

Chapter 1

Infrastructure Planning and Coordination

Public Facility Provision in Portland

The City of Portland is the primary urban public facility and service provider for water, sewer, stormwater, transportation, civic, parks and recreation within its municipal boundaries. The City of Portland provides these facilities and services to protect the health and safety of Portlanders, safeguard the natural environment, and support economic prosperity. To meet these goals, the City of Portland's infrastructure bureaus steward public investments in these public facilities systems.

A variety of other public agencies work in partnership with the City to provide complementary infrastructure necessary to provide these systems to all Portlanders. The role of these agencies is discussed in greater detail in the relevant system-specific chapters of this plan. For example, drainage districts provide flood management (see Chapter 6); the Rockwood PUD provides water service to portions of east Portland (see Chapter 7); TriMet provides much of the City's public transportation system; the Port of Portland provides air and marine transportation; and Metro provides regional parks (see Chapter 9).

In addition, non-City agencies and companies provide the entirety of public facilities for public education; energy; waste; telecommunications; library; public health; and justice services:

- Public education is provided by Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale School Districts, as well as public colleges and universities. The City partners with school districts on related school facility planning and siting.
- Solid waste, composting, and recycling are provided by Metro, the City and private companies. Metro is the regional solid waste authority, charged with ensuring that the region's solid waste is managed in a manner that protects public health and safety and safeguards the environment. The City partners with Metro and supports Metro's work to ensure sound landfill management. The City regulates collection and hauling; Metro regulates facilities and operates transfer stations; and private companies collect, transfer, process, and dispose of solid waste, compost, and recycling.
- Energy and communications are provided by private utilities and companies. Telephone and communications service is provided by Qwest, Comcast, Verizon, and various wireless providers. Gas and electricity are provided by Northwest Natural, Pacific Power, Portland General Electric, and various small fuel oil companies.
- Libraries are provided by Multnomah County.
- Public health, human services, and justice services are primarily provided by Multnomah County and the State of Oregon.

The City has an interest in coordinating with these agencies and companies to ensure adequate service provision to current and future Portlanders. Additionally, the City plays a role in regulating the siting of, licensing, and/or franchising of some of these facilities.

The Citywide Systems Plan

The Citywide Systems Plan (CSP) is a coordinated 20-year plan for the City of Portland's municipal infrastructure systems, including transportation, water, stormwater, sewer, parks and natural areas, and other publicly owned facilities and systems. Many of these systems are supplemented by public facilities that are owned and managed by other public agencies, nonprofit organizations, and private entities. The CSP acknowledges these critical relationships but only describes and plans for City systems.

The Citywide Systems Plan represents a significant update to the 1989 Public Facilities Plan to reflect updated regional and local planning and practices. It serves as a long-range, coordinated plan to guide future public infrastructure investments. Portions of the plan – including Citywide, Bureau of Environmental Services, Portland Water Bureau, and Portland Bureau of Transportation chapters - serve as the City's state-mandated public facilities plan, as required by Oregon Planning Goal 11: Public Facilities and Oregon Revised Statute 197.

However, the CSP goes beyond the State planning requirements and includes a more coordinated and comprehensive look at the City's infrastructure based on community values and best practices. To this end, the CSP includes chapters related to parks and recreation and other essential facilities, such as technology and civic assets. The CSP recognizes the critical roles these systems play in meeting the needs of Portlanders and supporting the overall mission of the City of Portland.

The 1989 Public Facilities Plan and the list of significant projects intended to implement the plan are outdated. City infrastructure bureaus have completed a number of facilities plans that have not been included in a citywide public facilities plan. The CSP incorporates these updated plans, improves coordination between infrastructure planning efforts, and considers the community's infrastructure priorities in a consistently manner.

The CSP reflects a number of significant changes since the 1989 Public Facilities Plan in the internal and external conditions surrounding local capital planning, including:

- The City of Portland has grown significantly, adding over 155,000 residents between 1990 and 2011. By 2035, the city is expected to grow by approximately 260,000 people (123,000 households) and 142,000 new jobs.
- The Portland metropolitan region – of which the City of Portland is the employment, housing, and transportation center – has grown by over 1 million people.
- The planning area for the City of Portland changed significantly with the annexation of the Pleasant Valley area. A public facilities plan for Pleasant Valley was completed, but was not integrated into a citywide public facilities plan.
- Metro completed the Region 2040 Growth Concept and the Urban Growth Management Functional Plan, which provide long-term guidance for future growth and development.
- City priorities have shifted and now include the need to:
 - Address aging infrastructure;
 - Improve equity and address service deficiencies;

- Focus growth in centers and corridors;
 - Support economic development and household prosperity;
 - Incorporate sustainable development; green infrastructure; and the protection, restoration, and management of natural systems;
 - Build resilience to natural hazards, manmade disasters, and a changing climate through carbon emission reductions, natural hazard mitigation, and preparation;
 - Meet new and expanded State and federal regulations; and
 - Foster inter-bureau collaboration.
- The Portland Plan, adopted in 2012, provides a strategic framework for both the City's short-term actions and long-range goals and policies, focused around priorities of equity, prosperity, health and education.
 - The City has advanced its asset management practices, providing more comprehensive and detailed information about the investments needed to provide and maintain infrastructure services.
 - The City recognizes the value of green infrastructure and natural system approaches that can improve infrastructure performance and reduce costs while also improving neighborhood livability and watershed health.
 - Analytical tools and technology are vastly different: Metro now provides a centralized data resource; the City has a demographer on staff; and GIS, computer modeling, and other technologies allow for fundamentally new analysis and exploration of data.

Purpose and Objectives

The Citywide Systems Plan has been developed to meet a number of objectives. It is intended to:

- Guide and coordinate future public infrastructure investments to maintain existing systems, resolve existing deficiencies, serve new residential and employment growth, and meet long-term infrastructure needs.
- Reflect current practices and policies, as expressed in the Comprehensive Plan and system-specific plans.
- Meet State planning requirements under the growth management act.
- Incorporate and respond to the community vision and goals highlighted in visionPDX and the Portland Plan.
- Provide policy recommendations and a list of significant projects for the Comprehensive Plan.

Meeting Growth Management Planning Requirements

The Citywide Systems Plan responds to State, regional, and local growth management and infrastructure planning requirements as well as community objectives. An update of the 1989 Public Facilities Plan is necessary to meet these planning requirements and accurately reflect community values and goals.

State Planning Requirements

Comprehensive Planning

In 1973, Oregon adopted Senate Bill 100 establishing a statewide land use planning program to “provide for the protection of farm and forest lands, conservation of natural resources, orderly and efficient development, coordination among local governments, and citizen involvement”. “The program affords all Oregonians predictability and sustainability to the development process by allocating land for industrial, commercial, and housing development, as well as transportation and agriculture.” Oregon’s land use program is administered at the State level by the Department of Land Conservation and Development (DLCD) and is guided by the Land Conservation and Development Commission (LCDC), a volunteer citizen board.

Under the program, all cities and counties in Oregon are required to create, adopt, and implement local comprehensive plans to guide growth and development, and to protect resources within their jurisdictions. These plans must meet mandatory State standards included in the 19 Statewide Planning Goals, which address land use, development, housing, transportation, and conservation of natural resources.

History of Portland’s Comprehensive Plan

The City of Portland adopted its first Comprehensive Plan in October 1980, after significant public input and planning. The Plan has been amended many times since. Portland’s Comprehensive Plan includes three primary elements: a set of goals and policies that apply to the entire city; a list of significant public facility projects; and a set of mapped features. These features include land use designations, street classifications, the city limits, and the urban service boundary.

Since the Comprehensive Plan’s adoption in October 1980, all of City Goal 6 (Transportation) and parts of City Goal 11 (Public Facilities) have been amended. The Transportation Goal received major revisions in 1992, 1996 and 2002. In October 2004, the Transportation System Plan received a technical update. The Public Facilities Goal was amended with an urban services study (1983) and transportation policy updates (1996 and 2002).

The City’s List of Significant Projects was adopted with the completion of the City’s first Citywide Systems Plan in 1989. It has been amended by subsequent updates of the Transportation System Plan and by updates to the sanitary sewer element in 2011.

In 2009, the City began the first major update to the Comprehensive Plan since it was adopted in 1980. The Working Draft Part 1 of the update, released for public review in January 2013, included draft goals and policies for public facilities and transportation. The Working Draft Part 2, released for public review in October 2013, included an initial draft of the Citywide Systems Plan as well as the Map App, an interactive online mapping tool that illustrated existing conditions and potential planning and investment options. A Proposed Draft of the full Comprehensive Plan update was published for legislative review in July 2014.

Public Facilities Planning

The State of Oregon's Growth Management Act requires cities and counties to develop and implement public facilities plans. At a minimum, the public facilities plan (PFP) must describe transportation, water, sewer, and stormwater facilities needed to support the land uses designated in the acknowledged Comprehensive Plan. Public facilities plans typically have a 20-year time horizon and help to identify capital improvement projects (5-year horizon) and capital budgets (1-year horizon).

State requirements for public facilities plans are found in Statewide Goal 11: Public Facilities, Oregon Statute 197 and Oregon Administrative Rule 660. To meet these State requirements, the Citywide Systems Plan, which will serve as the City of Portland's public facilities plan, includes:

- An inventory and general assessment of the conditions of all of the significant public facility systems which support the land uses in the acknowledged comprehensive plan;
- A list of significant public facilities to support the land uses designated in the acknowledged comprehensive plan;
- Rough cost estimates of each public facility project;
- A map or written description of each public facility project's general location or service area;
- Policy statements or urban growth management agreements identifying the provider of each public facility system;
- An estimate of when each facility will be needed; and
- An assessment of the financial capacity of the City to complete needed infrastructure improvements and a discussion of existing and potential funding mechanisms. '

DLCD evaluates public facilities plans for inclusion of required elements; whether the plan contains all agreements (urban growth management, any special districts, or State agency coordination); and whether the public facilities plan is consistent with the acknowledged Comprehensive Plan, the Metro Functional Plan, and statewide planning goals.

The Public Facilities Plan (PFP) is a support document to a comprehensive plan. Some elements of a PFP must be adopted as part of the City's Comprehensive Plan. These elements are:

- A list of significant projects;
- A map or written description of the project locations or service areas; and
- Policies or urban growth management agreement(s) designating the provider of each public facility system.

The Citywide Systems Plan as Portland's Public Facilities Plan

For this update, the City of Portland has chosen to develop this Citywide Systems Plan, which serves the same long-range purpose as a public facilities plan. The term "public facilities plan" is found in State administrative rules, Portland's previous plans, and planning literature generally. This Citywide Systems Plan represents a more comprehensive and holistic view of the City's infrastructure service delivery.

While it has been developed to meet the State requirements for public facility plans as described in the previous section, it also includes system planning that extends beyond that mandate.

For example, the Citywide Systems Plan includes facility plans for parks, recreation, and other essential facilities; addresses maintenance needs; and includes programmatic investments that are key to meeting service demands. Where applicable, the Citywide Systems Plan identifies these non-required components. The City has included these additional components in the interest of comprehensive infrastructure planning and in support of City and applicable State goals. The City does not intend for these components to be reviewed for compliance with Oregon Statute 197 or Oregon Administrative Rule 660.

Regional Plans and Requirements

In addition to complying with State planning requirements, many infrastructure systems also look to Metro, the area's regional government, for planning guidance. The following plans have major impacts on planning for the City's infrastructure:

2040 Growth Concept and the Urban Growth Management Functional Plan

The 2040 Growth Concept, adopted by the Metro Council, provides a long-range plan for the future growth and development of the Portland metropolitan region. It is based on a set of shared regional values, including thriving neighborhoods and communities; abundant economic opportunity; clean air and water; protecting streams and rivers; preserving farms and forestland; access to nature; and a sense of place. The Growth Management Functional Plan provides tools that help meet goals in the 2040 Growth Concept.

Regional Transportation Plan

Metro's adopted Regional Transportation Plan (RTP) shapes future planning to protect the livability of the region's communities and sustain the region's well-being and economic prosperity. The Plan is intended to advance regional policies, public priorities, and local efforts to implement the 2040 Growth Concept to keep the region a great place to live and work for everyone.¹ The City of Portland's Transportation System Plan, which serves as the transportation component of this plan, will be updated as part of the Comprehensive Plan Update process to be consistent with the RTP.

Community Investment Strategy

Metro's Community Investment Strategy (2010) recommends both public and private investments necessary to maintain prosperity, sustainability and equity in the Portland metropolitan region. It is based on an assessment of the region's urban growth boundary. The Community Investment Strategy supports investments within existing communities to promote economic development, protect natural areas, and

¹ Metro. "2035 Regional Transportation System Plan Update". <http://www.metro-region.org/index.cfm/go/by.web/id=25038>

improve livability. More specifically, it recommends continued investments in the region's centers and corridors and regional collaboration to identify and address critical infrastructure gaps.

The Intertwine

The City of Portland is one of over 100 regional public, private, and non-profit partners in the Intertwine Alliance. The Intertwine provides a vision, objectives, and a plan for an “exceptional, multi-jurisdictional, interconnected system of neighborhood, community and regional parks, natural areas, trails, open spaces, and recreation opportunities” in the Portland metropolitan region. Chapter 9: Parks and Recreation includes information and investments related to the City of Portland's park, natural area, and trail components of this regional network.

Local Plans

The Portland Plan

The Portland Plan, adopted in 2012, set four shared priorities – prosperity, education, health, and equity – to guide the actions of the City and other government agencies in Portland over the next 25 years. The Comprehensive Plan is one of a set of important tools for implementing the Portland Plan priorities and guiding policies.

According to The Portland Plan, “For Portland to be prosperous, educated, healthy and equitable, quality, reliable basic services must be provided for all.” The Citywide System Plan supports this goal and continues the integration of the Portland Plan's strategic priorities and guiding policies. The four shared priorities, and their implications for infrastructure planning and future investment, are discussed in Chapter 3: Guiding Principles. The legacy of these priorities and policies can also be seen in the goals and policies included in Chapter 5.

City of Portland and Multnomah County Climate Action Plan and Climate Change Preparation Strategy

Portland's Climate Action Plan is a strategy to put Portland and Multnomah County on a path to achieve a 40 percent reduction in carbon emissions by 2030 and an 80 percent reduction by 2050 (compared to 1990 levels). The plan builds upon a legacy of forward-thinking climate protection initiatives that have resulted in significant total and per person reductions in local carbon emissions. The Climate Action Plan identifies several 2030 objectives and near-term carbon reducing actions in a variety of areas that are relevant to the Citywide Systems Plan, including energy, land use, transportation, and natural systems. The Climate Change Preparation Strategy focuses on understanding how climate affects the community today and how those impacts are expected to change in the coming century. In addition to identifying vulnerabilities and risks, the strategy outlines key objectives and actions to build resiliency to heat, drought, wildfire, floods, and landslides into the City's everyday operations, services, and built and natural infrastructure.

Transportation System Plan

The Transportation System Plan (TSP) is Portland's long-range plan to guide transportation investments. The TSP meets State and regional planning requirements and addresses local transportation needs for cost-effective street, transit, freight, bicycle, and pedestrian improvements. The Plan provides transportation choices for residents, employees, visitors, and firms doing business in Portland, making it more convenient to walk, bicycle, take transit, and drive less to meet their daily needs. The TSP provides a balanced transportation system to support neighborhood livability and economic development.

The Transportation System Plan is being updated to reflect the Comprehensive Plan Update and the update of the Regional Transportation Plan. The TSP serves as the transportation component of the Citywide Systems Plan, as authorized in State public facility planning statutes (OAR 660-011 and ORS Chapter 197).

Portland Watershed Management Plan

In 2006, Portland City Council adopted the Portland Watershed Management Plan (PWMP) in order to focus efforts to protect and restore Portland's natural systems while also addressing relevant environmental regulations. The PWMP is a citywide plan that lays out an integrated, system-wide approach to improving watershed health. Although the Bureau of Environmental Services is the lead implementation bureau, the PWMP relies on and informs projects and programs of other bureaus and relates to many infrastructure investments.

Other City and Agency Plans

The Citywide Systems Plan (CSP) draws from other plans and policies created and adopted by the City's planning and infrastructure bureaus and by agency partners. Individual bureau or asset plans form the foundation of the CSP. In many cases, these plans provide more detailed information regarding infrastructure needs and investment strategies. Area and neighborhood plans, developed through partnerships between the City and local neighborhood associations, organizations, and community members, identify community needs and desired improvements for consideration in long-term infrastructure plans.

With the exception of the Transportation System Plan, discussed above, referenced bureau and agency plans are not adopted as part of the CSP or the Comprehensive Plan. A list of supporting plans and reports can be found in Appendix C.

Process and Public Involvement

Periodic Review Work Program

Portland is updating its Comprehensive Plan, as required by the State of Oregon, through a process called "periodic review." According to the state, the fundamental purpose of periodic review is to ensure local comprehensive plans are:

- Updated to respond to changes in local, regional, and State conditions;

- Coordinated with other comprehensive plans and investments; and
- In compliance with the statewide planning goals, statutes, and rules.

The Bureau of Planning and Sustainability developed a work plan for this update that has been approved by City Council and the Oregon Department of Land Conservation and Development (DLCD). The work plan includes the following tasks:

- Task 1: Community Engagement: Providing open and meaningful opportunities for individuals and organizations to effectively influence the Comprehensive Plan update.
- Task 2: Inventory and Analysis: Conducting research and analysis necessary to provide a solid factual base for the Comprehensive Plan update.
- Task 3: Consideration of Alternatives: Exploring the social, economic, environmental, and energy implications of alternative patterns of development.
- Task 4: Policy Choices: Considering and making a variety of policy choices.
- Task 5: Implementation: Identifying and developing implementation measures necessary to carry out the policy choices.

The Citywide Systems Plan is a component of Task 4 and builds on the work completed in Tasks 1 through 3.

Interbureau Coordination

The Citywide Systems Plan was developed by the Citywide Systems Team. The Citywide Systems Team is an interbureau working group comprised of representatives from the Bureau of Environmental Services, Bureau of Transportation, Portland Water Bureau, Portland Parks & Recreation, Office of Management and Finance, and Bureau of Planning and Sustainability. The group is overseen by these bureaus' directors and convened by the Bureau of Planning and Sustainability.

Community Involvement

Development of the Citywide Systems Plan draws on multiple other planning processes that were completed in coordination with the community including:

- The work of Comprehensive Plan Update **Policy Expert Groups**, composed of community and government representatives, who developed, reviewed and provided comments to City staff on policy directions for the Comprehensive Plan Update.
- The **Working Draft Part 1** of the Comprehensive Plan Update, which focused extensively on the draft goals and policies that shape this Plan. These draft goals and policies are included in Chapter 5.
- The **Working Draft Part 2** of the Comprehensive Plan Update, which provided an opportunity for public review of the Citywide Systems Plan and the infrastructure investment strategy.
- The **Portland Plan**, which set strategic priorities and guiding policies that provide a framework for the investments included in this Plan. The Portland Plan was developed in partnership with Portland agencies and institutions, community members, and businesses.

- Various **bureau and agency plans** including Parks 2020, the Portland Watershed Management Plan, and the Transportation System Plan. Many of these plans were developed in consultation with the community.
- The City's **annual budget process** and Budget Advisory Committees, which involve community members in shaping the City's Capital Improvement Plan, which is reflected in the CSP's investment strategy.

In addition, development of the Citywide Systems Plan has offered various opportunities for direct public review and input. These opportunities included:

- **Online and mail comment options:** Both email and mail comment options were available so residents, businesses, agency partners and organizations could submit comments on the draft Comprehensive Plan Update.
- **An online Map App:** The investment strategies outlined in this plan were included as map layers in the Comprehensive Plan Update's online Map App. The Map App was an interactive online tool that allowed community members, business owners, agency representatives, and other interested people to compare infrastructure needs and investments with potential areas of growth, demographic information, and other policy choices to identify and prioritize investment needs. Visitors to the Map App were able to view the maps, combine map layers, see areas of concern or change, make comments, and view comments from others.
- **Community events:** Staff attended 98 workshops, meetings, and other community events during the three-month comment period, with approximately 1,950 people attending the sessions. These events included:
 - Fifty-one community meetings, where organizations invited staff to introduce and engage members with tools and products like the Citywide Systems Plan, Map App, and the Companion Guide. Many of these meetings were tailored to specific group interests or geographies.
 - Thirty-three training events, where staff primarily focused going through the Map App and the Companion Guide.
 - Three information sessions hosted by the Bureau of Planning and Sustainability, held in downtown and in East Portland.
 - Three District Mapping Conversations, held in West, East, and North Portland, involving interactive discussions focused on specific issues and questions facing those districts.
 - Three community events where staff set up tables and talked to the public in North Portland, East Portland, and Downtown.

During review of the Working Draft (fall 2013), the Bureau of Planning and Sustainability received over 1100 comments through the outreach methods described above. Over 725 of these comments related specifically to infrastructure or to the Citywide Systems Plan. The Citywide Systems Plan has been updated to reflect community conversations that occurred as part of the Comprehensive Plan Update, including Policy Expert Group discussions, public workshops and comments from individuals, associations, businesses, and agencies.