

10

PLAN REVIEW AND ADMINISTRATION

GOAL:

- 10** Portland's Comprehensive Plan will undergo periodic review to assure that it remains an up-to-date and workable framework for land use development. The Plan will be implemented in accordance with State law and the Goals, Policies and Comprehensive Plan Map contained in the adopted Comprehensive Plan.

POLICIES & OBJECTIVES:

10.1 Comprehensive Plan Review ¹

Implement a process for review of the Comprehensive Plan goals, policies, objectives, and implementation provisions on a periodic basis.

10.2 Comprehensive Plan Map Review

Implement a community and neighborhood planning process for review and update of the Comprehensive Plan Map. This community and neighborhood planning process will include land use and demographic data collection and analysis and a citizen involvement process. Community and neighborhood plans will be used to evaluate the Plan's effectiveness and will include necessary proposals for amendments to the Comprehensive Plan Map as appropriate. Complete a total review and update of the Comprehensive Plan Map using the community and neighborhood planning process as the update vehicle by the end of 2004.

10.3 Long Range Planning Framework ^{2 3}

Adopt the land use goals and policies as the long range planning framework and guide to the development and redevelopment of the city.

10.4 Comprehensive Plan Map ^{4 5}

The Comprehensive Plan Map is the official long-range planning guide for uses and development in the city. The Comprehensive Plan Map uses the designations listed below. The designations state the type of area each is intended for, general uses and development types desired, and the corresponding zone or zones which implement the designation. Comprehensive Plan Map designations are shown on the Official Zoning Maps.

¹ Policy 10.1 was amended, a new policy 10.2 was added, and policies 10.2 through 10.13 were renumbered by Ordinance No. 167650, May 1994.

² Policies 10.3 through 10.10 and Policy 10.13 were amended or reordered by Ordinance No. 163608, November 1990. See Appendix A for more detailed information on the changes.

³ Some policies contain objectives; Comprehensive Plan objectives adopted by ordinance are also part of the city's long range planning framework.

⁴ Amended by Ordinance No. 163608, November 1990

⁵ Amended by Ordinance No. 170136, May 1996

(1) Open Space

This designation is intended for lands that serve an open space function, primarily public lands, but also some private areas. Lands intended for open space designation include parks, natural areas, golf courses, and cemeteries. The corresponding zone is OS.

(2) Farm and Forest

This designation is intended for agricultural and forested areas in the city which are presently deficient in public services. Agriculture, forestry and extremely low density single-dwelling residential will be the primary uses. The maximum density is generally one unit per two acres. The corresponding zone is RF.

(3) Limited Single-Dwelling

This designation is intended for areas with long term service limitations and significant development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 2.2 units per acre. The corresponding zone is R20.

(4) Low Density Single-Dwelling

This designation is intended for areas with public services but which are subject to significant development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 4.4 units per acre. The corresponding zone is R10.

(5) Medium Density Single-Dwelling.

This designation is intended for areas with adequate public services but minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

(6) High Density Single-Dwelling.

This designation continues Portland's most common pattern of single-dwelling development. It is intended for areas with good public services and no development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 8.7 units per acre. The corresponding zone is R5.

(7) Attached Residential

This designation is intended for areas with complete public services and without development constraints. It allows a mixture of housing types of a single-dwelling character, including attached houses. Allowed densities for attached houses are higher than for detached housing. The maximum density is generally 17.4 units per acre for attached housing. To allow the fulfillment of these densities, the allowed scale of these projects should be allowed to be greater than for other single-dwelling housing structure types. The corresponding zone is R2.5.

(8) Townhouse Multi-Dwelling

This designation is intended for areas with good public services, no development constraints, and larger development sites. It permits a mixture of housing types of a single-dwelling character including multi-dwelling structures which also have this character. The maximum density is generally 14.5 units per acre, but may go up to 21 units per acre in some situations. The allowed scale of development is similar to that for attached single-dwelling housing. The corresponding zone is R3.

(9) Low Density Multi-Dwelling

This designation continues a common development pattern for low density multi-dwelling mixed with single-dwelling housing types. It is intended for areas with good public services and no development constraints. It may be used on larger development sites, or on smaller sites near

arterials, transit service, or commercial areas. The maximum density is generally 21.8 units per acre, but may go up to 32 units per acre in some situations. The allowed scale of the development is greater than for single-dwelling housing. The corresponding zone is R2.

(10) Medium Density Multi-Dwelling

This designation continues a common development pattern for medium density apartments. It is intended for areas with good public services, including being well served by transit, and no development constraints. It may be used for lands near arterials, transit streets, or commercial areas. The maximum density is generally 43 units per acre, but may go up to 65 units per acre in some situations. The scale of the development is intended to reflect the allowed densities while being compatible with nearby single-dwelling areas. The corresponding zone is R1.

(11) High Density Multi-Dwelling

This designation allows high density multi-dwelling structures and structures of an intense scale. It is intended for areas with good public services including transit, no development constraints, and a close proximity to commercial areas. Maximum density is based on a floor area ratio, not on a units per square foot basis. Densities will range from 80 to 125 units per acre. The corresponding zone is RH.

(12) Central Residential

This designation allows the highest density and most intensely developed multi-dwelling structures. Limited amounts of commercial uses are also allowed as part of new development. The designation is intended for the most built-up parts of the city which have the highest levels of public services. Development will generally be oriented to pedestrians. Maximum density is based on a floor area ratio, not on a units per square foot basis. Densities allowed exceed 100 units per acre. The corresponding zone is RX. The Design overlay zone will be applied in conjunction with the RX zone.

(13) Institutional Campus ⁶

This designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. Institutions eligible for the institutional campus designation include medical centers, colleges, schools and universities. Uses allowed within an area with the institutional campus designation are those that are part of the institution, accessory to the institution and/or are associated with the mission of the campus. The designation, in concert with an approved impact mitigation plan, is intended to foster the growth of the institution while ensuring the continued livability of surrounding residential neighborhoods and the viability of nearby business areas. A key aspect of the institutional campus designation is the establishment of a campus growth boundary as part of the impact mitigation plan. The area carrying an institutional campus designation reflects the maximum area that the institution is allowed to develop on under the City's Comprehensive Plan.

Two or more institutions located together may be considered a campus and receive the institutional campus designation if they share a common impact mitigation plan. Expansion of the institution beyond the area designated as an institutional campus requires a comprehensive plan amendment and an update of the campus impact mitigation plan. The corresponding zone is IR (Institutional Residential).

⁶ Added by Ordinance No. 166786, July 1993

(14) Neighborhood Commercial

This designation is intended to allow neighborhood-oriented commercial uses in and adjacent to residential areas. In more densely developed neighborhoods, development should be oriented to pedestrians. In less densely developed neighborhoods, development may be more auto-oriented. In both cases, the allowed intensity of development is low to maintain compatibility with the residential areas, and development is oriented to pedestrians, bicycles, and transit where high quality transit service is available. The corresponding zones are Neighborhood Commercial 1 (CN1) and Neighborhood Commercial 2 (CN2).

(15) Office Commercial

This designation is intended for situations where a range of office uses may be appropriate, but not a broader spectrum of commercial uses. It is intended for low intensity development on small sites in or near residential areas, and for low and medium intensity developments near arterial streets. The corresponding zones are Office Commercial 1 (CO1) and Office Commercial 2 (CO2).

(16) Urban Commercial

This designation is intended for more developed parts of the city near relatively dense residential areas. A full range of retail, service, and business uses are allowed serving a local and a larger market area. It is intended primarily for areas which are served by transit. Development should have a strong orientation to pedestrians. It is also intended to allow commercial development in some areas while maintaining housing opportunities. The corresponding zones are Mixed Commercial/Residential (CM) and Storefront Commercial (CS).

(17) General Commercial

This designation allows a full range of commercial uses having a local or regional market. Development will mostly have an auto-orientation, but along streets where high quality transit service is available, development will also be oriented to pedestrians, bicycles, and transit. It is intended for arterial streets and to be used for developing areas and for larger, older areas which already have an auto-oriented development style. The corresponding zone is General Commercial (CG).

(18) Central Commercial

This designation is intended to be the city's most physically intense commercial designation. The have the highest designation is intended for the most developed parts of the city which levels of public services. It allows a full range of commercial uses. The designation encourages development that is supportive of a pedestrian orientation. The corresponding zone is CX. The Design overlay zone will be applied in conjunction with the CX zone.

(19) Mixed Employment

This designation is intended for areas where a wide variety of employment opportunities are encouraged in an industrial-type setting. Industrial uses are allowed with few limitations. Commercial uses are allowed, but are limited in intensity so as to not overburden public services and to maintain adequate industrial development opportunities. Residential development is restricted to prevent conflicts with the other uses. The corresponding zones are General Employment 1 (EG1) and General Employment 2 (EG2).

(20) Central Employment

This designation is intended to provide for mixed-use areas in an overall industrial-type setting. The designation is intended for very developed parts of the city which have the highest levels of public services. It allows a full range of industrial and commercial uses. Residential uses are allowed but should be compatible with the surrounding nonresidential development. The

intensity of development will be higher than in other employment designations and most commercial designations. The corresponding zone is EX. The Design overlay zone will be applied in conjunction with the EX zone.

(21) Industrial Sanctuary

This designation is intended for areas where City policy is to reserve land for existing and future industrial development. A full range of industrial uses are permitted and encouraged. Nonindustrial uses are limited to prevent land use conflicts and to preserve land for industry. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).

10.5 Corresponding Zones and Less Intense Zones ⁷

Corresponding zones are zones that best implement a Comprehensive Plan Map designation. Base zones must either be the zone corresponding to the designation, or be a zone less intense than the corresponding zone. When the Comprehensive Plan Map is amended legislatively and the underlying base zones are more intensive than allowed by the amended Plan Map, the zones are automatically changed to corresponding zones. When the Comprehensive Plan Map is amended through a quasi-judicial review and the underlying base zone is more intensive than allowed by the amended Plan Map, the zone must be changed to a corresponding zone as part of the review. In either situation, when the underlying base zone is less intensive than the corresponding zone, the underlying zone may remain. Base zones that are corresponding, less intense, and more intense for each designation are shown in Table 10.4-1. (See next page)

10.6 Amendments to the Comprehensive Plan Goals, Policies, and Implementing Measures ^{8 9}

The Planning and Sustainability Commission must review and make recommendations to the City Council on all proposed amendments to the Comprehensive Plan Goals and Policies and implementing ordinances.

10.7 Amendments to the Comprehensive Plan Map ^{10 11}

The Planning and Sustainability Commission must review and make recommendations to the City Council on all legislative amendments to the Comprehensive Plan Map. Quasi-judicial amendments to the Comprehensive Plan Map will be reviewed by the Hearings Officer prior to City Council action, using procedures stated in the zoning code. For quasi-judicial amendments, the burden of proof for the amendment is on the applicant. The applicant must show that the requested change is: (1) Consistent and supportive of the appropriate Comprehensive Plan Goals and Policies, (2) Compatible with the land use pattern established by the Comprehensive Plan Map, (3) Consistent with the Statewide Land Use Planning Goals, and (4) Consistent with any adopted applicable area plans adopted as part of the Comprehensive Plan.

⁷ Amended by Ordinance No. 163608, November 1990

⁸ Amended by Ordinance No. 163608, November 1990

⁹ Amended by Ordinance No. 184046, August 2010

¹⁰ Amended by Ordinance No. 163608, November 1990

¹¹ Amended by Ordinance No. 184046, August 2010

Table 10.4-1 CORRESPONDING AND LESS INTENSE ZONES FOR EACH PLAN MAP DESIGNATION

Zone/ Plan Map Designations	OS	RF	R20	R10	R7	R5	R2.5	R3	R2	R1	RH	RX	IR	CN1	CN2	CO1	CO2	CM	CS	CG	CX	EG1	EG2	EX	IG1	IG2	IH	
Open Space	●																											
Farm & Forest		●																										
Limited SD			●																									
Low Density SD				●																								
Medium Density SD					●																							
High Density SD						●																						
Attached Residential							●																					
Townhouse Residential								●																				
Low Density MD									●																			
Medium Density MD										●																		
High Density MD											●																	
Central Residential												●																
Institutional Campus													●															
Neighborhood Commercial														●														
Office Commercial															●													
Urban Commercial																●												
General Commercial																												
Central Commercial																												
Mixed Employment																												
Central Employment																												
Industrial Sanctuary																												

● = Corresponding zone for the designation
 Shaded cell = Less intense zone for the designation
 Blank Cell = Zone too intensive for the designation

When the requested amendment is from a residential designation to a commercial, employment, or industrial designation, or from the urban commercial designation to another commercial, employment, or industrial designation, the following additional criterion must be met: The requested designation will not result in a net loss of potential housing units. Replacement of potential housing units may be accomplished through any of the following means:

- a) Rezoning and redesignating existing commercial, employment, or industrial land off site to residential;
- b) Rezoning and redesignating lower-density residential land off site to higher-density residential land;
- c) Rezoning on or off site to the CM zone;
- d) Building residential units on the site or in a commercial or employment zone off site, if there is a long term guarantee that housing will remain on the site; or
- e) Any other method that results in no net loss of potential housing units.

10.8 Zone Changes ¹²

Base zone changes within a Comprehensive Plan Map designation must be to the corresponding zone stated in the designation. When a designation has more than one corresponding zone, the most appropriate zone will be applied based on the purpose of the zone and the zoning and general land uses of surrounding lands. Zone changes must be granted when it is found that public services are presently capable of supporting the uses allowed by the zone, or can be made capable prior to issuing a certificate of occupancy. 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 disposal, transportation capabilities, and police and fire protection.

10.9 Land Use Approval Criteria and Decisions ¹³

The approval criteria that are stated with a specific land use review reflect the findings that must be made to approve the request. The approval criteria are derived from and are based on the Comprehensive Plan. A proposal that complies with all of the criteria is in conformance with the Comprehensive Plan and will be approved. A proposal that can comply with the criteria with mitigation measures or limitations will be approved with the necessary conditions. A proposal that cannot comply with the criteria will be denied.

¹² Amended by Ordinance No. 163608, November 1990

¹³ Added by Ordinance No. 163608, November 1990

10.10 Amendments to the Zoning and Subdivision Regulations ¹⁴

Amendments to the zoning and subdivision regulations should be clear, concise, and applicable to the broad range of development situations faced by a growing, urban city.

Objectives:**A.** Promote good planning by:

- Effectively and efficiently implementing the Comprehensive Plan;
- Addressing present and future land use problems;
- Balancing the benefits of regulations against the costs of implementation and compliance; and
- Assuring that Portland remains competitive with other jurisdictions as a location in which to live, invest, and do business.

B. Assure good administration of land use regulations by:

- Keeping regulations simple;
- Using clear and objective standards where ever possible;
- Maintaining consistent procedures and limiting their number;
- Establishing specific approval criteria for all land use reviews;
- Emphasizing administrative procedures for land use reviews; and
- Avoiding overlapping reviews.

C. Strive to improve the code document by:

- Using clear language;
- Maintaining a clear, logical organization;
- Using a format and page layout that eases use of the document by lay-people as well as professionals; and
- Using tables and drawings to add clarity and to shorten the document.

10.11 Enforcement ¹⁵

Develop mechanisms for better enforcement of conditions of approval for quasi-judicial reviews.

10.12 Long Range Parks Plan

The Bureau of Planning and the Park Bureau shall develop a long range parks plan for the City which will provide standards for location of park and recreation facilities and identify areas of facility deficiencies in neighborhood, district and city-wide recreational parks and programs.

10.13 Design Review ¹⁶

Develop recommendations for Council consideration for additional areas where design review would be appropriate and prepare design review standards for both existing and proposed areas.

10.14 Columbia River ¹⁷

Develop a plan for Portland's frontage along the Columbia River to protect, conserve, maintain, and enhance the scenic, natural, historical, economic, and recreational qualities of Portland's Columbia river bank.

¹⁴ Added by Ordinance No. 163608, November 1990

¹⁵ Amended by Ordinance No. 163608, November 1990

¹⁶ Amended by Ordinance No. 163608, November 1990

¹⁷ Added by Ordinance No. 163957, March 1991