

***DRAFT* COMPREHENSIVE PLAN POLICY TOPIC**  
**6/12/2012**

Introduction

The goal and policies in this draft represent a synthesis of relevant environmental policies culled from the documents listed below. The following draft statements are a starting point for the new Comprehensive Plan Watershed Health and Environment goal and policies. They will be revised and augmented taking into consideration discussions with and input from the Comprehensive Plan Policy Expert Groups. These initial draft statements are not direct quotes from the documents listed below. The goals and policies that form the basis of this first draft were culled, combined, and in some cases, revised in the style of the city's Comprehensive Plan.

<b>Document</b>	<b>Date</b>	<b>Bureau</b>
City Council Resolution #35894 Portland Recovery Plan for Salmon and Trout	2000	ESA Program BOP
Climate Action Plan	2009	BPS
Climate Adaptation Plan	Pending	BPS
Comprehensive Plan Goals and Policies	1980	BPS
Comprehensive Plan Assessment – Environmental Technical Working Group	2009	BES/BPS
Division Green Street Plan/Main Street Plan	2006	BPS
Framework for Integrated Management for Watershed Health	2004	ESA
Natural Areas Restoration Strategy	2010	PPR
Parks 2020	2001	Parks
Pleasant Valley Plan District	2004	BPS
Portland Natural Hazard Mitigation Plan	2010	POEM
Portland Plan Environmental Technical Working Group Draft Assessment Report	2008	BES, BPS, Parks, Water
Portland Plan Watershed Health Background Report – Development Issues	2011	BES/BPS
Portland Plan Proposed Draft	2011	BPS
Portland Watershed Management Plan	2006	BES
River Renaissance Vision	2001	RR/ BPS
River Renaissance Strategy	2004	RR/ BPS
Southwest Community Plan Vision, Policies & Objectives	2000	BPS
South Waterfront Plan	2002	BPS
Terrestrial Ecology Enhancement Strategy Update	Pending	BES
Urban Forestry Action Plan	2007	Parks
Urban Forestry Management Plan	2004	Parks
visionPDX	2007	Mayor's Office/BPS

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**Comprehensive Plan Goal #X**  
**Watershed Health and Environment**

**Goal:**

Ensure that:

- Portland's watersheds have hydrologic, habitat, and water quality conditions suitable to protect and maintain human health, reduce risks of landslides and flooding, prevent property damage, maintain ecological functions and community resiliency, and support native aquatic and terrestrial species and biological communities;
- the built and natural environments are integrated so that they function as a complete system;
- Portlanders have clean air and water, are protected from landslides, flooding and other natural or man-made disasters, and have convenient and equitable access to nature;
- Portland's environment is resilient in the face of climate change and other uncertainties.

**Policies:** (the topic of each policy is underlined)

**1. Land, Water and Wildlife:**

a) Protect, enhance and restore:

- the quantity, quality, connectivity, complexity, and natural functions of rivers and streams, other open drainageways, wetlands, riparian corridors and floodplains;
- the quantity, quality, connectivity, complexity, and natural functions of upland natural resources;
- vegetation in and between riparian corridors, wetlands, floodplains and upland areas;
- native vegetation communities;
- a diversity of critical habitats including native tree groves, native forests, oak woodlands and remnant native meadows;
- a diversity of resident and migratory wildlife species and biological communities.
- wildlife habitats in public parks and incorporate new wildlife habitat elements into public park plans and park landscaping.

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- b) Maintain and reestablish functioning habitat corridors by protecting, and enhancing existing habitat, restoring degraded habitat, reconnecting anchor habitats and improving accessibility to habitat.
- c) Protect wildlife that use natural and constructed habitats.
- d) Improve surface water and groundwater quality, including temperature.
- e) Prevent:
  - invasive plants, animals and insects from becoming widespread.
  - pollutants from contaminating air, soil and water.
  - human induced soil loss, erosion, and impairment of soil quality and function.

## **2. Design with Nature:**

- a) Integrate low-impact development, habitat-friendly development, and green infrastructure principles and techniques into land use and transportation plans, and the design and maintenance of infrastructure and development.
- b) Retrofit the build environment to reduce effective impervious surface.
- c) Avoid and minimize adverse impacts on natural resources, ecological functions and wildlife, and require mitigation for unavoidable adverse impacts.
- d) Support development that preserves or enhances the capacity of natural systems to manage stormwater management, maintain water quality, protect fish and wildlife, and provides other infrastructure and ecosystem benefits.
- e) Ensure that stormwater management systems are adequate to serve planned densities without creating negative off-site impacts including runoff, erosion, landslides, flooding or stream degradation.
- f) Make efficient use of already developed land, and return disturbed and contaminated areas to productive use where possible.
- g) Support the incorporation of bird and pollinator habitat in landscaping and sustainable stormwater facilities.

## **3. Access to Nature:**

- a) Ensure that all Portlanders have convenient and equitable access to parks, natural areas, and recreational opportunities in their daily lives.

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- b) Create an accessible system of habitat corridors, neighborhood greenways and civic corridors.
- c) Identify corridors where human access and activities are discouraged to protect public safety and ecosystem functions.
- d) Protect and enhance habitat features in Portland's parks and open spaces.
- e) Ensure that parks and open spaces include a variety of landscape and habitat types that prioritize native plant and animal species.
- f) Protect and improve physical and visual access to the Willamette and Columbia rivers.

#### **4. Urban Forest:**

- a) Protect and improve the health and diversity of tree canopy and increase tree canopy coverage to enhance neighborhood livability, reduce and clean stormwater runoff, provide habitat for wildlife, sequester carbon, moderate summer temperatures and improve air quality.
- b) Protect and maintain large, older and native trees and groves.
- c) Support an equitable distribution of the urban forest.

#### **5. Resiliency:**

- a) Protect people, property and public facilities and infrastructure from the risks associated with natural hazards including landslide and erosion, flooding, and wildfires.
- b) Reduce the threat and impacts of natural hazards using solutions that mimic the beneficial functions of nature.
- c) Direct development away from hazard prone areas such as wildfire-, landslide- and flood-prone areas.
- d) Maintain a high ranking in the National Flood Insurance Program to reduce hazard risks to public health and safety, and to limit local flood insurance rates.
- e) Reduce the risk of catastrophic wildfire through land use planning and best management practices with a focus on priority urban wildfire interface zones where neighborhoods abut wildfire prone open space areas.
- f) Encourage emergency preparedness and community capacity to respond to and recover from natural disasters including major earthquakes.

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- g) Design and maintain built and natural infrastructure to withstand the impacts of climate change.
  - h) Protect and enhance natural systems as a way to adapt to the impacts of climate change.
- 6. Willamette River:**
- a) Protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River.
  - b) Ensure a clean and healthy river for fish, wildlife and people.
- 7. Watershed Specific Direction:**
- a) Johnson Creek
  - b) Fanno and Tryon Creeks
  - c) Willamette River
  - d) Columbia River
  - e) Columbia Slough
- 8. Scenic:**
- a) Protect and enhance significant scenic resources.
  - b) Actively manage vegetation on public lands to maintain and enhance designated scenic views and corridors.
- 9. Aggregate Resources:**
- a) Protect aggregate resource sites for current and future use, where there are no major conflicts with urban needs, or these conflicts may be resolved.
  - b) Ensure that the development of aggregate resources limits adverse environmental impacts and impacts on adjacent land uses as practically as possible.
  - c) Ensure that the reclamation of mining sites is compatible with the surrounding land uses, natural conditions and public safety.

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**GLOSSARY** (preliminary—terms will be added or revised as needed)

Ecological Function: The physical, chemical and biological functions of a watershed such as slope stability, channel dynamics, nutrient cycling, microclimate, water quality and biodiversity.

Protect: Save from harm; no further loss of; preserve.

Enhance: Improve the functionality of what is there or what is protected.

Improve: Create functionality where none exists.

Low-impact Development: Reduced effective impervious area, clustered/small lot development, reduced disturbance area, using vegetated stormwater management to mimic pre-development site hydrology, reduced setbacks, alternative road layout and smaller streets, natural area protection, landscaping with native plants.

Green Infrastructure: Public assets—either natural resources or engineered green facilities—that mimic natural systems to provide stormwater management, water quality, public health and safety, open space, and other complementary ecosystem services.

## Appendix A—Existing Comprehensive Plan Goal 8, Environment

# 8

## ENVIRONMENT

### GOAL:

- 8 Maintain and improve the quality of Portland’s air, water and land resources and protect neighborhoods and business centers from detrimental noise pollution. <sup>1</sup>**

### POLICIES & OBJECTIVES – AIR QUALITY:

**8.1 Interagency Cooperation – Air Quality <sup>2</sup>**

Continue to cooperate with public agencies concerned with the improvement of air quality, and implement state and regional plans and programs to attain overall state and federal air quality standards. Cooperate and work with Metro and the State Department of Environmental Quality in efforts to maintain federal ambient air quality standards for ozone and carbon monoxide on a long-term basis.

**8.2 Central City Transportation Management Plan <sup>3</sup>**

The Central City Transportation Management Plan will guide future city efforts in maintaining air quality standards in the central business district and allow for expanded employment and housing opportunities throughout the Central City.

**8.3 Air Quality Maintenance Strategies <sup>4</sup>**

Implement the action elements of the Central City Transportation Management Plan and ozone maintenance plan that will provide for long-term maintenance of air quality standards.

**8.4 Ride Sharing, Bicycling, Walking, and Transit <sup>5</sup>**

Promote the use of alternative modes of transportation such as ridesharing, bicycling, walking, and transit throughout the metropolitan area.

### POLICIES & OBJECTIVES – WATER QUALITY:

**8.5 Interagency Cooperation – Water Quality**

Continue cooperation with federal, state and regional agencies involved with the management and quality of Portland’s water resources.

**8.6 Wastewater Systems**

Operate, plan and regulate wastewater systems as designated in Metro’s “Waste Treatment Management Component.”

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<sup>1</sup> Amended by Ordinance No. 153326, June 1982

<sup>2</sup> Amended by Ordinance No. 169535, December 1995

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

## Goal 8 *Environment*    **Comprehensive Plan Goals and Policies**

### **8.7    Land Use and Capital Improvements Coordination**

Maintain coordination of land use planning and capital improvement to insure the most efficient use of the city's sanitary and stormwater run-off facilities.

### **8.8    Groundwater Protection <sup>6</sup>**

Conserve domestic groundwater and surface water resources from potential pollution through a variety of regulatory measures relating to land use, transportation, and hazardous substances.

#### **Objectives:**

#### **A. Hazardous substances**

Control the storage, manufacture, use, transportation, and disposal of hazardous substances, especially in groundwater sensitive areas used for water supplies.

#### **B. Groundwater sensitive areas**

Conserve groundwater sensitive areas, such as aquifer recharge areas and areas of influence.

## **POLICIES & OBJECTIVES—LAND RESOURCES:**

### **8.9    Open Space**

Protect Portland Parks, cemeteries and golf courses through an Open Space designation on the Comprehensive Plan Map.

### **8.10    Drainageways <sup>7</sup>**

Regulate development within identified drainageways for the following multiple objectives.

#### **Objectives:**

#### **A. Stormwater runoff**

Conserve and enhance drainageways for the purpose of containing and regulating stormwater runoff.

#### **B. Water quality and quantity<sup>8</sup>**

Protect, enhance, and extend vegetation along drainageways to maintain and improve the quality and quantity of water.

#### **C. Wildlife**

Conserve and enhance the use of drainageways where appropriate as wildlife corridors which allow the passage of wildlife between natural areas and throughout the city, as well as providing wildlife habitat characteristics including food, water, cover, breeding, nesting, resting, or wintering areas.

### **8.11    Special Areas <sup>9 10</sup>**

Recognize unique land qualities and adopt specific planning objectives for special areas.

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<sup>6</sup> Added by Ordinance No. 160890, June 1988

<sup>7</sup> Added by Ordinance No. 160890, June 1988; amended by Ordinance No. 167293, January 1994

<sup>8</sup> Added by Ordinance No. 167293, January 1994

<sup>9</sup> Amended by Ordinance No. 163770, January 1991

<sup>10</sup> Amended by Ordinance No. 183694, January 2011

## Goal 8 *Environment*    **Comprehensive Plan Goals and Policies**

### **Objectives:**

#### **A. Balch Creek Watershed**

Protect and preserve fishery, wildlife, flood control, and other natural resource values of the Balch Creek Watershed through the application of special development standards and approval criteria in the environmental overlay zones.

#### **B. East Buttes, Terraces and Wetlands** <sup>11</sup>

Conserve wildlife, forest and water resource values and the unique geology of East Portland through implementation of the East Buttes, Terraces and Wetlands Conservation Plan.

#### **C. Fanno Creek Watershed** <sup>12</sup>

Conserve fishery, wildlife, flood control, and water quantity and quality values of the Fanno Creek Watershed through implementation of the Fanno Creek and Tributaries Conservation Plan.

#### **D. Johnson Creek Basin** <sup>13</sup>

Protect and preserve the scenic, recreation, fishery, wildlife, flood control, water quality, and other natural resource values of the Johnson Creek basin through application of environmental overlay zones and implementation of the Johnson Creek Basin Protection Plan.

#### **E. Northwest Hills** <sup>14</sup>

Protect and preserve forest, wildlife and watershed resources through implementation of the Northwest Hills Natural Areas Protection Plan.

#### **F. Skyline West** <sup>15</sup>

Conserve wildlife, forest and water resource values of the Skyline planning area through implementation of the Skyline West Conservation Plan.

#### **G. Southwest Hills** <sup>16</sup>

Protect and preserve fish and wildlife, forest, and water resources through implementation of the Southwest Hills Resources Protection Plan.

#### **H. The Willamette River Greenway.**

Protect and preserve the natural and economic qualities of lands along the Willamette River through implementation of the city's Willamette River Greenway Plan.

#### **I. Portland International Airport**<sup>17</sup>

Conserve, restore, and enhance natural resource values through environmental zoning, voluntary strategies, and the implementation of special development standards in the plan district and the Portland International Airport/Middle Columbia Slough Natural Resources Management Plan.

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<sup>11</sup> Added by Ordinance No. 166572, June 1993.

<sup>12</sup> Added by Ordinance No. 167293; January 1994

<sup>13</sup> Added by Ordinance No. 164472, July 1991

<sup>14</sup> Added by Ordinance No. 164517, July 1991

<sup>15</sup> Added by Ordinance No. 168154, September 1994

<sup>16</sup> Added by Ordinance No. 165002, January 1992

<sup>17</sup> Added by Ordinance No. 184521, May 2011

## Goal 8 *Environment*    **Comprehensive Plan Goals and Policies**

### **8.12    National Flood Insurance Program.\**

Retain qualification in the National Flood Insurance Program through implementation of a full range of floodplain management measures.

### **8.13    Natural Hazards**

Control the density of development in areas of natural hazards consistent with the provisions of the City's Building Code, Chapter 70, the Floodplain Ordinance and the Subdivision Ordinance.

### **8.14    Natural Resources** <sup>18</sup>

Conserve significant natural and scenic resource sites and values through a combination of programs which involve zoning and other land use controls, purchase, preservation, intergovernmental coordination, conservation, and mitigation. Balance the conservation of significant natural resources with the need for other urban uses and activities through evaluation of economic, social, environmental, and energy consequences of such actions.

#### **Objectives:**

#### **A. Acquisition Program for Significant Resources** <sup>19</sup>

Prepare and maintain a long-range list of properties, in order of priority, desirable for public acquisition in order to insure long term natural resource conservation. Actively solicit donations of property or easements to protect and enhance identified resources.

#### **B. Intergovernmental Coordination**

Notify and coordinate programs with affected local, state, and federal regulatory agencies of development proposals within natural resource areas.

#### **C. Impact Avoidance** <sup>20</sup>

Where practical, avoid adverse impacts to significant natural and scenic resources.

#### **D. Mitigation**

Where adverse impacts cannot be practicably avoided, require mitigation or other means of preservation of important natural resource values. The following order of locational and resource preference applies to mitigation:

- (1) On the site of the resource subject to impact, with the same kind of resource;
- (2) Off-site, with the same kind of resource;
- (3) On-site, with a different kind of resource;
- (4) Off-site, with a different kind of resource.

#### **E. Soil Erosion Control**

Protect natural resources where appropriate from sediment and other forms of pollution through the use of vegetation, erosion control measures during construction, settling ponds, and other structural and non-structural means.

#### **F. Pruning to Maintain and Enhance Views** <sup>21</sup>

Actively manage the pruning and cutting of trees and shrubs on public lands or on non-public areas with scenic designations to maintain and enhance scenic views which may be impacted by vegetation.

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<sup>18</sup> Policy 8.13 Sensitive Natural Areas deleted and Policies 8.14 through 8.18 added by Ordinance No. 160890, June 1988

<sup>19</sup> Amended by Ordinance No. 163957, March 1991

<sup>20</sup> Ibid.

<sup>21</sup> Added by Ordinance No. 163957, March 1991

## Goal 8 *Environment*    **Comprehensive Plan Goals and Policies**

### **G. Improving Turnouts along Scenic Routes and at Viewpoints** <sup>22</sup>

Improve and maintain turnouts along scenic corridors and at identified viewpoints throughout Portland.

### **H. Bike and Pedestrian Routes** <sup>23</sup>

Enhance the value and beauty of Portland's bicycle and pedestrian routes by locating them to take advantage of significant viewpoints, scenic sites, and scenic corridors.

### **I. Consideration of Scenic Resources in Street Vacations** <sup>24</sup>

Require the preservation and maintenance of existing and potential view corridors and viewpoints when approving street vacations. Require view easements within or near street vacations where access to viewpoints or view corridors is desired.

### **J. Consideration of Scenic Resources in Planning Process** <sup>25</sup>

Ensure that master plans and other planning efforts include preservation and enhancement of significant scenic resources.

### **K. Enhancing View Corridors** <sup>26</sup>

Improve the appearance of views along designated view corridors by placing utility lines underground.

## **8.15 Wetlands/Riparian/Water Bodies Protection** <sup>27</sup>

Conserve significant wetlands, riparian areas, and water bodies which have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation, and fish and wildlife habitat. Regulate development within significant water bodies, riparian areas, and wetlands to retain their important functions and values.

### **Objectives:**

#### **A. Wetland/water body Buffer**

Conserve significant riparian, wetland, and water body natural resources through the designation and protection of transition areas between the resource and other urban development and activities. Restrict non-water dependent or non-water related development within the riparian area.

#### **B. Water Quality**

Maintain and improve the water quality of significant wetlands and water bodies through design of stormwater drainage facilities.

#### **C. Stormwater and Flood Control**

Conserve stormwater conveyance and flood control functions and values of significant riparian areas within identified floodplains, water bodies, and wetlands.

#### **D. Fish** <sup>28</sup>

Balch Creek cutthroat trout will be maintained in a range at least as extensive as their range in 1987 and at a population of at least 2,000.

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<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

<sup>26</sup> Ibid.

<sup>27</sup> Policy 8.13 Sensitive Natural Areas deleted and Policies 8.14 through 8.18 added by Ordinance No. 160890, June 1988

<sup>28</sup> Added by Ordinance No. 168698; April 1995

## Goal 8 *Environment*    **Comprehensive Plan Goals and Policies**

### **8.16    Uplands Protection** <sup>29</sup>

Conserve significant upland areas and values related to wildlife, aesthetics and visual appearance, views and sites, slope protection, and groundwater recharge. Encourage increased vegetation, additional wildlife habitat areas, and expansion and enhancement of undeveloped spaces in a manner beneficial to the city and compatible with the character of surrounding urban development.

#### **Objectives:**

##### **A. Wetland/water body Buffer**

Provide protection to significant wetland and water body natural resources through designation of significant upland areas as a buffer between the resource and other urban development and activities.

##### **B. Slope Protection and Drainage**

Protect slopes from erosion and landslides through the retention and use of vegetation, building code regulations, erosion control measures during construction, and other means.

##### **C. Wildlife Corridors**

Conserve and enhance drainageways and linear parkways which have value as wildlife corridors connecting parks, open spaces, and other large wildlife habitat areas, and to increase the variety and quantity of desirable wildlife throughout urban areas.

### **8.17    Wildlife** <sup>30</sup>

Conserve significant areas and encourage the creation of new areas which increase the variety and quantity of fish and wildlife throughout the urban area in a manner compatible with other urban development and activities.

#### **Objectives:**

##### **A. Natural resource areas**

Regulate activities in natural resource areas which are deemed to be detrimental to the provision of food, water, and cover for fish and wildlife.

##### **B. City-wide**

Encourage the creation or enhancement of fish and wildlife habitat throughout the city.

##### **C. City Parks**

Protect existing habitat and, where appropriate, incorporate new fish and wildlife habitat elements into park plans and landscaping.

### **8.18    Natural Resources Management Plans** <sup>31 32</sup>

The development of natural resource management plans for large parcels or areas is encouraged. Overlapping plan and permit requirements for natural resource management plans and developments therein will be minimized. Plans approved through the regulations of the Environmental zones are deemed to be in compliance with Policies 8.9 through 8.17.

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<sup>29</sup> Policy 8.13 Sensitive Natural Areas deleted and Policies 8.14 through 8.18 added by Ordinance No. 160890, June 1988.

<sup>30</sup> Ibid.

<sup>31</sup> Ibid.

<sup>32</sup> Amended by Ordinance No. 163608, November 1990

## Goal 8 *Environment*    **Comprehensive Plan Goals and Policies**

### **POLICIES & OBJECTIVES – NOISE:**

#### **8.19    Noise Abatement Construction Requirements**

Reduce and prevent excessive noise and vibration in attached residential dwelling through construction requirements.

#### **8.20    Noise Abatement Strategies<sup>33</sup>**

Partner with the Port of Portland to reduce and prevent excessive noise levels from one use which may impact another use through on-going noise monitoring and enforcement procedures. Explore creative new ways to address noise impacts.

#### **8.21    Portland International Airport Noise Impact Area <sup>3435</sup>**

Ensure compatible land use designations and development within the noise impacted area of the Portland International Airport while providing public notice of the level of aircraft noise and mitigating the potential impact of that noise within the area.

##### **Objectives:**

- A.** Promote land use compatibility within the noise impact area by prohibiting new residential development in areas within the 1977 68 DNL or higher noise contour and by limiting the maximum residential zoning and Comprehensive Plan Map designations to R10 in R-designated areas and R1 in C-zoned areas located between the 1983 65 DNL and the 1977 68 DNL noise contours.
- B.** Minimize the potential impact of aircraft noise on those living and working within the 1983 65 DNL and the 1977 DNL 68 noise contours by requiring sound insulation to achieve a day/night average interior noise level of 45 dBA for most structures.
- C.** Provide documentation of the level of aircraft noise to developers of residential property within the 1983 65 DNL and the 1977 DNL 68 noise contours and require their acknowledgment and acceptance of that level of aircraft noise through the completion of a noise disclosure statement and the dedication of a noise easement to the Port of Portland prior to construction.
- D.** Provide documentation of the level of aircraft noise to developers of residential property within the 2035 55 DNL noise contour and require their acknowledgment and acceptance of that level of aircraft noise through the completion of a noise disclosure statement.

### **POLICIES & OBJECTIVES – AGGREGATE RESOURCES: <sup>36</sup>**

#### **8.22    Aggregate Resources**

Protect aggregate resources sites for current and future use, where there are no major conflicts with urban needs, or these conflicts may be resolved.

#### **8.23    Aggregate Mining Impacts**

Ensure that the development of aggregate resources limits adverse environmental impacts and impacts on adjacent land uses as practically as possible.

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<sup>33</sup> Amended by Ordinance No. 184521, May 2011

<sup>34</sup> Added by Ordinance No. 158055, December 1985

<sup>35</sup> Amended by Ordinance No. 184521, May 2011

<sup>36</sup> Policies 8.22 through 8.24 added by Ordinance No. 153326, June 1982

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**8.24    Reclamation of Aggregate Sites**

Ensure the reclamation of mining sites in a manner compatible with the surrounding land uses, natural conditions and public safety.

**POLICIES & OBJECTIVES – RF EMISSIONS:** <sup>37</sup>

**8.25    Visual Impacts**

Reduce the visual impact of radio and television broadcast facilities in close proximity to residential areas.

**8.26    Health and Safety**

Protect the health and safety of the citizens from the adverse impacts of radio and television broadcast emissions.

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<sup>37</sup> Policies 8.25 and 8.26 added by Ordinance No. 160049, August 1987