Chapter 5
Goals and Policies

All chapters of the Comprehensive Plan Goals & Policies contain goals and policies that may be relevant to the provision of public facilities and services. Chapter 8: Public Facilities and Services and Chapter 9: Transportation contain goals and policies for service delivery and system management for public rights of way, sanitary and stormwater systems, water, parks and recreation, transportation, and other City facilities and services. These chapters are included here for reference, but may be updated by future Comprehensive Plan post-acknowledgement amendments. The Comprehensive Plan Goals & Policies document contains the official versions of these policies.

Chapter 8: Public Facilities and Services

Excerpted from the Comprehensive Plan Goals & Policies.

Goals

Goal 8.A: Quality public facilities and services. High-quality public facilities and services provide Portlanders with optimal levels of service throughout the city, based on system needs and community goals and in compliance with regulatory mandates.

Goal 8.B: Multiple benefits. Public facility and service investments improve equitable service provision, support economic prosperity, and enhance human and environmental health.

Goal 8.C: Reliability and resiliency. Public facilities and services are reliable, able to withstand or recover from catastrophic natural and manmade events, and are adaptable and resilient in the face of long-term changes in the climate, economy and technology.

Goal 8.D: Public rights-of-way. Public rights-of-way enhance the public realm and provide a multi-purpose, connected physical space for safe movement and travel, public and private utilities, and other appropriate public purposes.

Goal 8.E: Sanitary and stormwater systems. Wastewater and stormwater are managed, conveyed, and/or treated to protect public health, safety, and the environment, and to meet the needs of the community on an equitable, efficient, and sustainable basis.

Goal 8.F: Flood management. Flood management systems and facilities support watershed health and manage flooding to reduce adverse impacts on Portlanders' health, safety and property.

Goal 8.G: Water. Reliable and adequate water supply and delivery systems provide sufficient quantities of high-quality water at adequate pressures to meet the needs of the community on an equitable, efficient and sustainable basis.

Goal 8.H: Parks, natural areas, and recreation. All Portlanders have safe, convenient, and equitable access to high-quality parks, natural areas, trails, and recreational opportunities in their daily lives, which contribute to their health and well-being. The City manages its natural areas and urban forest to protect unique urban habitats and offer Portlanders an opportunity to connect with nature.

Goal 8.I: Public safety and emergency response. Portland is a safe, resilient, and peaceful community where public safety, emergency response and emergency management facilities and services are coordinated and able to effectively and efficiently meet community needs.

Goal 8.J: Solid waste management. Residents and businesses have access to waste management services and are encouraged to be thoughtful consumers to 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, recycled and composted to ensure the highest and best use of materials.

Goal 8.K: School facilities. Public schools are honored places of learning as well as multifunctional neighborhood anchors serving Portlanders of all ages, abilities, and cultures.

Goal 8.L: Technology and communications. All Portlanders have access to universal, affordable, and reliable state-of-the-art communication and technology services.

Goal 8.M: Energy infrastructure and services. Residents, businesses and institutions are served by reliable energy infrastructure that provides efficient, low-carbon, affordable energy through decision-making based on integrated resource planning.

Policies

Service provision

The policies in this section support the maintenance of an urban services boundary to coordinate planning and provision of public facilities. These policies also identify which urban facilities and services are and will be provided by the City of Portland within this boundary. This section supports Statewide Planning Goal 11 — Public Facilities.

Policy 8.1   **Urban services boundary**. Maintain an urban services boundary for the City of Portland that is consistent with the regional urban growth policy, in cooperation with neighboring jurisdictions. The Urban Services Boundary is shown on the Comprehensive Plan Map.

Policy 8.2   **Service delivery**. Provide the following public facilities and services within the City's boundaries of incorporation:

- Comprehensive planning.
- Public rights-of-way, including streets and public trails.
- Sanitary sewers and wastewater treatment.
- Stormwater management and conveyance.
- Flood management.

- Protection of the waterways of the state.
- Water supply.
- Police, fire, and emergency response.
- Parks, natural areas, and recreation.
- Solid waste regulation.

Policy 8.3   **Supporting facilities and systems**. Maintain supporting facilities and systems, including public buildings, technology, fleet, and internal service infrastructure, to enable the provision of public facilities and services.

Service coordination

While the City of Portland is the primary provider of many urban facilities and services within city limits, other public and private agencies also provide public facilities and services. The City has a responsibility for, and an interest in, the planning, coordination, provision, and, in some cases, regulation of these facilities and services. The following policies identify other public facility providers and encourage planning and service coordination — both within the city boundaries and between the City and partner agencies — to meet the needs of people and businesses.

Policy 8.4   **Interagency coordination**. Maintain interagency coordination agreements with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the city of Portland to ensure effective and efficient service delivery. See Policy 8.2 for the list of services included. Such jurisdictions and agencies include, but may not be limited to:

- Multnomah County for transportation facilities, and public safety.
- 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 regional parks and natural areas, and for solid waste, composting, and recycling facilities and transfer stations.
- Gresham, Milwaukie, Clackamas County Service District #1, and Clean Water Services for sanitary sewer conveyance and treatment.
- Multnomah County Drainage District No. 1, Peninsula Drainage District No 1, and Peninsula Drainage District No. 2 for stormwater management and conveyance, and for flood mitigation and control.
- Rockwood People's Utility District; Sunrise Water Authority; and the Burlington, Tualatin Valley, Valley View, West Slope, Palatine Hill, Alto Park, and Clackamas River Water Districts for water distribution.
- Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale school districts for public education and recreational facilities.
- Private utilities for energy, technology, and communications facilities and services.

Policy 8.5   **Outside contracts**. Coordinate with jurisdictions and agencies outside of Portland where the City provides services under agreement.

Policy 8.6   **Public service coordination**. Coordinate with the planning efforts of agencies providing public education, public health services, community centers, library services, justice services, flood protection, energy, and technology and communications services, as appropriate.

Policy 8.7   **Internal coordination**. Coordinate planning and provision of public facilities and services among City agencies, including internal service bureaus, as appropriate.

Policy 8.8   **Co-location**. Encourage co-location of public facilities and services across providers where co-location improves service delivery efficiency and equity.

Service extension

The policies in this section outline the City's approach towards annexation and service extension to newly-incorporated areas.

Policy 8.9   **Annexation**. Require annexation of unincorporated areas within the City's urban service boundary as a prerequisite to receive urban services.

Policy 8.10   **Feasibility of service**. Evaluate the physical feasibility and cost-effectiveness of extending urban public services to candidate annexation areas.

Policy 8.11   **Orderly service extension**. Establish or improve urban public services in newly-annexed areas to serve designated land uses at established levels of service, as funds are available and as responsible engineering practice allows.

Policy 8.12   **Coordination of service extension**. Coordinate provision of urban public services to newly-annexed areas so that provision of any given service does not stimulate development that significantly hinders the City's ability to provide other urban services at uniform levels.

Policy 8.13   **Services to unincorporated urban pockets**. Plan for future delivery of urban services to areas that are within the urban services boundary but outside city limits.

Policy 8.14   **Services outside the city limits**. Prohibit City provision of new urban services, or expansion of the capacity of existing services, in areas outside the city's municipal limits, except in cases where the City has agreements or contracts in place.

Policy 8.15   **Service district expansion**. Prohibit service district expansion or creation within the City's urban services boundary without the City's expressed consent.

Public investment

The following policies support investments in Portland's public facility systems to maintain and improve system capacity, resolve service deficiencies and properly manage assets. They also reduce risks to the economy, environment and community. Such investments enable the City to provide levels-of-service to meet the needs of residents and businesses.

Policy 8.16   **Regulatory compliance**. Ensure public facilities and services remain in compliance with state and federal regulations. Work toward cost-effective compliance with federal and state mandates through intergovernmental coordination and problem solving.

Policy 8.17   **System capacity**. Establish, improve, and maintain public facilities and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.

Policy 8.18   **Equitable service**. Provide public facilities and services to alleviate service deficiencies and meet level-of-service standards for all Portlanders, including individuals, businesses, and property owners.

Policy 8.19   **Asset management**. Improve and maintain public facility systems using asset management principles to optimize preventative maintenance, reduce unplanned reactive maintenance, achieve scheduled service delivery, and protect the quality, reliability, and adequacy of City services.

Policy 8.20   **Risk management**. Maintain and improve Portland's public facilities to minimize or eliminate economic, social, public health and safety, and environmental risks.

Policy 8.21   **Critical infrastructure**. Increase the resilience of high-risk and critical infrastructure through monitoring, planning, investment, adaptive technology, and continuity planning.

Policy 8.22   **Capital programming**. Maintain long-term capital improvement programs that balance acquisition and construction of new public facilities with maintenance and operations of existing facilities.

Funding

Portland's investments in the public facility systems necessary to serve designated land uses are funded through a variety of mechanisms, including taxes, user rates and fees, system development charges, and partnerships. The policies in this section acknowledge and support cost-effective service provision, maintenance of diverse funding streams to support the public's investments, and equitable sharing of the costs of investing in and maintaining the City's public facilities.

Policy 8.23   **Cost-effectiveness**. Establish, improve, and maintain the public facilities necessary to serve designated land uses in ways that cost-effectively provide desired levels of service, consider facilities' lifecycle costs, and maintain the City's long-term financial sustainability.

Policy 8.24   **Shared costs**. Ensure the costs of constructing and providing public facilities and services are equitably shared by those who benefit from the provision of those facilities and services.

Policy 8.25   **System development charges**. Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility

improvements, extensions, or construction to bear a proportional share of the costs.

Policy 8.26   **Partnerships.** Maintain or establish public and private partnerships for the development, management, or stewardship of infrastructure facilities necessary to serve designated land uses, as appropriate.

Community benefits

The following policies support infrastructure investments to improve equity, economic prosperity, human and watershed health, and resilience while minimizing negative impacts. They also recognize that the public facility and service needs, and the appropriate approaches to meeting those needs, vary throughout the city.

Policy 8.27   **Community involvement**. Encourage effective community engagement in public facilities and services planning and budgeting decisions, as appropriate.

Policy 8.28   **Application of Guiding Principles**. Establish, improve, and maintain public facilities in ways that promote and balance the Guiding Principles established in Chapter 1 of this Comprehensive Plan.

Policy 8.29   **Resource efficiency**. Reduce the energy and resource use, waste, and carbon emissions from facilities necessary to serve designated land uses.

Policy 8.30   **Natural systems**. Protect, enhance, and restore natural systems and features for their infrastructure service and other values.

Policy 8.31   **Context-sensitive infrastructure**. Design, improve, and maintain public rights-of-way and facilities in ways that are compatible with, and that minimize negative impacts on, their physical, environmental, and community context.

Policy 8.32   **Site- and area-specific needs**. Allow for site-specific and area-specific public facility standards, requirements, tools, and policies as needed to address distinct topographical, geologic, environmental, and other conditions.

Public rights-of-way

The policies in this section support the role of public rights-of-way in providing multiple public services, including multimodal transportation access and movement, stormwater management, water distribution, private utilities, and community use, among others. Current practices and the Portland Plan regard public rights-of-way as a coordinated and interconnected network that provides a place for these multiple public facilities and functions.

Policy 8.33   **Interconnected network.** Establish a connected rights-of-way system that equitably provides infrastructure services throughout the city.

Policy 8.34   **Transportation function.** Improve and maintain the right-of-way to support multimodal transportation mobility and access to goods and services as is consistent with the

designated street classification.

Policy 8.35   **Utility function.** Improve and maintain the right-of-way to support equitable distribution of utilities, including water, sanitary sewer, stormwater management, energy, and communications, as appropriate.

Policy 8.36   **Community uses**. Allow community use of rights-of-way for purposes such as public gathering space, events, or temporary festivals, as long as the community uses are integrated in ways that balance and minimize conflict with the designated through movement and access roles of rights-of-ways.

Policy 8.37   **Commercial uses**. Allow commercial uses of the rights-of-way for the purpose of enhancing commercial vitality, if the commercial uses can be integrated in ways that balance and minimize conflict with the other functions of the right-of-way.

Policy 8.38   **Flexible design**. Allow flexibility in right-of-way design and development standards to appropriately accommodate relevant physical, community, and environmental contexts and local needs.

Policy 8.39   **Stormwater management**. Improve rights-of-way to integrate green infrastructure and other stormwater management facilities to meet desired infrastructure levels-of-service and economic, social, and environmental objectives.

Policy 8.40   **Corridors and City Greenways**. Ensure public facilities located along Civic Corridors, Neighborhood Corridors, and City Greenways support the multiple objectives established for these corridors.

                            Corridor and City Greenway goals and policies are listed in Chapter 3. Urban Form.

Policy 8.41   **Coordination**. Coordinate the design, improvement, and maintenance of public rights-of-way and associated facilities among public agencies, private providers, and adjacent landowners, as appropriate.

Policy 8.42   **Undergrounding**. Encourage undergrounding of electrical and telecommunications facilities within public rights-of-way, especially in Centers and along corridors where multi-story development is allowed.

Policy 8.43   **Right-of-way vacations**. Adopt and maintain City code that identifies when street vacations are appropriate. That code should:

- Maintain existing rights-of-way unless there is no existing or future need for them.
- Require pedestrian or bicycle facilities, if needed.
- Preserve existing and abandoned rail rights-of-way for future rail or recreational trail uses.
- Consider appropriateness of other public uses.
- Require preservation and/or maintenance of existing view corridors, easements, and

viewpoints.

Transportation system

Additional goals and policies specifically related to transportation can be found in the Transportation chapter of this Comprehensive Plan.

Sanitary and stormwater systems

The City's sewer and drainage system accommodates Portland's current and future needs. It also protects public health, water quality, and the environment. Using asset management and watershed health as goals and guides, the City considers the whole watershed as an interconnected hydrologic system.

The City manages sanitary sewage through an extensive piped collection and treatment system, including two wastewater treatment plants that discharge to the Columbia and Willamette rivers. Stormwater is managed and conveyed through a variety of infrastructure, including pipes, sumps, surface facilities, and natural drainageways. Green infrastructure, including landscaped stormwater facilities and natural resources such as trees and natural areas, is an important part of the stormwater system. Private property investments and public-private partnerships also play key roles in the management of stormwater.

The policies below ensure effective sanitary and stormwater systems.

Sanitary system

Policy 8.44 **Sewer connections**. Require all developments within the city limits to be connected to sanitary sewers unless the public sanitary system is not physically or legally available per City Code and state requirements; or the existing onsite septic system is functioning properly without failure or complaints per City Code and state requirements; and the system has all necessary state and county permits.

Policy 8.45 **Combined sewer overflows**. Provide adequate public facilities to limit combined sewer overflows to frequencies established by regulatory permits.

Policy 8.46 **Sanitary sewer overflows**. Provide adequate public facilities to prevent sewage releases to surface waters as consistent with regulatory permits.

Policy 8.47 **Private sewage treatment systems**. Adopt land use regulations that require any proposed private sewage treatment system to demonstrate that all necessary state and county permits are obtained.

Policy 8.48 **Sewer extensions**. Prioritize sewer system extensions to areas that are already developed at urban densities and where health hazards exist.

Policy 8.49 **Pollution prevention**. Reduce the need for wastewater treatment capacity through land use programs and public facility investments that manage pollution as close to its source

as practical and that reduce the amount of pollution entering the sanitary system.

Policy 8.50   **Treatment**. Provide adequate wastewater treatment facilities to ensure compliance with effluent standards established in regulatory permits.

Stormwater system

Policy 8.51   **Stormwater facilities**. Provide adequate stormwater facilities for conveyance, flow control, and pollution reduction.

Policy 8.52   **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 Portland's watersheds.

Policy 8.53   **Natural systems**. Protect and enhance the stormwater management capacity of natural resources such as streams, rivers, wetlands, and floodplains.

Policy 8.54   **Stormwater discharge**. Avoid or minimize the impact of stormwater discharges on the water and habitat quality of rivers and streams.

Policy 8.55   **Green infrastructure**. Promote the use of green infrastructure, such as natural areas, the urban forest, and landscaped stormwater facilities, to manage stormwater.

Policy 8.56   **Onsite stormwater management**. Encourage on-site stormwater management, or management as close to the source as practical, through land use decisions and public facility investments.

Policy 8.57   **Pollution prevention**. Coordinate policies, programs and investments with partners to prevent pollutants from entering the stormwater system by managing point and non-point pollution sources through public and private facilities, local regulations, and education.

Policy 8.58   **Stormwater partnerships**. Provide stormwater management through coordinated public and private infrastructure, public-private partnerships, and community stewardship.

Flood management

Portland's floodplain areas are primarily along the Columbia River, Willamette River, Columbia Slough, Johnson Creek, and low elevation areas along smaller tributary streams. In accordance with state and federal regulations, the City of Portland, Multnomah County Drainage District, and Peninsula Drainage Districts No. 1 and No. 2 manage floodplains to reduce public safety risks, prevent property damage, support economic activity, and protect watershed health. These policies ensure proper floodplain management and compliance.

Policy 8.59   **Flood management**. Improve and maintain the functions of natural and managed drainageways, wetlands, floodplains, and flood management facilities, to protect health, safety, and property, provide water conveyance and storage, improve water quality, and maintain and enhance fish and wildlife habitat.

Policy 8.60   **Floodplain compliance**. Maintain compliance with federal and state floodplain-related requirements.

Water systems

The City works to provide reliable water service that meets or exceeds both customer and regulatory standards through sound business, management, and operational practices; appropriate application of innovation and technology; responsible stewardship of water infrastructure and fiscal and natural resources; and by supporting community objectives and overall vision for the City of Portland.

The policies below are intended to protect the quality of the water supply while delivering clean drinking water and meeting user needs.

Policy 8.61   **Primary supply source**. Protect the Bull Run watershed as the primary water supply source for Portland.

Policy 8.62   **Bull Run protection**. Maintain a source protection program and practices to safeguard the Bull Run watershed as a drinking water supply.

Policy 8.63   **Secondary supply sources**. Protect, improve, and maintain the Columbia South Shore wellfield groundwater system, the Powell Valley wellfield groundwater system, and any other alternative water sources designated as secondary water supplies.

Policy 8.64   **Groundwater wellfield protection**. Maintain a groundwater protection program and practices to safeguard the Columbia South Shore wellfield and the Powell Valley wellfield as drinking water supplies.

Policy 8.65   **Water quality**. Maintain compliance with state and federal drinking water quality regulations.

Policy 8.66   **Storage**. Provide sufficient in-city water storage capacity to serve designated land uses, meet demand fluctuations, maintain system pressure, and ensure supply reliability.

Policy 8.67   **Fire protection**. Provide adequate water facilities to serve the fire protection needs of all Portlanders and businesses.

Policy 8.68   **Water pressure**. Provide adequate water facilities to maintain water pressure in order to protect water quality and provide for the needs of customers.

Policy 8.69   **Water efficiency**. Reduce the need for additional water facility capacity and maintain compliance with state water resource regulations by encouraging efficient use of water by customers within the city.

Policy 8.70   **Service interruptions**. Maintain and improve water facilities to limit interruptions in water service to customers.

Policy 8.71   **Outside user contracts**. Coordinate long-term water supply planning and delivery with

outside-city water purveyors through long-term wholesale contracts.

Parks and recreation

The City of Portland manages more than 11,000 acres of developed parks and natural areas, as well as local and regional trails, the urban tree canopy, and the City of Portland's community gardens. It offers thousands of programs for all ages at its community centers, swimming pools, and other recreational facilities. Parks and natural areas give life and beauty to the city and are essential assets that connect people to place, self, and others. The following policies ensure this legacy is preserved for all Portlanders and future generations.

Policy 8.72   **Acquisition, development, and maintenance**. Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city's current and future population based on identified level-of-service standards and community needs.

Policy 8.73   **Service equity**. Invest in acquisition and development of parks and recreational facilities in areas where service-level deficiencies exist.

Policy 8.74   **Acquisition of surplus properties**. Evaluate opportunities to acquire and/or develop lands declared surplus by other public agencies, or offered as donation by private owners, if consistent with policies 8.72 and 8.73.

Policy 8.75   **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 8.76   **Park planning**. Improve parks, recreational facilities and natural areas in accordance with current master plans, management plans, or adopted strategies that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and community input.

Policy 8.77   **Public Trails**. Establish, improve, and maintain a citywide system of public trails that are a component of a larger network of bicycle and pedestrian facilities. This citywide trail system should connect Portland's neighborhoods, employment centers, schools, parks, natural areas, recreational facilities, commercial areas, regional trail system, and other key places that Portlanders access in their daily lives. See Figure 8-1. Citywide Trails Map.

Policy 8.78   **Trail and City Greenway coordination**. Coordinate the planning and improvement of trail and City Greenway systems.

Policy 8.79   **Natural resources**. Preserve, enhance, and manage City-owned natural areas and resources to protect and improve their ecological health, in accordance with both the natural area acquisition and restoration strategies, and to provide compatible public access.

Policy 8.80   **Recreational facilities**. Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.

Policy 8.81   **Special recreational facilities.** Establish and manage specialized recreational facilities within the park system to respond to identified public needs, take advantage of land assets, and meet cost recovery goals.

Policy 8.82   **Enterprise facilities**. Maintain special recreational facilities (such as for golf and motorsports) as enterprises to meet public needs and ensure maximum use and financial self-sufficiency.

Policy 8.83   **Public-private partnerships**. Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

Figure 8-1. Citywide Trails Map
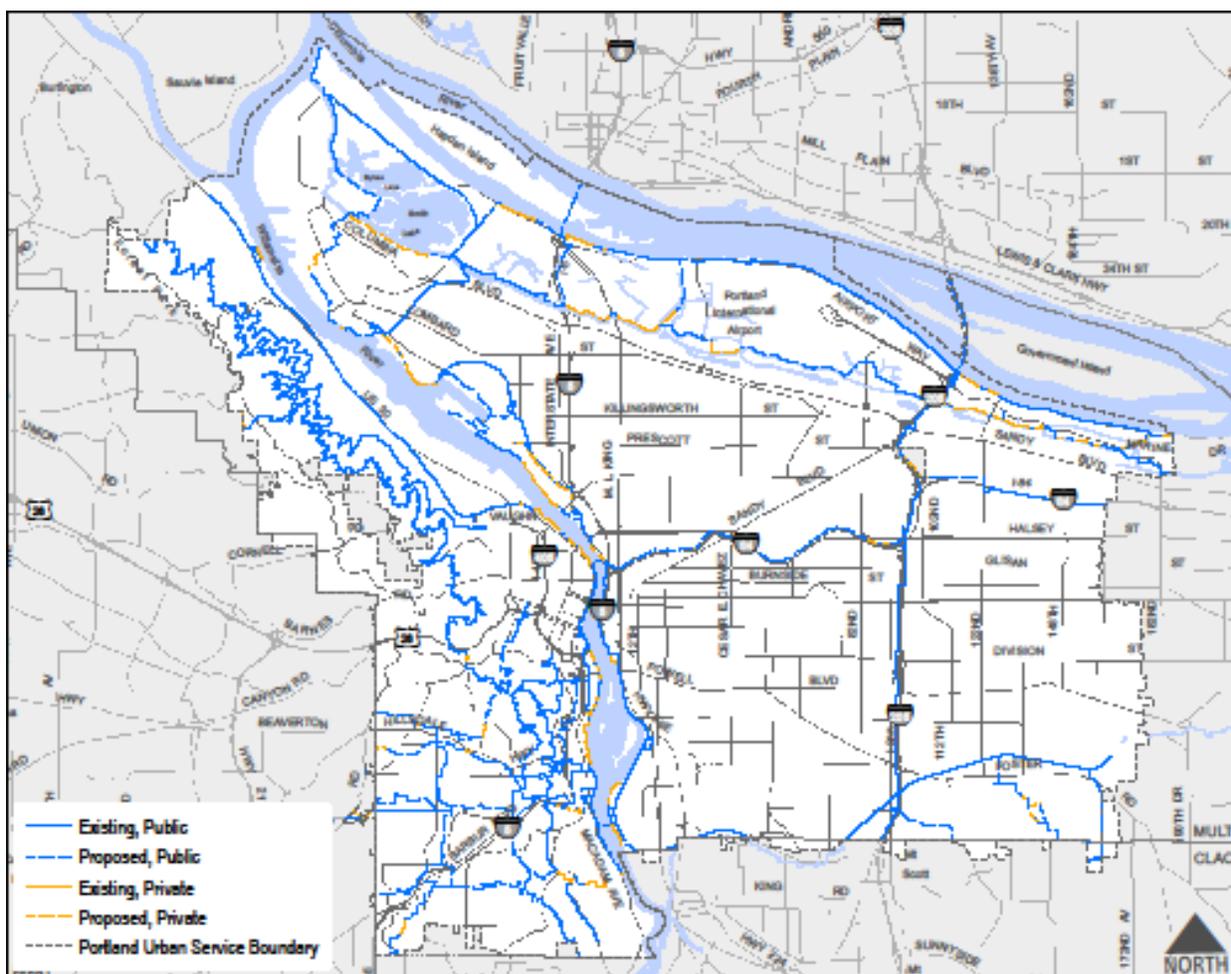
Public safety and emergency response

Coordinated, effective, and efficient public safety and emergency response services are essential for a safe and resilient city. They help the community prepare for and respond to medical and fire emergencies, hazards, and natural- and human-made disasters. The policies in this section reflect the variety of public safety and emergency response services provided by the City that must be maintained and enhanced as the city grows, including police, fire and rescue, emergency communications, and emergency management.

Policy 8.84   **Emergency preparedness, response, and recovery coordination**. Coordinate land use plans, programs and public facility investments between City bureaus, other public and jurisdictional agencies, community partners, and other emergency response providers, to ensure coordinated and comprehensive emergency and disaster preparedness, response, and recovery.

Policy 8.85   **Emergency management facilities**. Provide adequate public facilities – such as emergency coordination centers, communications infrastructure, and dispatch systems – to support emergency management, response and recovery.

Policy 8.86   **Police facilities**. Improve and maintain police facilities to allow police personnel to efficiently and effectively respond to public safety needs and serve designated land uses.

Policy 8.87   **Community safety centers**. Establish, coordinate, and co-locate public safety and other community services in Centers.

Policy 8.88   **Fire facilities**. Improve and maintain fire facilities to serve designated land uses, ensure equitable and reliable response, and provide fire and life safety protection that exceeds minimum established service levels.

Policy 8.89   **Mutual aid**. Maintain mutual aid coordination with regional emergency response providers as appropriate to protect life and ensure safety.

Policy 8.90   **Community preparedness**. Enhance community preparedness and capacity to prevent, withstand, and recover from emergencies and natural disasters through land use decisions and public facility investments.

Policy 8.91   **Continuity of operations**. Maintain and enhance the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services.

Solid waste management

Solid waste, composting, and recycling facilities and services are regulated and provided through a partnership between the City of Portland, Metro, franchised haulers and private companies. The following policy supports sustainable waste reduction, recovery, and management, and the use and reuse of materials prior to disposal. This policy 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.

Policy 8.92   **Waste management**. Ensure land use programs, rights-of-way regulations, and public facility investments allow the City to manage waste effectively and prioritize waste management in the following order: waste reduction, recycling, anaerobic digestion, composting, energy recovery, then landfill.

School facilities

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 school facility planning and siting. By encouraging school facilities to be multi-functional neighborhood anchors, designed and programmed to serve community members of all generations and abilities, these policies also help implement the concept of Portland as an age-friendly city.

Policy 8.93   **Co-location**. Encourage public school districts, Multnomah County, the City of Portland, and other providers to co-locate facilities and programs in ways that optimize service provision and intergenerational and intercultural use.

Policy 8.94   **Community use**. Encourage public use of public school grounds for community purposes while meeting educational and student safety needs and balancing impacts on surrounding neighborhoods.

Policy 8.95   **Recreational use**. Encourage publicly-available recreational amenities (e.g. athletic fields, green spaces, community gardens, and playgrounds) on public school grounds for public recreational use, particularly in neighborhoods with limited access to parks.

Policy 8.96   **Schools as emergency aid centers**. Encourage the use of school facilities as gathering and aid-distribution locations during natural disasters and other emergencies.

Policy 8.97   **Facility adaptability**. Ensure that public 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 8.98   **Leverage public investment**. Encourage City infrastructure investments that complement and leverage local public school districts' major capital investments.

Policy 8.99   **School access**. Encourage public school districts to consider the ability of students to safely walk and bike to school when making decisions about the site locations and attendance boundaries of schools.

Policy 8.100   **Private institutions.** Encourage collaboration with private schools and educational institutions to support community and recreational use of their facilities.

Technology and communications

Private utilities and companies provide technology and communication facilities and services to the general public. The City also provides specific technology and communications services to support City and partner agency service delivery. The City promotes access to affordable and reliable technology and communications for all Portlanders.

The policies in this section embrace innovation to ensure all Portlanders are able to access and benefit from emerging technologies and systems that have the potential to make Portland a cleaner, safer, and more efficient, resilient, and affordable city. This section acknowledges that information and technology services have become essential infrastructure, and supports investments and partnerships to keep Portland competitive and build on the City's tradition of open-source collaboration and innovation.

Policy 8.101   **Technology and communication systems**. Maintain and enhance the City's technology and communication facilities to ensure public safety, facilitate access to information, and maintain City operations.

Policy 8.102   **Capacity and reliability**. Encourage investments in technology and communication infrastructure to reduce disparities in capacity, access, and affordability and provide high-performance, reliable service for Portland's residents and businesses.

Energy infrastructure

Energy facilities and services in Portland are primarily provided by private utilities and companies. While the City of Portland does not directly provide energy facilities and services, it does promote efficient, sustainable, and resilient energy resources, production, distribution, and consumption. The following policies relate to energy infrastructure and support Oregon's Statewide Planning Goal 13 – Energy Conservation, which includes planning guidelines for renewable energy sources. They ensure that as the City makes land use decisions it removes barriers to promoting efficient and sustainable energy practices.

Policy 8.103   **Energy efficiency**. Encourage efficient and sustainable production and use of energy resources by residents and businesses, including low-carbon renewable energy sources and distributed generation, through land use plans, zoning, and other legislative land use decisions.

Policy 8.104   **Coordination**. Coordinate with energy providers to encourage investments that ensure reliable, equitable, efficient, and affordable energy for Portland's residents and businesses.

Chapter 9: Transportation

Excerpted from the Comprehensive Plan Goals & Policies.

Goals

Goal 9.A: Achieve multiple goals. Portland's transportation system is funded and maintained to achieve multiple goals and measureable outcomes for people and the environment. The transportation system is complete, interconnected, multimodal, and fulfills daily needs for people and business.

GOAL 9.B: Support great places. Portland's transportation system reinforces neighborhoods, placemaking, and quality of life for all Portlanders.

GOAL 9.C: Environmentally sustainable. The transportation system increasingly uses renewable energy, or electricity from renewable sources, achieves adopted carbon reduction targets, and contributes to the reduction of other air pollution, water pollution, noise, and Portlanders' reliance on private vehicles.

GOAL 9.D: Equitable transportation. The transportation system provides all Portlanders options to move about the city and meet their daily needs by using a variety of efficient, convenient, and affordable modes of transportation. Transportation investments are responsive to the distinct needs of each community.

GOAL 9.E: Positive health outcomes. The transportation system promotes positive health outcomes and minimizes negative impacts for all Portlanders by supporting active transportation, physical activity, and community and individual health.

GOAL 9.F: Opportunities for prosperity. The transportation system supports a strong and diverse economy, enhances the competitiveness of the city and region, and maintains Portland's role as a West Coast trade gateway and freight hub, by providing efficient and reliable goods movement, multimodal access to employment areas and educational institutions, as well as enhanced freight access to industrial areas and intermodal freight facilities. The transportation system helps people and business reduce spending and keep money in the local economy by providing affordable options to driving.

GOAL 9.G: Safety. Transportation safety contributes to a livable city that ensures that people of all ages and abilities feel comfortable and secure when they are using City streets. Human impact and economic costs are reduced by comprehensive efforts to improve traffic safety, including engineering, education, enforcement, and evaluation; moving toward zero traffic-related fatalities and serious injuries.

GOAL 9.H: Cost effective. The City analyzes and prioritizes capital and operating investments to cost effectively achieve the above goals while responsibly managing and protecting our past investment in existing assets.

Policies

Design and planning policies

The City of Portland's transportation system is a key public facility. The following policies describe what the transportation system is, what it does, and what factors to consider for how the overall system is used. Policies 8.1-8.51 in the Public Facilities chapter also apply to the need for quality facilities and services, multiple benefits, reliability, and creating a multi-purpose and safe right-of-way.

Policy 9.1   **Street design classifications**. Maintain and implement street design classifications consistent with land uses plans, environmental context, urban design pattern areas, and Urban Design Framework designations.

Policy 9.2   **Street policy classifications.** Maintain and implement street policy classifications for pedestrian, bicycle, transit, freight, emergency vehicle, and automotive movement, while considering access for all modes, connectivity, adjacent planned land uses, and state and regional requirements.

Policy 9.3   **Transportation System Plan.** Maintain and implement the Transportation System Plan (TSP) as the decision-making tool for transportation-related projects, policies, programs, and street design.

Policy 9.4   **Use of classifications.** Plan, develop, implement, and manage the transportation system in accordance with street design and policy classifications outlined in the Transportation System Plan.

Policy 9.5   **Mode share goals and VMT reduction.** Increase the share of trips made using active and low-carbon transportation modes and reduce vehicle miles traveled (VMT) to achieve targets set in the most current Climate Action Plan and Transportation System Plan. Meet or exceed Metro's mode share and VMT targets in Neighborhood Centers and 2040 Growth Concept areas.

Policy 9.6   Transportation hierarchy for people movement. Implement a hierarchy of modes for people movement by making transportation system decisions according to the following prioritization:
1. Walking
2. Cycling
3. Transit
4. Taxi / commercial transit / shared vehicles
5. Zero emission vehicles
6. Other private vehicles

When implementing the hierarchy, ensure:

● The needs and safety of each group of road users are considered, and changes do not make existing conditions worse for the most vulnerable users

higher on the hierarchy.
- All users' needs are balanced, and when necessary to ensure safety, accommodate some users on parallel streets as part of a multi-street corridors.
- Land use and system plans, network functionality for all modes, other street functions, and complete street policies, is maintained.
- Rationale is provided if modes lower in the hierarchy are prioritized.

Specific modal policies are found below in policies 9.18 to 9.41.

Policy 9.7   **Moving goods and delivering services.** Maintain efficient and reliable movement of goods and services as a critical transportation system function. Prioritize freight system reliability improvements over general motor vehicle mobility where there are solutions that distinctly address those different needs. Multimodal freight policies are found below in policies 9.31 to 9.39.

Policy 9.8   **Affordability.** Improve and maintain the transportation system to increase access to convenient and affordable transportation options for all Portlanders, especially those who have traditionally been under-served or have historically borne unequal burdens.

Policy 9.9   **Geographic policies.** Adopt geographically-specific policies in the Transportation System Plan, to ensure transportation infrastructure reflects the differing topography, historic character, natural features, economic needs, demographics, and land uses of each area. Use the Pattern Areas identified in Chapter 3 Urban Design as the basis for area policies.

Land Use, development, and placemaking

Land use patterns and connections among different land uses are key elements defining the form and character of places. In tandem with the Urban Form and Design and the Design and Development chapters, the policies in this section give direction for designing and building a transportation system that supports, complements, and meets the needs of different places. These policies acknowledge development adjacent to transportation as a critical component in shaping the future of Portland's public spaces and places.

Policy 9.10   **Land use and transportation coordination.** Implement the Comprehensive Plan Map and the Urban Design Framework though coordinated long-range transportation and land use planning. Ensure street policy and design classifications and land uses complement one another.

Policy 9.11   **Growth strategy.** Implement street design and policy classifications to support a Centers and Corridors growth strategy.

Policy 9.12   **Centers, Corridors and Transit Station Areas** Enhance design and transportation function of Town Centers, Neighborhood Centers, Neighborhood Corridors, Civic Corridors, Transit Station Areas, and Greenways as highlighted in Chapter 3, Urban

Form and Design.

Policy 9.13   **Development and street design.** Evaluate adjacent land use to help inform street classifications in framing, shaping, and activating the public space of streets. Guide development and land use to create the kinds of places and street environments intended for different types of streets.

Streets as public spaces

Streets, including sidewalks and planting strips, provide critical transportation and utility functions. In Portland, streets are the most abundant type of public space, occupying nearly 20 percent of land area in the city. The following policies support community desire to expand the use of streets beyond their transportation functions. See the Public Facilities and Design and Development chapters for further use and streetscape policies.

Policy 9.14   **Streets for transportation and public spaces.** Integrate both the placemaking and transportation functions when designing and managing streets by encouraging design, development, and operation of streets to enhance opportunities for them to serve as places for community interaction, environmental function, open space, recreation, and other community purposes.

Policy 9.15   **Repurposing street space.** Encourage repurposing street segments that are not critical for transportation connectivity to other community purposes.

Policy 9.16   **Design with nature.** Promote street alignments and designs that respond to topography and natural features, when feasible, and protect streams, habitat, and native trees.

Policy 9.17   **Street views.** Maintain public views of prominent landmarks and buildings that serve as visual focal points within streets or that terminate views at the end of streets.

Modal policies

Portland is committed to providing a multimodal transportation system that provides affordable and convenient travel options within the city, region, and outside the Metro area. Because trips are made for different reasons, they vary in length and type of vehicle (mode) needed to make them. Different modes create different kinds of impacts — on neighborhood livability and carbon emissions, for example. These policies recognize that some modes are more appropriate than others for different types of trips.

Policy 9.18   **Pedestrian transportation**. Encourage walking as the most attractive mode of transportation for most short trips, within and to centers, corridors, and major destinations, and as a means for accessing transit.

Policy 9.19   **Pedestrian networks.** Create more complete networks of pedestrian facilities and improve the quality of the pedestrian environment.

Policy 9.20   **Pedestrian safety and accessibility.** Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities.

Policy 9.21   **Bicycle transportation**. Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.

Policy 9.22   **Accessible bicycle system.** Create a bicycle transportation system that is safe, comfortable and accessible to people of all ages and abilities.

Policy 9.23   **Bicycle classifications.** Develop and implement classifications that emphasize the movement of bicycles on a citywide network of designated streets that safely and efficiently provides access to the Central City, Gateway, Town Centers, and Neighborhood Centers.

Policy 9.24   **Public transportation**. Coordinate with public transit agencies to create conditions that make transit the preferred mode of travel for trips that are not made by walking or bicycling.

Policy 9.25   **Transportation to job centers.** Encourage transit as the preferred transportation mode for people travelling to and from the Central City and Gateway. Enhance regional access to the Central City and access from Portland other regional job centers.

Policy 9.26   **Transit service.** In partnership with Trimet, develop a public transportation system that conveniently, safely, comfortably, and equitably serves residents and workers 24 hours a day, 7 days a week.

Policy 9.27   **Transit equity.** In partnership with Trimet, maintain and expand high-quality frequent transit service to all Town Centers, Civic Corridors, Neighborhood Centers, Neighborhood Corridors, and other major concentrations of employment, and improve service to areas with high concentrations of poverty and historically under-served and under-represented communities.

Policy 9.28   **Prosperity and growth.** In partnership with Trimet**,** maintain and expand Portland Streetcar, enhanced frequent service bus, and bus rapid transit to better serve Civic Corridors with the highest intensity of potential employment and household growth. Use transit investments as a means to shape the city's growth.

Policy 9.29   **Intercity passenger service**. Coordinate planning and project development to expand intercity passenger transportation services in the Willamette Valley, and from Portland to Seattle and Vancouver BC.

Policy 9.30   **Regional trafficways and transitways**. Enhance capacity of regional transitways and existing regional trafficways to accommodate future increases in regional through-traffic in Portland.

Policy 9.31   **Multimodal goods movement.** Develop, maintain and enhance a multimodal freight transportation system for the safe, reliable, sustainable and efficient movement of goods within and through the city. Ensure the transportation system supports traded sector economic development plans and full utilization of prime industrial land use.

Policy 9.32   **Multimodal system and hub.** Maintain Portland's role as a multimodal hub for global and regional goods movement. Enhance Portland's network of multimodal freight corridors to

Policy 9.33   **Freight network.** Develop, manage, and maintain a safe, efficient, and reliable freight street network to provide freight access to and from intermodal freight facilities, industrial and commercial districts, and the regional transportation system. Invest to accommodate forecast growth of interregional freight volumes and access in truck, marine, rail, and air transportation systems.

Policy 9.34   **Sustainable freight system.** Support the efficient delivery of goods and services to businesses and neighborhoods while also reducing environmental and neighborhood impacts. Encourage the use of energy efficient and clean delivery vehicles, and manage on- and off-street loading spaces to ensure adequate access for deliveries to businesses while maintaining access to homes and businesses.

Policy 9.35   **Freight rail network.** Coordinate with stakeholders and regional partners to support continued reinvestment in, and modernization of, the freight rail network.

Policy 9.36   **Portland Harbor.** Coordinate with the Port of Portland, private stakeholders, and regional partners to improve and maintain access to marine terminals and related river-dependent uses in Portland Harbor.
                    9.36.a Support continued reinvestment in, and modernization of, marine terminals in Portland Harbor.
                    9.36.b Facilitate continued maintenance of the shipping channels in Portland Harbor and the Columbia River.
                    9.36.c Support shifting more long-distance, high-volume goods movement to river and oceangoing ships and rail.

Policy 9.37   **Portland International Airport.** Maintain the Portland International Airport as an important regional, national, and international transportation hub serving the bi-state economy.

Policy 9.38   **Portland Heliport.** Maintain Portland's heliport functionality in the Central City.

Policy 9.39   **Automobile transportation.** Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles traveled (VMT) and reducing negative impacts of the private automobile on the environment and human health.

Policy 9.40   **Automobile efficiency.** Coordinate land use and transportation plans and programs with other public and private stakeholders to encourage vehicle technology innovation, shifts toward electric and other cleaner more energy efficient vehicles and fuels, integration of smart vehicle technology with intelligent transportation systems, and greater use of options such as car-share, carpool, and taxi.

Policy 9.41   **Emergency response**. Maintain a network of accessible emergency response streets to

facilitate safe and expedient emergency response and evacuation. Ensure that police, fire, ambulance, and other emergency providers can reach their destinations in a timely fashion, without negatively impacting traffic calming and other measures intended to reduce crashes and improve safety.

System management

Portland's transportation system is an integrated network of roads, rails, sidewalks, bicycle paths, and other facilities within and through the city. These modal networks intersect and are often located within the same right-of-way. These policies provide direction to manage the system in ways that:

- Allow different modes to interact safely.
- Maximize the capacity of the existing network.
- Identify where additional capacity might be needed.

Also see Policy 8.42 in the Public Facilities chapter.

Policy 9.42   **System management**. Give preference to transportation improvements that use existing roadway capacity efficiently and that improve the safety of the system for all users.

Policy 9.43   **Traffic management**. Evaluate and encourage traffic speed and volume to be consistent with street classifications and desired land uses to improve safety, preserve and enhance neighborhood livability, and meet system goals through a combination of enforcement, engineering, and education efforts to calm vehicle traffic.

Policy 9.44   **Connectivity**. Establish an interconnected, multimodal transportation system to serve centers and other 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 and prioritize access to specific places by certain modes in accord with the transportation hierarchy.

Policy 9.45   **Technology.** Encourage the use of emerging technology, vehicle technology, and parking technology to improve real-time management of the transportation network and to manage and allocate parking supply and demand.

Policy 9.46   **Performance measures.** Establish multimodal performance measures to evaluate and monitor the adequacy of transportation services. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.

Policy 9.47   **Regional congestion management**. Coordinate with Metro to create a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system.

Parking management

Vibrant urban places link people and activity. As Portland grows, we must manage both the demand and supply of parking. Providing too much parking can lead to inefficient land use patterns and sprawl. Insufficient parking can affect neighborhood livability and economic vitality. These policies provide guidance to manage parking demand and supply to meet a variety of public objectives, including achieving compact walkable communities, reducing overall vehicle use, enhancing livability, reducing pollution, and expanding economic opportunity.

Policy 9.48   **Parking management.** Manage parking supply to achieve transportation policy objectives for neighborhood livability, safety, business district vitality, vehicle miles traveled (VMT) reduction, and improved air quality.

Policy 9.49   **Central City, centers and corridors parking.** Limit the growth of off-street parking spaces and manage supply and demand for, parking, loading, and unloading in the public right-of-way in the Central City, Gateway, Town Centers, and Station Areas.

Policy 9.50   **On-street parking.** Manage parking and loading demand, supply, and operations in the public right of way to encourage safety, economic vitality, and livability. Recognize the curb zone is a public space, and as such, a physical and spatial asset that has value and cost. Allocate and manage on-street parking and loading within the curb zone in a manner that achieves the highest and best use of this public space in support of broad City policy goals and local land use context.

Policy 9.51   **Off-street parking.** Limit the development of new parking spaces to achieve land use, transportation and environmental goals. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Utilize the shared use of parking, transportation demand management and pricing in areas with high parking demand.

Policy 9.52   **Share space and resources.** Encourage the shared use of parking and vehicles to maximize the efficient use of limited urban space.

Policy 9.53   **Bicycle parking.** Promote the development of new bicycle parking facilities including dedicated bike parking in the public right-of-way. Provide sufficient bicycle parking at High-Capacity Transit stations to enhance bicycle connection opportunities.

Finance, programs, and coordination

Programs and funding are required to build and maintain the transportation system, and they are necessary to help decide what projects to build. They also provide public information about what facilities are available and how they can be used. Agencies outside of the City also own and operate facilities in the city and provide funding for new facilities. These policies address essential funding and coordination opportunities with other agencies as well outreach and education programming.

Policy 9.54   **Coordination**. Coordinate with 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 9.55   **Education and encouragement.** Create, maintain, and coordinate educational and encouragement programs that support multimodal transportation and that emphasize safety for all modes of transportation. Ensure these programs are accessible to underserved and under-represented populations.

Policy 9.56   **Transportation Demand Management (TDM).** Create and maintain Transportation Demand Management (TDM), programs that increase the modal share of walking, bicycle, and transit trips. Integrate TDM with other programs, including parking management.

Policy 9.57.   **Telecommuting.** Promote telecommuting and the use of communications technology to reduce travel demand.

Policy 9.58   **Project selection criteria.** Establish transportation project selection criteria consistent with goals 9A through 9H, to cost effectively achieve access, place making, sustainability, equity, health, prosperity and safety goals. Coordinate transportation project selection with other capital planning programs impacted by work in the public right of way, including sewer and water utilities.

Policy 9.59   **Funding.** Encourage the development of a range of stable transportation funding sources that provide adequate resources to build an equitable and sustainable transportation system.