



COMPREHENSIVE PLAN: CHAPTER 10 + ADVANCING & BALANCING MULTIPLE GOALS

September 12, 2023

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THE BUREAU OF
**PLANNING &
SUSTAINABILITY**

Agenda

- Chapter 10 – Land Use Designations and Zoning
- Advancing & Balancing Multiple Goals
- Case Study: Central City 2035
- Case Study: West Portland Town Center



Chapter 10 – Land Use Designations and Zoning



Chapter 10: Land Use Designations and Zoning

Policy 10.1 Land use designations

Policy 10.2 Relationship of land use designations and base zones

Policy 10.3 Amending the Zoning Map

Policy 10.4 Amending the Zoning Code

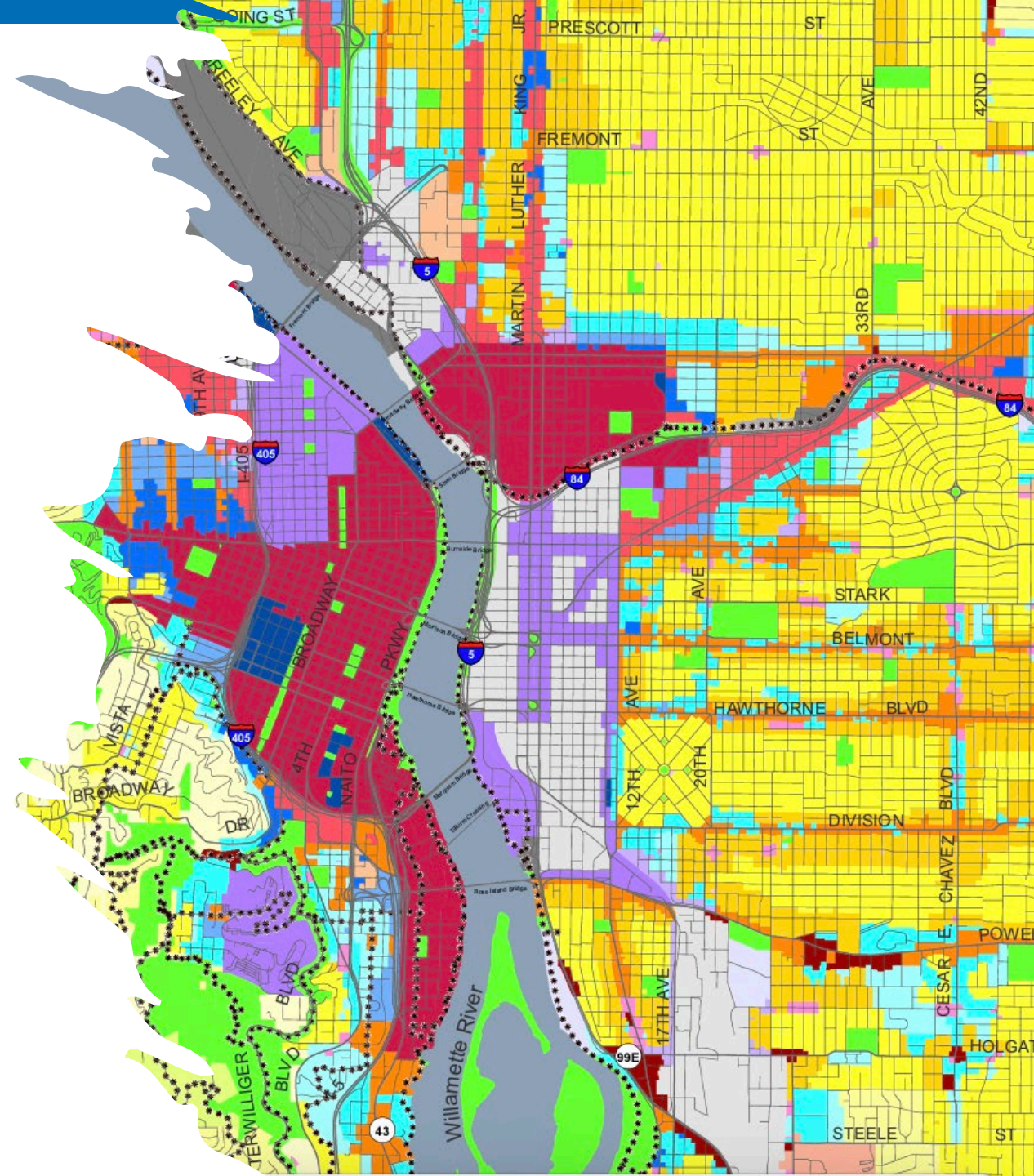
10.4.a Promote good planning

10.4.b Ensure good administration of land use regulations

10.4.c Strive to improve the code document

Comprehensive Plan and Zoning

- The Comprehensive Plan map and the Zoning map are closely linked.
- The Comprehensive Plan map identifies intended future land use.
 - Long term growth/aspiration
 - Some plan designations allow multiple zone options to allow change
- The Zoning map and code govern the uses and development that are allowed now.
 - Generally in alignment with Comprehensive Plan, except where obstacles to development occur



LU Designation	Corresponding Zone(s)	Non-corresponding zone(s) that are allowed
Open Space	OS	none
Farm and Forest	RF	OS
Residential 20,000	R20	RF, OS
Residential 10,000	R10	R20, RF, OS
Residential 7,000	R7	R10, R20, RF, OS
Residential 5,000	R5	R7, R10, R20, RF, OS
Residential 2,500	R2.5	R5, R7, R10, R20, RF, OS
Multi-Dwelling - Neighborhood	RM1	R2.5, R5, R7, R10, R20, RF, OS
Multi-Dwelling - Corridor	RM2	RM1, R2.5, R5, R7, R10, R20, RF, OS
Multi-Dwelling – Urban Center	RM3, RM4	RM1, RM2, R2.5, R5, R7, R10, R20, RF, OS
Central Residential	RX	RM1, RM2, RM3, RM4
Manufactured Dwelling Park	RMP	none
Mixed-Use — Dispersed	CM1, CR	CE, RM1, RM2, R2.5, R5, R7, OS
Mixed-Use — Neighborhood	CM1, CM2, CE	RM1, RM2, R2.5, R5, OS
Mixed-Use — Civic Corridor	CM1, CM2, CM3, CE	RM1, RM2, R2.5, R5, OS
Mixed-Use — Urban Center	CM1, CM2, CM3, CE	IG1, EG1, CE, RM1, RM2, RM3, RM4, R2.5, OS
Central Commercial	CX	IH, IG1, IG2, EG1, EG2, EX, CM1, CM2, CM3, CE, RX, RM1, RM2, RM3, RM4
Mixed Employment	EG1, EG2	IH, IG1, IG2, RF
Central Employment	EX	none
Institutional Campus	CI1, CI2, IR	EG2, EX, CX, CM1, CM2, CM3, CE, RM1, RM2, R2.5, R5, R7, R10, R20, RF, OS
Industrial Sanctuary	IH, IG1, IG2	RF (R20, R10, R7, R5, OS)



LU Designation	Corresponding Zone(s)	Non-corresponding zone(s) that are allowed
Multi-Dwelling - Neighborhood	RM1	R2.5, R5, R7, R10, R20, RF, OS
Multi-Dwelling - Corridor	RM2	RM1, R2.5, R5, R7, R10, R20, RF, OS
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Central Residential	RX	RM1, RM2, RM3, RM4
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Mixed-Use — Dispersed	CM1, CR	CE, RM1, RM2, R2.5, R5, R7, OS

Example: Residential – 10,000

4. Residential— 10,000

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

Example: Central Commercial

17. Central Commercial

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



Advancing and balancing multiple goals





Portland 2035 Comprehensive Plan Vision

Portland is a prosperous, healthy, equitable and resilient city where everyone has access to opportunity and is engaged in shaping decisions that affect their lives.



GUIDING PRINCIPLES

Economic Prosperity

Human Health

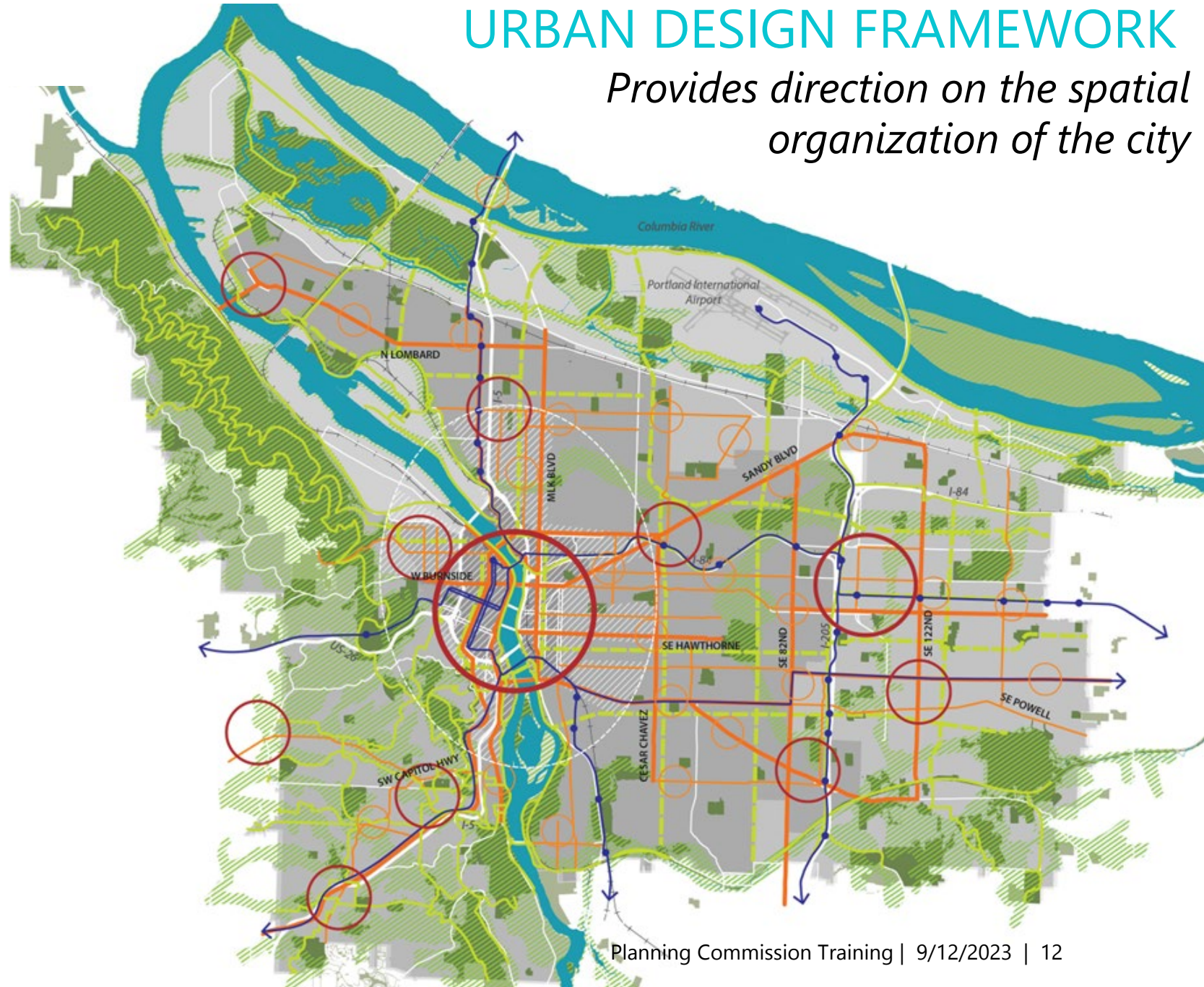
Environmental Health

Equity

Resilience

URBAN DESIGN FRAMEWORK

Provides direction on the spatial organization of the city



Comprehensive Plan: Goals and Policies

1. The Plan
2. Community Involvement
3. Urban Form
4. Design and Development
5. Housing
6. Economic Development
7. Environment and Watershed Health
8. Public Facilities and Services
9. Transportation
10. Land Use Designations and Zoning



How the Comprehensive Plan is Used?

- To make land use decisions.
- Determine that the proposal complies with the Comp Plan.
- A decision “complies” if it can be found to be equally or more supportive of the Plan as a whole.

Balancing Multiple Goals



- Facts
- Verbs
- Specificity

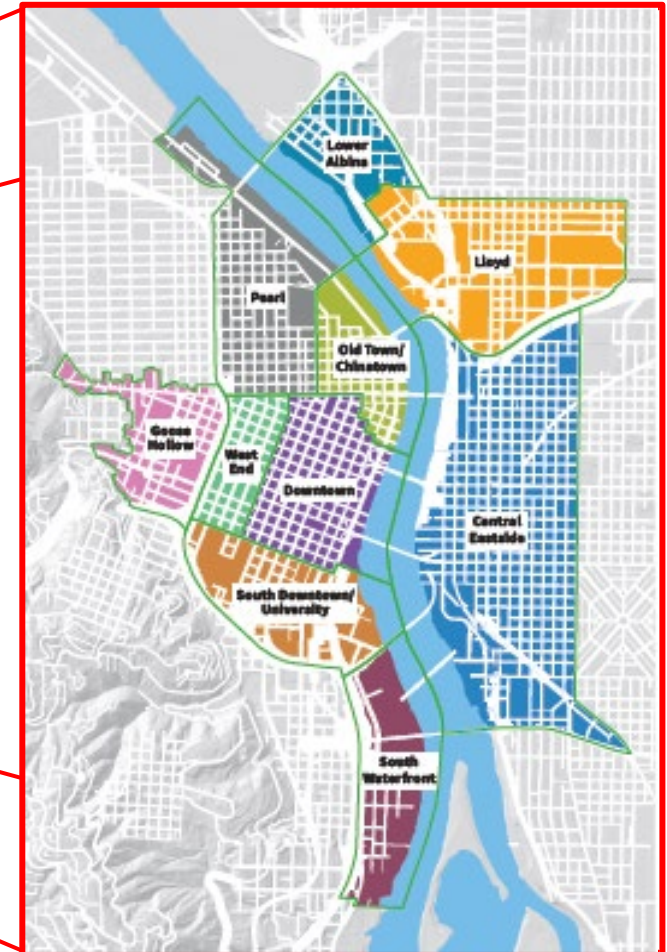
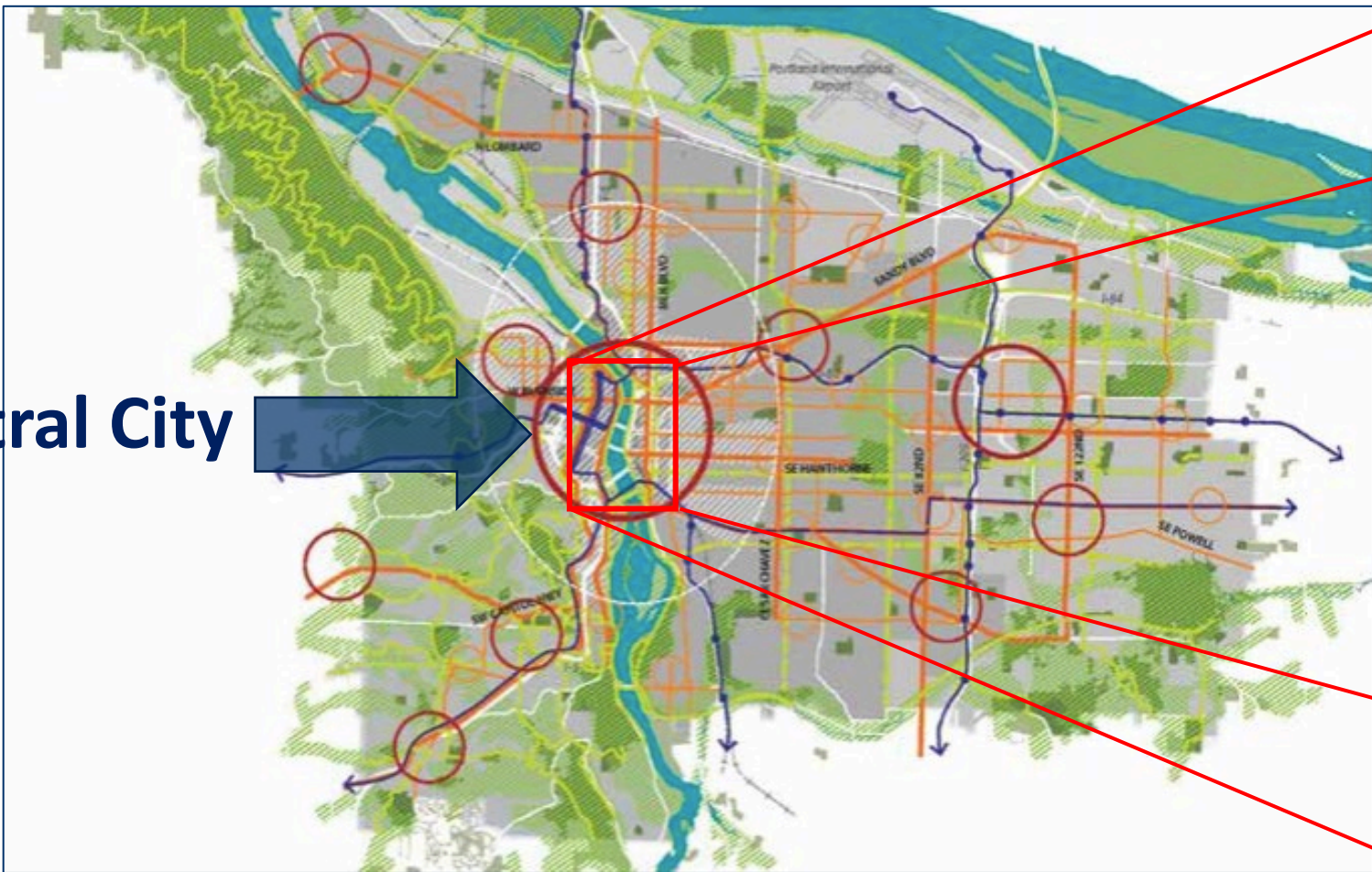


Central City 2035



Where is it?

Central City



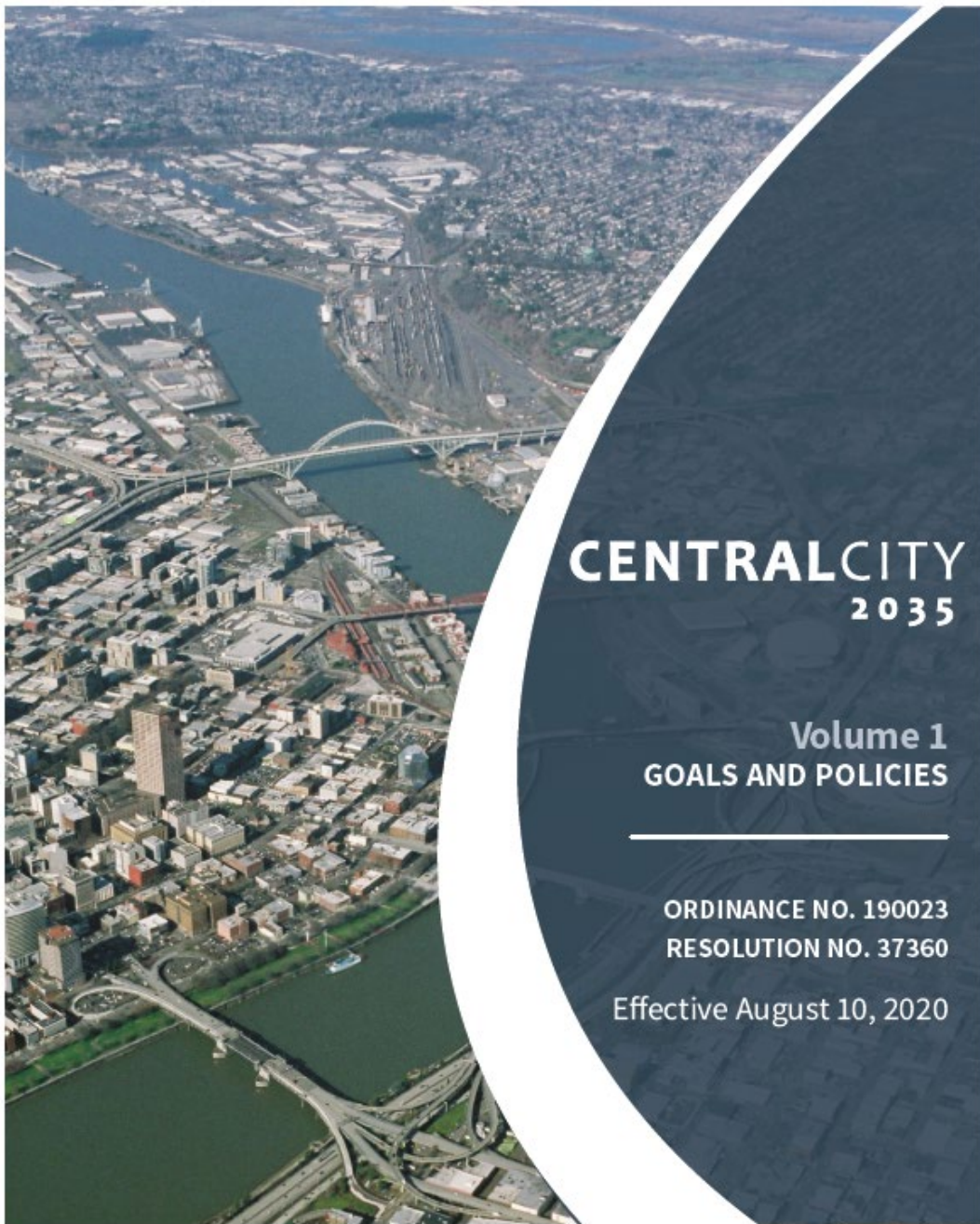
CC2035 Plan

The CC2035 Plan replaced the 1988 Central City Plan as the primary guiding policy document for the Central City and is a part of the 2035 Comprehensive Plan.

The CC2035 Plan contains goals, policies and other tools to guide growth and development in the Central City in the decades to come.

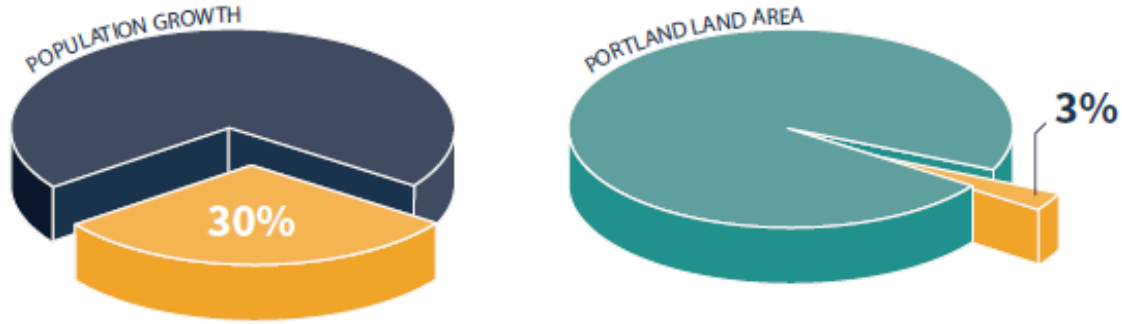
Overarching Policy Groupings

- Regional Center
- Housing and Neighborhoods
- Transportation
- Willamette River
- Urban Design
- Health and Environment



Policy Priority: Housing & Neighborhoods

30 PERCENT OF THE GROWTH → *in* → 3 PERCENT OF THE LAND AREA



The Central City was zoned to accommodate 30% of the City's housing and employment growth in an area of land equal to 3% of Portland's land area.

This means, during the life of the plan an additional 38,000 new housing units need to be accommodated.

Other Policy Priorities

- Protect historic resources and districts
- Protect scenic resources and public views
- Protect industrial and employment lands
- Support public investment in transit through higher density station area development



CC2035 Housing Moves

- Increased FAR and height allowances to encourage affordable housing
- Liberalized FAR transfers in districts
- Support higher density development at station areas & Central City Master Plan sites
- Fine tune view corridor regulations



Example 1:

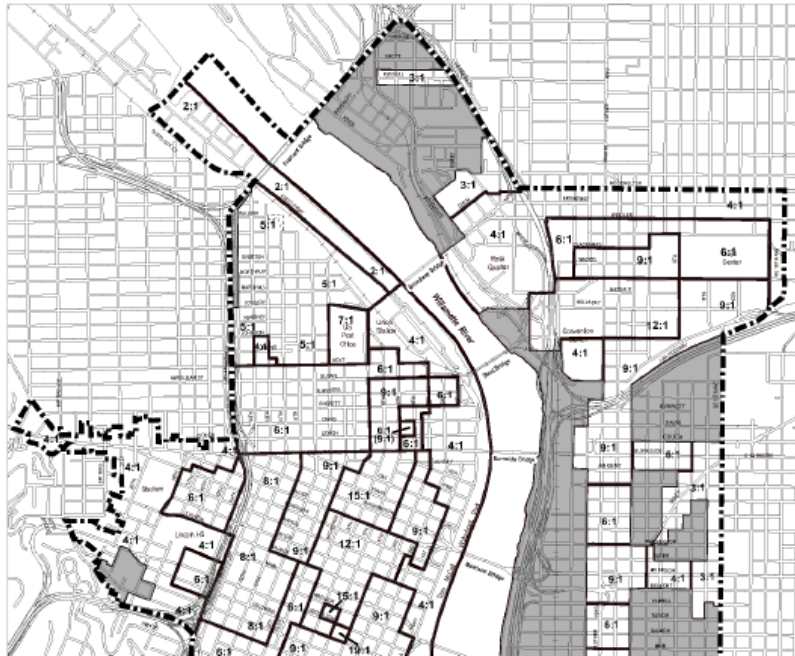
Affordable housing / neighborhood compatibility / historic preservation

Maximum Floor Area Ratios

Map 510-2

Map 1 of 2

Map Revised August 10, 2020



Legend

- Central City Plan District boundary
- Maximum FAR area boundary
- Area where floor area ratio (FAR) is determined by base zone
- Proposed right-of-way
- Proposed accessway

- X:Y Maximum FAR
X = Gross square foot of building
Y = Square foot of site
- (X:Y) Residential required see 33.510.200.C.2.

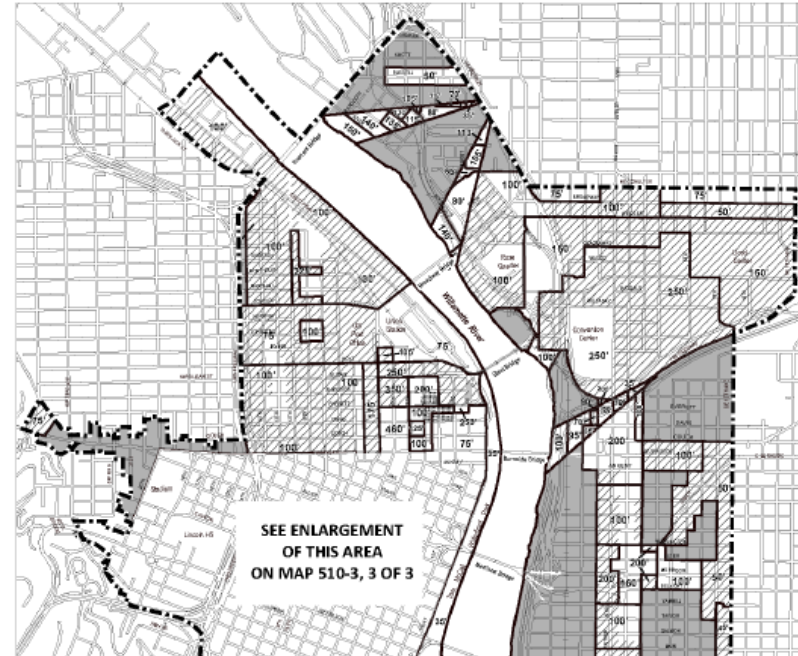


Base Heights

Map 510-3

Map 1 of 3

Map Revised August 10, 2020



Legend

- Central City Plan District boundary
- Base building height
- Areas where height is determined by base zone
- Proposed right-of-way
- Proposed accessways

- Area eligible for height increase
- Base height limit of 75' for first 125 feet from top of bank
- Areas where a shadow analysis is required



FAR and height allowances adjusted along waterfront, adjacent to historic districts, and along boundary of Central City to encourage housing development, with eye towards compatibility.

Allowances increased along transit mall, station areas, and key master plan and key redevelopment sites.

Example 2: Housing and Scenic Resources

View Corridor Areas

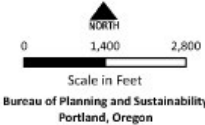
Map 510-20

Map 1 of 2

Map Revised August 10, 2020



- Legend
- Central City Plan District boundary
 - Areas within Scenic View Corridors
 - Proposed right-of-way
 - Proposed accessway

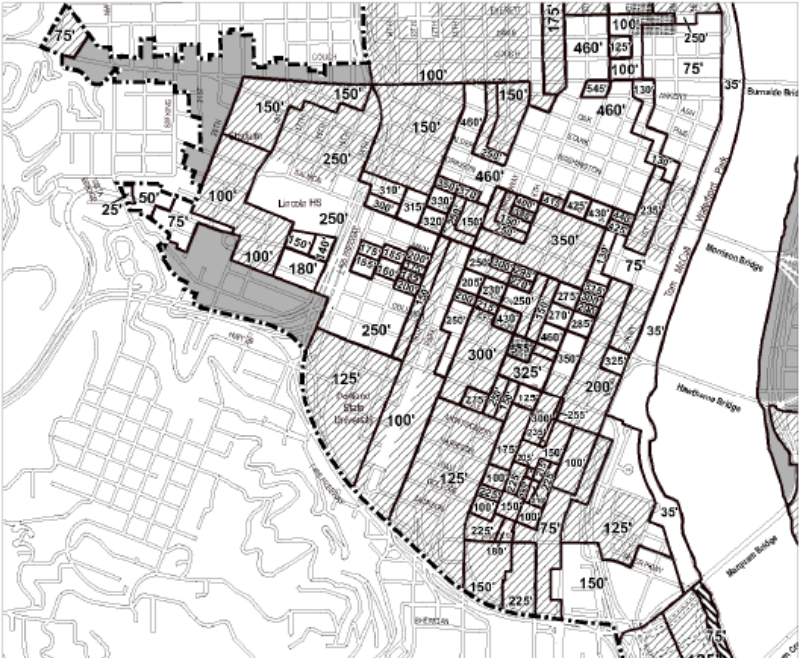


Base Heights

Map 510-3

Map 3 of 3

Map Revised August 10, 2020



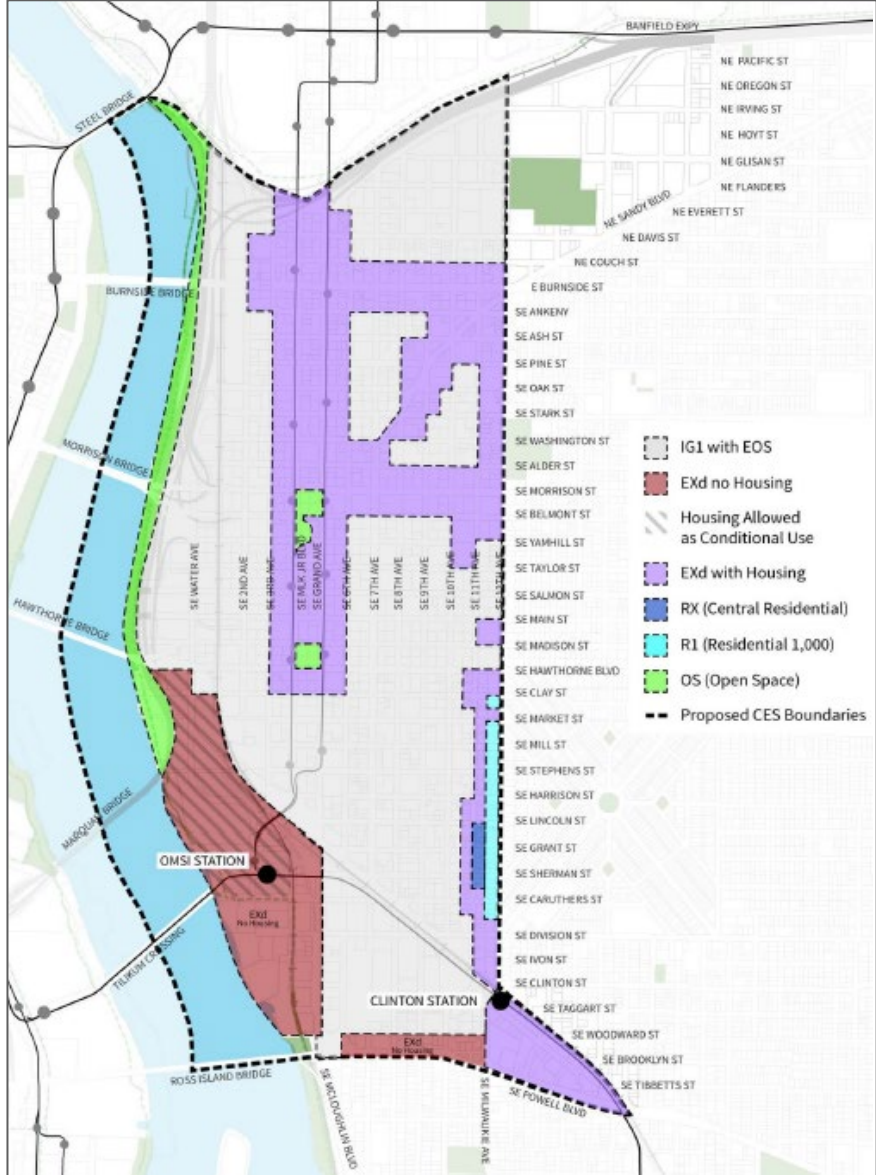
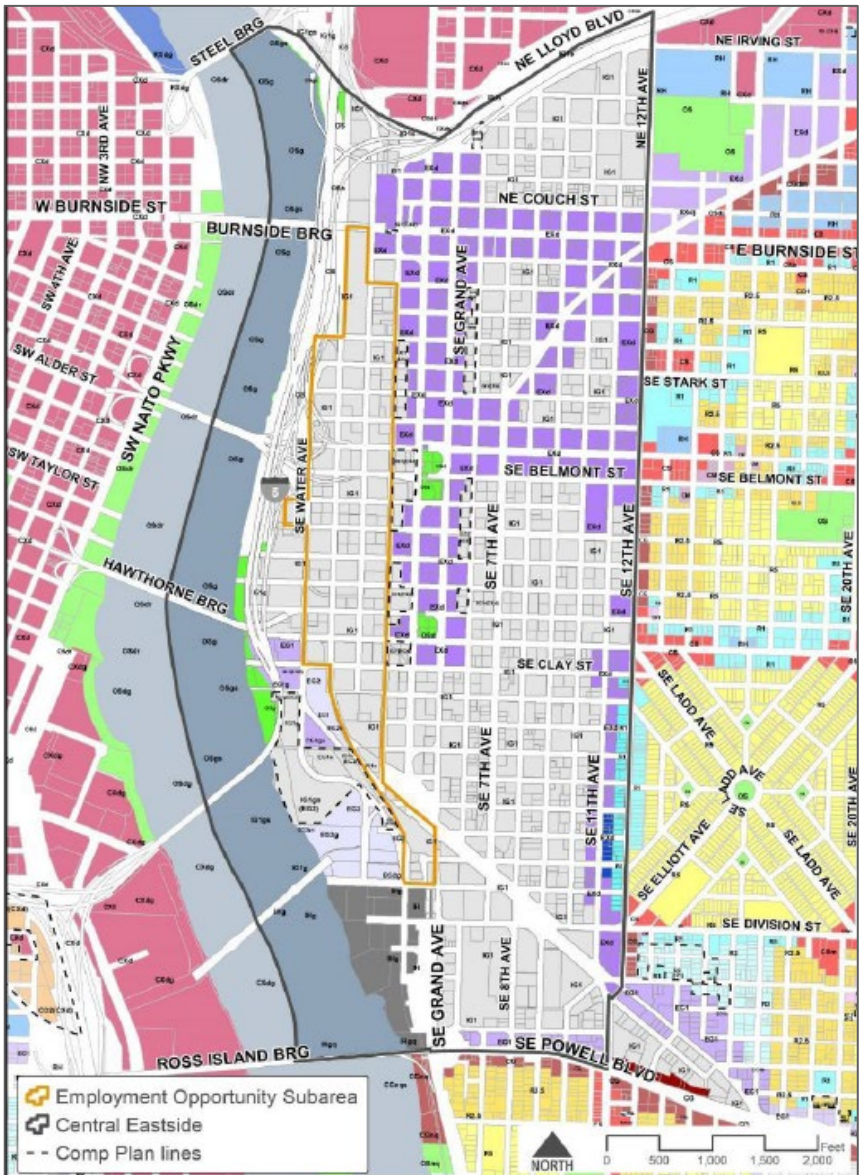
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 - Base building height
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 - Areas where a shadow analysis is required



Analysis showed prior scenic protections were often overly broad.

New GIS/GPS and visual surveys allowed continued resource protection, but maximum heights were increased in many areas, and view corridors narrowed in others. This increased housing potential.

Example 3: Increase housing potential/protect industrial and employment lands



Several acres of industrial zoned land in the Central Eastside Industrial District were rezoned to match their Comp Plan designation, allowing for increased housing.

Two new light rail station areas (OMSI and Clinton) were rezoned to allow housing with new industrial edge protections.

Allowances for higher-density industrial employment were adopted district-wide.



West Portland Town Center Plan

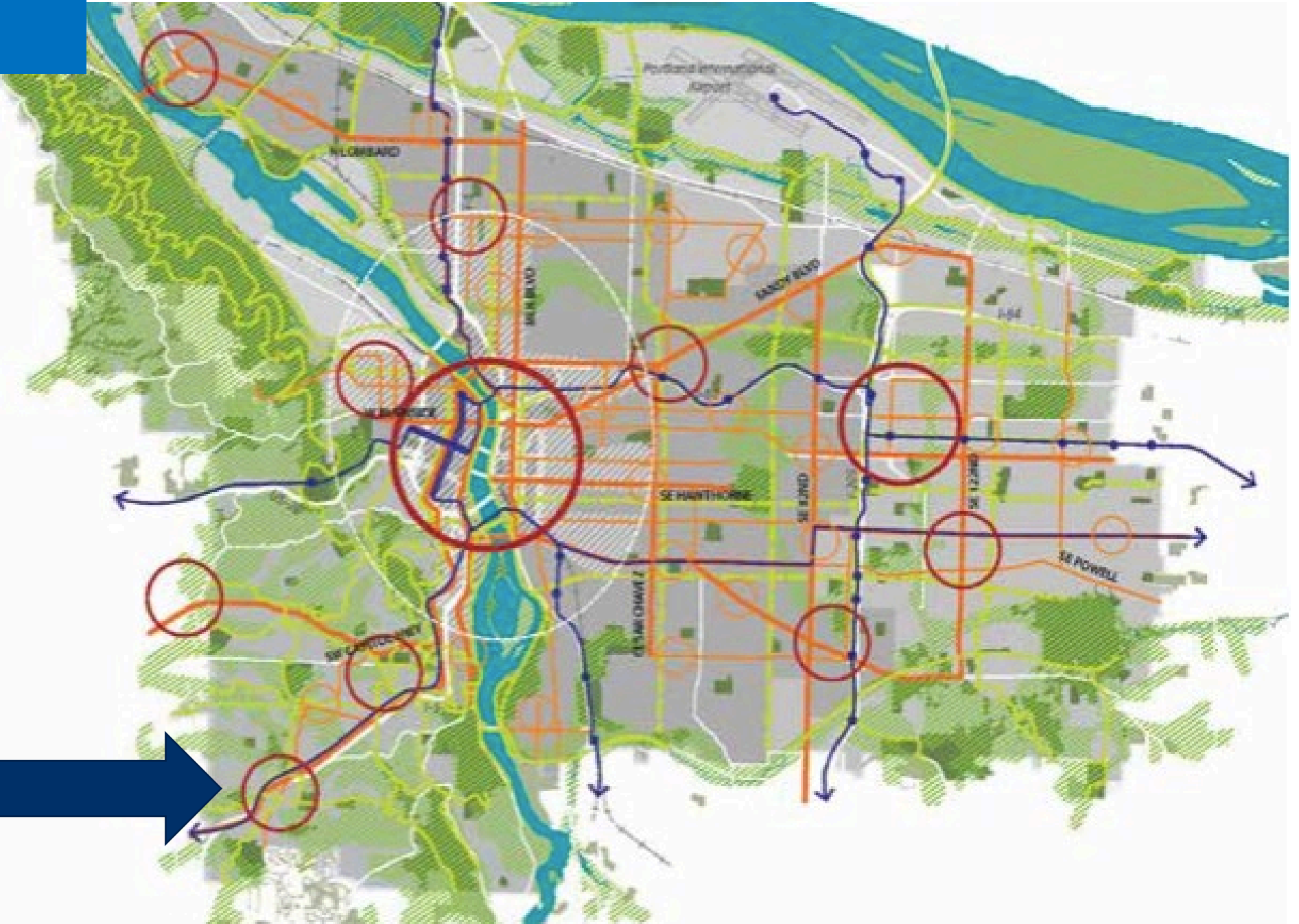


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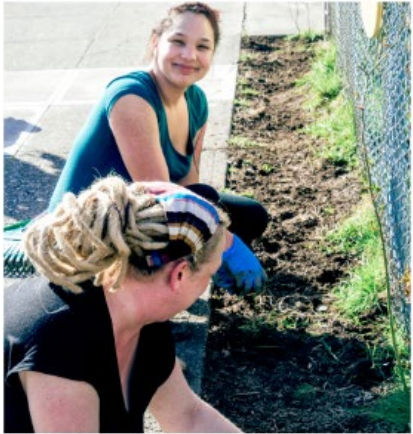
Where is it?

Portland Town Centers:

- St Johns
- Killingsworth/
Interstate
- Hollywood
- NW
- Midway
- Lents
- Hillsdale
- **West Portland**



Why here? Why Now?



- **Get ahead of light rail investment *impacts***
- **Support diverse and vulnerable population — East African and Arab Muslim community**
 - Rooted in area by mosque and community
 - Energized by SW Equity Coalition work
- **Broadening and expanding housing options**
 - High opportunity area, past exclusionary practices
 - Add housing capacity to better align with other town centers
 - Allow more housing types affordable to more people
- **Model a new approach to equitable growth**
 - CP2035 policies on equity, health and people focused places

Key Policy Direction

- **Accommodate growth in town centers and around transit stations** (CP Chapter 3)
Function as hubs for services and active transportation networks
- **Equitable Development** (CP Guiding Principal & Chapter 3 + 5):
Guide growth and investment to reduce disparities; encourage equitable access to opportunities, mitigate impacts; and produce positive outcomes for all.
- **Health** (CP Guiding Principal & Chapters 4 + 5):
Growing complete neighborhoods; supporting development that enhances human health, with access to active lifestyles, stable housing and local healthy food
- **Encourage affordable housing in centers and high opportunity areas** (CP Chapter 5)
- **Public facilities to support anticipated growth** (CP Chapter 8)

Advancing growth and equity outcomes

Example 4

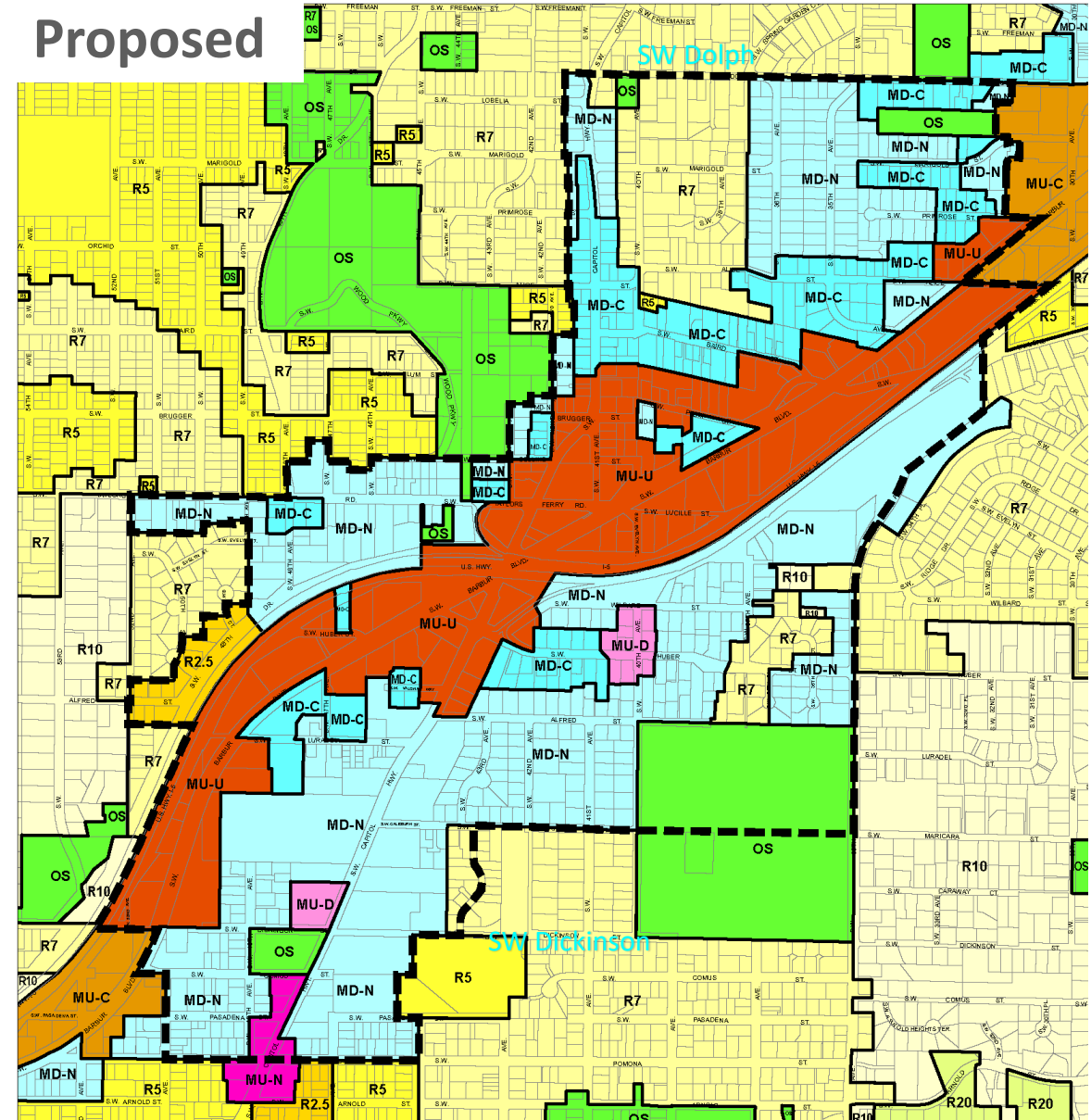
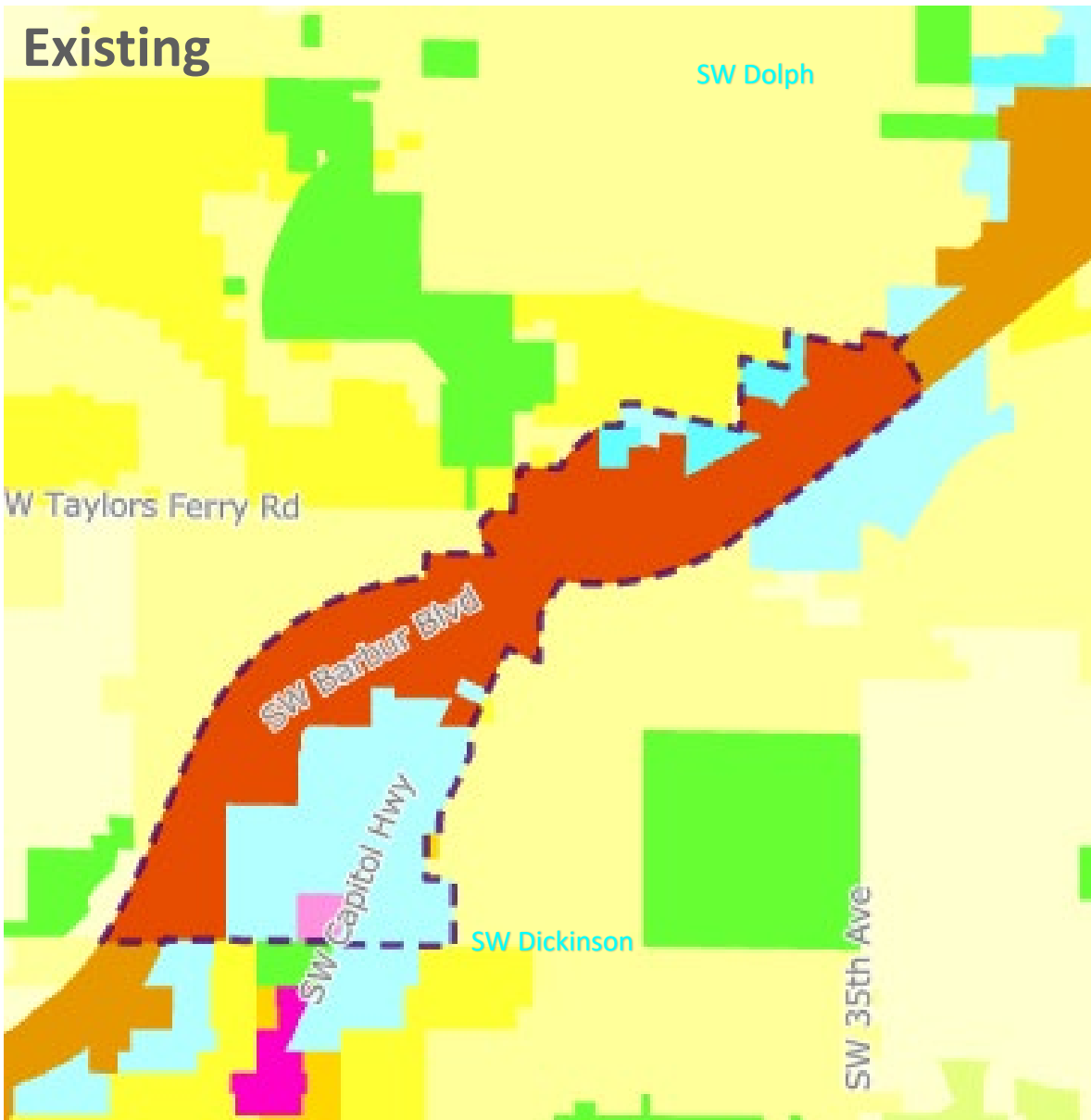
Intentional Growth: New housing options/ affordability/ preservation/ community benefits

- **Zone to**
 - **limit redevelopment** of existing low-cost apartments + incentives to encourage their preservation
 - **Expand housing options**, including affordable housing
 - **provide opportunities for jobs and services** that can help meet the needs of area residents
- Link allowances for larger buildings to **providing community benefits**

Equitable Development Approaches

- **Map changes expand opportunities for:**
 - Multi-dwelling housing, jobs and commercial services
- **New Zoning Code tools support:**
 - Affordable housing + other community benefits
 - Preservation of existing low-cost housing
 - Affordable commercial spaces in larger developments
 - Notifying the SW Corridor Equity Coalition about development proposals

Comprehensive Plan Map Changes – Expand Multi-dwelling Opportunities



Low-cost Housing Preservation

Support preservation of existing low-cost units and incentivize new regulated affordable housing

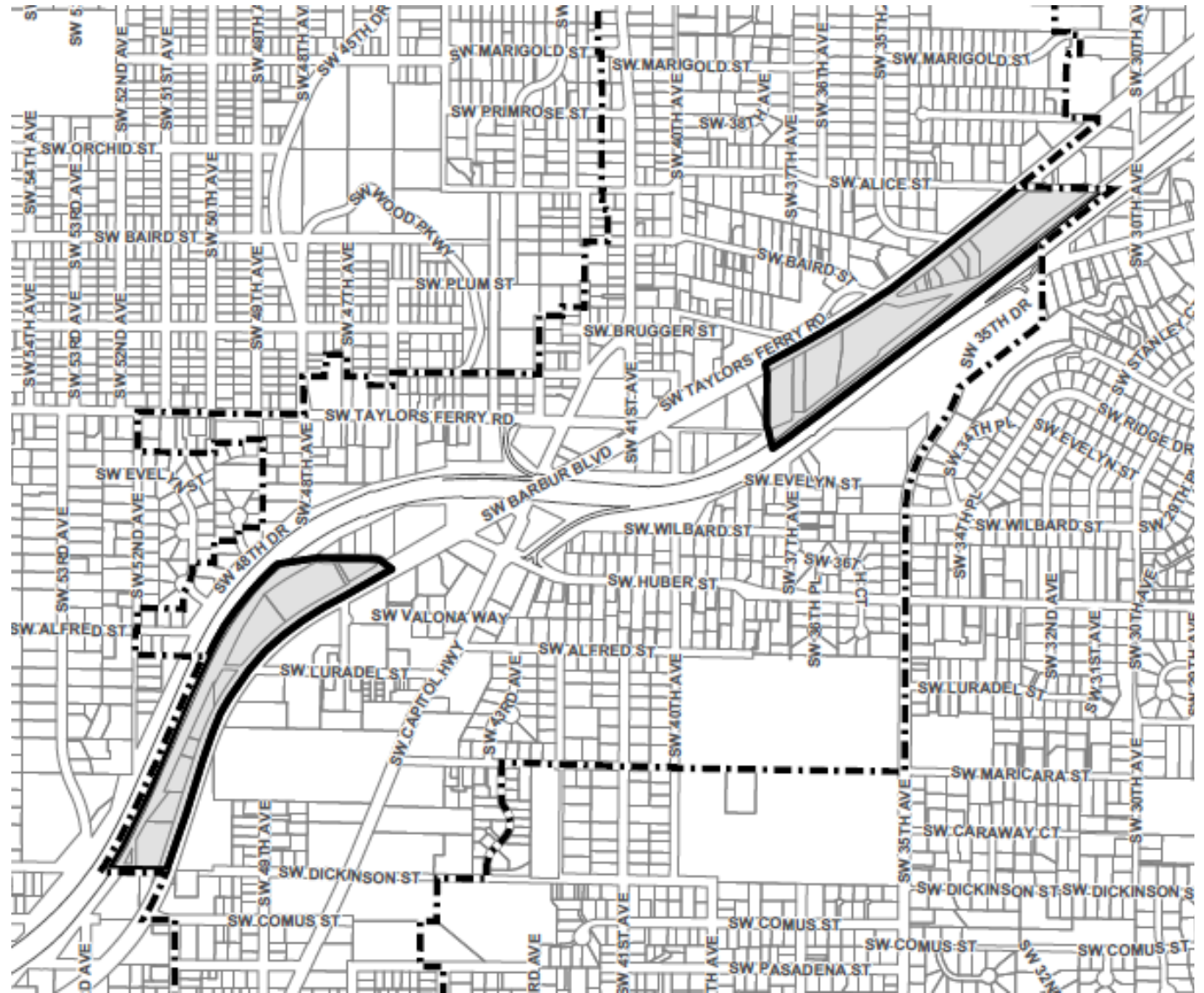
- Redevelopment capacity is limited
- Incentives provided for preservation with deeper affordability (at 60% AMI level)
- Transfer of development rights in exchange for preserving existing units as affordable housing (at 60% AMI level)



Employment Focus Areas

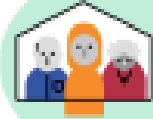
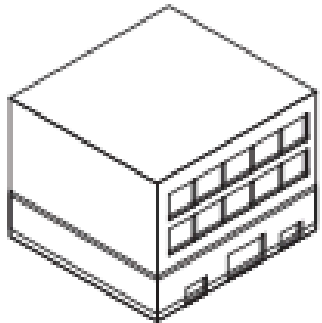
Support creation of local, middle wage jobs

- Assigned areas with incentives + limitations designed to support opportunities for **jobs** and **commercial services**.
- Housing prohibited.

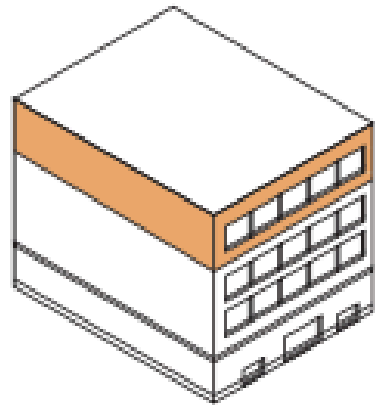


Tiered Bonuses for Public Benefits

BASE



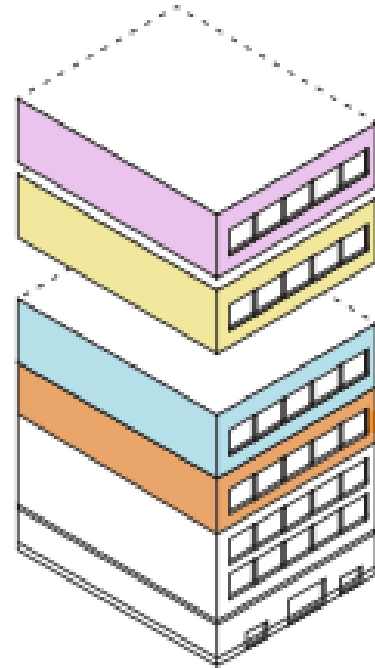
TIER 1



With Affordable Housing (AH)



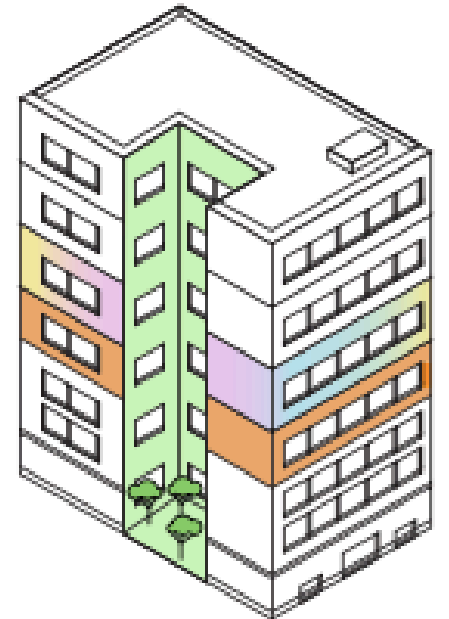
TIER 2



AH + Community Services



TIER 3



AH + Services + Open Space/trees

Example 5 - Advancing growth and infrastructure needs

- **Phase zone changes** so that plans will be in place to address infrastructure needs
- **Limitations on zone map amendments** in places with a higher Comprehensive Plan designation until needed infrastructure planning is completed

Phased Zoning (Coordinated with Infrastructure)

Existing MD or MU zoning –
including low-cost preservation areas

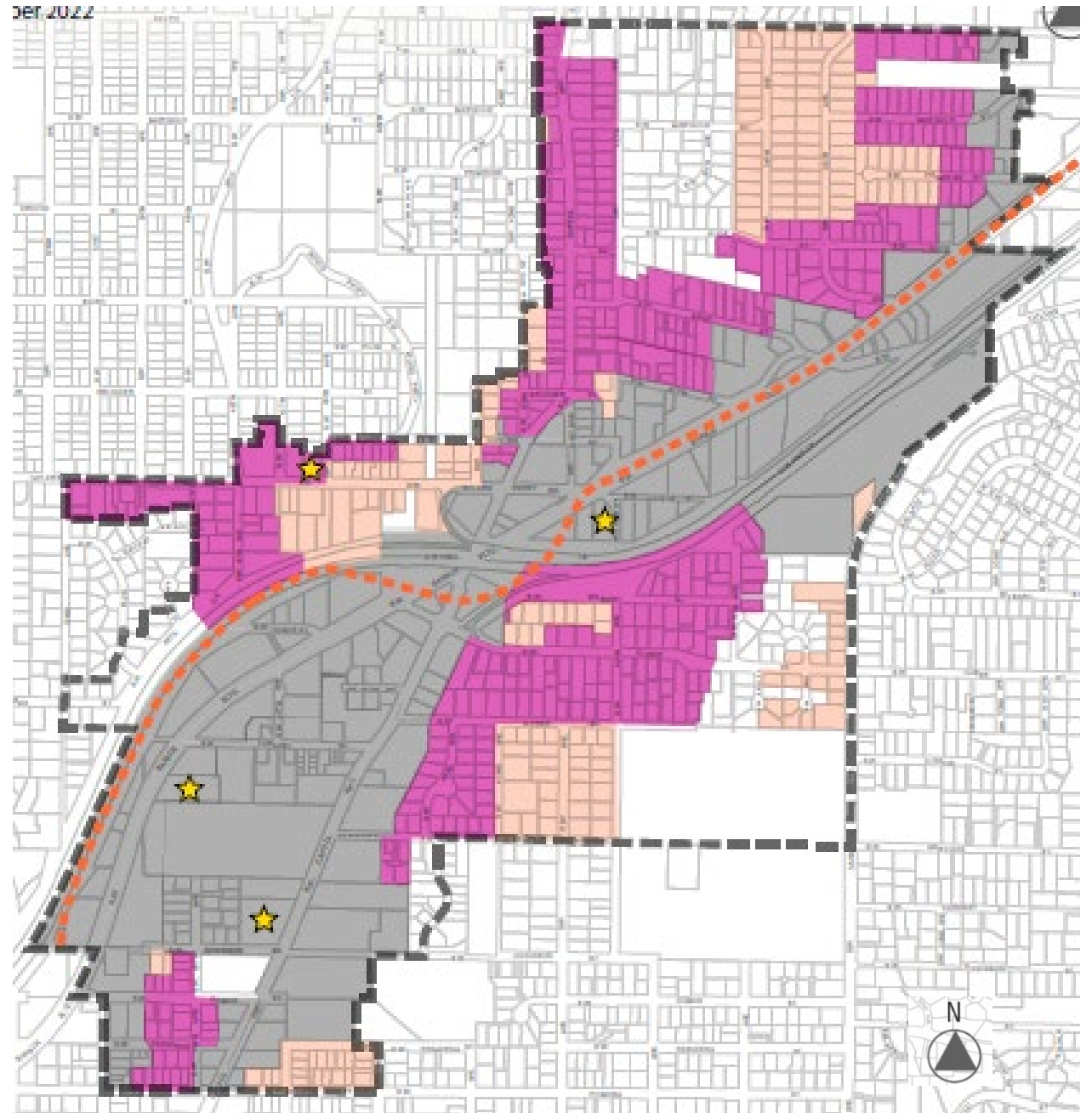
Phase 1 (0-10 yrs) –
Zone map changes now

Phase 2 (10-20 yrs) –
Comp Plan Map changes only
*(set up for future zone
changes once further
infrastructure planning done)*

★ Future or potential affordable
housing site



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Upcoming Projects



Recap of Trainings

- 3/28/23 Oregon Statewide Planning / Metro Functional Plan / Comp Plan Overview
- 3/28/23 Zoning Code Overview
- 3/28/23 Chapter 1 – The Plan
- 6/27/23 Chapter 2 – Community Involvement
- 4/11/23 Chapter 3 – Urban Form
- 4/11/23 Chapter 4 – Design and Development
- 4/25/23 Chapter 5 – Housing
- 7/25/23 Chapter 6 – Economic Development
- 5/09/23 Chapter 7 – Environment and Watershed Health
- 6/27/23 Chapter 8 – Public Facilities + Infrastructure Planning + Citywide Systems Plan
- 6/13/23 Chapter 9 – Transportation + Transportation Systems Plan
- 9/12/23 Chapter 10 – Land Use Designations and Zoning
- 9/12/23 Balancing Multiple Goals



Upcoming Projects

- Housing Needs Analysis (HNA)
- Lower Southeast Rising
- Housing Regulatory Relief
- Montgomery Park to Hollywood
- Regulatory Improvement Code Amendment Package (RICAP) 10
- Land Division Code



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Traducere și interpretariat | Chiaku me Awewen Kapas | 翻訳または通訳 | ການແປພາສາ ຫຼື ການ
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Portland's 2035 Comprehensive Plan

Sets the framework for development of the city over the next 20 years.

Adopted with the Portland Comprehensive Plan

Comprehensive Plan Elements

- Vision and Guiding Principles
- Goals and Policies
- Comprehensive Plan Map
- List of Significant Projects
- Transportation Policies, Street Classifications and Street Plans

Key Implementing Tools

- Zoning Code
- Zoning Map
- Service Coordination Agreements
- Urban Renewal Plans
- Annexations
- Development Agreements

Supporting Documents

Inventories and Analyses

- Buildable Lands Inventory
- Employment Opportunity Analysis
- Housing Needs Analysis
- Natural Resource Inventory

School Facility Plans

Public Facilities Plan

- Transportation System Plan (TSP)
- Sewer
- Stormwater
- Water

