

Findings on Portland's Comprehensive Plan, Goals and Policies

The Plan: Guiding Principles

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

This guiding principle of the 2035 Comprehensive Plan is characterized by several key objectives that support a robust and resilient regional economy, thriving local businesses and growth in living-wage jobs and household prosperity. The following objective is met by the amendments.

- **Preserve existing industrial sites and intensify the level of use and development of sites.** *The map amendments in employment and industrial areas slightly expand employment or industrial zoned areas by rectifying split-zoned sites or with zone changes in compliance with the Industrial Sanctuary (IS) designation; thereby, improving sites for businesses and employment opportunities, consistent with the 2035 Comprehensive Plan.*

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

Consistent with the 2035 Comprehensive Plan, the Map Refinement Project furthers the following objectives which are intended to avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy active lives.

- **Increase access to complete neighborhoods.** *In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas, specifically in pedestrian and transit oriented locations.*
- **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 Map Refinement Project engaged neighborhood coalitions and associations where map amendments are recommended, coordinated with public and private nonprofit affordable housing providers, and mailed courtesy notices to property owners, occupants (renters) and others effected by potential change. This outreach was critical in shaping and refining the discussion draft and the final recommended Map Refinement Project.*

- 3 **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.

The objectives of this guiding principle are to expand the public space system, increase mobility and access to services through low-carbon transportation, and avoid, minimize, and mitigate the impact of development on natural resource systems. The Map Refinement Project responds to these objectives as follows.

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- **Preserve and enhance Urban Habitat Corridors.** *The map amendments secure open space regulations on publicly owned properties, some of which overlap with environmental resources. They also involve properties that are owned by and in coordination with Portland Parks & Recreation and the Bureau of Environmental Services. The amendments also remove overlay zones that are no longer applicable to property with open space zoning. The changes will help meet the city's environmental health goals in the future.*
- 4 **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.

This guiding principle of the 2035 Comprehensive Plan provides a framework to ensure Portlanders more equitably share in the benefits and burdens of growth and development. The Map Refinement Project furthers these objectives as follows:

- **Include under-served and under-represented populations in decisions that affect them.** *The Map Refinement Project community engagement process contacted renters as well as owners of residential and commercial properties of affected properties and properties within 100-feet. The Map Refinement Project also sought input from public and private nonprofit affordable housing providers to focus on the low-income households.*
 - **Address displacement of residents to address and prevent repetition of injustices.** *In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. As an example, regarding the property at 511 SE 60th Avenue, over time many, low income families will live at the site, having access to abundant advantages the location enjoys as stated in testimony provided by the Portland Housing Bureau to the Planning and Sustainability Commission on October 27, 2017.*
- 5 **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. The amendments support this for the following reasons.

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 Map Refinement Project responds to these objectives as follows:

- **Prosperity, human health, environmental health and equity are all essential components of resilience.** *The 2035 Comprehensive Plan notes that an integrated policy framework works to “improve Portland's resilience – growth in compact centers and*

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corridors, provision of City Greenways and Urban Habitat Corridors, expansion of living-wage employment opportunities, invests to fill the infrastructure gaps in under-represented and under-served communities, and responsiveness to the differences among Portland's neighborhoods."

It is in this context that the map amendments were evaluated. The Map Refinement Project includes technical fixes that continue the growth in compact centers and corridors, like in Hollywood Town Center or along SE Division Street. Additional map amendments to open space further the provision of Urban Habitat Corridors. These changes will help meet the city's resiliency goals in the future.

- **Portland faces many natural and human-caused risks, which can have environmental, economic and social impacts.** *The 2035 Comprehensive Plan notes that some of the most significant facing Portland are: floods and landslides, earthquake; climate change; extreme heat events; and economic and energy shocks. In response, the Comprehensive Plan identifies five key strategies to address these risks, which the Map Refinement Project responds to as follows:*
 - **Direct growth in lower risk areas.** *Although no area of the City is immune to the threats facing the city, the map amendments either include technical up-designations on fairly level terrain and out of the flood plain, or, technical down-designations to open space in areas of steep slope, flood hazard, etc.*

The Plan: Goals

- 6 **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.

The amendments support this for the following reasons. The map amendments change sites and areas on the Comprehensive Plan Map and/or Official City Zoning Map to better comply with and implement the 2035 Comprehensive Plan. The amendments align the existing and newly adopted zoning regulations with mapped zoning designations where necessary for effective implementation.

The Plan: Policies

The Comprehensive Plan

Implementation tools

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

The amendments support this for the following reasons. The map amendments revise various sites or areas of the Zoning Map to better comply with and implement the 2035 Comprehensive Plan. The amendments are made up minor, technical map changes, where appropriate, to ensure

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this effective implementation by aligning development regulations in a spatial manner within the boundaries of various base zones, overlay zones, plan districts and Major Public Trails.

Administration

- 8 **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 as a whole than the existing language or designation.
- 9 **1.10.a,** Legislative amendments to the Comprehensive Plan's elements and implementation tools must also comply with the Guiding Principles.

The amendments support this for the following reasons. The map amendments support the Comprehensive Plan Guiding Principles as show herein in previous findings.

- 10 **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.

The amendments support this for the following reasons. The PSC held a public hearing and took testimony on the amendments on October 24, 2017. The PSC deliberated and held a work session on November 14, 2017. The PSC amended the proposal and voted November 14, 2017 to recommend the proposal as amended to Portland City Council for adoption.

Community Involvement: Goals

- 11 **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 taken into account. Accountability includes monitoring and reporting outcomes.

The amendments support this for the following reasons. The Map Refinement Project – Recommended Draft, Proposed Draft and Discussion Draft, included both staff and/or Planning and Sustainability Commission rationale for planning decisions, often in a direct response to public comment or testimony. The Planning and Sustainability Commission work session on November 14, 2017 included a public discussion of the testimony received from September through October 2017. The work session materials and discussion are documented and accessible through electronic archives.

- 12 **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.

The amendments support this for the following reasons. The project conducted outreach to several different neighborhood groups and communities in the initial project phase to engage interested parties in changes that were more substantive than technical. The project included an analysis of populations that are not English proficient to determine if additional outreach to such communities was warranted for situations where a substantive change was contemplated. The project process included mailed notification to owners of property and to occupants of both affected properties and properties within a 100-foot radius where mapped zoning may change; this notice included information in multiple languages, providing an opportunity for stakeholders to engage with decision makers. For more information about public participation, refer to the Map Refinement Project – Community Engagement Plan, as well as the Recommended Draft, Proposed Draft and Discussion Draft, which included community engagement progress reports.

Community Involvement: Policies

Environmental Justice

- 13 **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.
- 14 **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 decision.

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- 15 **2.4.a.** Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.
- 16 **2.4.b.** Use plans and investments to address disproportionate burdens of previous decisions.

The amendments are supportive of and consistent with Policies 2.3-2.4 for the following reasons. The Map Refinement Project community engagement process contacted renters as well as owners of residential and commercial properties of affected properties and properties within 100-feet. The Map Refinement Project also sought input from public and private nonprofit affordable housing providers to focus on the low-income households.

They also provide economic opportunities and reduce disparities through the acknowledgement of existing nonconforming commercial uses by map changes to commercial mixed-use zones, which benefits the property owner by allowing more flexibility in uses, site improvements and future expansions, and, also benefits the immediate area by removing barriers to financing physical improvement to the building. These properties often involve both small business property owners that must privately finance improvements on their buildings per the testimony of Elizabeth Taylor presented to the Planning and Sustainability Commission submitted on October 24 and October 25, 2017.

In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. As an example, regarding the property at 511 SE 60th Avenue, over time many, low income families will live at the site, having access to abundant advantages the location enjoys as stated in testimony provided by the Portland Housing Bureau to the Planning and Sustainability Commission on October 27, 2017.

In addition, by the City of Portland sponsoring these map changes, this legislative process removes a substantial barrier to many affected property owners that cannot access the quasi-judicial process for some, but not all of the following reasons: expertise, financial and time, etc.

Transparency and accountability

- 17 **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.
- 18 **Policy 2.13 Project scope.** Establish clear expectations about land use project sponsorship, purpose, design, and how decision makers will use the process results.
- 19 **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.
- 20 **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.

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The amendments are supportive of and consistent with Policies 2.12-2.15 for the following reasons. The process for developing and approving these amendments included public notification and information sharing at the outset. Because the amendments are site or area specific, extra emphasis, via a courtesy notice, was placed on outreach to renters who may not otherwise be aware of proposed map changes through the required notification process to property owners. This is addressed in Exhibit A, Map Refinement Project – Recommended Draft, pages 8-10 and Appendix E.

In addition, both an earlier Proposed Draft (September 2017) and a Discussion Draft (June 2017) were published. Prior to February 2018, staff also attended 32 neighborhood coalition meetings, neighborhood association and other interested party meetings to present information and answer questions. The process included a public hearing by the Planning and Sustainability Commission, as well as the Portland City Council. Notification about the public hearings before the two separate decision-making bodies was sent to a broad array of community members.

Feedback from meetings, public comment and testimony from hearings is documented and has been responded to as directed by the recommending and decision-making bodies. This documentation includes when the project was changed by community input.

Process design and evaluation

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

The amendments support this for the following reasons. The project included an analysis of populations that are not english proficient as described in the Map Refinement Project – Proposed Draft (September 2017) in Appendix E to determine if additional outreach to such communities was warranted for situations where a substantive change was contemplated. Materials mailed to affected and surrounding sites contained translated text, and further interpretation, including use of the Language Line, was provided.

Information design and development

- 22 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.

The amendments support this for the following reasons. The project engaged a broad range of community members through email updates and notifications throughout the process. The project included a mailed and emailed legislative notice to a variety of stakeholders, including underrepresented communities. The project included a mailed notification to both owners and occupants of property where mapped zoning may change, as well as occupants within 100-feet of the potential map change; this notice included information in multiple languages, providing an opportunity for stakeholders to engage with decision makers. For more information about public participation and notifications, refer to the Map Refinement Project – Recommended Draft, pages 8-10 and Appendix E.

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- 23 **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.

The amendments support this for the following reasons. A project website was maintained and regularly updated with relevant information. An interactive Map App for the project was launched in September 2017 with the release of the Proposed Draft. This map layer was updated in February 2018 with the release of the Recommended Draft. In addition to being able to review proposed map changes online, community members were able to provide testimony on specific sites by entering in an address or clicking on part of the map and typing in a comment. Periodic project updates were provided via meeting appearances (neighborhood coalitions, neighborhood association and interest party, etc.) and via email.

- 24 **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.

The amendments support this for the following reasons. The project included an analysis of populations that are not english proficient to determine if additional outreach to such communities was warranted for situations where a substantive change was contemplated. The project included a mailed notification to both owners and occupants of property where mapped zoning may change; this notice included information in multiple languages, providing an opportunity for stakeholders to engage with decision makers. For more information about public participation and notifications, refer to Exhibit A the Map Refinement Project – Recommended Draft.

Urban Form: Policies

Citywide design and development

- 25 **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.
- 26 **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.

The amendments support this for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. As an example, regarding the property at 511 SE 60th Avenue, over time many, low income families will live at the site, having access to abundant advantages the location enjoys as stated in testimony provided by the Portland Housing Bureau to the Planning and Sustainability Commission on October 27, 2017,

They also provide economic opportunities and reduce disparities through the acknowledgement of existing nonconforming commercial uses by map changes to commercial mixed-use zones, which benefits the property owner by allowing more flexibility in uses, site improvements and

future expansions, and, also benefits the immediate area by removing barriers to financing physical improvement to the building. These properties often involve both small business property owners that must privately finance improvements on their buildings per the testimony of Elizabeth Taylor presented to the Planning and Sustainability Commission submitted on October 24 and October 25, 2017.

Both types of map amendments are aimed to address equity issues in Portland. In addition, by the City of Portland sponsoring these map changes, this legislative process removes a substantial barrier to many affected property owners that cannot access the quasi-judicial process for some, but not all of the following reasons: expertise, financial and time, etc.

Town Centers

- 27 **Policy 3.32, Housing.** Provide for a wide range of housing types in Town Centers, which are intended to generally be larger in scale than the surrounding residential areas. There should be sufficient zoning within a half-mile walking distance of a Town Center to accommodate 7,000 households.

The amendments support this for the following reasons. The map amendments in the Hollywood, Lents, Northwest and St Johns Town Centers either maintain or increase housing development potential. In Northwest, the map amendments are to the Zoning Map only, in conformance with the Comprehensive Plan Map, to avoid the creation of nonconforming development constructed between January 2013 and November 2017.

Neighborhood Centers

- 28 **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 within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.

The amendments support this for the following reasons. The map amendments include changes to the Zoning Map only, in conformance with the Comprehensive Plan Map. These map amendments are in the 42nd/Killingsworth, Alberta/MLK, Fremont/Williams and Kerns Neighborhood Centers.

Corridors

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

The amendments support this for the following reasons. The map amendments maintain and expand housing development potential on both civic and neighborhood corridors to accommodate growth and mobility along corridors. They include map changes from one commercial zone to a more intense commercial zone in conformance with the Comprehensive Plan Map. They also include map changes to commercial mixed-use zoning for existing nonconforming commercial properties.

Civic Corridors

- 30 **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.

The amendments support this for the following reasons. The map amendments support this by expanding the Centers Main Street “m” Overlay zone at key transit nodes on N Interstate Ave to further support the creation of distinctive places at the MAX transit stations.

Neighborhood Corridors

- 31 **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. The amendments support this for the following reasons.

The amendments support this for the following reasons. The map amendments include stabilization of economic opportunities through the commercial mixed-use zoning and acknowledgement of existing nonconforming commercial uses. These map changes are in areas of pedestrian- and transit-oriented development, like E Burnside or SE 52nd Avenue.

Transit Station Areas

- 32 **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.
- 33 **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.
- 34 **Policy 3.57, Employment stations.** Encourage concentrations of jobs and employment-focused land uses in and around stations in employment-zoned areas.
- 35 **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.
- 36 **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.

The amendments support Policies 3.53-3.59 for the following reasons. The amendments maintain or expand housing development potential. The map amendments in the Hollywood and Lents, both Center stations, maintain or expand housing development potential. The amendments support this by expanding the Centers Main Street “m” Overlay zone at key transit stations along the MAX Yellow Line along N Interstate Avenue.

Urban habitat corridors

- 37 **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 the habitat areas, enhance the quality and connectivity of existing habitat corridors, and establish new habitat corridors in developed areas.

The map amendments secure open space regulations on publicly owned properties, some of which, overlap with environmental resources. Properties that were previously not subject to open space regulations will now be in coordination with Portland Parks & Recreation and the Bureau of Environmental Services. The amendments also remove overlay zones that are no longer applicable to property with open space zoning.

Design and Development: Goals

- 38 **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.

The amendments support this for the following reasons. The amendments support this by expanding the Centers Main Street “m” Overlay zone at key transit stations along the MAX Yellow Line along N Interstate Avenue, and will support local access to healthy food by increased retail options along transit. The map amendments secure open space regulations on publicly owned properties, some of which, overlap with environmental resources, which increases opportunity for urban habitat, helps to mitigate urban heat islands, improves air quality and better integrates nature in urban developments.

Design and Development: Policies

Contexts

- 39 **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.

The amendments support this for the following reasons. The amendments support this by expanding the Centers Main Street “m” Overlay zone at key transit stations along the MAX Yellow Line along N Interstate Avenue, and will support development that creates attractive places and enhance the pedestrian experience.

- 40 **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.

The amendments support this for the following reasons. The amendments support this by expanding the Centers Main Street “m” Overlay zone at key transit stations along the MAX Yellow Line along N Interstate Avenue, and will support development that creates attractive places and enhance the pedestrian experience.

Housing: Goals

- 41 **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.

The amendments support this for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of affordable housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. In regard to the property at 511 SE 60th Avenue, over time many, low income families will live at the site, having access to abundant advantages the location enjoys as stated in testimony provided by the Portland Housing Bureau to the Planning and Sustainability Commission on October 27, 2017,

- 42 **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.

The amendments support this for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. Portland Housing Bureau, Home Forward and the affected private nonprofit affordable housing providers, such as Northwest Housing Alternatives, Portland Community Reinvestment Initiative (PCRI), REACH Community Development, ROSE Community Development and Sabin Community Development Corporation, included in this project are all long-term property owners and affordable housing providers.

Housing: Policies

Diverse and expanding housing supply

- 43 **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.

The amendments support this for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. They also rectify the split-zoned nature of several multi-dwelling zoned sites located in centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

- 44 **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 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.

The amendments support this for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. They also rectify the split-zoned nature of several multi-dwelling zoned sites located in centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

Housing access

- 45 **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.

The amendments support this for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas.

Housing location

- 46 **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.
- 47 **Policy 5.22, New development in opportunity areas.** Locate new affordable housing in areas with medium/high levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities. See Figure 5-1 – Housing Opportunity Map.
- 48 **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.

The amendments support Policies 5.21 – 5.23 for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. They also rectify split-zoned nature of several multi-dwelling zoned sites located in centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

Housing affordability

- 49 **Policy 5.26, Regulated affordable housing target.** Strive to produce and fund 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.
- 50 **Policy 5.29, Permanently-affordable housing.** Increase the supply of permanently-affordable housing, including both rental and homeownership opportunities.

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

The amendments support Policies 5.26, 5.29 and 5.32 for the following reasons. In coordination with affordable housing providers, the map amendments increase the number of housing units that can be developed on specific sites owned by public and nonprofit affordable housing providers in high opportunity areas. Portland Housing Bureau, Home Forward and the affected private nonprofit affordable housing providers, such as Northwest Housing Alternatives, Portland Community Reinvestment Initiative (PCRI), REACH Community Development, ROSE Community Development and Sabin Community Development Corporation, included in this project are all long-term property owners and affordable housing providers.

Economic Development: Policies

Industrial and employment districts

- 52 **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. See Figure 6-1 – Industrial and Employment Districts.

The amendments support this for the following reasons. The map amendments extend the Prime Industrial “k” Overlay zone to rectify split-zoned sites in the Columbia Corridor to protect this multimodal freight-hub industrial district. Another map amendment involves zone changes in compliance with the Industrial Sanctuary (IS) designation.

- 53 **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.

The amendments support this for the following reasons. The map amendments extend the employment or industrial base zones to rectify split-zoned employment sites located within dispersed employment areas to provide and support small, dispersed employment areas.

- 54 **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.

The amendments support this for the following reasons. Within the Code Reconciliation Project, the base zone standards are being updated to provide for a citywide method to address residential/nonresidential buffering.

Campus Institutions

- 55 **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 high education institutions. Coordinate with institutions in changing campus zoning to provide land supply that is practical for development and intended uses.

The amendments support this for the following reasons. In coordination with Bureau of Development Services, the map amendments either extend or remove Institutional Campus zoning on several properties adjacent to the University of Portland and Multnomah University that require minor map changes to the Zoning Map to be compatible with the campuses' previously approved land use reviews.

Neighborhood business districts

- 56 **Policy 6.66, Neighborhood-serving businesses.** 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 ground floor uses in high density residential areas.

The amendments support this for the following reasons. The map amendments acknowledge several nonconforming commercial uses with commercial / mixed use zoning in support of existing neighborhood businesses. They also extend commercial zoning to rectify split-zoned sites along neighborhood corridors or at small commercial nodes to remove barriers to property uses, expansion of existing uses and/or redevelopment of the property to expand local access to goods and services.

- 57 **Policy 6.69, Non-conforming neighborhood business uses.** Limit non-conforming uses to reduce adverse impacts on residential uses while avoid displacement of existing neighborhood businesses.

The amendments support this for the following reasons. The map amendments acknowledge several of these nonconforming commercial uses with commercial / mixed use zoning in support of existing neighborhood businesses.

- 58 **Policy 6.70, Involuntary commercial displacement.** Evaluate plans and investments for their impact on existing businesses.

- 59 **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. The amendments support this for the following reasons.

- 60 **6.70.b,** Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.

The amendments support Policy 6.70 for the following reasons. The map amendments acknowledge several nonconforming commercial uses with commercial / mixed use zoning in support of existing neighborhood businesses.

Environmental and Watershed Health: Goals

- 61 **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.

The amendments support this for the following reasons. The map amendments include updates to provide more affordable housing development in opportunity rich areas, stabilize existing

commercial uses within neighborhoods, and to provide more publicly owned open space areas in Portland. These changes will help meet the city's resiliency goals in the future.

Environmental and Watershed Health: Policies

Improving environmental quality and resilience

- 62 **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.

The amendments support this for the following reasons. The map amendments secure open space regulations on publicly owned properties, some of which, overlap with environmental resources. Properties that were previously not subject to open space regulations, but will be, in coordination with Portland Parks & Recreation and the Bureau of Environmental Services.

- 63 **Policy 7.14, Natural hazards.** Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.

The amendments support this for the following reasons. The map amendments further support the purpose of open space zoned areas because they remove overlay zones, like the design and alternative design density overlays, that are meant for the development and are no longer applicable to property with open space zoning. While these overlays would not have a physical impact, as they are no longer relevant with the open space zoning, they do contradict the open space zone purpose statement in 33.100.010:

"The Open Space zone is intended to preserve and enhance public and private open, natural, and improved park and recreational areas identified in the Comprehensive Plan. These areas serve many functions include:

Providing opportunities for outdoor recreation;

Providing contrasts to the built environment;

Preserving scenic qualities;

Protecting sensitive or fragile environmental areas;

Enhancing and protecting the values and functions of trees and the urban forest;

Preserving the capacity and water quality of the stormwater drainage system; and

Providing pedestrian and bicycle transportation connections.”

Public Facilities and Services: Policies

Trails

- 64 **Policy 8.53, Public trails.** Establish, improve, and maintain a citywide system of local and regional public trails that provide transportation and/or recreation options and are a component of larger network of facilities for bicyclists, pedestrians, and recreational users.
- 65 **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.

The amendments support Policies 8.53 and 8.55 for the following reasons. The map amendments, in coordination with the Bureau of Environmental Services and Portland Parks & Recreation, identified a segment of the public recreational trail (trail starts on the Official City Zoning Map) in the Columbia Slough watershed that merits realignment for improved transportation access.

Parks and recreation

- 66 **Policy 8.96, Recreational trails.** Establish, improve, and maintain a complete and connected system of Major Public Trails that provide recreational opportunities and that can serve transportation functions consistent with policies 8.53 through 8.60 and other City policies and plans.

The amendments support this for the following reasons. The map amendments, in coordination with the Bureau of Environmental Services and Portland Parks & Recreation, identified a segment of the public recreational trail (trail starts on the Official City Zoning Map) in the Columbia Slough watershed that merits realignment for improved transportation access.

- 67 **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.

The amendments support this for the following reasons. The map amendments secure open space regulations on publicly owned properties, some of which, overlap with environmental resources. Properties that were previously not subject to open space regulations, but will be, in coordination with Portland Parks & Recreation and the Bureau of Environmental Services.

Stormwater system

- 68 **Policy 8.75, Stormwater partnerships.** Provide stormwater management through coordinated public and private facilities, public-private partnerships, and community stewardship.

The amendments support this for the following reasons. The map amendments secure open space regulations on publicly owned properties, some of which, overlap with environmental resources. Properties that were previously not subject to open space regulations, but will be, in coordination with Portland Parks & Recreation and the Bureau of Environmental Services.

Transportation: Goals

- 69 **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.

The amendments support this for the following reasons. The map amendments overall support a development pattern that is less reliant on vehicles by accommodating growth and mobility in town centers, neighborhood centers, civic corridors and neighborhood corridors. The map amendments maintaining or expanding housing development potential are in the following areas: 1) in the Hollywood, Lents, Northwest and St Johns Town Centers; 2) in the 42nd/Killingsworth, Alberta/MLK, Fremont/Williams and Kerns Neighborhood Centers; and, 3) along civic corridors (e.g., Powell and Foster) and neighborhood corridors (e.g., Fremont). The map amendments also support great places by expanding the Centers Main Street "m" Overlay zone at key transit nodes on N Interstate Ave.

Transportation: Policies

Designing and planning

- 70 **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.

The amendments support this for the following reasons. The map amendments do not change the functional or design classifications of any existing or planned transportation facility. All multi-dwelling or mixed-use land use map designation amendments are consistent with either the applicable Neighborhood Corridor Urban Design Framework designation or Civic Corridor Urban Design Framework designation. Neighborhood Corridors are supposed "support neighborhood business districts and provide housing opportunities close to local services" and "include a mix of commercial and higher-density housing." Civic Corridors are supposed to "provide opportunities for growth and transit-supportive densities of housing, commerce, and employment." These density, use, and scale descriptions of the applicable framework designations are much better supported by the amended land use map designations than the single-dwelling designations that they replace.

- 71 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.

The amendments support this for the following reasons. The map amendments do not change the functional or design classifications of any existing or planned transportation facility, nor do they change any standards implementing a functional classification described in the Transportation System Plan (TSP). The map amendments are minor in nature and will maintain the types or levels of travel and access that are compatible with the applicable functional classifications described in the TSP, and will maintain the performance of transportation facilities within the applicable standards contained within the TSP. This conclusion was reached for three reasons. First, some of the map amendments are zone changes in conformance with the comprehensive plan map. These changes have already been examined in the findings for the ordinances adopting Portland's 2035 Comprehensive Plan and implementing changes have already been found to be acceptable. Second, other amendments change the plan and zone maps to make existing non-conforming commercial development conforming. In these cases, travel demand is not increased by the map changes because the allowed commercial uses are already present. Third, a final class of amendments changes single-dwelling designations and zoning to multi-dwelling or mixed-use designations and zoning to better support Neighborhood and Civic Corridor Framework designations. These amendments are on streets with TSP functional classifications of "Neighborhood Collector" or above. An estimated reasonable worst case indicates the map amendments will, at any one location, allow no more than 20 residential units than the single-dwelling designation that was replaced, and in most locations this estimate is lower. The travel effects of these widely dispersed map changes will have no significant effect on the city's transportation system.

- 72 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 according to the following ordered list:

Walking

Bicycling

Transit

Taxi / commercial transit / shared vehicles

Zero emission vehicles

Other single-occupancy vehicles

When implementing this prioritization ensure that:

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.

Map Refinement Project - Exhibit C

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.

The amendments support this for the following reasons. The map amendments overall support a development pattern that is less reliant on vehicles by accommodating growth and mobility in town centers, neighborhood centers, civic corridors and neighborhood corridors. The map amendments maintaining or expanding housing development potential are in the following areas: 1) in the Hollywood, Lents, Northwest and St Johns Town Centers; 2) in the 42nd/Killingsworth, Alberta/MLK, Fremont/Williams and Kerns Neighborhood Centers; and, 3) along civic corridors (e.g., Powell and Foster) and neighborhood corridors (e.g., Fremont).

Land use, development, and placemaking

73 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.

74 Policy 9.12, Growth strategy. Use the 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.

The amendments support Policies 9.11 and 9.12 for the following reasons. The map amendments overall support a development pattern that is less reliant on vehicles by accommodating growth and mobility in town centers, neighborhood centers, civic corridors and neighborhood corridors. The map amendments maintaining or expanding housing development potential are in the following areas: 1) in the Hollywood, Lents, Northwest and St Johns Town Centers; 2) in the 42nd/Killingsworth, Alberta/MLK, Fremont/Williams and Kerns Neighborhood Centers; and, 3) along civic corridors (e.g., Powell and Foster) and neighborhood corridors (e.g., Fremont). The map amendments also support great places by expanding the Centers Main Street “m” Overlay zone at key transit nodes on N Interstate Ave. Map changes from single-dwelling to either multi-dwelling or mixed-use land use designations are compatible and appropriate with Neighborhood or Civic Corridor designations, and, further supports the City’s growth strategy and Goals 3A-3G in Chapter 3: Urban Form.

75 Policy 9.12, 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.

The amendments support this for the following reasons. The map amendments do not change the design classifications of any existing or planned transportation facility, nor do they change any standards implementing a functional classification described in the Transportation System

Plan (TSP). The map amendments are minor in nature. First, some of the map amendments are zone changes in conformance with the comprehensive plan map. These changes have already been examined in the findings for the ordinances adopting Portland's 2035 Comprehensive Plan and implementing changes have already been found to be acceptable. Second, other amendments change the plan and zone maps to make existing non-conforming commercial development conforming. In these cases, travel demand is not increased by the map changes because the allowed commercial uses are already present. Third, a final class of amendments changes single-dwelling designations and zoning to multi-dwelling or mixed-use designations and zoning to better support Neighborhood and Civic Corridor Framework designations. These amendments are on streets with TSP functional classifications of "Neighborhood Collector" or above.

Streets as public spaces

- 76 **Policy 9.14, Streets for transportation and public spaces.** Integrate both placemaking and transportation functions when designing and maintaining 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.

The amendments support this for the following reasons. The map amendments further compliment the MAX Yellow Line transportation function and street design by expanding the Centers Main Street "m" Overlay zone at key transit nodes on N Interstate Ave.

Land Use Designations and Zoning: Goals

- 77 **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.

The amendments revise various sites or areas of the Comprehensive Plan Map and/or Zoning Map to better comply with and implement the 2035 Comprehensive Plan. The map amendments ensure effective implementation of the 2035 Comprehensive Plan by aligning development regulations in a spatial manner.

Land Use Designations and Zoning: Policies

The Zoning Map and the Zoning Code

- 78 **Policy 10.3, Amending the Zoning Map.**
- 79 **10.3.a.** Amending a base zone may be done legislatively or quasi-judicially.
- 80 **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.
- 81 **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 are capable of supporting the uses

allowed by the zone, or that public services can be made capable by the time the development is complete. The adequacy of services is based on the proposed use and development. If a specific use and development proposal is not submitted, services must be able to support the range of uses and development allowed by the zone. For the purposes of this requirement, services include water supply, sanitary sewage disposal, stormwater management, transportation, school district capacity (where a school facility plan exists), and police and fire protection.

- 82 **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.

The amendments support Policy 10.3 for the following reasons. The map amendments ensure effective implementation of the 2035 Comprehensive Plan by aligning development regulations in a spatial manner. The map amendments evaluation criteria included, but was not limited to:

- *Consistency with 2035 Comprehensive Plan Goals and Policies*
- *Proximity to amenities and services*
- *Land use pattern*
- *Recent development activity*
- *Infrastructure availability*
- *Land use and building permit history*
- *Occupancy*
- *Additional factors (e.g., site-specific, such as, existing uses and/or development, natural features, etc.)*
- *Stakeholder responses*

The amendments were developed in a public process and reviewed by the Portland Planning and Sustainability Commission and the Portland City Council.