How to Comment

Please submit comments of questions on the Discussion Draft by Monday, December 21, 2015.

Send comments to...

Email: tabitha.boschetti@portlandoregon.gov
Write: City of Portland Bureau of Planning and Sustainability
      Attn: Tabitha Boschetti
      1900 SW 4th Ave, Suite 7100, Portland, OR 97201

Comment on the Online Map App: https://www.portlandmaps.com/bps/mapapp/

Next Steps:

*Proposed Draft*: Based on Discussion Draft feedback, a *Proposed Draft* will be published in January 2016 for Planning and Sustainability Commission (PSC) consideration. At this time, Portlanders will be invited to submit public testimony to the PSC in writing or in person, at a public hearing tentatively scheduled for February 23, 2016. The Commission may amend the proposal and will subsequently vote to recommend the changes and draft plan to Portland City Council. This is then called the *Recommended Draft*.

*Recommended Draft*: City Council will hold additional public hearings and take formal public testimony on the Recommended Draft. The City Council may amend the Recommended Draft before they vote to adopt the plan. This will likely occur in Summer of 2016.

The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, please call 503-823-7700, the City’s TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.
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Acknowledgements

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1. Introduction

This project is one of eight efforts underway that will help implement the new Comprehensive Plan. These “Early Implementation” projects are the final stage of the state-required periodic review of Portland’s Comprehensive Plan.

Project Summary

The Residential and Open Space Zoning Map Update is one of several projects to implement the 2035 Comprehensive Plan. Employment, Campus Institutional and Mixed Use zoning proposals are each addressed in separate reports that include proposed changes to the Zoning Map and Zoning Code. Each is being considered through its own public process and timeline. The remaining Zoning Map changes (Residential and Open Space) are addressed in this report. There are no accompanying changes proposed to the Zoning Code.

Following Planning and Sustainability Commission (PSC) public hearings on the Employment, Campus Institutional and Mixed Use projects, the PSC will make recommendations to City Council about proposed Zoning Code changes for each project. However, before making a formal recommendation to City Council about proposed Zoning Map changes, the PSC will wait until all proposed Zoning Map changes -- including residential and open space changes – are consolidated into a single Zoning Map Update. This will enable the public and PSC to consider the proposed Zoning Map in its entirety, rather than in a piecemeal way.

What’s in this report?

This report consists of six sections:

- **Section 1** introduces the project.
- **Section 2** describes how proposed Zoning Map changes relate to the Recommended Comprehensive Plan.
- **Section 3** summarizes public and stakeholder involvement activities that have helped inform this Zoning Map update.
- **Section 4** describes proposed Zoning Map changes.
  
  *Proposals in Section 4 reflect policy and map discussions with community members and the Planning and Sustainability Commission (PSC) leading up to the PSC’s adoption of the Recommended Draft Comprehensive Plan in June 2015.*

- **Section 5** presents additional Zoning Map changes pending further analysis. These are in areas where the current zoning does not match pre-existing Comprehensive Plan designations.
  
  *Situations discussed in Section 5 (most dating back to the 1980 Comprehensive Plan) are being evaluated for zoning changes in light of current conditions and policy direction in the Recommended Draft Comprehensive Plan. This section describes factors to consider in the evaluation of zone changes.*
• **Section 6** includes maps and appendices.

Following public review and feedback on this Discussion Draft, staff will prepare a Proposed Draft for the Planning and Sustainability Commission and a new round of public review.

The audience is the general public, including stakeholders, inter-governmental partners, implementers, and other interested parties. Project stakeholders include private and public property owners, residents, businesses, neighborhood associations, community-based organizations, under-represented and underserved communities, environmental groups, the real estate industry, and property developers and builders. Implementers include City development review staff.
2. Relationship to the Comprehensive Plan

What is the difference between Comprehensive Plan map designations and zoning?

The Comprehensive Plan Map depicts a long-term vision of how and where the city will grow and change over the next 20 years to accommodate anticipated population and job growth. In contrast, the Zoning Map tells us how land can be used and what can be built on any given property today.

Zones are more specific than the Comprehensive Plan designations and come with a set of rules that clarify what uses are allowed (e.g., residences, businesses, manufacturing), and how buildings may be developed or changed (e.g., maximum heights and required setbacks from property lines).

In Portland, all properties have both Comprehensive Plan and Zoning designations. Usually these designations match.

In some situations, discussed in Section 5 of this report, long-range Comprehensive Plan residential designations applied in 1980 (or, in some cases, more recently) are different from the zoning on sites today. In residential areas, these designations assumed that infrastructure would be upgraded, opening the door for more residential density in the future. The City of Portland Official Zoning Map depicts such areas with a dotted line. Properties are labeled with the zoning designation, followed by the Comprehensive Plan designation in parentheses.

Zoning to meet long range goals

The 2035 Comprehensive Plan update includes changes to the Comprehensive Plan Map to carry out plan goals and policies related to residential development, employment, mixed use and open space. For residential uses it guides growth to increase the number of households that have access to “complete neighborhoods” -- neighborhoods with a wide range of housing types and prices, where residents have
safe and convenient access to the goods and services needed in daily life. This approach is key to having a healthier, more prosperous and equitable city in the future.

The goals and policies in the Recommended Draft Comprehensive Plan most relevant to proposed zoning map changes include Chapter 3, Urban Form; Chapter 4, Design and Development; Chapter 5, Housing; Chapter 6, Economic Development; Chapter 7, Environment and Watershed Health; and Chapter 8, Public Facilities and Services.
3. Prior public and stakeholder involvement

What have we heard leading up to this project?

The public has been involved extensively in several phases of map development leading up to the Comprehensive Plan Map that the Planning and Sustainability (PSC) voted on in June 2015.

In 2014 and 2015, the Planning and Sustainability Commission received over 4,000 pieces of testimony on the Proposed Draft (inclusive of testimony on goals, policies, maps and significant projects). Key themes raised in testimony that relate to the Comprehensive Plan and Zoning Map include:

- Support for policies to help ensure that housing remains affordable for low-income residents and prevent displacement in all of Portland’s neighborhoods.
- Concerns about and/or support for areas designated for down-designations due to public health and safety, natural hazards, other risks and/or service and infrastructure gaps.
- Support for equitable investments in transportation and infrastructure. Many commenters also highlighted the need for infrastructure to adequately support areas that are currently underserved and for areas where significant growth is anticipated.
- Recommendations and observations regarding the character of residential neighborhoods, including desire to address large homes, demolitions, infill developments and tree preservation.

Testimony to the PSC related to specific proposed or requested Comprehensive Plan mapping changes is summarized in a series of staff reports prepared for the Planning and Sustainability Commission in January through June 2015 (see Appendix I for an index of PSC staff reports and topics related to the Comprehensive Plan Map).

Public involvement activities related to mapping

Updates of the Comprehensive Plan Map and associated Zoning Map have been informed by testimony, community conversations and coordination with City service bureaus. Key public involvement activities related to mapping include:

- **Information gathering (2012):** Bureau of Planning and Sustainability (BPS) staff provided information about the Comprehensive Plan Update process and content and solicited feedback from neighborhoods and interest-based organizations, reaching over 2000 people.

- **Workshops to raise awareness and gather community input (2013):** BPS staff provided information about and collected public feedback on Working Draft Parts 1 and 2 and Growth Scenarios. Outreach focused on groups not reached by earlier outreach activities. Staff also made 65 presentations to various neighborhood associations and community groups and tabled at street fairs and other events.

- **District Mapping Conversations (2013):** District Liaisons led ten interactive workshops targeted to each District Coalition’s concerns, followed by discussion and mapping exercises.
Outreach directed towards under-represented populations (2013): Understanding gaps in earlier outreach, staff directed outreach to youth, communities of color, tenants and low income residents.

Map App release (2013): This interactive communication and engagement tool was released to share proposals, accept public comments, and allow members of the public to hold electronic "conversations" about proposals. Information about the Working Draft was shared at 51 community meetings, 33 demonstrations/training events on the Map App, and three District Mapping Conversations that also focused on area-specific issues.

Integration of public feedback (2013-2014): Staff continued to review feedback received from individuals and groups, conduct further analysis, weigh competing comments and incorporate changes to produce the Proposed Draft Comprehensive Plan (July 2014) for public and Planning and Sustainability Commission review and discussion.

Continued information sharing (2014-present): District Liaisons and other BPS staff continue to present information about process and plan content at numerous community meetings. Staff continue to share the PSC's Recommended Draft, provide guidance about how to effectively provide testimony to City Council, and present information about participating in early implementation projects including Zoning Code and Zoning Map updates.

Inter-governmental coordination

In the course of developing the proposed Comprehensive Plan Map and draft Residential and Open Space Zoning Map Update, BPS staff has consulted with City of Portland bureau and agency staff from:

- Development Services
- Transportation
- Environmental Services
- Water
- Parks and Recreation
- Fire and Rescue
- Housing
- Emergency Management
- Management and Finance
- Office of Equity and Human Rights
- Portland Development Commission

BPS staff has also consulted with staff from Portland Public Schools, David Douglas School District and Parkrose School District (the three districts with facilities entirely within the city of Portland) to understand how growth forecasts affect enrollment trends and school capacity.

Because David Douglas School District (DDSD) is experiencing serious overcrowding district-wide, BPS staff has worked closely with the DDSD Superintendent, staff, board members and their facilities planning consultant to develop a proposal for Zoning Map changes that are designed to help alleviate pressures on school capacity throughout the district.
4. Proposed Zoning Map changes

Introduction

Most proposed Zoning Map changes directly correspond to the designations applied on the Recommended Draft Comprehensive Plan Map that the Planning and Sustainability Commission has endorsed and has forwarded on to City Council.

In other cases, Zoning Map changes were proposed to match the pre-existing Comprehensive Plan Map, particularly in cases where more than one zone had been applied to a single site, or in cases of non-conforming residential density in well-served areas.

Zoning Map changes are also proposed within the David Douglas School District, where schools are significantly overcrowded and school capacity would be further strained by additional housing allowed by current zoning. In portions of the district, where infrastructure other than school capacity is in place, the Planning and Sustainability Commission has recommended that the current Comprehensive Plan Map designations remain unchanged. This signals that once the current pressures on school enrollment are alleviated with new school facilities, the zoning can change through legislative or quasi-judicial Zoning Map changes to match the higher residential densities envisioned in the Comprehensive Plan.

In a few locations, a new residential Comprehensive Plan Map designation has been proposed to represent long-term development expectation for the site, but the current zoning is proposed to be retained. This may be because current services and infrastructure (sidewalks, streets, etc.) don’t support a higher residential density today, and/or because a zone change may result in near-term displacement of residential tenants.

Reasons for proposed Zoning Map changes are briefly summarized in the table below. Additional background information about proposed changes can be found in staff reports prepared for the Planning and Sustainability Commission’s Comprehensive Plan work sessions (January through June 2015). Relevant staff reports are referenced below. See Appendix I for a list of staff report dates and topics.
Table 1: Proposed Zoning Map changes to match Recommended Comprehensive Plan Map designations

<table>
<thead>
<tr>
<th>Current zone(s) → Proposed Zone</th>
<th>Reason for proposed changes</th>
<th>Acres</th>
<th>General geography</th>
<th>Relevant PSC staff reports</th>
</tr>
</thead>
<tbody>
<tr>
<td>RF, R20, R10, R7, R5, R2.5, R3, R2, R1, IH, ME, EG2, IG2, CG, CS → OS</td>
<td>The Open Space zone is proposed to match the existing or intended parks or open space use on properties owned by the City of Portland and Metro.</td>
<td>1744.5</td>
<td>Dispersed sites citywide</td>
<td>March 24, 2015: Open Space Designations (pp. 1-3)</td>
</tr>
<tr>
<td>R1 → RH</td>
<td>Proposed zoning will provide more housing capacity adjacent to centers and corridors to reflect availability of transit, service and amenities. Proposed changes would also promote greater uniformity in scale and intensity of development within these areas.</td>
<td>12.0</td>
<td>Primarily Inner Southeast, and near centers and corridors in North Portland and Southwest Portland</td>
<td>April 14, 2015: Residential Densities: Up-Designations (pp. 2-8)</td>
</tr>
<tr>
<td>R2 → R1</td>
<td>Increase in zoning potential is proposed because infrastructure improvements have occurred or are underway to support additional housing potential in this well-served location.</td>
<td>5.6</td>
<td>Glenfair (East) and Maplewood (Southwest)</td>
<td>March 10, 2015: Residential Densities (pg. 9, 41)</td>
</tr>
<tr>
<td>R2 → R2.5</td>
<td>Proposed zone will better match what is currently built on the site, where existing buildings exceed the residential density allowed by the existing zone.</td>
<td>11.5</td>
<td>Dispersed areas in neighborhoods east of the Willamette</td>
<td>March 16, 2015: Nonconforming Residential Densities and Use (pp. 1-3)</td>
</tr>
<tr>
<td>RX → RH</td>
<td>Proposed zone will ease the transition in scale between new infill and adjacent residential development.</td>
<td>6.5</td>
<td>Dispersed sites</td>
<td>no specific report, but corresponds to Policy 4.26</td>
</tr>
</tbody>
</table>

| RX → R2                        | | | | |
| RX → R2                        | | | | |
| RX → R2.5                      | | | | |
| RX → R5                        | | | | |
| RX,RH,R2.5, CN2 | → | R1  |
| RH, R2.5       | → | R2  |
| EX, R5         | → | R2.5|
| CG             | → | R3  |
| EX, R1, R2     | → | R5  |
| R3, OS, IR     | → | R5  |
| R2/R5          | → | R7  |

Proposed zone will better match surrounding zoning and/or acknowledge what is built on the site.

| RX/R1          | → | R5  |
| R5, R7         | → | R10 |
| R10, R10/R7, R10/R7/R5 | → | R20 |

Proposed Comprehensive Plan and zoning designation changes are intended to reduce potential risks to public health and safety in areas at risk of natural hazards (e.g., landslide, wildfire, earthquake, flooding) and/or have drainage problems due to steep slopes, soil conditions, high groundwater, seeps and springs, or stream channels. Most of these areas also have limited stormwater management and drinking water capacity, or lack good quality streets and/or sidewalk connections. Proposed changes would limit the number of new homes that can be built in locations that may be hazardous, difficult or costly to provide with public services. Existing buildings would not be affected.

These areas are at risk of natural hazards (e.g., landslide, wildfire, earthquake, flooding) and/or have drainage problems due to steep slopes, soil conditions, high groundwater, seeps and springs, or stream channels.

<p>| 54.8 | Primarily Southeast Portland, and dispersed locations in East and North Portland | May 12, 2015: Final Consent Lists. &quot;Proposed Map Changes&quot; (pp. 4, 5) |
| 659.6 | Primarily Southwest hills and near Powell Butte. Also, small areas in Sellwood-Moreland, Reed, and Linnton. | March 10, 2015: Residential Densities (pp. 5-10 and i-iii) |</p>
<table>
<thead>
<tr>
<th>Zoning Areas</th>
<th>Proposed Change</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>R1, R2 → R2.5</td>
<td></td>
<td>Proposed zone would reduce allowable residential density along this truck route, while recognizing existing development. Fewer new housing units will result in fewer residents exposed to noise, vibration, and air quality impacts of truck traffic that may negatively affect human health.</td>
</tr>
<tr>
<td>R1, R2.5 → R5</td>
<td></td>
<td>Proposed zone would reduce allowable residential density in areas outside of centers and corridors, where public services and amenities are limited and where the existing development pattern is relatively established. The City will continue to pursue infrastructure improvements in these areas where they are lacking, including but not limited to new school construction, parks, safe routes to schools, and other pedestrian improvements.</td>
</tr>
<tr>
<td>EX, RX, RH, R2 → R2.5</td>
<td></td>
<td>Proposed zone would preserve the historic character of the Eliot Conservation District. The change is intended to alleviate pressure on the existing housing stock, and instead focus multi-dwelling development at higher densities along the bordering corridors (Vancouver/Williams and MLK).</td>
</tr>
</tbody>
</table>

8.3 Lombard Blvd in St. Johns, outside of the Town Center. March 10, 2015: *Residential Densities* (pp.26-28 and vii)

8.3 Lombard Blvd in St. Johns, outside of the Town Center. March 10, 2015: *Residential Densities* (pp.26-28 and vii)

649.6 Dispersed areas of Southeast, East, and North Portland. March 10, 2015: *Residential Densities* (pp. 16-21 and v-vi)

210.1 Powellhurst-Gilbert and Centennial. March 10, 2015: *Residential Densities* (pp. 11-15 and iv-v)

61.4 Eliot Conservation District (Northeast Portland). March 10, 2015: *Residential Densities* (pp. 22-25 and vi-vii)
<table>
<thead>
<tr>
<th>Original Zone</th>
<th>New Zone</th>
<th>Reason</th>
<th>Date</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>RH</td>
<td>R1</td>
<td>Proposed zone would reduce allowable residential density since the planned Orange Line light rail station at Harold Street, which was the reason for the higher density zoning, won't be built within next 20 years.</td>
<td>17.5</td>
<td>Sellwood-Moreland only (Southeast)</td>
</tr>
<tr>
<td>RH</td>
<td>R2.5</td>
<td>Proposed zone would reduce allowable residential density since the planned Orange Line light rail station at Harold Street, which was the reason for the higher density zoning, won't be built within next 20 years.</td>
<td>17.5</td>
<td>Sellwood-Moreland only (Southeast)</td>
</tr>
<tr>
<td>RH/R1, R1</td>
<td>R5</td>
<td>Proposed zone would reduce allowable residential density since the planned Orange Line light rail station at Harold Street, which was the reason for the higher density zoning, won't be built within next 20 years.</td>
<td>17.5</td>
<td>Sellwood-Moreland only (Southeast)</td>
</tr>
<tr>
<td>EG1, EG1</td>
<td>R2.5</td>
<td>Proposed change from employment to residential zoning ensures that residences previously approved through a conditional use process won't be nonconforming.</td>
<td>11.4</td>
<td>Southeast and North Portland</td>
</tr>
<tr>
<td>EG1, EG1</td>
<td>R2</td>
<td>Proposed change from employment to residential zoning ensures that residences previously approved through a conditional use process won't be nonconforming.</td>
<td>11.4</td>
<td>Southeast and North Portland</td>
</tr>
<tr>
<td>EG2, EG2</td>
<td>RH</td>
<td>Proposed change from employment to residential zoning ensures that residences previously approved through a conditional use process won't be nonconforming.</td>
<td>11.4</td>
<td>Southeast and North Portland</td>
</tr>
<tr>
<td>EG2, EG2</td>
<td>R2</td>
<td>Proposed change from employment to residential zoning ensures that residences previously approved through a conditional use process won't be nonconforming.</td>
<td>11.4</td>
<td>Southeast and North Portland</td>
</tr>
<tr>
<td>IR, IR</td>
<td>R2</td>
<td>Proposed residential zone change is because the site is no longer being considered by an adjacent or nearby campus institution for future expansion.</td>
<td>2.3</td>
<td>Collins View (Southwest), Concordia (Northeast), and Montavilla (Southeast)</td>
</tr>
<tr>
<td>IR, IR</td>
<td>R5</td>
<td>Proposed residential zone change is because the site is no longer being considered by an adjacent or nearby campus institution for future expansion.</td>
<td>2.3</td>
<td>Collins View (Southwest), Concordia (Northeast), and Montavilla (Southeast)</td>
</tr>
<tr>
<td>IR</td>
<td>R20</td>
<td>Proposed residential zone change is because the site is no longer being considered by an adjacent or nearby campus institution for future expansion.</td>
<td>2.3</td>
<td>Collins View (Southwest), Concordia (Northeast), and Montavilla (Southeast)</td>
</tr>
<tr>
<td>Various</td>
<td></td>
<td>Proposed zone will correct a situation in which a site is covered by more than one zone and more than one Comprehensive Plan designation.</td>
<td>13.7</td>
<td>Dispersed locations citywide</td>
</tr>
<tr>
<td>R2.5/R5</td>
<td>R2.5</td>
<td>Proposed zone will correct a situation in which a site is covered by more than one zone, matching an existing Comprehensive Plan designation.</td>
<td>0.7</td>
<td>Reed (Southeast)</td>
</tr>
<tr>
<td>R5, R7, R10</td>
<td>R5</td>
<td>Proposed zone will correct a situation in which a site is covered by more than one zone, matching an existing Comprehensive Plan designation.</td>
<td>0.7</td>
<td>Reed (Southeast)</td>
</tr>
<tr>
<td>R5, R2, R5</td>
<td>RH</td>
<td>Proposal will change the zoning to match the Comprehensive Plan land use designation currently in effect (as adopted in 1980 or amended more recently)</td>
<td>19.0</td>
<td>Dispersed locations citywide</td>
</tr>
<tr>
<td>R5, R7, R10</td>
<td>R5</td>
<td>Proposal will change the zoning to match the Comprehensive Plan land use designation currently in effect (as adopted in 1980 or amended more recently)</td>
<td>19.0</td>
<td>Dispersed locations citywide</td>
</tr>
</tbody>
</table>

Source: March 10, 2015: Residential Densities (pg 29-32 and vii)

Source: March 16, 2015: Nonconforming Residential Densities and Uses (pg. 1)

Source: April 14, 2015: Consent List: Map Changes (pg. 4)

Source: April 14, 2015: Consent List: Map Changes (pg. 3, 6)

Source: May 12, 2015: Consent Lists (pp. 13-21)

Source: May 12, 2015: Consent Lists (pp. 13-21)
## Table 2: Proposed Zoning Map Changes that differ from Comprehensive Plan Map Designations

<table>
<thead>
<tr>
<th>Current zone(s) → Proposed Zone</th>
<th>Reason for proposed changes</th>
<th>Acres</th>
<th>General geography</th>
<th>Relevant PSC staff reports</th>
</tr>
</thead>
<tbody>
<tr>
<td>R1 → R2</td>
<td>Proposed zone is a response to David Douglas Schools District’s limited school capacity. The change reduces residential development capacity on the sites in the near term. The long term Comprehensive Plan land use designation is proposed to remain in place, and the zoning may be adjusted at a future point when school capacity is expanded.</td>
<td>30.0</td>
<td>David Douglas School District</td>
<td>March 10, 2015: <em>Residential Densities</em> (pg 15)</td>
</tr>
<tr>
<td>R2 → R5</td>
<td>Proposed zone allows for lower residential density than the Comprehensive Plan designation to acknowledge land use history and/or promote a more consistent land use pattern.</td>
<td>1.2</td>
<td>Southwest Portland</td>
<td>n/a</td>
</tr>
<tr>
<td>R2 → R10</td>
<td><em>No change is proposed to zoning where there has been a recommended Comprehensive Plan map change</em></td>
<td>1.7</td>
<td>Eliot (Northeast), Portsmouth (North)</td>
<td>n/a</td>
</tr>
</tbody>
</table>
5. Zoning Map changes pending further analysis

Introduction

Areas where the pre-existing Comprehensive Plan designation and zoning do not match are the subject of evaluation in light of current conditions and recommended policies.

Expectations of property owners and neighbors in these areas vary. Some property owners have been waiting for years to see their zoning change to match the Comprehensive Plan designation. These owners assert that zone changes are timely now that the City is updating the citywide Comprehensive Plan and zoning. Others advocate for retaining the current zoning because it reflects the scale of development they envision for the present and the future of their neighborhood.

For the most part, however, many property owners in these situations are unaware that their zoning may be different than their property's Comprehensive Plan Map designation.

Zoning Review Areas

There is a small percentage (3.5%) of properties across the city where the Comprehensive Plan residential designation and the zoning do not match. With this Zoning Map update, these areas are being evaluated based on the current understanding of natural hazards and infrastructure constraints and conditions, as well as recommended policies such as consideration of proximity to centers or corridors. Where infrastructure issues or natural hazards continue to be present, the current proposal is to retain the existing zoning pending future improvements or conditions that would allow more development. Evaluation of areas where infrastructure issues or natural hazards were never an issue, or may no longer be an issue, is part of this Discussion Draft phase. These are being shown as “Zoning Review Areas” on the MapApp.

The “Zoning Review Areas” fall into five categories, described below. See Maps 4-10 for locations, and Appendices II and III for descriptions of Comprehensive Plan designation and zones.

1. **R5 to R2.5 - Areas that are zoned R5 and have a Comprehensive Plan designation of R2.5.** This group includes portions of Overlook, Piedmont and St Johns in North Portland; Concordia, Madison South, and Rose City Park in Northeast Portland; and Ardenwald-Johnson Creek, Creston-Kenilworth, Hosford-Abernethy, Mt Tabor, North Tabor, Reed, Richmond, Sunnyside and Woodstock in Southeast Portland.

2. **R5 to R2/R1 - Areas that are zoned R5 and have a Comprehensive Plan designation of either R2 or R1.** This group includes portions of Creston-Kenilworth, Mt Tabor, Sellwood-Moreland, Richmond and Woodstock in Southeast Portland; Madison South in Northeast Portland; and St Johns, University Park and Piedmont in North Portland.

3. **R2 to R1 - Areas that are zoned R2 and have a Comprehensive Plan designation of R1.** This group includes portions of Creston-Kenilworth, Sellwood-Moreland, Mt Tabor and Hosford-
Abernethy in Southeast Portland; St Johns and Portsmouth in North Portland; and Madison South and Roseway in Northeast Portland.

4. **Additional locations with larger lot zoning (R7 and R10) and Comprehensive Plan designations of R5, R2.5 and R2.** This group includes Cully and small areas in Madison South, both in Northeast Portland; Portsmouth in North Portland; and a portion of Eastmoreland in Southeast Portland.

5. **Areas around light rail stations** where the zoning does not match the Comprehensive Plan designations (zones and Comprehensive Plan designations vary). This group includes portions of Hosford-Abernethy (Orange Line at SE Clinton and 12th, and SE 17th and Rhine); and North Tabor and Rose City Park (60th Avenue MAX station).

With a few exceptions, groups 1 through 4 above result from a lack of plan updates to consider changed conditions since 1980, such as improved infrastructure, demographic and market factors, and increased desirability of living close to the Central City. More than half of the neighborhoods listed above are in Inner Southeast Portland, where the zoning has not been revisited in a comprehensive way since 1980.

Locations in group 5 are the result of more recent light rail station area planning. In 2013, station area planning was done for four close-in Southeast light rail station areas on the new Portland-Milwaukie light rail line. Recommendations for the OMSI and Clinton station areas are included in the Central City plan update. Recommendations for the Rhine and Holgate stations that emerged from a focused Brooklyn planning process have been folded into the Recommended Comprehensive Plan. There are two additional areas that should be considered for zone changes to support residential infill within a quarter-mile of a Max Station. Near the 17th & Rhine Max Station is land zoned R2.5 with a R1 Comprehensive Plan map designation. Near the Clinton & 12th Max Station is land zoned R2 with a R1 Comprehensive Plan map designation.

Group 5 also includes the 60th Avenue Station Area. The 2008 Eastside MAX Station Communities Project recommended Comprehensive Plan and Zone Map amendments for the 60th Avenue Station Area. While the Planning Commission recommended adoption of these changes, the legislation did not move forward to City Council because of neighborhood concerns, at the time, about pedestrian and bicyclist safety. The Recommended Draft Comprehensive Plan Map and the Mixed Use Zones Project include the Planning Commission’s recommendations for new mixed use zoning along NE Glisan and at the intersection of NE 60th and Halsey. Re-evaluation of the recommended residential zoning changes is now timely because transportation safety improvements have been recently completed, are in progress or are on the list of major projects in the Transportation System Plan.

**Process to review residential zoning**

During the Discussion Draft review period (November-December 2015), City staff is consulting with affected property owners and neighborhood residents through neighborhood association and coalition meetings a proposals for residential zoning changes where appropriate and timely. At these meetings, staff is:
Explaining proposals and how they match those for other neighborhoods with similar situations.

Sharing data and criteria used to evaluate zoning options.

- **Complete neighborhoods**: Is the area within ½ mile of a center that includes amenities such as stores, restaurants, parks, etc.?

- **Infrastructure availability**: Are there any infrastructure constraints? These include substandard streets and/or sidewalks; and water, stormwater, other transportation or sewer system constraints.

- **The built environment**: Are there nonconforming residential buildings that exceed the potential number of units allowed by today's zoning? Are there underlying lots or alleys?

- **Recent development activity**: Have there been individual requests for zone changes that have been approved through land use reviews? Have there been lot confirmations with new dwellings built on the resulting smaller lots?

- **Equity considerations**: Are there residential tenants and/or populations more vulnerable to displacement in the area?

Collecting questions, concerns and other feedback on possible zone changes.

Describing how to stay involved and be heard in upcoming decision making processes.

The *Proposed Draft* of the Residential and Open Space Zoning Map Update will include specific proposals for Zoning Map changes. Informed by public feedback and additional analysis during this initial review period, the Proposed Draft will be presented to the Planning and Sustainability Commission for public hearings, followed by City Council consideration and decisions.

**Options under consideration**

While there are common situations and characteristics shared by the various Zoning Review Areas, there are also a number of differences among them. The analysis of quantitative as well as qualitative factors for each area will be important to inform individual recommendations. The implications of these options are explained in further detail below. Options include:

1. Changing the zoning to match the Comprehensive Plan designation throughout an entire area.

2. Changing zoning to match the Comprehensive Plan designation only on specific properties with nonconforming residential development and/or lot size, to bring those properties into conformance.

3. Retaining the status quo (leaving the difference between the zoning and Comprehensive Plan designation as is).

In some cases, if there is not a compelling reason to change the zoning to match the Comprehensive Plan designation, and there is no foreseeable change in circumstances during the life of this new
Comprehensive Plan, the appropriate option may instead to be to change the Comprehensive Plan designation to match the zoning.

Implications of different options

1. If zoning were changed to match the Comprehensive Plan designation throughout an entire area:
   a. A broader variety of housing types and choices would be available near transit, amenities and services.
   b. Change would only occur if and when property owners choose to redevelop. Existing houses could remain indefinitely. The pace of any change is highly variable, depending on a number of factors that are neighborhood-specific.
   c. Nonconforming residential dwelling units (i.e., existing units that exceed the number allowed by current zoning) would be preserved, or a similar number of units could be redeveloped.
   d. Property owners would have more flexibility to improve or redevelop property over time, without having to undergo a zone change process with accompanying costs.
   e. Some demolition of existing units could occur. For example, in an area with the R2.5 designation, it would be possible to demolish one house on a 5,000 square foot lot and replace it with either one or two houses. It would be the property owner’s choice to retain a single house on a 5,000 lot or redevelop to the allowed density. The latter choice would, in most cases, result in demolition of the existing house.

2. If zoning were changed to match the Comprehensive Plan designation only on specific properties with nonconforming residential development and/or lot size, to bring those properties into conformance:
   a. Nonconforming development (residential buildings with more dwelling units than allowed by zoning in place today) would become conforming or closer to conforming, but otherwise density in the neighborhood would not change.
   b. Demolitions could still occur. For example, in an R5 zone, if a single house is demolished on a 5,000 square foot lot, it could be replaced only with a single house (with possible exceptions only on corner lots that may allow duplex or attached housing development). The resulting house is likely to be larger and more expensive than the previous house.
   c. Incremental development could still occur at the higher density allowed by the Comprehensive Plan designation through the Zone Map Amendment land use review
process. The costs of the land use review would be added to the price of any new development.

3. **If the areas retain the status quo (leaving the difference between the zoning and Comprehensive Plan designation as is):**
   
   a. Demolitions could still occur. For example, in an R5 zone, if a single house is demolished on a 5,000 square foot lot, it could be replaced only with a single house (with possible exceptions only on corner lots that may allow duplex or attached housing development). The resulting house is likely to be larger and more expensive than the previous house.
   
   b. Incremental development could still occur at the higher density allowed by the Comprehensive Plan designation through the Zone Map Amendment land use review process. The costs of the land use review would be added to the price of any new development.
   
   c. Existing nonconforming residential development would continue to be nonconforming. If demolished, a multiplex could only be replaced by a single dwelling (assuming a 5,000 square foot lot in an R5 zone). This would result in a loss of existing residential units. Additionally, the new house would likely be significantly more expensive than the units being replaced, affecting affordability in the neighborhood.
   
   d. Neighbors and property owners may be surprised if new development occurs on an individual lot in the neighborhood as a result of a Zone Map Amendment, since most people are not aware that there may be a different Comprehensive Plan designation in place.

If key infrastructure improvements are not expected in the next 10-20 years (that is, there are no transportation or other improvements identified on the fiscally constrained Significant Projects List), this may be a reason to consider a change in the Comprehensive Plan land use designation to match the existing zoning.
6. Appendices and Maps

Appendix I: Previous Staff Reports Related to Residential and Open Space Zoning

<table>
<thead>
<tr>
<th>PSC Work Session Date</th>
<th>Report Title</th>
<th>Sections Contained</th>
<th>URL</th>
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<td>Jan 27, 2015</td>
<td>Centers and Corridors Growth Strategy</td>
<td>• Urban Design Framework Diagram  &lt;br&gt; • Comp Plan Map  &lt;br&gt; • Investment Strategy  &lt;br&gt; • Relationship to Mixed Use Zones  &lt;br&gt; • Commercial Gentrification and Displacement</td>
<td><a href="http://efiles.portlandoregon.gov/Record/7159906">http://efiles.portlandoregon.gov/Record/7159906</a></td>
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<td>Jan 27, 2015</td>
<td>Miscellaneous Consent List #1</td>
<td>• Plan Introduction  &lt;br&gt; • Flood Management and Drainage Districts  &lt;br&gt; • Right-of-Way Vacation  &lt;br&gt; • Trails  &lt;br&gt; • Urban Forest/Street Trees  &lt;br&gt; • Miscellaneous Policy Recommendations  &lt;br&gt; • Other Miscellaneous Mapping Recommendations</td>
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<td>March 10, 2015</td>
<td>Residential Densities</td>
<td>• Natural Hazards....  &lt;br&gt; • Distance from centers and corridors....  &lt;br&gt; • Historic character in a Conservation District  &lt;br&gt; • Down-designations...truck route  &lt;br&gt; • Appropriate density...anticipated light rail won’t be built...</td>
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<td>March 10, 2015</td>
<td>Housing Affordability and Residential Compatibility</td>
<td>• Homelessness&lt;br&gt; • Regulated Affordable Housing&lt;br&gt; • Housing Variety &amp; Opportunity Areas&lt;br&gt; • Gentrification and Displacement&lt;br&gt; • Residential Compatibility</td>
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<td>April 14, 2015</td>
<td>Staff Analysis of Community Based Anti-Displacement Recommendations</td>
<td>• Comp Plan Amendments&lt;br&gt; • Scale &amp; Applicability&lt;br&gt; • Legal Research Agenda&lt;br&gt; • Zoning Tools</td>
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<td>April 14, 2015</td>
<td>Background Information about Eastmoreland</td>
<td>Introduction, maps, and charts</td>
<td><a href="http://efiles.portlandoregon.gov/Record/7424783">http://efiles.portlandoregon.gov/Record/7424783</a></td>
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<td>May 12, 2015</td>
<td>Comprehensive Plan Update: Final Consent Lists</td>
<td>• Policy Changes (Ch 1-10 and CSP)&lt;br&gt; • Land Use Map Changes&lt;br&gt; • Non-conforming use</td>
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Appendix II: Proposed Comprehensive Plan Designation Definitions

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.

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.

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.

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.

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.
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 \textit{R5}.

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 \textit{R2.5}.

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 \textit{R3}.

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 \textit{R2}.

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 \textit{R1}.

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.

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.
Appendix III:
Proposed Residential Zone Definitions

OS (Open Space) zone
The Open Space zone is intended to preserve and enhance public and private open, natural, and improved park and recreational areas identified in the Comprehensive Plan. These areas serve many functions including:
- Providing opportunities for outdoor recreation;
- Providing contrasts to the built environment;
- Preserving scenic qualities;
- Protecting sensitive or fragile environmental areas;
- Enhancing and protecting the values and functions of trees and the urban forest;
- Preserving the capacity and water quality of the stormwater drainage system; and
- Providing pedestrian and bicycle transportation connections.

RF (Residential Farm/Forest) zone
The RF zone is the lowest density single-dwelling residential zone. The major types of new housing development will be limited to single family houses.

R20 (Residential 20,000) zone
The R20 zone is a low density single-dwelling zone which allows 1 dwelling unit per 20,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R10 (Residential 10,000) zone
The R10 zone is a low density single-dwelling zone which allows 1 dwelling unit per 10,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R7 (Residential 7,000) zone
The R7 zone is a low density single-dwelling zone which allows 1 dwelling unit per 7,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R5 (Residential 5,000) zone
The R5 zone is a low density single-dwelling zone which allows 1 dwelling unit per 5,000 ft². The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.

R2.5 (Residential 2,500) zone
The R2.5 zone is a low density single-dwelling zone which allows 1 dwelling unit per 2,500 ft². The major types of new housing development will be single family dwellings, row houses, duplexes and accessory dwelling units (ADU).
R3 (Residential 3,000) zone
The R3 zone is a low density multi-dwelling zone. It allows approximately 14.5 dwelling units per acre. Density may be as high as 21 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one and two story buildings and a relatively low building coverage. The major type of new development will be townhouses and small multi-dwelling residences. This development is compatible with low and medium density single-dwelling development. Generally, R3 zoning will be applied on large sites or groups of sites.

R2 (Residential 2,000) zone
The R2 zone is a low density multi-dwelling zone. It allows approximately 21.8 dwelling units per acre. Density may be as high as 32 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one to three story buildings, but at a slightly larger amount of building coverage than the R3 zone. The major types of new development will be duplexes, townhouses, rowhouses and garden apartments. These housing types are intended to be compatible with adjacent houses. Generally, R2 zoning will be applied near Major City Traffic Streets, Neighborhood Collector and District Collector streets, and local streets adjacent to commercial areas and transit streets.

R1 (Residential 1,000) zone
The R1 zone is a medium density multi-dwelling zone. It allows approximately 43 units per acre. Density may be as high as 65 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one to four story buildings and a higher percentage of building coverage than in the R2 zone. The major type of new housing development will be multi-dwelling structures (condominiums and apartments), duplexes, townhouses, and rowhouses. Generally, R1 zoning will be applied near Neighborhood Collector and District Collector streets, and local streets adjacent to commercial areas and transit streets.

RH (High Density Residential) zone
The RH zone is a high density multi-dwelling zone. Density is not regulated by a maximum number of units per acre. Rather, the maximum size of buildings and intensity of use is regulated by floor area ratio (FAR) limits and other site development standards. Generally the density will range from 80 to 125 units per acre. Allowed housing is characterized by medium to high height and a relatively high percentage of building coverage. The major types of new housing development will be low, medium, and high-rise apartments and condominiums. Generally, RH zones will be well served by transit facilities or be near areas with supportive commercial services.

RX (Central Residential) zone
The RX zone is a high density multi-dwelling zone which allows the highest density of dwelling units of the residential zones. Density is not regulated by a maximum number of units per acre. Rather, the maximum size of buildings and intensity of use are regulated by floor area ratio (FAR) limits and other site development standards. Generally the density will be 100 or more units per acre. Allowed housing developments are characterized by a very high percentage of building coverage. The major types of new housing development will be medium and high rise apartments and condominiums, often with allowed retail, institutional, or other service oriented uses. Generally, RX zones will be located near the center of the city where transit is readily available and where commercial and employment opportunities are nearby. RX zones will usually be applied in combination with the Central City plan district.
IR (Residential Institutional) zone
The IR zone is a multi-use zone that provides for the establishment and growth of large institutional campuses as well as higher density residential development. The IR zone recognizes the valuable role of institutional uses in the community. However, these institutions are generally in residential areas where the level of public services is scaled to a less intense level of development. Institutional uses are often of a significantly different scale and character than the areas in which they are located. Intensity and density are regulated by the maximum number of dwelling units per acre and the maximum size of buildings permitted. Some commercial and light industrial uses are allowed, along with major event entertainment facilities and other uses associated with institutions. Residential development allowed includes all structure types. Mixed use projects including both residential development and institutions are allowed as well as single use projects that are entirely residential or institutional. IR zones will be located near one or more streets that are designated as District Collector streets, Transit Access Streets, or streets of higher classification. IR zones will be used to implement the Comprehensive Plan’s Institutional Campus designation. The IR zone will be applied only when it is accompanied by the “d” Design Review overlay zone.
Maps

For interactive maps, go to https://www.portlandmaps.com/bps/mapapp/ and select “Residential and Open Space Zoning” or call our helpline at 503-823-0195 for further assistance.

Map 1. Proposed Residential and Open Space Zoning (Proposed Zoning)

Map 2. Proposed Residential and Open Space Zoning (Categories of Change)

Map 3. Downzone Areas in David Douglas School District

Map 4. Zoning Review Areas—R5(R2.5): Southeast Portland

Map 5. Zoning Review Areas—all others: Southeast Portland

Map 6. Zoning Review Areas—R5(R2.5): Northeast Portland

Map 7. Zoning Review Areas—all others: Northeast Portland

Map 8. Zoning Review Areas—R5(R2.5): North Portland

Map 9. Zoning Review Areas—all others: North Portland

Map 10. Zoning Review Areas: Southwest Portland
Proposed Residential and Open Space Zoning

Categories of Change
- Zoning Matches Recommended Comp Plan
- Zoning Matches Existing Comp Plan
- Other Zoning Changes
- City Boundary

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Charlie Hales, Mayor - Susan Anderson, Director
E-mail: pgis@portlandoregon.gov, GIS Division
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Zone Review Geographies*

Inner Neighborhoods, Northeast

Legend

- Zone Review Geographies
- City Boundary

*Does not include R5(R2.5)

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