2035 Comprehensive Plan
Proposed Draft

What’s Inside?

- Introduction
- About the Plan
- Goals and Policies
- List of Significant Projects
- Comprehensive Plan Map
- Glossary

July 2014

Portland’s Comprehensive Plan Update
For more information, visit:
www.portlandoregon.gov/bps/pdxcompplan
Portland’s Comprehensive Plan Update proposes changes to create a prosperous, healthy, equitable and resilient city. Visit www.portlandoregon.gov/bps/pdxcompplan or call 503-823-0195.

Implementing the Portland Plan: The Comprehensive Plan forwards Portland’s strategic priorities through land use. Adopted in 2012, the City’s strategic plan, the Portland Plan, established four integrated strategies to guide Portland over the next 25 years: (1) A Framework for Equity, (2) Thriving Educated Youth, (3) Economic Prosperity and Affordability, and (4) Healthy Connected City. The 2035 Comprehensive is an implementing tool of the Portland Plan.

Para obtener más información, por favor llame al 503-823-0195.

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On behalf of the Bureau of Planning and Sustainability and our many community and business partners, who participated extensively in its development, I am pleased to share the 2035 Comprehensive Plan Proposed Draft.


The draft 2035 Plan is Portland’s long-range tool to guide growth, change, and improvements over the next 20 years. It will be a guide for the City as we leverage new investment and growth to ensure that Portland becomes more prosperous, healthy and resilient for everyone.

Much more than simply a map or new zoning code, the 2035 Plan provides a framework for the City to create opportunities for more jobs, affordable housing, a low-carbon economy, a clean environment, increased mobility and greater equity among Portlanders.

The draft plan was developed with extensive research, technical analysis and an enormous amount of community participation and knowledge. It includes goals and policies that set specific directions for future decision makers. It includes an Urban Design Framework (a map-based illustration of the vision for 2035) as well as a list of significant projects to direct major investments in public infrastructure — like streets, sidewalks and parks that keep Portlanders safe, mobile and healthy.

The draft 2035 Plan carries forward the best of the many successful approaches that Portland is known for internationally from the 1980 Comprehensive Plan. In addition, it considers new priorities and recommends that Portland find more advanced ways to:

- Create complete, healthy connected neighborhoods throughout the city to meet the needs of 120,000 new households.
- Ensure there is commercial and industrial land available to support 140,000 new jobs.
- Create a low carbon city that is energy and resource efficient and creates local jobs.
- Integrate public health and equity goals into land use policies.
- Improve resiliency and decrease development pressure in areas that lack public services or are susceptible to hazards, like flooding and landslides.
- Recognize that one size does not fit all, so we must plan and design distinctive areas of the city to fit local conditions.
- Promote affordable housing throughout the city in areas with good access to transit, grocery stores and shops, schools and other services.
- Improve natural areas and open space that help integrate nature into the city.
- Promote schools as multi-use facilities and assets that serve the whole community.

Please take this opportunity to review the draft 2035 Plan and provide your feedback to us in writing, on-line through the Map App, or through testimony at hearings that will be held by the Planning and Sustainability Commission throughout the fall. If you have specific questions or concerns about a policy or map designation, please give us a call at 503-823-0195.

The 2035 Plan is a roadmap to the future. Your comments are critical for helping to create a healthier, more resilient and prosperous city for us and future generations.

All the best,

Susan Anderson

A letter from Susan Anderson
Director of the Bureau of Planning and Sustainability
COMPREHENSIVE PLAN COMPONENTS

Goals and Policies
Long-term aspirations for Portland and descriptions of the work that must be done to achieve them.

List of Significant Projects
A plan for public facility investments.

Comprehensive Plan Map
Land use designations for growth, development and conservation.

Transportation System Plan
Transportation policies, street classifications and street plan maps.
The 2035 Comprehensive Plan is a 20-year plan for the growth and development of Portland.

- It forecasts the amount and location of population and job growth.
- It guides where and how land is developed and conserved.
- It identifies what public investments are needed in infrastructure (such as streets, sidewalks, parks and stormwater management systems).
- It sets expectations for how and when community members will be involved in future land use plans and decisions.
- It helps coordinate policies and actions across City bureaus, and state and regional agencies.

Why plan now?

- It’s been 35 years since Portland wrote its first Comprehensive Plan.
- Portland is growing — 120,000 new households and 140,000 new jobs are expected by 2035.
- Portland is becoming a more diverse city and advancing equity is essential.
- Everyone needs access to jobs, services, gathering places and recreational opportunities.
- Preparation helps us be more resilient in a changing world.

This Comprehensive Plan offers an opportunity to leverage growth to create a more prosperous, healthy, equitable and resilient community for all Portlanders.
Urban Design Concept

A map of the vision for 2035.

**Major Open Spaces** — Series of major parks and natural resource areas that offer functional habitat value.

**City Greenways** — System of quieter, park-like walking and biking routes linking centers, parks and other destinations.

**Regional Transit/Transportation Corridors** — Network of regional high capacity transit, freight, freeway, rail and airport facilities supporting the movement of goods, services and people.

**Urban Habitat Corridors** — Improved links between existing anchor habitats throughout the city that support fish, wildlife and people.

**Centers and Corridors** — Most active, higher density places in the city featuring a broad range of housing, jobs and services.

**Pattern Areas** — Broad geographies of the city defined by distinctive built and natural features.
VISION FOR 2035

Portland is a prosperous, healthy, equitable and resilient city where everyone has access to opportunity and is engaged in shaping decisions that affect their lives.

Our diverse population, innovative businesses and forward-thinking leaders create a vibrant and unique community.

- A thriving low-carbon economy provides jobs and supports the prosperity of a diverse population.
- Portlanders feel more connected to each other, the city, and their communities and they are involved in community decisions.
- Nature is woven into the city, and a healthy environment sustains people, neighborhoods and wildlife.
- Distinctive neighborhoods and the vibrant downtown are safe, energizing civic and cultural spaces.
- Environmental risks are managed and resiliency increases, helping Portlanders prepare for change and recover from disasters.
Seven key directions to achieve the vision

These key directions are reflected throughout the plan in goals, policies and infrastructure investments and on the Urban Design Framework and the Comprehensive Plan Map.

1. **Create complete neighborhoods:** Grow and invest in well-designed centers and corridors that support healthy living. Complete neighborhoods include shops and services, a variety of housing opportunities and have good pedestrian environments with access to bike and transit networks.

2. **Encourage job growth:** Provide and increase the productivity of land, and infrastructure for businesses, institutions and industry to meet the needs of 140,000 new jobs citywide. Invest in industrial districts and the Central City, facilitate the growth of colleges and hospitals and support the success of small businesses in neighborhood business districts.

3. **Create a low-carbon community:** Reduce carbon emissions in residential, commercial, industrial and transportation sectors. A new generation of buildings, infrastructure, technologies and energy systems that use 50 percent less fossil fuels will help mitigate climate change and create tens of thousands of jobs. This will also help reduce reliance on non-renewable energy that must be imported from outside the region.

4. **Improve natural areas and open spaces:** Build city greenways and enhance and protect open spaces and natural areas. Trails, streets and open spaces connect pedestrians and bicyclists throughout the city, create pleasant places for rest and recreation, provide wildlife habitat and improve water and air quality.

5. **Provide reliable infrastructure to equitably serve all parts of the city:** Build, maintain and upgrade public facilities. Public investments in streets and sidewalks, sewer lines and water facilities, parks, and stormwater and flood management improve health and safety. Focused investments in areas that do not have safe and plentiful facilities will increase access to opportunity.

6. **Improve resiliency:** Prepare for climate change and reduce risks posed by natural hazards. Focus growth in lower risk areas, away from creeks and steep hillsides; build housing near transit and services; and provide open space, trees and stormwater to help reduce harmful flooding, cool the city on hot summer days and reduce health, safety and economic risks for households, businesses and the City.

7. **One size does not fit all:** Plan and design to fit local conditions. Each area of Portland has distinctive and valued characteristics — natural features, community histories, patterns of development and types of buildings. Instead of following a one-size-fits-all approach, harness growth and change to enhance positive and valued community characteristics.
Create Complete Neighborhoods
Grow and invest in well-designed centers and corridors.

Complete neighborhoods support health and increase access to opportunity.
They are places where people of all ages and abilities have safe and convenient access to more of the goods and services needed in daily life — where they can get to grocery stores, schools, libraries, parks and gathering places on foot or by bike.

They are well connected to jobs and the rest of the city by transit and have a variety of housing types and prices for households of different sizes and incomes.

**Today, only about half of all Portlanders live in places with convenient, safe and walkable access to services.** Often it is lower income Portlanders and people of color who are not able to live in healthy connected neighborhoods. Neighborhoods with amenities are increasingly becoming more expensive than other neighborhoods.

**Growing in centers and corridors will help create an equitable and accessible network of healthy complete neighborhoods.** Growing in centers and corridors, like Hillsdale and Sandy Blvd., allows more people the opportunity to live close to services, while strengthening neighborhood businesses.

A compact development pattern also helps reduce our environmental footprint, mitigate and prepare for the effects of climate change and maximizes the use of existing infrastructure.

**There will be areas of stability and areas of change.** Focusing growth in defined centers and corridors has many social, economic and community benefits. One of the benefits is that much of the future population growth and change will happen along existing mixed-use and commercial streets.

This will help preserve single-family residences throughout the city as the population grows. Portland is expected to grow by more than 120,000 more households by 2035. Today, Portland has more than 260,000 households.

This growth will help create more complete neighborhoods and expand access to services to more Portlanders, if it is focused in centers and corridors.

Why create healthy connected neighborhoods?

- Local convenience and healthy lifestyles
- Neighborhood business development
- Efficient and equitable public investment
- Lower household costs
- Energy efficiency and carbon emissions reduction
- More stable existing neighborhoods
Types of centers and corridors

**Central City (CC)** is the region's biggest center with jobs, services, and civic and cultural institutions. It includes attractions, amenities and institutions not found anywhere else in the city or region, such as Portland State University, Tom McCall Waterfront Park and the Oregon Convention Center.

**Town Centers (T)**, like Hollywood and Hillsdale, are located throughout the city and serve entire districts. They are typically anchored by employment centers or institutions, feature commercial and community services, and have a wide range of housing options.

**Gateway Regional Center (G)** is East Portland's major center. It includes the city's second largest transit hub, has good freeway access to regional destinations, such as Portland International Airport, and significant development potential.

**Neighborhood Centers (N)** are places like Mississippi Avenue or the inner SE main streets, like Division, Belmont and Hawthorne. They include a mixture of medium to higher density commercial and residential buildings.

**Neighborhood Corridors** are narrower main streets that connect neighborhoods with each other and to other parts of the city. They support neighborhood business districts and provide housing opportunities close to local services, amenities and transit lines. They are streets that include a mix of commercial and higher-density housing development.

**Civic Corridors** are the city’s busiest, widest and most prominent streets, like Barbur and Powell Boulevards. They connect the city and the region and support the movement of people and goods across the city, with high levels of traffic and, in some cases, pedestrian activity. Civic Corridors can be great places for growth and transit-supportive densities of housing, commercial, or employment uses.
With a wider street, like the one shown here, there are greater opportunities to provide space for people to walk, roll and gather and to provide street furnishings like pedestrian-scale lights, bike racks and recycling and trash bins.

Portland’s Pattern Areas, including Inner, Eastern and Western Neighborhoods, are defined in Key Direction 7.
What could centers and corridors look like?

**Eastern neighborhoods**

This visualization shows one way to transform the intersection of SE 122nd and Division Street, with high capacity transit, landscaping, prominent bike and pedestrian crossings to increase safety, housing and local food. The sidewalks are now buffered from the street and provide opportunities for gathering spaces.
Western neighborhoods

This visualization shows one way to transform SW Barbur Boulevard, with more housing and retail, high capacity transit, landscaping, and prominent bike and pedestrian crossings to increase safety and access to services.
KEY DIRECTION

2
Encourage Job Growth
Provide and increase the productivity of land and infrastructure for businesses, institutions and industry.

A robust and resilient regional economy, thriving local businesses, and growth in living wage jobs are all critical to ensuring household prosperity.

It is important to plan for the long term and make policies and investments that improve Portland’s ability to weather economic change and improve household prosperity for all Portlanders.

**Plan for a vibrant Central City.** Address development issues that affect businesses and create the next generation of employment sanctuaries in the Central Eastside Industrial District to encourage job growth.

**Improve access to living wage jobs in East Portland.** Create more opportunities for a wide variety of small to medium sized office, creative services, craft manufacturing, distribution, and other neighborhood-compatible light-industrial businesses near freeways and along major streets.

**Invest in brownfield clean-up.** Portland has more than 900 acres of vacant and under-utilized brownfields, with nearly 550 acres in industrial areas. However, brownfields are often costly and difficult to redevelop. New public incentives that support brownfield remediation can leverage private investment to bring these contaminated properties back into productive use and increase the availability of usable industrial land, while reducing environmental risks.

**Protect and use industrial land efficiently.** Portland has limited, but precious employment land. To protect this resource, it is important to encourage businesses to grow on existing sites and stop commercial and residential encroachment on industrial land. Improving the movement of goods/freight within Portland is also essential to making better use of Portland’s existing employment land, port terminals, the airport, and rail yards.

**Plan for campus growth.** Portland’s colleges and hospitals are essential service providers, centers of innovation, workforce development resources and major employers. Planning for campus growth, while addressing neighborhood impacts, will help these economic engines thrive and promote neighborhood livability.

**Support neighborhood business districts.** Local business districts contribute to neighborhood character. They provide services and destinations within walking and biking distance of residential areas, supporting healthy complete neighborhoods. They also keep more local dollars circulating in Portland, improving prosperity.
Portland’s employment sectors

Portland’s economy is split across four broad sectors that concentrate in different places in the city.

**Central City** is the region’s office center. Current zoning in the Central City is sufficient for continued projected business growth, but additional infrastructure, especially in the transportation system, will be needed to maintain Portland’s competitive position in the regional office market.

**Industrial areas** are primarily located along the Columbia River and the northern portion of the Willamette River, and near the I-84 and I-205 freeways. The Central Eastside Industrial District is also home to more than 17,000 jobs.

Industrial businesses range from barge and streetcar construction, to businesses that develop prototypes for production, to small-scale bicycle builders.

Nearly all of these manufacturing and industrial businesses need access to rail, harbor and airport facilities and freeways to help bring supplies to their facilities and to send their products to market.

**Institutions (hospitals and colleges)** are Portland’s fastest growing job sector and they are expected to continue to grow. This plan includes policies that facilitate growth within existing institutional campuses and call for the creation of clear rules to maintain and improve neighborhood compatibility.

**Neighborhood business districts** are located in nearly every part of Portland. Neighborhood commercial business districts and corridors generally have sufficient zoning for growth, but many would benefit from business development support and better transportation connectivity to the surrounding neighborhoods.

Nine percent of jobs are **home-based businesses in residential areas**.
Business and job growth is influenced by the quality of the city as a place to live, the education system, the availability of capital and the natural and built environments.

Forecasts indicate that Portland will likely be home to 140,000 new commercial, industrial and institutional jobs between now and 2035.

In the Comprehensive Plan, the City of Portland must show how and where it will have the land, space and infrastructure for the business growth needed to meet this forecast. Sustained job growth in Portland depends on many factors.

The City's economic development strategies focus on:

- Growth in exports of goods and services.
- Growth in the productivity and vitality of key and emerging industries.
- Staying competitive as a major West Coast trade gateway for goods traveling between the Columbia River basin and the Pacific Rim.
- An overall supportive business environment.

Household prosperity varies greatly by employment type. In 2012, the average wages for retail and service workers ($26,000) were far below what is needed to sustain a household. The Portland Plan's measure of success for household prosperity uses a self-sufficiency index based on the income needed to meet basic household needs, including the cost of housing, childcare, food, healthcare and transportation.

For example, in Portland, the self-sufficiency household income is approximately $36,000 per year for one adult and an infant. By contrast, the average wage for an industrial worker in Portland is $55,000 per year. Industrial jobs provide better opportunities for many to earn a living wage, but living wage job creation is critical across all employment sectors.
Create a Low-Carbon Community
Reduce carbon emissions in residential, commercial, industrial and transportation sectors.

A low-carbon community is safe, healthy and resilient.

It is a place where transportation systems and buildings are highly efficient and affordable, and communities produce much of the electricity that is needed to power their homes and businesses from renewable sources. It is a place where buildings conserve and use scarce resources efficiently.

Next-generation industry designs and sells low-carbon technologies that help improve human and environmental health, while building a sustainable and resilient 21st century economy. Healthy complete neighborhoods help people complete daily errands without getting in a car and community gathering places foster connections. A low-carbon community is a self-reliant, self-sustaining and connected community.

Cities, as hubs for people and commerce, are a primary cause of carbon emissions, which cause global climate change. Communities, like Portland, present an essential opportunity to reduce emissions. To avoid potentially catastrophic impacts from climate change — including significantly increased temperatures, extreme weather and rising sea levels — climate scientists estimate that global carbon emissions must decline 50 to 85 percent below 2000 levels by 2050.

Portland has reduced per-person carbon emissions by more than 30 percent since 1990. In this timeframe, even as the population grew by 30 percent, total community-wide emissions have dropped by more than 11 percent. Portland has adopted the goal of reducing total local carbon emissions by 80 percent by 2050, with an interim goal of 40 percent by 2030.

Successful carbon emissions reduction rests on a foundation of sound land use, transportation and infrastructure planning.

- Connect housing and employment with transit and complete pedestrian and bicycle networks.
- Maintain and repair streets and other transportation infrastructure to enable safe, efficient use by multiple modes of transportation.
- Use green infrastructure to effectively manage stormwater, clean water before it enters streams and rivers and help cool the city.
- Promote the development of resource-efficient buildings.
- Encourage high-efficiency, low-carbon energy sources, including solar, on-site electricity generation and shared district energy systems.

Why is a low-carbon community good for Portland?

- **Carbon-reduction solutions make businesses more efficient and competitive, and save residents money.** The products and services developed to respond to climate change — from energy efficiency to stormwater management — can be exported to other places. As the world transitions to a low-carbon economy and invests in climate-ready communities, being on the forefront of these solutions is good business.

- **A shift away from coal, oil and natural gas can have substantial indirect economic benefits.** 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 will spend more money locally, expanding markets for local products and services.

- **It supports healthy, active lifestyles and promotes human health.** Residents who can readily walk, bicycle and take transit are more physically active, resulting in direct health benefits. Low-carbon transportation also tends to reduce air pollution, resulting in additional health benefits for all residents.

- **Reducing energy use results in lower utility bills, relieving pressure on housing costs.** Similarly, it is more affordable to walk, bike or take transit than it is to own, fuel and park a vehicle.
KEY DIRECTION 4

Improve Natural Areas and Open Spaces
Located at the confluence of two major rivers and between mountain ranges, Portland has a wealth of natural resources and a stunning natural setting.

This setting provides a beautiful home for people and provides important habitat for wildlife.

Today, Portland has an extensive public space system — streets, parks, trails, open spaces and natural areas. These public spaces link the city and the region. Some of them are big and busy, connecting people to jobs and businesses to businesses. Others, like the Springwater Corridor, are quieter pathways for walking, jogging or rolling. Places like Columbia Slough and Smith and Bybee Lakes, link natural resource areas for native species of birds, fish, pollinators and other wildlife. All of these connections help strengthen sense of place, support the movement of goods, people and wildlife, encourage active lifestyles and improve ecological health.

But, many of Portland’s valuable natural resources are at risk. Urbanization has filled floodplains, causing seasonal flooding. Streams are unable to support healthy fish populations, and trees that reduce heat island effects and provide habitat are vulnerable to development. Without thoughtful intervention human and ecological health will suffer. This plan includes policies and investments to expand the public space system to increase mobility, access to services, and improve human and environmental health.

How people get around the city, how roads are built and the amount of open space affects human and environmental health.

- Safe, accessible and attractive streets, trails, parks and open spaces encourage active living and community interaction. They also make activities like walking, biking and using public transit the easy choice.
- Driving less helps reduce household costs, improves personal and environmental health, and helps lower emissions.
- Access to open spaces and parks increases opportunities for recreation, relaxation and learning.
- A transportation network that integrates nature into neighborhoods increases access to the outdoors, provides corridors for wildlife movement, and helps manage and clean stormwater.
Portland’s greenway and habitat corridors

City greenways and habitat corridors will expand Portland’s system of streets, parks, trails, open spaces and natural areas to better connect people, places, water and wildlife. This network will also improve human and environmental health.

**Heritage parkways** are iconic streets or segments of streets with elements such as linear parkways, scenic views, and distinctive landscaping or street design.

**Enhanced greenway corridors** are distinctive green streets that provide connections of citywide prominence between major centers, schools, parks, natural areas and the rivers.

**Neighborhood greenways** are an extensive network of low motor vehicle traffic streets prioritized for bicycles and pedestrians, working in conjunction with the rest of the City Greenways system to extend the system into all neighborhoods.

**Trails** are often located along rivers or through natural areas, providing pedestrian and bicycle connections.

**Urban habitat corridors** include rivers and streams, drainageways, riparian areas, wetlands, natural areas and upland habitats. There are two types of habitat corridors, existing and potential. Existing corridors generally include and build upon areas identified in the City’s Natural Resources Inventory. Potential corridors generally include areas outside those identified in the inventory, but are places where it would be beneficial to weave nature into the city and link to other habitat areas in the city and the region.
These natural and built areas provide safe, healthy places for resident and migratory fish and wildlife. They also clean and store water, reduce landslide and flooding risks; and provide places for people to learn, play and experience nature.

Prior to European settlement, the Willamette River was used primarily by Native Americans for travel, trade, fishing and gathering plant materials. Permanent and seasonal villages existed on both sides of the river to facilitate these uses, and many of these traditional uses are carried on today by local Native Americans.

Vegetation in bottomland and wetland forests was dominated by black cottonwood, Oregon ash and willow, along with shrubs, grasses and herbs. Denser, mixed-conifer forests of Douglas fir, big leaf maple, western red cedar, western hemlock, grand fir and red alder were in the West Hills, and some parts of the east terrace. Foothill savannas of Oregon white oak and other trees were found on the east side of the river.

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

Natural resources can perform important services. They clean Portland’s air and water, stabilize hillsides, soak up rainwater and manage flood waters, and they add to the sense of place and community.
KEY DIRECTION

5 Provide Reliable Infrastructure to Equitably Serve All Parts of the City
High quality basic services are essential to Portland's future success.

Infrastructure, like sidewalks, developed streets, stormwater management systems and parks and open space, ensure that Portlanders can move around the city recreate, drink clean water and have reliable sewer service. They also help protect the environment and support the city’s economy. However not all communities in the city have access to basic services. Disproportionately, low-income households and Portlanders of color have inadequate services.

Portland’s population is expected to grow over the next 20 years by more than 120,000 households. The City will need to maintain, upgrade and expand existing transportation, parks, water, sewer, stormwater and public safety systems to make sure they meet the needs of current and new residents and businesses.

Filling gaps in service is key to addressing equity. In the 2035 Comprehensive Plan, the City of Portland is declaring an intention to reduce disparities and increase opportunities for more people by investing in infrastructure.

The List of Significant Projects and the Citywide Systems Plan are two documents that directly relate to infrastructure.

- **The List of Significant Projects** includes the City’s planned infrastructure projects for the life of the Comprehensive Plan. These investments are necessary to meet the transportation, sewer, stormwater and water needs of Portland’s current and future residents and businesses.

- **The Citywide Systems Plan** guides infrastructure investments to address deficiencies, maintenance needs and safety risks. It includes the state mandated public facilities plan to provide public facilities to serve a growing population.

What is infrastructure investment and why is it important?

The City of Portland owns and maintains numerous facilities, including water pipes and reservoirs; stormwater swales and sewers; parks, streets and trails. These are basic systems needed to protect the health, safety and well-being of Portland households and businesses.

The ability to meet these basic needs is critical. The City’s infrastructure assets are valuable and represent generations of investment. They also require maintenance, repair and attention. In some areas, they have eroded due to years of disinvestment.
Caring for Portland’s infrastructure

There are three types of core infrastructure concerns that service providers must always consider:

1. **System maintenance** — Take care of existing infrastructure so it can continue to meet community needs and work efficiently.

2. **System deficiencies** — Determine where systems do not meet basic levels or needs, and analyzing who is and is not being served. It is also about meeting state and federal requirements.

3. **Future needs** — Assess which facilities need to be upgraded or replaced to avoid major problems or to meet growing demand.

**As Portland continues to grow up rather than out, maintaining existing infrastructure becomes increasingly important.**

**Using an equity lens when making infrastructure decisions.** Progress can be made on infrastructure equity by employing a decision-making process including an equity analysis of Portland’s past decisions and challenging unconscious assumptions about how the City works.

Equity considerations can be incorporated throughout the infrastructure decision-making process — from long range plans, like the Citywide Systems Plan, through project design and implementation. This approach considers a series of questions related to who benefits from an investment, who is burdened, who pays and who decides.

Several City bureaus are now taking the first step to develop tools to help ask and answer such questions. An equity lens helps identify opportunities to prioritize where and when the City invests in infrastructure to ensure that low-income communities, communities of color and people with disabilities have equitable access, especially to sidewalks, parks and safe streets.

**Addressing gentrification and displacement.**

Neighborhood improvements are often accomplished through public and private investments that increase a neighborhood’s livability. This can benefit existing residents through better access to shopping and services, improved neighborhood walkability and better transit service. This also will enhance a neighborhood’s attractiveness to new residents. Greater demand for housing and commercial space can increase property values and costs for residents and businesses.

For many, neighborhood revitalization is a positive change. For others, it provokes concern that Portland is becoming less affordable. In some circumstances revitalization becomes gentrification where the negative consequences outweigh the benefits. These consequences include involuntary displacement of lower income households and a change in the ethnic and racial make-up of a neighborhood’s residents and businesses.

Gentrification and displacement are long-standing issues in Portland and will continue to be issues as the city grows. The relevant policies in the Comprehensive Plan include those that seek to preserve affordable housing and local businesses; increase the supply of affordable housing in gentrifying neighborhoods; and increase household and businesses assets to improve their ability to stay in their neighborhoods.
## Investment strategies for complete centers

1. **Invest to reduce disparities**
   - Higher need
   - Lower need
   - Parkrose
   - West Portland
   - Cully
   - SE 42nd Division
   - Macadam
   - Multnomah
   - Hayden Island
   - 42nd St
   - Rosewood
   - St Johns
   - Lents
   - Midway
   - South St Johns
   - Hillsdale

2. **Invest to enhance neighborhoods and accommodate growth**
   - Higher population (2035)
   - Lower population (2035)
   - Gateway
   - SE Main Streets
   - Powell
   - Creston
   - Sellwood
   - Woodstock
   - Mid-Lombard
   - MLK
   - MLK Alberta
   - Mount Scott
   - Montavilla
   - Hollywood
   - NE Killingsworth

3. **Respond to opportunities and maintain existing services**
   - Central City
   - Central City
   - Mid-Lombard
   - Somes
   - MLK
   - Hollywood
   - Killingsworth
   - NE Interstate
   - NE Killingsworth
   - NE 28th

4. **Fill service gaps and accommodate growth**
   - Central City
   - Central City
   - Mid-Lombard
   - Somes
   - MLK
   - Hollywood
   - Killingsworth
   - NE Interstate
   - NE Killingsworth
   - NE 28th

Circle sizes correspond to center types: Central City (largest), Gateway Regional Center, Town Center and Neighborhood Center (smallest). Darker circles indicate that the center includes higher than average concentrations of vulnerable residents, such as renters, communities of color, households with low median incomes and/or low education levels.

### An intentional investment strategy is essential.

Portland’s neighborhoods vary in size and local conditions. The Comprehensive Plan supports four investment strategies that tailor the type of investment to local needs and context.

1. **Invest to reduce infrastructure disparities and improve livability.** This strategy is appropriate for places that are not expected to grow significantly, but that have existing infrastructure deficiencies. Investments could fill gaps in streets, bicycle and pedestrian routes, and create local parks. Economic development programs could support existing and new businesses, and improve neighborhood prosperity and vitality.

2. **Invest to enhance neighborhoods, maintain affordability and accommodate growth.** This strategy is aimed at places that lack basic infrastructure or services and that have many residents now, or will in the future. Investments could include improving streets, creating new parks, and addressing other deficiencies. Economic development programs could preserve and increase jobs, businesses and community services in the area.

3. **Invest to respond to opportunities and maintain existing services.** In these areas, investments focus on maintaining livability and existing infrastructure as well as responding to opportunities.

4. **Invest to fill service gaps, maintain affordability and accommodate growth.** Some places have already benefited from public and private investments in things like light rail, complete streets and neighborhood business districts. Future investments should focus on making sure that infrastructure can serve new residents by filling remaining service gaps and providing affordable housing.
KEY DIRECTION

6 Improve Resiliency

- Temperature
- Sun
- Fire
- Rain
- Groundwater
- Weather
Prepare for climate change and reduce risks posed by natural hazards.

Portland currently faces many natural hazards — including floods, landslides, fire and earthquakes — which could have environmental, economic and social impacts.

Certain populations, including low-income households, communities of color, renters and older adults may be less able to prepare for and recover from impacts from natural hazards and climate change. Intentional decisions to reduce risk for all, but particularly vulnerable populations, is critical to increasing equity and safety.

**Encourage growth in lower-risk areas.** Focusing growth in centers and corridors and reducing density in parts of East and West Portland, where there are greater risks for landslides and floods, will help improve safety and resilience.

A significant earthquake could also threaten lives and seriously affect Portlanders for an extended period of time. In cases where risks can’t totally be avoided, zoning and building codes often require additional measures to further reduce risk. For example, building codes for new buildings help improve earthquake safety. Similarly, building in an area with a steep slope may require additional engineering studies and construction practices to minimize landslide risks.

**Develop green infrastructure.** Trees, natural areas, stormwater swales and open spaces make up what is referred to as Portland’s green infrastructure. Green infrastructure helps 1) minimize risks from flooding and landslides, 2) cool the city — reducing the impacts from urban heat island effects, and 3) create an overall healthier and more pleasant environment for people.

**Invest to reduce risks.** The city’s ability to withstand and respond to natural disasters depends heavily on the strength and resilience of the street, bridge and water systems. Improvements are planned to protect Portland’s critical infrastructure services such as drinking water, sewage treatment and bridges. These systems are necessary to protect Portlanders’ safety and security and support the region’s economy.

- **Backup systems:** Many of Portland’s infrastructure investments help build resilience through flexibility and redundancy. For example, infrastructure investments planned for Portland’s secondary groundwater supply in outer northeast Portland enables water to be provided when the primary Bull Run system needs to be supplemented.
- **Complete neighborhoods:** Investments to create complete neighborhoods, including multi-modal streets, grocery stores and parks, can help improve the community’s resilience to natural hazards by providing access to local services, offering multiple ways to get around and fostering community connections. Parks, community centers and other public buildings can also play a role in emergency response — as locations for cooling centers, emergency shelters and communication centers.

Resilience is important in the face of change. Planning and investing to reduce risk and vulnerability will increase Portland’s ability to withstand and bounce back from environmental, economic and social challenges that may result from major hazardous events. And, it will enable Portland to become stronger over time.
Managing risk improves resiliency

Effectively managing risks involves assessing the likelihood that a natural hazard will occur, as well as the potential consequences, such as injury or fatalities, environmental degradation, or economic loss.

**Floods or landslides** can disrupt roads and transit services. They can affect commuting patterns and timely access to jobs or school, as well as the movement of commercial traffic and freight.
Climate change presents an unparalleled challenge

Climate change needs to be routinely considered in virtually all aspects of the City’s work, including setting policy, making budget decisions, updating code, investing in infrastructure, delivering health services, and preparing for emergencies.

The 2035 Comprehensive Plan weaves policies and investments to respond and prepare for climate change throughout each component.

Portland’s future climate will likely be characterized by hotter, drier summers with more heat waves (increasing the urban heat island effect and wildfires); and warmer, wetter winters (increasing the incidence of flooding and landslides).

This diagram summarizes the adaptive management planning process the City of Portland is using to prepare for climate change.

Land use policies and infrastructure investments can be used to:

- Reduce carbon emissions from transportation and buildings.
- Ensure effective emergency and disaster response by maintaining and building new, stronger and more resilient infrastructure and public buildings.
- Protect vulnerable populations from hazards.
- Provide room to manage higher volumes of stormwater.
- Add greenspaces to help cool the city during hotter summers.
One Size Does Not Fit All
Plan and design to fit local conditions.

As Portland grows in population and jobs, it will be essential to implement projects and programs that meet each area’s specific needs.

Portland has five major pattern areas: Inner Neighborhoods, Eastern Neighborhoods, Western Neighborhoods, Central City and Rivers. Each area has unique needs and characteristics.
Respect and enhance local context

The diversity among Portland’s Pattern Areas is part of what makes Portland vibrant and engaging for residents and businesses alike. Maintaining the unique identities of these areas will help keep Portland distinctive and captivating.

Central City includes the downtown core, South Waterfront, portions of the east and west banks of the Willamette River, the Central Eastside Industrial District, the Lloyd District and Rose Quarter, Old Town Chinatown, Lower Albina and the Pearl District.

Western Neighborhoods include all areas west of Central City, including the Portland Hills and extending into the Fanno and Tryon Creek basins.

Inner Neighborhoods extend from Lents to St. Johns to Northwest Portland. This area generally includes neighborhoods that were developed in an historical “streetcar era” pattern.

Rivers includes the Willamette and Columbia Riverfronts, primarily outside Central City. This area includes industrial and commercial uses and natural areas, as well as some residential neighborhoods, including floating homes.

Eastern Neighborhoods encompass all of Portland east of Interstate 205 from the Columbia Corridor to Portland’s southern and eastern boundaries. It also includes parts of the Cully and Brentwood-Darlington neighborhoods.
Central City is the state’s business and commercial center and an employment center for many Portland residents. It is home to major institutions and universities and is a regional cultural hub. Its mixed-use areas and connections to the regional multimodal transportation network, make it easier for downtown workers and the quickly growing number of residents that walk, take transit or bike to work to meet their daily needs.

New development should help the Central City continue to be the major center for job and household growth over the next generation. Its increasing residential population will need more diverse housing options, public school capacity and community facilities, as well as continued investment in business and employment growth.

Western Neighborhoods have many parks, streams, ravines, forested hillsides and an extensive trail system that provide a unique green network. Residential densities are relatively low. Sidewalk and street connectivity is relatively poor.

New development in Western Neighborhoods should respond to the area’s hilly topography, streams, ravines and forested slopes, and prevalent views. The area could benefit from stronger local-serving walkable commercial hubs, better pedestrian and bike connections, and restored habitat corridors.

Eastern Neighborhoods have a mix of urban and suburban development, towering Douglas Firs and buttes. The area has a significant concentration of households with children, but has poor street and sidewalk connections and a lack of developed neighborhood parks and local services.

New development in Eastern Neighborhoods should enhance the area’s distinctive mix of building types, improve connectivity, and integrate natural features, like buttes, streams and large native trees. The area could benefit from stronger neighborhood business districts, improved pedestrian and transit access, and improved parks.

Inner Neighborhoods have many local business districts, compact development, and street and sidewalk connectivity, giving them great potential to be places where most residents can walk or bike to neighborhood hubs. Improvements should try to minimize residential and commercial displacement and provide additional affordable housing options.

New development should enhance the fine-grain, pedestrian-scaled built environment. In Inner Neighborhoods that are closest to the Central City, new development should take advantage of this proximity with increased densities, while at the same time working to enhance and preserve identified historic and cultural resources. Traffic and parking will need active management throughout the Inner Neighborhoods.

Rivers are the primary form giving feature of the region. Human settlement began along and at the confluence of the Willamette and Columbia rivers because the rivers offered plentiful food and natural resources and critically-important trade and transportation functions. After white immigrants began moving to the area, the settlement grew into the city of Portland. As the city’s initial form-giving features, the two rivers have continued to shape the city over time.

Today, the Willamette and Columbia rivers continue to serve multiple functions and roles. They:

- Are features of significant historic and cultural significance to Native American tribes and others throughout the region.
- Serve as essential industrial transportation corridors that support the local and regional economy.
- Support recreational, subsistence and commercial fisheries.
- Provide important habitat for resident and migratory fish and wildlife.
- Are important scenic, recreational and transportation amenities for Portlanders and visitors.

New development along the rivers must balance the complex role of the river — from recreation to employment to habitat and transportation.
Share your feedback with the Planning and Sustainability Commission

Provide testimony online via the MapApp, by email, letter or in person.

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| IN PERSON                   | Attend a public hearing to offer oral testimony directly to the Planning and Sustainability Commission:  
**September 23, 2014 at 5 p.m.**  
(Focus on Goals and Policies)  
1900 SW 4th Avenue, Room 2500A  
**October 14, 2014 at 5 p.m.**  
(Focus on Maps)  
Community location TBD  
**October 28, 2014 at 5 p.m.**  
(Focus on Maps)  
Community location TBD  
**November 4, 2014 at 4 p.m.**  
(Focus on Citywide Systems Plan and Transportation System Plan)  
1900 SW 4th Avenue, Room 2500A |

To be considered formal testimony, you must include your name and address in your letters, emails or online comments. Comments received without your full name and mailing address will not be included in the Planning and Sustainability Commission’s record, and the City will not be able to notify you of City Council hearing dates. In addition, if your name does not appear in the record for this proceeding, you may be precluded from appealing the Council’s final decision.

Check www.portlandoregon.gov/bps/commpplan for updated information on these and other events.