

## **Chapter 10: Administration and Implementation**

### **What is this chapter about?**

The goals and policies in this chapter serve to:

- Provide guidance for how to update the Comprehensive Plan and develop implementation measures.
- Provide a clear definition of each Comprehensive Plan Map Designation.

### **Why is this important?**

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

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

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## Goals

### **Goal 10.A: Administration**

Portland's Comprehensive Plan is administered efficiently and effectively. It is implemented in accordance with State law and the goals, policies, and Comprehensive Plan Map contained in the adopted Comprehensive Plan.

## Policies

### **Administration**

To effectively administer the Comprehensive Plan, amendments to an element of the Plan or an implementation tool must be internally consistent and support the Guiding Principles listed in Chapter 1. The policies in this section direct both legislative and quasi-judicial amendments to the Plan or an implementation tool.

#### **Policy 10.1 Amending the Comprehensive Plan Goals and Policies, Urban Design Framework, List of Significant Projects, or a supporting document.**

**10.1.a.** The Planning and Sustainability Commission (PSC) must review and make recommendations to the City Council on all proposed amendments to Comprehensive Plan goals and policies, the Urban Design Framework, List of Significant Projects, or a Comprehensive Plan supporting document.

**10.1.b.** Amendments to Comprehensive Plan goals and policies, the Urban Design Framework, List of Significant Projects, or a supporting document must:

- Comply with statewide planning goals.
- Comply with the Comprehensive Plan goals and policies. "Comply" means that, on the whole, the proposal conforms with the purposes of the goals and strikes a reasonable balance among applicable goals and policies.
- Demonstrate that reasonable consideration was given to the Guiding Principles outlined in Chapter 1.
- Promote environmental justice by:
  - Extending benefits associated with environmental assets, land uses, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

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- Eliminating, where practicable, disproportionate burdens (e.g. adverse environmental, economic or community impacts) associated with land use and public investment decisions for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. In cases where disproportionate burdens cannot be eliminated, they should be minimized or mitigated.
- Leveraging land use and investment decisions to address disproportionate burdens of previous decisions.
- Effectively including impacted communities in the decision-making process (see the Community Involvement chapter of this Comprehensive Plan).
- Be consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities.

### **Policy 10.2 Amending the Comprehensive Plan Map**

**10.2.a.** The Planning and Sustainability Commission (PSC) must review and make recommendations to the City Council on all legislative amendments to the Comprehensive Plan Map, including amendments to the Urban Services Boundary. The Hearings Officer must review and make recommendations to the City Council on all quasi-judicial amendments to the Comprehensive Plan Map using procedures outlined in the Zoning Code.

When a Comprehensive Plan Map Land Use designation is amended legislatively and the underlying base zone is more intensive than the zone or zones that correspond to the designation, the underlying zone will be automatically changed to a corresponding zone. When a Comprehensive Plan Map Land Use designation is changed quasi-judicially and the underlying base zone is more intensive than the zone or zones that correspond to the designation, the quasi-judicial review must include an amendment to the corresponding zone.

In either situation, when the underlying base zone is less intensive than the zone that corresponds to the designation, the underlying zone may remain. Table 10-1 shows base zones that correspond to a land use designation and the base zones that are more intense and less intense than the zone or zones that correspond to the designation.

**10.2.b.** Legislative amendments to the Comprehensive Plan Map must:

- Comply with statewide planning goals.
- Comply with the Comprehensive Plan goals and policies. “Comply” means that, on the whole, the proposal strikes a reasonable balance among applicable goals and policies.
- Demonstrate that reasonable consideration was given to the Guiding Principles outlined in Chapter 1.
- Promote environmental justice by:
  - Extending benefits associated with environmental assets, land uses, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.
  - Eliminating, where practicable, disproportionate burdens (e.g. adverse environmental, economic or community impacts) associated with land use and public investment decisions for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. In cases where disproportionate burdens cannot be eliminated, they should be minimized or mitigated.
  - Using, where relevant and practicable, land use and investment decisions to address disproportionate burdens of previous decisions.
  - Effectively including impacted communities in the decision-making process (see the Community Involvement chapter of this Comprehensive Plan).
- Be consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities.
- Be consistent with the Metro Urban Growth Management Functional Plan.
- Recognize infrastructure and resource limitations and the investments required to support the desired change.

**10.2.c.** For quasi-judicial amendments to the Comprehensive Plan Map, the burden of proof for the amendment is on the applicant. The applicant must show that the requested change:

- Complies with Comprehensive Plan goals and policies. “Complies with” means that, on the whole, the proposal strikes a reasonable balance among applicable goals and policies.
- Is compatible with the land use pattern established by the Comprehensive Plan Map.
- Is based on reasonable consideration of the Guiding Principles outlined in Chapter 1.
- Promotes environmental justice by effectively including impacted communities in the decision-making process as outlined in the Community Involvement chapter of this Comprehensive Plan.
- Is consistent with the Statewide Land Use Planning Goals.

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- Is consistent with the identified function of, and adopted performance measures for, affected transportation facilities.
- Is consistent with the Metro Urban Growth Management Functional Plan.
- Is consistent with any adopted applicable area plans.

### **Policy 10.3 Amending the Zoning Map.**

**10.3.a.** Amending a base zone may be done legislatively or quasi-judicially. Amendments to a base zone in compliance with the Comprehensive Plan land use designation must be to the corresponding zone stated in the designation. When a designation has more than one corresponding zone, the most appropriate zone, based on the purpose of the zone and the zoning and general land uses of surrounding lands, will be applied.

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

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

### **Policy 10.4 Amending the Zoning Code.** Amendments to the zoning regulations must be done legislatively, and should be clear, concise, and applicable to a broad range of development situations faced by a growing city. Amendments should:

- Promote good planning:
  - Comply with the Comprehensive Plan goals and policies. “Comply” means that, on the whole, the proposal strikes a reasonable balance among applicable goals and policies.
- Demonstrate that reasonable consideration was given to the Guiding Principles outlined in Chapter 1.
- Promote equity:
  - Extend benefits associated with environmental assets, land uses, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

- Eliminate, where practicable, disproportionate burdens (e.g. adverse environmental, economic or community impacts) associated with land use and public investment decisions for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. In cases where disproportionate burdens cannot be eliminated, they should be minimized or mitigated.
- Use, where relevant and practicable, land use and investment decisions to address disproportionate burdens of previous decisions.
- Effectively include impacted communities in the decision-making process (see the Community Involvement chapter of this Comprehensive Plan).
- Effectively and efficiently implement the Comprehensive Plan.
- Address existing and potential land use problems.
- Balance the benefits of regulations against the costs of implementation and compliance.
- Ensure that Portland remains competitive with other jurisdictions as a location in which to live, invest, and do business.
- Ensure good administration of land use regulations:
  - Keep regulations as simple as possible.
  - Use clear and objective standards wherever possible.
  - Maintain consistent procedures and limit their number.
  - Establish specific approval criteria for land use reviews.
  - Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.
  - Emphasize administrative procedures for land use reviews.
  - Avoid overlapping reviews.
- Strive to improve the code document:
  - Use clear language.
  - Maintain a clear and logical organization.
  - Use a format and layout that enables use of the document by lay people as well as professionals.
  - Use tables and drawings to clarify and shorten the document.
  - Identify and act on regulatory improvement suggestions.

### Land use designations

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

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

**Policy 10.5 Land use designations.** The land use designation that best advances the Comprehensive Plan, including the Urban Design Framework, is applied to each parcel of land. The land use designations are shown on the official Zoning Maps. The Zoning Code contains the use and development regulations.

*Note: The pending Central City 2035 Plan will revise the Central City-specific land use descriptions, or will create new corresponding zones.*

#### Open Space

##### 1. Open Space

This designation is intended for lands that serve a recreational, public open space, or ecological function, or provide visual relief. Lands in this designation are primarily publicly owned but can be in private ownership. Lands intended for the Open Space designation include parks, public plazas, natural areas, scenic lands, golf courses, cemeteries, and large water bodies. The corresponding zone is OS.

#### Single-Dwelling Residential

##### 2. Farm and Forest

This designation is intended for agricultural and forested areas far from centers and corridors, where urban public services are extremely limited or absent, and future investment in public services are not planned. Areas within this designation generally have multiple significant development constraints that pose health and safety risks. The designation can be used where larger lot sizes are necessary to enable on-site sanitary or stormwater disposal. Agriculture, forestry and very low-density single-dwelling residential will be the primary uses. The maximum density is generally 1 unit per 2 acres. The corresponding zone is RF.



**3. Single-Dwelling — 20,000**

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

**4. Single-Dwelling — 10,000**

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

**5. Single-Dwelling — 7,000**

This designation is intended for areas near, but not adjacent to, 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 urban public services, generally including complete local street networks and access to frequent transit, are available or planned, but the development pattern is predominantly built-out at 7,000 square feet or more per dwelling unit. Areas within this designation generally have only minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

**6. Single-Dwelling — 5,000**

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

**7. Single-Dwelling — 2,500**

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

### **Multi-Dwelling Residential**

#### **8. Multi-Dwelling — 3,000**

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

#### **9. Multi-Dwelling — 2,000**

This designation allows multi-dwelling development mixed with single-dwelling housing types but at a scale greater than for single-dwelling residential. This designation is intended for areas near, in, and along centers and corridors where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 21.8 units per acre, but may be as much as 32 units per acre in some situations. The corresponding zone is R2.

#### **10. Multi-Dwelling — 1,000**

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

#### **11. High-Density Multi-Dwelling**

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

**12. Central Residential**

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

**Mixed-Use and Commercial**

*Note: The Mixed Use Zoning Project may revise the mixed-use designations, and will result in new corresponding zones.*

**13. Mixed-Use — Dispersed**

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

**14. Mixed-Use — Neighborhood**

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

**15. Mixed Use — Civic Corridor**

This designation allows for transit-supportive densities of commercial, residential, and employment uses, including a full range of housing, retail, and service businesses with a local or regional market. This designation is intended for areas along key civic corridors where urban public services are available or planned including access to high-capacity transit, frequent bus service, or streetcar service. The Civic Corridor designation is applied along some of the City's busiest, widest, and most prominent streets. As the city grows, these corridors also need to become places that can succeed as attractive locations for more intense, mixed-use

development. They need to become places that are attractive and safe for pedestrians while continuing to play a major role in the City's transportation system. Civic Corridors, as redevelopment occurs, are also expected to achieve a high level of environmental performance and design. The corresponding zones are Neighborhood Commercial 1 (CN1), Neighborhood Commercial 2 (CN2), Office Commercial 1 (CO1), Office Commercial 2 (CO2), Mixed Commercial/Residential (CM), Storefront Commercial (CS), General Commercial (CG), and Central Employment (EX).

### **16. Mixed Use — Urban Center**

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

### **17. Central Commercial**

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

### **18. Central Employment**

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

**Employment****19. Mixed Employment**

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

**20. Institutional Campus**

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

**Industrial****21. Industrial Sanctuary**

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

### **22. West Hayden Island Urban Services Area**

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

**Policy 10.6 Relationship of land use designations to base zones.** Base zones must either be the zone that corresponds to the land use designation or be a zone that is less intense. In some situations there are long-term or short-term obstacles to achieving the level of development intended by the land use designation (e.g., an infrastructure improvement to serve the higher level of development is planned but not yet funded). In these situations, a less intense zone may be applied. Base zones that are corresponding, less intense, and more intense for each land use designation are shown in Figure 10-1. When a land use designation is amended, the zone may have to be changed to correspond or be less intense than the new designation.

Figure 10-1. Corresponding and Less-Intense Zones for Each Plan Map Designation

Zone/CP Land Use Designation	OS	RF	R20	R10	R7	R5	R2.	R3	R2	R1	RH	RX	CN1	CN2	CO1	CO2	CM	CS	CG	EX	CX	EG1	EG2	EN	IR	CI1	CI2	IG1	IG2	IH
Urban Reserve	•																													
Open Space		•																												
Farm/Forest			•																											
Single Dwelling 20,000				•																										
Single Dwelling 10,000					•																									
Single Dwelling 7,000						•																								
Single Dwelling 5,000							•																							
Single Dwelling 2,500								•																						
Multi-Dwelling 3,000									•																					
Multi-Dwelling 2,000										•																				
Multi-Dwelling 1,000											•																			
High-Density MD												•																		
Central Residential													•																	
Mixed-Use Dispersed														•																
Mixed-Use Neighborhood															•															
Mixed-Use Civic Corridor																•														
Mixed-Use Urban Center																	•													
Central Commercial																		•												
Central Employment																														
Mixed Employment																														
Institutional Campus																														
Industrial Sanctuary																														

Shaded cell = Less intense zone for the designation / Blank cell = Zone too intense for the designation