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

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, safe, and healthy physical space for movement and travel, public and private utilities, and other appropriate public functions and uses.

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 Portland residences, businesses, and institutions 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.
Chapter 5. Goals & Policies

Policies

Service provision and urbanization

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.

The Portland Comprehensive Plan addresses three distinct types of land: rural, urbanizable, and urban. Some rural land is within the City Limits, having been annexed prior to establishment of the Regional Urban Growth Boundary. This land must maintain its rural character, and public facilities and services in this area should be planned accordingly. Urbanizable land is beyond the City Limits, within the Regional Urban Growth Boundary and within the City’s Urban Services Boundary. Urbanizable land will eventually be annexed to the City of Portland, and full urban services may then be extended. Urban land is within the City Limits, the Regional Urban Growth Boundary, and the City’s Urban Services Boundary.

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 Rural, urbanizable, and urban public facility needs. Recognize the different public facility needs in rural, urbanizable and urban land as defined by the Regional Urban Growth Boundary, the City Urban Services Boundary, and the City Boundaries of Municipal Incorporation. See Figure 8-1 — Urban, Urbanizable, and Rural Lands.

Policy 8.3 Urban service delivery. Provide the following public facilities and services at urban levels of service to urban lands within the City’s boundaries of incorporation:

- Public rights-of-way, 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 8.4 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.
Policy 8.5 Planning service delivery. Provide planning, zoning, building, and subdivision control services within the boundaries of incorporation, and as otherwise provided by intergovernmental agreement within the City’s Urban Services Boundary.

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 8.6 Interagency coordination. Maintain interagency coordination agreements with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary to ensure effective and efficient service delivery. See Policy 8.3 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, protection, 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, park, trail, and recreational facilities.

Policy 8.7 Outside contracts. Coordinate with jurisdictions and agencies outside of Portland where the City provides services under agreement.

Policy 8.8 Public service coordination. Coordinate with the planning efforts of agencies providing public education, public health services, community centers, urban forest management, library services, justice services, energy, and technology and communications services.
Policy 8.9 **Internal coordination.** Coordinate planning and provision of public facilities and services, including land acquisition, among City agencies, including internal service bureaus.

Policy 8.10 **Co-location.** Encourage co-location of public facilities and services across providers where co-location improves service delivery efficiency and access for historically under-represented and under-served communities.

Service extension

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

Policy 8.11 **Annexation.** Require annexation of unincorporated urbanizable areas within the City’s Urban Services Boundary as a prerequisite to receive urban services.

Policy 8.12 **Feasibility of service.** Evaluate the physical feasibility and cost-effectiveness of extending urban public services to candidate annexation areas to ensure sensible investment and to set reasonable expectations.

Policy 8.13 **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 8.14 **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 8.15 **Services to unincorporated urban pockets.** Plan for future delivery of urban services to urbanizable areas that are within the Urban Services Boundary but outside the city limits.

Policy 8.16 **Orderly urbanization.** Coordinate with counties, neighboring jurisdictions, and other special districts to ensure consistent management of annexation requests, and to establish rational and orderly process of urbanization that maximize efficient use of public funds.

Policy 8.17 **Services outside the city limits.** Prohibit City provision of new urban services, or expansion of the capacity of existing services, in areas outside city limits, except in cases where the City has agreements or contracts in place.

Policy 8.18 **Service district expansion.** Prohibit service district expansion or creation within the City’s Urban Services Boundary without the City’s expressed consent.

Policy 8.19 **Rural service delivery.** Provide the public facilities and services identified in Policy...
8.3 in rural areas only at levels necessary to support designated rural residential land uses and protect public health and safety. Prohibit sanitary sewer extensions into rural land and limit other urban services.

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 8.20 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 8.21 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 8.22 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.

8.22.a. In places that are not expected to grow significantly but have existing deficiencies, invest to reduce disparity and improve livability.

8.22.b. In places that lack basic public facilities or services and also have significant growth potential, invest to enhance neighborhoods, fill gaps, maintain affordability, and accommodate growth.

8.22.c. In places that are not expected to grow significantly and already have access to complete public facilities and services, invest primarily to maintain existing facilities and retain livability.

8.22.d. In places that already have access to complete public facilities and services, but also have significant growth potential, invest to fill remaining gaps, maintain affordability, and accommodate growth.

Policy 8.23 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 8.24 Risk management. Maintain and improve Portland’s public facilities to minimize or eliminate economic, social, public health and safety, and environmental risks.

Policy 8.25 Critical infrastructure. Increase the resilience of high-risk and critical infrastructure
through monitoring, planning, maintenance, investment, adaptive technology, and continuity planning.

**Policy 8.26 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 8.27 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 8.28 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 8.29 System development.** 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 8.30 Partnerships.** Maintain or establish public and private partnerships for the development, management, or stewardship of public facilities necessary to serve designated land uses, as appropriate.

**Public benefits**

The following policies support investments to improve equity, economic prosperity, human and watershed health, and resiliency 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. See Chapter 2: Community Involvement for policies related to community engagement in public facility decisions.

**Policy 8.31 Application of Guiding Principles.** Plan and invest in public facilities in ways that promote and balance the Guiding Principles established in The Vision and Guiding Principles of this Comprehensive Plan.

**Policy 8.32 Community benefits.** Encourage providing additional community benefits with large
public facility projects as appropriate to address environmental justice policies in Chapter 2: Community Involvement.

Policy 8.33 **Community knowledge and experience.** Encourage public engagement processes and strategies for large public facility projects to include community members in identifying potential impacts, mitigation measures, and community benefits.

Policy 8.34 **Resource efficiency.** Reduce the energy and resource use, waste, and carbon emissions from facilities necessary to serve designated land uses to meet adopted City goals and targets.

Policy 8.35 **Natural systems.** Protect, enhance, and restore natural systems and features for their infrastructure service and other values.

Policy 8.36 **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 8.37 **Site- and area-specific needs.** Allow for site- and area-specific public facility standards, requirements, tools, and policies as needed to address distinct topographical, geologic, environmental, and other conditions.

Policy 8.38 **Age-friendly public facilities.** Promote public facility designs that make Portland more age-friendly.

**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, tree canopy, 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 8.39 **Interconnected network.** Establish a safe and connected rights-of-way system that equitably provides infrastructure services throughout the city.

Policy 8.40 **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 8.41 **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 8.42 **Stormwater management function.** Improve rights-of-way to integrate green infrastructure and other stormwater management facilities to meet desired levels-of-
Policy 8.43  **Trees in rights-of-way.** Integrate trees into public rights-of-way to support City canopy goals, transportation functions, and economic, social, and environmental objectives.

Policy 8.44  **Community uses.** Allow community use of rights-of-way for purposes such as public gathering space, events, food production, 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 8.45  **Pedestrian amenities.** Encourage facilities that enhance pedestrian enjoyment, such as transit shelters, garbage containers, benches, etc. in the right of way.

Policy 8.46  **Commercial uses.** Accommodate allowable 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. Restrict the size of signage in the right-of-way.

Policy 8.47  **Flexible design.** Allow flexibility in right-of-way design and development standards to appropriately reflect the pattern area and other relevant physical, community, and environmental contexts and local needs.

Policy 8.48  **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 8.49  **Coordination.** Coordinate the planning, design, development, improvement, and maintenance of public rights-of-way among appropriate public agencies, private providers, and adjacent landowners.

> 8.49.a. Coordination efforts should include the public facilities necessary to support the uses and functions of rights-of-way, as established in policies 8.40 to 8.46.

> 8.49.b. Coordinate transportation and stormwater system plans and investments, especially in unimproved or substandard rights-of-way, to improve water quality, public safety, including for pedestrians and bicyclists, and neighborhood livability.

Policy 8.50  **Undergrounding.** Encourage undergrounding of electrical and telecommunications facilities within public rights-of-way, especially in centers and along Civic Corridors.

Policy 8.51  **Right-of-way vacations.** Maintain rights-of-way if there is an established existing or future need for them, such as for transportation facilities or for other public functions established in policies 8.40 to 8.46.
Policy 8.52  Rail rights-of-way. Preserve existing and abandoned rail rights-of-way for future rail or public trail uses.

Transportation system

Additional goals and policies specifically related to transportation can be found in Chapter 9: Transportation of this Comprehensive Plan.

Trails

The City of Portland’s trail system is a key part of both the City’s multi-modal transportation system and its recreation system. Trails within this system take many different forms and are located within the right-of-way and on public and private property. Trails provide Portlanders with local and regional pedestrian and bicycle connections and access to many key destinations within the city. They also provide a place to recreate and allow Portlanders to experience the city’s parks and natural areas. Trails play a particularly important role in meeting pedestrian and bicyclist mobility and connectivity needs in western neighborhoods. See Western Neighborhood Pattern Area Policies 3.100 and 3.103. The policies in this section support continued improvement, management, and coordination of the trail system.

Policy 8.53  Public trails. Establish, improve, and maintain a citywide system of local and regional public trails that provide transportation and/or recreation options and are a component of larger network of facilities for bicyclists, pedestrians, and recreational users.

Policy 8.54  Trail system connectivity. Plan, improve, and maintain the citywide trail system so that it connects and improves access to Portland’s neighborhoods, commercial areas, employment centers, schools, parks, natural areas, recreational facilities, regional destinations, the regional trail system, and other key places that Portlanders access in their daily lives.

Policy 8.55  Trail coordination. Coordinate planning, design, improvement, and maintenance of the trail system among City agencies, other public agencies, non-governmental partners, and adjacent landowners.

Policy 8.56  Trail diversity. Allow a variety of trail types to reflect a trail’s transportation and recreation roles, requirements, and physical context.

Policy 8.57  Public access requirements. Require public access and improvement of Major Public Trails as shown in Figure 8-2 — Major Public Trails. Major Public Trails include regional trails and other significant trail connections that provide for the movement of pedestrians, cyclists, and other users for recreation and transportation purposes.

Policy 8.58  Trail and City Greenway coordination. Coordinate the planning and improvement of trails as part of the City Greenways system. See Chapter 3: Urban Form for
Policy 8.59  **Trail and Habitat Corridor coordination.** Coordinate the planning and improvement of trails with the establishment, enhancement, preservation, and access to habitat corridors. See Chapter 3: Urban Form for additional policies related to Habitat Corridors.

Policy 8.60  **Intertwine coordination.** Coordinate with the Intertwine Alliance and its partners, including local and regional parks providers, to integrate Portland’s trail and active transportation network with the bi-state regional trail system.

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 facilities, 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 8.61  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 8.62  Combined sewer overflows.** Provide adequate public facilities to limit combined sewer overflows to frequencies established by regulatory permits.

**Policy 8.63  Sanitary sewer overflows.** Provide adequate public facilities to prevent sewage releases to surface waters as consistent with regulatory permits.

**Policy 8.64  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 8.65  **Sewer extensions.** Prioritize sewer system extensions to areas that are already developed at urban densities and where health hazards exist.

Policy 8.66  **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 8.67  **Treatment.** Provide adequate wastewater treatment facilities to ensure compliance with effluent standards established in regulatory permits.

**Stormwater system**

Policy 8.68  **Stormwater facilities.** Provide adequate stormwater facilities for conveyance, flow control, and pollution reduction.

Policy 8.69  **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 8.70  **Natural systems.** Protect and enhance the stormwater management capacity of natural resources such as rivers, streams, creeks, drainageways, wetlands, and floodplains.

Policy 8.71  **Green infrastructure.** Promote the use of green infrastructure, such as natural areas, the urban forest, and landscaped stormwater facilities, to manage stormwater.

Policy 8.72  **Stormwater discharge.** Avoid or minimize the impact of stormwater discharges on the water and habitat quality of rivers and streams.

Policy 8.73  **On-site 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 8.74  **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 8.75  **Stormwater partnerships.** Provide stormwater management through coordinated public and private facilities, 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.

The City of Portland’s flood management activities primarily focus on restoring natural floodplain functions to reduce the risk of riverine flooding for adjacent developed property. In addition, the City of Portland owns and maintains a seawall along the Willamette River through central Portland. Drainage Districts provide flood control and protection services for portions of North and Northeast Portland along the Columbia River, through a network of flood control facilities (e.g. levees, drainage ditches, and pump stations).

These policies ensure proper floodplain management and compliance.

**Policy 8.76 Flood management.** Improve and maintain the functions of natural and managed drainageways, wetlands, and floodplains to protect health, safety, and property, provide water conveyance and storage, improve water quality, and maintain and enhance fish and wildlife habitat.

**Policy 8.77 Floodplain management.** Manage floodplains to protect and restore associated natural resources and functions and to minimize the risks to life and property from flooding.

**Policy 8.78 Flood management facilities.** Establish, improve, and maintain flood management facilities to serve designated land uses through planning, investment and regulatory requirements.

**Policy 8.79 Drainage district coordination.** Coordinate with drainage districts that provide stormwater management, conveyance, and flood mitigation, protection, and control services within the City’s Urban Services Boundary.

**Policy 8.80 Levee coordination.** Coordinate plans and investments with special districts and agencies responsible for managing and maintaining certification of levees along the Columbia River.

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

**Policy 8.82 Bull Run protection.** Maintain a source-protection program and practices to
safeguard the Bull Run watershed as a drinking water supply.

Policy 8.83 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 8.84 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 8.86 Storage. Provide sufficient in-city water storage capacity to serve designated land uses, meet demand fluctuations, maintain system pressure, and ensure supply reliability.

Policy 8.87 Fire protection. Provide adequate water facilities to serve the fire protection needs of all Portlanders and businesses.

Policy 8.88 Water pressure. Provide adequate water facilities to maintain water pressure in order to protect water quality and provide for the needs of customers.

Policy 8.89 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 8.90 Service interruptions. Maintain and improve water facilities to limit interruptions in water service to customers.

Policy 8.91 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 people of 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 8.92 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
<table>
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<tr>
<th>Policy</th>
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<tr>
<td>8.93</td>
<td><strong>Service equity.</strong> Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.</td>
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<td>8.94</td>
<td><strong>Capital programming.</strong> Maintain a long-range park capital improvement program, with criteria that considers acquisition, development, and operations; provides opportunities for public input; and emphasizes creative and flexible financing strategies.</td>
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<td>8.95</td>
<td><strong>Park planning.</strong> Improve parks, recreational facilities, natural areas, and the urban forest 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. Consider developing master or management plans for properties that lack guiding plans or strategies.</td>
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<tr>
<td>8.96</td>
<td><strong>Recreational trails.</strong> Establish, improve, and maintain a complete and connected system of Major Public Trails that provide recreational opportunities and that can serve transportation functions consistent with policies 8.50 through 8.57 and other City trail policies and plans.</td>
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<tr>
<td>8.97</td>
<td><strong>Natural resources.</strong> 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.</td>
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<td>8.98</td>
<td><strong>Urban forest management.</strong> Manage urban trees as green infrastructure with associated ecological, community, and economic functions, through planning, planting, and maintenance activities, education, and regulation. See also Policy 7.10.</td>
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<td>8.99</td>
<td><strong>Recreational facilities.</strong> Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.</td>
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<td>8.100</td>
<td><strong>Self-sustaining Portland International Raceway (PIR).</strong> Provide for financially self-sustaining operations of PIR, and broaden its programs and activities to appeal to families, diverse communities, and non-motorized sports such as biking and running.</td>
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<tr>
<td>8.101</td>
<td><strong>Self-sustaining and inclusive golf facilities.</strong> Provide financially self-sustaining public golf course operations. Diversify these assets to attract new users, grow the game, provide more introductory-level programming, and expand into other related recreational opportunities such as foot golf and disk golf.</td>
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<tr>
<td>8.102</td>
<td><strong>Specialized recreational facilities.</strong> Establish and manage specialized facilities within the park system that take advantage of land assets and that respond to...</td>
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Policy 8.103  **Public-private partnerships.** Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

### 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 8.104 Emergency preparedness, response, and recovery coordination.** Coordinate land use plans and public facility investments between City bureaus, other public and jurisdictional agencies, businesses, community partners, and other emergency response providers, to ensure coordinated and comprehensive emergency and disaster risk reduction, preparedness, response, and recovery.

**Policy 8.105 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 8.106 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 8.107 Community safety centers.** Establish, coordinate, and co-locate public safety and other community services in centers.

**Policy 8.108 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 meets or exceeds minimum established service levels.

**Policy 8.109 Mutual aid.** Maintain mutual aid coordination with regional emergency response providers as appropriate to protect life and ensure safety.

**Policy 8.110 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 8.111 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
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 8.112 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, and 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 by 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 8.113 School district capacity. Consider the overall enrollment capacity of a school district – as defined in an adopted school facility plan that meets the requirements of Oregon Revised Statute 195 – as a factor in land use decisions that increase capacity for residential development.

Policy 8.114 Facilities Planning. Facilitate coordinated planning among school districts and City bureaus, including Portland Parks and Recreation, to accommodate school site/facility needs in response to most up-to-date growth forecasts.

Policy 8.115 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 8.116 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 8.117 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 8.118  **Schools as emergency aid centers.** Encourage the use of seismically-safe school facilities as gathering and aid-distribution locations during natural disasters and other emergencies.

Policy 8.119  **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 8.120  **Leverage public investment.** Encourage City public facility investments that complement and leverage local public school districts’ major capital investments.

Policy 8.121  **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 8.122  **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 are the primary providers of 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 regulates limited aspects of these services, such as the siting of new facilities through its land use regulations.

The policies in this section encourage innovation in 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 the benefits of these sources should be available to all Portlanders.

Policy 8.123  **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 8.124  **Equity, capacity, and reliability.** Encourage plans and investments in technology and communication infrastructure to ensure access in all areas of the city, reduce disparities in capacity, and affordability, and to provide innovative 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 8.125 Energy efficiency.** Promote efficient and sustainable production and use of energy resources by residents and businesses, including low-carbon renewable energy sources, district energy systems, and distributed generation, through land use plans, zoning, and other legislative land use decisions.

**Policy 8.126 Coordination.** Coordinate with energy providers to encourage investments that ensure reliable, equitable, efficient, and affordable energy for Portland residents and businesses.
Figure 8-1. Urban, Urbanizable, and Rural Lands
Figure 8-2. Major Public Trails
Chapter 9: Transportation

Goals

GOAL 9.A: Safety

The City achieves the standard of zero traffic-related fatalities and serious injuries. Transportation safety impacts the livability of a city and the comfort and security of those using City streets. Comprehensive efforts to improve transportation safety through equity, engineering, education, enforcement and evaluation will be used to eliminate traffic-related fatalities and serious injuries from Portland’s transportation system.

Goal 9.B: 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 safe, complete, interconnected, multimodal, and fulfills daily needs for people and businesses.

GOAL 9.C: Great places

Portland’s transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in town centers, neighborhood centers and corridors, and civic corridors.

GOAL 9.D: Environmentally sustainable

The transportation system increasingly uses active transportation, renewable energy, or electricity from renewable sources, achieves adopted carbon reduction targets, and reduces air pollution, water pollution, noise, and Portlanders’ reliance on private vehicles.

GOAL 9.E: Equitable transportation

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

GOAL 9.F: 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.G: 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 businesses reduce spending and keep money
in the local economy by providing affordable alternatives to driving.

**GOAL 9.H: Cost effectiveness**

The City analyzes and prioritizes capital and operating investments to cost effectively achieve the above goals while responsibly managing and protecting our past investments in existing assets.

**GOAL 9.I: Airport Futures**

Promote a sustainable airport (Portland International Airport [PDX]) by meeting the region’s air transportation needs without compromising livability and quality of life for future generations.

**Policies**

**Design and planning**

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 in how the overall system is used. *Policies 8.1-8.52 in Chapter 8: Public Facilities and Services 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 use plans, environmental context, urban design pattern areas, and the Neighborhood Corridor and Civic Corridor 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.

9.2.a. Designate district classifications that emphasize freight mobility and access in industrial and employment areas serving high levels of truck traffic and to accommodate the needs of intermodal freight movement.

9.2.b. Designate district classifications that give priority to pedestrian access in areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway regional center, town centers, neighborhood centers, and transit station areas.

9.2.c. Designate district classifications that give priority to bicycle access and mobility in areas where high levels of bicycle activity exist or are planned, including Downtown, the River District, Lloyd District, Gateway Regional Center, town centers, neighborhood centers, and transit station areas.

**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 Vehicle Miles Travelled (VMT) reduction.** Increase the share of trips made using active and low-carbon transportation modes. Reduce VMT to achieve targets set in the most current Climate Action Plan and Transportation System Plan, and meet or exceed Metro’s mode share and VMT targets.

**Policy 9.6  Transportation strategy for people movement.** Implement a prioritization of modes for people movement by making transportation system decisions according to the following ordered list:

1. Walking
2. Bicycling
3. Transit
4. Taxi / commercial transit / shared vehicles
5. Zero emission vehicles
6. Other single-occupant vehicles

When implementing this prioritization, ensure that:

- The needs and safety of each group of users are considered, and changes do not make existing conditions worse for the most vulnerable users higher on the ordered list.
- All users’ needs are balanced with the intent of optimizing the right of way for multiple modes on the same street.
- When necessary to ensure safety, accommodate some users on parallel streets as part of a multi-street corridor.
- Land use and system plans, network functionality for all modes, other street functions, and complete street policies, are maintained.
- Policy-based rationale is provided if modes lower in the ordered list are prioritized.

Specific modal policies are found below in policies 9.17 to 9.40.

**Policy 9.7  Moving goods and delivering services.** In tandem with people movement, maintain efficient and reliable movement of goods and services as a critical transportation system function. Prioritize freight system reliability improvements over single-
occupancy vehicle mobility where there are solutions that distinctly address those different needs. *Multimodal freight policies are found below in policies 9.33 to 9.35.*

**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 under-represented or have historically borne unequal burdens.

**Policy 9.9**  **Accessible and age-friendly transportation system.** Ensure that transportation facilities are accessible to people of all ages and abilities, and that all improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way comply with the Americans with Disabilities Act of 1990. Improve and adapt the transportation system to better meet the needs of the most vulnerable users, including the young, older adults, and people with different abilities.

**Policy 9.10**  **Geographic policies.** Adopt geographically-specific policies in the Transportation System Plan to ensure that transportation infrastructure reflects the unique topography, historic character, natural features, system gaps, economic needs, demographics, and land uses of each area. Use the Pattern Areas identified in Chapter 3: Urban Form 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 Chapter 3: Urban Form and Chapter 4: Design and Development, 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 9.11**  **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 that street policy and design classifications and land uses complement one another.

**Policy 9.12**  **Growth strategy.** Use street design and policy classifications to support Goals 3A-3G in Chapter 3: Urban Form. Consider the different design contexts and transportation functions in Town Centers, Neighborhood Centers, Neighborhood Corridors, Employment Areas, Freight Corridors, Civic Corridors, Transit Station Areas, and Greenways.

**Policy 9.13**  **Development and street design.** Evaluate adjacent land uses 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 Chapter 8: Public Facilities and Services and Chapter 4: Design and Development for further use and streetscape policies.

Policy 9.14 Streets for transportation and public spaces. Integrate both 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, tree canopy, 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 and trail alignments and designs that respond to topography and natural features, when feasible, and protect streams, wildlife habitat, and native trees.

Modal policies

Portland is committed to providing a multimodal transportation system that offers 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 9.17 Pedestrian transportation. Encourage walking as the most attractive mode of transportation for most short trips, within neighborhoods and to centers, corridors, and major destinations, and as a means for accessing transit.

Policy 9.18 Pedestrian networks. Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.

Policy 9.19 Pedestrian safety and accessibility. Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities.

Policy 9.20 Bicycle transportation. Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.

Policy 9.21 Accessible bicycle system. Create a bicycle transportation system that is safe, comfortable, and accessible to people of all ages and abilities.

Policy 9.22 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 9.23  **Transportation to job centers.** Promote and enhance transit to be more convenient and economical than the automobile for people travelling more than three miles to and from the Central City and Gateway. Enhance regional access to the Central City and access from Portland to other regional job centers.

Policy 9.24  **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 9.25  **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 underserved and under-represented communities.

Policy 9.26  **Transit funding.** Consider funding strategies and partnership opportunities that improve access to and equity in transit service, such as raising metro-wide funding to improve service and decrease user fees/fares.

Policy 9.27  **Transit service to centers and corridors.** Use transit investments as a means to shape the city’s growth and increase transit use. In partnership with TriMet and Metro, maintain, expand, and enhance Portland Streetcar, frequent service bus, and high-capacity transit, to better serve centers and corridors with the highest intensity of potential employment and household growth.

Policy 9.28  **Intercity passenger service.** Coordinate planning and project development to expand intercity passenger transportation services in the Willamette Valley, and from Portland to California, Seattle, and Vancouver, BC.

Policy 9.29  **Regional trafficways and transitways.** Maintain capacity of regional transitways and existing regional trafficways to accommodate through-traffic.

Policy 9.30  **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.

Policy 9.31  **Economic development and industrial lands.** Ensure that the transportation system supports traded sector economic development plans and full utilization of prime industrial land, including brownfield redevelopment.

Policy 9.32  **Multimodal system and hub.** Maintain Portland’s role as a multimodal hub for global and regional movement of goods. Enhance Portland’s network of multimodal freight corridors.
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 forecasted growth of interregional freight volumes and provide access to truck, marine, rail, and air transportation systems. Ensure designated routes and facilities are adequate for over-dimensional trucks and emergency equipment.

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.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 movement of goods to river and oceangoing ships and rail.

See Policy 3.71 for the river transportation policy.

Policy 9.37 **Portland Heliport.** Maintain Portland’s Heliport functionality in the Central City.

Policy 9.38 **Automobile transportation.** Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles traveled (VMT) and negative impacts of private automobiles on the environment and human health.

Policy 9.39 **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 9.40 **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.

**Airport Futures**

The Port of Portland manages the Portland International Airport (PDX) as a regional, national, and international air transportation hub. The Port partnered with the City of Portland and Multnomah, Washington, and Clackamas Counties to prepare the Airport Futures Plan (2010) and guide airport development to 2035. Policy direction set in this project include Goal 9.1 and the following policies. Additional airport-related policies are found in Chapter 4: Design and Development and Chapter 7: Environment and Watershed Health.

**Policy 9.41 Portland International Airport.** Maintain the Portland International Airport as an important regional, national, and international transportation hub serving the bi-state economy.

**Policy 9.42 Airport regulations.** Implement the Airport Futures Plan through the implementation of the Portland International Airport Plan District.

- **9.42.a.** Prohibit the development of a potential third parallel runway at PDX unless need for its construction is established through a transparent, thorough, and regional planning process.
- **9.42.b.** Support implementation of the Aircraft Landing Zone to provide safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures, vegetation, and construction equipment.
- **9.42.c.** Support the Port of Portland’s Wildlife Hazard Management Plan by implementing airport-specific landscaping requirements in the Portland International Airport Plan District to reduce conflicts between wildlife and aircraft.

**Policy 9.43 Airport partnerships.** Partner with the Port of Portland and the regional community to address the critical interconnection between economic development, environmental stewardship, and social responsibility. Support an ongoing public advisory committee for PDX to:

- **9.43.a.** Support meaningful and collaborative public dialogue and engagement on airport related planning and development.
- **9.43.b.** Provide an opportunity for the community to inform the decision-making related to the airport of the Port, the City of Portland, and other jurisdictions/organizations in the region.
- **9.43.c.** Raise public knowledge about PDX and impacted communities.

**Policy 9.44 Airport investments.** Ensure that new development and redevelopment of airport facilities supports the City’s and the Port’s sustainability goals and policies, and is in accordance with Figure 9-3 — Portland International Airport. Allow the Port flexibility
in configuring airport facilities to preserve future development options, minimize environmental impacts, use land resources efficiently, maximize operational efficiency, ensure development can be effectively phased, and address Federal Aviation Administration’s airport design criteria.

**System management**

Portland’s transportation system is an integrated network of roads, rails, trails, 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. The policies below 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 Policies 8.37 through 8.49 in Chapter 8: Public Facilities and Services.*

**Policy 9.45 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 9.46 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 of calming vehicle traffic through a combination of enforcement, engineering, and education efforts.

**Policy 9.47 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 accordance with policies 9.6 and 9.7.

**Policy 9.48 Technology.** Encourage the use of emerging vehicle and parking technology to improve real-time management of the transportation network and to manage and allocate parking supply and demand.

**Policy 9.49 Performance measures.** Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.
Policy 9.50 Regional congestion management. Coordinate with Metro to establish new regional multimodal mobility standards that prioritize transit, freight, and system completeness.

9.50.a. 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.

9.50.b. In the interim, use the deficiency thresholds and operating standards of the Regional Mobility Policy, in Figure 9-4, for evaluation of impacts to state facilities and the regional arterial and throughway network.

Policy 9.51 Multimodal Mixed-Use Area. Designate a Central City Multimodal Mixed-Use Area (MMA) in the geography indicated in Figure 9-2, which will render state congestion/mobility standards inapplicable to proposed plan amendments under OAR 660-0012-0060(10), subject to ODOT concurrence and execution of an agreement between ODOT and the City of Portland. The agreement should emphasize potential safety and operational impacts.

Transportation Demand Management

Providing residents and employees information and incentives to walk, bicycle, use transit, and otherwise reduce the need to own and use private vehicles can be one of the quickest, least expensive, and most effective strategies to achieve City goals and to prevent traffic and parking impacts. Transportation and parking demand management (TDM) programs can cost-effectively increase the modal share of walking, bicycling, and shared vehicle trips.

Policy 9.52 Outreach. Create and maintain TDM outreach programs that work with Transportation Management Associations (TMA), residents, employers, and employees that increase the modal share of walking, bicycling, and shared vehicle trips while reducing private vehicle ownership, parking demand, and drive-alone trips, especially during peak periods.

Policy 9.53 New development. Create and maintain TDM regulations and services that prevent and reduce traffic and parking impacts from new development and redevelopment. Encourage coordinated area-wide delivery of TDM programs. Monitor and improve the performance of private-sector TDM programs.

Policy 9.54 Projects and programs. Integrate TDM information into transportation project and program development and implementation to increase use of new multimodal transportation projects and services.

Parking management

Vibrant urban places link people and activities. As Portland grows, we must manage both the demand
and supply of parking to achieve climate, health, livability, and prosperity goals. Providing too much and/or underpriced parking can lead to more driving and less walking, cycling, and transit use; inefficient land use patterns; and sprawl. Insufficient parking can negatively 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 private vehicle ownership and overall vehicle use, enhancing livability, reducing pollution, and expanding economic opportunity.

Policy 9.55 Parking management. Reduce parking demand and manage supply to improve pedestrian, bicycle and transit mode share, neighborhood livability, safety, business district vitality, vehicle miles traveled (VMT) reduction, and air quality. Implement strategies that reduce demand for new parking and private vehicle ownership, and that help maintain optimal parking occupancy and availability.

Policy 9.56 Curb Zone. Recognize that the Curb Zone is a public space, a physical and spatial asset that has value and cost. Evaluate whether, when, and where parking is the highest and best use of this public space in support of broad City policy goals and local land use context. Establish thresholds to utilize parking management and pricing tools in areas with high parking demand to ensure adequate on-street parking supply during peak periods.

Policy 9.57 On-street parking. Manage parking and loading demand, supply, and operations in the public right of way to achieve mode share objectives, and to encourage safety, economic vitality, and livability. Use transportation demand management and pricing of parking in areas with high parking demand.

Policy 9.58 Off-street parking. Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. 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. Use transportation demand management and pricing of parking in areas with high parking demand. Strive to provide adequate but not excessive off-street parking where needed, consistent with the preceding practices.

Policy 9.59 Share space and resources. Encourage the shared use of parking and vehicles to maximize the efficient use of limited urban space.

Policy 9.60 Cost and price. Recognize the high public and private cost of parking by encouraging prices that reflect the cost of providing parking and balance demand and supply. Discourage employee and resident parking subsidies.

Policy 9.61 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. Require
provision of adequate off-street bicycle parking for new development and redevelopment. Encourage the provision of parking for different types of bicycles. In establishing the standards for long-term bicycle parking, consider the needs of persons with different levels of ability.

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 the City also own and operate facilities within Portland and provide funding for new facilities. These policies address essential funding and coordination opportunities with other agencies, as well outreach and education programming.

Policy 9.62 Coordination. Coordinate with state and federal agencies, local and regional governments, special districts, other City bureaus, and providers of transportation services when planning for, developing, and funding transportation facilities and services.

Policy 9.63 New development impacts. Prevent, reduce, and mitigate the impacts of new development and redevelopment on the transportation system. Utilize strategies including transportation and parking demand management, transportation system analysis, and system and local impact mitigation improvements and fees.

Policy 9.64 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 that these programs are accessible to historically under-served and under-represented populations.

Policy 9.65 Telecommuting. Promote telecommuting and the use of communications technology to reduce travel demand.

Policy 9.66 Project and program selection criteria. Establish transportation project and program selection criteria consistent with goals 9A through 9I, to cost-effectively achieve access, placemaking, sustainability, equity, health, prosperity, and safety goals.

Policy 9.67 Funding. Encourage the development of a range of stable transportation funding sources that provide adequate resources to build and maintain an equitable and sustainable transportation system.
Figure 9-1. Transportation System Plan: Relationship to Other Policies and Plans

Statewide Planning Goals

Transportation Planning Rule

Regional Transportation Plan

Portland Comprehensive Plan

Goals and Policies

Transportation System Plan

Bicycle Plan 2030
Pedestrian Master Plan
Freight Master Plan
Neighborhood Area Plans
Other Plans and Policies
Figure 9-2. Central City Multimodal Transportation Area (MMA)
Figure 9-3. Portland International Airport

PORTLAND INTERNATIONAL AIRPORT FACILITIES
- Runways and taxiways
- Buildings
- Terminal
- Parking

NORTH

0 300 900 1800
0 500 1000 1500

IN FEET

IN METERS
### Chapter 5. Goals and Policies

**Figure 9-4. Interim Deficiency Thresholds and Operating Standards**

<table>
<thead>
<tr>
<th>Location</th>
<th>Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mid-Day One-Hour Peak*</td>
</tr>
<tr>
<td></td>
<td>1st Hour</td>
</tr>
<tr>
<td>Central City, Gateway, Town Centers, Neighborhood Centers, Station Areas</td>
<td>.99</td>
</tr>
<tr>
<td>I-84 (from I-5 to I-205), I-5 North (from Marquam Bridge to Interstate Bridge, OR 99-E (from Lincoln St. to OR 224), US 26 (from I-405 to Sylvan Interchange), I-405</td>
<td>.99</td>
</tr>
<tr>
<td>Other Principal Arterial Routes</td>
<td>.90</td>
</tr>
</tbody>
</table>

*The demand-to-capacity ratios in the table are for the highest two consecutive hours of the weekday traffic volumes. The mid-day peak hour is the highest 60-minute period between the hours of 9 a.m. and 3 p.m. The 2nd hour is defined as the single 60-minute period, either before or after the peak 60-minute period, whichever is highest.*