

Existing Policies Related to LAND USE

PURPOSE OF THIS PAPER: To show existing policies related to Land Use for the CAC's consideration.

BACKGROUND: *The current County Comprehensive Plan and Rural Area Plans contain many policies and strategies pertaining to land use that are still applicable and worth consideration for retaining -- some without changes and some with text changes to update the language for better clarity or for countywide applicability. These current policies and strategies could be carried over into the new comprehensive plan so long as they do not conflict with any new policy that emerges from this comprehensive plan update process. Wherever a conflict occurs, the existing policy language would either have to be eliminated or revised to be consistent with the new policy.*

Some policies related to both land use and farm and forest lands were provided to the CAC in an earlier document listing farm and forest policy options. To avoid confusion, those policies are not listed in this document. In addition, several new policies are being drafted to address specific issues being discussed by the Land Use Subcommittee and CAC. Those policies are also not included here but are provided in a separate document.

Some policies and strategies from the current Comprehensive Plan are recommended to be deleted. They fall into the following categories:

- *Directly repeat state requirements.*
- *Pertain to urban areas only and are not applicable to the rural areas.*
- *Are related to actions that have already been undertaken or processes that are no longer relevant, given changes in state law or regional requirements.*

Policies and strategies proposed for deletion are shown in a separate section at the end of this document.

Explanation of Different Types of Text in this Document

Standard text – means existing language from the County Comprehensive Plan or a Rural Area Plan.

~~Strikeouts~~ – means existing text that is being deleted.

Underlined – means new text that is being added.

Bold Underlined – means new policies or strategies.

LAND USE POLICIES PROPOSED FOR RETENTION

Existing Policy Language from the County Comprehensive Plan and Rural Area Plans

Off-Site Effects

INTRODUCTION

Development proposals which meet all required standards may have “off-site” effects on surrounding properties or the community. In those cases where a proposed development can be expected to have off-site effects, the County may attach appropriate conditions to approval of all land use actions which minimize these effects. These conditions shall be related to the anticipated effect of the development proposal and proportional to the effect. The authority to attach conditions to mitigate off-site effects shall be specified in the development code.

POLICY

Apply conditions to approval of land use actions where it is necessary to:

- A. Protect the public from the potentially deleterious effects of the proposed use; or
- B. Fulfill the need for public service demands created by the proposed use.

Community Identity

INTRODUCTION

Community identity is a feeling people have about their community, whether urban or rural, and it serves many functions. An identifiable community allows a person to immediately have a place of reference. For those people who live in a community, it provides a sense of place and belonging. Evidence has also shown that a sense of identity tends to generate pride and encourages people to maintain and enhance their place of residence.

Community identity can be achieved as a part of the development process through:

1. The identification and reinforcement of visible boundaries or edges to each community which can be man-made or natural features.

2. The preservation of a distinctive or unique natural feature such as natural drainageways, timber stands, and significant land forms. These distinctive features provide visual variety and interest to a community, as well as to provide a sense of identity.
3. The location, scale and functional design of rural community services such as roads, schools, fire stations, and other special districts that serve rural communities. These community elements provide community focal points, places and boundaries in a manner which support community pride and long-term stability. Service buildings become a focal point for cultural or educational activities and serve to reinforce identity.

POLICY

A. Create, maintain or enhance rural community identity by:

1. Identifying and reinforcing community boundaries;
2. Identifying significant natural features and requiring these to be preserved;
3. Requiring identified significant natural features be preserved as part of the development process.

STRATEGIES

1. Maintain an inventory of unique natural features in each rural community and preserve them through the Design Review Process or other appropriate means.
2. Identify the need and appropriate locations for public facilities.

Urban Land

INTRODUCTION

While the purpose of the Urban Growth Boundary is to define the limits of urban growth, the intent is to provide communities with urban services by emphasizing the social and economic aspects of urban life. The urban environment should include identifiable communities with a range of housing, commercial, and employment choices, and public and private services. These must be located and designed to relate to the needs of the people within the various communities.

The urban area includes all uses generally located within the urban growth boundary of the Portland Metropolitan area; however, the location of urban uses will be guided by the policies of this plan.

POLICY

A. Establish and maintain an Urban Growth Boundary in accord with the following:

1. METRO's authority under state law to establish and change the UGB.
2. The procedures adopted by METRO for UGB amendments.
3. The requirements of statewide Goal 14 on UGB amendments and any applicable statute pertaining to UGB amendments.

Note: The following are proposed new policies related to land inside the UGB.

B. Transfer land use planning and regulatory jurisdiction to Multnomah County cities for the unincorporated lands within the Urban Growth Boundary in accordance with approved urban planning area agreements between the County and the cities.

C. Support higher densities and mixed land uses within the Urban Growth Boundary.

Urban and Rural Reserves

The urban and rural reserves policy was just adopted in 2010 as part of the urban and rural reserves process. It should be retained in its entirety.

Rural Centers

INTRODUCTION

The purpose of the Rural Center Land Area Classification is to provide for rural service centers located outside the Urban Growth Boundary. Rural service centers contain limited commercial, community service, industrial and residential uses. Public sewer service is not available, and other support services are usually limited. The intensities and types of uses located within these centers must be appropriate to the character of the rural area.

The intent of the Rural Center Classification is to provide rural services for the residents and businesses located in the rural areas of the County; it is not intended to encourage growth of centers as dense communities. The arrangement of the land use pattern will be guided by the policies contained in this Plan.

Commercial uses within unincorporated areas of the County are predominantly found in rural centers and largely support those communities. The availability and accessibility of consumer goods and services enhances a community's economic base and livability. Commercial activity

in rural centers can adversely affect the community by having obtrusive buildings, flashing signs, noise levels, lighting, and traffic patterns which are detrimental to the quality of life in adjoining residential areas, and ingress and egress points which can create traffic congestion and hazards. Locational opportunities for siting and expanding commercial firms must meet the needs of establishments for profitable locations, needs of the community for consumer goods and services, and needs of the public for orderly development and efficient provisions of public services and facilities.

Office uses provide a broad range of services including activities such as insurance, finance, real estate, medical, business headquarters, governmental services, office sales, administration and research. In rural centers these uses are primarily directed to the public but may also serve other businesses. In addition to providing needed services, these uses also provide employment for a number of people, as well as benefits to the surrounding rural community. Office uses can create problems with access, circulation, signs, noise and congestion associated with automobile traffic.

In rural centers industrial type uses may include manufacturing, storage, wholesale trade, or construction. There are many types of industrial activities ranging from those with no off-site effects to those which emit noise, vibrations, air pollution, heat, solid waste or odors, and those which have associated fire or explosion hazards. Therefore, industries must be classified as to type, and their location in the community must be carefully planned. To assure that industry is a compatible and integral part of a community, there must also be public environmental and design standards.

POLICIES – SITING, ESTABLISHMENT AND EXPANSION

- A. Establish and maintain Rural Centers which are intended primarily for commercial and community services needed by the residents of the rural areas of the County, and to provide some tourist services.
- B. Establish Rural Centers based on existing center development, local area needs, an evaluation of probable impacts on adjacent natural resource areas, the demand for land to serve the primary purposes in a compact pattern, and the capacity and condition of existing support services.
- C. Allow for expansion of a Rural Center (RC) to adjacent land based upon findings that:
 - 1. Land zoned EFU will not be included unless that is the only land physically available;
 - 2. Insufficient vacant available land exists within the center;

3. The expansion will not significantly impact adjacent natural resource or rural residential areas, or that such impacts can be mitigated;
 4. The expansion will be adjacent to existing RC boundaries; and
 5. The expansion is not for the primary purpose of residential development.
- D. Determine the suitability of uses within a Rural Center by:
1. Measuring the need for a use based upon the primary intent of the center.
 2. Determining that sufficient land exists within a center to accommodate the needed uses and maintaining a measurement of absorption rate of vacant lands.
 3. Establishing development standards commensurate with the rural nature of the area.
 4. Ensuring that adjacent natural resource areas are minimally impacted.
 5. Ensuring that new or expanded commercial and industrial uses will not result in public health hazards or adverse environmental impacts and will not exceed the capacity of water and sewer service available to the site.
- E. Continue to reinforce the rural nature of designated rural communities by limiting residential development to one dwelling unit per Lot of Record and through other Comprehensive Plan policies and Development Code provisions. (WSR)
- F. Accommodate permitted growth and development within designated rural communities while preserving their rural function and appearance. (WSR)

POLICIES – LAND USES

- A. Improve the availability and accessibility of consumer goods and services for rural residents by supporting the location and scaling of commercial and office development in rural centers to meet the needs of local residents and businesses and the surrounding community, and reinforce community identity.
- B. Encourage land use development patterns within rural centers which support the efficient use of existing rural centers.
- C. Locate commercial activities in rural centers which are planned and developed as a unit related in location, size and type of shops to the trade area to be serviced and to create aesthetically attractive community focal points.

- D. Locate office services in rural centers where they can best serve the surrounding rural community by providing jobs and services close to where people live.
 - E. Allow for the siting and expansion of industrial activities in rural centers in order to generate new jobs.
 - F. Protect the stability and functional aspects of industrial uses by protecting them from incompatible uses.
 - G. Provide for tourist commercial uses in clusters at highway interchanges or in areas with special tourist attractions.
 - H. Provide for home occupations and small business in rural centers to assist in developing new business opportunities and to increase convenience to rural residents.
 - I. Minimize adverse impacts of commercial, office and industrial development on adjacent land uses through site location and design standards.
 - J. Reduce crime through design and site location based on the principles of defensible space.
 - K. Support commercial, office and industrial development siting and expansion at sites of a size which meets locational and development needs of present and future uses and is of a shape which allows for a site layout in a manner which and maximizes user convenience and energy conservation.
 - L. Promote economic diversification and growth in rural centers by allowing appropriate uses meeting locational and site requirements of manufacturing, wholesale trade, and distribution industries.
 - M. Promote compatible development and minimize adverse impacts of site development on adjacent properties and the surrounding community through the application of design review standards.
 - N. Support the location of commercial, office and industrial activities on existing transportation systems with volume capacities and modal mixes available and appropriate to serve present and future scales of operation.
 - O. Encourage land use development patterns which protect the stability and functional aspects of industrial uses by protecting them from incompatible uses.
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Rural Residential Land

INTRODUCTION

The purpose of the Rural Residential Land Area classification is to provide for rural residential development in certain parts of the County where the use is already well established and where future development will not cause the loss of either rural character or natural resource lands. The intensity of the land use pattern is to be based on the capacity of the resource base to accept such uses, the existing level of services, and the goals of retaining rural character and natural resource uses.

The intent of this classification is to provide for rural residential development in areas which are not suitable for commercial farm or forest operations because of the existing land use pattern of development, small parcel sizes, non-aggregated ownership, and largely non-commercial resource uses. Small scale agriculture and forestry operations may occur and are, in fact, considered to be an integral part of the rural residential environment. Such uses as wholesale and retail sales for agricultural products grown on the premises, limited forest product processing, cottage industries, limited rural service commercial and tourist commercial may be developed as conditional uses in accord with established criteria.

POLICY

A. Designate limited areas for rural residential development based upon the following criteria:

1. Significant parcelization when an average of five (5) acres or less has already occurred, the majority of which are separately owned and developed;
2. The area is not a cohesive commercial farm or forest resource area;
3. The designated area is compatible with any adjacent farm or forest uses and would not cause any substantial conflict with these natural resource uses;
4. The land resource is predominantly forest or forest-agricultural in nature (discounting the residences), rather than agricultural in character;
5. There are no physical development limitations which would cause the area to be hazardous for development; and
6. Limited, but adequate, services must be available for the area, including those provided on-site (water and subsurface sewage disposal), as well as off-site (school, fire, police).

B. Protect farmland from encroachment by residential and other non-farm uses that locate in the RR zone. (WSR)

Houseboats

Houseboats are a type of rural residential land use. Policies pertaining to houseboats are only relevant to Sauvie Island/Multnomah Channel, which is the only area of the County outside of city boundaries where they are allowed. Houseboats and other floating residences are being addressed in the SIMC rural area plan. Whatever policies are adopted in the SIMC plan will be incorporated into the County Comprehensive Plan.

Community Facilities and Uses

INTRODUCTION

Community facilities and services include public and private activities which are operated for the benefit of the public and to fill a social need. For rural areas of the County basic services which have a direct effect on the public health, safety and welfare are schools, transportation, public utilities and solid waste disposal. Essential support services include police and fire protection; storm drain facilities; planning, zoning, and subdivision control; health and recreational facilities and services; energy; communications; and community governmental services.

A community's need for types and levels of community services depends on the intensity and density of development, neighborhood characteristics, the present availability of services, and the accessibility of existing facilities or service alternates. Service providers, in making their locational decisions, must take into account such factors as public need, location of target clientele, existing financial obligations, present and anticipated resource availability, and costs of physical plant and program development. Taken together, the siting and expansion of community facilities must be at locations reflective of community needs and the ability of service agencies to deliver services.

- A. Support the location of community facilities at sites which reinforce the timely and orderly delivery of rural level services, maximize efficient use of existing facilities and provide for the development of new and additional rural level services where unmet public need has been identified.
- B. Support the siting and development of community facilities and services appropriate to the needs of rural areas.

- C. Encourage land use development which supports the efficient use of existing and planned community facilities.
 - D. Support a unified approach to long-range community facilities planning and capital investment programming for rural areas.
 - E. Support community facilities siting and development at sites of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
 - F. Promote compatible development and minimize adverse impacts of site development on adjacent properties and the surrounding rural community through the application of design review standards.
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Design Review

INTRODUCTION

An important purpose for land use planning is to develop plans which designate locations where farming, timber production, residential, commercial, industrial, and community service activities will take place. The purpose of the Design Review Process is to minimize conflicts in the location and development of different land uses in the same area and to help assure efficient, satisfying and safe land developments of lasting value and benefit. The Design Review Process considers the location, scale and design of land uses and their relationship to one another.

POLICY

- A. Maintain a design process which:
 - 1. Evaluates and locates development proposals in terms of scale and related community impacts with the overall purpose being a complementary land use pattern.
 - 2. Evaluates individual public and private developments from a functional design perspective, considering such factors as privacy, noise, lights, signing, access, circulation, parking, provisions for the handicapped and crime prevention techniques.
 - 3. Allows for an administrative procedure with an appeal process, and using criteria and guidelines developed specifically for the different type of land use developments.

4. Establishes criteria and standards for preexisting uses commensurate with the scale of the new development proposed.

STRATEGIES

A. Maintain an expeditious Design Review Process with provisions for enforcing requirements.

B. The following strategies should be maintained as a part of the Zoning Ordinance:

1. Design Review Provisions should be maintained with objectives to:

- a. Preserve and enhance the amenities of the natural and developed environment;
- b. Maintain and improve the qualities of and relationships among buildings and surrounding uses;
- c. Insure that individual development contributes to a quality environment for people utilizing the development; and
- d. Encourage consideration for the climate, soil capabilities and limitations, topography and natural vegetation in the site plan.

2. Design Review Criteria should be maintained related to:

- a. Identity;
- b. Site Layout, considering such factors as: climate, privacy, usable outdoor areas, topography, vegetation, natural drainage, use by handicapped (as required under the State Uniform Building Code, O.R.S. 447.210 - 447.310, and all other applicable requirements), and crime prevention;
- c. Private outdoor spaces;
- d. Parking;
- e. Circulation;
- f. Service and delivery areas;
- g. Entry areas;
- h. Outdoor storage;

- i. Landscaping;
- j. Connection to the street and parking areas;
- k. Building orientation on-site as related to crime prevention;
- l. Safety and privacy; and
- m. Preservation of natural landscape.

Other General Policies *(The following are existing policies related to land use that do not fit into any of the previous subjects. If retained, they will be incorporated into the appropriate sections of the comprehensive plan.)*

POLICIES

- A. Provide educational materials for residents and property owners that explain the county zoning code in understandable terms. (ESR)
- B. Consistent with state law, provide notice to any affected property owner of changes to land use and zoning regulations which will directly affect his/her property. (ESR)
- C. Where possible, use incentives, rather than restrictions or disincentives, to accomplish land use and other policies contained in Comprehensive Plan. (WH)
- D. Protect sites required for generation of energy.

STRATEGIES

- A. Maintain an inventory of energy production sites within the County.
- B. Coordinate with appropriate regulatory or licensing authorities in the protection of sites required for energy generation.
- C. Include provisions in the zoning code for energy generation facilities as a conditional use.

POLICY 9: Agricultural Land Area *(This policy can be found under Farm, Forest and Mineral Resource Policies)*

POLICY 10: Multiple Use Agricultural Land Area *(This policy can be found under Farm, Forest and Mineral Resource Policies)*

POLICY 11: Commercial Forest Land Area *(This policy can be found under Farm, Forest and Mineral Resource Policies)*

LAND USE POLICIES PROPOSED FOR DELETION

Existing Policy Language from the County Comprehensive Plan

POLICY 6: Urban Land Area

STRATEGIES

~~A. As a part of the continuing planning program, the County should:~~

- ~~1. Implement and conduct periodic reviews of the various community plans for Errol Heights, Cully, Parkrose, Hazelwood, Powellhurst, Wilkes, Rockwood, Centennial, and Hayden Island. These periodic reviews should be based upon:~~
 - ~~a. An examination of the community plan and a determination of whether it is working properly or not, given the applicable LCDC Goals/Rules, the Framework Plan policies, and an assessment of local needs.~~
 - ~~b. A determination of how the situation has changed since the plan adoption or last update to include such aspects as:~~
 - ~~(1) Physical environmental factors related to population, housing, air, water and noise pollution, facilities and service levels, and economic factors.~~
 - ~~(2) The coordinative framework requirements within which the jurisdiction is located, requiring different policy directions.~~
- ~~2. Periodically reexamine the Urban Growth Boundary based on the land use density and intensity levels established by the community plans and the resulting amount of land required to accommodate future needs.~~
- ~~3. Establish a process for monitoring:~~
 - ~~a. The amount and type of land available for development;~~
 - ~~b. The rate of consumption of various urban land types;~~
 - ~~c. Changes in needs for particular land use types; and~~
 - ~~d. Land value changes.~~
- ~~4. Follow the process for amending the growth boundary established by the Metropolitan Service District.~~

~~B. The following strategies should be addressed as part of the Community Development Title:~~

- ~~1. The Zoning Chapter should include a broad range of residential, commercial, industrial zones, and community facilities provisions related to design, special planned areas, planned unit and planned developments, and site development standards.~~
 - ~~2. The County Streets and Roads Standards Chapter should include criteria related to street widths, and construction standards and required improvements. Emphasis should be placed on minimizing public and private costs by analyzing the standards in relationship to function.~~
 - ~~3. The Capital Improvements Program should provide for the preparation and maintenance of a capital improvements program.~~
 - ~~4. The Land Division Chapter should set standards and processes to divert and assist the dividing of land within Plan policies and in accord with ORS Chapter 92.~~
- ~~C. Implementation measures undertaken by the County will give primary consideration to infilling existing developed urban areas.~~

~~The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.~~

POLICY 7: Rural Center Land Area

STRATEGIES

- ~~A. As a part of the continuing planning program, the County should:~~
- ~~1. Continue to update the Rural Centers Study on not less than a five year schedule to include re-examination of center boundaries based upon past development activity;~~
 - ~~2. Establish a process for monitoring:~~
 - ~~a. The amount and type of land available for development;~~
 - ~~b. The land absorbed by development.~~
- ~~B. The following strategies should be addressed in the preparation of the Community Development Ordinance:~~
- ~~1. The Zoning Code should include the following provisions:~~

- ~~a. Rural low density residential and farm and forest uses as primary uses;~~
 - ~~b. Limited commercial and industrial uses on appropriate lot sizes, mixed uses, home occupations, cottage industries, natural resource and extractive industries, and community facilities as conditional uses or uses under prescribed conditions;~~
 - ~~c. Lots of record;~~
 - ~~d. What standards should apply when altering existing conditional uses; and~~
 - ~~e. Standards for parking, landscaping and setbacks which are rural in nature and which are consistent with the character of Rural Centers. These standards shall be different from urban area standards.~~
- ~~2. Zoning Classifications and lot sizes should be based on such factors as:~~
- ~~a. Topographic and natural features;~~
 - ~~b. Geologic and soil limitations and soil types;~~
 - ~~c. Micro climatic conditions;~~
 - ~~d. Surface water sources, watershed areas and groundwater sources;~~
 - ~~e. The existing land use and lotting pattern and character of the area;~~
 - ~~f. Road capacity and condition;~~
 - ~~g. Capacity and level of public services available;~~
 - ~~h. Type of water supply;~~
 - ~~i. Soil capabilities related to a subsurface sewerage disposal system; and~~
 - ~~j. The need for varying types of classifications.~~
- ~~3. The County Street and Road Code should include criteria related to street widths, construction standards, and required improvements appropriate to the function of the road and a semi-rural environment.~~
- ~~4. The Capital Improvements Program should not include a public sewer system service for Rural Centers.~~

- ~~C. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals, OAR's, and in this Plan.~~

POLICY 8: Rural Residential Land Area

STRATEGIES

- ~~A. The following strategies should be addressed in the preparation of the Community Development Ordinance:~~

- ~~1. The Zoning Code should include a revised Rural Residential Zone with:~~

~~a. A minimum lot size appropriate to retaining the rural character of the areas;~~

~~b. The following examples of uses:~~

~~(1) Those permitted as primary uses; residences on prescribed lot sizes, and agriculture and forestry uses;~~

~~(2) Those permitted as conditional uses or under prescribed conditions; wholesale and retail sales of agricultural products on the premises, community facilities, cottage industries, extractive resource industries, wood processing operations, limited rural service uses, and tourist commercial uses;~~

~~c. Lots of record provisions;~~

~~d. Zoning classifications and lot sizes based on such factors as:~~

~~(1) Topographic and natural features;~~

~~(2) Soil limitations and capabilities;~~

~~(3) Geologic limitations;~~

~~(4) Climatic conditions;~~

~~(5) Surface water sources, watershed areas and groundwater sources;~~

~~(6) The existing land use and lotting pattern and character of the area;~~

~~(7) Road access and capacity and condition;~~

- ~~(8) Type of water supply;~~
 - ~~(9) Capacity and level of public services available; and~~
 - ~~(10) Soil capabilities related to a subsurface sewerage disposal system.~~
 - ~~e. Siting standards for dwellings proposed to be located adjacent to commercial forest or agricultural use.~~
 - ~~2. The County Street and Road Standards Code should include criteria related to street width, road construction standards, and required improvements appropriate to the function of the road and a rural living environment.~~
 - ~~3. The Capital Improvements Program should not program public sewers to these areas.~~
 - ~~B. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals, OAR's, and in this Plan.~~
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POLICY 19: Community Design

- ~~5. Evaluates individual public and private development according to design guidelines in the applicable adopted community plan.~~
- ~~3. The Zoning Ordinance should include provisions related to:~~
 - ~~a. Signs: the location, size and height;~~
 - ~~b. Outdoor off-premise advertising signs;~~
 - ~~c. Special planned areas to facilitate redevelopment;~~
 - ~~d. Planned Unit Developments;~~
 - ~~e. Variable road standards with prescribed conditions;~~
 - ~~f. Variable parking requirements with prescribed conditions; and~~
 - ~~g. Site Development Standards for:~~
 - ~~(1) The retention of natural features and significant vegetation;~~
 - ~~(2) Landscaping.~~

POLICY 12: Multiple Use Forest Land Area *(This land classification no longer exists, so this policy is no longer applicable and can be deleted in its entirety.)*

POLICY 20: Arrangement of Land Uses

This policy primarily pertains to urban development, so it can be deleted in its entirety.

POLICY 21: Housing Choice

The current policy and supporting text focuses on urban housing. A new policy for rural housing choice could be established.

POLICY 22: Energy Conservation

The current policy and supporting text addresses a variety of planning topics. A new policy could be tied to land use and climate change strategy.

POLICY 23: Redevelopment

This policy is urban focused and only marginally related to land use, so it can be deleted in its entirety.

POLICY 24: Housing Location

The current policy is urban focused. The county's rural zoning is not designed to promote housing so this policy can be deleted in its entirety.

POLICY 25: Mobile Homes

The current policy and supporting text is predominantly urban focused. New policies pertaining to mobile homes in the rural county could be part of the housing choice policy.

Policies from the Rural Area Plans

West of Sandy River RAP

~~Orient should be designated and planned as a Rural Community because it is composed primarily of residential uses.~~

~~Pleasant Home should be designated and planned as a Rural Service Center in order to allow the maximum flexibility in location of uses in the limited land area.~~