Visit the Comprehensive Plan Update online at www.portlandoregon.gov/bps/pdxcompplan to:

- View or print an electronic copy of the Working Draft Part 1.
- View the Companion Guide.
- Comment online.
- Learn more about the project.
- Find out about ways you can get involved.

For more information, to submit written comments, or to obtain a printed copy of the Working Draft Part 1, please contact the Bureau of Planning and Sustainability:

Bureau of Planning and Sustainability
Comprehensive Plan Team
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Comments are appreciated by May 1, 2013.

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.
January 14, 2013

Dear Community Member,

I am pleased to present the Working Draft of the Comprehensive Plan. It is a key step in the public conversation to update our existing Comprehensive Plan, which is now more than 30 years old.

The new Plan will help manage expected population and employment growth, and coordinate major public investments in parks, roads, sewers, housing, business districts and more over the next 20 years. Guided by the Portland Plan, this draft of the Comprehensive Plan reflects Portland’s goals for a prosperous, educated, healthy, equitable and resilient city.

We are publishing the Working Draft in two parts. Part 1 of the Working Draft (this document) includes draft goals and policies for public discussion and review. The accompanying Companion Guide provides an introduction to the Working Draft and highlights the main ideas. Part 2 of the Working Draft, available this summer, will include draft maps and a draft list of capital projects.

This document is still a draft and a work in progress. There are areas that need to be further developed and detail to be added. It may look overwhelming, but more than half of the pages are commentary pages — language that explains the draft goals and policies and the intent behind them.

We need your help to move this Working Draft document to its final form. Please start with the table of contents or the Companion Guide to see which chapters interest you most.

A series of workshops also are planned in February and March, and I urge you to attend. In addition, you can request an individual or small group meeting with city staff. You can also visit the website at www.portlandoregon.gov/bps/pdxcompplan, fill out a survey, and send us any comments you have. To ensure that your comments are considered for the next draft, please submit them by May 1st.

The City’s new Comprehensive Plan is one of the most important tools we have to ensure Portland is a prosperous, healthy and vibrant 21st century city.

I look forward to hearing from you.

Sincerely,

Susan Anderson
Director
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Introduction

Portland’s Comprehensive Plan
_Making Portland a more equitable, prosperous, educated, healthy, and resilient city_

The purpose of Portland’s Comprehensive Plan is to manage population growth, job growth, and public investments in infrastructure—such as our sidewalks, parks, drinking water systems, and stormwater systems—over the next 20 years in ways that will make Portland more equitable, prosperous, educated, healthy and resilient for current and future residents and businesses.

The plan provides a policy basis for strengthening existing neighborhoods and districts while creating new places to work, live, play, and learn. At the same time, the plan provides clear direction to conserve natural and cultural resources, be resilient in the face of change, and embrace new opportunities for innovation, economic growth, and overall health and well-being.

The Comprehensive Plan does this by:

- Mapping the location of future land uses and anticipated major public investments.
- Identifying a list of significant capital projects and programs to invest in over the next 20 years.
- Guiding and regulating the location and character of private and public development.
- Creating a framework for the inclusive community processes needed to make land use and investment decisions.

The Comprehensive Plan also fulfills the City’s requirement to create a growth management and investment plan that implements Oregon’s statewide planning goals locally.
Implementing the Portland Plan through the Comprehensive Plan

Adopted in 2012, the Portland Plan set four shared priorities to guide the City’s and other government agency actions in Portland over the next 25 years. Those priorities are prosperity, education, health, and equity.

The Portland Plan took a holistic approach that breaks down typical policy silos. You can see this is seen in the plan’s three integrated strategies: (1) Thriving Educated Youth, (2) Economic Prosperity and Affordability, and (3) Healthy Connected City. The Portland Plan also outlines key steps to advancing equity and building partnerships in its Framework for Equity. Both of these approaches are being carried into the Comprehensive Plan.

The City and its partners will implement the Portland Plan in several ways, such as by (1) advocating for legislative change, (2) focusing and coordinating budget priorities, (3) revising operating practices to promote equity and increase efficiency, and (4) creating and implementing related plans and programs, such as the Comprehensive Plan, to codify the Portland Plan priorities.

The Comprehensive Plan is a state-mandated land use and conservation, transportation, and capital projects plan for Portland. It is one of a set of important tools for implementing the Portland Plan priorities and guiding policies, both of which provide significant direction for the content of the Comprehensive Plan.

One of the challenges and opportunities before Portlanders today is to carry forward the priorities of the Portland Plan, and the vision and values identified in visionPDX, Portland’s community-led visioning project, into the Comprehensive Plan.
Trends, issues, and challenges

Since the adoption of Portland’s first Comprehensive Plan in 1980, Portlanders have worked hard to create stronger connections between land use, transportation, economic development, parks and open spaces, and people, while building strong neighborhoods. Portlanders cleaned up the Willamette River, built parks and light rail lines instead of freeways, and have taken everyday actions to dramatically reduce per-capita carbon emissions. Although Portland had many successes over the past generation, not all Portlanders benefitted. Many Portlanders of color, Portlanders with disabilities, and lower income Portlanders have not had—and still do not have—equitable access to opportunities to advance their well-being and achieve their full potential.

Growth, diversity, and equity

Today, more than 584,000 people call Portland home. Over the last 30 years, Portland gained more than 200,000 residents. Most of this growth occurred in the 1980s and 1990s when the City annexed large portions of east Portland and smaller areas in west Portland. By 2035, Portland is expected to grow by nearly 280,000 people, and this time not because of annexation.

For most of its recent history, Portland was an overwhelmingly white city, but as population increased, so did Portland’s racial and ethnic diversity. According to the US census, communities of color made up approximately 15 percent of Portland’s population in 1980. In 2010 they represented 27 percent of the population. The national average is 33 percent.

When we look at youth (people 25 years old and younger), Portland’s growing diversity is more pronounced. According to the 2010 US census, more than 36 percent of Portland youth are people of color.—Black or African-American, Native American, Native Hawaiian, Pacific Islander, Native Alaskan, Asian, or multiracial. In addition, more than 18 percent of all youth identify as Latino or Hispanic.

Today, there is a racial generation gap. While Portland youth are much more racially and ethnically diverse than ever before, a significant majority of older Portlanders is white—approximately 80 percent. This racial, ethnic, and cultural generation gap can lead to tensions and misunderstandings. Over the next 25 years, Portland must work to connect youth and elders and create a city that promotes success early on and later in life.

In Oregon, nearly 22 percent of those younger than 18 live in poverty. For youth to thrive, succeed educationally, and contribute to the economic and civic life of the city, it will be essential to invest in education and foster neighborhoods and communities that support youth.

Portland also must become a city that better meets the needs of Portlanders of all ages. The aging baby boom generation and their increasing longevity will present challenges and opportunities that will be a key part of how we plan for the future. Supporting youth success and creating a city that works for elders are complementary actions.

Over the next 25 years, Portland’s growing racial, ethnic, and age diversity needs to be treated as source of strength. The city’s economic growth will depend on the readiness and success of its more diverse workforce. Structural inequities that limit the success of certain groups will hold the whole city back and reduce local strength and resiliency.
**Household and business prosperity**

Forecasts indicate that by 2035 Portland may add nearly 150,000 jobs. (For comparison, in 2010 there were approximately 389,000 jobs in Portland.) These new jobs will be distributed across the industrial, institutional, retail, and office sectors. Although there is plenty of room for new retail and office jobs in neighborhood commercial areas, Gateway, and the Central City, it may be difficult to find suitable spaces for industrial and institutional job development.

Jobs in Portland’s industrial districts, such as the port and airport, are a core part of the city’s living wage job base. They provide opportunities for Portlanders of all educational levels to earn a living wage and contribute to the economic vitality of their families. In 2008, production and transportation occupations made up 18 percent of jobs held by people of color in Multnomah County, compared to 10 percent of the jobs held by white employees. In contrast, the higher paying managerial and professional occupations made up 44 percent of jobs held by white employees and only 23 percent of the jobs held by people of color.

Institutions such as health and educational facilities, which are scattered throughout the city, also have immense job growth potential. Many institutions are located next to or are surrounded by residential areas, which often have a different character than the institution. Future institutional development should respect the character of our residential neighborhoods.

A major challenge over the next 25 years will be to create additional capacity for industrial and institutional job growth and do it in a way that protects and improves public and environmental health. Many potential industrial development sites are located in or next to valuable natural resource areas that help provide wildlife habitat, and capture stormwater to reduce flooding. In addition, industrial development can disproportionately burden adjacent residents with negative health impacts like poor air quality.

**Affordable and healthy living**

People often describe Portland as an affordable and livable West Coast city. However, declining real income and increased housing costs put this reputation at risk. From 1979 to 2005 the average real adjusted gross income of the top fifth of Oregon households grew by 47 percent, but it stagnated or dropped for all other income groups. African-American and Native American household incomes continue to be less than half of the citywide median.

During this time, home prices also increased at a greater rate than wages. In recent years, housing prices in Portland’s Inner Neighborhoods—those with complete sidewalk networks and better access to transit—have risen sharply. Much of Portland’s affordable family housing is now located in areas without sidewalks and without good access to frequent transit service.

Lower income residents, communities of color, seniors, and children are at greater risk for poor health than the general population and experience significant health disparities. These residents may also disproportionately suffer from exposure to toxics, pollution, noise, and insufficient access to nature, all of which effect physical and mental health. In addition, the rates of chronic disease and obesity have been on the rise among these Portlanders.

A key challenge for the future is to create a healthy and connected city where all Portlanders have access to affordable healthful food, businesses and services, and parks and open spaces, and where people can safely and easily walk, bike, roll, or take
transit to work and complete daily errands. Creating a healthy connected city will be essential to improving personal and public health, providing an environment that supports youth success, all while reducing household costs.

**Healthy and safe environment**

Located at the confluence of two rivers and between two mountain ranges, Portland has a wealth of natural resources. These resources perform important services: they clean Portland’s air and water, stabilize hillsides, soak up rainwater, and add to the sense of place. They help clean our air and water and manage stormwater runoff.

Portland also provides important habitat for wildlife. Salmon, beaver, deer, elk and more than 200 species of birds—including bald eagles and peregrine falcons—live or travel through Portland.

But many of Portland’s ecologically, economically, aesthetically, and spiritually valuable natural resources are at risk. Urbanization has filled floodplains, causing seasonal flooding damage. Streams are unable to support healthy fish populations, and trees that provide wildlife habitat, trap carbon, and reduce heat island effects are vulnerable to development.

Natural ecological processes in Portland will weaken if we create more paved and impervious areas and allow invasive species to spread. Without thoughtful intervention, populations of native fish and wildlife will continue to decline and Portlanders’ health and safety will suffer.

**Resiliency in the face of change**

We face many uncertainties, including an unpredictable economy, competition for scarce resources, and the impacts of climate change.

Portland has successfully reduced per-capita carbon emissions in the city by more than 25 percent per since 1990. And even though the population has grown more than 25 percent since 1990, total community-wide emissions have dropped 6.5 percent. But we need to do more. Climate scientists have determined that, by 2050, society must reduce carbon emissions to 20 to 50 percent of the levels in 1990 if we want to avert ever warmer temperatures and more volatile weather patterns, rising sea levels, and other potentially catastrophic impacts from climate change.

The physical impacts of a changing climate are matched by economic and social challenges and are compounded by rising energy prices. Low-income and vulnerable Portlanders face disproportionate impacts—for example, older adults are more at risk for heat strokes during heat waves—while having fewer resources to respond. Maintaining current energy habits will also strain household budgets. Currently, residents and businesses spend more than $1.6 billion per year on energy, with more than 80 percent of those dollars going toward gasoline, diesel, and natural gas. Because Oregon has almost no fossil fuel resources, dollars spent on these energy sources contribute little to the local economy. By redirecting energy dollars to pay for efficiency improvements and non-fossil fuel energy, businesses and residents would spend more money locally, thus expanding markets for locally produced products and services.

Climate protection must be linked with physical, social, and economic adaptation and actions to create and maintain jobs, improve community livability and public health, address issues of social equity, and foster strong natural systems.
Portland’s bridges, schools, roads, and parks need repair and attention. Some areas of the city do not have complete stormwater management systems. There are also many streets without sidewalks and bridges, and roads and schools that are not built to withstand a major earthquake. In 2011, the City estimated it would cost more than $300 million more per year than what is currently spent to effectively manage and maintain infrastructure.

Although public agencies aim to provide basic services to all Portlanders, because of past decisions and the history of annexations and development, services are not equitably distributed across the city. When making choices about how to spend limited infrastructure dollars, Portlanders will need to consider the full long-term costs of improvements and repairs, determine where there is the greatest and most urgent need, and work together to make tough choices.

Resilience is important in a changing world. We need well-designed, flexible, and strong physical, social and economic infrastructure to adapt and thrive.
Key directions
Growth brings change, but it also offers a way to make the city better – safer, more resilient and prepared, more equitable, and more supportive of business growth, human health, and environmental health. In response to the trends described in the previous section, the Comprehensive Plan presents a set of key directions that will help make Portland more prosperous, educated, healthy, equitable, and resilient:

- Invest to reduce disparities
- Promote inclusive public process
- Support youth success
- Build a resilient economy
- Create healthy, complete neighborhoods
- Connect people and places
- Designing with nature
- Respond to local context

The following pages summarize the key directions and describe how the Comprehensive Plan advances them. Detailed maps, illustrations, goals, and policies that support these moves are provided in Section II, “Urban Design Framework,” and throughout Section III, “Goals and Policies.”
**Invest to reduce disparities**

High quality basic services are essential to Portland’s future success. However not all communities in the city have access to basic services, like sidewalks and developed streets, complete stormwater management systems and parks and open spaces. While public agencies aim to provide these services to all Portlanders, this goal has not always been met.

The draft Comprehensive Plan directs public agencies that make investments in development and infrastructure to focus those investments and programs in areas and toward communities that do not and have not had equitable access to high-quality basic City services.

To learn more, check out:

**Chapter 1: Community Involvement** establishes guidelines for public processes to make sure that Portlanders’ needs and concerns are better understood and met.

**Chapter 6: Public Facilities** includes policies that address public service delivery and associated health and equity impacts.
Promote more inclusive public process
Portland has a long history of neighborhood involvement and advocacy that have contributed greatly to creation of the walkable, beautiful and transit-rich city Portlanders know today. But, Portland has other histories, too: Ones defined by gentrification and displacement, by zoning and development that lack many needed investments and services; by planning that was conducted without ensuring that the voices of all Portlanders were heard, including people of color, people with disabilities, low-income residents and youth.

As the city grows, diversifies and works to advance equity, it is essential that deliberate efforts are made to work with communities who have experienced and continue to experience inequitable outcomes to ensure that all Portlanders’ needs and concerns are recognized and considered. This starts by recognizing that decisions about land use and design, development and conservation and capital investments have equity implications. It is followed by adopting a new approach to community involvement and decision-making.

The draft Comprehensive Plan puts forwards a community involvement approach that emphasizes intercultural engagement, recognizes that diversity is an advantage, seeks a broader range of community wisdom, builds ongoing relationships with community organizations and engages communities early and often. This approach will complement Portland’s existing neighborhood system to create stronger, more inclusive and representative community involvement.

To learn more, check out:

Chapter 1: Community Involvement sets goals and policies that support effective participation in decision-making and establishes guidelines for inclusive community involvement.
Support youth success
Portland, like many communities across the country, is rethinking how to improve student outcomes and success in the face of chronically low achievement levels and disturbing educational disparities among youth in poverty, youth of color, immigrants and refugees and youth with disabilities.

Youth success is supported by far more than what happens in a classroom. The physical environment in which children and youth are raised plays a key role as well. Stable housing, personal and community safety, affordable transit, convenient access to school and other destinations and safe, welcoming places for interaction with peers and mentors all add up to a youth-supportive environment.

The draft Comprehensive Plan includes goals and policies that encourage schools to function as centers of community, which will provide opportunities for multi-generational exchange and learning. The plan also includes goals and policies that increase access to recreation and provide safe walking and biking routes to school.

To learn more, check out:

Chapter 2: Housing includes policies that support affordable housing, recognizing that housing stability directly contributes to improved educational outcomes for low-income students.

Chapter 3: Economic Development includes policies that support workforce development to improve education and job-readiness.

Chapter 5: Design and Development supports providing services, learning and recreational opportunities and amenities in concentrated areas, which will provide youth with places to meet with friends and mentors.

Chapter 6: Public Facilities includes policies that support high-quality parks and recreation services that support learning.

Chapter 7: Transportation supports the Safe Routes to Schools program, which helps improve student safety and promotes physical activity. It also includes policies that support convenient and safe transit and active transportation.
Build a Resilient Economy
A diverse economy that builds on local geographic and industry strengths is a strong economy. In Portland, we have such economic assets as (1) and advanced manufacturing, clean tech and athletic and outdoor industry job base, (2) a deep water port, and (3), stable health and educational institutions. In addition, we continue to export innovative local ideas and products to the world, is a strong economy. A strong and diverse economy provides opportunities for Portlanders of all education levels to secure living wage jobs, which in turn supports household stability and prosperity. And, household prosperity and stability is shown to improve health and educational outcomes, which helps build a more resilient and equitable society.

To build on existing strengths, maintain Portland’s position as Oregon’s largest job center and meet the job growth forecast with sustained job growth, Portland needs to provide a competitive business environment, build on its position as a major West Coast trade gateway and invest in strong local industries.

This direction is supported by draft goals and policies that support the following: investments in underserved areas, local hiring, affordable housing development, traded sector job growth and harbor, airport and truck freight transportation investments. In addition, goals and policies that support investments that will help improve physical access to jobs and provide land needed to support job growth also further this direction.

To learn more, check out:

Chapter 3: Economic Development addresses a wide variety of economic development topics, including business competitiveness, land development and household prosperity.

Chapter 4: Watershed Health and the Environment includes guidelines for developing land in ways that support, and do not harm, watershed and environmental health.

Chapter 6: Public Facilities addresses major public investments, many of which are essential to supporting business growth and creating a city that attracts new business.

Chapter 7: Transportation addresses the multimodal freight system and regional traffic and transitways.
Create complete neighborhoods

Neighborhoods with concentrations of businesses and community services, access to food, a variety of housing types at a range of prices, welcoming gathering places, street trees and parks and open spaces provide youth and adults with options to live healthy, active lifestyles. Providing housing close to services with a diversity of residents supports neighborhood businesses, which helps the local economy through small business and job growth. These neighborhoods also help reduce carbon emissions that contribute to climate change because residents are less reliant on cars for many daily trips. Yet, today less than half of all Portlanders live in places with good access to services and amenities.

Increasing access to services for more Portlanders and promoting social and physical environments that foster good health and support local economic development will require changes in development and investment. For example, redevelopment and investments should be directed toward both existing active mixed-used areas that serve many residents and areas that have many residents, but few services.

The draft Comprehensive Plan supports this move by promoting concentrated mixed-use development, attractive street level design and active transportation options. Among other things, the plan also encourages businesses that serve local neighborhoods, development of parks and open spaces and creation of public spaces that support a variety of uses.

To learn more, check out:

Urban Design Framework
This section illustrates and describes the characteristics of centers, which are the parts of the city that include concentrations of housing, commercial and community services.

Chapter 3: Economic Development supports neighborhood business districts, which are core components of complete neighborhoods.

Chapter 5: Design and Development includes goals and policies that describe the services and amenities that help create complete neighborhoods.

Chapter 6: Public Facilities addresses infrastructure system maintenance and expansion and it recognizes the important role that schools play as centers of community.

Chapter 7: Transportation addresses a variety of transportation modes and street designs.
Connect people and places
Every day Portlanders need to get to work or school, meet with friends and family and engage in typical daily neighborhood activities. It is also important that Portlanders have a variety of active and low-carbon transportation options to help improve personal, public and environmental health. Businesses need access to supplies and they need to know their products will reach customers quickly.

Active transportation is the easy choice when there is a network of safe, accessible and attractive streets, trails, parks and open spaces that encourage active living, community interaction and integrate nature into neighborhoods. Active transportation helps reduce the need to drive which helps reduce household costs. It also helps improve personal and environmental health and reduce carbon emissions by making it safe and pleasant to walk, bike or take transit. A transportation network that integrates nature into neighborhoods, increases people’s access to the outdoors, reduces carbon emissions, provides corridors for wildlife movement, and aids in catching and treating stormwater. And, when commuters bike, walk or take transit to work, there is more room on the road for freight, which is good for business.

The draft Comprehensive Plan encourages and elevates three types of connections to knit the city together and link people, water and wildlife: civic corridors, neighborhood greenways and habitat connections.

To learn more, check out:

Urban Design Framework
This section illustrates and describes the locations of potential corridors, connections and habitat areas

Chapter 4: Watershed Health and the Environment includes goals and policies related to preserving and enhancing important habitat and natural resources.

Chapter 5: Design and Development addresses greenways, corridors and connections; and sustainable design and development.

Chapter 6: Public Facilities addresses stormwater and parks systems.

Chapter 7: Transportation addresses green and active transportation and the transportation hierarchy.
INTRODUCTION

Designing with nature
The natural environment signals where it is smart and safe to build. Yet, we have not always responded to those signals. Too often, planning and development practices have treated natural conditions as problems to overcome, rather than as the foundation for designing distinctive and healthy communities.

Portland has come a long way since the days when wetlands, streams and rivers were routinely filled, re-routed or piped to accommodate growth. However, development pressures continue to challenge the health of natural systems, including the health of the Willamette and Columbia Rivers and their tributary streams.

Now, Portland has the opportunity to create safer and more resilient communities by designing with nature. Designing with nature emphasizes the importance of being intentional about how and where we build. It means focusing new development in already developed areas, limiting new construction in areas prone to flooding and landslides and integrating Portland’s built and natural environments to provide habitat for birds and other wildlife, while providing people with access to nature on a daily basis. It is also about protecting valuable habitat areas and providing wildlife connections; using green building principles to reduce energy use, toxic materials and waste; and encouraging building and site designs that have native plants and more permeable surfaces and mimic nature, so that pollutants stay out of rivers and streams and our human and public health is better.

To learn more, check out:

Chapter 4: Watershed Health and the Environment emphasizes the role of natural systems in promoting human health and safety and encourages the protection and enhancement of natural systems.

Chapter 5: Design and Development addresses groundwater protection, habitat and wildlife-friendly design and resource efficient development.

Chapter 6: Public Facilities supports using stormwater as a resource, recognizing the importance of natural systems and planning with climate change in mind.

Chapter 7: Transportation supports the use of transit and active transportation, which reduces carbon emissions and improves environmental health.


Respect local context

Each area of Portland has its own distinctive characteristics that are valued by community members. Different places are distinguished by their unique topographies, natural features, histories, assets, patterns of development and types of buildings.

Instead of following a one-size-fits-all approach, growth and change can be harnessed to enhance positive and valued community characteristics by building on the strengths and assets of each area.

The draft Comprehensive Plan supports this move by establishing goals and policies that require context-sensitive residential, commercial, institutional, environmental and industrial design that builds on the distinctive physical and cultural qualities of their locations. It also supports the creation of location-specific service and design standards for streets and other infrastructure.

To learn more, check out:

Urban Design Framework
This section shows and describes Portland’s major pattern areas to create a common language for understanding the similarities and differences among places across the city.

Chapter 4: Watershed Health and the Environment promotes policies that encourage development to respond to local environmental conditions.

Chapter 5: Design and Development includes goals and policies that emphasize the importance of considering local history, character, populations and environments.

Chapter 6: Public Facilities supports infrastructure that reflects local context.

Chapter 7: Transportation supports street designs that meet local contexts and land use.
Section I: Vision and Integrated Goals

Vision
Portland is a prosperous, educated, healthy, equitable and resilient city where everyone has access to opportunity and is engaged in shaping the decisions that affect their lives. Our thriving economy supports the prosperity of our diverse population. Portlanders are connected to their city, their communities, and nature and the city sustains healthy neighborhoods, watersheds and families. Our distinct neighborhoods and vibrant downtown are safe, energizing civic and cultural spaces. Our diverse population, innovative businesses and forward-thinking leaders work together to ensure livability for all.

- based on the Portland Plan and visionPDX

INTEGRATED GOAL 1. Equity
Portlanders of all cultures, ethnicities, abilities and economic backgrounds have access to the opportunities they need to advance their well-being and achieve their full potential. Communities equitably share the benefits of growth and change and no one community is over-burdened.

INTEGRATED GOAL 2. Prosperity
A strong, resilient, and low-carbon economy supports the needs of a socially and economically diverse population, and gives all Portlanders the ability to earn a living wage and support the health and success of their families.

INTEGRATED GOAL 3. Education
Youth of all cultures, ethnicities, abilities and economic backgrounds have the opportunities they need to thrive. Neighborhoods and communities are environments that support the success of youth and provide opportunities for learning at all stages of life. Schools and educational institutions are centers of community.

INTEGRATED GOAL 4. Human Health
Social and physical environments promote human health, safety, and well-being. Development, decisions and investments produce these environments. Portland is a multigenerational city where people of all generations and life stages are able to thrive.

INTEGRATED GOAL 5. Environmental Health
The air, water, and land are clean, natural ecological systems are functioning, and wildlife and their habitats are not at risk. Development and investment decisions recognize, incorporate, and sustain valuable ecosystem services and functions, and the intrinsic value of nature.

INTEGRATED GOAL 6. Resilience
Individuals, communities, economic systems, and the natural and built environments have the capacity and resilience to rebound rapidly from natural disasters, changes in the climate, and economic shifts.
Section II: Urban Design Framework

What is the Urban Design Framework?
The Urban Design Framework illustrates the city’s spatial organization, how the goals and policies of the plan apply across the city, and the city’s spatial growth management strategy. A preliminary draft (30 percent) is included in this document. A more detailed discussion draft will be developed by summer 2013.
Section II: Urban Design Framework

The Comprehensive Plan goals and policies shape how the city will grow. Guided by these goals and policies, the Urban Design Framework provides a structure for Portland’s current and future physical form and layout. The framework describes and maps the city in terms of major elements such as its places, natural features, and connections. The framework establishes a set of terms for the major physical elements in Portland and allows the City to be more intentional in how it directs future change and growth. The Urban Design Framework will be part of the basis for drawing the new Comprehensive Plan Map that guides land use, design, density, and investment decisions.

Because the Urban Design Framework is drawn at the citywide scale, the location shown for specific elements should be seen as general, subject to refinement and more specific plans in the future. Also, the Urban Design Framework fully supports the Portland Plan concept that one size does not fit all. The framework assumes that the specific design of neighborhoods, streets, open spaces, and centers needs to allow for flexibility to respond to differences in local conditions and objectives.

What is in the framework?
The Urban Design Framework describes the high-level physical elements that make up the city and maps the layout of the city in terms of those elements. The list of elements, which builds on the Portland Plan’s Healthy Connected City strategy, includes four major groups: Pattern Areas, centers, connections, and natural features. The map depicts a combination of locations where elements already exist on the ground and locations where they may be developed based on the Comprehensive Plan.

At the largest scale, the Urban Design Framework identifies five distinct Portland geographies, or “Pattern Areas.” Distinguishing these areas recognizes that a “one-size-fits-all” approach does not work, and that each area has unique characteristics, needs, and assets to consider in future planning and development decisions.

The framework depicts a growth strategy that prioritizes growth and change in higher density, mixed-use centers, in Civic Corridors, and in Transit Station Areas. A citywide system of mixed-use areas provides more equitable access to places of focused activity and services. These mixed-use areas will be shaped by the characteristics, challenges, and opportunities presented by each of the Pattern Areas, and they will support the surrounding residential areas and help to create healthy, complete neighborhoods.

The framework also includes an interconnected network of Civic Corridors, Greenways, and Habitat Corridors that will connect people and weave nature into neighborhoods throughout Portland. These connections represent the integration of Portland’s multimodal transportation system to improve accessibility to centers, employment areas, natural areas, and the Willamette and Columbia Rivers.

Finally, the framework highlights major natural features, such as waterbodies and large habitat areas that shape the city’s physical landscape. The Urban Design Framework illustrates how a
system of open spaces and streets can connect centers and neighborhoods while bringing the natural landscape into the fabric of the city and the daily lives of residents. The Urban Design Framework supports the idea that Portland’s future growth can be both urban and sustainable—that it can contribute to vibrant urban districts while enhancing and growing Portland’s natural land, water, and habitat elements and connections.

### Elements

#### A. Pattern Areas

1. Central City
2. Inner Neighborhoods
3. Western Neighborhoods
4. Eastern Neighborhoods
5. Industrial and River

#### B. Centers

1. Central City
2. Gateway Regional Center
3. Town Centers
4. Neighborhood Centers*

#### C. Connections

1. Civic Corridors
2. Neighborhood corridors*
3. High-Capacity Transit Corridors
4. Greenways
5. Habitat Corridors
6. Rivers

#### D. Transit station areas

1. Employment Stations*
2. Urban Center Stations*
3. Urban Residential Stations*
4. Commuter Stations*

#### E. Natural features

1. Waterbodies and watersheds*
2. Major open spaces
3. Major topographic features

#### F. Residential areas*

1. Waterbodies and watersheds*
2. Major open spaces
3. Major topographic features

#### G. Industrial and mixed employment areas*

1. Waterbodies and watersheds*
2. Major open spaces
3. Major topographic features

#### H. Campus institutions

* not shown on the Urban Design Framework map

### A. Pattern Areas

Portland is characterized by five primary “Pattern Areas” defined by characteristics such as topography and physical features; street, land use, and block pattern; type, form, and intensity of development; character, size, and function of natural resource areas; and the period in which the area was developed. Identifying each of these areas serves as a basis from which to consider how policies should apply differently in different parts of the city. The definition of Pattern Areas is based on important common characteristics within a broad area. These characteristics are not intended to capture all the variations and exceptions that exist. (For specific goals and policies related to the five Pattern Areas, see Chapter 5, “Urban Design and Development.”)

- **Central City.** The Central City is the region’s center of innovation and exchange, with an intensely urbanized built form, high-density residential neighborhoods and employment, cultural institutions, interconnected street and park systems, and location directly along the Willamette River. The Central City includes some of the city’s industrial sanctuaries and higher education institutions. (The Central City also serves as a Major Center.)

- **Inner Neighborhoods.** The Inner Neighborhoods are characterized by streetcar-era compact development. This Pattern Area features a highly connected grid of streets with a fine-grained pattern of development and open spaces, main street business districts, and buildings generally oriented toward the public realm.
**Western Neighborhoods.** The Western Neighborhoods’ most prominent characteristics are the hilly topography, streams, ravines, forested slopes, variably sized lots, and curvilinear street patterns.

**Eastern Neighborhoods.** The Eastern Neighborhoods are defined by a mix of urban patterns, prominent streets, large blocks, and natural features such as buttes and Douglas fir groves.

**Industrial and River.** This Pattern Area includes varied activities and physical patterns of the city’s prime industrial lands, wildlife habitat areas, and the city’s connections to the rivers. This area serves as the city’s primary area for industrial businesses and jobs.

**B. Centers**
The city is organized into a hierarchy of different types of centers in which activity and development are concentrated. Each type of center is based on the functions it serves, level of activity, and scale and intensity of development.

Centers serve as anchors to complete neighborhoods, providing concentrations of commercial and community services, employment, housing, and public gathering places. Clustering destinations within compact, walkable areas makes destinations convenient for those living within walking distance, as well as for those using transit or bicycles to meet their daily needs.

Although these areas are prioritized for growth, each center will need to reflect the distinct qualities of its context, with approaches to public infrastructure and development that respond to the surrounding area’s unique characteristics, needs, and assets. (For specific goals and policies related to centers, see Chapter 5, “Urban Design and Development”.)

**The Central City** serves as the region’s premier center, anchoring an interconnected system of centers. The Central City’s concentrations of jobs, services, and civic and cultural institutions support the commercial and cultural life of the city and region. The highest levels of transit access in the city strengthen this role, which also is supported by the Central City’s intensely urbanized mix of mid- to high-rise buildings (typically 10 or more stories tall). The Central City includes highly urban residential neighborhoods and plays an important role in accommodating regional growth.

**The Gateway Regional Center** is eastern Portland’s Major Center, serving the area and the region as a hub of employment and community services. Gateway’s role is supported by its regional transportation connections, including three High-Capacity Transit lines. Gateway is intended to become a highly urbanized, walkable urban district that has an important role in accommodating growth, with relatively high-density housing and mid- to high-rise buildings (ranging from five to 15 stories tall).

**Town Centers** are places that serve a broad area and a number of neighborhoods or districts. Town Centers also play an important role in accommodating growth. They provide a wide range of commercial and community services and have a substantial employment component. They are highly walkable urban destinations, with relatively
high-density housing and mid-rise commercial and mixed-use buildings (typically five to seven stories tall). They are served by regional High-Capacity Transit connections. Large Town Centers may include several commercial areas that are close to each other. The Urban Design Framework includes places currently designated as Town Centers in the Metro 2040 Growth Concept and also identifies places that have characteristics of Town Centers or could become Town Centers in the future.

- **Neighborhood Centers** are smaller centers that primarily serve adjacent neighborhoods and provide opportunities for additional housing and low-rise commercial and mixed-use buildings (typically up to three to five stories tall). They provide a range of local commercial and community services and transit connections. Neighborhood Centers have a central role in helping us achieve more “complete communities” – where Portlanders have the option of meeting many of their daily needs within walking distance of home.

Smaller neighborhood business districts and small commercial nodes (not shown on the Urban Design Framework Map) fill in service gaps in neighborhood areas located between centers, expanding local access to healthy food and other services. (See Chapter 3, “Economic Development.”)

Note on Town Centers shown on the Urban Design Framework Diagram:
- Circles with solid lines are currently designated as Town Centers in the Metro 2040 Growth Concept.
- Circles with dashed lines are additional centers that have characteristics of Town Centers, as described under Policy 5.22, on the typology of centers.
- The circle with a light line (West Portland) is designated as a Town Center in the Metro 2040 Growth Concept but does not have the characteristics or growth potential of a Town Center as described under Policy 5.22, on the typology of centers.

Note on Commercial areas shown on the Urban Design Framework Diagram:
- Dark red bars reflect the existing neighborhood business districts that represent areas with a high degree of commercial services and may be the basis of Town or Neighborhood Centers.

C. Connections
Portland’s network of street corridors, regional transit corridors, rivers, Greenways, and habitat connections links major Neighborhood Centers and major open spaces to each other and to the Central City. These connections provide communities with opportunities for way-finding and places that support a sense of identity. (For specific goals and policies related to connections, see Chapter 5, “Urban Design and Development,” unless otherwise indicated.)

- **Civic Corridors** are the city’s most prominent streets, and often the widest. They connect centers, help unify the city and region, and are distinctive civic places of community pride. Some sections of Civic Corridors may serve as the anchor of activity within a Town or Neighborhood Center.
• **Neighborhood Corridors** connect neighborhoods with each other and with other parts of the city. Some Neighborhood Corridors serve as the anchor of activity within a Town or Neighborhood Center.

• **High-Capacity Transit Corridors** form a regional system of connections, providing access to Major Centers and other employment opportunities and destinations throughout the region. They also connect people to the Portland International Airport and other regional transportation connections.

• **Greenways** are a system of accessible pedestrian- and bike-friendly green streets and trails that link centers, parks, schools, natural areas, and other key community destinations.

• **Habitat Corridors** are a system of habitat connections and linked tree canopies that benefit people and wildlife by weaving nature into the city and connecting large natural areas. Habitat Corridors range from streams and the associated tree canopy to broad swaths of habitat, such as Forest Park. (See Chapter 4, “Watershed Health and the Environment.”)

• **The Willamette and Columbia Rivers** are two of the most prominent physical features of the city. The two rivers serve as major commercial transportation corridors that connect Portland with the world. The confluence of these two rivers represents a unique economic and ecological resource in the Pacific Northwest. These rivers are also scenic and recreational assets, they are important cultural and historical resources, and they are critically important fish and wildlife habitats. (See Chapter 4, “Watershed Health and the Environment.”)

Supplementing these key connections is an extensive network of other streets, trails, connected open spaces, and streams. Together they provide an integrated network of transportation facilities, habitats, green infrastructure, utility connections, recreational opportunities, and shared public space.

**D. Transit Station Areas**
Light rail and other High-Capacity Transit stations serve as transit hubs that provide regional connections and are a focus for concentrations of housing and jobs. There are five types of these Transit Station Areas (not delineated on the Urban Design Framework). (See Chapter 5, “Urban Design and Development.”)

• **Employment Stations** provide access to employment areas. They serve areas with concentrations of jobs and commercial uses. Residential development is not an important component.

• **Urban Center Stations** provide access to a mixed-use center or corridor. These Transit Station Areas are the greatest priority for housing development because they provide access to both high-quality transit and services.
SECTION II: URBAN DESIGN FRAMEWORK

- **Urban Residential Stations** provide access to a primarily residential area with high-density housing. Areas within ½ mile of the stations are the focus for housing development to expand opportunities for people to live close to high-quality transit.

- **Commuter Stations** primarily provide multimodal connections to light rail (bus connections, bike access, park-and-ride facilities, and so forth), but do not play a major role in accommodating residential or employment growth.

- **Open space and natural area stations** provide access to regionally important open spaces, such as large parks, regional trail systems, natural areas, or river connections. These station areas may have some housing or employment areas nearby but they are not a focus area for high concentrations of housing and jobs.

E. Natural features

Connecting people to natural areas and open spaces and linking habitat areas strengthens the human and ecological health of the city.

- **Waterbodies and watersheds.** A watershed is the area that catches rain and snow and drains into a corresponding river, stream, or other waterbody. Geographically, a watershed begins at ridgetops and ends at a river, lake, or wetland. Portland contains five major watersheds, representing the city’s largest urban waterbodies: Columbia Slough, the Willamette River, Johnson Creek, Fanno Creek, and Tryon Creek. The design of Portland’s built environment and public infrastructure should sustain watershed health and connect people to their watersheds in a meaningful way. (The waterbodies are mapped on the Urban Design Framework. See Chapter 4, “Watershed Health and the Environment,” for watershed areas).

- **Major natural areas and open spaces** include regional, state, or large local parks. Major Natural Areas and Open Spaces serve multiple roles for local and citywide communities, such as by providing habitat, scenic value, and active and passive recreational opportunities. (The Urban Design Framework depicts open spaces exceeding 15 acres).

- **Major topographic features.** Portland’s geography is shaped by many tree-studded ridges, buttes, and hills that define the landscape and are visible from many local vantage points. These major features offer views and opportunities to gather or celebrate Portland’s unique setting. They often provide critical ecological and civic services and functions, such as providing habitat and fostering cultural and neighborhood identity.

F. Residential areas

Focusing new growth and change within centers and along key corridors allows the general scale and character of many Portland residential areas to continue. Within these areas of stability, there is an emphasis on small-scale infill that is compatible with the surrounding neighborhood—especially infill that helps to maintain affordability, accommodate a more diverse range of household types, and achieve a more sustainable built environment. (The Urban Design Framework does not delineate neighborhood residential areas beyond identifying the three neighborhood Pattern Areas.)
G. Industrial and mixed employment areas
Industrial districts serve as the City’s primary areas for industrial business retention and growth. They are critical to the City’s competitiveness as a West Coast trade and freight hub and serve as a regional center of diverse manufacturing. They also support a widely accessible base of family-wage jobs. The Central City and the River and Industrial Pattern Areas include industrial sanctuaries for manufacturing and distribution. (The Urban Design Framework does not delineate industrial and mixed employment areas beyond identifying the Central City and the River and Industrial area. For specific goals and policies regarding Industrial and Mixed Employment Areas, see Chapter 3, “Economic Development.”)

H. Campus institutions
Portland’s major campus institutions are essential service providers, centers of innovation, workforce development resources, and major employers. Campus institutions include health care and higher education. Some of these institutions are located within or close to Town Centers or on Civic Corridors, thus strengthening the role of these areas as vibrant places that are a focus of activity. (For specific goals and policies regarding Campus Institutions, see Chapter 3, “Economic Development.”)
Urban Design Framework

Note on Town Centers:
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- Circles with dashed circles are additional centers that have characteristics of Town Centers, as described in the draft centers typology.
- Circle with light line (West Portland) is designated as a Town Center in the Metro 2040 Growth Concept, but does not have the characteristics or growth potential of a Town Center as described in the draft centers typology.

Note on Commercial areas:
- Dark red bars reflect the existing neighborhood business districts that represent areas with a greater degree of commercial services and may be the basis of Town or Neighborhood Centers.
Section III: Goals and Policies

Role of goals and policies
The goals and policies describe, in words, Portlanders’ long-term aspirations about future growth and development in the city. They provide guidance for public decisions about development and investments.

What are goals?
Goals are the long-term results or outcomes that the City hopes to achieve over the planning period of the Comprehensive Plan, from its adoption through 2035. Goals are the broadest expression of Portlanders’ collective desires and values and describe the conditions that will result if all plan purposes are realized.

What are policies?
Policies are statements that set preferred direction. They describe what must be done to carry out the goals. Policies are specific enough to help determine whether a proposed project or program would advance the values expressed in the goals.

The goals and policies are organized into eight chapters:
1. Community Involvement
2. Housing
3. Economic Development
4. Watershed Health and the Environment
5. Urban Design and Development
6. Public Facilities and Services
7. Transportation
8. Administration and Implementation

Note to Readers:
The goals and policies in this section are a combination of relevant policies from the existing Comprehensive Plan, policies that reflect current plans and practices that have not previously been incorporated into the Comprehensive Plan, and strategic direction from the Portland Plan.

For ease of reading, the goals and policies are all shown on the odd-numbered pages in Times New Roman font and the commentary is shown on the even-numbered pages in Calibri font. The commentary notes the origins of the policies and the rationale behind them. The commentary describes legislative intent but is not policy itself.
Chapter 1: Community Involvement

GOAL 1.A. Community involvement as a partnership
GOAL 1.B. Value of community wisdom and participation
GOAL 1.C. Transparency and accountability
GOAL 1.D. Ongoing and diverse participation
GOAL 1.E. Accessible and effective participation
GOAL 1.F. Social justice

Policy 1.1 Community involvement program
Policy 1.2 Planning and Sustainability Commission
Policy 1.3 Representation
Policy 1.4 Partners in decision making
Policy 1.5 Transparency
Policy 1.6 Early involvement
Policy 1.7 Process design
Policy 1.8 Adaptability
Policy 1.9 Accessibility
Policy 1.10 Information for effective participation
Policy 1.11 Accountability
Policy 1.12 Process evaluation
Policy 1.13 Best practices and innovation
Policy 1.14 Capacity building

Many of the policies in this chapter will be moved into a Community Involvement Program Manual, which will guide City bureaus and offices on how to involve the public in our various procedures and projects. The state requires us to have a Community Involvement Program as part of our Comprehensive Plan; until we have time to put the manual together, the elements will remain in this chapter.
What is this chapter about?
The goals and policies in this chapter aim to:

- Expand opportunities for meaningful community engagement, from issue identification and project scoping through implementation.
- Support ongoing relationships between communities and the City.
- Provide a wide range of opportunities for involvement.
- Require transparent, well-designed, thoughtful public processes.
- Increase the community’s influence in planning and public decisions.
- Require thoughtful consideration of and responses to public comment.
- Recognize that the City has a responsibility to plan for the needs of and engage with currently and historically underrepresented communities to achieve greater equity.

Why is this important?
We all have a role in shaping Portland's future. No one person, agency, organization, or business can provide all the things Portland’s diverse communities need. Community participation in the scoping, development, and implementation of planning projects and community ownership of planning efforts result in more durable and desirable outcomes and better accountability.

Portland has a long history of community involvement that found strength and power in the 1970s and forms the backbone of today’s neighborhood system. Among other accomplishments, neighborhood activists were critical to the development of Waterfront Park and stopping the Mount Hood Freeway. Their work was, and is, important in creating the walkable, beautiful, and transit-rich city Portlanders know today.

But Portland has other legacies, too: A legacy of public investments and policies that physically split Portland’s Black neighborhoods, and policies that can be correlated with gentrification and displacement in North and Northeast Portland. A legacy of not always considering the needs of all affected community members. A legacy of encouraging increased development in East Portland—an area that is home to many low-income families with children— without providing needed transportation, parks, and other investments.

As the city grows, diversifies, and works to advance equity, it is essential that all Portlanders’ needs and concerns are recognized and considered, and that particular attention is paid to historically underserved and underrepresented communities, such as people of color, people with disabilities, and low-income Portlanders. A new paradigm of community involvement and engagement that supports intercultural organizing, recognizes that diversity is an advantage, and works to achieve equitable outcomes must be embraced and paired with Portland’s neighborhood organizations to create a robust and inclusive community involvement system. Collaborative partnerships and inclusive community participation in planning and decision making are essential to sustaining a prosperous, educated, healthy, and equitable Portland for future generations.
Commentary

A number of the terms used in this chapter are defined in the glossary in Appendix A.

This chapter demonstrates Portland’s compliance with Oregon Statewide Planning Goal 1, Citizen Involvement, which requires local governments “to develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.”

These goals and policies were developed after a great deal of discussion with the public. The language reflects community priorities and concerns.

**GOAL 1.A. Community involvement as a partnership,** recognizes that when there are strong connections and relationships between the City and Portlanders there is a greater likelihood of engagement from all communities, including historically or currently underrepresented groups. Ongoing community partnerships are key to equitable and sustainable public engagement.

**GOAL 1.B. Value of community wisdom and participation,** acknowledges and honors Portlanders’ own expertise and recognizes that working together and thinking creatively can produce better solutions. These partnerships give the City the benefit of community wisdom, including information that may only be available to those who experience a place or situation. These partnerships also ensure that community groups play a key role in planning and decision making. Honoring community wisdom and continuing partnerships can lead to innovative solutions that both improve the quality of life and provide a greater sense of ownership in the outcome.

**GOAL 1.C. Transparency and accountability,** fosters greater transparency and connection to the community by decision makers.

**GOAL 1.D. Ongoing and diverse participation,** is drawn in part from the existing Comprehensive Plan and is expanded based on the City of Portland Public Involvement Principles (2010) of Transparency and Early Involvement. The goal calls for the process and results of increased community engagement to go beyond just involving more community members to become a value that truly drives everyday decision making.

**GOAL 1.E. Accessible and effective participation,** acknowledges that, to improve engagement, it is necessary to increase people’s accessibility to engagement processes, provide a range of opportunities to become involved, and demonstrate that community feedback is received and shapes results. This goal recognizes that community involvement must go beyond activities to involve more community members and more diverse community members—that community involvement must become a value that changes planning and decision making and that communities have a real effect on outcomes.

**GOAL 1.F. Social justice,** is based on concepts in the American Institute of Certified Planners’ Code of Ethics and Professional Conduct that focus on social justice.
GOAL 1.A Community involvement as a partnership
The City and our communities work together as genuine partners. The City builds and maintains relationships and communication with communities, business, organizations, and individuals.

GOAL 1.B Value of community wisdom and participation
The City honors community wisdom and recognizes that the public possesses expertise that can strengthen plans, policies, and decision making. Portland is a great place to live, work, play, and learn in large part because of volunteerism and a cherished tradition of civic participation.

GOAL 1.C Transparency and accountability
City planning and decision-making processes are transparent and work to balance a variety of community interests. Decision makers are accountable and connected to the community, and they inspire others to act toward common goals.

GOAL 1.D Ongoing and diverse participation
Community members have meaningful opportunities to participate, and their efforts are respected at all stages of planning and decision making. Public processes engage the full diversity of affected Portlanders and welcome those who lack influence or formal involvement in organizations.

GOAL 1.E Accessible and effective participation
Portlanders find participating in planning and decision-making processes to be easy, accessible, effective, rewarding, and satisfying. The City goes beyond the minimum legal requirements for public participation. In doing so, the City draws upon acknowledged best practices and uses a wide variety of tools to promote inclusive and robust community involvement in well-designed processes.

GOAL 1.F Social justice
The City seeks social justice by working to expand choice and opportunity for all Portlanders, recognizing a special responsibility to plan for the needs of historically underrepresented communities. The City actively works to improve its policies, institutional practices, and decisions to address such needs.
Policy 1.1. Community involvement program, responds to the Statewide Planning Goal 1 requirement for a program for community involvement at all phases of the planning and infrastructure decision-making process. This policy also speaks to a Community Involvement Program, which will be a separate document. The Community Involvement Program will be adopted and regularly evaluated by the Planning and Sustainability Commission or other body acting as the recognized committee for citizen involvement, as required by the state. The policy is drawn in part from the existing Comprehensive Plan but goes further in describing the purview of the Comprehensive Plan in relation to all planning and decision-making processes having to do with a number of areas.

Policy 1.1. Planning and Sustainability Commission, proposes the Planning and Sustainability Commission (PSC) as the body that will be the official committee for community involvement to meet the requirements of Statewide Planning Goal 1. The PSC currently serves that role.

State law requires us to designate a committee to advise on community involvement, and gives us three different options:

1. The City Council may serve as its own advisory committee.
2. The City Council may designate the Planning and Sustainability Commission (PSC) as the advisory committee.
3. The City may appoint an advisory committee separate from the Planning and Sustainability Commission.

If the City selects the second or third options, the members must be “broadly representative of geographic areas and interests related to land use and land-use decisions” and “be selected by an open, well-publicized public process.” The PSC already meets this criterion.

During development of the current Comprehensive Plan (adopted in 1980), a separate committee for community involvement was used. Since adoption of the Comprehensive Plan, the Planning Commission, which is now called the Planning and Sustainability Commission, has served as the official committee for community involvement. However, starting in 2009, we also created a separate Community Involvement Committee to oversee the process for the required update of the Comprehensive Plan (called "periodic review"). This committee has been involved in both the Portland Plan and this project, the Comprehensive Plan Update.

**Question for Community Discussion:** Is the Planning and Sustainability Commission the appropriate group to advise on community involvement in land use decisions?
Policy 1.1 **Community involvement program.** Require and implement a Community Involvement Program to provide an active, ongoing, and systematic process for community participation throughout planning and decision making. Enable community members to identify, consider, and act upon a broad range of issues within land use, transportation, parks, sewer and water systems, natural resources, and implementing measures.

Policy 1.2 **Planning and Sustainability Commission.** Require and acknowledge the Planning and Sustainability Commission (PSC) as the officially recognized committee for community involvement needed to meet the requirements of Oregon Statewide Planning Goal 1.

1.2.a. Coordinate with the Planning and Sustainability Commission on the implementation and evaluation of planning and decision-making processes using the Community Involvement Program.
Policy 1.3. **Representation**, originates from both “Breadth of Participation” from the California Institute for Local Government’s Principles for Local Government Public Engagement and “Inclusiveness and Equity” from the City of Portland Public Involvement Principles. There is the expectation from this policy that demographic data will be collected and maintained to identify the people affected in a planning or decision-making process. At key involvement milestones, the demographic data of those engaged in the process will be monitored. Community involvement processes will then adapt to and/or target involvement activities to engage a population that broadly reflects affected people.

**Policy 1.4. Partners in decision making**, focuses on the steps needed for community partnerships.

Subpolicy 1.4.a. is adapted from the Southwest Community Plan.

Subpolicy 1.4.b. highlights the need for partnerships among government agencies to improve community engagement processes, and to promote these efforts with the broader community.

Subpolicy 1.4.e. highlights the coordination that is needed with organizations, schools, hospitals, higher education institutions, and other agency partners.

**Policy 1.5. Transparency**, originated from the Portland Plan’s Equity Framework, Element 2: Engage the Community. Transparency in planning and decision-making processes should be ongoing and incorporated in communication, the use of feedback, and the rationale in decision making.
SECTION III: GOALS AND POLICIES

Policy 1.3 Representation. Strive to engage the full diversity of affected Portlanders during planning and decision making, representing Portland in its full diversity, including but not limited to people of all ages, racial and ethnic backgrounds, income levels, and abilities.

1.3.a. Identify the demographics of potentially affected communities when initiating a project. Monitor participation throughout the process to assess whether participation corresponds with affected communities, and adapt involvement practices and activities accordingly to increase effectiveness at reaching targeted audiences.

1.3.b. Design public processes to engage people that may not live in Portland, such as, employees, employers, students, and those that visit the city for a variety of reasons.

Policy 1.4 Partners in decision making. Enhance community involvement in planning processes based on a model of shared governance.

1.4.a. Establish clear roles, rights, responsibilities, and degree of accountability of participants, including the City, community leadership, business, organizations, and individuals in creating, developing, and implementing policies or programs.

1.4.b. Continuously build and maintain partnerships and coordination with federal, state, local, and tribal governments.

1.4.c. Continuously build and maintain partnerships and coordination with neighborhood and business associations as recognized local experts and channels for place-based efforts.

1.4.d. Continuously build and maintain partnerships and coordination with historically underrepresented communities.

1.4.e. Enhance partnerships, coordination, and engagement of organizations, institutions, and agency partners.

Policy 1.5 Transparency. Create and maintain transparency in all community involvement processes.

1.5.a. Establish clear expectations about project sponsorship, purpose, design, and how decision makers will use the process results.

1.5.b. Identify how the public can influence all stages of the process, including the outcome. Communicate clearly how the public’s input changed or affected the process and/or outcome.
Policy 1.6. Early involvement, comes from “Partnerships” and “Early Involvement” in the City of Portland Public Involvement Principles. This policy highlights the need to provide opportunities for every affected and/or interested community member to participate and have influence in the formative stages of the planning process.

Policy 1.7. Process design, restates “Good Process Design and Implementation” from the City of Portland Public Involvement Principles. This policy also draws from “Informed Participation,” “Accessible Participation,” and “Appropriate Participation” from the California Institute for Local Government’s Principles for Local Government Public Engagement. Related to Policy 1.12, the participation of City staff at existing community forums can both build relationships and provide information to and engage with the community.

Policy 1.6 **Early involvement.** Improve opportunities for interested and affected community members to participate early in planning and decision making. This includes participating in process design, identifying issues and opportunities, and recommending and prioritizing projects and/or other types of implementation.

Policy 1.7 **Process design.** Create well-designed community involvement processes and techniques that appropriately fit the scope, character, and impact of planning and decision making.

1.7.a. Use a variety of involvement methods and tools, as appropriate, based on continuous review of best practices.

1.7.b. Customize community involvement processes to be responsive to the needs of different affected groups and encourage full, authentic, culturally appropriate, effective, and equitable participation.

1.7.c. Collaborate with appropriate City and agency partners and community participants when designing the process.

1.7.d. Respect participants’ time when designing involvement processes. Acknowledge and address reasonable timelines and respect different communities' abilities to respond in a timely manner.

Policy 1.8 **Adaptability.** Adapt community involvement processes for public projects to respond to changes in the scope and priority of the issues and decisions at hand.

Policy 1.9 **Accessibility.** Ensure that community involvement processes are broadly accessible in terms of location, time, and language, and that they are supportive of the engagement of individuals with a variety of disabilities.

1.9.a. Select accessible locations where the facilities meet the requirements of the American with Disabilities Act (ADA) and are close to transit. Consider geographically diverse locations.

1.9.b. Encourage engagement activities at times of day that accommodate a variety of schedules and lifestyles.

1.9.c. Strive for information to be in multiple languages, provided through interpretation and translation, based on the demographics of the affected participants.

1.9.d. Consider providing childcare and other services that reduce barriers to community involvement.

1.9.e. Provide opportunities for participation in places where communities typically gather.
**Commentary**


**Policy 1.10. Information for effective participation**, is drawn from “Informed Participation,” “Accessible Participation,” and “Appropriate Participation” from the California Institute for Local Government’s Principles for Local Government Public Engagement. Statewide Planning Goal 1 is addressed by expanding Subpolicy 1.10.a. to include the text on technical information at local public libraries or other locations open to the public.

**Policy 1.11. Accountability**, is a critical community involvement component. The language is drawn from the Southwest Community Plan.

Subpolicy 1.11.a. is adapted from “Authentic Use of Information Received” from the California Institute for Local Government’s Principle for Local Government Public Engagement.

Subpolicies 1.11.b. and 1.11.c. are adapted from the Southwest Community Plan and have been identified as having citywide applicability. They address Statewide Planning Goal 1 by highlighting the need for effective communication between community members, City staff, and elected and appointed officials.


Subpolicy 1.11.a. is the restated principle “Authentic Use of Information Received” from the California Institute for Local Government’s Principles for Local Government Public Engagement.

**Policy 1.13. Best practices and innovation**, identifies the need for the City to continue to look beyond the minimum requirements for public participation and to draw on acknowledged best practices.

Subpolicy 1.13.a. highlights the need for partnerships to share expertise and originates from the Portland Plan’s Equity Framework, Element 3: Build Partnerships.

Subpolicy 1.13.b. While the Portland Plan’s Equity Framework, Element 3: Build Partnerships, spoke to best practices within equity work, this is connected and applicable to engagement practices.

Subpolicy 1.13.c. is reworded from the Community Connect Final Report (2008), Recommendation #5, 1st Strategy.
Policy 1.10 Information for effective participation. Provide community members with the information and expertise necessary to ensure informed participation.

1.10.a. Provide information and educational opportunities through a variety of means, in alternative formats, and with enough lead time, to enable effective participation. Distribute technical and other information to public libraries and other facilities open to the public. Provide information and context in a format accessible to the reader and relevant to their experience. Strive to explain how a project or policy will affect individuals in their lives. Provide real-life context.

1.10.b. Strive for notification methods for planning and decision making to be fair, beyond the minimum legal standards, clear, and timely.

Policy 1.11 Accountability. Ensure that planning and decision making are meaningfully shaped by ideas, preferences, and recommendations contributed by the public.

1.11.a. Document and conscientiously consider information received through community involvement.

1.11.b. Ensure that community members receive feedback from decision makers, including the rationale for decisions.

1.11.c. Strengthen channels of communication among City Council, the Planning and Sustainability Commission, City staff, and community members.


1.12.a. Evaluate each community involvement process from both the City and participants’ perspective and consider collected feedback and lessons learned in future involvement efforts.

Policy 1.13 Best practices and innovation. Improve community involvement efforts through new and creative methods, tools, and technologies to help people understand and evaluate information and provide input.

1.13.a. Leverage government and community partners’ skills and expertise to develop innovative tools and methods.

1.13.b. Coordinate and share successful engagement practices with both agency and community partners.

1.13.c. Evaluate and pursue creative and culturally appropriate methods to inform and engage people from groups who are currently or historically underrepresented groups.
Policy 1.14. Capacity building, reflects the Portland Plan’s Equity Framework, Element 2: Engage the Community, as well as Community Connect Final Report (2008). Once Portlanders are already engaged, they need the connections, skills, and tools to be able to work together to solve problems and achieve their communities’ goals. This policy focuses on building capacity to increase and enhance involvement within planning and decision-making processes, while acknowledging that capacity-building outcomes go beyond civic affairs.

Subpolicy 1.14.a. originates from visionPDX.


Policy 1.14  Capacity building. Build capacity for community members to effectively participate in planning and decision making.

1.14.a. Provide ongoing education, technical assistance, volunteer opportunities, stewardship programs, stipends, and other methods to partner with the community, work toward shared goals, and increase the sense of connection.

1.14.b. Encourage leadership training of volunteers involved in community organizations and neighborhood and business district associations.

1.14.c. Recruit, train, and appoint people from currently or historically underrepresented communities to City boards and committees that oversee or advise planning processes, to ensure accurate representation of Portland’s diverse population.
Chapter 2: Housing

GOAL 2.A.  Housing diversity
GOAL 2.B.  Equitable access
GOAL 2.C.  Location efficiencies
GOAL 2.D.  Permanently affordable housing

Housing supply and variety
Policy 2.1  Adequate housing supply
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Housing discrimination
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Policy 2.8  Housing affordability
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Policy 2.14  Healthful, safe, and active multi-dwelling development
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What is this chapter about?
The goals and policies in this chapter aim to:
- Ensure adequate access to housing for a socially and economically diverse population.
- Support fair, equitable, healthy, and physically accessible housing.
- Establish ways to mitigate gentrification and displacement.
- Concentrate new housing in centers and corridors near transit and services to reduce the housing/transportation cost burden.
- Maintain a supply of permanently affordable housing for Portland’s most vulnerable residents.

Why is this important?
A place to live is a basic human need, but not all Portlanders have safe and healthy housing. Economic, social, and physical barriers limit many Portlanders’ access to housing that meets their basic needs. People of color experience housing discrimination at much higher rates than do white Portlanders. Portlanders also experience discrimination because of limited income, immigration status, limited English proficiency, sexual orientation, or disability. Ensuring a fair and equitable housing market is essential to providing the opportunities and security people need to live healthy and successful lives.

In recent years, rising costs and declining incomes have strained household budgets. Greater housing and transportation costs mean that the cost burden is being felt not just by the homeless, low-income households, and seniors on fixed incomes, but also by moderate- and middle-income households. In 2010, nearly one quarter of Portland’s renter households were cost burdened, meaning they spent more than 50 percent of household income on housing and transportation expenses. There were many cost-burdened homeowners as well. Metro’s long-range forecasts predict a steep increase in the number of cost-burdened households, particularly low-income households.

The purpose of this chapter is to provide policies that will help Portland meet its need for quality, affordable homes for a growing and socioeconomically diverse population, and to help ensure equitable access to housing. The current Comprehensive Plan Map designates a more than adequate supply of development capacity for housing to meet the future needs. The challenge is to provide housing with a diverse range of unit types and prices in locations that help meet the needs of all households, including those of low-income populations, communities of color, and people of all ages and abilities.

These goals and policies provide guidance for the regulations, programs, incentives, and partnerships that will help achieve our housing goals.
GOAL 2.A Housing diversity
Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capabilities in terms of different types, tenures, density, sizes, costs, and locations.

GOAL 2.B Equitable access
Portland ensures equitable access to housing, especially for low-income households, diverse family types, seniors, and households that include people with disabilities.

GOAL 2.C Location efficiencies
Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs. This housing is connected to the rest of the city and region by convenient multimodal transportation.

GOAL 2.D Permanently affordable housing
Portland maintains a supply of permanently affordable housing units to meet the needs of its most vulnerable residents.
A number of the terms used in this chapter are defined in the glossary in Appendix A.

**Housing supply and variety**

**Policies 2.1 through 2.3** address housing supply and variety in housing types. These policies frame the City’s response to the following objectives:

- Provide enough housing units to meet forecasted housing demand.
- Provide housing in ways that can meet the needs of a growing and socioeconomically diverse population.
- Provide a variety of housing types that can meet the needs of various types of households and a variety of living arrangements.
- Ensure an adequate supply of physically accessible housing units that can serve people of varying ages and abilities.
- Locate housing with access to services and amenities.

The City of Portland needs to address the housing needs of its residents in conformance with Statewide Planning Goal 10 (Housing) and state administrative rules in the Metropolitan Housing Rule (OAR 660-007). Oregon’s Statewide Planning Goal 10 requires that cities create an inventory of buildable land and plan for a range of housing types to meet the varying housing needs of local residents within their financial capabilities.

The state Metropolitan Housing Rule requires cities to provide adequate housing opportunities for the forecasted number of needed housing units and to make efficient use of land within Portland’s urban growth boundary. The needed housing types include government–assisted and manufactured housing, and at least 50 percent of all residential development capacity must be designated for attached or multifamily housing. In addition, local development standards for needed housing must be clear and objective.

The Portland Plan provides additional guidance by directing us to provide for a supply of high-quality housing that accommodates expected growth, is diverse in terms of unit types and price, and is located to take advantage of the long-term affordability benefits of the Healthy Connected City strategy’s network of centers and corridors.
Housing supply and variety

Policy 2.1 Adequate housing supply. Ensure that an adequate supply of housing is available to meet the diverse needs, preferences, and financial capabilities of Portland residents.

2.1.a. Maintain sufficient residential development capacity to accommodate Portland’s projected share of regional household growth.

2.1.b. Housing Potential: Consider the impact of potential loss of housing capacity through legislative actions, particularly the potential to develop housing units that can serve low- and moderate-income households.

Policy 2.2 Housing variety. Create a variety of housing types in varying densities that create socioeconomically and culturally diverse neighborhoods.

2.2.a. Encourage a variety of housing types, including accessory dwelling units; small innovative units; pre-fabricated homes such as manufactured, modular, and mobile homes; and floating homes.

2.2.b. Encourage housing that can be adapted to accommodate a variety of household types, including multi-generational households, small and large households with children, older adults and households that include people with disabilities who may need independent living services, various degrees of assisted living, and skilled nursing care facilities.

2.2.c. Encourage development of non-traditional housing types such as co-housing and clustered housing/clustered services.

2.2.d. Ensure that areas in and around centers include a diversity of housing that can accommodate a broad range of households, including multi-generational households and families with children.
Policy 2.3. Physically accessible housing, responds to challenges faced by people with disabilities—who have a shortage of housing that can accommodate their needs—and to the evolving needs of Portland’s aging population. Providing more physically accessible housing and locating it near services makes it easier for people to live independently. Furthermore, the Portland Plan calls for increasing the stock of accessible housing to better serve the needs of aging and disabled populations.

Housing discrimination

Policy 2.4. Fair housing, prohibits housing discrimination. The 2011 Fair Housing Action Plan, co-authored by the City of Portland, the City of Gresham, and Multnomah County, identifies several impediments to the achievement of the goals of fair housing and provides various strategies to eliminate housing discrimination. The Portland Plan’s Guiding Policy P-33 reinforces the need to remove discriminatory barriers to Portlanders trying to secure housing.

Policy 2.5. Opportunity areas, relates to the role that the location of housing and neighborhoods plays in providing opportunities and meeting housing needs. The Portland Plan’s Guiding Policy P-39 promotes expanding opportunities for Portlanders to live in complete communities that offer a mix of desirable conditions such as access to active transportation, jobs, open spaces, quality schools, and services. This entails a two-pronged strategy that encourages new housing in areas with opportunities and also improves opportunities in areas that already have a stock of affordable housing. These policies also incorporate existing policies on locating housing close to transit and services.

Subpolicy 2.5.c calls for focusing new higher density housing around centers and identifies the need to include a broad range of housing options so that a diversity of households can benefit from opportunities for housing close to centers and the services they provide. This subpolicy is based on Guiding Policy H-16 of the Portland Plan. Focusing housing around centers will be critical to increasing the percentage of Portlanders who live in complete neighborhoods with walkable access to services from the current 45 percent to the 2035 goal of 80 percent (a Portland Plan measure of success).
Policy 2.3  **Physically accessible housing.** Create a robust supply of affordable, accessible housing to meet the needs of the older adults and people with disabilities, especially in centers and other places where close proximity to services and transit makes it easier to live independently.

2.3.a. Accessible design for all. Encourage new construction and retrofitting to create physically accessible housing through the use of Universal Design Principles.

**Housing discrimination**

Policy 2.4  **Fair housing.** Prohibit discrimination in selling, renting, or leasing real property on the basis of an individual’s race, religion, color, sex, national origin, marital status, familial status, disability, sexual orientation, gender identity, source of income, or age if over 18, as required by federal, state, and local laws.

2.4.a. Prohibit refusal to make reasonable accommodations in rules, policies, practices, or services when such accommodations may be necessary to afford a person with a disability the equal opportunity to use and enjoy a dwelling.

2.4.b. Remove discriminatory barriers for people in protected classes in order to ensure freedom of choice in housing type, tenure, and location.

2.4.c. Enhance opportunities for people in protected classes to gain access to the existing supply of available housing units throughout the city.

Policy 2.5  **Opportunity areas.** Strive to create housing in livable mixed-income neighborhoods throughout Portland that have the qualities important for economic prosperity and healthy living.

2.5.a Prioritize new affordable and accessible housing in areas that offer good access to active transportation, jobs, open spaces, high-quality schools, and various services and amenities.

2.5.b. Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and various services and amenities in areas with an existing supply of affordable housing.

2.5.c. Prioritize new higher density housing, including units that are affordable and accessible for all Portlanders, in and around centers that offer good access to active transportation, jobs, open spaces, schools, and various services and amenities.
Policy 2.6. Housing and neighborhood stability, supports stability for households that are challenged by gentrification, displacement, and other involuntary moves caused by reasons such as aging, disabilities, and closure of mobile home parks. The Portland Plan calls for the City to take a more proactive role in helping minority and low-income people stay in their homes and neighborhoods in the face of neighborhood change.

Policy 2.7. Gentrification/displacement, supports programs and investments to minimize the involuntary displacement of households from neighborhoods. The issue of gentrification/displacement is being carefully considered to address community concerns. Policies will be developed based on a consultant study slated for completion in January 2012. The study aims to:

- Develop a mapping tool to identify neighborhoods in various stages of gentrification.
- Develop a toolkit that will offer policies appropriate for the stage of gentrification so we can respond strategically to the threat of gentrification/displacement.

The study will provide the starting point for community discussions about how Portland should address gentrification and involuntary displacement.
Policy 2.6  **Housing and neighborhood stability.** Maintain the ability of households to stay in their housing and neighborhoods and strive to limit involuntary displacement for all residents caused by issues such as aging, disabilities, job loss, rental discrimination, and changes in household composition.

2.6.a. Enable older adults to remain in their own communities as their needs change by providing a range of housing options that can meet their needs.

2.6.b. Consider redevelopment pressures on existing mobile home parks.

2.6.c. Support households in their homes by preventing avoidable, involuntary evictions and foreclosures.

2.6.d. Consider the effect of housing investments on school enrollment and student mobility.

Policy 2.7  **Gentrification/displacement.** Minimize the involuntary displacement of vulnerable populations, such as low-income households, the elderly, and people with disabilities from their communities as neighborhoods grow.

2.7.a. Strive to maintain the socioeconomic diversity and cultural stability of established communities.

2.7.b. Consider the potential to cause gentrification/displacement when planning significant new public investments in areas with concentrations of low- and moderate income housing to protect against involuntary displacement of existing residents.

2.7.c. Utilize public investments, incentives, and policy tools to mitigate the impacts of market pressures that cause involuntary displacement.

2.7.d. Encourage early and meaningful involvement of community members in prioritizing needs and redevelopment plans, especially communities of color and others historically left out of critical participation forums.
Housing affordability

Policies 2.8 and 2.9. Housing affordability and Workforce housing, reflect concern about housing affordability. This concern is evident in the Statewide Planning Goal 10, “Housing”; the State Metropolitan Housing Rule; and current Comprehensive Plan policies, which address housing affordability for people of all incomes.

Growing concerns around housing affordability are expressed through the term “housing cost burden,” which now includes not just expenditures on housing and utilities but transportation costs as well. A housing needs analysis based on population projections that was conducted by Metro, available in the Urban Growth Report (2010), expects a sharp increase in the number of cost-burdened households for the entire Portland Metro area.

Share of households that are cost-burdened, HIGH growth scenario
Source: MetroScope scenarios 911, 2009

The Portland Plan addresses the mounting cost burden of current residents and expected increase in number of cost-burdened households through Policies P-32, P-34, and P-36.
Housing affordability

Policy 2.8  **Housing affordability.** Provide affordable housing across a broad spectrum of household incomes and increase housing options for low- and moderate-income households.

2.8.a. Preserve and produce housing to meet the needs that are not met by the private market.

2.8.b. Encourage private and non-profit investment in the development of a range of affordable housing types. Consider how existing and new regulations affect private development of affordable housing and minimize those impacts where possible.

2.8.c. Consider a variety of funding sources and mechanisms to preserve, maintain, and develop housing and housing assistance programs for households whose needs are not met by the private market.

2.8.d. Enhance the supply of permanently affordable housing.

2.8.e. Encourage income diversity in and around centers by allowing a mix of housing types and tenures, maintaining long-term affordability, and mitigating the potential for displacement as growth occurs in centers.

2.8.f. Reduce the housing cost burden for all households by reducing the combined cost of housing, utilities, and/or transportation.

2.8.g. Expand the supply of affordable housing with a variety of types and sizes of housing that provides convenient multimodal transportation access to education and training opportunities, the Central City, industrial districts, and other employment areas to help meet the needs of various low-income households.

Policy 2.9  **Workforce housing.** Encourage private development of a robust supply of housing that is affordable to moderate-income households and located so as to provide convenient multimodal transportation access to education and training opportunities, the Central City, industrial districts, and other employment areas.

2.9.a. Enhance the supply of live/work units affordable to moderate-income households.

2.9.b. Encourage employer-assisted affordable housing.
Commentary

Policy 2.10. Affordable homeownership, promotes homeownership opportunities and retention of ownership for the priority population — those who have historically been underserved. In 2004, the Housing and Community Development Commission (HCDC)—the advisory commission for the City of Portland, Multnomah County, and the City of Gresham for federal funding—analyzed disparities in rates of homeownership for communities of color in Portland and presented its analysis and recommendations in the Strategies to Increase Minority Homeownership Rates report to City Council. These recommendations have informed Portland’s policy and financial commitments since 2004.

The Portland Housing Bureau (PHB) Strategic Plan for 2011-13 identifies as one of its four investment priorities helping Portlanders from communities of color buy a home or keep the home they already own. Under this priority, funding has been directed (through community based and culturally specific providers) to programs that provide homebuyer education and outreach, direct funding for down payment assistance loans, and indirect funding through fee waivers, limited tax exemptions, and tax incentives. Funding has also been directed to foreclosure prevention and counseling.

In addition to assisting new homebuyers, community-specific organizations working with the Portland Housing Bureau have prioritized retention of housing, especially for older adults, where neighborhood change creates a risk of displacement of low-income homeowners.

Policy 2.11. Homelessness, reflects the priorities of the City of Portland and Multnomah County’s 10-year Plan to End Homelessness (2004). This plan is built on three principles: focus on the most chronically homeless populations, streamline access to existing services to prevent and reduce other homelessness, and concentrate resources on programs that offer measurable results. Since its adoption, this document has guided the City’s efforts to end homelessness for disabled veterans, families, and chronically homeless people. This policy will be updated based on the recommendations of the 10-year Plan to End Homelessness Reset Committee.

Policy 2.12. Regional cooperation, provides guidance and support for regional cooperation in meeting the housing needs of Portland Metro area residents in a balanced way. The Portland Plan’s housing supply and diversity goals recognize the challenges experienced by low-income households throughout the region. Continued improvement in region-wide housing solutions will be needed as the city and the region grow. Particularly, collaboration with regional public and private partners is important to assure requirements to provide an adequate supply of publicly planned and supported housing are met in a balanced and achievable way.

Regional jurisdictions have identified a number of productive areas of collaboration including Fair Housing strategies and regional housing data collection. Within the region, several jurisdictions including Portland are developing and utilizing “opportunity maps” to link housing strategies with access to public transportation, jobs and job training, healthy food and other basic community amenities. Public housing authorities serving the three metro region counties have cooperative agreements for utilization of housing vouchers that recognize that a family may benefit significantly from renting housing that is close to work.
Policy 2.10 Affordable homeownership. Enhance and sustain homeownership rates among various racial/ethnic groups in ways that bridge persistent minority homeownership gaps.

2.10.a. Expand opportunities for first-time homebuyers in priority populations.

2.10.b. Encourage ownership opportunities by supporting the creation of condominiums, cooperatives, mutual housing associations, limited equity cooperatives, and similar approaches.

2.10.c. Enhance the use of alternative approaches such as land trusts and sweat equity models to increase opportunities for affordable home ownership.

2.10.d. Enhance opportunities for homeownership retention in priority populations.

Policy 2.11 Homelessness. Prevent homelessness and reduce time spent homeless.

2.11.a. Ensure that a continuum of housing opportunities, including emergency shelters, temporary shelters such as warming centers and tents/tarps, transitional housing, and permanent housing for renters and owners is available, with appropriate supportive services for those who need them.

2.11.b. Enhance safety net programs that keep households from falling into homelessness.

2.11.c. Enhance opportunities throughout the city for emergency and temporary shelters to meet the needs of the full spectrum of the homeless population, from individuals to households with children.

Policy 2.12 Regional cooperation. Enhance opportunities for greater regional cooperation in addressing the housing needs in the Portland metropolitan area.

2.12.a. Encourage development of a “regional balance” strategy to secure greater regional participation to address the housing needs of the homeless, low- and moderate-income households, and historically underserved communities throughout the region.

2.12.b. Support regulations and incentives that encourage the production and preservation of housing throughout the region that is affordable to households at all income levels.
Health and safety

Policy 2.13. Healthful housing, seeks to maintain the health, safety and viability of existing housing stock in accordance with the Portland Plan’s Guiding Policy P-30. In addition to having an adequate supply of housing units, it is equally important that housing units be safe and healthful. A safe housing unit is largely free of hazardous materials, such as lead and radon; is free of mold; is not in a state of disrepair; and offers emergency safety features such as carbon monoxide monitors, smoke alarms, and emergency exits. By virtue of being safe, the housing offers a healthy place for its residents to live. Although it is important that all units being built are safe and healthy, it is equally critical that existing units offer the same degree of protection.

Policy 2.13 provides guidance and support for development of safe, attractive, and affordable housing development by employing Healthy Eating and Active Living (HEAL) and Crime Prevention Through Environmental Design (CPTED) site design standards. These standards include “eyes on the street” for all multi-dwelling development: the front door or main entry should face the street, at least 15 percent of street-facing walls should be made up of windows, and developments should include large outdoor areas, good exterior lighting, and large, secure storage areas for bikes and strollers.

Subpolicy 2.13.e provides guidance and support for development of enhanced site design standards for outdoor areas. Current standards for outdoor areas are not adequate and do not provide onsite opportunities for play, gathering, or social interaction. This subpolicy is based on Healthy Eating and Active Living (HEAL) best practices, identified by the Oregon Public Health Institute in 2012. It is also informed by the Infill Design Project from 2008 and the related Courtyard Housing Design Competition, which identified the need for useable outdoor space for children (based on research on child-friendly housing design) and the importance of outdoor space to meet a range of needs for people of a variety of ages.
Health and safety

Policy 2.13 **Healthful housing.** Encourage development and maintenance of housing, especially multi-dwelling housing, that protects the health and safety of residents and encourages healthy lifestyles and active living.

2.13.a. Encourage housing that provides high indoor air quality, access to sunlight and outdoor spaces, and is protected from noise and weather.

2.13.b. Require safe and healthful housing free of hazardous conditions such as lead, asbestos, and radon.

2.13.c. Require housing to be constructed, rehabilitated, and maintained in a manner that prevents mold growth and protects people from the health effects of mold.

2.13.d. Encourage property owners and managers to repair substandard housing.

2.13.e. Maintain a housing inspection program that can effectively identify substandard housing issues.

2.13.f. Encourage housing that provides features supportive of health, such as useable open areas, recreation areas, community gardens, crime-preventive design, and communal kitchens.

2.13.g. Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities, such as secure bicycle parking facilities.

2.13.h. Educate property owners, managers, and developers through the development, redevelopment, and inspections processes about how to build and maintain healthful housing.

Policy 2.14 **Existing housing resources.** Maintain, restore, and rehabilitate existing housing. Strive to make all housing units safe and habitable.

2.14.a. Encourage rehabilitation and renovation, including energy efficiency, adaptive reuse, or relocation of existing buildings for residential use.

2.14.b. Maintain the viability, healthfulness, and safety of existing housing stock.
CHAPTER 3: ECONOMIC DEVELOPMENT

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GOAL 3.B. Urban development
GOAL 3.C. Business district vitality

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SECTION III: GOALS AND POLICIES

What is this chapter about?
The goals and policies in this chapter aim to:

- Create an environment that encourages innovation and entrepreneurship, builds on local strengths for business success and growth, and offers businesses a functional and attractive place to call home.
- Expand economic opportunity and improve economic equity for our growing population through sustained business growth.
- Support traded sector growth, expand exports, and retain Portland’s position as an innovative industrial and commercial center and a West Coast trade gateway.
- Provide land and infrastructure capacity to meet expected business growth and expand our tools to increase efficient use of land, such as by redeveloping brownfields.
- Provide land use policies to support the growth and vitality of business districts.

Why is this important?
A healthy economy is the foundation of a livable city. A healthy economy supports the creation of stable, living wage jobs for our growing, increasingly diverse population. It supports a stable and growing tax base for public services. It improves health and educational outcomes. People with stable jobs and reliable incomes have more resources to meet basic needs. This contributes to people’s physical and mental health and the educational success of youth. A healthy economy provides opportunities for people to achieve their full potential.

Portland is an innovative employment center in a region with strong economic growth. However, many disturbing trends suggest that economic development must be a higher priority in the coming decades than it has been. Job growth in Portland has been generally flat since 2000 and lagged the region in earlier decades. When adjusted for the rising costs of living, average wages have declined since 2000. Economic inequity has widened since about 1980: Since that time the proportion of middle-class jobs in the economy has dwindled, and income growth has been concentrated at the top, among the 20 percent of Portlanders earning the most. In addition, deep income disparities persist for historically underserved populations, such as people of color.

New directions are needed to sustain job growth and improve economic equity. The region’s primarily industrial traded sectors that drive regional prosperity will need more investment in workforce education, land supply, freight infrastructure, and innovation. Improving economic equity and affordability will depend on making equity a more central part of City policy and investments. There are limited places where Portland’s city limits can expand; as such, the city will need new land development approaches for job growth through brownfield redevelopment, low-cost office development, and institutional zoning. Citywide neighborhood prosperity will depend on new approaches for neighborhood revitalization, affordability, and small business growth.
Commentary

These goals and policies are based on the current Comprehensive Plan, new policies regarding economic development (such as policies in the Portland Plan (2012), Portland Economic Development Strategy (2009), and Neighborhood Economic Development Strategy (2011), the Economic Opportunities Analysis (2012), the Buildable Lands Inventory (2012), and discussions with the public.

Oregon’s Statewide Planning Goal 9 on economic development requires that comprehensive plans include policies in three areas: overall community objectives for economic development, adequate 20-year development capacity, and land use policy for business districts. This chapter is organized around these state requirements.

**GOAL 3.A. Prosperity**, and Policies 3.1, 3.3, and 3.4 are based on the Portland Plan’s Economic Prosperity and Affordability strategy. The goal and policies call for inclusive economic growth that combines business success and household prosperity. They aim to reverse local trends over the last decade of declining average real incomes, flat job growth, unemployment above regional and national averages, and declining prosperity among households at low income levels. In addition, Goal 3.A creates a multidisciplinary framework for economic development that incorporates land use and infrastructure with business development, workforce development, seaport and airport services, affordable housing, and social services.

**GOAL 3.B. Urban development**, and Policies 3.2 and 3.5 address Statewide Planning Goal 9 requirements for employment land supply, transportation, and public services. Goal 9 requires cities to provide for an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses. Portland has shortfalls in the 25-year development capacity to meet expected job growth in industrial districts and institutional campuses. Regulatory hurdles and costs are commonly cited (in the Portland Plan’s business survey, for example) as factors limiting improved business growth and retention. Infrastructure maintenance and improvements also are critical in supporting the vitality and growth capacity of Portland’s business districts.

**GOAL 3.C. Business district vitality**, and Policies 3.6 through 3.8 provide land use direction for three of Portland’s four types of employment districts: industrial sanctuaries, campus institutions, and neighborhood business districts. These geographies represent major categories of employment land demand based on business location preferences. The fourth employment district – the Central City – is addressed in the Central City 2035 Concept Plan (2012). For ease of reading and public engagement, for the most part, the policies contained in the Central City 2035 Concept Plan (2012) are not repeated in this chapter.
GOAL 3.A. Prosperity
Vigorous business and economic growth in Portland supports the equitable prosperity of a growing, socially and economically diverse population in the city, region, and state.

GOAL 3.B. Urban development
Room to grow, nimble development review, and high-quality public facilities and services provide an attractive environment for industrial, commercial, and institutional real estate development to support robust business and employment growth in Portland.

GOAL 3.C. Business district vitality
Land use planning, public investment, and business development efforts support the economic vitality of Portland’s diverse business districts by enhancing their comparative location advantages, encouraging business synergy, and providing convenient access to goods and services for all.
A number of the terms used in this chapter are defined in the glossary in Appendix A.

Diverse, expanding city economy

Policy 3.1. Diverse, expanding economy, and its subpolicies are based on the Economic Prosperity and Affordability strategy of the Portland Plan and the current Comprehensive Plan. Economic growth in Portland supports full employment, high average wages, and compact regional form. The City of Portland’s specialized, urban-scale business districts are a statewide economic engine, a source of local economic resilience, and a job base for our diverse, growing population. Portland is the economic center of the metropolitan region, with 39 percent of the seven-county region’s jobs and 26 percent of its population in 2010. However, Portland has had flat job growth since 2000, and unemployment levels in Multnomah County have generally exceeded national and regional averages. Urban sprawl is a long-term national trend, with faster residential and employment growth at the edges of metropolitan areas than elsewhere. Portland has been notably effective at accelerating close-in housing growth but not job growth.

Policy 3.2. Employment growth, sets a growth target of capturing 25 percent of the seven-county metropolitan region’s net new jobs from 2010 to 2035, based on Metro’s job growth forecast for the region and the city and the Economic Opportunities Analysis (2012) (EOA) forecast. Targeting regional “capture rates” allows us to measure short-term performance when job targets are complicated by business cycle fluctuations. Capture rates provide a fallback performance measure if national and regional job growth varies substantially from the current forecast.

Policies 3.3. Economic Center through 3.5. Economic role of livability and ecosystem services, emphasize comparative economic advantages of the city within the region. Statewide Planning Goal 9 guidelines call for comparative advantage to be a principal determinant in planning for industrial and commercial land.

Policy 3.6. Central City, recognizes the unique role that the Central City plays in the city and regional economy. It is based on the Economy and Innovation policies in the Central City 2035 Concept Plan. It is consistent with the Economic Opportunities Analysis (EOA) and the Economic Prosperity and Affordability strategy of the Portland Plan. The Central City is the region’s diverse central business district. Its location within the region gives it an advantage as a commercial office district. In fact, in 2008, 56 percent of the area’s office-sector jobs (meaning professional, business, financial, information, and government jobs) were within the Central City. The Central City also has strong employment concentrations in retail entertainment, educational institutions, and close-in industry.

The Central City commercial subdistricts, which make up the high-density core, have surplus development capacity and can accommodate 248 percent of expected demand. However, the current development capacity in the Central City incubator/industrial subdistricts is only 40 percent of expected demand.
Diverse, expanding city economy

Policy 3.1  Diverse, expanding economy. Support Portland’s economic growth, strengthen its economic resiliency, and maintain its role in the regional and state economies as Oregon’s largest job center.

Policy 3.2  Employment growth. Strive to capture at least 25 percent of the seven-county region’s employment growth.

Policy 3.3  Economic center. Encourage Portland’s economic growth by maintaining and strengthening the city’s comparative advantages, including its access to a high-quality workforce, business diversity, competitive regulatory climate, and multimodal transportation infrastructure.

Policy 3.4  Business innovation. Encourage innovation, research, development, and commercialization of new technologies, products, and services.

Policy 3.5  Economic role of livability and ecosystem services. Conserve and enhance Portland’s cultural, historic, recreational, educational, food-related, and ecosystem assets and services for their contribution to the local economy and their importance for retention and attraction of skilled workers and businesses.

Policy 3.6  Central City. Provide for the Central City’s growth as the unique center of both the city and the region for commerce and employment, arts and culture, entertainment, tourism, education, and government.
Land development

Policies 3.7 through 3.15 are based on Statewide Planning Goal 9 requirements, Portland’s Economic Opportunities Analysis (EOA), and the Economic Prosperity and Affordability strategy of the Portland Plan. Goal 9 requires that comprehensive plans provide adequate long-term land supply for economic development and job growth. It also requires that comprehensive plans include economic development policies to support brownfield redevelopment and provide adequate short-term land supplies of development-ready sites.

Portland’s locational advantage as an economic center, its long-term growth trends, and its business outlook indicate relatively strong demand for employment land development. However, Portland is substantially landlocked, and most of the city’s growth capacity is on constrained vacant land and redevelopment sites. Keeping Portland’s employment land supply competitive in regional markets will require new programs and incentives.

The Economic Opportunities Analysis (EOA) found significant shortfalls of developable land capacity for Portland’s industrial districts and institutional campuses to meet expected growth to 2035 (see table below). This chapter proposes a range of policy directions to address these shortfalls.

Policies 3.8 through 3.13 propose new directions to improve the regional market competitiveness of Portland’s vacant and underutilized land supply. These new public investments can be designed to pay for themselves over time by expanding the tax base and using existing infrastructure more efficiently.

### Employment Land Needs (acres)

<table>
<thead>
<tr>
<th>Employment Geography</th>
<th>Demand</th>
<th>Land Supply</th>
<th>Surplus/Deficit</th>
<th>% Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central City Commercial</td>
<td>60</td>
<td>149</td>
<td>89</td>
<td>248%</td>
</tr>
<tr>
<td>Central City Incubator</td>
<td>100</td>
<td>40</td>
<td>(60)</td>
<td>40%</td>
</tr>
<tr>
<td>Columbia Harbor</td>
<td>1,490</td>
<td>855</td>
<td>(635)</td>
<td>57%</td>
</tr>
<tr>
<td>Harbor Access Lands</td>
<td>450</td>
<td>94</td>
<td>(356)</td>
<td>21%</td>
</tr>
<tr>
<td>Columbia East of 82nd</td>
<td>360</td>
<td>394</td>
<td>34</td>
<td>109%</td>
</tr>
<tr>
<td>Dispersed Industrial</td>
<td>140</td>
<td>112</td>
<td>(28)</td>
<td>80%</td>
</tr>
<tr>
<td>Gateway Regional Center</td>
<td>50</td>
<td>135</td>
<td>86</td>
<td>270%</td>
</tr>
<tr>
<td>Town Centers</td>
<td>140</td>
<td>90</td>
<td>(50)</td>
<td>64%</td>
</tr>
<tr>
<td>Neighborhood Commercial</td>
<td>530</td>
<td>1,118</td>
<td>588</td>
<td>211%</td>
</tr>
<tr>
<td>Institutions</td>
<td>380</td>
<td>306</td>
<td>(74)</td>
<td>81%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>3,250</td>
<td>3,198</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


### Aggregate Geography

<table>
<thead>
<tr>
<th>Employment Geography</th>
<th>Demand</th>
<th>Land Supply</th>
<th>Surplus/Deficit</th>
<th>% Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central City</td>
<td>160</td>
<td>189</td>
<td>29</td>
<td>118%</td>
</tr>
<tr>
<td>Industrial</td>
<td>1,990</td>
<td>1,361</td>
<td>(629)</td>
<td>68%</td>
</tr>
<tr>
<td>Commercial</td>
<td>720</td>
<td>1,342</td>
<td>622</td>
<td>186%</td>
</tr>
<tr>
<td>Institutions</td>
<td>380</td>
<td>306</td>
<td>(74)</td>
<td>81%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>3,250</td>
<td>3,198</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

SECTION III: GOALS AND POLICIES

Land development

Policy 3.7 Land development. Maintain supplies of land that:
- Are available and practical for development.
- Includes adequate amounts and types of sites to support economic vitality.
- Are enough to meet the long-term and short-term growth forecasts in Portland’s Central City and its industrial, institutional, and neighborhood business districts.

Policy 3.8 Comparative advantages. Consider Portland’s comparative advantages within the region in allocation of scarce urban land and regional growth coordination.

Policy 3.9 Land efficiency. Encourage infill, redevelopment, and intensification of scarce urban land.

Policy 3.10 Brownfield redevelopment. Increase public investment and establish approaches to substantially overcome financial-feasibility gaps of brownfield redevelopment and strive for cleanup and redevelopment on 80 percent or more of brownfield acreage by 2035.

Policy 3.11 Site constraints. Reduce site development constraints and enhance the competitiveness in regional development markets of sites located in Portland’s employment areas.


Policy 3.13 Short-term land supply. Increase the supply of development-ready sites to meet short-term demand for different site sizes and types.

Policy 3.14 Corporate headquarters. Provide land opportunities for development of corporate headquarters campuses.

Policy 3.15 Development impacts. Protect historically underrepresented communities from disparities in adverse development impacts.
Traded sector competitiveness

Policies 3.16. Traded sector competitiveness, through 3.21. High-growth entrepreneurship, are based on specific direction set in the Portland Economic Development Strategy (2009) and the Economic Prosperity and Affordability strategy of the Portland Plan to focus on traded sector and export growth. These companies collect in regions where they have competitive advantages, a phenomenon called industry clusters. Economic globalization trends are increasing pressure on regions to be more active and invest in supporting infrastructure to remain competitive for traded sector growth to remain prosperous. The Oregon Business Plan, Comprehensive Economic Development Strategy for Portland-Vancouver Region, and Portland Economic Development Strategy – which are three multi-partner strategies for business development in the Portland region – focus on traded sector growth, which brings income into the region and helps drive regional prosperity.

Household prosperity

Policies 3.22. Household prosperity, through 3.26. Disparity reduction are based on specific direction set in the Economic Prosperity and Affordability strategy of the Portland Plan. Trends in Oregon since 1980 show that inflation-adjusted income growth went almost entirely to households in the top fifth of the income distribution, while income levels have substantially declined for the poor (bottom fifth) and eroded for the middle-class (second lowest and middle fifths). Disproportionate barriers to upward mobility persist for historically underrepresented communities, such as people of color, people with disabilities, and households headed by women. Hunger and food insecurity are also much more common in Oregon and Multnomah County than they are in the rest of the nation.

The Portland Plan emphasizes the critical importance of equity. The Portland Plan sets a high bar for increasing economic self-sufficiency by 2035, calling for expansion of upward mobility pathways for the working poor and unemployed so that the percentage of economically self-sufficient households in Multnomah County rises from 77 percent (in 2005) to 90 percent by 2035.
Traded sector competitiveness

Policy 3.16 **Traded sector competitiveness.** Improve the city and regional business environment for traded sector and export growth.

Policy 3.17 **Clusters.** Maintain strategic business development resources that will enhance the competitiveness of businesses in targeted cluster industries.

Policy 3.18 **Trade and freight hub.** Maintain and plan for transportation systems and services that will retain and expand Portland’s competitive market access as a West Coast trade gateway and freight distribution hub.

Policy 3.19 **Urban innovation.** Maintain the city’s leadership position in sustainable development, businesses, services, and living and strive to have Portland’s built environment, businesses, and infrastructure systems be examples of the best practices and innovation in sustainability.

Policy 3.20 **Traded sector diversity.** Encourage partnerships to foster the growth, small business vitality, and diversity of traded sectors.

Policy 3.21 **High-growth entrepreneurship.** Encourage the expansion of existing traded sector businesses and the success of rapidly growing businesses.

Household prosperity

Policy 3.22 **Household prosperity.** Improve opportunities for all households at all income levels to enhance their prosperity and reduce poverty, food insecurity, and economic disparities.

Policy 3.23 **Family-wage jobs.** Improve family-wage job growth that expands access to self-sufficient wage levels and pathways to upward mobility.

Policy 3.24 **Workforce development.** Align training and education to fill expanding occupations and increase the skills and job-readiness of low-income and historically underserved communities.

Policy 3.25 **Poverty reduction.** Strive for more effective poverty reduction by aligning major public programs responsible for employment, land use and development, transportation, housing, social services, community development, and workforce development.

Policy 3.26 **Disparity reduction.** Reduce racial, ethnic, and disability-related disparities in income and employment opportunity.
Transportation, public facilities, and economic development

Policy 3.27. Transportation, public facilities, and services, through 3.31. Transit in industrial districts, are based on Statewide Planning Goal 9 requirements, the Economic Prosperity and Affordability strategy of the Portland Plan, and Portland’s Freight Master Plan (2006). Portland’s legacy of public infrastructure investment as Oregon’s largest city provides distinctive locational advantages to Portland’s employment districts, particularly Oregon’s multimodal freight hub infrastructure in Portland Harbor, the Columbia Corridor, and the region’s multimodal transportation hub in the Central City. These transportation systems are closely linked to land use policy. Analyses in the Buildable Land Inventory (2012) (BLI) and Employment Opportunities Analysis (2012) (EOA) indicated that infrastructure deficiencies on vacant and underutilized sites reduce the development capacity of those sites by an average of approximately 25 percent.

Subpolicy 3.5.a emphasizes transportation and other infrastructure investments that support economic development. Economic development priorities represent seed investments that leverage private investment and an expanding income tax base. Subpolicy 3.5.b is from the Freight Master Plan. Subpolicies 3.5.c and 3.5.d are from the Economic Prosperity and Affordability strategy of the Portland Plan.
Transportation, public facilities, and economic development

Policy 3.27  **Transportation and public facilities.** Use public infrastructure investment as a catalyst to foster private development and site intensification to support employment growth, traded sector competitiveness, and equitable household prosperity.

Policy 3.28  **Freight-oriented development.** Coordinate land use planning and transportation investments in industrial districts to encourage freight mobility and industrial development.

Policy 3.29  **Marine, rail, and airport facilities.** Provide for the growth and development of marine, rail, and airport facilities and associated infrastructure in Portland that meet market opportunities as a West Coast trade gateway and freight distribution hub.

Policy 3.30  **Transit-oriented employment development.** Encourage employment growth in transit-rich employment areas.

Policy 3.31  **Transit in industrial districts.** Maintain employment-focused land uses at transit station areas in industrial districts.
Industrial Districts

Policies 3.32. Industrial districts, through 3.43. Neighborhood buffers, are based on discussions with the public, the Employment Opportunity Analysis (EOA), and the Economic Prosperity and Affordability strategy of the Portland Plan. Portland is the heavy industrial core of the region and is the location of Oregon’s largest seaport, largest airport, and the nexus of its two Class 1 railroads and two interstate highways.

Policy 3.33. Industrial sanctuaries, reflects the innovative “industrial sanctuary” policy that is part of the current Comprehensive Plan, which reserves industrial districts for industrial growth, which contributed to exceptional industrial growth in the metropolitan area.

Portland Harbor and the Columbia Corridor (a large industrial area located between Columbia Boulevard and the Columbia River) are regionally significant locations of natural resources and priority areas for improving watershed health. Listings of local salmon and steelhead as endangered and designation of the Portland Harbor as a Superfund site have elevated these districts as priority areas for improving watershed health. At the same time, the Portland Plan’s prosperity objectives – to lead the nation in traded sector and export growth, expand competitive market access as a West Coast trade distribution hub, and expand upward mobility pathways – rely on substantial industrial growth in the Portland Harbor and Columbia Corridor.

According to the Employment Opportunities Analysis (2012) (EOA) there is a significant shortfall of industrial land in Portland. Current zoning will meet only 57 percent of demand in the combined harbor and airport industrial districts, only 21 percent in Harbor Access Lands, and only 80 percent in the Dispersed Industrial areas.

Policies 3.33. Industrial sanctuaries, through 3.36. Harbor access, support designation, protection, and strategic use of “prime industrial land,” which is defined by its suitability for traded sector industry and site characteristics that would be difficult or impossible to replace elsewhere in the region (see map, page 3-16). If prime industrial land is converted to other uses, it should be replaced by redesignating non-industrial land to industrial use or by increasing the usability or efficiency of remaining prime industrial land.

Question for community discussion: What should we do about the shortfall of industrial land?
Industrial Districts

**Policy 3.32 Industrial districts.** Protect Portland’s industrial districts for industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely accessible base of family-wage jobs.

**Policy 3.33 Industrial sanctuaries.** Maintain industrial sanctuaries primarily for manufacturing and distribution use.

**Policy 3.34 Prime industrial land and freight hub.** Protect the multimodal freight-hub industrial districts at Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land.

**Policy 3.35 Industrial land retention.** Require that conversion of prime industrial land be avoided when practicable. If it cannot be avoided, minimize the loss of industrial functions and fully mitigate the lost development capacity.

**Policy 3.36 Harbor access.** Prioritize river-dependent and river-related industrial use over other land uses on harbor access lands.

**Policy 3.37 Multimodal freight accessibility.** Encourage maximum use of prime industrial land by facilities that rely on multimodal freight infrastructure.
Portland’s industrial districts

Policy 3.38. Central City industrial districts, supports a range of approaches to enhance the Central City's economic vitality and accommodate expected growth. More policies specific to the Central City are presented in the Central City 2035 Concept Plan.

Policies 3.40. Brownfield redevelopment, through 3.41. Industrial land intensification, support a balanced mix of approaches to accommodate expected industrial growth in a manner that is consistent with watershed health and neighborhood livability objectives. The ability to meet these policies and other city objectives depends on the mix of actions that are implemented.

Question for community discussion: Should we increase public investments to support more intensive use of existing industrial land? Examples include incentives to clean up brownfields and improvements to freight infrastructure.
Policy 3.38  **Central City industrial districts.** Protect and strive for the long-term success of Central City industrial districts, while supporting their evolution into places with a broad mix of businesses with high employment densities.

Policy 3.39  **Dispersed industrial areas.** Provide for small, dispersed industrial areas.

Policy 3.40  **Brownfield redevelopment.** Prioritize brownfield redevelopment resources and approaches to encourage remediation and redevelopment for industrial use and accommodate industrial growth.

Policy 3.41  **Industrial land intensification.** Promote public investments and business climate enhancements that encourage industrial reinvestment and increase land efficiency for industrial output.

Policy 3.42  **District expansion.** Provide opportunities for expansion of industrial areas.

Policy 3.43  **Neighborhood buffers.** Maintain and enhance major natural areas, open spaces, or constructed features as boundaries and buffers for the Portland Harbor and Columbia Corridor industrial areas.
Commentary

Campus institutions

Policies 3.44. Campus institutions, through 3.50. Centers of innovation, support the contribution of campus institutions to the city’s employment base. Portland Plan Actions 41 and 69 call for new Comprehensive Plan policies and investment strategies to accommodate the expected growth, various functions, and neighborhood compatibility of campus institutions. A total of 24 percent of jobs in Portland are in the fields of health care and education, and nearly half of these jobs are concentrated in 19 large campuses (more than 10 acres in size). Continuing recent trends, health care and education are projected to be the city’s leading job growth sectors over the next 25 years, adding an expected 53,000 new jobs, including 23,400 jobs in the 17 campus institutions located outside of centers. The Employment Opportunities Analysis (EOA) found that current zoning will meet only 81 percent of expected demand to 2035. Most of this shortfall is related to hospital/health care facilities.

Campus institutions often are located in residential areas where, by virtue of their size and operations, they can have a significant impact on their surroundings. The intent of Policy 3.7 is to provide a smoother process for institutions to grow while addressing the offsite impacts of growth. Rapid institutional growth is a national trend, and best practices offer opportunities to plan for campus growth more effectively and reduce neighborhood impacts, through increased midrise campus density, transitional design of campus perimeter expansion, new satellite campuses, infrastructure improvements, enhanced campus design, and partnerships in neighborhood problem solving. Institutional campuses can—and should—contribute to the livability of surrounding neighborhoods.

Policy 3.45. Campus land use, proposes designating major campus institutions as employment areas (see map, page 3-20). Currently, 15 of Portland’s 19 large institutional campuses are on land primarily zoned as residential. These residentially zoned institutions are relatively permanent and have been at their current locations an average of about 75 years.

Question for community discussion: What should we do about the shortfall of land for institutional campus development, while minimizing impacts on the neighborhoods surrounding the campuses?
Campus institutions

Policy 3.44  **Campus institutions.** Provide for the stability and growth of Portland’s major campus institutions as essential service providers, centers of innovation, workforce development resources, and major employers.

Policy 3.45  **Campus land use.** Recognize major campus institutions as a type of employment land, allowing uses typically associated with health care and higher education institutions.

Policy 3.46  **Development impacts.** Protect the livability of surrounding neighborhoods through campus development standards that foster suitable density, attractive campus design, and adequate infrastructure. Encourage campus development that can provide amenities and services to surrounding neighborhoods, emphasizing the role of campuses as centers of community activity.

Policy 3.47  **Campus edges.** Provide for context-sensitive, transitional development at the edges of campus institutions to enhance their integration into surrounding neighborhoods, including mixed-use and neighborhood-serving commercial uses where appropriate.

Policy 3.48  **Satellite facilities.** Encourage opportunities for expansion of uses not integral to campus functions to locate in centers and corridors to support their economic vitality.

Policy 3.49  **Communication.** Encourage ongoing and timely communication between institutions and surrounding communities.

Policy 3.50  **Centers of innovation.** Encourage specialization and research in institutions that attract financial capital into the region and catalyze business startup activity.
Portland’s campus institutions
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Policies 3.51. Neighborhood business districts, through 3.58. Community Economic Development, are set in the Economic Prosperity and Affordability strategy of the Portland Plan, the current Comprehensive Plan, and the Portland Neighborhood Economic Development Strategy (2011). Neighborhood business districts contribute significantly to the regional economy by keeping local dollars circulating within Portland, providing commercial space for business to grow and thrive, and accommodating 25 percent of total employment throughout the city. Neighborhood business districts provide opportunities to entrepreneurs and small businesses and anchor neighborhoods throughout Portland. These districts both define the character of a neighborhood and provide goods and services to nearby residents.

Policies 3.58. Community Economic Development, encourage community-based economic development initiatives and development that supports the interests of existing businesses and residents. These policies aim to encourage collaboration between the public, private, and non-profit sectors to advance goals of economic vitality and neighborhood livability. Encouraging cooperative neighborhood economic development efforts supported by diverse coalitions of community stakeholders is integral to advancing neighborhood economic vitality.

Portland’s neighborhood business districts
Neighborhood Business Districts

Policy 3.51 Neighborhood business districts. Provide for the growth, economic equity, and vitality of neighborhood business districts.

Policy 3.52 District function. Enhance the function of neighborhood business districts as the foundation of neighborhood livability.

Policy 3.53 Business retention and growth. Support the retention and growth of small and locally owned businesses.

Policy 3.54 District location. Provide for neighborhood business districts in areas between centers to expand local access to goods and services.

Policy 3.55 Investment priority. Prioritize commercial revitalization investments in neighborhoods that serve historically underserved communities who have limited access to goods and services.

Policy 3.56 Involuntary commercial displacement. Strive to prevent involuntary commercial displacement in areas at risk of gentrification, incorporate tools to reduce the cost burden of rapid neighborhood change on vulnerable small business owners.

Policy 3.57 Affordability. Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.

Policy 3.58 Community Economic Development. Encourage collaborative approaches to neighborhood economic development for residents and business owners to better connect and compete in the regional economy.

3.58.a. Encourage broad-based community coalitions to implement economic development objectives and programs.

3.58.b. Enhance opportunities for cooperation and partnerships between public and private entities that promote economic vitality in communities most disconnected from the regional economy.

3.58.c. Encourage cooperative efforts by area businesses, business associations, and neighborhood associations to work together on commercial revitalization efforts, sustainability initiatives, and transportation demand management.
Policy 3.59. Centers, recognizes the key role of businesses and the services they provide in making centers places that meet Portlanders' needs locally. Centers are a subset of neighborhood business districts where commercial services are more intensely concentrated. These include districts identified as “Town Centers” in the Metro 2040 Growth Concept (2012), such as Hollywood and St. Johns, and districts designated as “main streets,” such as Woodstock or Multnomah Village.

A broad set of policies in other chapters of this plan envisions centers as a focus for community services, gathering places, and housing growth, particularly in large centers. These policies focus on increasing access to neighborhood commercial services in centers for nearby households. These policies work together with Policy 3.8, Neighborhood Business Districts, and its subpolicies. Clustering destinations within compact, walkable areas increases convenience for those living and working nearby and for those using transit or bicycles. It also reduces the need to drive between multiple destinations by allowing people to drive to an area and then walk to destinations within the area.

Subpolicy 3.59.a places a priority on locating commercial services within centers that residents and workers use frequently. This subpolicy prioritizes business assistance efforts in centers that would facilitate investment in these areas. Examples of these “daily need” commercial services are hardware stores, bakeries, clothing stores, ethnic markets, dry cleaner/laundries, and barbers. This policy also encourages establishments where people gather and socialize (sometimes called “third places”), which strengthen the role of centers as places of community activity.

Subpolicy 3.59.b incorporates Guiding Policy H-15 of the Portland Plan, which prioritizes including grocery stores and local markets as key components of centers and as a means of expanding access to healthful food.

Subpolicy 3.59.c recognizes that not all communities are alike, and that the mix of commercial services and activities in centers should be oriented toward the populations and cultural groups of the surrounding area. This addresses community concerns that some business districts provide few services used by local residents, and instead primarily serve the region.

Subpolicy 3.59.d addresses community concerns that the street level of buildings in centers should have active uses such as commercial uses and community services to ensure district vitality. Less active ground floor uses, such as residential, should not disrupt the continuity of active uses in core areas. Commercial zones currently allow a variety of non-active uses, including residential.

Subpolicy 3.59.e recognizes the importance of centers in providing and expanding opportunities for employment. It also recognizes the potential for developing synergistic relationships between centers, nearby institutions, and other major employers.
Policy 3.59  **Centers.** Encourage concentrations of commercial services and employment opportunities in centers.

3.59.a. Strive for a broad range of neighborhood commercial services in Neighborhood Centers that help residents and others in the area meet daily needs and/or serve as neighborhood gathering places.

3.59.b. Prioritize grocery stores and local markets as essential elements of centers.

3.59.c. Enhance opportunities for services and activities in centers that are responsive to the needs of the populations and cultural groups of the surrounding area.

3.59.d. Require that ground-level building spaces in core areas of centers accommodate commercial or community services.

3.59.e. Encourage employment opportunities as a key function of centers, including connections between centers, institutions, and other major employers to reinforce their roles as vibrant centers of activity.
Chapter 4: Watershed Health and the Environment

GOAL 4.A. Land, air, water, and wildlife
GOAL 4.B. Resiliency
GOAL 4.C. Environmental justice

**Land, air, water, and wildlife**
- Policy 4.1 Natural resource quality and functions
- Policy 4.2 Groundwater systems
- Policy 4.3 Vegetation
- Policy 4.4 Fish and wildlife habitat
- Policy 4.5 At-risk habitats
- Policy 4.6 Biodiversity
- Policy 4.7 Habitat corridors
- Policy 4.8 Invasive species
- Policy 4.9 Air, land, and water quality
- Policy 4.10 Sustaining the soil

**Resiliency**
- Policy 4.11 Environmental impacts
- Policy 4.12 Impact mitigation
- Policy 4.13 Innovative mitigation and enhancement
- Policy 4.14 Monitoring and adaptive management
- Policy 4.15 Land use efficiency
- Policy 4.16 Impervious surface impacts

**Urban forest**
- Policy 4.17 Urban forest quantity
- Policy 4.18 Urban forest quality
- Policy 4.19 Urban forest diversity
- Policy 4.20 Urban forest equity

**Watershed-specific policies**
- Policy 4.21 Watershed characteristics
- Policy 4.22 Johnson Creek
- Policy 4.23 Fanno and Tryon Creeks
- Policy 4.24 Willamette River
- Policy 4.25 Columbia Slough
- Policy 4.26 Columbia River

**Scenic Resources**
- Policy 4.27 Scenic resources
- Policy 4.28 Vegetation management
- Policy 4.29 Scenic views and utilities
- Policy 4.31 Scenic resource planning
- Policy 4.31 Impact avoidance

**Aggregate resources**
- Policy 4.32 Aggregate resource protection
- Policy 4.33 Aggregate resource development
- Policy 4.34 Mining sites
What is this chapter about?
The goals and policies in this chapter aim to:
- Sustain the quality of Portland’s environment by preserving natural resources and focusing development in already built areas.
- Recognize the economic, health, and intrinsic values of nature.
- Prevent air, water, and land pollution and the spread of invasive species.
- Encourage design and development practices that improve air quality and watershed health, and leverage new development to improve degraded environments.
- Consider the cumulative effects of decisions on the environment.
- Advance good decisions and adaptive management through better data collection.
- Address issues at a watershed scale.

Why is this important?
Located at the confluence of two major rivers and between two mountain ranges, Portland’s wealth of ecologically, economically, and aesthetically valuable natural resources provides an array of ecosystem services. Our rivers, streams, floodplains, wetlands, trees, and vegetation clean and cool Portland’s air and water, stabilize hillsides, soak up rainwater, provide habitat for fish and wildlife, and help create Portland’s sense of place.

The City has a long-standing commitment to maintaining a high-quality environment; however many of Portland’s natural resources have been lost over time or are currently at risk. Urbanization has filled floodplains, contributing to seasonal flooding damage. Stormwater runoff from paved areas and rooftops has eroded our stream channels and polluted our streams, many of which are unable to support healthy fish populations. Trees that provide wildlife habitat, trap carbon, and reduce urban heat island effects are vulnerable to development.

The City and community have made substantial investments of time and money to protect and restore our watersheds. The goals and policies in this chapter protect these investments and help the City meet various regulations to protect public health and the environment. With thoughtful guidance, we can achieve and sustain healthy watersheds and a healthful environment as the city grows.

The goals and policies in this chapter represent a synthesis of relevant environmental policies culled from the documents listed in Appendix B, including the Portland Watershed Management Plan (2005) and the Urban Forestry Management Plan (2004). The goals and policies are not direct quotes from those documents, but were culled, combined, and in some cases, revised in the style of the City’s Comprehensive Plan, and they were augmented based on discussions with the public.

A number of the terms used in this chapter are defined in the glossary in Appendix A.
Commentary

GOAL 4.A. Land, air, water, and wildlife, describes the components of a healthy watershed. The language of the goal is drawn in part from language and direction in the existing Comprehensive Plan and the Portland Watershed Management Plan (2005).

Based on discussions with the public about aspects of watershed health, including ecosystem services, environmental justice, natural hazards, and Habitat Corridors and connectivity, the language of Goal 4.A reflects the importance of watershed health for its utilitarian, cultural, spiritual, and intrinsic value.

Preserving ecological function and ecosystem services is wise because the benefits of ecosystem services support public health and safety, preserve the quality of life in Portland, and improve and maintain the well-being of Portland’s residents. Preserving ecosystem services can also reduce public expenditures because existing and restored natural systems and green infrastructure often provide less costly stormwater management and flood and landslide hazard reduction than “grey” or traditionally engineered infrastructure. Replacing the benefits of lost ecosystem services is costly and in some cases impossible.

GOAL 4.B. Resiliency, focuses on planning and designing built environments so that they complement and enhance natural functions, rather than degrade them. This goal also envisions Portland’s neighborhoods and natural environment as better able to withstand and recover from the impacts of climate change and natural or man-made disasters, such as a major earthquake.


GOAL 4.C. Environmental justice, recognizes that all Portlanders need and have a right to the benefits of healthy watersheds, including clean air and water, equitable access to nature, and protection from natural hazards. Including the word “all” in front of the word “Portlanders” emphasizes that every Portlander, not just Portlanders in general, are entitled to the benefits of healthy watersheds.
GOAL 4.A. Land, air, water, and wildlife. Watersheds in Portland have hydrologic, habitat, and water quality conditions suitable to protect human health, safety, and well-being, protect ecological functions and ecosystem services, sustain native fish and wildlife, support cultural values and spiritual fulfillment, protect public and private property, and maintain nature for its intrinsic value.

GOAL 4.B. Resiliency. The built and natural environments in Portland are designed and integrated so that they function in complementary ways and are resilient in the face of climate change, natural hazards, and other uncertainties.

GOAL 4.C. Environmental justice. All Portlanders have clean air and water, can experience nature in their daily lives, and benefit from development that is designed to lessen the impacts of landslides, flooding, earthquakes, and other natural hazards.
Land, air, water, and wildlife
The policies under Land, Air, Water, and Wildlife focus on preservation and improvement of the health and functionality of natural resources and wildlife habitat.

Policies 4.1. Watershed Quality and Function through 4.6. Biodiversity, describe the types of natural resource features that should be protected, enhanced, and restored as Portland grows and changes. The types of features and functions are consistent with the methodology of the City’s adopted Natural Resource Inventory.

Policy 4.7. Habitat Corridors, is based on the Portland Plan’s guiding policies H-24 and H-24. The types of Habitat Corridors within Portland will vary depending on the existing natural and built environments, restoration opportunities, and restoration goals. Along Johnson Creek and in the Columbia Slough, for example, reestablishing native vegetation along stream corridors will improve habitat connectivity for fish, amphibians, and birds. Corridors to connect bird habitat on Mount Tabor and Clatsop Butte could be provided across 82nd Avenue and I-205 by planting large, primarily native trees, incorporating naturescaping into yards and other landscaped areas, and/or installing ecoroofs that have suitable native plants.

Conceptual map of potential habitat corridors
Land, air, water, and wildlife

**Policy 4.1 Watershed quality and functions.** Protect, enhance, and restore the quantity, quality, connectivity, complexity, and ecological functions of rivers and streams, other open drainageways, wetlands, seeps and springs, riparian corridors, floodplains, and terrestrial habitats.

**Policy 4.2 Groundwater systems.** Protect, enhance, and restore the quality, quantity, and ecological functions of groundwater, including its relationship to surface water and its role as a source of drinking water.

**Policy 4.3 Vegetation.** Protect, enhance, and restore native and other beneficial vegetation in riparian corridors, wetlands, floodplains, and upland areas.

**Policy 4.4 Fish and wildlife habitat.** Protect, enhance, and restore diverse aquatic and terrestrial habitats, large anchor habitats, and habitat complexes.

**Policy 4.5 At-risk habitats.** Protect, enhance, and restore rare or declining habitat types such wetlands, bottomland hardwood forests, oak woodlands, and grassland.

**Policy 4.6 Biodiversity.** Protect, enhance, and restore resident and migratory fish and wildlife species, biological communities, and habitats, including natural and constructed features such as bridges and constructed wetlands.

**Policy 4.7 Habitat corridors.** Create a connected system of functioning Habitat Corridors.

- 4.7.a. Maintain and restore existing and degraded Habitat Corridors.
- 4.7.b. Establish corridors that link habitat areas within the city and region.
- 4.7.c. Improve the ability of fish and wildlife to safely access and move through and between habitat areas.

**Policy 4.8 Invasive species.** Prevent invasive plants, animals, and insects from becoming established and widespread, and minimize the impacts of invasive species that are present.
Policies 4.8 through 4.10 address prevention of situations that can degrade or alter the function of natural resources. Preventing harm to natural resources and functions is more effective and less costly in the long term than dealing with negative impacts once they have occurred.

Resiliency

Policy 4.11. Environmental impacts, confirms the City’s requirement to avoid impacts on natural resource values and functions as a high priority.

Policy 4.12. Impact mitigation, requires that unavoidable impacts be minimized and mitigated. The language in 4.12 also creates a preference to mitigate as close to the impact as possible but allows for different approaches where appropriate.

Policy 4.12.a is a new policy that responds to concerns raised in discussions with the public. The policy calls for the city to consider cumulative impacts of existing and future development on natural resources.

Policy 4.13. Innovative mitigation and enhancement, encourages approaches to mitigation that are different and potentially more efficient and effective than conventional mitigation approaches. Such approaches could include mitigation banks or a system of connected mitigation sites for a broad array of functions, including wetland, floodplain, and habitat restoration.

Policy 4.14. Monitoring and adaptive management, directs the collection and use of high-quality, current information to evaluate and make decisions and support adaptive management strategies.

Policy 4.15. Efficient use of land, recognizes that both land supply and natural resources are finite. The policy establishes a priority to make efficient use of already developed and disturbed land before encroaching into natural resource areas.

Policy 4.16. Impervious surface impacts, is a new policy. Stormwater can carry pollutants from impervious surfaces, such as roads and parking lots, to streams and rivers, thus increasing stormwater runoff and disrupting the natural hydrologic cycle. Reducing and/or offsetting the effects of impervious surfaces supports watershed health and climate change mitigation and adaptation. Potential techniques include low-impact development practices; construction of swales, planters, ecroofs, and similar facilities; and the planting of trees and other vegetation.
Policy 4.9  **Air, land, and water quality.** Prevent toxic pollutants from contaminating air, land, and water.

Policy 4.10  **Sustaining the soil.** Prevent human-induced soil loss, erosion, and impairment of soil quality and function.

Resiliency  

Policy 4.11  **Environmental impacts.** Require that negative impacts from development on natural resources, ecological functions, ecosystem services, and fish and wildlife be avoided where practicable.

4.11.a. Consider the condition of, and potential cumulative impacts on, natural resources when creating land use and infrastructure plans.

4.11.b. Strive to sustain the carrying capacity of air, land, and water resources by enhancing natural resource quality and function.

Policy 4.12  **Impact mitigation.** Require that negative impacts from development impacts that cannot be avoided be minimized and fully mitigated. Prioritize onsite mitigation or mitigation in the same watershed within the city over mitigation in another watershed or outside of the city.

Policy 4.13  **Innovative mitigation and enhancement.** Encourage innovative approaches to natural resource mitigation and enhancement.

Policy 4.14  **Monitoring and adaptive management.** Monitor watershed conditions and the effectiveness of mitigation and restoration efforts. Apply adaptive management to improve the effectiveness of regulations, programs, and projects.

Policy 4.15  **Efficient use of land.** Encourage efficient use of already developed land and prioritize the return of contaminated and other disturbed areas to productive use before considering encroachment on natural resources when doing so does not negatively affect historically underserved communities.

Policy 4.16  **Impervious surface impacts.** Reduce and offset the impacts of impervious surfaces where practicable.
Commentary

Urban forest

Policies 4.17 through 4.20, support the goals of the Portland Urban Forest Management Plan: to preserve and enhance the quantity, quality, and distribution of the urban forest and the benefits it provides. These policies also elevate the importance of preserving large, healthy trees that would take a long time to replace, and native trees, tree groves and forests that provide a wealth of watershed benefits and ecosystem services such as air cooling and cleaning, carbon sequestration, slope stabilization, and habitat. Focusing on healthy trees and improving the diversity will also reduce tree-related hazards such tree limbs falling on power-lines. Encouraging an equitable distribution of the urban forest (trees and tree canopy) includes publicly and privately managed trees. The goal is to encourage development of a more comprehensive urban canopy throughout the city.

Watershed-specific policies

Policies 4.21 through 4.26 address the needs of Portland’s major watersheds at a watershed scale and to supplement other policies in this chapter that apply citywide. The following commentary provides information about features, constraints, or needs associated with each major watershed. For more information on specific issues or enhancement priorities within Portland’s watersheds, see the Portland Plan Watershed Health Background Report (2011) and the Portland Watershed Management Plan 5-Year Implementation Strategy 2012-2017.

Portland’s watersheds
Urban forest

Policy 4.17 Urban forest quantity. Improve the total coverage of tree canopy and native forests.

Policy 4.18 Urban forest quality. Protect healthy large trees, native trees, and native tree groves and forests.

Policy 4.19 Urban forest diversity. Improve the diversity of the trees and tree canopy.

Policy 4.20 Urban forest equity. Encourage an equitable distribution of trees, tree canopy, and associated benefits.

Watershed-specific policies

Policy 4.21 Watershed characteristics. Ensure that land use plans, development practices, and infrastructure design respond to the distinct characteristics of Portland’s watersheds.
Policy 4.22. Johnson Creek, reflects the interrelated goals of the Johnson Creek Restoration Plan (2001) and acknowledges the local and downstream impacts of drainage issues in the East Buttes. Johnson Creek has problems with low summer flows, winter flooding (about every other year), and dramatically fluctuating stream levels. Water quality is impaired by bacteria, high summer temperatures, and toxins, such as DDT. The creek provides habitat to threatened salmon species, yet much of its banks are lined with concrete and rock. In addition, culverts in Johnson Creek’s tributaries limit fish passage. Wetlands, seeps, and springs provide habitat and flood mitigation benefits, but some of these natural features are not protected from the impacts of development. Although restoration sites and natural areas provide valuable habitat for fish and wildlife, overall habitat connectivity is limited.

East of I-205, stormwater runoff flows through drainageways, ditches, or pipes to Johnson Creek or its tributaries, or into underground injection controls (sumps). Steep slopes, limited natural drainage, high groundwater, and local seeps and springs in the East Buttes make onsite stormwater infiltration challenging. Development exacerbates problems with local runoff, landslides, stream erosion, and downstream flooding. Runoff from I-205 is discharged directly to Johnson Creek. In the Lents and Powellhurst Gilbert neighborhoods, the 100-year floodplain covers about 475 acres.

Policy 4.23. Fanno and Tryon Creek, advances the policies and priorities of the Fanno and Tryon Creeks Watershed Management Plan (2005). The Fanno and Tryon Creek watersheds have extensive networks of streams and riparian vegetation, including Tryon Creek State Park and other parks and natural areas. Yet these networks are fragmented by development and piped stream segments—including major barriers under Highway 43 and Boones Ferry Road—that limit fish passage to tributaries with cool- or cold-water habitat. Water quality is limited by high temperature and bacteria.

The area’s extensive tree canopy helps stabilize slopes and soak up stormwater. However, slopes and soils make onsite stormwater infiltration challenging in most areas. These conditions, along with impervious surfaces, result in localized drainage problems, flashy stream flows, unstable hillsides, landslides, and stream erosion. The Fanno and Tryon Creek watersheds have Metro-designated Town Centers, main streets, and transit corridors that intersect with streams and other significant natural resources. Yet stormwater runoff from I-5, Barbur Boulevard, Beaverton Hillsdale Highway, Terwilliger Boulevard, and private property flows through ditches, drainageways, or pipes to streams, significantly impairing water quality and habitat. In some areas, development is hampered by the lack of an approvable place to discharge stormwater.
Policy 4.22  **Johnson Creek.** Improve the quality and connectivity of natural resources in ways that prevent drainage issues and flood impacts, improve water quality, and enhance fish and wildlife habitat.

4.22.a. Enhance the flood-storage capacity and habitat functions of the Johnson Creek floodplain.

4.22.b. Protect and enhance wetland habitat and hydrologic function and restore connectivity between wetlands within the Johnson Creek floodplain.

4.22.c. Protect and enhance the connectivity of natural resources in the East Buttes that provide habitat and natural stormwater management, including forested and open meadow areas, wetlands, and seeps and springs.

4.22.d. Improve fish passage in the Johnson Creek tributaries.

Policy 4.23  **Fanno and Tryon Creeks.** Protect the ability of vegetation and soils to absorb stormwater while providing habitat functions and reducing the risks of landslides and streambank erosion.

4.23.a. Protect beneficial native trees and vegetation throughout the watersheds to preserve habitat and stormwater management functions.

4.23.b. Encourage the daylighting of piped portions of Tryon and Fanno creeks.

4.23.c. Encourage green infrastructure design to address existing drainage issues associated with development and rights-of-way improvements and avoid future issues.

4.23.d. Encourage ecologically sensitive redevelopment along the SW Barbur Boulevard and SW Beaverton Hillsdale Highway corridors to improve natural hydrologic and habitat functions.
Policy 4.24. Willamette River Watershed, supports managing the Willamette riverfront and adjacent lands to improve habitat and water quality and connectivity. Portland’s portion of the Willamette River watershed makes up only about 0.5 percent of the watershed’s total area. Although Portland’s portion of the watershed includes some of the most urbanized area of the watershed, it is also the gateway to the Willamette Basin and acts as a corridor and home to many important wildlife species that live in the city and the Willamette Valley. The Willamette River in Portland provides important resources that support threatened salmon, steelhead, and lamprey, as well as critical habitat for both resident and migratory birds. Much of the riverbank is armored by riprap or seawall, but beach habitat still exists at the northern and southern sections of Portland’s 17 miles of riverfront. Raptors have adapted to the urban setting, nesting on downtown bridges, buildings, and Ross Island. Emerging information about the hazards of window glazing and lighting to these birds raises concerns about building design, particularly in the Central City. In other areas of the city, eagles and peregrine falcons nest in large snags and on cliffs along the river. Although most of the floodplains have been filled to allow development, some of Portland’s riverside parks and natural areas are within the floodplain. Water quality limitations include high temperature and bacteria. The north reach of the river in Portland is designated as a Superfund site because of toxic sediments from past industrial uses.

Many historical streams on the east side of the river are piped either to the river or into the combined sewer system. In many areas of the watershed, stormwater runoff flows into the combined sewer system. Completion of the Combined Sewer Overflow (CSO) Program reduced CSO discharge events to the Willamette River, which reduced sanitary overflows and pollutants entering the river. In some areas with older pipes, the combined system still becomes overloaded, causing basement sewer backups. The Tabor to the River Program is increasing green streets and tree planting to reduce the amount of stormwater entering the combined system, prevent backups, and ensure the combined system’s long-term capacity.

Westside tributaries have a wide range of conditions. Those in Forest Park are near pristine, providing critical habitat for resident cutthroat trout and (at the lower reaches) salmon listed under the Endangered Species Act (ESA). Streams in Southwest Portland are more degraded where residential, commercial, and transportation corridor development has drastically changed the hydrologic functions of the streams and urban pollutants have degraded the conditions for aquatic wildlife. These streams all provide access to water of varying quality for both aquatic and terrestrial wildlife. Fish and wildlife passage between the river, tributaries, and upland habitats is often blocked by culverts and pipes under highways and riverfront development.

Forest Park is part of a wildlife corridor that connects to the Coast Range. Within Portland, it is the northern extent of a wildlife corridor that provides almost continuous habitat and tree canopy from the park south through the west hills to River View Natural Area and Tryon State Park. Though these natural areas are threatened by invasive species, City crews and volunteer efforts are actively involved in removing invasive species.
Policy 4.24 **Willamette River Watershed.** Manage the riverfront and uplands areas to enhance the corridor’s habitat quality and connectivity for migratory species and integrate nature and natural hydrologic function into urban environments.

4.24.a. Protect and restore remnant oak savannah, woodlands, bottomland forest, and oak groves.

4.24.b. Provide adequate intervals and enhance the quality of in-river and riparian habitat along the Willamette River, and the confluences of its tributaries, to provide refuge, feeding, and other habitat to salmon and other sensitive aquatic species.

4.24.c. Encourage cleanup, reuse, and restoration of the Portland Harbor Superfund site.

4.24.d. Enhance habitat quality and connections between Ross Island, Oaks Bottom, and riverfront parks and natural areas to the south, to enhance the area as a functioning ecological complex.

4.24.e. Promote rehabilitation of riverbank sections that have been significantly altered because of development to create more natural riverbank conditions.

4.24.f. Protect and enhance grasslands, beaches, wetlands, and other critical habitats for shorebirds and waterfowl, including species that migrate along the Pacific flyway and Willamette River corridor.
Policy 4.25. Columbia Slough Watershed, supports improving water quality and habitat. Improve water quality and habitat functions by enhancing riparian corridors, preserving anchor habitats, and improving the way water flows through the area. The Columbia Slough once was a natural floodplain of the Columbia River, but much of the slough’s system of channels, lakes, and wetlands was drained and filled to allow for development. The slough is located along the migratory corridor for salmon and lamprey and the Pacific and Columbia River flyways for migratory birds. The Upper and Middle Sloughs are now largely controlled by levees, dikes, and pumps. The Lower Slough, including the Columbia Slough Confluence, provides habitat for salmon and lamprey. Recreational and subsistence fishing is common in the slough, although certain contaminants are found in the fish.

Significant wetlands, forests, and grasslands include Smith and Bybee Lakes, Big Four Corners Natural Area, Mason Flats Wetland, and Vanport Wetlands. Native wildlife include the great horned lark and the western meadowlark, both of which are listed by the state as species of concern, and sensitive turtles and amphibians. Narrow and absent riparian buffers impair water quality and habitat functions, and levee, floodway, and airport standards limit the type of vegetation that can be planted in some parts of the slough. Habitat functions are limited by a lack of in-water complexity and fragmented and disconnected upland and riparian habitats.

In the managed floodplain, water quality problems include high temperature, nutrients, and toxic pollutants (especially legacy chemicals) in slough sediment. High nutrient levels can cause eutrophication, which can affect oxygen levels in the water and cause algae blooms. Soil conditions, high proportion of impervious area, and high groundwater make onsite stormwater infiltration challenging and contribute to problems with runoff volume and pollutants. Undersized culverts restrict the movement of water though slough channels, causing further impacts on water quality and flood conveyance.

Policy 4.26. Columbia River Watershed, supports enhancing wildlife habitat within and along the Columbia river and protecting floodplain functions. While Portland only occupies about 0.06 percent of the Columbia River watershed, it sits at the confluence of the Columbia and the Willamette Rivers, which are the migratory corridors for salmon and birds. Portland’s mainland section of the riverbank is diked, buttressed by riprap and sparsely vegetated; however, West Hayden Island and the northern portion of Portland Harbor provide some of the best shoreline, shallow-water, wetland, and floodplain habitat in Portland’s urban services boundary. A key challenge is ensuring adequate floodplain function and shallow-water and off-channel habitat for fish and wildlife. Flood control functions currently limit the type of vegetation that can be planted on the levees, although opportunities exist to enhance habitat for aquatic species.

Although the Columbia River is a popular place for boating and related recreation, there are limited public places where Portlanders can access the river.
Policy 4.25 Columbia Slough Watershed. Improve water quality and habitat functions by enhancing riparian corridors, preserving anchor habitats, and improving the way water flows through the area.

4.25.a. Enhance the habitat quality and expand the width of vegetated riparian buffers along slough channels.

4.25.b. Strive to reduce contaminants and restore water and sediment quality to support recreation and sustain native fisheries.

4.25.c. Encourage low-impact and habitat-friendly industrial site development and building design.

4.25.d. Protect and enhance grasslands, beaches, wetlands, and other critical habitats for shorebirds and waterfowl, including species that migrate along the Pacific flyway and Columbia River corridor.

4.25.e. Reduce constrictions, such as culverts, in slough channels to improve water quality.

4.25.f. Protect and maintain the functions of remaining open spaces and anchor upland habitats.

Policy 4.26 Columbia River Watershed. Enhance riverine habitat for native fish and wildlife, and preserve floodplain functions.


4.26.b. Enhance grassland, beach, and wetland habitats and improve other ecological functions, while continuing to provide flood control.

Commentary

Scenic Resources

Policies 4.27, Scenic resources through 4.31, Impact avoidance are policies from the existing Comprehensive Plan Goals and Policies.

Aggregate Resources

Policies 4.32, Aggregate resource protection, 4.33, Aggregate resource development, and 4.34, Mining sites, are policies from the existing Comprehensive Plan Goals and Policies.
Scenic Resources

Policy 4.27  Scenic resources. Protect and enhance significant scenic views, sites, and drives.

Policy 4.28  Vegetation management. 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 designated scenic views that may be affected by vegetation.

Policy 4.29  Scenic views and utilities. Improve the appearance of significant scenic views, sites, and drives by placing utility lines underground.

Policy 4.30  Scenic resource planning. Ensure master plans and other planning efforts include preservation and enhancement of significant scenic resources.

Policy 4.31  Impact avoidance. Avoid adverse impacts to significant scenic resources when practicable.

Aggregate resources

Policy 4.32  Aggregate resource protection. Protect aggregate resource sites for current and future use, where there are no major conflicts with urban needs, or where these conflicts may be resolved.

Policy 4.33  Aggregate resource development. Ensure that the development of aggregate resources minimizes adverse environmental impacts and impacts on adjacent land uses.

Policy 4.34  Mining sites. Ensure that the reclamation of mining sites is compatible with the surrounding land uses, conditions of nearby land, and public safety.
Chapter 5: Urban Design and Development

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What is this chapter about?
The goals and policies in this chapter aim to:
- Focus on the design and physical structure of Portland’s neighborhoods.
- Encourage design and development approaches that respect and enhance local characteristics.
- Foster a system of concentrated mixed-use and commercial centers across the city to increase access to community services and businesses.
- Create connections that link people to places and provide wildlife habitat connections.
- Address the role of streets and open spaces in contributing to high-quality places.
- Guide historic and cultural resource preservation.
- Encourage building and site design that promotes human and environmental health.

Why is this important?
The design and physical structure of the city and its neighborhoods plays a critical role in how people live and get around. The location of services and other destinations and the arrangement and design of buildings, streets, and other public spaces make a difference in whether a community is walkable, whether children have safe places to play, whether people have places to gather, and whether businesses are easy to access. Guiding where housing and services are built and how the street networks are designed provides a key opportunity to (1) enable people to meet more of their daily needs locally, (2) strengthen neighborhoods, (3) improve equitable access to services, and (4) support healthy, active living. Consideration of how the design and form of the city can better support the lives of its people will be essential to Portland becoming a healthier, more equitable, sustainable, and resilient city.

Portland’s natural and built patterns—the hills and streams, street and block patterns, building types, street design, and open spaces—give Portland neighborhoods and districts their distinct character. Portland has five fundamental pattern areas, each with a distinct character: the Western, Eastern, and Inner Neighborhoods, the Central City, and the Industrial and River area. Understanding the unique elements of each area will help us manage change and growth and integrate development in ways that are consistent with our shared values and build on each area’s strengths.

For the past generation, Portland has successfully connected land use and transportation to create many walkable and transit-accessible areas. The goals and policies in this chapter continue that legacy of successful planning and advance it by focusing growth in defined centers, explicitly tailoring policies to meet the needs of Portland’s distinct districts and places, building more complete neighborhoods, and working to improve access to opportunity for all Portlanders.
Commentary

The goals and policies in this chapter represent a synthesis of policies from the existing Comprehensive Plan and new direction from the Portland Plan.

**GOAL 5.A. A city designed for people**, reflects the Portland Plan by encouraging design and development that supports health, resilience, and equity. The city is designed for people. This policy emphasize that long-range decisions should reflect the desires and aspirations of Portland’s diverse communities.

**GOAL 5.B Context-sensitive design and development**, stems from the idea that each area of the city has differing characteristics, assets, and needs that need to be considered in future planning approaches. This goal supports planning approaches responsive to Portland’s five primary geographies (the Central City, the Industrial and River area, and the Inner, Eastern, and Western Neighborhoods). Portland’s regulations and design standards have largely been based on the characteristics of the Inner Neighborhoods and are not always responsive to the different characteristics of other areas. This goal is also rooted in existing Comprehensive Plan Policy 12.2 (Enhancing Variety) and 12.6 (Preserve Neighborhoods).

**GOAL 5.C. Portland’s system of centers**, presents the goal of creating a network of centers across the city to serve as a focus for services, activity, and growth. Essential elements of centers include services and community amenities to meet the needs of residents of surrounding neighborhoods, as well as housing to accommodate growth and to allow more people to live close to services. This goal is essential to meeting the Portland Plan’s objective that, by 2035, “80 percent of Portlanders live in a complete neighborhood with safe and convenient access to the goods and services needed in daily life.” The term “complete neighborhood” refers to a neighborhood that includes a variety of housing options, grocery stores and other commercial services, high-quality public schools, public open spaces and recreational facilities, affordable active transportation options, and civic amenities.

**GOAL 5.D Portland’s public realm**, highlights the importance of Portland’s public realm – the city’s system of public places and connections, including streets, sidewalks, trails, plazas, parks, and other public open spaces. The public frontage of buildings and other adjacent elements play a key role in the experience of the public realm, especially along streets, as they frame, shape, and often help activate these public spaces.

**Goal 5.E. Historic and cultural resources**, highlights historic and cultural resources as key components of the policies of this chapter. This goal recognizes that historic and cultural resources can and should remain as important elements of Portland as it continues to change and evolve. This historic and cultural resources preservation goal provides the basis for preservation strategy and helps direct future preservation planning efforts.

Goal 5.F. Human and environmental health, supports the development and design of Portland’s neighborhoods and buildings in ways that protect and promote human and environmental health. This goal reflects the directions set in the Healthy, Connected City strategy of the Portland Plan.
SECTION III: GOALS AND POLICIES

GOAL 5.A. A city designed for people
The design of Portland’s built environment serves the needs and aspirations of all its people, promoting health, resilience, and equity. New development and public investments across the city are enduring and inclusive, reducing disparities, encouraging social interaction, and improving Portland’s livability as a healthy, connected city.

GOAL 5.B. Context-sensitive design and development
New development and public infrastructure in Portland respects and enhances the distinctive physical, historic, and cultural qualities of its location while accommodating growth and change. Development standards reflect geographic context and strengthen the identity and positive design features of Portland’s distinct districts and neighborhoods.

GOAL 5.C. Portland’s system of centers
Portland is built on an interconnected system of centers and corridors anchored by the Central City. These places of focused activity and growth provide employment density and residential diversity that contribute to Portland’s high standard of livability. They provide increased access to local services, amenities, transit, and major infrastructure investments that support complete, healthy, and equitable communities.

GOAL 5.D Portland’s public realm
Portland has a network of open spaces, streets, and other connections that helps organize the city, defines the development character of its distinctive places, supports community interaction, and connects its neighborhoods, districts, and destinations. This network also connects the experience of being in Portland to its larger context of the Willamette Valley and Cascade region. The public realm network includes places and connections that offer rich, safe, and diverse experiences of nature, water, and wildlife.

GOAL 5.E. Historic and cultural resources
Portland’s historic and cultural resources are preserved and retained as integral parts of an urban environment that continues to evolve.

GOAL 5.F. Human and environmental health
Portland’s neighborhoods and developments enhance human and environmental health by protecting safety and livability, encouraging sustainable and active design, and integrating nature into the built environment.
Commentary

A number of the terms used in this chapter are defined in the glossary in Appendix A.

Design of Portland’s built environment
These are overarching policies that are the basis for the more detailed Urban Design and Development policies that follow in the rest of this chapter.

Policy 5.1. Design for people, clarifies that although it is important to plan for and design for growth and public investment citywide, decisions at the more local scale (districts, neighborhoods, blocks, and so forth) should be refined by the local community. The community should be involved in an inclusive process to ensure residential and business needs are met and so local implementation is responsive to the differing needs of Portland’s diverse communities.

Policy 5.2. Design resilience, derives from the Portland Plan and direction from the Climate Action Plan (2009). It highlights the need to design the city to be adaptable to a range of changes.

Policy 5.3. Equitable development, promotes development and design approaches that increase equity by reducing the disproportionate impacts of urban development on historically underserved communities. It places a priority on ensuring development and design is undertaken in ways that benefit all of Portland’s communities, and supports designing neighborhoods to improve access to services for historically underserved communities.

Policy 5.4. Land use and transportation, continues existing Comprehensive Plan policy and highlights the importance of an integrated approach to land use and transportation planning.

Policy 5.5. Transit-oriented development, continues Comprehensive Plan policy (including Policies 2.17 and 2.18). It encourages focusing development in a range of places that are well-served by transit to maximize the mobility benefits transit provides.

Policy 5.5. Energy and resource efficiency, supports conserving all forms of energy through land and use planning and development. This includes land use approaches that achieve maximum efficiency in energy usage, reduce reliance on non-renewable sources of energy, encourage reuse of vacant land, increase density along high-capacity transportation corridors, and encourage the use of renewable energy. This policy supports Oregon Statewide Planning Goal 13: Energy, and reflects existing policies from Comprehensive Plan Goal 7: Energy.

Policy 5.7. Leadership in design, derives from current Comprehensive Plan Goal 12 as well as Policies 12.5 and 12.7, which relate to design excellence and design quality.

Policy 5.8. Innovation, derives from current Comprehensive Plan Policy 12.7. It encourages innovative design as a means of finding solutions to challenges and harnessing local creativity.

Policy 5.9. Significant places, updates current Comprehensive Plan Policy 12.1. (Portland’s Character), which calls for design that builds on important elements and features in the city. This new policy highlights the importance of key types of places that serve as attractions, connections, and viewpoints as places to celebrate and enhance.
Design of Portland’s built environment

Policy 5.1 Design for people. Design Portland’s neighborhoods, streets, open spaces, and centers to be enduring and inclusive and provide flexibility for refinement at the local scale by local communities.

Policy 5.2 Design resilience. Design Portland’s neighborhoods, streets, open spaces, and centers to ensure long-term resilience, allowing for shifts in changing demographics, climate, and economy.

Policy 5.3 Equitable development. Strive for development and design that avoids or reduces negative impacts and supports positive outcomes for communities of color, historically underserved communities, and other vulnerable populations.

Policy 5.4 Land use and transportation. Implement the Comprehensive Plan Map and the 2040 Growth Concept through coordinated long-range transportation and land use planning and the development of efficient and effective transportation projects and programs.

Policy 5.5 Transit-oriented development. Encourage transit-oriented development and support increased residential and employment densities in centers, along corridors, and in station areas to reinforce the link between transit and land use.

Policy 5.6 Energy and resource efficiency. Strive for a density, location, and mix of land uses that will support energy-efficient, resource-efficient, and sustainable growth and transportation patterns.

Policy 5.7 Leadership in design. Enhance the quality of life for all Portlanders through high-quality design and development that demonstrates Portland’s leadership in the design of the built environment.

Policy 5.8 Innovation. Encourage the design of the built environment to foster local creativity, experimentation, and innovative design solutions.

Policy 5.9 Significant places. Enhance and celebrate significant places throughout Portland that bring people together with symbolic features or iconic structures that reinforce each community’s local identity and contribute to way-finding throughout the city. Consider these especially at:
- High-visibility intersections
- Attractions
- Bridges
- River connections
- Viewpoints and view corridor locations
- Neighborhood boundaries and transitions
Commentary

Context-sensitive design and development

Policy 5.10. Context-sensitive design and development, applies to the design of development in all of Portland’s geographic areas, including commercial areas, mixed-use areas, and lower density residential areas. This policy continues longstanding community aspirations for guiding development in ways that respond to positive, distinctive neighborhood characteristics, and it provides policy support for the policies specific to residential areas (Policy 5.11) and to the five primary pattern areas that follow (as described in Policies 5.12 through 5.16). The policy is derived from existing Comprehensive Plan Policies 12.2 (Enhancing Variety) and 12.6 (Protecting Neighborhoods).

Policy 5.11. Residential areas, addresses design in residential areas outside of centers and corridors. These residential areas, which typically are zoned for single-dwelling and lower density multidwelling development, are intended to be places of relative stability that will see continuing evolution and additional housing opportunities, but where a priority is placed on design and development approaches that provide continuity with existing neighborhood characteristics. This policy acknowledges that the residential areas of Portland’s neighborhoods often include a diversity of architecture and housing types. However, they can present a sense of cohesion because of recurring patterns (such as street-oriented buildings, fine-grain “rhythms” of development, green street edges created by front yards and gardens, and integration with natural features) into which new development at a range of densities can be accommodated. This policy is derived from existing Comprehensive Plan Policies 12.2 and 12.6, recommendations from the Portland Plan Urban Form Background Report (2009), and research from the Infill Design Project in 2008.

Policies 5.12 through 5.16 identify key positive characteristics of each of Portland’s primary geographic areas or “pattern areas” that new development should respond to and enhance (the Central City; the Inner, Eastern, and Western Neighborhoods; and the Industrial and River area). Each of these areas has differing characteristics and assets that need to be considered when undertaking future planning, development, and public infrastructure. Policies 5.12 through 5.16 support existing Comprehensive Plan Policies 12.2 (Enhancing Variety) and 12.6 (Protecting Neighborhoods), while providing additional guidance at the level of the five geographic areas.

The content of these policies is based on the Portland Plan Urban Form Background Report’s (2009) analysis of area characteristics. The content for the Inner, Eastern, and Western neighborhood policies was also informed by a review of the design policies of 45 adopted area and neighborhood plans (undertaken as part of the Infill Design Project in 2008).
Context-sensitive design and development

Policy 5.10 **Neighborhood characteristics.** Enhance the positive characteristics of Portland’s neighborhoods and districts as they continue to evolve.

5.10.a. Encourage new development that respects the unique built and natural characteristics of Portland’s five primary pattern areas and smaller areas of distinct identity.

5.10.b. Encourage the development of character-giving design features, that are responsive to place and the cultures of communities, in areas of emerging identity.

5.10.c. Encourage context-sensitive development designed to respond to and enhance the positive qualities of site and context.

Policy 5.11 **Residential areas.** Maintain residential areas outside of centers and corridors as places of relative stability, encouraging new development designed to integrate into the urban fabric of neighborhoods.

5.11.a. Prioritize design approaches in residential areas that respect the general scale and character of the area, encouraging continuity with patterns such as building forms, street frontage relationships, mid-block open space patterns, and architectural and landscape features.

5.11.b. Encourage small-scale compatible infill in residential areas, especially infill that helps expand affordable housing options, accommodates a more diverse range of household types, and contributes to achieving a more sustainable built environment.

Policy 5.12 **Central City.** Encourage development in the Central City that contributes to enhancing its role as the region’s center of innovation and exchange, supporting the continuing evolution of its intensely urbanized built form; its concentrations of employment, cultural, and higher education institutions; and its high-density residential neighborhoods, in recognition that a healthy city must have a healthy core.

5.12.a. Enhance the distinct urban identities of the Central City’s districts.

5.12.b. Enhance the Central City’s role as a central place of activity and exchange for the city and region.

5.12.c. Enhance and strengthen orientation to the Willamette River.

5.12.d. Prioritize continuing distinctive block structures as frameworks for development and to support the quality of the Central City’s highly interconnected pedestrian system.
Portland’s Pattern Areas

[Map showing Portland's pattern areas with designated zones such as Central City, Inner Neighborhoods, Eastern Neighborhoods, Industrial & River, Western Neighborhoods, and Central City.]
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**Commentary**

**Policy 5.12. Central City**, is based on work from the Central City 2035 project. The included language is a placeholder, and should be refined according to priorities identified by Central City 2035. The Central City is both a pattern area geography as well as a center (the city and region’s premier center, anchoring an interconnected and interdependent system of centers – see Subpolicy 5.24.b.)

Policy 5.13. Inner Neighborhoods. See general commentary regarding Policies 5.12. through 5.15. Subpolicy 5.13.d acknowledges that in some Inner Neighborhood areas, up to 40 percent of the land area is devoted to street rights-of-way, with street connections every 200 feet in some locations.

Policy 5.14. Western Neighborhoods, acknowledges the role of natural features and trails as distinguishing characteristics of the area. The policy encourages new development at a range of densities to respond to and include these characteristics, when practical. High density development can incorporate existing or re-created natural elements through clustering of buildings and other site design approaches.

*Development of this high-density housing in Southwest Portland provided an opportunity to daylight a hidden creek.*
Policy 5.13 **Inner Neighborhoods.** Within Portland’s Inner Neighborhoods, guide development in ways that enhance the fine-grain, pedestrian-scaled built environment of the neighborhoods’ main streets, mixed-use districts, and residential areas.

5.13.a. Maintain and enhance the area’s pattern of streetcar-era main streets lined by storefront commercial buildings and other development with a strong street orientation.

5.13.b. Continue development patterns in residential areas and their green-edged, tree-lined streets.

5.13.c. Preserve the area’s urban fabric of compact blocks and its highly interconnected grid of streets.

5.13.d. Consider repurposing street segments that are not critical for motor vehicle connectivity for other community purposes, such as open space and active transportation connections.

Policy 5.14 **Western Neighborhoods.** In the Western Neighborhoods, encourage development to respond to and integrate the area's prominent characteristics, such as its hilly topography, streams, ravines, and forested slopes, while cultivating a built environment that is accessible to all people.

5.14.a. Enhance the village character of the neighborhoods’ small commercial districts and increase opportunities for more people to live within walking distance of these neighborhood anchors.

5.14.b. Preserve and enhance the area’s network of green spaces, parks, and tree canopy.

5.14.c. Encourage the integration of natural features into centers and corridors and enhance views and connections to the surrounding hills.

5.14.d. Enhance the area’s distinctive system of trails to expand connections, mobility, and active living opportunities in the area.

5.14.e. Encourage larger developments to integrate, restore, and extend the area’s systems of green connections, such as streams, ravines, and trails.
Commentary

Policy 5.15. Eastern Neighborhoods, responds to the challenges and opportunities presented by this area’s large blocks and sometimes deep lots, on which development outcomes are very different than what typically results in the Inner Neighborhoods. Eastern Neighborhoods may provide opportunities for new and distinctive approaches to design that enhance the area’s positive characteristics. See general commentary, above, regarding Policies 5.12. through 5.15.

Policy 5.15. Industrial and River, is based on existing Comprehensive Plan Policy objective 5.8.A and on Portland Plan concepts for extending Greenway connections from the rivers into the city’s neighborhoods. Policy 5.16 acknowledges that this area’s industrial and natural elements should remain as key components of the area, and that the area includes a limited number of places where residential neighborhoods have a strong river orientation, adding to the distinctive characteristics of the area.
Policy 5.15  **Eastern Neighborhoods.** In the Eastern Neighborhoods, guide development in ways that respond to and enhance the area’s distinctive mix of urban patterns, streets, and natural features, such as buttes, streams, and large native trees.

5.15.a. Strive to guide the area’s evolving street and block system in ways that build on positive aspects of the area’s large blocks, such as opportunities to continue mid-block open space patterns and create new connections through blocks that make it easier to access community destinations.

5.15.b. Encourage development to continue and enhance views of the area’s skyline of buttes.

5.15.c. Encourage development and right-of-way design that preserves and incorporates Douglas fir trees and groves.

5.15.d. Encourage development suited to the area’s lot and block structure.

5.15.e. Encourage landscaped edges along residential corridors on major streets, continuing the area’s green character and providing a more livable environment.

Policy 5.16  **Industrial and River.** Foster designs and forms that support the varied activities and physical patterns of the area’s prime industrial lands, its habitat areas, and the city’s connections to the rivers.

5.16.a. Maintain and enhance the area’s regionally significant nexus of Oregon's largest seaport and largest airport; unique multimodal freight, rail, and harbor access; and proximity to anchor manufacturing and distribution facilities.

5.16.b. Strive to integrate nature with the industrial activities of the Columbia Corridor and the Willamette River's North Reach.

5.16.c. Enhance and complete the area’s system of riverside trails and strengthen active transportation connections to Portland’s neighborhoods.

5.16.d. Enhance the strong river orientation of the area’s residential areas.
Commentary

Centers

Policy 5.17. Role of centers, lists essential elements of centers, which include services and gathering places to meet the needs of residents of surrounding neighborhoods, as well as housing to accommodate growth and allow more people to live close to services. Neighborhood business districts and the commercial services they provide are the foundation of many centers, but in the broader set of center policies in this chapter, centers are conceived of as a focus for community services, gathering places, and housing growth, particularly in larger centers.

Subpolicy 5.17.a. supports the distribution of centers across the city to provide more equitable access to services. Currently, in many areas of the city, local services are scattered or missing, or they may lack safe and accessible pedestrian or bicycle connections.

Subpolicy 5.17.b. acknowledges that clustering destinations within compact, walkable centers not only makes destinations convenient for those living within walking distance, but for those living further away. Clustering destinations makes using transit or bicycles more practical and convenient and allows people who drive to an area to reach multiple destinations on foot. It also advances the idea that centers should be places that expand local access to services, providing barrier-free access for people of all ages and abilities. The subpolicy builds on the Portland Plan’s concept of fostering a city that is a place for all generations.

Subpolicy 5.17.c. is based on the Portland Plan’s Guiding Policy H-18 and recognizes that centers are part of an interconnected and interdependent system, in which transportation connections play a key role. This subpolicy incorporates existing Comprehensive Plan policies related to transit-oriented development (including Policies 2.11, 2.12, and 7.4, and Goal 6) and policy direction from the Portland Bicycle Plan for 2030 (2010) regarding the role of bicycles as part of a comprehensive transportation system. Fostering centers as places linked by quality transit service, where walking, biking, and wheelchair use are attractive options, is important to meeting goals from the Portland Plan and Climate Action Plan (2009) for achieving a 70 percent transit and active transportation mode split by 2035.

Other chapters also include policies related to centers, including:

- Housing: Policies 2.2.d., 2.3, 2.5, 2.7, and 2.8.
- Economic Development: Policies 3.51 through 3.59
- Community Services: Policy 6.7
- Transportation: Policies 7.5, 7.8, 7.10, 7.16, and 7.22

Policy 5.18. Focused growth, supports a greater focus on prioritizing locating housing near centers and corridors as places that provide access to services and jobs (expanding beyond the current prioritization of transit access). This policy is derived from existing Comprehensive Plan Policy 12.2.B but adds clarity regarding the role of centers and corridors in accommodating growth and serving as places of continuing evolution. This will allow other neighborhood areas (such as single-dwelling zones and lower density multi-dwelling zones) to be prioritized for a continuation of existing characteristics.
Centers

Policy 5.17  **Role of centers.** Enhance centers as places that serve as anchors to complete neighborhoods, providing concentrations of commercial and community services, housing, gathering places, and green spaces that allow Portlanders to meet their needs locally and live a healthy, active lifestyle.

5.17.a. Foster a range of centers across the city to enhance local, equitable access to services and expand housing opportunities.

5.17.b. Encourage the development of centers as compact and accessible places, where the street environment makes access by transit, walking, biking, and wheelchair safe and attractive.

5.17.c. Prioritize connecting centers to each other and to other key destinations by frequent and convenient transit and by quality pedestrian and bicycle networks.

Policy 5.18  **Focused growth.** Direct the majority of neighborhood growth and change to centers, Civic Corridors, and station communities, allowing the continuation of the residential scale and characteristics of Portland’s neighborhoods in other areas.
Commentary

Policy 5.19. Focused investment, prioritizes investments in centers with deficiencies in infrastructure and services, as well as in centers intended to serve larger numbers of people (residents and works, existing and anticipated). The aim of this policy is to reduce disparities and maximize the number of people served by public investments. This prioritization is responsive to the limited resources available for public investment in infrastructure and public amenities.

Policy 5.20. Design of centers, supports the design of centers as compact places that are a focus of activity and development, that provide a quality, livable environment, and that contribute to the distinct identity of communities. This policy is informed by the Portland Plan’s Guiding Policies H-7 and H-20.

Subpolicy 5.20.a. provides guidance on the geographic size of centers, which should be of a walkable scale to encourage active modes of transportation. Generally, destinations and high-density housing should be clustered within ½ mile of the core of a center. Large centers, such as the Central City and Gateway, should be designed around smaller sub-districts to provide this walkable access.

Subpolicy 5.20.b. supports greater building scale in centers than in surrounding lower density areas, in order to accommodate growth, services, and activities.

Subpolicy 5.20.c. is based on recommendations from the Portland Plan Urban Form Background Report (2009), as well as policy approaches from the Hollywood and Sandy Plan (2000), to base allowed building heights on right-of-way width. The intent of these recommendations is to achieve a good relationship between building scale and street space. From an urban design perspective, a building-to-street-width ratio ranging from 1:2 to 1:1 is generally considered desirable, providing both a good sense of spatial definition for the street space while keeping views of the sky within a pedestrian’s peripheral view.

Subpolicies 5.20.d. and 5.20.e., which are based on the Portland Plan’s Guiding Policy H-20, support maintaining and enhancing historic resources and other features that help define a center’s identity. These features include built landmarks and natural features.

Subpolicy 5.20.f. encourages development in centers and Civic Corridors that is designed to support a vibrant pedestrian environment by incorporating features such as pocket plazas and space for outdoor seating as part of development. This subpolicy incorporates existing Comprehensive Plan policies that call for pedestrian-oriented environments in commercial areas, including Policies 5.6, 12.2.C and 12.4.D.

Subpolicy 5.20.g. ensures arts and culture will be an integral part of centers throughout the city. This subpolicy is based on current Comprehensive Plan Policy 12.5. See also Policy 5.31.
Policy 5.19  **Focused investments.** Prioritize and encourage public and private investment in infrastructure, community amenities, and community and commercial services in centers. Use strategic investments in centers to shape growth, balancing that with needed investments in areas that are deficient in infrastructure and services.

Policy 5.20  **Design of centers.** Encourage the development of centers as compact, livable urban places that reflect the character and cultures of the communities of which they are a part.

5.20.a. Design the size of centers and station communities around a walkable distance, focusing services and high-density housing near the center’s core to provide walkable access to services.

5.20.b. Encourage building scale sufficient to accommodate the growth and activities intended to be focused in centers.

5.20.c. Encourage a scale of development in centers and Civic Corridors that is responsive to street width, allowing taller buildings on wider streets to realize opportunities for achieving a human scale of street enclosure and solar access.

5.20.d. Protect and enhance defining places and features of centers, including landmarks, natural features, and historic resources, as key elements that will continue to contribute to their evolving urban environment.

5.20.e. Encourage new development to include design elements that contribute to the distinct identities of centers.

5.20.f. Encourage development in centers and Civic Corridors to include amenities that enhance and enliven the public realm, provide a pedestrian-oriented environment, and provide opportunities for people to sit, spend time, and gather.

5.20.g. Include arts and culture as essential components of centers throughout Portland.
Commentary

Policy 5.21. Gathering places, is based on the Portland Plan’s Guiding Policy H-19 and reinforces the role of centers as a focus of community activity, interaction, and connection. Subpolicy 5.21.a. is from the Portland Plan’s Guiding Policy H-21 and encourages public plazas and other civic spaces to take advantage of opportunities to include art and to celebrate the identity of neighborhoods and their cultures. Subpolicy 5.21.b. supports approaches to the design and location of urban plazas that help ensure they are active places. Successful urban spaces are energized by having an interface with the activities of adjacent buildings, or have programmed activities. Without these design approaches, locating plazas and other urban open spaces in places that lack activity or people risks can result in underutilized “dead” space.

Policy 5.22. Typology of centers (see page 5-23), encourages a range of different types of centers. Existing Comprehensive Plan Policy 2.18, “Transit-Supportive Density,” calls for a similar intensity of development across a broad range of places and street corridors (a minimum of 15 units per acre within a quarter mile of transit streets, main streets, Town Centers, and transit centers). Policy 5.22, on the other hand, places priority on increasing housing densities near transit, with less of an emphasis on locating housing near commercial or community services. Since adoption of the 1980 Comprehensive Plan, policy approaches have evolved through community planning efforts (such as the Hollywood and Sandy and St. Johns/Lombard plans) that have prioritized growth in and around Town Centers, but this prioritization is not clearly reflected in the Comprehensive Plan. The Portland Plan called for expanding local access to services and fostering a system of Neighborhood Centers with concentrations of services and housing.

Policy 5.22. and its subpolicies provide a typology of centers that is more responsive to variation in the functions, activities, and scale of different types of centers and their differing roles in accommodating housing and employment growth. These policies:

- Prioritize locating housing near services and jobs (expanding beyond the current prioritization of transit access).
- Accommodate a variety of types of centers, with a gradient of development intensity with varying densities of housing, employment, and services.
- Provide a spectrum of centers across the city to improve local access to services.
Policy 5.21.  **Gathering places.** Prioritize centers as locations for plazas and other gathering places to provide places for community activity and social connections.

5.21.a. Design civic spaces to include public art and to highlight the culture of neighborhoods and diverse communities.

5.21.b. Ensure that urban plazas are active places by encouraging community or commercial services to be adjacent to and relate their activities to urban plazas.
Policy 5.22. Typology of centers (continued)

The Metro 2040 Growth Concept (2012) provides a typology of mixed-use places that includes Town Centers, main streets, and corridors. However, as mapped for Portland, differences between the Town Centers and main streets are more about form (district versus linear) than about function. Also, Portland has 157 miles of designated main streets and corridors, and the Metro 2040 Growth Concept provides little guidance as to which locations to prioritize for concentrations of activity and development. The centers typology provides a framework for identifying a range of centers, all of which would serve as hubs to provide local services, but allow for variation in scale and roles. The Metro 2040 Growth Concept design types were not adopted as City policy. The center typology policies will serve as Portland’s implementation of this regional framework.

Policy 5.22. Typology of centers, provides a basis for a citywide system of centers, based on their function and scale, rather then whether they are districts or linear main streets. This policy will be used in during the Comprehensive Plan Update process to help community members identify what types of centers are appropriate in each community.

Subpolicy 5.22.a. establishes a function-based typology of centers (High-Capacity Transit access, substantial jobs component, sufficient land to support a broad range of commercial and community services).

Subpolicies 5.22.b. and 5.22.c. place Portland’s Major Centers—the Central City and the Gateway Regional Center—as key parts of a broader citywide system of centers. These subpolicies link these Major Centers’ roles in the city and region as places of focused activity, employment, and transit access, with a corresponding scale of development and roles in accommodating growth. They also place a corresponding emphasis on these Major Centers as locations for community services and public squares.

Subpolicy 5.22.b. supports continuation of the Central City’s central role in the city and region, in accordance with existing policy and policy under development for the Central City 2035 project. Subpolicy 5.22.c. supports strengthening the role of the Gateway Regional Center as eastern Portland’s Major Center, encouraging the development of Gateway as a hub for jobs and community services in a part of the city that has a large population but has lacked local access to jobs and community services. This supports policy for Gateway found in the Outer Southeast Community Plan (1996).
Policy 5.22  **Typology of centers.** Establish a range of types of centers of differing functions, level of activity, level of investment, and scale and intensity of development.

5.22.a. Prioritize growth and high-density housing in centers that have High-Capacity Transit access, are close to substantial amounts of jobs, and have sufficient land to support a broad range of commercial and community services.

5.22.b. Central City. Enhance the role of the Central City as the region’s premier center, anchoring an interconnected system of centers. The Central City’s concentrations of jobs, services, and civic and cultural institutions support the commercial and cultural life of the city and region. The following components (among others) support the key regional role of the Central City:
- Highest levels of transit access in the city.
- Concentration of employment, institutional, and civic components.
- Full range of commercial and community services.
- High-density housing and high-rise buildings.
- Public squares that serve as community gathering places and venues for important civic functions.
- Important role in accommodating regional growth.

5.22.c. Gateway Regional Center. Enhance Gateway as eastern Portland’s largest center, serving the area and region as a hub of employment and community services. The following components (among others) support the regional role of the Gateway Regional Center:
- Role as a High-Capacity Transit hub.
- Major employment, institutional, and civic components.
- Full range of commercial and community services.
- High-density housing and mid- to high-rise buildings.
- Public squares that serve as community gathering places.
- Important role in accommodating growth.
Policy 5.22. Typology of centers (continued)

The Metro 2040 Growth Concept (2012) identifies six Town Centers in Portland: Hollywood, St. Johns, Lents, Hillsdale, West Portland, and Raleigh Hills. Not all these centers have a broad range of services and community amenities or provide much capacity for additional housing. Some areas of the city do not include designated centers. Some places designated in the Metro 2040 Growth Concept (2012) as main streets, such as the Northwest District’s cluster of main streets (NW 21st, 23rd, and Thurman) or Southeast Portland’s series of main streets (Belmont, Hawthorne, and Division) have a focus of activity, services, and housing that exceed those of designated Town Centers. Portions of Portland’s 157 miles of streets and corridors, such as the Woodstock business district, the SE 122nd and Division area, and the Roseway/International District on NE Sandy, are locations of concentrated activity and function as centers for surrounding neighborhoods. However, these de facto centers are not differentiated in existing policy as key places within a longer corridor.

Subpolicy 5.22.d. identifies Town Centers as large centers that have (or are intended to have) High-Capacity Transit connections, significant employment or civic components, and sufficient land area to support a broad range of commercial and community services. This subpolicy sets a target for Town Centers to accommodate 7,000 households – enough population to support a full-service neighborhood business district anchored by a grocery store. Consistent with their role as community anchors and in accommodating growth, Town Centers include mid-rise buildings (typically up to five to seven stories) that are larger in scale than buildings in other centers. They are also priority locations for a broader range of community services and will include public squares. Some Town Centers may include more than one main street located nearby (such as the Northwest District’s series of main streets).

Examples of places with Town Center characteristics include the currently designated Hollywood and Lents Town Centers, the Northwest District, and the Interstate Corridor/Killingsworth area. Some of these examples include institutions such as hospitals, colleges, and other major employers, providing additional people and activity.
5.22.d. Town Centers. Enhance Town Centers as places that serve a broad area of the city and have an important role in accommodating growth. Designate and enhance Town Centers to provide the following functions:

- Regional transit connections (light rail or other High-Capacity Transit).
- Significant employment and/or civic components.
- Full range of commercial and community services.
- High-density housing and mid-rise commercial and mixed-use buildings.
- Public squares that serve as community gathering places.
- Important role in accommodating growth, with capacity for at least 7,000 households (or equivalent mix of residents and workers) within a ½-mile radius of their core, providing for enough population to support a full-service neighborhood business district.
Commentary

Policy 5.22. Typology of centers (continued)

Subpolicy 5.22.e. identifies Neighborhood Centers as smaller centers that provide (or have sufficient commercial/mixed-use land area to provide) a broad range of commercial and community services but that have a minor employment component and may not have High-Capacity Transit. This subpolicy establishes a target for Neighborhood Centers to accommodate a population of 3,500 households – about half the population needed to support a full-service neighborhood business district anchored by a grocery store. (Surrounding neighborhoods would provide the rest of the population needed to support center services.) Neighborhood Centers will consist primarily of low- to mid-rise buildings (typically up to four to five stories).

Examples of places that have some of these Neighborhood Center characteristics include the designated St. Johns and Hillsdale Town Centers and the SE 122nd Avenue/Division area.

Subpolicy 3.59.c. in Chapter 3, “Economic Development,” complements the system of centers by encouraging neighborhood business districts and corner markets to fill in service gaps in neighborhood areas located between centers. This policy approach addresses a Portland Plan objective for the year 2035 that 90 percent of Portlanders live within ½ mile of a store that sells healthy, affordable food. Currently the majority of Portlanders do not have this access.

Portland Plan map of existing places that serve as centers of activity and services for surrounding neighborhoods (from 20-Minute Neighborhoods Analysis Background Report)
5.22.e. Neighborhood Centers. Enhance Neighborhood Centers as places that primarily serve adjacent neighborhoods and provide opportunities for additional housing choices. Designate and enhance Neighborhood Centers to provide the following functions:

- Transit connections (primarily frequent service bus).
- A broad range of commercial services and community services (but a smaller range than Town Centers).
- A mix of compact housing and low- to mid-rise commercial and mixed-used buildings.
- Small plazas or parks that serve as community gathering places.
- Moderate role in accommodating growth, with capacity for at least 3,500 households within a ½-mile radius of their core, providing for about half the population needed to support a full-service neighborhood business district.
**Commentary**

**Corridors and connections**

**Policy 5.23. Corridors and connections**, supports the enhancement of a range of key connections that serve together with centers as key organizing components in the design and structure of Portland and its neighborhoods.

**The Portland Plan’s Healthy Connected City Network**, a conceptual diagram showing centers linked by Civic Corridors and Greenways
Corridors and connections

Policy 5.23  Corridors and connections. Enhance Civic Corridors, High-Capacity Transit, and city Greenways as key connections and distinctive organizing elements in the design and structure of the city and its neighborhoods.
Corridors and connections (continued)

**Policy 5.24. Civic Corridors**, is based on the Portland Plan’s Healthy Connected City strategy. Civic Corridors are some of Portland’s widest streets and major transit corridors (such as Sandy, Barbur, and Foster) that connect centers to each other and the Central City. Besides their key transportation functions, which typically include major traffic and freight roles as well as transit, Civic Corridors are intended to include places with transit-supportive densities of housing, commercial, or employment uses. Civic Corridor policies are intended to support transformation of Portland’s most important streets into premier streets that are enjoyable places to live, work, and gather, and that incorporate ecological function into their design.

**Portland’s High Capacity Transit Corridors and potential Civic Corridors**
Corridors and connections (continued)

Policy 5.24  **Civic Corridors.** Enhance the city’s most prominent and widest streets as distinctive civic places of community pride that connect centers, help unify the city and region, and are models of ecological design.

5.24.a. Encourage transit-supportive densities of housing and/or employment along Civic Corridors.

5.24.b. Encourage development and street improvements along Civic Corridors that contribute to them being urban places that provide livable environments for people who live and work there.

5.24.c. Enhance Civic Corridors as unifying places of community identity and activity rather than as boundaries that divide the city.
Commentary

Corridors and connections (continued)

Policy 5.25. Transit station areas, supports enhancing areas around High-Capacity Transit stations as transit-oriented places. High-capacity transit currently consists of the region’s light rail system but in the future might also include bus rapid transit or other types of High-Capacity Transit. This policy places the greatest priority for transit station area growth in station areas located in centers. The goal is to maximize housing opportunities in areas that are rich in both transit and services.

Portland’s Transit Station Areas
Corridors and connections (continued)

Policy 5.25  **Transit station areas.** Encourage transit-oriented development patterns, transit-supportive concentrations of housing and jobs, and multimodal connections focused around light rail and other High-Capacity Transit stations.

5.25.a. Strive to integrate light rail stations into their surrounding communities, prioritizing the location of high-intensity land uses near stations and enhancing connections to key destinations beyond the station area.

5.25.b. Establish a range of types of transit station areas, with activities and development intensities responsive to land use priorities for the areas they serve.

5.25.c. Prioritize growth in transit station areas located in or near centers.
Corridors and connections (continued)

Policy 5.26. Greenways, comes from the Portland Plan. Greenways are one of the primary components of the plan’s Healthy Connected City Network, serving as a system of distinctive green connections that support active living by making it easier to reach destinations across neighborhoods and the city by walking, biking, or wheelchair. This Greenways system will build on the achievements of Portland’s bicycle, pedestrian, green street, and parks and open space systems but integrate these approaches within a prioritized system of distinctive green connections linking key community destinations.

Conceptual map of potential Greenways
Corridors and connections (continued)

Policy 5.26  **Greenways.** Create a citywide network of Greenways that provide distinctive and attractive pedestrian- and bike-friendly green streets and trails that link centers, parks, schools, rivers, natural areas, and other key community destinations.

5.26.a. Strive for an integrated Greenway system that includes regional trails through natural areas and along Portland’s rivers, connected to green streets and other enhanced streets that provide connections to and through the city’s neighborhoods.

5.26.b. Prioritize multi-objective approaches that draw on and contribute to Portland’s pedestrian, bicycle, green street, and parks and open space systems.
Commentary

Public realm and the street environment

The policies in this section focus on Portland’s “public realm” of streets and public open spaces. The public realm is the system of public spaces; this includes the public frontage of buildings and other adjacent elements that together form the physical environment in which public life is experienced in the city. Public spaces do not exist in isolation. They are framed, shaped by, and interface with adjacent buildings and development.

Policies 5.27. Streets as public spaces, and 5.28., Development and street design, are based on concepts from the Portland Plan and the Portland Plan Urban Form Background Report (2009) that encourage considering streets for their role in transportation as well as in supporting the livability of those who live and work along them. These policies support greater use of Portland’s most abundant public space—streets, which occupy nearly 20 percent of Portland’s land area—and more intention about the kinds of places we are trying to foster around them. Policy 5.25 builds on increasing community interest in expanding the possibilities of streets, such as efforts to re-purpose streets as community plazas, convert unused streets to trails, and transform unimproved streets as places for community gardens, pocket parks, or pedestrian and bike connections. Additional policies related to this concept can be found in Chapter 6, “Public Facilities” (see Rights-of-Way) and Chapter 7, “Transportation.”

Subpolicy 5.28.b responds to issues identified through the Infill Design Project and the SE 122nd Avenue Study (2010) regarding the negative impacts of traffic-heavy streets on livability, especially in corridors zoned for multidwelling development where many people are (or will be) living.

Policy 5.29. Pedestrians and accessibility, is based on existing Comprehensive Plan Policy 12.4 (Provide for Pedestrians), which has been revised to include accessibility for people of all abilities as part of policies regarding pedestrians. This policy is about not just pedestrian facilities in streets but designing development in general to contribute to the creation of places that enhance the experience of pedestrians. Subpolicy 5.29.b is based on policy approaches that have evolved and been applied through a range of projects (including the Base Zone Design Standards, Infill Design Code Amendments, and various design guidance documents) that emphasize the importance of buildings with windows and other features oriented to the street, both for purposes of pedestrian-oriented design and for security (“eyes on the street”).

Policy 5.30. Open space network, identifies the importance of the interconnected system of public open spaces in expanding opportunities for all Portlanders
SECTION III: GOALS AND POLICIES

Public realm and the street environment

Policy 5.27  Streets as public spaces. Encourage the design and development of streets as places that are part of a broader system of public spaces, not just as spaces for passing through.

5.27.a. Encourage opportunities for streets to serve as places for community interaction, environmental function, open space, recreation, and other community purposes.

5.27.b. Consider both the place and transportation functions when designing and programming each street.

5.27.c. Where streets intersect natural features, such as streams or other Habitat Corridors, use design approaches that acknowledge and celebrate these natural features and facilitate wildlife connections.

Policy 5.28  Development and street design. Consider the role of adjacent development in framing, shaping, and activating the public space of streets. Guide development to create the kinds of places and street environments intended for different streets.

5.28.a. Maintain and enhance commercial areas that include storefront character and/or are on transit streets by requiring development oriented to pedestrians.

5.28.b. Along busy streets that are predominantly residential, encourage landscaped front setbacks and other design approaches that highlight these streets’ residential character and provide a buffer for residents from street traffic.

Policy 5.29  Pedestrians and accessibility. Enhance Portland as a place that is experienced most intimately by pedestrians, including all those who walk, use wheelchairs, or otherwise experience the city from its sidewalks.

5.29.a. Strive for a built environment designed to provide a safe, comfortable, and attractive environment for pedestrians of all ages and abilities.

5.29.b. Encourage development to be designed to enhance the pedestrian experience, with windows, entrances, pathways, and other features that provide connections to the street environment.

Policy 5.30  Open space network. Encourage the development of a system of interconnected open spaces extending throughout the city.

5.30.a. Encourage the design of open spaces to bring people together, create opportunities for active living and cultural exchange, provide solitude and a place for retreat, attract a broad range of people, and enhance the vibrancy of surrounding neighborhoods.
Commentary

Policy 5.31. Arts and culture, encourages the preservation and enhancement of arts and culture as an essential component of a thriving and sustainable city. Public art, cultural amenities, and events enrich people’s lives by offering educational experiences, enlivening public spaces, and contributing to the local economy—all of which help to build a sense of community and identity for an area. The policies expand the current Comprehensive Plan’s focus on public art to include arts and culture events and programs.

This policy is based on existing Comprehensive Plan Policy 12.5 (Promote the Arts), which encourages public art in both private and public new buildings and capital improvements as well as the use of art to emphasize important places, transitions, and gateways within the city. The policy also incorporates ideas discussed by the Arts, Culture and Innovation Technical Action Group as part of the Portland Plan that called for (1) improving access to art, and (2) developing an economic strategy for art.

Policy 5.31.a. addresses the use of arts and culture to help define the character of an area and accentuate urban design elements such as transitions, gateways, or focal points. Examples include the Roseway neighborhood mural at NE 72nd and NE Sandy and the arches marking the entrance into the Laurelhurst neighborhood.

Policy 5.31.b. is from existing policy (12.5.A) and is implemented, in part, through the City’s Percent-for-Art program, which requires public projects to dedicate 2 percent of a project’s costs for the purchase and installation of public art. This program is monitored by the Regional Arts and Culture Council (RACC).

Policy 5.31.c. is from existing policy (12.5.B) and is implemented through regulations like the Central City Plan District “Percent for Art” bonus option where private developers who commit funds to public art receive bonus floor area in their buildings. The art must be approved by the Regional Arts and Culture Council (RACC).

Policy 5.31.d. calls for increased access to arts and culture through events and programs such as community art classes, neighborhood theatre, and literary speakers. By supporting both public and private efforts, this subpolicy recognizes that many nonprofits and private organizations provide opportunities for people to participate in arts and culture.
Policy 5.31  Arts and culture. Encourage the expression and installation of art that can be experienced by all Portlanders throughout the city.

5.31.a. Encourage art that celebrates the unique identity and culture of centers and accentuates urban design elements such as transitions, focal points, and gateways.

5.31.b. Provide a part of the construction cost of public projects for the purchase and installation of art.

5.31.c. Create incentives for the provision of public art as part of private development projects.

5.31.d. Encourage public and private efforts throughout the city that increase opportunities to participate in arts and culture events and programs for both patrons and artists.
Commentary

Transitions
These policies address transitions between areas of differing types of activity and scale of development, such as locations where centers and corridors interface with adjacent lower-intensity residential zones. The current Comprehensive Plan provides little direct guidance on this topic. These policies support measures that improve relationships between development scales and uses in an attempt to address and mitigate livability impacts. Implementation approaches should allow for some degree of certainty, as well as flexibility and creativity in addressing transition issues.

Policy 5.32. Scale and form transitions, supports transitions in height and scale where higher density zoning is adjacent to single-dwelling zoning. The differences in scale of development can pose problems for solar access and privacy, as well as stark contrasts in scale between higher and lower density areas. The policy reflects approaches used in recent planning projects, such as the Interstate Corridor and Division Green Street/Main Street projects, that included provisions for the height of buildings to step down in scale in areas adjacent to singe-family zoning. Development transitions can be implemented in various ways such as map designations, development standards, and design tools.

Policy 5.33. Use transitions, responds to community concerns about the negative impacts of commercial and industrial activity on adjacent residential areas, and also about the impacts of non-industrial development on adjacent industrial sanctuary areas. This policy is based on existing Comprehensive Plan Policies 2.23 and 5.9. A key function of centers and corridors is to serve as places of focused community activity. This policy works in conjunction with other center and corridor policies to provide a policy framework that supports the role of centers and corridors in serving as places of activity, while limiting impacts on adjacent residential and industrial areas.

Subpolicy 5.33.d. recognizes that industrial sanctuaries are vulnerable to encroachment by incompatible uses. This policy encourages new non-industrial development located close to industrial sanctuaries to use design approaches, such as landscaping and other buffering elements, that minimize exposure of residents and other people to nearby industrial activities in industrial sanctuaries, in order to minimize conflicts.

Policy 5.34. Transitional urbanism, encourages the use of areas in transition to becoming more urban places to foster creativity and activity while supporting experimentation in use (demonstration sites for solar capture, food carts, parklets, and so forth). It reflects needs cited in the Central City 2035 Concept Plan (2012).
Transitions

Policy 5.32 **Scale and form transitions.** Improve transitions in scale that address differences in urban form where lower intensity areas abut higher intensity centers.

5.32.a. Create transitions in building scale in locations where higher-density development is adjacent to single-dwelling zoning.

5.32.b. Ensure that new high-density and large-scale infill development adjacent to single dwelling zones incorporates design elements that soften transitions in scale and strive to protect light and privacy for adjacent residents.

Policy 5.33 **Use transitions.** Improve the interface between non-residential activities and residential areas in areas where commercial or employment areas are adjacent to residential zoned land.

5.33.a. Strive to buffer low-density areas from the uses and activities of adjacent higher density areas.

5.33.b. Strive to minimize the impacts of auto-oriented uses, vehicle areas, drive-throughs, signage, and exterior display and storage areas on residential areas.

5.33.c. Protect non-industrial lands from the potential adverse impacts of industrial activities and development.

5.33.d. Ensure that new residential and high-density development adjacent to industrial sanctuaries incorporates design elements that soften the transition in land use and protects the viability of long-term industrial operations.

Policy 5.34 **Transitional urbanism.** Encourage temporary places and activities in areas that are in transition to becoming more urban places, to promote innovation, experimentation, vibrancy, and interaction.
Historic and cultural resources

Historic and cultural resources play a vital role in defining Portland’s sense of place and the character of its neighborhoods, and they are relevant to several policy areas, including urban design and development, neighborhood character/vitality, accommodating density, arts and culture, sustainability, and economic development. Since the Comprehensive Plan was adopted in 1980, the number of designated historic resources has grown from 200 historic landmarks and two small historic districts to more than 670 individual historic landmarks, 14 historic districts, and six conservation districts. More than 60 percent of the city’s buildings are at least 50 years old, creating a vast pool of potentially significant properties.

Portland’s historic districts

Policy 5.35. Historic and cultural resource protection, provides the basis for preservation strategy and priorities. This policy incorporates and updates existing Comprehensive Plan Policies 3.4 and 12.3, to include new priorities and a broader view of historic and cultural resources. It also incorporates changes in state law and generally provides more guidance. It reflects the Portland Plan’s Guiding Policies H-7, H-20, and H-30, as well as Action 112.
Historic and cultural resources

Policy 5.35  **Historic and cultural resource protection.** Protect and restore old and historic buildings and places that contribute to the distinctive character and history of Portland’s evolving urban environment.

5.35.a. Consider the distinctive characteristics and history of Portland’s neighborhoods when making decisions regarding growth, urban design, and the design of public improvements.

5.35.b. Encourage development that fills in vacant and underutilized gaps while preserving and complementing historic resources.

5.35.c. Protect, restore, and improve historic buildings along Civic Corridors to enhance the pedestrian realm and create a unique sense of place and neighborhood identity.

5.35.d. Protect potentially significant historic structures from demolition until the City can determine the significance of the structure and explore alternatives to demolition.

5.35.e. Maintain active stewardship of City-owned historic resources.

5.35.f. Encourage historic preservation in areas that are underrepresented by historic preservation efforts and programs.

5.35.g. Coordinate with Portland’s diverse communities to identify and preserve places of historic and cultural significance.
Historic and cultural resources (continued)

Statewide Planning Goal 5 protections for historic resources changed in the mid-1990s and no longer cover as many property types. Inventory requirements were eliminated, along with Economic, Social, Environmental, and Energy (ESEE) analysis. The city is no longer able to locally designate individual properties or create local historic districts without owner consent. In response, Portland’s approach to preservation planning has shifted to encourage preservation activities but cannot require them to occur—other than for properties with the regulatory protections required by the state.

Policy 5.35. Cultural heritage, supports a more inclusive approach to historic preservation that reflects a broader awareness and appreciation of cultural diversity, complex social and cultural histories, significant places, and common civic heritage. This policy reflects Oregon Revised Statute 358.605, which recognizes cultural heritage as one of the state’s most important and valuable assets. The policy updates existing Comprehensive Plan Policies 12.3.F and 5.45. It also reflects the intent of Oregon Revised Statute 358.905-358.961, which addresses archaeological objects and sites.

Sustainable design and development

Policy 5.37. Resource-efficient development, supports sustainable development approaches at a range of scales, from the location of development to building materials. Examples include:

- Designing buildings that are affordable to operate and maintain, are durable over time, and that include flexible spaces for changing living situations.
- Locating development close to transit, parks, grocery stores, and other amenities.
- Use of non-toxic materials, energy-efficient appliances, and weatherization.
- Reuse, rehabilitation, and restoration of existing structures.

This policy incorporates elements of existing Comprehensive Plan Policy 4.3 and 4.5. Subpolicy 5.37.a. is adapted from existing Comprehensive Plan Policy 11.4. This approach can reduce the need for new infrastructure, thus reducing resource use and costs.

Policy 5.38. Rehabilitation and adaptive reuse, promotes strategies and initiatives that connect historic preservation and sustainable development to increase the long-term viability of historic structures. This policy updates existing Comprehensive Plan Policies 4.5, Housing Conservation, and 5.1, Urban Development and Revitalization, and the Portland Plan’s Guiding Policy H-22.
Policy 5.36  **Cultural heritage.** Protect and enhance cultural heritage structures and sites as valuable and important public assets.

5.36.a. Encourage awareness and appreciation of cultural diversity and the social significance of historic places and their role in enhancing community character and sense of place.

5.36.b. Protect and preserve archaeological resources in place.

**Sustainable design and development**

Policy 5.37  **Resource-efficient development.** Encourage sustainable development practices by promoting the efficient use of land and infrastructure, conservation of natural resources, easy access to active transportation, proximity to services and parks, and energy and water efficiency.

5.37.a. Encourage densities, development locations and land uses that will maximize existing and planned infrastructure capacity.

5.37.b. Encourage use of technologies, techniques, and materials in construction that result in the least environmental impact over the life cycle of the structure.

5.37.c. Encourage flexibility in the division of land, the siting of buildings, and other improvements to reduce new development’s impacts on environmentally sensitive areas.

5.37.d. Encourage use of resource-efficient and non-toxic materials and energy-efficient practices.

Policy 5.38  **Rehabilitation and adaptive reuse.** Encourage rehabilitation and adaptive reuse of culturally and architecturally significant historic buildings to conserve natural resources, reduce waste, and model stewardship of the built environment.

5.39.a. Enhance the long-term viability of historic structures and improve public safety through seismic and energy efficiency retrofits.

5.39.b. Encourage maintenance and rehabilitation of viable buildings over demolition and new construction.

Subpolicy 5.38.a. promotes district scale energy efficiency, commonly referred to as an “ecodistrict.” This policy supports ecodistrict projects like the pilots in Foster Green, Gateway, Lloyd, South Waterfront, and South of Market. Subpolicy 5.38.b. encourages low-carbon district energy systems, an infrastructure design strategy to significantly improve building energy efficiency and reduce carbon emissions. By sharing equipment between many buildings, these systems can also save space, construction costs, and ongoing operating and maintenance expenses. This policy supports existing district energy efforts in key opportunity sites and expansion of existing systems. This policy supports objectives in the Climate Action Plan (2009) and updates existing Comprehensive Plan Policy 7.8.

To achieve carbon emission goals, emissions from buildings must be reduced by much more than can be accomplished through energy retrofits alone. Policy 5.38.c. encourages new buildings that generate more energy from clean sources than they consume, so a net emissions reduction results. Although Oregon has energy performance standards for new construction, the City has a critical role in enforcing those standards. Oregon’s REACH code sets forth a path toward net-zero energy in new construction by 2030. The Climate Action Plan (2009) establishes a comparable objective.

**Existing and potential eco-districts in Portland**
Policy 5.38  **Energy efficiency and ecodistricts.** Encourage energy efficiency and the creation of district energy systems.

5.38.a. Encourage and promote energy efficiency and the use of solar and other renewable resources in individual building and at a district scale in centers.

5.38.b. Encourage the development of low-carbon district energy systems.

5.38.c. Encourage developments that generate more energy than they consume.
Designing with nature

Policy 5.40. Natural landscape, draws from current Comprehensive Plan Policies 12.1C, 12.1G, and 12.1H and supports improved physical and visual access to major form-giving natural features in the landscape of the city. The policy roots the Comprehensive Plan in the city’s physical location by encouraging designs that reflect, celebrate, and respond to these features.

Policy 5.41. Mimicking nature, acknowledge that meeting watershed health goals in Portland will depend not only on protecting and enhancing natural resources but also on our ability to integrate nature and natural functions into the design of our buildings, sites, streets, and neighborhoods. Designing with nature presents an opportunity to achieve healthier, more vibrant, and more equitable communities over time, and to address some of the impacts of urbanization (such as the urban heat island effect) on vulnerable populations. The draft policies incorporate direction provided in recently adopted City plans, including the Portland Watershed Management Plan (2005), Climate Action Plan (2009), Urban Forestry Management Plan (2004), Portland Natural Hazard Mitigation Plan (2010), and Portland Plan.

Policy 5.42. Hydrologic function, emphasizes the importance of designing development to avoid impacts on hydrologic functions (meaning how water moves through the landscape), particularly in areas where managing stormwater onsite is difficult. Functions like stormwater detention and filtration by soils and plants affect overland flow, streamflows, and groundwater. Impaired hydrologic functions can cause or contribute to problems such as landslides, flooding, stream pollution, high stream temperature, and stream bank erosion.

Policy 5.43. Ecosystem services, links development approaches that are compatible with nature with protection of public health and safety. Multi-objective stormwater facilities provide critical infrastructure functions that also contribute to watershed health and community livability. Maintaining and enhancing vegetation can clean and cool the air, maintain slope stability, and reduce runoff and erosion. This policy also recognizes the value of avoiding the costs associated with degraded ecosystem functions, such as paying for repair of roads and other infrastructure after a landslide.

Policy 5.44. Groundwater protection, acknowledges the potential limitations of stormwater infiltration facilities in designated wellhead protection areas.

Policy 5.45. Greening the built environment, highlights the importance of trees and vegetation as tools to weave nature and natural functions into the built environment. Trees and vegetation provide myriad services that benefit watershed health and community livability.
Designing with nature

Policy 5.40  **Natural landscape.** Enhance access to nature with improved visual and physical access throughout the city to:
- Waterbodies, such as the Willamette and Columbia Rivers, Smith and Bybee Lakes, creeks, streams, and sloughs.
- Major topographic features, such as the West Hills, buttes, and Mt. Tabor.
- Natural areas, such as Forest Park and Oaks Bottom.

5.40.a. Enhance and celebrate the Willamette and Columbia Rivers as the primary geographic and form-giving features of the city.

5.40.b. Protect, conserve, enhance, and maintain the natural, scenic, historic, cultural, economic, and recreational qualities of lands along the Willamette and Columbia Rivers.

5.40.c. Protect and enhance people’s ability to see, touch, and recreate on and near the Willamette and Columbia Rivers.

Policy 5.41 **Mimicking nature.** Encourage integration of low-impact development, habitat-friendly development, bird-friendly design, and green infrastructure principles and techniques into area, site, and development design.

Policy 5.42 **Hydrologic function.** Prevent or limit further impacts from development on natural hydrologic cycles, especially in areas with poorly infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions where practicable.

Policy 5.43 **Ecosystem services.** Encourage development and design that enhance watershed health and ecosystem services and avoid the costs and negative impacts associated with degraded natural resources and ecosystem services.

Policy 5.44 **Groundwater protection.** Ensure that development within designated wellhead protection areas appropriately protect groundwater resources from contamination.

Policy 5.45 **Greening the built environment.** Encourage the incorporation and preservation of large healthy trees, native trees, and other vegetation in development.

5.45.a. Prioritize integrating natural elements and systems, including trees, green spaces, and vegetated stormwater management systems, into centers.
Policy 5.46. Habitat and wildlife-friendly design, promotes development that integrates green infrastructure, habitat- and bird-friendly design, and the use of appropriate, non-invasive plants for pollinators. It also promotes regulatory and non-regulatory approaches to support property owners or other managing entities (such as drainage districts) to restore natural resources on their land.

Policy 5.47. Hazard-resilient design, emphasizes that development—including type, design, and amount—should be managed so that the impacts of natural hazards and climate change are minimized as much as possible. The policy provides a basis for land use planning decisions, implementing tools, and updates to the building code and fire code.

This policy recognizes that inappropriate siting of development in hazard-prone areas can result in private and public costs and can increase the frequency, severity, and impacts of hazardous events. For example, development in the floodplain can increase flood levels and impacts on life and property. Development in and near wildfire hazard areas can increase the risk of wildfire from sparks caused by outdoor cooking, vehicles, and home fireworks. Development in landslide hazard areas can increase stormwater runoff and tree removal, which can destabilize soil and steep slopes.

This policy reflects the direction provided in more recent plans such as the Portland Watershed Management Plan (2005), Climate Action Plan (2009), Portland Natural Hazard Mitigation Plan (2010), and Portland Plan.
Policy 5.46  Habitat and wildlife-friendly design. Encourage habitat and wildlife-friendly neighborhood, site, and building design.

5.46.a. Encourage development and design that provide safe wildlife crossings and movement corridors and remove barriers to fish and wildlife passage.

5.46.b. Encourage the incorporation of habitat into landscaping, sustainable stormwater facilities, and other features of the built environment.

5.46.c. Encourage building design and lighting that reduce risks of hazards to birds, bats, and other beneficial wildlife.

5.46.d. Encourage property owners and public agencies to restore or re-create habitat on their property.

Policy 5.47  Hazard-resilient design. Require that the allowed density, development type, and amount of impervious area minimize the risks and impacts of natural hazards and climate change to people, fish and wildlife, natural resources, and property.

5.47.a. Limit development in or near areas prone to natural hazards, where practicable, using the most current hazard information and maps available.

5.47.b. Consider slope and soil characteristics, including liquefaction potential, and other geologic hazards when evaluating proposals for development.

5.47.c. Encourage development that maintains or enhances the ability of natural systems to withstand and recover from a natural disaster or other major disturbance.

5.47.d. Encourage hazard mitigation strategies that mimic the beneficial functions of nature or other current best management practices.
Commentary

Health and safety

**Policy 5.48. Access to healthful food**, is important for many reasons. A nourishing diet is critical to maintaining good health and reducing the risk of developing chronic disease later in life. Food behaviors begin at an early age, and children who are exposed to healthful foods are more likely to develop healthful food behaviors than those who are not. In spite of these facts, many Portlanders do not have good access to healthful food.

The Portland Plan’s Healthy Connected City strategy calls for grocery stores and other sources of healthful food—such as farmers markets and market gardens—to be key components of Neighborhood Centers. The recently adopted Urban Food Zoning Code Update (2012) revised the Zoning Code regulations to allow more urban food production and distribution opportunities with the overarching goal of increasing access to healthful, affordable food. The Climate Action Plan (2009) calls for increasing consumption of low carbon-intensive and locally produced foods.

Subpolicy 5.48.a. supports the Portland Plan’s Complete Neighborhoods measure of success, which calls for 90 percent of Portlanders to live within ½ mile of a store or market that sells healthful food. Currently only 30 percent of Portland meets this target, although there is a wide variation throughout the city (the percentage is higher in the Central City and close-in neighborhoods, while much lower in East Portland). Locating grocery stores and markets in centers will ensure that healthful food sources are well served by transit and other transportation options.

Subpolicy 5.48.b. calls for small neighborhood-based markets, co-ops, and buying clubs to fill service gaps when the neighborhood cannot support a full-service grocery store.

Subpolicy 5.48.c. is supported by the Urban Food Zoning Code Update (2012). Growing food in the city has individual benefits (nutritious food and physical activity), community benefits (greater availability of fresh, local food), and economic benefits (reduced household food costs, along with economic development opportunities and job creation).

Subpolicy 5.48.d. supports developing community gardens near Neighborhood Centers and other high-density areas so that Portlanders without yards have the opportunity to grow their own food. This policy is supported by the Portland Plan.

Subpolicy 5.48.e. supports increasing access to retail options where people may purchase healthful, reasonably priced foods. The subpolicy supports existing institutional purchasing policies and programs that encourage institutions to buy and serve healthful food.
SECTION III: GOALS AND POLICIES

Health and safety

Policy 5.48  Access to healthful food. Encourage a broad range of opportunities within the city for buying and growing healthful food.

5.48.a Prioritize grocery stores and neighborhood based markets as essential elements of centers.

5.48.b Encourage small, neighborhood-based retail food initiatives to fill in service gaps in food access across the city.

5.48.c Increase opportunities to grow food for personal consumption, donation, sales, and educational purposes.

5.48.d Ensure that community gardens are available near centers and corridors as well as other high-density areas where residents have few opportunities to grow food in yards.

5.48.e Encourage the sale of healthful foods in retail and institutional settings, such as in grocery stores, neighborhood-based markets, restaurants, hospitals, schools, and other public facilities.
Policy 5.49. Design for public safety, encourages community and building design and construction that helps protect public safety. This new policy was adapted from the Portland Plan’s Guiding Policy H-5. It supports development based on Crime Prevention Through Environmental Design site design standards. See also Goal 7.F, “A safe transportation system”, in Chapter 7, “Transportation,” regarding the safety of the transportation system.

Policy 5.50. Design for livability, updates existing Comprehensive Plan Policy objective 12.1.A. and is informed by existing Policy 4.6 (Housing Quality). This extends consideration of the importance of healthy building environments beyond housing to include promoting development that provides a healthy environment for people. It also encourages design that considers impacts on neighbors. The Infill Design Toolkit (2008) identified privacy impacts as community concerns that can be addressed through design approaches within a broad range of densities. See also Housing Policy 2.13 (Healthy Housing) and Policy 2.14 (Healthy, Safe, and Active Multi-Dwelling Development).

Policy 5.51. Offsite impacts, addresses development and activities with offsite impacts that can especially affect residential livability. In contrast to the transitions policies (5.32 through 5.34), which focus on edge areas of transition in development scale and activity, this policy addresses impacts that could affect broad areas outside these areas of transition.
Policy 5.49  **Design for public safety.** Encourage design and development that protects and improves public safety.

5.49.a. Encourage development to use design approaches that help prevent crime.

5.49.b. Encourage design and development that improves fire prevention and life safety.

5.49.c. Encourage development that is resilient to, and avoids exacerbating, the impacts of natural hazards, including impacts on people, wildlife, natural resources, and public and private property.

Policy 5.50  **Design for livability.** Encourage well-designed development that protects the health and livability of building users, encourages active living, and remains affordable.

5.50.a. Maintain public access to light and air by managing and shaping the mass, height, and bulk of new development.

5.50.b. Encourage development to be designed to consider the privacy and solar access of residents and neighbors.

Policy 5.51  **Offsite impacts.** Limit and mitigate odor, noise, glare, air pollutant, and vibration impacts on residential areas.

5.51.a. Require compatible land use designations and development within the noise-affected area of Portland International Airport while providing public notice of the level of aircraft noise and mitigating the potential impact of that noise within the area.

5.51.b. Reduce the visual impact of telecommunications and broadcast facilities near residential areas.
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- Policy 6.74 Community policing

### Solid waste management
- Policy 6.84 Waste reduction
- Policy 6.85 Waste recovery
- Policy 6.86 Waste management
- Policy 6.87 Construction and demolition debris

### School facilities
- Policy 6.88 Co-location
- Policy 6.89 Shared use
- Policy 6.90 Facility adaptability
- Policy 6.91 Leveraging public investment

### Technology access
- Policy 6.92 Broadband investment
- Policy 6.93 Broadband disparities
- Policy 6.94 Open source

### Energy infrastructure
- Policy 6.95 Energy efficiency
- Policy 6.96 Capacity and reliability
- Policy 6.97 Low-carbon and renewable energy
- Policy 6.98 Distributed generation
Commentary

As part of the Comprehensive Plan Update, the City will develop a Citywide Systems Plan to guide infrastructure investment over the next 20 years. The Citywide Systems Plan will provide more detail about infrastructure needs, policies, and investment strategies than the policies in this chapter. As necessary, some of this chapter’s policies may be moved to the Citywide Systems Plan to ensure the appropriate level of detail in each document.

Note to readers regarding the transportation system: Goals 6.A through 6.D and Policies 6.1 through 6.29 in this chapter apply to the City’s transportation system. Additional Transportation System goals and policies can be found in Chapter 7, “Transportation.”
What is this chapter about?
The goals and policies in this chapter aim to:

- Set clear standards for service delivery and system expansion for public rights-of-way, sanitary and stormwater systems, water, parks and recreation, public safety and emergency response, solid waste management, school facilities, technology access, and energy infrastructure.
- Emphasize the development of facilities that serve multiple goals.
- Affirm methods for interagency and intergovernmental coordination.
- Advance an adaptive management approach to improve reliability and resiliency.
- Provide more equitable service delivery.
- Reduce risks to human and environmental health and safety.

Why is this important?
High-quality and reliable basic public services, like clean water and reliable sewer and stormwater management services, are essential to Portland’s future success. Cost-effective and reliable services affect Portlanders’ quality of life, as well as household affordability. Businesses large and small rely on high-quality public services to operate. Well-built and well-maintained facilities also help the city recover from damaging natural events and emergencies.

The city's public facility systems provide water, sewer, transportation, parks, and civic services. Public facilities include the varied and extensive networks of streets and pipes, as well as parks and natural areas that provide places for recreation but also help manage stormwater and flooding. Public services include things like public transportation and police, fire, and emergency response. In addition, services such as access to broadband technology and comprehensive recycling and composting services are now also considered essential for households and businesses. It takes the collective and coordinated effort of multiple agencies to maintain and operate the complex systems used to manage and provide these necessities to Portlanders.

Public agencies aim to provide basic services to all Portlanders. However, because of past decisions and the history of annexations and development, services are not distributed equitably across the city. The agencies charged with managing public facility systems must balance the need to maintain existing services and infrastructure with the need to bring new or improved services to underserved communities and new residents and businesses. In addition, these improvements must be made in ways that meet federal, state, and regional regulations.

Given the likelihood of future environmental, economic, and technological change during the next generation, the agencies that deliver, build, and manage services and facilities must reinvent systems and facilities to satisfy multiple uses, withstand environmental stress, and adapt to changing circumstances. The goals and policies in this chapter support the equitable, efficient, and adaptive management approaches that are needed to provide high-quality facilities and services to all Portlanders, including those in the next generation.
**Commentary**

A number of the terms used in this chapter are defined in the glossary in Appendix A.

**Introduction**

The purpose of the Public Facilities and Services goals and policies is to provide adopted citywide, long-range planning goals and policies to guide the provision of city services to urban lands. This Public Facilities and Services commentary discusses the need and rationale for these goals and policies.

The Public Facilities goals and policies in this chapter reflect a major update to existing Comprehensive Plan policy language, based primarily on current plans and practices. When completed, the updated Comprehensive Plan will also include a list of significant public facility projects and a supporting citywide public facilities plan, as required by Statewide Planning Goal 11 and Oregon Revised Statute 196.

**Goal 6.A. Quality public facilities and services**, recognizes that all Portlanders deserve high-quality infrastructure that provides them with the public services they rely on every day. The level of these services should be based on community goals and the unique needs of each infrastructure system.

**Goal 6.B. Multiple benefits**, recognizes that infrastructure investments should aim to achieve multiple benefits in order to meet community needs, protect environmental quality, and forward economic prosperity for Portland residents and businesses.

**Goal 6.C. Reliability and resiliency**, reflects the need to plan and design public facilities so they can reliably provide services to the community. This includes ensuring facilities can operate soon after catastrophic events, like a major earthquake, and that they can adapt to changes in things like the climate or the economy.

**Goal 6.D. Public rights-of-way**, supports the coordinated use of public rights-of-way for multiple purposes, including multimodal transportation access and movement, stormwater management, water distribution, and private utilities, among others. Current practices and the Portland Plan’s Healthy Connected City strategy conceive of public rights-of-way as places that continue to serve these functions – in a coordinated way – in the future.

**Goal 6.E. Sanitary and stormwater system**, is updated to include wastewater and stormwater conveyance and treatment, and to be inclusive of environmental protection and local watershed health goals (from the adopted Portland Watershed Management Plan), as well as protecting public and private property.

**Goal 6.F. Water**, reflects the City’s goal to provide reliable water service to customers in the quantities they desire and at a quality level that meets or exceeds both customer and regulatory standards. The City aims to be a responsible steward of the public’s water infrastructure and fiscal and natural resources.
GOAL 6.A Quality public facilities and services
Quality public facilities and services provide Portlanders with optimal levels of service throughout the city, based on community goals and system needs.

GOAL 6.B Multiple benefits
Public facility and service investments reduce service disparities, support prosperity, and enhance human and environmental health.

GOAL 6.C Reliability and resiliency
Public facilities and services are reliable, able to recover from catastrophic events, and adaptable and resilient in the face of long-term natural, physical, and economic changes.

GOAL 6.D Public rights-of-way
Portland’s public rights-of-way provide a multi-purpose, connected physical space for movement and travel, public and private utilities, and other appropriate public purposes.

GOAL 6.E. Sanitary and stormwater system
Provide a wastewater and stormwater conveyance and treatment system that protects public health and safety, protects the environment, supports watershed health goals, safeguards public and private property, and complies with federal, state, and local clean water requirements.

GOAL 6.F. Water
Reliable and adequate water supply and delivery systems are available to provide sufficient quantities of high-quality water at adequate pressures to meet the needs of the community, on an equitable, efficient, and sustainable basis.
Commentary

Goal 6.G. Parks, natural areas, and recreation, reflects the City’s goal to sustain a healthy park system to make Portland a great place to live, work, and play, as envisioned in the Parks 2020 Vision (2001). This goal also supports the City’s protection and provision of lands and facilities to meet recreational needs, as required by Statewide Planning Goal 8: Recreational Needs.

Goal 7.H. Public safety and emergency response, focuses on providing coordinated, effective and efficient public safety and emergency response services. It envisions Portland as a safe and resilient city where Portlanders to respond to medical, and fire emergencies, hazards, and prepare and respond to natural disasters. To Portland is a safe, resilient, and peaceful community where the public safety, emergency response, and management facilities and services are coordinated and able to effectively and efficiently meet community needs.

Goal 7.I. Solid waste management, recognizes that the decision of how we dispose of materials (by recycling, composting, or landfiling) is an important one, but for most materials the bulk of the impact occurs earlier in the material’s lifecycle (during extraction, manufacture, and transportation). This goal acknowledges the important upstream impacts of our consumption and disposal of goods and materials, and the desire to ensure we use and reuse those materials to the fullest extent possible rather than throwing them away.

Goal 6.J. School facilities, is adapted from Portland Plan guiding policy T-10. All Portlanders, not just students, can benefit as local school districts upgrade existing facilities and design new campuses to meet 21st century opportunities and challenges. Schools can serve as hubs for social gathering and physical activity as well as education (both formal and informal) for people of all generations, cultures and abilities – a concept strongly supported by “age-friendly city” advocates.

GOAL 6.K Technology access, is based on the goals outlined in Connecting to Our Future: Portland’s Broadband Strategic Plan (2011). This goal acknowledges that information and technology services are key infrastructure investments, and aspires for the benefits of these technologies to be shared by all Portlanders.

Goal 6.L. Energy infrastructure and services, relates to energy infrastructure and support Oregon’s Statewide Planning Goal 13: Energy Conservation, which includes planning guidelines related to renewable energy sources. This goal supports the development and expansion of efficient, renewable and affordable sources of energy.
GOAL 6.G. Parks, natural areas, and recreation
Ensure that all Portlanders have convenient equitable access to parks, natural areas, and recreational opportunities in their daily lives. Maximize the quality, safety, and usability of parks, natural areas, and recreational facilities through the efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active and passive recreational opportunities to contribute to the health and well-being of all Portlanders.

GOAL 6.H. Public safety and emergency response
Portland is a safe, resilient, and peaceful community where the public safety, emergency response, and management facilities and services are coordinated and able to effectively and efficiently meet community needs.

GOAL 6.I. Solid waste management
Portlanders are thoughtful consumers that prioritize goods and services that minimize upstream impacts and avoid generating waste destined for the landfill. Solid waste—including food, yard debris, recyclables, electronics, and construction and demolition debris—is managed to ensure the highest and best use of the materials in the Portland’s waste stream.

GOAL 6.J School facilities
Public schools are honored places of learning as well as multifunctional neighborhood anchors serving Portlanders of all ages, abilities, and cultures.

GOAL 6.K Technology access
All Portlanders have access to universal, affordable, and reliable state-of-the-art information and technology services.

GOAL 6.L Energy infrastructure and services
Portland’s residents and businesses are served by reliable energy infrastructure that provides efficient, low-carbon, affordable energy through decision making based on integrated resource planning.
Commentary

These general policies apply broadly to the City’s provision of public facilities and services, including those specific services listed in Policy 6.2.

Policy 6.1. Urban services boundary, is adapted from existing Comprehensive Plan Policy 1.3. Oregon Statewide Planning Goal 11 states that plans for public facilities and services should be coordinated with plans for rural land that can be urbanized and with urban growth boundaries.

Statewide Planning Goal 11 defines the urban facilities and services that must be addressed in a comprehensive plan. Policy 6.2. Service delivery, identifies the urban facilities and services for which the City of Portland has direct responsibility. Policy 6.3. Interagency coordination, identifies those urban facilities and services that are the responsibility of other public and private agencies. However, the City has a responsibility for and an interest in the planning, coordination, provision, and, in some cases, regulation of these facilities and services. As such, this policy encourages planning coordination to ensure that these facilities and services meet the needs of residents and businesses within the city limits. Policies 6.1 through 6.3 are adapted from existing Comprehensive Plan Policies 11.1.A and 11.1.B.

The City of Portland and other public agencies provide the following public facilities and services within Portland:

- Public rights-of-way are managed and/or regulated by the City.
- Transportation facilities and services are provided by the City of Portland, Multnomah County, the state of Oregon, and TriMet.
- Public transit is primarily provided by TriMet and other small providers. The City of Portland owns the Portland Streetcar, but it is operated and maintained by TriMet.
- Air, rail, and marine facilities are provided by the Port of Portland and the Burlington Northern Railroad.
- Sanitary sewers and wastewater treatment are provided by the City of Portland, except in some areas of west Portland, under agreement with Clean Water Services.
- Stormwater management and conveyance is primarily provided by the City of Portland. In some areas stormwater services are provided by neighboring jurisdictions. The Multnomah County Drainage District provides services in much of the Columbia Corridor. Private property also plays a key role in the management of stormwater.
- Flood mitigation and control are provided by the City of Portland and the Multnomah County Drainage District.
- Water supply and distribution are provided by the City of Portland, except in some areas of East Portland under agreement with the Rockwood Public Utility District.
- Parks, recreation, and natural areas are provided publicly by the City of Portland, Metro, and the state of Oregon.
- Public safety and emergency services, including police, fire, and emergency management, are provided primarily by the City of Portland.

(continued on next commentary page)
Policy 6.1  **Urban services boundary.** Maintain, in cooperation with neighboring jurisdictions, the urban services boundary for the City of Portland.

6.1.a. The urban services boundary should be consistent with the regional urban growth boundary.

Policy 6.2  **Service delivery.** Establish, maintain and improve the following public facilities and services within the City’s boundaries of incorporation:

- Public rights-of-way, including streets.
- Sanitary sewers and wastewater treatment.
- Stormwater management and conveyance.
- Protection of the waterways of the state.
- Water supply.
- Police protection.
- Fire protection.
- Parks and recreation.
- Solid waste regulation.
- Planning, zoning, building, and subdivision control.

Policy 6.2.a. Coordinate planning and provision of City-provided public facilities and services among City agencies, as appropriate.
Commentary

- Solid waste, composting and recycling: The City regulates collection and hauling; Metro regulates facilities and operates transfer stations; private companies collect, transfer, process, and dispose of solid waste, compost, and recycling. Metro is the regional solid waste authority, charged with ensuring that the region’s solid waste is managed in a manner that protects public health and safety and safeguards the environment. The City partners with Metro and supports Metro’s work to ensure sound landfill management.
- Energy and communications are provided by private utilities and companies. Telephone and communications service is provided by Qwest, Comcast, Verizon, and various wireless providers. Gas and electricity are provided by Northwest Natural, Pacific Power, Portland General Electric, and various small fuel oil companies.
- Public education is provided by Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale School Districts, as well as public colleges and universities. The City partners with school districts on related school facility planning and siting.
- Health and human services are primarily provided by Multnomah County and private hospitals and medical facilities.
- Libraries are provided by Multnomah County.
- Justice services are provided by Multnomah County and the state of Oregon.

Subpolicy 6.3.a. broadens existing Comprehensive Plan Policy 11.51 to apply to the many City services provided under agreement with other agencies or departments.

Policy 6.4. Orderly service extension, updates existing Comprehensive Plan Policy 11.3 to reflect the City’s approach to providing services to newly annexed areas. Subpolicy 6.4.a. supports the coordination of extension or improvement of public services to new areas to help prevent costly inefficiencies that can occur when the provision of one service promotes development that, in turn, demands the provision of remaining services. Such development may then require services before the City is able to finance them.

Policy 6.5. Services to unincorporated urban pockets, updates existing Comprehensive Plan Policy 11.1.B.

Policy 6.6. Services outside the urban services boundary, updates existing Comprehensive Plan Policy 11.1.C to clarify its application to areas outside the City’s urban services boundary. According to Goal 11, “a public facility or service should not be provided in an urbanizable area unless there is provision for the coordinated development of all the other urban facilities and services appropriate to that area.”
Policy 6.3  **Interagency coordination.** Maintain interagency coordination agreements with the following jurisdictions and agencies that provide public facilities and services within the city of Portland to ensure effective and efficient service delivery:

- Multnomah County for transportation facilities.
- State of Oregon for transportation and parks facilities and services.
- TriMet for public transit facilities and services.
- Port of Portland for air and marine facilities and services.
- Metro for parks and natural areas and for solid waste, composting, and recycling facilities and transfer stations.
- Clean Water Services for sanitary sewer and wastewater treatment.
- Multnomah County Drainage District for stormwater management and conveyance, and for flood mitigation and control.
- Rockwood Public Utility District for water distribution.
- Private utilities for energy and communications facilities and services.

6.3.a. Establish and maintain mutual agreements with other districts, departments, or agencies that provide services listed in Policy 6.2 to Portlanders, as appropriate, as long as the agreement provides reciprocal benefits and enhances the ability of the City to provide desired levels of service throughout the city.

Policy 6.4  **Orderly service extension.** Establish or improve urban public services in newly annexed areas, as funds are available, to meet established levels of service.

6.4.b. Coordinate provision of urban public services so that provision of services does not significantly precede the City’s ability to provide other urban services.

Policy 6.5  **Services to unincorporated urban pockets.** Plan for delivery of urban services to areas outside the city limits but within the urban services boundary.

Policy 6.6  **Services outside the urban services boundary.** Prohibit City provision of new urban services, or expansion of the capacity of existing services, in areas outside the City’s urban services boundary, except in cases where the City has agreements or contracts in place.

Policy 6.7  **Community services.** Coordinate with the planning efforts of agencies providing public education; health services; community centers, library services, and justice services, as appropriate.

6.7.a. Encourage the placement of such services in centers.

Policy 6.8  **Co-location.** Encourage co-location of public facilities and services across providers where co-location improves service delivery.

Policy 6.9  **Surplus.** Consider the appropriateness of public lands and facilities for other public purposes before declaring properties or facilities as surplus.
Commentary

Policy 6.10. System capacity, updates existing Comprehensive Plan Goal 11 and Policy 11.1, to provide adequate public facilities and services to support planned land uses and densities, as feasible. As such, it supports Statewide Planning Goal 11, which states that public facilities and services in urban areas should be provided at levels necessary and suitable for urban uses. It also supports Statewide Planning Goal 9, which supports the designation and provision of public facilities and services appropriate to support proposed economic development.

Policy 6.11. Service deficiencies, reflects the Portland Plan’s Guiding Policy H-23 and Equity Framework. The policy supports the provision of services in areas currently experiencing service deficiencies to provide appropriate and desired levels of service to all Portlanders.

Policy 6.12. Asset management, reflects individual bureau’s and the City’s progress in instituting asset management principles into its infrastructure planning and operations. Five of Portland’s infrastructure bureaus apply asset management principles to some of their practices, some for more than 20 years. Asset management is the continuous cycle of asset inventory, condition, and performance assessment that has as its goal the cost-effective provision of a desired level of service for physical assets. Investment decisions consider planning, design, construction, maintenance, operation, rehabilitation, and replacement of assets on a sustainable basis, taking into consideration the social, economic, and environmental impacts of management activities. Many of the recommendations in the Portland Plan Infrastructure Condition and Capacity Background Report (2010) support the improvement and further institutionalization of asset management. More information on the City’s asset management practices can be found in the City of Portland’s 2011 City Assets Report.

Policy 6.13. Risk management, is adapted from the Portland Plan’s Guiding Policy H-5 and Action 96, which support reducing the risk of social, economic, and environmental losses from hazards and maintaining critical infrastructure to ensure effective emergency and disaster response. This policy reflects the City’s asset management approach to reduce risks from infrastructure failure – including both the likelihood and consequence of a failure - by prioritizing high-risk infrastructure for monitoring, maintenance, and management.

Policy 6.14. Shared costs, reflects existing Comprehensive Plan Policy 11.5 to support the use of cost sharing programs like system development charges, system connection programs, and local improvement districts as a means to ensure that new development pays a fair share of the cost of the existing system and new improvements or extensions necessary to serve the development. However, the existing policy does not address other situations, such as when costs are associated with resolving existing deficiencies or providing shared system improvements. This policy has been updated, with the additions of Subpolicies 6.14.b. and 6.14.c., to reflect an intention to equitably share costs for these types of improvements.

Policy 6.15. Context-sensitive infrastructure, supports current practice, the Portland Plan’s Guiding Policy H-7, and the Pattern Area concept, which recognize that infrastructure approaches should match the physical, environmental, community, and system needs of the areas in which they are located and serve.
Policy 6.10 **System capacity.** Provide City services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, where physically feasible and as sufficient funds are available.

Policy 6.11 **Service deficiencies.** Establish, improve, and maintain public facilities and services to alleviate service disparities and meet level-of-service standards for all Portlanders.

Policy 6.12 **Asset management.** Establish, improve, and maintain Portland’s infrastructure assets to cost-effectively provide the desired level of service and minimize economic, social, and environmental risk.


Policy 6.14 **Shared costs.** Costs of providing public facilities and services should be shared by those who benefit from the provision of those facilities and services.

  6.14.a. Require those whose development and redevelopment actions necessitate public facility improvement, extension, or construction to bear the costs.

  6.14.b. Consider opportunities to equitably share costs of resolving service deficiencies where significant existing service deficiencies exist.

  6.14.c. Consider shared responsibility between all parties that are served or benefit from the costs of constructing and providing public facilities and services when the facilities or services provide a shared benefit.

Policy 6.15 **Context-sensitive infrastructure.** Establish, improve, and maintain public rights-of-way, facilities, and services in ways that acknowledge or respond to their physical, environmental, and community context.

  6.15.a. Strive to design facilities that are compatible with the area in which they are located and that minimize negative impacts.

  6.15.b. Allow for site-specific and area-specific requirements, tools, and policies that address distinct topographical, geologic, environmental, and other conditions.
Policy 6.16. Health and equity impacts, reflects the Portland Plan’s Guiding Policy H-4 and Equity Framework and supports the consideration of impacts on equity, community health, and watershed health when making public facility and service decisions.

Subpolicy 6.16.a. is intended to promote infrastructure that can increase equity by reducing the disproportionate impacts of urbanization on historically underserved communities.

Policy 6.17. Environmental sustainability, is adapted from existing Comprehensive Plan Policy 11.8, which originally applied only to transportation. Since the City has adopted citywide policies, strategies, and initiatives related to environmental sustainability (including the Toxics Reduction strategy, Sustainable Procurement policy, and the Healthy Purchasing initiative, among others), this policy has been updated to apply to all public facilities and services.

Policy 6.18. Climate planning, encourages consideration of potential contributors to, and the impact of, climate change in the City’s public facility planning and reflects the City’s climate plans, including the Climate Action Plan (2009), Climate Adaptation Plan (pending), and individual bureau efforts.

Policy 6.19. Natural systems, is intended to preserve the capacity of natural systems to provide infrastructure functions. The City currently relies on natural systems to provide some infrastructure functions, including contributions to the management and infiltration of stormwater, the protection of the City’s water quality in the Bull Run and Columbia South Shore Wellfield, and the provision of opportunities for active and passive recreation.

Policy 6.20. Environmental carrying capacity, reflects Statewide Planning Goal 11, which states that “plans providing for public facilities and services should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area.”

Subpolicy 6.20.a. emphasizes the importance of designing development to avoid impacts on hydrologic functions, particularly in areas where it is difficult to manage stormwater onsite.

Policy 6.21. Designing with nature, links infrastructure design to the health of watersheds and ecosystems. Techniques such as low-impact development, habitat-friendly design, bird-friendly design, and green infrastructure approaches can reduce negative impacts to ecosystem services and improve watershed health. These approaches support improvements such as planting trees and vegetation, improving wildlife crossings, and removing barriers to fish and wildlife passage. Such techniques can provide many services, including stormwater management, water quality improvement, hazard mitigation, and temperature moderation that benefit watershed health, public health and safety, and community livability.
Policy 6.16  **Health and equity impacts.** Consider community health impacts, equity outcomes, and watershed health risks when planning, designing, and funding capital improvements.

6.16.a. Encourage infrastructure designs that avoid or reduce negative impacts on historically underserved communities.

Policy 6.17  **Environmental sustainability.** Reduce energy use, encourage beneficial reuse of waste, and reduce the carbon footprint of facilities and operations.

Policy 6.18  **Climate planning.** Consider long-term climate mitigation and adaptation needs in long-range infrastructure planning.

Policy 6.19  **Natural systems.** Protect and improve natural systems or features for their value in providing infrastructure services.

Policy 6.20  **Environmental carrying capacity.** Consider the carrying capacity of air, land, and water resources when planning for public facilities and services.

6.20.a. Prevent or limit further impacts from infrastructure on natural hydrologic cycles, especially in areas with poorly infiltrating soils and limited public stormwater discharge points.

Policy 6.21  **Designing with nature.** Encourage infrastructure design that enhances watershed health and ecosystem services and avoids the costs associated with degraded natural resources and reduced ecosystem services.

6.21.a. Strive to design and maintain infrastructure facilities using the principles and techniques of:
- Low-impact development
- Habitat-friendly development
- Bird-friendly building design
- Green infrastructure
Public rights-of-way

Goal 6.D. Public Rights-of-Way, and the policies in this section represent a significant update from the existing Comprehensive Plan. Public rights-of-way serve as the location for stormwater management and conveyance, water distribution, and private utilities, among others. Current practices and the Portland Plan's Healthy Connected City strategy conceive of public rights-of-way as places that continue to serve these functions – in a coordinated way – in the future. More specifically, the Healthy Connected City’s concept of networks of Civic Corridors, Neighborhood Greenways, and Habitat Corridors relies heavily on integrated planning, design, and management of public rights-of-way. However, current Comprehensive Plan policies focus primarily on the transportation – and to a degree, stormwater management – roles of rights-of-way. The draft goal and policies included in this chapter continue to support these uses, while supporting a comprehensive and coordinated view of the role of rights-of-way in providing public services.

Policy 6.22. Uses of rights-of-way, reflects the current and ongoing use of public rights-of-way for multiple public facilities and services. Public services in the right-of-way include, but are not limited to, transportation access and mobility, water distribution, sewer and stormwater conveyance, street lighting, private utilities (electrical, gas, communications), protection of view corridors, vehicle parking, street trees and landscaping, and temporary street uses (construction and repairs, vending carts, permitted community events).

Policy 6.25. Flexible design, is intended to support the flexible street design, as proposed by the Cully Main Street and Local Street Plan (2012) and the Street by Street project. Existing policy does not prohibit flexible design, neither does it explicitly allow it.
SECTION III: GOALS AND POLICIES

Public rights-of-way

Policy 6.22  Uses of rights-of-way. Improve and maintain public rights-of-way for mobility and access, public and private utilities, and other appropriate public services and objectives.

6.22.a. Transportation Function. Enhance and maintain the right-of-way to support the multimodal mobility and access to goods and services functions of the transportation system.

6.2.b. Utility Function. Enhance and maintain the right-of-way to maintain and improve the equitable provision of utilities, including water, sewer, energy, and communications.

6.22.c. Stormwater Function. Enhance and maintain the right-of-way to integrate stormwater management to meet levels of service and other economic, social, and environmental objectives.

6.22.d. Community Uses. Allow for community uses of rights-of-way, for purposes such as public gatherings, events, or temporary festivals, as long as the community uses can be integrated in ways that balance and minimize conflict with the through movement and access roles of rights-of-ways.

Policy 6.23  Interconnected network. Establish and improve a connected rights-of-way system that provides infrastructure services throughout the city.

Policy 6.24  Coordination. Coordinate the design and improvement of public rights-of-way between providers.

Policy 6.25  Flexible design. Allow for the design and development of flexible rights-of-way to appropriately accommodate local physical and environmental context as well as community needs, as appropriate.
Policy 6.26. Civic corridors and Greenways, reflects the Portland Plan’s Healthy Connected City strategy. Civic Corridor and Greenway goals and policies are in Chapter 5, “Urban Design and Development.”

Policy 6.27. Maintenance responsibilities, reflects the current and ongoing shared nature of maintenance responsibilities within rights-of-way and the need for coordination between responsible parties and stakeholders, as appropriate. As the City diversifies street designs to accommodate local service needs and community preferences, it is important to have a shared understanding of public and private responsibilities to maintain and repair facilities in public rights-of-way.

Policy 6.26  **Civic corridors and Greenways.** Ensure that infrastructure along Civic Corridors and Greenways is designed in an integrated way to meet the multiple objectives established for them (Civic Corridor and Greenway goals and policies are in Chapter 5, “Urban Design and Development.”)

Policy 6.27  **Maintenance responsibilities.** Coordinate improvement and maintenance of public rights-of-way and integrated facilities among public agencies, private providers, and adjacent landowners, as appropriate.

Policy 6.28  **Undergrounding.** Encourage undergrounding of electrical and telecommunications facilities within public rights-of-way.

Policy 6.29  **Right-of-way vacations.** Preserve existing rights-of-way unless there is no existing or future need for them, established street patterns will not be significantly interrupted, and the functional purposes of nearby streets will be maintained.

6.29.a. Consider existing and future needs and opportunities for potential uses listed in Policy 6.22, when considering vacation of any right-of-way.

6.29.b. Require pedestrian and bicycle facilities if needed, with first preference for dedicated right-of-way and, secondarily, for a public walkway and/or bikeway easement, as a condition of street vacation.

6.29.c. Preserve existing and abandoned rail rights-of-way and examine their potential for future rail freight, passenger service, or recreational trail uses.

6.29.d. When considering vacation of any right-of-way, consider its appropriateness for use as public park or open space.

6.29.e. 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.
Sanitary and stormwater system

By charter, the City of Portland’s public sewer and drainage system provides sewage and stormwater collection and treatment services to accommodate Portland’s current and future needs and to protect public health, water quality and the environment. Current and future state and federal regulations influence the City’s sewer and stormwater management priorities. Major mandates affecting the City’s wastewater and stormwater systems include the Clean Water Act, Endangered Species Act, Safe Drinking Water Act, Water Resources Development Act, and Comprehensive Environmental Response, Compensation and Liability Act.

Using asset management and watershed health as goals and guides, the City is moving away from responding individually to different regulations. The new approach considers the whole watershed system and recognizes interconnections through the hydrologic cycle. Solutions that promote healthy watersheds while addressing other infrastructure objectives are often the most cost-effective and publicly acceptable. This holistic approach integrates the work of various city bureaus, private citizens, businesses, and local non-profit organizations to improve watershed health. It has the greatest potential to protect and improve water quality and watershed conditions while meeting state and federal regulatory requirements.

Sanitary sewer system policies

The City provides sewer services within the City limits and to areas within the urban services boundary (USB). In addition, the City provides sewer service to some areas outside the USB via agreements with neighboring jurisdictions (Clean Water Services, Lake Oswego, Water Environment Services of Clackamas County, and City of Gresham). Similarly, some neighboring jurisdictions treat sewage from the City’s system.


Policy 6.31. Improvement, updates existing Comprehensive Plan Policy 11.15 to remove outdated “overloaded sewer systems” wording. It includes both situations where the City will make improvements based on system planning and risk evaluation, and where property owners may be required to make improvements as part of development.

Policy 6.32. Combined sewer overflows, updates existing Comprehensive Plan Policy 11.16 to tie combined sewer overflow (CSO) control to the City’s regulatory permit (its National Pollution Discharge Elimination System, or NPDES permit). Completed in 2011, the 20-year CSO program was designed to meet the requirements of this permit. The City is required to continue to invest in and maintain the system to satisfy the permit requirements; continued investment and maintenance also help achieve local watershed health goals.

Policy 6.33. Sanitary sewer overflows, is a new policy for sanitary sewer overflows outside the combined sewer system, which are regulated by the NPDES permit (see Policy 6.32).
Sanitary and stormwater system

**Policy 6.30**  **Maintenance.** Maintain and improve the existing sanitary sewer system through preventive maintenance and ongoing monitoring.

**Policy 6.31**  **Improvement.** Improve the existing sewer system in areas adversely affected by inadequate sewer capacity through City investment or through development requirements.

**Policy 6.32**  **Combined sewer overflows.** Limit combined sewer overflows to frequencies established by regulatory permits.

**Policy 6.33**  **Sanitary sewer overflows.** Prevent sewage releases to surface waters consistent with regulatory permits.
Commentary

Policy 6.34. Subsurface disposal, and Policy 6.35. Sewer connections, update existing Comprehensive Plan Policies 11.17 and 11.18 to reflect current code, which does not prohibit septic systems or require connection to sanitary sewers in all cases.

Policy 6.36. Sewer extensions, updates existing Comprehensive Plan Policy 11.19 to prioritize sewer extensions first to areas that are developed and where health hazards exist, before extending service to other unserved developed areas. Providing sewer extensions to allow for future development is a lower priority and should occur in coordination with the provision of other urban services (see Policies 6.4 and 6.8).

Policy 6.37. Treatment, includes minor changes to existing Comprehensive Plan Policy 11.20. The city’s wastewater treatment standards are set by the City’s regulatory permit (its National Pollution Discharge Elimination System, or NPDES permit).

Policy 6.38. Pollution prevention, reflects current programmatic and regulatory approaches to protect the city sewer and treatment systems, including through public education.

Policy 6.39. Rates, is a new policy to reflect current rate and charging practices and the goal of a financially self-supporting system.

Stormwater system policies

The City provides stormwater management services within the City limits and to areas within the urban services boundary (USB), through both piped systems and natural and engineered networks of streams, rivers, and open spaces that naturally manage stormwater. In addition, the Multnomah County Drainage District provides flood control and some stormwater management for much of the Columbia Corridor.

The current Comprehensive Plan had one stormwater planning policy. Over the past 30 years, the City’s planning and development of the stormwater system has evolved from conveying and treating all stormwater through a piped system to a more comprehensive approach that manages stormwater close to its source, meets regulatory requirements, improves watershed health, and contributes to community livability.

Most of the city’s stormwater infrastructure was built before there were clear standards for protecting public health and safety and watershed health. Now, stormwater planning and management must comply with local building codes and state and federal regulations, most notably requirements of the Clean Water Act and Endangered Species Act. To meet these requirements, the City has established a comprehensive stormwater management program. This program includes approaches to manage stormwater from existing and new development, including buildings and roads, as well as industrial facilities. It also prioritizes low-impact development and infrastructure approaches that mimic and preserve the natural hydrologic cycle, thereby improving water quality while reducing sewer system problems. The Stormwater Management Manual (2008) implements the program for new development.
Policy 6.34 **Subsurface disposal.** Prohibit the development of new onsite subsurface waste disposal systems, except in cases where no feasible connection to the public sanitary system is available and where site conditions are conducive to onsite waste disposal.

Policy 6.35 **Sewer connections.** Require all developments within the city limits to be connected to sanitary sewers unless the requirements under Policy 6.33 are met or the development is separately permitted through the state.

Policy 6.36 **Sewer extensions.** Prioritize sewer system extensions to areas that are already developed at urban densities and where health hazards exist.

Policy 6.37 **Treatment.** Ensure operation of City treatment facilities in compliance with effluent standards established in regulatory permits.

6.37.b. Strive to maximize reuse of by-products of the treatment process, including biosolids and methane.

Policy 6.38 **Pollution prevention.** Control pollution at its source.

Policy 6.39 **Rates.** Establish and collect rates and charges for sewer service to recover costs of maintaining and developing the system.
Commentary

Portland is a recognized leader in stormwater management policies and practices. However, Portland faces challenges to improving water quality and watershed health. Many areas have limited infiltration, constrained site conditions, and substandard public stormwater infrastructure. In many cases, natural and private drainageways convey stormwater to streams and other water bodies. These circumstances, combined with urban development impacts, alter the hydrology, water quality, habitat, and biological communities of natural systems.

Policy 6.40. Stormwater as a resource, reflects the City’s approach to managing stormwater as a resource rather than as a waste product. Managing stormwater as waste, by conveying it far from its source through pipes, pumps, and other infrastructure, is expensive and disrupts the natural hydrologic cycle. By reducing impervious surfaces and mitigating development with vegetated facilities, stormwater can naturally replenish groundwater, streams, and rivers with cool, clean water.

Policy 6.41. Pollution prevention, reflects the City’s various approaches to prevent stormwater pollution or to remove pollutants before they reach groundwater, streams, and wetlands. Strategies include education and outreach, local regulations, and stormwater infrastructure.

Policy 6.42. Onsite stormwater management, supports the concept of stormwater as a resource (see Policy 6.40) and local policies and development guidelines that require onsite stormwater management where practical. Such policies place some responsibility for stormwater management on the property owner, rather than solely on public infrastructure.

Policy 6.43. Stormwater management, reflects the City’s responsibilities in the public stormwater system, including some or all of conveyance, flow control, and pollution reduction.

Policy 6.44. Green infrastructure, is a new policy that recognizes that stormwater is managed in natural systems, such as drainageways, parks, and other open space, as well as in more traditional engineered infrastructure, such as pipes and facilities.

Policy 6.45. Maintenance, reflects the City’s current maintenance approach.

Policy 6.46. System planning and improvement, reflects the City’s comprehensive stormwater planning approach, which relies on both natural and engineered solutions and affects the interests of a wide range of stakeholders. Stormwater planning, infrastructure, and management must comply with local building codes and state and federal regulations and recognize that one type of stormwater solution is not appropriate for all geographies.

Policy 6.47. Stormwater partnerships, reflects the shared responsibility of stormwater management between private and public entities. The City does not own the stormwater system in its entirety and relies on successful partnerships to build and maintain the system.

Policy 6.48. Rates, reflects current rate and charging practices and the goal of a financially self-supporting system.
Stormwater system policies

Policy 6.40  **Stormwater as a resource.** Manage stormwater as a resource for watershed health and public use in ways that protect and restore the natural hydrology, water quality, and habitat of the watershed.

Policy 6.41  **Pollution prevention.** Prevent pollution of stormwater through public and private facilities, local regulations, education, and outreach.

Policy 6.42  **Onsite stormwater management.** Manage stormwater runoff as close to the source as practical.

Policy 6.43  **Stormwater management.** Provide adequate stormwater infrastructure for conveyance, flow control, and pollution reduction.

Policy 6.44  **Green infrastructure.** Promote and protect the use of green infrastructure to manage stormwater with vegetated facilities, including trees, natural drainageways, and open space.

6.44.a. Incorporate green infrastructure, such as large canopy trees and landscaped stormwater facilities, as needed, to improve stormwater management, provide environmental function, and contribute to the distinctive identity of Civic Corridors and Greenways.

Policy 6.45  **Maintenance.** Maintain and improve the existing stormwater sewer system through preventive maintenance and ongoing monitoring.

Policy 6.46  **System planning and improvement.** Improve and maintain the stormwater system through a variety of approaches and tools that reflect the availability and capacity of public infrastructure, site-specific infiltration, other geologic and environmental conditions, and cost effectiveness.

Policy 6.47  **Stormwater partnerships.** Convey and manage stormwater with public and private infrastructure, through public-private partnerships and stewardship opportunities.

Policy 6.48  **Rates.** Establish and collect rates and charges for stormwater services to recover the cost of developing and maintaining the system.
Commentary

Water

The City of Portland is the largest supplier of domestic water in Oregon. About 60 percent of the water the City supplies is delivered to customers within City limits. The remaining 40 percent is sold to customers in 19 surrounding cities and special water districts. Water is supplied from the Bull Run watershed and the Columbia South Shore wellfield through more than 2,000 miles of pipes within city boundaries. The City’s water system includes four main systems:

- A supply system, which collects water from the Bull Run watershed and Columbia South Shore wellfield.
- A transmission system of conduits, which moves water to a number of reservoirs.
- A terminal storage system of reservoirs.
- A distribution system of mains, service lines, pumps, and tanks, which distribute water to residences and businesses.

The City’s goals are to provide reliable water service to customers in the quantities they desire and at a quality level that meets or exceeds both customer and regulatory standards; to provide the highest value to customers through excellent business, management, and operational practices and appropriate application of innovation and technology; to be responsible stewards of the public’s water infrastructure and fiscal and natural resources; and to provide the citizens and the City Council with a water system that supports their community objectives and overall vision for the City of Portland.

The water-related policies in this section primarily represent an update of existing policies to reflect current practices and policies. The following policies are new: Water Efficiency, Customer Service, and Outages.

Policy 6.40. Primary supply source, makes minor changes to existing Comprehensive Plan Policy 11.25.

Policy 6.50. Quality, updates existing Comprehensive Plan Policy 11.26 to reflect current the Portland Water Bureau’s key service levels.

Policy 6.51. Secondary supply source, updates existing Comprehensive Plan Policy 11.27 to better define the role of the Portland Water Bureau’s secondary supply sources.

Policy 6.52. Maintenance, makes minor changes to existing Comprehensive Plan Policy 11.28.

Policy 6.53. Storage, updates existing Comprehensive Plan Policy 11.29 to remove reference to the "three time average daily use criteria," which is no longer a state requirement.


Water

Policy 6.49 **Primary supply source.** Maintain and protect the Bull Run watershed as the primary water supply source for the community.

6.49.a. Prioritize water quality preservation over all other uses in the Bull Run watershed.

Policy 6.50 **Quality.** Maintain compliance with state and federal water quality regulations.

Policy 6.51 **Secondary supply source.** Improve, maintain, and protect the Columbia South Shore wellfield groundwater system, the Powell Valley wellfield groundwater system, and any other alternative water sources designated as a secondary water supply.

6.51.a. Maintain a groundwater protection program and practices to safeguard the Columbia South Shore wellfield and the Powell Valley wellfield as drinking water supplies.

Policy 6.52 **Maintenance.** Maintain water facilities to protect water quality, reliability, and adequacy.

Policy 6.53 **Storage.** Provide sufficient in-city storage capacity to meet demand fluctuations, maintain system pressure, and provide supply reliability.

Policy 6.54 **Fire protection.** Provide flow to serve the fire protection needs of city residents and businesses.

Policy 6.55 **Outside user contracts.** Coordinate long-term water supply planning and delivery with outside-city water purveyors through long-term wholesale contracts.
Policy 6.56. **Outside user benefits**, is the same as existing Comprehensive Plan Policy 11.33.

Policy 6.57. **Water rates**, updates existing Comprehensive Plan Policy 11.35 and has been revised to better define setting of water rates.

Policy 6.58. **Water pressure**, updates existing Comprehensive Plan Policy 11.36 to reflect current the Portland Water Bureau’s key service levels.

Policy 6.59. **Water efficiency**, is intended to highlight the City’s focus on water conservation and efficiency efforts for residential customers within the retail service area, and to meet the requirements of Oregon Administrative Rules Chapter 690, Division 86, for development and implementation of a Water Management Conservation Plan.

Policy 6.60. **Service interruptions**, reflects the priority of reliability of water provision within the Portland Water Bureau’s mission and key service levels.
Policy 6.56 **Outside user benefits.** Require water users outside the city that benefit from a new improvement to finance that portion of the improvement constructed for their benefit.

Policy 6.57 **Water rates.** Establish rates and charges for water service annually, based in part on cost-of-service principles and methodologies recommended by the American Water Works Association.

Policy 6.58 **Water pressure.** Maintain water pressure as defined in the Portland Water Bureau’s key service levels.

Policy 6.59 **Water efficiency.** Maintain or reduce per-capita residential water use in the retail service area.


Policy 6.60 **Service interruptions.** Limit interruptions in water service to customers to a level consistent with the Portland Water Bureau’s key service levels.
Commentary

Parks and recreation

The City owns and manages more than 11,000 acres of developed parks and natural areas (equivalent to about 10 percent of Portland’s land base), along with local and regional trails, swimming pools, community centers, sports fields and stadiums, and a diverse array of other facilities and support buildings. The City also serves residents of Portland and surrounding areas and visitors to the City through its parks and recreation programs. Finally, the City’s urban forestry program manages the urban forest on City-owned or -managed land. This multitude of parklands, recreational facilities, support facilities, trees, and natural areas contribute to access to nature, recreational opportunities, environmental quality, social connections, economic prosperity, and livability within the city.

The City’s goal is to sustain a healthy park system to make Portland a great place to live, work, and play by:

- Establishing and safeguarding the parks, natural resources, and urban forest that are the soul of the city.
- Ensuring that green spaces are accessible to all.
- Developing and maintaining excellent facilities and places for public recreation; building community through play and relaxation, gathering, and solitude.
- Providing and coordinating recreational services and programs that contribute to the health and well-being of residents of all ages and abilities.

A variety of other agencies and organizations provide park and recreational services to Portland residents, either independently or in partnership with the City. These include Metro and neighboring jurisdictions, the state of Oregon, public and private schools, non-profit agencies, homeowners’ associations, places of worship, and private social, athletic, and fitness clubs.

The policies in this section update existing policies to reflect current practices and plans, particularly Parks 2020 Vision (2001). They also support the City’s protection and provision of lands and facilities to meet recreational needs, as required by Statewide Planning Goal 8: Recreational Needs.


Policy 6.62. Capital programming, is the same as existing Comprehensive Plan Policy 11.40.


Parks and recreation

**Policy 6.61  Maintenance.** Enhance Portland Parks and Recreation’s Asset Management Program to optimize preventative maintenance, reduce unplanned reactive maintenance, and emphasize scheduled service delivery.

**Policy 6.62  Capital programming.** Maintain a long-range park capital improvement program that balances acquisition, development, and operations; provides a process and criteria for capital improvement project selection; and emphasizes creative and flexible financing strategies.

**Policy 6.63  Park acquisition and development.** Increase the supply of parkland to meet service levels and adequately serve the City’s population.

  6.63.a. Prioritize park acquisition and development in areas where service level deficiencies exist (where households are more than ½ mile from a developed park or natural area).

  6.63.b. Prioritize acquisition and/or development of appropriate lands that have been declared surplus by other public agencies.

**Policy 6.64  Improvements.** Improve parklands to meet the active and passive recreational needs of all Portlanders.

  6.64.a. Improve parks and natural areas to meet recreational needs and resource conservation goals, in concert with master plans, management plans, or adopted strategies, where available, that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and citizen involvement.

  6.64.b. Establish, enhance, and maintain parks and natural areas that offer a wide range of functions and sizes, responding to the needs of the local and regional community, for both current and future generations.
Commentary

Policy 6.65. Trails system, reflects the City’s efforts to complete trails outlined in its adopted Recreational Trail Strategy (2006).


Policy 6.67. Community centers, reflects the City’s goal to have every household within 3 miles of a full-service community center, as adopted in the Parks 2020 Vision (2001). A full-service community center is a center with a pool, arts facilities, classrooms, and active recreational facilities.

Policy 6.68. Recreation services and programs, updates existing Comprehensive Plan Policy 11.46 to include updated language about the types of programming and to add language about cost recovery goals for programs. The City offers a variety of recreational programs and services, including cultural, educational, historical, health and physical fitness, and sports services (competitive and non-competitive) within a balanced program designed to meet the needs of users of a variety of ages and abilities.

Policy 6.69. Special recreational facilities, updates and combines existing Comprehensive Plan Policies 11.43 and 11.44.

Policy 6.70. Public/private opportunities and partnerships, updates existing Comprehensive Plan Policy 11.47 to address partnerships beyond recreational facility partnerships.
Policy 6.65  **Trails system.** Create and improve trails necessary to pursue completion of the identified Portland Parks and Recreation trail system.

6.65.a. Coordinate the planning and improvement of trail and Greenway systems.

Policy 6.66  **Natural areas.** Preserve and manage natural areas to protect their ecological health and provide appropriate public access, in accordance with the natural area acquisition and restoration strategies.

Policy 6.67  **Community centers.** Strive to have a full-service community center within 3 miles of every household in Portland.

Policy 6.68  **Recreation services and programs.** Provide a variety of recreational programs and services that contribute to the health and well-being of residents of all ages and abilities.

6.68.a. Strive to provide recreational services and programs in ways that meet identified cost recovery goals.

6.68.b. Reduce barriers to participation so that Portland Parks and Recreation services and programs are available to all.

Policy 6.69  **Special recreational facilities.** Establish and operate special recreational facilities to respond to identified public needs, as appropriate.

6.68.a. Design and program special recreational facilities to ensure maximum use.

6.68.b. Design and program special recreational facilities to ensure financial self-sufficiency.

Policy 6.70  **Public/private opportunities and partnerships.** Encourage private development and operation of recreational facilities that meet identified public need and the City’s recreational objectives.

6.70.a. Establish and maintain effective partnerships to provide additional resources and expertise for park and recreation programs, while reflecting the values and goals of Portland Parks and Recreation.
Commentary

Public safety and emergency response

This section reflects the variety of public safety and emergency response services provided by the City, including police, fire and rescue, emergency communications, and emergency management. This section combines and updates existing Police and Fire policies and adds new policies related to emergency preparedness and response.

Policy 6.71. Emergency preparedness and response, is adapted from the Portland Plan’s Guiding Policy H-5, which supports reducing the risk of social, economic and environmental losses from hazards and ensuring effective emergency and disaster response.

Policy 6.72. Police facilities, is adapted from existing Comprehensive Plan Goal 11.H, which supported the provision of police facilities adequate to meet the City’s public safety needs.

Policy 6.73. Police services, is adapted from the Portland Police Bureau’s mission to provide guidance for provision of police services.

Policy 6.74. Community policing, is adapted from the Portland Plan’s Guiding Policy H-5 and the Portland Police Bureau’s Community Policing Strategic Plan (2007) and reflects the City’s use of proactive community policing approaches.

Policy 6.75. Community safety centers, is adapted from the Portland Plan’s Action 99, which calls for the coordination and co-location of public safety and other services in Neighborhood Centers to ensure a safe, resilient, and peaceful community. This policy is also reflected in the Portland Police Bureau’s Community Policing Strategic Plan (2007).

Policy 6.76. Community crime prevention, is adapted from existing Comprehensive Plan Policy 11.55 and the Portland Plan’s Action 98, which supports the expansion of community-based crime prevention programs and efforts to improve communication between the police and the community.

Policy 6.76. Fire facilities and services, updates existing Comprehensive Plan Goal 11.G, which supported the provision of fire facilities adequate to meet the City’s fire protection needs.


Policy 6.79. Community preparedness, is adapted from the Portland Plan’s Action 102, which calls for support and expansion of community preparedness and education programs, such as Neighborhood Emergency Teams.
Public safety and emergency response

Policy 6.71 Emergency preparedness and response. Maintain and enhance the City’s emergency management and response capacity.

Policy 6.72 Police facilities. Enhance and maintain police facilities to allow police personnel to respond to public safety needs as quickly and efficiently as possible.

Policy 6.73 Police services. Reduce crime and fear of crime to preserve life, maintain human rights, and protect property.

Policy 6.74 Community policing. Enhance community policing efforts.

6.74.a. Focus on building relationships with historically underserved communities.

Policy 6.75 Community safety centers. Establish, coordinate, and co-locate public safety and other community services in Neighborhood Centers.

Policy 6.76 Community crime prevention. Improve community awareness of and involvement in public safety and crime prevention programs.

Policy 6.77 Fire facilities and services. Develop and maintain fire facilities and services that provide a uniform level of protection for fire and life safety throughout the city through a combination of both prevention and response activities.

Policy 6.78 Fire service level. Provide equitable and reliable emergency response throughout the city and ensure that performance standards exceed minimum established service levels.

Policy 6.79 Community preparedness. Enhance community preparedness and capacity to prevent and respond to emergencies.

Policy 6.80 Natural disaster preparedness. Maintain and enhance the City's ability to respond to and recover from natural disasters, including a subduction zone earthquake.

Policy 6.81 City facilities. Strive to retrofit all City-owned and -managed facilities to eliminate hazards to life and safety.
Policy 6.82. Coordination, reflects the City’s role in emergency response coordination in the event of an emergency or natural disaster. The City’s existing Emergency Coordination Center is in southeast Portland and is the location from which City officials coordinate local response and recovery to an emergency. In the event that a natural or man-made disaster generates large amounts of debris over a wide area, the regional waste collection and disposal facilities are likely to be overwhelmed, resulting in a need for outside assistance. Policy 6.82.b. supports the City’s role in coordinating with adjacent jurisdictions in requesting outside assistance to ensure that debris is collected, sorted, and disposed of in an appropriate manner.

Policy 6.83. Emergency communications, reflects the City’s role in providing emergency communications facilities and services, including the 9-1-1 and the 800-MHz radio systems.
Policy 6.82  **Coordination.** Coordinate internally and with agency and community partners to improve emergency and disaster response planning and response.

6.82.a. Establish and maintain emergency coordination centers.

6.82.b. Coordinate with regional jurisdictions to provide efficient disaster debris removal, recovery for reuse and recycling, and disposal.

Policy 6.83  **Emergency communications.** Maintain emergency communications and dispatch systems.
Commentary

Solid waste management

This section relates to the aspects of Oregon’s Statewide Planning Goal 13: Energy Conservation, which focuses on systems and incentives for collection, reuse, and recycling of waste. Portland’s existing Comprehensive Plan contains policies and objectives focused on waste reduction and recycling. Specifically, existing Chapter 11: Public Facilities, Goal 11 D, calls for providing adequate solid waste disposal, and Policy 11.24 includes language related to recycling and energy recovery. In addition, Policy 6.17 promotes energy-saving activities related to our wastestream. However, the bulk of the existing policy and objective statements can be characterized more as “actions” and therefore are not appropriate to bring forward into the update of the Comprehensive Plan at that level of detail.

Policy 6.84. Waste reduction, is a new policy. Recognizing that most of the impact from materials occurs prior to disposal, the City is focusing more of its attention and resources on the “reduce” and “reuse” parts of the waste hierarchy. The Climate Action Plan (2009) set a goal to reduce total solid waste generated by 25 percent by 2030. To that end, the City has created several campaigns and programs promoting and facilitating thoughtful consumption and reuse.

Policy 6.85. Waste recovery, is a new policy. Through the Portland Recycles! Plan (2007) as well as the Climate Action Plan (2009), Portland has set the goals of recovering 75 percent of all waste by the year 2015 and 90 percent of all waste by 2030. This policy is intended to indicate the City’s commitment to (1) providing opportunities for Portland residents and businesses to recycle and compost appropriate materials, and (2) ensuring that recycling and composting options are at least as convenient and cost-effective as disposal options.

Policy 6.86. Waste management, is a new policy that prioritizes solid waste management options based on the waste management hierarchy listed in the policy. This policy also highlights anaerobic digestion as a higher priority over composting and differentiates it from other energy recovery methods.

Policy 6.87. Construction and demolition debris, is a new policy focusing on the reuse component of the waste management hierarchy. Demolitions are the largest source of building-related debris (nearly half). On a tons-per-square-foot basis, demolition debris outweighs debris associated with new construction 22 to 1 (for residential properties). As the city continues to grow, pressure to redevelop existing buildings will only increase. Renovating or relocating these buildings has the greatest benefit in terms of conserving natural resources and energy. If the demolition of a building is the preferred alternative, then deconstructing the building for the purpose of maximizing the reuse of building materials should follow. These materials can then be reused onsite or sold or donated for use on another project.
Solid waste management

**Policy 6.84 Waste reduction.** Encourage waste reduction through the use and reuse of durable, repairable, and reusable goods.

**Policy 6.85 Waste recovery.** Improve opportunities to efficiently and effectively recover reusable, recyclable, and compostable material from the waste stream.

**Policy 6.86 Waste management.** Prioritize solid waste management options in the following order: recycling, anaerobic digestion, composting, energy recovery, then landfill.

**Policy 6.87 Construction and demolition debris.** Prioritize building renovation, relocation, and deconstruction and salvage and reuse over demolition and landfill.
**School facilities**

In June 1979, the City of Portland adopted the City School Policy (1979), which provided a definition of the City’s relationship with School District #1 (Portland Public Schools), which at the time was the only school district in the city. Stating that “the provision of high-quality public education is of critical importance to the health of the City and its neighborhoods,” this comprehensive policy acknowledged the interplay between the vitality of the city’s public schools and the community’s civic and social infrastructure. The narrative, policies, and programs included in this document still have a great deal of relevance and resonance with Portlanders today.


**Goal 6.J, School facilities**, and the policies in this section draw from the City School Policy (1979) and further draws from guiding policies and actions in the Portland Plan’s Thriving and Educated Youth and Healthy Connected City strategies. By encouraging school facilities to be multi-functional neighborhood anchors, designed and programmed to serve community members of all generations and abilities, the proposed policies also help implement the concept of Portland as an age-friendly city.


School facilities

Policy 6.88 **Co-location.** Encourage school districts, public and private institutions, Multnomah County, and the City of Portland to co-locate facilities and programs in a way that optimizes intergenerational and intercultural use.

Policy 6.89 **Shared use.** Encourage public use of school grounds for community purposes, while meeting educational and student safety needs.

6.89.a. Encourage community use of school grounds for recreational use and as green spaces, community gardens, playgrounds, and other means of physical activity, particularly in neighborhoods with limited access to green spaces.

6.89.b. Consider use of school facilities as gathering and aid distribution locations during natural disasters and other emergencies.

Policy 6.90 **Facility adaptability.** Ensure that schools may be upgraded to flexibly accommodate multiple community-serving uses and adapt to changes in educational approaches, technology, and student needs over time.

Policy 6.91 **Leveraging public investment.** Prioritize City infrastructure investments that complement and leverage local school districts’ major capital investments.
Commentary

Technology access

The coming decades will bring technological changes that are unimaginable today. To respond, Portland must embrace innovation and ensure that all Portlanders are able to access and benefit from emerging technologies and solutions. These innovative technologies and systems, such as broadband, have the potential to make Portland a cleaner, safer, and more efficient, resilient, and affordable city. Broadband is about keeping Portland competitive so that our workforce can continually innovate locally and collaborate globally. The policies in this chapter build on Portland’s tradition of open-source collaboration and connecting the various ideas and perspectives that form the foundation of innovation. Benefiting from the technology advances of tomorrow requires policy decisions that preserve Portland’s ability to remain agile, flexible, and adaptable.

The current Comprehensive Plan does not contain any policies related to broadband. Most of the proposed broadband-related policies in this chapter are based on the goals outlined in Connecting to Our Future: Portland’s Broadband Strategic Plan (2011). Policies 6.92 and 6.93 relate to the build-out of the advanced technologies and infrastructure associated with broadband. For the purpose of these policies, “broadband” is defined as a communications connection—either through wires or wireless—capable of transmitting a large amount of information quickly. In actual practice, however, the definition of “broadband” is a moving target that is constantly being redefined by market conditions and improved technologies.

Policy 6.92. Broadband investment, is a new policy intended to further the deployment and adoption of Portland’s broadband system. High-capacity broadband is rapidly becoming an essential service (both wireless and wireline) supporting our everyday lives. A shortage or deficit of broadband capacity will cause Portland to be at a competitive disadvantage for economic development and will only perpetuate existing broadband inequities.

Policy 6.93. Broadband disparities, supports addressing existing disparities in access to affordable, high-bandwidth broadband by affecting the development of broadband infrastructure and services. Although options for high-speed Internet access are available in all Portland neighborhoods, it is too expensive for some residents. Widespread use of broadband will positively affect economic development, student achievement, and workforce development.

Policy 6.94. Open source, supports enabling Portlanders to be active and engaged participants by putting public data in their hands through programs like the CivicApps effort (http://www.civicapps.org). Open-source approaches are redefining how the public can engage in decision making through cooperation, collaboration, and data sharing. Open-source efforts strive to create diverse regional public data sets (crime incidents, transit stop locations, available contracting jobs, restaurant inspections, and snow and ice routes, for example) from a wide array of local government jurisdictions. Open-source approaches, such as open network platforms and data standards, enable creative and innovative uses of public data, including applications for mobile devices.
Technology access

Policy 6.92 Broadband investment. Encourage investments to provide high-performance broadband connectivity to every business and residence in the city.

Policy 6.93 Broadband disparities. Encourage development, investments, and partnerships that reduce disparities in broadband capacity, access, and affordability.

Policy 6.94 Open source. Improve the availability and applicability of public data and information through open network platforms and data standards.
Commentary

Energy infrastructure

**Goal 6.1. Energy infrastructure and services**, and the policies in this section relate to energy infrastructure and support Oregon’s Statewide Planning Goal 13: Energy Conservation, which includes planning guidelines related to renewable energy sources. Chapter 7, “Energy,” of the existing Comprehensive Plan contains a variety of goals, policies, and objectives related to energy. However, many of the existing policies are actions and are too detailed to carry forward into this update.

**Policy 6.95. Energy efficiency**, supports conservation as the city’s preferred energy resource. The City currently provides a variety of programs to encourage energy efficiency.

**Policy 6.96. Capacity and reliability**, supports the provision of adequate, reliable energy to Portland’s households and businesses. Portland’s energy needs are currently met by a number of investor-owned utilities, including Pacific Power, Portland General Electric, and NW Natural, as well as through several small district energy systems and more than 1,000 onsite energy sources, such as solar panels on homes and businesses.

**Policy 6.96. Low-carbon and renewable energy.** Oregon has abundant low-carbon, renewable resources, including hydropower, wind, geothermal, biomass, and solar. This policy encourages the use and production of renewable energy production within the city. In an urban setting, solar represents the greatest opportunity for developing clean, local energy production. Enabling widespread solar production requires protecting access to the solar resource. Shade and building orientation can present barriers if not considered. (See Chapter 5, “Urban Design and Development,” for additional policies related to solar access.)

**Policy 6.98. Distributed generation**, supports the production of energy within the city, through onsite production and district energy systems.
Energy infrastructure

**Policy 6.95 Energy efficiency.** Encourage the efficient use of energy resources by residents and businesses through technical and financial assistance and education.

**Policy 6.96 Capacity and reliability.** Encourage investments in energy infrastructure to ensure sufficient and reliable energy for Portland’s residents and businesses.

6.96.a. Encourage the use of smart grid technologies to improve the efficiency, reliability, affordability, and sustainability of the production and distribution of energy.

**Policy 6.97 Low-carbon and renewable energy.** Encourage the use of low-carbon and renewable energy sources.

**Policy 6.98 Distributed generation.** Encourage onsite and district-scale renewable energy production to improve the reliability and resilience of the energy supply system.
### Chapter 7: Transportation

**Goal 7.A.** Optimal function and outcomes of the transportation system  
**Goal 7.B.** A transportation system that supports quality of life  
**Goal 7.C.** An equitable transportation system  
**Goal 7.D.** A healthy transportation system  
**Goal 7.E.** A transportation system that supports prosperity  
**Goal 7.F.** A safe transportation system

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SECTION III: GOALS AND POLICIES

What is this chapter about?
The goals and policies in this chapter aim to:

- Create a coordinated, efficient, and more affordable multimodal transportation system.
- Prioritize active and low-carbon transportation modes and systems.
- Ensure the safety of the users of all transportation modes.
- Guide the location and design of new street infrastructure.
- Direct how and when transportation infrastructure is managed and maintained.

Why is this important?
The transportation system is essential to the function of the city of Portland and the well-being of the community within it. It connects people to goods and services, and ultimately opportunity. It connects people and businesses in neighborhoods and links them to the region, state, nation, and world. The transportation system includes small- to large-scale infrastructure, from bikeway street markings to freeway interchanges. It is planned, designed, built, maintained, and assessed to function effectively, efficiently, and equitably in all communities.

Although transportation is often measured in terms of mobility, the larger goal is to create equitable access to opportunity. The land uses and built form that surround our streets, highways, and transit systems are essential to the most effective function of the system. The way we build our city has a big impact on our mobility and, by extension, our access to opportunity. The transportation modes we use have implications for economic, ecological, and human health.

With its 1980 Comprehensive Plan the City of Portland was a national leader in the integration of land use and transportation. The City’s first Transportation System Plan planned for this integration, with an emphasis on multimodal transportation. This new Comprehensive Plan update carries that tradition forward and adds several new innovations. The goals and policies in this chapter increase the focus on complete multimodal transportation systems. The historical emphasis on automobile mobility is increasingly creating a cost burden on households and the community as a whole. For the city to succeed in the future, other more affordable choices must be widely available. The goals and policies also reflect the role of transportation planning in supporting a strong economy, reducing greenhouse gas emissions, and improving public health. Finally, they emphasize multi-objective “complete street” design and the role that streets can play in managing stormwater and providing great civic and recreational spaces.
Commentary

The purpose of the transportation chapter is to provide high-level guidance to the City about the development and function of the transportation system. These policies are based on the policies and objectives of the Portland Transportation System Plan (2006) (TSP), which was updated in 2006. Many of the objectives that are listed within the TSP are not included in this higher level document, although in a few cases significant concepts from them were included in the subpolicies. The TSP is also being updated as part of the Comprehensive Plan. Draft amendments to the TSP will be available in 2013.

Transportation policy must be consistent with federal, state, regional requirements; requirements of various funding sources; and relevant plans, such as the statewide land use planning goals and the Regional Transportation Plan (RTP).

In the 2006 TSP, public rights-of-way were addressed in Goal 11B. Some public rights-of-way content in this draft is in Chapter 6, “Public Facilities and Services,” while other content is presented in this chapter, “Transportation.”

The Transportation goals are new, except for the reworded first goal, “Optimal Function and Outcomes of the Transportation System.”

GOAL 7.B. A transportation system that supports quality of life, is a new goal that retains some content of the previous transportation goal.

GOAL 7.C. An equitable transportation system, is a new goal that draws on a definition of equity consistent with the Portland Plan (2012) (p. 18): "when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential".

GOAL 7.D. A healthy transportation system, is a new goal that draws upon the Health Equity Executive Summary (2012) that supports the implementation of active transportation infrastructure and programs. An additional document, the Multnomah County Health Equity Initiative Report (2009), also supports the implementation of active transportation infrastructure and programming. Also, the Health Policy Scan (2012) highlights issues of importance in health policy.

GOAL 7.E. A transportation system that supports prosperity, is a new policy that recognizes the integral part that transportation plays in the economic health of Portland.

GOAL 7.F. A safe transportation system, is a new goal recognizing that safety is a core value of the transportation system. The 2035 Regional Transportation Plan (2010), supported by the Regional Transportation Safety Plan (RTSP), aims to reduce fatalities and serious injuries of pedestrians, bicyclists, and auto occupants by 50 percent from 2005 to 2035, according to the Metro State of Safety Report (2012).
GOAL 7.A Optimal function and outcomes of the transportation system
Improve and maintain an efficient, safe, sustainable, and equitable transportation system that provides transportation choices and supports community and individual health and economic prosperity.

GOAL 7.B A transportation system that supports quality of life
Improve and maintain a transportation system that reinforces neighborhood and civic quality of life; reduces the pollution of air, noise, and water; supports community and individual health; increasingly relies on sustainable sources of energy; and reduces reliance on the private automobile.

GOAL 7.C An equitable transportation system
Enhance and maintain the transportation system to provide equitable access to opportunities for all Portlanders to move about the city to meet their needs and to provide all Portlanders a choice among a variety of sustainable, convenient, and affordable modes of transportation.

GOAL 7.D A healthy transportation system
Provide a transportation system that promotes positive health outcomes by supporting active transportation and physical activity, reducing air pollution, and ensuring that the transportation system minimizes negative impacts, particularly to Portland’s most vulnerable residents.

GOAL 7.E A transportation system that supports prosperity
Improve and maintain a transportation system that supports a strong and diverse economy and enhances the competitiveness of the city and region in world markets by providing efficient multimodal access to employment areas, educational institutions, and enhanced freight access to industrial areas.

GOAL 7.F A safe transportation system
Enhance the overall safety of the transportation system by using engineering, education, and enforcement strategies to move toward zero traffic-related fatalities.
Commentary

A number of the terms used in this chapter are defined in the glossary in Appendix A.

General policies

Policy 7.1. Street design, supports street designs that are consistent with the street design classifications of individual streets. The Street Design and Right-of-Way Improvements policy in the Transportation System Plan (2006) includes multiple objectives. Subpolicy 7.1.a. was included to incorporate elements of “complete streets.” Discussion will take place regarding the current TSP Objective 11.10.g, which requires sidewalks on both sides of the street. Direction to follow the regional and city guidelines may be appropriate to add to this policy. A green streets policy may be included in Chapter 5, “Watershed Health and the Environment.”

Policy 7.2. Classifications, Policy 7.3, Use of classifications, and Policy 7.4. Classifications for Civic Corridors and Greenways, are new. Policy 7.2 refers to the existing classifications in the transportation system plan. Detailed street classifications, included in existing Comprehensive Plan Policies 6.4 through 6.11, will be retained in the Transportation System Plan. A street design classification may be an appropriate location to address Civic Corridors and Greenways.

Policy 7.5. Green/active mode goals and VMT reduction, is new. It reflects the goals adopted by the Portland Plan and the Climate Action Plan (2009) that address the facilitation of a balanced transportation system. Objective 6 of the Climate Action Plan (2009) calls for reducing per-capita daily vehicle-miles traveled (VMT) by 30 percent over 2008 levels. The explanatory text for this objective states that “reducing per-capita VMT while maintaining the mobility of, and access to services for, Portland and Multnomah County residents will require significant growth in active transportation” (p. 42). Reducing VMT is expected to increase safety and decrease many of the negative impacts of miles traveled by single-occupancy motor vehicles. The Metro State of Safety Report (2012) notes that “states with higher VMT typically also have higher per-capita fatality rates, as the typical exposure to risk is increased.”

Living in places with active transportation options can make it easier to get the recommended levels of exercise and reduce the risk of developing chronic diseases, such as heart disease and diabetes. More people using active transportation and transit will reduce vehicle emissions and lead to better air quality, thus reducing exposure to pollution and subsequent development of medical problems such as asthma.

Increased use of transit and active transportation will also help keep more money in the local economy. Oregon has no fossil fuel resources, so dollars spent on gasoline contribute little to the local economy.
General policies

Policy 7.1  **Street design.** Design improvements to new and existing transportation facilities to implement transportation and land use goals and objectives and in accordance with designated street design classifications.

7.1.a. Design and improve streets to provide safe, convenient, and comfortable access in an attractive environment for all Portlanders regardless of age, ability, and mode of transportation.

7.1.b. Design and improve streets and transportation projects to respond and adapt along street length to community context, including the desired character and land uses of an area.

7.1.c. Design and improve streets using state, regional, and local guidelines.

Policy 7.2  **Establishment and maintenance of classifications.** Establish and maintain city street classifications accommodating pedestrian, bicycle, transit, freight, emergency vehicle, and automotive movement while considering access for all modes, connectivity, adjacent planned land uses, state and regional transportation system requirements, and desired urban design.

Policy 7.3  **Use of classifications.** Plan, develop, implement, and manage the transportation system in accordance with street classifications found in the Transportation System Plan.

Policy 7.4  **Classifications for Civic Corridors and Greenways.** Establish and maintain classifications in a manner that supports a multi-objective system of Civic Corridors and Greenways to connect Portland’s centers and other major destinations.

Policy 7.5  **Green/active mode goals and VMT reduction.** Increase the share of trips made using green and active transportation and reduce vehicle miles travelled per capita (VMT) to achieve targets set in the Climate Action Plan (2009) and Transportation System Plan (2006).

7.5.a. In Neighborhood Centers and 2040 Growth Concept areas, meet or exceed Metro’s mode share and VMT targets for these areas.
Policy 7.6. Green and active transportation hierarchy, is new to this draft of the Comprehensive Plan. The policy addresses investment and design in transportation and mobility functions and supports the mode split and modal hierarchy specified by the Portland Bicycle Plan for 2030 (2010) and Climate Action Plan (2009).

The policy reflects concepts similar to the modal hierarchy outlined in Vancouver, British Columbia’s transportation plan for 2040, called Moving People, Moving Goods (2012), which states that "the hierarchy is intended to help ensure that the needs and safety of each group of road users are sequentially considered when decisions are made... This approach does not mean that users at the top of the list will always receive the most beneficial treatment on every street. In constrained urban environments, it is not always possible to provide for all users’ demands, and compromises sometimes have to be made, including accommodating users on parallel streets. Moreover, different streets may have different functions (classifications), and play a special role for a particular mode or use (e.g., for transit or goods movement). In these cases, the general hierarchy may not always apply, especially in very constrained rights-of-way.”

The green hierarchy policy does not imply that transportation services have a higher investment or design priority than other street functions, such as provision of utilities, stormwater management, street trees, or other civic functions. It also should not be used as a reason to pass over an opportunity to make a significant network improvement that will benefit a specific mode.

Portland’s green hierarchy needs further revision, to potentially include Comprehensive Plan or Transportation System Plan policy to:
  • define how to address situations in which a right-of-way cannot provide for all modes.
  • include the movement of goods.
  • address how pedestrian districts, bicycle districts, and freight districts will apply.
  • address targets to areas within the city (for the Central City, for example).
  • differentiate freight movement.
  • acknowledge investment needs.
  • reflect land use.
Policy 7.6  **Green and active transportation hierarchy.** All other considerations being equal, when resources are scarce, street space is constrained, or competing classification designations create conflict, use a “green hierarchy of modes” to prioritize investment and design accommodation. The "hierarchy of modes" is in this order: walking, bicycling, transit, freight, carshare/taxi/commercial transport, and private automobiles.

7.6.a. Consider and address the function of the transportation network. Where application of this hierarchy creates an interruption or gap in the larger network, address how system plans and street classification networks must be refined to maintain network functionality to all modes.

7.6.b. Consider and address other street functions and “complete street” policies.

7.6. c. Consider the combined function of multi-street corridors. When all modes cannot be accommodated by infrastructure that is in the existing right-of-way, improve the infrastructure on nearby streets within the corridor to maintain mobility.

Policy 7.7  **Transportation affordability.** Improve and maintain a transportation system that increases access to affordable transportation options for all Portlanders, especially youth, older adults, people of color, and people with disabilities.
Modal policies

The current TSP combines bicycle and pedestrian policies under one heading. This is inadequate to support the mode split and modal hierarchy specified by the Portland Bicycle Plan for 2030 (2010) and the Climate Action Plan (2009). In this chapter the modes are independent of one another and include more than one policy or subpolicy to support walking and bicycling for short trips, which constitute the majority of automobile trips. Replacing these trips with pedestrian and bicycle transportation will reduce the negative impacts of single-occupancy vehicles. Further input from Portland Bureau of Transportation bicycle and pedestrian modal coordinators is expected for inclusion. Policies addressing trails and paths may be added.

**Policy 7.7. Pedestrian transportation**, has been revised and subpolicies added to address mode split goals to increase pedestrian transportation. The Transportation System Plan update will include a new objective related to this policy to “Prioritize improvements and increase opportunities for walking within and to Pedestrian Districts, centers, corridors, schools, services, shopping, community centers, parks, employment areas and connecting to transit centers, stations and bus stops.”

**Policy 7.9. Bicycle transportation**, has been revised to incorporate into policy the adopted Portland Bicycle Plan, which recommends that the policy state, "create conditions that make bicycling more attractive than driving for trips of 3 miles or less." Bike movement is emphasized on streets classified in the TSP as major city bikeways and city bikeways.

**Policy 7.10, Public transportation**, supports public transportation planning, investments, and programs to make transit the preferred mode for longer trips. Further revisions are expected to the content of the subpolicies. One component of actively considering equity in the evaluation of transit system changes would be to consider displacement risk when major public transit investments are made.

**Policy 7.11. Multimodal passenger service**, supports continued coordination in planning for regional multimodal passenger service, such as by train, bus, and air. To be parallel with the other modal policies, this policy needs further revision to include information about the function of the multimodal passenger service.
Modal policies

Policy 7.8  **Pedestrian transportation.** Create conditions that make walking more attractive as the mode of choice for short trips of 1 mile or less and for accessing transit.

7.8.a. Increase the opportunities to choose walking as a mode of transportation by completing a network of pedestrian infrastructure and improving the quality of the pedestrian environment.

7.8.b. Enhance the pedestrian environment by increasing pedestrian safety, accessibility, and convenience for people of all ages and abilities.

7.8.c. Increase opportunities for walking within and to centers, corridors, significant locations, and transit.

Policy 7.9  **Bicycle transportation.** Create conditions that make bicycling more attractive than driving for trips of 3 miles or less.

7.9.a. Ensure that the bicycle transportation system is accessible to Portlanders of all ages and abilities.

7.9.b. Develop and implement classifications that emphasize the movement of bicycles on a citywide network of designated streets.

7.9.c. Enhance bicycle connections to High-Capacity Transit by providing direct access to High-Capacity Transit stations with bicycle parking.

Policy 7.10  **Public transportation.** Create conditions that make transit the preferred mode of travel for commutes longer than 3 miles in the region and for regional trips to major destinations.

7.10.a. Coordinate with public transit agencies to develop a public transportation system that conveniently, safely, comfortably, and equitably serves city residents and workers 24 hours a day, 7 days a week, and that enhances regional access to the Central City.

7.10.b. Maintain and improve service to areas with high concentrations of poverty and/or historically underserved communities.

Policy 7.11  **Multimodal passenger service.** Participate in coordinated planning, development, and interconnection of Portland, regional, Cascade Corridor, and intercity transportation services for passenger travel.
Policy 7.12. Regional trafficways and transitways, may need to be changed to focus on the mobility corridors described in the updated 2035 Regional Transportation Plan. It may need revision to explain its relationship to the green hierarchy.

Policy 7.13. Freight, terminals, and truck, and its subpolicies were updated by the City of Freight Master Plan (2006). Policies on freight rail and marine terminals are due to be drafted.

Policy 7.12 Regional trafficways and transitways. Accommodate future increases in regional through-traffic in Portland on regional transitways and existing regional trafficways.

Policy 7.13 Multimodal freight system. Develop and maintain a multimodal freight transportation system for the safe, reliable, and efficient movement of freight within and through the city. Maintain Portland’s role as a multimodal hub for sustainable global and regional freight movement.

7.34.a. Truck Mobility. Develop, manage, and maintain a safe, efficient, and reliable freight street network to serve freight districts, commercial areas, and neighborhoods. Buffer adjacent residential uses from noise impacts, where warranted.

7.13.b. Truck Accessibility. Improve truck access to and from intermodal freight facilities, industrial and commercial districts, and the regional freight system.

7.13.c. Freight Rail. Coordinate with private stakeholders and regional partners to support continued reinvestment in and modernization of the freight rail network.


7.13.e. Shipping Channels. Coordinate with the Port of Portland, private stakeholders, and regional partners to facilitate continued maintenance of the shipping channels in Portland Harbor and the Columbia River.

Policy 7.14 Automobile transportation. Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles travelled (VMT) and the negative impacts of the private automobile.

7.14.a. Encourage vehicle technology innovation, shifts toward the use of lower impact vehicles and fuels, the integration of smart vehicle technology with intelligent transportation systems, and greater use of options such as carshare, carpooling, and taxi.
System management policies

Policy 7.19. Intelligent transportation systems, is new. It facilitates the use of information and traffic management systems, using online and mobile resources, to help reduce trips and travel times. Advanced information technology systems can provide access to real-time transportation information and help manage the flow of traffic. Such technologies include automated signaling and lighting technologies for pedestrians, bicycles, and vehicles. The use of these systems is supported by the Oregon Transportation Plan’s key initiative to “optimize system capacity and safety through information technology and other methods.” Intelligent Transportation System applications have many benefits, from saving gas to reducing congestion.


Policy 7.21. System management, may or may not be relevant with the addition of Policy 7.6, Green and Active Transportation Hierarchy, and may need related changes.
System management policies

**Policy 7.15 Performance measures/level of service.** Establish multimodal level-of-service standards to evaluate adequacy of transportation services. Use these standards to regulate Comprehensive Plan Map amendments, conditional uses, and other similar large developments and land use changes.

**Policy 7.16 Connectivity.** Support the development of an interconnected, multimodal transportation system to serve centers and significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans, found in the Transportation System Plan.

**Policy 7.17 Traffic management.** Manage traffic speed and volume consistent with street classifications and desired land uses to protect safety, preserve and enhance neighborhood livability, and meet system goals.

7.17.a. Use a combination of enforcement, engineering, and education efforts to calm vehicle traffic.

**Policy 7.18 Access management.** Provide adequate accessibility to planned land uses.

**Policy 7.19 Intelligent transportation systems.** Improve the real-time management of the transportation network and parking supply through intelligent transportation systems and technologies.

**Policy 7.20 Regional congestion management.** Advocate for a regional congestion management approach, including a market-based system to price or charge for auto trips and parking, where the costs of auto trips are better accounted for in order to more efficiently manage the regional system.

**Policy 7.21 System management.** Give preference to transportation improvements that use existing roadway capacity efficiently and improve the safety of the system.
Commentary

**Policy 7.22. Parking management**, addresses a variety of parking resources, which are an integral part of the city’s transportation environment. Parking availability, type, and pricing affect travel choice, livability, and economic activity. Excessive surface parking inhibits active transportation. Incorrectly priced parking can contribute to congestion. Inadequate communications with the public can leave residents confused about the appropriate role of parking. Carefully planned and managed parking encourages turnover in retail areas, supports local economic activity, and encourages use of active transportation. A well-managed parking environment is essential to a successful transportation system. In order to use parking effectively, the City developed policies to ensure that on-street parking, off-street parking (lots and garages), and parking associated with residential developments meet community needs. In addition, the City’s parking strategies should support land use, advance the City’s goals of lowering vehicle miles traveled, and increase the use of active transportation.

To support city and regional goals, proposed parking objectives pertaining to parking management, on-street parking, and off-street parking are expected to be included in the forthcoming Transportation System Plan (2006) that will be included as part of the Comprehensive Plan. These objectives will seek to address the regional requirements to reduce parking by 10 percent over 20 years, as well as to manage parking’s impacts on areas transportation choice, quality of life, air quality, the environment, and the economy in different areas of the city.

**Policy 7.23. Education and encouragement**, supports creating and maintaining educational and encouragement programs that promote transportation safety and use of active transportation. The Smart Trips and Sunday Parkways programs will be mentioned in the TSP instead of in the Comprehensive Plan. It may be useful to add a subpolicy about green streets to this policy. The Health Equity Executive Summary (2012) suggests adding “expanding transportation education to meet the needs of disadvantaged communities.”
Policy 7.22  **Parking management.** Manage parking supply to achieve transportation policy objectives for neighborhood livability, safety, business district vitality, VMT reduction, and improved air quality.

7.22.a. New parking. Limit the development of new parking spaces to achieve land use, transportation, and environmental objectives.

7.22.b. Central City and other centers. Manage the supply, operations, and demand for parking, loading, and unloading in the public right-of-way.

7.22.c. Car share parking. Continue to coordinate with car sharing providers, and allow dedicated car share parking in the public right-of-way.

7.22.d. On-street neighborhood parking. Continue to coordinate with neighborhood stakeholders to consider and implement residential parking management programs, including the Area Parking Permit Program, where on-street parking is heavily used.

7.22.e. Off-street parking. Regulate off-street parking to promote compact and walkable urban form, encourage car-free households, and promote the vitality of commercial and employment areas. Encourage the shared use of parking and market pricing where demand exceeds supply.

7.22.f. Technology. Encourage the use of emerging communication technology, vehicle technology, and parking technology to develop new ways of managing and allocating parking supply and demand.

Policy 7.23  **Education and encouragement.** Create and maintain educational and encouragement programs that support multimodal transportation and emphasize safety for all modes of transportation.
Policy 7.25. Funding, is a new policy to help overcome the barriers to funding that currently pose challenges to the planning and implementation of transportation infrastructure and programming. The policy uses the language "predictably advance sustainable community outcomes" from the Portland Plan. The policy is supported by the Climate Action Plan (2009), which calls for establishing “a sustainable funding source adequate to maintain the existing transportation system and to invest in transportation capital projects and programs that reduce carbon emissions.”

Policy 7.29. District policies, supports transportation planning and infrastructure that reflects the differing needs of various transportation districts. The TSP currently includes eight District Policies and multiple objectives, to acknowledge different transportation objectives for each area of the city. These policies and objectives may or may not be included in the updated Comprehensive Plan or TSP.

Policy 7.32. Telecommuting, supports improved technology to make it easier for people to work from home—to “telecommute.” The existing Comprehensive Plan contains policies and objectives that support telecommunications as an energy-efficiency strategy. Specifically, in Chapter 7, “Energy,” Policy 7.7 calls for researching and supporting telecommunication opportunities that reduce the need for travel. Policy 7.32 intends to capture the higher level policy statement that the various actions outlined in the existing Comprehensive Plan sought to implement. To reach carbon emission reduction goals outlined in the Climate Action Plan (2009), an additional 2.5 percent of Portlanders will need to regularly telecommute by 2030.
Policy 7.24  Project prioritization. Through the capital improvement program process, prioritize projects that will reduce vehicle miles traveled per capita and increase the green and active transportation mode shares while increasing access to opportunity and supporting health, economic vitality, sustainability, wise application of resources, and community values.

Policy 7.25  Funding. Encourage the development of a range of stable sources of transportation revenue to provide adequate resources to build an equitable and sustainable transportation system and more predictably advance sustainable community outcomes.

Policy 7.26  Coordination. Coordinate with affected state and federal agencies, local and regional governments, special districts, and providers of transportation services when planning for, developing, and funding transportation facilities and services.

Policy 7.27  Maintenance. Preserve, maintain, and prevent deterioration of the existing transportation system.

Policy 7.28  Life-cycle costs. Consider life-cycle costs and long-term maintenance obligations in the planning and development of transportation projects and programs.

Policy 7.29  District policies. Implement district specific policies, found in the Transportation System Plan, to ensure that transportation infrastructure reflects the differing topography, historic character, natural features, economic needs, demographics, and land uses of each geographic area.

Policy 7.30  Portland International Airport. Maintain the Portland International Airport as an important regional, national, and international transportation hub serving the bi-state economy.

Policy 7.31  Emergency response. Maintain a network of accessible emergency response streets to facilitate safe and expedient emergency response and evacuation.

Policy 7.32  Telecommuting. Encourage telecommunication technologies that reduce the need for travel.
Chapter 8: Administration and Implementation

GOAL 8.A. A partner within the region
GOAL 8.B. A well-functioning Plan
GOAL 8.C. Variety of implementation tools
GOAL 8.D. Balancing certainty and flexibility
GOAL 8.E. Cost of regulations

Administration of the Comprehensive Plan
Policy 8.1  Intergovernmental coordination
Policy 8.2  Consistency with the Metro Urban Growth Management Functional Plan
Policy 8.3  Applying Comprehensive Plan designations
Policy 8.4  Public facilities plan
Policy 8.5  Inventories and analyses
Policy 8.6  Community, Area, and Neighborhood Plans
Policy 8.7  Amendments to the Comprehensive Plan

Implementation Tools: Zoning
Policy 8.8  Relationship of Comprehensive Plan designations to base zones
Policy 8.9  Overlay zones
Policy 8.10 Plan districts
Policy 8.11 Amendments to the Zoning Map
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Implementation Tools: Public Facilities
Policy 8.13 Adequacy of transportation facilities
Policy 8.14 Capital Improvement Plan
Policy 8.15 Service agreements

Other Implementation Tools
Policy 8.16 Return on investment
Policy 8.17 Cost of regulations
Policy 8.18 Coordination with urban renewal
Policy 8.19 Education and technical assistance
Policy 8.20 Community capacity and action
What is this chapter about?
The goals and policies in this chapter aim to:

- Define how each component of the Comprehensive Plan – the Urban Design Framework, the Goals and Policies, the Comprehensive Plan Map, and the List of Significant Projects – work together.
- Define the relationship between the Comprehensive Plan and regional plans, and between the Comprehensive Plan and implementation tools.
- Provide guidance for how to update the Comprehensive Plan and develop implementation measures.
- Offer a list of implementation tools.

Why is this important?
Although the Comprehensive Plan anticipates land use and significant capital project investment needs for the next 20 years, no plan that is as broad in scope or as comprehensive in its application as this Comprehensive Plan can be wholly relevant for 20 years. Changing needs, new technologies and innovations, and shifting perceptions may make it necessary and reasonable to update parts of the Comprehensive Plan. This chapter explains the relationships among the various components of the Comprehensive Plan and provides guidance on how to amend the plan, while maintaining consistency with the plan’s vision.
Commentary

GOAL 8.A. A partner within the region, is based on Goal 1 (Metropolitan Coordination) in the existing Comprehensive Plan and advances the Portland Plan’s emphasis on partnerships. It calls for intergovernmental coordination and recognizes that Portland is part of a whole. It further acknowledges that there is interplay among the policies and activities of jurisdictions within the city and region, and that to be a prosperous, healthy, educated, and equitable region, each jurisdiction should consider the effects of its policies and actions on its partners.

GOAL 8.B. A well-functioning Plan, reflects the fact that all four components of the Comprehensive Plan – the Urban Design Framework, the Comprehensive Plan Map, the Goals and Policies, and the List of Significant Projects – work together to guide the development of the city. This goal calls for all of these components to be consistent with one another and to be kept up-to-date.
GOAL 8.A. A partner within the region
Portland’s Comprehensive Plan is coordinated with the policies of governmental partners and acknowledges Portland’s role within the region.

GOAL 8.B. A well-functioning Plan
Portland’s Comprehensive Plan provides a framework to guide land use and development by being internally consistent and remaining current throughout the planning period.

GOAL 8.C. Variety of implementation tools
Portland’s Comprehensive Plan is carried out through a variety of implementation tools, both regulatory and non-regulatory, that are consistent with the Comprehensive Plan and that are implemented in a coordinated and efficient manner.

GOAL 8.D. Balancing certainty and flexibility
Portland’s implementation tools balance providing certainty for future development and providing flexibility and opportunity for innovation, while protecting the public interest.

GOAL 8.E. Cost of regulations
The cost of regulations to developers, neighbors, the public, and the City is balanced with the benefits and reduced negative impacts resulting from regulations.
A number of the terms used in this chapter are defined in the glossary in Appendix A.

Administration of the Comprehensive Plan

**Policy 8.1. Intergovernmental coordination**, is based on existing Comprehensive Plan Policy 1.4.

**Policy 8.2. Consistency with the Metro Urban Growth Management Functional Plan.** Metro, the regional government, maintains the Functional Plan. The Functional Plan provides tools for meeting the Metro 2040 Growth Concept, the region’s long-range growth management plan.

Subpolicy 8.2.a is based on existing Comprehensive Plan Policy 1.1. This policy clarifies support for a tight urban growth boundary to maximize preservation of agricultural and forest land outside the boundary and efficient use of land within the boundary. Among other benefits, the urban growth boundary helps ensure a stable agricultural land base that provides a source of healthful, local food and contributes to local and state economies.

**Policy 8.4. Public facilities plan**, is based on existing Comprehensive Plan Policy 11.6. Statewide Planning Goal 11 requires cities to maintain a public facilities plan as a support document to the Comprehensive Plan to guide infrastructure investment over the next 20 years. The public facilities plan must describe the water, sewer, and transportation facilities necessary to support the land uses designated in the Comprehensive Plan. The plan should be flexible, amendable, and provide the means for determining whether projects are consistent with the City’s long-range service needs and plans. The public facilities plan provides a basis for the capital improvement program and a foundation for decision making on future zoning changes.

**Policy 8.5. Inventories and analyses**, lists only those inventories and analyses that Oregon planning law requires to be maintained as part of the Comprehensive Plan. The Comprehensive Plan is based on the most current research, inventories, and analyses available. In 2012, the City Council adopted several reports as the “factual basis” for the Comprehensive Plan Update. The inventories and analyses provide an analysis of existing conditions and forecasts of future conditions in Portland on which to base the Comprehensive Plan. As further policy choices are considered and conditions change over time, research is conducted to inform the public and decision makers.
Administration of the Comprehensive Plan

Policy 8.1 **Intergovernmental coordination.** The Comprehensive Plan is implemented in a manner that complements the efforts and fiscal health of partner agencies, including school districts, the counties, and region.

Policy 8.2 **Consistency with the Metro Urban Growth Management Functional Plan.** The Comprehensive Plan is consistent the Metro Urban Growth Management Functional Plan.

8.2.a. Urban growth boundary. Support a tight urban growth boundary for the Portland metropolitan area.

Policy 8.3 **Applying Comprehensive Plan designations.** The Comprehensive Plan designation that best advances the Comprehensive Plan is applied to each parcel of land.

Policy 8.4 **Public facilities plan.** Maintain a coordinated public facilities plan for the provision of urban public facilities and services, within Portland’s urban services boundary.

Policy 8.5 **Inventories and analyses.** Adopt and maintain the following inventories and analysis: Economic Opportunities Analysis (EOA), Buildable Lands Inventory (BLI), Natural Resource Inventory (NRI), and Housing Needs Analysis.
Policy 8.6. Community, Area, and Neighborhood Plans, has not been developed. In the past, the City of Portland has adopted plans for specific areas of the city to supplement the Comprehensive Plan. These plans have varied by the size of area and the range of issues they covered. They were adopted by ordinance through City Council action and include the following types of plans:

- Community Plans (such as Albina, Southwest, and Outer Southeast) establish policy direction and zoning in large geographic areas.
- Area Plans (such as Hollywood/Sandy, South Waterfront, and St. Johns/Lombard) establish policy direction and zoning in smaller, focused geographic areas.
- Neighborhood Plans (sometimes developed concurrently with community plans) address a focused set of locally important issues and include neighborhood-specific policies.

In addition to providing local updates to the Comprehensive Plan, these plans enabled communities to address issues through coordinated actions specific to the plan areas. The process of developing these plans provided opportunities for local community building and advocacy.

The current Comprehensive Plan Update provides the opportunity to reevaluate the policies and land uses in these plans. A lot has changed since the earliest of these plans, which date from the 1970s to the 1990s. In some cases, the policy direction may no longer be relevant to the area. In other cases, the policy direction, which was once only applied to a small area, may be more appropriately applied citywide.

A goal of the current Comprehensive Plan Update is to make the plan clearer, easier to use, and easier to keep up-to-date for its intended purpose of guiding land use and development decisions and investments. Specific policies in the area plans that remain will need to be included in the updated Comprehensive Plan. The update also needs to include a workable approach to continue to address how to tailor the Comprehensive Plan to meet specific local conditions and issues.

Policy 8.7. Amendments to the Comprehensive Plan, states that when amendments are made to the Comprehensive Plan, the amendments must go through the legislative procedure. The legislative procedure in the Zoning Code codifies the required notifications and timelines and requires that the Planning and Sustainability Commission make a recommendation to the Portland City Council on any amendments. City Council makes the final decision. This is current practice.

Subpolicy 8.7.a states that amendments to the Comprehensive Plan Map may also be done through a quasi-judicial procedure. The quasi-judicial procedure in the Zoning Code codifies the required notifications and timelines and requires that the Land Use Hearings Officer make the decision. City Council must also adopt the amendments. This is current practice.
Policy 8.6  Community, Area, and Neighborhood Plans. Placeholder, policy to be developed.

Policy 8.7  Amendments to the Comprehensive Plan. Amendments to all elements of the Comprehensive Plan are made through the legislative procedure set out in Title 33, Planning and Zoning.

8.7.a. Amendments to the Comprehensive Plan Map may also be made through the quasi-judicial procedure set out in Title 33, Planning and Zoning.
Implementation Tools

A variety of tools are used to implement the Comprehensive Plan, both regulatory and non-regulatory. Not all are listed here, and new ones are created over time. Although some implementation tools are used throughout the life of the Comprehensive Plan (such as the Zoning Code and Zoning Map), others are used for a limited time. This section includes policies related to the long-term tools and groups other tools into one section, which can be supplemented over time.

A short-term implementation plan for the Comprehensive Plan will be developed as the project continues; it is not included here.

The Zoning Map is a parcel-specific map that identifies base zones, overlay zones, and plan districts. The map also shows the location of historical landmarks, special street setbacks, and existing and planned public recreational trails.

Policy 8.8. Relationship of Comprehensive Plan designations to base zones, is based on the current Comprehensive Policy 10.5. Table 8-1, can be found on page 8-15 and is the same as Table 10.4-1 in the current Comprehensive Plan.

Policy 8.9. Overlay zones. Currently, the Zoning Code has 14 overlay zones. Only one, the design overlay zone, has related policies in the current Comprehensive Plan (Subpolicies 8.9.a and b). A new policy was added regarding the application of the environmental overlay zones (8.9.c). The value of adding policies that relate to (or replicate) the stated purposes of the overlay zones will be determined during the course of this project.

Subpolicy 8.9.a. is part of Policy 12.7 in the current Comprehensive Plan.

Subpolicy 8.9.b. is Policy 12.7.D in the current Comprehensive Plan. Interest in extending design review to areas that are seeing significant amounts of high-density development will be further discussed during this project.

Subpolicy 8.9.c. is a new policy.

Subpolicy 8.9.d. Additional overlay zones, is a placeholder and will be developed.

Policy 8.12. Amendments to the Zoning Map, states that the Zoning Map may be amended legislatively or quasi-judicially. Both procedures are in the Zoning Code. The legislative procedure requires the Planning and Sustainability Commission to make a recommendation to the Portland City Council, who makes the decision, while the Land Use Hearings Officer makes the decision for quasi-judicial amendments.
Implementation Tools: Zoning

Policy 8.8 **Relationship of Comprehensive Plan designations to base zones.** Base zones must either be the zone corresponding to the designation, or be a zone that is less intense. When the Comprehensive Plan Map is amended, the zones may have to be changed to correspond to the new Comprehensive Plan designation or be less intense than the new Comprehensive Plan designation. Base zones that are corresponding, less intense, and more intense for each Comprehensive Plan designation are shown in Table 8-1.

Policy 8.9 **Overlay zones.** Overlay zones are applied where a situation exists in multiple locations and several base zones, such as the need to protect natural or historic resources.

8.9.a Establish design review or historic design review in areas that are important to Portland’s identity, setting, or history, and to the enhancement of its character.

8.9.b. Consider applying the design review overlay zone to areas of Portland where significant development or redevelopment is expected to occur.

8.9.c. Consider applying the environmental overlay zones to important habitat areas identified in the City’s Natural Resource Inventory.

8.9.d. *Placeholder for a subpolicy related to additional overlay zones. To be developed.*

Policy 8.10 **Plan districts.** Plan districts are created for areas with unique conditions. An area may be unique based on established settlement patterns or natural, cultural, or economic attributes; be subject to problems resulting from rapid or severe transitions of land use; or contain public facilities that require specific land use regulations for their efficient operation.

Policy 8.11 **Amendments to the Zoning Map.** Amendments to the Zoning Map may be reviewed through a legislative or quasi-judicial procedure; both procedures are set out in Title 33, Planning and Zoning.
Table 8-1 is the same as Table 10.4-1 in the current Comprehensive Plan.
Table 8-1. Corresponding and less intense zones for each plan map designation

<table>
<thead>
<tr>
<th>Plan Map Designation</th>
<th>Zone 1</th>
<th>Zone 2</th>
<th>Zone 3</th>
<th>Zone 4</th>
<th>Zone 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>Limited</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Mixed</td>
</tr>
<tr>
<td>Industrial</td>
<td>Limited</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Mixed</td>
</tr>
<tr>
<td>Residential</td>
<td>Limited</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Mixed</td>
</tr>
<tr>
<td>Commercial</td>
<td>Limited</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Mixed</td>
</tr>
<tr>
<td>Industrial</td>
<td>Limited</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Mixed</td>
</tr>
<tr>
<td>Residential</td>
<td>Limited</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Mixed</td>
</tr>
</tbody>
</table>

Note: Each cell indicates the corresponding zone for the plan map designation.
Commentary

The Zoning Code contains regulations tied to each zone on the Zoning Map, along with procedures and approval criteria for land use reviews. It also contains regulations and procedures for land divisions. Some regulations are incorporated into the Zoning Code by reference, such as design guidelines.

Policy 8.12. Amendments to the Zoning Code, describes the principles employed when drafting amendments to the Zoning Code. Almost all are in current Comprehensive Plan Policy 10.10 and were added to the Comprehensive Plan when the Zoning Code was rewritten in 1991. The last two bullets under 8.12.a. are new, as is the last bullet under 8.12.c.

Subpolicy 8.12.a. is not an exhaustive list of everything that must be considered when proposing Zoning Code amendments – the Comprehensive Plan’s policies provide a comprehensive list. Rather, Policy 8.12.a. includes principles that should be considered and are not explicitly stated in other policies. Although the idea of considering historically underserved communities is interwoven in policy language throughout the Comprehensive Plan, explicitly stating it here advances this policy objective.

Subpolicies 8.12.b. and 8.12.c describe how amendments should be written.
Zoning Code

Policy 8.12 amendments to the Zoning Code. Amendments to the zoning regulations should be clear, concise, and applicable to the broad range of development situations faced by a growing, urban city. Amendments should meet the following:

8.12.a. Promote good planning by:
- Effectively and efficiently implementing the Comprehensive Plan.
- Addressing present and future land use problems.
- Balancing the benefits of regulations against the costs of implementation and compliance.
- Ensuring that Portland remains competitive with other jurisdictions as a location in which to live, invest, and do business.
- Being consistent with the vision and universal goals of the Comprehensive Plan.
- Considering the effects of amendments on historically underserved communities.

8.12.b. Ensure good administration of land use regulations by:
- Keeping regulations simple.
- Using clear and objective standards wherever possible.
- Maintaining consistent procedures and limiting their number.
- Establishing specific approval criteria for all land use reviews.
- Emphasizing administrative procedures for land use reviews.
- Avoiding overlapping reviews.

8.12.c. Strive to improve the code document by:
- Using clear language.
- Maintaining a clear, logical organization.
- Using a format and page layout that eases use of the document by lay people as well as professionals.
- Using tables and drawings to add clarity and to shorten the document.
- Maintaining a program to identify and act on regulatory improvement suggestions.
Commentary

Implementation Tools: Public Facilities


Policy 8.14. Capital Improvement Plan, is adapted from existing Comprehensive Plan Policy 11.7. Statewide Planning Goal 11 states that “Capital improvement programming and budgeting should be utilized to achieve desired types and levels of public facilities and services in urban, urbanizable and rural areas.” Public facilities are constructed and improved when resources are available and budgeted to construct them. Public improvement projects enter the budget process by way of a Capital Improvement Plan (CIP). City bureaus, through the CIP, submit proposed projects that are necessary or appropriate to satisfy city needs and policy. The CIP also functions to coordinate proposed public improvements between City bureaus with respect to timing, function, and location of public improvements.

The Capital Improvement Plan and budget processes operate within the policy framework of adopted Comprehensive Plan goals and policies and the public facilities plan. However, the CIP is not strictly bound by the public facilities plan; rather, coordination between the two should encourage an awareness of the role of the CIP within the context of the city’s long-range public facility needs. One of the responsibilities of the Bureau of Planning and Sustainability is to facilitate this coordination and ensure that CIP budget submissions are consistent with adopted City policy as included in the Comprehensive Plan.

Policy 8.15, Service Agreements, clarifies the tool the City uses to ensure other public agencies provide urban services to Portlanders. Chapter 6, “Public Facilities and Services,” presents the policies regarding the level-of-service standards and lists all the service providers Portlanders rely on for provision of urban services.

Other implementation tools

In addition to the implementation tools listed above, the Comprehensive Plan is carried out by a variety of other tools. Some are used throughout the life of the Comprehensive Plan, while others are used for a shorter period of time. The tools range from community-driven action plans (such as the East Portland Action Plan) to educational and outreach programs (such as the Bureau of Transportation’s SmartTrips Program, which encourages active transportation choices).

There are a range of other implementation tools, including a number of programs and non-regulatory tools. Examples include urban renewal plans, educational campaigns, technical assistance, community capacity-building efforts, and community action plans. The adoption and amendment processes for those tools are described in their adopting ordinances.
Implementation Tools: Public Facilities

**Policy 8.13 Adequacy of transportation facilities.** Ensure that amendments to the Comprehensive Plan (including goal exceptions and map amendments), zone changes, conditional uses, master plans, impact mitigation plans, and land use regulations that change allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities.

**Policy 8.14 Capital Improvement Plan.** Develop and maintain a capital improvement plan, based on the framework provided by the public facilities plan, as the annual planning process for major capital improvements to existing public facilities and construction of new facilities.

**Policy 8.15 Service Agreements.** Maintain interagency coordination agreements with jurisdictions and agencies that provide public facilities and services within the city. (See Policy 6.3)

**Other Implementation Tools**

**Policy 8.16 Return on investment.** Increase public investments that pay for themselves over time by expanding the tax base and making efficient use of existing infrastructure through business expansion, infill, and redevelopment.

**Policy 8.17 Cost of regulations.** Ensure that new fees do not reduce Portland’s competitiveness in regional markets.

**Policy 8.18 Coordination with urban renewal.** Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities.

**Policy 8.19 Education and technical assistance.** Consider educational and technical assistance programs or projects to implement the Comprehensive Plan.

**Policy 8.20 Community capacity and action.** Maintain a planning program that provides liaisons responsible for coordinating plan implementation with district and community-based organizations. Where resources and capacity exist, support development of more specific community-based action plans.
Section IV: Comprehensive Plan Map

**What is the Comprehensive Plan Map?**
The Comprehensive Plan Land Use Map shows the intensity and types of development allowed and desired (mixed-use commercial, industrial, residential, and so forth) on each parcel of land. These are expressed as written designations which correspond to specific zones on the City’s official zoning map. The map also shows the location of open space and protected areas and may show the location of some future public infrastructure. *The Comprehensive Plan Map is being reviewed as part of the Comprehensive Plan Update. A draft map will be available in the Working Draft Part 2, in summer 2013.*
Comprehensive Plan Map

The Comprehensive Plan Map is being reviewed as part of the Comprehensive Plan Update. A draft map will be available in the Working Draft Part 2, in summer 2013.
Comprehensive Plan designations
This description is the same as current Comprehensive Plan Policy 10.4. For the most part, the current Comprehensive Plan designations will remain in the new Comprehensive Plan. The designations anticipated to evolve during the planning process are:

- Open Space (minor edit included in this document)
- All the commercial designations
- Mixed Employment
- Institutional Campus

1. **Open Space**, contains rewording from the existing designation. The Open Space designation was slightly modified to broaden the current Comprehensive Plan designation as shown: This designation is intended for lands that serve an open space function, recreational, ecological, and visual relief functions, primarily public lands, but also some private areas and are primarily publicly owned, but can be in private ownership. Lands intended for the Open Space designation include parks, natural areas, scenic lands, golf courses, cemeteries, and large water bodies. The corresponding zone is OS.
Comprehensive Plan designations
The Comprehensive Plan Map uses the designations listed below. The designations state the type of area each is intended for, general uses and development types desired, and the corresponding zone or zones that implement the designation. Comprehensive Plan Map designations are shown on the official Zoning Maps.

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

2. Farm and Forest
This designation is intended for agricultural and forested areas in the city that are currently deficient in public services. Agriculture, forestry, and extremely low-density single-dwelling residential will be the primary uses. The maximum density is generally one unit per 2 acres. The corresponding zone is RF.

3. Limited Single-Dwelling
This designation is intended for areas with long-term service limitations and significant development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 2.2 units per acre. The corresponding zone is R20.

4. Low-Density Single-Dwelling
This designation is intended for areas with public services but that are subject to significant development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 4.4 units per acre. The corresponding zone is R10.

5. Medium-Density Single-Dwelling
This designation is intended for areas with adequate public services but minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

6. High-Density Single-Dwelling
This designation continues Portland’s most common pattern of single-dwelling development. It is intended for areas with good public services and no development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 8.7 units per acre. The corresponding zone is R5.

7. Attached Residential
This designation is intended for areas with complete public services and without development constraints. It allows a mixture of housing types of a single-dwelling character, including attached houses. Allowed densities for attached houses are higher than for detached housing. The maximum density is generally 17.4 units per acre for attached housing. To allow the fulfillment of these densities, the allowed scale of these projects should be allowed to be greater than for other single-dwelling housing structure types. The corresponding zone is R2.5.
13. **Institutional Campus**, will be updated as part of the Comprehensive Plan Update.
8. **Townhouse Multi-Dwelling**
This designation is intended for areas with good public services, no development constraints, and relatively large development sites. It permits a mixture of housing types of a single-dwelling character, including multi-dwelling structures that also have this character. The maximum density is generally 14.5 units per acre but may go up to 21 units per acre in some situations. The allowed scale of development is similar to that for attached single-dwelling housing. The corresponding zone is R3.

9. **Low-Density Multi-Dwelling**
This designation continues a common development pattern for low-density multi-dwelling mixed with single-dwelling housing types. It is intended for areas with good public services and no development constraints. It may be used on large development sites, or on smaller sites near arterials, transit service, or commercial areas. The maximum density is generally 21.8 units per acre but may go up to 32 units per acre in some situations. The allowed scale of the development is greater than for single-dwelling housing. The corresponding zone is R2.

10. **Medium-Density Multi-Dwelling**
This designation continues a common development pattern for medium-density apartments. It is intended for areas with good public services, including being well served by transit, and no development constraints. It may be used for lands near arterials, transit streets, or commercial areas. The maximum density is generally 43 units per acre but may go up to 65 units per acre in some situations. The scale of the development is intended to reflect the allowed densities while being compatible with nearby single-dwelling areas. The corresponding zone is R1.

11. **High-Density Multi-Dwelling**
This designation allows high-density multi-dwelling structures and structures of an intense scale. It is intended for areas with good public services, including transit, no development constraints, and a proximity to commercial areas. Maximum density is based on a floor area ratio, not on a units-per-square-foot basis. Densities range from 80 to 125 units per acre. The corresponding zone is RH.

12. **Central Residential**
This designation allows the highest density and most intensely developed multi-dwelling structures. Limited amounts of commercial uses are also allowed as part of new development. The designation is intended for the most built-up parts of the city, which have the highest levels of public services. 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. The Design overlay zone will be applied in conjunction with the RX zone.

13. **Institutional Campus**
This designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. Institutions eligible for the institutional campus designation include medical centers, colleges, schools, and universities. Uses allowed within an area with the institutional campus designation are those that are part of the institution, accessory to the institution, and/or are associated with the mission of
Commentary

Commercial and Central Employment Designations
The Comprehensive Plan has several commercial designations. As the Zoning Code has been amended over the past 20 years, the differences among the eight commercial zones (with five Comprehensive Plan designations) have diminished. The number of zones and the variation among them are overly complex. In addition, areas outside the Central City that have the Central Employment (EX) designation often do not reflect the original purpose of that designation and zone. The Comprehensive Plan Update provides an opportunity to revise these zones and designations to better implement new policies, tie the designations to the proposed typologies, reflect best practices, and eliminate redundancies. This topic will be discussed in the Neighborhood Centers PEG, in conjunction with the centers typologies. Changes to the Zoning Code will be included in an early implementation project of the Comprehensive Plan.

14. **Neighborhood Commercial**, will be updated as part of the Comprehensive Plan Update.

15. **Office Commercial**, will be updated as part of the Comprehensive Plan Update.

16. **Urban Commercial**, will be updated as part of the Comprehensive Plan Update.

17. **General Commercial**, will be updated as part of the Comprehensive Plan Update.
SECTION IV: COMPREHENSIVE PLAN MAP

the campus. The designation, in concert with an approved impact mitigation plan, is intended to foster the growth of the institution while ensuring the continued livability of surrounding residential neighborhoods and the viability of nearby business areas. A key aspect of the institutional campus designation is the establishment of a campus growth boundary as part of the impact mitigation plan. The area carrying an institutional campus designation reflects the maximum area that the institution is allowed to develop on under the City’s Comprehensive Plan.

Two or more institutions located together may be considered a campus and receive the institutional campus designation if they share a common impact mitigation plan. Expansion of the institution beyond the area designated as an institutional campus requires a Comprehensive Plan amendment and an update of the campus impact mitigation plan. The corresponding zone is IR (Institutional Residential).

14. Neighborhood Commercial
This designation is intended to allow neighborhood-oriented commercial uses in and adjacent to residential areas. In more densely developed neighborhoods, development should be oriented to pedestrians. In less densely developed neighborhoods, development may be more auto-oriented. In both cases, the allowed intensity of development is low to maintain compatibility with the residential areas, and development is oriented to pedestrians, bicycles, and transit where high-quality transit service is available. The corresponding zones are Neighborhood Commercial 1 (CN1) and Neighborhood Commercial 2 (CN2).

15. Office Commercial
This designation is intended for situations where a range of office uses may be appropriate, but not a broader spectrum of commercial uses. It is intended for low-intensity development on small sites in or near residential areas, and for low- and medium-intensity developments near arterial streets. The corresponding zones are Office Commercial 1 (CO1) and Office Commercial 2 (CO2).

16. Urban Commercial
This designation is intended for more developed parts of the city near relatively dense residential areas. A full range of retail, service, and business uses are allowed and serve a local and a larger market area. It is intended primarily for areas that are served by transit. Development should have a strong orientation to pedestrians. It is also intended to allow commercial development in some areas while maintaining housing opportunities. The corresponding zones are Mixed Commercial/Residential (CM) and Storefront Commercial (CS).

17. General Commercial
This designation allows a full range of commercial uses having a local or regional market. Development will mostly have an auto-orientation, but along streets where high-quality transit service is available, development will also be oriented to pedestrians, bicycles, and transit. It is intended for arterial streets and to be used for developing areas and for larger, older areas that already have an auto-oriented development style. The corresponding zone is General Commercial (CG).
18. **Central Commercial**, will be updated as part of the Comprehensive Plan Update.

20. **Central Employment**, will be updated as part of the Comprehensive Plan Update.
18. Central Commercial
This designation is intended to be the city’s most physically intense commercial designation. The designation is intended for the most developed parts of the city which have the highest level of public services. It allows a full range of commercial uses. The designation encourages development that is supportive of a pedestrian orientation. The corresponding zone is CX. The Design overlay zone will be applied in conjunction with the CX zone.

19. Mixed Employment
This designation is intended for areas where a wide variety of employment opportunities are encouraged in an industrial-type setting. Industrial uses are allowed with few limitations. Commercial uses are allowed but are limited in intensity so as to not overburden public services and to maintain adequate industrial development opportunities. Residential development is restricted to prevent conflicts with the other uses. The corresponding zones are General Employment 1 (EG1) and General Employment 2 (EG2).

20. Central Employment
This designation is intended to provide for mixed-use areas in an overall industrial-type setting. The designation is intended for very developed parts of the city that have the highest levels of public services. It allows a full range of industrial and commercial uses. Residential uses are allowed but should be compatible with the surrounding nonresidential development. The intensity of development will be higher than in other employment designations and most commercial designations. The corresponding zone is EX. The Design overlay zone will be applied in conjunction with the EX zone.

21. Industrial Sanctuary
This designation is intended for areas where City policy is to reserve land for existing and future industrial development. A full range of industrial uses are permitted and encouraged. Nonindustrial uses are limited to prevent land use conflicts and to preserve land for industry. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).
Section IV: List of Significant Projects

What is the List of Significant Projects?
The List of Significant Projects is intended as a long-term plan for meeting the infrastructure needs of residential and employment growth allowed and planned for by the Comprehensive Plan Map land use designations.

*The Comprehensive Plan Map is being developed as part of the Comprehensive Plan Update. An initial draft list will be available in the Working Draft Part 2, in summer 2013.*
Appendices

Appendix A. Glossary

Appendix B. Works Cited
Appendix A: Glossary

**Portlanders**: People who live, work, do business, own property, or visit Portland, including people of any race, ethnicity, sex, gender or gender identity, sexual orientation, belief system, political ideology, ability, socioeconomic status, educational status, veteran status, place of origin, language spoken, age or geography.

**Verbs**
The policies in this document begin with an active verb. The most common verbs are the following:

- **Improve or Enhance**: Improve current situation; increase; expand
- **Establish or Create**: Create things that are not there at all
- **Require**: Compel, demand something
- **Encourage**: Promote, foster something that someone else is doing or could do.
- **Restore**: Recreate elements that are missing; rehabilitate
- **Protect or Maintain**: Keep what you have; conserve; maintain; preserve
- **Reduce**: Have less of something than in the current situation; reduce
- **Limit**: Minimize the effects of something, or minimize something
- **Prevent**: Don't allow at all; stop from happening; prohibit
- **Prioritize**: Prioritize doing something first, over other things
- **Strive**: Devote serious effort or energy to; endeavor
- **Consider**: Think about, take into account
- **Coordinate**: Work together with, do something together with others to move toward a common goal, collaborate

**Accountability**: Ability to identify and hold public officials responsible for their actions.

**Active transportation**: Transportation that involves physical activity, including walking, biking, and using transit (because usually one must walk or roll to the bus or train).

**Adaptive management**: A dynamic planning and implementation process that applies scientific principles, methods, and tools to improve management activities incrementally as decision makers learn from experience and better information and as analytical tools become available. Involves frequent modification of planning and management strategies, goals, objectives and benchmarks. Requires frequent monitoring and analysis of the results of past actions and application of those results to current decisions.

**Affordable housing**: Housing that serves extremely low, very low, and low-income households. In determining affordability, the cost of housing, utilities, and transportation are considered. The U.S. Department of Housing and Urban Development (HUD) defines "affordable" as housing that costs no more than 30 percent of a household’s monthly income.
Archaeological resource: Part of the physical record of an indigenous or other culture found in the state. They are material remains of past human life or activity of archaeological significance, including, but not limited to, monuments, symbols, tools, facilities, technological by-products, and dietary by-products. As defined under state law, archaeological objects are more than 75 years old.

Asset management: The continuous cycle of asset inventory, condition, and performance assessment that has as its goal the cost-effective provision of a desired level of service for physical assets. Investment decisions consider planning, design, construction, maintenance, operation, rehabilitation, and replacing assets on a sustainable basis that considers social, economic, and environmental impacts.

Best practice: An activity that has proven its effectiveness in multiple situations and may have applicability in another situation.

Bird-friendly building design: Structural design approaches that reduce the risk of mortality or other harm to resident and migratory birds. Strategies include window and building façade treatments that deter bird strikes, such as patterned glass or reduced exterior glass, and exterior and interior lighting designs that are directed downward or avoid light spill, or where lights are turned off at night during specified periods.

Brownfield: Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

Center: Places with concentrations of commercial and community services, housing, gathering places, and transit connections. Centers provide services to surrounding neighborhoods and are intended to be enhanced as places that are a focus of growth, where increasing numbers of people will live, work, and visit. There are three types of centers of varying function, levels of activity, and scale and intensity of development:

- **Central City:** Corresponds to the Central City plan district, which serves as the region’s premier center, anchoring an interconnected system of centers.

- **Gateway Regional Center:** Corresponds to the Gateway plan district, East Portland’s largest center, which is intended to be enhanced as an employment and community service hub within the area and region.

- **Major Centers:** These are centers with a major regional role. They include the Central City and the Gateway Regional Center.

- **Town Centers:** Large centers that serve a broad area of the city and have an important role in accommodating growth. They provide a full range of commercial and community services, high-density housing and mid-rise commercial and mixed-use buildings.
(typically up to five to seven stories in height), are served by high-capacity transit connections, and have a substantial employment component. Town Centers provide housing opportunities for enough population to support a full-service business district.

- **Neighborhood Centers**: Centers that primarily serve adjacent neighborhoods and provide opportunities for additional housing and low- to mid-rise commercial and mixed-use buildings (typically up to three to five stories in height). They provide a range of local commercial and community services and transit connections. Neighborhood Centers provide housing opportunities for about half the population needed to support a neighborhood business district.

**Centers and corridors**: When used together, “centers and corridors” refers generally to places where development is concentrated, including centers and a range of corridors, including Civic Corridors, High-Capacity Transit corridors, Transit Station Areas, and neighborhood business districts.

**Civic Corridors**: These are a prioritized subset of the city’s most prominent transit and transportation streets. They connect centers, provide regional connections, and include segments where commercial development and housing are focused. Civic corridors are intended to become places that continue their important transportation functions while providing livable environments for people and evolving into distinctive places that are models of ecological design.

**Clustered housing/clustered services**: This is a type of non-traditional housing model that refers to housing that is built, planned or organized to offer long-term living services. Housing options range from cottages to multi-unit high rises and can be on single lots or campus settings. In most cases the service provider, rather than the housing provider, is responsible for delivery of services.

**Cohousing**: This is a type of non-traditional housing model that is designed to foster an intentional community and cooperation while preserving independence. It combines the autonomy of private dwellings with the advantages of community living by clustering private residences near shared facilities. The members design and manage all aspects of their community.

**Community**: A group of people that may or may not be geographically based.

**Corridor**: When an area is designated as a corridor (such as a Civic Corridor), it may be in the form of a single major street or in the form of a broad mobility corridor that provides connections for a range of modes (transit, pedestrians, cyclists, freight, motor vehicles, and so forth), not necessarily on the same street.

**Cost burdened households**: According to the U.S. Department of Housing and Urban Development (HUD) standards, any household that spends more than 30% of its income on housing cost is categorized as a “cost burdened household”. Being burdened by housing costs,
such households may have difficulty affording necessities such as food, clothing, transportation and medical care.

**Critical infrastructure**: Infrastructure assets that are essential for the functioning of society and the economy, including energy generation, transmission and distribution; telecommunications; water supply and wastewater; transportation systems; public health; and security and emergency response services.

**Cultural resource**: Aspects of cultural systems that represent a culture or that contain significant information about a culture. These resources include, but are not limited to, districts, sites, buildings, structures, and objects that are associated with people, cultures, and human activities and events, either in the present or in the past.

**Ecodistricts**: Areas, typically located in centers, where energy, water, and resource efficiency approaches are undertaken at a district scale, sometimes including district energy systems and other shared systems.

**Ecological function**: The physical, chemical, and biological functions of a watershed such as flow conveyance and storage, channel dynamics, nutrient cycling, microclimate, filtration, control of pollution and sedimentation, water quality, terrestrial and aquatic habitat, and biodiversity.

**Ecosystem services**: The contribution of ecosystem conditions and processes to human well-being, including the production of goods and processes that control variability, support life, enrich cultural life, and preserve options. Examples include pollination of trees and plants, climate regulation, flood mitigation, stormwater management, clean air and water, recreational opportunities, and satisfaction of aesthetic and spiritual needs.

**Green infrastructure**: Public or private assets—either natural resources or engineered green facilities—that protect, support, or mimic natural systems to provide stormwater management, water quality, public health and safety, open space, and other complementary ecosystem services. Examples include tress, ecoroofs, green street facilities, wetlands, and natural waterways.

**Greenways**: A system of accessible pedestrian- and bike-friendly green streets and trails that link neighborhood centers, parks, schools, natural areas, and other key community destinations. The city Greenways system is a prioritized subset of pedestrian and bicycle connections that makes use of opportunities for multi-objective, distinctive design approaches that draw on and contribute to Portland’s pedestrian, bicycle, green street, and parks and open space systems.

**Habitat Corridors**: Stream and/or vegetation connections that provide habitat values and allow for wildlife movement between habitats.

**Habitat-friendly development**: Strategies to provide habitat for and prevent harm to native
resident and migratory wildlife. Examples include habitat-oriented ecoroofs, bridges, buildings and sites, including features such as nest platforms and bat boxes. Strategies also involve development designs and practices that limit the amount of light, noise, vibration, and other disturbance that affect wildlife and wildlife habitat, especially during vulnerable wildlife life cycles (such as mating/nesting season and migration), improve wildlife access and passage, limit fencing, roads, culverts and other barriers between important habitats (between desirable feeding and watering sites, for example), and limit impacts related to construction in rivers.

**High-Capacity Transit Corridors:** The system of light rail and other high-capacity transit stations. Some of these stations are located along streets that serve as Civic Corridors (such as Interstate Avenue), but others are located along freeways or other locations where the primary focus of activity and development is in Transit Station Areas.

**High-density housing:** Refers generally to higher-density housing that is mid- to high-rise in building scale.

**High-rise:** Buildings more than 10 stories in height.

**High-risk infrastructure:** Infrastructure assets that have a high risk of failure, based on the likelihood and consequence of that failure.

**Historic resource:** A structure, place, or object that has a relationship to events or conditions of the human past. Historic resources may be significant for architectural, historical, or cultural reasons. Examples include historic landmarks, conservation landmarks, historic districts, conservation districts, and structures or objects that are identified as contributing to the historic significance of a district, including resources that are listed in the National Register of Historic Places. Structures, places, and objects that are included in historic inventories are also historic resources.

**Housing + Transportation (H+T) cost burden.** A household’s ability to afford a house or apartment is most often measured by calculating the percentage of household income devoted to housing costs, the single biggest expense for most households. However, transportation costs are the second-biggest draw on households’ income. The shifting thinking around housing cost burden proposes that to get to a true measure, households need to take into account the combination of both housing (H) and transportation (T) cost and not housing costs alone. The suggested measure for the Portland Metro area is that households spending more than 50 percent of their income on housing and transportation be considered cost burdened.

**Hydrologic, hydrologic cycles:** The movement of water on, in, and above the earth.

**Infrastructure:** Consists of assets in two general networks that serve whole communities—transportation modalities (roads, rail, etc.) and utilities. These are necessary municipal or public services, provided by the government or by private companies and defined as long-lived capital assets that normally are stationary in nature and can be preserved for a significant number of
years. Examples are streets, bridges, tunnels, drainage systems, water and sewer lines, pump stations and treatment plants, dams, and lighting systems. Beyond transportation and utility networks, Portland includes buildings, green infrastructure, communications, and information technology as necessary infrastructure investments that serve the community.

Lessons learned: Lessons identified from past actions, projects, and operations and that are being applied or taken into account. Lessons can be positive or negative, in that they may recommend that an approach be replicated or avoided in the future.

Level of service: A defined standard against which the quality and quantity of service can be measured. A level of service can include reliability, responsiveness, environmental acceptability, customer values and cost.

Low-density areas: Refers generally to residential areas outside centers and corridors that are predominantly zoned for single-dwelling housing and also lower-density multi-dwelling housing.

Low-impact development: Strategies to reduce the environmental impact of development on natural systems, including hydrology and vegetation. Strategies include using paving and roofing materials that reduce effective impervious area, clustered or small lot development that reduces disturbance area, the use of vegetated stormwater management to mimic pre-development site hydrology, alternative road layout and narrower streets, natural area protection, and landscaping with native plants.

Low-rise: Buildings up to four stories in height.

Mid-rise: Buildings from five to 10 stories in height, but most frequently ranging from five to seven stories.

Needed housing units. This term appears in Goal 10, Oregon’s Housing Goal that defines it as housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. The term also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

Neighborhoods: Broad areas of the city that typically include residential, commercial, and mixed-use areas. As used in the Comprehensive Plan, neighborhoods are physical communities outside the Central City and large industrial areas. As a general term used to describe areas outside these locations, it is not intended to refer to specific neighborhood association geographies.

Neighborhood business districts: Commercial areas outside the Central City, usually adjacent to neighborhood residential areas. A subset of neighborhood business districts are
designated as centers, which, in addition to their commercial functions, are prioritized as a focus for residential growth and community amenities and services. Other neighborhood business districts allow residential development, providing additional housing options close to services, but are not a prioritized focus for this growth.

**Non-traditional housing types.** The reference here is to housing types and models that do not confirm to existing practices or standards of housing development and household living. The unit can be non-traditional based on construction materials, models or living arrangements. Cohousing is one such model in which residents live in independent units but plan and maintain extensive shared facilities like a “common kitchen”.

**Pattern Areas:** Five primary geographies in Portland that have differing physical characteristics, needs, and assets. Each of these areas has unique topographies and natural features, patterns and types of development, street and other infrastructure characteristics, and histories that have shaped their urban form. The five primary Pattern Areas are:

- **Central City:** This area corresponds to the Central City plan district and is also a major center.
- **Inner Neighborhoods:** This area includes inner portions of the city that originally developed during the Streetcar Era, prior to World War II. It includes a large part of the city east of the Willamette River, extending roughly to 82nd Avenue, and also the inner westside “flats,” located between the river and the West Hills.
- **Western Neighborhoods:** This area includes the West Hills (Tualatin Mountains) and areas to the west.
- **Eastern Neighborhoods:** This area includes eastern portions of the city, mostly located east of 82nd Avenue and largely annexed to Portland in the 1980s and 1990s.
- **Industrial and River:** This area includes land along the Columbia River and Columbia Slough, and areas along the Willamette River’s North Reach.

**Permanently affordable housing.** This refers to a housing status which means that a certain unit, whether rental or homeownership, continues to remain affordable to lower income households for a price that is affordable to them. A variety of programs and strategies are used to keep the unit mostly below market price. For example, properties with homes that are rented are owned and operated by nonprofit charitable corporations that agree to hold this real estate to provide affordable shelter in perpetuity. Similarly, for homeownership units, the land remains public while the unit is sold below market price with restrictions on resale.

**Prime industrial land:** Land that is suited for traded sector industries and possesses site characteristics that are difficult or impossible to replace elsewhere in the region (source: Statewide Planning Goal 9 Administrative Rule).
**Priority populations:** For housing, a program implementation approach designed to improve access and outcomes and eliminate disparities based on race and ethnicity for those who currently and have historically been underserved.

**Public realm:** The system of publicly accessible spaces that is made up of parks and other open spaces, streets, and trails. The public realm also includes the area of interface with the adjacent development that frames, shapes, and helps energize the public space of streets and parks.

**Residential areas:** Predominantly residential areas located outside centers, civic corridors, and transit station areas.

**Shared governance:** Shared decision making between the community and the City of Portland. Shared governance is based on partnerships, equity, accountability, and community ownership. This model empowers all Portlanders to have a voice in decision making, thus encouraging diverse and creative input that will help advance the vision and goals of the City of Portland.

**Short-term supply of employment land:** Suitable land that is ready for construction within 1 year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for short-term supply, and funding availability is not required (source: Statewide Planning Goal 9 Administrative Rule).

**Traded sector:** A business sector consisting of companies that compete in markets extending beyond the metropolitan region. These companies include exporters to markets outside the region, suppliers to regional exporters, and businesses whose products substitute for regional imports.

**Transit Station Areas:** Areas within 1/2 mile of light rail and other high-capacity transit stations. Some station communities are located within centers or civic corridors and are subject to policies for these types of places.

**Transparency:** Reliable, relevant, and timely information about the activities and decision making of government being available to the public.

**Universal Design principles:** The underlying concept of the Universal Design principles is that buildings and their sites should be built or renovated in ways that can work for all—for a “universal” population. People have varying abilities, temporary or permanent, throughout life. Rather than doing special or separate design to accommodate differences in age and abilities, the Universal Design principles foster design that works for all. The seven principles of Universal Design are equitable use, flexibility in use, simple and intuitive use, perceptible information, tolerance for error, low physical efforts and size and space for approach and use.
Appendix B: Works Cited

Key to abbreviations

BDS  Bureau of Development Services
BES  Bureau of Environmental Services
BPS  Bureau of Planning and Sustainability
       BPS (OSD) – Office of Sustainable Development, now part of the Bureau of Planning and Sustainability
       BPS (BOP) – Bureau of Planning, now part of the Bureau of Planning and Sustainability
OCT  Office of Community Technology (formerly the Office of Cable Communications)
OPHI  Oregon Public Health Institute
PBOT  Portland Bureau of Transportation
PBEM  Portland Bureau of Emergency Management (formerly Portland Office of Emergency Management, or POEM)
PPB  Portland Police Bureau
PP&R  Portland Parks & Recreation
PWB  Portland Water Bureau
RR  River Renaissance
SHPO  State Historic Preservation Office

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# APPENDICES

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