

Discussion Draft

Appendix A

Guidance from the Comprehensive Plan

This document provides a summary of goals and policies from the 2035 Comprehensive Plan that provide guidance regarding development in the multi-dwelling zones. It also assesses the extent to which the existing Zoning Code includes regulatory tools to help implement these policies. This assessment was used to inform development of the Discussion Draft Zoning Code amendments, which are intended to improve implementation of Comprehensive Plan policies. In summary, policies especially relevant to the multi-dwelling zones call for development to:

- Accommodate housing growth, especially in and around centers, corridors, and transit station areas.
- Contribute to providing a diversity of housing types, including an adequate supply of affordable housing and physically-accessible housing.
- Provide healthy and safe environments for residents, with design that supports active living.
- Provide pedestrian-oriented environments that are accessible to people of all ages and abilities.
- Contribute to providing a network of safe and accessible street and pedestrian connections, especially around centers and transit stations.
- Use design that responds to and enhances the positive qualities of context, including the distinct characteristics of Portland's five neighborhood pattern areas.
- Integrate nature and green infrastructure into the urban environment, avoid environmental impacts, and reduce impervious surfaces and urban heat island effects.
- Use resource-efficient design and development approaches.

Policy Guidance and Zoning Code Implementation

The following listing provides a summary of Comprehensive Plan goals and policies that provide guidance regarding multi-dwelling development, design, and street connectivity. This listing of policy direction is accompanied by a summary assessment of whether the Zoning Code includes regulatory tools to help implement these policies. As a summary, this list paraphrases policy language and groups multiple policies that provide similar direction (refer to the 2035 Comprehensive Plan for specific policy language).

This assessment indicated that existing regulations for the multi-dwelling zones do address many of the Comprehensive Plan’s policy objectives. However, staff identified the following gaps in Zoning Code implementation of these policies.

- There are few incentives or requirements that implement policy objectives for physically-accessible units (the building code requires adaptable units in many situations, but not for multi-level units).
- Regulations do not always ensure that new street or pedestrian connections will be created in conjunction with new development.
- The same regulations mostly apply citywide, which does not ensure that development is responsive to context or to the distinct characteristics of the neighborhood pattern areas.
- Regulations do not include approaches specific to major corridors and do not ensure that residential development along busy corridors is designed to mitigate impacts to residents.
- Requirements for features supportive of healthy active living, such as spaces for outdoor recreation or for growing food, are limited and do not apply in higher-density zones.
- There are some gaps in requirements for pedestrian-oriented design, such as allowances for garages to be the primary street-facing elements of narrow-lot attached or detached houses.
- Regulations do not allow for many urban green infrastructure approaches, such as eco roofs or plantings in raised courtyards, to count toward landscaping requirements; and do not ensure that sufficient space is provided for mature tree canopy.
- Regulations do not do much to discourage large areas of impervious paving or to ensure that design minimizes urban heat island effects.

Policy Guidance	Policy Numbers	Current Zoning Code Implementation
Urban Form Policies (Chapter 3)		
Focus housing growth in and around centers, corridors, and transit station areas.	Goal 3.C, policies 3.2, 3.13	Implements. The majority of multi-dwelling zoning is located in and around these areas.
Provide a diversity of housing types and options in and around centers and corridors.	Goal 3.D, policies 3.33 and 3.37	Helps implement. The combination of multi-dwelling, mixed-use, and single-dwelling zoning in and around centers and corridors provides opportunities for a diverse range of housing.
Foster a built environment that provides a safe, healthy, and attractive environment for people of all ages and abilities.	Policy 3.4	Some requirements. Supported by building code and sidewalk accessibility standards, but some gaps in residential requirements for accessibility.
Create connected centers and transit station areas with safe and accessible pedestrian connections and bicycle routes, and prepare and adopt future street plans for centers that currently have poor street connectivity.	Policies 3.20 and 3.55	Partially implements. Street connectivity standards exist, but existing implementation tools are limited and street plans do not exist for most centers.

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In the Inner Ring Districts, provide for a diversity of housing opportunities in residential areas, encouraging approaches that preserve or are compatible with existing historic properties and development patterns.	Policy 3.43	Partially implements. Multi-dwelling zoning contributes to housing diversity in Inner Ring Districts, but regulations do not ensure compatibility with existing characteristics.
Enhance Civic Corridors as distinctive places with transit-supportive densities of housing and that provide quality living environments for residents. Development is intended to be up to mid-rise in scale (typically up to 5 to 7 stories).	Policies 3.49 and 3.50	Partially implements. Multi-dwelling zoning along Civic Corridors helps implement, and mid-rise RH zoning applies along some corridors. Regulations do not include design approaches that mitigate negative impacts of corridor traffic on residents.
Enhance Neighborhood Corridors as places with quality multi-family housing.	Policy 3.53	Partially implements. Multi-dwelling zoning along Neighborhood Corridors helps implement, but regulations do not ensure quality environments for residents along often busy corridors.
Transit Station Areas. Encourage transit-supportive concentrations of housing adjacent to high-capacity transit stations, especially in locations within centers and transit neighborhood station areas.	Policies 3.54, 3.57, 3.59	Implements. Multi-dwelling zoning provides opportunities for transit-supportive densities near many transit stations.
Integrate transit stations into surrounding communities and enhance pedestrian and bicycle facilities to provide safe and accessible connections to key destinations beyond the station area.	Policy 3.55	Partially implements. Regulations do not always result in street connections where greater street connectivity is needed.
Pattern Areas. General – encourage development and design approaches that respond to the distinctive, positive characteristics of Portland’s pattern areas, including the Inner, Eastern, and Western neighborhoods. Within the Inner Neighborhoods this means continuity with Streetcar-Era development patterns, while the Eastern and Western neighborhoods have a greater emphasis on trees, landscaping, and response to natural features.	Policies 3.70 – 3.103	Allows. However, the same development standards apply across the city, with few requirements for area-specific variation.
Inner Neighborhood Residential Areas. Continue the patterns of small, connected blocks, regular lot patterns, and streets lined by planting strips and street trees in Inner Neighborhood residential areas.	Policy 3.92	Allows. However, development is not required to continue prevalent lot or development patterns, and narrow lot development with front driveways can limit opportunities for planting streets and street trees.
Eastern Neighborhoods Pattern Area. Guide the evolving street and block system in the Eastern Neighborhoods in ways that build on positive aspects of the area’s large blocks, such as opportunities to continue mid-block open space patterns and create new connections through	Policy 3.93	Allows. However, no regulations are specific to the area’s block structure and do not require mid-block open spaces and usually do not result in new connections.

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blocks that make it easier to access community destinations.		
Require that land be aggregated into larger sites before land divisions and other redevelopment occurs. Require site plans which advance design and street connectivity goals.	Policy 3.94	No requirements. Regulations to do not require that small sites be combined before development can occur.
Encourage development and right-of-way design that preserves and incorporates Douglas fir trees and groves, and that protects the area’s streams, forests, wetlands, steep slopes, and buttes.	Policy 3.95	Partially implements. Zoning code environmental regulations protect streams and steep slopes, but are less oriented to protecting groves of trees in East Portland’s flat lands.
Encourage landscaped building setbacks along residential corridors on major streets in Eastern Neighborhoods.	Policy 3.97	Allows, but not required.
Enhance access to centers, employment areas, and other community destinations in Eastern Neighborhoods by ensuring that corridors have safe and accessible pedestrian and bicycle facilities and creating additional secondary connections that provide low-stress pedestrian and bicycle access.	Policy 3.98	Partially implements. PBOT has jurisdiction over corridor improvements, but regulations do not always ensure that new secondary connections will be created.
Western Neighborhoods Pattern Area. Increase opportunities for more people to live within walking distance of the area’s small commercial districts, create additional pedestrian and trail connections, and encourage development and infrastructure to be designed to minimize impacts on the area’s streams, ravines, and forested slopes.	Policies 3.99, 3.100, 3.101, 3.103.	Partially implements. Multi-dwelling zoning provides housing opportunities in and around centers, environmental regulations limit development impacts on streams and slopes, but regulations do not always ensure that additional public pedestrian connections will be created.
Design and Development Policies (Chapter 4)		
Context-Sensitive Design and Development. Encourage new development to be designed to respond to and enhance the distinct physical, historic, and cultural qualities of its location, while accommodating growth and change.	Goal 4.A; policies 4.1 – 4.3	Allows. However, the same development standards apply across the city, with few requirements for area-specific variation and no incentives for historic preservation.
Historic and Cultural Resources. Encourage the preservation of historic and cultural resources, including those in centers and corridors, and encourage development that fills in vacant and underutilized gaps within the established urban fabric.	Goal 4.B; policies 4.28, 4.46, 4.48	Some requirements. Regulations protect designated historic resources and allowances for transfer of development rights provide an incentive for preservation. However, regulations do not clearly guide development to underutilized sites, versus redevelopment of older buildings that are not designated historic resources.
Human and Environmental Health and Active Living. Encourage development designed to enhance human and environment health, encourage building and site design that promotes a healthy level of physical activity, and provide opportunities for growing food.	Goal 4.C, policies 4.10 and 4.87	Some requirements. Human health is supported by building code requirements, and the Zoning Code requires on-site pedestrian connections, but not all multi-dwelling zones require outdoor spaces for residents.

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Integrate natural and green infrastructure, such as trees, green spaces, ecoroofs, gardens, green walls, and vegetated stormwater facilities, into the urban environment.	Policy 4.4	Some requirements. Multi-dwelling zones require some landscaping; BES regulations require on-site stormwater management. No incentives for ecoroofs or for providing additional greenspace beyond minimum requirements.
Manage building massing to provide for public access to light and air, and encourage building design that considers privacy and solar access for residents and neighbors.	Policies 4.11 and 4.12	Some requirements. Zoning regulations manage building mass and setbacks, but do not directly address privacy or solar access.
Encourage building and site design that helps prevent crime and improves fire prevention and life safety.	Policies 4.13 and 4.14	Some requirements. Some zoning regulations encourage design supportive of “eyes on the street,” but fire and life safety mostly addressed by building code.
Pedestrian-Oriented Design. Encourage pedestrian-oriented design that is accessible to people of all abilities.	Policy 4.5	Some requirements. Supported by building code and sidewalk accessibility standards, but some gaps in pedestrian-oriented standards and residential requirements for accessibility.
Encourage development designed with windows and entrances oriented to the street, and with building that frame, shape, and activate the public space of streets and parks.	Policy 4.6 and 4.7	Some requirements. Multi-dwelling zones require windows oriented to the street in most situations, but regulations allow front-facing garages to dominate ground level street frontages and entrances are not required for multi-dwelling development.
Encourage the continued use of alleys for parking access, while preserving pedestrian access.	Policy 4.8	Allows, but alley access for parking is not required in most areas that have existing alleys.
Residential areas. In areas outside of centers, encourage a diversity of housing options that accommodate a wide range of households, while encouraging design that complements the general scale and character of neighborhoods.	Policies 4.15 and 4.16	Partially implements. Medium-density multi-dwelling zones provide some of the housing diversity in residential areas, but citywide regulations are not always responsive to differing neighborhood characteristics.
Encourage compact single-family homes and resource-efficient, healthy building design.	Policies 4.18 and 4.19	Partially implements. Medium-density multi-dwelling zones provide opportunities for compact houses and multi-dwelling housing is resource-efficient, although there are no incentives for building small houses or highly resource-efficient buildings.
Centers and Corridors. Encourage centers and corridors as places with higher-density housing close to services, with amenities that create a pedestrian-oriented environment.	Policies 4.20 and 4.21	Implements. Multi-dwelling zoning allows for higher-density housing in and around centers and include requirements for pedestrian-oriented design.
Provide accessible sidewalks, high-quality bicycle access, and frequent street connections and crossings in centers and corridors.	Policy 4.23	Some requirements. Zoning code standards address pedestrian access and bicycle parking, but do not always result

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		in new street connections in centers that lack street connectivity.
On busy streets, encourage design approaches that buffer residents from street traffic, such as through the use of landscaped front setbacks, street trees and other design approaches.	Policy 4.25	Allows , but regulations do not require design approaches that are responsive to locations on busy street corridors.
Transitions. Create transitions in development scale between higher-density areas and adjacent single-dwelling zoning.	Policy 4.30	Some requirements. Zoning providing scale transitions apply in some, but not all, areas.
Resource-Efficient Design. Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, promote seismic and energy retrofits, and encourage compact housing.	Policies 4.60 – 4.62	Allows , but no requirements or incentives. Multi-dwelling zones support the creation of attached homes and multi-family housing that are inherently resource efficient.
Encourage development approaches and building materials and technologies that result in the least environmental impact, are resource efficient, and that produce energy on site.	Policies 4.63 – 4.72	Allows , but few requirements or incentives, other than building code requirements.
Designing with Nature. Encourage design and site development practices that avoid impacts on watershed and ecosystem health, and encourage low-impact and habitat-friendly development.	Policies 4.73, 4.74, 4.75, 4.77	Some requirements , particularly in areas with environmental overlay zoning.
Limit use of and strive to reduce impervious surfaces.	Policy 4.76	Few requirements. Multi-dwelling zones limit building coverage but not other types of impervious surfaces, such as vehicle areas, which can occupy large portions of site area.
Hazard-Resilient Design. Limit development in or near area prone to natural hazards and encourage development approaches that enhance the ability to respond to natural disasters.	Policies 4.79 and 4.81	Requires. Implemented through environmental overlays, and location of most multi-dwelling zoning avoids sensitive environmental areas.
Encourage development designed to reduce urban heat island effects.	Policy 4.83	Few requirements or incentives, other than some landscaping/tree requirements.
Housing Policies (Chapter 5)		
Diverse Housing Supply. Encourage a diversity of housing types that can support a broad range of households and contribute to income diversity, including in and around centers.	Goal 5.A., policies 5.4, 5.5, 5.7, 5.31, 5.32	Helps implement. Depending on the mix of zones in an area, the combination of multi-dwelling, mixed-use, and single-dwelling zoning in and around centers often provides opportunities for a diverse range of housing. However, regulations in individual multi-dwelling zones sometimes limit possibilities for housing diversity.
Enable and encourage development of middle housing, such as multi-unit or clustered residential building that provide relatively smaller, less expensive units, and a scale transition between the core of centers and surrounding single-family areas.	Policy 5.6	Partially implements. Medium-density, multi-dwelling zoning provides middle housing opportunities around many centers, although regulations do not accommodate the full range of middle housing types, and this zoning is

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		geographically limited compared to the much greater amount of single-dwelling zoning.
Support a diverse supply of affordable and physically-accessible housing that can meet the needs of older adults and people with disabilities, especially in and around centers and other locations close to services and transit.	Policies 5.8, 5.9, 5.19	Allows , but few requirements or incentives, other than building code accessibility requirements that apply to some multifamily development.
Housing Location. Locate higher-density and affordable housing in and around centers and other locations with good access to services, employment and amenities.	Goal 5.C, policies 5.22 and 5.23, 5.31, 5.32, 5.38	Partially implements. Multi-dwelling zoning provides opportunities for higher-density housing close to centers, and Inclusionary Housing requirements help meet some of the need for affordable housing.
Housing Affordability. Provide an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs, utilizing a variety of regulatory and programmatic approaches, including inclusionary zoning.	Goal 5.D, multiple policies	Partially implements. Multi-dwelling zoning provides opportunities for affordable housing, and recently adopted inclusionary housing provisions provide new regulatory tools.
Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts.	Policy 5.36	This has been a consideration of the Better Housing by Design Project.
Encourage preservation of mobile home parks as a low/moderate-income housing option.	Policy 5.37	Allows , but no requirements for preservation of mobile home parks.
Encourage a variety of home ownership opportunities, including compact single-family options and a range of ownership arrangements.	Policies 5.39 and 5.43	Allows. Multi-dwelling zoning allows a variety of ownership opportunities, including land divisions that support “fee-simple” individual lots, and multiple other ownership arrangements.
Health and Safety. Encourage housing designed to: protect residents’ health and safety, support active living, provide energy efficiency, incorporate green building strategies, provide indoor air quality, and that supports active living by providing usable open areas, recreation areas, community gardens, pedestrian and bicycle amenities, etc.	Goal 5.C, policies 5.47 – 5.54	Some requirements , notably building code and pedestrian/bicycle requirements, but some multi-dwelling zones have no requirements for open spaces for residents.
Transportation Policies (Chapter 9)		
Modal Policies - pedestrian transportation and networks. Encourage walking as the most attractive mode of transportation for most short trips, within neighborhoods and to centers, corridors, and major destinations, and as a means for accessing transit; creating more complete networks of pedestrian facilities, and improving the quality of the pedestrian environment.	Policies 9.17 and 9.18	Partially implements. Some centers, notably in Eastern and Western neighborhoods, lack frequent street or pedestrian connections, compromising the ability to walk to local destinations. Regulatory tools have had limited success in creating new connections.

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<p>System Management - Connectivity. Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan.</p>	Policy 9.47	<p>Partially implements. See comments above.</p>
<p>Parking management. Reduce parking demand and manage supply to improve pedestrian, bicycle and transit mode share, neighborhood livability, safety, business vitality, vehicle miles traveled (VMT) reduction, and air quality.</p>	Policy 9.55	<p>Allows, but no requirements for parking demand management related to development in the multi-dwelling zones.</p>
<p>Off-street parking. Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand. Strive to provide adequate but not excessive off-street parking where needed.</p>	Policy 9.59	<p>Partially implements. Zoning code regulations include maximum parking ratios for the multi-dwelling zones, and have no or low minimum parking requirements in areas close to transit, although multi-dwelling zones do not have requirements for transportation demand management.</p>