as shown in Appendix C of the Recommended Draft Report. The BHD amendments include four significant incentives to encourage the production of affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; 3) provide a bonus for three-bedroom units; and 4) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. These changes are expected to increase housing opportunities for low- and moderate-income households by making developments with regulated affordable housing more financially feasible.

**Policy 5.4. Housing types.** Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single-dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.

**170. Finding:** “Encourage” is defined in the Comprehensive Plan as “promote or foster using some combination of voluntary approaches, regulations, or incentives.” The BHD amendments promote the evolving needs of Portland households by allowing for more flexibility in terms of the number of units that can be developed inside the regulated building envelope (FAR, height, and lot coverage determine the size of the building, but the number of units is not regulated by

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the zoning code). The BHDs amendments resolve nonconforming situations, especially for existing buildings that have a non-conforming density based on the current regulatory limits based on units per site area.

Furthermore, the Comprehensive Plan includes a definition of “expand.” “Expand” means to “make something that already exists more extensive.” The BHD amendments “expand” housing choice through the shift to regulating density by floor area ratio in the RM1 and RM2 zones that account for 92 percent of the multi-dwelling zoning in Portland. Council interprets “expand housing choices in all neighborhoods” to mean increase housing choices throughout the City as a whole. Council does not interpret this to mean that every single zone must allow for all housing types but rather Council interprets this policy to ensure that the city-wide there is a variety of housing types and within neighborhoods. “Neighborhoods” are defined to include broad areas of the city that typically include residential, commercial, and mixed-use areas. Neighborhood is not limited to the specific BHD but rather the BHD exists as a part of the larger area. Within the neighborhood BHDs serve to promote one housing type and ensure that within the neighborhood as a whole there are housing choices.

**Policy 5.5. Housing in centers.** Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing options.

**171. Finding:** Fifty-nine (59) percent of acres in the BHD zones are in or within ¼ mile of designated centers. The BHD amendments shift to regulating density by floor area ratio in the RM2 zones, which is the predominant multi-dwelling zoning in Portland’s centers, will accommodate a broader range of housing types and options because the number of units is no longer limited in the zoning code. The BHD amendments include a development bonus for moderate-income three-bedroom units, affordable to households earning no more than 100 percent of area median income, to promote family-sized units as part of the diverse mix of housing in the multi-dwelling zones, including in centers.

**Policy 5.6. Middle housing.** Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

**172. Finding:** BHD amendments enable and encourage, as those terms are defined in the Comprehensive Plan, middle housing. Council interprets “middle housing” to mean housing that is compatible in scale with single-family homes but meets the needs of an urban environment with moderate density. In particular, the shift to regulating density by floor area ratio in the RM1 zone (with a 35-foot building height) will allow for greater flexibility in terms of the number of units. Under current zoning, a 5,000 square foot lot in the R2 zone is only allowed two units. Whereas the same lot in the corresponding RM1 is not limited in the number of units that can be built within the same building envelope.

BHD Amendments also facilitate middle housing types such as duplexes, triplexes, and fourplexes, which were historic built on small residential lots. The BHD amendments define triplexes and fourplexes as distinct structure types appropriate for small residential lots, which will expand opportunities for new lots to be created for these housing types, which has been constrained by existing minimum lot standards that apply in some multi-dwelling zones that require a minimum

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lot size of 10,000 square feet for multi-dwelling structures (which definition grouped triplexes together with 100-unit buildings). BHD amendments also facilitate duplexes by allowing this middle-housing types on the same size new lots as detached houses (consistent with state House Bill 2001, which requires duplexes to be allowed on each lot zoned for residential uses that allows for the development of detached single-family dwellings).

Eighty (80) percent of the multi-dwelling zoned areas are within ¼ mile of a designated center, corridor with frequent service transit, high capacity transit stations, or within the Inner Ring neighborhoods.

**Policy 5.7. Adaptable housing.** Encourage adaption of existing housing and the development of new housing that can be adapted in the future to accommodate the changing variety of household types.

**173. Finding:** The BHD amendments foster and promote the modification and reinvestment of multi-dwelling buildings by resolving nonconforming situations, increasing flexibility in terms of the number of units allowed on a site, and expanding the ability to transfer unused density in ways that can support the continued operations of existing multi-dwelling buildings. The BHD amendments also include new incentives for visitable or physically-accessible units so that more housing can flexibly accommodate residents of a variety of ages and abilities.

**Policy 5.8. Physically-accessible housing.** Allow and support a robust and diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers, station areas, and other places that are proximate to services and transit.

**Policy 5.9. Accessible design for all.** Encourage new construction and retrofitting to create physically-accessible housing, extending from the individual unit to the community, using Universal Design Principles.

**174. Finding:** Policies 5.8 and 5.9 are addressed and supported by BHD amendments that include new incentives for visitable and physically-accessible units that are intended to offer more housing options and remove access barriers for people with disabilities.

**Policy 5.10. Coordinate with fair housing programs.** Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.

**175. Finding:** The Comprehensive Plan defines “foster” to mean “encourage or guide the incremental development of something over a long period of time.” The BHD amendments encourage and enhance housing choice by increasing incentives for affordable housing, including supporting the preservation of existing affordable housing through a density/FAR transfer allowance. Households of color, and low-income, cost-burdened households occupy multi-dwelling housing at higher rates than the city as a whole. The BHD amendments will resolve nonconforming situations, increase maximum densities, and expand density transfer provisions in ways that can support the continued operation of BHDs in Portland. Greater stability for these parks can help maintain access to relatively affordable housing, especially for historically inequitably burdened communities of color, underserved and under-represented communities, and other vulnerable populations.

## Housing access

**Policy 5.11. Remove barriers.** Remove potential regulatory barriers to housing choice for people in protected classes to ensure freedom of choice in housing type, tenure, and location.

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**176. Finding:** The City Council interprets the intent of this policy is to ensure housing choices for residents in all neighborhoods, not the development options on a single parcel. The BHD amendments remove regulatory barriers by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city, which encompass 92 percent of the multi-dwelling zoning in Portland.

**Policy 5.12. Impact analysis.** Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 5.13. Housing stability.** Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.

**Policy 5.14. Preserve communities.** Encourage plans and investments to protect and/or restore the socioeconomic diversity and cultural stability of established communities.

**Policy 5.15. Gentrification/displacement risk.** Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 5.16. Involuntary displacement.** When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

**177. Finding:** The City Council interprets Policies 5.12 to 5.16 as requiring evaluation and analysis as to who will benefit and who will be burdened by a planning decision, including amendments to the Comprehensive Plan, the Comprehensive Plan Map, the Zoning Code, and the Zoning Map. For the BHD amendments, the Council interprets “involuntary displacement” to occur when a resident is forced to relocate due to factors that are beyond the residents control including but not limited to increased rents, and decisions by landlords to redevelop property. A detailed quantitative risk analysis was performed (See Recommended Draft Report Appendix F, Displacement Risk Analysis) that compared the default comprehensive plan displacement risk against risks increased through the BHD amendments. The analysis looked at low-income renters of single-dwelling houses in multi-dwelling zones, who are particularly vulnerable to displacement. The analysis shows that there is a small increase in displacement risk – about 300 single-family houses and 25 smaller apartment buildings. This increased risk is mitigated by the expectation that the shift to an FAR regulatory approach will result in more units and, potentially, larger projects that will fall under the mandatory Inclusionary Housing (IH) program. In addition, the BHD amendments increase the density incentive for IH units from 25 percent to 50 percent, which is expected to make these projects more financially feasible. The BHD amendments also create a new deeper affordability bonus that allows for a 100 percent increase in FAR (plus 10 feet of additional building height and 10 percent increase in building coverage) for projects that have at least 50 percent of the on-site units affordable to households earning no more than 60 percent AMI, a significantly greater amount and level of affordability than required by inclusionary housing. Finally, the BHD changes create allowances for unused development capacity to be transferred to other sites from sites where existing affordable housing is being preserved and guaranteed to remain affordable. The City Council finds that these measures are sufficient to mitigate the anticipated impacts to

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protected classes and low-income households; contribute to housing stability, help preserve communities, and help create permanently affordable housing options for those households that might be displaced due to redevelopment enabled by the BHD amendments.

Testimony by James Peterson raised concerns that the BHD amendments would result in redevelopment of existing multi-dwelling housing, which will lead to the displacement and gentrification of existing affordable rental units. The City Council acknowledges this concern but finds that, based on the displacement analysis described above, the risk of redevelopment of existing multi-family units is low and that those risks and potential loss of affordable units is mitigated by the development bonuses that incentivize the production of affordable housing units.

**Policy 5.17. Land banking.** Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.

**178. Finding:** The Zoning Code has no provisions for land banking and this policy does not require land banking to be addressed in the Zoning Code. The BHD amendments do not change this and do not affect other implementation approaches to land banking. The BHD amendments do support the creation of more affordable housing units (with bonus FAR incentives) on sites that are currently held or may be acquired in the future for affordable housing development.

**Policy 5.18. Rebuild communities.** Coordinate plans and investments with programs that enable communities impacted by involuntary displacement to maintain social and cultural connections, and re-establish a stable presence and participation in the impacted neighborhoods.

**179. Finding:** The BHD amendments increase maximum densities, expand density transfer provisions to support the long-term stability of multi-dwelling development, which is disproportionately occupied by communities vulnerable to displacement. The BHD amendments create the opportunity for increased housing opportunities, including affordable housing, on the multi-dwelling zoned parcels in the impacted neighborhoods that are included the Portland Housing Bureau's North/Northeast Preference Policy, which gives priority placement to people who were displaced, are at risk of displacement, or who are descendants of households that were displaced due to urban renewal in North and Northeast Portland.

**Policy 5.19. Aging in place.** Encourage a range of housing options and supportive environments to enable older adults to remain in their communities as their needs change.

**180. Finding:** The BHD amendments include incentives for visitable and physically-accessible units that are intended to offer more options and remove access barriers for people of all ages and abilities. Incentives are included to encourage development of affordable units available to households earning 80% or less of the median family income, which is important for seniors on fixed incomes. The increased range of housing types enabled through the BHD amendments also broadens the diversity of housing to suit different household types and compositions in many more areas of the city, including multigenerational households, cottage clusters and cohousing to provide for a diversity of options available to older adults as they choose to transition from larger single detached houses.

## Housing location

**Policy 5.20. Coordinate housing needs in high-poverty areas.** Meet the housing needs of underserved and under-represented populations living in high-poverty areas by coordinating plans and investments with housing programs.

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**181. Finding:** Low-income households occupy multi-dwelling housing units at a higher share than the average Portlander – 58% of low-income households live in multi-dwelling units (American Communities Survey PUMS 2015-2017 3-year derived estimates), whereas multi-dwelling units only make up 45% of the housing units in Portland. The BHD amendments remove regulatory barriers by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city, which encompass 92 percent of the multi-dwelling zoning in Portland; and include four significant incentives to encourage the production of affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; 3) provide a bonus for three-bedroom units; and 4) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. These changes are expected to increase housing opportunities for under-served and under-represented populations (BHD Appendix C summarizes a financial feasibility analysis that found that a mixed-income inclusionary housing development scenario, using BHD development parameters and including units affordable at 60% of area median income and, was economically feasible and outperformed purely market rate development scenarios).

**Policy 5.21. Access to opportunities.** Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served and under-represented populations and an existing supply of affordable housing.

**182. Finding:** The City Council interprets this policy to provide guidance to public investment decisions to improve access to opportunity. This policy does not apply to the BHD amendments because they address housing choice and supply.

**Policy 5.22. New development in opportunity areas.** Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities.

**183. Finding:** Fifty-two (52%) percent of multi-dwelling zoned land is located within complete neighborhoods. As such, provisions that allow for increased housing type flexibility and offer bonus FAR for new affordable housing enables and encourages the development of new housing units in these high/medium opportunity areas. Most of the rest of multi-dwelling zoning is located along or close to corridors where transit and commercial services are located (95% or multi-dwelling zone properties are within ¼ mile of streets with frequent transit service), providing opportunities for affordable housing to be located close to services in areas that otherwise may lack components of complete neighborhoods, such as interconnected streets or that lack complete sidewalks on secondary streets. A large majority, 80%, of land with multi-dwelling zoning is located either inside or within ¼ mile of a mixed-use center, within the Inner Ring Districts close to the Central City, or within ¼ mile of frequent transit or a light rail station, which means that new housing development in the multi-dwelling zones expands opportunities for more people to live close to the commercial services, jobs, and transit of these locations. BHD amendments that provide development bonuses for affordable units will expand opportunities for more affordable housing to be located close to services and transit.

**Policy 5.23. Higher-density housing.** Locate higher-density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.

**184. Finding:** There are 3,200 acres (59%) of multi-dwelling zoned parcels are located within ¼-mile of centers. The BHD amendments remove regulatory barriers to encourage higher-density housing by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city,



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which encompass 92 percent of the multi-dwelling zoning in Portland; and include four significant incentives to encourage the production of affordable housing.

**Policy 5.24. Impact of housing on schools.** Evaluate plans and investments for the effect of housing development on school enrollment, financial stability, and student mobility. Coordinate with school districts to ensure plans are aligned with school facility plans.

**185. Finding:** David Douglas School District (DDSD) is the only school district in Portland with an adopted school facility plan. The Buildable Lands Inventory calculates available development capacity and predicts where new households will be allocated over the planning period. Comparing the default Comprehensive Plan zoning with the BHD amendments, the net change to households in the David Douglas School District is a reduction of 1,612 units ( a 4% decrease) from the current plan forecast. The David Douglas School District has indicated that it can accommodate these changes into their future forecasting for their facility plan.

### Housing affordability

**Policy 5.25. Housing preservation.** Preserve and produce affordable housing to meet needs that are not met by the private market by coordinating plans and investments with housing providers and organizations.

**186. Finding:** The BHD amendments remove regulatory barriers to the production of affordable housing by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city and include two significant incentives to encourage the production of affordable housing: 1) provide a deeper affordability bonus; and 2) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. These changes are expected to increase housing opportunities for under-served and under-represented populations.

Affordable housing providers, including Rose CDC, PCRI, Home Forward, Proud Ground, Habitat for Humanity, REACH and others, were involved in the BHD project throughout the planning process, from an early roundtable discussion, through participation in stakeholder working group meetings, and in a series of meetings focused on affordable housing incentives.

**Policy 5.26. Regulated affordable housing target.** Strive to produce at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.

**187. Finding:** The BHD amendments include three significant incentives to encourage the production of affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; and 3) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. These changes are expected to encourage the production of new regulated affordable housing that will support meeting this target.

**Policy 5.27. Funding plan.** Encourage development or financial or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.

**188. Finding:** As of August 1, 2016, the City of Portland adopted a one-percent affordable housing construction excise tax to support the production of affordable housing. The BHD amendments do not directly affect this program or any other funding program to support the production of affordable housing. The BHD amendments do include regulatory mechanisms, such as increased density bonuses, to support the production of affordable housing.

**Policy 5.28. Inventory of regulated affordable housing.** Coordinate periodic inventories of the supply of regulated affordable housing in the four-county (Clackamas, Clark, Multnomah and Washington)

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region with Metro.

**189. Finding:** Council interprets this policy to apply to ongoing intergovernmental coordination, and not a directive to be applied with each land use plan amendment. This policy is not applicable.

**Policy 5.29. Permanently-affordable housing.** Increase the supply of permanently-affordable housing, including both rental and homeownership opportunities.

**190. Finding:** The 2035 Comprehensive Plan defines permanently-affordable housing as units that will remain affordable to a low-income household, such as housing that is owned and maintained by a public agency or a nonprofit organization. The BHD amendments include three significant incentives to encourage the production of affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; and 3) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. These changes are expected to encourage the production of new regulated affordable housing that will support meeting this target.

**Policy 5.30. Housing cost burden.** Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.

**191. Finding:** The BHD amendments remove regulatory barriers to a wider range of housing types in the RM1 and RM2 zones throughout the city, which encompass 92 percent of the multi-dwelling zoning in Portland; and include four significant incentives to encourage the production of affordable housing. A financial feasibility analysis (BHD Appendix C) indicated that the BHD amendments provide economically feasible housing options for smaller multi-dwelling housing types that are less expensive than the townhouse-type units that are currently the predominant new construction housing in Portland's low-rise zones.

The BHD amendments generally support reduced transportation costs because 86 percent of the acres with multi-dwelling zoning is located within ¼ mile of transit, which makes transit a feasible option for residents and can reduce reliance on more expensive automobile transportation.

The BHD amendments generally support reduced utility cost by encouraging smaller units and more attached units. According to studies conducted by the State DEQ, "Reducing home size is among the best tier of options for reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of 'green certification'"

**Policy 5.31. Household prosperity.** Facilitate expanding the variety of types and sizes of affordable housing units, and do so in locations that provide low-income households with greater access to convenient transit and transportation, education and training opportunities, the Central City, industrial districts, and other employment areas.

**192. Finding:** The BHD amendments remove regulatory barriers to encourage higher-density housing by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city, which encompass 92 percent of the multi-dwelling zoning in Portland; and include four significant incentives to encourage the production of affordable housing.

Fifty-two (52) percent of the multi-dwelling zoning area is located in complete neighborhoods, areas with the highest access to employment, education, and training opportunities, and are well

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served by transit. Eighty-six (86) percent of the multi-dwelling zoning area is within a half mile of a frequent bus line, max or streetcar station, which can provide access to employment and education opportunities.

**Policy 5.32. Affordable housing in centers.** Encourage income diversity in and around centers by allowing a mix of housing types and tenures.

**193. Finding:** The BHD amendments are consistent with this policy by allowing a greater diversity of housing types in the multi-dwelling zones, including within centers, by moving from regulating development intensity by unit density to instead regulate this by the size of buildings or FAR in the new RM1 and RM2 zones. This will allow a greater diversity of numbers and types of units within the same building scale, compared to current regulations. BHD amendments also promote income diversity through affordable housing bonuses, such as the inclusionary housing and deeper housing affordability bonuses, that allow for market-rate units along with the bonus requirements for affordable units, and through deeper housing affordability bonus provisions for both rental and ownership housing options. Housing type diversity is also promoted by a bonus for projects that include three-bedroom units affordable to moderate income households.

**Policy 5.33. Central City affordable housing.** Encourage the preservation and production of affordable housing in the Central City to take advantage of the area's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.

**194. Finding:** The BHD amendments include comprehensive plan map and zoning map amendments to rezone a three-block area in the Goose Hollow subdistrict of the Central City Plan District. The map changes apply the larger-scale RM4 zoning to this three-block area, which is outside the historic district, instead of the proposed RM3 zoning that would be called for under the zoning crosswalk applied to the other RH zoning with 2:1 FAR. This area is in the Central City Plan District, which provides a base FAR of 4:1, which is the base FAR in the RM4 zone. Also, RM4 zoning would more closely correspond to this and other development standards that apply in this area. With these map changes, the block west of SW 20th between Salmon and Main streets would become eligible for the transit station area allowance for 100-foot building height (this block includes large existing buildings over 80-feet tall which exceed the current height limit of 65 feet). The other two blocks in this area are already provided with a Central City Plan District height allowance of 100 feet.

As part of the Central City Plan District, these sites are eligible for a 3:1 FAR bonus for inclusionary housing, which brings the maximum FAR to 7:1, which is what the site would be eligible for under the new deeper affordability bonus in the RM4. These changes maintain the current level of development capacity for producing affordable housing (7:1 FAR).

**Policy 5.34. Affordable housing resources.** Pursue a variety of funding sources and mechanisms including new financial and regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.

**195. Finding:** This policy does not apply because it concerns affordable housing funding sources and mechanisms, which are not addressed by zoning code regulations that are the focus of the BHD amendments.

**Policy 5.35. Inclusionary housing.** Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing.

**196. Finding:** The BHD amendments increase the affordable housing bonus from a 25% to a 50% increase from base FARs, which will help make development projects subject to the inclusionary

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housing requirements more financially feasible. Also, the BHD amendments expand housing choice through the shift to regulating density by floor area ratio in the RM1 and RM2 zones. This shift is significant in the RM2 (formerly R1 zone), where on a 10,000 square foot site, under the R1 zone a maximum of 10 units is allowed (1 unit per 1,000 square feet of site area), but under the RM4 FAR standards, a developer could build 30 or more units (depending on the size of units), which can mean more development projects are subject to the inclusionary housing requirements.

**Policy 5.36. Impact of regulations on affordability.** Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.

**197.Finding:** The primary purpose of the BHD amendments is to create more housing options, including the development of affordable housing, in areas that are already zoned for multi-dwelling development. The map amendments do not reduce the development capacity in way that will create economically-exclusive neighborhoods. The changes shift to FAR regulations and calculating allowed floor area based on the parcel size prior to any right-of-way dedication will allow for greater density, more efficient use of land, and lower land costs per unit. The amendments include an increase in the inclusionary housing bonus, a deeper affordability bonus, and a transfer program to support the preservation of existing affordable housing. Other existing development bonuses are being discontinued to prioritize affordable housing. Some of the recommended development standards will reduce the cost of development (reduced parking requirements) and some standards could add costs, such as the requirement for outdoor space in the RM3 and RM4 zones. Amendments also exempt housing that provides affordable units (through the inclusionary housing or the deeper housing affordability bonuses) from minimum parking requirements in the multi-dwelling and mixed-use zones citywide, which will reduce construction costs and increase the economic feasibility of projects that include affordable units (this is documented in BHD Appendix C). The BHD amendments address issues that had been identified by developers as providing the greatest barriers and costs to multi-dwelling development in the multi-dwelling zones: flexibility for numbers of units, minimum parking requirements, and setback regulations. Amendments allowing more development to not include off-street parking has a large impact in costs, as structured parking costs between \$20,000 to \$40,000 per space (depending on construction type). Expanding allowances for no (or low) amounts of off street parking to all small sites up to 10,000 square feet in size would affect over 5,000 properties in the multi-dwelling zones, providing significant cost savings on these properties for projects that do not include parking. The amendments also take away a major cost to including new street connections as part of development by calculating development scale allowances (FAR) prior to street dedication. Some amendments add some costs, such as expanded requirements for outdoor space. However, analysis of the economic feasibility of the development parameters provided by the BHD amendments indicates that the combination of allowing more units and eliminating most parking requirements, in concert inclusionary housing development bonuses and other development parameters, substantially increases the development feasibility of multi-dwelling development on compact sites (see BHD Appendix C). On balance, the City Council finds that these amendments will encourage the development of affordable housing; minimize increased development costs; and avoid the facilitation of economically-exclusive neighborhoods.

**Policy 5.37. Mobile home parks.** Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low/moderate-income

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housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.

**198. Finding:** Existing mobile home parks are zoned RMP (Residential Manufactured Dwelling Park), which is not affected by these amendments. Therefore, this policy does not apply to the BHD amendments.

**Policy 5.38. Workforce housing.** Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.

**199. Finding:** The BHD amendments remove regulatory barriers to encourage higher-density housing by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city, which encompass 92 percent of the multi-dwelling zoning in Portland; and include four significant incentives to encourage the production of affordable housing.

Fifty-two (52) percent of the multi-dwelling zoning area is located in a complete neighborhood, areas with the highest access to employment, education, and training opportunities, and are well served by transit. Eighty-six (86) percent of the multi-dwelling zoning area is within a half mile of a frequent bus line, max or streetcar station, which can provide access to employment and education opportunities.

**Policy 5.39. Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

**200. Finding:** The BHD amendments remove regulatory barriers to encourage higher-density housing by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city, which encompass 92 percent of the multi-dwelling zoning in Portland; and include four significant incentives to encourage the production of affordable housing. Specifically, the changes to the RM1 zones will support the development of smaller townhouse development by allowing for more units on a parcel of land than under current regulations.

**Policy 5.40 Employer-assisted housing.** Encourage employer-assisted affordable housing in conjunction with major employment development.

**201. Finding:** The BHD amendments increase density and create an affordable housing density bonus that could be utilized by a major employer to provide employer-assisted affordable housing.

**Policy 5.41 Affordable homeownership.** Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.

**Policy 5.42 Homeownership retention.** Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.

**Policy 5.43 Variety in homeownership opportunities.** Encourage a variety of ownership opportunities and choices by allowing and supporting including but not limited to condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.

**202. Finding:** Council finds that Policies 5.41 through 5.43 all aim to support opportunities for homeownership for all Portlanders, including historically under-served and under-represented Portlanders. The BHD amendments remove regulatory barriers to encourage higher-density housing by providing for a wider range of housing types in the RM1 and RM2 zones throughout

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the city, which encompass 92 percent of the multi-dwelling zoning in Portland and can create lower-cost ownership opportunities where the units have been converted through a condominium process. The regulatory changes allow for a diversity of housing types, including small plexes and other housing types that may also be suitable candidates for cooperatives, mutual housing associations, and limited equity cooperatives. Furthermore, BHD amendments support homeownership opportunities through a deeper housing affordability bonus that provides development incentives for projects that provide ownership housing affordable to households earning no more than 80 percent of area median income. Another development bonus, for moderate income three-bedroom units affordable to households earning no more than 100 percent of area median income, will also facilitate the development of ownership housing in the multi-dwelling zones.

**Policy 5.44 Regional cooperation.** Facilitate opportunities for greater regional cooperation in addressing housing needs in the Portland metropolitan area, especially for the homeless, low- and moderate-income households, and historically under-served and under-represented communities.

**Policy 5.45 Regional balance.** Encourage development of a “regional balance” strategy to secure greater regional participation to address the housing needs of homeless people and communities of color, low- and moderate-income households, and historically under-served and under-represented communities throughout the region.

**203. Finding:** Council finds that Policies 5.44 through 5.45 address how the City engages with Metro and other jurisdictions in the Portland region on housing issues. The BHD amendments are one strategy to encourage higher-density housing by providing for a wider range of housing types that can help maintain lower-cost market-rate housing in Portland that will help Portland meet its housing needs and serve as an example for other jurisdictions in the region.

## Homelessness

**Policy 5.46. Housing continuum.** Prevent homelessness and reduce the time spent being homeless by ensuring that a continuum of safe and affordable housing opportunities and related supportive services are allowed, including but not limited to Permanent Supportive Housing, transitional housing, self-built micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds.

**204. Finding:** The BHD amendments do not affect the group living or community service regulations in the multi-dwelling zones. The City Council defines permanent supportive housing as affordable housing combined with supportive services to help individuals and families lead more stable lives. The BHD amendments include three significant incentives to encourage the production of affordable housing: 1) increase the inclusionary housing bonus; 2) provide a deeper affordability bonus; and 3) allow the transfer of unused development capacity in situations where existing affordable housing is preserved. These changes are expected to encourage the production of new regulated affordable housing. Supportive services are regulated as a conditional use in the multi-dwelling zones and the regulations are not changed by these BHD amendments.

## Health, safety, and well-being

**Policy 5.47 Healthy housing.** Encourage development and maintenance of all housing, especially multi-dwelling housing, that protects the health and safety of residents and encourages healthy lifestyles and active living.

**205. Finding:** The BHD amendments include changes to require or encourage healthy lifestyles and

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active living. The changes include support tree preservation through FAR transfers; usable outdoor space and shared common areas on large sites requirements; limits on large parking lots; and reduce parking requirements that can promote health and safety by reducing urban heat island effects.

**Policy 5.48 Housing safety.** Require safe and healthy housing free of hazardous materials such as lead, asbestos, and radon.

206. **Finding:** The BHD amendments provide pathways for currently non-conforming multi-family buildings in BHD zones to become conforming and enable owners to reinvest and improve living conditions in these units. The changes include a FAR transfer bonus for seismic upgrades to historic resources.

**Policy 5.49. Housing quality.** Encourage housing that provides high indoor air quality, access to sunlight and outdoor spaces, and is protected from excessive noise, pests, and hazardous environmental conditions.

**Policy 5.50. High-performance housing.** Encourage energy efficiency, green building practices, materials, and design to produce healthy, efficient, durable, and adaptable homes that are affordable or reasonably priced.

207. **Finding:** The BHD amendments encourage smaller units and more attached units which results in improved energy efficiency and is consistent with the policy of creating high-performance housing. According to studies conducted by the State DEQ, “Reducing home size is among the best tier of options for reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of ‘green certification’” [<https://www.oregon.gov/deq/FilterDocs/ADU-ResBldgLCA-Report.pdf>]

Attached housing is also more energy efficient than detached forms of housing. According to the EPA, “fairly substantial differences are seen in detached versus attached homes [approximately 17.5% improved efficiency], but the most striking difference is the variation in energy use between single-family detached homes and multifamily homes [50% improved efficiency], due to the inherent efficiencies from more compact size and shared walls among units.” [[https://www.epa.gov/sites/production/files/2014-03/documents/location\\_efficiency\\_btu.pdf](https://www.epa.gov/sites/production/files/2014-03/documents/location_efficiency_btu.pdf)]

**Policy 5.51. Healthy and active living.** Encourage housing that provides features supportive of healthy eating and active living such as useable open areas, recreation areas, community gardens, crime-preventive design, and community kitchens in multifamily housing.

208. **Finding:** The BHD amendments include changes to require or encourage healthy lifestyles and active living. The changes support tree preservation through FAR transfers, require usable outdoor space and shared common areas on large sites requirements, place limits on large parking lots, and reduce parking requirements that can create more useable open areas, which can be supportive of healthy active living. The changes allow indoor community spaces, including kitchens, to be used to meet outdoor area requirements in the multi-dwelling zones.

**Policy 5.52. Walkable surroundings.** Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities such as secure bicycle parking.

209. **Finding:** The BHD amendments include building design standards to encourage pedestrian-friendly street frontages by limiting front garages and parking structures on street frontages;

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disallowing parking between buildings along streets; and requiring building entrances to be oriented to streets or courtyards. There are no changes to the bicycle parking standards as part of this ordinance. Council is considering amendments to bicycle parking standards as a part of a separate ordinance.

**Policy 5.53. Responding to social isolation.** Encourage site designs and relationship to adjacent developments that reduce social isolation for groups that often experience it, such as older adults, people with disabilities, communities of color, and immigrant communities.

**210. Finding:** The BHD amendments include provisions for shared courtyards and outdoors spaces as well as more pedestrian friendly streetscapes, through limits on garages and parking location, that can create conditions that enhance interactions with neighbors in the same building and neighborhoods. Amendments also support the provision of indoor spaces, such as community rooms, as part of housing development, which can help reduce social isolation for residents during times of the year when outdoor activity is limited.

**Policy 5.54 Renter protections.** Enhance renter health, safety, and stability through education, expansion of enhanced inspections, and support of regulations and incentives that protect tenants and prevent involuntary displacement.

**211. Finding:** The BHD amendments do not alter regulations establishing tenant protections including required relocation assistance when properties are sold and/or redeveloped (PCC 30.01.085).

## Chapter 6: Economic Development

**Goal 6.A: Prosperity.** Portland has vigorous economic growth and a healthy, diverse economy that supports prosperity and equitable access to employment opportunities for an increasingly diverse population. A strong economy that is keeping up with population growth and attracting resources and talent can:

- Create opportunity for people to achieve their full potential.
- Improve public health.
- Support a healthy environment.
- Support the fiscal well-being of the city.

**Goal 6.B: Development.** Portland supports an attractive environment for industrial, commercial, and institutional job growth and development by: 1) maintaining an adequate land supply; 2) a local development review system that is nimble, predictable, and fair; and 3) high-quality public facilities and services.

**Goal 6.C: Business district vitality.** Portland implements land use policy and investments to:

- Ensure that commercial, institutional, and industrial districts support business retention and expansion.
- Encourage the growth of districts that support productive and creative synergies among local businesses.
- Provide convenient access to goods, services, and markets.
- Take advantage of our location and quality of life advantages as a gateway to world-class natural landscapes in Northwest Oregon, Southwest Washington, and the Columbia River



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Basin, and a robust interconnected system of natural landscapes within the region's Urban Growth Boundary.

212. **Finding:** The BHD map amendments do not affect any land designated for industrial or employment uses. The BHD map amendments do not affect the base development capacity in the commercial mixed-use areas. In addition, the BHD zoning code amendments expand the opportunity for small-scale commercial uses in multi-dwelling zones along civic and neighborhood corridors. Therefore, there is no reduction to employment capacity. The amendments help support business district vitality by allowing for more households to locate closer to goods, services, and markets. The City Council finds that the BHD amendments are consistent with economic development goals and policies, especially those that support neighborhood business districts.

## Diverse, expanding city economy

**Policy 6.1. Diverse and growing community.** Expand economic opportunity and improve economic equity for Portland's diverse, growing population through sustained business growth.

**Policy 6.2. Diverse and expanding economy.** Align plans and investments to maintain the diversity of Portland's economy and status as Oregon's largest job center with growth across all sectors (commercial, industrial, creative, and institutional) and across all parts of the city.

**Policy 6.3. Employment growth.** Strive to capture at least 25 percent of the seven-county region's employment growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).

**Policy 6.4. Fiscally-stable city.** Promote a high citywide jobs-to-households ratio that supports tax revenue growth at pace with residential demand for municipal services.

**Policy 6.5. Economic resilience.** Improve Portland's economic resilience to impacts from climate change and natural disasters through a strong local economy and equitable opportunities for prosperity.

**Policy 6.6. Low-carbon and renewable energy economy.** Align plans and investments with efforts to improve energy efficiency and reduce lifecycle carbon emissions from business operations. Promote employment opportunities associated with energy efficiency projects, waste reduction, production of more durable goods, and recycling.

**Policy 6.7. Competitive advantages.** Maintain and strengthen the city's comparative economic advantages including access to a high-quality workforce, business diversity, competitive business climate, and multimodal transportation infrastructure.

**Policy 6.8. Business environment.** Use plans and investments to help create a positive business environment in the city and provide strategic assistance to retain, expand, and attract businesses.

**Policy 6.9. Small business development.** Facilitate the success and growth of small businesses and coordinate plans and investments with programs that provide technical and financial assistance to promote sustainable operating practices.

**Policy 6.10. Business innovation.** Encourage innovation, research, development, and commercialization of new technologies, products, and services through responsive regulations and public sector approaches.

**Policy 6.11. Sharing economy.** Encourage mechanisms that enable individuals, corporations, non-profits, and government to market, distribute, share, and reuse excess capacity in goods and services.

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This includes peer-to-peer transactions, crowd funding platforms, and a variety of business models to facilitate borrowing and renting unused resources.

**Policy 6.12. Economic role of livability and ecosystem services.** Conserve and enhance Portland's cultural, historic, recreational, educational, food-related, and ecosystem assets and services for their contribution to the local economy and their importance for retention and attraction of skilled workers and businesses.

**213. Finding:** Policies 6.1 through 6.12 provide direction regarding economic and employment growth. The BHD map amendments do not affect any land designated for industrial or employment uses. The BHD map amendments do not affect the base development capacity in the commercial mixed-use areas. The BHD zoning code amendments expand the opportunity for small-scale commercial uses in the multi-dwelling zones along civic and neighborhood corridors. In addition, providing a wider variety of housing to suit a broader segment of the population will help retain and attract skilled workers.

## Land development

**Policy 6.13. Land supply.** Provide supplies of employment land that are sufficient to meet the long-term and short-term employment growth forecasts, adequate in terms of amounts and types of sites, available and practical for development and intended uses. Types of sites are distinguished primarily by employment geographies identified in the Economic Opportunities Analysis, although capacity needs for building types with similar site characteristics can be met in other employment geographies.

**214. Finding:** The BHD amendments do not change the comprehensive plan designations of any currently designated employment lands. Therefore, there is no reduction to the City's employment capacity.

**Policy 6.14. Brownfield redevelopment.** Overcome financial-feasibility gaps to cleanup and redevelop 60 percent of brownfield acreage by 2035.

**Policy 6.15. Regionally-competitive development sites.** Improve the competitiveness of vacant and underutilized sites located in Portland's employment areas using incentives, and regional and state assistance for needed infrastructure and site readiness improvements.

**Policy 6.16. Regulatory climate.** Improve development review processes and regulations to encourage predictability and support local and equitable employment growth and encourage business retention, including:

**6.16.a.** Assess and understand cumulative regulatory costs to promote Portland's financial competitiveness with other comparable cities.

**6.16.b.** Promote certainty for new development through appropriate allowed uses and "clear and objective" standards to permit typical development types without a discretionary review.

**6.16.c.** Allow discretionary-review to facilitate flexible and innovative approaches to meet requirements.

**6.16.d.** Design and monitor development review processes to avoid unnecessary delays.

**6.16.e.** Promote cost effective compliance with federal and state mandates, productive intergovernmental coordination, and efficient, well-coordinated development review and permitting procedures.

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215. **Finding:** Policies 6.14 through 6.16 provide direction regarding development sites and regulations in employment areas. The BHD amendments do not change the comprehensive plan designations or regulations affecting any currently designated employment lands. Therefore, there is no adverse impact to employment capacity.

**Policy 6.17. Short-term land supply.** Provide for a competitive supply of development-ready sites with different site sizes and types, to meet five-year demand for employment growth in the Central City, industrial areas, campus institutions, and neighborhood business districts.

**Policy 6.18. Evaluate land needs.** Update the Economic Opportunities Analysis and short-term land supply strategies every five to seven years.

**Policy 6.19. Corporate headquarters.** Provide land opportunities for development of corporate headquarters campuses in locations with suitable transportation facilities.

216. **Finding:** Policies 6.17 through 6.19 provide direction regarding land supply and corporate headquarters in employment areas. The BHD amendments do not change the comprehensive plan designations of any currently designated employment lands. Therefore, there is no adverse impact to employment land supply.

### Traded sector competitiveness

**Policy 6.20. Traded sector competitiveness.** Align plans and investments with efforts to improve the city and regional business environment for traded sector and export growth. Participate in regional and statewide initiatives.

**Policy 6.21. Traded sector diversity.** Encourage partnerships to foster the growth, small business vitality, and diversity of traded sectors.

**Policy 6.22. Clusters.** Align plans and investments with efforts that direct strategic business development resources to enhance the competitiveness of businesses in traded sector clusters.

**Policy 6.23. Trade and freight hub.** Encourage investment in transportation systems and services that will retain and expand Portland's competitive position as a West Coast trade gateway and freight distribution hub.

**Policy 6.24. Traded sector land supply.** Foster traded sector retention, growth, and competitive advantages in industrial districts and the Central City. Recognize the concentration of traded-sector businesses in these districts.

**Policy 6.25. Import substitution.** Encourage local goods production and service delivery that substitute for imports and help keep the money Portlanders earn in the local economy.

**Policy 6.26. Business opportunities in urban innovation.** Strive to have Portland's built environment, businesses, and infrastructure systems showcase examples of best practices of innovation and sustainability.

217. **Finding:** Policies 6.20 through 6.26 provide direction regarding traded sector competitiveness. The BHD amendments address housing and do not adversely impact the city and regional business climate. These policies do not apply.

### Equitable household prosperity

**Policy 6.27. Income self-sufficiency.** Expand access to self-sufficient wage levels and career ladders for low-income people by maintaining an adequate and viable supply of employment land and public facilities to support and expand opportunities in Portland for middle- and high-wage jobs that do not

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require a 4-year college degree.

**6.27.a.** Support the role of industrial districts as a leading source of middle-wage jobs that do not require a 4-year college degree and as a major source of wage-disparity reduction for under-served and under-represented communities.

**6.27.b.** Evaluate and limit negative impacts of plans and investments on middle and high wage job creation and retention.

**218. Finding:** The BHD amendments address housing and do not adversely impact employment land or public facilities. The changes provide more flexibility for a greater diversity of housing types and expands housing options close to services and transit that will help retain and attract skilled workers.

**Policy 6.28. East Portland job growth.** Improve opportunities for East Portland to grow as a business destination and source of living wage jobs.

**219. Finding:** The BHD amendments address the multi-dwelling zones and do not impact employment land or job growth in East Portland.

**Policy 6.29. Poverty reduction.** Encourage investment in, and alignment of, poverty-reduction efforts that address economic development, land use, transportation, housing, social services, public health, community development, and workforce development.

**220. Finding:** By increasing the range of available housing types in BHD zones, housing units are available at a wider spectrum of prices across a broader geographic reach of the city. Reducing housing costs and having more households able to reside closer to active transportation options improves public health outcomes, increases household stability, and offers households greater means to accumulate savings.

**Policy 6.30. Disparity reduction.** Encourage investment in, and alignment of, public efforts to reduce racial, ethnic, and disability-related disparities in income and employment opportunity.

**Policy 6.31. Minority-owned, woman-owned and emerging small business (MWESB) assistance.** Ensure that plans and investments improve access to contracting opportunities for minority-owned, woman-owned, and emerging small businesses.

**221. Finding:** Policies 6.30 and 6.31 provide direction regarding equity-related approaches to employment and small business development. The BHD amendments address housing and do not adversely impact employment or business development. These policies do not apply.

**Policy 6.32. Urban renewal plans.** Encourage urban renewal plans to primarily benefit existing residents and businesses within the urban renewal area through:

- Revitalization of neighborhoods.
- Expansion of housing choices.
- Creation of business and job opportunities.
- Provision of transportation linkages.
- Protection of residents and businesses from the threats posed by gentrification and displacement.
- The creation and enhancement of those features which improve the quality of life within the urban renewal area.

**222. Finding:** The BHD amendments do not address urban renewal plans. This policy does not apply.

## Central City

**Policy 6.33. Central City.** Improve the Central City's regional share of employment and continue its growth as the unique center of both the city and the region for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.

**Policy 6.34. Central City industrial districts.** Protect and facilitate the long-term success of Central City industrial districts, while supporting their evolution into places with a broad mix of businesses with high employment densities.

**Policy 6.35. Innovation districts.** Provide for expanding campus institutions in the Central City and Marquam Hill, and encourage business development that builds on their research and development strengths.

**223. Finding:** Policies 6.33 through 6.35 provide direction regarding economic development in the Central City. The BHD amendments include comprehensive plan map and zoning map amendments to rezone a three-block area in the Goose Hollow subdistrict of the Central City Plan District. This area is currently zoned (RH) for residential use, therefore these changes will not affect the employment capacity of the Central City.

## Industrial and employment districts

**Policy 6.36. Industrial land.** Provide industrial land that encourages industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely-accessible base of family-wage jobs, particularly for under-served and under-represented people.

**Policy 6.37. Industrial sanctuaries.** Protect industrial land as industrial sanctuaries identified on the Comprehensive Plan Map primarily for manufacturing and distribution uses and to encourage the growth of industrial activities in the city.

**Policy 6.38. Prime industrial land retention.** Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention.

**6.38.a.** Protect prime industrial lands from quasi-judicial Comprehensive Plan Map amendments that convert prime industrial land to non-industrial uses, and consider the potential for other map amendments to otherwise diminish the economic competitiveness or viability of prime industrial land.

**6.38.b.** Limit conversion of prime industrial land through land use plans, regulations, or public land acquisition for non-industrial uses, especially land that can be used by river-dependent and river-related industrial uses.

**6.38.c.** Limit regulatory impacts on the capacity, affordability, and viability of industrial uses in the prime industrial area while ensuring environmental resources are also protected.

**6.38.d.** Strive to offset the reduction of development capacity as needed, with additional prime industrial capacity that includes consideration of comparable site characteristics. Offsets may include but are not limited to additional brownfield remediation, industrial use intensification, strategic investments, and other innovative tools and partnerships that increase industrial utilization of industrial land.

**6.38.e.** Protect prime industrial land for siting of parks, schools, large-format places of assembly, and large-format retail sales.

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**6.38.f. Promote efficient use of freight hub infrastructure and prime industrial land by limiting non-industrial uses that do not need to be in the prime industrial area.**

**Policy 6.39. Harbor access lands.** Limit use of harbor access lands to river- or rail-dependent or related industrial land uses due to the unique and necessary infrastructure and site characteristics of harbor access lands for river-dependent industrial uses.

**Policy 6.40. Portland Harbor Superfund Site.** Take a leadership role to facilitate a cleanup of the Portland Harbor that moves forward as quickly as possible and that allocates cleanup costs fairly and equitably. Encourage a science-based and cost-effective cleanup solution that facilitates re-use of land for river- or rail-dependent or related industrial uses.

**Policy 6.41. Multimodal freight corridors.** Encourage freight-oriented industrial development to locate where it can maximize the use of and support reinvestment in multimodal freight corridors.

**Policy 6.42. Columbia East.** Provide a mix of industrial and limited business park development in Columbia East (east of 82nd Avenue) that expand employment opportunities supported by proximity to Portland International Airport and multimodal freight access.

**Policy 6.43. Dispersed employment areas.** Provide small, dispersed employment areas for a flexible and affordable mix of office, creative services, small-scale manufacturing, traded sector and distribution, and other small-format light industrial and commercial uses with access to nearby freeways or truck streets.

**Policy 6.44. Industrial land use intensification.** Encourage reinvestment in, and intensification of, industrial land use, as measured by output and throughput per acre.

**Policy 6.45. Industrial brownfield redevelopment.** Provide incentives, investments, technical assistance and other direct support to overcome financial-feasibility gaps to enable remediation and redevelopment of brownfields for industrial growth.

**Policy 6.46. Impact analysis.** Evaluate and monitor the impacts on industrial land capacity that may result from land use plans, regulations, public land acquisition, public facility development, and other public actions to protect and preserve existing industrial lands.

**Policy 6.47. Clean, safe, and green.** Encourage improvements to the cleanliness, safety, and ecological performance of industrial development and freight corridors by facilitating adoption of market feasible new technology and design.

**Policy 6.48. Fossil fuel distribution.** Limit fossil fuels distribution and storage facilities to those necessary to serve the regional market.

**Policy 6.49. Industrial growth and watershed health.** Facilitate concurrent strategies to protect and improve industrial capacity and watershed health in the Portland Harbor and Columbia Corridor areas.

**Policy 6.50. District expansion.** Provide opportunities for expansion of industrial areas based on evaluation of forecasted **need and the ability to meet environmental, social, economic, and other goals.**

**Policy 6.51. Golf course reuse and redevelopment.** Facilitate a mix of industrial, natural resource, and public open space uses on privately-owned golf course sites in the Columbia Corridor that property owners make available for reuse.

**Policy 6.52. Residential and commercial reuse.** Facilitate compatible industrial or employment redevelopment on residential or commercial sites that become available for reuse if the site is in or near prime industrial areas, and near a freeway or on a freight street.

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**Policy 6.53. Mitigation banks.** Facilitate industrial site development by promoting and allowing environmental mitigation banks that serve industrial land uses on prime industrial land.

**Policy 6.54. Neighborhood buffers.** Maintain and enhance major natural areas, open spaces, and constructed features as boundaries and buffers for the Portland Harbor and Columbia Corridor industrial areas.

**Policy 6.55. Neighborhood park use.** Allow neighborhood park development within industrial zones where needed to provide adequate park service within one-half mile of every resident.

224. **Finding:** Policies 6.36 through 6.55 provide direction regarding industrial and employment districts. The BHD amendments do not change the comprehensive plan designations or regulations affecting any currently designated industrial or employment lands. Therefore, there is no impact to the development capacity of the City's industrial and employment districts.

## Campus institutions

**Policy 6.56. Campus institutions.** Provide for the stability and growth of Portland's major campus institutions as essential service providers, centers of innovation, workforce development resources, and major employers.

**Policy 6.57. Campus land use.** Provide for major campus institutions as a type of employment land, allowing uses typically associated with health care and higher education institutions. Coordinate with institutions in changing campus zoning to provide land supply that is practical for development and intended uses.

**Policy 6.58. Development impacts.** Protect the livability of surrounding neighborhoods through adequate infrastructure and campus development standards that foster suitable density and attractive campus design. Minimize off-site impacts in collaboration with institutions and neighbors, especially to reduce automobile traffic and parking impacts.

**Policy 6.59. Community amenities and services.** Encourage campus development that provides amenities and services to surrounding neighborhoods, emphasizing the role of campuses as centers of community activity.

**Policy 6.60. Campus edges.** Provide for context-sensitive, transitional uses, and development at the edges of campus institutions to enhance their integration into surrounding neighborhoods, including mixed-use and neighborhood-serving commercial uses where appropriate.

**Policy 6.61. Satellite facilities.** Encourage opportunities for expansion of uses, not integral to campus functions, to locate in centers and corridors to support their economic vitality.

225. **Finding:** Policies 6.56 through 6.61 provide direction regarding campus institutions. There are no BHD zones with a campus institution land use designation. These policies do not apply.

## Neighborhood business districts

**Policy 6.62. Neighborhood business districts.** Provide for the growth, economic equity, and vitality of neighborhood business districts.

**Policy 6.63. District function.** Enhance the function of neighborhood business districts as a foundation of neighborhood livability.

**Policy 6.64. Small, independent businesses.** Facilitate the retention and growth of small and locally-owned businesses.

**Policy 6.65. Home-based businesses.** Encourage and expand allowances for small, low-impact home

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based businesses in residential areas, including office or personal service uses with infrequent or by-appointment customer or client visits to the site. Allow a limited number of employees, within the scale of activity typical in residential areas. Allow home-based businesses on sites with accessory dwelling units.

**Policy 6.66. Neighborhood-serving business.** Provide for neighborhood business districts and small commercial nodes in areas between centers to expand local access to goods and services. Allow nodes of small-scale neighborhood-serving commercial uses in large planned developments and as a ground floor use in high density residential areas.

**Policy 6.67. Retail development.** Provide for a competitive supply of retail sites that support the wide range of consumer needs for convenience, affordability, accessibility, and diversity of goods and services, especially in under-served areas of Portland.

**Policy 6.68. Investment priority.** Prioritize commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.

**Policy 6.69. Non-conforming neighborhood business uses.** Limit non-conforming uses to reduce adverse impacts on nearby residential uses while avoiding displacement of existing neighborhood businesses.

**Policy 6.70. Involuntary commercial displacement.** Evaluate plans and investments for their impact on existing businesses.

**6.70.a.** Limit involuntary commercial displacement in areas at risk of gentrification, and incorporate tools to reduce the cost burden of rapid neighborhood change on small business owners vulnerable to displacement.

**6.70.b.** Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.

**Policy 6.71. Temporary and informal markets and structures.** Acknowledge and support the role that temporary markets (farmer's markets, craft markets, flea markets, etc.) and other temporary or mobile-vending structures play in enabling startup business activity. Also, acknowledge that temporary uses may ultimately be replaced by more permanent development and uses.

**Policy 6.72. Community economic development.** Encourage collaborative approaches to align land use and neighborhood economic development for residents and business owners to better connect and compete in the regional economy.

**6.72.a.** Encourage broad-based community coalitions to implement land use and economic development objectives and programs.

**6.72.b.** Enhance opportunities for cooperation and partnerships between public and private entities that promote economic vitality in communities most disconnected from the regional economy.

**6.72.c.** Encourage cooperative efforts by area businesses, Business Associations, and Neighborhood Associations to work together on commercial revitalization efforts, sustainability initiatives, and transportation demand management.

**Policy 6.73. Centers.** Encourage concentrations of commercial services and employment opportunities in centers.

**6.73.a.** Encourage a broad range of neighborhood commercial services in centers to help residents and others in the area meet daily needs and/or serve as neighborhood gathering places.



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**6.73.b.** Encourage the retention and further development of grocery stores and local markets as essential elements of centers.

**6.73.c.** Enhance opportunities for services and activities in centers that are responsive to the needs of the populations and cultural groups of the surrounding area.

**6.73.d.** Require ground-level building spaces in core areas of centers accommodate commercial or other street-activating uses and services.

**6.73.e.** Encourage employment opportunities as a key function of centers, including connections between centers, institutions, and other major employers to reinforce their roles as vibrant centers of activity.

**226. Finding:** Policies 6.62 through 6.73 provide direction regarding neighborhood districts, which primarily have commercial/mixed use zoning. The BHD map amendments do not affect the base land uses or development capacity in the commercial/mixed-use zones. The BHD zoning code amendments expand the opportunity for small-scale commercial uses in the multi-dwelling zones along civic and neighborhood corridors, which can provide for a wider range of retail sites to support small businesses. In addition, providing a wider variety of housing to suit a broader segment of the population will help retain and attract skilled workers. The changes also expand the affordable housing bonus to mixed use zoning designations within historic districts, which could encourage more mixed use development in these districts.

## Chapter 7: Environmental and Watershed Health

**Goal 7.A: Climate.** Carbon emissions are reduced to 50 percent below 1990 levels by 2035.

**227. Finding:** One of the key strategies to reduce carbon emissions is to reduce emissions related to transportation by reducing reliance on the automobile by encouraging housing near multi-modal transportation alternatives, such as transit service and bikeways. Eighty (80) percent of the multi-dwelling zoned areas are within ¼ mile of a designated center, corridor with frequent service transit, high capacity transit stations, or within the Inner Ring neighborhoods. According to studies conducted by Oregon DEQ, “Reducing home size is among the best tier of options for reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of ‘green certification’”. The BHD amendments will expand the range of housing types, especially smaller units, that are allowed in these areas, which will contribute to reducing Portland’s carbon emissions.

**Goal 7.B: Healthy watersheds and environment.** Ecosystem services and ecosystem functions are maintained and watershed conditions have improved over time, supporting public health and safety, environmental quality, fish and wildlife, cultural values, economic prosperity, and the intrinsic value of nature.

**228. Finding:** The BHD amendments allow alternatives to conventional landscaping, limit large surface parking lots and asphalt paving, reduce off street parking requirements that will decrease effective impervious area, which will limit runoff and maintain ecosystem functions.

**Goal 7.C: Resilience.** Portland’s built and natural environments function in complementary ways and are resilient in the face of climate change and natural hazards.

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229. **Finding:** The BHD amendments support this principle by helping to focus growth in and around centers and corridors to avoid sensitive natural areas and natural hazards. Only 12 percent of the multi-dwelling zoned areas are located in natural hazard areas. The BHD amendments do not change City programs for flood management, and erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24).

These changes help achieve this goal by contributing to complete neighborhoods that support neighborhood resilience and a low-carbon economy, supporting a diversity of housing options responsive to changing demographics and household needs, and limiting urban heat islands that will be an increasing threat in a warming climate.

**Goal 7.D: Environmental equity.** All Portlanders have access to clean air and water, can experience nature in their daily lives, and benefit from development designed to lessen the impacts of natural hazards and environmental contamination.

230. **Finding:** The BHD amendments furthers this goal by providing incentives for tree preservation, requiring outdoors spaces that expand opportunities for trees and other green elements, limiting paved surfaces, supporting the use of eco roofs and other green infrastructure, and by expanding options for the development of energy-efficient compact housing in locations supportive of low-carbon transportation options (such as transit, walking, and bicycling).

**Goal 7.E: Community stewardship.** Portlanders actively participate in efforts to maintain and improve the environment, including watershed health.

231. **Finding:** This goal is focused on community involvement in improving the environment. Because the BHD amendments primarily affect the zoning code and do not affect non-regulatory implementation approaches, these policies do not apply.

## Improving environmental quality and resilience

**Policy 7.1. Environmental quality.** Protect or support efforts to protect air, water, and soil quality, and associated benefits to public and ecological health and safety, through plans and investments.

232. **Finding:** Environmental zones protect resources and functional values that have been identified by the City as providing benefits to the public. Only three percent of the multi-dwelling zoned areas have significant natural resources. No changes to the environmental or greenway overlay zones are proposed as part of this project, therefore the natural resource values and functions will be improved or sustained.

**Policy 7.2. Environmental equity.** Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities relating to air and water quality, natural hazards, contamination, climate change, and access to nature.

233. **Finding:** Environmental zones, along with other programs for flood management, and erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24) protect resources and functional values that have been identified by the City as providing benefits to the public, including in areas with under-served and underrepresented communities. These are unchanged with the BHD amendments.

**Policy 7.3. Ecosystem services.** Consider the benefits provided by healthy ecosystems that contribute to the livability and economic health of the city.

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234. **Finding:** The BHD amendments allow alternatives to conventional landscaping, limit large surface parking lots and asphalt paving, reduce off street parking requirements that will decrease effective impervious area, which will limit runoff and maintain ecosystem functions.

**Policy 7.4. Climate change.** Update and implement strategies to reduce carbon emissions and impacts and increase resilience through plans and investments and public education.

**7.4.a. Carbon sequestration.** Enhance the capacity of Portland's urban forest, soils, wetlands, and other water bodies to serve as carbon reserves.

**7.4.b. Climate adaptation and resilience.** Enhance the ability of rivers, streams, wetlands, floodplains, urban forest, habitats, and wildlife to limit and adapt to climate-exacerbated flooding, landslides, wildfire, and urban heat island effects.

235. **Finding:** One of the key strategies to reduce carbon emissions is to reduce emissions related to transportation by reducing reliance on the automobile by encouraging housing near multi-modal transportation alternatives, such as transit service and bikeways. Eighty (80) percent of the multi-dwelling zoned areas are within ¼ mile of a designated center, corridor with frequent service transit, high capacity transit stations, or within the Inner Ring neighborhoods. According to studies conducted by Oregon DEQ, "Reducing home size is among the best tier of options for reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of 'green certification'". The BHD amendments will expand the range of housing types, especially smaller units, that are allowed in these areas, which will contribute to reducing Portland's carbon emissions.

The BHD amendments reduce heat island effects by providing incentives for tree preservation, requiring outdoors spaces that expand opportunities for trees and other green elements, limiting paved surfaces, supporting the use of eco roofs and other green infrastructure, and by expanding options for the development of energy-efficient compact housing in locations supportive of low-carbon transportation options (such as transit, walking, and bicycling).

**Policy 7.5. Air quality.** Improve, or support efforts to improve, air quality through plans and investments, including reducing exposure to air toxics, criteria pollutants, and urban heat island effects. Consider the impacts of air quality on the health of all Portlanders.

236. **Finding:** The BHD amendments help improve air quality by providing incentives for tree preservation, requiring outdoors spaces that expand opportunities for trees and other green elements, limiting paved surfaces, supporting the use of eco roofs and other green infrastructure, and by expanding options for the development of housing in locations supportive of low-carbon transportation options (such as transit, walking, and bicycling). Eighty-six (86) percent of multi-dwelling areas are within ¼-mile of transit service.

**Policy 7.6. Hydrology.** Through plans and investments, improve or support efforts to improve watershed hydrology to achieve more natural flow and enhance conveyance and storage capacity in rivers, streams, floodplains, wetlands, and aquifers. Minimize impacts from development and associated impervious surfaces, especially in areas with poorly-infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions.

**Policy 7.7. Water quality.** Improve, or support efforts to improve, water quality in rivers, streams, floodplains, groundwater, and wetlands through land use plans and investments, to address water quality issues including toxics, bacteria, temperature, metals, and sediment pollution. Consider the

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impacts of water quality on the health of all Portlanders.

**237. Finding:** Policies 7.6 and 7.7 provide direction regarding hydrology and water quality. The BHD amendments help improve water quality by providing incentives for tree preservation, requiring outdoors spaces that expand opportunities for trees and other green elements, limiting paved surfaces, supporting the use of eco roofs and other green infrastructure that will decrease effective impervious area, which will limit runoff and maintain ecosystem functions.

**Policy 7.8. Biodiversity.** Strive to achieve and maintain self-sustaining populations of native species, including native plants, native resident and migratory fish and wildlife species, at-risk species, and beneficial insects (such as pollinators) through plans and investments.

**Policy 7.9. Habitat and biological communities.** Ensure that plans and investments are consistent with and advance efforts to improve, or support efforts to improve fish and wildlife habitat and biological communities. Use plans and investments to enhance the diversity, quantity, and quality of habitats habitat corridors, and especially habitats that:

- Are rare or declining.
- Support at-risk plant and animal species and communities.
- Support recovery of species under the Endangered Species Act, and prevent new listings.
- Provide culturally important food sources, including those associated with Native American fishing rights.

**Policy 7.10. Habitat connectivity.** Improve or support efforts to improve terrestrial and aquatic habitat connectivity for fish and wildlife by using plans and investments, to:

- Prevent and repair habitat fragmentation.
- Improve habitat quality.
- Weave habitat into sites as new development occurs.
- Enhance or create habitat corridors that allow fish and wildlife to safely access and move through and between habitat areas.
- Promote restoration and protection of floodplains.

**238. Finding:** Policies 7.8 through 7.10 provide direction regarding biodiversity and habitat. Only three percent of the multi-dwelling zoned areas have significant natural resources. The BHD amendments do not change the environmental zones and other programs for flood management, and erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24) protect resources and functional values that have been identified by the City as providing benefits to the public, including in areas with under-served and underrepresented communities. BHD amendments that provide FAR transfer allowances for sites where large trees are preserved and that expand requirements for outdoor spaces are consistent with these policies.

**Policy 7.11. Urban forest.** Improve, or support efforts to improve the quantity, quality, and equitable distribution of Portland's urban forest through plans and investments.

**7.11.a. Tree preservation.** Require or encourage preservation of large healthy trees, native trees and vegetation, tree groves, and forested areas.

**7.11.b. Urban forest diversity.** Coordinate plans and investments with efforts to improve tree species diversity and age diversity.

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**7.11.c. Tree canopy.** Support progress toward meeting City tree canopy targets.

**7.11.d. Tree planting.** Invest in tree planting and maintenance, especially in low-canopy areas, neighborhoods with under-served or under-represented communities, and within and near urban habitat corridors.

**7.11.e. Vegetation in natural resource areas.** Require native trees and vegetation in significant natural resource areas.

**7.11.f. Resilient urban forest.** Encourage planting of Pacific Northwest hardy and climate change resilient native trees and vegetation generally, and especially in urban habitat corridors.

**7.11.g. Trees in land use planning.** Identify priority areas for tree preservation and planting in land use plans.

**7.11.h. Managing wildfire risk.** Address wildfire hazard risks and management priorities through plans and investments.

239. **Finding:** BHD amendments that support tree preservation through transfers of development rights, expand requirements for usable outdoor space, require shared common areas on large sites and deep rear setbacks in East Portland are consistent with this policy, as are amendments that place limits on large parking lots and that reduce parking requirements, which provides opportunities for space to expand and improve the urban forest.

**Policy 7.12. Invasive species.** Prevent the spread of invasive plants, and support efforts to reduce the impacts of invasive plants, animals, and insects, through plans, investments, and education.

**Policy 7.13. Soils.** Coordinate plans and investments with programs that address human-induced soil loss, erosion, contamination, or other impairments to soil quality and function.

240. **Finding:** Policies 7.12 and 7.13 provide direction regarding invasive species and soil quality. The BHD amendments do not affect programs and investments related to these policies.

**Policy 7.14. Natural hazards.** Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.

241. **Finding:** The BHD amendments reduce the risk from these hazards because City programs for flood management, and erosion and sediment control (Title 10 Erosion Control and the balanced cut and fill requirements of City Title 24), are unchanged by these amendments.

**Policy 7.15. Brownfield remediation.** Improve environmental quality and watershed health by promoting and facilitating brownfield remediation and redevelopment that incorporates ecological site design and resource enhancement.

**Policy 7.16. Adaptive management.** Evaluate trends in watershed and environmental health using current monitoring data and information to guide and support improvements in the effectiveness of City plans and investments.

**Policy 7.17. Restoration partnerships.** Coordinate plans and investments with other jurisdictions, air and water quality regulators, watershed councils, soil and water conservation districts, Sovereign nations, and community organizations and groups including under-served and under-represented communities, to optimize the benefits, distribution, and cost-effectiveness of watershed restoration and enhancement efforts.

**Policy 7.18. Community stewardship.** Encourage voluntary cooperation between property owners, community organizations, and public agencies to restore or re-create habitat on their property,

including removing invasive plants and planting native species.

**242. Finding:** Policies 7.15 through 7.18 provide direction regarding non-regulatory approaches to improving environmental quality. Because the BHD amendments primarily affect the zoning code and do not affect non-regulatory implementation approaches, these policies do not apply.

## Planning for natural resource protection

**Policy 7.19. Natural resource protection.** Protect the quantity, quality, and function of significant natural resources identified in the City's natural resource inventory, including:

- Rivers, streams, sloughs, and drainageways.
- Floodplains.
- Riparian corridors.
- Wetlands.
- Groundwater.
- Native and other beneficial vegetation species and communities.
- Aquatic and terrestrial habitats, including special habitats or habitats of concern, large anchor habitats, habitat complexes and corridors, rare and declining habitats such as wetlands, native oak, bottomland hardwood forest, grassland habitat, shallow water habitat, and habitats that support special-status or at-risk plant and wildlife species.
- Other resources identified in natural resource inventories.

**Policy 7.20. Natural resource inventory.** Maintain an up-to-date inventory by identifying the location and evaluating the relative quantity and quality of natural resources.

**Policy 7.21. Environmental plans and regulations.** Maintain up-to-date environmental protection plans and regulations that specify the significant natural resources to be protected and the types of protections to be applied, based on the best data and science available and on an evaluation of cumulative environmental, social, and economic impacts and tradeoffs. *See Figure 7-2 — Adopted Environmental Plans.*

**7.21.a.** Improve the effectiveness of environmental protection plans and regulations to protect and encourage enhancement of ecological functions and ecosystem services.

**7.21.b.** Prevent or reduce disproportionate environmental impacts on under-served and under-represented communities.

**Policy 7.22. Land acquisition priorities and coordination.** Maintain a land acquisition program as a tool to protect and support natural resources and their functions. Coordinate land acquisition with the programs of City bureaus and other agencies and organizations.

**243. Finding:** Policies 7.19 through 7.22 provide direction regarding planning for natural resource protection. The *2035 Comprehensive Plan* background documents included an updated Natural Resources Inventory (NRI), which was adopted (Ordinance 185657) and acknowledged by LCDC on June 13, 2014. The NRI identified the location, quantity, and quality of all significant natural resources as required by the inventory provisions of Statewide Planning Goal 5. From the set of all significant resources, high and medium quality resources, ranked primarily from riparian corridor and wildlife habitat considerations, were identified to comply with the inventory requirements of Title 13 of Metro's Urban Growth Management Functional Plan.

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Environmental zones protect resources and functional values that have been identified by the City as providing benefits to the public. Only three percent of the multi-dwelling zoned areas have environmental overlay zones. The BHD amendments do not change the environmental overlay zone mapping.

### Protecting natural resources in development situations

**Policy 7.23. Impact evaluation.** Evaluate the potential adverse impacts of proposed development on significant natural resources, their functions, and the ecosystem services they provide to inform and guide development design and mitigation consistent with policies 7.24-7.26. and other relevant Comprehensive Plan policies.

**Policy 7.24. Regulatory hierarchy: avoid, minimize, mitigate.** Maintain regulations requiring that the potential adverse impacts of new development on significant natural resources and their functions first be avoided where practicable, then minimized, then lastly, mitigated.

**Policy 7.25. Mitigation effectiveness.** Require that mitigation approaches compensate fully for adverse impacts on locally and regionally significant natural resources and functions. Require mitigation to be located as close to the impact as possible. Mitigation must also take place within the same watershed or portion of the watershed that is within the Portland Urban Services Boundary, unless mitigating outside of these areas will provide a greater local ecological benefit. Mitigation will be subject to the following preference hierarchy:

- On the site of the resource subject to impact with the same kind of resource; if that is not possible, then
- Off-site with the same kind of resource; if that is not possible, then
- On-site with a different kind of resource; if that is not possible, then
- Off-site with a different kind of resource.

**Policy 7.26. Improving environmental conditions through development.** Encourage ecological site design, site enhancement, or other tools to improve ecological functions and ecosystem services in conjunction with new development and alterations to existing development.

244. Policies 7.19 through 7.22 provide direction regarding the protection of significant natural resources in development situations. The City's environmental overlay zones (33.430) are the regulations that control development in order to protect the resources and functional values while allowing environmentally sensitive urban development. Only three percent of the multi-dwelling zoned areas have environmental overlay zones. The BHD amendments do not change the environmental overlay zone mapping.

### Aggregate resources

**Policy 7.27. Aggregate resource protection.** Protect aggregate resource sites for current and future use where there are no major conflicts with urban needs, or where these conflicts may be resolved.

**Policy 7.28. Aggregate resource development.** When aggregate resources are developed, ensure that development minimizes adverse environmental impacts and impacts on adjacent land uses.

**Policy 7.29. Mining site reclamation.** Ensure that the reclamation of mining sites protects public health and safety, protects fish and wildlife (including at-risk species), enhances or restores habitat (including rare and declining habitat types), restores adequate watershed conditions and functions on the site, and is compatible with the surrounding land uses and conditions of nearby land.

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**245.Finding:** Policies 7.27 through 7.29 provide direction regarding aggregate resources. The BHD amendments address housing and do not impact aggregate resources or mine sites. These policies do not apply.

### Columbia River Watershed

**Policy 7.30. In-water habitat.** Enhance in-water habitat for native fish and wildlife, particularly in the Oregon Slough and near-shore environments along the Columbia River.

**Policy 7.31. Sensitive habitats.** Enhance grassland, beach, riverbanks, wetlands, bottomland forests, shallow water habitats, and other key habitats for wildlife traveling along the Columbia River migratory corridor, while continuing to manage the levees and floodplain for flood control.

**Policy 7.32. River-dependent and river-related uses.** Maintain plans and regulations that recognize the needs of river-dependent and river-related uses while also supporting ecologically-sensitive site design and practices.

**246.Finding:** Policies 7.30 through 7.32 provide direction regarding habitat and river-related uses in the Columbia River Watershed. The BHD amendments do not affect the environmental zones that apply in this area, or other regulations or programs related to habitat enhancement, or river-dependent or river-related uses.

### Willamette River Watershed

**Policy 7.33. Fish habitat.** Provide adequate intervals of ecologically-functional shallow-water habitat for native fish along the entire length of the Willamette River within the city, and at the confluences of its tributaries.

**Policy 7.34. Stream connectivity.** Improve stream connectivity between the Willamette River and its tributaries.

**Policy 7.35. River bank conditions.** Preserve existing river bank habitat and encourage the rehabilitation of river bank sections that have been significantly altered due to development with more fish and wildlife friendly riverbank conditions.

**Policy 7.36. South Reach ecological complex.** Enhance habitat quality and connections between Ross Island, Oaks Bottom, and riverfront parks and natural areas south of the Central City, to enhance the area as a functioning ecological complex.

**Policy 7.37. Contaminated sites.** Promote and support programs that facilitate the cleanup, reuse, and restoration of the Portland Harbor Superfund site and other contaminated upland sites.

**Policy 7.38. Sensitive habitats.** Protect and enhance grasslands, beaches, floodplains, wetlands, remnant native oak, bottomland hardwood forest, and other key habitats for native wildlife including shorebirds, waterfowl, and species that migrate along the Pacific Flyway and the Willamette River corridor.

**Policy 7.39. Riparian corridors.** Increase the width and quality of vegetated Riparian buffers along the Willamette River.

**Policy 7.40. Connected upland and river habitats.** Enhance habitat quality and connectivity between the Willamette riverfront, the Willamette's floodplain, and upland natural resource areas.

**Policy 7.41. River-dependent and river-related uses.** Develop and maintain plans and regulations that recognize the needs of river-dependent and river-related uses, while also supporting ecologically-sensitive site design and practices.



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**Policy 7.42. Forest Park.** Enhance Forest Park as an anchor habitat and recreational resource.

**247.Finding:** Policies 7.33 through 7.42 provide direction regarding habitat and river-related uses in the Willamette River Watershed. The BHD amendments do not affect the Environmental, Greenway, or River overlay zones that apply in this area, or other regulations or programs related to habitat enhancement, or river-dependent or river-related uses.

## Columbia Slough Watershed

**Policy 7.43. Fish passage.** Restore in-stream habitat and improve fish passage within the Columbia Slough, including for salmonids in the lower slough.

**Policy 7.44. Flow constriction removal.** Reduce constriction, such as culverts, in the slough channels, to improve the flow of water and water quality.

**Policy 7.45. Riparian corridors.** Increase the width, quality, and native plant diversity of vegetated riparian buffers along Columbia Slough channels and other drainageways within the watershed, while also managing the slough for flood control.

**Policy 7.46. Sensitive habitats.** Enhance grasslands and wetland habitats in the Columbia Slough, such as those found in the Smith and Bybee Lakes and at the St. Johns Landfill site, to provide habitat for sensitive species, and for wildlife traveling along the Columbia and Willamette river migratory corridors.

**Policy 7.47. Connected rivers habitats.** Enhance upland habitat connections to the Willamette and Columbia rivers.

**Policy 7.48. Contaminated sites.** Ensure that plans and investments are consistent with and advance programs that facilitate the cleanup, reuse, and restoration of contaminated sites that are adjacent, or that discharge stormwater, to the Columbia Slough.

**Policy 7.49. Portland International Airport.** Protect, restore, and enhance natural resources and functions in the Portland International Airport plan district, as identified in Portland International Airport/Middle Columbia Slough Natural Resources Inventory. Accomplish this through regulations, voluntary strategies, and the implementation of special development standards.

**248.Finding:** Policies 7.43 through 7.49 provide direction regarding the environment and watershed health in the Columbia Slough Watershed. The BHD amendments do not affect the environmental zones that apply in this area, or other regulations or programs related to habitat or watershed health.

## Fanno and Tryon Creek Watersheds

**Policy 7.50. Stream connectivity.** Encourage the daylighting of piped portions of Tryon and Fanno creeks and their tributaries.

**Policy 7.51. Riparian and habitat corridors.** Protect and enhance riparian habitat quality and connectivity along Tryon and Fanno creeks and their tributaries. Enhance connections between riparian areas, parks, anchor habitats, and areas with significant tree canopy. Enhance in-stream and upland habitat connections between Tryon Creek State Natural Area and the Willamette River.

**Policy 7.52. Reduced hazard risks.** Reduce the risks of landslides and streambank erosion by protecting trees and vegetation that absorb stormwater, especially in areas with steep slopes or limited access to stormwater infrastructure.

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**249.Finding:** Policies 7.50 through 7.52 provide direction regarding habitat and river-related uses in the Fanno and Tryon Creek Watersheds. The BHD amendments do not affect the environmental zones that apply in this area, or other regulations or programs related to habitat or watershed health.

### Johnson Creek Watershed

**Policy 7.53. In-stream and riparian habitat.** Enhance in-stream and riparian habitat and improve fish passage for salmonids along Johnson Creek and its tributaries.

**Policy 7.54. Floodplain restoration.** Enhance Johnson Creek floodplain functions to increase flood-storage capacity, improve water quality, and enhance fish and wildlife habitat.

**Policy 7.55. Connected floodplains, springs, and wetlands.** Enhance hydrologic and habitat connectivity between the Johnson Creek floodplain and its springs and wetlands.

**Policy 7.56. Reduced natural hazards.** Reduce the risks of landslides, streambank erosion and downstream flooding by protecting seeps, springs, trees, vegetation, and soils that absorb stormwater in the East Buttes.

**Policy 7.57. Greenspace network.** Enhance the network of parks, trails, and natural areas near the Springwater Corridor Trail and the East Buttes to enhance habitat connectivity and nature-based recreation in East Portland.

**250.Finding:** Policies 7.53 through 7.57 provide direction regarding the environment and watershed health in the Johnson Creek Watershed. The BHD amendments do not affect the environmental zones that apply in this area or programs related to habitat or watershed health. BHD amendments to the Johnson Creek Basin Plan District that allow for a variety of compact housing types with attached units, intended to promote clustered development that reduce development impacts, are consistent with these policies, as are amendments that exempt floodplains from minimum density requirements and that place limits on the size of large parking lots, which helps reduce stormwater impacts.

## Chapter 8: Public Facilities and Services

**Goal 8.A: Quality public facilities and services.** High-quality public facilities and services provide Portlanders with optimal levels of service throughout the city, based on system needs and community goals, and in compliance with regulatory mandates.

**Goal 8.B: Multiple benefits.** Public facility and service investments improve equitable service provision, support economic prosperity, and enhance human and environmental health.

**Goal 8.C: Reliability and resiliency.** Public facilities and services are reliable, able to withstand or recover from catastrophic natural and manmade events, and are adaptable and resilient in the face of long-term changes in the climate, economy, and technology.

**Goal 8.D: Public rights-of-way.** Public rights-of-way enhance the public realm and provide a multi-purpose, connected, safe, and healthy physical space for movement and travel, public and private utilities, and other appropriate public functions and uses.

**Goal 8.E: Sanitary and stormwater systems.** Wastewater and stormwater are managed, conveyed, and/or treated to protect public health, safety, and the environment, and to meet the needs of the community on an equitable, efficient, and sustainable basis.

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**Goal 8.F: Flood management.** Flood management systems and facilities support watershed health and manage flooding to reduce adverse impacts on Portlanders' health, safety, and property.

**Goal 8.G: Water.** Reliable and adequate water supply and delivery systems provide sufficient quantities of high-quality water at adequate pressures to meet the needs of the community on an equitable, efficient, and sustainable basis.

**Goal 8.H: Parks, natural areas, and recreation.** All Portlanders have safe, convenient, and equitable access to high-quality parks, natural areas, trails, and recreational opportunities in their daily lives, which contribute to their health and well-being. The City manages its natural areas and urban forest to protect unique urban habitats and offer Portlanders an opportunity to connect with nature.

**Goal 8.I: Public safety and emergency response.** Portland is a safe, resilient, and peaceful community where public safety, emergency response, and emergency management facilities and services are coordinated and able to effectively and efficiently meet community needs.

**Goal 8.J: Solid waste management.** Residents and businesses have access to waste management services and are encouraged to be thoughtful consumers to minimize upstream impacts and avoid generating waste destined for the landfill. Solid waste — including food, yard debris, recyclables, electronics, and construction and demolition debris — is managed, recycled, and composted to ensure the highest and best use of materials.

**Goal 8.K: School facilities.** Public schools are honored places of learning as well as multifunctional neighborhood anchors serving Portlanders of all ages, abilities, and cultures.

**Goal 8.L: Technology and communications.** All Portland residences, businesses, and institutions have access to universal, affordable, and reliable state-of-the-art communication and technology services.

**Goal 8.M: Energy infrastructure and services.** Residents, businesses, and institutions are served by reliable energy infrastructure that provides efficient, low-carbon, affordable energy through decision-making based on integrated resource planning.

**251. Finding:** The adopted 2035 Comprehensive Plan includes the Citywide Systems Plan (CSP), which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017. The CSP includes the Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects.

In addition, the service limitations identified in the CSP have been incorporated into the adopted BLI development constraint analysis that identified parts of Portland that lack needed urban infrastructure. The BLI constraint analysis is the basis of a geographic evaluation of the BHD zones to ensure that public facilities are planned to support any potential development that could result from these amendments.

The BHD amendments expand the types of housing allowed, especially in the lower density RM1 and RM2 multi-dwelling zones, which make up 92 percent of the multi-dwelling zoned land in Portland. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, which will allow for a wider range of smaller housing types and sizes. In RM2 zone, which is often located along transit corridors, will allow for a higher density that is similar to adjacent mixed-use commercial zones. After accounting for the BLI constraints, the development capacity in BHD zones increases by about 14,000 units.

As required by ORS 195.036, the BLI allocation model uses Metro's population forecast to determine where new housing units are likely to be allocated. The BHD capacity and growth

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allocation model shows minor changes to the spatial distribution of housing units across Portland. This data was then evaluated by infrastructure bureaus at specific geographies to determine system and service adequacy.

#### Sanitary Sewer

The Bureau of Environmental Services evaluated the proposed changes in household allocation and found that sanitary flows from multi-dwelling structures represent a minor portion of the flows carried by any given pipe, and sanitary flows from additional dwelling units on those multi-dwelling zoned properties are unlikely to significantly affect the system. The Bureau of Environmental Services regularly analyzes sanitary and combined system, in conjunction with planning projections from the Bureau of Planning and Sustainability, to determine priority areas for both capacity and structural upgrades. Over time, these capital projects, identified in the Citywide Systems Plan, will address any localized issues. Moreover, all developments are required to connect to sanitary sewer service and meet current building and sanitation codes. Where local existing infrastructure is not adequate or available to serve proposed development, system extensions and/or upgrades will be required as part of the development review process. (see BES letter dated August 31, 2019)

#### Stormwater

Stormwater is conveyed through the combined sewer system, pipes, ditches, or drainageways to streams and rivers. In some cases, stormwater is managed in detention facilities, other vegetated facilities, or allowed to infiltrate in natural areas. Safe conveyance of stormwater is an issue in some areas, particularly in the hilly areas of west Portland and some parts of outer southeast which lack comprehensive conveyance systems and where infiltration is limited by geology or high groundwater. Since 1999, the Stormwater Management Manual (SWMM) has provided policy and design requirements for stormwater management throughout the City of Portland. The requirements apply to all development, redevelopment, and improvement projects within the City of Portland on private and public property and in the public right-of-way.

In most parts of Portland, the SWMM requirements address the potential impacts from BHD-related development. Since the BHD amendments do not propose increases in impervious area over what is currently allowed in the zoning code and includes other measures that can reduce impervious surfaces, such as reduced parking requirements and limits on parking areas and asphalt paving, the Bureau of Environmental Services is generally supportive of the project.

In some parts of Portland, however, challenging site conditions like steep slopes and poorly draining soils can complicate stormwater management. These sites may not be suitable for infiltration, based on depth to seasonal high groundwater, soil infiltration capability, or do not have access to a stormwater pipe or culvert, combined sewer pipe, stream or drainageway. The BHD amendments do not increase the amount of multi-dwelling zoned areas in these stormwater constrained areas. The BHD changes do not significantly increase either the allowable building coverage or impervious area from existing zoning allowances. Further, reducing minimum on-site parking requirements and limits on surface parking areas could result in even less impervious area. Provisions that encourage the preservation of large trees through the transfer of development rights and required deep rear setbacks in East Portland, as well as allowing stormwater facilities to count toward minimum landscaping, provide additional environmental and stormwater benefits.

#### Water

Water demand forecasts developed by the Water Bureau anticipate that while per capita water demands will continue to decline somewhat over time, the overall demands on the Portland

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water system will increase due to population growth. The Portland Water Bureau has not experienced any major supply deficiencies in the last 10 years. The water supply and distribution system is sized to meet City fire suppression needs which far surpass the day-to day demand from residential customers. The BHD amendments are not expected to cause significant problems for either current water users or the overall system. If the additional densities allowed through the BHD amendments exacerbate existing local capacity issues in isolated areas, some infrastructure improvements may be required to meet local capacity issues. New development may be required to extend service where no service is presently available or upgrade water mains when development requires larger water meter sizes. (See Water Bureau letter dated August 27, 2019).

#### Transportation

Transportation facilities are addressed under Chapter 9 (Transportation), below.

The constraints on public facilities are not insurmountable, but mean development could face increased cost to provide or upgrade the needed infrastructure.

The findings for Statewide Planning Goal 11 also address public facilities and are incorporated by reference.

## Service provision and urbanization

**Policy 8.1. Urban services boundary.** Maintain an Urban Services Boundary for the City of Portland that is consistent with the regional urban growth policy, in cooperation with neighboring jurisdictions. The Urban Services Boundary is shown on the Comprehensive Plan Map.

**Policy 8.2. Rural, urbanizable, and urban public facility needs.** Recognize the different public facility needs in rural, urbanizable and urban land as defined by the Regional Urban Growth Boundary, the City Urban Services Boundary, and the City Boundaries of Municipal Incorporation. See Figure 8-1 — Urban, Urbanizable, and Rural Lands.

**Policy 8.3. Urban service delivery.** Provide the following public facilities and services at urban levels of service to urban lands within the City's boundaries of incorporation:

- Public rights-of-way, streets, and public trails
- Sanitary sewers and wastewater treatment
- Stormwater management and conveyance
- Flood management
- Protection of the waterways of the state
- Water supply
- Police, fire, and emergency response
- Parks, natural areas, and recreation
- Solid waste regulation

**Policy 8.4. Supporting facilities and systems.** Maintain supporting facilities and systems, including public buildings, technology, fleet, and internal service infrastructure, to enable the provision of public facilities and services.

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**Policy 8.5. Planning service delivery.** Provide planning, zoning, building, and subdivision control services within the boundaries of incorporation, and as otherwise provided by intergovernmental agreement within the City’s Urban Services Boundary.

252. **Finding:** The City Council interprets policies 8.1 through 8.5 provide direction on the provision of public facilities and services. The BHD amendments do not include new public facility or infrastructure projects. These policies do not apply.

### Service coordination

**Policy 8.6. Interagency coordination.** Maintain interagency coordination agreements with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary to ensure effective and efficient service delivery. See Policy 8.3 for the list of services included. Such jurisdictions and agencies include, but may not be limited to:

- Multnomah County for transportation facilities and public safety.
- State of Oregon for transportation and parks facilities and services.
- TriMet for public transit facilities and services.
- Port of Portland for air and marine facilities and services.
- Metro for regional parks and natural areas, and for solid waste, composting, and recycling facilities and transfer stations.
- Gresham, Milwaukie, Clackamas County Service District #1, and Clean Water Services for sanitary sewer conveyance and treatment.
- Multnomah County Drainage District No. 1, Peninsula Drainage District No 1, and Peninsula Drainage District No. 2 for stormwater management and conveyance, and for flood mitigation, protection, and control.
- Rockwood People’s Utility District; Sunrise Water Authority; and the Burlington, Tualatin Valley, Valley View, West Slope, Palatine Hill, Alto Park, and Clackamas River Water Districts for water distribution.
- Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale school districts for public education, park, trail, and recreational facilities.

**Policy 8.7. Outside contracts.** Coordinate with jurisdictions and agencies outside of Portland where the City provides services under agreement.

**Policy 8.8. Public service coordination.** Coordinate with the planning efforts of agencies providing public education, public health services, community centers, urban forest management, library services, justice services, energy, and technology and communications services.

**Policy 8.9. Internal coordination.** Coordinate planning and provision of public facilities and services, including land acquisition, among City agencies, including internal service bureaus.

**Policy 8.10. Co-location.** Encourage co-location of public facilities and services across providers where co-location improves service delivery efficiency and access for historically under-represented and under-served communities.

253. **Finding:** The City Council interprets policies 8.6 through 8.10 provide direction on coordination with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary. The BHD amendments do not

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include new public facility or infrastructure projects or amendments to public service coordination agreements. These policies do not apply.

#### Service extension

**Policy 8.11. Annexation.** Require annexation of unincorporated urbanizable areas within the City's Urban Services Boundary as a prerequisite to receive urban services.

**Policy 8.12. Feasibility of service.** Evaluate the physical feasibility and cost-effectiveness of extending urban public services to candidate annexation areas to ensure sensible investment and to set reasonable expectations.

**Policy 8.13. Orderly service extension.** Establish or improve urban public services in newly-annexed areas to serve designated land uses at established levels of service, as funds are available and as responsible engineering practice allows.

**Policy 8.14. Coordination of service extension.** Coordinate provision of urban public services to newly-annexed areas so that provision of any given service does not stimulate development that significantly hinders the City's ability to provide other urban services at uniform levels.

**Policy 8.15. Services to unincorporated urban pockets.** Plan for future delivery of urban services to urbanizable areas that are within the Urban Services Boundary but outside the city limits.

**Policy 8.16. Orderly urbanization.** Coordinate with counties, neighboring jurisdictions, and other special districts to ensure consistent management of annexation requests, and to establish rational and orderly process of urbanization that maximize efficient use of public funds.

**Policy 8.17. Services outside the city limits.** Prohibit City provision of new urban services, or expansion of the capacity of existing services, in areas outside city limits, except in cases where the City has agreements or contracts in place.

**Policy 8.18. Service district expansion.** Prohibit service district expansion or creation within the City's Urban Services Boundary without the City's expressed consent.

**Policy 8.19. Rural service delivery.** Provide the public facilities and services identified in Policy 8.3 in rural areas only at levels necessary to support designated rural residential land uses and protect public health and safety. Prohibit sanitary sewer extensions into rural land and limit other urban services.

**254. Finding:** The City Council interprets policies 8.11 through 8.19 provide direction on extending public services. The BHD amendments do not include new public facility or infrastructure projects or service extensions. These policies do not apply.

#### Public investment

**Policy 8.20. Regulatory compliance.** Ensure public facilities and services remain in compliance with state and federal regulations. Work toward cost-effective compliance with federal and state mandates through intergovernmental coordination and problem solving.

**Policy 8.21. System capacity.** Establish, improve, and maintain public facilities and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.

**Policy 8.22. Equitable service.** Provide public facilities and services to alleviate service deficiencies and meet level-of-service standards for all Portlanders, including individuals, businesses, and property owners.

**8.22.a.** In places that are not expected to grow significantly but have existing deficiencies, invest

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to reduce disparity and improve livability.

**8.22.b.** In places that lack basic public facilities or services and also have significant growth potential, invest to enhance neighborhoods, fill gaps, maintain affordability, and accommodate growth.

**8.22.c.** In places that are not expected to grow significantly and already have access to complete public facilities and services, invest primarily to maintain existing facilities and retain livability.

**8.22.d.** In places that already have access to complete public facilities and services, but also have significant growth potential, invest to fill remaining gaps, maintain affordability, and accommodate growth.

**Policy 8.23. Asset management.** Improve and maintain public facility systems using asset management principles to optimize preventative maintenance, reduce unplanned reactive maintenance, achieve scheduled service delivery, and protect the quality, reliability, and adequacy of City services.

**Policy 8.24. Risk management.** Maintain and improve Portland's public facilities to minimize or eliminate economic, social, public health and safety, and environmental risks.

**Policy 8.25. Critical infrastructure.** Increase the resilience of high-risk and critical infrastructure through monitoring, planning, maintenance, investment, adaptive technology, and continuity planning.

**Policy 8.26. Capital programming.** Maintain long-term capital improvement programs that balance acquisition and construction of new public facilities with maintenance and operations of existing facilities.

255. **Finding:** The City Council interprets policies 8.20 through 8.26 provide direction on investment priorities for public facilities. The BHD amendments do not include new public facility or infrastructure projects. These policies do not apply.

## Funding

**Policy 8.27. Cost-effectiveness.** Establish, improve, and maintain the public facilities necessary to serve designated land uses in ways that cost-effectively provide desired levels of service, consider facilities' lifecycle costs, and maintain the City's long-term financial sustainability.

**Policy 8.28. Shared costs.** Ensure the costs of constructing and providing public facilities and services are equitably shared by those who benefit from the provision of those facilities and services.

**Policy 8.29. System development.** Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility improvements, extensions, or construction to bear a proportional share of the costs.

**Policy 8.30. Partnerships.** Maintain or establish public and private partnerships for the development, management, or stewardship of public facilities necessary to serve designated land uses, as appropriate.

256. **Finding:** The City Council interprets policies 8.27 through 8.30 provide direction on funding public facilities and services within the City of Portland's Urban Services Boundary. The BHD amendments do not include new public facility or infrastructure projects. These policies do not apply.



## Public benefits

**Policy 8.31. Application of Guiding Principles.** Plan and invest in public facilities in ways that promote and balance the Guiding Principles established in The Vision and Guiding Principles of this Comprehensive Plan.

**Policy 8.32. Community benefit agreements.** Encourage the use of negotiated community benefit agreements for large public facility projects as appropriate to address environmental justice policies in Chapter 2: Community Involvement.

**Policy 8.33. Community knowledge and experience.** Encourage public engagement processes and strategies for larger public facility projects to include community members in identifying potential impacts, mitigation measures and community benefits.

**Policy 8.34. Resource efficiency.** Reduce the energy and resource use, waste, and carbon emissions from facilities necessary to serve designated land uses to meet adopted City goals and targets.

**Policy 8.35. Natural systems.** Protect, enhance, and restore natural systems and features for their infrastructure service and other values.

**Policy 8.36. Context-sensitive infrastructure.** Design, improve, and maintain public rights-of-way and facilities in ways that are compatible with, and that minimize negative impacts on, their physical, environmental, and community context.

**Policy 8.37. Site- and area-specific needs.** Allow for site- and area-specific public facility standards, requirements, tools, and policies as needed to address distinct topographical, geologic, environmental, and other conditions.

**Policy 8.38. Age-friendly public facilities.** Promote public facility designs that make Portland more age-friendly.

257. **Finding:** The City Council interprets policies 8.31 through 8.38 provide direction on the associated public benefits that should be considered in conjunction with investment in public facilities and services within the City of Portland's Urban Services Boundary. The BHD amendments do not include new public facility or infrastructure projects. These policies do not apply.

## Public rights-of-way

**Policy 8.39. Interconnected network.** Establish a safe and connected rights-of-way system that equitably provides infrastructure services throughout the city.

**Policy 8.40. Transportation function.** Improve and maintain the right-of-way to support multimodal transportation mobility and access to goods and services as is consistent with the designated street classification.

**Policy 8.41. Utility function.** Improve and maintain the right-of-way to support equitable distribution of utilities, including water, sanitary sewer, stormwater management, energy, and communications, as appropriate.

**Policy 8.42. Stormwater management function.** Improve rights-of-way to integrate green infrastructure and other stormwater management facilities to meet desired levels-of-service and economic, social, and environmental objectives.

**Policy 8.43. Trees in rights-of-way.** Integrate trees into public rights-of-way to support City canopy goals, transportation functions, and economic, social, and environmental objectives.

**Policy 8.44. Community uses.** Allow community use of rights-of-way for purposes such as public

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gathering space, events, or temporary festivals, if the community uses are integrated in ways that balance and minimize conflict with the designated through movement and access roles of rights-of-ways.

**Policy 8.45. Pedestrian amenities.** Encourage facilities that enhance pedestrian enjoyment, such as transit shelters, garbage containers, benches, etc. in the right-of-way.

**Policy 8.46. Commercial uses.** Accommodate allowable commercial uses of the rights-of-way for enhancing commercial vitality, if the commercial uses can be integrated in ways that balance and minimize conflict with the other functions of the right-of-way.

**Policy 8.47. Flexible design.** Allow flexibility in right-of-way design and development standards to appropriately reflect the pattern area and other relevant physical, community, and environmental contexts and local needs.

**8.47.a.** Use a variety of transportation resources in developing and designing projects for all City streets, such as the City of Portland's Pedestrian Design Guide, Bicycle Master Plan-Appendix A, NACTO Urban Bikeway Design Guide, NACTO Urban Street Design Guide, Portland Parks and Recreation Trail Design Guidelines, Designing for Truck Movements and Other Large Vehicles, and City of Portland Green Street Policy, Stormwater Management Manual, Design Guide for Public Street Improvements, and Neighborhood Greenways. (TSP objective 8.1.e.).

**Policy 8.48. Corridors and City Greenways.** Ensure public facilities located along Civic Corridors, Neighborhood Corridors, and City Greenways support the multiple objectives established for these corridors. **Policy 8.49. Coordination.** Coordinate the planning, design, development, improvement, and maintenance of public rights-of-way among appropriate public agencies, private providers, and adjacent landowners.

**Policy 8.49. Coordination.** Coordinate the planning, design, development, improvement, and maintenance of public rights-of-way among appropriate public agencies, private providers, and adjacent landowners.

**8.49.a.** Coordination efforts should include the public facilities necessary to support the uses and functions of rights-of-way, as established in policies 8.40 to 8.46.

**8.49.b.** Coordinate transportation and stormwater system plans and investments, especially in unimproved or substandard rights-of-way, to improve water quality, public safety, including for pedestrians and bicyclists, and neighborhood livability.

**Policy 8.50. Undergrounding.** Encourage undergrounding of electrical and telecommunications facilities within public rights-of-way, especially in centers and along Civic Corridors.

**Policy 8.51. Right-of-way vacations.** Maintain rights-of-way if there is an established existing or future need for them, such as for transportation facilities or for other public functions established in policies 8.40 to 8.46.

**Policy 8.52. Rail rights-of-way.** Preserve existing and abandoned rail rights-of-way for future rail or public trail uses.

**258. Finding:** The City Council interprets policies 8.39 through 8.52 to apply to new public facilities or infrastructure projects in the right-of-way. The BHD amendments do not include new public facility or infrastructure projects in the right-of-way. These policies do not apply. However, changes to eliminate onsite parking requirements reduce the need for driveway curb cuts which

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improves safety and increase opportunities for street trees, stormwater facilities, and other pedestrian amenities.

## Trails

**Policy 8.53. Public trails.** Establish, improve, and maintain a citywide system of public trails that provide transportation and/or recreation options and are a component of larger network of facilities for bicyclists, pedestrians, and recreational users.

**Policy 8.54. Trail system connectivity.** Plan, improve, and maintain the citywide trail system so that it connects and improves access to Portland's neighborhoods, commercial areas, employment centers, schools, parks, natural areas, recreational facilities, regional destinations, the regional trail system, and other key places that Portlanders access in their daily lives.

**Policy 8.55. Trail coordination.** Coordinate planning, design, improvement, and maintenance of the trail system among City agencies, other public agencies, non-governmental partners, and adjacent landowners.

**Policy 8.56. Trail diversity.** Allow a variety of trail types to reflect a trail's transportation and recreation roles, requirements, and physical context.

**Policy 8.57. Public access requirements.** Require public access and improvement of public trails along the future public trail alignments shown in Figure 8-2 — Future Public Trail Alignments.

**Policy 8.58. Trail and City Greenway coordination.** Coordinate the planning and improvement of trails as part of the City Greenways system.

**Policy 8.59. Trail and Habitat Corridor coordination.** Coordinate the planning and improvement of trails with the establishment, enhancement, preservation, and access to habitat corridors.

**Policy 8.60. Intertwine coordination.** Coordinate with the Intertwine Alliance and its partners, including local and regional parks providers, to integrate Portland's trail and active transportation network with the bi-state regional trail system.

259. **Finding:** The City Council interprets policies 8.53 through 8.60 to apply to designated trails. While designated trail alignments are included in public rights of way adjacent multi-dwelling zones, the BHD amendments do not amend the designated trail alignments. These policies do not apply.

## Sanitary system

**Policy 8.61. Sewer connections.** Require all developments within the city limits to be connected to sanitary sewers unless the public sanitary system is not physically or legally available per City Code and state requirements; or the existing onsite septic system is functioning properly without failure or complaints per City Code and state requirements; and the system has all necessary state and county permits.

**Policy 8.62. Combined sewer overflows.** Provide adequate public facilities to limit combined sewer overflows to frequencies established by regulatory permits.

**Policy 8.63. Sanitary sewer overflows.** Provide adequate public facilities to prevent sewage releases to surface waters as consistent with regulatory permits.

**Policy 8.64. Private sewage treatment systems.** Adopt land use regulations that require any proposed private sewage treatment system to demonstrate that all necessary state and county permits are obtained.

**Policy 8.65. Sewer extensions.** Prioritize sewer system extensions to areas that are already developed

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at urban densities and where health hazards exist.

**Policy 8.66. Pollution prevention.** Reduce the need for wastewater treatment capacity through land use programs and public facility investments that manage pollution as close to its source as practical and that reduce the amount of pollution entering the sanitary system.

**Policy 8.67. Treatment.** Provide adequate wastewater treatment facilities to ensure compliance with effluent standards established in regulatory permits.

260. **Finding:** The City Council interprets policies 8.61 through 8.67 to apply to the provision of sanitary sewer facilities. BES does not anticipate these changes will cause significant problems for either property owners or the system. The Bureau of Environmental Services regularly analyzes the system, in conjunction with planning projections from the Bureau of Planning and Sustainability, and determines priority areas for both capacity and structural upgrades. Over time, these capital projects will be added to the Citywide Systems Plan to address any localized issues created through the increased densities allowed by the BHD amendments.

## Stormwater Systems

**Policy 8.68. Stormwater facilities.** Provide adequate stormwater facilities for conveyance, flow control, and pollution reduction.

**Policy 8.69. Stormwater as a resource.** Manage stormwater as a resource for watershed health and public use in ways that protect and restore the natural hydrology, water quality, and habitat of Portland's watersheds.

**Policy 8.70. Natural systems.** Protect and enhance the stormwater management capacity of natural resources such as rivers, streams, creeks, drainageways, wetlands, and floodplains.

**Policy 8.71. Green infrastructure.** Promote the use of green infrastructure, such as natural areas, the urban forest, and landscaped stormwater facilities, to manage stormwater.

**Policy 8.72. Stormwater discharge.** Avoid or minimize the impact of stormwater discharges on the water and habitat quality of rivers and streams.

**Policy 8.73. On-site stormwater management.** Encourage on-site stormwater management, or management as close to the source as practical, through land use decisions and public facility investments.

**Policy 8.74. Pollution prevention.** Coordinate policies, programs, and investments with partners to prevent pollutants from entering the stormwater system by managing point and non-point pollution sources through public and private facilities, local regulations, and education.

**Policy 8.75. Stormwater partnerships.** Provide stormwater management through coordinated public and private facilities, public-private partnerships, and community stewardship.

261. **Finding:** The City Council interprets policies 8.68 through 8.75 to apply to the provision of stormwater facilities. The BHD amendments do not increase the amount of multi-dwelling zoned areas in these stormwater constrained areas. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, but the development standards do not significantly increase the maximum building coverage limit, so the amount of impervious surface should not significantly increase. The BHD amendments reduce minimum parking requirements and allow eco roofs, raised courtyards and raised stormwater planters to be used to meet up to 50 percent of required landscaping, which can reduce the impervious surface of the development and facilitate on-site stormwater management.

## Flood management

**Policy 8.76. Flood management.** Improve and maintain the functions of natural and managed drainageways, wetlands, and floodplains to protect health, safety, and property, provide water conveyance and storage, improve water quality, and maintain and enhance fish and wildlife habitat.

**Policy 8.77. Floodplain management.** Manage floodplains to protect and restore associated natural resources and functions and to minimize the risks to life and property from flooding.

**Policy 8.78. Flood management facilities.** Establish, improve, and maintain flood management facilities to serve designated land uses through planning, investment and regulatory requirements.

**Policy 8.79. Drainage district coordination.** Coordinate with drainage districts that provide stormwater management, conveyance, and flood mitigation, protection, and control services within the City's Urban Services Boundary.

**Policy 8.80. Levee coordination.** Coordinate plans and investments with special districts and agencies responsible for managing and maintaining certification of levees along the Columbia River.

262. The City Council interprets policies 8.76 through 8.80 to apply to the management of floodplains. About 70 acres of multi-dwelling zoned areas are in areas susceptible to flooding. The BHD amendments do not increase the amount of multi-dwelling zoned areas in these flood prone areas. Moreover, for sites in flood prone areas, the BHD amendments do not amend the environmental overlay maps, nor do they change City programs that regulate development in the floodplain (i.e., Title 33.631 Sites in Flood Hazard Areas; Title 10 Erosion Control, and the balanced cut and fill requirements of Title 24).

## Water systems

**Policy 8.81. Primary supply source.** Protect the Bull Run watershed as the primary water supply source for Portland.

**Policy 8.82. Bull Run protection.** Maintain a source-protection program and practices to safeguard the Bull Run watershed as a drinking water supply.

**Policy 8.83. Secondary supply sources.** Protect, improve, and maintain the Columbia South Shore wellfield groundwater system, the Powell Valley wellfield groundwater system, and any other alternative water sources designated as secondary water supplies.

**Policy 8.84. Groundwater wellfield protection.** Maintain a groundwater protection program and practices to safeguard the Columbia South Shore wellfield and the Powell Valley wellfield as drinking water supplies.

**Policy 8.85. Water quality.** Maintain compliance with state and federal drinking water quality regulations.

**Policy 8.86. Storage.** Provide sufficient in-city water storage capacity to serve designated land uses, meet demand fluctuations, maintain system pressure, and ensure supply reliability.

**Policy 8.87. Fire protection.** Provide adequate water facilities to serve the fire protection needs of all Portlanders and businesses.

**Policy 8.88. Water pressure.** Provide adequate water facilities to maintain water pressure in order to protect water quality and provide for the needs of customers.

**Policy 8.89. Water efficiency.** Reduce the need for additional water facility capacity and maintain

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compliance with state water resource regulations by encouraging efficient use of water by customers within the city.

**Policy 8.90. Service interruptions.** Maintain and improve water facilities to limit interruptions in water service to customers.

**Policy 8.91. Outside user contracts.** Coordinate long-term water supply planning and delivery with outside-city water purveyors through long-term wholesale contracts.

263. The City Council interprets policies 8.81 through 8.91 to apply to the provision of water service. The BHD amendments are not expected to cause significant problems for either current water users or the overall system is not anticipated. If the additional densities allowed through the BHD amendments exacerbate existing local capacity issues in isolated areas, some infrastructure improvements may be required to meet local capacity issues. New development may be required to extend service where no service is presently available or upgrade water mains when development requires larger water meter sizes.

## Parks and recreation

**Policy 8.92. Acquisition, development, and maintenance.** Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city's current and future population based on identified level-of-service standards and community needs.

**Policy 8.93. Service equity.** Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.

**Policy 8.94. Capital programming.** Maintain a long-range park capital improvement program, with criteria that considers acquisition, development, and operations; provides opportunities for public input; and emphasizes creative and flexible financing strategies.

**Policy 8.95. Park planning.** Improve parks, recreational facilities, natural areas, and the urban forest in accordance with current master plans, management plans, or adopted strategies that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and community input.

**Policy 8.96. Recreational trails.** Establish, improve, and maintain a complete and connected system of public recreational trails, consistent with Portland Parks & Recreation's trail strategy.

**Policy 8.97. Natural resources.** Preserve, enhance, and manage City-owned natural areas and resources to protect and improve their ecological health, in accordance with both the natural area acquisition and restoration strategies, and to provide compatible public access.

**Policy 8.98. Urban forest management.** Manage urban trees as green infrastructure with associated ecological, community, and economic functions, through planning, planting, and maintenance activities, education, and regulation.

**Policy 8.99. Recreational facilities.** Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.

**Policy 8.100. Self-sustaining Portland International Raceway (PIR).** Provide for financially self-sustaining operations of PIR, and broaden its programs and activities to appeal to families, diverse communities, and non-motorized sports such as biking and running.

**Policy 8.101. Self-sustaining and inclusive golf facilities.** Provide financially self-sustaining public golf

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course operations. Diversify these assets to attract new users, grow the game, provide more introductory-level programming, and expand into other related recreational opportunities such as foot golf and disk golf.

**Policy 8.102. Specialized recreational facilities.** Establish and manage specialized facilities within the park system that take advantage of land assets and that respond to diverse, basic, and emerging recreational needs.

**Policy 8.103. Public-private partnerships.** Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

**264.Finding:** The City Council interprets these policies 8.92 through 8.103 to address City-owned parks and natural areas and not development on private land. These policies do not apply.

## **Public safety and emergency response**

**Policy 8.104. Emergency preparedness, response, and recovery coordination.** Coordinate land use plans and public facility investments between City bureaus, other public and jurisdictional agencies, businesses, community partners, and other emergency response providers, to ensure coordinated and comprehensive emergency and disaster risk reduction, preparedness, response, and recovery.

**Policy 8.105. Emergency management facilities.** Provide adequate public facilities – such as emergency coordination centers, communications infrastructure, and dispatch systems – to support emergency management, response, and recovery.

**Policy 8.106. Police facilities.** Improve and maintain police facilities to allow police personnel to efficiently and effectively respond to public safety needs and serve designated land uses.

**Policy 8.107. Community safety centers.** Establish, coordinate, and co-locate public safety and other community services in centers.

**Policy 8.108. Fire facilities.** Improve and maintain fire facilities to serve designated land uses, ensure equitable and reliable response, and provide fire and life safety protection that meets or exceeds minimum established service levels.

**Policy 8.109. Mutual aid.** Maintain mutual aid coordination with regional emergency response providers as appropriate to protect life and ensure safety.

**Policy 8.110. Community preparedness.** Enhance community preparedness and capacity to prevent, withstand, and recover from emergencies and natural disasters through land use decisions and public facility investments.

**Policy 8.111. Continuity of operations.** Maintain and enhance the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services.

**265.Finding:** The City Council interprets policies 8.104 through 8.111 to address the provision of public safety and emergency response services and not development on private land. These policies do not apply.

## **Solid waste management**

**Policy 8.112. Waste management.** Ensure land use programs, rights-of-way regulations, and public facility investments allow the City to manage waste effectively and prioritize waste management in the following order: waste reduction, recycling, anaerobic digestion, composting, energy recovery, and then landfill.

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**266.Finding:** The City Council interprets this policy to address the provision of waste management services and not development on private land. These policies do not apply.

## School facilities

**Policy 8.113. School district capacity.** Consider the overall enrollment capacity of a school district – as defined in an adopted school facility plan that meets the requirements of Oregon Revised Statute 195 – as a factor in land use decisions that increase capacity for residential development.

**267.Finding:** David Douglas School District (DDSD) is the only school district in Portland with an adopted school facility plan. The Buildable Lands Inventory calculates available development capacity and predicts where new households will be allocated over the planning period. Comparing the BHD growth allocation to the current Comprehensive Plan allocation, the net change to households in the David Douglas School District is a reduction of 1,500 units (roughly a 12% decrease from 12,000 units previously forecasted). This shift is primarily due to how the BHD changes affect other parts of the city and reflect recent development trends that have more growth in the Central City and inner neighborhoods and slower growth in East Portland. The David Douglas School District has indicated that it can accommodate these changes into their future forecasting for their facility plan.

**Policy 8.114. Facilities Planning.** Facilitate coordinated planning among school districts and City bureaus, including Portland Parks and Recreation, to accommodate school site/facility needs in response to most up-to-date growth forecasts.

**Policy 8.115. Co-location.** Encourage public school districts, Multnomah County, the City of Portland, and other providers to co-locate facilities and programs in ways that optimize service provision and intergenerational and intercultural use.

**Policy 8.116. Community use.** Encourage public use of public school grounds for community purposes while meeting educational and student safety needs and balancing impacts on surrounding neighborhoods.

**Policy 8.117. Recreational use.** Encourage publicly-available recreational amenities (e.g. athletic fields, green spaces, community gardens, and playgrounds) on public school grounds for public recreational use, particularly in neighborhoods with limited access to parks.

**Policy 8.118. Schools as emergency aid centers.** Encourage the use of seismically-safe school facilities as gathering and aid-distribution locations during natural disasters and other emergencies.

**Policy 8.119. Facility adaptability.** Ensure that public schools may be upgraded to flexibly accommodate multiple community-serving uses and adapt to changes in educational approaches, technology, and student needs over time.

**Policy 8.120. Leverage public investment.** Encourage City public facility investments that complement and leverage local public school districts' major capital investments.

**Policy 8.121. School access.** Encourage public school districts to consider the ability of students to safely walk and bike to school when making decisions about the site locations and attendance boundaries of schools.

**Policy 8.122. Private institutions.** Encourage collaboration with private schools and educational institutions to support community and recreational use of their facilities.

**268.Finding:** The City Council interprets policies 8.114 through 8.122 to address the provision of school facilities and not development on private land. These policies do not apply.



## Technology and communications

**Policy 8.123. Technology and communication systems.** Maintain and enhance the City’s technology and communication facilities to ensure public safety, facilitate access to information, and maintain City operations.

**Policy 8.124. Equity, capacity, and reliability.** Encourage plans and investments in technology and communication infrastructure to ensure access in all areas of the city, reduce disparities in capacity, and affordability, and to provide innovative high-performance, reliable service for Portland’s residents and businesses.

269. **Finding:** The City Council interprets policies 8.123 and 8.124 to address the provision technology and communication services and not development on private land. This policy does not apply.

## Energy infrastructure

**Policy 8.125. Energy efficiency.** Promote efficient and sustainable production and use of energy resources by residents and businesses, including low-carbon renewable energy sources, district energy systems, and distributed generation, through land use plans, zoning, and other legislative land use decisions.

270. **Finding:** The BHD amendments do not amend the sections of the zoning code that regulate the production of energy or other types of energy infrastructure. This policy does not apply.

## Chapter 9 Transportation

**GOAL 9.A: Safety.** Transportation safety impacts the livability of a city and the comfort and security of those using City streets. Comprehensive efforts to improve transportation safety through engineering, education, enforcement and evaluation will be used to eliminate traffic-related fatalities and serious injuries from Portland’s transportation system.

**Goal 9.B: Multiple goals.** Portland’s transportation system is funded and maintained to achieve multiple goals and measurable outcomes for people and the environment. The transportation system is safe, complete, interconnected, multimodal, and fulfills daily needs for people and businesses.

**GOAL 9.C: Great places.** Portland’s transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in town centers, neighborhood centers and corridors, and civic corridors.

**GOAL 9.D: Environmentally sustainable.** The transportation system increasingly uses active transportation, renewable energy, or electricity from renewable sources, achieves adopted carbon reduction targets, and reduces air pollution, water pollution, noise, and Portlanders’ reliance on private vehicles.

**GOAL 9.E: Equitable transportation.** The transportation system provides all Portlanders options to move about the city and meet their daily needs by using a variety of safe, efficient, convenient, and affordable modes of transportation. Transportation investments are responsive to the distinct needs of each community.

**GOAL 9.F: Positive health outcomes.** The transportation system promotes positive health outcomes and minimizes negative impacts for all Portlanders by supporting active transportation, physical activity, and community and individual health.

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**GOAL 9.G: Opportunities for prosperity.** The transportation system supports a strong and diverse economy, enhances the competitiveness of the city and region, and maintains Portland's role as a West Coast trade gateway and freight hub by providing efficient and reliable goods movement, multimodal access to employment areas and educational institutions, as well as enhanced freight access to industrial areas and intermodal freight facilities. The transportation system helps people and businesses reduce spending and keep money in the local economy by providing affordable alternatives to driving.

**GOAL 9.H: Cost effectiveness.** The City analyzes and prioritizes capital and operating investments to cost effectively achieve the above goals while responsibly managing and protecting our past investments in existing assets.

**GOAL 9.I: Airport Futures.** Promote a sustainable airport (Portland International Airport [PDX]) by meeting the region's air transportation needs without compromising livability and quality of life for future generations.

**271. Finding:** The City Council interprets these goals to address transportation improvements, programming, funding priorities and maintenance and not development on private land.

As demonstrated in the findings for Statewide Planning Goal 12 (Transportation) and the policies of Chapter 8 (Transportation), the BHD amendments do not significantly impact the transportation system. The transportation impact of the BHD amendments was evaluated by the Portland Bureau of Transportation (PBOT) (see PBOT memo, dated September 6, 2019). The PBOT analysis found that peak PM hour traffic resulting from the BHD amendments is not significant. The added traffic is widely spread across the City. The current and proposed housing types are consistent land uses within the context of the descriptions of the functional classifications of existing or planned transportation facilities.

The BHD amendments include mitigating strategies that serve to improve mode split performance and limit traffic impacts which were not able to be incorporated into the analysis model. First, minimum parking requirements are being reduced. The BHD amendments further promote a walkable form through regulations on the amount of building façade that are occupied with garages and prohibiting off-street parking between the building and the street. The BHD amendments expand the TDM financial incentive requirements to multi-dwelling zones in locations close to frequent transit, projects with buildings with 10 or more units will be required to use strategies that reduce transportation impacts, such as by providing residents with transit passes, bike share or car share memberships, and information on transportation options.

## Designing and planning

**Policy 9.1. Street design classifications.** Maintain and implement street design classifications consistent with land use plans, environmental context, urban design pattern areas, and the Neighborhood Corridor and Civic Corridor Urban Design Framework designations.

**Policy 9.2. Street policy classifications.** Maintain and implement street policy classifications for pedestrian, bicycle, transit, freight, emergency vehicle, and automotive movement, while considering access for all modes, connectivity, adjacent planned land uses, and state and regional requirements.

**9.2.a.** Designate district classifications that emphasize freight mobility and access in industrial and employment areas serving high levels of truck traffic and to accommodate the needs of intermodal freight movement.

**9.2.b.** Designate district classifications that give priority to pedestrian access in areas where high

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levels of pedestrian activity exist or are planned, including the Central City, Gateway regional center, town centers, neighborhood centers, and transit station areas.

**9.2.c.** Designate district classifications that give priority to bicycle access and mobility in areas where high levels of bicycle activity exist or are planned, including Downtown, the River District, Lloyd District, Gateway Regional Center, town centers, neighborhood centers, and transit station areas.

**Policy 9.3. Transportation System Plan.** Maintain and implement the Transportation System Plan (TSP) as the decision-making tool for transportation-related projects, policies, programs, and street design.

**Policy 9.4. Use of classifications.** Plan, develop, implement, and manage the transportation system in accordance with street design and policy classifications outlined in the Transportation System Plan.

**9.4.a.** Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present.

**272. Finding:** Policies 9.1 through 9.4 provide direction regarding transportation system classifications and the Transportation System Plan. The BHD amendments do not change the functional classification of any existing or proposed transportation facility, nor do they change the standards implementing a functional classification system.

**Policy 9.5. Mode share goals and Vehicle Miles Travelled (VMT) reduction.** Increase the share of trips made using active and low-carbon transportation modes. Reduce VMT to achieve targets set in the most current Climate Action Plan and Transportation System Plan, and meet or exceed Metro's mode share and VMT targets.

**273. Finding:** The BHD amendments remove regulatory barriers to encourage higher-density housing by providing for a wider range of housing types in the RM1 and RM2 zones throughout the city, which encompass 92 percent of the multi-dwelling zoning in Portland. The BHD amendments generally support reducing VMT and increasing non-automobile mode splits by creating more housing capacity in accessible locations because 86 percent of the acres with multi-dwelling zoning is located within ¼ mile of transit. The BHD amendments include mitigating strategies that serve to improve mode split performance and limit traffic impacts. which include eliminating or reducing minimum parking requirements; promoting a walkable urban form through regulations on the amount of building façade that can be occupied with garages and prohibiting off-street parking between the building and the street. The BHD amendments also expand the TDM financial incentive requirements to multi-dwelling zones in locations close to frequent transit, for projects with buildings with 10 or more units.

**Policy 9.6. Transportation strategy for people movement.** Design the system to accommodate the most vulnerable users, including those that need special accommodation under the Americans with Disabilities Act (ADA). Implement a prioritization of modes for people movement by making transportation system decisions per the following ordered list:

- Walking
- Bicycling
- Transit
- Fleets of electric, fully automated, multiple passenger vehicles
- Other shared vehicles
- Low or no occupancy vehicles, fossil-fueled non-transit vehicles

When implementing this prioritization ensure that:

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- The needs and safety of each group of users are considered, and changes do not make existing conditions worse for the most vulnerable users.
- All users' needs are balanced with the intent of optimizing the right of way for multiple modes on the same street.
- When necessary to ensure safety, accommodate some users on parallel streets as part of multi-street corridors.
- Land use and system plans, network functionality for all modes, other street functions, and complete street policies, are maintained.
- Policy-based rationale is provided if modes lower in the ordered list are prioritized.

**Policy 9.7. Moving goods and delivering services.** In tandem with people movement, maintain efficient and reliable movement of goods and services as a critical transportation system function. Prioritize freight system reliability improvements over single-occupancy vehicle mobility where there are solutions that distinctly address those different needs.

**Policy 9.8. Affordability.** Improve and maintain the transportation system to increase access to convenient and affordable transportation options for all Portlanders, especially those who have traditionally been under-served or under-represented or have historically borne unequal burdens.

**Policy 9.9. Accessible and age-friendly transportation system.** Ensure that transportation facilities are accessible to people of all ages and abilities, and that all improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way comply with the Americans with Disabilities Act of 1990. Improve and adapt the transportation system to better meet the needs of the most vulnerable users, including the young, older adults, and people with different abilities.

**Policy 9.10. Geographic policies.** Adopt geographically-specific policies in the Transportation System Plan to ensure that transportation infrastructure reflects the unique topography, historic character, natural features, system gaps, economic needs, demographics, and land uses of each area. Use the Pattern Areas identified in Chapter 3: Urban Form as the basis for area policies.

**9.10.a.** Refer to adopted area plans for additional applicable geographic objectives related to transportation. Land use, development, and placemaking

274. **Finding:** Policies 9.6 through 9.10 provide direction regarding planning for the transportation system. These policies address the design and planning of transportation facilities and not development on private land. These policies do not apply.

## Land use, development, and placemaking

**Policy 9.11. Land use and transportation coordination.** Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

275. **Finding:** The BHD amendments expand the types of housing allowed, especially in the lower density RM1 and RM2 multi-dwelling zones, which make up 92 percent of the multi-dwelling zoned land in Portland. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, which will allow for a wider range of smaller housing types and sizes. In RM2 zone, which is often located along transit corridors, will allow for a higher density that is similar to adjacent mixed-use commercial zones. The Portland Bureau of Transportation (PBOT) has evaluated these changes and found that peak PM hour traffic resulting from the BHD amendments is not significant; the added traffic is widely spread across the City; and expected housing types are consistent with the land uses anticipated within the context of

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the descriptions of the functional classifications of existing or planned transportation facilities. Therefore, the BHD amendments have been coordinated with the long-range transportation plans. (see PBOT memo, dated September 6, 2019)

**Policy 9.12. Growth strategy.** Use street design and policy classifications to support Goals 3A-3G in Chapter 3: Urban Form. Consider the different design contexts and transportation functions in Town Centers, Neighborhood Centers, Neighborhood Corridors, Employment Areas, Freight Corridors, Civic Corridors, Transit Station Areas, and Greenways.

**276. Finding:** The BHD amendments do not change the functional classification of any existing or proposed transportation facility, nor do they change the standards implementing a functional classification system. The amendments ensure new development is consistent with the land uses anticipated within the context of the descriptions of the functional classifications of existing or planned transportation facilities.

**Policy 9.13. Development and street design.** Evaluate adjacent land uses to help inform street classifications in framing, shaping, and activating the public space of streets. Guide development and land use to create the kinds of places and street environments intended for different types of streets.

**277. Finding:** The BHD amendments do not change the functional classification of any existing or proposed transportation facility, nor do they change the standards implementing a functional classification system. The BHD amendments are consistent with this policy by including land use and design-related provisions specific to street design classifications in the Transportation System Plan. This includes allowances for ground-floor commercial uses, higher building coverage, and zero side setbacks along Civic and Neighborhood Corridors to support their roles as locations for transit-oriented development and focused urban activity.

### Streets as public spaces

**Policy 9.14. Streets for transportation and public spaces.** Integrate both placemaking and transportation functions when designing and managing streets by encouraging design, development, and operation of streets to enhance opportunities for them to serve as places for community interaction, environmental function, open space, tree canopy, recreation, and other community purposes.

**Policy 9.15. Repurposing street space.** Encourage repurposing street segments that are not critical for transportation connectivity to other community purposes.

**Policy 9.16. Design with nature.** Promote street alignments and designs that respond to topography and natural features, when feasible, and protect streams, wildlife habitat, and native trees.

**278. Finding:** Policies 9.14 through 9.16 address the design and use of public streets and not development on private land. These policies do not apply.

### Modal policies

**Policy 9.17. Pedestrian transportation.** Encourage walking as the most attractive mode of transportation for most short trips, within and to centers, corridors, and major destinations, and as a means for accessing transit.

**279. Finding:** The BHD amendments include new requirements that will improve the pedestrian environment and encourage more pedestrian trips in multi-dwelling zones. They limit front garages and parking structures to 50 percent of buildings along streets. The changes also prohibit

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parking from being located between buildings along streets and requires building entrances to be oriented to streets or a courtyard connected to a street.

**Policy 9.18. Pedestrian networks.** Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.

280. **Finding:** The BHD amendments improve the quality of the pedestrian environment through regulations on the amount of building façade that can be occupied with garages and prohibiting off-street parking between the building and the street, as well as requiring building entrances to be oriented to streets or a courtyard that is connected to a street.

**Policy 9.19. Pedestrian safety and accessibility.** Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities.

281. **Finding:** The BHD amendments improve pedestrian safety by reducing or eliminating minimum on-site parking requirements which provides more options for sites to forego on-site parking and the related curb cut and driveway, which can be conflict points for pedestrians.

**Policy 9.20. Bicycle transportation.** Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.

**Policy 9.21. Accessible bicycle system.** Create a bicycle transportation system that is safe, comfortable, and accessible to people of all ages and abilities.

**Policy 9.22. Public transportation.** Coordinate with public transit agencies to create conditions that make transit the preferred mode of travel for trips that are not made by walking or bicycling.

**Policy 9.23. Transportation to job centers.** Promote and enhance transit to be more convenient and economical than the automobile for people travelling more than three miles to and from the Central City and Gateway. Enhance regional access to the Central City and access from Portland to other regional job centers.

**Policy 9.24. Transit service.** In partnership with TriMet, develop a public transportation system that conveniently, safely, comfortably, and equitably serves residents and workers 24 hours a day, 7 days a week.

**Policy 9.25. Transit equity.** In partnership with TriMet, maintain and expand high-quality frequent transit service to all Town Centers, Civic Corridors, Neighborhood Centers, Neighborhood Corridors, and other major concentrations of employment, and improve service to areas with high concentrations of poverty and historically under-served and under-represented communities.

**9.25.a.** Support a public transit system and regional transportation that address the transportation needs of historically marginalized communities and provide increased mobility options and access.

**Policy 9.26. Transit funding.** Consider funding strategies and partnership opportunities that improve access to and equity in transit service, such as raising metro-wide funding to improve service and decrease user fees/fares.

**Policy 9.27. Transit service to centers and corridors.** Use transit investments to shape the city's growth and increase transit use. In partnership with TriMet and Metro, maintain, expand, and enhance Portland Streetcar, frequent service bus, and high-capacity transit, to better serve centers and corridors with the highest intensity of potential employment and household growth.

**9.27.a.** Locate major park-and-ride lots only where transit ridership is increased significantly, vehicle miles traveled are reduced, transit-supportive development is not hampered, bus service

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is not available or is inadequate, and the surrounding area is not negatively impacted.

**Policy 9.28. Intercity passenger service.** Coordinate planning and project development to expand intercity passenger transportation services in the Willamette Valley, and from Portland to Seattle and Vancouver, BC.

**Policy 9.29. Regional trafficways and transitways.** Maintain capacity of regional transitways and existing regional trafficways to accommodate through-traffic.

**Policy 9.30. Multimodal goods movement.** Develop, maintain, and enhance a multimodal freight transportation system for the safe, reliable, sustainable, and efficient movement of goods within and through the city.

**Policy 9.31. Economic development and industrial lands.** Ensure that the transportation system supports traded sector economic development plans and full utilization of prime industrial land, including brownfield redevelopment.

**Policy 9.32. Multimodal system and hub.** Maintain Portland's role as a multimodal hub for global and regional movement of goods. Enhance Portland's network of multimodal freight corridors.

**Policy 9.33. Freight network.** Develop, manage, and maintain a safe, efficient, and reliable freight street network to provide freight access to and from intermodal freight facilities, industrial and commercial districts, and the regional transportation system. Invest to accommodate forecasted growth of interregional freight volumes and provide access to truck, marine, rail, and air transportation systems. Ensure designated routes and facilities are adequate for over-dimensional trucks and emergency equipment.

**Policy 9.34. Sustainable freight system.** Support the efficient delivery of goods and services to businesses and neighborhoods, while also reducing environmental and neighborhood impacts. Encourage the use of energy efficient and clean delivery vehicles, and manage on- and off-street loading spaces to ensure adequate access for deliveries to businesses, while maintaining access to homes and businesses.

**Policy 9.35. Freight rail network.** Coordinate with stakeholders and regional partners to support continued reinvestment in, and modernization of, the freight rail network.

**Policy 9.36 Portland Harbor.** Coordinate with the Port of Portland, private stakeholders, and regional partners to improve and maintain access to marine terminals and related river-dependent uses in Portland Harbor.

**9.36.a.** Support continued reinvestment in, and modernization of, marine terminals in Portland Harbor.

**9.36.b.** Facilitate continued maintenance of the shipping channels in Portland Harbor and the Columbia River.

**9.36.c.** Support shifting more long-distance, high-volume movement of goods to river and oceangoing ships and rail.

**Policy 9.37. Portland Heliport.** Maintain Portland's Heliport functionality in the Central City.

**Policy 9.38. Automobile transportation.** Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles traveled (VMT) and negative impacts of private automobiles on the environment and human health.

**Policy 9.39. Automobile efficiency.** Coordinate land use and transportation plans and programs with

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other public and private stakeholders to encourage vehicle technology innovation, shifts toward electric and other cleaner, more energy-efficient vehicles and fuels, integration of smart vehicle technology with intelligent transportation systems, and greater use of options such as car-share, carpool, and taxi.

**Policy 9.40. Emergency response.** Maintain a network of accessible emergency response streets to facilitate safe and expedient emergency response and evacuation. Ensure that police, fire, ambulance, and other emergency providers can reach their destinations in a timely fashion, without negatively impacting traffic calming and other measures intended to reduce crashes and improve safety.

**282. Finding:** Policies 9.20 through 9.40 address the design and use of public transportation infrastructure and not development on private land where multi-dwelling development occurs. These policies do not apply.

Regarding Policy 9.33, this policy directs the City to develop, maintain, and enhance a multimodal freight transportation system. The City Council interprets this policy to apply to transportation system design and city investment decisions, and not land use decisions considering multi-dwelling development. Testimony by Tamara DeRidder raised concerns that the BHD amendments fail to address how the highest residential density is planned along major freight corridors and how health impacts will be mitigated. The City Council shares the concerns regarding multi-dwelling zoning near designated as freight routes, making the residents of multi-dwelling housing more susceptible to poor health impacts. The proposed solution to require enhanced air quality filters in multi-dwelling structures is a State Building Code issue, and not one that regulated through the Zoning Code. The BHD amendments do include changes that can have a positive health impact, including requiring a minimum front setback in the RM3 and RM4 zones that provides additional area for trees and landscaping that can provide a buffer between the building and the street.

## Airport Futures

**Policy 9.41. Portland International Airport.** Maintain the Portland International Airport as an important regional, national, and international transportation hub serving the bi-state economy.

**Policy 9.42. Airport regulations.** Implement the Airport Futures Plan through the implementation of the Portland International Airport Plan District.

**9.42.a.** Prohibit the development of a potential third parallel runway at PDX unless need for its construction is established through a transparent, thorough, and regional planning process.

**9.42.b.** Support implementation of the Aircraft Landing Zone to provide safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures, vegetation, and construction equipment.

**9.42.c.** Support the Port of Portland's Wildlife Hazard Management Plan by implementing airport-specific landscaping requirements in the Portland International Airport Plan District to reduce conflicts between wildlife and aircraft.

**Policy 9.43. Airport partnerships. Partner with the Port of Portland and the regional community to address the critical interconnection between economic development, environmental stewardship, and social responsibility. Support an ongoing public advisory committee for PDX to:**

**9.43.a.** Support meaningful and collaborative public dialogue and engagement on airport related planning and development.



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**9.43.b.** Provide an opportunity for the community to inform the decision-making related to the airport of the Port, the City of Portland, and other jurisdictions/organizations in the region.

**9.43.c.** Raise public knowledge about PDX and impacted communities.

**Policy 9.44. Airport investments.** Ensure that new development and redevelopment of airport facilities supports the City's and the Port's sustainability goals and policies, and is in accordance with Figure 9-3 — Portland International Airport. Allow the Port flexibility in configuring airport facilities to preserve future development options, minimize environmental impacts, use land resources efficiently, maximize operational efficiency, ensure development can be effectively phased, and address Federal Aviation Administration's airport design criteria.

**283. Finding:** Policies 9.41 through 9.44 provide policy direction related to Portland International Airport and are not relevant to the multi-dwelling zones and other regulations that are the focus of the BHD amendments. These policies do not apply.

## System management

**Policy 9.45. System management.** Give preference to transportation improvements that use existing roadway capacity efficiently and that improve the safety of the system for all users.

**9.45.a.** Support regional equity measures for transportation system evaluation.

**Policy 9.46. Traffic management.** Evaluate and encourage traffic speed and volume to be consistent with street classifications and desired land uses to improve safety, preserve and enhance neighborhood livability, and meet system goals of calming vehicle traffic through a combination of enforcement, engineering, and education efforts.

**9.46.a.** Use traffic calming tools, traffic diversion and other available tools and methods to create and maintain sufficiently low automotive volumes and speeds on neighborhood greenways to ensure comfortable cycling environment on the street.

**284. Finding:** Policies 9.45 and 9.46 address management of the public street system and not development on private land. These policies do not apply.

**Policy 9.47. Connectivity.** Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan, and prioritize access to specific places by certain modes in accordance with policies 9.6 and 9.7.

**9.47.a.** Develop conceptual master street plans for areas of the City that have significant amounts of vacant or underdeveloped land and where the street network does not meet City and Metro connectivity guidelines.

**9.47.b.** As areas with adopted Street Plans develop, provide connectivity for all modes by developing the streets and accessways as shown on the Master Street Plan Maps in the Comp Plan.

**9.47.c.** Continue to provide connectivity in areas with adopted Street Plans for all modes of travel by developing public and private streets as shown on the Master Street Plan Maps in the Comp Plan.

**9.47.d.** Provide street connections with spacing of no more than 530 feet between connections except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Where streets must cross over protected water features, provide crossings at an

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average spacing of 800 to 1000 feet, unless exceptional habitat quality of length of crossing prevents a full street connection.

**9.47.e** Provide bike and pedestrian connections at approximately 330 feet intervals on public easements or rights-of-way when full street connections are not possible, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Bike and pedestrian connections that cross protected water features should have an average spacing of no more than 530 feet, unless exceptional habitat quality or length of connection prevents a connection.

285. **Finding:** The BHD amendments facilitate street connections and improve connectivity in East Portland centers by requiring street frontages wide enough to provide space for new street connections and by calculating development allowances prior to street dedication to remove a disincentive to providing new street connections.

**Policy 9.48 Technology.** Encourage the use of emerging vehicle and parking technology to improve real-time management of the transportation network and to manage and allocate parking supply and demand.

**Policy 9.49 Performance measures.** Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.

**9.49.a.** Eliminate deaths and serious injuries for all who share Portland streets by 2025.

**9.49.b.** Maintain or decrease the number of peak period non-freight motor vehicle trips, system-wide and within each mobility corridor to reduce or manage congestion.

**9.49.c.** By 2035, reduce the number of miles Portlanders travel by car to 11 miles per day or less, on average.

**9.49.d.** Establish mode split targets in 2040 Growth Concept areas within the City, consistent with Metro's targets for these areas.

**9.49.e.** By 2035, increase the mode share of daily non-drive alone trips to 70 percent citywide, and to the following in the five pattern areas:

Pattern Area	2035 daily target mode share
Central City	85%
Inner Neighborhoods	70%
Western Neighborhoods	65%
Eastern Neighborhoods	65%
Industrial and River	55%

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**9.49.f.** By 2035, 70 percent of commuters walk, bike, take transit, carpool, or work from home at approximately the following rates:

Mode	Mode Share
Walk	7.5%
Bicycle	25%
Transit	25%
Carpool	10%
Single Occupant Vehicle (SOV)	30% or less
Work at home	10% below the line (calculated outside of the modal targets above)

**9.49.g.** By 2035, reduce Portland's transportation-related carbon emissions to 50% below 1990 levels, at approximately 934,000 metric tons.

**9.49.h.** By 2025, increase the percentage of new mixed use zone building households not owning an automobile from approximately 13% (2014) to 25%, and reduce the percentage of households owning two automobiles from approximately 24% to 10%.

**9.49.i.** Develop and use alternatives to the level-of-service measure to improve safety, encourage multimodal transportation, and to evaluate and mitigate maintenance and new trip impacts from new development.

**9.49.j.** Use level-of-service, consistent with Table 9.1\*, as one measure to evaluate the adequacy of transportation facilities in the vicinity of sites subject to land use review.

**9.49.k.** Maintain acceptable levels of performance on state facilities and the regional arterial and throughway network, consistent with the interim standard in Table 9.2\*, in the development and adoption of, and amendments to, the Transportation System Plan and in legislative amendments to the Comprehensive Plan Map.

**9.49.l.** In areas identified by Metro that exceed the level-of-service in Table 9.2\* and are planned to, but do not currently meet the alternative performance criteria, establish an action plan that does the following:

- Anticipates growth and future impacts of motor vehicle traffic on multimodal travel in the area
- Establishes strategies for mitigating the future impacts of motor vehicles
- Establishes performance standards for monitoring and implementing the action plan.

\*Note: Referenced Tables 9.1 and 9.2 are contained within the Transportation System Plan and should not be confused with tables or figures within the 2035 Comprehensive Plan.

**9.49.m.** Develop performance measures to track progress in creating and maintaining the transportation system.

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**Policy 9.50 Regional congestion management.** Coordinate with Metro to establish new regional multimodal mobility standards that prioritize transit, freight, and system completeness.

**9.50.a.** Create a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system.

**Policy 9.51. Multimodal Mixed-Use Area.** Manage Central City Plan amendments in accordance with the designated Central City Multimodal Mixed-Use Area (MMA) in the geography indicated in Figure 9-2. The MMA renders congestion / mobility standards inapplicable to any proposed plan amendments under OAR 660-0012-0060(10).

**286. Finding:** Policies 9.48 through 9.51 address the management of the City's transportation system and not development on private land. These policies do not apply.

## Transportation Demand Management

**Policy 9.52. Outreach.** Create and maintain TDM outreach programs that work with Transportation Management Associations (TMA), residents, employers, and employees that increase the modal share of walking, bicycling, and shared vehicle trips while reducing private vehicle ownership, parking demand, and drive-alone trips, especially during peak periods.

**Policy 9.53. New development.** Create and maintain TDM regulations and services that prevent and reduce traffic and parking impacts from new development and redevelopment. Encourage coordinated area-wide delivery of TDM programs. Monitor and improve the performance of private-sector TDM programs.

**Policy 9.54. Projects and programs.** Integrate TDM information into transportation project and program development and implementation to increase use of new multimodal transportation projects and services.

**287. Finding:** Policies 9.52 through 9.54 provide direction regarding transportation demand management. The BHD amendments are consistent with these policies as they apply transportation demand management requirements to multi-dwelling zones in locations close to frequent transit in projects with buildings with 10 or more units.

## Parking management

**Policy 9.55. Parking management.** Reduce parking demand and manage supply to improve pedestrian, bicycle and transit mode share, neighborhood livability, safety, business district vitality, vehicle miles traveled (VMT) reduction, and air quality. Implement strategies that reduce demand for new parking and private vehicle ownership, and that help maintain optimal parking occupancy and availability.

**288. Finding:** Off-street Parking Management. The BHD amendments eliminate minimum off-street parking requirements on small sites (up to 10,000 square feet) in the multi-dwelling zones for projects with up to 30 units. On larger sites, the minimum required parking ratio is reduced by half - from one space for each unit to one space for every two units. BHD amendments are also consistent with this policy through applying requirements for transportation and parking demand management approaches in the multi-dwelling zones in location close to transit. These approaches including options for residents to be provided with transit passes, bike share or car share membership, or other options to encourage alternatives to private vehicle ownership and travel.

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**Policy 9.56. Curb Zone.** Recognize that the Curb Zone is a public space, a physical and spatial asset that has value and cost. Evaluate whether, when, and where parking is the highest and best use of this public space in support of broad City policy goals and local land use context. Establish thresholds to utilize parking management and pricing tools in areas with high parking demand to ensure adequate on-street parking supply during peak periods.

**289. Finding:** The BHD amendments support this policy by reducing or eliminating minimum off-street parking which reduces the need for curb cuts and driveways, effectively increasing the amount of uninterrupted curb space. The changes also limit front garages and parking structures to 50 percent of buildings along streets. The changes also prohibit parking from being located between buildings along streets, which can reduce the need for driveway curb cuts.

**Policy 9.57. On-street parking.** Manage parking and loading demand, supply, and operations in the public right of way to achieve mode share objectives, and to encourage safety, economic vitality, and livability. Use transportation demand management and pricing of parking in areas with high parking demand.

**290. Finding:** The Transportation Planning Rule points to the designation of residential on-street parking districts as a tool that local governments within an MPO can use to reduce reliance on automobile trips (660-012-0045). Portland has had an Area Parking Permit Program in effect since 1981. In recent years, this program has expanded to include 17 zones with neighborhoods and businesses collaborating with PBOT to create the rules for their zone. Per City Council ordinance, the Area Parking Permit Program can impose a surcharge on parking permits. The money raised from the surcharge can then be used to fund Transportation Demand Management strategies that reduce automobile trips. This includes a Transportation Wallet program where participants can receive significantly reduced transit, bike share, and other mobility passes in exchange for forgoing an on-street parking permit. PBOT will continue to seek opportunities to work with neighborhoods to expand the Area Parking Permit Program to address areas where traffic and parking congestion are increasing.

**Policy 9.58. Off-street parking.** Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand.

**291. Finding:** BHD amendments are consistent with this policy by placing limits in the multi-dwelling zones on the maximum amount of off-street parking provided for each unit in locations close to frequent transit service. The BHD amendments also eliminate minimum off-street parking requirements on small sites (up to 10,000 square feet) in the multi-dwelling zones. On larger sites, the minimum required parking ratio is reduced by half -- from one space for each unit to one space for every two units. BHD amendments exempt projects providing affordable housing units in the multi-dwelling and commercial/mixed use zones citywide from minimum parking requirements.

**Policy 9.59. Share space and resources.** Encourage the shared use of parking and vehicles to maximize the efficient use of limited urban space.

**292. Finding:** The BHD amendments eliminate minimum off-street parking requirements on small sites (up to 10,000 square feet) in the multi-dwelling zones. On larger sites, the minimum required parking ratio is reduced by half -- from one space for each unit to one space for every two units.

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These changes, in conjunction with requirements for outdoor space, should allow site area to be used for other uses.

**Policy 9.60. Cost and price.** Recognize the high public and private cost of parking by encouraging prices that reflect the cost of providing parking and balance demand and supply. Discourage employee and resident parking subsidies.

**293. Finding:** This policy addresses the management of the City's parking system and not development on private land. The BHD amendments do not change the price of parking in the City's garages. This policy does not apply.

**Policy 9.61. Bicycle parking.** Promote the development of new bicycle parking facilities including dedicated bike parking in the public right-of-way. Provide sufficient bicycle parking at high-capacity transit stations to enhance bicycle connection opportunities. Require provision of adequate off-street bicycle parking for new development and redevelopment. Encourage the provision of parking for different types of bicycles. In establishing the standards for long-term bicycle parking, consider the needs of persons with different levels of ability.

**294. Finding:** Changes to the Bicycle Parking Code, including changes that apply to the multi-dwelling zones, are being made in a separate ordinance that will be considered by City Council this fall. The BHD amendments help facilitate bicycle parking by exempting required bicycle parking from building FAR calculations.

## Finance, programs, and coordination

**Policy 9.62. Coordination.** Coordinate with state and federal agencies, local and regional governments, special districts, other City bureaus, and providers of transportation services when planning for, developing, and funding transportation facilities and services.

**Policy 9.63. New development impacts.** Prevent, reduce, and mitigate the impacts of new development and redevelopment on the transportation system. Utilize strategies including transportation and parking demand management, transportation system analysis, and system and local impact mitigation improvements and fees.

**Policy 9.64. Education and encouragement.** Create, maintain, and coordinate educational and encouragement programs that support multimodal transportation and that emphasize safety for all modes of transportation. Ensure that these programs are accessible to historically under-served and under-represented populations.

**Policy 9.65. Telecommuting.** Promote telecommuting and the use of communications technology to reduce travel demand.

**Policy 9.66. Project and program selection criteria.** Establish transportation project and program selection criteria consistent with goals 9A through 9I, to cost-effectively achieve access, placemaking, sustainability, equity, health, prosperity, and safety goals.

**Policy 9.67. Funding.** Encourage the development of a range of stable transportation funding sources that provide adequate resources to build and maintain an equitable and sustainable transportation system.

**295. Finding:** Policies 9.62 through 9.67 address the funding and management of the City's transportation system and not development on private land. These policies do not apply.

## Connected and Automated Vehicles

**Policy 9.68 Connected and Automated Vehicles Priorities and Outcomes.** Prioritize connected and automated vehicles that are fleet/shared ownership, fully automated, electric and, for passenger vehicles, shared by multiple passengers (known by the acronym FAVES). Develop and implement strategies for each following topic.

**9.68.a.** Ensure that all levels of automated vehicles advance Vision Zero by operating safely for all users, especially for vulnerable road users. Require adequate insurance coverage for operators, customers, and the public-at-large by providers of commercial connected and autonomous vehicle services.

**9.68.b.** Ensure that connected and automated vehicles improve travel time reliability and system efficiency by:

1. maintaining or reducing the number of vehicle trips during peak congestion periods;
2. reducing low occupancy vehicle trips during peak congestion periods;
3. paying for use of, and impact on, Portland's transportation system including factors such as congestion level, vehicle miles traveled, vehicle occupancy, and vehicle energy efficiency; and
4. supporting and encouraging use of public transportation.

**9.68.c.** Cut vehicle carbon pollution by reducing low occupancy "empty miles" traveled by passenger vehicles with zero or one passengers. Prioritize electric and other zero direct emission vehicles operated by fleets and carrying multiple passengers.

**9.68.d.** Make the benefits of automated mobility available on an equitable basis to all segments of the community while ensuring traditionally disadvantaged communities are not disproportionately hurt by connected and autonomous vehicle use. This includes people with disabilities, as well as communities of color, women, and geographically underserved communities.

**9.68.e** Identify, prevent, and mitigate potential adverse impacts from connected and automated vehicles.

**Policy 9.69 Connected and Automated Vehicles Tools.** Use a full range of tools to ensure that connected and automated vehicles and private data communications devices installed in the City right of way contribute to achieving Comprehensive Plan and Transportation System Plan goals and policies.

**9.69.a.** Maintain City authority to identify and develop appropriate data sharing requirements to inform and support safe, efficient, and effective management of the transportation system. Ensure that when connected and automated vehicles use City rights-of-way or when vehicles connect with smart infrastructure within the City they share information including, but not limited to, vehicle type, occupancy, speed, travel routes, and travel times, with appropriate privacy controls. Ensure that private data communications devices installed in the City right of way are required to share anonymized transportation data.

**9.69.b.** Design and manage the mobility zone, curb zone, and traffic control devices, e.g. to limit speeds to increase safety, to minimize cut-through traffic, evaluate future demand for pick-up and drop-off zones, and to prioritize automated electric vehicles carrying more passengers in congested times and locations;

**9.69.c.** Evaluate the public cost and benefit of investments in wayside communication systems serving connected and automated vehicles. Develop a criteria-driven automated vehicle wayside

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infrastructure investment plan.

**9.69.d.** Develop sustainable user-pays funding mechanisms to support connected and automated vehicle infrastructure and service investments, transportation system maintenance, and efficient system management.

**9.69.e.** Ensure that automated vehicles and vehicles that connect to smart City infrastructure, and private data communications devices installed in the City right of way, help pay for infrastructure and service investments, and support system reliability and efficiency. Develop a tiered pricing structure that reflects vehicle impacts on the transportation system, including factors such as congestion level, vehicle miles traveled, vehicle occupancy, and vehicle energy efficiency.

296. **Finding:** Policies 9.68 and 9.69 address the management of automated vehicles and not development on private land. These policies do not apply.

## Chapter 10: Land Use Designations and Zoning

**Goal 10.A: Land use designations and zoning.** Effectively and efficiently carry out the goals and policies of the Comprehensive Plan through the land use designations, Zoning Map, and the Zoning Code.

297. The BHD amendments create new land use designations for the multi-dwelling areas with corresponding zones in the Zoning Code and amendments to the Zoning Map, consistent with the policies in the *2035 Comprehensive Plan*.

### Land use designations

**Policy 10.1. Land use designations.** Apply a land use designation to all land and water within the City's Urban Services Boundary. Apply the designation that best advances the Comprehensive Plan goals and policies. The land use designations are shown on the adopted Land Use Map and on official Zoning Maps.

298. **Finding:** The BHD amendments change the multi-dwelling residential designations to better advance the Comprehensive Plan goals and policies, especially the Chapter 5 Housing goals and policies.

The Multi-Dwelling – 3,000 and Multi-Dwelling – 2,000 designations are replaced with a new Multi-Dwelling – Neighborhood designation because of the similarity of the two designations in terms of building scale, housing types and mapping locations, which is typically as a low-rise residential use that is a transition between lower density, single dwelling neighborhoods and higher density mixed-use corridors.

The Multi-Dwelling – 1,000 designation is renamed to Multi-Dwelling – Corridor to better reflect its role as the predominant multi-dwelling designation along Portland's transit corridors.

The High-Density Multi-Dwelling designation is renamed to Multi-Dwelling – Urban Center to better reflect its application to the Central City, Gateway Regional Center, and other town centers around Portland.

The Comprehensive Plan Map changes are limited to applying the new land use designations based on the previous corresponding designations. For example, all parcels designated as Multi-



Dwelling – 3,000 are designated as Multi-Dwelling – Neighborhood. All parcels that currently have a multi-dwelling residential designation have been given a new multi-dwelling residential designation that best advances the 2035 Comprehensive Plan goals and policies as described in these findings. Therefore, there are no significant affects as a result of these changes.

## The Zoning Map and the Zoning Code

**Policy 10.2. Relationship 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 per Figure 10-1 — Corresponding and Less-Intense Zones for Each Plan Map Designation. 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.

299. **Finding:** The BHD amendments to the Comprehensive Plan land use designations include corresponding zones for the renamed multi-dwelling residential land use designations and changes to Figure 10-1 to reflect the new multi-dwelling zone names (RM1-RM4).

### 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 — Corresponding and Allowed Zones for Each Land Use 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 does not correspond but is allowed (*see Figure 10-1 — Corresponding and Allowed Zones for each Land Use Designation for zones that are allowed*). A legislative Zoning Map amendment may not be to a zone that is not allowed.

**10.3.d.** An amendment to a base zone consistent with the land use designation must be approved when it is found that current public services can support 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.

300. **Finding:** The BHD amendments include legislative map amendments to apply new multi-dwelling base zone designations that correspond to the new Comprehensive Plan Map designations. For Multi-Dwelling – Urban Center designations, the corresponding base zone designation (RM3 or RM4) is based on the areas with 2:1 FAR (RM3) and 4:1 FAR (RM4) (Map 120 series), except for the designations in the Alphabet and Kings Hill Historic District. The Historic District map designations apply the RM3 and RM4 designations to be more reflective of the historic development scale, consistent with Policy 4.49.

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As discussed in the findings under Statewide Planning Goal 11 and 12, as well as Comprehensive Plan policies in Chapter 8 and 9 and findings for the Approval Criteria for Base Zone Changes, the BHD amendments will result in dispersed and incremental increase in development capacity over current zoning that can be supported by the public services identified in the Citywide Systems Plan.

**10.3.e.** 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.

- 301. Finding:** The BHD amendments remove the Alternative Design Density ('a') Overlay Zone from all multi-dwelling zoned parcels. The purpose of the 'a' overlay zone, which was initially adopted in 1993, is to allow increased density for development that meets additional design compatibility requirements. The shift to regulating density by FAR accomplishes the same flexibility for additional housing units that is provided for in the a-overlay zone.

The BHD amendments expand the application of the design ("d") overlay zone to apply to all RM3 and RM4 zoning (formerly RH). The majority (84 percent) of these areas already have the design overlay or in historic districts (such the Alphabet Historic District in Northwest Portland). The City of Portland applies the design overlay to zones that allow large-scale development. This helps manage the design of significant amounts of change and to ensure that high-profile, larger-scale development is well-designed. The RM3 and RM4 zoning allows buildings 65 to 100 feet tall, which matches or exceeds the scale allowed in mixed use zones (EX and CM3) where the design overlay. Therefore, in order to be consistent, City Council is applying the design overlay to all of the parcels with the RM3 and RM4 designations.

**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:

**10.4.a.** Promote good planning:

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

**10.4.b.** Ensure good administration of land use regulations:

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

**10.4.c.** Strive to improve the code document:

- Use clear language.

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

**302. Finding:** Volumes 2 and 3 of the Recommended Draft presents the legislative amendments to the Zoning Code to implement the concepts presented in Volume 1 of this ordinance. These amendments have been made in some cases to correct or update existing regulations to be consistent with the new land use and zoning designations in the BHD amendments, or to include new regulations and standards to allow implementation of BHD as no other provisions may exist to accomplish that task. In all cases, the Zoning Code amendments are presented in as clear and objective of a way possible to ensure the intended users will be able understand and utilize the Zoning Code as it applies to their development proposals, land use, and properties, consistent with Comprehensive Plan Policy 10.4.

## Part IV. Adopted Area Plans

The following adopted areas plans include policies related to the multi-dwelling zones:

Albina Community Plan (Ordinances 166786 and 167054, effective 1993)

Central City 2035 (Ordinance 189000, effective 2018)

Outer Southeast Community Plan (Ordinance 169763, effective 1996)

Southwest Community Plan Vision, Policies and Objectives (Ordinance 174667, effective 2000)

Northwest District Plan – Remanded 2005 (Ordinances 177920, 177921, 177993, 178020, effective 2003)

**303. Finding:** The City Council has identified the following goals and policies to be applicable to the BHD amendments. The City Council finds that other area plans apply at a smaller geography scale in which compliance with the 2035 Comprehensive Plan supersedes any goals and policies in those area plans.

### Albina Community Plan (1993)

#### **Policy Area I: Land Use**

#### **Policy B: Livable Neighborhoods**

Protect and improve the livability of the residential neighborhoods within the Albina Community. Direct new development activity to those areas that have experienced or are experiencing a loss of housing. Ensure the compatibility of new development with nearby housing. Foster the development of complete neighborhoods that have service and retail businesses located within or conveniently near to them. Promote increases in residential density without creating economic pressure for the clearance of sound housing.

**304. Finding:** The BHD amendments support this policy by provisions that promote the compatibility of multi-dwelling development with existing housing and through provisions that allow additional housing density and promote housing preservation. This includes new approaches to regulating development that will facilitate a revival of the diverse mix of multi-dwelling housing types – such

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as fourplexes and courtyard apartments – once common in Albina and other inner neighborhoods, expanded requirements for outdoor spaces, and requirements for landscaped front setbacks that will integrate higher-density development with the characteristics of Albina’s residential neighborhoods; and new incentives for preserving large trees. Limitations on street facing garages and location of vehicle areas are also established to provide greater consistency with the characteristics of Albina and other residential neighborhood areas and to ensure that new development enhances the public realm of streets. The lowest-scale new multi-dwelling zone, RM1, includes development standards intended to provide continuity with the characteristics of single-dwelling neighborhoods, including a maximum height of 35 feet that is a reduction from the current R2 zone height allowance of 40 feet (which could accommodate four stories, instead of the two- to three-story scale that is intended for the zone and is accommodated by the new maximum height). Other development standards that bring continue with the characteristics of residential neighborhoods in Albina and elsewhere are building coverage limits, landscaping requirements, and new allowances for small accessory structures to be located in side and rear setbacks, allowing continuation of common development patterns.

The BHD amendments that shift from regulating development by unit density to regulating by building scale, with flexibility for more units, will accommodate additional density. A displacement risk analysis, summarized in Appendix F of the Better Housing by Design Recommended Draft, indicates that the BHD amendments will result in minimal increased risk of demolition of existing houses in the Albina Area, with a mid-range estimate of 16 houses over the next 20 years. This is balanced by a BHD provision that provides a transfer of development rights incentive for preserving existing housing when this housing is kept affordable to households earning no more than 60 percent of area median family income. Other amendments promote historic preservation by expanding options for transferring FAR from sites preserving historic resources, including making this option available for Albina’s conservation districts, and by allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures.

**Objective 1.** Encourage the reestablishment of neighborhood-oriented service and retail businesses. Recognize the economic interrelationship between jobs, services and residential density by supporting commercial areas with new housing at nearby locations.

**305.Finding:** The BHD amendments support this policy by allowing limited amounts of ground-floor commercial uses in multi-dwelling zones, with regulations based on provisions in the Albina Community Plan District that provided this provision along NE Martin Luther King Jr. Boulevard. Other BHD amendments that shift from regulating development by unit density to regulating by building scale, with flexibility for more units, will allow more people to be able to live close to commercial services.

**Objective 3.** Review new infill development to ensure that it reinforces the neighborhood's positive characteristics.

**306.Finding:** The BHD amendments support this policy objective by expanding the Design Overlay (d-overlay) Zone to apply to all properties in the RM3 and RM4 zones (current RH zone), including to some properties in the Albina area that do not already have the d-overlay zone. Other BHD amendments support this objective through regulations that will require staff review (through clear and objective standards) to ensure that new development includes elements that reinforce the positive characteristics of residential neighborhoods, such as through expanded requirements for landscaped front setbacks, outdoor space, street-oriented entrances, and limitations on front garages and parking.

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**Policy C: A Pattern of Green**

**Objective 1.** Increase the amount of green and open space in the district.

**Objective 5.** Emphasize plant materials rather than hard surface treatments when developing public open spaces and in providing landscaping as part of development projects.

**Objective 6.** Provide landscaping and street trees with new development and major remodeling projects.

**307.Finding:** The BHD amendments support these policy objectives by expanding requirements for residential outdoor space in the multi-dwelling zones, including requirements for outdoor common areas on large sites. Other amendments support these objectives by requiring deeper landscaped front setbacks in multi-dwelling zones, providing opportunities for landscaping and small trees that will foster greener street environments; limitations on large surface parking lots; and limitations on front garages and driveways, which will allow for more street trees instead of the multiple driveway curb cuts common with attached house development.

**Policy E: Transit Supportive Land Use**

Focus new development at locations along transportation corridors that offer opportunities for transit supportive developments and foster the creation of good environments for pedestrians in these areas.

**Objective 1.** Increase opportunities for people to live near where they work and shop by locating higher density housing near commercial and institutional areas.

**Objective 2.** Create opportunities for new housing development near Portland Community College's Cascade Campus and near Concordia College.

**Objective 4.** Consider increasing allowable density to transit supportive levels at locations that are within one-quarter mile of transit streets.

**308.Finding:** The BHD amendments support this policy through provisions that provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zones) and by regulations that promote pedestrian-friendly street environments. 86 percent of multi-dwelling zoning is within a quarter mile of streets with transit. This means that BHD amendments that allow additional units on sites in multi-dwelling zones will allow more people to live close to transit. These BHD amendments providing greater flexibility for numbers of housing units will also provide more opportunities for housing close to commercial areas and Portland Community College (Cascade Campus), as multi-dwelling zoning is located close to both. Other BHD amendments promote pedestrian-oriented environments through requirements for street-oriented entrances and limitations on front parking and garages

**Policy Area II: Transportation**

**Objective 7.** Concentrate new residential developments and commercial investment near transit corridors.

**309.Finding:** The BHD amendments support this policy objective through provisions that provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zone), most of which zoning is within a quarter mile of streets with transit. This policy objective is also supported by amendments that allow for limited amounts of ground-floor commercial uses along City and Neighborhood corridors, which also serve as transit corridors.

**Policy Area V: Housing**

Increase housing opportunities for current and future residents of the Albina Community by preserving and rehabilitating the existing housing stock, constructing appropriate infill housing in residential neighborhoods and building higher density housing near business centers and major transit

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routes. Stimulate new housing investment by emphasizing the Albina Community's central location, established public services, and qualify housing stock.

**Objective 1.** Improve the quality and quantity of housing for Albina residents. Provide a variety of housing types for households of all sizes and incomes.

**Objective 3.** Provide opportunities for home ownership for Albina residents. Emphasize infill development that accommodates owner-occupancy and is compatible with the surrounding neighborhood.

**Objective 4.** Preserve and encourage the rehabilitation of existing sound housing, especially rental housing.

**310.Finding:** The BHD amendments support this policy through provisions that change regulations to facilitate a diverse range of infill housing, incentives for preserving existing housing, and through allowances for additional units close to commercial areas and transit. Amendments support a broader diversity of housing types by shifting from regulating development by unit density to instead regulating primarily by building scale, with flexibility for the number and types of units within this scale. In the RM1 zone, the most broadly-mapped multi-dwelling zone, the amendments allow for a wide range of housing types, from duplexes to fourplexes to courtyard apartments. This is a change from regulations in the current R2 zone, where only two units are allowed on a typical 5,000 square foot lot. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities. Other amendments provide incentives for the preservation of existing housing through a transfer of development rights incentive that is provided in exchange for keeping units affordable at 60 percent of area median family income. As explained in other findings, other amendments facilitate additional housing options near commercial areas and transit, and include regulations intended to guide new development to be more compatible with residential neighborhoods.

#### **Policy Area IX: Community Image and Character**

##### **Policy B: Urban Design**

Improve the physical appearance of Albina. Enhance the desirable and distinctive characteristics of the Albina Community and its individual residential, commercial and employment districts. Strengthen visual and physical connections to the rest of the city. Mark transitions into neighborhoods and districts. Create a safe and pleasant environment for pedestrians. Strengthen the pattern of green that exists throughout the Albina Community.

**Objective 8.** Protect and enhance Albina's historic and cultural characteristics and encourage compatible, quality development.

**311.Finding:** The BHD amendments support this policy by provisions that promote the compatibility of multi-dwelling development with existing housing and encourage historic preservation. This includes new approaches to regulating development that will facilitate a revival of the diverse mix of multi-dwelling housing types – such as fourplexes and courtyard apartments – once common in Albina and other inner neighborhoods, expanded requirements for outdoor spaces, and requirements for landscaped front setbacks that will integrate higher-density development with the characteristics of Albina's residential neighborhoods. Limitations on street facing garages and location of vehicle areas are also established to provide greater consistency with the characteristics of Albina and other residential neighborhood areas and to ensure that new development enhances

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the public realm of streets. Other amendments promote historic preservation by expanding options for transferring FAR from sites preserving historic resources, including making this option available for Albina's conservation districts, and by allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures.

#### **Policy C: Historic Preservation**

Protect the rich historic, cultural and architectural heritage of the Albina Community for its residents, workers and visitors.

**Objective 8.** Encourage adaptive reuses of historic properties as long as the historic character of the structures are maintained.

**312.Finding:** The BHD amendments support this policy by expanding options for transferring FAR from sites preserving historic resources, including making this option available for properties with contributing structures in Albina's conservation districts, and by allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures. These FAR transfer provisions are intended to provide incentives for preserving historic structures, providing an additional way of gaining value for preservation.

## Central City 2035 (2018)

#### **Policy Area 2: Housing and Neighborhoods**

**Goal 2.A.** The Central City is a successful dense mixed-use center composed of livable neighborhoods with housing, services and amenities that support the needs of people of all ages, incomes and abilities.

**Goal 2.B.** The Central City's affordable housing supply maintains and supports the area's growing racial, ethnic and economic diversity.

**313.Finding:** The BHD amendments have little impact on the Central City, as the amendments focus on the RM1, RM2, RM3, and RM4 zones (current R2/R3, R1, RH) and do not amend the Central City plan district, except for changes to zone names. Of these zones, the RM3 and RM4 zones (current RH) have the most amount of land in the Central City (28 acres), and have FAR allowances determined by Central City plan district regulations, so that development scale is not affected by the BHD amendments. The primary impact the BHD amendments have on development allowances in the Central City is to a small amount of land (11 acres) with the new RM1 (2 acres) and RM2 (9 acres) zones in the Goose Hollow district (corresponding current zones are R2 and R1). The predominant multi-dwelling zone in the Central City is the RX zones, which is not substantially affected by the BHD amendments. The BHD amendments therefore have little impact on these policy goals. For the small amount of area with the new RM1 and RM2 zones, the BHD amendments shift from regulating development by unit density to regulating by building scale, which will provide flexibility for a broader range of housing types, which is consistent with these policy goals. Also consistent with these goals are the expanded affordable housing bonuses and the visitable units bonus, which will promote affordable housing and accessible units in the RM1 and RM2 zones.

#### **Neighborhood Livability Policies**

**Policy 2.2. Promote healthy active living.** Design Central City neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation and the density of development needed to support these economically.

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**Policy 2.8. Family-compatible housing.** Encourage the development of housing projects and units that are compatible with the needs of families with children.

**314.Finding:** The BHD amendments are supportive of these policies in the small amount of land area where the amendments will apply. The BHD amendments expand requirements for residential outdoor space and require common areas for large sites to provide opportunities for recreation and growing food. In the small amount of land (11 acres) with the new RM1 and RM2 zones in the Central City, the amendments provide a moderate income family housing bonus for projects where at least half of the units have three bedrooms and are affordable to households earning no more than 100 percent of area median income, which supports policy 2.8.

**Housing Affordability Policies**

**Policy 2.10. Minimize displacement.** Maintain the economic and cultural diversity of established communities in and around the Central City. Utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City and close-in neighborhoods.

**Policy 2.11. Housing diversity.** Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. Support new housing opportunities for students, families and older adults.

**Policy 2.12. Housing affordability.** Encourage the preservation and production of affordable housing to take advantage of the Central City's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.

**315.Finding:** The BHD amendments are supportive of these policies in the small amount of land area where the amendments will apply. In small amount of land (11 acres) with the new RM1 and RM2 zones in the Central City, the BHD amendments address the need for a range of housing types and prices through amendments that expand options for the numbers and types of housing units on multi-dwelling zone sites. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities. Policy 2.10 and displacement is addressed by an amendment that allows development rights to be transferred from sites where existing housing is preserved, in exchange for keeping units affordable at 60 percent of area median family income.

**Housing and Neighborhoods: Goose Hollow Policies**

**Policy 2.GH-4. Housing diversity.** Support development that complements the distinctive residential feel of the district, especially within the predominantly residential areas south of SW Columbia Street. In particular, encourage multi-family housing supportive of families.

**316.Finding:** The area of Goose Hollow south of SW Columbia Street includes majority of new RM1 and RM2 zoning in the Central City, and also RM3 zoning (current RH). The BHD amendments support this policy through provisions that will foster new development compatible with the residential characteristics of the area and through a bonus for moderate-income family housing. Development standards in the multi-dwelling zones in this area will require street-oriented entrances, small landscaped setbacks, and will limit front garages and parking, which continue patterns established by the Victorian-era and other older housing in the area. This policy is also supported by a bonus for



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moderate-income family housing with three-bedroom units that will be available in the RM1 and RM2 zones in the area.

#### Policy Area 5: Urban Design

**Policy 5.6. Distinct and vibrant districts.** Enhance the existing character and diversity of the Central City and its districts, strengthening existing places and fostering the creation of new urban places and experiences.

**Policy 5.GH-1. Distinctive building character.** Encourage the diversity and unique character of Goose Hollow and its wide range of uses, building types, ages and scales. Seek ways to bring new uses and energy into the district while maintaining positive characteristics of existing buildings.

**317.Finding:** Policy 5.6 and the related Policy 5.GH-1 that is specific to Goose Hollow call for encouraging the diversity and unique character of the area, which City Council interprets based on the rest of the policy as including its wide range of land uses, building types, development eras and building scale. While the Goose Hollow neighborhood includes a diversity of commercial and residential uses and development forms, portions of the neighborhood within the Central City that have multi-dwelling zoning are more consistently residential and include concentrations of Victorian-era houses and other older housing, often with small landscaped setbacks. The BHD amendments are supportive of these policies in the small amount of land area where the amendments will apply. The area of Goose Hollow south of SW Columbia Street includes majority of new RM1 and RM2 zoning in the Central City, and also RM3 zoning (current RH). The BHD amendments support this policy through provisions that will foster new development compatible with the residential characteristics of the area. Development standards in the multi-dwelling zones in this area will require street-oriented entrances, small landscaped setbacks, and will limit front garages and parking, which continue patterns established by the Victorian-era and other older housing in the area.

## Outer Southeast Community Plan (1996)

#### Transportation Policy

Ensure that streets in outer southeast form a network that provide for efficient travel throughout the community and to other parts of Portland and the region. Reduce congestion and pollution caused by the automobile by creating land use patterns that support transit, bike, and pedestrian travel.

**Objective 1.** Reduce the amount of automobile driving done by area residents by making it more convenient to use public transit.

- a. Increase housing densities within one-quarter mile of transit streets.
- b. Encourage a mix of multifamily housing and shopping opportunities in areas with good transit service.

**Objective 2.** Support better mass transit service by creating opportunities to develop higher density housing on or near streets with public-transit service or planned public transit service. Ensure that this housing blends in with that of surrounding residential areas.

**Objective 7.** Create through streets at frequent intervals.

**Objective 8.** Seek ways of providing connections for limited auto access and for full pedestrian and bike access when practical difficulties prevent full street improvements.

**318.Finding:** The BHD amendments support this policy through provisions that provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zones) and by regulations that promote pedestrian-friendly street environments. 86 percent of multi-dwelling zoning is within a quarter mile of streets with transit. This means that BHD amendments that allow

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additional units on sites in multi-dwelling zones will allow more people to live close to transit. This policy is also supported by amendments that allow for limited amounts of ground-floor commercial uses along City and Neighborhood corridors, which also serve as transit corridors. Other BHD amendments will foster development that blends in with East Portland residential area characteristics, such as requiring landscaped front setbacks and regulations specific to East that are intended to keep the centers of the area's large blocks greener and less built up. In conjunction with the Bureau of Transportation's Connected Centers Street Plan, the BHD amendments will help facilitate creating additional street connections through requirements for sites in specified East Portland centers to be large enough to accommodate new connections and outdoor spaces, and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development. Among the types of connections, the combination of BHD amendments and Connected Centers Street Plan approaches are intended to facilitate are public pedestrian connections when multi-modal connections are not feasible.

#### **Housing Policy**

Provide a variety of housing choices for outer southeast community residents of all income levels by maintaining the existing sound housing stock and promoting new housing development.

**Objective 2.** Stimulate production of new housing units by both private and nonprofit housing producers to accommodate expected population growth.

**Objective 4.** Promote construction of attached housing designed to be owner-occupied to accommodate smaller households.

**Objective 5.** Increase opportunities for multifamily housing in areas convenient to shopping and transit.

**Objective 7.** Preserve and increase the supply of housing affordable to households below the median income.

**319.Finding:** The BHD amendments support this policy and its objectives through provisions facilitating a broad range of additional housing options and by providing incentives for creating or preserving affordable housing units. These amendments include provisions that provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zones). 80 percent of multi-dwelling zoning is in or within a quarter mile of mixed use centers or transit corridors. This means that BHD amendments that allow additional units on sites in multi-dwelling zones will allow more people to live close to commercial services and transit. The amendments will facilitate a broad range of housing types, including various types of attached housing, both ownership and rental. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities. Other amendments provide incentives for the preservation of existing housing through a transfer of development rights incentive that is provided in exchange for keeping units affordable at 60 percent of area median family income.

#### **Open Space and Environment Policy**

Provide parks and open spaces to meet projected recreational needs of outer southeast residents.

Create a sense of connection with the natural environment. Protect natural resources by reducing the impact of development on them.

**Objective 9.** Improve the appearance and livability of outer southeast neighborhoods.

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**320.Finding:** The BHD amendments include provisions specific to East Portland that support this policy. Amendments requiring deep rear setbacks in the Eastern Portland Pattern Area will help keep the centers of the area's large blocks greener and less built up, providing opportunities for preservation of the Douglas fir trees that are sometime located on these large blocks. Other amendments allow for development rights to be transferred from sites preserving large trees, which provides an incentive for preserving the area's Douglas firs. Additional BHD amendments will help improve the appearance and livability of the area's neighborhoods through expanded requirements for landscaped front setbacks, outdoor space requirements, and limitations on front garages and large surface parking lots.

#### **Public Safety Policy**

Apply CPTED principles to both public and private development projects. Encourage land use arrangements and street patterns that provide more eyes on the street. Encourage site layouts and building designs that encourage proprietary attitudes and natural surveillance over shared and public spaces.

**Objective 2.** Encourage building designs that restrict access to areas vulnerable to crime such as building entrances, sidewalks, parking lots, and loading and delivery areas. The following are examples of how to carry out this idea.

- a. Provide opportunities for retail uses on the ground floor perimeter of the building adjacent to public areas. Encourage sidewalk cafes and coffee shops with windows overlooking sidewalks and parking lots.
- b. Locate windows in building walls that abut such public areas as sidewalks, plaza, parks, and parking lots.
- c. Situate windows so that building users can easily watch over sidewalks, parking, and entrances. This will also make it easier to watch activities inside and facilitate police patrol.
- d. Locate and design entrances so that they can be watched from both the street and from inside the building.

**Objective 3.** Encourage development of new detached and attached residences with porches, balconies, and windows that overlook the street. Set the garage back from the front of the building.

**Objective 5.** Encourage the construction of streets that connect in undeveloped or underdeveloped parts of the plan area to facilitate the movement of police and fire emergency vehicles throughout the area.

**Objective 6.** Promote connections that provide for pedestrians, bicycles, and motorized vehicles. Avoid pedestrian-only connections in order to enhance surveillance over sidewalks.

**321.Finding:** The BHD amendments support this policy and its objectives through provisions that promote buildings oriented to streets and through allowances for ground-floor commercial uses on major corridors. Amendments limiting front garages and requiring entrances and windows to be oriented to streets will support passive surveillance of streets and sidewalks, facilitating "eyes on the street." Other amendments will allow for ground-floor commercial uses in multi-dwelling zones along major corridors. Allowing these uses and the associated requirements for ground-floor windows will bring additional activity and opportunities for passive surveillance along the area's major streets. In conjunction with the Bureau of Transportation's Connected Centers Street Plan, the BHD amendments will help facilitate creating additional multi-modal street connections through requirements for sites in specified East Portland centers to be large enough to accommodate new connections and outdoor spaces, and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development.

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**Subarea Policy I – Traditional Urban Neighborhoods**

Preserve the fabric of these traditional residential neighborhoods and streetcar era commercial districts. Promote construction of new housing on or near transit streets and "Main Street" development on portions of Foster Road, Stark, and Glisan Streets. Encourage infill development.

**Objective 3.** Create opportunities for new multifamily housing along streets with transit service.

**Objective 4.** Encourage compatible infill at densities which support transit on vacant lots in established residential areas.

**322.Finding:** The BHD amendments support this policy and its objectives through provisions facilitating compatible infill development and providing flexibility for additional housing units. These amendments provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zones), the majority of which (86 percent) is within a quarter mile of streets with transit. Amendments facilitate compact infill development by reducing requirements for off-street parking and side and rear setbacks. Other amendments address the compatibility of infill development with existing residential neighborhoods through requirements for landscaped front setbacks, limitations on front garages and vehicle areas, and expanded requirements for outdoor space.

**Subarea Policy II – 82nd Avenue/I-205 Corridor**

Promote the revitalization of 82nd Avenue. Increase the number and variety of jobs provided in these areas. Enlarge the market for local retail and service businesses by increasing housing opportunity.

**Objective 4.** Create opportunity for higher-density residential development along transit streets and in areas with vacant residential land.

**323.Finding:** The BHD amendments support this policy providing flexibility for additional housing units in the multi-dwelling zones. These amendments provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zone), including within the 82<sup>nd</sup> Avenue Corridor and near I-205.

**Subarea Policy III - Lents Town Center Policy**

Foster the development of a Lents Town Center that attracts employment opportunities, residential density, and recreational activities while reducing adverse environmental impacts.

**Objective 4.** Ensure a wide range of housing in terms of structure, ownership, rental patterns, and price.

**324.Finding:** The BHD amendments support this policy providing flexibility for additional housing units in the multi-dwelling zones. These amendments provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zones), including within the Lents Town Center area. Amendments support a broader diversity of housing types by shifting from regulating development by unit density to instead regulating primarily by building scale, with flexibility for the number and types of units within this scale. In the RM1 zone, the most broadly-mapped multi-dwelling zone, the amendments allow for a wide range of housing types, from duplexes to fourplexes to courtyard apartments. This is a change from regulations in the current R2 zone, where only two units are allowed on a typical 5,000 square foot lot. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities.

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**Subarea Policy V – MAX LRT Corridor**

Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.

**Objective 2.** Improve the pedestrian orientation of buildings and streets around light rail stations.

**Objective 3.** Increase housing densities within one-quarter mile of a transit stop to at least medium-density multifamily, as the appropriate opportunity arises, and apply transit-supportive zones to commercially-zoned land.

**Objective 4.** Increase housing densities within one-half mile of the light rail stations to at least the higher density single family designations as the appropriate opportunity arises.

**Objective 5.** Establish through connections at approximately 400-foot intervals from east to west and north to south directions as the opportunity exists.

**325.Finding:** The BHD amendments support this policy by providing flexibility for additional housing units in the multi-dwelling zones and by including approaches to facilitate additional street connections. Multi-dwelling zoning located in the MAX transit station areas plays an important role in providing opportunities for transit-supportive concentrations of housing in these locations. BHD amendments that shift from regulating development by unit density to regulating by building scale, with flexibility for more units, will further support these policies by expanding housing capacity in multi-dwelling zones located in the transit station areas. Policy direction for street connections in these areas is supported by BHD amendments intended to facilitate new multi-modal connections in the 122<sup>nd</sup> Avenue and 148<sup>th</sup> Avenue station areas, through requirements for sites to be large enough to accommodate new connections (as well as to support better site design) and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development. Other amendments support this policy by requiring pedestrian-oriented street frontages, such as street-oriented entrances and limitations on front garages and parking.

**Subarea Policy VI – Suburban Neighborhoods**

Enhance established suburban neighborhoods by improving connections to transit and shopping, reinforcing transit, providing new open space and focusing development on infill and opportunity sites.

**Objective 2.** Increase the density of areas that are currently zoned multifamily on streets with transit service. Locate higher densities on streets with more frequent transit service.

**Objective 3.** Redevelop large vacant or underused "opportunity" sites for high density housing.

**326.Finding:** The BHD amendments support this policy and its objectives through provisions providing flexibility for additional housing units. These amendments provide flexibility for more units on sites in multi-dwelling zones (primarily in the new RM1 and RM2 zone), the majority of which (86 percent) is along or within a quarter mile of streets with transit. Other amendments address the compatibility of infill development with existing residential neighborhoods through requirements for landscaped front setbacks, limitations on front garages and vehicle areas, and expanded requirements for outdoor space.

**Subarea Policy VII – Mixed-Era Neighborhoods**

Provide for the orderly development of new housing at urban densities and ensure that residential areas are served by convenient neighborhood commercial centers and transit.

**Objective 2.** Encourage new multifamily housing to locate along neighborhood collectors with transit service.

**Objective 3.** Encourage multifamily housing to be developed along 122nd Avenue.

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**Objective 4.** Promote new streets that form a network that accommodates an efficient development pattern, regular lot patterns, multi-modal capability, and multiple access for emergency vehicles

**Objective 5.** Use alternative street standards to achieve connectivity where standard city streets are not possible due to lot configuration, existing development, etc.

**327.Finding:** The BHD amendments support this policy and its objectives through provisions providing flexibility for additional housing units and approaches that facilitate the creation of new street connections. These amendments provide flexibility for more units on sites in multi-dwelling zones, primarily in the new RM1 and RM2 zones, which are the primary multi-dwelling zones located along the area's major corridors, such as SE 122<sup>nd</sup>. Policy direction for street connections in this area is supported by BHD amendments intended to facilitate new multi-modal connections in the 122<sup>nd</sup>/Midway Town Center area, through requirements for sites to be large enough to accommodate new connections (as well as to support better site design) and by allowing development allowances to be calculated prior to street dedications to reduce barriers to including new connections as part of development. These amendments are being proposed in conjunction with the Bureau of Transportation's Connected Centers Street Plan, which establishes narrower types of street connections designed to fit on constrained infill sites.

## Southwest Community Plan (2000)

### Land Use and Urban Form

Enhance Southwest Portland's sense of place as a community and a collection of distinct neighborhoods. Accommodate Southwest Portland's share of regional growth while protecting the environment in all areas. Encourage the realization of compact, transit and pedestrian-friendly, mixed-use centers while responding to the need for a range of housing types and prices. Outside of the mixed-use areas, allow infill housing opportunities which increase neighborhood diversity, stability and home ownership while limiting redevelopment.

**328.Finding:** The multi-dwelling zones in Southwest Portland are primarily clustered in and around the area's mixed-use centers and corridors, including the Hillsdale, West Portland, and Multnomah Village centers, and along the Beaverton-Hillsdale and Barbur corridors. The BHD amendments are consistent with this policy because they facilitate these areas becoming compact, transit and pedestrian-friendly places, in keeping with this policy direction. The BHD amendments help achieve this by providing flexibility for additional units in the multi-dwelling zones and by regulations intended to foster transit- and pedestrian-oriented places, such as through requirements for street-oriented entrances and limitations on front parking and garages. The BHD amendments are also consistent with this policy by requirements that support continuation of Southwest Portland's green characteristics through expanded requirements for landscaped front setbacks, increased requirements for residential outdoor space, and incentives for preserving large trees. BHD amendments address the need for a range of housing types and prices through amendments that expand options for the numbers and types of housing units on multi-dwelling zone sites. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities.

### I. Community-wide Objectives

**Objective 1.** Ensure compatibility of new development with Southwest Portland's positive qualities.

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**Objective 2.** Encourage innovative designs in public and private development that are in harmony with the natural character of Southwest Portland.

**Objective 3.** Ensure that zoning designations represent densities that are likely to be achieved.

(a) Focus new housing and employment opportunities in “mixed-use areas” in Southwest Portland: in town centers, main streets, and at designated areas along corridors.

(b) Encourage redevelopment that has clear public benefit, fewer adverse consequences, minimal environmental limitations and adequate infrastructure.

**Objective 5.** Support protection of historic and scenic resources in Southwest Portland.

**Objective 6.** Develop zoning, subdivision and design tools to promote infill development that is compatible with the desired character of established residential areas.

**329.Finding:** The BHD amendments support these policy objectives through provisions that promote design that integrates with Southwest Portland characteristics, by expanding housing opportunities in mixed-use centers and corridors, and by providing additional tools for preserving historic resources. These include amendments that support the continuation in multi-dwelling zones of Southwest Portland’s green characteristics through expanded requirements for landscaped front setbacks, increased requirements for residential outdoor space, requirements for common outdoor areas for large sites, and incentives for preserving large trees. Stormwater and other environmental impacts are limited by restrictions on the size of large surface parking lots and by provisions for ecoroofs and stormwater planters. The flexibility for additional units provided by other BHD amendments reinforces the policy direction for focusing housing opportunities in the area’s mixed-use centers, main streets, and corridors, given the location of multi-dwelling zoning in and around these areas. Economic analysis, summarized in the Recommended Draft Appendix C, indicates that the development allowances in the new RM1 and RM2 zones (current R2 and R1) that predominate in the area are feasible. Amendments support historic preservation by expanding options for transferring FAR from sites preserving historic resources and by allowing additional amounts of FAR to be transferred in conjunction with seismic upgrades to historic structures. These FAR transfer provisions are intended to provide incentives for preserving historic structures by providing additional ways of gaining value for preservation.

## **II. Additional objectives for mixed use areas**

### **A. General Objectives**

**Objective 2.** Create land use patterns that support transit and foster a positive environment for pedestrians in Southwest Portland’s town centers, main streets, and at designated areas along corridors.

**Objective 3.** Encourage development within main streets and town centers that enhances commercial vitality and the desired characteristics of these areas.

**Objective 4** Encourage employment and housing growth in Southwest Portland’s town centers, main streets, and at designated areas along corridors, while effectively managing stormwater runoff and protecting creeks and waterways.

**Objective 5.** Ensure that plan designations and zoning in mixed-use areas are flexible enough:

(a) to allow a wide range of commercial, high density residential, and employment opportunities.

(b) that, when subsequent master plan processes are begun, such designations will not act as a hindrance to the planning effort.

**Objective 6.** Balance the need for higher density residential and mixed-use development with the preservation of single family detached homes on small lots in the town centers, main streets and corridors, to promote a diversity of housing options in these areas.

**Objective 8.** Enhance the environment for pedestrians in Southwest Portland’s town centers, main streets, and transit corridors

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**330.Finding:** The BHD amendments support these policy objectives through provisions that promote transit- and pedestrian-oriented development, by facilitating a diverse range of compact development in multi-dwelling zones in the areas mixed-use centers and corridors, and by providing options that help limit environmental impacts. The BHD amendments achieve this by regulations that foster transit- and pedestrian-oriented places, such as through requirements for street-oriented entrances, limitations on front parking and garages, and flexibility for greater numbers of housing units, allowing more people to live close to transit. Amendments allowing more housing in the multi-dwelling zones also enables more population to support the vitality of the area's commercial districts, while other amendments that expand front setback and outdoor area requirements support continuation of the green characteristics of the area's multi-dwelling zones. Stormwater and other environmental impacts are addressed in part by restrictions on the size of large surface parking lots and by provisions for ecoroofs and stormwater planters. Other amendments support continuation of existing houses in multi-dwelling zones by providing flexibility to add accessory dwelling units or to add units through internal conversions without having to meet minimum density requirements.

#### **B. Town Center Objectives**

**Objective 1.** When increasing residential and employment density in Southwest Portland, place the highest density within town centers.

**Objective 2.** Within the boundaries of town centers, create transitions along the edges that respect the planned density, design, scale and character of the contiguous neighborhoods.

**331.Finding:** The BHD amendments support these policy objectives by the fact that the area's largest areas of multi-dwelling zoning are concentrated in centers, including the Hillsdale and West Portland town centers, and by provisions that require large buildings to step down in height adjacent to single-dwelling zoning, providing transitions to lower-density neighborhoods. Amendments also support transitions by reducing the allowed height in the RM1 zone (current R2) to 35 feet, similar to heights allowed in single-dwelling zones, improving the ability of this zone to provide a transition to single-dwelling zones from the larger-scale commercial/mixed use zones located in the core areas of centers.

#### **C. Main Street Objectives**

**Objective 1.** Respect the planned density, design, scale and character of the contiguous neighborhood when increasing residential and employment density within main streets.

**332.Finding:** The BHD amendments support this policy objectives by provisions that require large buildings to step down in height adjacent to single-dwelling zoning, providing transitions to lower-density neighborhoods. Amendments also support transitions by reducing the allowed height in the RM1 zone (current R2) to 35 feet, similar to heights allowed in single-dwelling zones, improving the ability of this zone to provide a transition to single-dwelling zones. Other amendments contribute to integrating development in the multi-dwelling zones with existing residential areas by expanding requirements for landscaped front setbacks and outdoor space.

#### **D. Corridor Objectives**

**Objective 1.** Encourage transit-supportive concentrations of housing and employment density at appropriate locations.

**Objective 2.** Emphasize a high-quality pedestrian and bicycle environment and convenient access to public transportation along corridors.

**333.Finding:** The BHD amendments support these policy objectives by allowing increased housing density in the multi-dwelling zones and by provisions that foster transit- and pedestrian-oriented



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design. The BHD amendments provide flexibility for more units on sites in the RM1 and RM2 zones (current R2 and R1), which are the multi-dwellings located along Southwest Portland's corridors. The expanding housing options will allow more people to live close to the corridors' transit options. The BHD amendments also help foster transit- and pedestrian-oriented places through requirements for street-oriented entrances and limitations on front parking and garages.

#### **Economic Development**

Enhance Southwest Portland's sense of place as a community and a collection of distinct neighborhoods. Accommodate Southwest Portland's share of regional growth while protecting the environment in all areas. Encourage the realization of compact, transit and pedestrian-friendly, mixed-use centers while responding to the need for a range of housing types and prices. Outside of the mixed-use areas, allow infill housing opportunities which increase neighborhood diversity, stability and home ownership while limiting redevelopment.

**334.Finding:** The multi-dwelling zones in Southwest Portland are primarily clustered in and around the area's mixed-use centers and corridors. The BHD amendments are consistent with this policy because they facilitate these areas becoming compact, transit and pedestrian-friendly places, in keeping with this policy direction. The BHD amendments help achieve this by providing flexibility for additional units in the multi-dwelling zones and by regulations intended to foster transit- and pedestrian-oriented places, such as through requirements for street-oriented entrances and limitations on front parking and garages. BHD amendments address the need for a range of housing types and prices through amendments that expand options for the numbers and types of housing units on multi-dwelling zone sites. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities.

#### **Economic Development Objectives**

**Objective 3.** Support opportunities for startup and in-home business and telecommuting as a way of reducing vehicle miles traveled while promoting economic diversification.

**Objective 7.** Encourage the provision of ground floor retail and services in office buildings and in multifamily housing projects.

**335.Finding:** The BHD amendments support these policy objectives by allowing ground-floor commercial uses in multi-dwelling zones along major corridors, such as SW Beaverton-Hillsdale Highway. This will allow small-scale retail and service uses as part of multi-dwelling development on these busy streets, and also provide opportunities for live-work arrangements that allow people to combine a street-fronting business with their home.

#### **Housing**

Provide a variety of affordable housing choices adequate to meet the needs of current and future Southwest residents. Regard the existing housing stock as one resource to meet this need. Encourage development of housing types that will increase home ownership opportunities for Southwest residents.

**336.Finding:** BHD amendments address the need for a range of housing types and prices through amendments that expand options for the numbers and types of housing units on multi-dwelling

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zone sites. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities. Other amendments provide incentives for preserving existing affordable housing through a transfer of development rights incentive that is provided in exchange for keeping units affordable at 60 percent of area median family income.

**Objective 1.** Provide opportunities to achieve the development of new housing units over the next 20 years to accommodate new residents and the shift to smaller households.

**Objective 2.** Provide for diversity of size, type, and affordability of housing to meet the needs of young adults, small and large families, empty nesters, the elderly, and others.

**Objective 3.** Increase opportunity for building more detached single family housing by reducing minimum lot sizes and encouraging the construction of smaller size houses.

**337.Finding:** The BHD amendments support these policy objectives by allowing greater flexibility in the number and types of housing units on multi-dwelling zone sites. Amendments support a broader diversity of housing types by shifting from regulating development by unit density to instead regulating primarily by building scale, with flexibility for the number and types of units within this scale. In the RM1 zone, the most broadly-mapped multi-dwelling zone, the amendments allow for a wide range of housing types, from duplexes to fourplexes to courtyard apartments. This is a change from regulations in the current R2 zone, where only two units are allowed on a typical 5,000 square foot lot. The amendments also provide increased flexibility for clusters of detached houses on multi-dwelling sites, while the FAR limits mean that these houses will need to be smaller in exchange for greater density. Also consistent with these policy objectives, the amendments include a bonus for visitable or accessible units, providing an incentive for the creation of barrier-free units accessible to people of all ages and abilities.

#### **Affordability and Home Ownership Objectives**

**Objective 5.** Encourage public and private developers to vary the affordability, type and size of units in new housing developments to foster the development of inclusive communities.

**Objective 7.** Increase the supply of affordable rental housing of all types for families. This includes units with three or more bedrooms.

**Objective 8.** Increase Southwest Portland's supply of housing affordable to households below the median income.

**Objective 9.** Encourage the provision of an adequate supply of mixed-income housing so that those working in Southwest can live near where they work.

**338.Finding:** BHD amendments address the need for a range of housing types and prices through amendments that expand options for the numbers and types of housing units on multi-dwelling zone sites. The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing, a new development bonus focused on projects with deeper levels of affordability (for projects in which at least half of units are affordable at no more than 60 percent of median family income), and through a bonus oriented to moderate-income family housing with three-bedroom units. This moderate-income family housing bonus is also intended to help expand ownership housing opportunities. These affordable housing bonuses allow for a mix of incomes, as none of the bonuses require more than half of units to meet affordability criteria. Other amendments provide incentives for preserving

existing affordable housing through a transfer of development rights allowance that is provided in exchange for keeping units affordable at 60 percent of area median family income.

## Northwest District Plan (2005)

**339.Finding:** The BHD amendments affect the Northwest District Plan at two different levels. On one level are the citywide changes to the multi-dwelling zones that apply to the multi-dwelling zoning in the plan area. At a more specific level, are the historic district zoning map and zoning code changes that apply to the Alphabet Historic District. These findings cover both types of changes.

### Policy 1: Land Use

Participate in the growth of the metropolitan region in a manner that protects and enhances the quality of life in the Northwest District. Enhance the district's sense of place as a distinct yet diverse community, with an active mix of housing and businesses.

**340.Finding:** The Northwest District Plan vision statement outlines a range of things that are important to the district's quality of life and distinct sense of place. Among these are its lively main streets with a mix of commercial services, upper-level housing and institutions; its distinct residential areas with differing mixes of single-family homes and multi-family housing – with a quieter character than the busy main streets; its variety of housing types meeting the needs of a diverse range of residents; its diversity of cultural and religious institutions and employment; its urban amenities such as parks; and its preserved architectural heritage of historic structures in the Alphabet Historic District. The BHD amendments contribute to these desired characteristics in a number of ways:

- Alphabet Historic District map changes will enhance the district's distinct sense of place by adjusting the allowed building scale (FAR) to better match the scale of the existing historic context. Map amendments apply the smaller-scale RM3 zone to areas of the historic district with current RH zoning north of NW Glisan Street to reflect the relatively small scale of historic buildings in this area, while the map amendments apply the larger-scale RM4 zone south of NW Glisan Street to correspond to the larger scale of historic building in that area. These map changes are explained in findings for Comprehensive Plan Policy 4.49.
- Amendments require front setbacks or courtyards in the multi-dwelling zones, which will integrate new development with the area's residential characteristics and will help contribute toward vision statement aspirations for keeping these areas distinct from the busy commercial main streets. Limitation on front garages and front parking will also continue the characteristics of the district's residential areas.
- New requirements for outdoor space in the RM3 and RM4 zones (current RH zone) will contribute to residential quality of life and allow for options, such as courtyards, that provide continuity with historic housing types in the district.
- BHD amendments that expand options for the numbers and types of housing in the multi-dwelling zones, combined with incentives for affordable units and family-sized units, which will contribute to vision statement aspirations for diverse housing for a diverse population.
- Allowances for inclusionary housing development bonus for projects in the mixed use zones in the Alphabet Historic District will facilitate a mix of ground-floor commercial uses and upper-level residential units along the area's main streets, contributing to the "active mix of housing and businesses" called for in this policy.

**Objective A.** Support land use strategies and developments that increase the amount of housing in the district.

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**341.Finding:** The BHD amendments expand options for the numbers and types of housing units on multi-dwelling zone sites. The BHD amendments also promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing.

**Objective C.** Concentrate a mix of higher intensity residential and commercial development along main streets and the Portland Streetcar line.

**342.Finding:** The BHD amendments expand development bonuses for affordable housing for mixed use zones within historic districts, which is the predominant zoning designation along the area's main streets, which will facilitate mixed-use development with upper level housing. The BHD amendments do not affect the Northwest Plan District requirements for active uses, such as commercial, along the area's main streets.

**Objective F.** Support small-scale developments that are oriented to pedestrian use.

**343.Finding:** This policy reflects the Northwest District Plan's design aspirations to continue the area's established patterns of development on relatively small sites, with residential structures in the area typically on small lots of about 5,000 or sometimes 10,000 square feet, in contrast to the full-block development common in the nearby Pearl District. The BHD amendments promote small-scale development through reduced side and rear setbacks, which facilitates compact development on small sites; and through requirements for large building facades to be divided into smaller components, which will help integrate larger buildings with patterns of the Northwest District. The BHD amendments enhance pedestrian orientation by requiring building entrances oriented to streets or courtyards, and by limiting front garages and front parking along street frontages.

**Objective G.** Promote development that includes useable public outdoor spaces such as plazas, play areas, gardens, and pocket parks.

**344.Finding:** The BHD amendments include a new requirement for outdoor area per unit in the RM3 and RM4 zones, which are mapped in a large portion of the Northwest District, which can be met by common areas such as courtyards. The BHD amendments also require shared common areas for large sites (20,000+ square feet), which will provide opportunities outdoor spaces such as plazas, play areas, and gardens for residents.

#### **Policy 4: Parking**

Provide and manage parking to serve the community while protecting and enhancing the livability and urban character of the district.

**Objective A.** Reduce the demand for automobile parking.

**345.Finding:** This policy and its objectives provides direction on managing parking resources, including on-street parking and shared parking facilities, in ways that preserve the pedestrian-friendly character of the district. The BHD amendments support this policy and its objectives in a number of ways, indicated in the findings below for each of this policy's objectives. Amendments requiring multi-dwelling development to meet Transportation and Parking Demand Management requirements, such as by providing residents with transit passes or bike share membership, align with Objective A's call for reducing demand for automobile parking.

**Objective B.** Provide for efficient use of on- and off-street parking through such means as "shared use" of parking facilities and minimizing the number and size of curb cuts.

**346.Finding:** BHD amendments limiting front garages and associated driveways align with this policy objective's call for minimizing the number and size of curb cuts, which will help preserve on-street parking and allow for more efficient use of this parking resource. Limitations on front garages and front parking also align with the policy's call for preserving the pedestrian-friendly character of the district.

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**Objective C.** Accommodate a limited amount of additional structured off-street commercial parking while preserving the overall pedestrian-friendly character of the district, and mitigating for negative impacts.

**347.Finding:** The BHD amendments do not affect off-street commercial parking, but amendments align with this policy in limiting front garages and front parking to foster pedestrian-friendly street frontages.

**Objective H.** Encourage new off-street parking to locate within structures.

**348.Finding:** BHD amendments support this objective by creating a new incentive for structured parking in the multi-dwelling zones by not counting structured parking, up to 0.5:1 FAR, against the maximum FAR limits, which supports the policy direction in Objective H.

**Objective I.** Limit the size of new surfacing parking lots.

**349.Finding:** BHD amendments support this objective by limiting the size of new surface parking lots (to a maximum of 30% of site area).

**Policy 5: Housing**

Retain the district's existing housing stock and mix of types and tenures. Promote new housing opportunities that reflect the existing diversity of housing and support a population diverse in income, age, and household size.

**350.Finding:** The Northwest District has all four types (RM1-RM4) of multi-dwelling zoning and the map designations, except for the historic district adjustments, conform to the current zoning patterns. The BHD amendments expand options for the numbers and types of housing units on multi-dwelling zone sites. The BHD amendments also promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing.

**Objective A.** Increase the number of housing units in the district, including rental and ownership opportunities for current and future district residents.

**351.Finding:** The BHD amendments expand options for the numbers and types of housing units on multi-dwelling zone sites, and include development bonuses for both rental and ownership affordable housing.

**Objective B.** Increase the supply of housing that is affordable, accessible to a full range of incomes, and provides for special needs housing.

**352.Finding:** The BHD amendments promote a range of affordable housing opportunities through expanded development bonuses for projects that include affordable housing.

**Objective C.** Retain the existing supply of rental housing units affordable to the district's low- and very low- income households.

**353.Finding:** This policy objective responds to concerns discussed in the Northwest District Plan regarding the potential loss of the area's existing (non-regulated) affordable rental apartments through conversion to more expensive apartments or to market-rate ownership housing. BHD amendments support this policy objective through a new allowance for FAR to be transferred from sites where existing affordable housing is preserved (must remain affordable to households earning no more than 60% of area median income).

**Objective D.** Encourage housing developments that accommodate a variety of living situations and support the district's diverse population.

**354.Finding:** The BHD amendments support this policy objective through expanded options for the numbers and types of housing units on multi-dwelling zone sites, especially with the shift to regulating density by FAR in the RM1 and RM2 zones. The BHD amendments also promote a range

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of affordable housing opportunities through expanded development bonuses for projects that include affordable housing and through a moderate-income bonus for three-bedroom units that are large enough for families.

**Objective E.** Encourage the development of mixed-use projects that include housing in all commercial and most employment zones.

**355.Finding:** The BHD amendments provide development bonuses for affordable housing for mixed use zones within historic districts, which is the predominant zoning designation along the district’s main streets, which will promote mixed-use projects that include housing.

**Objective F.** Encourage the renovation and rehabilitation of existing housing as a preferred alternative to clearance and redevelopment.

**356.Finding:** The BHD amendments support this policy objective and promote renovation of existing housing through allowances for FAR to be transferred to other sites in exchange for preserving historic structures, seismic upgrades to historic building, and for the preservation of existing affordable housing.

**Objective H.** Encourage an increase of ownership opportunities through new development rather than conversion of existing rental housing stock.

**357.Finding:** This policy objective is supported by BHD amendments that provide a deeper housing affordable bonus for new ownership housing, affordable to households earning up to 80% of area median income, as well as by a new allowance for FAR to be transferred from sites where existing housing is being preserved and kept affordable to households earning no more than 60% of area median income.

**Objective I.** Increase the supply of housing attractive to families with children.

**358.Finding:** The BHD amendments support this policy objective through a development bonus for projects with three-bedroom units that are affordable to households earning no more than 100% of area median income.

#### **Policy 7: Urban Design**

Respect the urban design principles and architectural qualities that define the district’s human-scaled, pedestrian-oriented character.

**Objective A.** Integrate new development with the existing urban fabric by acknowledging the scale, proportions, orientation, quality of construction and other architectural and site design elements of the building’s immediate area.

**Objective C.** Preserve and enhance the distinct character of different parts of the Northwest District.

**359.Finding:** This policy and its policy objectives A and C relate to urban design concepts explained in the “Desired Characteristics and Traditions” section of the Northwest District Plan, which outlines how the district’s architectural character and urban fabric varies in several distinct “urban character areas.” The Northwest District Plan indicates that this section should be referenced when the plan makes references to “the Northwest District’s architectural character and urban fabric.” The majority of the district’s multi-dwelling zoning, including areas of the Alhambra Historic District with current RH zoning where the new RM3 and RM4 zones are being applied, are located in the Nob Hill Residential Areas. The Desired Characteristics and Traditions statement for this area states:

“Most parts of the Nob Hill Residential Areas are located within the Alhambra Historic District, where historically and architecturally significant structures should be preserved. Throughout the Nob Hill Residential Areas, new development should utilize design elements that distinguish the residential side streets from the more intensely hardscaped main streets, with street frontages divided into distinct components that continue the established fine-grain urban pattern.

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Development should also acknowledge the scale, proportions, and street orientation of existing Pre-World War II structures and continue the areas' diverse range of building typologies."

The BHD amendments support this policy and objectives A and C, as they pertain to the multi-dwelling zones in the Nob Hill Residential Areas in several ways:

- Amendments requiring landscaped front setbacks or courtyards in the multi-dwelling zones will contribute to distinguishing residential side streets from the hardscape of the main streets.
- Amendments that promote street-facing courtyards and that require that large building facades are divided into small components will be consistent with the area's fine-grain urban pattern, which consists of development with building facades typically no wider than 50 to 100-feet in width.
- Requirements for street-oriented entrances and limitation on front parking and garages will be consistent with street- and pedestrian-orientation of the area's historic buildings.
- Alphabet Historic District map changes will foster new development that is more in keeping with the scale of historic buildings in the historic district. In the portion of the Alphabet Historic District north of NW Glisan Street and east of NW 21st Avenue, which currently has RH zoning with a 4:1 base FAR, City Council decided to assign the RM3 zone (with a 2:1 base FAR and 3:1 bonus FAR) to correspond to the scale of historic buildings in this area, where 90 percent of the historic properties in the RH zone in this area have existing FARs of 2:1 FAR or less, with smaller numbers of historic buildings with FARs up to around an FAR of 3:1 (this is documented in a map [Map 2: Existing Building Floor Area Ratios] that is included in material from the Planning and Sustainability Commission work session on April 9, 2019). In the portion of the Alphabet Historic District generally south of NW Glisan Street between NW 21st and NW 23rd avenues that currently has RH zoning with a 2:1 base FAR, City Council decided to assign the RM4 zone (with a 3:1 base FAR and a 4.5:1 bonus FAR in historic districts) to correspond to the larger scale of historic buildings in this area, which has a concentration of historic buildings with FARs ranging from more than 2:1 to around 4:1. The FAR map analysis found that larger historic buildings in the current RH zone are clustered in areas of the Alphabet Historic District south of NW Glisan Street, with smaller buildings more predominant in the RH zone north of this street. City Council decided to assign the larger scale RM4 zone and smaller scale RM3 zone to correspond to these historic development patterns.

**Objective G.** Encourage building designs that consider solar access impacts on streets and other public spaces.

**360.Finding:** The BHD amendments including increased front building setbacks along street frontages, which will reduce shadowing on streets from buildings and provide more opportunity for light.

**Objective I.** Discourage the creation of new vehicle areas between the fronts of residential buildings and streets.

**361.Finding:** The BHD amendments limiting front garages and parking along street frontages.

#### **Policy 8: Historic Preservation**

Identify, preserve, and protect historic resources and support development that enhances the historic qualities of the district.

**Objective A.** Promote restorations and renovations of residential and commercial structures that maintain the historic style, quality, and character of the original building.

**Objective B.** Encourage adaptive reuse of historic resources that maintain their historic character.

**362.Finding:** The BHD amendments support this policy and objectives A and C through map changes in the Alphabet Historic District that will adjust the allowed building scale (primarily FAR) to better

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match the scale of the existing historic context, which will promote development that relates to and enhances the historic qualities of the district. The changes also include a transfer program that grants an FAR transfer allowance of up to 50 percent of the base FAR for historic buildings that undertake seismic upgrades, which will support the renovation and reuse of historic buildings. BHD amendments that allow FAR to be transferred citywide to sites in both the multi-dwelling and mixed-use zones in exchange for preservation of historic buildings are also intended to facilitate FAR transfers to support restoration of historic buildings by providing economic value. BHD amendments allow development bonuses and FAR transfers to be used in historic districts, such as the Alphabet Historic District, but demolition review procedures requiring City Council approval of demolitions of contributing structures and landmarks in historic districts help protect historic structures from redevelopment pressures. Such demolitions are rarely approved by City Council and no contributing structure or landmark has been approved for demolition in the Alphabet Historic District since its designation in 2000.

#### **Policy 9: Public Safety**

Increase public safety by promoting measures that foster personal security and build a sense of community.

**Objective A.** Encourage site and building designs that incorporate “Crime Prevention Through Environmental Design” principles. These include designs that:

- bring more light and visibility to streets,
- create opportunities for those within buildings to observe activities taking place on the streets and in public open spaces, and
- avoid attractions to properties where potential harmful objects exist

**Objective B.** Encourage projects that support active and passive spaces that focus toward the street.

**363.Finding:** The BHD amendments support this policy and objectives A and B by requiring building entrances to be oriented to streets or courtyards; and limiting front garages and parking along street frontages, which bring more visibility to streets by allowing building users to more readily observe street activity.

#### **Policy 14: Eastern Edge Subarea**

Foster the development of the Eastern Edge as a transition between the more urban Central City and the Northwest District.

**364.Finding:** The subarea contains a mix of multi-dwelling, mixed-use commercial, and employment land use designations. The BHD amendments maintain the current land use pattern. The subarea includes small portions of the Alphabet Historic District, in which the map changes will adjust the allowed building scale (both building height and FAR) to better match the scale of the existing historic context.

**Objective A.** Support the established mixed-use urban character of this subarea.

**365.Finding:** The BHD amendments maintain the current land use pattern – the multi-dwelling, mixed-use commercial, and employment land use designations are unchanged.

**Objective D.** Protect existing housing from conversion to other uses.

**366.Finding:** The BHD amendments maintain the current land use pattern and do not introduce new uses to residential zones in the district, except for limited allowances for daycare facilities.



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**Policy 15: Thurman-Vaughn Subarea**

Enhance this mixed-use subarea by emphasizing housing along NW Upshur and NW Thurman Streets and commercial uses on the south side of NW Vaughn Street and in nodes at intersections along NW Thurman Street.

**367.Finding:** The BHD amendments maintain the current land use pattern.

**Objective A.** Enhance NW Thurman Street as a neighborhood-oriented main street that is primarily residential, with commercial uses clustered at intersections.

**368.Finding:** The BHD amendments maintain a small amount of the RM2 (current R1 zone) along NW Thurman Street. The BHD amendments allow for ground floor retail or office uses if the site is on a Civic and Neighborhood corridor. NW Thurman Street is designated as a Neighborhood corridor, so this provision allows up to 0.25 FAR of ground floor retail or office uses.

**Objective B.** Emphasize residential and live/work opportunities on NW Upshur Street.

**369.Finding:** The BHD amendments maintain the RM2 (current R1) and RM3 (current RH) zones along NW Upshur Street. The BHD amendments allow for ground floor retail or office uses if the site is on a Civic and Neighborhood corridor. NW Upshur Street is not designated as Civic or Neighborhood corridor, so this provision does not apply to this area. The RM3 zoning on NW Upshur allows for small amounts of retail and office uses provided the use does not have external doors or signs visible from the exterior of the building.

## Part V. Comprehensive Plan and Zoning Code Amendment Criteria

### 33.835.040 Approval Criteria

**A. Amendments to the zoning code.** Text amendments to the zoning code must be found to be consistent with the Comprehensive Plan, Urban Growth Management Functional Plan, and the Statewide Planning Goals. In addition, the amendments must be consistent with the intent or purpose statement for the base zone, overlay zone, plan district, use and development, or land division regulation where the amendment is proposed, and any plan associated with the regulations. The creation of a new plan district is subject to the approval criteria stated in 33.500.050.

**B. Amendments to the goals and policies of the Comprehensive Plan.** Text amendments to the goals and policies of the Comprehensive Plan must be found to be consistent with the Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals.

**370. Finding:** The findings in this exhibit demonstrate how the BHD amendments are consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, and the Statewide Planning Goals.

The City Council interprets this criterion to require the BHD amendments show consistency on balance. The City Council has applied all applicable policies and the findings in this exhibit demonstrate how the BHD amendments to the zoning code are, on balance, consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals.

Findings related to the zoning code amendments' consistency with the purpose statements are contained in Part V

No new plan district has been proposed, therefore the criteria in 33.500.050 do not apply.

## Part VI. Zoning Code Purpose Statements

Zoning Code chapters for which the only BHD amendments are updates to the multi-dwelling zone names are not included here, as the amendments make no substantive changes to these chapters. The Zoning Code chapters whose only amendments are updates to the multi-dwelling zone names and that are not plan districts with multi-dwelling zoning are: 33.229, 33.251, 33.285, 33.296, 33.470, 33.480, 33.575, 33.631, 33.634, 33.667, 33.805, 33.815, 33.846, 33.854, and 33.855.

### 33.110 Multi-Dwelling Zones

#### 33.120.010 Purpose

The multi-dwelling zones are intended to preserve land for urban housing and to provide opportunities for multi-dwelling housing.

- A. Use regulations.** The use regulations are intended to create and maintain higher density residential neighborhoods. At the same time, they allow for large scale institutional campuses and other nonresidential uses but not to such an extent as to sacrifice the overall residential neighborhood image and character.
- B. Development standards.** The six multi-dwelling zones are distinguished primarily by density and development standards. The development standards work together to create desirable residential areas by promoting aesthetically pleasing environments, safety, privacy, energy conservation, and recreational opportunities. The development standards generally assure that new development will be compatible with the City's character. At the same time, the standards allow for flexibility for new development. In addition, the regulations provide certainty to property owners, developers, and neighbors about the limits of what is allowed. The development standards are generally written for development on flat, regularly shaped lots. Other situations are addressed through special standards or exceptions.

**371.Finding:** The BHD amendments are consistent with the purpose of the multi-dwelling zones because they retain the primary purpose of these zones as places for urban housing. The amendments provide new allowances for limited amounts of ground-floor commercial uses along major corridors and allow limited amounts of daycare uses more broadly, but sites that include these uses will still be subject to minimum density requirements for residential uses, thereby ensuring that development in the multi-dwelling zones includes residential units and will be subject to requirements for features such as landscaping that reflect the character of residential areas. Amendments to development standards support the purpose statement by limiting front garages, requiring landscaped setbacks, and expanding outdoor space requirements, which help reinforce the residential characteristics of areas with multi-dwelling zoning. Other amendments that regulate primarily by building scale and provide more flexibility for what happens inside buildings help implement purpose statement language on allowing flexibility for new development, while providing greater certainty about the scale of allowed development. The BHD amendments include changes to the purpose statement that add language about the zones allowing limited commercial and replace reference to zones being distinguished by density to being distinguished by their allowed scale. However, the overall purpose of the multi-dwelling zones as places for urban housing and retention of residential character remains.

### **33.130 Commercial/Mixed Use Zones**

#### **33.130.010 Purpose**

The commercial/mixed use zones are intended for commercial and mixed use areas of the City as designated on the Comprehensive Plan map. These zones implement the vision, guiding principles, and goals and policies of the Comprehensive Plan, and encourage economic prosperity, human health, environmental health, equity, and resilience. These zones are primarily distinguished by the uses allowed and the intensity of development allowed. The zones allow a mix of commercial activities, housing, and employment uses that reflect the different types of centers and corridors described in the Urban Design chapter of the Comprehensive Plan, and also accommodate smaller, dispersed commercial and mixed use areas to provide opportunities for services in areas between the centers and corridors.

The commercial/mixed use zones are intended to serve local neighborhood areas, larger districts, as well as broader citywide or regional markets. The regulations promote uses and development that support healthy complete neighborhoods—places where people of all ages and abilities have safe and convenient access to the goods and services they need in their daily life, and where people have the opportunity to live active lifestyles. The zones encourage quality and innovative design, and facilitate creation of great places and great streets.

The development standards are designed to allow development flexibility, within parameters, that supports the intended characteristics of the specific zone. In addition, the regulations provide guidance to property owners, developers, and neighbors about the limits of what is allowed.

**372.Finding:** The BHD amendments are consistent with the purpose of the Commercial/Mixed Use Zones, as they do not change the intended purpose of these zones in allowing for a mix commercial, activities, housing, and employment uses, or their role in serving surrounding areas as hubs of services and complete neighborhoods. The BHD amendments to Chapter 33.130 are primarily intended to providing consistency with regulations for development in the multi-dwelling zones and do not affect the ability of commercial/mixed use zones to support a wide range of uses. These BHD amendments include expanded allowances for FAR transfers from sites with historic resources, allowances for development bonuses to be used in historic districts, changes to step-down height regulations, changes to setbacks from multi-dwelling zones along major corridors, and revisions to outdoor common area standards, pedestrian standards, and front garage limitations – none of which impact the purposes of the commercial/mixed use zones.

### **33.140 Employment and Industrial Zones**

#### **33.140.010 General Purpose of the Zones**

The employment and industrial zones are for areas of the City that are reserved for industrial uses and for areas that have a mix of uses with a strong industrial orientation. The zones reflect the diversity of industrial and business areas in the City. The zones differ in the mix of allowed uses, the allowed intensity of development, and the development standards. The regulations promote areas which consist of uses and developments which will support the economic viability of the specific zoning district and of the City. The regulations protect the health, safety and welfare of the public, address area character, and address environmental concerns. In addition, the regulations provide certainty to property owners, developers, and neighbors about the limits of what is allowed.

**373.Finding:** The BHD amendments are consistent with the purpose of the Employment and Industrial zones, as they consist of minor changes to existing development standards for residential development to bring consistency with similar regulations in the multi-dwelling and mixed use

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zones, such as standards for front garages, and the addition of references to newly defined housing types – triplexes and fourplexes.

### **33.150 Campus Institutional Zones**

#### **33.150.010 Purpose**

The campus institutional zones implement the campus institution policies and Institutional Campus (IC) land use designation of the Comprehensive Plan. The zones are for institutions such as medical centers and colleges that have been developed as campuses, and for other uses that are compatible with surrounding neighborhoods. The differences between the zones reflect the diversity and location of campus institutions. Allowed uses and development standards promote the desired character of each zone, and reflect the character and development intensity of surrounding neighborhoods. The CI1 and IR zones encourage development that is at a low to medium density residential scale, while the CI2 zone encourages development that is at a more intense, urban scale. The development standards allow flexibility for development and provide guidance to property owners, developers, and neighbors about the limits of what is allowed.

**374.Finding:** The BHD amendments are consistent with the purpose of the Campus Institutional zones, providing minor changes to existing development standards for residential development to bring consistency with similar regulations in the multi-dwelling and mixed use zones, such as minor changes to transit street main entrance standards and the addition of references to newly defined housing types – triplexes and fourplexes.

### **33.218 Community Design Standards**

#### **33.218.010 Purpose**

Design review and historic resource review ensure that development conserves and enhances the recognized special design values of a site or area, and promote the conservation, enhancement, and continued vitality of special areas of the City.

The Community Design Standards provide an alternative process to design review and historic resource review for some proposals. Where a proposal is eligible to use this chapter, the applicant may choose to go through the discretionary design review process set out in Chapter 33.825, Design Review, and Chapter 33.846, Historic Resource Reviews, or to meet the objective standards of this chapter. If the applicant chooses to meet the objective standards of this chapter, no discretionary review process is required.

The purpose of these standards is to:

- A.** Ensure that new development enhances the character and livability of Portland's neighborhoods;
- B.** Ensure that increased density in established neighborhoods makes a positive contribution to the area's character;
- C.** Ensure the historic integrity of conservation landmarks and the compatibility of new development in conservation districts;
- D.** Enhance the character and environment for pedestrians in areas designated as design zones;
- E.** Offer developers the opportunity to comply with specific objective standards as a more timely, cost effective, and more certain alternative to the design review and historic resource review process.

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**375.Finding:** The BHD amendments are consistent with the purpose of the Community Design Standards chapter, consisting of only of updates to the multi-dwelling zone names and corrections to outdated code references.

### **33.239 Group Living**

#### **33.239.010 Purpose**

The regulations ensure that uses in the Group Living category will be compatible with the character of residential and commercial areas.

**376.Finding:** The BHD amendments are consistent with the purpose of the Group Living chapter, providing a minor update to outdoor common area dimension standards to be consistent with a similar regulation in the multi-dwelling zones.

### **33.258 Nonconforming Situations**

#### **33.258.010 Purpose**

Nonconforming situations are created when the application of a specific zone to a site changes, or a zoning regulation changes. As part of the change, existing uses, density, or development might no longer be allowed. The intent of the change is not to force all noncomplying situations to be immediately brought into conformance. Instead, the intent is to guide future uses and development in a new direction consistent with City policy, and, eventually, bring them into conformance.

This chapter provides methods to determine whether situations have legal nonconforming status. This is based on whether they were allowed when established, and if they have been maintained over time. This chapter also provides a method to review and limit nonconforming situations when changes to those situations are proposed. The intent is to protect the character of the area by reducing the negative impacts from nonconforming situations. At the same time, the regulations assure that the uses and development may continue and that the zoning regulations will not cause unnecessary burdens.

Nonconforming situations that have a lesser impact on the immediate area have fewer restrictions than those with greater impacts. Nonconforming uses in residential zones are treated more strictly than those in commercial/mixed use, employment, industrial, or campus institutional zones to protect the livability and character of residential neighborhoods. In contrast, nonconforming residential developments in residential zones are treated more liberally because they do not represent a major disruption to the neighborhood and they provide needed housing opportunities in the City.

**377.Finding:** The BHD amendments to this chapter delete reference to maximum density standards that are being discontinued. The BHD amendments to this chapter also add regulations for sites that do not meet minimum density standards to provide flexibility to come closer to conformance through the addition of accessory dwelling units, adding units within an existing structure, adding units in the Residential Manufactured Dwelling Park zone, and for sites within flood hazard or potential landslide hazard areas. These amendments are consistent with the purpose statement intent to provide flexibility for non-conforming residential development in guiding development to become closer to conformance with regulations.

### **33.266 Parking, Loading, And Transportation and Parking Demand Management**

#### **33.266.110 Minimum Required Parking Spaces**

- A. Purpose.** The purpose of required parking spaces is to provide enough on-site parking to accommodate the majority of traffic generated by the range of uses which might locate at the site over time. Sites that are located in close proximity to transit, have good street connectivity, and good pedestrian facilities may need little or no off-street parking. Parking requirements should be balanced with an active pedestrian network to minimize pedestrian, bicycle and vehicle conflicts as much as possible. Transit-supportive plazas and bicycle parking may be substituted for some required parking on a site to encourage transit use and bicycling by employees and visitors to the site. The required parking numbers correspond to broad use categories, not specific uses, in response to this long term emphasis. Provision of carpool parking, and locating it close to the building entrance, will encourage carpool use.

**378.Finding:** The BHD amendments reduce minimum parking requirements for projects on small sites up to 10,000 square feet in size in the multi-dwelling and mixed uses zones, with no off-street parking required for projects on such sites with up to 30 units, and also expand exemptions from minimum parking requirements for projects that provide affordable housing units in the multi-dwelling and mixed use zones citywide. The amendments also reduce minimum parking requirements on larger sites to a minimum 1 space per every 2 units ratio, instead of the current 1 to 1 ratio. A key tool in transportation demand management, as identified in the Transportation Planning Rule, is parking management. To reduce reliance on automobiles, the Transportation Planning Rule requires local governments within an MPO to achieve a 10 percent reduction in the number of parking spaces per capita over a planning period (660-012-0045). The reductions in minimum parking requirements and changes to achieve greater walkable form described above serve to achieve these aims. This is consistent with the purpose of this chapter section to balance parking with accommodating other modes of transport, such as walking, biking, or transit use. Reducing the need for on-site parking also reduces the need for curb cuts and driveways which present points of conflict for pedestrians and bicyclists and result in the loss of on-street parking. 86 percent of land and 95 percent of properties with multi-dwelling zoning is located within a quarter mile of transit, and the majority of the zones are located in or within a quarter mile of centers, providing a range of options for travel for residents in multi-dwelling zones and reducing the need for cars. The BHD amendments are consistent with the balanced approach of this purpose statement, given the location of most multi-dwelling and mixed use zoning close to transit and services.

#### **33.266.115 Maximum Allowed Parking Spaces**

- A. Purpose.** Limiting the number of spaces allowed promotes efficient use of land, enhances urban form, encourages use of alternative modes of transportation, provides for better pedestrian movement, and protects air and water quality.

The maximum ratios in this section vary with the use the parking is accessory to and with the location of the use. These maximums will accommodate most auto trips to a site based on typical peak parking demand for each use. Areas that are zoned for more intense development or are easily reached by alternative modes of transportation have lower maximums than areas where less intense development is anticipated or where transit service is less frequent. In particular, higher maximums are appropriate in areas that are more than a 1/4 mile walk from a frequently served bus stop or more than a 1/2 mile walk from a frequently served Transit Station.

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**379.Finding:** The BHD amendments apply in the multi-dwelling zones the same maximum parking ratio (1.35 spaces per unit) that applies in mixed uses zones in locations close to transit. This amendment is consistent with the purpose of this section to limit the number of spaces to promote efficient use of land and encourage alternative modes of transportation, especially in areas close to frequent transit.

**33.266.120 Development Standards for Houses and Duplexes**

- A. Purpose.** The size and placement of vehicle parking areas are regulated in order to enhance the appearance of neighborhoods.

**380.Finding:** The BHD amendments to this section support this purpose statement, as they further limit front parking to strengthen the relationship of buildings to the public realm of streets and continue residential neighborhood patterns where street frontages are lined by front yards and gardens.

**33.266.130 Development Standards for All Other Development**

- A. Purpose.** The development standards promote vehicle areas that are safe and attractive for motorists and pedestrians. Vehicle area locations are restricted in some zones to promote the desired character of those zones.

Together with the transit street building setback standards in the base zone chapters, the vehicle area location regulations for sites on transit streets and in Pedestrian Districts:

Provide a pedestrian access that is protected from auto traffic;

Create an environment that is inviting to pedestrians and transit users.

Create a strong relationship between buildings and the sidewalk; and

Create a sense of enclosure on transit and pedestrian street frontages.

The parking area layout standards are intended to promote safe circulation within the parking area, provide for the effective management of stormwater runoff from vehicle areas, and provide for convenient entry and exit of vehicles. The setback and landscaping standards:

Improve and soften the appearance of parking areas;

Reduce the visual impact of parking areas from sidewalks, streets, and especially from adjacent residential zones;

Provide flexibility to reduce the visual impacts of small residential parking lots;

Direct traffic in parking areas;

Shade and cool parking areas;

Reduce the amount and rate of stormwater runoff from vehicle areas;

Reduce pollution and temperature of stormwater runoff from vehicle areas; and

Decrease airborne and waterborne pollution.

**381.Finding:** The BHD amendments to this section support this purpose statement, as they limit vehicle areas to promote the desired pedestrian-friendly character of the multi-dwelling zones and limit large parking areas to reduce urban heat island impacts, supporting the intended role of multi-dwelling zones as settings for healthy living.

**33.266.410 Transportation and Parking Demand Management**

- A. Purpose.** Transportation and parking demand management (TDM) encompasses a variety of strategies to encourage more efficient use of the existing transportation system, and reduce reliance on the personal automobile. This is achieved by encouraging people through education, outreach, financial incentives, and pricing to choose other modes, share rides, travel

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outside peak times, and telecommute, among other methods. Effective TDM also incorporates management of parking demand. Transportation and parking demand management strategies help reduce traffic congestion, reduce the amount of money that must be spent to expand transportation system capacity, improve air quality, and ensure road capacity is available for those who need it most.

**382.Finding:** The BHD amendments to this section support this purpose statement, as applying transportation and parking demand management requirements to the multi-dwelling zones will encourage more efficient use of the transportation system and less dependence on automobiles in these zones, in addition to the mixed use zones where the requirements already apply.

### 33.270 Planned Developments

#### 33.270.010 Purpose

The Planned Development regulations provide an opportunity for innovative and creative development. Planned Development provides a master planning mechanism for allowing additional housing types and uses, the transfer of density and floor area to different portions of a site, and across internal zoning boundaries, and bonus floor area and increased height on large sites in commercial/mixed use zones. In this case, the flexibility is allowed when the development includes features that provide public benefits.

These regulations allow flexibility, and in some cases increased intensity of development, beyond that allowed by other chapters of this Title, if the proposed development is well-designed and can be successfully integrated into the neighborhood and provides public benefits. Overall, a Planned Development is intended to promote:

- High quality design that is integrated into the broader urban fabric, and complements existing character within the site and adjacent to the site;
- Development that is pedestrian-oriented, with a strong orientation towards transit and multimodal transportation alternatives;
- Building bulk, height, and orientation that ensures that light and air is accessible within the public realm, and that public view corridors are protected;
- A safe and vibrant public realm, with buildings and uses that are oriented to activate key public gathering spaces, be they public open space, transit stations, or the Willamette River;
- Open space areas that include gathering spaces and passive and/or active recreation opportunities;
- Affordable housing; and
- Energy efficient development.

**383.Finding:** The BHD amendments are consistent with purpose of the Planned Development chapter, primarily adding reference to a new planned development option for projects that do not meet the minimum required site frontage standard in Chapter 33.120, adding reference to the newly-defined triplex and fourplex housing types, and changing references to zone names based on amendments to Chapter 33.120.



### **33.405 Alternative Design Density Overlay Zone**

#### **33.405.010 Purpose**

The purpose of the Alternative Design Density Overlay Zone is to focus development on vacant sites, preserve existing housing and encourage new development that is compatible with and supportive of the positive qualities of residential neighborhoods. The concept for the zone is to allow increased density for development that meets additional design compatibility requirements.

**384.Finding:** The BHD amendments delete the Alternative Design Density Overlay Zone (a-overlay) provisions for multi-dwelling zones because the Chapter 33.120 amendments provide much of the flexibility for additional density provided by the a-overlay, making them redundant. The BHD Chapter 33.120 amendments are consistent with the purpose of the a-overlay zone in that they provide this flexibility for additional density in conjunction with design-related standards that contribute to greater compatibility with residential neighborhoods, such as limitations on front parking and garages, and deeper front setbacks and expanded outdoor space requirements in some multi-dwelling zones.

### **33.415 Centers Main Street Overlay Zone**

#### **33.415.010 Purpose**

The Centers Main Street overlay zone encourages a mix of commercial, residential and employment uses on the key main streets within town centers and neighborhood centers identified in the Comprehensive Plan. The regulations are intended to encourage a continuous area of shops and services, create a safe and pleasant pedestrian environment, minimize conflicts between vehicles and pedestrians, support hubs of community activity, and foster a dense, urban environment with development intensities that are supportive of transit.

**385.Finding:** The only BHD amendment to Chapter 33.415 is an amended Map 415-1 providing corrections and refinements to the mapping of the Pattern Areas, which indicates the applicability of some development standards. The BHD amendment is consistent with this purpose statement because it does not significantly change the chapter's regulations.

### **33.420 Design Overlay Zone**

#### **33.420.010 Purpose**

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

**386.Finding:** The BHD amendments to Chapter 33.420 are technical, removing reference to Zoning Code regulations in other chapters that are being deleted and updating the multi-dwelling zone names, and do not conflict with this purpose statement.

### **33.445 Historic Resource Overlay Zone**

#### **33.445.010 Purpose**

This chapter protects certain historic resources in the region and preserves significant parts of the region's heritage. The regulations implement Portland's Comprehensive Plan policies that address historic preservation. These policies recognize the role historic resources have in promoting the education and enjoyment of those living in and visiting the region. The regulations foster pride among the region's citizens in their city and its heritage. Historic preservation beautifies the city, promotes the city's economic health, and helps to preserve and enhance the value of historic properties.

**387.Finding:** The BHD amendments to Chapter 33.445 are technical, removing reference to Zoning Code regulations in other chapters that are being deleted and updating the multi-dwelling zone names, and do not conflict with this purpose statement.

### **33.505 Albina Community Plan District**

#### **33.505.010 Purpose**

The Albina Community plan district implements the Albina Community Plan. The plan district's provisions are intended to ensure that new higher density commercial and industrial developments do not overwhelm nearby residential areas. Infill housing compatibility and affordability is encouraged by eliminating off-street parking requirements for small multi-dwelling housing projects. The plan district's provisions also encourage the development of new housing along Martin Luther King Jr. Boulevard by allowing new housing projects to include ground level commercial uses that orient to King Boulevard.

**388.Finding:** The BHD amendments delete sections of the Albina Community Plan District chapter that will be redundant with BHD amendments that will apply citywide, including allowances for ground-floor commercial uses along major corridors (which will apply along Martin Luther King Jr. Boulevard) and reduced minimum parking requirements for small sites, and discontinuation of the lower minimum density standard for RH zoning along Martin Luther King Jr. Boulevard. While these plan district provisions are being deleted, the BHD amendments are consistent with this purpose statement in allowing limited amounts of ground-floor commercial uses along Martin Luther King Jr. Boulevard and reducing minimum off-street parking requirements. BHD amends this purpose statement to focus on the remaining plan district provision allowing attached houses on vacant lots in the R5 zone to provide opportunities for owner-occupied housing.

### **33.510 Central City Plan District**

#### **33.510.010 Purpose**

The Central City plan district implements the Central City 2035 Plan. The regulations address the unique role the Central City plays as the region's premier center for jobs, health and human services, tourism, entertainment and urban living. The regulations encourage a high-density urban area with a broad mix of commercial, residential, industrial and institutional uses, and foster transit-supportive development, pedestrian and bicycle-friendly streets, a vibrant public realm and a healthy urban river.

**389.Finding:** The BHD amendments to Chapter 33.510 are technical, updating the multi-dwelling zone names, and do not conflict with this purpose statement. BHD amendments to Chapter 33.120 have limited impact on the Central City plan district because the Central City has only a small amount of multi-dwelling zoning that is affected by the BHD amendments. This includes two acres of current R2 zoning, 9 acres of current R1 zoning, and 28 acres of current RH zoning. The BHD amendments for the new RM1 and RM2 zones shift from regulating development from unit density to regulating

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by building scale, which will provide flexibility for more units, supporting the role of the Central City as a high-density urban area that includes a broad mix of residential uses. The BHD amendments are therefore consistent with this purpose statement.

#### **33.520 Division Street Plan District**

##### **33.520.010 Purpose**

The Division Street plan district promotes development that fosters a pedestrian- and transit-oriented main street. The plan district provisions ensure that development:

- Activates Division Street corners and enhances the pedestrian environment; and
- Is constructed with high quality materials in combinations that are visually interesting.

**390.Finding:** The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances, limitations on front parking and garages, and allowances for additional housing units that contribute to transit-supportive densities.

#### **33.521 East Corridor Plan District**

##### **33.521.010 Purpose**

The East Corridor plan district includes three light rail stations and three Pedestrian Districts. The area is targeted to receive a significant share of the city's growth. It is envisioned that future development will transform the areas surrounding the light rail stations into vibrant mixed-use areas of retail, office, and housing with a high level of pedestrian amenities. Lower density residential and commercial development will continue to surround the Pedestrian Districts.

These regulations:

- Encourage new housing and mixed use development and expansions of existing development to promote the corridor's growth and light rail transit ridership;
- Promote compatibility between private and public investments along the light rail system through enhanced building design and site layout standards;
- Implement the objectives of the City's Pedestrian Districts to enhance the pedestrian experience and access to and from light rail service; and
- Encourage connectivity for vehicles, bicycles, and pedestrians on large sites.

**391.Finding:** The BHD amendments to Chapter 33.521 are technical, updating the multi-dwelling zone names and amending the commercial use allowances to be consistent with Chapter 33.120, and do not conflict with this purpose statement. The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances, limitations on front parking and garages, allowances for additional housing units that contribute to transit-supportive densities, and amendments intended to facilitate the creation of new street and pedestrian connections.

### **33.526 Gateway Plan District**

#### **33.526.010 Purpose**

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

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

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

**392.Finding:** The BHD amendments to Chapter 33.526 are technical, updating the multi-dwelling zone names and amending open area dimension standards to be consistent with Chapter 33.120, and do not conflict with this purpose statement. The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances, limitations on front parking and garages, allowances for additional housing units that contribute to transit-supportive densities, and amendments intended to facilitate the creation of new street and pedestrian connections.

### **33.530 Glendoveer Plan District**

#### **33.530.010 Purpose**

The regulations of the Glendoveer plan district are intended to ensure that the special development patterns fostered by Ascot zoning and succeeding zoning provisions established by Multnomah County are protected and continued under City zoning regulations following annexation.

**393.Finding:** The Glendoveer plan district includes some multi-dwelling zoning, but the plan district regulations only apply to the R7 single-dwelling zone. The BHD amendments to the multi-dwelling zones and related regulations do not affect this plan district and therefore are not in conflict with the plan district purpose statement.

### **33.532 Hayden Island Plan District**

#### **33.532.010 Purpose**

The regulations in this chapter will preserve and enhance both the character and opportunities of Hayden Island to:

- Create a transportation network that provides for all modes, and allows people to easily move from one mode to another;
- Focus higher intensity, mixed-use development near the Light Rail Station;
- Provide opportunities for a range of housing types, and encourage mixed-use development, including commercial uses, to serve the residential uses;
- Ensure transitions between residential and nonresidential zones and neighborhoods; and
- Recognize the current function of the Jantzen Beach Super Center as an auto-oriented shopping mall and its long-term potential for more intense development that is less auto-oriented and more pedestrian-friendly resulting from major investments in the transportation system.

The environmental zoning that applies to much of the plan district will preserve and restore the unique and valuable natural resources of the island, such as the shallow water habitat.

**394.Finding:** The BHD amendments to Chapter 33.532 are technical, updating the multi-dwelling and mixed use zone names and associated figures, and do not conflict with this purpose statement. The BHD amendments to Chapter 33.120 impact this plan district because it includes a small amount of R2 and R1 (new RM1 and RM2) multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they facilitate a broader range of housing types by shifting to regulating by building scale, with more flexibility for the numbers and types of units.

### **33.534 Hillsdale Plan District**

#### **33.534.010 Purpose**

The regulations of the Hillsdale plan district promote compatibility between existing and new residential and commercial development and support the Hillsdale Town Center.

**395.Finding:** The BHD amendments to Chapter 33.534 are technical, updating the multi-dwelling zone names, and do not conflict with this purpose statement. The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to integrate new development with the characteristics of residential areas, such as requirements for landscaped front setbacks, expanded requirements for outdoor spaces, limitations on front parking and garages, and requirements for large buildings to step down in height adjacent to single-dwelling zones.

### **33.536 Hollywood Plan District**

#### **33.536.010 Purpose**

The Hollywood plan district provides for an urban level of mixed-use development including commercial, office, housing, and recreation. Specific objectives of the plan district include strengthening Hollywood's role as a commercial and residential center, and promoting the use of light rail, bus transit, and walking. These regulations:

- Enhance business and economic vitality;

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- Promote housing and mixed-use development;
- Discourage auto-oriented uses and developments and direct the placement of auto-oriented uses and developments away from the area of most intense activity;
- Reinforce the connection between the Hollywood Transit Center and the business core of the Hollywood District;
- Enhance the pedestrian experience; and
- Enhance the character of buildings in the plan district.

**396.Finding:** The BHD amendments to Chapter 33.536 are minor, updating the multi-dwelling zone names and amending the maximum parking ratio for household living uses to be consistent with BHD amendments, and do not conflict with this purpose statement. The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances, limitations on front parking and garages, and allowances for additional housing units that contribute to transit-supportive densities.

### **33.537 Johnson Creek Basin Plan District**

#### **33.537.010 Purpose**

The Johnson Creek Basin plan district provides for the safe, orderly, and efficient development of lands which are subject to a number of physical constraints, including significant natural resources, steep and hazardous slopes, flood plains, wetlands, and the lack of streets, sewers, and water services. At certain locations, the density of development is limited by applying special regulations to new land division proposals. In addition, restrictions are placed on all new land uses and activities to reduce stormwater runoff, provide groundwater recharge, reduce erosion, enhance water quality, and retain and enhance native vegetation throughout the plan district. At other locations, development is encouraged and mechanisms are included that provide relief from environmental restrictions.

This plan district is intended to be used in conjunction with environmental zoning placed on significant resources and functional values in the Johnson Creek basin, to protect resources and functional values in conformance with Goal 8 of the Comprehensive Plan and Statewide Planning Goal 5.

**397.Finding:** The BHD amendments to Chapter 33.537 are technical, updating the multi-dwelling zone names and changing references to multi-unit housing types to correspond to new terminology, and do not conflict with this purpose statement. The BHD amendments to Chapters 33.120 and other chapters impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they increase requirements for outdoor spaces such as common areas, retain existing minimum landscaping standards, provide incentives for preserving large trees, and place limits on the size of large surface parking lots.

### **33.538 Kenton Plan District**

#### **33.538.010 Purpose**

The Kenton plan district use regulations foster a vital retail corridor along Denver Avenue. The Kenton plan district development standards ensure that the design of new buildings, and modifications to existing buildings, are compatible with the historic character of the area. These regulations also ensure a

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pleasant, safe and efficient environment for pedestrians along the Denver Avenue commercial corridor and near the light rail station. Together, these regulations:

- Enhance the commercial character along Denver Avenue by restricting industrial uses;
- Discourage auto-oriented uses and development; and
- Encourage retail uses in the historic storefront buildings along Denver Avenue.

**398.Finding:** The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances and limitations on front parking and garages.

### **33.540 Laurelhurst/Eastmoreland Plan District**

#### **33.540.010 Purpose**

The regulations of the Laurelhurst/Eastmoreland plan district enforce the special setback requirements of Ordinances 70343 and 70341. This plan district maintains the established character of the Laurelhurst and Eastmoreland areas, characterized by homes with larger than normal building setbacks from the street.

**399.Finding:** The BHD amendments to Chapter 33.120 impact this plan district because it includes a small amount of R2 (new RM1) multi-dwelling zoning in Laurelhurst within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they do not affect the special front setback requirements of the plan district, and amendments for the RM1 reduce they height limits to 35 feet, instead of the current 40-foot maximum, which is more in keeping with the predominant single-dwelling zoning of the area, while retaining current building coverage and landscaping standards.

### **33.545 Lombard Street Plan District**

#### **33.545.010 Purpose**

The Lombard Street Plan District implements the Lombard Street nodes and corridors elements of the St Johns/Lombard Plan by promoting development that fosters a pedestrian- and transit-oriented main street in key places, and supports enhanced design for multi-dwelling residential developments.

**400.Finding:** The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances, limitations on front parking and garages, and allowances for additional housing units that contribute to transit-supportive densities.

### **33.550 Macadam Plan District**

#### **33.550.010 Purpose**

The Macadam plan district implements the Macadam Corridor Study. The plan district contains a set of regulations designed to preserve and promote the unique character of the Macadam area. In addition to special development standards for the district, the regulations restrict auto-oriented uses and development, limit signs, allow for future light rail, and provide view corridors to the Willamette River.

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**401.Finding:** The BHD amendments to Chapter 33.120 impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances and limitations on front parking and garages, and include requirements for landscaped front setbacks and expanded outdoor area standards that are consistent with the landscaped character of the Macadam plan district.

#### **33.560 North Cully Plan District**

##### **33.560.010 Purpose**

The regulations of the North Cully Plan District are intended to ensure compatible redevelopment of certain large parcels as set forth in the Cully Neighborhood Plan. These parcels are developed with gravel pits, a number of smaller, older single family dwellings and trailer parks with redevelopment probable in the next two decades. Properties should be developed in a cohesive pattern in order to encourage compatible development with the neighborhood to the south. North Cully Development review is a master plan review which will ensure compatibility and cohesive design.

**402.Finding:** The BHD amendments to Chapter 33.120 impact this plan district because it includes a small amount of multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they do not affect the focus of this plan district on large parcels and include development standards that encourage a continuation of residential neighborhood characteristics, such as through requirements for landscaped front setbacks and expanded outdoor area requirements.

#### **33.561 North Interstate Plan District**

##### **33.561.010 Purpose**

The North Interstate plan district provides for an urban level of mixed-use development to support the MAX line and the surrounding neighborhoods by encouraging development that increases neighborhood economic vitality, amenities, and services and successfully accommodates additional density. These standards:

- Implement urban design concepts of the North Interstate Corridor Plan;
- Help ease transitions between new high-density development and the existing, low-density neighborhoods; and
- Enhance the pedestrian experience.

**403.Finding:** The BHD amendments to Chapter 33.561 update the multi-dwelling zone names and delete an allowance for lower minimum densities in the RH zone, which changes are consistent with this purpose statement and its language related to accommodating additional density. The BHD amendments to Chapter 33.120 also impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances, limitations on front parking and garages, and allowances for additional housing units that contribute to transit-supportive densities.



### **33.562 Northwest Plan District**

#### **33.562.010 Purpose**

The Northwest plan district implements the Northwest District Plan, providing for an urban level of mixed-use development including commercial, office, housing, and employment. Objectives of the plan district include strengthening the area's role as a commercial and residential center. The regulations of this chapter:

- Promote housing and mixed-use development;
- Address the area's parking scarcity while discouraging auto-oriented developments;
- Enhance the pedestrian experience;
- Encourage a mixed-use environment, with transit supportive levels of development and a concentration of commercial uses, along main streets and the streetcar alignment; and
- Minimize conflicts between the mixed-uses of the plan district and the industrial uses of the adjacent Guild's Lake Industrial Sanctuary.

**404.Finding:** The BHD amendments to Chapter 33.562 update the multi-dwelling zone names and delete an allowance for limited amounts of commercial uses along the streetcar alignment, because this allowance is being provided by amendments to Chapter 33.120 that will apply to Civic and Neighborhood corridors citywide, including the streetcar alignment. These amendments therefore continue the allowances of the plan district and are consistent with this purpose statement. The BHD amendments to Chapter 33.120 also impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a transit- and pedestrian-oriented environment, such as requirements for street-oriented entrances limitations on front parking and garages. Other BHD amendments support this purpose statement by allowing additional scale through development bonuses and FAR transfers in mixed-use zones in historic districts, including the Alphabet Historic District within the plan district, which supports purpose statement language calling for an urban level of mixed-use development and transit-supportive levels of development along the main streets and streetcar alignment.

### **33.563 Northwest Hills Plan District**

#### **33.563.010 Purpose**

The Northwest Hills plan district protects sites with sensitive and highly valued resources and functional values. The portions of the plan district that include the Balch Creek Watershed and the Forest Park Subdistrict contain unique, high quality resources and functional values that require additional protection beyond that of the Environmental overlay zone. The Linnton Hillside subarea within the Forest Park subdistrict contains a residential area that is constrained by natural conditions and limited existing infrastructure. The development standards for this subarea are intended to protect the public health and safety by limiting the potential number of new housing units consistent with these constraints. The plan district also promotes the orderly development of the Skyline subdistrict while assuring that adequate services are available to support development. These regulations provide the higher level of protection necessary for the plan district area. The transfer of development rights option reduces development pressure on protected sites while containing safeguards to protect receiving sites.

This plan district is intended to be used in conjunction with environmental zoning placed on significant resources and functional values in the Johnson Creek basin, to protect resources and functional values in conformance with Goal 8 of the Comprehensive Plan and Statewide Planning Goal 5.

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**405.Finding:** The BHD amendments to Chapters 33.120 and other chapters impact this plan district because it includes small amounts of multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they increase requirements for outdoor spaces such as common areas, retain existing maximum building coverage and minimum landscaping standards, and place limits on the size of large surface parking lots, which will help limit environmental impacts and aid stormwater management.

#### **33.564 Pleasant Valley Plan District**

##### **33.564.010 Purpose**

The Pleasant Valley plan district implements the Comprehensive Plan's goals, policies and action measures for Pleasant Valley; creates an urban community as defined by the Comprehensive Plan; and, furthers the Pleasant Valley vision to integrate land use, transportation, and natural resources. Pleasant Valley as a whole is intended to be a community made up of neighborhoods, a town center, neighborhood centers, employment districts, parks and schools, open spaces and trails, a range of transportation choices, and extensive protection, restoration and enhancement of the natural resources. Portions of the Pleasant Valley area will be in the City of Portland and portions will be in the City of Gresham. The purpose of the Pleasant Valley plan district includes integrating the significant natural resources into a new, urban community.

**406.Finding:** The BHD amendments to Chapter 33.537 are technical, adding two newly-defined housing types – triplexes and fourplexes – to the list of multi-unit housing types prohibited through a planned development, and do not conflict with this purpose statement. These two housing types are currently classified as multi-dwelling structures, which are currently prohibited, so the BHD amendments retain their current prohibited status and are consistent with the purpose of the plan district.

#### **33.583 St. Johns Plan District**

##### **33.583.010 Purpose**

The St. Johns plan district provides for an urban level of mixed-use development including commercial, employment, office, housing, institutional, and recreation uses. Specific objectives of the plan district include strengthening St. Johns' role as the commercial and civic center of the North Portland peninsula. These regulations:

- Stimulate business and economic vitality;
- Promote housing and mixed-use development;
- Discourage auto-oriented uses and development;
- Enhance the pedestrian environment;
- Enhance the character of buildings in the plan district; and
- Support the Willamette greenway and opportunities to celebrate the Willamette River as a unique element of the urban environment.

**407.Finding:** The BHD amendments to Chapter 33.583 delete an allowance for lower minimum densities in the R1 zone, which is consistent with this purpose statement and its language related to accommodating urban levels of housing and promoting housing development. The BHD amendments to Chapter 33.120 also impact this plan district because it includes multi-dwelling zoning within its boundaries. The BHD amendments to Chapter 33.120 are consistent with this purpose statement because they include development standards intended to contribute to a pedestrian-oriented environment and housing opportunities, such as requirements for street-

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oriented entrances, limitations on front parking and garages, and allowances for additional housing on multi-dwelling zone sites.

#### **33.612 Lots in Multi-Dwelling and IR Zones**

##### **33.612.010 Purpose**

This chapter contains the density and lot dimension standards for approval of a Preliminary Plan for a land division in the multi-dwelling and IR zones. These standards ensure that lots are consistent with the desired character of each zone. This chapter works in conjunction with other chapters of this Title to ensure that land divisions create lots that can support appropriate development and uses in accordance with the planned intensity of the zone.

**408.Finding:** The BHD amendments to Chapter 33.612 update the multi-dwelling zone names, amend text to reflect the discontinuation of maximum density standards, and add Attached Duplex to Table 612-1 because this housing type had been missing from this table. The amendments are consistent with this purpose statement in providing more complete and updated information related to lot dimension standards.

#### **33.825 Design Review**

##### **33.825.010 Purpose**

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

**409.Finding:** The BHD amendments to Chapter 33.825 are technical, removing reference to Zoning Code regulations in other chapters that are being deleted and updating the multi-dwelling zone names, and do not conflict with this purpose statement.

#### **33.930 Measurements**

##### **33.930.010 Purpose**

This Chapter explains how measurements are made in the zoning code.

**410.Finding:** The BHD amendments to this chapter change the Measure Height section to explain revisions to height measurement in the multi-dwelling zones, which is consistent with this purpose statement.

## Part VII. Comprehensive Plan Map Amendment Criteria

#### **33.810.050 Approval Criteria**

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**B. Legislative.** Amendments to the Comprehensive Plan Map which are legislative must be found to be consistent with the goals and policies of the Comprehensive Plan, Metro’s Urban Growth Management Functional Plan, the Statewide Planning Goals, and any relevant area plans adopted by the City Council.

**411. Finding:** The City Council interprets that this criterion requires the BHD amendments to show consistency on balance. The City Council has applied all applicable policies and the findings in this exhibit demonstrate how the BHD amendments to the 2035 Comprehensive Plan Map are consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, the Statewide Planning Goals, and relevant area plans.

## Part VIII. Zoning Map Amendments Approval Criteria

### 33.855.050 Approval Criteria for Base Zone Changes

An amendment to the base zone designation on the Official Zoning Maps will be approved (either quasi-judicial or legislative) if the review body finds that the applicant has shown that all of the following approval criteria are met:

**A. Compliance with the Comprehensive Plan Map.** The zone change is to a corresponding zone of the Comprehensive Plan Map. When the Comprehensive Plan Map designation has more than one corresponding zone, it must be shown that the proposed zone is the most appropriate, taking into consideration the purposes or characteristics of each zone and the zoning pattern of surrounding land.

**412.Finding:** All BHD Zoning Map amendments reflect and align with amendments to the 2035 Comprehensive Plan Map and are therefore consistent with that map. The Zoning Code amendments include the creation of four new multi-dwelling residential zones, all of which are corresponding zones to the new land use designations in Chapter 10 of the 2035 Comprehensive Plan.

The BHD Multi-Dwelling-Urban Center designation has two corresponding zones – RM3 and RM4. In general, the City Council has determined that the RM3 zone is the most appropriate zone for all sites with RH zoning with a 2:1 base FAR because the RM3 base FAR is 2:1. Further, City Council has determined that the RM4 zone the most appropriate zone for all sites with RH zoning identified on Map 120-1 through Map 120-18, which identify areas with RH zoning that have a 4:1 base FAR because the RM4 base FAR is 4:1. The exception to this methodology is in the Alphabet and Kings Hill historic districts, where City Council has decided to make adjustments to the zoning designations so that the base FAR better relates to the scale of existing historic buildings. Because both the RM3 and RM4 zones have the same new Comprehensive Plan Map Designation (Multi-Dwelling Urban Center), as is the case with these zones’ current RH zone designation, City Council made this decision to apply RM3 or RM4 zoning based on the intended characteristics of the new zones as they relate to the historic development patterns of these historic districts, as explained below. This approach is consistent with Comprehensive Plan Policy 4.49, which provides direction to “Refine base zoning in historic districts to consider the character of the historic resources in the district.”

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In the portion of the Alphabet Historic District north of NW Glisan Street and east of NW 21<sup>st</sup> Avenue, which currently has RH zoning with a 4:1 base FAR, City Council decided to assign the RM3 zone (with a 2:1 base FAR and 3:1 bonus FAR) to correspond to the scale of historic buildings in this area, where 90 percent of the historic properties in the RH zone in this area have existing FARs of 2:1 FAR or less, with smaller numbers of historic buildings with FARs up to around an FAR of 3:1 (this is documented in a map [Map 2: Existing Building Floor Area Ratios] that is included in material from the Planning and Sustainability Commission work session on April 9, 2019). In the portion of the Alphabet Historic District generally south of NW Glisan Street between NW 21<sup>st</sup> and NW 23<sup>rd</sup> avenues that currently has RH zoning with a 2:1 base FAR, City Council decided to assign the RM4 zone to correspond to the larger scale of historic buildings in this area, which has a concentration of historic buildings with FARs ranging from more than 2:1 to around 4:1. The FAR map analysis found that larger historic buildings in the current RH zone are clustered in areas of the Alphabet Historic District south of NW Glisan Street, with smaller buildings predominant in the RH zone north of this street. City Council decided to assign the larger scale RM4 zone and smaller scale RM3 zone to correspond to these historic development patterns. This assignment of zones is also consistent with the intended characteristics of the new RM3 and RM4 zones. The Characteristics of the Zones paragraph for the RM3 zone (33.120.030.C) indicates that the zone is intended for areas where the established residential character includes landscaped front setbacks, which is consistent with the characteristics of the majority of the historic district north of NW Glisan Street, which includes a mix of small apartment buildings and houses, typically with small landscaped front setbacks or courtyards. The Characteristics of the Zones paragraph for the RM4 zone (33.120.030.D) indicates that the zone is an intensely urban zone and is intended for buildings located close to sidewalks with little or no front setbacks, which corresponds to the characteristics of the larger buildings in the historic district south of NW Glisan Street. These characteristics are documented in project material that mapped building footprints and site configurations in the historic district.

For properties at the southern edge of the King's Hill Historic District, which currently have RH zoning with a 4:1 base FAR, City Council decided to assign the RM3 zone (with a 2:1 base FAR) to correspond to the scale of historic buildings on these properties, all of which have existing FARs of less than a 2:1 FAR (this is documented in a map [Map 2: Existing Building Floor Area Ratios] that is included in material from the Planning and Sustainability Commission work session on April 9, 2019). This assignment of the RM3 zone is also consistent with the intended characteristics of the new RM3 zones. The Characteristics of the Zones paragraph for the RM3 zone (33.120.030.C) indicates that the zone is intended for areas where the established residential character includes landscaped front setbacks, which is consistent with the characteristics of the properties being zoned to RM3 in the King's Hill Historic District, which consist primarily of house-type structures with landscaped setbacks. In other portions of the King's Hill Historic District, where there is a diverse range of historic buildings with differing sizes and characteristics, City Council decided to apply the RM4 zone (with a 3:1 base FAR and a 4.5:1 bonus FAR in historic districts) to correspond the scale of larger historic building in the historic district, which have FARs that range from 3:1 to 4.5:1. In a three-block area with RH zoning immediately to the east of this historic district, City Council decided to apply RM4 zoning with a 4:1 base FAR to be consistent with zoning patterns in the area. This area is in the Central City Plan District, which provides a base FAR of 4:1 for these three blocks. RM4 zoning most closely correspond to this and other development standards that apply in this area.

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**B. Adequate public services.**

1. Adequacy of services applies only to the specific zone change site.
2. Adequacy of services is determined based on performance standards established by the service bureaus. The burden of proof is on the applicant to provide the necessary analysis. Factors to consider include the projected service demands of the site, the ability of the existing and proposed public services to accommodate those demand numbers, and the characteristics of the site and development proposal, if any.
  - a. Public services for water supply, and capacity, and police and fire protection are capable of supporting the uses allowed by the zone or will be capable by the time development is complete.

**413.Finding:** The BHD amendments expand the types of housing allowed, especially in the lower density RM1 and RM2 multi-dwelling zones, which make up 92 percent of the multi-dwelling zoned land in Portland. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, which will allow for a wider range of smaller housing types and sizes. In RM2 zone, which is often located along transit corridors, will allow for a higher density that is similar to adjacent mixed-use commercial zones. After accounting for the BLI constraints, the development capacity in BHD zones increases by about 14,000 units. As required by ORS 195.036, the BLI allocation model uses Metro’s population forecast to determine where new housing units are likely to be allocated. The BHD capacity and growth allocation model shows minor changes to the spatial distribution of housing units across Portland.

The adopted 2035 Comprehensive Plan includes the Citywide Systems Plan (CSP), which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017. The CSP includes the Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects, consistent with the requirements of Statewide Planning Goal 11.

In addition, the service limitations identified in the CSP have been incorporated into the adopted BLI development constraint analysis that identified parts of Portland that lack needed urban infrastructure. The BLI constraint analysis is the basis of a geographic evaluation of the BHD amendments to ensure that public facilities are planned to support the potential development resulting from these amendments.

The BHD changes increase the overall development capacity. However, not all of this capacity is expected to develop over the 2035 CSP planning period. The Buildable Lands Inventory considers other development constraints to determine the overall increase in available capacity, and then assigns growth based on household projections, housing type demand and development trends. The BHD capacity and growth allocation modeling determined that there would be a modest shift in the development pattern compared to the default baseline – 2035 Comp Plan. In general, more development is expected in the inner neighborhoods, where facilities are generally available and there are fewer areas with inadequate infrastructure. Impacts to city systems were evaluated based on the net change of development impact between the baseline zoning entitlement and the BHD changes as well as the location of where increased household development was forecast.

Water

Water demand forecasts developed by the Water Bureau anticipate that while per capita water demands will continue to decline somewhat over time, the overall demands on the Portland water

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system will increase due to population growth. The Portland Water Bureau has not experienced any major supply deficiencies in the last 10 years.

The water supply and water distribution system are sized to meet City fire suppression needs which far surpass the day-to-day demand from residential customers. The demand from higher density development in the multi-dwelling residential zones is unlikely to significantly affect the water system. While it is possible that the additional densities allowed through the BHD could exacerbate existing local capacity issues in isolated areas, the Water Bureau does not anticipate the amendments to cause significant problems for either current water users or the overall system. (see Water Bureau letter dated August 27, 2019)

The BHD map amendments primarily affect properties that already have multi-dwelling zoning. The two exceptions are properties at 1021 NE 33<sup>rd</sup> Avenue and 5631 SE Belmont Street, totaling a little over three acres of land, which are being rezoned from single-dwelling R5 to multi-dwelling RM1 zoning. These properties are adjacent to streets that have adequate water service. It is not in an area with substandard fire flow.

#### Police and Fire Protection

The Police and Fire Bureaus have not established any specific or quantifiable levels of service for new development.

As noted in the findings above, the BHD amendments are consistent with Statewide Planning Goal 11 (Public Facilities and Services) and the applicable 2035 Comprehensive Plan policies in Chapter 8 (Public Facilities and Services) and the findings in response to those goals and policies are incorporated by reference. Therefore, the public services for water supply, and capacity, and police and fire protection are capable of supporting the R2.5 rezoning.

- b. **Proposed sanitary waste disposal and stormwater disposal systems are or will be made acceptable to the Bureau of Environmental Services. Performance standards must be applied to the specific site design. Limitations on development level, mitigation measures or discharge restrictions may be necessary in order to assure these services are adequate.**

#### Finding: Sanitary Sewer

The Bureau of Environmental Services evaluated the proposed changes in household allocation and found that sanitary flows from multi-dwelling structures represent a minor portion of the flows carried by any given pipe, and sanitary flows from additional dwelling units on those multi-dwelling zoned properties are unlikely to significantly affect the system. The Bureau of Environmental Services regularly analyzes sanitary and combined system, in conjunction with planning projections from the Bureau of Planning and Sustainability, to determine priority areas for both capacity and structural upgrades. Over time, these capital projects will address any localized issues. Moreover, all developments are required to connect to sanitary sewer service and meet current building and sanitation codes. Where local existing infrastructure is not adequate or available to serve proposed development, system extensions and/or upgrades will be required as part of the development review process. (see BES letter dated August 31, 2019)

The BHD map amendments primarily affect properties that already have multi-dwelling zoning. The two exceptions are properties at 1021 NE 33<sup>rd</sup> Avenue and 5631 SE Belmont Street, totaling a little over three acres of land, which are being rezoned from single-dwelling R5 to multi-dwelling RM1 zoning. These properties are in an area with sanitary sewer service and has no identified deficiencies.

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Stormwater

Stormwater is conveyed through the combined sewer system, pipes, ditches, or drainageways to streams and rivers. In some cases, stormwater is managed in detention facilities, other vegetated facilities, or allowed to infiltrate in natural areas. Safe conveyance of stormwater is an issue in some areas, particularly in the hilly areas of west Portland and some parts of outer southeast which lack comprehensive conveyance systems and where infiltration is limited by geology or high groundwater. Since 1999, the Stormwater Management Manual (SWMM) has provided policy and design requirements for stormwater management throughout the City of Portland. The requirements apply to all development, redevelopment, and improvement projects within the City of Portland on private and public property and in the public right-of-way. In some cases, solutions may not be technically or financially feasible. Stormwater impacts are assessed based on the amount of impervious area and building coverage that occurs on a parcel. The BHD changes do not significantly increase either the allowable building coverage or impervious area from existing zoning allowances. Further, reducing minimum on-site parking requirements and limits on surface parking areas could result in even less impervious area. Provisions that encourage the preservation of large trees through the transfer of development rights and required deep rear setbacks in East Portland, as well as allowing stormwater facilities to count toward minimum landscaping, provide additional environmental and stormwater benefits.

The BHD map amendments primarily affect properties that already have multi-dwelling zoning. The two exceptions are properties at 1021 NE 33<sup>rd</sup> Avenue and 5631 SE Belmont Street, totaling a little over three acres of land, which are being rezoned from single-dwelling R5 to multi-dwelling RM1 zoning. These properties are in locations that do not have identified stormwater constraints. They are not in locations with high water tables and have soils deemed suitable for infiltration.

- c. Public services for transportation system facilities are capable of supporting the uses allowed by the zone or will be capable by the time development is complete. Transportation capacity must be capable of supporting the uses allowed by the zone by the time development is complete, and in the planning period defined by the Oregon Transportation Rule, which is 20 years from the date the Transportation System Plan was adopted. Limitations on development level or mitigation measures may be necessary in order to assure transportation services are adequate.

**414.Finding:** The adopted 2035 Comprehensive Plan includes the Transportation Systems Plan (TSP), which was adopted in three phases (Ordinance 187832, 188177, and 188957). Phase 1 and 2 was submitted as part Task Four of Periodic Review; and both were approved by LCDC Order 18 – WKTSK – 001897 on August 8, 2018, but are not yet acknowledged. Phase 3 of the Transportation System Plan was adopted as a post-acknowledgement plan amendment by Ordinance No. 188957, became effective on June 23, 2018. The TSP includes a congestion performance analysis of the 2035 Comprehensive Plan Map.

The BHD amendments do not change the functional classification of any existing or proposed transportation facility, nor do they change the standards implementing a functional classification system. Therefore, the amendments do not have a significant effect under (a) or (b).

The BHD amendments expand the types of housing allowed, especially in the lower density RM1 and RM2 multi-dwelling zones, which make up 92 percent of the multi-dwelling zoned land in Portland. The change to regulating density by FAR will provide more flexibility for how many units are allowed inside the building, which will allow for a wider range of smaller housing types and sizes. In RM2 zone, which is often located along transit corridors, will allow for a higher density that



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is similar to adjacent mixed-use commercial zones. After accounting for the BLI constraints, the development capacity in BHD zones increases by about 14,000 units. As required by ORS 195.036, the BLI allocation model uses Metro's population forecast to determine where new housing units are likely to be allocated. The BHD capacity and growth allocation model shows minor changes to the spatial distribution of housing units across Portland. This data was then evaluated by the Portland Bureau of Transportation (PBOT) (see PBOT memo, dated September 6, 2019).

With regard to (c), the PBOT analysis found that peak PM hour traffic resulting from the BHD amendments is not significant. The added traffic is widely spread across the City. The current and proposed housing types are consistent land uses within the context of the descriptions of the functional classifications of existing or planned transportation facilities. Therefore, the amendments do not have a significant effect under (A).

In the six areas where there is expected to be increased household growth, peak PM hour vehicle traffic is dispersed across the transportation network in these areas. With the exception of several "hot spot" streets of concern described below, this additional traffic is not expected to degrade the performance of existing or planned transportation facilities such that they would not meet the performance standards in the TSP. Therefore, the amendments do not have a significant effect under (B).

As part of the 2035 Comprehensive Plan process, PBOT and ODOT identified a list of streets of concern where future congestion may make it difficult for jurisdictional standards to be met. The modelling shows that the minor impacts are not large in terms of absolute numbers of added vehicles during peak PM hour (average 18 trips). These added trips could degrade the performance of these facilities. However, there are mitigating factors and strategies that should reduce the impact of these changes:

1. This is a high-level analysis that does not factor in redistribution of growth (reduction in the number of households in other parts of the system) nor does it reassign traffic that might be diverted to other less congested streets. These refinements to the analysis could result in lower added traffic to these segments;
2. The BHD amendments include mitigating strategies that serve to improve mode split performance and limit traffic impacts which were not able to be incorporated into the analysis model. First, minimum parking requirements are being reduced. BHD further promotes a walkable form through regulations on the amount of building façade that can be occupied with garages and prohibiting off-street parking between the building and the street.

#### 3. Transportation Demand Management Strategies

The Transportation Planning Rule defines Transportation Demand Management as: "actions which are designed to change travel behavior to improve performance of transportation facilities and to reduce need for additional road capacity." Reducing demand for automobile trips is a key strategy for offsetting potential transportation impacts from BHD.

- Off-street Parking Management. A key tool in transportation demand management, as identified in the Transportation Planning Rule, is parking management. To reduce reliance on automobiles, the Transportation Planning Rule requires local governments within an MPO to achieve a 10 percent reduction in the number of parking spaces per capita over a planning period (660-012-0045). Consistent with this approach to reducing reliance on

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automobiles and promoting a walkable urban form, the BHD amendments eliminate minimum off-street parking requirements on small sites (up to 10,000 square feet) in the multi-dwelling zones. On larger sites, the minimum required parking ratio is reduced by half -- from one space for each unit to one space for every two units.

- **Pedestrian-supportive development.** The Transportation Planning Rule encourages pedestrian-friendly development that makes it safe and convenient for trips to be made by walking, and that facilitates less driving to meet daily needs. The BHD amendments include new requirements that will improve the pedestrian environment and encourage more pedestrian trips in multi-dwelling zones. It limits front garages and parking structures to 50 percent of buildings along streets. It also disallows parking from being located between buildings along streets and it requires building entrances to be oriented to streets or a courtyard connected to a street.
- **Improved street connectivity in East Portland centers.** The Transportation Planning Rule recognizes the importance of street connectivity in making it “more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs,” especially in centers. The BHD amendments facilitate street connections and improve connectivity in East Portland centers by requiring street frontages wide enough to provide space for new street connections and by calculating development allowances prior to street dedication.
- **Financial TDM incentives for larger apartments.** Portland City Council adopted an initial package of TDM measures with the 2035 Comprehensive Plan in 2016. These measures mandate certain multimodal financial incentives with new mixed-use buildings with more than 10 dwelling units (Portland City Code Chapter 17.107). The BHD amendments expand these measures to multi-dwelling zones in locations close to frequent transit, projects with buildings with 10 or more units will be required to use strategies that reduce transportation impacts, such as by providing residents with transit passes, bike share or car share memberships, and information on transportation options. This strategy will reduce transportation demand in multi-dwelling zone areas where transportation trips are expected to shift and on the overall transportation network.
- **On-street parking management.** The Transportation Planning Rule points to the designation of residential on-street parking districts as a tool that local governments within an MPO can use to reduce reliance on automobile trips (660-012-0045). Portland has had an Area Parking Permit Program in effect since 1981. In recent years, this program has expanded to include 17 zones with neighborhoods and businesses collaborating with PBOT to create the rules for their zone. Per City Council ordinance, the Area Parking Permit Program can impose a surcharge on parking permits. The money raised from the surcharge can then be used to fund Transportation Demand Management strategies that reduce automobile trips. This includes a Transportation Wallet program where participants can receive significantly reduced transit, bike share, and other mobility passes in exchange for forgoing an on-street parking permit. PBOT will continue to seek opportunities to work with neighborhoods to expand the Area Parking Permit Program to address areas where traffic and parking congestion are increasing.
- **“Smart Trips” education and outreach.** Another proven transportation demand management strategy is the provision of transportation options information and encouragement. Portland has been a national leader in this field through its Smart Trips program. Smart Trips incorporates an innovative and highly effective individualized

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marketing methodology, which hand-delivers packets and personalized emails to residents who wish to learn more about all their transportation options. Key components feature biking and walking maps, robust and sophisticated online, digital and paper resources, and organized activities which get people out in their neighborhoods or places of employment to shop, work, and discover how many trips they can easily, conveniently and safely make without using a car. Evaluations over the past 15 years show that Smart Trips reduces drive alone trips by about 9%. In recent years, Smart Trips has targeted people that are new to Portland and those who are moving within the city to new homes. Research shows that this is often the most effective time to encourage people to try new ways of getting around.

- Safe Routes to Schools program. Like Smart Trips, Portland's Safe Routes to Schools program reduces automobile trips through information, encouragement, and investments in infrastructure that make it safe for students to walk and bike to school. In 2018, the program reported that citywide 42% of K-5th grade trips and 40% of 6th-8th grade trips utilized active transportation. This program, which is an important tool for reducing auto trips during peak hours, will continue citywide under BHD. PBOT will continue to evaluate targeted Safe Routes to Schools programming in TAZs expected to see increased growth through the BHD amendments.
- Bicycle parking improvements. An additional citywide transportation demand strategy is the provision of bicycle parking (Transportation Planning Rule 660-012-0045 3(a)). Research has shown that the lack of a safe and secure place to park a bicycle is a key barrier for bicycling as transportation. Portland's existing bicycle parking code (Portland City Code Chapter 33.266.200) was primarily written in 1996. A Recommended Draft of the Bicycle Parking Code update has advanced to City Council for deliberation this fall. These changes will update the minimum required amount of short- and long-term parking, enhances security standards to help prevent bike theft, and accommodates a greater variety of bicycles. These changes will apply to multi-dwelling zones, and are anticipated to reduce some automobile trips from the transportation network.

#### 4. Planning and infrastructure investments.

Additional transportation planning may also occur in and near the TAZs where the Housing Allocation analysis shows development increases. This planning can identify opportunities for improving multimodal networks, including access to transit. This planning can identify small scale capital projects – less than \$500,000 - that improve safety and comfort for people walking, bicycling, and taking transit. Projects that emerge through this planning can also be included in the future project lists for the citywide programs listed in the TSP.

#### 5. Planned Capital Projects

The impacts of added auto trips from BHD are expected to be on identified hot spots on both PBOT and ODOT managed facilities. Through the process of adopting the 2035 Comprehensive Plan and the 2035 Transportation System Plan, PBOT and ODOT agreed to perform refinement planning in areas identified with potential safety and/or projected capacity issues. See Projected ODOT "Hot Spots" Refinement Plan and Other Agency Common Priority Projects, (TSP Chapter 6, page 281). Major refinement plans are necessary when a transportation need exists, but the mode, function, and general location of a transportation improvement have not been determined, and a range of actions must be considered before identifying a specific project or projects. These refinement plans are

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still pending, therefore, mitigating the increased traffic from the BHD amendments can be incorporated into that planning process.

Also, the additional auto trips from BHD can be analyzed, and to the extent possible, mitigated during the planning, design, and implementation of future planned capital projects in roadway segments identified as areas of concern (previously identified in the TSP as locations that may fail to meet mobility standards in 2035). The adopted TSP Project List identifies several improvement projects on or near the impacted facilities that could incorporate future measures to mitigate these minor effects.

The modelling shows that the overall impact of BHD on the citywide transportation system is not significant. It does, however, result in localized impacts on road segments that have previously been identified as areas of concern. These impacts are not large in terms of absolute numbers of added vehicles during peak PM hour and can be mitigated through a combination of transportation demand management strategies, planned capital projects, and targeted planning and infrastructure investments. Furthermore, as noted below in the findings for the 2035 Comprehensive Plan, the BHD amendments are consistent with the goals and policies of Chapter 9 (Transportation) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the BHD amendments are consistent with the requirements of Statewide Planning Goal 12.

- d. The school district within which the site is located has adequate enrollment capacity to accommodate any projected increase in student population over the number that would result from development in the existing zone. This criterion applies only to sites that are within a school district that has an adopted school facility plan that has been acknowledged by the City of Portland.

**415.Finding:** David Douglas School District (DDSD) is the only school district in Portland with an adopted school facility plan. The Buildable Lands Inventory calculates available development capacity and predicts where new households will be allocated over the planning period. Comparing the BHD growth allocation to the current Comprehensive Plan allocation, the net change to households in the David Douglas School District is a reduction of 1,500 units (roughly a 12% decrease from 12,000 units previously forecasted). This shift is primarily due to how the BHD changes affect other parts of the city and reflect recent development trends that have more growth in the Central City and inner neighborhoods and slower growth in East Portland. The David Douglas School District has indicated that it can accommodate these changes into their future forecasting for their facility plan.

### **33.855.060 Approval Criteria for Other Changes**

In addition to the base zones and Comprehensive Plan designations, the Zoning Map also shows overlay zones. An amendment will be approved (either quasi-judicial or legislative) if the review body finds that all of the following approval criteria are met:

- A. Where a designation is proposed to be added, the designation must be shown to be needed to address a specific situation. When a designation is proposed to be removed, it must be shown that the reason for applying the designation no longer exists or has been addressed through other means;

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**416.Finding:** The Better Housing by Design project proposes expanding the Design (“d”) Overlay Zone to apply to all RH zoning (new RM3 and RM4 zones). The majority (84 percent) of the RH zone is already within the design overlay or in historic districts (such the Alphabet Historic District in Northwest Portland). Portland applies the design overlay to zones that allow large-scale development. This helps manage the design of significant amounts of change and to ensure that high-profile, larger-scale development is well designed. Most RH zoning is mapped in locations close to the Central City, in centers, or near light rail stations, places intended for significant housing density. The RH (RM3 and RM4) zoning allows buildings 65 to 100 feet tall, which matches or exceeds scale allowed in mixed use zones (EX and CM3) where the design overlay is always applied. The RM3 and RM4 zones will be among the zones where the d-overlay is always applied (along with the EX, RX, CX and CM3 zones). For most development outside the Central City, the design overlay zone provides projects with options to either go through a discretionary design review process or to use clear and objective design standards. As part of the d-overlay expansion, the d-overlay will be applied to properties with RM3 and RM4 zoning located in historic and conservation districts, although properties in these districts will continue to be subject to historic resources review instead of design review.

The Alternative Design Density (a) overlay zone provides opportunities for additional housing density. In the multi-dwelling zones where it applies, the a-overlay zone allows for bonus density in exchange for design review, as well as corner triplexes and flag lots in the R2 zone for projects meeting design standards. The BHD amendments remove the a-overlay zone from all multi-dwelling zones because the proposed base zone changes provide much of the flexibility for additional housing units provided by this overlay zone, making the a-overlay provisions redundant. The amendments also remove the a-overlay from all non-residential zones, where the a-overlay is occasionally mapped but provides no regulatory allowances.

**B. The addition or removal is consistent with the purpose and adoption criteria of the regulation and any applicable goals and policies of the Comprehensive Plan and any area plans; and**

**417.Finding:** Expansion of the Design (“d”) Overlay Zone is consistent with the purpose of this overlay zone to promote quality high-density development adjacent to transit facilities. Applying the d-overlay zone to all RM3 and RM4 (current RH) that does not already have this overlay zone is consistent with this purpose, as these zones are intended for high-density residential development and are mapped in areas close to transit facilities. Applying the d-overlay zone to the RM3 and RM4 zones is consistent with other applications of the d-overlay, as these zones allow buildings 65 to 100 feet tall, which matches or exceeds scale allowed in mixed use zones (EX and CM3) where the design overlay is always applied. As noted earlier in these findings, the BHD amendments are consistent with the goals and policies of the 2035 Comprehensive Plan and adopted area plans, which include multiple policies that call for guiding development to enhance the positive characteristics of Portland and its neighborhoods, for which purpose the d-overlay zone is an important implementation tool.

The purpose of the Alternative Design Density (“a”) Overlay Zone is to focus development on vacant sites, preserve existing housing and encourage new development that is compatible with and supportive of the positive qualities of residential neighborhoods. The overlay zone provisions have gradually been shifted into base zone provisions since the overlay’s inception in 1993. In the multi-dwelling zones where it applies, the only remaining a-overlay provisions are allowance for 50 percent additional density in exchange for design review, and allowances for corner triplexes and flag lots in the R2 zone for projects meeting design standards. These a-overlay provisions for the

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multi-dwelling zones are being deleted, since the proposed multi-dwelling zone regulations will allow much of the flexibility for additional housing units provided by the a-overlay allowances. This is primarily due to the proposed shift to regulating development intensity by FAR in the new RM1 and RM2 zones (former R3, R2, R1), instead of by unit density. For example, the new RM1 zone will allow a triplex or a fourplex (or more units) on a 5,000 square foot lot, instead of the current R2 zone limit of two units. This new base zone flexibility makes the a-overlay provisions for the multi-dwelling zones redundant. Other BHD amendments address the intent of the a-overlay in encouraging compatibility with the positive qualities of residential neighborhoods. This is achieved by design-related BHD amendments that require continuation in new development of the characteristics of residential neighborhoods, such as through limiting front garages and parking, requiring street-oriented entrances, expanding requirements to landscaped front setbacks, requiring step-downs in building height adjacent to single-dwelling zoning, and expanding requirements for outdoor spaces. As noted earlier in these findings, the BHD amendments are consistent with the goals and policies of the 2035 Comprehensive Plan and adopted area plans, many of which call for allowing for housing density that is designed to integrate with the characteristics of residential areas.

- C.** In the Marquam Hill plan district, relocation of a scenic viewpoint must be shown to result in a net benefit to the public, taking into consideration such factors as public access, the quality of the view, the breadth of the view, and the public amenities that are or will be available.

**418.Finding:** There are no changes to scenic viewpoints as a result of the BHD amendments. This criterion does not apply.