

... COMPREHENSIVE PLAN UPDATE ...

# 2035 Comprehensive Plan Recommended Draft

## What's Inside?

Vision and Guiding Principles

How to Use the Plan

Goals and Policies

List of Significant Projects

Comprehensive Plan Map

Glossary

**August 2015**

**Portland's Comprehensive Plan Update**  
For more information, visit:  
[www.portlandoregon.gov/bps/pdxcompplan](http://www.portlandoregon.gov/bps/pdxcompplan)



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon  
Charlie Hales, Mayor • Susan Anderson, Director

Ordinance 187832, Vol. 2.1.B, page 12737

The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, interpretation or translation, please call 503-823-7700, the TTY at 503-823-6868 or the Oregon Relay Service at 711 within 48 hours prior to the event.

La Oficina de Planificación y Sostenibilidad se compromete a proporcionar un acceso equitativo a la información y audiencias. Si necesita acomodación especial, interpretación o traducción, por favor llame al 503-823-7700, al TTY al 503-823-6868 o al Servicio de Retransmisión de Oregon al 711 dentro de las 48 horas antes del evento.

规划和可持续发展管理局致力于提供获取信息和参加听证会的平等机遇。如果您需要特殊适应性服务、口译或翻译服务，请在活动开始前48小时内致电：503-823-7700、TTY: 503-823-6868 或联系俄勒冈州中继服务：711。

Cục Quy Hoạch và Bền Vững (The Bureau of Planning and Sustainability) cam kết đem lại quyền tiếp cận thông tin và xét xử công bằng. Nếu quý vị cần nhà ở đặc biệt, dịch vụ thông dịch hoặc phiên dịch, vui lòng gọi số 503-823-7700, dịch vụ TTY theo số 503-823-6868 hoặc Dịch Vụ Tiếp Âm Oregon theo số 711 trong vòng 48 giờ trước khi diễn ra sự kiện.

Управление планирования и устойчивого развития предоставляет равный доступ к информации и к проводимым слушаниям. Если Вам требуются особые условия или устный или письменный перевод, обращайтесь по номеру 503-823-7700, по телетайпу для слабослышащих 503-823-6868 или через Орегонскую службу связи Oregon Relay по номеру 711 за 48 часов до мероприятия.

Xafiiska Qorshaynta iyo Sugnaanta waxay u-heellan yihiin bixinta helitaan loo-siman yahay ee macluumaad iyo dhagaysiyada. Haddii aad u baahan tahat qabanqaabo gaar ah, afcelin ama turumaad, fadlan wac 503-823-7700, TTY-ga 503-823-6868 ama Xafiiska Gudbinta Oregon ee 711 muddo ah 48 saac gudahood kahor xafladda.

企画環境整備課 (The Bureau of Planning and Sustainability) は体に障害を持つ方にも情報や公聴会のアクセスの平等化を図る事をお約束します。もし、通訳、翻訳その他特別な調整が必要な方は 503-823-7700 か、TTY、503-823-6868、又はオレゴン・リレー・サービス・711 に必要時の48時間前までにお電話ください。

ທ້ອງຖານແຜນການ ແລະຄວາມຍິນຍົງໃຫ້ຄຳໝັ້ນສັນຍາທີ່ຈະໃຫ້ການເຂົ້າເຖິງຂໍ້ມູນ ແລະການຮັບຟັງເທົ່າທຽມກັນ. ຖ້າທ່ານຕ້ອງການຢາກໄດ້ການແນະນຳຊ່ວຍເຫຼືອພິເສດ, ການແປພາສາ ຫຼືແປເອກະສານ, ກະລຸນາໂທຫາ 503-823-7700, ໂທດ້ວຍ TTY ທີ່ເປີ 503-823-6868 ຫຼືໜ່ວຍບໍລິການຮິເລເຊີວິສຂອງຮັຖອໍຣິກອນທີ່ເປີ 711 ພາຍໃນ 48 ຊົ່ວໂມງກ່ອນເວລາທີ່ທ່ານຕ້ອງການ.

يلتزم Bureau of Planning and Sustainability (مكتب التخطيط والاستدامة) بتقديم تكافؤ الوصول إلى المعلومات وجلسات الاستماع. إذا كنتم تحتاجون إلى مواءمات خاصة أو لترجمة شفوية أو تحريرية، فيرجى الاتصال برقم الهاتف 503-823-7700، أو خط TTY (الهاتف النصي) على رقم الهاتف 503-823-6868 أو خدمة مرّحل أوريغون على الرقم 711 في غضون 48 ساعة قبل موعد الحدث.

Biroul de Planificare si Dezvoltare Durabila asigura acces egal la informatii si audieri publice. Daca aveti nevoie de aranjament special, tradlatate sau traducere, va rugam sa sunati la 503-823-7700, la 503-823-6868 pentru persoane cu probleme de auz sau la 711 la Serviciul de Releu Oregon cu 48 de ore inainte de eveniment.

Управління планування та сталого розвитку надає рівний доступ до інформації та до слухань, які проводяться. Якщо Вам потрібні особливі умови чи усний чи письмовий переклад, звертайтеся за номером 503-823-7700, за номером телетайпу для людей з проблемами слуху 503-823-6868 або через Орегонську службу зв'язку Oregon Relay 711 за 48 годин до початку заходу.

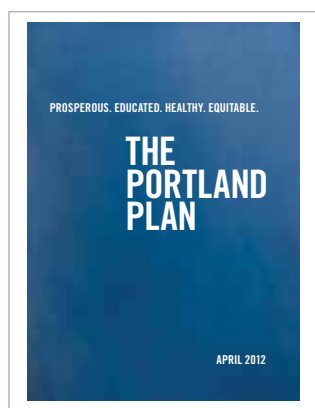
*It is the policy of the City of Portland that no person shall be denied the benefits of or be subjected to discrimination in any City program, service, or activity on the grounds of race, religion, color, national origin, English proficiency, sex, age, disability, religion, sexual orientation, gender identity, or source of income. The City of Portland also requires its contractors and grantees to comply with this policy.*

## Portland's 2035 Comprehensive Plan guides how and where land is developed and infrastructure projects are built to prepare for and respond to population and job growth.

All cities and counties in Oregon are required to have a Comprehensive Plan. Portland's new Comprehensive Plan addresses future development, and it includes expectations for how and when community members will be involved in land use decisions. It helps coordinate policies and actions across City bureaus as well as with regional and state agencies.

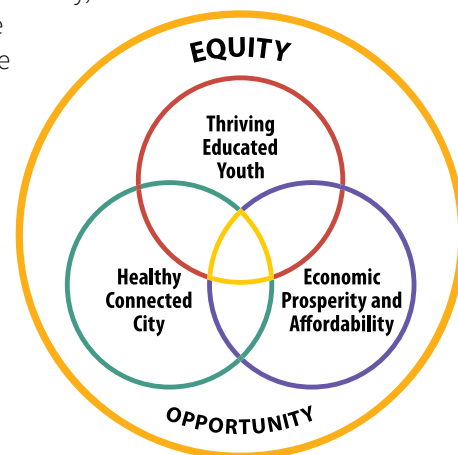
### This plan is built on a solid foundation.

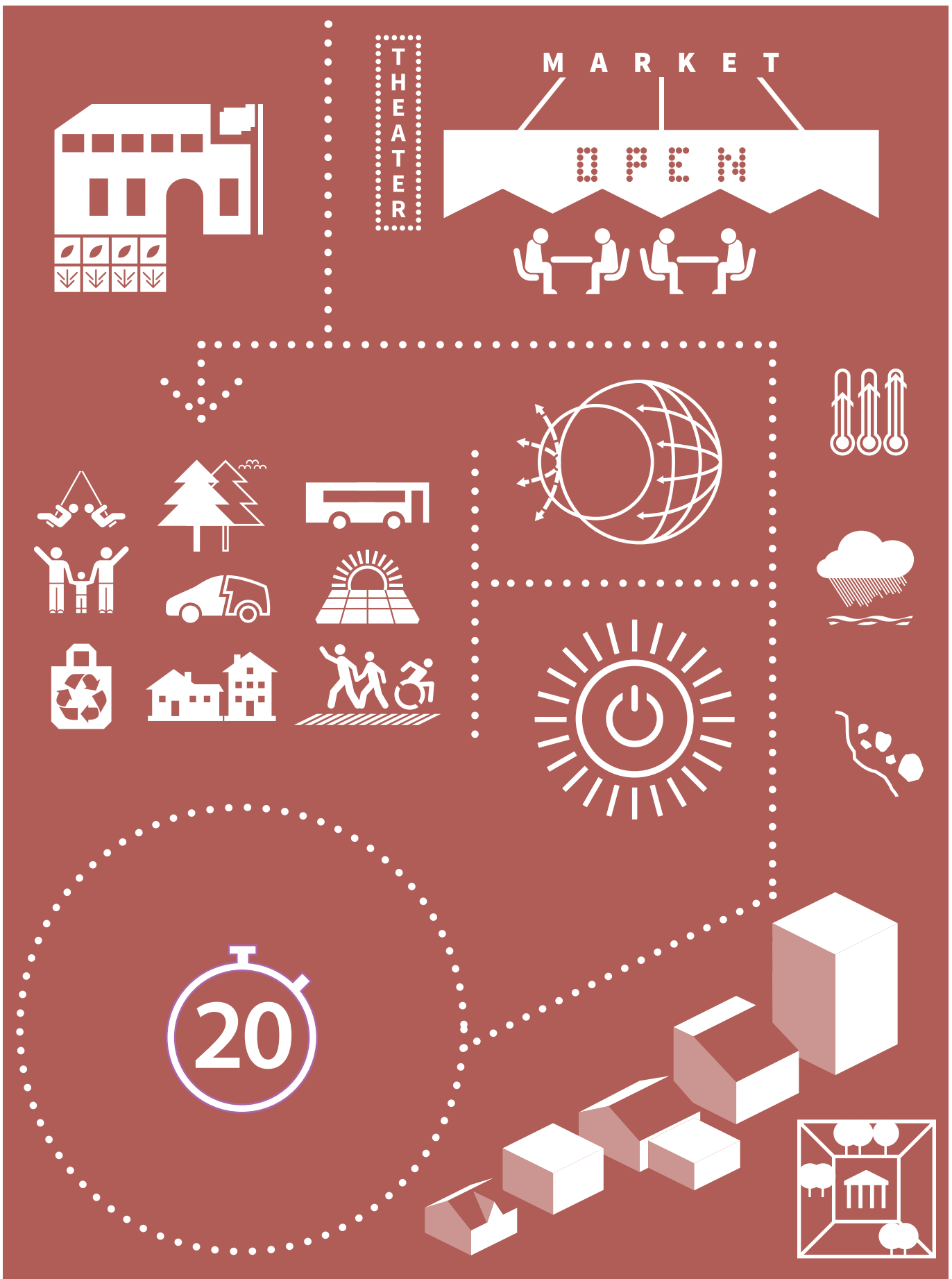
**The 2035 Comprehensive Plan** is built on the 2012 Portland Plan, the Climate Action Plan and Portland's 1980 Comprehensive Plan, which was Portland's first Comprehensive Plan developed under the statewide land use planning system. The new Plan continues the commitment to linking land use and transportation decisions. It expands the reasons for, and approaches to, improving Portland as a place that is walkable, bikeable and transit-friendly with active main streets. The Plan continues Portland's commitment to compact development, with active employment centers, expanded housing choice, and access to parks and open space.



**The Portland Plan** brought together more than 20 agency partners and thousands of residents, businesses and nonprofits to create a strategic plan to make Portland prosperous, healthy, educated and equitable. It provides a structure for aligning budgets and projects across numerous public agencies, guiding policies with an eye toward the year 2035, and a five-year action plan to get things started. The Portland Plan is organized around an equity framework, three integrated strategies and a set of measurable objectives to track progress.

**The Comprehensive Plan is Portland's primary tool to implement the Portland Plan.** The equity framework and the three integrated strategies — Healthy Connected City and Economic Prosperity and Affordability, in particular — provide the foundation for the Comprehensive Plan's goals and policies, capital project lists and maps. The Measures of Success for the Portland Plan will also be used to track progress of the Comprehensive Plan.





# Contents

---

## ● Introduction

### Vision and Guiding Principles

- Economic Prosperity
- Human Health
- Environmental health
- Equity
- Resilience

### Infrastructure

Share your feedback with City Council

## ● How to Use the Plan

## ● Goals and Policies

Chapter 1: The Plan

Chapter 2: Community Involvement

Chapter 3: Urban Form

Chapter 4: Design and Development

Chapter 5: Housing

Chapter 6: Economic Development

Chapter 7: Environment and Watershed Health

Chapter 8: Public Facilities and Services

Chapter 9: Transportation

Chapter 10: Land Use Designations and Zoning

## ● List of Significant Projects

## ● Comprehensive Plan Map

## ● Glossary

# Vision

---

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

# Guiding principles

Not just where but HOW Portland will grow.

The Comprehensive Plan includes five Guiding Principles to recognize that implementation of this Plan must be balanced, integrated and multi-disciplinary. The influence of the Guiding Principles is seen throughout the Plan as they shape many of the individual policies and projects.



## Economic Prosperity

Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.



## Human Health

Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.



## Environmental Health

Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.



## Equity

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.



## Resilience

Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

*For more information on how the Guiding Principles are used, please see About the Plan and Chapter 1: The Plan.*

# Portland is expected to grow.

Portland's economy, neighborhoods, resources, natural setting and the lifestyle options they support continue to attract new residents to the city. Over the next 20 years, Portland is projected to add approximately **260,000 new residents** to the roughly 620,000 people who live here today and about **140,000 new jobs** to the 370,000 jobs in Portland now.

---

## If done well, this growth is part of achieving the Comprehensive Plan Vision.

The long-standing commitment in Portland is to grow UP, not OUT. This course initially was set in 1972 with State Bill 100, and later through the creation of the Metro Urban Growth Boundary. While these laws were in large part intended to protect prime farm and forest land, the agricultural economy, natural resources and environmental health outside of the Urban Growth Boundary (UGB), the Comprehensive Plan commits the City to protection of natural resources and watershed health inside the UGB as well. The Urban Growth Boundary also protects places that Portlanders love and depend on.

Portland also is a city of great neighborhoods. The attractiveness of these neighborhoods to existing and new Portlanders is impacted by housing choices and the proximity of convenient services, schools, parks and other destinations. Having good access and connections are also important, including transit, safe streets, trails and other public spaces.

The Comprehensive Plan proposes to use new growth to help expand access to employment and great neighborhoods. The Plan guides growth to centers and corridors. Growing up and not out supports the clustering destinations and makes access by transit, walking, wheelchair and bicycle more practical and desirable. In turn, this helps reduce the amount of driving needed to access work and services.

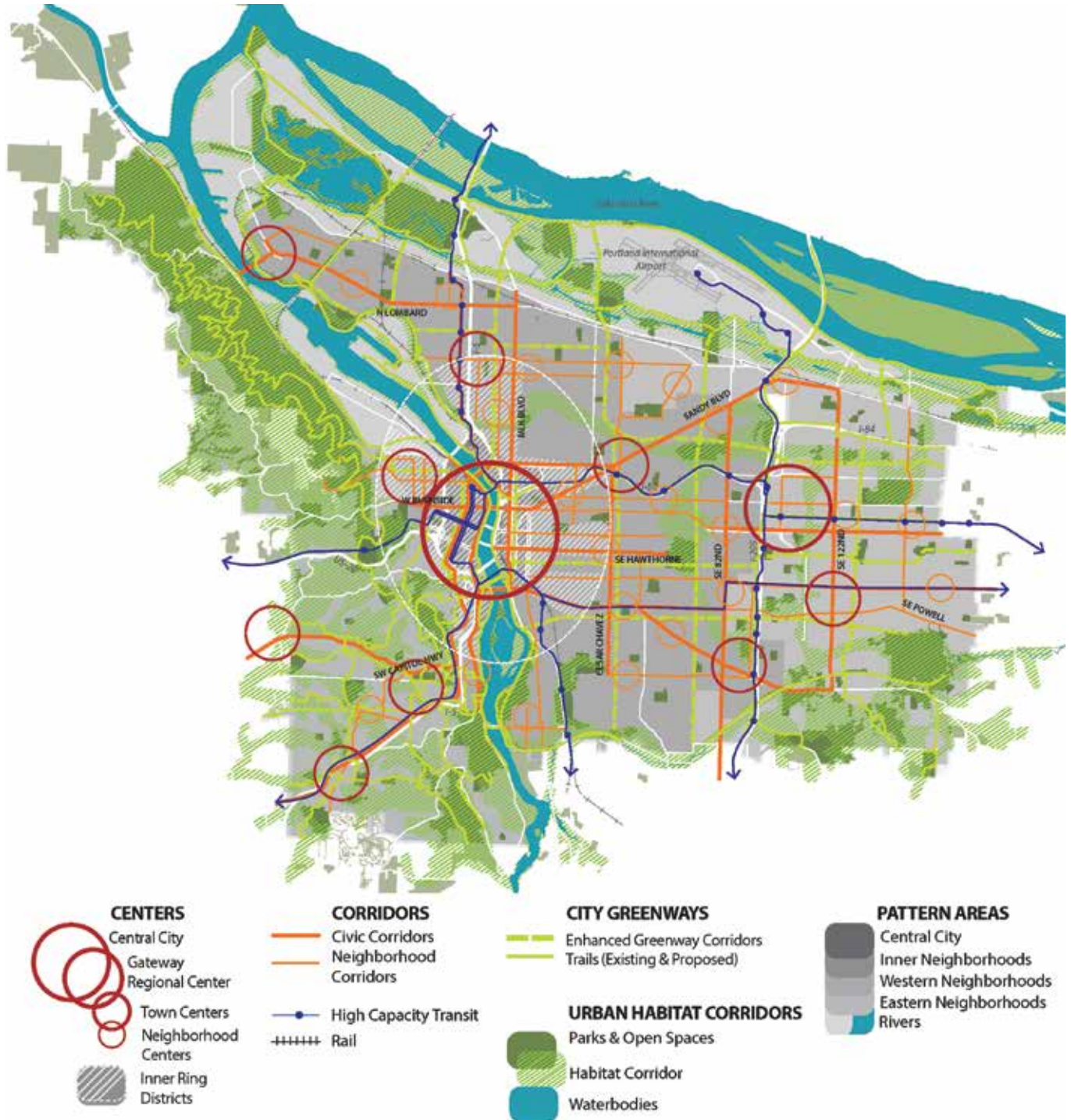
Focusing growth and investments in centers and along corridors also makes good use of existing infrastructure capacity and encourages efficiency in new infrastructure investments such as streets, sidewalks, transit lines, water and sewer lines and parks.





**A city's form matters.**

The Urban Design Framework shows how the Vision and Guiding Principles in the 2035 Comprehensive Plan are reflected in the location and form of future change.



For more information on the Urban Design Framework, see Chapter 3: Urban Form as well as the Urban Design Direction document.

**What the new Comprehensive Plan can accomplish**  
 The following pages summarize what each of the Guiding Principles is intended to accomplish.

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

# 1 Economic Prosperity



# Economic prosperity

**Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.**

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

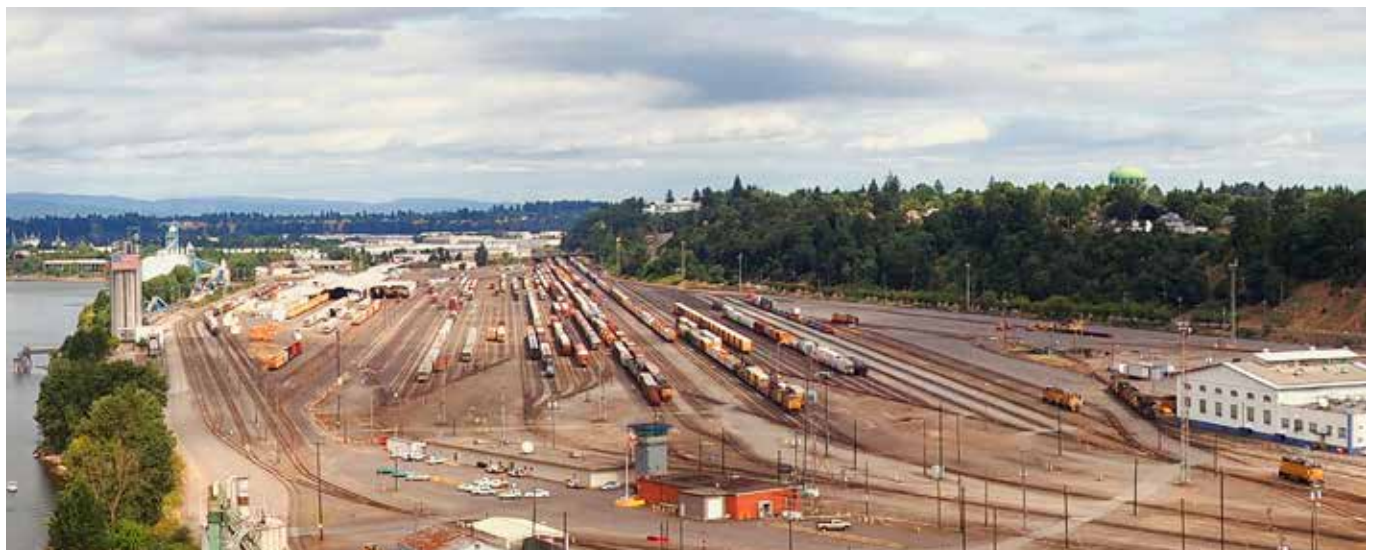
Over the past decade, job growth in Portland was relatively flat. While the economy is picking up strength, it is important to plan for the long term and implement policies and make investments that improve Portland's ability to weather economic change and improve household prosperity for all Portlanders.

Portland's job market is poised to increase by more than 140,000 jobs between now and 2035. This forecast is based on many factors, including past trends and land capacity. Realizing this forecast will take focused work.

**The 2035 Comprehensive Plan includes policies and projects to support job growth.**



- **Re-invest in Brownfields** – Industrial areas have nearly 600 acres of under-utilized contaminated brownfields. New public policies that support brownfield remediation included in this plan support programs that leverage the private investment needed to bring these contaminated properties back into productive use.
- **Increase sites for businesses and employment opportunities, especially in East Portland** – To improve access to living-wage jobs in East Portland, the Comprehensive Plan Map shifts some commercial and residential land to employment land.
- **Preserve existing industrial sites and intensify the level of use and development of sites** – The Plan includes policies that encourage businesses to grow on existing sites as well as policies to ensure that existing industrial land is protected from commercial and residential development encroachment. The Citywide Systems Plan and the Transportation System Plan also include freight-related infrastructure projects that will improve access to employment land, and better connect opportunity sites to the region and to other parts of the state.





- **Provide for employment growth at colleges and hospitals** – Campus institutions like colleges and hospitals are Portland’s fastest growing job sector today, and they are expected to continue to grow. This Comprehensive Plan includes policies that facilitate growth within existing institutional campuses and call for the creation of clear rules for maintaining and improving neighborhood compatibility in implementation tools.
- **Recognize prosperity is about more than job growth** – Business and job growth does not take place in a vacuum. It is influenced by the quality of the city as a place to live, the education system, availability of capital, and the natural and built environments. Policies and implementation actions that support centers and corridors, Urban Habitat Corridors, healthy watersheds, biodiversity and City Greenways, all make Portland a more attractive location for people to work, live and run businesses.

## The city’s success depends on achieving broad community prosperity.

The 2035 Comprehensive Plan recognizes that upward mobility for lower-income households and closing the racial income gap are essential to building a strong, sustainable and resilient city economy.

The Plan’s approach to job development is rooted in the need to help all Portlanders attain economic self-sufficiency, and find long-term economic success. Part of the approach focuses on the needs of business to grow. The Plan provides land for growth of traded sector businesses, educational and health campuses, and small businesses.

The Plan also focuses on increasing living-wage opportunities for Portlanders with a wide range of educational backgrounds, aptitudes and skills. Manufacturing businesses, healthcare facilities and educational institutions all offer these kind of opportunities.

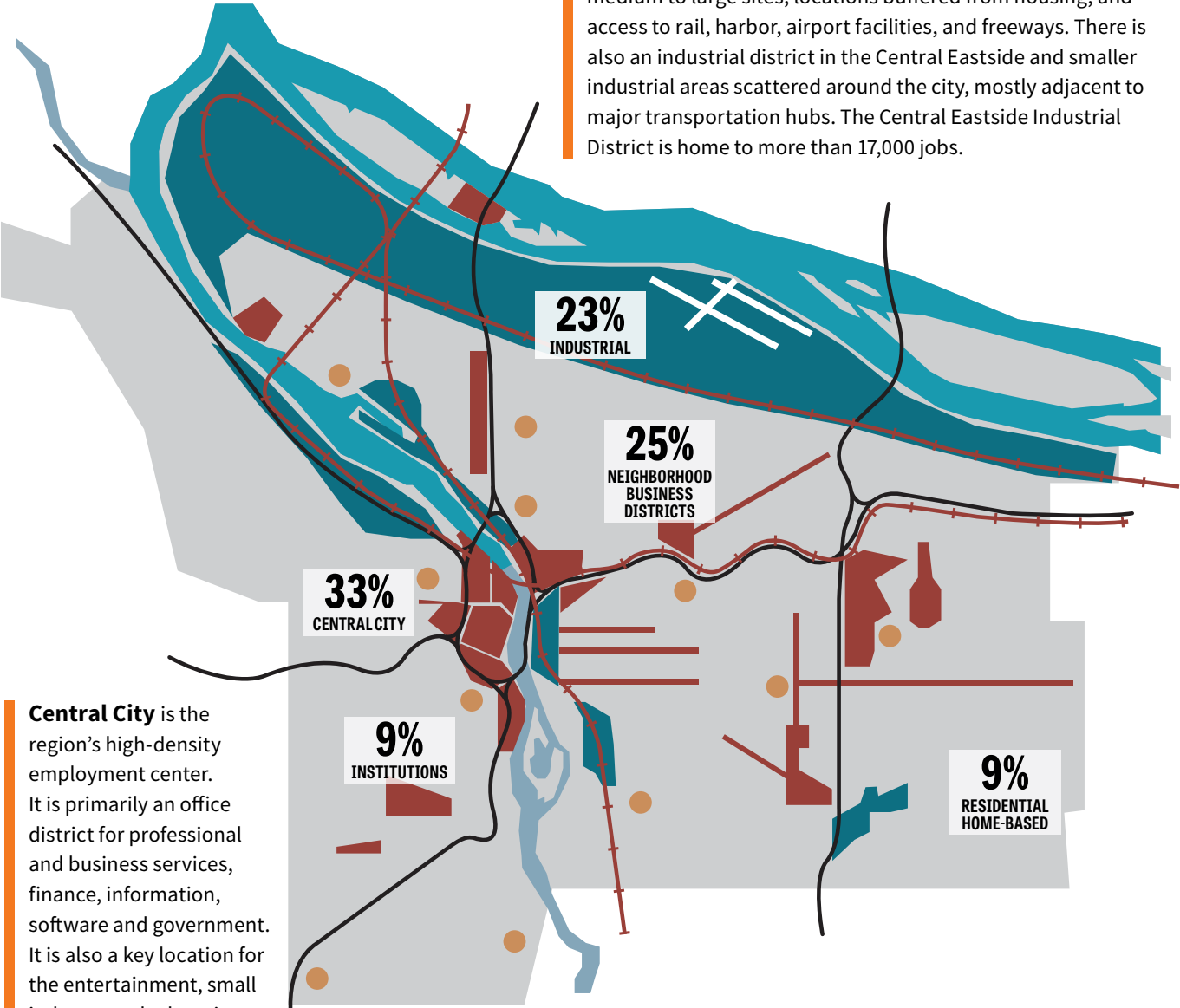
Household prosperity varies greatly by employment type. The Portland Plan’s measure of success for household prosperity uses a self-sufficiency index based on the income needed to meet basic household needs, including the cost of housing, childcare, food, healthcare and transportation. In Portland, this is approximately \$36,000 per year for one adult and an infant. In 2012, the average wage for retail and service workers in Portland (\$26,000) was far below the level needed to sustain a household. By contrast, the average wage for an industrial worker in Portland is \$55,000 per year, and the average wage in hospitals is \$62,940. Industrial and institutional jobs provide better opportunities for many to earn a living wage, but living-wage job creation is critical across all employment sectors.



# Portland's employment sectors

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

**Industrial districts** are in the low, flat areas along Portland Harbor and the Columbia Corridor, Oregon's freight infrastructure hub. Manufacturing and distribution sectors concentrate here. They typically need one-story buildings, medium to large sites, locations buffered from housing, and access to rail, harbor, airport facilities, and freeways. There is also an industrial district in the Central Eastside and smaller industrial areas scattered around the city, mostly adjacent to major transportation hubs. The Central Eastside Industrial District is home to more than 17,000 jobs.



**Central City** is the region's high-density employment center. It is primarily an office district for professional and business services, finance, information, software and government. It is also a key location for the entertainment, small industry and education sectors.

**Campus institutions** in the health care and education sectors are concentrated in large hospital and college campuses and dispersed smaller facilities. Major institutions are large employers with campuses that vary from pastoral expanses to more concentrated urban grounds. They are located throughout the city, often in or adjacent to residential areas.

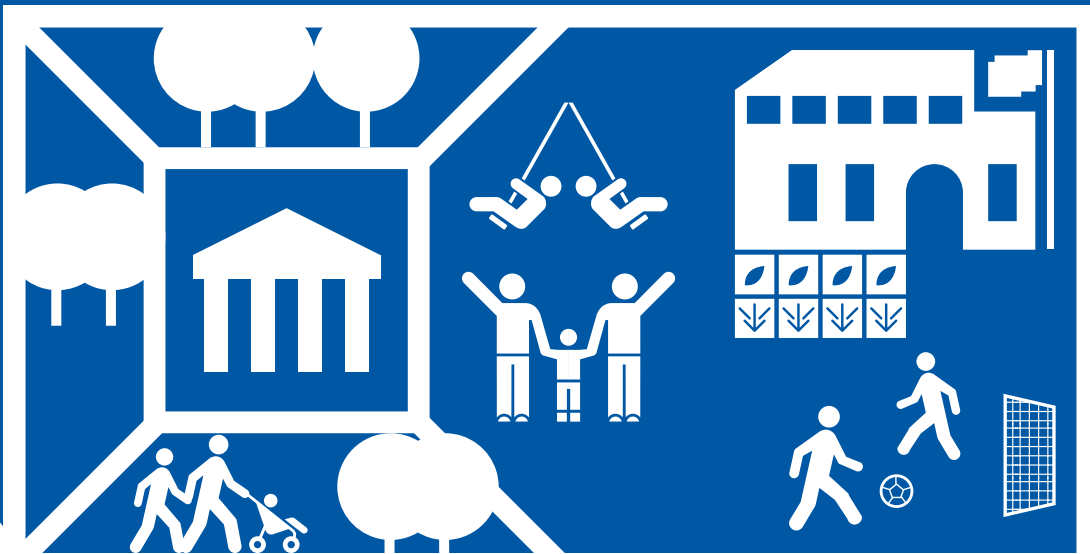
**Neighborhood commercial areas** are mainly home to the retail, personal service and related sectors that serve customers on-site. These businesses locate amid their market areas, lining corridors across the city. They generally need ground-floor space along pedestrian or auto-oriented streets.

Nine percent of jobs are **home-based businesses in residential areas.**

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

# 2 Human Health



# Human health

**Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.**

**Portland's physical environment has a significant effect on health.**

**The 2035 Comprehensive Plan incorporates consideration of human health into decisions about urban form and growth.** It does this in a variety of interconnected ways. Growing in centers and corridors to create complete neighborhoods is a core concept that brings together many facets to support human health.

## Increase access to complete neighborhoods

Complete neighborhoods are places where people of all ages and abilities have safe and convenient access to more of the goods and services needed in daily life. These are places where they can get to grocery stores, schools, libraries, parks, cultural experiences and gathering places safely on foot or by bike. They also are places that are connected by convenient transit to jobs and the rest of the city.

The conveniences of complete neighborhoods make it easier for people to have active lifestyles and integrate exercise into their daily lives. Complete neighborhoods are places where youth can spend time, learn and play. They are places where people are out and about, putting more eyes on the street that can help improve one's sense of safety. They also help reduce the amount of time spent doing errands and in a car. All of these things can make living just a little bit easier and a lot less stressful.





## Strengthen consideration of environmental justice

Environmental justice is the equitable treatment and meaningful involvement of all people in public decision-making as it applies to who benefits and who bears the cost of development and growth. This also applies to decisions on how the Plan will be implemented and enforced.

These policies are particularly relevant to plans and investments that affect communities that have been historically under-served and under-represented in public processes and decisions, and that have historically carried the burden of adverse effects from city planning and implantation. Policies throughout the Plan support the meaningful involvement of Portlanders in public decisions.



## Build City Greenways

A network of safe, accessible, and attractive streets, trails, parks, and open spaces can make it easier to choose healthier lifestyle choices. This network complements complete communities by encouraging active living, community interaction and nature in neighborhoods. Walking, biking and using public transit become the easy choice.

Driving less reduces household costs, improves personal and environmental health, and lowers carbon emissions and air pollution. A transportation network that integrates nature into neighborhoods increases access to the outdoors, provides corridors for wildlife movement, and helps manage and clean stormwater will significantly improve environmental health. Access to open spaces and parks increases opportunities for recreation, relaxation and learning.



... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

# 3 Environmental Health



# Environmental health

**Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.**

## Portland has a wealth of natural resources.

It is located at the confluence of two major rivers near rich forest and farmland, and between mountain ranges. All these provide a beautiful setting for a city, and important habitat for wildlife. Salmon, beaver, deer, elk and more than 200 species of birds — including bald eagles and peregrine falcons — live in or travel through Portland. Natural resources and open spaces also perform important services: they clean Portland's air and water, stabilize hillsides, soak up rainwater, and manage floodwaters; and they add to the sense of place and community.



## Portland also has an extensive system and network of public open spaces.

Streets, parks, trails, open spaces and natural areas link people and wildlife to places around the city and the region. Some of these places are big and busy, connecting people to jobs and businesses to businesses. Others, like the Springwater Corridor, are quieter pathways for walking, jogging or rolling. Places like Columbia Slough and Smith and Bybee Lakes constitute a network of natural resource areas that support native species of birds, fish, pollinators and other wildlife. These connections help strengthen sense of place; support the movement of goods, people and wildlife; encourage active lifestyles; and improve ecological health.

## But, many of these natural resources are at risk.

The potential losses are ecological, economic, aesthetic and spiritual. Urbanization has filled floodplains, causing seasonal flooding. Streams are unable to support healthy fish populations. Trees that trap carbon, reduce heat island effects and provide habitat are vulnerable to development and increased intensification of development. Without thoughtful intervention, natural systems will suffer.



**The 2035 Comprehensive Plan includes policies and investments that will expand the public space system, increase mobility and access to services through low-carbon transportation, and avoid, minimize, and mitigate the impact of development on natural resource systems.**



### **Design development to work with nature**

Development that includes native landscaping, stormwater swales, trees, green roofs and rain gardens helps clean the air, store water and reduce energy costs by cooling buildings in the summer. Designing with nature will directly improve water quality, reduce stresses on the stormwater management system, and contribute to cleaner air in the region.



### **Support nature-friendly infrastructure**

The Comprehensive Plan includes policies and investment choices that manage stormwater, protect resources, and enhance natural areas and open spaces. Trees, natural areas, stormwater swales and open spaces make up what is referred to as Portland's *green infrastructure*. Green infrastructure helps minimize risks from flooding and landslides, helps to cool the city — reducing impacts from the urban heat island effect — and creates an overall healthier and more pleasant environment for people.

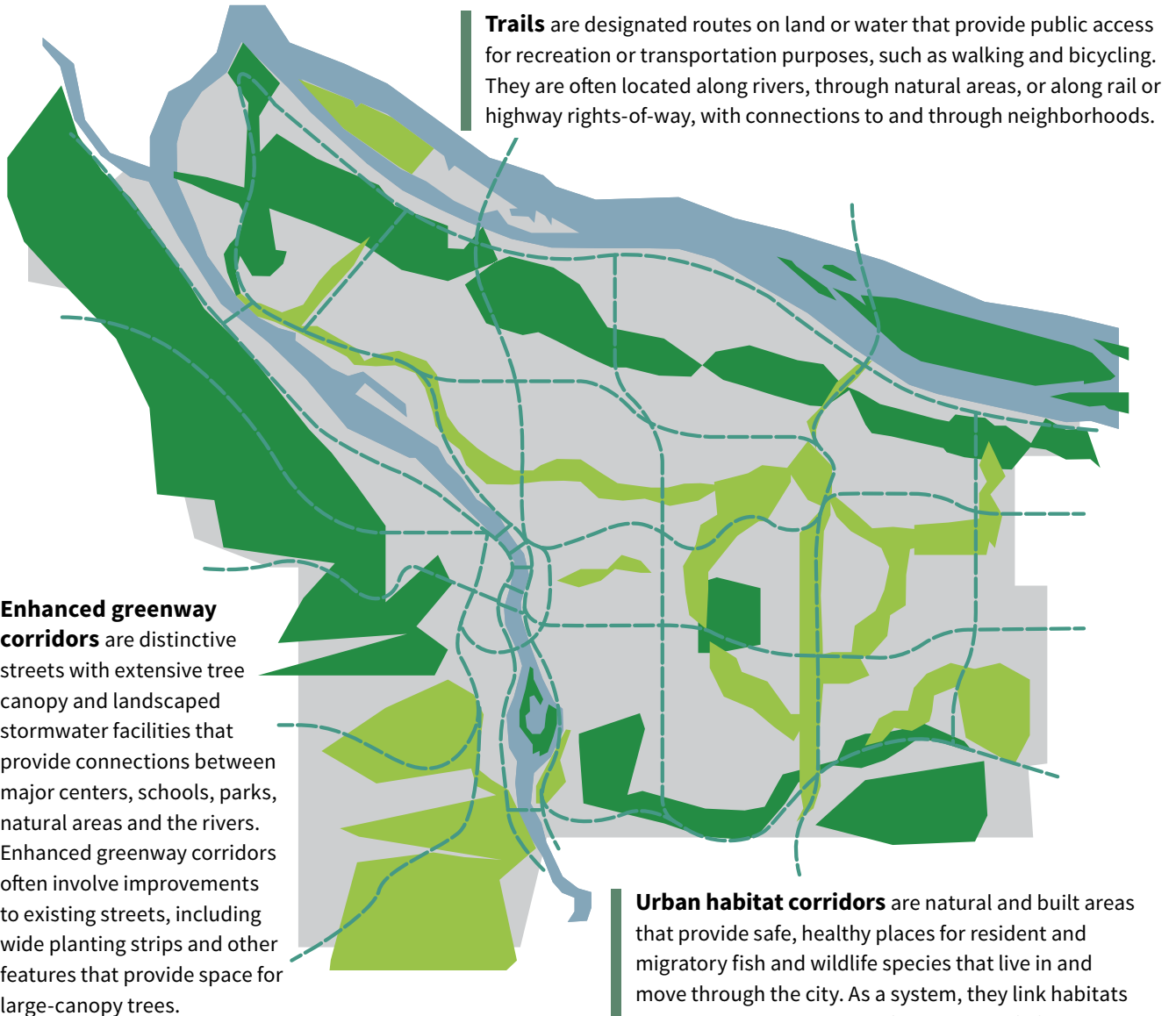


### **Preserve and enhance Urban Habitat Corridors**

Public and private spaces around the city — from rivers and streams, to Forest Park and Powell Butte, to backyards with native plants — provide safe and healthy places for resident and migratory fish and wildlife to move through or stay in the city. They also clean and store water, reduce landslide and flooding risks, and provide places for people to learn, play and experience nature. Preserving existing places and enhancing others will weave nature throughout the city.

## Portland's greenway and habitat corridors

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



**Trails** are designated routes on land or water that provide public access for recreation or transportation purposes, such as walking and bicycling. They are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.

**Enhanced greenway corridors** are distinctive streets with extensive tree canopy and landscaped stormwater facilities that provide connections between major centers, schools, parks, natural areas and the rivers. Enhanced greenway corridors often involve improvements to existing streets, including wide planting strips and other features that provide space for large-canopy trees.

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

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

**Urban habitat corridors** are natural and built areas that provide safe, healthy places for resident and migratory fish and wildlife species that live in and move through the city. As a system, they link habitats in Portland and the region, facilitating safe fish and wildlife access and movement through and between habitat areas. Enhanced habitat corridors are places where there is existing significant fish or wildlife habitat, as identified in the Natural Resource Inventory, and where habitat connectivity will be improved over time. Potential habitat corridors will be established over time. They are places where habitat features and functions (e.g., trees, vegetation, nesting and perching sites, food, etc.) will be integrated into generally more developed areas of the city.

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

# 4 Equity



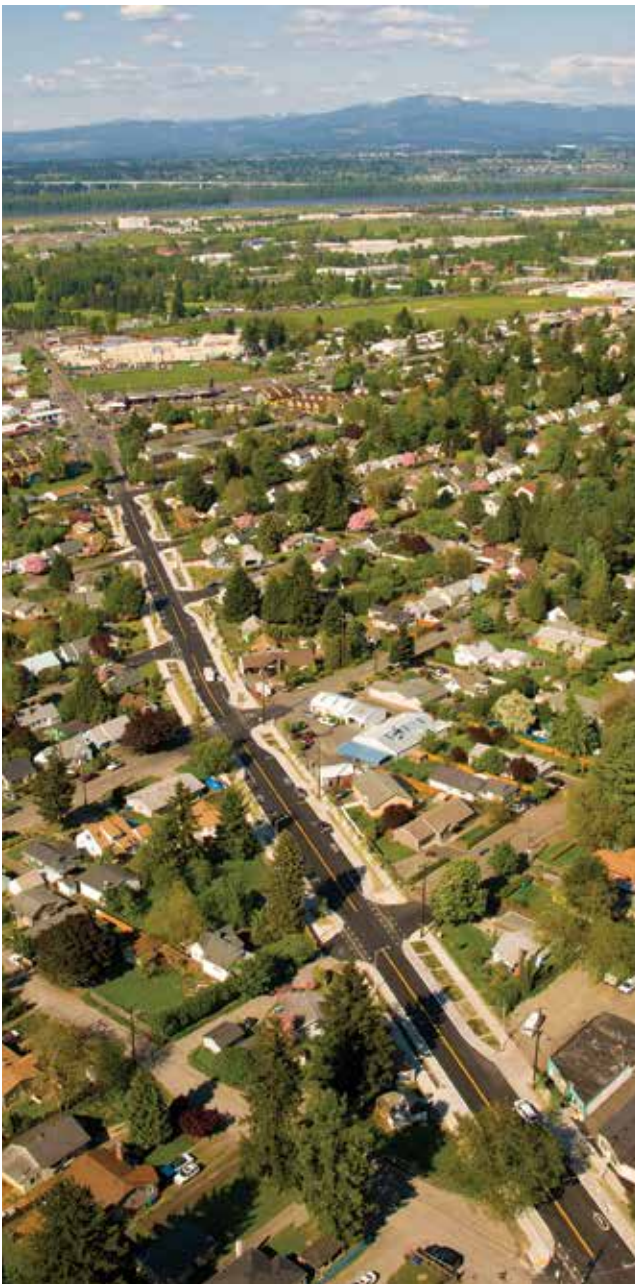


# Equity

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.

**The 2035 Comprehensive Plan provides a framework to ensure Portlanders more equitably share in the benefits and burdens of growth and development.** This includes recognizing and taking past inequities into account when making decisions. Several core concepts in the Plan work together to promote equity and environmental justice.





## Invest to reduce disparities

High-quality basic services are essential to Portland’s future success. However, not all communities in the city have access to basic services like sidewalks and developed streets, effective stormwater management systems, parks and open space. Often, it is low-income households and Portlanders of color who have inadequate services.

Portland has many miles of unpaved roads and even more miles of streets without sidewalks. Most of these places are east of I-205 or in the Cully and Brentwood-Darlington neighborhoods. This crescent has the greatest concentrations of poverty and greater racial and ethnic diversity than the city as a whole, as well as a high number of transit-dependent residents. Moreover, East Portland is where much of the affordable family housing is located, and where many families who once lived in areas with many amenities have moved in search of more affordable housing.

## Make infrastructure decisions that advance equity

This requires a process by which decisions are made based on awareness of how past decisions have affected equity. This challenges unconscious assumptions about how decisions affect different groups. The core questions are who benefits from an investment, who is burdened, who pays and who decides. Some form of this approach should be used across the spectrum of infrastructure decisions from big-scale long-range plans, like the Citywide Systems Plan, through project design and implementation.

Several City bureaus are developing tools to help ask and answer such questions. An equity analysis can help prioritize where and when the City invests in infrastructure to ensure that low-income communities, communities of color, and people with disabilities have more equitable access to infrastructure.

## Include under-served and under-represented populations in decisions that affect them

Portland has a long history of community involvement and a robust neighborhood association system. As the city grows, it is becoming more diverse. It is essential that the needs and interests of all community members are considered.

Efforts must be made to improve services for groups that have not been well represented in past decision making — people of color, immigrants and refugee communities, people with disabilities, renters, low-income Portlanders, older adults, youth, and the lesbian, gay, bisexual, transgender and queer (LGBTQ) community. A new paradigm of community involvement and engagement — one that supports intercultural organizing, recognizes that diversity is an advantage and works to achieve equitable outcomes — must be embraced. This, paired with Portland’s neighborhood organization network, can create a robust and more inclusive community involvement system informed by principles of environmental justice.



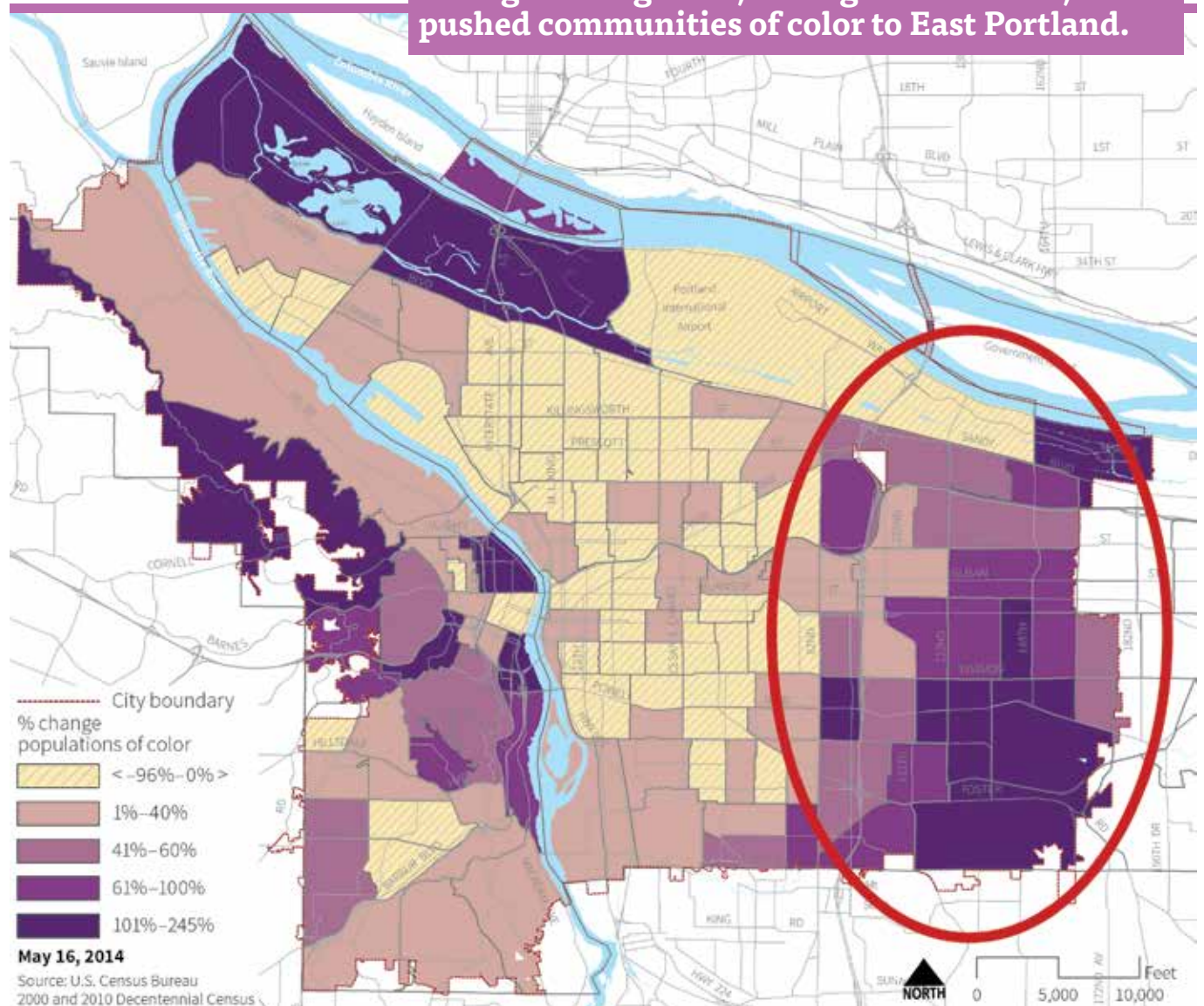
### Address displacement of residents

Neighborhood improvement is often the result of public and private investments that increase a neighborhood’s livability. It can create many benefits for existing residents, including increased access to services and improved neighborhood walkability. These same improvements also can make a neighborhood more attractive to new and potentially higher-income residents. Greater demand for the limited supply of housing in the neighborhood will increase property values for existing property owners and housing costs for new residents.

This change can force some existing residents out of revitalizing neighborhoods due to unaffordable increases in the cost of housing. This displacement of lower-income households also often results in a change to the ethnic and racial make-up of a neighborhood’s residents and businesses.

This type of gentrification and displacement is a long-standing concern in Portland. To meet our equity goals, it is essential that efforts are made to work with communities who have and are experiencing inequitable outcomes. It is also essential that more federal, state and local resources are available to increase the development of permanently affordable housing in high opportunity neighborhoods.

**Rising housing costs, among other factors, have pushed communities of color to East Portland.**



Percent change in populations of color (2000-2010). Source: Portland Bureau of Planning and Sustainability  
 East Portland experienced significant population growth from communities of color between 2000 and 2010.



### **Provide for on-going affordability**

Portland is in the midst of a housing development boom. Still, the city has been adding people faster than housing. Since 2010, there are approximately 27,000 new residents in the city, but fewer than 10,000 new housing units have been added to the supply. The number of new dwelling units under construction has rebounded to pre-recession levels in 2014 and 2015, but many of those units are not yet finished and available for rent. This has put pressure on the housing market and increased housing costs across the board. This cost pressure is greatest for lower income families.

Only a few hundred of these new units have been built under programs for long-term low-income affordability. While 27 percent of Portland households earn less than \$36,750 (half of the current median family income for a family of four), only about 7.5 percent (20,300 units) of the housing stock is publicly subsidized and maintained as affordable to these households. Other housing in Portland may be affordable to this group, but there are no protections to ensure it remains that way.

In the Portland Plan, the City set a goal to increase the existing supply of long-term affordable housing, to reach 15 percent. To meet this ambitious goal, new funding and other approaches to produce affordable housing will be needed.

**Create regulations that acknowledge that one size does not fit all**

Portland has increased in area since 1980 when most of East Portland and some of West Portland was annexed into the city. Many of these neighborhoods were developed after WWII and have distinct characters that differ from Inner Portland and the Central City. Despite these differences, they were required to meet the same development standards as Inner Portland, and these areas developed without the needed street, sidewalk and stormwater infrastructure. This Plan recognizes that one size does not fit all and includes new policies intended to protect the qualities that people value about East and West Portland, while supporting human and environmental health and safety, and investments that promote transit use, walking and biking.

**Plan and design to fit local conditions.**

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

Portland has five major patterns areas: Inner Neighborhoods, Eastern Neighborhoods, Western Neighborhoods, Central City and Rivers. Each area has unique needs and characteristics.



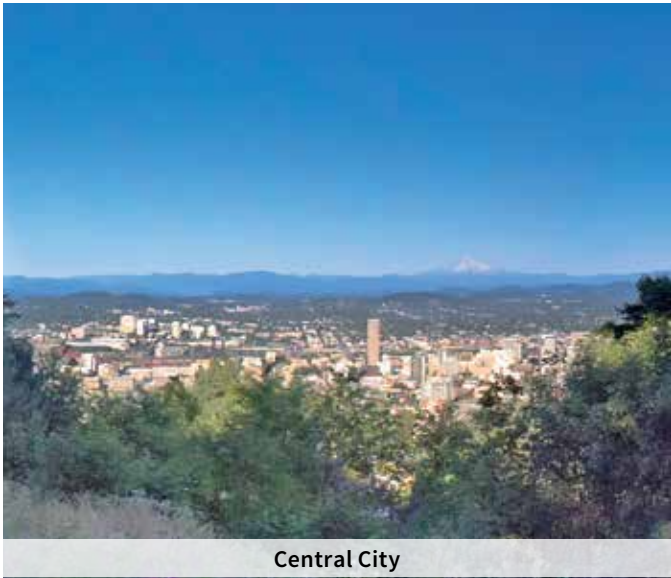
Inner Neighborhoods



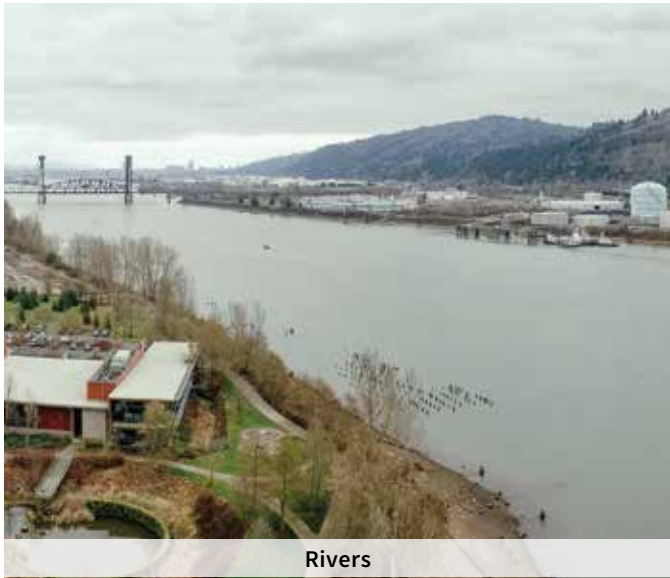
Eastern Neighborhoods



Western Neighborhoods



Central City



Rivers

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

# 5 Resilience



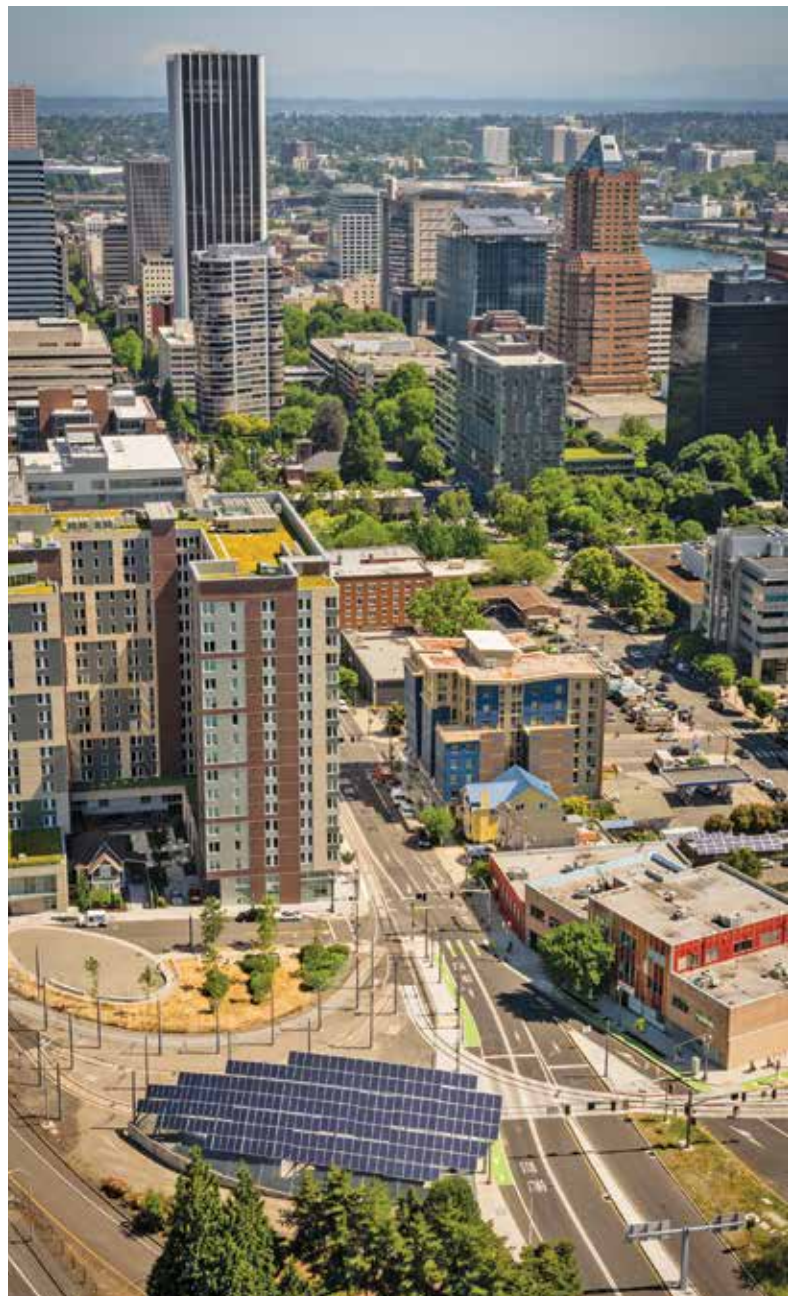
# Resilience

**Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.**

Resilience means reducing the vulnerability of our neighborhoods, businesses, and built and natural infrastructure to withstand challenges — environmental, economic and social — that may result from major hazardous events. A resilient Portland is one that can bounce back, move forward and become stronger over time.

**Prosperity, human health, environmental health and equity are all essential components of resilience.**

The 2035 Comprehensive Plan has a spectrum of policies that work together to improve Portland’s resilience — growth in compact centers and corridors, provision of City Greenways and Urban Habitat Corridors, expansion of living-wage employment opportunities, investments to fill the infrastructure gaps in under-represented and under-served communities, and responsiveness to the differences among Portland’s neighborhoods.





**Portland faces many natural and human-caused risks, which can have environmental, economic and social impacts.**

- **Floods or landslides** can disrupt roads and transit services. They can affect commuting patterns and timely access to jobs or school, as well as the movement of commercial traffic and freight.
- **A significant earthquake** could threaten lives and seriously affect Portlanders’ daily lives for an extended period.
- **Oregon’s climate is changing.** Over the past 30 years, average temperatures in the Pacific Northwest have increased about 1.3 degrees Fahrenheit. The number of extreme high nighttime minimum temperatures has increased. Mt. Hood’s glaciers have decreased in length as much as 61 percent over the past century. Climate change poses a serious threat not just to Oregon’s natural treasures — forests, mountain snows and rivers — but also to our jobs and our health. Portland’s future climate will likely be characterized by hotter, drier summers with more heat waves, and warmer, wetter winters. This will mean increased risk of flooding, wildfire and landslides.
- **Extreme heat events** threaten personal health and reduce the viability of construction and other outdoor employment.
- **Economic and energy shocks.** Portland exists as part of a complex global economy, where the cost of living, the value of land and housing, and the availability of jobs can be influenced by external forces. The Great Recession and the energy shocks of the 1970’s are two examples. External economic shocks can have a large impact on local prosperity, health and equity.

Effectively managing risks involves assessing the likelihood that an event will occur, as well as the potential consequences such as injury or fatalities, environmental degradation or economic loss. Certain populations, including low-income households, communities of color, people with disabilities, renters and older adults may be less able to prepare for and recover from impacts from natural hazards, economic disruption and climate change impacts.



### The 2035 Comprehensive Plan help manage risks in several ways.

- **Direct growth in lower-risk areas** – The Plan’s Urban Design Framework focuses growth in centers and corridors outside of high-risk areas. Comprehensive Plan Land Use Map changes include downzoning (reduced density) in parts of East and West Portland where there are greater risks of landslides or floods.
- **Invest to reduce risks** – The Comprehensive Plan, including the Citywide Systems Plan, identifies infrastructure investments to reduce risks of failure and increase the city’s ability to withstand and respond to a natural disaster. Improvements are planned to protect Portland’s critical infrastructure services such as drinking water, sewage treatment and bridges. These systems are necessary to protect Portlanders’ safety and security and support the region’s economy. For example, infrastructure investments planned for Portland’s secondary groundwater supply in outer northeast Portland enables water to be provided when the primary Bull Run system needs to be supplemented.
- **Neighborhood resilience** – Investments to create complete neighborhoods, including multi-modal streets, grocery stores and parks can help improve community resiliency to natural hazards by providing access to local services, offering multiple ways to get around, and fostering community connections. Parks, community centers and other public buildings can also play a role in emergency response — as locations for cooling centers, emergency shelters and communication centers.
- **Low-carbon economy** – Fossil fuels are a finite resource, and disruptive swings in oil and natural gas prices impact households and businesses. An advanced low-carbon community will be more stable, prosperous and healthy than one that remains dependent on fossil fuels. With the growing awareness and recognition of the need to reduce carbon emissions to mitigate the effects of climate change, there are, and will continue to be, opportunities to build new businesses to commercialize new, more efficient and renewable technologies.
- **Resilience in Natural Systems** – Increase resilience in natural systems to respond to climate change by protecting natural resource areas, maintaining upland tree canopy, ensuring protection of riparian zones and wetlands, and increasing the ability of vegetation to withstand drought conditions. Protect and connect diverse habitats to support wildlife species needing to alter their range.

Hundreds of Portland businesses are already exporting products, technologies and services developed to respond to climate change — from highly efficient building components to stormwater management tools. As the world moves to a low-carbon economy and invests in climate-ready communities, Portland businesses will reap the rewards of their leadership.

## Compact Urban Form Reduces Carbon

Integrating higher density land uses with safe active transportation and transit systems is critical in reducing the community's overall carbon emissions.

Investments in additional transit service, bike lanes and sidewalks is not enough. For example, buses often have reduced ridership in low-density single family areas and therefore require additional housing or job density to make transit operations viable.

Similarly, high walking and bike mode splits depend on having a certain density of destinations within ¼ mile and 3 miles, respectively.

By encouraging development of new housing units in focused geographic areas like centers – rather than spread across the city – grocery stores, restaurants, public spaces and other services can successfully operate within walking distance of local residents.

New multifamily buildings are less carbon intensive than single family homes as a result of shared interior walls and lower square footage per household (U.S. Energy Information Administration, 2013). Because Portland is already urbanized with limited opportunities for single family residential development, the vast majority — 80 percent — of new housing units are expected to be multifamily units. By 2035 the supply of multifamily housing is expected to grow by 95,000 units, far exceeding the expected single family growth of 26,000 units.



EAST



INNER



WEST

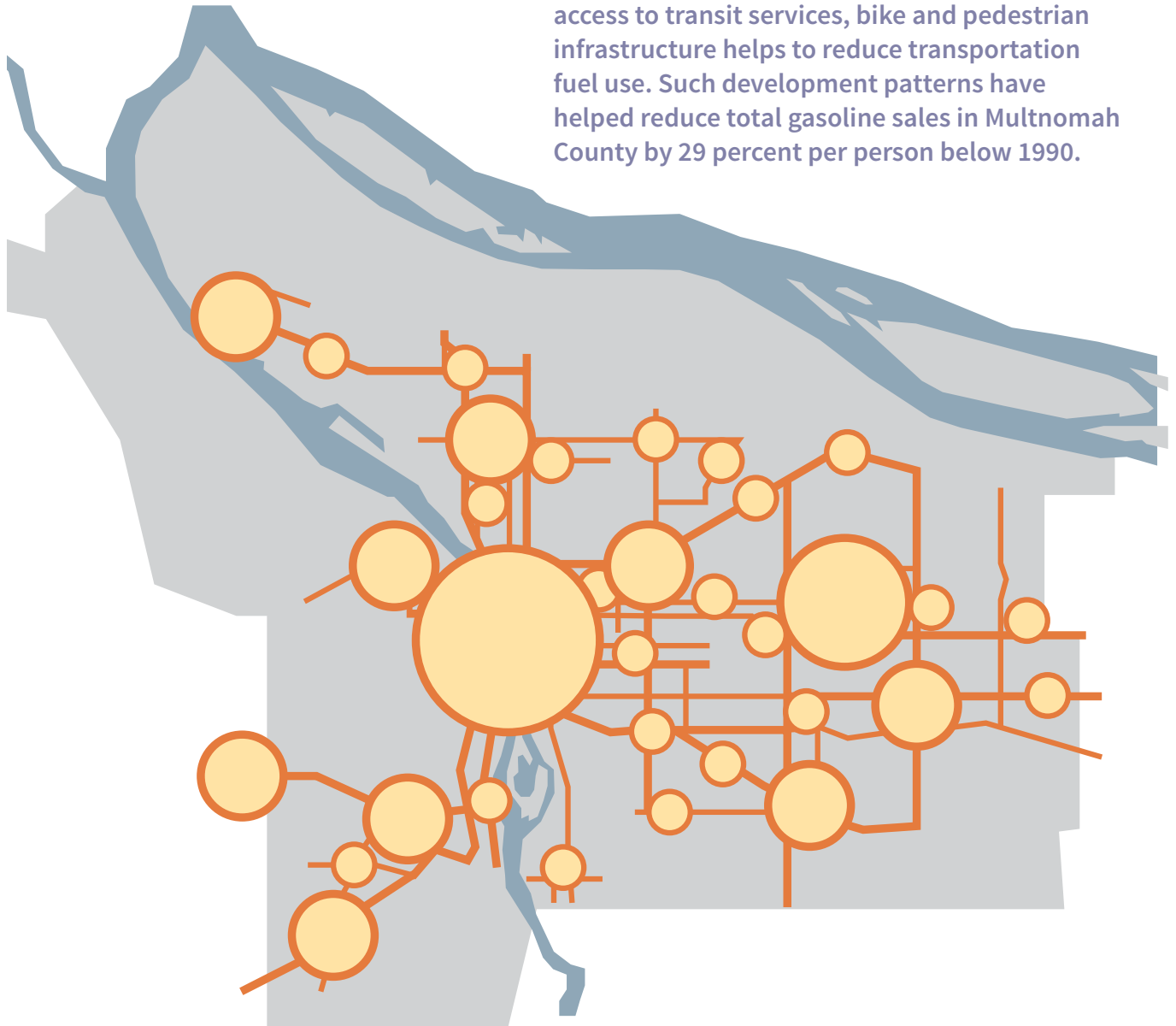
### Visualizing a low-carbon community.

From increased tree canopy and rehabilitated buildings to improved safety for walkers, bikers and transit, to bustling neighborhood business districts, these renderings of different Portland neighborhood areas depict opportunities to achieve multiple community objectives — including reduced carbon emissions and improved resilience to climate change impacts.



## Focusing growth in centers and corridors helps minimize carbon emissions

Concentrating growth and density in areas with access to transit services, bike and pedestrian infrastructure helps to reduce transportation fuel use. Such development patterns have helped reduce total gasoline sales in Multnomah County by 29 percent per person below 1990.



Portland's new Comprehensive Plan and Central City Plan seek to continue this pattern of development. Between now and 2035, 30 percent of the new growth in Portland will be downtown and 50 percent will be in other centers and corridors, increasing density where there is already access to transit, bike and pedestrian infrastructure. However, some neighborhoods face gentrification risks, and growth must be encouraged in ways that also help stabilize communities for existing residents and small businesses.

# Infrastructure

## What is infrastructure investment, and why is it important?

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

### Build, maintain and upgrade public facilities.

#### High quality basic services are essential to Portland's future success.

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

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

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

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

- **The List of Significant Projects** includes the City's planned infrastructure projects for the life of the Comprehensive Plan. These investments are necessary to meet the transportation, sewer, stormwater and water needs of Portland's current and future residents and businesses.
- **The Citywide Systems Plan** guides infrastructure investments to address deficiencies, maintenance needs and safety risks. It includes the state-mandated public facilities plan to provide public facilities to serve a growing population.

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



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



## Caring for Portland's infrastructure

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

- 1. System maintenance** – Take care of existing infrastructure so it can continue to meet community needs and work efficiently.
- 2. System deficiencies** – Determine where systems do not meet basic levels or needs, and analyzing who is and is not being served. It is also about meeting state and federal requirements.
- 3. Future needs** – Assess which facilities need to be upgraded or replaced to avoid major problems or to meet growing demand.

### Using an equity lens when making infrastructure decisions.

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

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

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

### Addressing gentrification and displacement.

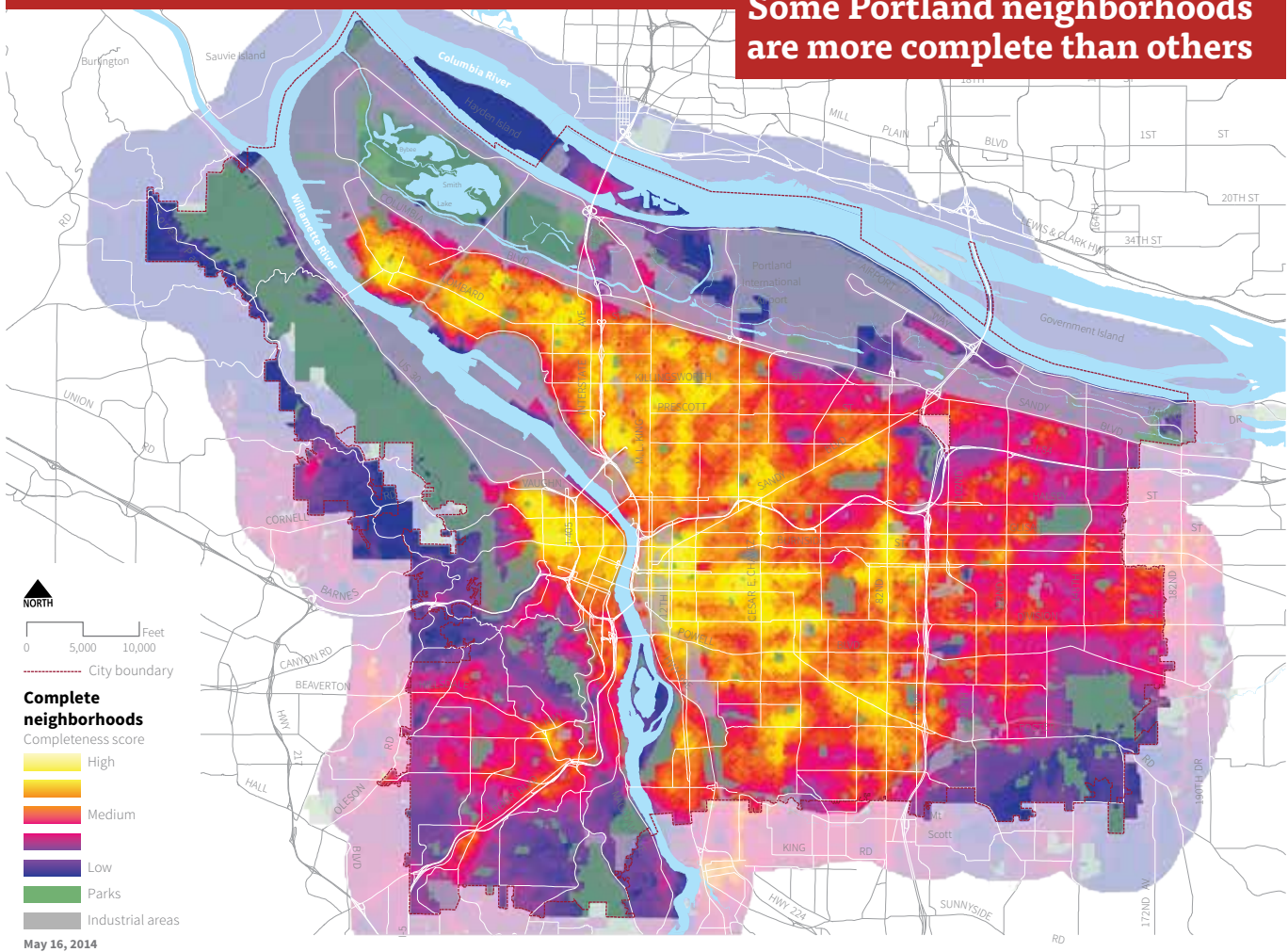
Neighborhood improvements are often accomplished through public and private investments that increase a neighborhood's livability. This can benefit existing residents through better access to shopping and services, improved neighborhood walkability and better transit service. This also will enhance a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

For many, neighborhood revitalization is a positive change. For others, it provokes concern that Portland is becoming less affordable. In some circumstances revitalization becomes gentrification where the

negative consequences outweigh the benefits. These consequences include involuntary displacement of lower income households and a change in the ethnic and racial make-up of a neighborhood's residents and businesses.

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

**Some Portland neighborhoods are more complete than others**



**Complete neighborhoods.**  
 Source: Portland Bureau of Planning and Sustainability

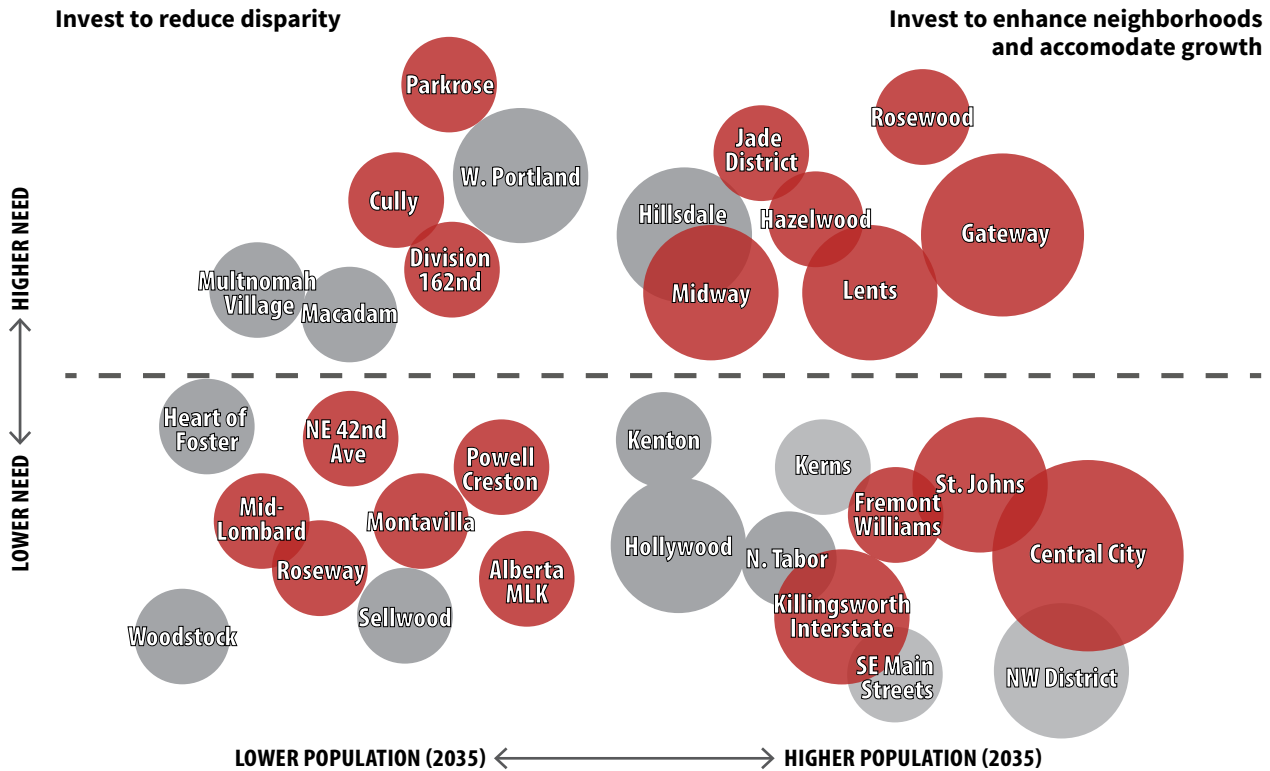
**The City developed the 20-minute neighborhood index to measure access to community amenities, products and services. The areas shown in yellow have the highest levels of access to services and amenities. The areas shown in purple have the lowest levels of access.**

**Under-served** means people and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Due to historical inequitable policies and practices, disparities may be recognized in both access to services and in outcomes.

**Under-represented** recognizes that some communities have historically and currently not had equal voice in institutions and policy-making and have not been served equitably by programs and services. In this Plan, the terms under-served and under-represented focus action and implementation attention toward:

- **People/Communities of color:** Individuals or groups who identify as African and African American, Native American/Indigenous Nation/ Native Hawaiian, Asian-American or Asian/Pacific Islander, and/or Latino/Hispanic/Chicano descent.
- **Low-income populations:** People, households, families and neighborhoods with below-average incomes. Because of socioeconomic patterns, low-income also overlaps with people of color and many older adults. However, a focus on low-income people does not substitute for a focus on racial and ethnic justice.

## Investment strategies for complete centers



**Respond to opportunities and maintain existing services**

**Fill service gaps and accommodate growth**

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

### An intentional investment strategy is essential.

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

- 1. Invest to reduce infrastructure disparities and improve livability.** This strategy is appropriate for places that are not expected to grow significantly, but that have existing infrastructure deficiencies. Investments could fill gaps in streets, bicycle and pedestrian routes, and create local parks. Economic development programs could support existing and new businesses, and improve neighborhood prosperity and vitality.
- 2. Invest to enhance neighborhoods, maintain affordability and accommodate growth.** This strategy is aimed at places that lack basic infrastructure or services and that have many residents now, or will in the future. Investments could include improving streets, creating new parks, and addressing other deficiencies. Economic development programs could preserve and increase jobs, businesses and community services in the area.
- 3. Invest to respond to opportunities and maintain existing services.** In these areas, investments focus on maintaining livability and existing infrastructure as well as responding to opportunities.
- 4. Invest to fill service gaps, maintain affordability and accommodate growth.** Some places have already benefited from public and private investments in things like light rail, complete streets and neighborhood business districts. Future investments should focus on making sure that infrastructure can serve new residents by filling remaining service gaps and providing affordable housing.

# Share your feedback with the Portland City Council

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

|                              |   |
|------------------------------|---|
| <b>ONLINE VIA THE MAPAPP</b> | <a href="http://www.portlandoregon.gov/bps/mapapp">www.portlandoregon.gov/bps/mapapp</a>  |
| <b>EMAIL</b>                 | Send to <a href="mailto:cputestimony@portlandoregon.gov">cputestimony@portlandoregon.gov</a> with "Comprehensive Plan Testimony" in the subject line. Be sure to include your name and mailing address.   |
| <b>LETTER</b>                | Send a letter with your comments to:<br><b>Council Clerk</b><br><b>1221 SW 4th Avenue, Room 130</b><br><b>Portland, OR 97204</b>  |
| <b>IN PERSON</b>             | Attend a public hearing to offer oral testimony directly to the City Council<br><br><b>November 19, 2015, 2 p.m.</b><br>1221 SW 4th Avenue, Council Chambers, Portland, OR 97204<br><br>Time and date subject to change.<br><br>Check our website for specific dates and additional information.<br><b><a href="http://www.portlandoregon.gov/bps/pdxcompplan">www.portlandoregon.gov/bps/pdxcompplan</a></b><br><br><i>To be considered formal testimony, you must include your name and mailing address in your letters, emails or online comments. Comments received without your full name and mailing address will not be included in the record, and the City will not be able to notify you of future hearing dates. In addition, if your name does not appear in the record for this proceeding, you may be precluded from appealing the Council's final decision.</i><br><br>Check <a href="http://www.portlandoregon.gov/bps/pdxcompplan">www.portlandoregon.gov/bps/pdxcompplan</a> for updated information on these and other events. |



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon  
Charlie Hales, Mayor • Susan Anderson, Director

... COMPREHENSIVE PLAN UPDATE ...

# 2035 Comprehensive Plan Recommended Draft

# How to Use the Plan

**August 2015**

**Portland's Comprehensive Plan Update**  
For more information, visit:  
[www.portlandoregon.gov/bps/pdxcompplan](http://www.portlandoregon.gov/bps/pdxcompplan)



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.



*City of Portland, Oregon*  
*Charlie Hales, Mayor • Susan Anderson, Director*

**Ordinance 187832, Vol. 2.1.B, page 12775**

# How to Use the Plan

## What is the Comprehensive Plan?

Portland's Comprehensive Plan guides land use development and public facility investment decisions between now and 2035. This guidance is intended to help make Portland more prosperous, healthy, equitable, and resilient. The Comprehensive Plan includes five elements that work together to accomplish this goal:

- Vision and Guiding Principles
- Goals and Policies
- Comprehensive Plan Map
- List of Significant Projects
- Transportation policies, classifications, and street plans



## What is the Plan based on?

The Comprehensive Plan is based on objective data and research into current conditions, issues, and trends. This information can found in the following supporting documents:

- Inventories and Analysis
- Transportation Systems Plan
- Citywide Systems Plan
- School District Facility Plans

## How is the Plan implemented?

The goals and policies of the Comprehensive Plan are implemented through regulations, land use decisions, agreements, and community development programs including:

- Zoning Code
- Zoning Map
- Service Coordination Agreements
- Annexations
- Urban Renewal Areas
- Development Agreements

*For more information about the Plan elements, supporting documents, and implementing tools, see Chapter 1: The Plan.*

## How and when is the Plan used?

The Comprehensive Plan is used for making land use decisions, primarily legislatively, but sometimes quasi-judicially. This includes decisions about how land is used or developed, and public facility investment decisions related to those planned land uses or developments.

The Comprehensive Plan and these tools are not static, and they are expected to change over time. City Council will consider decisions to adopt, amend, or repeal parts of the Comprehensive Plan or implementation tools in the future in response to changing conditions, needs, trends, and other information.

### Legislative and Quasi-judicial land use decisions

Land use decisions are generally made through one of two ways: legislatively or quasi-judicially. Some zoning- and development-related decisions are also made administratively.

**Legislative process** – Legislative decisions establish long-range land use plans, investments, policies, or regulations that can affect large parts of the city and many people. Legislative land use decisions can also be used to change any element of the Comprehensive Plan and change or create new related codes and area plans intended to implement the Plan. These changes are accomplished through adoption of an ordinance by City Council. Part of this process is the review and adoption of findings that the proposal is consistent with the goals and policies of the Comprehensive Plan or with State and Metro rules. Legislative projects typically are:

- Initiated by City Council or City agencies.
- Reviewed by the Planning and Sustainability Commission, which transmits its recommendation to City Council.

**Quasi-Judicial process** – Quasi-judicial decisions are used for site-specific projects that affect one or a limited number of specific properties. They typically are initiated by an applicant, like a private property owner. They tend to impact fewer neighborhoods and people. Examples include site-specific amendments to the Comprehensive Plan Map or Zoning Map, proposals to demolish historic landmarks, Type IV Demolition Reviews, or requests for street vacations, among others.

- City staff or a Hearings Officer reviews and makes decisions on quasi-judicial proposals.
- There is often an opportunity for a public hearing.
- They are reviewed for compliance with specific approval criteria in the Zoning Code.
- In limited cases, the criteria may require findings of compliance with the Comprehensive Plan.

**Administrative process** – Administrative decisions are those made under clear and objective standards without exercise of discretion. An example includes application of numerical setback standards in the Zoning Code, or the determination of needed public improvements based on street classification maps in the Comprehensive Plan, and published engineering standards. Administrative decisions are typically made by City staff and are not individually reviewed against the goals and policies of the Comprehensive Plan.

## How are the Comprehensive Plan policies weighed and balanced in decision-making?

With all Legislative changes and some Quasi-Judicial decisions, and the decision-maker must document how the proposed decision complies with the Comprehensive Plan’s policies. A decision “complies” if it can be found to be equally or more supportive of the existing Plan as a whole. If these findings cannot be made, City Council has two choices: to not make the change, or to amend the Plan to allow the change. However, the reverse is not true; Council is not compelled to make a decision just because it would meet Plan policy.

The Comprehensive Plan contains a broad range of policies for Council to consider. Each policy describes a desirable outcome. But it is unlikely that all policies are relevant to a particular decision and that a particular decision could be expected to advance all of the policies in the Plan equally well. For this reason, policies are examined for their applicability to the decision at hand, and only applicable policies are considered.

Council must then weigh and balance applicable policies to determine whether a particular decision would “on the whole” comply with the Comprehensive Plan. In virtually all decisions, some applicable policies will weigh — or matter — more than others. For example, a policy that specifically addresses the topic or location of the change being made would probably outweigh a policy that applies to a wide variety of topics or to the city as a whole. Most policies begin with a verb, and some verbs establish stronger imperatives than others. Accordingly, a policy to “require” something may outweigh a policy to “encourage” something else.



But even the strongest policies do not automatically trump other policies. Every decision is different, with different facts. The particular policies that matter more will change from one decision to another. There is no set formula — no particular number of “heavier” policies equals a larger set of “lighter” policies. In cases where there are competing directions embodied by different policies, City Council may choose the direction they believe best embodies the plan as a whole. The Vision and Guiding Principles in this Comprehensive Plan help to provide additional guidance when policies are balanced. Council ordinances do, however, contain a “conclusion on law” explaining how complementary and competing policies have been weighed and balanced in determining whether the proposed decision complies with the Comprehensive Plan.

## **The Comprehensive Plan is also used in other ways.**

### **City of Portland**

The City of Portland uses its Comprehensive Plan more broadly than the State of Oregon requires. The City also refers to the Plan to inform non-land use decisions, to scope projects and assess alternatives, to guide public facility investment choices, and to support grant applications, among other things.

### **Other public agencies**

Other public agencies, like the State of Oregon or Metro, may refer to the Plan when determining if a project is consistent with the City of Portland's local Comprehensive Plan.

### **Community members**

The Comprehensive Plan is a community tool that is often used for advocacy and to track accountability. Community members are also encouraged to use the Plan to monitor City projects and decisions. Community members may choose to use the Comprehensive Plan to:

- Advocate for projects and programs to be included in the annual City budget.
- Review, evaluate, and comment on proposed legislative projects.
- Review, evaluate, and comment on Comprehensive Plan-related projects and programs.
- Review, evaluate, and comment on site-specific land use reviews that are subject to Comprehensive Plan review.
- Support or appeal approved land use reviews and legislative projects.
- Apply for a change to the Comprehensive Plan Land Use Map designation for a property they own, apply for a street vacation, or apply for any other land use approval for which a project must be reviewed for compliance with the Comprehensive Plan.
- Serve as background information when applying for grants, funding, or other programs.

## **How does the Comprehensive Plan relate to other plans?**

The Comprehensive Plan is part of a family of state, regional, and local plans. Some, like Oregon’s Statewide Planning Goals and Metro 2040, set the overall planning framework and guide the content of the Plan. Others, like topic- and area-specific plans, provide more detailed information about individual topics or smaller parts of the city.

### **Oregon’s Statewide Planning Program**

Oregon has had a statewide planning program since 1973. This program is built on a set of 19 Statewide Planning Goals that cover a wide range of topics. Portland is required to adopt a Comprehensive Plan that implements the applicable statewide goals at a local level. The state’s Land Conservation and Development Commission (LCDC) reviews and approves each local jurisdiction’s Comprehensive Plan to ensure compliance with these goals.

The LCDC notifies local jurisdictions when it is time to update all or part of a Comprehensive Plan. This notification is called “Periodic Review.” According to the State, the purpose of Periodic Review is to ensure that local comprehensive plans are:

- Updated to respond to changes in local, regional, and state conditions.
- Coordinated with other comprehensive plans and investments.
- In compliance with the statewide planning goals, statutes, and rules.

### Statewide Planning Goals

- |   |                                    |
|---|------------------------------------|
| 1. Citizen Involvement  | 10. Housing                        |
| 2. Land Use Planning  | 11. Public Facilities and Services |
| 3. Agricultural Lands   | 12. Transportation                 |
| 4. Forest Lands   | 13. Energy Conservation            |
| 5. Natural Resources, Scenic and<br>Historic Areas, and Open Spaces | 14. Urbanization                   |
| 6. Air, Water and Land Resources<br>Quality                         | 15. Willamette River Greenway      |
| 7. Areas Subject to Natural Hazards                                 | 16. Estuarine Resources            |
| 8. Recreational Needs   | 17. Coastal Shorelands             |
| 9. Economic Development   | 18. Beaches and Dunes              |
|   | 19. Ocean Resources                |

The City of Portland is subject to all goals, except 3, 4, 16, 17, 18, and 19. The City's Comprehensive Plan must demonstrate compliance with all remaining goals. During this Comprehensive Plan update, the City was specifically required to, at a minimum, address goals 1, 2, 9, 10, 11, and 14 and was directed to address goals 5 and 7 during the research and inventory phase of the Plan update process.

## **Regional Plans**

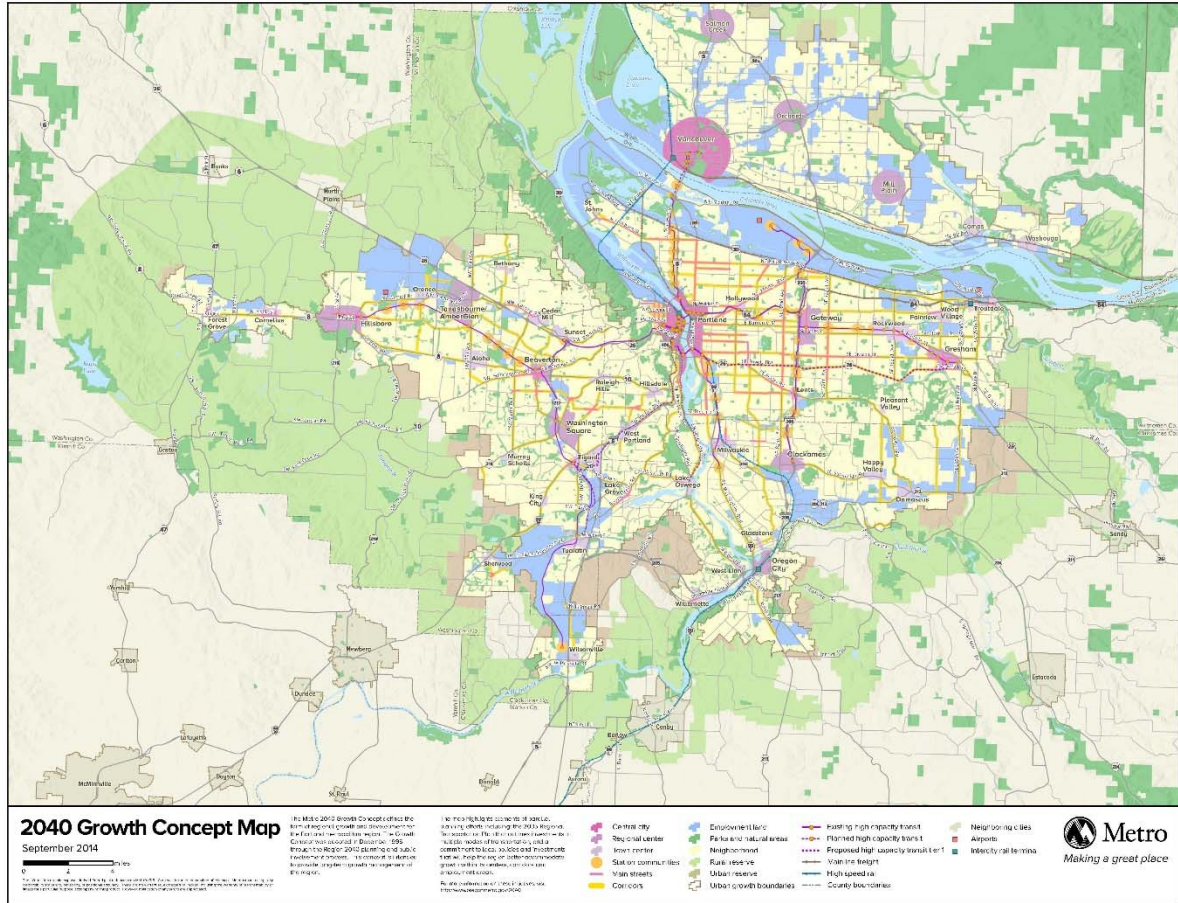
Metro is the Portland metropolitan area's regional government. Portland's Comprehensive Plan must be consistent with three regional plans and implementing regulations established by Metro:

**The Urban Growth Management Functional Plan** – This Plan, along with the Metro Regional Framework Plan and the 2040 Urban Growth Concept, provides the Portland metropolitan region with a coordinated growth management plan and preferred regional urban form. The preferred regional urban form is to contain growth within a carefully managed Urban Growth Boundary (UGB) where growth occurs inside the UGB in the form of infill and redevelopment with higher density developed in areas where it is appropriate.

**The Regional Transportation Plan (RTP)** – The RTP guides and coordinates investments in the regional transportation system, which serves Clackamas, Multnomah, and Washington counties.

**Urban Growth Management Functional Plan** – Cities and counties within Metro's boundaries must be consistent with Metro's adopted Urban Growth Management Functional Plans and the Regional Framework Plan, per Metro's Charter and state law. However, these plans do not dictate how cities accommodate growth and development. It is the responsibility of Portland to figure out where to locate housing and how to create a fertile and sustainable economy, while protecting natural resources. It is Portland's responsibility to guide the city's shape and development. The Comprehensive Plan is one way that the City of Portland is complying with the applicable Metro plans.





Metro 2040 Growth Concept Map

## **Local Plans**

In addition to the Statewide Planning Program and the regional planning program, Portland develops and adopts many plans of its own.

**Area-specific Plans** – The Comprehensive Plan is a plan for the whole city; area-specific planning efforts take place for a smaller part of the city. Planning for smaller geographies — like a district of the city or the neighborhoods along a transit line — provides an opportunity to explore issues at a finer scale and with the local community. This level of planning is often called community or neighborhood planning.

Area-specific plans contain many components, such as information about the area’s history and community, vision statements, policies, code amendments, land use or Zoning Map changes, and action plans. All of these components must comply with the Comprehensive Plan in effect at the time the plan is developed. The components of area-specific plans either can be adopted by ordinance or resolution. They can also result in an amendment to the Comprehensive Plan or its implementation tools.

**Topic-Specific Plans** – The City of Portland and other government agencies also adopt plans that are topic-specific or infrastructure-specific, such as the Climate Action Plan, the Consolidated Housing Plan, and Stormwater Management Plan. These plans should follow the ethos of the Comprehensive Plan and should not contradict the goals of the Comprehensive Plan. In general, they are not adopted as part of the Comprehensive Plan. Like the area-specific plans, topic- or infrastructure-specific plans may necessitate an amendment to the Comprehensive Plan and/or its implementation tools to ensure that they stay current over time.

## How do area-specific plans relate to the Comprehensive Plan?

**Plans adopted from 1980 to 2015** – Over 60 area-specific plans were adopted between the day Portland’s first Comprehensive Plan went into effect (January 1, 1981) and the adoption and effective date of this 2035 Comprehensive Plan. These plans are listed in Figure 1-2 in Chapter 1: The Plan. These area-specific plans may or may not comply with the new 2035 Comprehensive Plan goals and policies. If there is a conflict between a policy in the 2035 Comprehensive Plan and a policy in a previously adopted area-specific plan, the new 2035 Comprehensive Plan supersedes.

**2016 and later** – The City will adopt new area-specific plans, such as the Central City 2035 Plan, after the 2035 Comprehensive Plan goes into effect. These plans will address local issues, using the 2035 Comprehensive Plan as a starting point for more detailed policies, maps, and actions. These area-specific plans may result in amendments to the Comprehensive Plan and/or its implementation tools and will help the Comprehensive Plan stay current over time.

## How is a Comprehensive Plan developed and approved?

Under state-mandated Periodic Review, there are several steps that must be taken to update a Comprehensive Plan. Below is a summary of Portland’s process for updating the Comprehensive Plan, approved by the State of Oregon.

### Assessment

The first step of Periodic Review is assessing the adequacy of the existing plan and background data to determine if conditions have changed enough to require the development of a new Comprehensive Plan or updates to portions of the Comprehensive Plan. The 2008 assessment showed that a significant update to the City’s Comprehensive Plan, including new background information, was needed. This direction ultimately resulted in the development of new Comprehensive Plan Goals and Policies and a substantial update to the Comprehensive Plan Map.



*The 1980 Comprehensive Plan*

### Periodic Review Work Plan

The next step in Periodic Review is the development of a work plan. As part of periodic review, the City is required to develop and adopt a work plan to guide the update of the Comprehensive Plan. In 2008, after review and recommendations by the Planning and Sustainability Commission, the Portland City Council adopted a work plan by Resolution No. 36626. This document includes the Council-approved Periodic Review Work Program & Public Involvement Plan (August 6, 2008).

### **Factual Basis**

After the work plan is adopted, the next step is the development of a factual basis, as required by ORS 197.625 and OAR 660-0025. The purpose of this work is to provide a thorough and current analysis of existing conditions in Portland on which to base the content of the Comprehensive Plan. The factual basis includes the following documents:

- Economic Opportunities Analysis
- Housing Needs Analysis
- Natural Resource Inventory
- Infrastructure Condition and Capacity

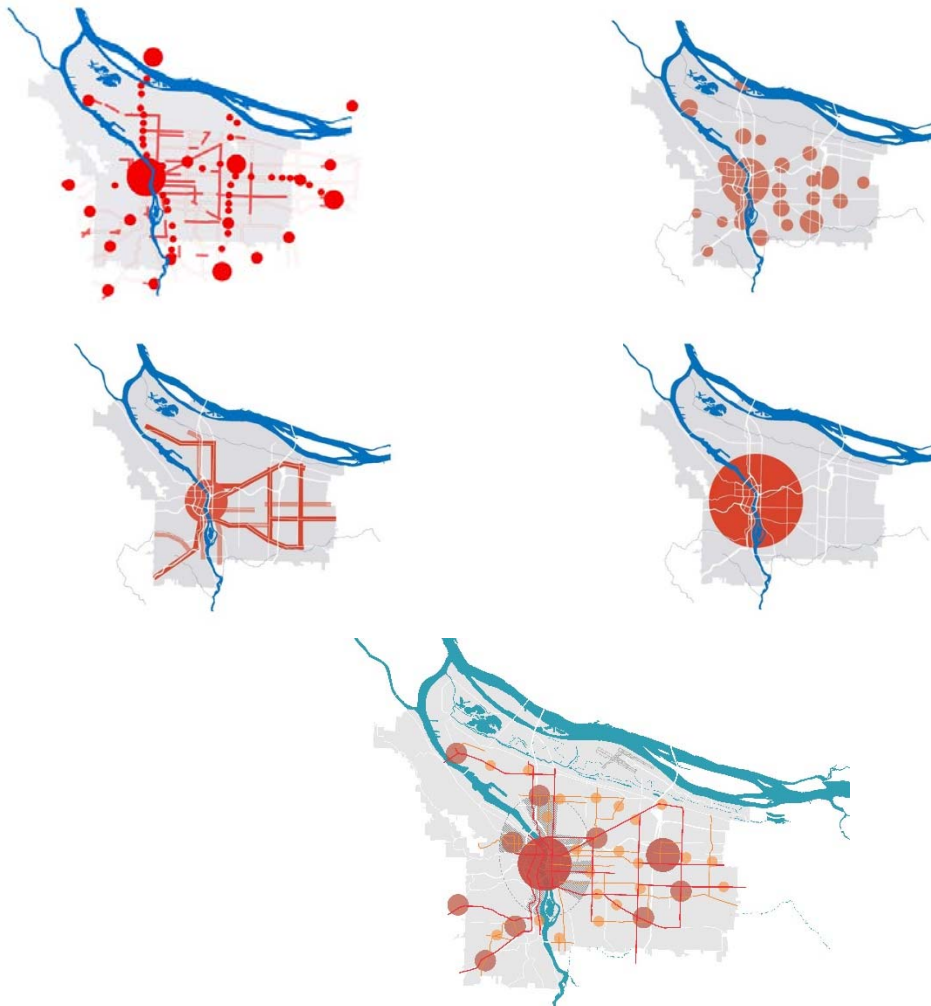
### **Buildable Lands Inventory**

The factual basis was adopted by the City Council in October 2012, and all but one of the reports was acknowledged by the State in May 2014. The Economic Opportunities Analysis is being revised by the City and will be re-submitted in 2015.

### Growth Scenarios and Alternatives Analysis

In the Buildable Lands Inventory Report, published in 2012, the City analyzed existing development patterns and intensity, land and development values, and existing land use designations and zoning to determine where there is vacant land and land that is likely to be redeveloped. The report identifies constraints, such as inadequate infrastructure services or natural hazards. The Growth Scenarios Report offers a basis for making informed decisions about which investments and growth patterns will bring the greatest benefit to the most Portlanders while moving the city closer to meeting performance goals. Performance goals include things such as reducing carbon emissions, improving access to living-wage jobs, and providing safe and convenient access to goods and services within walking distance of where people live.

The Growth Scenarios Report uses information from the Buildable Lands Inventory and measures the performance of different possible growth alternatives, and how those choices may impact our ability to meet the Measures of Success adopted with the Portland Plan. Based on analysis in the Growth Scenarios Report, a “preferred scenario” was developed. The proposed Comprehensive Plan Map implements that preferred scenario.



### **Working Draft (Part 1 and Part 2)**

Staff prepared a Working Draft of the Comprehensive Plan in 2013, in consultation with a group of advisory committees (known as Policy Expert Groups, or PEGs). In total, more than 60 volunteers participated in this process, including business and neighborhood leaders, and a variety of other topic experts and community representatives. The Working Draft was shared with the general public at meetings and events and online. The Working Draft Part 1, which included the Urban Design Framework and the Goals and Policies, was released for public review in January 2013. The Working Draft Part 2, which included the Comprehensive Plan Map and the Citywide Systems Plan, was released for public review in October 2013.

### **Proposed Draft**

The Proposed Draft was developed by staff, informed by public feedback and additional analysis. This draft was published in July 2014 and circulated for broad public review. Formal testimony was invited for a 9-month period, July 2014 through March 2015. Testimony occurred in person (at public hearings), in writing (via email and letters), and through an interactive online map application (the Map App). Over 4,000 comments were received and considered by staff and the Planning and Sustainability Commission.

### **Recommended Draft**

This Recommended Draft includes all changes to the Proposed Draft approved and recommended by the Planning and Sustainability Commission between July 2014 and June 2015. It is now being forwarded to the City Council for consideration, public hearings, and adoption.

### **Adopted Plan**

The Adopted Plan will be the final version of the Plan that is adopted by the City Council by ordinance. It includes all changes directed by Council, following an additional round of hearings and City Council deliberation and testimony.

### **Early Implementation**

The final step in the state-required Periodic Review process is updating City codes and zoning maps to be consistent with the new Comprehensive Plan. These updates do not go into effect until the Comprehensive Plan is acknowledged by the state.

### **State Acknowledgment**

After the City Council adopts the Comprehensive Plan, the City of Portland sends the City's Adopted Plan to the Land Conservation and Development Commission (LCDC). LCDC must review and acknowledge that the Comprehensive Plan adopted by the City meets all applicable State of Oregon requirements. Once the plan is approved by LCDC, it is considered an acknowledged Comprehensive Plan and becomes effective.

## **Future updates**

The Comprehensive Plan is a long-range plan to guide land use decisions for a generation. Given the breadth of the Plan, its long-term planning horizon, and the amount of work required to update the Plan's components, the full Comprehensive Plan is only updated periodically.

However, it is often necessary to update portions of the plan or to create more focused area plans. When smaller updates are completed or area plans like the Central City 2035 Plan are completed, they must be adopted as "post-acknowledgment plan amendments."



... COMPREHENSIVE PLAN UPDATE ...

# 2035 Comprehensive Plan Recommended Draft

# Goals and Policies

**August 2015**

**Portland's Comprehensive Plan Update**  
For more information, visit:  
[www.portlandoregon.gov/bps/pdxcompplan](http://www.portlandoregon.gov/bps/pdxcompplan)



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon  
Charlie Hales, Mayor • Susan Anderson, Director

Ordinance 187832, Vol. 2.1.B, page 12793

# Chapter 1: The Plan

## What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Identify and describe the purpose and role of the Comprehensive Plan's elements, supporting documents, and implementation tools.
- Define how the elements of the Comprehensive Plan – the Vision and Guiding Principles, the Goals and Policies, the Comprehensive Plan Map, and the List of Significant Projects – work together.
- Provide direction on how to use the Comprehensive Plan in future amendments to the Plan elements, its supporting documents, and implementation tools.
- Define the relationship between the Comprehensive Plan and federal, state, and regional regulations and plans.

### Why is this important?

The Comprehensive Plan is a long-range land use and public facility investment plan to guide future growth and the physical development of the City. The goals and policies within the Comprehensive Plan are designed to help Portland become a prosperous, healthy, equitable, and resilient city. This chapter defines both the scope and limit of the Plan's elements and explains how and when supporting documents and implementing tools are used.

The goals and policies in the Plan cover a wide variety of topics, but they are all for the purpose of informing and guiding land use decisions. A land use decision is one that has a significant impact on present or future land uses in the area. Examples of land use decisions include zoning decisions and adoption of growth related public facility plans.

When applying goals and policies to particular situations, such as specific development proposals or area plans, there may be competing or conflicting policies. Although it would be ideal to always meet each goal and policy, sometimes that is not possible, so proposals or situations must be judged whether they meet the goals and policies on balance. Even the strongest policies do not automatically trump other policies. Every decision is different, with different facts. The particular policies that matter more will change from one decision to another. There is no set formula — no particular number of “heavier” policies equals a larger set of “lighter” policies. In cases where there are competing directions embodied by different policies, City Council may choose the direction it believes best embodies the Plan as a whole. This approach recognizes that there are trade-offs and compromises and allows flexibility while still guiding land use and capital decisions. The Plan's Guiding Principles provide an anchor or reference point to consider when making trade-offs and compromises.

# Table of Contents

## Goals

|          |                         |
|----------|-------------------------|
| Goal 1.A | Multiple goals          |
| Goal 1.B | Regional partnerships   |
| Goal 1.C | A well-functioning plan |
| Goal 1.D | Implementation tools    |
| Goal 1.E | Administration          |

## Policies

### The Comprehensive Plan

|            |                             |
|------------|-----------------------------|
| Policy 1.1 | Comprehensive Plan elements |
|------------|-----------------------------|

### Supporting documents

|            |   |
|------------|---|
| Policy 1.2 | Comprehensive Plan supporting documents |
|------------|---|

### Implementation tools

|            |  |
|------------|--|
| Policy 1.3 | Implementation tools subject to the Comprehensive Plan |
| Policy 1.4 | Zoning Code  |
| Policy 1.5 | Zoning Map   |
| Policy 1.6 | Service coordination agreements                        |
| Policy 1.7 | Annexations  |
| Policy 1.8 | Urban renewal plans                                    |
| Policy 1.9 | Development agreements                                 |

### Administration

|             |  |
|-------------|--|
| Policy 1.10 | Compliance with the Comprehensive Plan   |
| Policy 1.11 | Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary |
| Policy 1.12 | Consistency with Statewide Planning Goals  |
| Policy 1.13 | Consistency with state and federal regulations   |
| Policy 1.14 | Public facility adequacy   |
| Policy 1.15 | Intergovernmental coordination   |
| Policy 1.16 | Planning and Sustainability Commission review  |
| Policy 1.17 | Community Involvement Committee  |
| Policy 1.18 | Quasi-judicial amendments to the Comprehensive Plan Map                                  |
| Policy 1.19 | Area-specific plans  |

### List of Figures

|      |  |
|------|--|
| 1-1. | Comprehensive Plan Package   |
| 1-2. | Area-Specific Plans Adopted by Ordinance<br>Prior to [effective date of this 2035 Comp Plan] |

### Goals

#### **Goal 1.A: Multiple goals**

Portland's Comprehensive Plan provides a framework to guide land use, development, and public facility investments. It is based on a set of Guiding Principles that call for integrated approaches, actions, and outcomes that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.

#### **Goal 1.B: Regional partnership**

Portland's Comprehensive Plan acknowledges Portland's role within the region, and it is coordinated with the policies of governmental partners.

#### **Goal 1.C: A well-functioning plan**

Portland's Comprehensive Plan is effective, its elements are aligned, and it is updated periodically to be current and to address mandates, community needs, and identified problems.

#### **Goal 1.D: Implementation tools**

Portland's Comprehensive Plan is executed through a variety of implementation tools, both regulatory and non-regulatory. Implementation tools comply with the Comprehensive Plan and are carried out in a coordinated and efficient manner. They protect the public's current and future interests and balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation.

#### **Goal 1.E: Administration**

Portland's Comprehensive Plan is administered efficiently and effectively and in ways that forward the intent of the Plan as a whole. It is administered in accordance with regional plans and state and federal law.

## Policies

### The Comprehensive Plan

This section identifies the elements of the Comprehensive Plan. *See Figure 1-1 — Comprehensive Plan Package.*

**Policy 1.1 Comprehensive Plan elements.** Maintain a Comprehensive Plan that includes these elements:

- **Vision and Guiding Principles.** The Vision is a statement of where the City aspires to be in 2035. The Guiding Principles call for decisions that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.
- **Goals and policies.** The goals and policies of the Comprehensive Plan, including the Urban Design Framework, provide the long-range planning direction for the development and redevelopment of the city.
- **Comprehensive Plan Map.** The Comprehensive Plan Map is the official long-range planning guide for spatially defining the desired land uses and development in Portland. The Comprehensive Plan Map is a series of maps, which together show the boundaries of municipal incorporation, the Urban Service Boundary, land use designations, and the recognized boundaries of the Central City, Gateway regional center, town centers, and neighborhood centers.
- **List of Significant Projects.** The List of Significant Projects identifies the public facility projects needed to serve designated land uses through 2035, including expected new housing and jobs. It is based on the framework provided by a supporting Public Facilities Plan (PFP). The Citywide Systems Plan (CSP) is the City’s public facilities plan. The Transportation System Plan (TSP) includes the transportation-related list of significant projects. The list element of the TSP is also an element of the Comprehensive Plan.
- **Transportation policies, street classifications, and street plans.** The policies, street classifications, and street plan maps contained in the Transportation System Plan (TSP) are an element of the Comprehensive Plan. Other parts of the TSP function as a supporting document, as described in Policy 1.2.

## Supporting documents

The supporting documents contain the factual information or public facility assessments that are used to develop the Comprehensive Plan; they are not elements of the Comprehensive Plan itself.

**Policy 1.2 Comprehensive Plan supporting documents.** Maintain and periodically update the following Comprehensive Plan supporting documents.

**1. Inventories and analyses.** The following inventories and analyses are supporting documents to the Comprehensive Plan:

- Economic Opportunities Analysis (EOA)
- Buildable Lands Inventory (BLI)
- Natural Resource Inventory (NRI)
- Housing Needs Analysis (HNA)

**2. Public Facilities Plan.** The Public Facilities Plan (PFP) is a coordinated plan for the provision of urban public facilities and services within Portland's Urban Services Boundary. The Citywide Systems Plan (CSP) is the City's public facilities plan.

**3. Transportation System Plan (TSP).** The TSP is the detailed long-range plan to guide transportation system functions and investments. The TSP ensures that new development and allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities. The TSP includes a financial plan to identify revenue sources for planned transportation facilities included on the List of Significant Projects. The TSP is the transportation element of the Public Facilities Plan. Certain components of the TSP are elements of the Comprehensive Plan. *See Policy 1.1.*

**4. School Facility Plans.** School facility plans that were developed in consultation with the City, adopted by school districts serving the City, and that meet the requirements of ORS 195 are considered supporting documents to the Comprehensive Plan.

## Implementation tools

These policies identify and describe the Comprehensive Plan implementation tools.

- Policy 1.3**     **Implementation tools subject to the Comprehensive Plan.** Maintain Comprehensive Plan implementation tools that are derived from, and comply with, the Comprehensive Plan. *Implementation tools include those identified in policies 1.4 through 1.9.*
- Policy 1.4**     **Zoning Code.** Maintain a Zoning Code that establishes the regulations that apply to various zones, districts, uses, and development types.
- Policy 1.5**     **Zoning Map.** Maintain a Zoning Map that identifies the boundaries of various zones, districts, and other special features.
- Policy 1.6**     **Service coordination agreements.** Maintain coordination agreements with local governments of adjoining jurisdictions concerning mutual recognition of urban service boundaries; special service districts concerning public facilities and services within Portland’s Urban Services Boundary; and public school districts concerning educational facilities within Portland's Urban Services Boundary.
- Policy 1.7**     **Annexations.** Provide a process incorporating urban and urbanizable land within the City's Urban Services Boundary through annexation.
- See policies 8.11-8.19 for service extension requirements for annexations.*
- Policy 1.8**     **Urban renewal plans.** Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities. A decision to adopt a new urban renewal district, adopt or amend goals and objectives that will guide investment priorities within a district, or amend the boundaries of an existing district, must comply with the Comprehensive Plan.
- Policy 1.9**     **Development agreements.** Consider development agreements entered into by the City of Portland and pursuant to Oregon Revised Statute 94 a Comprehensive Plan implementation tool.

## Administration

Future work to update the Comprehensive Plan will generally respond to mandates, community needs, new information, and/or identified or potential land use problems, and will be based on the best available data, science, and analytical tools. Projects may be focused on a particular geographic area or may address a particular issue or set of issues and may result in amendments to the Comprehensive Plan, a supporting document, and/or an implementation tool.



## THE PLAN

---

To effectively administer the Comprehensive Plan, amendments to an element of the Plan or an implementation tool must forward the overall intent of the Plan as a whole. The policies in this section apply to legislative and, in some cases, quasi-judicial amendments, to the Plan or an implementation tool.

**Policy 1.10 Compliance with the Comprehensive Plan.** Ensure that amendments to the Comprehensive Plan’s elements, supporting documents, and implementation tools comply with the Comprehensive Plan. “Comply” means that amendments must be evaluated against the Comprehensive Plan’s applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation.

**1.10.a.** Legislative amendments to the Comprehensive Plan’s elements and implementation tools must also comply with the Guiding Principles.

**1.10.b.** Legislative amendments to the Comprehensive Plan’s elements should be based on the factual basis established in the supporting documents as updated and amended over time.

**1.10.c.** Amendments to the Zoning Map are considered to be in compliance with the Comprehensive Plan if they are consistent with the Comprehensive Plan Map. *See Policy 10.3 for additional guidance on Zoning Map amendments.*

**Policy 1.11 Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary.** Ensure that the Comprehensive Plan remains consistent with the Metro Urban Growth Management Functional Plan and supports a tight urban growth boundary for the Portland metropolitan area.

**Policy 1.12 Consistency with Statewide Planning Goals.** Ensure that the Comprehensive Plan, supporting documents, and implementation tools remain consistent with the Oregon Statewide Planning Goals.

**Policy 1.13 Consistency with state and federal regulations.** Ensure that the Comprehensive Plan remains consistent with all applicable state and federal regulations, and that implementation measures for the Comprehensive Plan are well coordinated with other City activities that respond to state and federal regulations.

**Policy 1.14 Public facility adequacy.** Consider impacts on the existing and future availability and capacity of urban public facilities and services when amending Comprehensive Plan elements and implementation tools. Urban public facilities and services include those provided by the City, neighboring jurisdictions, and partners within Portland’s urban services boundaries, as established by Policies 8.2 and 8.6.

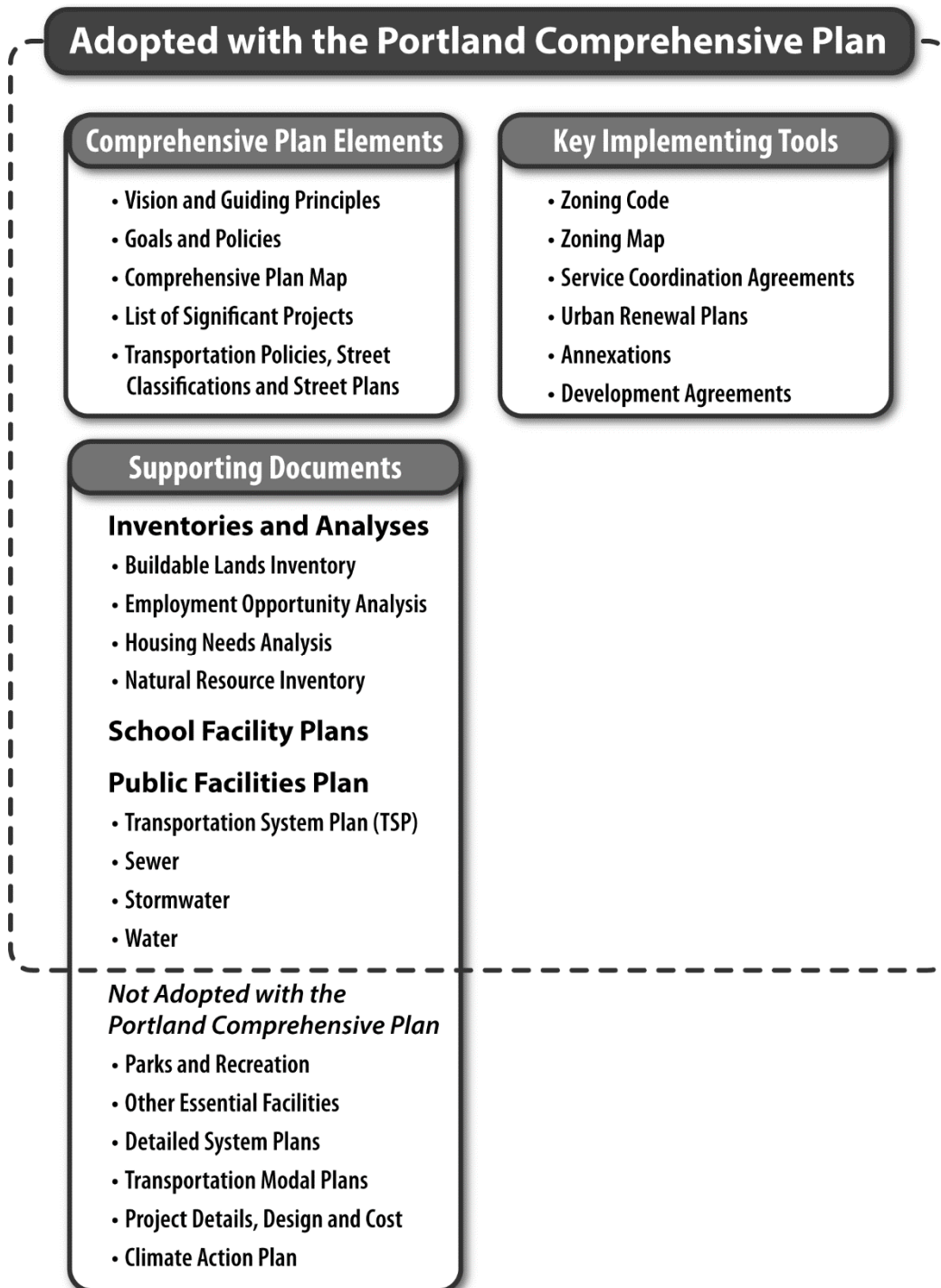
- Policy 1.15 Intergovernmental coordination.** Strive to administer the Comprehensive Plan elements and implementation tools in a manner that supports the efforts and fiscal health of the City, county and regional governments, and partner agencies such as school districts and transit agencies.
- Policy 1.16 Planning and Sustainability Commission review.** Ensure the Planning and Sustainability Commission (PSC) reviews and makes recommendations to the City Council on all proposed legislative amendments to Comprehensive Plan elements, supporting documents, and implementation tools. The PSC advises City Council on the City’s long-range goals, policies, and programs for land use, planning, and sustainability. The membership and powers and duties of the PSC are described in the Zoning Code.
- Policy 1.17 Community Involvement Committee.** Establish a Community Involvement Committee to oversee the Community Involvement Program as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.15-2.18 of this Comprehensive Plan.
- Policy 1.18 Quasi-judicial amendments to the Comprehensive Plan Map.** Applicants for quasi-judicial amendments to the Comprehensive Plan Map must show that the requested change adheres to Policies 1.10 through 1.15 and:
- Is compatible with the land use pattern established by the Comprehensive Plan Map.
  - Is not in conflict with applicable adopted area-specific plans as described in Policy 1.19, or the applicable hearings body determines that the identified conflict represents a circumstance where the area specific plan is in conflict with the Comprehensive Plan and the proposed amendment is consistent with the Comprehensive Plan.
- The Hearings Officer must review and make recommendations to the City Council on all quasi-judicial amendments to the Comprehensive Plan Map using procedures outlined in the Zoning Code.
- Policy 1.19 Area-specific plans.** Use area-specific plans to provide additional detail or refinements applicable at a smaller geographic scale, such as for centers and corridors, within the policy framework provided by the overall Comprehensive Plan.

**1.19.a.** Area-specific plans that are adopted after [effective date of this 2035 Comp Plan] should clearly identify which components amend Comprehensive Plan elements, supporting documents, or implementation tools. Such amendments should be appropriate to the scope of the Comprehensive Plan; be intended to guide land use decisions; and provide geographically-specific detail. Such amendments could include policies specific to the plan area, land use designation changes, zoning map changes, zoning code changes, and public facility projects necessary to serve designated land uses.

**1.19.b.** Area-specific plan components intended as context, general guidance, or directives for future community-driven efforts should not amend the Comprehensive Plan elements or implementation tools but be adopted by resolution as intent. These components include vision statements, historical context, existing conditions, action plans, design preferences, and other background information.

**1.19.c.** Community, area, neighborhood, and other area-specific plans that were adopted by ordinance prior to [effective date of this 2035 Comp Plan] are still in effect. However, the elements of this Comprehensive Plan supersede any goals or policies of a community, area, or neighborhood plan that are inconsistent with this Plan. *See Figure 1-2 – Area-Specific Plans Adopted by Ordinance Prior to [effective date of this 2035 Comp Plan], and Figure 7-2 – Adopted Environmental Plans.*

Figure 1-1. Comprehensive Plan Package



## THE PLAN

Figure 1-2. Area-Specific Plans Adopted by Ordinance  
Prior to [effective date of this 2035 Comp Plan]

| Plan  | Ordinance No.  | Effective dates |
|---|----------------|-----------------|
| <b>Downtown Plan</b><br><i>Amended (1980)</i>   | 150580         | 1972            |
| <b>Corbett-Terwilliger-Lair Hill Policy Plan</b>  | 150580         | 1977            |
| <b>Terwilliger Parkway Corridor Plan</b>  | 155244         | 1983            |
| <b>Cully/Parkrose Community Plan</b><br><i>Cully portion superseded by Cully Neighborhood Plan (1992)</i> | 158942         | 1986            |
| <b>Wilkes Community and Rockwood Corridor Plan</b>  | 160174         | 1987            |
| <b>Sullivan's Gulch Neighborhood Action Plan</b>  | 159897         | 1987            |
| <b>Kerns Neighborhood Action Plan</b>   | 159894         | 1987            |
| <b>Hosford-Abernethy (HAND) Neighborhood Action Plan</b>  | 160471         | 1988            |
| <b>Central City Plan</b>  | 160606         | 1988            |
| <b>Buckman Neighborhood Plan</b>  | 164489         | 1991            |
| <b>Brooklyn Neighborhood Plan</b>   | 163982         | 1992            |
| <b>Cully Neighborhood Plan</b>  | 164922         | 1991            |
| <b>Brentwood/Darlington Neighborhood Plan</b>   | 165071         | 1992            |
| <b>Albina Community Plan</b>  | 166786, 167054 | 1993            |
| <b>Arbor Lodge Neighborhood Plan</b>  | 166786, 167054 | 1993            |
| <b>Boise Neighborhood Plan</b>  | 166786, 167054 | 1993            |
| <b>Concordia Neighborhood Plan</b>  | 166786, 167054 | 1993            |
| <b>Eliot Neighborhood Plan</b>  | 166786, 167054 | 1993            |
| <b>Humboldt Neighborhood Plan</b>   | 166786, 167054 | 1993            |
| <b>Irvington Neighborhood Plan</b>  | 166786, 167054 | 1993            |
| <b>Kenton Neighborhood Plan</b><br><i>Amended by Kenton Downtown Plan (2001)</i>                          | 166786, 167054 | 1993,<br>2001   |
| <b>King Neighborhood Plan</b>   | 166786, 167054 | 1993            |
| <b>Piedmont Neighborhood Plan</b>   | 166786, 167054 | 1993            |
| <b>Sabin Neighborhood Plan</b>  | 166786, 167054 | 1993            |
| <b>Woodlawn Neighborhood Plan</b>   | 166786, 167054 | 1993            |
| <b>Richmond Neighborhood Plan</b>   | 168280         | 1994            |
| <b>University District &amp; River District Plans</b>   | 168702         | 1995            |
| <b>Woodstock Neighborhood Plan</b>  | 169488         | 1995            |
| <b>Downtown Community Association Residential Plan</b>  | 170347         | 1996            |
| <b>Goose Hollow Station Community Plan</b>  | 169699         | 1996            |
| <b>Outer Southeast Community Plan</b>   | 169763         | 1996            |
| <b>Centennial Neighborhood Plan</b>   | 169763         | 1996            |
| <b>Foster-Powell Neighborhood Plan</b>  | 169763         | 1996            |

## GOALS AND POLICIES

| Plan   | Ordinance No.                     | Effective dates |
|--|-----------------------------------|-----------------|
| Lents Neighborhood Plan  | 169763                            | 1996            |
| Mt. Scott-Arleta Neighborhood Plan   | 169763                            | 1996            |
| Mill Park Neighborhood Plan  | 169763                            | 1996            |
| Montavilla Neighborhood Plan   | 169763                            | 1996            |
| Outer Southeast Business Plan  | 169763                            | 1996            |
| Pleasant Valley Neighborhood Plan  | 169763                            | 1996            |
| Powellhurst-Gilbert Neighborhood Plan  | 169763                            | 1996            |
| Hazelwood Neighborhood Plan  | 169763                            | 1996            |
| South Tabor Neighborhood Plan  | 169763                            | 1996            |
| Bridgeton Neighborhood Plan  | 171238                            | 1997            |
| Hillsdale Town Center Plan   | 171699                            | 1997            |
| Sellwood-Moreland Neighborhood Plan  | 171849                            | 1997            |
| Creston Kenilworth Neighborhood Plan   | 172365                            | 1998            |
| Sunnyside Neighborhood Plan  | 173725                            | 1999            |
|  |                                   |                 |
| <b>Southwest Community Plan Vision, Policies and Objectives</b>                      | 174667                            | 2000            |
| Hollywood and Sandy Plan   | 174325                            | 2000            |
| Kenton Downtown Plan (2001)  | 175210                            | 2001            |
| Guild's Lake Industrial Sanctuary Plan   | 176092                            | 2001            |
| Portsmouth Neighborhood Plan   | 176614                            | 2002            |
| Downtown's West End  | 176193                            | 2002            |
| South Waterfront Plan  | 177082                            | 2002            |
| Marquam Hill Plan  | 176742, 17777                     | 2002            |
| Northwest District Plan<br><i>Remanded (2005)</i>                                    | 177920, 177921,<br>177993, 178020 | 2003            |
| <b>Amendments to the Cascade Station/Portland International Center Plan District</b> | 17076                             | 2005            |
| Gateway Planning Regulations   | 178423, 178424                    | 2004            |
| St. Johns/Lombard Plan   | 178452                            | 2004            |
| DivisonVision Green Street/Main Street Plan  | 179925                            | 2006            |
| North Interstate Corridor Plan   | 182072                            | 2008            |
| North Pearl District Plan  | 182319                            | 2008            |
| Hayden Island Plan   | 183124                            | 2009            |
| Airport Futures City Land Use Plan   | 184521                            | 2011            |
| SE 122nd Avenue Rezone Project   | 185682                            | 2012            |

## Chapter 2: Community Involvement

### What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Provide a wide range of opportunities for involvement in planning and investment decisions, with targeted access and inclusion in decision making for those who potentially will be adversely affected by the results of those decisions.
- Foster ongoing positive relationships between communities and the City to support accountability for improving community well-being and inclusion.
- Recognize that the City has a responsibility to plan for the needs of, and engage with, under-served and under-represented communities to achieve greater equity.
- Expand opportunities for meaningful community engagement in planning and investment processes, from issue identification and project scoping through implementation, monitoring, evaluation, accountability, and enforcement.
- Promote civic responsibility both within communities and at an individual level.
- Require transparent, well-designed, thoughtful, culturally-specific, relevant, representative, and responsive public processes for planning and investment decisions, implementation, and monitoring.
- Build community capacity to increase the community's meaningful participation and leadership in planning and investment decisions.
- Promote thoughtful consideration of and responses to public comment on planning and investment decisions.

### Why is this important?

The results are better — more durable, equitable, and accountable — when a diversity of Portlanders are involved in the scoping, development, implementation, monitoring, and evaluation of plans and investment projects. No one person, agency, organization, or business can provide all things Portland’s diverse communities need. Collaborative partnerships and inclusive community participation in planning and investment decision making are essential to creating and sustaining a prosperous, healthy, equitable, and resilient Portland.

Portland has a long history of community involvement that gained strength and power in the 1970s, which forms the foundation of today’s neighborhood system. As the city grows, diversifies, and works to advance equity, it is essential that all community members’ needs and concerns are considered. Particular efforts must be made to improve services for people of color, immigrant and refugee communities, people with disabilities, renters, low-income Portlanders, older adults, youth, and the lesbian, gay, bisexual, transgender, and queer (LGBTQ) community.

It is the City’s responsibility to promote deep and inclusive community involvement in planning and investment decisions. A new paradigm of community involvement and engagement — one that supports intercultural organizing, recognizes that diversity is an advantage, and works to achieve equitable outcomes — must be embraced and paired with Portland’s neighborhood organizations to create a robust and inclusive community involvement system.



# Table of Contents

## Goals

|          |  |
|----------|--|
| Goal 2.A | Community involvement as a partnership   |
| Goal 2.B | Social justice and equity                |
| Goal 2.C | Value community wisdom and participation |
| Goal 2.D | Transparency and accountability          |
| Goal 2.E | Meaningful participation                 |
| Goal 2.F | Accessible and effective participation   |
| Goal 2.G | Strong civic infrastructure              |

## Policies

### Partners in decision making

|            |                               |
|------------|-------------------------------|
| Policy 2.1 | Partnerships and coordination |
| Policy 2.2 | Broaden partnerships          |

### Environmental justice

|            |                   |
|------------|-------------------|
| Policy 2.3 | Extend benefits   |
| Policy 2.4 | Eliminate burdens |

### Invest in education and training

|            |                             |
|------------|-----------------------------|
| Policy 2.5 | Community capacity building |
| Policy 2.6 | Land use literacy           |
| Policy 2.7 | Agency capacity building    |

### Community assessment

|             |  |
|-------------|--|
| Policy 2.8  | Channels of communication                  |
| Policy 2.9  | Community analysis                         |
| Policy 2.10 | Community participation in data collection |
| Policy 2.11 | Open data                                  |

### Transparency and accountability

|             |                            |
|-------------|----------------------------|
| Policy 2.12 | Roles and responsibilities |
| Policy 2.13 | Project scope              |
| Policy 2.14 | Community influence        |
| Policy 2.15 | Documentation and feedback |

## **COMMUNITY INVOLVEMENT**

---

### **Community involvement program**

- Policy 2.16 Community Involvement Program
- Policy 2.17 Community engagement manual
- Policy 2.18 Best practices engagement methods
- Policy 2.19 Community Involvement Committee
- Policy 2.20 Review bodies
- Policy 2.21 Program evaluation
- Policy 2.22 Shared engagement methods

### **Process design and evaluation**

- Policy 2.23 Representation
- Policy 2.24 Early involvement
- Policy 2.25 Verifying data
- Policy 2.26 Demographics
- Policy 2.27 Historical understanding
- Policy 2.28 Project-specific needs
- Policy 2.29 Culturally-appropriate processes
- Policy 2.30 Innovative engagement methods
- Policy 2.31 Inclusive participation beyond Portland residents
- Policy 2.32 Inclusive participation in Central City planning
- Policy 2.33 Accessibility
- Policy 2.34 Participation monitoring
- Policy 2.35 Adaptability
- Policy 2.36 Process evaluation

### **Information design and development**

- Policy 2.37 Accommodation
- Policy 2.38 Notification
- Policy 2.39 Tools for effective participation
- Policy 2.40 Limited English proficiency (LEP)

## **Goals**

### **Goal 2.A: Community involvement as a partnership**

The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions.

### **Goal 2.B: Social justice and equity**

The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.

### **Goal 2.C: Value community wisdom and participation**

Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.

### **Goal 2.D: Transparency and accountability**

City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is taken into account. Accountability includes monitoring and reporting outcomes.

### **Goal 2.E: Meaningful participation**

Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.

## **COMMUNITY INVOLVEMENT**

---

### **Goal 2.F: Accessible and effective participation**

City planning and investment decision-making processes are designed to be culturally accessible and effective. The City draws from acknowledged best practices and uses a wide variety of tools, including those developed and recommended by under-served and under-represented communities, to promote inclusive, collaborative, culturally-specific, and robust community involvement.

### **Goal 2.G: Strong civic infrastructure**

Civic institutions, organizations, and processes encourage active and meaningful community involvement and strengthen the capacity of individuals and communities to participate in planning processes and civic life.

## Policies

Ongoing community involvement practices, procedures, and programs are a necessary foundation for project-specific community involvement efforts. Many of the policies in this chapter are intended to build on community wisdom, expand community knowledge, and improve City staff capacity to work effectively with an increasingly diverse and growing Portland population.

### Partners in decision making

Portland benefits when community members are meaningfully involved in planning and investment decisions. By building and maintaining partnerships with individuals and a wide range of formal and informal organizations that represent a variety of interests, the City of Portland government will have a better understanding of various communities' diverse needs and concerns. These policies support building and maintaining strong and supportive relationships with an increasingly diverse and growing Portland population.

**Policy 2.1 Partnerships and coordination.** Maintain partnerships and coordinate land use engagement with:

**2.1.a.** Individual community members.

**2.1.b.** Communities of color, low-income populations, Limited English Proficient (LEP) communities, Native American communities, and other under-served and under-represented communities.

**2.1.c.** District coalitions, neighborhood associations, and business district associations as local experts and communication channels for place-based projects.

**2.1.d.** Businesses, unions, employees, and related organizations that reflect Portland's diversity as the center of regional economic and cultural activity.

**2.1.e.** Community-based, faith-based, artistic and cultural, and interest-based non-profits, organizations, and groups.

**2.1.f.** Institutions, governments, and Sovereign tribes.

**Policy 2.2 Broaden partnerships.** Work with district coalitions, neighborhood associations, and business district associations to increase participation and to help them reflect the diversity of the people and institutions they serve. Facilitate greater communication and collaboration among district coalitions, neighborhood associations, business district associations, culturally-specific organizations, and community-based organizations.

### Environmental justice

Environmental justice is the equitable treatment and meaningful involvement of all people in public decision making, as it applies to the development, implementation, and enforcement of laws, regulations, and policies that govern the uses of air, water, and land; and therefore the effects of those laws, regulations, and policies on the health and quality of life where people live, work, learn, play, and practice spirituality.

Environmental justice supports the equitable distribution of the benefits and burdens of decisions, considering historical injustice and context of local decision-making, and ensures that those most impacted from decisions have an opportunity to meaningfully participate.

Environmental justice is borne from the recognition that communities of color, low-income communities, Limited English Proficient (LEP) communities, Sovereign tribes, and Native American communities have been disproportionately impacted from public and private decision-making, including planning, development, monitoring and enforcement, while often being excluded from those decisions themselves.

Environmental justice serves to build capacity within overburdened communities to support greater political, socioeconomic, and cultural self-determination.

Policies throughout this chapter support environmental justice by providing a framework for meaningful involvement in public decisions.

**Policy 2.3**     **Extend benefits.** Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.

**Policy 2.4**     **Eliminate burdens.** Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

**2.4.a.** Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.

**2.4.b.** Use plans and investments to address disproportionate burdens of previous decisions.

## Invest in education and training

Both the community and City representatives must have the capacity to work together as effective partners. Ongoing investment in education and training leads to better informed community members who then have increased capacity to participate effectively.

Community involvement-focused professional development training helps improve City staff's ability to work with and learn from community members. These policies support both community and agency capacity building.

**Policy 2.5 Community capacity building.** Enhance the ability of community members, particularly those in under-served and/or under-represented groups, to develop the relationships, knowledge, and skills to effectively participate in plan and investment processes.

**Policy 2.6 Land use literacy.** Provide training and educational opportunities to build the public's understanding of land use, transportation, housing, and related topics, and increase capacity for meaningful participation in planning and investment processes.

**Policy 2.7 Agency capacity building.** Increase City staff's capacity, tools, and skills to design and implement processes that engage a broad diversity of affected and interested communities, including under-served and under-represented communities, in meaningful and appropriate ways.

## Community assessment

City staff must build and maintain their understanding of community demographics, trends, and needs. Community members should have opportunities to share how conditions and needs affect them. The following policies support effective two-way communication between City government and communities and encourage community-level data gathering and information sharing in planning and investment processes.

**Policy 2.8 Channels of communication.** Maintain channels of communication among City Council, the Planning and Sustainability Commission (PSC), project advisory committees, City staff, and community members.

**Policy 2.9 Community analysis.** Collect and evaluate data, including community-validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland.

**Policy 2.10 Community participation in data collection.** Provide meaningful opportunities for individuals and communities to be involved in inventories, mapping, data analysis, and the development of alternatives.

## COMMUNITY INVOLVEMENT

---

- Policy 2.11 Open Data.** Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. The City works with the software development community, data providers, and other professionals with relevant expertise to advise on open data practices and priorities, ensure oversight, and to maximize the utility of City data sets. Data collected and generated by the City are:
- Publicized, accessible, and widely shared.
  - Open by default, in the public domain, freely redistributable, and adhere to open standards. Exceptions may be made due to compelling concerns of privacy, security, liability or cost, and should only be granted in accordance with clearly defined criteria and oversight.

### Transparency and accountability

The City is committed to improving transparency in community involvement processes related to planning and investment decisions. When community members have a better understanding of a process, they are better able to participate effectively. Improved transparency and communication allows the City to better understand community opinions and needs.

The following policies articulate how and when planning and investment decisions are made; the community's role in decision-making processes; and what the community can expect from the City of Portland.

- Policy 2.12 Roles and responsibilities.** Establish clear roles, rights, and responsibilities for participants and decision makers in planning and investment processes. Address roles of City bureaus, elected officials, and participants, including community and neighborhood leadership, business, organizations, and individuals.
- Policy 2.13 Project scope.** Establish clear expectations about land use project sponsorship, purpose, design, and how decision makers will use the process results.
- Policy 2.14 Community influence.** At each stage of the process, identify which elements of a planning and investment process can be influenced or changed through community involvement. Clarify the extent to which those elements can be influenced or changed.
- Policy 2.15 Documentation and feedback.** Provide clear documentation for the rationale supporting decisions in planning and investment processes. Communicate to participants about the issues raised in the community involvement process, how public input affected outcomes, and the rationale used to make decisions.



## Community involvement program

Much has changed in Portland in the 35 years since the adoption of the 1980 Comprehensive Plan. Much more will likely change between the adoption of this Plan and the next one. The following policies challenge City staff and elected officials to assess current practices and develop new tools through ongoing process evaluation and improvement, and direct the City to develop, maintain, and update a manual that details current best practices for community involvement.

- Policy 2.16 Community Involvement Program.** Maintain a Community Involvement Program that supports community involvement as an integral and meaningful part of the planning and investment decision-making process.
- Policy 2.17 Community engagement manual.** Create, maintain, and actively implement a community engagement manual that details how to conduct community involvement for planning and investment projects and decisions.
- Policy 2.18 Best practices engagement methods.** Utilize community engagement methods, tools, and technologies that are recognized as best practices.
- Policy 2.19 Community Involvement Committee.** The Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and investment projects, before, during, and at the conclusion of these processes.
- Policy 2.20 Review bodies.** Maintain review bodies, such as the Planning and Sustainability Commission (PSC), Design Commission, Historic Landmarks Commission, and Adjustment Committee, to provide an opportunity for community involvement and provide leadership and expertise for specialized topic areas.
- Policy 2.21 Program evaluation.** Periodically evaluate the effectiveness of the Community Involvement Program and recommend and advocate for program and policy improvements. The Community Involvement Committee (CIC) will advise City staff regarding this evaluation.
- Policy 2.22 Shared engagement methods.** Coordinate and share methods, tools, and technologies that lead to successful engagement practices with both government and community partners and solicit engagement methods from the community.

### Process design and evaluation

The policies in this section guide the design of project-specific community involvement processes. They help ensure that community involvement processes for planning and investment projects fit the scope, character, and impact of the decision. These policies also promote full representation in planning and investment processes and actively involve under-served and under-represented communities. Representation can help ensure that City decisions do not further reinforce the disadvantaged position of under-served and under-presented groups and do not narrowly benefit privileged groups.

**Policy 2.23 Representation.** Facilitate participation of a cross-section of the full diversity of affected Portlanders during planning and investment processes. This diversity includes individuals, stakeholders, and communities represented by race, color, national origin, English proficiency, gender, age, disability, religion, sexual orientation, gender identity, and source of income.

**Policy 2.24 Early involvement.** Improve opportunities for interested and affected community members to participate early in planning and investment processes, including identifying and prioritizing issues, needs, and opportunities; participating in process design; and recommending and prioritizing projects and/or other types of implementation.

**Policy 2.25 Verifying data.** Use data, including community-validated population data, to guide planning and investment processes and priority setting and to shape community involvement and decision-making efforts.

**Policy 2.26 Demographics.** Identify the demographics of potentially affected communities when initiating a planning or investment project.

**Policy 2.27 Historical understanding.** To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and under-served groups, and persons with limited English proficiency (LEP). Review preliminary findings with members of the community who have institutional and historical knowledge.

**Policy 2.28 Project-specific needs.** Customize community involvement processes to meet the needs of those potentially affected by the planning or investment project. Use community involvement techniques that fit the scope, character, and potential impact of the planning or investment decision under consideration.

**Policy 2.29 Culturally-appropriate processes.** Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and

culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.

- Policy 2.30 Innovative engagement methods.** Develop and document innovative methods, tools, and technologies for community involvement processes for plan and investment projects.
- Policy 2.31 Inclusive participation beyond Portland residents.** Design public processes for planning and investment projects to engage affected and interested people who may not live in Portland such as property owners, employees, employers, and students, among others, as practicable.
- Policy 2.32 Inclusive participation in Central City planning.** Design public processes for the Central City that recognize its unique role as the region’s center. Engage a wide range of stakeholders from the Central City and throughout the region including employees, employers, social service providers, students, and visitors, as well as regional tourism, institutional, recreation, transportation, and local/regional government representatives, as appropriate.
- Policy 2.33 Accessibility.** Ensure that community involvement processes for planning and investment projects are broadly accessible in terms of location, time, and language, and that they support the engagement of individuals with a variety of abilities and limitations on participation.
- Policy 2.34 Participation monitoring.** Evaluate and document participant demographics throughout planning and investment processes to assess whether participation reflects the demographics of affected communities. Adapt involvement practices and activities accordingly to increase effectiveness at reaching targeted audiences.
- Policy 2.35 Adaptability.** Adapt community involvement processes for planning and investment projects as appropriate to flexibly respond to changes in the scope and priority of the issues, needs, and other factors that may affect the process.
- Policy 2.36 Process evaluation.** Evaluate each community involvement process for planning or investment projects from both the City staff and participants’ perspectives, and consider feedback and lessons learned to enhance future involvement efforts.

### Information design and notification

These policies will help improve notification procedures for administrative and quasi-judicial reviews, as well as legislative land use decisions and the community's access to processes and technical information related to planning and investment decisions. The City of Portland's Civil Rights Title VI Plan requires that information is available to the public, with assistance provided as requested to interpret and effectively use technical information. Additionally, the City of Portland must ensure that limited English proficient (LEP) individuals have meaningful access to City land use-related activities.

**Policy 2.37 Accommodation.** Ensure accommodations to let individuals with disabilities participate in administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

**Policy 2.38 Notification.** Notify affected and interested community members and recognized organizations about administrative, quasi-judicial, and legislative land use decisions with enough lead time to enable effective participation. Consider notification to both property owners and renters.

**Policy 2.39 Tools for effective participation.** Provide clear and easy access to information about administrative, quasi-judicial, and legislative land use decisions in multiple formats and through technological advancements and other ways.

**Policy 2.40 Limited English Proficiency (LEP).** Ensure that limited English proficient (LEP) individuals are provided meaningful access to information about administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

## Chapter 3: Urban Form

### What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Foster an equitable system of compact mixed use and commercial centers across the city to increase access to community services and businesses, and create more low-carbon complete healthy connected neighborhoods.
- Improve Portland's major corridors so that they become vibrant urban places and key transportation connections.
- Enhance Portland's public realm, integrate nature into the city, and link people, places, and wildlife through active transportation facilities, green infrastructure investments, urban tree canopy, and habitat connections.
- Describe the city's overall development pattern and area character to inform and guide future plans, investments, and development.

### Why is this important?

Portland's identity now and in the future is significantly shaped by the design and physical structure of the city and its neighborhoods. How people live and get around is partly determined by the location of services and other destinations and the arrangement and design of buildings and connections provided by streets, trails, and other public spaces. Together these design characteristics help determine whether: (1) a community is walkable, (2) children have safe places to play, (3) people have places to gather, and (4) businesses are easy to access.

Where housing and services are built, where street networks are connected, and how all of this is designed provides a key opportunity to: (1) enable people to meet more of their daily needs locally, (2) strengthen neighborhoods, (3) improve equitable access to services, and (4) support healthy, active living.

This chapter includes policies that support enhancing centers and corridors across the city as anchors to complete neighborhoods, providing Portlanders convenient access to local services. Clustering destinations in centers makes access by transit, walking, wheelchair, and bicycle more practical and reduces the amount of driving needed to get to services. Focusing growth and investments in centers and along corridors can also make good use of existing infrastructure capacity and encourage efficiency in new infrastructure investments.

This network of well-functioning centers and corridors will be critical to achieve the Portland Plan goals to make it possible for most Portlanders (80 percent) to live in complete neighborhoods by 2035, and to meet goals for travel by transit, walking, and bicycling.

# Table of Contents

## Goals

|          |   |
|----------|---|
| Goal 3.A | A city designed for people                |
| Goal 3.B | A climate and hazard resilient urban form |
| Goal 3.C | Focused growth                            |
| Goal 3.D | A system of centers and corridors         |
| Goal 3.E | Connected public realm and open space     |
| Goal 3.F | Employment districts                      |
| Goal 3.G | Nature in the city                        |

## Policies

### Citywide design and development

|             |                                     |
|-------------|-------------------------------------|
| Policy 3.1  | Urban Design Framework              |
| Policy 3.2  | Growth and stability                |
| Policy 3.3  | Equitable development               |
| Policy 3.4  | All ages and abilities              |
| Policy 3.5  | Energy and resource efficiency      |
| Policy 3.6  | Land efficiency                     |
| Policy 3.7  | Integrate nature                    |
| Policy 3.8  | Leadership and innovation in design |
| Policy 3.9  | Growth and development              |
| Policy 3.10 | Rural, urbanizable, and urban land  |
| Policy 3.11 | Schools as centers of community     |
| Policy 3.12 | Significant places                  |

### Centers

|             |                                 |
|-------------|---------------------------------|
| Policy 3.13 | Role of centers                 |
| Policy 3.14 | Variety of centers              |
| Policy 3.15 | Housing in centers              |
| Policy 3.16 | Investments in centers          |
| Policy 3.17 | Government services             |
| Policy 3.18 | Arts and culture                |
| Policy 3.19 | Accessibility                   |
| Policy 3.20 | Center connections              |
| Policy 3.21 | Green infrastructure in centers |

### **Central City**

- Policy 3.22 Roll of the Central City
- Policy 3.23 Model Urban Center
- Policy 3.24 Central City employment
- Policy 3.25 Central City housing
- Policy 3.26 Transportation hub
- Policy 3.27 Public places

### **Gateway Regional Center**

- Policy 3.28 Role of Gateway
- Policy 3.29 Housing
- Policy 3.30 Transportation
- Policy 3.31 Public places

### **Town Centers**

- Policy 3.32 Role of Town Centers
- Policy 3.33 Housing
- Policy 3.34 Transportation
- Policy 3.35 Public places

### **Neighborhood Centers**

- Policy 3.36 Role of Neighborhood Centers
- Policy 3.37 Housing
- Policy 3.38 Transportation
- Policy 3.39 Public places

### **Inner Ring Districts**

- Policy 3.40 Growth
- Policy 3.41 Corridors
- Policy 3.42 Distinct identities
- Policy 3.43 Diverse residential areas
- Policy 3.44 Active transportation

### **Corridors**

- Policy 3.45 Growth and mobility
- Policy 3.46 Connections
- Policy 3.47 Design
- Policy 3.48 Green infrastructure in corridors

### **Civic Corridors**

- Policy 3.49 Integrated land use and mobility
- Policy 3.50 Design great places
- Policy 3.51 Mobility corridors
- Policy 3.52 Freight

### **Neighborhood Corridors**

- Policy 3.53 Neighborhood Corridors



**Transit station areas**

- Policy 3.54 Transit-oriented development
- Policy 3.55 Community connections
- Policy 3.56 Transit station area safety
- Policy 3.57 Center stations
- Policy 3.58 Employment stations
- Policy 3.59 Transit neighborhood stations
- Policy 3.60 Destination stations

**City Greenways**

- Policy 3.61 Connections
- Policy 3.62 Integrated system
- Policy 3.63 Multiple benefits
- Policy 3.64 Design

**Urban habitat corridors**

- Policy 3.65 Urban habitat corridors
- Policy 3.66 Habitat connection tools
- Policy 3.67 Connect habitat corridors

**Employment areas**

- Policy 3.68 Employment area geographies
- Policy 3.69 Regional Truck Corridors

*Policies for each of the employment areas are provided in Chapter 6: Economic Development.*

**Pattern Areas**

**Rivers Pattern Area**

- Policy 3.70 Historic and multi-cultural significance
- Policy 3.71 River transportation
- Policy 3.72 Recreation
- Policy 3.73 Industry and port facilities
- Policy 3.74 Habitat
- Policy 3.75 Commercial activities
- Policy 3.76 River neighborhoods
- Policy 3.77 River access
- Policy 3.78 River management and coordination
- Policy 3.79 Columbia River
- Policy 3.80 Willamette River North Reach
- Policy 3.81 Willamette River Central Reach
- Policy 3.82 Willamette River South Reach
- Policy 3.83 Willamette River Greenway

## **URBAN FORM**

---

### **Central City Pattern Area**

- Policy 3.84 Central City districts
- Policy 3.85 Central City industrial districts
- Policy 3.86 Central City river orientation
- Policy 3.87 Central City pedestrian system
- Policy 3.88 Central City bicycle system

### **Inner Neighborhoods Pattern Area**

- Policy 3.89 Inner Neighborhoods main streets
- Policy 3.90 Inner Neighborhoods street patterns
- Policy 3.91 Inner Neighborhoods infill
- Policy 3.92 Inner Neighborhoods active transportation
- Policy 3.93 Inner Neighborhoods residential areas

### **Eastern Neighborhoods Pattern Area**

- Policy 3.94 Eastern Neighborhoods street, block, and lot pattern
- Policy 3.95 Eastern Neighborhoods trees and natural features
- Policy 3.96 Eastern Neighborhoods buttes
- Policy 3.97 Eastern Neighborhoods corridor landscaping
- Policy 3.98 Eastern Neighborhoods active transportation

### **Western Neighborhoods Pattern Area**

- Policy 3.99 Western Neighborhoods village character
- Policy 3.100 Western Neighborhoods active transportation
- Policy 3.101 Western Neighborhoods development
- Policy 3.102 Western Neighborhoods habitat corridors
- Policy 3.103 Western Neighborhoods trails

### **List of Figures**

- 3-1. Urban Design Framework
- 3-2. Corridors
- 3-3. Centers
- 3-4. Transit Station Areas
- 3-5. City Greenways
- 3-6. Urban Habitat Corridors
- 3-7. Employment Areas
- 3-8. Pattern Areas
- 3-9. Willamette Greenway Boundaries

## **Goals**

### **GOAL 3.A: A city designed for people**

Portland's built environment is designed to serve the needs and aspirations of all Portlanders, promoting prosperity, health, equity, and resiliency. New development, redevelopment, and public investments reduce disparities and encourage social interaction to create a healthy connected city.

### **GOAL 3.B: A climate and hazard resilient urban form**

Portland's compact urban form, sustainable building development practices, green infrastructure, and active transportation system reduce carbon emissions, reduce natural hazard risks and impacts, and improve resilience to the effects of climate change.

### **GOAL 3.C: Focused growth**

Household and employment growth is focused in the Central City and other centers, corridors, and transit station areas, creating compact urban development in areas with a high level of service and amenities, while allowing the relative stability of lower-density single-family residential areas.

### **GOAL 3.D: A system of centers and corridors**

Portland's interconnected system of centers and corridors provides diverse housing options and employment opportunities, robust multimodal transportation connections, access to local services and amenities, and supports low-carbon complete, healthy, and equitable communities.

### **GOAL 3.E: Connected public realm and open spaces**

A network of parks, streets, City Greenways, and other public spaces supports community interaction; connects neighborhoods, districts, and destinations; and improves air, water, land quality, and environmental health.

### **GOAL 3.F: Employment districts**

Portland supports job growth in a variety of employment districts to maintain a diverse economy.

### **GOAL 3.G: Nature in the city**

A system of habitat corridors weaves nature into the city, enhances habitat connectivity, and preserves natural resources and the ecosystem services they provide.

## Policies

### Citywide Design and Development

- Policy 3.1**     **Urban Design Framework.** Use the Urban Design Framework (UDF) as a guide to create inclusive and enduring places, while providing flexibility for implementation at the local scale to meet the needs of local communities. *See Figure 3.1 — Urban Design Framework.*
- Policy 3.2**     **Growth and stability.** Direct the majority of growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland’s residential neighborhoods.
- Policy 3.3**     **Equitable development.** Guide development, growth, and public facility investment to reduce disparities, ensure equitable access to opportunities, and produce positive outcomes for all Portlanders.
- 3.3.a.** Anticipate, avoid, reduce, and mitigate negative public facility and development impacts, especially where those impacts inequitably burden communities of color, under-served and under-represented communities, and other vulnerable populations.
- 3.3.b.** Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement and increase affordable housing.
- 3.3.c.** Encourage use of community benefit agreements to ensure equitable outcomes from development projects that benefit from public facility investments, increased development allowances, or public financial assistance. Consider community benefit agreements as a tool to mitigate displacement and housing affordability impacts.
- 3.3.d.** Consider use of exactions imposed on development and other tools to capture value created by plans and investments, as a means to reduce or mitigate displacement and housing affordability impacts.
- 3.3.e.** Coordinate housing, economic development, and public facility plans and investments to create an integrated community development approach to restore communities impacted by past decisions. *See Policy 5.17.*
- Policy 3.4**     **All ages and abilities.** Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.
- Policy 3.5**     **Energy and resource efficiency.** Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning.

- Policy 3.6**     **Land efficiency.** Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.
- Policy 3.7**     **Integrate nature.** Integrate nature and use green infrastructure throughout Portland.
- Policy 3.8**     **Leadership and innovation in design.** Encourage high-performance design and development that demonstrates Portland’s leadership in the design of the built environment, commitment to a more equitable city, and ability to experiment and generate innovative design solutions.
- Policy 3.9**     **Growth and development.** Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with particular attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts. *More detailed policies are in Chapter 5: Housing.*
- Policy 3.10**    **Rural, urbanizable, and urban land.** Preserve the rural character of rural land outside the Regional Urban Growth Boundary. Limit urban development of urbanizable land beyond the City Limits until it is annexed and full urban services are extended.

*Additional service provision and urbanization policies are found in Chapter 8: Public Facilities and Services.*

- Policy 3.12**    **Significant places.** Enhance and celebrate significant places throughout Portland with symbolic features or iconic structures that reinforce local identity, histories, and cultures and contribute to way-finding throughout the city. Consider these especially at:
- High-visibility intersections
  - Attractions
  - Schools, libraries, parks, and other civic places
  - Bridges
  - Rivers
  - Viewpoints and view corridor locations
  - Historically or culturally significant places
  - Connections to volcanic buttes and other geologic and natural landscape features
  - Neighborhood boundaries and transitions

### Centers

Centers are compact and pedestrian-oriented urban places. They are connected to public transit and active transportation networks. They anchor complete neighborhoods with retail stores and businesses (grocery stores, restaurants, markets, shops, etc.), civic amenities (libraries, schools, community centers, places of worship, etc.), housing options, health clinics, daycare centers, employment centers, plazas and parks, or other public gathering places.

Centers will be the primary areas for growth and change in Portland over the next 20 years. Focusing new growth in centers helps achieve goals of having more Portlanders live in complete neighborhoods, use public transit and active transportation — walking, biking, and rolling — to commute to work and complete errands, and it will help mitigate and prepare for the effects of climate change. Clustering destinations and housing within compact, walkable centers makes access by transit, walking, wheelchair, and bicycle more practical and reduces the amount of driving needed to access services, reducing the impact on roadways, reducing congestion, and helps in facilitating freight movement.

Centers range in scale from the Central City's downtown to small neighborhood centers, providing local access to services and allowing Portlanders across the city to live a healthy, active lifestyle. Neighborhood business districts and the commercial services they provide are the foundation of many centers, but centers, particularly larger centers, will also become a focus for public services, gathering places, and housing growth. In and around all centers, there will be change as areas urbanize and new services, shops and housing are developed.

The UDF identifies four types of centers that vary in size, scale, service area, local versus regional role, and density of residents and businesses. The specific boundaries of these centers is shown on the Comprehensive Plan Map. The four types are:

1. Central City
2. Regional Center (Gateway)
3. Town Center
4. Neighborhood Center

*See Figure 3-3 — Centers.*

Policies in this section identify essential elements and functions of centers that will be enhanced over time. Additional policies provide more detailed direction for specific types of centers based on their scale.

**Policy 3.13**    **Role of centers.** Enhance centers as anchors of complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces.

**Policy 3.14**    **Variety of centers.** Plan for a range of centers across the city to enhance local, equitable access to services, and expand housing opportunities.

- Policy 3.15**    **Housing in centers.** Provide housing capacity for enough population to support a broad range of commercial services, focusing higher-density housing within a half-mile of the center core.
- Policy 3.16**    **Investments in centers.** Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.
- Policy 3.17**    **Government services.** Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.
- Policy 3.18**    **Arts and culture.** Ensure that land use plans and infrastructure investments allow for and incorporate arts, culture, and performance arts as central components of centers.
- Policy 3.19**    **Accessibility.** Design centers to be compact, safe, attractive, and accessible places, where the street environment makes access by transit, walking, biking, and mobility devices such as wheelchairs, safe and attractive for people of all ages and abilities.
- Policy 3.20**    **Center connections.** Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by frequent and convenient transit, bicycle sharing, bicycle routes, pedestrian trails and sidewalks, and electric vehicle charging stations.
- Policy 3.21**    **Green infrastructure in centers.** Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features.

*Policies related to the design of centers are in Chapter 4: Design and Development. Policies related to housing in centers are in Chapter 5: Housing. Policies related to businesses and economic development in centers are located in Chapter 6: Economic Development. Additional policies related to transportation and access in centers are in Chapter 9: Transportation.*

## **Central City**

The Central City is a living laboratory for how the design and function of a dense urban center can concurrently provide benefits to human health, the natural environment, and the local economy. As Portland is the major center for jobs, transit, services, and civic and cultural institutions for the entire city and region. The Central City houses numerous attractions including Portland State University, the Oregon Convention Center, Tom McCall Waterfront Park and the Willamette River, Pioneer Square, and many museums and venues for artistic and cultural activities and professional sports. The Central City's ten unique districts include Downtown, the West End, Goose Hollow, Pearl, Old Town/Chinatown,

## URBAN FORM

---

Lower Albina, Lloyd, the Central Eastside, South Waterfront, and South Downtown/University. Together, these districts provide a diversity of opportunities for urban living, economic development, retail and entertainment.

- Policy 3.22**     **Role of the Central City.** Encourage continued growth and investment in the Central City, and recognize its unique role as the region’s premier center for jobs, services, and civic and cultural institutions that support the entire city and region.
- Policy 3.23**     **Model Urban Center.** Promote the Central City as a living laboratory that demonstrates how the design and function of a dense urban center can concurrently provide equitable benefits to human health, the natural environment, and the local economy.
- Policy 3.24**     **Central City employment.** Encourage the growth of the Central City’s regional share of employment and continue its growth as the region’s unique center for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.
- Policy 3.25**     **Central City housing.** Encourage the growth of the Central City as Portland’s and the region’s largest center with the highest concentrations of housing and with a diversity of housing options and services. *See also Policy 5.32.*
- Policy 3.26**     **Transportation hub.** Enhance the Central City as the region’s multimodal transportation hub and optimize regional access as well as the movement of people and goods among key destinations.
- Policy 3.27**     **Public places.** Promote public places and the Willamette River waterfront in the Central City as places of business and social activity and gathering for the people of its districts and the broader region.

### Gateway Regional Center

Gateway Regional Center is East Portland’s major center, providing the area and region with civic, employment, and community services. It includes the city’s largest transit hub outside of downtown and good freeway access to regional destinations such as Portland International Airport.

- Policy 3.28**     **Role of Gateway.** Encourage growth and investment in Gateway to enhance its role as East Portland’s center of employment, commercial, and public services.
- Policy 3.29**     **Housing.** Encourage housing in Gateway, to create East Portland’s largest concentration of high-density housing.



**Policy 3.30 Transportation.** Enhance Gateway’s role as a regional high-capacity transit hub that serves as an anchor for East Portland’s multimodal transportation system.

**Policy 3.31 Public places.** Enhance the public realm and public places in Gateway to provide a better setting for business and social activity that serves East Portland residents and the region.

## **Town Centers**

Town Centers are located throughout Portland to serve broad parts of the city. They are typically anchored by employment centers or institutions, feature a wide range of commercial and community services, and have a wide range of housing options. Development in Town Centers is intended to be up to mid-rise in scale, with larger scale buildings primarily located close to high-capacity transit stations. Mid-rise development is typically as high as five to seven stories.

**Policy 3.32 Role of Town Centers.** Enhance Town Centers as successful places that serve the needs of surrounding neighborhoods as well as a wider area, and contain higher concentrations of employment, institutions, commercial and community services, and a wide range of housing options.

**Policy 3.33 Housing.** Provide for a wide range of housing types in Town Centers, which are intended to generally be larger in scale than the surrounding residential areas. There should be sufficient zoning within a half-mile walking distance of a Town Center to accommodate 7,000 households.

**Policy 3.34 Transportation.** Improve Town Centers as multimodal transportation hubs that optimize access from the broad area of the city they serve and are linked to the region’s high-capacity transit system.

**Policy 3.35 Public places.** Provide parks or public squares within or near Town Centers to support their roles as places of focused business and social activity.

## **Neighborhood Centers**

Neighborhood Centers are smaller, sometimes village-like centers that include a mixture of higher density commercial and residential buildings. Because these centers are smaller than Town Centers, there are many more of them citywide. Development in Neighborhood Centers is generally intended to be low-rise in scale, although larger scale can be appropriate in locations close to high-capacity transit stations or near the Central City. Low-rise development typically includes buildings up to four stories in height.

- Policy 3.36**    **Role of Neighborhood Centers.** Enhance Neighborhood Centers as successful places that serve the needs of surrounding neighborhoods. In Neighborhood Centers, provide for higher concentrations of development, employment, commercial and community services, and a wider range of housing options than the surrounding neighborhoods.
- Policy 3.37**    **Housing.** Provide for a wide range of housing types in Neighborhood Centers, which are intended to generally be larger in scale than the surrounding residential areas, but smaller than Town Centers. There should be sufficient zoning within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.
- Policy 3.38**    **Transportation.** Design Neighborhood Centers as multimodal transportation hubs that are served by frequent-service transit and optimize pedestrian and bicycle access from adjacent neighborhoods.
- Policy 3.39**    **Public places.** Provide small parks or plazas within or near Neighborhood Centers to support their roles as places of local activity and gathering.

### Inner Ring Districts

The Inner Ring Districts include some of Portland’s oldest neighborhoods, with several historic districts and a broad diversity of housing types. These areas include distinct districts, such as Albina and Northwest Portland, that have multiple mixed-use corridors in proximity (*see the shaded areas in the Urban Design Framework*), allowing most residents to live within a quarter-mile distance of frequent-service transit and neighborhood businesses. The Inner Ring Districts are also served by a highly interconnected system of streets and sidewalks, and are within a three-mile biking distance of the Central City’s array of services, jobs, and amenities.

These policies acknowledge that growth in the Inner Ring Districts plays an important role in allowing more people to have access to their many opportunities, but also acknowledge that this growth should be integrated into these areas’ historic urban fabric. The Inner Ring Districts, especially along their corridors, play a similar role to Town Centers in accommodating growth.

- Policy 3.40**    **Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.
- Policy 3.41**    **Corridors.** Guide growth in corridors to transition to mid-rise scale close to the Central City, especially along Civic Corridors.

- Policy 3.42** **Distinct identities.** Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors. Use historic preservation and design review tools to accommodate growth in ways that preserve historic resources and enhance the distinctive characteristics of the Inner Ring Districts, especially in areas experiencing significant development.
- Policy 3.43** **Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts’ residential areas. Encourage approaches that preserve or are compatible with the range of existing historic housing in these areas. Acknowledge that these areas are historic assets and should retain their established characteristics and development patterns, even as Inner Ring centers and corridors grow.
- Policy 3.44** **Active transportation.** Enhance the role of the Inner Ring Districts’ extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen transit connections between the Inner Ring Districts and to the Central City.

## Corridors

Corridors, like centers, are areas where Portland will grow and change much over the next 20 years. They are busy, active streets with redevelopment potential. They are close to neighborhoods and are places with transit, stores, housing, and employers. They need to be planned, designed, and improved to be places that benefit and become successful additions to surrounding neighborhoods. The largest places of focused activity and density along these corridors are designated as centers.

There are two types of street corridors:

1. Civic Corridors
2. Neighborhood Corridors

*See Figure 3-2 — Corridors.*

- Policy 3.45** **Growth and mobility.** Coordinate transportation and land use strategies along corridors to accommodate growth and mobility needs for people of all ages and abilities.
- Policy 3.46** **Connections.** Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and motor vehicle access and that serve the freight needs of centers and neighborhood business districts.
- Policy 3.47** **Design.** Encourage street design that balances the important transportation functions of corridors with their roles as the setting for commercial activity and residential living.

**Policy 3.48 Green infrastructure in corridors.** Enhance corridors with distinctive green infrastructure, including landscaped stormwater facilities, extensive tree plantings, and other landscaping that both provide environmental function and contribute to a quality pedestrian environment.

### Civic Corridors

Civic Corridors are the city's busiest, widest, and most prominent streets. They provide major connections among centers, the rest of the City, and the region. They support the movement of people and goods across the city, with high levels of traffic and pedestrian activity. Civic Corridors provide opportunities for growth and transit-supportive densities of housing, commerce, and employment. Development in Civic Corridors is intended to be up to mid-rise in scale, with lower scale generally more appropriate in locations far from the Central City or transit stations. Mid-rise development typically ranges from five to seven stories.

Abundant trees and high-quality landscaping beautify Civic Corridors and offset the impacts of their large paved areas. These corridors exemplify the benefits of green infrastructure by cleaning and soaking up stormwater runoff and minimizing urban heat island effects, while also being enjoyable places to live, work, and gather. Civic corridors are safe for all types of transportation. Civic Corridors policies apply to the roadway, the public realm of the street, and the buildings that line the street.

**Policy 3.49 Integrated land use and mobility.** Enhance Civic Corridors as distinctive places that are models of ecological urban design, with transit-supportive densities of housing and employment, prominent street trees and other green features, and high-quality transit service and pedestrian and bicycle facilities.

**Policy 3.50 Design great places.** Improve public streets and sidewalks along Civic Corridors to support the vitality of business districts, create distinctive places, provide a safe, healthy, and attractive pedestrian environment, and contribute to quality living environments for residents.

**Policy 3.51 Mobility corridors.** Improve Civic Corridors as key mobility corridors of citywide importance that accommodate all modes of transportation within their right-of-way or on nearby parallel routes.

**Policy 3.52 Freight.** Maintain freight mobility and access on Civic Corridors that are also Major or Priority Truck Streets.

## Neighborhood Corridors

Neighborhood Corridors are narrower main streets that connect neighborhoods with each other and to other parts of the city. They have transportation, land use, and design functions that are important at a neighborhood or district level. They support neighborhood business districts and provide housing opportunities close to local services, amenities, and transit lines. They are streets that include a mix of commercial and higher-density housing development. This policy is intended to balance the important transportation functions of Neighborhood Corridors with their roles in supporting the viability of business districts and residential livability.

**Policy 3.53 Neighborhood Corridors.** Enhance Neighborhood Corridors as important places that support vibrant neighborhood business districts with quality multi-family housing, while providing transportation connections that link neighborhoods.

## Transit station areas

Transit stations provide access to high-capacity transit, which currently consists of the region's light rail system, and in the future may also include bus rapid transit. These policies encourage housing and employment growth in transit station areas to maximize people's ability to benefit from the regional connections they provide and to increase transit access to employment. The policies support a range of transit station area types, with differing priorities for growth, depending on the station type and context.

Priority is given to growth in station areas located in centers since they provide more people with opportunities to be close to both transit and to commercial and public services. These stations have the highest potential for mixed use development. Center stations benefit from the concentration of local services and businesses as well as connections to other transit routes typically found on corridors. Mixed-use development with housing is not the priority for all transit station areas; some are locations for employment, or they serve major regional destinations such as the Oregon Zoo. *See Figure 3-4 — Transit Station Areas*

**Policy 3.54 Transit-oriented development.** Encourage transit-oriented development and transit-supportive concentrations of housing and jobs, and multimodal connections at and adjacent to high-capacity transit stations.

**Policy 3.55 Community connections.** Integrate transit stations into surrounding communities and enhance pedestrian and bicycle facilities (including bike sharing) to provide safe and accessible connections to key destinations beyond the station area.

**Policy 3.56 Transit station area safety.** Design transit areas to improve pedestrian, bicycle, and personal safety.

**Policy 3.57**    **Center stations.** Encourage transit stations in centers to provide high density concentrations of housing and commercial uses that maximize the ability of residents to live close to both high-quality transit and commercial services.

**Policy 3.58**    **Employment stations.** Encourage concentrations of jobs and employment-focused land uses in and around stations in employment-zoned areas.

**Policy 3.59**    **Transit neighborhood stations.** Encourage concentrations of mixed-income residential development and supportive commercial services close to transit neighborhood stations. Transit neighborhood stations serve mixed-use areas that are not in major centers.

**Policy 3.60**    **Destination stations.** Enhance connections between major destinations and transit facilities and strengthen the role of these station areas as places of focused activity.

### City Greenways

City Greenways are a system of distinctive pedestrian- and bicycle-friendly streets and trails, enhanced by lush tree canopy and landscaped stormwater facilities that support active living by expanding transportation and recreational opportunities and making it easier and more attractive to reach destinations across the city. As Portland continues to grow, the City Greenways system will strengthen connections to nature, weave green elements into neighborhoods, and enhance mobility and recreation.

City Greenways are a network that includes the following types of infrastructure:

1. Enhanced greenway corridors are distinctive streets with extensive tree canopy and landscaped stormwater facilities that provide connections between major centers, schools, parks, natural areas, and the rivers. Enhanced greenway corridors often involve improvements to existing streets, including wide planting strips and other features that provide space for large-canopy trees.
2. Trails are designated routes on land or water that provide public access for recreation or transportation purposes, such as walking and bicycling. They are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.
3. Heritage parkways are iconic streets or segments of streets with elements such as linear parkways, scenic views, and distinctive landscaping or street design.

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

*See Figure 3-5 – City Greenways.*

- Policy 3.61 Connections.** Create a network of distinctive and attractive City Greenways that link centers, parks, schools, rivers, natural areas, and other key community destinations.
- Policy 3.62 Integrated system.** Create an integrated City Greenways system that includes regional trails through natural areas and along Portland’s rivers, connected to neighborhood greenways, and heritage parkways.
- Policy 3.63 Multiple benefits.** Design City Greenways that provide multiple benefits that contribute to Portland’s pedestrian, bicycle, green infrastructure, and parks and open space systems.
- Policy 3.64 Design.** Use design options such as distinctive street design, motor vehicle diversion, landscaping, tree plantings, scenic views, and other appropriate design options, to create City Greenways that extend the experience of open spaces and nature into neighborhoods, while improving stormwater management and calming traffic.

*Additional policies related to City Greenways are provided in Chapter 9: Transportation.*

## Urban habitat corridors

Urban habitats are natural and built areas that provide safe, healthy places for resident and migratory fish and wildlife species that live in and move through the city. Maintaining diverse, connected habitat corridors will help fish and wildlife thrive in and adapt to continued human population growth, development, and climate change. Urban habitat corridors also benefit Portlanders by keeping air and water clean and cool, reducing the risks from landslides and flooding, and providing places for people to play, learn, and experience nature.

Urban habitats encompass the city’s most valuable and distinctive natural features – the Willamette and Columbia Rivers, streams and sloughs, wetlands, and large forested areas, such as Tryon Creek State Park, Forest Park and the West Hills, Willamette Bluff, and the East Buttes. Other urban habitats are woven throughout the built environment and include street and yard trees, backyard plantings, parks, and bridges that provide opportunities for bird nesting. Enhancing or establishing new urban habitat corridors will involve preserving and restoring existing natural features, creating vegetated connections between tree canopy and greenspaces, and incorporating nature into the design of buildings and landscaping, streetscapes, parking lots, and infrastructure.

## URBAN FORM

---

These policies support plans, regulations, and investments to restore and reconnect habitat in diverse areas within the city.

*See Figure 3-6 – Urban Habitat Corridors.*

**Policy 3.65 Urban habitat corridors.** Establish a system of connected, well-functioning, and diverse habitat corridors that link habitats in Portland and the region, facilitate safe fish and wildlife access and movement through and between habitat areas, enhance the quality and connectivity of existing habitat corridors, and establish new habitat corridors in developed areas.

**Policy 3.66 Habitat connection tools.** Improve habitat corridors using a mix of tools including natural resource protection, property acquisition, natural resource restoration, tree planting and landscaping with native plants, and ecological design integrated with new development.

**Policy 3.67 Connect habitat corridors.** Ensure that planned connections between habitat corridors, greenways, and trails are located and designed to support the functions of each element, and create positive interrelationships between the elements, while also protecting habitat functions, fish, and wildlife.

*Additional policies related to habitat corridors are provided in Chapter 7: Watershed Health and the Environment.*

## Employment areas

Portland is a major employment center in the region and the state. The diversity of the economy is spread evenly among four types of business sectors that thrive in different parts of the city: industrial, office, institutional, and retail/service. The city's employment geographies are:

**Central City:** The Central City is the region's high-density employment center. It is primarily an office district for professional and business services, finance, information, software, and government. It is also a key location for the entertainment, small industry, and education sectors.

**Industrial Districts:** Industrial districts are in the low, flat areas along Portland Harbor and the Columbia Corridor, Oregon's freight infrastructure hub. Manufacturing and distribution sectors concentrate here. They typically need one-story buildings, medium to large sites, and locations buffered from housing. There is also an industrial district in the Central Eastside and smaller industrial areas scattered around the city, mostly adjacent to major transportation hubs.

**Neighborhood Commercial:** Neighborhood Commercial areas are mainly home to the retail, personal service, and related sectors that serve customers on-site. These businesses locate



amid their market areas, lining corridors across the city. They generally need ground-floor space along pedestrian or auto-oriented streets.

**Campus Institutions:** Institutions in the health care and education sectors are concentrated in large hospital and college campuses and dispersed smaller facilities. Major institutions are large employers with campuses that vary from pastoral expanses to more concentrated urban grounds. They are located throughout the city, often in or adjacent to residential areas.

Each of these sectors is growing, and each has different land use needs and offers different prosperity benefits. Traded sector (export) businesses bring income and jobs into the region and are mainly in the industrial and office sectors. Middle-wage jobs that require less college education and offer upward mobility are concentrated in the industrial sectors. Office jobs offer a wide variety of wages and are mainly concentrated in the Central City but are also distributed in neighborhood business districts.

Retail and service sector jobs are concentrated in the Central City and neighborhood business districts. They provide needed services to residents and include many locally-owned businesses; they do not typically offer higher-paying employment opportunities. The health care and education sectors are the leading job growth opportunities, most of which are located on major campuses. Healthcare is one of the city's fastest growing employment sectors.

**Regional Truck Corridors:** Maintaining the primary truck routes into and through the city supports Portland's role as an important West Coast hub and a gateway for international and domestic trade. These streets are integral to the growth of traded sector businesses such as manufacturing, warehousing and distribution industries.

*See Figure 3-7 – Employment Areas.*

**Policy 3.68 Employment area geographies.** Consider the land development and transportation needs of Portland's employment geographies when creating and amending land use plans and making infrastructure investments.

**Policy 3.69 Regional Truck Corridors.** Enhance designated streets to accommodate forecast freight growth and support intensified industrial use in nearby freight districts. *See Figure 3-7 – Employment Areas.* Designated regional truckways and priority truck streets (Transportation System Plan classifications are shown to illustrate this network).

*Policies for each of the employment areas are provided in Chapter 4: Economic Development. Policies related to the design of the Central City are provided in the Centers section of this chapter. Policies related to industrial areas are provided in Chapter 4: Economic Development, with some river-related policies located in the Rivers Pattern Area section of this chapter.*

## URBAN FORM

---

*Policies related to the design of neighborhood commercial areas are provided in the Centers and Corridors sections of this chapter and in the Pattern Areas section of this chapter. Policies related to freight are provided in Chapter 4: Economic Development and in Chapter 9: Transportation.*

### Pattern Areas

Portland has five distinct Pattern Areas. The development patterns and characteristics of these areas are influenced by the natural landscape and how and when these parts of the city were developed.

1. Rivers
2. Central City
3. Inner Neighborhoods
4. Western Neighborhoods
5. Eastern Neighborhoods

Each Pattern Area has unique physical, social, cultural, and environmental qualities that differentiate them and create their sense of place. To maintain and enhance the positive qualities and sense of place in each pattern area, it is desirable to have policies and regulations that respond to each area's unique natural and built assets.

The following policies identify key positive characteristics of each of Portland's Pattern Areas that are relevant to decisions related to future development in these areas. Area and neighborhood plans should be consulted for more detailed guidance on design priorities in different parts of the city.

#### Rivers Pattern Area

Human settlement began along and at the confluence of the Willamette and Columbia rivers because it offered Native Americans plentiful food, natural resources, and critically-important trade and transportation opportunities. After white immigrants began moving to the area, the settlement grew into the city of Portland. As the city's initial form-giving features, the two rivers have continued to shape the city.

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

- Are features of significant historic and cultural significance to Native American tribes and others throughout the region.
- Serve as essential industrial transportation corridors that support the local and regional economy.
- Support recreational, subsistence, and commercial fisheries.

- Provide important habitat for resident and migratory fish and wildlife.
- Are important scenic, recreational, and transportation amenities for Portlanders and visitors.

*See Figure 3-8 – Pattern Areas.*

These policies foster development and land stewardship approaches that recognize, support, and balance the varied systems, uses, and activities along the Columbia and Willamette rivers, including: the Portland Harbor, Columbia Corridor, and other prime industrial lands; habitat areas and corridors; distinctive riverfront neighborhoods along the banks; and access to, along, and within the rivers.

- Policy 3.70**    **Historic and multi-cultural significance.** Recognize, restore, and protect the historic and multi-cultural significance of the Willamette and Columbia Rivers, including current activities such as subsistence fishing of legally-permitted fish species.
- Policy 3.71**    **River transportation.** Recognize and enhance the roles of the Willamette and Columbia rivers as part of Portland’s historic, current, and future transportation infrastructure, including for freight, commerce, commuting, and other public and private transportation functions.
- Policy 3.72**    **Recreation.** Improve conditions along and within the Willamette and Columbia rivers to accommodate a diverse mix of recreational users and activities. Designate and invest in strategically-located sites along the length of Portland’s riverfronts for passive or active recreation activities that are compatible with nearby land uses, historically and culturally important sites, significant habitat areas, restoration sites, and native fish and wildlife usage.
- Policy 3.73**    **Industry and port facilities.** Enhance the regionally significant economic infrastructure that includes Oregon’s largest seaport and largest airport, unique multimodal freight, rail, and harbor access; the region’s critical energy hub; and proximity to anchor manufacturing and distribution facilities.
- Policy 3.74**    **Habitat.** Enhance the roles of the Willamette and Columbia rivers and their confluence as an ecological hub that provides locally and regionally significant habitat for fish and wildlife and habitat restoration opportunities.
- Policy 3.75**    **Commercial activities.** Enhance the roles of the Willamette and Columbia rivers in supporting local and regional business and commerce, including commercial fishing, tourism, recreation, and leisure.
- Policy 3.76**    **River neighborhoods.** Enhance the strong river orientation of residential areas that are located along the Willamette and Columbia Rivers.

- Policy 3.77 River access.** Enhance and complete Portland’s system of river access points and riverside trails, including the Willamette Greenway Trail, and strengthen active transportation connections between neighborhoods and the rivers.
- Policy 3.78 River management and coordination.** Coordinate with federal, state, regional, special districts, and other agencies to address issues of mutual interest and concern, including economic development, recreation, water transportation, flood and floodplain management and protection, regulatory compliance, permitting, emergency management, endangered species recovery, climate change preparation, Portland Harbor Superfund, brownfield cleanup, and habitat restoration.
- Policy 3.79 Columbia River.** Enhance the role of the Columbia River for river dependent industry, fish and wildlife habitat, subsistence and commercial fisheries, floating- and land-based neighborhoods, recreational uses, and water transportation.
- Policy 3.80 Willamette River North Reach.** Enhance the role of the Willamette River North Reach for river dependent industry, fish and wildlife habitat, and as an amenity for riverfront neighborhoods and recreational users.
- Policy 3.81 Willamette River Central Reach.** Enhance the role of the Willamette River Central Reach as the Central City and region’s primary riverfront destination for recreation, history and culture, emergency response, water transportation, and as habitat for fish and wildlife.
- Policy 3.82 Willamette River South Reach.** Enhance the role of the Willamette River South Reach as fish and wildlife habitat, a place to recreate, and as an amenity for riverfront neighborhoods and others.
- Policy 3.83 Willamette River Greenway.** Maintain multi-objective plans and regulations to guide development, infrastructure investments, and natural resource protection and enhancement within and along the Willamette Greenway. *See Figure 3-9 — Willamette Greenway Boundaries.*

*Additional policies related to these topics can be found in Chapter 6: Economic Development, Chapter 7: Watershed Health and the Environment, and Chapter 4: Design and Development.*

### Central City Pattern Area

The Central City is home to Portland’s greatest concentrations of employment, and civic, cultural, and higher education institutions. Primary natural features include the Willamette River, large street trees, green streets and landscaping, and corridors of park blocks that further weave nature into the Central City. The area’s high-density mixed-use

neighborhoods contribute to the distinct identities of different areas within the Central City. These policies highlight some key design priorities for the Central City related to its distinctive urban form. These policies encourage design in the Central City that enhances its role as the region's center of innovation and exchange, in recognition that a healthy city must have a healthy core.

*Additional policies related to the design of the Central City are provided in the Centers section of this chapter.*

- Policy 3.84 Central City districts.** Enhance the distinct identities of the Central City's districts.
- Policy 3.85 Central City industrial districts.** Support the long-term success of Central City industrial districts and their evolution in terms of the mix of businesses and higher-employment densities.
- Policy 3.86 Central City river orientation.** Enhance and strengthen access and orientation to the Willamette River in the Central City and increase river-focused activities.
- Policy 3.87 Central City pedestrian system.** Maintain and expand the Central City's highly interconnected pedestrian system.
- Policy 3.88 Central City bicycle system.** Expand and improve the Central City's bicycle system.

### **Inner Neighborhoods Pattern Area**

The Inner Neighborhoods were developed and shaped during the Streetcar Era of the late 19th and early 20th centuries. The Inner Neighborhoods are characterized by a regular pattern of neighborhood business districts located along former streetcar streets interspersed with residential areas. This Pattern Area has a small block pattern with an interconnected street grid that make transit, walking, and bicycling attractive options. Within this Pattern Area is an inner ring of neighborhoods that provide important opportunities for additional housing close to the Central City, but where future growth should be integrated into the existing and historic context. *See the Inner Ring Districts section in this chapter.* These policies express the overall design approach in Inner Neighborhoods.

- Policy 3.89 Inner Neighborhoods main streets.** Maintain and enhance the Streetcar Era pattern of street-oriented buildings along Civic and Neighborhood corridors.
- Policy 3.90 Inner Neighborhoods street patterns.** Preserve the area's urban fabric of compact blocks and its highly interconnected grid of streets.

- Policy 3.91 Inner Neighborhoods infill.** Fill gaps in the urban fabric through infill development on vacant and underutilized sites and in the reuse of historic buildings on adopted inventories.
- Policy 3.92 Inner Neighborhoods active transportation.** Use the extensive street, sidewalk, and bikeway system and multiple connections to the Central City as a key part of Portland's active transportation system
- Policy 3.93 Inner Neighborhoods residential areas.** Continue the patterns of small, connected blocks, regular lot patterns, and streets lined by planting strips and street trees in Inner Neighborhood residential areas.

### Eastern Neighborhoods Pattern Area

Portland's Eastern Neighborhoods feature a diverse range of urban and natural landscapes. Many structures in the Eastern Neighborhoods, which also include parts of Brentwood-Darlington and Cully, were developed after World War II. In addition, most of this area was annexed into the City of Portland after the 1980 Comprehensive Plan was completed. The policies for the Eastern Neighborhoods promote design that responds to and enhances the area's distinctive mix of urban patterns and natural features, such as groves of Douglas firs, the East Buttes, and streams. Some policies address the opportunities and challenges presented by the area's large blocks, deep lots, gaps in pedestrian and bicycle connectivity, and wide street corridors.

The Eastern Neighborhoods provide opportunities for new and distinctive approaches to the design of development and infrastructure that can enhance the area's positive characteristics and improve quality of life. It is important to continue the area's verdant character and provide a more livable environment, while reducing disparities and increasing access to services.

- Policy 3.94 Eastern Neighborhoods street, block, and lot pattern.** Guide the evolving street and block system in the Eastern Neighborhoods in ways that build on positive aspects of the area's large blocks, such as opportunities to continue mid-block open space patterns and create new connections through blocks that make it easier to access community destinations.
- Policy 3.95 Eastern Neighborhoods trees and natural features.** Encourage development and right-of-way design that preserves and incorporates Douglas fir trees and groves, and that protects the area's streams, forests, wetlands, steep slopes, and buttes.
- Policy 3.96 Eastern Neighborhoods buttes.** Enhance public views of the area's skyline of buttes and stands of tall Douglas fir trees.
- Policy 3.97 Eastern Neighborhoods corridor landscaping.** Encourage landscaped building setbacks along residential corridors on major streets.

**Policy 3.98 Eastern Neighborhoods active transportation.** Enhance access to centers, employment areas, and other community destinations in Eastern Neighborhoods by ensuring that corridors have safe and accessible pedestrian and bicycle facilities and creating additional secondary connections that provide low-stress pedestrian and bicycle access.

### **Western Neighborhoods Pattern Area**

The Western Neighborhoods have been shaped by their location within the terrain of Portland's west hills. Much of this area was developed after World War II. These policies encourage design that responds to the area's prominent characteristics, such as its hilly topography, streams, ravines, and forested slopes, while cultivating a built environment that expands mobility and accessibility for all people. These design approaches are intended to apply to a range of development types and locations.

**Policy 3.99 Western Neighborhoods village character.** Enhance the village character of the Western Neighborhoods' small commercial districts and increase opportunities for more people to live within walking distance of these neighborhood anchors.

**Policy 3.100 Western Neighborhoods active transportation.** Provide safe and accessible pedestrian and bicycle connections, as well as off-street trail connections, to and from residential neighborhoods.

**Policy 3.101 Western Neighborhoods development.** Encourage new development and infrastructure to be designed to minimize impacts on the area's streams, ravines, and forested slopes.

**Policy 3.102 Western Neighborhoods habitat corridors.** Preserve, enhance, and connect the area's network of habitat areas and corridors, streams, parks, and tree canopy.

**Policy 3.103 Western Neighborhoods trails.** Enhance the Western Neighborhoods' distinctive system of trails to expand mobility, access to nature, and active living opportunities in the area.

# URBAN FORM

Figure 3-1. Urban Design Framework

Locations shown on the diagram are not exact boundaries. Detailed boundaries for centers, corridors, habitat areas, and all other items shown on the map will be defined in supporting plans or through future planning projects.

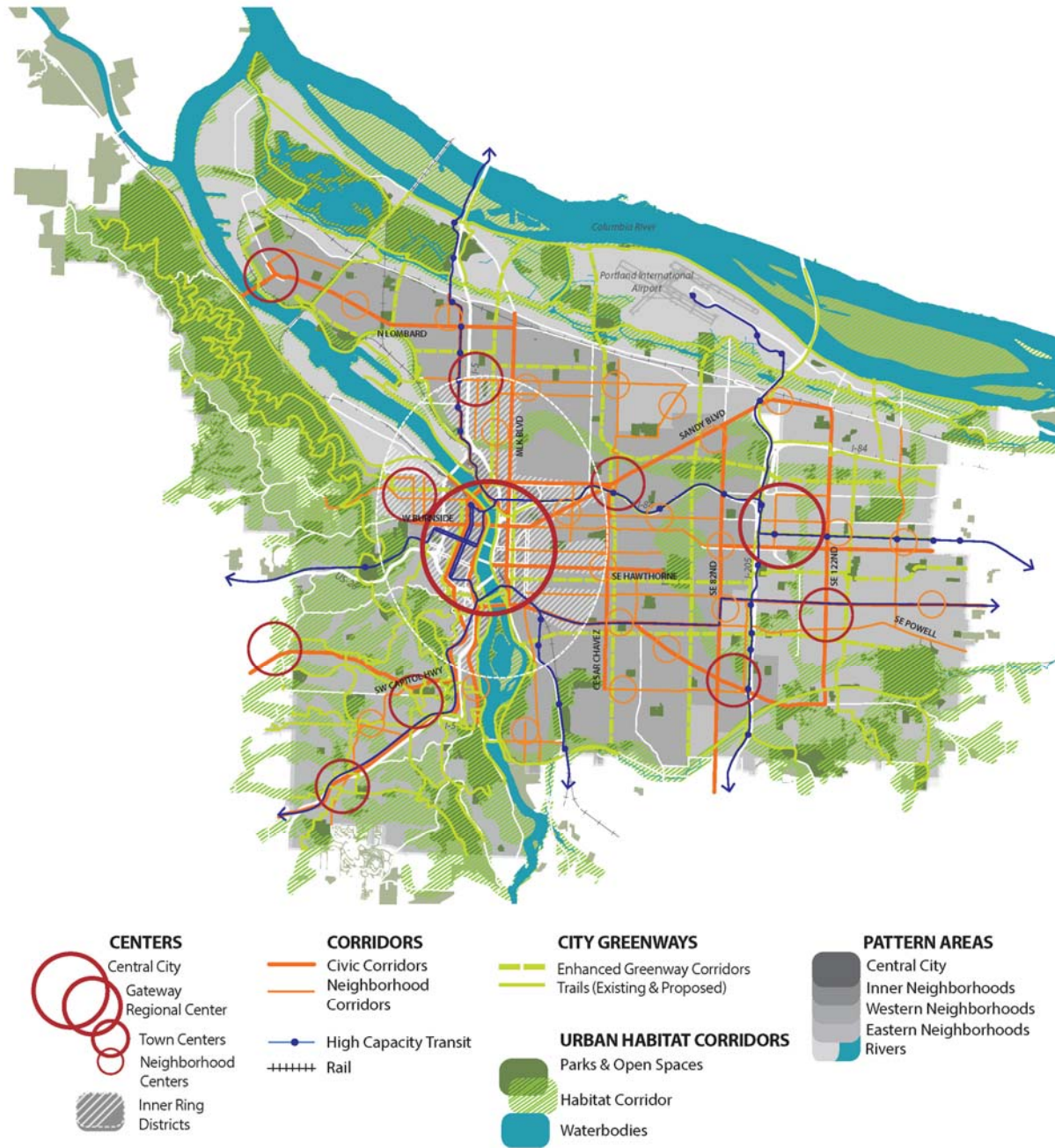




Figure 3-2. Corridors

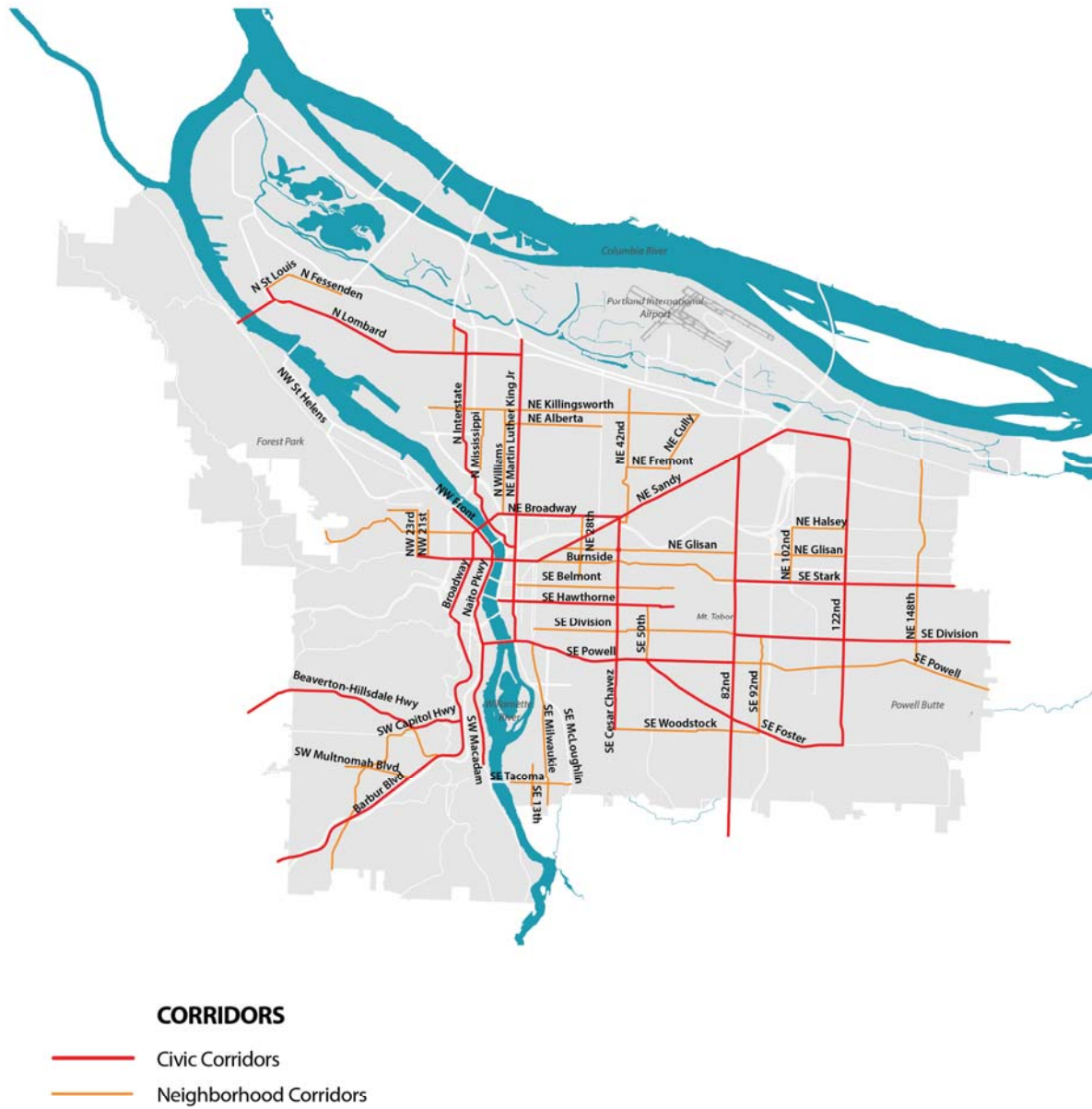


Figure 3-3. Centers

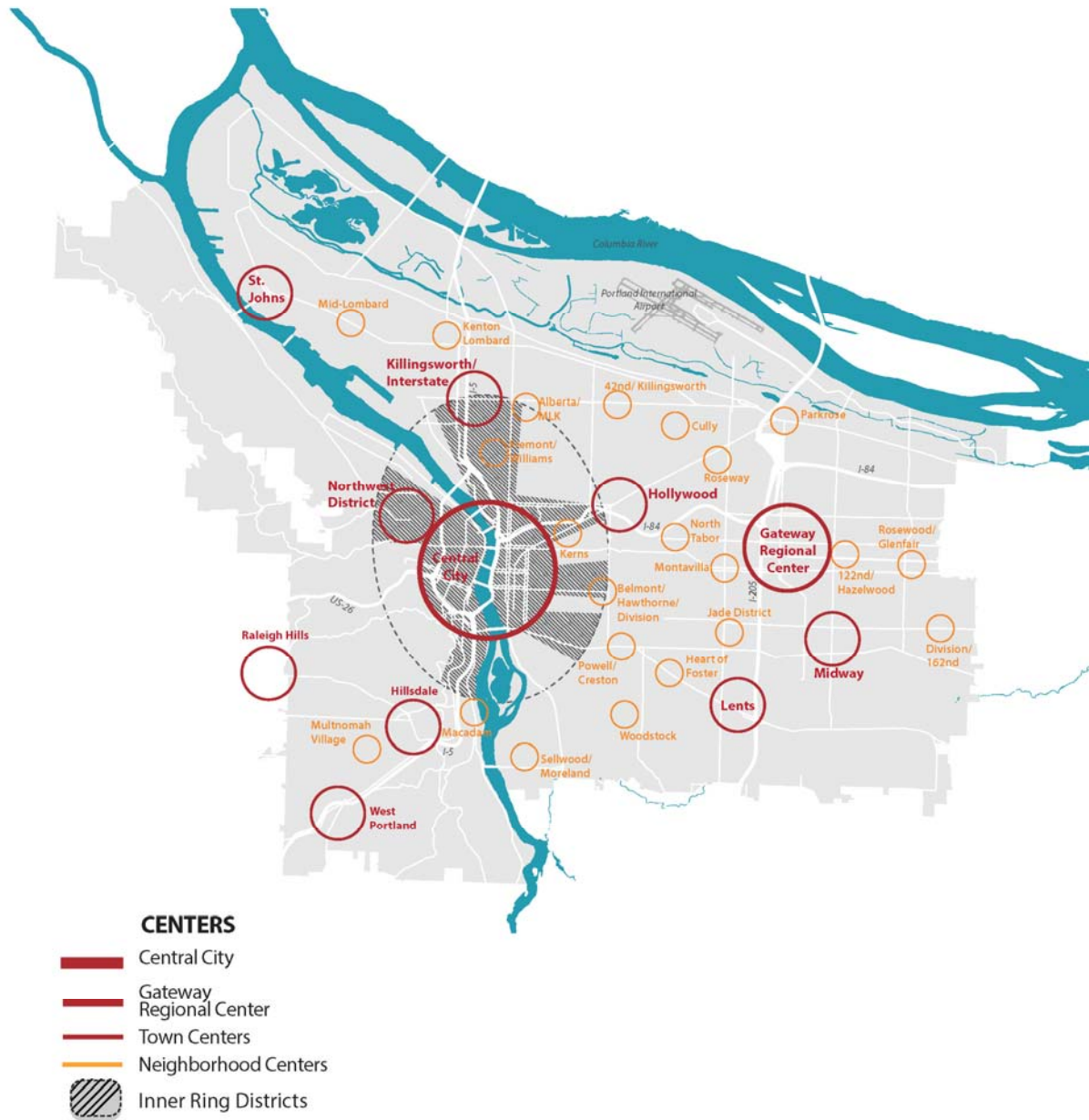


Figure 3-4. Transit Station Areas

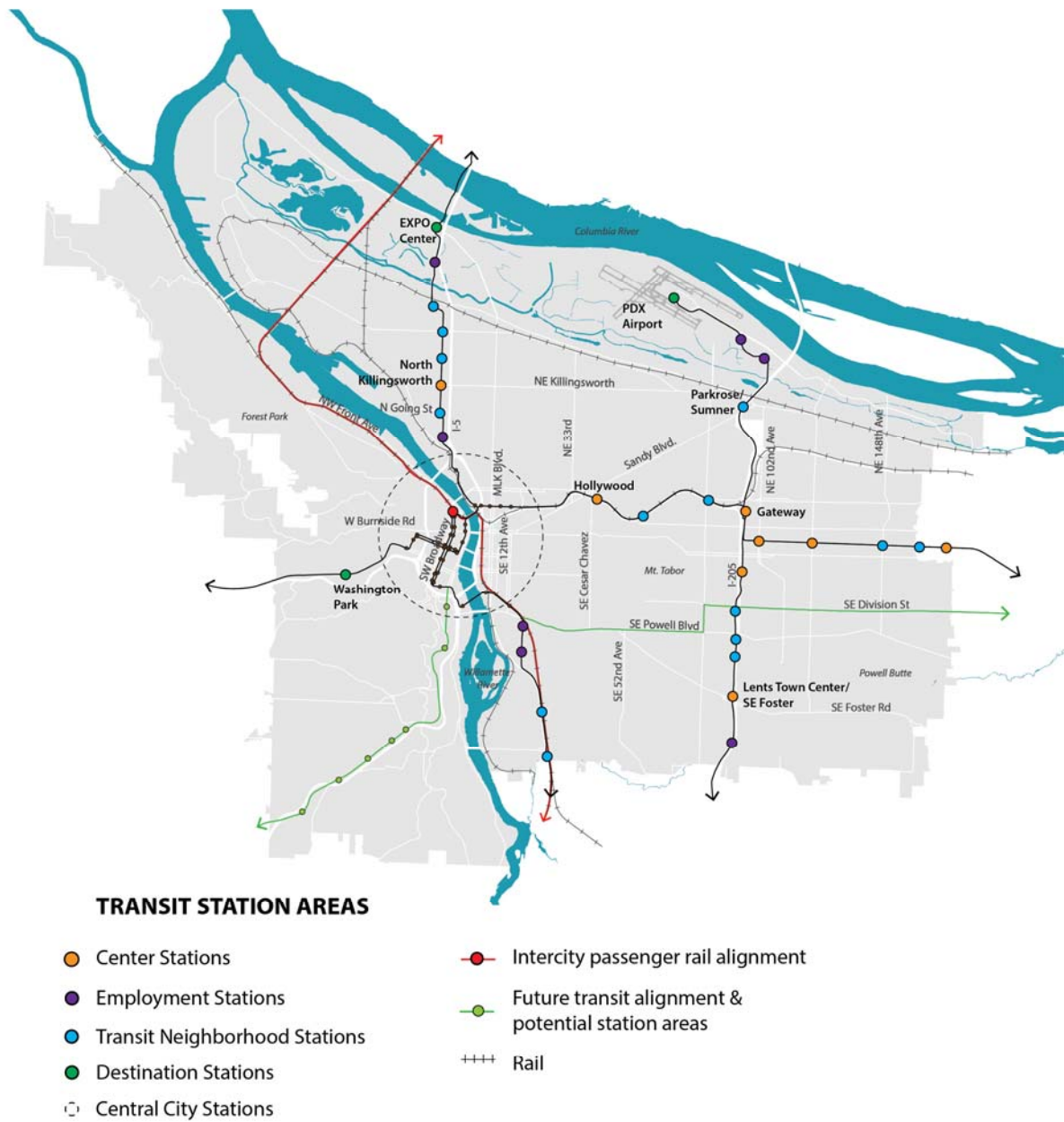


Figure 3-5. City Greenways



Figure 3-6. Urban Habitat Corridors



**URBAN HABITAT CORRIDORS**

-  Existing / Enhanced Habitat Corridor
-  Future / Potential Habitat Corridor
-  Parks & Open Space
-  Waterbodies
-  Elevation over 300'

Figure 3-7. Employment Areas

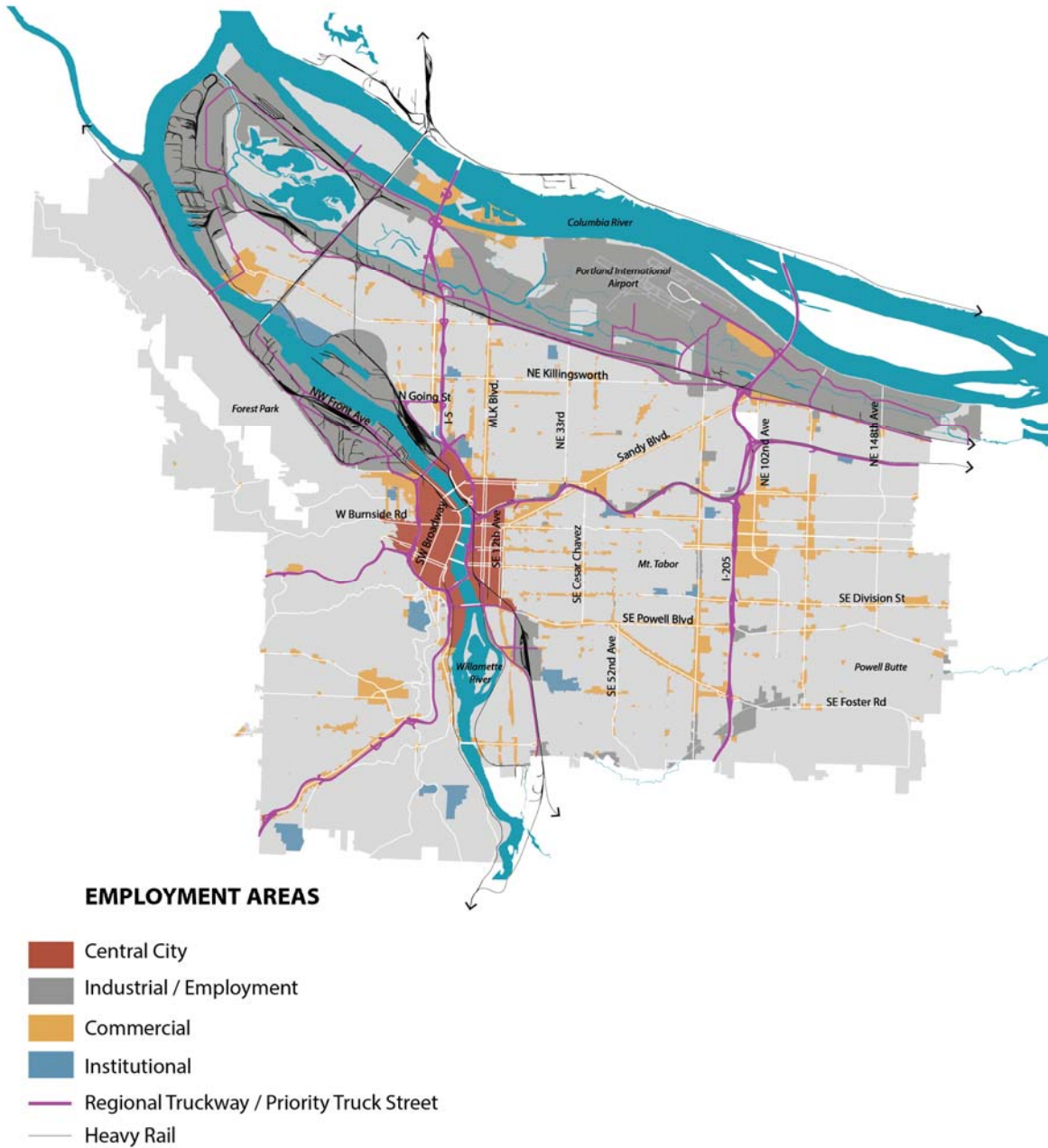
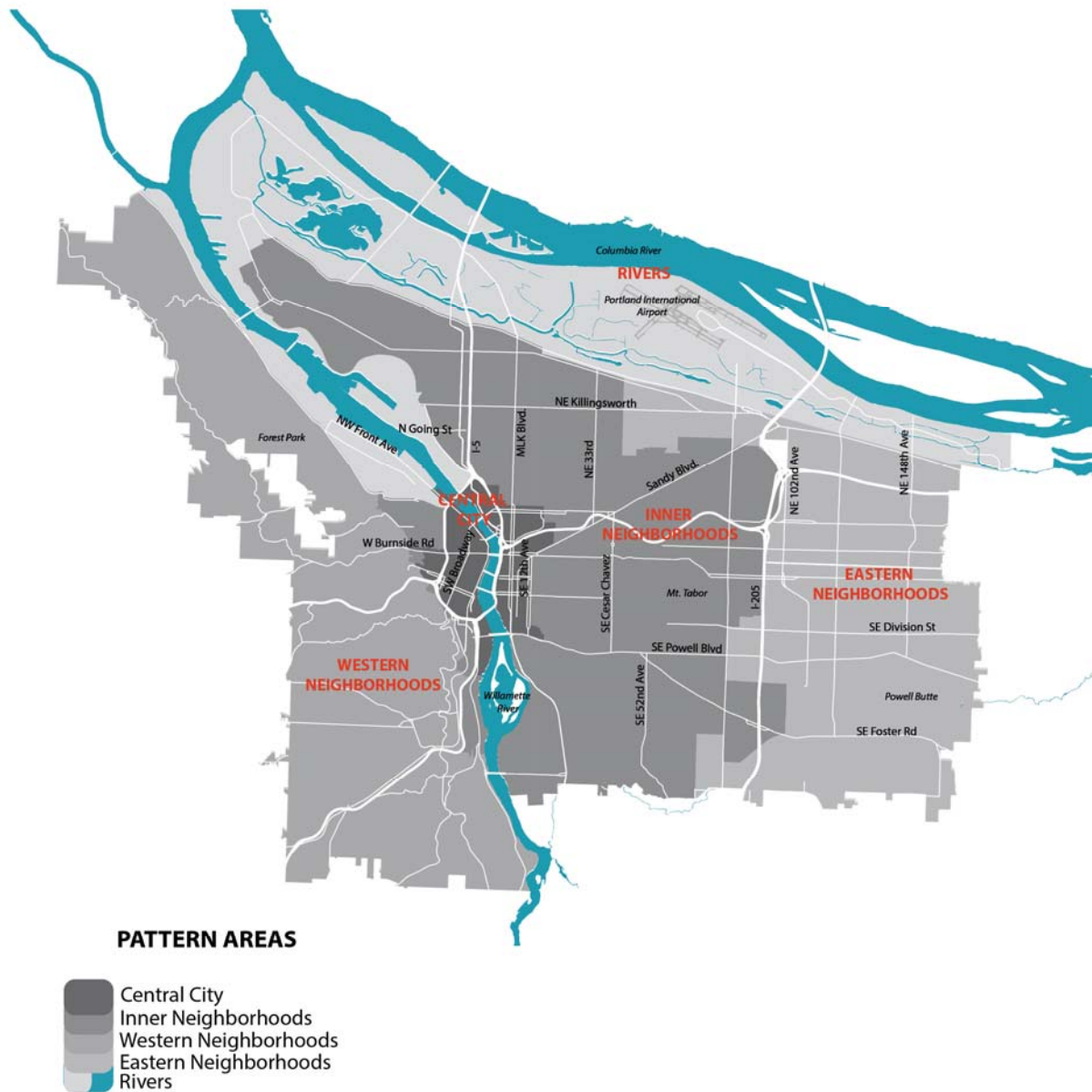
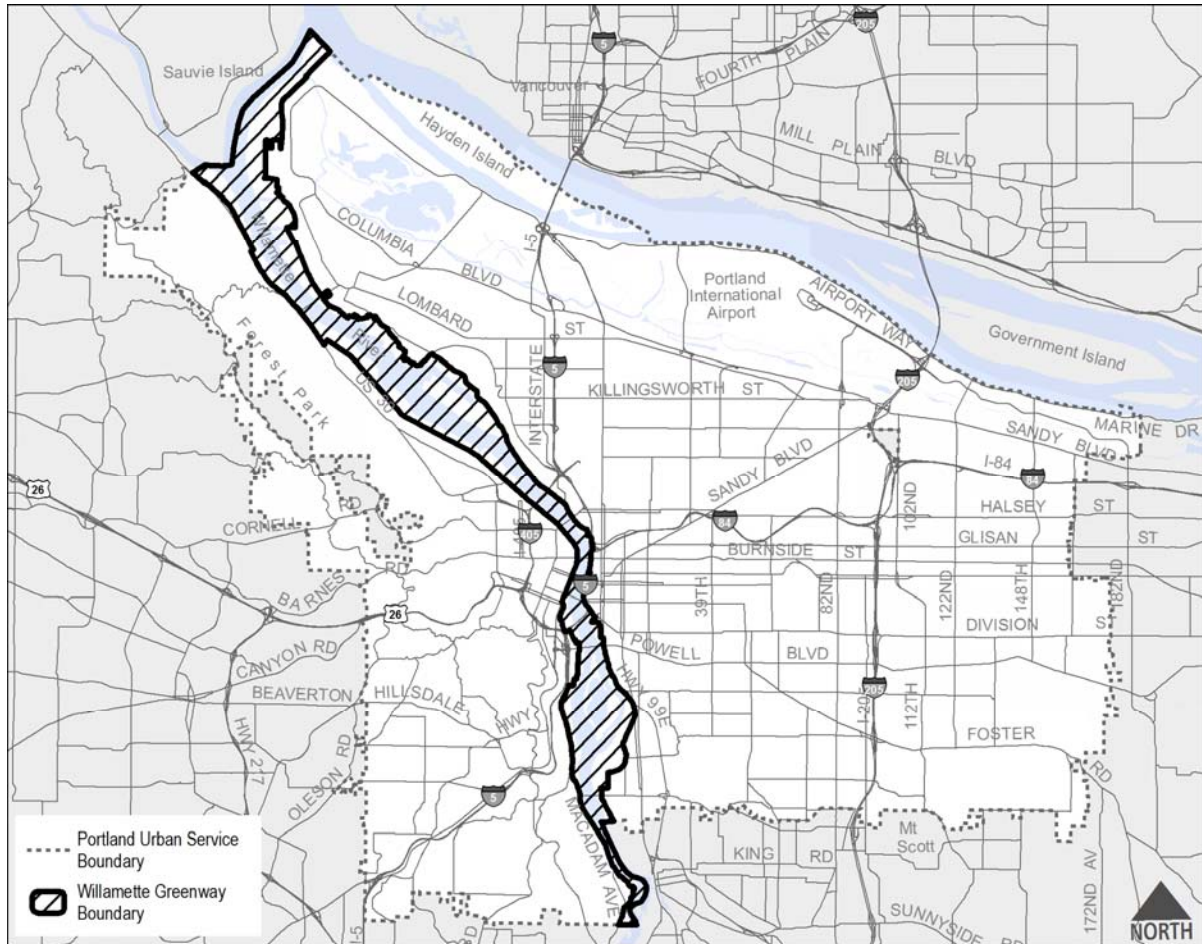


Figure 3-8. Pattern Areas



# URBAN FORM

Figure 3-9. Willamette Greenway Boundaries





## Chapter 4: Design and Development

### What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Encourage building and site design that promotes human and environmental health, public safety, and responds to local context.
- Promote strong links among building and site design, streets, and the public realm.
- Guide historic and cultural resource and scenic view preservation.
- Encourage the integration of nature into the built environment.
- Reduce carbon emissions and promote energy- and resource-efficient neighborhoods and buildings.

### Why is this important?

Development and design shapes how Portland looks and functions. Past development, in combination with the natural landscape, has shaped how people experience the city. Future development, and the treatment of built and natural heritage, has the potential to create a better, healthier, more efficient, and more pleasant Portland. New development and redevelopment can promote vibrant, accessible urban places for people of all ages, abilities, and backgrounds, while also enhancing natural resources, protecting health and safety, and promoting resilience.

As a growing city, Portland faces design and development challenges as well as opportunities. The policies in this chapter encourage development that respects context, preserves historic and cultural resources, reduces carbon emissions, improves resource efficiency, minimizes risk from natural hazards, limits impacts to wildlife and natural systems, and integrates nature into the urban environment.

# Table of Contents

## Goals

|          |  |
|----------|--|
| Goal 4.A | Context-sensitive design and development |
| Goal 4.B | Historic and cultural resources          |
| Goal 4.C | Human and environmental health           |
| Goal 4.D | Urban resilience                         |

## Policies

### Context

|            |   |
|------------|---|
| Policy 4.1 | Pattern areas                             |
| Policy 4.2 | Community identity                        |
| Policy 4.3 | Site and context                          |
| Policy 4.4 | Natural features and green infrastructure |
| Policy 4.5 | Pedestrian-oriented design                |
| Policy 4.6 | Street orientation                        |
| Policy 4.7 | Development and public spaces             |
| Policy 4.8 | Alleys                                    |
| Policy 4.9 | Transitional urbanism                     |

### Health and safety

|             |                            |
|-------------|----------------------------|
| Policy 4.10 | Design for active living   |
| Policy 4.11 | Access to light and air    |
| Policy 4.12 | Privacy and solar access   |
| Policy 4.13 | Crime-preventive design    |
| Policy 4.14 | Fire prevention and safety |

### Residential areas

|             |   |
|-------------|---|
| Policy 4.15 | Residential area continuity and adaptability                      |
| Policy 4.16 | Scale and patterns  |
| Policy 4.17 | Demolitions   |
| Policy 4.18 | Compact single-family options                                     |
| Policy 4.19 | Resource efficient and healthy residential design and development |

**Design and development of centers and corridors**

- Policy 4.20 Walkable scale
- Policy 4.21 Street environment
- Policy 4.22 Relationship between building height and street size
- Policy 4.23 Design for pedestrian and bicycle access
- Policy 4.24 Residential uses on busy streets
- Policy 4.25 Active gathering spaces
- Policy 4.26 Protect defining features
- Policy 4.27 Historic buildings in centers and corridors
- Policy 4.28 Public art

**Transitions**

- Policy 4.29 Scale transitions
- Policy 4.30 Land use transitions
- Policy 4.31 Industrial edge

**Off-site impacts**

- Policy 4.32 Off-site impacts
- Policy 4.33 Auto-oriented facilities, uses, and exterior displays
- Policy 4.34 Noise impacts
- Policy 4.35 Air quality impacts
- Policy 4.36 Diesel emissions
- Policy 4.37 Light pollution
- Policy 4.38 Airport noise
- Policy 4.39 Telecommunication facility impacts

**Scenic resources**

- Policy 4.40 Scenic resources
- Policy 4.41 Scenic resource protection
- Policy 4.42 Vegetation management
- Policy 4.43 Building placement, height, and massing
- Policy 4.44 Future development

**Historic and cultural resources**

- Policy 4.45 Historic and cultural resource protection
- Policy 4.46 Continuity with established patterns
- Policy 4.47 Demolition
- Policy 4.48 City-owned historic resources
- Policy 4.49 Historic Resources Inventory
- Policy 4.50 Preservation equity
- Policy 4.51 Cultural diversity
- Policy 4.52 Cultural and social significance
- Policy 4.53 Community structures
- Policy 4.54 Archeological resources

## DESIGN AND DEVELOPMENT

---

### Public art

Policy 4.55 Public art and development

### Resource-efficient design and development

Policy 4.56 Rehabilitation and adaptive reuse

Policy 4.57 Compact housing

Policy 4.58 Seismic and energy retrofits

Policy 4.59 Life cycle efficiency

Policy 4.60 Materials and practices

Policy 4.61 Water use efficiency

Policy 4.62 Optimizing benefits

Policy 4.63 Energy efficiency

Policy 4.64 District energy systems

Policy 4.65 Ecodistricts

Policy 4.66 Energy-producing development

### Designing with nature

Policy 4.67 Design with nature

Policy 4.68 Flexible development options

Policy 4.69 Low-impact development and best practices

Policy 4.70 Impervious surfaces

Policy 4.71 Hazards to wildlife

Policy 4.72 Access to nature

### Hazard-resilient design

Policy 4.73 Natural hazards and climate change risks and impacts

Policy 4.74 Geological hazards

Policy 4.75 Disaster-resilient development

Policy 4.76 Portland Harbor facilities

Policy 4.77 Urban heat islands

Policy 4.78 Planning and disaster recovery

### Healthy food

Policy 4.79 Grocery stores in centers

Policy 4.80 Neighborhood food access

Policy 4.81 Growing food

Policy 4.82 Access to community gardens

## Goals

### **Goal 4.A: Context-sensitive design and development**

New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.

### **Goal 4.B: Historic and cultural resources**

Historic and cultural resources are integral parts of an urban environment that continue to evolve and are preserved.

### **Goal 4.C: Human and environmental health**

Neighborhoods and development are efficiently designed and built to enhance human and environmental health: they protect safety and livability; support local access to healthy food; limit negative impacts on water, hydrology, and air quality; reduce carbon emissions; encourage active and sustainable design; protect wildlife; address urban heat islands; and integrate nature and the built environment.

### **Goal 4.D: Urban resilience**

Buildings, streets, and open spaces are designed to ensure long-term resilience and to adjust to changing demographics, climate, and economy, and withstand and recover from natural disasters.

## Policies

### Context

Portland's neighborhoods have distinct characteristics and street environments that provide a sense of place and that are a setting for public life. The following policies guide building and site design to respond to positive characteristics of their context and promote accessible and attractive public environments. They also support designing development to contribute to the quality of the public realm of streets and other open spaces, and encourage the integration of natural elements into the built environment.

- Policy 4.1**     **Pattern areas.** Encourage building and site designs that respect the unique built natural, historic, and cultural characteristics of Portland's five pattern areas described in Chapter 3: Urban Form.
- Policy 4.2**     **Community identity.** Encourage the development of character-giving design features that are responsive to place and the cultures of communities.
- Policy 4.3**     **Site and context.** Encourage development that responds to and enhances the positive qualities of site and context — the neighborhood, the block, the public realm, and natural features.

## DESIGN AND DEVELOPMENT

---

- Policy 4.4**     **Natural features and green infrastructure.** Integrate natural and green infrastructure such as trees, green spaces, ecoroofs, gardens, green walls, and vegetated stormwater management systems, into the urban environment. Encourage stormwater facilities that are designed to be a functional and attractive element of public spaces, especially in centers and corridors.
- Policy 4.5**     **Pedestrian-oriented design.** Enhance the pedestrian experience throughout Portland through public and private development that creates accessible, safe, and attractive places for all those who walk and/or use wheelchairs or other mobility devices.
- Policy 4.6**     **Street orientation.** Promote building and site designs that enhance the pedestrian experience with windows, entrances, pathways, and other features that provide connections to the street environment.
- Policy 4.7**     **Development and public spaces.** Guide development to help create high-quality public places and street environments while considering the role of adjacent development in framing, shaping, and activating the public space of streets and urban parks.
- Policy 4.8**     **Alleys.** Encourage the continued use of alleys for parking access. Expand the number of alley-facing accessory dwelling units.
- Policy 4.9**     **Transitional urbanism.** Encourage temporary activities and structures in places that are transitioning to urban areas to promote job creation, entrepreneurship, active streets, and human interaction.

### Health and safety

The design of buildings, site layout, and other development choices can affect the safety, health, and quality of life. The following policies guide building and site design to protect the health and livability of building users and neighbors, including minimizing risks of crime and fire. *Related policies specific to residential development are located in Chapter 5: Housing.*

- Policy 4.10**    **Design for active living.** Encourage development and building and site design that promotes a healthy level of physical activity in daily life.
- Policy 4.11**    **Access to light and air.** Provide for public access to light and air by managing and shaping the height and mass of buildings while accommodating urban-scale development.
- Policy 4.12**    **Privacy and solar access.** Encourage building and site designs that consider privacy and solar access for residents and neighbors while accommodating urban-scale development.

**Policy 4.13 Crime-preventive design.** Encourage building, site, and public infrastructure design approaches that help prevent crime.

**Policy 4.14 Fire prevention and safety.** Encourage building and site design that improves fire prevention, safety, and reduces seismic risks.

## **Residential areas**

Even in relatively stable lower-density residentially-zoned areas, there will be development and change. These policies encourage design and development that provides continuity with existing development patterns in lower-density residentially-zoned areas outside of centers and corridors. They also support these areas' continuing evolution as places that provide additional housing opportunities to meet the diverse needs of Portlanders but that will not be places of major change in urban form and scale.

**Policy 4.15 Residential area continuity and adaptability.** Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

**Policy 4.16 Scale and patterns.** Encourage design and development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow for a range of architectural styles and expression.

**Policy 4.17 Demolitions.** Encourage alternatives to the demolition of sound housing, such as rehabilitation and adaptive reuse, especially affordable housing, and when new development would provide no additional housing opportunities beyond replacement.

**Policy 4.18 Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

**Policy 4.19 Resource efficient and healthy residential design and development.** Support resource efficient and healthy residential design and development. *See other related policies later in this chapter and in Chapter 5: Housing.*

### Design and development of centers and corridors

Centers and corridors are places where large numbers of people live, work, and visit. Careful attention to the design of centers and corridors is necessary to ensure that they become places where people want to live and gather, and where getting around by walking, biking, or wheelchair is an attractive choice. These policies also encourage the development of centers as places that reflect the character and cultures of the surrounding neighborhoods.

- Policy 4.20**     **Walkable scale.** Focus services and higher-density housing in the core of centers to support a critical mass of demand for commercial services and more walkable access for customers.
- Policy 4.21**     **Street environment.** Encourage development in centers and corridors to include amenities that create a pedestrian-oriented environment and provide places for people to sit, spend time, and gather.
- Policy 4.22**     **Relationship between building height and street size.** Encourage development in centers and corridors that is responsive to street space width, thus allowing taller buildings on wider streets.
- Policy 4.23**     **Design for pedestrian and bicycle access.** Provide accessible sidewalks, high-quality bicycle access, and frequent street connections and crossings in centers and corridors.
- Policy 4.24**     **Residential uses on busy streets.** Improve the livability of places and streets with high motor vehicle volumes. Encourage landscaped front setbacks, street trees, and other design approaches to buffer residents from street traffic.
- Policy 4.25**     **Active gathering places.** Locate public squares, plazas, and other gathering places in centers and corridors to provide places for community activity and social connections. Encourage location of businesses, services, and arts adjacent to these spaces that relate to and promote the use of the space.
- Policy 4.26**     **Protect defining features.** Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources.
- Policy 4.27**     **Historic buildings in centers and corridors.** Protect and encourage the restoration and improvement of historic resources in centers and corridors.
- Policy 4.28**     **Public art.** Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers and corridors, and that highlight the history and diverse cultures of neighborhoods.



## Transitions

These policies address transitions between areas of differing types of activity and scale of development, such as where centers and corridors interface with adjacent lower-intensity residential zones.

- Policy 4.29** **Scale transitions.** Create transitions in building scale in locations where higher-density and higher-intensity development is adjacent to smaller-scale single-dwelling zoning. Ensure that new high-density and large-scale infill development adjacent to single dwelling zones incorporates design elements that soften transitions in scale and limit light and privacy impacts on adjacent residents.
- Policy 4.30** **Land use transitions.** Improve the interface between non-residential uses and residential uses in areas where commercial or employment uses are adjacent to residentially-zoned land.
- Policy 4.31** **Industrial edge.** Protect non-industrially zoned parcels from the adverse impacts of facilities and uses on industrially zoned parcels through the use of a variety of tools, including but not limited to vegetation, physical separation, land acquisition, and insulation to establish buffers between industrial sanctuaries and adjacent residential or mixed use areas to protect both the viability of long-term industrial operations and the livability of adjacent areas.

## Off-site impacts

These policies address the consideration and mitigation of off-site impacts from uses and development.

- Policy 4.32** **Off-site impacts.** Limit and mitigate public health impacts, such as odor, noise, glare, light pollution, air pollutants, and vibration that public facilities, land uses, or development may have on adjacent residential or institutional uses, and on significant fish and wildlife habitat areas. Pay particular attention to limiting and mitigating impacts to under-served and under-represented communities.
- Policy 4.33** **Auto-oriented facilities, uses, and exterior displays.** Minimize the adverse impacts of highways, auto-oriented uses, vehicle areas, drive-through areas, signage, and exterior display and storage areas on adjacent residential uses.
- Policy 4.34** **Noise impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional truckways, major city traffic streets, and other sources of noise.

## DESIGN AND DEVELOPMENT

---

- Policy 4.35**    **Air quality impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative air quality impacts to building users and residents, particularly in areas near freeways, regional truckways, high traffic streets, and other sources of air pollution.
- Policy 4.36**    **Diesel emissions.** Encourage best practices to reduce diesel emissions and related impacts when considering land use and public facilities that will increase truck or train traffic.
- Policy 4.37**    **Light pollution.** Encourage lighting design and practices that reduce the negative impacts of light pollution, including sky glow, glare, energy waste, impacts to public health and safety, disruption of ecosystems, and hazards to wildlife.
- Policy 4.38**    **Airport noise.** Partner with the Port of Portland to require compatible land use designations and development within the noise-affected area of Portland International Airport, while providing disclosure of the level of aircraft noise and mitigating the potential impact of noise within the affected area.
- Policy 4.39**    **Telecommunication facility impacts.** Mitigate the visual impact of telecommunications and broadcast facilities near residentially-zoned areas through physical design solutions.

*Additional policies about environmental quality are found in Chapter 7: Environment and Watershed Health.*

### Scenic resources

Portland's signature views of Mt. Hood and other mountain peaks, bridges, and rivers are important to the city's identity. These views strengthen connections to the local and regional landscape. The policies below encourage the recognition, enhancement, and protection of public views and significant scenic resources, as designated in the Scenic Resources Inventory and Protection Plans.

- Policy 4.40**    **Scenic resources.** Enhance and celebrate Portland's scenic resources to reinforce local identity, histories, and cultures and contribute toward way-finding throughout the city. Consider views of mountains, hills, buttes, rivers, streams, wetlands, parks, bridges, the Central City skyline, buildings, roads, art, landmarks, or other elements valued for their aesthetic appearance or symbolism.
- Policy 4.41**    **Scenic resource protection.** Protect and manage designated significant scenic resources by maintaining scenic resource inventories, protection plans, regulations, and other tools.

- Policy 4.42**    **Vegetation management.** Maintain regulations and other tools for managing vegetation in a manner that preserves or enhances designated significant scenic resources.
- Policy 4.43**    **Building placement, height, and massing.** Maintain regulations and other tools related to building placement, height, and massing in order to preserve designated significant scenic resources.
- Policy 4.44**    **Future development.** Encourage new public and private development to create new public viewpoints providing views of Portland’s rivers, bridges, surrounding mountains, hills and buttes, the Central City skyline, and other landmark features.

### **Historic and cultural resources**

Portland has several hundred designated historic landmarks and historic and conservation districts. These special places help create a sense of place, contribute to neighborhood character, and recognize Portland’s history. More than half of Portland’s buildings are over 50 years old, creating a vast pool of potentially significant properties. These policies support the protection and preservation of historic and culturally significant resources in a city that continues to grow and change.

- Policy 4.45**    **Historic and cultural resource protection.** Protect and encourage the restoration of historic buildings, places, and districts that contribute to the distinctive character and history of Portland’s evolving urban environment.
- Policy 4.46**    **Continuity with established patterns.** Encourage development that fills in vacant and underutilized gaps within the established urban fabric, while preserving and complementing historic resources.
- Policy 4.47**    **Demolition.** Protect historic resources from demolition. Provide opportunities for public comment, and encourage pursuit of alternatives to demolition or other actions that mitigate for the loss.
- Policy 4.48**    **City-owned historic resources.** Maintain City-owned historic resources with necessary upkeep and repair.
- Policy 4.49**    **Historic Resources Inventory.** Maintain and periodically update Portland’s Historic Resources Inventory to inform historic and cultural resource preservation strategies.
- Policy 4.50**    **Preservation equity.** Expand historic preservation inventories, regulations, and programs to encourage historic preservation in areas and in communities that have not benefited from past historic preservation efforts, especially in areas with high concentrations of under-served and/or under-represented people.

## DESIGN AND DEVELOPMENT

---

**Policy 4.51 Cultural diversity.** Work with Portland’s diverse communities to identify and preserve places of historic and cultural significance.

**Policy 4.52 Cultural and social significance.** Encourage awareness and appreciation of cultural diversity and the social significance of historic places and their roles in enhancing community identity and sense of place.

**Policy 4.53 Community structures.** Encourage the adaptive reuse of historic community structures, such as former schools, meeting halls, and places of worship, for arts, cultural, and community uses that continue their role as anchors for community and culture.

**Policy 4.54 Archaeological resources.** Protect and preserve archaeological resources, especially those sites and objects associated with Native American cultures. Work in partnership with Sovereign tribes, Native American communities, and the state to protect against disturbance to Native American archaeological resources.

### Public art

Public art and cultural amenities enrich people’s lives. They offer educational experiences, enliven public spaces, and foster creativity. This helps build a sense of community and identity for an area. This policy supports including public art in development.

**Policy 4.55 Public art and development.** Create incentives for public art as part of public and private development projects.

### Resource-efficient design and development

These policies support resource-efficient design and development, from the location of development to the types of building materials. They apply to new development as well as to the continued and adaptive reuse of existing buildings.

**Policy 4.56 Rehabilitation and adaptive reuse.** Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, to conserve natural resources, reduce waste, and demonstrate stewardship of the built environment.

**Policy 4.57 Compact housing.** Promote the development of compact, space- and energy-efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.

**Policy 4.58 Seismic and energy retrofits.** Promote seismic and energy-efficiency retrofits of historic buildings and other existing structures to reduce carbon emissions, save money, and improve public safety.

- Policy 4.59** **Life cycle efficiency.** Encourage use of technologies, techniques, and materials in building design, construction, and removal that result in the least environmental impact over the life cycle of the structure.
- Policy 4.60** **Materials and practices.** Encourage use of natural, resource-efficient, recycled, recycled content, and non-toxic building materials and energy-efficient building practices.
- Policy 4.61** **Water use efficiency.** Encourage site and building designs that use water efficiently and manage stormwater as a resource.
- Policy 4.62** **Optimizing benefits.** Provide mechanisms to evaluate and optimize the range of benefits from solar and renewable resources, tree canopy, ecoroofs, and building design.
- Policy 4.63** **Energy efficiency.** Encourage and promote energy efficiency significantly beyond the Statewide Building Code and the use of solar and other renewable resources in individual buildings and at a district scale.
- Policy 4.64** **District energy systems.** Encourage and remove barriers to the development and expansion of low-carbon heating and cooling systems that serve multiple buildings or a broader district.
- Policy 4.65** **Ecodistricts.** Encourage ecodistricts, where multiple partners work together to achieve sustainability and resource efficiency goals at a district scale.
- Policy 4.66** **Energy-producing development.** Encourage and promote development that uses renewable resources, such as solar, wind, and water to generate power on-site and to contribute to the energy grid.

*Goals and policies related to energy infrastructure can be found in Chapter 8: Public Facilities and Services.*

## **Designing with nature**

Incorporating natural features and functions into development improves human and ecological health, yielding tangible social, environmental, and economic benefits. Designing with nature provides or enhances ecosystem services, such as stormwater management, cooling of air and water, reduction of landslide and flooding risks, protection or enhancement of fish and wildlife habitat, and opportunities for Portlanders to enjoy nature in their daily lives. These policies apply to a broad range of land uses and development sites, encouraging development designed to enhance the identity and beauty of Portland's neighborhoods, business districts, and industrial districts, while improving watershed health and resilience to climate change.

## DESIGN AND DEVELOPMENT

---

*Additional goals and policies about the integration of nature into the built environment and infrastructure are found in Chapter 7: Environment and Watershed Health, Chapter 8: Public Facilities and Services, and Chapter 9: Transportation.*

- Policy 4.67**     **Design with nature.** Encourage design and site development practices that enhance, and avoid the degradation of, watershed health and ecosystem services and that incorporate trees and vegetation.
- Policy 4.68**     **Flexible development options.** Encourage flexibility in the division of land, the siting and design of buildings, and other improvements to reduce the impact of development on environmentally-sensitive areas and to retain healthy native and beneficial vegetation and trees.
- Policy 4.69**     **Low-impact development and best practices.** Encourage use of low-impact development, habitat-friendly development, bird-friendly design, and green infrastructure.
- Policy 4.70**     **Impervious surfaces.** Limit use of and strive to reduce impervious surfaces and associated impacts on hydrologic function, air and water quality, habitat connectivity, tree canopy, and urban heat island effects.
- Policy 4.71**     **Hazards to wildlife.** Encourage building, lighting, site, and infrastructure design and practices that provide safe fish and wildlife passage, and reduce or mitigate hazards to birds, bats, and other wildlife.
- Policy 4.72**     **Access to nature.** Promote equitable, safe, and well-designed physical and visual access to nature for all Portlanders, while also maintaining the functions and values of significant natural resources, fish, and wildlife. Provide access to major natural features, including:
- Water bodies such as the Willamette and Columbia rivers, Smith and Bybee Lakes, creeks, streams, and sloughs.
  - Major topographic features such as the West Hills, Mt. Tabor, and the East Buttes.
  - Natural areas such as Forest Park and Oaks Bottom.

## Hazard-resilient design

Portland has varied topography, with hills, buttes, abundant trees, and vegetation. It is also located at the confluence of two major river systems. As a result, there are periodic floods, wildfires, and landslides. The city is also in a seismically-active region, at risk for earthquakes from local faults and the Cascadia Subduction Zone in the Pacific Ocean. These policies direct development away from hazard-prone areas, seek to reduce hazard risks and impacts, and improve resilience to disasters and climate change.

- Policy 4.73 Natural hazards and climate change risks and impacts.** Limit development in or near areas prone to natural hazards, using the most current hazard and climate change-related information and maps.
- Policy 4.74 Geological hazards.** Evaluate slope and soil characteristics, including liquefaction potential, landslide hazards, and other geologic hazards.
- Policy 4.75 Disaster-resilient development.** Encourage development and site-management approaches that reduce the risks and impacts of natural disasters or other major disturbances and that improve the ability of people, wildlife, natural systems, and property to withstand and recover from such events.
- Policy 4.76 Portland Harbor facilities.** Reduce natural hazard risks to critical public and private energy and transportation facilities in the Portland Harbor.
- Policy 4.77 Urban heat islands.** Encourage development, building, landscaping, and infrastructure design that reduce urban heat island effects.
- Policy 4.78 Planning and disaster recovery.** Facilitate effective disaster recovery by providing recommended updates to land use designations and development codes, in preparation for natural disasters.

## Healthy Food

Access to healthy food is important for many reasons. A nourishing diet is critical to maintaining good health and avoiding chronic disease. This leads to better long-term public health outcomes and lower healthcare costs. Food behaviors are shaped at an early age. Children who are exposed to healthy foods and eating are more likely to develop healthful food behaviors than those who are not.

In spite of these benefits, many Portlanders do not have good access to healthy food. These policies promote a range of approaches for improving access to healthy food through buying and growing. The policies help meet the Portland Plan goal for 90 percent of Portlanders to live within a half-mile of a store or market that sells healthy food.

## DESIGN AND DEVELOPMENT

---

- Policy 4.79**    **Grocery stores and markets in centers.** Facilitate the retention and development of grocery stores, neighborhood-based markets, and farmers markets offering fresh produce in centers.
- Policy 4.80**    **Neighborhood food access.** Encourage small, neighborhood-based retail food opportunities, such as corner markets, food co-ops, food buying clubs, and community-supported agriculture pickup/drop-off sites, to fill in service gaps in food access across the city.
- Policy 4.81**    **Growing food.** Increase opportunities to grow food for personal consumption, donation, sales, and educational purposes.
- Policy 4.82**    **Access to community gardens.** Ensure that community gardens are allowed in areas close to or accessible via transit to people living in areas zoned for mixed-use or multi-dwelling development, where residents have few opportunities to grow food in yards.



## Chapter 5: Housing

### What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Ensure adequate access to housing for a socially- and economically-diverse population.
- Support fair, equitable, healthy, resource efficient, and physically-accessible housing.
- Establish ways to mitigate gentrification and displacement.
- Concentrate new housing in and around centers and corridors near transit and services to reduce the housing/transportation cost burden.
- Maintain and promote a supply of permanently-affordable housing for Portland's most vulnerable residents.

### Why is this important?

While a place to live is a basic human need, not all Portlanders have safe and healthy housing. Ensuring a fair and equitable housing market is essential to providing the opportunities and security people need to live healthy and successful lives. Economic, social, and physical barriers limit many Portlanders' access to adequate housing. People of color experience housing discrimination at much higher rates than do white Portlanders, and they often have fewer housing choices. Income, immigration status, Limited English Proficiency (LEP), sexual orientation, and disability can also limit choices.

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

## HOUSING

---

The purpose of this chapter is to provide policies that will help Portland meet its need for quality, affordable homes for a growing and socioeconomically-diverse population, and to help ensure equitable access to housing. The Comprehensive Plan Map allows for a more-than-adequate supply of housing to meet the future needs. The challenge is to provide housing with a diverse range of unit types and prices in locations that help meet the needs of all, including low-income populations, communities of color, and people of all ages and abilities. Meeting this challenge requires coordinated action and public-private partnerships. A wide variety of stakeholders have a role, including agencies such as the Portland Housing Bureau and Home Forward, community development corporations and other nonprofit community organizations, and private sector real estate and development partners.

These goals and policies provide guidance for the regulations, programs, incentives, and partnerships that will help achieve Portland's housing goals.

# Table of Contents

## Goals

|          |                             |
|----------|-----------------------------|
| Goal 5.A | Housing diversity           |
| Goal 5.B | Equitable access to housing |
| Goal 5.C | Healthy connected city      |
| Goal 5.D | Affordable housing          |
| Goal 5.E | High-performance housing    |

## Policies

### Diverse and expanding housing supply

|            |                               |
|------------|-------------------------------|
| Policy 5.1 | Housing supply                |
| Policy 5.2 | Housing growth                |
| Policy 5.3 | Housing potential             |
| Policy 5.4 | Housing types                 |
| Policy 5.5 | Housing in centers            |
| Policy 5.6 | Adaptable housing             |
| Policy 5.7 | Physically-accessible housing |
| Policy 5.8 | Accessible design for all     |

### Housing access

|             |                                       |
|-------------|---------------------------------------|
| Policy 5.9  | Coordinate with fair housing programs |
| Policy 5.10 | Remove barriers                       |
| Policy 5.11 | Impact analysis                       |
| Policy 5.12 | Housing stability                     |
| Policy 5.13 | Preserve communities                  |
| Policy 5.14 | Gentrification/displacement risk      |
| Policy 5.15 | Involuntary displacement              |
| Policy 5.16 | Land banking                          |
| Policy 5.17 | Rebuild communities                   |
| Policy 5.18 | Aging in place                        |

### Housing location

|             |  |
|-------------|--|
| Policy 5.19 | Coordinate housing needs in high-poverty areas |
| Policy 5.20 | Access to opportunities                        |
| Policy 5.21 | New development in opportunity areas           |
| Policy 5.22 | Higher-density housing                         |
| Policy 5.23 | Impact of housing on schools                   |

## HOUSING

---

### **Housing affordability**

- Policy 5.24 Housing preservation
- Policy 5.25 Regulated affordable housing target
- Policy 5.26 Funding plan
- Policy 5.27 Inventory of regulated affordable housing
- Policy 5.28 Permanently-affordable housing
- Policy 5.29 Housing cost burden
- Policy 5.30 Household prosperity
- Policy 5.31 Affordable housing in centers
- Policy 5.32 Central City affordable housing
- Policy 5.33 Affordable housing resources
- Policy 5.34 Inclusionary housing
- Policy 5.35 Impact of regulations on affordability
- Policy 5.36 Mobile home parks
- Policy 5.37 Workforce housing
- Policy 5.38 Compact single-family options
- Policy 5.39 Employer-assisted housing
- Policy 5.40 Affordable homeownership
- Policy 5.41 Homeownership retention
- Policy 5.42 Variety in homeownership opportunities
- Policy 5.43 Regional cooperation
- Policy 5.44 Regional balance

### **Homelessness**

- Policy 5.45 Housing continuum

### **Health, safety, and well-being**

- Policy 5.46 Healthy housing
- Policy 5.47 Housing safety
- Policy 5.48 Housing quality
- Policy 5.49 High-performance housing
- Policy 5.50 Healthy and active living
- Policy 5.51 Walkable surroundings
- Policy 5.52 Responding to social isolation
- Policy 5.53 Renter protections

### **List of Figures**

- 5-1. Housing Opportunity Map

## **Goals**

### **Goal 5.A: Housing diversity**

Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capabilities in terms of different types, tenures, density, sizes, costs, and locations.

### **Goal 5.B: Equitable access to housing**

Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people with disabilities, people of color, low-income households, diverse household types, and older adults.

### **Goal 5.C: Healthy connected city**

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

### **Goal 5.D: Affordable housing**

Portland has an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs.

### **Goal 5.E: High-performance housing**

Portland residents have access to resource-efficient and high-performance housing for people of all abilities and income levels.

## Policies

### Diverse and expanding housing supply

Portland is expected to add about 123,000 new households between 2010 and 2035.

Oregon's Statewide Planning Goal 10 — Housing and the Metropolitan Housing Rule require that cities provide adequate land and plan for a range of housing types that can meet the diverse housing needs of various types of households. The Portland Plan provides additional policy guidance on the benefits of locating high-quality housing in amenity rich centers and corridors.

The policies below set expectations for housing supply and growth. They identify specific types of housing needed to serve a variety of households, including multi-generational families, small and large households with children, older adults, and households that include people with disabilities who may need independent living services, assisted living, and skilled nursing care facilities.

- Policy 5.1**     **Housing supply.** Maintain sufficient residential development capacity to accommodate Portland's projected share of regional household growth.
  
- Policy 5.2**     **Housing growth.** Strive to capture at least 25 percent of the seven-county region's residential growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).
  
- Policy 5.3**     **Housing potential.** Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.
  
- Policy 5.4**     **Housing types.** Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single-dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.
  
- Policy 5.5**     **Housing in centers.** Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing options.
  
- Policy 5.6**     **Adaptable housing.** Encourage adaption of existing housing and the development of new housing that can be adapted in the future to accommodate the changing variety of household types.

**Policy 5.7**     **Physically-accessible housing.** Allow and support a robust and diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers, station areas, and other places that are proximate to services and transit.

**Policy 5.8**     **Accessible design for all.** Encourage new construction and retrofitting to create physically-accessible housing, extending from the individual unit to the community, through the use of Universal Design Principles.

## **Housing access**

Housing supply and household income are not the only factors that determine access to housing. Discrimination in the housing market, gentrification, and the changing nature of households over time also influence access to desired housing.

The following policies address discriminatory barriers to fair and equitable access to housing and the impact of gentrification and displacement, particularly for under-served and under-represented populations.

**Policy 5.9**     **Coordinate with fair housing programs.** Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.

**Policy 5.10**    **Remove barriers.** Remove potential regulatory barriers to housing choice for people in protected classes to ensure freedom of choice in housing type, tenure, and location.

**Policy 5.11**    **Impact analysis.** Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 5.12**    **Housing stability.** Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.

**Policy 5.13**    **Preserve communities.** Encourage plans and investments to protect and/or restore the socioeconomic diversity and cultural stability of established communities.

**Policy 5.14**    **Gentrification/displacement risk.** Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

## HOUSING

---

- Policy 5.15**    **Involuntary displacement.** When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.
- Policy 5.16**    **Land banking.** Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.
- Policy 5.17**    **Rebuild communities.** Coordinate plans and investments with programs that enable communities impacted by involuntary displacement to maintain social and cultural connections, and re-establish a stable presence and participation in the impacted neighborhoods.
- Policy 5.18**    **Aging in place.** Encourage a range of housing options and supportive environments to enable older adults to remain in their communities as their needs change.

### Housing location

The Portland Plan’s Healthy Connected City strategy provides policy guidance to expand opportunities for Portlanders to live in complete communities offering a mix of desirable services and opportunities. Housing that is located in a walkable neighborhood near active transportation, employment centers, open spaces, high-quality schools, and various services and amenities enhances the general quality of life for its residents. Neighborhoods in Portland offer varying levels of opportunity (*see Figure 5-1 – Housing Opportunity Map*), with housing in high-opportunity neighborhoods tending to be expensive compared to more affordable housing in areas that offer fewer opportunities. However, there are also small areas of Portland that are lacking in both opportunities as well as quality affordable housing units.

The following policies support efforts to provide equitable access to locational opportunities for under-served and under-represented populations in Portland.

- Policy 5.19**    **Coordinate housing needs in high-poverty areas.** Meet the housing needs of under-served and under-represented populations living in high-poverty areas by coordinating plans and investments with housing programs.
- Policy 5.20**    **Access to opportunities.** Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served and under-represented populations and an existing supply of affordable housing.



- Policy 5.21**    **New development in opportunity areas.** Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities (*see Figure 5-1 — Housing Opportunity Map*).
- Policy 5.22**    **Higher-density housing.** Locate higher-density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.
- Policy 5.23**    **Impact of housing on schools.** Evaluate plans and investments for the effect of housing development on school enrollment, financial stability, and student mobility. Coordinate with school districts to ensure plans are aligned with school facility plans.

## **Housing affordability**

Housing affordability is a growing concern for Portland. Many households in the city have to spend significantly more than the recommended 30 percent of their income on housing. Households are considered cost-burdened if they spend more than 50 percent of their income on housing and transportation. More and more households are falling into this category because of steep increases in home prices, a tight rental market, increases in gasoline prices and transportation costs, and falling household incomes. Population projections for 2030 indicate that 25 to 30 percent of households in several parts of Portland will be housing cost-burdened.

The following policies respond to the challenges of housing affordability through regional cooperation, housing preservation and production efforts that lower housing costs, and provide homeownership opportunities for under-served and under-represented populations.

- Policy 5.24**    **Housing preservation.** Preserve and produce affordable housing to meet needs that are not met by the private market by coordinating plans and investments with housing providers and organizations.
- Policy 5.25**    **Regulated affordable housing target.** Strive to produce at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.
- Policy 5.26**    **Funding plan.** Create a funding plan that includes financial and/or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.

## HOUSING

---

- Policy 5.27** **Inventory of regulated affordable housing.** Coordinate periodic inventories of the supply of regulated affordable housing in the four-county (Clackamas, Clark, Multnomah and Washington) region with Metro.
- Policy 5.28** **Permanently-affordable housing.** Increase the supply of permanently-affordable housing, including both rental and homeownership opportunities.
- Policy 5.29** **Housing cost burden.** Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.
- Policy 5.30** **Household prosperity.** Facilitate expanding the variety of types and sizes of affordable housing units, and do so in locations that provide low-income households with greater access to convenient transit and transportation, education and training opportunities, the Central City, industrial districts, and other employment areas.
- Policy 5.31** **Affordable housing in centers.** Encourage income diversity in and around centers by allowing a mix of housing types and tenures.
- Policy 5.32** **Central City affordable housing.** Encourage the preservation and production of affordable housing in the Central City to take advantage of the area's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.
- Policy 5.33** **Affordable housing resources.** Pursue a variety of funding sources and mechanisms including new financial and regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.
- Policy 5.34** **Inclusionary housing.** Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing.
- Policy 5.35** **Impact of regulations on affordability.** Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.
- Policy 5.36** **Mobile home parks.** Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low-moderate housing option.

- Policy 5.37 Workforce housing.** Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.
- Policy 5.38 Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.
- Policy 5.39 Employer-assisted housing.** Encourage employer-assisted affordable housing in conjunction with major employment development.
- Policy 5.40 Affordable homeownership.** Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.
- Policy 5.41 Homeownership retention.** Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.
- Policy 5.42 Variety in homeownership opportunities.** Encourage a variety of ownership opportunities and choices by allowing and supporting including but not limited to condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.
- Policy 5.43 Regional cooperation.** Facilitate opportunities for greater regional cooperation in addressing housing needs in the Portland metropolitan area, especially for the homeless, low- and moderate-income households, and historically under-served and under-represented communities.
- Policy 5.44 Regional balance.** Encourage development of a “regional balance” strategy to secure greater regional participation to address the housing needs of homeless people and communities of color, low- and moderate-income households, and historically under-served and under-represented communities throughout the region.

### Homelessness

Understandably, the homeless population is most vulnerable to decreasing affordability and declining household prosperity. Unified guidance by the City of Portland, Multnomah County, and Home Forward is provided through their jointly authored plan, *A Home for Everyone: A United Community Plan to End Homelessness in Multnomah County* (2013). This plan focuses resources to support priority populations, particularly families with children, unaccompanied youth, adults with disabilities, women, and veterans. It focuses investments in six program areas to prevent and end homelessness, including housing, income and benefits, health, survival and emergency services, access to services, and systems coordination. The purpose of the plan is to prevent homelessness, and reduce the time people spend being homeless. The following policy provides land use support for the priorities identified by this plan.

**Policy 5.45 Housing continuum.** Prevent homelessness and reduce the time spent being homeless by ensuring that a continuum of safe and affordable housing opportunities and related supportive services are allowed, including but not limited to Permanent Supportive Housing, transitional housing, self-built micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds.

### Health, safety, and well-being

Having a place to live does not guarantee health and safety. A critical connection exists between the quality of the housing unit and the health of its occupants.

A safe housing unit is largely free of hazardous materials such as lead and radon. It is also free of mold, is not in a state of disrepair, and has emergency safety features such as carbon monoxide monitors, smoke alarms, and emergency exits. Access to open spaces, opportunities for social interactions, green features, and adaptability also influence the health of a community. The following policies focus on building and maintaining Portland's housing stock in ways that foster community health.

**Policy 5.46 Healthy housing.** Encourage development and maintenance of all housing, especially multi-dwelling housing, that protects the health and safety of residents and encourages healthy lifestyles and active living.

**Policy 5.47 Housing safety.** Require safe and healthy housing free of hazardous materials such as lead, asbestos, and radon.

**Policy 5.48 Housing quality.** Encourage housing that provides high indoor air quality, access to sunlight and outdoor spaces, and is protected from excessive noise, pests, and hazardous environmental conditions.

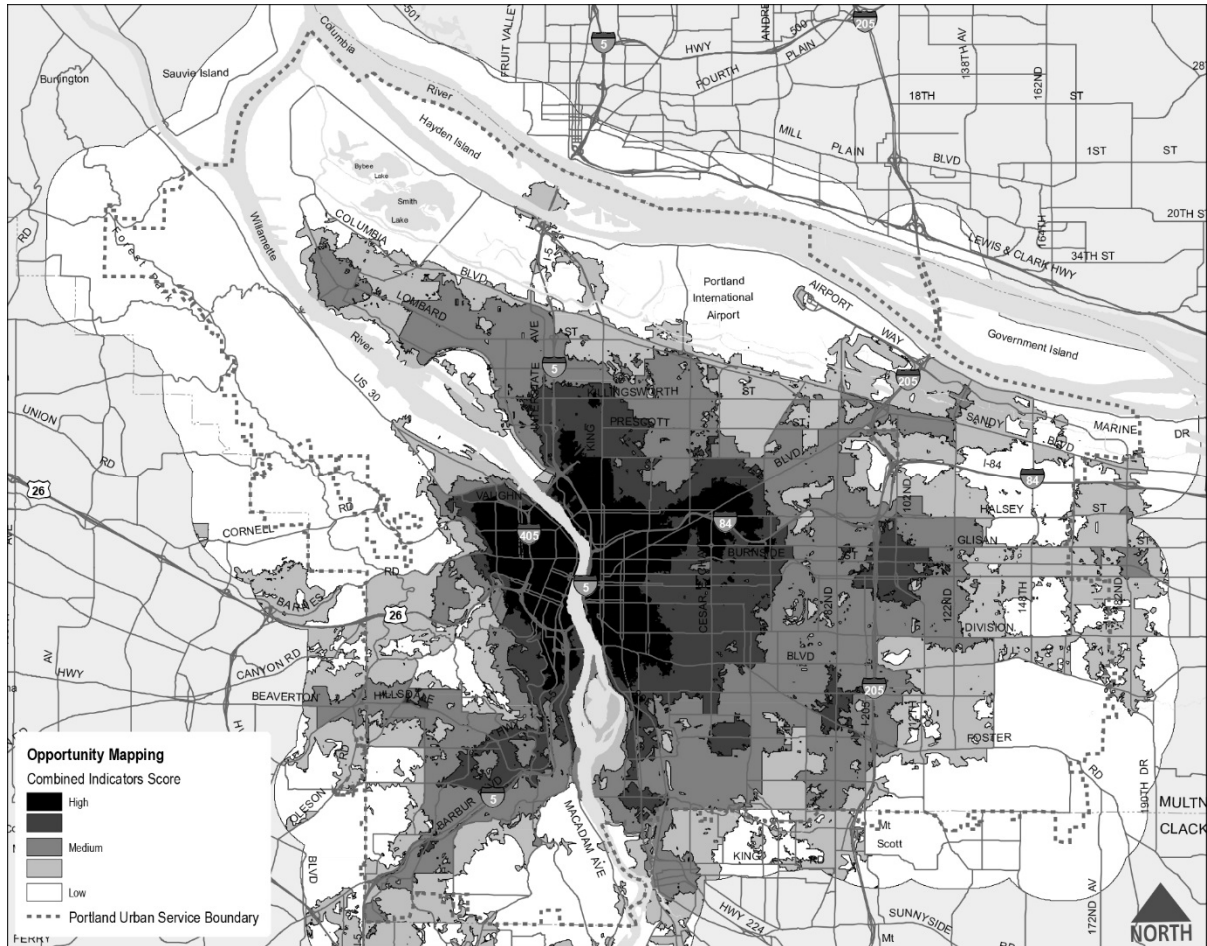
**Policy 5.49 High-performance housing.** Encourage energy efficiency, green building practices, materials, and design to produce healthy, efficient, durable, and

adaptable homes that are affordable or reasonably priced.

- Policy 5.50** **Healthy and active living.** Encourage housing that provides features supportive of healthy eating and active living such as useable open areas, recreation areas, community gardens, crime-preventive design, and community kitchens in multifamily housing.
- Policy 5.51** **Walkable surroundings.** Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities such as secure bicycle parking.
- Policy 5.52** **Responding to social isolation.** Encourage site designs and relationship to adjacent developments that reduce social isolation for groups that often experience it, such as older adults, people with disabilities, communities of color, and immigrant communities.
- Policy 5.53** **Renter protections.** Enhance renter health, safety, and stability through education, expansion of enhanced inspections, and support of regulations and incentives that protect tenants and prevent involuntary displacement.

# HOUSING

Figure 5-1. Housing Opportunity Map



## Chapter 6: Economic Development

### What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Provide land supply to support job growth, and to expand the use of tools, such as brownfield redevelopment, to increase efficient use of land.
- Expand economic opportunity and improve economic equity for Portland's growing population through sustained business growth.
- Support traded sector growth, expand exports and retain Portland's position as an innovative industrial and commercial center and a West Coast trade gateway.
- Provide land use policies to support the growth and vitality of business districts.
- Create an environment that encourages innovation and entrepreneurship, builds on local strengths for business success and growth, and offers businesses a functional and attractive place to locate.
- Ensure parks, trails, natural areas, and a healthy environment continue to protect the city's quality of life that attracts and retains businesses and work force.

### Why is this important?

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

Portland is an innovative employment center in a region with strong economic and export growth. Economic strengths also include a successful Central City and industrial base, a primarily middle-class distribution of jobs that support a diverse community, and livability advantages that attract population growth and talent. However, these strengths mask trends toward declining prosperity for many Portlanders and highlight that economic development must be a high priority in the coming decades.

Since 2000, job growth in the city has fallen far short of housing growth. Rising costs of living have outpaced average wages. The share of middle-wage jobs and resulting upward-mobility opportunities for low-income people has declined. Income growth has been concentrated among the top-earning 20 percent of the workforce. In addition, deep income

## **ECONOMIC DEVELOPMENT**

---

disparities persist for under-represented and under-served populations. Research suggests that cities with more equitable economies have stronger economies.

As businesses face an increasingly competitive regional and global marketplace, new directions are needed to sustain job growth and improve economic equity. The region's primarily industrial traded sectors that drive regional prosperity will need more investment in workforce education, land supply, freight infrastructure, and innovation. Improving economic equity and affordability will depend on making equity a more central part of City policy and investments.

New land development approaches are needed to improve local competitiveness in regional markets, including more brownfield redevelopment, low-cost office development, and institutional zoning. Land-use programs must address the increasingly blurred lines between commercial, industrial, and creative services sectors. Citywide neighborhood prosperity will depend on new approaches to concentrated commercial growth in centers, neighborhood revitalization, flexibility, affordability, and small business growth. And business climate improvements should be reviewed to keep regulatory burdens and fees competitive in the regional marketplace.

The world economy is a dynamic system. Portland's economy will continue to change in response to technology, social change, and global trends. Zoning and land use must respond to these changes. This kind of local economic innovation will be key to Portland being a significant player in the development of the future economy.



# Table of Contents

## Goals

|          |                            |
|----------|----------------------------|
| Goal 6.A | Prosperity                 |
| Goal 6.B | Development                |
| Goal 6.C | Business district vitality |

## Policies

### Diverse, expanding city economy

|             |  |
|-------------|--|
| Policy 6.1  | Diverse and growing community                      |
| Policy 6.2  | Diverse and expanding economy                      |
| Policy 6.3  | Employment growth                                  |
| Policy 6.4  | Fiscally-stable city                               |
| Policy 6.5  | Economic resilience                                |
| Policy 6.6  | Low-carbon economy                                 |
| Policy 6.7  | Competitive advantages                             |
| Policy 6.8  | Business environment                               |
| Policy 6.9  | Small business development                         |
| Policy 6.10 | Business innovation                                |
| Policy 6.11 | Sharing economy                                    |
| Policy 6.12 | Economic role of livability and ecosystem services |

### Land development

|             |  |
|-------------|--|
| Policy 6.13 | Land supply                              |
| Policy 6.14 | Brownfield redevelopment                 |
| Policy 6.15 | Annexation                               |
| Policy 6.16 | Regionally-competitive development sites |
| Policy 6.17 | Regulatory climate                       |
| Policy 6.18 | Short-term land supply                   |
| Policy 6.19 | Evaluate land needs                      |
| Policy 6.20 | Corporate headquarters                   |

### Traded sector competitiveness

|             |  |
|-------------|--|
| Policy 6.21 | Traded sector competitiveness              |
| Policy 6.22 | Traded sector diversity                    |
| Policy 6.23 | Clusters                                   |
| Policy 6.24 | Trade and freight hub                      |
| Policy 6.25 | Traded sector land supply                  |
| Policy 6.26 | Import substitution                        |
| Policy 6.27 | Business opportunities in urban innovation |

## **ECONOMIC DEVELOPMENT**

---

### **Equitable household prosperity**

- Policy 6.28 Income self-sufficiency
- Policy 6.29 East Portland job growth
- Policy 6.30 Poverty reduction
- Policy 6.31 Disparity reduction
- Policy 6.32 Minority-owned, women-owned and emerging small business (MWESB) assistance
- Policy 6.33 Urban renewal plans

### **Transportation, public facilities, and economic development**

#### **Central City**

- Policy 6.34 Central City
- Policy 6.35 Central City industrial districts
- Policy 6.36 Innovation districts

#### **Industrial and employment districts**

- Policy 6.37 Industrial land
- Policy 6.38 Industrial sanctuaries
- Policy 6.39 Prime industrial land retention
- Policy 6.40 Harbor access lands
- Policy 6.41 Portland Harbor Superfund Site
- Policy 6.42 Multimodal freight corridors
- Policy 6.43 Columbia East
- Policy 6.44 Dispersed employment areas
- Policy 6.45 Industrial land use intensification
- Policy 6.46 Industrial brownfield redevelopment
- Policy 6.47 Impact analysis
- Policy 6.48 Clean, safe, and green
- Policy 6.49 Industrial growth and watershed health
- Policy 6.50 District expansion
- Policy 6.51 Golf course reuse and redevelopment
- Policy 6.52 Residential and commercial reuse
- Policy 6.53 Mitigation banks
- Policy 6.54 Neighborhood buffers

#### **Campus institutions**

- Policy 6.55 Campus institutions
- Policy 6.56 Campus land use
- Policy 6.57 Development impacts
- Policy 6.58 Community amenities and services
- Policy 6.59 Campus edges
- Policy 6.60 Satellite facilities

**Neighborhood business districts**

- Policy 6.61 Neighborhood business districts
- Policy 6.62 District function
- Policy 6.63 Small, independent businesses
- Policy 6.64 Home-based businesses
- Policy 6.65 Neighborhood-serving businesses
- Policy 6.66 Investment priority
- Policy 6.67 Non-conforming neighborhood business uses
- Policy 6.68 Involuntary commercial displacement
- Policy 6.69 Temporary and informal markets and structures
- Policy 6.70 Community economic development
- Policy 6.71 Centers

**List of Figures**

- 6.1. Industrial and Employment Districts
- 6.2. Campus Institutions
- 6.3. Neighborhood Business Districts

### Goals

#### **Goal 6.A: Prosperity**

Portland has vigorous economic growth and a healthy, diverse economy that supports prosperity and equitable access to employment opportunities for an increasingly diverse population. A strong economy that is keeping up with population growth and attracting resources and talent can:

- Create opportunity for people to achieve their full potential.
- Improve public health.
- Support a healthy environment.
- Support the fiscal well-being of the city.

#### **Goal 6.B: Development**

Portland supports an attractive environment for industrial, commercial, and institutional job growth and development by 1) maintaining an adequate land supply; 2) a local development review system that is nimble, predictable, and fair; and 3) high-quality public facilities and services.

#### **Goal 6.C: Business district vitality**

Portland implements land use policy and investments to:

- Ensure that commercial, institutional, and industrial districts support business retention and expansion.
- Encourage the growth of districts that support productive and creative synergies among local businesses.
- Provide convenient access to goods, services, and markets.
- Take advantage of our location and quality of life advantages as a gateway to world-class natural landscapes in Northwest Oregon, Southwest Washington, and the Columbia River Basin, and a robust interconnected system of natural landscapes within the region's Urban Growth Boundary.

## Policies

### Diverse, expanding city economy

Diverse economic growth is central to Portland’s long-term prosperity. It provides jobs for a growing population, improved equity, fiscal stability, neighborhood prosperity, and economic resilience. Moreover, Portland is a statewide economic engine with opportunities and benefits that extend beyond city boundaries.

About 140,000 new jobs are expected in the city between 2010 and 2035, which is consistent with local and national 25-year trends. The policies below set explicit economic growth targets, highlight coordination opportunities, and specify benefits that should be sought through economic growth, and call out important local strengths that support economic growth.

- Policy 6.1**     **Diverse and growing community.** Expand economic opportunity and improve economic equity for Portland’s diverse, growing population through sustained business growth.
- Policy 6.2**     **Diverse and expanding economy.** Align plans and investments to maintain the diversity of Portland’s economy and status as Oregon’s largest job center with growth across all sectors (commercial, industrial, creative, and institutional) and across all parts of the city.
- Policy 6.3**     **Employment growth.** Strive to capture at least 25 percent of the seven-county region’s employment growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).
- Policy 6.4**     **Fiscally-stable city.** Promote a high citywide jobs-to-households ratio that supports tax revenue growth at pace with residential demand for municipal services.
- Policy 6.5**     **Economic resilience.** Improve Portland’s economic resilience to impacts from climate change and natural disasters through a strong local economy and equitable opportunities for prosperity.
- Policy 6.6**     **Low-carbon economy.** Align plans and investments with efforts to improve energy efficiency and reduce lifecycle carbon emissions from business operations. Promote employment opportunities associated with energy efficiency projects, waste reduction, production of more durable goods, and recycling.
- Policy 6.7**     **Competitive advantages.** Maintain and strengthen the city’s comparative economic advantages including access to a high-quality workforce, business diversity, competitive business climate, and multimodal transportation infrastructure.

## ECONOMIC DEVELOPMENT

---

- Policy 6.8 Business environment.** Use plans and investments to help create a positive business environment in the city and provide strategic assistance to retain, expand, and attract businesses.
- Policy 6.9 Small business development.** Facilitate the success and growth of small businesses and coordinate plans and investments with programs that provide technical and financial assistance to promote sustainable operating practices.
- Policy 6.10 Business innovation.** Encourage innovation, research, development, and commercialization of new technologies, products, and services through responsive regulations and public sector approaches.
- Policy 6.11 Sharing economy.** Encourage mechanisms that enable individuals, corporations, non-profits, and government to market, distribute, share, and reuse excess capacity in goods and services. This includes peer-to-peer transactions, crowd funding platforms, and a variety of business models to facilitate borrowing and renting unused resources.
- Policy 6.12 Economic role of livability and ecosystem services.** Conserve and enhance Portland’s cultural, historic, recreational, educational, food-related, and ecosystem assets and services for their contribution to the local economy and their importance for retention and attraction of skilled workers and businesses.

### Land development

According to forecasts, Portland will continue to have relatively strong demand for employment land development. However, most of Portland’s land supply for employment growth is on land that has constraints or is already at least partially developed.

Statewide Planning Goal 9 – Economic Development requires Portland to provide adequate long-term and short-term land supply for economic development and job growth, consistent with an Economic Opportunities Analysis. Forecasted demand for buildable land by 2035 includes 150 acres in the Central City; 1,350 acres in industrial districts; 690 acres in neighborhood business districts; and 370 acres for campus institutions.

New directions to support Portland’s land supply for job growth include policies for adequate long-term and short-term development capacity, a targeted increase in brownfield redevelopment, incentives to maintain competitiveness in regional markets, and guidance for streamlining the City’s regulatory climate.

- Policy 6.13** **Land supply.** Provide supplies of employment land that are sufficient to meet the long-term and short-term employment growth forecasts, adequate in terms of amounts and types of sites, available and practical for development and intended uses. Types of sites are distinguished primarily by employment geographies identified in the Economic Opportunities Analysis, although capacity needs for building types with similar site characteristics can be met in other employment geographies.
- Policy 6.14** **Brownfield redevelopment.** Overcome financial-feasibility gaps to cleanup and redevelop 60 percent of brownfield acreage by 2035. *Additional related policies are found in the Industrial and employment districts section of this chapter.*
- Policy 6.15** **Annexation.** Facilitate a predictable, equitable process for annexation of employment lands within the urban services area as needed to meet the City’s forecasted land needs.
- Policy 6.16** **Regionally-competitive development sites.** Improve the competitiveness of vacant and underutilized sites located in Portland’s employment areas through the use of incentives, and regional and state assistance for needed infrastructure and site readiness improvements.
- Policy 6.17** **Regulatory climate.** Improve development review processes and regulations to encourage predictability and support local and equitable employment growth and encourage business retention, including:
- 6.17.a.** Assess and understand cumulative regulatory costs to promote Portland’s financial competitiveness with other comparable cities.
  - 6.17.b.** Promote certainty for new development through appropriate allowed uses and “clear and objective” standards to permit typical development types without a discretionary review.
  - 6.17.c.** Allow discretionary-review as a way to facilitate flexible and innovative approaches to meet requirements.
  - 6.17.d.** Design and monitor development review processes to avoid unnecessary delays.
  - 6.17.e.** Promote cost effective compliance with federal and state mandates, productive intergovernmental coordination, and efficient, well-coordinated development review and permitting procedures.
- Policy 6.18** **Short-term land supply.** Provide for a competitive supply of development-ready sites with different site sizes and types, to meet five-year demand for employment growth in the Central City, industrial areas, campus institutions, and neighborhood business districts.

## ECONOMIC DEVELOPMENT

---

- Policy 6.19 Evaluate land needs.** Update the Economic Opportunities Analysis and short-term land supply strategies every five to seven years.
- Policy 6.20 Corporate headquarters.** Provide land opportunities for development of corporate headquarters campuses in locations with suitable transportation facilities.

### Traded sector competitiveness

Global trends have put increasing pressure on regions to strengthen their competitiveness for traded-sector growth, which drives regional prosperity. Traded sectors are local businesses of all sizes that export goods and services and compete in markets outside of the region, bringing income and jobs into the region. These sectors have become more vulnerable and dynamic in the shifting global marketplace, as they reinvent their supply and distribution lines and concentrate activity in lower-cost or higher-productivity locations.

The following policies call for focusing limited resources on strategic traded sector specializations with growth prospects. This region's growing export activity is concentrated in high tech and advanced manufacturing, where job growth has been modest but output growth continues to outpace the service sectors. Other growing export specializations include software, apparel, clean-tech, freight-hub distribution, and creative services. While these growing specializations are expected to shift over time with market changes, connecting existing and emerging local business with global markets helps bring new resources into the region.

- Policy 6.21 Traded sector competitiveness.** Align plans and investments with efforts to improve the city and regional business environment for traded sector and export growth. Participate in regional and statewide initiatives.
- Policy 6.22 Traded sector diversity.** Encourage partnerships to foster the growth, small business vitality, and diversity of traded sectors.
- Policy 6.23 Clusters.** Align plans and investments with efforts that direct strategic business development resources to enhance the competitiveness of businesses in traded sector clusters.
- Policy 6.24 Trade and freight hub.** Encourage investment in transportation systems and services that will retain and expand Portland's competitive position as a West Coast trade gateway and freight distribution hub.
- Policy 6.25 Traded sector land supply.** Foster traded sector retention, growth, and competitive advantages in industrial districts and the Central City. Recognize the concentration of traded-sector businesses in these districts.



**Policy 6.26 Import substitution.** Encourage local goods production and service delivery that substitute for imports and help keep the money Portlanders earn in the local economy.

**Policy 6.27 Business opportunities in urban innovation.** Strive to have Portland’s built environment, businesses, and infrastructure systems showcase examples of best practices of innovation and sustainability.

### **Equitable household prosperity**

National and local trends reveal growing inequities in economic opportunity. Income growth has been concentrated among the top-earning 20 percent of the workforce, as disproportionate barriers to upward mobility persist for people of color and people with disabilities. Since 2000, slower job growth and the decline of middle-wage jobs have further widened economic insecurity, increased unemployment, and reduced upward-mobility opportunities for the working poor. Rising inequality threatens the long-term stability of our economy.

In response, the Portland Plan set a high bar for improving economic equity, targeting increased levels of income self-sufficiency from 77 percent of Multnomah County households to 90 percent by 2035. The new policy directions below support expanded employment, and housing opportunities to increase middle-class prosperity, improve job growth in East Portland, and coordinate efforts to overcome poverty and disparities.

**Policy 6.28 Income self-sufficiency.** Expand access to self-sufficient wage levels and career ladders for low-income people by maintaining an adequate and viable supply of employment land and public facilities to support and expand opportunities in Portland for middle- and high-wage jobs that do not require a 4-year college degree.

**6.28.a.** Support the role of industrial districts as a leading source of middle-wage jobs that do not require a 4-year college degree and as a major source of wage-disparity reduction for under-served and under-represented communities.

**6.28.b.** Evaluate and limit negative impacts of plans and investments on middle and high wage job creation and retention.

**Policy 6.29 East Portland job growth.** Improve opportunities for East Portland to grow as a business destination and source of living wage jobs.

**Policy 6.30 Poverty reduction.** Encourage investment in, and alignment of, poverty-reduction efforts that address economic development, land use, transportation, housing, social services, public health, community development, and workforce development.

## ECONOMIC DEVELOPMENT

---

- Policy 6.31**    **Disparity reduction.** Encourage investment in, and alignment of, public efforts to reduce racial, ethnic, and disability-related disparities in income and employment opportunity.
- Policy 6.32**    **Minority-owned, woman-owned and emerging small business (MWESB) assistance.** Ensure that plans and investments improve access to contracting opportunities for minority-owned, woman-owned, and emerging small businesses.
- Policy 6.33**    **Urban renewal plans.** Ensure urban renewal plans primarily benefit existing residents and businesses within the urban renewal area through:
- The creation of wealth.
  - Revitalization of neighborhoods.
  - Expansion of housing choices.
  - Creation of business and job opportunities.
  - Provision of transportation linkages.
  - Protection of residents and businesses from the threats posed by gentrification and displacement.
  - The creation and enhancement of those features which improve the quality of life within the urban renewal area.

A special emphasis will be placed on providing timely benefits to groups most at risk of displacement.

### **Transportation, public facilities, and economic development**

Transportation and other public facilities and services play critical roles in ensuring an adequate land supply for job growth, strengthening competitive location advantages, and providing better access to employment opportunities. *See Chapter 8: Public Facilities and Services and Chapter 9: Transportation for related policies on prosperity objectives, leveraging private investment, and freight mobility.*

### **Central City**

Portland's Central City is the region's and the state's high density employment center. While it is primarily an office district for professional and business services, finance, information, and government, it is also a key location for the entertainment, tourism, industry, and education sectors. The following policies provide overall direction for the Central City's continued employment growth, competitive roles in the region, and land use in the Central City industrial districts. *See the Central City 2035 Plan for the land use and development policies for this part of the city's economy.*

- Policy 6.34**    **Central City.** Improve the Central City’s regional share of employment and continue its growth as the unique center of both the city and the region for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.
- Policy 6.35**    **Central City industrial districts.** Protect and facilitate the long-term success of Central City industrial districts, while supporting their evolution into places with a broad mix of businesses with high employment densities.
- Policy 6.36**    **Innovation districts.** Provide for expanding campus institutions in the Central City and Marquam Hill, and encourage business development that builds on their research and development strengths.

### **Industrial and employment districts**

Portland is the core of the region’s distribution and diverse manufacturing economy, including the state’s (and the Columbia River Basin’s) largest seaport, rail hub, and airport. Established “industrial sanctuaries” meet the needs of manufacturing and distribution firms for medium to large sites, and are buffered from housing. Other types of employment areas include flex space developments, incubator districts for emerging local businesses, industrial headquarters offices, and dispersed neighborhood employment areas. The businesses in these districts are a primary source of Portland’s middle-wage jobs, upward mobility opportunities, and traded sector activity. *See Figure 6-1 – Industrial and Employment Districts.*

Looking forward to 2035, new strategies are needed to expand capacity for employment growth while also meeting environmental and other objectives. The policies below call for: 1) new tools to accelerate brownfield redevelopment, 2) making freight investments that expand market access and industrial land intensification, 3) more effectively protect prime industrial land, and 4) strategically expanding industrial and flexible neighborhood employment areas.

- Policy 6.37**    **Industrial land.** Provide industrial land that encourages industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely-accessible base of family-wage jobs, particularly for under-served and under-represented people.
- Policy 6.38**    **Industrial sanctuaries.** Protect industrial land as industrial sanctuaries identified on the Comprehensive Plan Map primarily for manufacturing and distribution uses and to encourage the growth of industrial activities in the city.

## ECONOMIC DEVELOPMENT

---

- Policy 6.39 Prime industrial land retention.** Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land (*see Figure 6-1 – Industrial and Employment Districts*) that is prioritized for long-term retention.
- 6.39.a.** Protect prime industrial lands from quasi-judicial Comprehensive Plan Map amendments that convert prime industrial land to non-industrial uses, and consider the potential for other map amendments to otherwise diminish the economic competitiveness or viability of prime industrial land.
- 6.39.b.** Limit conversion of prime industrial land through land use plans, regulations, or public land acquisition for non-industrial uses, especially land that can be used by river-dependent and river-related industrial uses.
- 6.39.c.** Limit regulatory impacts on the capacity, affordability, and viability of industrial uses in the prime industrial area while ensuring environmental resources are also protected.
- 6.39.d.** Strive to offset the reduction of development capacity as needed, with additional prime industrial capacity that includes consideration of comparable site characteristics. Offsets may include but are not limited to additional brownfield remediation, industrial use intensification, strategic investments, and other innovative tools and partnerships that increase industrial utilization of industrial land.
- 6.39.e.** Protect prime industrial land for siting of parks, schools, large-format places of assembly, and large-format retail sales.
- 6.39.f.** Promote efficient use of freight hub infrastructure and prime industrial land by limiting non-industrial uses that do not need to be located in the prime industrial area.
- Policy 6.40 Harbor access lands.** Limit use of harbor access lands to river- or rail-dependent or related industrial land uses due to the unique and necessary infrastructure and site characteristics of harbor access lands for river-dependent industrial uses.
- Policy 6.41 Portland Harbor Superfund Site.** Take a leadership role in prompt resolution and cleanup of the Portland Harbor Superfund Site and redevelopment of associated brownfields. Encourage a science-based and cost-effective cleanup solution that facilitates re-use of land for river- or rail-dependent or related industrial uses. The Natural Resource Damage Assessment (NRDA) element of Superfund Program promises to provide significant resources that will help restore degraded fish and wildlife habitat.

Portland should take a leadership role in working with Trustees and others to ensure ecological conditions on the Willamette River are improved and projects assist the city in its efforts at salmon recovery.

- Policy 6.42 Multimodal freight corridors.** Encourage freight-oriented industrial development to locate where it can maximize the use of and support reinvestment in multimodal freight corridors.
- Policy 6.43 Columbia East.** Provide a mix of industrial and limited business park development in Columbia East (east of 82nd Avenue) that expand employment opportunities supported by proximity to Portland International Airport and multimodal freight access.
- Policy 6.44 Dispersed employment areas.** Provide small, dispersed employment areas for a flexible and affordable mix of office, creative services, small-scale manufacturing, traded sector and distribution, and other small-format light industrial and commercial uses with access to nearby freeways or truck streets.
- Policy 6.45 Industrial land use intensification.** Encourage reinvestment in, and intensification of, industrial land use, as measured by output and throughput per acre.
- Policy 6.46 Industrial brownfield redevelopment.** Provide incentives, investments, technical assistance and other direct support to overcome financial-feasibility gaps to enable remediation and redevelopment of brownfields for industrial growth.
- Policy 6.47 Impact analysis.** Evaluate and monitor the impacts on industrial land capacity that may result from land use plans, regulations, public land acquisition, public facility development, and other public actions to protect and preserve existing industrial lands.
- Policy 6.48 Clean, safe, and green.** Encourage improvements to the cleanliness, safety, and ecological performance of industrial development and freight corridors by facilitating adoption of market feasible new technology and design.
- Policy 6.49 Industrial growth and watershed health.** Facilitate concurrent strategies to protect and improve industrial capacity and watershed health in the Portland Harbor and Columbia Corridor areas.
- Policy 6.50 District expansion.** Provide opportunities for expansion of industrial areas based on evaluation of forecasted need and the ability to meet environmental, social, economic, and other goals.

## ECONOMIC DEVELOPMENT

---

- Policy 6.51**    **Golf course reuse and redevelopment.** Facilitate a mix of industrial, natural resource, and public open space uses on privately-owned golf course sites in the Columbia Corridor that property owners make available for reuse.
- Policy 6.52**    **Residential and commercial reuse.** Facilitate compatible industrial or employment redevelopment on residential or commercial sites that become available for reuse if the site is in or near prime industrial areas, and near a freeway or on a freight street.
- Policy 6.53**    **Mitigation banks.** Facilitate industrial site development by promoting and allowing environmental mitigation banks that serve industrial land uses on prime industrial land.
- Policy 6.54**    **Neighborhood buffers.** Maintain and enhance major natural areas, open spaces, and constructed features as boundaries and buffers for the Portland Harbor and Columbia Corridor industrial areas.

### Campus institutions

Health care and education sectors are concentrated in large hospital, college, higher education, and high school campuses as well as dispersed smaller facilities. *See Figure 6-2 – Campus Institutions.* Major institutions are large employers with campuses that vary from pastoral expanses to more concentrated urban grounds. Health care and education are projected to be the city’s leading job growth sectors, adding more than 50,000 new jobs by 2035 at campus institutions and in other commercial areas. Rapid growth of campus institutions is a national trend, and best practices offer opportunities to plan effectively for this growth, while reducing neighborhood impacts. Examples of new directions in the policies below include designation of major campuses as employment land, regulatory improvements, and transportation-related improvements.

- Policy 6.55**    **Campus institutions.** Provide for the stability and growth of Portland’s major campus institutions as essential service providers, centers of innovation, workforce development resources, and major employers. *See Figure 6-2 – Campus Institutions.*
- Policy 6.56**    **Campus land use.** Provide for major campus institutions as a type of employment land, allowing uses typically associated with health care and higher education institutions. Coordinate with institutions in changing campus zoning to provide land supply that is practical for development and intended uses.
- Policy 6.57**    **Development impacts.** Protect the livability of surrounding neighborhoods through adequate infrastructure and campus development standards that foster suitable density and attractive campus design.

- Policy 6.58 Community amenities and services.** Encourage campus development that provides amenities and services to surrounding neighborhoods, emphasizing the role of campuses as centers of community activity.
- Policy 6.59 Campus edges.** Provide for context-sensitive, transitional uses, and development at the edges of campus institutions to enhance their integration into surrounding neighborhoods, including mixed-use and neighborhood-serving commercial uses where appropriate.
- Policy 6.60 Satellite facilities.** Encourage opportunities for expansion of uses, not integral to campus functions, to locate in centers and corridors to support their economic vitality.

### **Neighborhood business districts**

Neighborhood business districts are mixed-use corridors and centers outside of the Central City. *See Figure 6-3 – Neighborhood Business Districts.* Home to retail and related businesses that typically serve customers on-site, these districts are commonly interspersed with multifamily housing. Many of these districts are experiencing significant growth and change, providing synergistic locations for concentrated housing and commercial growth in “complete neighborhoods” with convenient access to services.

Neighborhood business districts also provide major economic benefits by keeping local dollars circulating within Portland, providing goods and services to nearby residents, defining neighborhood character, supporting small business vitality, and accounting for about a quarter of all jobs in the city. Neighborhood business districts are especially important to Portland because we are a city mainly made up of small business.

New directions to support these multi-functional places include:

- A framework of new centers and civic corridors well-served by pedestrian, bicycle, and transit systems.
- Focused public investments that attract concentrated growth and improve equity, and community-based economic development initiatives that broaden access to jobs and prosperity.
- Opportunities for affordable commercial space and affordable housing.

**Policy 6.61 Neighborhood business districts.** Provide for the growth, economic equity, and vitality of neighborhood business districts. *See Figure 6-3 – Neighborhood Business Districts.*

**Policy 6.62 District function.** Enhance the function of neighborhood business districts as a foundation of neighborhood livability.

## ECONOMIC DEVELOPMENT

---

- Policy 6.63**    **Small, independent businesses.** Facilitate the retention and growth of small and locally-owned businesses.
- Policy 6.64**    **Home-based businesses.** Encourage low-impact home based businesses in residential areas.
- Policy 6.65**    **Neighborhood-serving business.** Provide for neighborhood business districts and small commercial nodes in areas between centers to expand local access to goods and services. Allow nodes of small-scale neighborhood-serving commercial uses in large planned developments and as a ground floor use in high density residential areas.
- Policy 6.66**    **Investment priority.** Prioritize commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.
- Policy 6.67**    **Non-conforming neighborhood business uses.** Limit non-conforming uses to reduce adverse impacts on nearby residential uses while avoiding displacement of existing neighborhood businesses.
- Policy 6.68**    **Involuntary commercial displacement.** Evaluate plans and investments for their impact on existing businesses.
- 6.68.a.** Limit involuntary commercial displacement in areas at risk of gentrification, and incorporate tools to reduce the cost burden of rapid neighborhood change on small business owners vulnerable to displacement.
- 6.68.b.** Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.
- Policy 6.69**    **Temporary and informal markets and structures.** Acknowledge and support the role that temporary markets (farmers markets, craft markets, flea markets, etc.) and other temporary or mobile-vending structures play in enabling startup business activity. Also acknowledge that temporary uses may ultimately be replaced by more permanent development and uses.
- Policy 6.70**    **Community economic development.** Encourage collaborative approaches to align land use and neighborhood economic development for residents and business owners to better connect and compete in the regional economy.
- 6.70.a.** Encourage broad-based community coalitions to implement land use and economic development objectives and programs.
- 6.70.b.** Enhance opportunities for cooperation and partnerships between public and private entities that promote economic vitality in communities most disconnected from the regional economy.



**6.70.c.** Encourage cooperative efforts by area businesses, business associations, and neighborhood associations to work together on commercial revitalization efforts, sustainability initiatives, and transportation demand management.

**Policy 6.71 Centers.** Encourage concentrations of commercial services and employment opportunities in centers.

**6.71.a.** Encourage a broad range of neighborhood commercial services in centers to help residents and others in the area meet daily needs and/or serve as neighborhood gathering places.

**6.71.b.** Encourage the retention and further development of grocery stores and local markets as essential elements of centers.

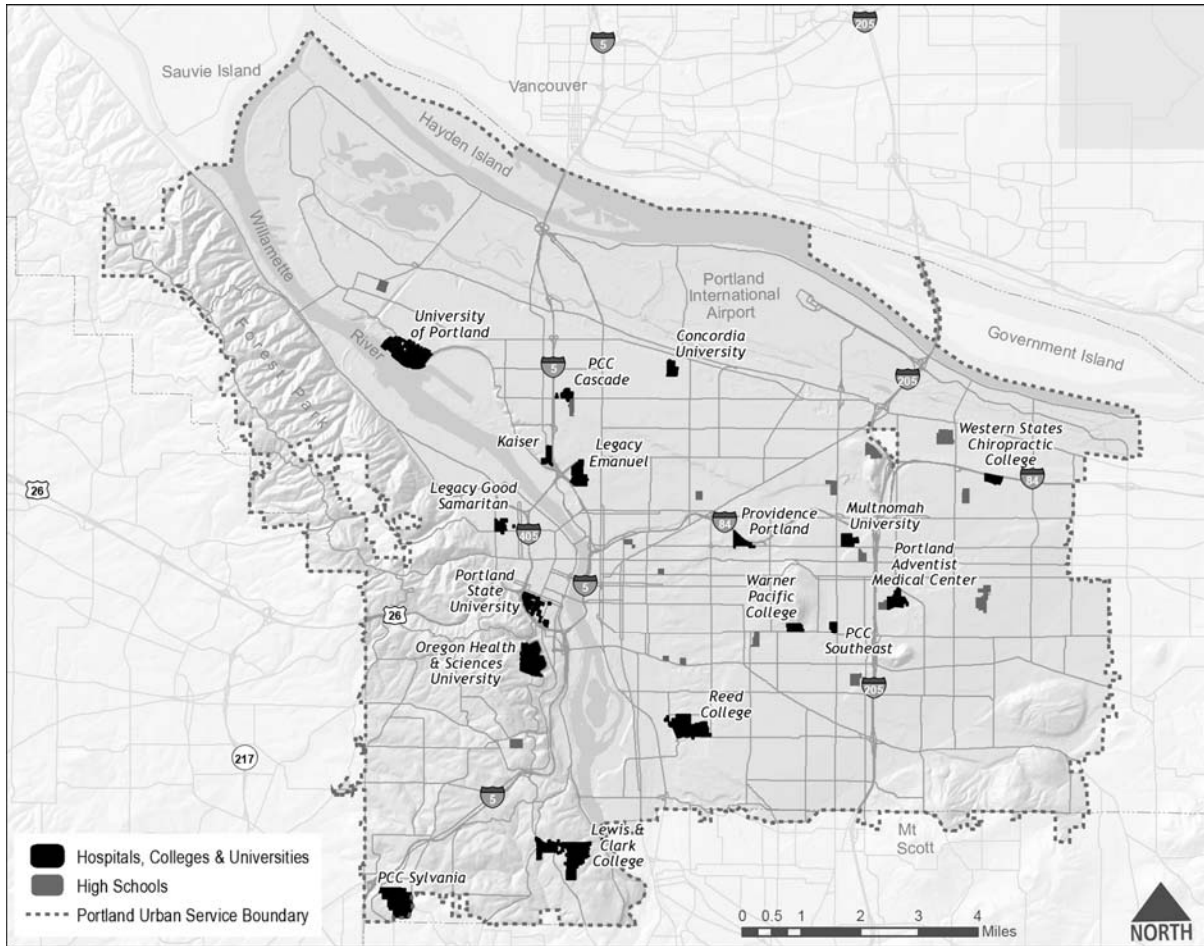
**6.71.c.** Enhance opportunities for services and activities in centers that are responsive to the needs of the populations and cultural groups of the surrounding area.

**6.71.d.** Require ground-level building spaces in core areas of centers accommodate commercial or other street-activating uses and services.

**6.71.e.** Encourage employment opportunities as a key function of centers, including connections between centers, institutions, and other major employers to reinforce their roles as vibrant centers of activity.

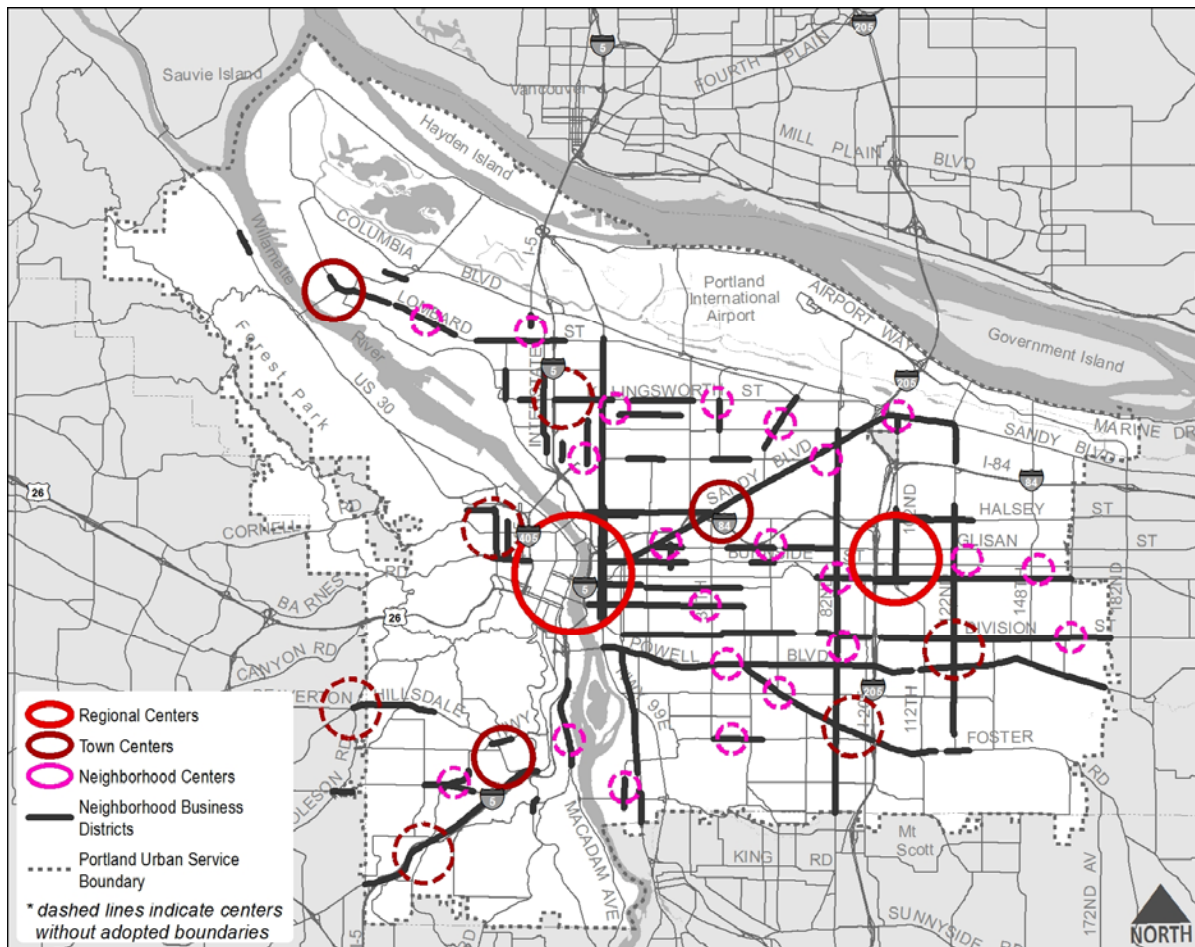


Figure 6-2. Campus Institutions



# ECONOMIC DEVELOPMENT

Figure 6-3. Neighborhood Business Districts



# Chapter 7: Environment and Watershed Health

## What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Recognize the economic, health, cultural, and intrinsic values of nature, and the importance of community stewardship.
- Preserve natural resources and the beneficial functions and services they provide.
- Improve air quality and watershed health, including hydrology, water quality, fish and wildlife habitat, and biodiversity.
- Ensure all Portlanders experience the benefits of a livable environment and healthy watersheds, and reduce environmental disparities affecting under-served and under-represented communities.
- Recognize the city's impact on global climate change, opportunities to reduce carbon emissions, and sequester carbon.
- Recognize the importance of a healthy urban forest and natural systems in reducing the impacts of natural hazards, such as landslides, flooding, and wildfire, and in adapting to climate change.
- Prevent incremental environmental degradation including the spread of invasive species, loss of habitat, and adverse impacts of additional impervious surfaces.
- Ensure that environmental protection programs and regulations reflect current data, the best available science, and evaluation of impacts to under-served and under-represented communities.
- Advance good decisions and adaptive management through better data collection.
- Provide guidance that addresses the distinct ecological issues of specific watersheds.
- Ensure that plans and investments are coordinated with relevant policies from other City plans such as the Portland Watershed Management Plan, Urban Forest Management Plan, Climate Action Plan, Climate Change Preparation Strategy, Parks plans, Natural Hazard Mitigation Plan, and plans addressing environmental equity.

### Why is this important?

Located at the confluence of two major rivers, between two mountain ranges, and adjacent to some of the most fertile agricultural land in the world, Portland's wealth of natural resources provides an array of ecologically, economically, culturally, and aesthetically valuable ecosystem services. Rivers, streams, and floodplains convey and store water and provide critical habitat for native fish and aquatic species. Wetlands, trees, and vegetation clean and cool Portland's air and water, stabilize hillsides, soak up rainwater, and provide habitat for an abundance of birds and other wildlife. These resources also trap carbon and reduce urban heat island effects, which are increasingly important given the potential impacts of climate change. These natural resources and healthy environment are key contributors to Portland's identity, sense of place, and reputation as a great place to live, work, and play.

The City has a long-standing commitment to maintaining a high-quality environment; however, many of Portland's natural resources have been lost over time or are currently at risk. Urbanization has filled floodplains, contributing to seasonal flooding damage. Stormwater runoff from paved areas and rooftops has eroded our stream channels and polluted our streams, many of which are unable to support healthy fish populations. There is concern that anticipated growth and development will result in substantial tree removal, increased risks of natural hazards, continued habitat loss, and negative impacts on at-risk plant and animal species. In addition, there is concern that further environmental degradation will disproportionately affect communities of color and other under-served and under-represented communities.

The City's land use plans and investments have been, and will continue to be, instrumental in helping improve air and water quality over time, preserve natural resources and the benefits they provide, and reduce environment-related disparities. In addition, the City and community have made substantial investments of time and money to restore our watersheds. The goals and policies in this chapter protect these investments and help the City meet various regulations to protect public health and the environment. With thoughtful guidance, we can achieve and sustain healthy watersheds and a healthful environment as the city grows.

---

# Table of Contents

## Goals

|          |                                    |
|----------|------------------------------------|
| Goal 7.A | Climate                            |
| Goal 7.B | Healthy watersheds and environment |
| Goal 7.C | Resilience                         |
| Goal 7.D | Environmental equity               |
| Goal 7.E | Community stewardship              |

## Policies

### Improving environmental quality and resilience

|             |                                    |
|-------------|------------------------------------|
| Policy 7.1  | Environmental quality              |
| Policy 7.2  | Environmental equity               |
| Policy 7.3  | Ecosystem services                 |
| Policy 7.4  | Climate change                     |
| Policy 7.5  | Air quality                        |
| Policy 7.6  | Hydrology                          |
| Policy 7.7  | Water quality                      |
| Policy 7.8  | Biodiversity                       |
| Policy 7.9  | Habitat and biological communities |
| Policy 7.10 | Habitat Connectivity               |
| Policy 7.11 | Urban forest                       |
| Policy 7.12 | Invasive species                   |
| Policy 7.13 | Soils                              |
| Policy 7.14 | Natural hazards                    |
| Policy 7.15 | Brownfield remediation             |
| Policy 7.16 | Adaptive management                |
| Policy 7.17 | Restoration partnerships           |
| Policy 7.18 | Community stewardship              |

### Planning for natural resource protection

|             |  |
|-------------|--|
| Policy 7.19 | Natural resource protection                  |
| Policy 7.20 | Natural resource inventory                   |
| Policy 7.21 | Environmental plans and regulations          |
| Policy 7.22 | Land acquisition priorities and coordination |

## **ENVIRONMENT AND WATERSHED HEALTH**

---

### **Protecting natural resources in development situations**

- Policy 7.23 Impact evaluation
- Policy 7.24 Regulatory hierarchy: avoid, minimize, mitigate
- Policy 7.25 Mitigation effectiveness
- Policy 7.26 Improving environmental conditions through development

### **Aggregate resources**

- Policy 7.27 Aggregate resource protection
- Policy 7.28 Aggregate resource development
- Policy 7.29 Mining site reclamation

### **Watershed-specific policies**

#### **Columbia River Watershed**

- Policy 7.30 In-water habitat
- Policy 7.31 Sensitive habitats
- Policy 7.32 River-dependent and river-related uses

#### **Willamette River Watershed**

- Policy 7.33 Fish habitat
- Policy 7.34 Stream connectivity
- Policy 7.35 River bank conditions
- Policy 7.36 South Reach ecological complex
- Policy 7.37 Contaminated sites
- Policy 7.38 Sensitive habitats
- Policy 7.39 Riparian corridors
- Policy 7.40 Connected upland and river habitats
- Policy 7.41 River-dependent and river-related uses
- Policy 7.42 Forest Park

#### **Columbia Slough Watershed**

- Policy 7.43 Fish passage
- Policy 7.44 Flow constriction removal
- Policy 7.45 Riparian corridors
- Policy 7.46 Sensitive habitats
- Policy 7.47 Connecting rivers habitats
- Policy 7.48 Contaminated sites
- Policy 7.49 Portland International Airport

#### **Fanno and Tryon Creek Watersheds**

- Policy 7.50 Stream connectivity
- Policy 7.51 Riparian and habitat corridors
- Policy 7.52 Reduced hazard risks



**Johnson Creek Watershed**

- Policy 7.53 In-stream and riparian habitat
- Policy 7.54 Floodplain restoration
- Policy 7.55 Connected floodplains, springs, and wetlands
- Policy 7.56 Reduced natural hazards
- Policy 7.57 Greenspace network

**List of Figures**

- 7-1. Portland's Watersheds
- 7-2. Adopted Environmental Plans

### Goals

#### **Goal 7.A: Climate**

Carbon emissions are reduced to 50 percent below 1990 levels by 2035.

#### **Goal 7.B: Healthy watersheds and environment**

Ecosystem services and ecosystem functions are maintained and watershed conditions have improved over time, supporting public health and safety, environmental quality, fish and wildlife, cultural values, economic prosperity, and the intrinsic value of nature.

#### **Goal 7.C: Resilience**

Portland's built and natural environments function in complementary ways and are resilient in the face of climate change and natural hazards.

#### **Goal 7.D: Environmental equity**

All Portlanders have access to clean air and water, can experience nature in their daily lives, and benefit from development designed to lessen the impacts of natural hazards and environmental contamination.

#### **Goal 7.E: Community stewardship**

Portlanders actively participate in efforts to maintain and improve the environment, including watershed health.

## Policies

### Improving environmental quality and resilience

The following policies are intended to support improving environmental quality and watershed health over time as the city grows. They support Portland's watershed plan goals to restore hydrology, water quality, habitat, and biological communities.

This section calls for preventing incremental environmental degradation, including the spread of invasive species, soil loss, habitat fragmentation, and introduction of hazards to wildlife. Like preventive medicine, preventing environmental degradation is more successful and cost-effective than addressing problems as they increase in severity. These policies support a healthy urban forest and recognize that healthy natural systems reduce natural hazard risks; they also help the City mitigate and adapt to climate change.

These policies recognize that degraded environmental conditions disproportionately affect under-served and under-represented communities. They provide guidance to avoid future disparities and their implementation can help improve existing environmental conditions and the well-being of under-served and under-represented communities.

While some of the impact areas listed below are regulated by other agencies, the City's land use plans and investments can help avoid or reduce impacts, while also improving or supporting efforts to improve conditions over time.

**Policy 7.1 Environmental quality.** Protect or support efforts to protect air, water, and soil quality, and associated benefits to public and ecological health and safety, through plans and investments.

**Policy 7.2 Environmental equity.** Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities relating to air and water quality, natural hazards, contamination, climate change, and access to nature.

**Policy 7.3 Ecosystem services.** Consider the benefits provided by healthy ecosystems that contribute to the livability and economic health of the city.

**Policy 7.4 Climate change.** Update and implement strategies to reduce carbon emissions and impacts, and increase resilience through plans and investments and public education.

**7.4.a. Carbon sequestration.** Enhance the capacity of Portland's urban forest, soils, wetlands, and other water bodies to serve as carbon reserves.

## ENVIRONMENT AND WATERSHED HEALTH

---

**7.4.b. Climate adaptation and resilience.** Enhance the ability of rivers, streams, wetlands, floodplains, urban forest, habitats, and wildlife to limit and adapt to climate-exacerbated flooding, landslides, wildfire, and urban heat island effects.

**Policy 7.5**     **Air quality.** Improve, or support efforts to improve, air quality through plans and investments, including reducing exposure to air toxics, criteria pollutants, and urban heat island effects. Consider the impacts of air quality on the health of all Portlanders.

**Policy 7.6**     **Hydrology.** Through plans and investments, improve or support efforts to improve watershed hydrology to achieve more natural flow and enhance conveyance and storage capacity in rivers, streams, floodplains, wetlands, and aquifers. Minimize impacts from development and associated impervious surfaces, especially in areas with poorly-infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions.

**Policy 7.7**     **Water quality.** Improve, or support efforts to improve, water quality in rivers, streams, floodplains, groundwater, and wetlands through land use plans and investments, to address water quality issues including toxics, bacteria, temperature, metals, and sediment pollution. Consider the impacts of water quality on the health of all Portlanders.

**Policy 7.8**     **Biodiversity.** Strive to achieve and maintain self-sustaining populations of native species, including native plants, native resident and migratory fish and wildlife species, at-risk species, and beneficial insects (such as pollinators) through plans and investments.

**Policy 7.9**     **Habitat and biological communities.** Ensure that plans and investments are consistent with and advance efforts to improve, or support efforts to improve fish and wildlife habitat and biological communities. Use plans and investments to enhance the diversity, quantity, and quality of habitats habitat corridors, and especially habitats that:

- Are rare or declining.
- Support at-risk plant and animal species and communities.
- Support recovery of species under the Endangered Species Act, and prevent new listings.
- Provide culturally important food sources, including those associated with Native American fishing rights.

**Policy 7.10** **Habitat connectivity.** Improve or support efforts to improve terrestrial and aquatic habitat connectivity for fish and wildlife by using plans and investments, to:

- Prevent and repair habitat fragmentation.
- Improve habitat quality.
- Weave habitat into sites as new development occurs.
- Enhance or create habitat corridors that allow fish and wildlife to safely access and move through and between habitat areas.
- Promote restoration and protection of floodplains.

**Policy 7.11** **Urban forest.** Improve, or support efforts to improve the quantity, quality, and equitable distribution of Portland’s urban forest through plans and investments.

**7.11.a. Tree preservation.** Require or encourage preservation of large healthy trees, native trees and vegetation, tree groves, and forested areas.

**7.11.b. Urban forest diversity.** Coordinate plans and investments with efforts to improve tree species diversity and age diversity.

**7.11.c. Tree canopy.** Support progress toward meeting City tree canopy targets.

**7.11.d. Tree planting.** Invest in tree planting and maintenance, especially in low-canopy areas, neighborhoods with under-served or under-represented communities, and within and near urban habitat corridors.

**7.11.e. Vegetation in natural resource areas.** Require native trees and vegetation in significant natural resource areas.

**7.11.f. Resilient urban forest.** Encourage planting of Pacific Northwest hardy and climate change resilient native trees and vegetation generally, and especially in urban habitat corridors.

**7.11.g. Trees in land use planning.** Identify priority areas for tree preservation and planting in land use plans.

**7.11.h. Managing wildfire risk.** Address wildfire hazard risks and management priorities through plans and investments.

**Policy 7.12** **Invasive species.** Prevent the spread of invasive plants, and support efforts to reduce the impacts of invasive plants, animals, and insects, through plans, investments, and education.

**Policy 7.13** **Soils.** Coordinate plans and investments with programs that address human-induced soil loss, erosion, contamination, or other impairments to soil quality and function.

## ENVIRONMENT AND WATERSHED HEALTH

---

- Policy 7.14**    **Natural hazards.** Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.
- Policy 7.15**    **Brownfield remediation.** Improve environmental quality and watershed health by promoting and facilitating brownfield remediation and redevelopment that incorporates ecological site design and resource enhancement.
- Policy 7.16**    **Adaptive management.** Evaluate trends in watershed and environmental health using current monitoring data and information to guide and support improvements in the effectiveness of City plans and investments.
- Policy 7.17**    **Restoration partnerships.** Coordinate plans and investments with other jurisdictions, air and water quality regulators, watershed councils, soil and water conservation districts, Sovereign nations, and community organizations and groups including under-served and under-represented communities, to optimize the benefits, distribution, and cost-effectiveness of watershed restoration and enhancement efforts.
- Policy 7.18**    **Community stewardship.** Encourage voluntary cooperation between property owners, community organizations, and public agencies to restore or re-create habitat on their property, including removing invasive plants and planting native species.

*Other policies in Chapters 3: Urban Form and Chapter 4: Design and Development are essential counterparts to policies in the section above.*

### Planning for natural resource protection

Portland's quality of life depends on maintaining clean air, water, soil, and a healthy environment overall. The policies in this section will preserve and maintain environmental quality by emphasizing protection of natural resources and their functions, consistent with widely accepted ecological principles and scientific literature. These policies call for an up-to-date natural resource inventory, and plans, regulations, and coordinated land acquisition programs to protect significant natural resources and watershed health. They also call for considering potential impacts on public health and safety, equity, and the economy.

- Policy 7.19**    **Natural resource protection.** Protect the quantity, quality, and function of significant natural resources identified in the City's natural resource inventory, including:
- Rivers, streams, sloughs, and drainageways.
  - Floodplains.
  - Riparian corridors.

- Wetlands.
- Groundwater.
- Native and other beneficial vegetation species and communities.
- Aquatic and terrestrial habitats, including special habitats or habitats of concern, large anchor habitats, habitat complexes and corridors, rare and declining habitats such as wetlands, native oak, bottomland hardwood forest, grassland habitat, shallow water habitat, and habitats that support special-status or at-risk plant and wildlife species.
- Other resources identified in natural resource inventories.

**Policy 7.20** **Natural resource inventory.** Maintain an up-to-date inventory by identifying the location and evaluating the relative quantity and quality of natural resources.

**Policy 7.21** **Environmental plans and regulations.** Maintain up-to-date environmental protection plans and regulations that specify the significant natural resources to be protected and the types of protections to be applied, based on the best data and science available and on an evaluation of cumulative environmental, social, and economic impacts and tradeoffs. *See Figure 7-2 — Adopted Environmental Plans.*

**7.21.a.** Improve the effectiveness of environmental protection plans and regulations to protect and encourage enhancement of ecological functions and ecosystem services.

**7.21.b.** Prevent or reduce disproportionate environmental impacts on under-served and under-represented communities.

**Policy 7.22** **Land acquisition priorities and coordination.** Maintain a land acquisition program as a tool to protect and support natural resources and their functions. Coordinate land acquisition with the programs of City bureaus and other agencies and organizations.

### Protecting natural resources in development situations

The following policies provide guidance for land use regulations that address significant natural resources where new development is proposed. They will help ensure that the potential adverse impacts of development are well understood, and avoided where practicable. These policies also call for an evaluation of design alternatives to minimize negative impacts, and the use of mitigation approaches that fully mitigate unavoidable impacts.

**Policy 7.23 Impact evaluation.** Evaluate the potential adverse impacts of proposed development on significant natural resources, their functions, and the ecosystem services they provide to inform and guide development design and mitigation consistent with policies 7.24-7.26, and other relevant Comprehensive Plan policies.

**Policy 7.24 Regulatory hierarchy: avoid, minimize, mitigate.** Maintain regulations requiring that the potential adverse impacts of new development on significant natural resources and their functions first be avoided where practicable, then minimized, then lastly, mitigated.

**Policy 7.25 Mitigation effectiveness.** Require that mitigation approaches compensate fully for adverse impacts on locally and regionally significant natural resources and functions. Require mitigation to be located as close to the impact as possible. Mitigation must also take place within the same watershed or portion of the watershed that is within the Portland Urban Services Boundary, unless mitigating outside of these areas will provide a greater local ecological benefit. Mitigation will be subject to the following preference hierarchy:

1. On the site of the resource subject to impact with the same kind of resource; if that is not possible, then
2. Off-site with the same kind of resource; if that is not possible, then
3. On-site with a different kind of resource; if that is not possible, then
4. Off-site with a different kind of resource.

**Policy 7.26 Improving environmental conditions through development.** Encourage ecological site design, site enhancement, or other tools to improve ecological functions and ecosystem services in conjunction with new development and alterations to existing development.



## Aggregate resources

- Policy 7.27** **Aggregate resource protection.** Protect aggregate resource sites for current and future use where there are no major conflicts with urban needs, or where these conflicts may be resolved.
- Policy 7.28** **Aggregate resource development.** Ensure that development of aggregate resources minimizes adverse environmental impacts and impacts on adjacent land uses.
- Policy 7.29** **Mining site reclamation.** Ensure that the reclamation of mining sites protects public health and safety, protects fish and wildlife (including at-risk species), enhances or restores habitat (including rare and declining habitat types), restores adequate watershed conditions and functions on the site, and is compatible with the surrounding land uses and conditions of nearby land.

## Watershed specific policies

The policies above guide planning, actions, and investments citywide. The following policies are intended to augment the citywide Watershed Health and Environment policies by providing additional guidance relating and responding to the characteristics within each of Portland’s distinctive watersheds. They address watershed-specific habitat types, hydrology, water quality issues, and stormwater management challenges. Together, the citywide and watershed-specific policies support the close coordination of watershed health and land use programs, guiding land use planning-related activities and future infrastructure investments. While these watersheds are not entirely within Portland’s urban services boundary, Portland’s actions can have significant benefits for the watershed as a whole.

### Columbia River Watershed

- Policy 7.30** **In-water habitat.** Enhance in-water habitat for native fish and wildlife, particularly in the Oregon Slough and near-shore environments along the Columbia River.
- Policy 7.31** **Sensitive habitats.** Enhance grassland, beach, riverbanks, wetlands, bottomland forests, shallow water habitats, and other key habitats for wildlife traveling along the Columbia River migratory corridor, while continuing to manage the levees and floodplain for flood control.
- Policy 7.32** **River-dependent and river-related uses.** Maintain plans and regulations that recognize the needs of river-dependent and river-related uses while also supporting ecologically-sensitive site design and practices.

### Willamette River Watershed

- Policy 7.33**    **Fish habitat.** Provide adequate intervals of ecologically-functional shallow-water habitat for native fish along the entire length of the Willamette River within the city, and at the confluences of its tributaries.
- Policy 7.34**    **Stream connectivity.** Improve stream connectivity between the Willamette River and its tributaries.
- Policy 7.35**    **River bank conditions.** Preserve existing river bank habitat and encourage the rehabilitation of river bank sections that have been significantly altered due to development with more fish and wildlife friendly riverbank conditions.
- Policy 7.36**    **South Reach ecological complex.** Enhance habitat quality and connections between Ross Island, Oaks Bottom, and riverfront parks and natural areas south of the Central City, to enhance the area as a functioning ecological complex.
- Policy 7.37**    **Contaminated sites.** Promote and support programs that facilitate the cleanup, reuse, and restoration of the Portland Harbor Superfund site and other contaminated upland sites.
- Policy 7.38**    **Sensitive habitats.** Protect and enhance grasslands, beaches, floodplains, wetlands, remnant native oak, bottomland hardwood forest, and other key habitats for native wildlife including shorebirds, waterfowl, and species that migrate along the Pacific Flyway and the Willamette River corridor.
- Policy 7.39**    **Riparian corridors.** Increase the width and quality of vegetated riparian buffers along the Willamette River.
- Policy 7.40**    **Connected upland and river habitats.** Enhance habitat quality and connectivity between the Willamette riverfront, the Willamette's floodplain, and upland natural resource areas.
- Policy 7.41**    **River-dependent and river-related uses.** Develop and maintain plans and regulations that recognize the needs of river-dependent and river-related uses, while also supporting ecologically-sensitive site design and practices.
- Policy 7.42**    **Forest Park.** Enhance Forest Park as an anchor habitat and recreational resource.

**Columbia Slough Watershed**

- Policy 7.43** **Fish passage.** Restore in-stream habitat and improve fish passage within the Columbia Slough, including for salmonids in the lower slough.
- Policy 7.44** **Flow constriction removal.** Reduce constriction, such as culverts, in the slough channels, to improve the flow of water and water quality.
- Policy 7.45** **Riparian corridors.** Increase the width, quality, and native plant diversity of vegetated riparian buffers along Columbia Slough channels and other drainageways within the watershed, while also managing the slough for flood control.
- Policy 7.46** **Sensitive habitats.** Enhance grasslands and wetland habitats in the Columbia Slough, such as those found in the Smith and Bybee Lakes and at the St. Johns Landfill site, to provide habitat for sensitive species, and for wildlife traveling along the Columbia and Willamette river migratory corridors.
- Policy 7.47** **Connected rivers habitats.** Enhance upland habitat connections to the Willamette and Columbia rivers.
- Policy 7.48** **Contaminated sites.** Ensure that plans and investments are consistent with and advance programs that facilitate the cleanup, reuse, and restoration of contaminated sites that are adjacent, or that discharge stormwater, to the Columbia Slough.
- Policy 7.49** **Portland International Airport.** Protect, restore, and enhance natural resources and functions in the Portland International Airport plan district, as identified in Portland International Airport/Middle Columbia Slough Natural Resources Inventory. Accomplish this through regulations, voluntary strategies, and the implementation of special development standards.

**Fanno and Tryon Creek Watersheds**

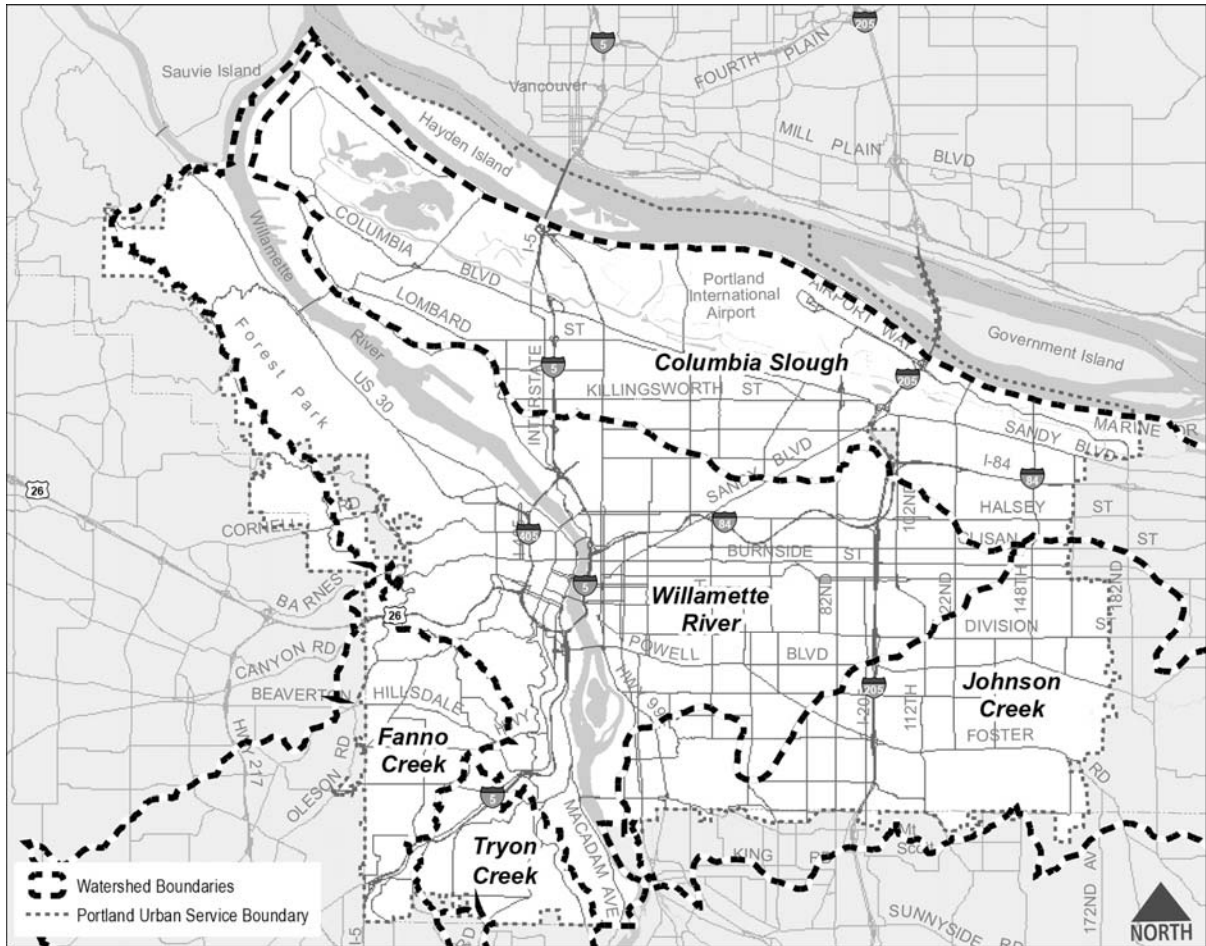
- Policy 7.50** **Stream connectivity.** Encourage the daylighting of piped portions of Tryon and Fanno creeks and their tributaries.
- Policy 7.51** **Riparian and habitat corridors.** Protect and enhance riparian habitat quality and connectivity along Tryon and Fanno creeks and their tributaries. Enhance connections between riparian areas, parks, anchor habitats, and areas with significant tree canopy. Enhance in-stream and upland habitat connections between Tryon Creek State Natural Area and the Willamette River.
- Policy 7.52** **Reduced hazard risks.** Reduce the risks of landslides and streambank erosion by protecting trees and vegetation that absorb stormwater, especially in areas with steep slopes or limited access to stormwater infrastructure.

### Johnson Creek Watershed

- Policy 7.53 In-stream and riparian habitat.** Enhance in-stream and riparian habitat and improve fish passage for salmonids along Johnson Creek and its tributaries.
- Policy 7.54 Floodplain restoration.** Enhance Johnson Creek floodplain functions to increase flood-storage capacity, improve water quality, and enhance fish and wildlife habitat.
- Policy 7.55 Connected floodplains, springs, and wetlands.** Enhance hydrologic and habitat connectivity between the Johnson Creek floodplain and its springs and wetlands.
- Policy 7.56 Reduced natural hazards.** Reduce the risks of landslides, streambank erosion and downstream flooding by protecting seeps, springs, trees, vegetation, and soils that absorb stormwater in the East Buttes.
- Policy 7.57 Greenspace network.** Enhance the network of parks, trails, and natural areas near the Springwater Corridor Trail and the East Buttes to enhance habitat connectivity and nature-based recreation in East Portland.

*For additional policy guidance regarding geographically-specific issues and opportunities, see Chapter 4: Design and Development. More specific flood management policies are in Chapter 8: Public Facilities and Services.*

Figure 7-1. Portland's Watersheds



## ENVIRONMENT AND WATERSHED HEALTH

---

Figure 7-2. Adopted Environmental Plans

| Plan  | Ordinance No.            | Effective dates |
|---|--------------------------|-----------------|
| Columbia Corridor Industrial and Environmental Mapping Project                          | NA                       | 1989            |
| Balch Creek Watershed Protection Plan   | 163770                   | 1990            |
| Columbia South Shore Plan   | 163609, 167127           | 1990, 1993      |
| Johnson Creek Basin Protection Plan   | 164472                   | 1991            |
| Northwest Hills Natural Areas Protection Plan   | 164517, 168699           | 1991, 1995      |
| Southwest Hills Resource Protection Plan  | 165002                   | 1992            |
| East Buttes, Terraces and Wetlands Conservation Plan                                    | 166572                   | 1993            |
| Fanno Creek and Tributaries Conservation Plan   | 167293                   | 1994            |
| Skyline West Conservation Plan  | 168154                   | 1994            |
| Boring Lava Domes Supplement to the Johnson creek Basin Protection Plan                 | 171740                   | 1997            |
| Portland International Raceway Plan   | 172978                   | 1999            |
| Multnomah County-Portland Unincorporated Urban Areas Functional Plan Compliance Project | County Ordinance No. 967 | 2001            |
| Pleasant Valley Plan  | 178961                   | 2004            |
| Cascade Station/Portland International Center Plan                                      | 179076                   | 2005            |
| Portland International Airport Plan   | 184521                   | 2011            |

## Chapter 8: Public Facilities and Services

### What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Set clear standards for service delivery and system expansion for public rights-of-way, sanitary and stormwater systems, water, parks and recreation, public safety and emergency response, solid waste management, school facilities, technology access, and energy infrastructure.
- Emphasize the development of facilities that serve multiple goals.
- Affirm methods for interagency and intergovernmental coordination.
- Advance an adaptive management approach to improve reliability and resilience.
- Provide more equitable service delivery.
- Reduce risks to human and environmental health and safety.

### Why is this important?

High-quality and dependable basic public services, like clean water and reliable sewer and stormwater management services, are essential to Portland's future success. Cost-effective and dependable services improve quality of life, affordability, and make Portland a more attractive place to do business. Well-built and well-maintained facilities also help the city recover from damaging natural events and emergencies. The City's public facilities and services can also help create a vibrant public realm.

The City's public facility systems provide water, sewer, transportation, parks, and civic services. Public facilities include the varied and extensive networks of streets and pipes, as well as parks and natural areas, which not only manage stormwater and flooding, but also help provide places for recreation. Public services include things like public transportation and police, fire, and emergency response. In addition, services such as access to broadband technology, electricity and natural gas, and comprehensive waste, recycling, and composting services are essential for households and businesses. It takes the collective and coordinated effort of multiple agencies and regulated utilities to maintain and operate the complex systems used to manage and provide these necessities to Portlanders.

## **PUBLIC FACILITIES AND SERVICES**

---

Public agencies aim to provide basic services to all Portlanders. However, for a variety of reasons, not all services are distributed equitably across the city. The agencies charged with managing public facility systems must balance the need to maintain existing services and infrastructure with the need to bring new or improved services to more recently annexed areas of the city, to under-served and under-represented communities, and to new residents and businesses. In addition, these improvements must be made in ways that meet federal, state, and regional regulations.

Given the likelihood of environmental, economic, and technological change in the next 20 years, the agencies that deliver, build, and manage services and facilities must reinvent systems and facilities to satisfy multiple uses, withstand environmental stress, and adapt to changing circumstances. The goals and policies in this chapter support the equitable, efficient, and adaptive management approaches that are needed to provide high-quality facilities and services to all Portlanders, including those in future generations.



# Table of Contents

## Goals

|          |  |
|----------|--|
| Goal 8.A | Quality public facilities and services |
| Goal 8.B | Multiple benefits                      |
| Goal 8.C | Reliability and resiliency             |
| Goal 8.D | Public rights-of-way                   |
| Goal 8.E | Sanitary and stormwater systems        |
| Goal 8.F | Flood management                       |
| Goal 8.G | Water                                  |
| Goal 8.H | Parks, natural areas, and recreation   |
| Goal 8.I | Public safety and emergency response   |
| Goal 8.J | Solid waste management                 |
| Goal 8.K | School facilities                      |
| Goal 8.L | Technology and communications          |
| Goal 8.M | Energy infrastructure and services     |

## Policies

### Service provision

|            |   |
|------------|---|
| Policy 8.1 | Urban services boundary                             |
| Policy 8.2 | Rural, urbanizable, and urban public facility needs |
| Policy 8.3 | Urban service delivery                              |
| Policy 8.4 | Supporting facilities and systems                   |
| Policy 8.5 | Planning service delivery                           |

### Service coordination

|             |                             |
|-------------|-----------------------------|
| Policy 8.6  | Interagency coordination    |
| Policy 8.7  | Outside contracts           |
| Policy 8.8  | Public service coordination |
| Policy 8.9  | Internal coordination       |
| Policy 8.10 | Co-location                 |

### Service extension

|             |  |
|-------------|--|
| Policy 8.11 | Annexation                               |
| Policy 8.12 | Feasibility of service                   |
| Policy 8.13 | Orderly service extension                |
| Policy 8.14 | Coordination of service extension        |
| Policy 8.15 | Services to unincorporated urban pockets |
| Policy 8.16 | Orderly urbanization                     |
| Policy 8.17 | Services outside the city limits         |
| Policy 8.18 | Service district expansion               |
| Policy 8.19 | Rural service delivery                   |

## **PUBLIC FACILITIES AND SERVICES**

---

### **Public investment**

- Policy 8.20 Regulatory compliance
- Policy 8.21 System capacity
- Policy 8.22 Equitable service
- Policy 8.23 Asset management
- Policy 8.24 Risk management
- Policy 8.25 Critical infrastructure
- Policy 8.26 Capital programming

### **Funding**

- Policy 8.27 Cost-effectiveness
- Policy 8.28 Shared costs
- Policy 8.29 System development
- Policy 8.30 Partnerships

### **Public benefits**

- Policy 8.31 Application of Guiding Principles
- Policy 8.32 Community benefit agreements
- Policy 8.33 Resource efficiency
- Policy 8.34 Natural systems
- Policy 8.35 Context-sensitive infrastructure
- Policy 8.36 Site- and area-specific needs

### **Public rights-of-way**

- Policy 8.37 Interconnected network
- Policy 8.38 Transportation function
- Policy 8.39 Utility function
- Policy 8.40 Stormwater management
- Policy 8.41 Trees in rights-of-way
- Policy 8.42 Community uses
- Policy 8.43 Commercial uses
- Policy 8.44 Flexible design
- Policy 8.45 Corridors and City Greenways
- Policy 8.46 Coordination
- Policy 8.47 Undergrounding
- Policy 8.48 Right-of-way vacations
- Policy 8.49 Rail rights-of-way

### **Transportation system**

See Chapter 9: Transportation of this Comprehensive Plan

### **Trails**

- Policy 8.50 Public trails
- Policy 8.51 Trail system connectivity
- Policy 8.52 Trail coordination
- Policy 8.53 Trail diversity

- Policy 8.54 Public access requirements
- Policy 8.55 Trail and City Greenway coordination
- Policy 8.56 Trail and Habitat Corridor coordination
- Policy 8.57 Intertwine coordination

## **Sanitary and stormwater systems**

### **Sanitary systems**

- Policy 8.58 Sewer connections
- Policy 8.59 Combined sewer overflows
- Policy 8.60 Sanitary sewer overflows
- Policy 8.61 Private sewage treatment systems
- Policy 8.62 Sewer extensions
- Policy 8.63 Pollution prevention
- Policy 8.64 Treatment

### **Stormwater systems**

- Policy 8.65 Stormwater facilities
- Policy 8.66 Stormwater as a resource
- Policy 8.67 Natural systems
- Policy 8.68 Green infrastructure
- Policy 8.69 Stormwater discharge
- Policy 8.70 On-site stormwater management
- Policy 8.71 Pollution prevention
- Policy 8.72 Stormwater partnerships

## **Flood management**

- Policy 8.73 Flood management
- Policy 8.74 Floodplain management
- Policy 8.75 Floodplain management facilities
- Policy 8.76 Drainage district coordination
- Policy 8.77 Levee coordination

## **Water systems**

- Policy 8.78 Primary supply source
- Policy 8.79 Bull Run protection
- Policy 8.80 Secondary supply sources
- Policy 8.81 Groundwater wellfield protection
- Policy 8.82 Water quality
- Policy 8.83 Storage
- Policy 8.84 Fire protection
- Policy 8.85 Water pressure
- Policy 8.86 Water efficiency
- Policy 8.87 Service interruptions
- Policy 8.88 Outside user contracts

## **PUBLIC FACILITIES AND SERVICES**

---

### **Parks and recreation**

- Policy 8.89 Acquisition, development, and maintenance
- Policy 8.90 Service equity
- Policy 8.91 Capital programming
- Policy 8.92 Park planning
- Policy 8.93 Recreational trails
- Policy 8.94 Natural resources
- Policy 8.95 Urban forest management
- Policy 8.96 Recreational facilities
- Policy 8.97 Special recreational facilities
- Policy 8.98 Public-private partnerships

### **Public safety and emergency response**

- Policy 8.99 Emergency preparedness, response, and recovery coordination
- Policy 8.100 Emergency management facilities
- Policy 8.101 Police facilities
- Policy 8.102 Community safety centers
- Policy 8.103 Fire facilities
- Policy 8.104 Mutual aid
- Policy 8.105 Community preparedness
- Policy 8.106 Continuity of operations

### **Solid waste management**

- Policy 8.107 Waste management

### **School facilities**

- Policy 8.108 School district capacity
- Policy 8.109 Co-location
- Policy 8.110 Community use
- Policy 8.111 Recreational use
- Policy 8.112 Schools as emergency aid centers
- Policy 8.113 Facility adaptability
- Policy 8.114 Leverage public investment
- Policy 8.115 School access
- Policy 8.116 Private institutions

### **Technology and communications**

- Policy 8.117 Technology and communication systems
- Policy 8.118 Equity, capacity, and reliability

### **Energy infrastructure**

- Policy 8.119 Energy efficiency
- Policy 8.120 Coordination

### **List of Figures**

- 8-1. Urban, Urbanizable, and Rural Lands
- 8-2. Future Public Trails Alignments

## **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.

## **PUBLIC FACILITIES AND SERVICES**

---

### **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.

## 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

## **PUBLIC FACILITIES AND SERVICES**

---

**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 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.

## PUBLIC FACILITIES AND SERVICES

---

- 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.
- 8.20.a.** In places that are not expected to grow significantly but have existing deficiencies, invest to reduce disparity and improve livability.
- 8.20.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.
- 8.20.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.

**8.20.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.

## PUBLIC FACILITIES AND SERVICES

---

**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 benefit agreements.** Encourage the use of negotiated community benefit agreements for large public facility projects as appropriate to address environmental justice policies in Chapter 2: Community Involvement.

**Policy 8.33 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 8.34 Natural systems.** Protect, enhance, and restore natural systems and features for their infrastructure service and other values.

**Policy 8.35 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 8.36 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.

### 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 8.37** **Interconnected network.** Establish a safe and connected rights-of-way system that equitably provides infrastructure services throughout the city.
- Policy 8.38** **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 8.39** **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 8.40** **Stormwater management function.** Improve rights-of-way to integrate green infrastructure and other stormwater management facilities to meet desired levels-of-service and economic, social, and environmental objectives.
- Policy 8.41** **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 8.42** **Community uses.** Allow community use of rights-of-way for purposes such as public gathering space, events, or temporary festivals, as long as the community uses are integrated in ways that balance and minimize conflict with the designated through movement and access roles of rights-of-ways.
- Policy 8.43** **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.
- Policy 8.44** **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 8.45** **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 8.46** **Coordination.** Coordinate the planning, design, development, improvement, and maintenance of public rights-of-way among appropriate public agencies, private providers, and adjacent landowners.

## PUBLIC FACILITIES AND SERVICES

---

**8.46.a.** Coordination efforts should include the public facilities necessary to support the uses and functions of rights-of-way, as established in Policies 8.38 to 8.41.

**8.46.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 8.47**    **Undergrounding.** Encourage undergrounding of electrical and telecommunications facilities within public rights-of-way, especially in centers and along Civic Corridors.

**Policy 8.48**    **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 8.38 to 8.41.

**Policy 8.49**    **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. The policies in this section support continued improvement, management, and coordination of the trail system.

**Policy 8.50**    **Public trails.** Establish, improve, and maintain a citywide system of 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 8.51**    **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 8.52 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 8.53 Trail diversity.** Allow a variety of trail types to reflect a trail’s transportation and recreation roles, requirements, and physical context.
- Policy 8.54 Public access requirements.** Require public access and improvement of public trails along the future public trail alignments shown in Figure 8-2 — Future Public Trail Alignments.
- Policy 8.55 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 additional policies related to City Greenways.*
- Policy 8.56 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 8.57 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 8.58 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 8.59 Combined sewer overflows.** Provide adequate public facilities to limit combined sewer overflows to frequencies established by regulatory permits.
- Policy 8.60 Sanitary sewer overflows.** Provide adequate public facilities to prevent sewage releases to surface waters as consistent with regulatory permits.
- Policy 8.61 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 8.62 Sewer extensions.** Prioritize sewer system extensions to areas that are already developed at urban densities and where health hazards exist.
- Policy 8.63 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 8.64 Treatment.** Provide adequate wastewater treatment facilities to ensure compliance with effluent standards established in regulatory permits.

### Stormwater system

- Policy 8.65 Stormwater facilities.** Provide adequate stormwater facilities for conveyance, flow control, and pollution reduction.
- Policy 8.66 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 8.67 Natural systems.** Protect and enhance the stormwater management capacity of natural resources such as rivers, streams, creeks, drainageways, wetlands, and floodplains.
- Policy 8.68 Green infrastructure.** Promote the use of green infrastructure, such as natural areas, the urban forest, and landscaped stormwater facilities, to manage stormwater.



- Policy 8.69 Stormwater discharge.** Avoid or minimize the impact of stormwater discharges on the water and habitat quality of rivers and streams.
- Policy 8.70 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 8.71 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 8.72 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 8.73 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 8.74 Floodplain management.** Manage floodplains to protect and restore associated natural resources and functions and to minimize the risks to life and property from flooding.

## **PUBLIC FACILITIES AND SERVICES**

---

- Policy 8.75**    **Flood management facilities.** Establish, improve, and maintain flood management facilities to serve designated land uses through planning, investment and regulatory requirements.
- Policy 8.76**    **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 8.77**    **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 8.78**    **Primary supply source.** Protect the Bull Run watershed as the primary water supply source for Portland.
- Policy 8.79**    **Bull Run protection.** Maintain a source-protection program and practices to safeguard the Bull Run watershed as a drinking water supply.
- Policy 8.80**    **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 8.81**    **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 8.82**    **Water quality.** Maintain compliance with state and federal drinking water quality regulations.
- Policy 8.83**    **Storage.** Provide sufficient in-city water storage capacity to serve designated land uses, meet demand fluctuations, maintain system pressure, and ensure supply reliability.

- Policy 8.84**    **Fire protection.** Provide adequate water facilities to serve the fire protection needs of all Portlanders and businesses.
- Policy 8.85**    **Water pressure.** Provide adequate water facilities to maintain water pressure in order to protect water quality and provide for the needs of customers.
- Policy 8.86**    **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 8.87**    **Service interruptions.** Maintain and improve water facilities to limit interruptions in water service to customers.
- Policy 8.88**    **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 8.89**    **Acquisition, development, and maintenance.** Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city’s current and future population based on identified level-of-service standards and community needs.
- Policy 8.90**    **Service equity.** Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.
- Policy 8.91**    **Capital programming.** Maintain a long-range park capital improvement program that balances acquisition, development, and operations; provides a process and criteria for capital improvement project selection; and emphasizes creative and flexible financing strategies.
- Policy 8.92**    **Park planning.** 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.

## **PUBLIC FACILITIES AND SERVICES**

---

- Policy 8.93**    **Recreational trails.** Establish, improve, and maintain a complete and connected system of public recreational trails, consistent with Portland Parks & Recreation’s trail strategy.
- Policy 8.94**    **Natural resources.** Preserve, enhance, and manage City-owned natural areas and resources to protect and improve their ecological health, in accordance with both the natural area acquisition and restoration strategies, and to provide compatible public access.
- Policy 8.95**    **Urban forest management.** 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.*
- Policy 8.96**    **Recreational facilities.** Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.
- Policy 8.97**    **Special recreational facilities.** Establish and manage specialized recreational facilities within the park system to respond to unique, identified public needs and to take advantage of land assets. Manage specialized recreational facilities to meet cost-recovery goals, including financially self-sufficient enterprise facilities (such as for golf and motorsports).
- Policy 8.98**    **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 8.99**    **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 8.100 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 8.101 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 8.102 Community safety centers.** Establish, coordinate, and co-locate public safety and other community services in centers.
- Policy 8.103 Fire facilities.** Improve and maintain fire facilities to serve designated land uses, ensure equitable and reliable response, and provide fire and life safety protection that exceeds minimum established service levels.
- Policy 8.104 Mutual aid.** Maintain mutual aid coordination with regional emergency response providers as appropriate to protect life and ensure safety.
- Policy 8.105 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 8.106 Continuity of operations.** Maintain and enhance the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services.

## **Solid waste management**

Solid waste, composting, and recycling facilities and services are regulated and provided through a partnership between the City of Portland, Metro, franchised haulers and private companies. The following policy supports sustainable waste reduction, recovery, and management, and the use and reuse of materials prior to disposal. This policy relates to the aspects of Oregon's Statewide Planning Goal 13 – Energy Conservation, which focuses on systems and incentives for collection, reuse, and recycling of waste.

- Policy 8.107 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 8.108 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 8.109 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 8.110 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 8.111 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 8.112 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 8.113 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 8.114 Leverage public investment.** Encourage City public facility investments that complement and leverage local public school districts’ major capital investments.
- Policy 8.115 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 8.116 Private institutions.** Encourage collaboration with private schools and educational institutions to support community and recreational use of their facilities.

## Technology and communications

Private utilities and companies provide technology and communication facilities and services to the general public. The City regulates limited aspects of these services, such as the siting of new facilities. The City also provides specific technology and communications services to support City and partner agency service delivery. The City promotes access to affordable and reliable technology and communications for all Portlanders.

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

**Policy 8.117 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 8.118 Equity, capacity, and reliability.** Encourage regulatory approaches and investments in technology and communication infrastructure, such as broadband, to ensure access in all areas of the city, reduce disparities in capacity, and affordability and provide high-performance, reliable service for Portland's residents and businesses.

## Energy infrastructure

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

**Policy 8.119 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 8.120 Coordination.** Coordinate with energy providers to encourage investments that ensure reliable, equitable, efficient, and affordable energy for Portland residents and businesses.

# PUBLIC FACILITIES AND SERVICES

Figure 8-1. Urban, Urbanizable, and Rural Lands

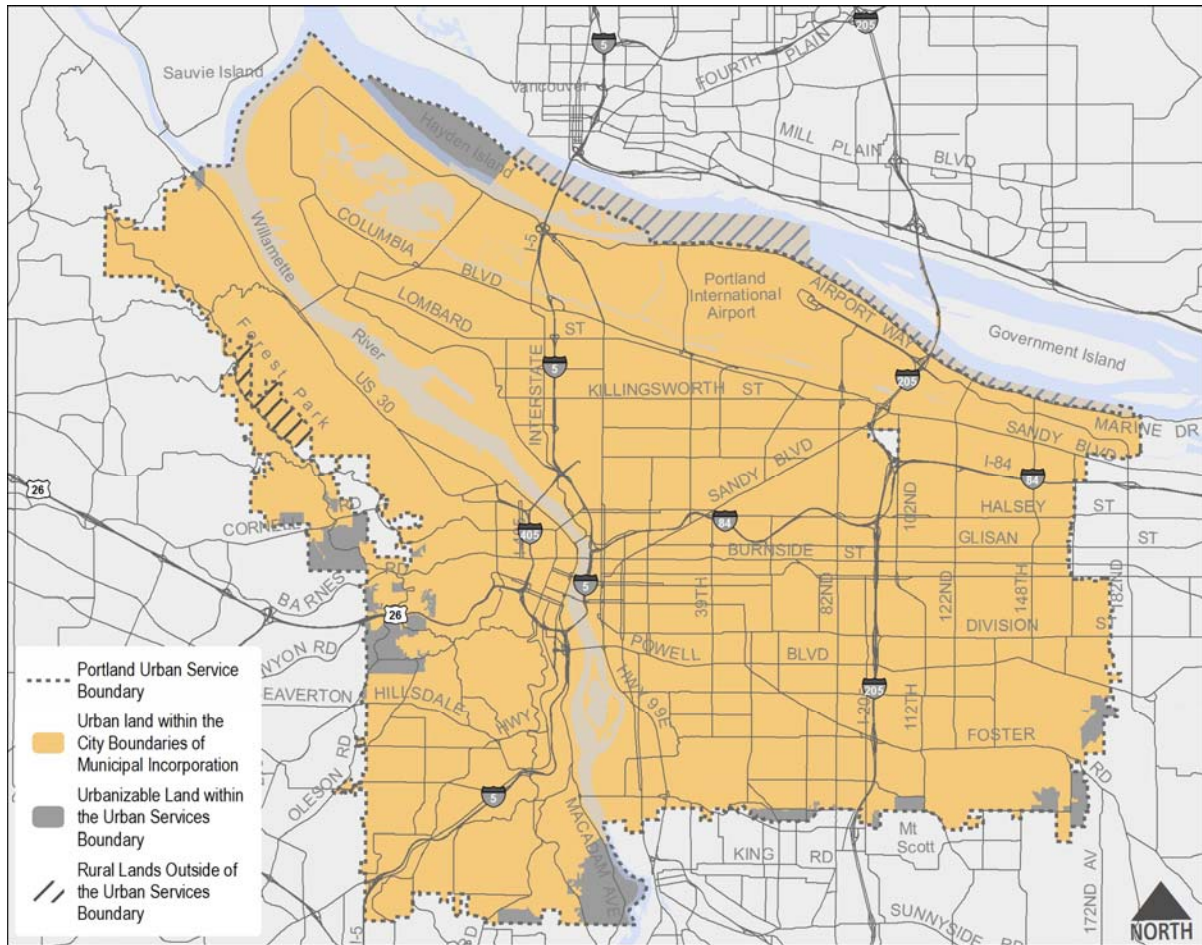
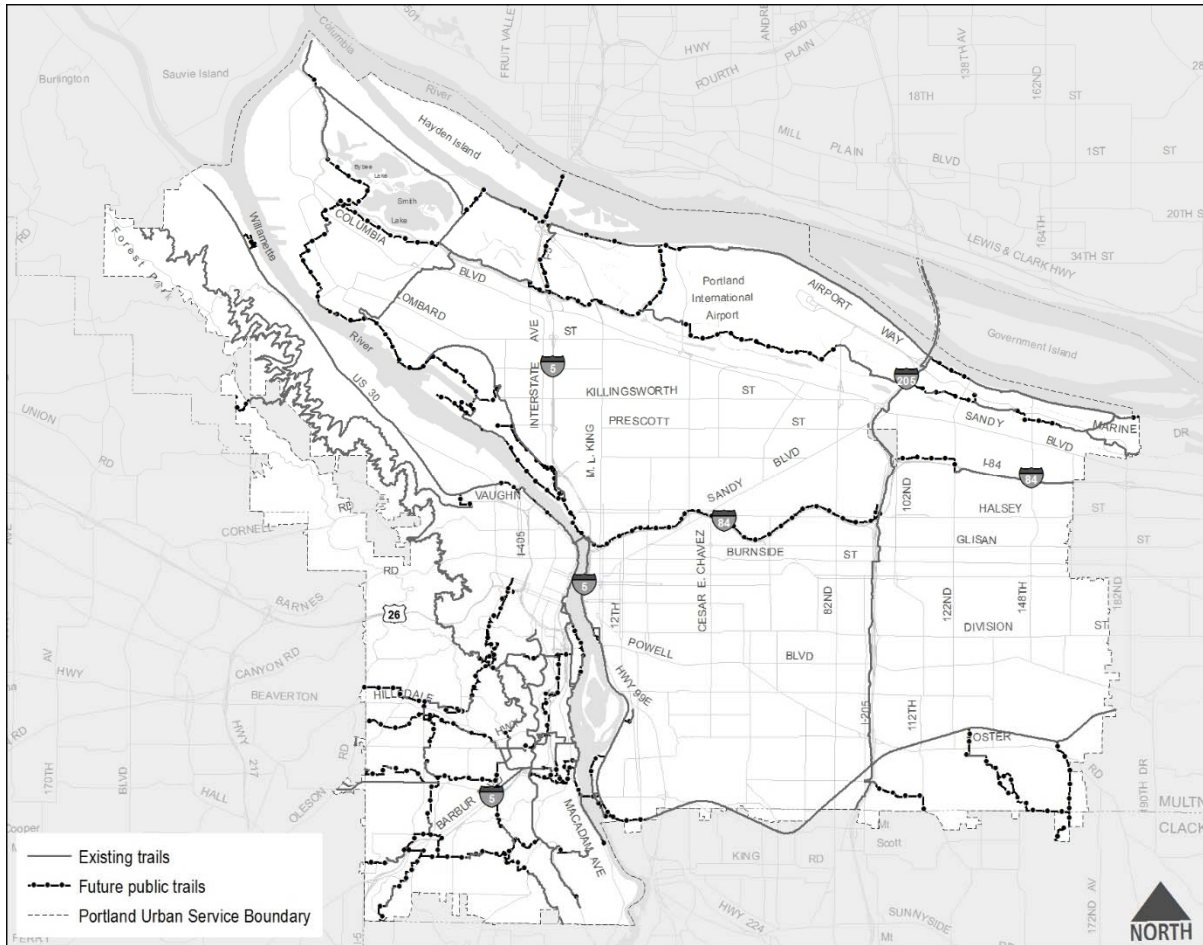




Figure 8-2. Future Public Trail Alignments



## Chapter 9: Transportation

### What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Create a coordinated, efficient, and more affordable multimodal transportation system.
- Make cost-effective investments and system-management decisions that encourage people to choose healthy, active, and low-carbon transportation modes and systems, and enhance the economic competitiveness of the region.
- Reduce service disparities and achieve equitable access to all types of facilities and transportation modes.
- Ensure safety for users of all transportation modes, with attention to the most vulnerable users, including people with disabilities, those using mobility devices, the young, and the elderly.
- Guide the location and design of new street infrastructure.
- Direct how and when transportation infrastructure is managed and maintained.
- Provide policy guidance for developing and implementing the Transportation System Plan.

### Why is this important?

The transportation system is essential to the functioning of the city and the well-being and prosperity of the community. It connects people and businesses to goods and services, and links them to the region, state, nation, and world. Although transportation is often measured in terms of mobility, it also creates access to opportunity. The way we build our city has an impact on our mobility and, by extension, our access to opportunity. These goals and policies also reflect the role of transportation planning in reducing carbon emissions and improving public health. Finally, this chapter acknowledges the role that streets can play in providing great civic and recreational spaces.

With its 1980 Comprehensive Plan, the City of Portland became a national leader in the integration of land use and transportation. The 2035 Comprehensive Plan builds on that tradition and adds new innovations. The goals and policies in this chapter increase the focus on complete multimodal transportation systems. The historical emphasis on automobile mobility increasingly creates a cost burden on households and the community as a whole. For the city to successfully meet its transportation system goals for the future, other more affordable choices must be widely available and safe.

### What is the Transportation System Plan?

The Transportation System Plan (TSP) is the 20-year plan to guide transportation investments in Portland. The TSP meets state and regional planning requirements and addresses local transportation needs. It includes:

- Policies that guide the maintenance, development, and implementation of Portland’s transportation system.
- A list of projects necessary to accommodate 20 years of growth in population and employment, including a financial plan.
- Master street plans and modal plans.
- Strategies and regulations for implementation, including street classification maps.

Elements of the TSP — the policies, the projects included in the List of Significant Projects, street classification maps, and street plan maps — are adopted as part of the Comprehensive Plan. The TSP itself is adopted concurrently with the Comprehensive Plan but is published under a separate cover. For ease of use and transparency, the citywide policies from the TSP are also included in this chapter of the Comprehensive Plan.

The TSP also provides more detail than the Comprehensive Plan by including additional sub-policies and area-specific policies, and additional supporting information about transportation system conditions. The TSP contains the transportation element of the City’s Public Facilities Plan. Figure 9-1 — Transportation System Plan: Relationship to Other Policies and Plans illustrates the relationship between the TSP and other policies and plans.

# Table of Contents

## Goals

|          |                              |
|----------|------------------------------|
| Goal 9.A | Safety                       |
| Goal 9.B | Multiple goals               |
| Goal 9.C | Great places                 |
| Goal 9.D | Environmentally sustainable  |
| Goal 9.E | Equitable transportation     |
| Goal 9.F | Positive health outcomes     |
| Goal 9.G | Opportunities for prosperity |
| Goal 9.H | Cost effectiveness           |
| Goal 9.I | Airport Futures              |

## Policies

### Designing and planning

|            |  |
|------------|--|
| Policy 9.1 | Street design classifications                                |
| Policy 9.2 | Street policy classifications                                |
| Policy 9.3 | Transportation System Plan                                   |
| Policy 9.4 | Use of classifications                                       |
| Policy 9.5 | Mode share goals and Vehicle Miles Travelled (VMT) reduction |
| Policy 9.6 | Transportation strategy for people movement                  |
| Policy 9.7 | Moving goods and delivering services                         |
| Policy 9.8 | Affordability  |
| Policy 9.9 | Geographic policies  |

### Land use, development, and placemaking

|             |  |
|-------------|--|
| Policy 9.10 | Land use and transportation coordination |
| Policy 9.11 | Growth strategy                          |
| Policy 9.12 | Development and street design            |

### Streets as public spaces

|             |  |
|-------------|--|
| Policy 9.13 | Streets for transportation and public spaces |
| Policy 9.14 | Repurposing street space                     |
| Policy 9.15 | Design with nature                           |

### Modal policies

|             |                                     |
|-------------|-------------------------------------|
| Policy 9.16 | Pedestrian transportation           |
| Policy 9.17 | Pedestrian networks                 |
| Policy 9.18 | Pedestrian safety and accessibility |
| Policy 9.19 | Bicycle transportation              |
| Policy 9.20 | Accessible bicycle system           |
| Policy 9.21 | Bicycle classifications             |
| Policy 9.22 | Public transportation               |

## TRANSPORTATION

---

- Policy 9.23 Transportation to job centers
- Policy 9.24 Transit service
- Policy 9.25 Transit equity
- Policy 9.26 Transit service to centers and corridors
- Policy 9.27 Intercity passenger service
- Policy 9.28 Regional trafficways and transitways
- Policy 9.29 Multimodal goods movement
- Policy 9.30 Economic development and industrial lands
- Policy 9.31 Multimodal system and hub
- Policy 9.32 Freight network
- Policy 9.33 Sustainable freight system
- Policy 9.34 Freight rail network
- Policy 9.35 Portland Harbor
- Policy 9.36 Portland Heliport
- Policy 9.37 Automobile transportation
- Policy 9.38 Automobile efficiency
- Policy 9.39 Emergency response

### **Airport Futures**

- Policy 9.40 Portland International Airport
- Policy 9.41 Airport regulations
- Policy 9.42 Airport partnerships
- Policy 9.43 Airport investments

### **System management**

- Policy 9.44 System management
- Policy 9.45 Traffic management
- Policy 9.46 Connectivity
- Policy 9.47 Technology
- Policy 9.48 Performance measures
- Policy 9.49 Regional congestion management
- Policy 9.50 Central City Mixed Use Multimodal Area

### **Transportation Demand Management**

- Policy 9.51 Outreach
- Policy 9.52 New development
- Policy 9.53 Projects and programs

### **Parking management**

- Policy 9.54 Parking management
- Policy 9.55 Curb Zone
- Policy 9.56 On-street parking
- Policy 9.57 Off-street parking
- Policy 9.58 Share space and resources
- Policy 9.59 Cost and price
- Policy 9.60 Bicycle parking

**Finance, programs, and coordination**

- Policy 9.61 Coordination
- Policy 9.62 New development impacts
- Policy 9.63 Education and encouragement
- Policy 9.64 Telecommuting
- Policy 9.65 Project and program selection criteria
- Policy 9.66 Funding

**List of Figures**

- 9-1. Transportation System Plan: Relationship to Other Policies and Plans
- 9-2. Central City Multimodal Transportation Area (MMA)
- 9-3. Portland International Airport

### Goals

#### **GOAL 9.A: Safety**

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 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 8.1-8.57 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.



## TRANSPORTATION

---

- 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.** Design the system to accommodate the most vulnerable users, including those that need special accommodation under the Americans with Disabilities Act (ADA). 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-occupancy 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.
- 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 multi-street corridors.
- 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 9.16 to 9.39.*

- 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 9.32 to 9.34.*
- 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** **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 9.10** **Land use and transportation coordination.** Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.
- Policy 9.11** **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 9.12** **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 9.13**    **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 9.14**    **Repurposing street space.** Encourage repurposing street segments that are not critical for transportation connectivity to other community purposes.
- Policy 9.15**    **Design with nature.** Promote street 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 9.16**    **Pedestrian transportation.** Encourage walking as the most attractive mode of transportation for most short trips, within and to centers, corridors, and major destinations, and as a means for accessing transit.
- Policy 9.17**    **Pedestrian networks.** Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.
- Policy 9.18**    **Pedestrian safety and accessibility.** Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities.
- Policy 9.19**    **Bicycle transportation.** Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.

- Policy 9.20** **Accessible bicycle system.** Create a bicycle transportation system that is safe, comfortable, and accessible to people of all ages and abilities.
- Policy 9.21** **Bicycle classifications.** Develop and implement classifications that emphasize the movement of bicycles on a citywide network of designated streets that safely and efficiently provides access to the Central City, Gateway, Town Centers, and Neighborhood Centers.
- Policy 9.22** **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 under-served and under-represented communities.
- Policy 9.26** **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 9.27** **Intercity passenger service.** Coordinate planning and project development to expand intercity passenger transportation services in the Willamette Valley, and from Portland to Seattle and Vancouver, BC.
- Policy 9.28** **Regional trafficways and transitways.** Maintain capacity of regional transitways and existing regional trafficways to accommodate through-traffic.
- Policy 9.29** **Multimodal goods movement.** Develop, maintain, and enhance a multimodal freight transportation system for the safe, reliable, sustainable,

## TRANSPORTATION

---

and efficient movement of goods within and through the city.

- Policy 9.30 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 9.31 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 9.32 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 9.33 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 9.34 Freight rail network.** Coordinate with stakeholders and regional partners to support continued reinvestment in, and modernization of, the freight rail network.
- Policy 9.35 Portland Harbor.** Coordinate with the Port of Portland, private stakeholders, and regional partners to improve and maintain access to marine terminals and related river-dependent uses in Portland Harbor.
- 9.36.a.** Support continued reinvestment in, and modernization of, marine terminals in Portland Harbor.
- 9.36.b.** Facilitate continued maintenance of the shipping channels in Portland Harbor and the Columbia River.
- 9.36.c.** Support shifting more long-distance, high-volume movement of goods to river and oceangoing ships and rail.

*See Policy 3.71 for the river transportation policy.*

- Policy 9.36** **Portland Heliport.** Maintain Portland’s Heliport functionality in the Central City.
- Policy 9.37** **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 9.38** **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 9.39** **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.I and the following policies. *Additional airport-related policies are found in Chapter 4: Design and Development and Chapter 7: Environment and Watershed Health.*

- Policy 9.40** **Portland International Airport.** Maintain the Portland International Airport as an important regional, national, and international transportation hub serving the bi-state economy.
- Policy 9.41** **Airport regulations.** Implement the Airport Futures Plan through the implementation of the Portland International Airport Plan District.
- 9.41.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.
- 9.41.b.** Support implementation of the Aircraft Landing Zone to provide safer operating conditions for aircraft in the vicinity of Portland International

## TRANSPORTATION

---

Airport by limiting the height of structures, vegetation, and construction equipment.

**9.41.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 9.42** **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:

**9.42.a.** Support meaningful and collaborative public dialogue and engagement on airport related planning and development.

**9.42.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.

**9.42.c.** Raise public knowledge about PDX and impacted communities.

**Policy 9.43** **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, 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 9.44** **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 9.45 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 9.46 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 9.47 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 9.48 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 9.49 Regional congestion management.** Coordinate with Metro to establish new regional multimodal mobility standards that prioritize transit, freight, and system completeness. 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.
- Policy 9.50 Central City Mixed Use Multimodal Transportation Area (MMA).** Develop, implement, and maintain alternative mobility targets and policies for the Central City MMA in the geography indicated in Figure 9-2 – Central City Multimodal Transportation Area (MMA).

## **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.



## TRANSPORTATION

---

- 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 9.54 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 9.55 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 9.56 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 9.57 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.
- Policy 9.58 Share space and resources.** Encourage the shared use of parking and vehicles to maximize the efficient use of limited urban space.
- Policy 9.59 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 9.60 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.

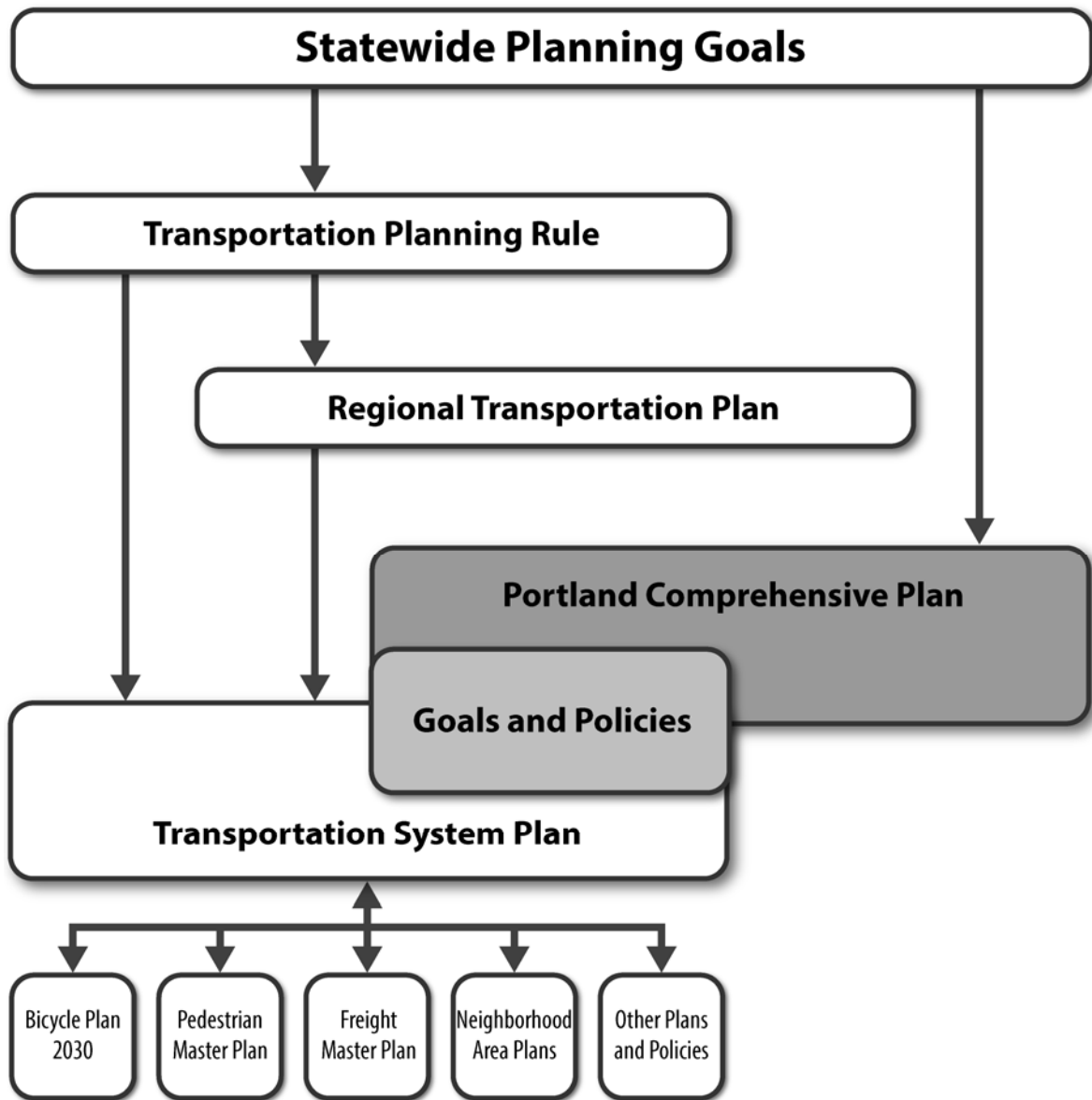
- Policy 9.61 Coordination.** Coordinate with state and federal agencies, local and regional governments, special districts, other City bureaus, and providers of transportation services when planning for, developing, and funding transportation facilities and services.

## TRANSPORTATION

---

- Policy 9.62**    **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 9.63**    **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 9.64**    **Telecommuting.** Promote telecommuting and the use of communications technology to reduce travel demand.
- Policy 9.65**    **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 9.66**    **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



# TRANSPORTATION

Figure 9-2. Central City Multimodal Transportation Area (MMA)

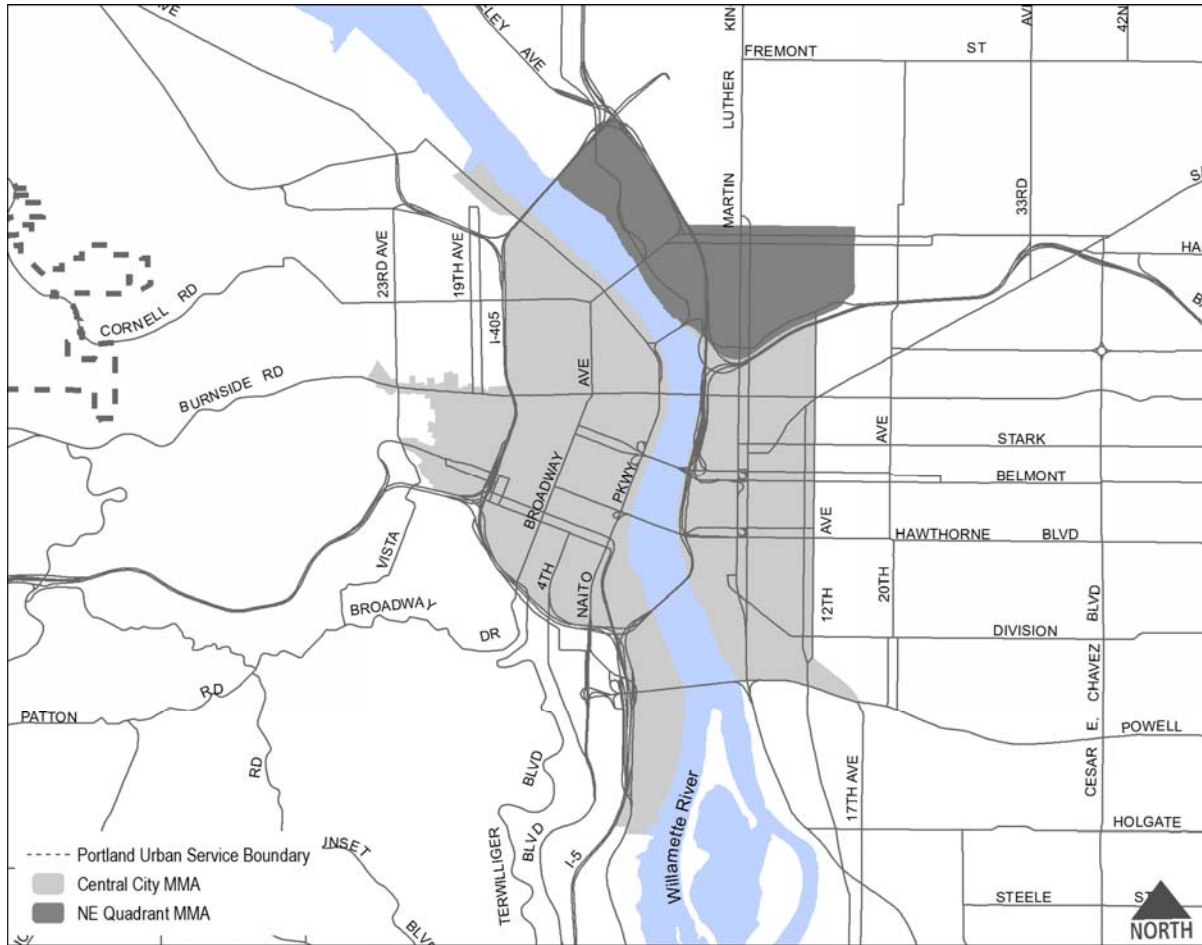
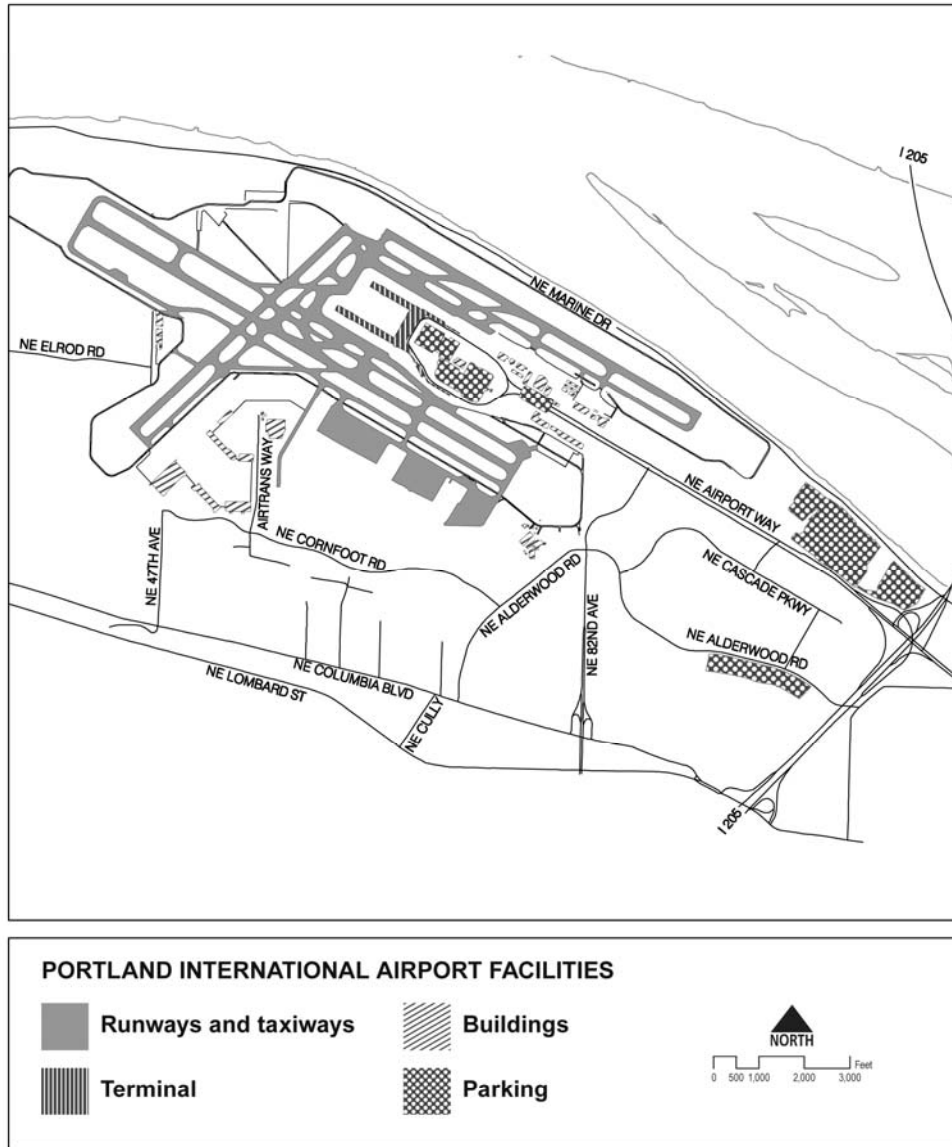


Figure 9-3. Portland International Airport



# Chapter 10: Land Use Designations and Zoning

## What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Provide a clear definition of each land use designation.
- Provide guidance for how to update the Zoning Map and Zoning Code.

## Why is this important?

This chapter describes the land use designations and how they relate to zoning. It is important for the relationship between land use designations and zoning to be clear so that as base zones and the Zoning Code are amended over the life of Comprehensive Plan, the goals and policies of the plan are consistently carried out.

# **Table of Contents**

## **Goal**

Goal 10.A Land use designations and zoning

## **Policies**

### **Land use designations**

Policy 10.1 Land use designations

### **The Zoning Map and the Zoning Code**

Policy 10.2 Relationship of land use designations to base zones

Policy 10.3 Amending the Zoning Map

Policy 10.4 Amending the Zoning Code

## **List of Figures**

10-1. Corresponding and Less-Intense Zones for Each Plan Map Designation



## Goal

### Goal 10.A: Land use designations and zoning

Effectively and efficiently carry out the goals and policies of the Comprehensive Plan through the land use designations, Zoning Map, and the Zoning Code.

## Policies

### Land use designations

The Comprehensive Plan Map is one of the Comprehensive Plan's implementation tools. The map includes land use designations, which are used to carry out the Comprehensive Plan. The land use designation that best implements the goals and policies of the Plan is applied to each area of the city. This section contains general descriptions of the land use designations. Each description includes:

- Type of place or Pattern Area for which the designation is intended.
- General use and intensity expected within the area. In some cases, alternative development options allowed in single-dwelling residential zones (e.g. duplexes and attached houses on corner lots; accessory dwelling units) may allow additional residential units beyond the general density described below.
- Level of public services provided or planned.
- Level of constraint.

**Policy 10.1 Land use designations.** Apply a land use designation to all land and water within the City's Urban Services Boundary. Apply the designation that best advances the Comprehensive Plan goals and policies. The land use designations are shown on the adopted Land Use Map and on official Zoning Maps.

*Note: The pending Central City 2035 Plan will revise the Central City-specific land use descriptions or will create new corresponding zones.*

### Open Space

#### 1. Open Space

This designation is intended for lands that serve a recreational, public open space, or ecological function, or provide visual relief. Lands in this designation are primarily publicly-owned but can be in private ownership. Lands intended for the Open Space designation include parks, public plazas, natural areas, scenic lands, golf courses, cemeteries, open space buffers along freeway margins, railroads or abutting industrial areas, and large water bodies. The corresponding zone is OS.

## **Single-Dwelling Residential**

### **2. Farm and Forest**

This designation is intended for agricultural and forested areas far from centers and corridors, where urban public services are extremely limited or absent, and future investment to establish an urban level of public services is not planned. Areas within this designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. The designation can be used where larger lot sizes are necessary to enable on-site sanitary or stormwater disposal. It also may be used in locations that may become more urban in the future, but where plans are not yet in place to ensure orderly development. Agriculture, forestry, and very low-density single-dwelling residential will be the primary uses. The maximum density is generally 1 unit per 2 acres. The corresponding zone is RF.

### **3. Single-Dwelling — 20,000**

This designation is intended for areas that are generally far from centers and corridors where urban public services are extremely limited or absent, and future investments in urban public services will be limited. Areas within the designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. Very low-density single-dwelling residential and agriculture will be the primary uses. The maximum density is generally 2.2 units per acre. The corresponding zone is R20.

### **4. Single-Dwelling — 10,000**

This designation is intended for areas far from centers and corridors where urban public services are available or planned but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation generally have development constraints, but the constraints can be managed through appropriate design during the subdivision process. Single-dwelling residential will be the primary use. The maximum density is generally 4.4 units per acre. The corresponding zone is R10.

### **5. Single-Dwelling — 7,000**

This designation is intended for areas that are not adjacent to centers and corridors, where urban public services are available or planned, but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation may have minor development constraints, but the constraints can be managed through appropriate design during the subdivision process. This designation may also be applied in areas where urban public services are available or planned, but the development pattern is already predominantly built-out at 5 to 6 units per acre. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

**6. Single-Dwelling — 5,000**

This designation is Portland’s most common pattern of single-dwelling development, particularly in the city’s inner neighborhoods. It is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally have few or very minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 8.7 units per acre. The corresponding zone is R5.

**7. Single-Dwelling — 2,500**

This designation allows a mix of housing types that are single-dwelling in character. This designation is intended for areas near, in, and along centers and corridors, near transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. This designation often serves as a transition between mixed use or multi-dwelling designations and lower density single dwelling designations. The maximum density is generally 17.4 units per acre. The corresponding zone is R2.5.

**Multi-Dwelling Residential****8. Multi-Dwelling — 3,000**

This designation allows a mix of housing types, including multi-dwelling structures, in a manner similar to the scale of development anticipated within the Single-Dwelling — 2,500 designation. This designation is intended for areas near, in, and along centers and corridors where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints and may include larger development sites. The maximum density is generally 14.5 units per acre, but may go up to 21 units per acre in some situations. The corresponding zone is R3.

**9. Multi-Dwelling — 2,000**

This designation allows multi-dwelling development mixed with single-dwelling housing types but at a scale greater than for single-dwelling residential. This designation is intended for areas near, in, and along centers and corridors and transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 21.8 units per acre, but may be as much as 32 units per acre in some situations. The corresponding zone is R2.

**10. Multi-Dwelling — 1,000**

This designation allows medium density multi-dwelling development. The scale of development is intended to reflect the allowed densities while being compatible with nearby single-dwelling residential. The designation is intended for areas near, in, and along centers and corridors, and transit station areas, where urban public

services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 43 units per acre, but may be as much as 65 units per acre in some situations. The corresponding zone is R1.

### **11. High-Density Multi-Dwelling**

This designation is intended for the Central City, Gateway Regional Center, Town Centers, and transit station areas where a residential focus is desired and urban public services including access to high-capacity transit, very frequent bus service, or streetcar service are available or planned. This designation is intended to allow high-density multi-dwelling structures at an urban scale. Maximum density is based on a floor-area-ratio, not on a unit-per-square-foot basis. Densities will range from 80 to 125 units per acre. The corresponding zone is RH.

### **12. Central Residential**

This designation allows the highest density and most intensely developed multi-dwelling structures. Limited commercial uses are also allowed as part of new development. The designation is intended for the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. Development will generally be oriented to pedestrians. Maximum density is based on a floor area ratio, not on a units-per-square-foot basis. Densities allowed exceed 100 units per acre. The corresponding zone is RX.

### **Mixed Use and Commercial**

#### **13. Mixed Use — Dispersed**

This designation allows mixed use, multi-dwelling, or commercial development that is small in scale, has little impact, and provides services for the nearby residential areas. Development will be similar in scale to nearby residential development to promote compatibility with the surrounding area. This designation is intended for areas where urban public services are available or planned. Areas within this designation are generally small nodes rather than large areas or corridors. The corresponding zones are Commercial Mixed Use 1 (CM1) and Commercial Employment (CE).

#### **14. Mixed Use — Neighborhood**

This designation promotes mixed-use development in neighborhood centers and along neighborhood corridors to preserve or cultivate locally serving commercial areas with a storefront character. This designation is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned, and development constraints do not exist. Areas within this designation are generally pedestrian-oriented and are predominantly built at low- to mid-rise scale, often with buildings close to and oriented towards the sidewalk. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), and Commercial Employment (CE).

**15. Mixed Use — Civic Corridor**

This designation allows for transit-supportive densities of commercial, residential, and employment uses, including a full range of housing, retail, and service businesses with a local or regional market. This designation is intended for areas along major corridors where urban public services are available or planned including access to high-capacity transit, frequent bus service, or streetcar service. The Civic Corridor designation is applied along some of the City's busiest, widest, and most prominent streets. As the city grows, these corridors also need to become places that can succeed as attractive locations for more intense, mixed-use development. They need to become places that are attractive and safe for pedestrians while continuing to play a major role in the City's transportation system. Civic Corridors, as redevelopment occurs, are also expected to achieve a high level of environmental performance and design. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), Commercial Mixed Use 3 (CM3), Commercial Employment (CE).

**16. Mixed Use — Urban Center**

This designation is intended for areas that are close to the Central City and within Town Centers where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. The designation allows a broad range of commercial and employment uses, public services, and a wide range of housing options. Areas within this designation are generally mixed-use and very urban in character. Development will be pedestrian-oriented with a strong emphasis on design and street level activity, and will range from low- to mid-rise in scale. The range of zones and development scale associated with this designation are intended to allow for more intense development in core areas of centers and corridors and near transit stations, while providing transitions to adjacent residential areas. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), Commercial Mixed Use 3 (CM3), and Commercial Employment (CE).

**17. Central Commercial**

This designation is intended to provide for commercial development within Portland's Central City and Gateway Regional Center. A broad range of uses is allowed to reflect Portland's role as a commercial, cultural, and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together along a pedestrian-oriented, safe, and attractive streetscape. The corresponding zone is Central Commercial (CX).

**Employment****19. Mixed Employment**

This designation encourages a wide variety of office, creative services, manufacturing, distribution, traded sector, and other light-industrial employment opportunities, typically in a low-rise, flex-space development pattern. Most employment uses are allowed but limited in impact by the small lot size and

adjacency to residential neighborhoods. Retail uses are allowed but are limited in intensity so as to maintain adequate employment development opportunities. Residential uses are not allowed to reserve land for employment uses, to prevent conflicts with the other uses, and to limit the proximity of residents to truck traffic and other impacts. The corresponding zones are General Employment 1 (EG1) and General Employment 2 (EG2).

### **18. Central Employment**

The designation allows for a full range of commercial, light-industrial, and residential uses. This designation is intended to provide for mixed-use areas within the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit or streetcar service. The intensity of development will be higher than in other mixed-use land designations. The corresponding zone is Central Employment (EX).

### **20. Institutional Campus**

This designation is intended for large institutional campuses that are centers of employment and serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. This designation is intended for areas where urban public services are available or planned. This designation includes medical centers, colleges, schools, and universities. A variety of other uses are allowed that support the mission of the campus, such as residences for students, staff, or faculty. Neighborhood-serving commercial uses and other services are also encouraged. The designation is intended to foster the growth of the institution while enhancing the livability of surrounding residential neighborhoods and the viability of nearby business areas. Corresponding zones are Campus Institution 1 (CI1), Campus Institution 2 (CI2), and Institutional Residential (IR).

## **Industrial**

### **21. Industrial Sanctuary**

This designation is intended to reserve areas that are attractive for manufacturing and distribution operations and encourage the growth of industrial activities in the parts of the city where important freight and distribution infrastructure exists, including navigable rivers, airports, railways, and pipelines. A full range of industrial uses are permitted and encouraged. Nonindustrial uses are significantly restricted to facilitate freight mobility, retain market feasibility for industrial development, prevent land use conflicts, reduce human exposure to freight traffic and potential air quality, noise, and pedestrian safety impacts, and to preserve land for sustained industrial use. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).

## The Zoning Map and Zoning Code

The Zoning Map and the Zoning Code are important tools that carry out the goals and policies of the Comprehensive Plan. This section describes the relationship between the land use designations and the base zones, and how base zones and the zoning maps can be amended. The policies are intended to provide a framework and clarity around zoning map and zoning code amendments. The Zoning Code contains the use and development regulations associated with each base zone.

*Policies 1.10 through 1.19 may also apply to Zoning Map amendments.*

**Policy 10.2 Relationship of land use designations to base zones.** Apply a base zone to all land and water within the City’s urban services boundary. The base zone applied must either be a zone that corresponds to the land use designation or be a zone that does not correspond but is allowed according to Figure 10-1 — Corresponding and Less-Intense Zones for Each Plan Map Designation. In some situations, there are long-term or short-term obstacles to achieving the level of development intended by the land use designation (e.g., an infrastructure improvement to serve the higher level of development is planned but not yet funded). In these situations, a less intense zone (listed in Figure 10-1) may be applied. When a land use designation is amended, the zone may also have to be changed to a corresponding zone or a zone that does not correspond but is allowed.

**Policy 10.3 Amending the Zoning Map.**

**10.3.a.** Amending a base zone may be done legislatively or quasi-judicially.

**10.3.b.** When amending a base zone quasi-judicially, the amendment must be to a corresponding zone (*see Figure 10-1 — Corresponding and Allowed Zones for Each Land Use Designation*). When a designation has more than one corresponding zone, the most appropriate zone, based on the purpose of the zone and the zoning and general land uses of surrounding lands, will be applied.

**10.3.c.** When amending a base zone legislatively, the amendment may be to a corresponding zone or to a zone that does not correspond but is allowed (*see Figure 10-1 — Corresponding and Allowed Zones for each Land Use Designation for zones that are allowed*). A legislative Zoning Map amendment may not be to a zone that is not allowed.

**10.3.d.** An amendment to a base zone consistent with the land use designation must be approved when it is found that current public services are capable of supporting the uses allowed by the zone, or that public services can be made capable by the time the development is complete. The adequacy of services is based on the proposed use and development. If a specific use and development proposal is not submitted, services must be able to support the range of uses and development allowed by the zone. For the purposes of this requirement, services include water supply, sanitary sewage disposal, stormwater management,

## LAND USE DESIGNATIONS AND ZONING

---

transportation, school district capacity (where a school facility plan exists), and police and fire protection.

**10.3.e.** An amendment to apply or remove an overlay zone or plan district may be done legislatively or quasi-judicially, and must be based on a study or plan document that identifies a specific characteristic, situation, or problem that is not adequately addressed by the base zone or other regulations.

**Policy 10.4 Amending the Zoning Code.** Amendments to the zoning regulations must be done legislatively and should be clear, concise, and applicable to a broad range of development situations faced by a growing city. Amendments should:

**10.4.a.** Promote good planning:

1. Effectively and efficiently implement the Comprehensive Plan.
2. Address existing and potential land use problems.
3. Balance the benefits of regulations against the costs of implementation and compliance.
4. Maintain Portland's competitiveness with other jurisdictions as a location in which to live, invest, and do business.

**10.4.b.** Ensure good administration of land use regulations:

1. Keep regulations as simple as possible.
2. Use clear and objective standards wherever possible.
3. Maintain consistent procedures and limit their number.
4. Establish specific approval criteria for land use reviews.
5. Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.
6. Emphasize administrative procedures for land use reviews.
7. Avoid overlapping reviews.

**10.4.c.** Strive to improve the code document:

1. Use clear language.
2. Maintain a clear and logical organization.
3. Use a format and layout that enables use of the document by lay people as well as professionals.
4. Use tables and drawings to clarify and shorten the document.
5. Identify and act on regulatory improvement suggestions.



*Figure 10-1. Corresponding and Allowed Zones for Each Land Use Designation*

| <b>LU Designation</b>        | <b>Corresponding Zone(s)</b> | <b>Non-corresponding zone(s) that are allowed</b>   |
|------------------------------|------------------------------|---|
| Open Space                   | OS                           | none  |
| Farm and Forest              | RF                           | OS  |
| Single-Dwelling 20,000       | R20                          | RF, OS  |
| Single-Dwelling 10,000       | R10                          | R20, RF, OS   |
| Single-Dwelling 7,000        | R7                           | R10, R20, RF, OS  |
| Single-Dwelling 5,000        | R5                           | R7, R10, R20, RF, OS  |
| Single-Dwelling 2,500        | R2.5                         | R5, R7, R10, R20, RF, OS  |
| Multi-Dwelling 3,000         | R3                           | R2.5, R5, R7, R10, R20, RF, OS  |
| Multi-Dwelling 2,000         | R2                           | R3, R2.5, R5, R7, R10, R20, RF, OS  |
| Multi-Dwelling 1,000         | R1                           | R2, R3, R2.5, R5, R7, R10, R20, RF, OS  |
| High- Density Multi-Dwelling | RH                           | R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS  |
| Central Residential          | RX                           | RH, R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS  |
| Mixed-Use—Dispersed          | CM1, CE                      | R2, R3, R2.5, R5, R7, OS  |
| Mixed-Use—Neighborhood       | CM1, CM2, CE                 | R2, R3, R2.5, R5, OS  |
| Mixed-Use—Civic Corridor     | CM1, CM2, CM3, CE            | R1, R2, R3, R2.5, R5, OS  |
| Mixed-Use—Urban Center       | CM1, CM2, CM3, CE            | RH, R1, R2, R2.5, OS  |
| Central Commercial           | CX                           | IH, IG1, IG2, EG1, EG2, EX, CM1, CM2, CM3, CE, RX, RH, R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS |
| Mixed Employment             | EG1, EG2                     | IH, IG1, IG2, CM1, CM2, CM3, CE, RF   |
| Central Employment           | EX                           | none  |
| Institutional Campus         | CI1, CI2, IR                 | EG2, EX, CX, CM1, CM2, CM3, CE, R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS                        |
| Industrial Sanctuary         | IH, IG1, IG2                 | RF  |

... COMPREHENSIVE PLAN UPDATE ...

# 2035 Comprehensive Plan Recommended Draft

# Glossary

**August 2015**

**Portland's Comprehensive Plan Update**  
For more information, visit:  
[www.portlandoregon.gov/bps/pdxcompplan](http://www.portlandoregon.gov/bps/pdxcompplan)



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon  
Charlie Hales, Mayor • Susan Anderson, Director

Ordinance 187832, Vol. 2.1.B, page 12986

---

# Glossary

The Comprehensive Plan uses clear, everyday language as much as possible. Words and terms in the Glossary have the specific meaning stated below when used in the Comprehensive Plan, unless the context clearly indicates another meaning. Words not included in this Glossary are defined by their dictionary meaning, or in some cases, by their meaning in state or federal law.

**Accountability:** The ability to identify and hold public officials responsible for their actions.

**Access:** 1) The ability to approach or make use of transportation facilities, parks and open space, public infrastructure, or businesses and services that are open to the public. Good access means within proximity (up to a half mile) that is free from physical barriers for those with limited mobility. 2) Providing a wide variety of information and involvement opportunities, activities, and settings as part of meaningful community engagement in public decision-making.

**Accessory dwelling unit (ADU):** A second dwelling unit on a lot with a house, attached house, or manufactured home. The second unit is created auxiliary to, and is always smaller than, the house, attached house, or manufactured home. The unit includes its own independent facilities including provisions for sleeping, cooking, and sanitation, and is designed for occupancy by one or more people independent of the primary dwelling unit.

**Active transportation:** Transportation that involves physical activity, including walking, biking, or using transit.

**Adaptive management:** A dynamic planning and implementation process that applies scientific principles, methods, and tools to incrementally improve management activities. Management strategies change as decision makers learn from experience and better information, and as new analytical tools become available. Adaptive management can involve frequent modification of planning and management strategies, goals, objectives, and benchmarks.

**Adopt:** This directs the City to adopt a specific plan or regulation.

**Affordable housing:** Housing that serves extremely low, very low, and low-income households. In determining affordability, the cost of housing, utilities, and transportation are considered. The U.S. Department of Housing and Urban Development (HUD) defines “affordable” as housing that costs no more than 30 percent of a household’s monthly income.

**Aggregate resources:** Naturally occurring concentrations of stone, rock, sand and gravel, decomposed granite, lime, pumice, cinders, and other naturally occurring solid materials used in road building.

## GLOSSARY

---

**Air Toxics.** Air pollutants known or suspected to cause cancer or other serious health problems. Air toxics include diesel soot, benzene, polycyclic aromatic hydrocarbons (tar-like by-products from auto exhaust and other sources), and metals including manganese, nickel, and lead. Air toxics come from a variety of sources including cars and trucks, all types of burning (including fireplaces and woodstoves), businesses, and consumer products such as paints. There are currently no federal standards for air toxics. Oregon has adopted ambient benchmark concentrations that serve as clean air goals for 52 air toxics known to be present in the state. Each air toxic of concern has a benchmark set based on its non-cancer or cancer causing effects, whichever level would be more protective. An ambient benchmark concentration is the annual average concentration of a toxic chemical in air that individuals, including more sensitive groups such as children or the elderly, could breathe continuously for a lifetime without experiencing any non-cancer health effects or without air pollution monitor 2 increasing their risk above the background cancer rate by greater than one chance in a million.

**Archaeological resource:** Part of the physical record of an indigenous or other culture. Archaeological resources are material remains of past human life or activity, including, but not limited to, monuments, symbols, tools, facilities, technological by-products, and dietary by-products. As defined under state law, archaeological objects are more than 75 years old.

**Asset management:** The continuous cycle of asset inventory, condition, and performance assessment that aims to provide cost-effective provision of a desired level-of-service for physical assets. Asset management includes planning, design, construction, maintenance, operation, rehabilitation, and replacing assets on a sustainable basis, while considering social, economic, and environmental impacts.

**Best practice:** An activity that has proven its effectiveness in multiple situations and may have applicability in other situations.

**Biodiversity:** The variety of life and its processes, including the variety of living organisms, the genetic differences among them, and communities and ecosystems in which they occur.

**Bird-friendly building design:** Structural design approaches and management practices that reduce the risk of mortality or harm to resident and migratory birds from collisions, entrapment, or other hazards. Approaches and practices include but are not limited window and building façade treatments that deter bird strikes (such as patterned glass or reduced exterior glass), exterior and interior lighting designs that direct light downward or otherwise avoid light spill, and turning lights off at night during specified periods.

**Brownfield:** Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

**Business Associations:** An autonomous non-profit organization with membership guidelines in its bylaws formed by people in business within a defined geographic boundary for the purpose of promoting the general well-being of their business community (*see City Code Section 3.96.020*).

**Carbon emissions:** Carbon dioxide and other greenhouse gas equivalents from the mining and use of fossil fuels in homes, industry, business, transportation, and electricity generators.

**Centers:** Places with concentrations of commercial and community services, housing, gathering places, and transit connections. Centers provide services to surrounding neighborhoods and are intended to be enhanced as places because they are a focus of housing and job growth. There are four types of centers with varying functions, levels of activity, and scales and intensities of development:

- **Central City:** Corresponds to the Central City plan district, which serves as the region’s premier center, anchoring an interconnected system of centers.
- **Gateway Regional Center:** Corresponds to the Gateway plan district, East Portland’s largest center, which is intended to be enhanced as an employment and community service hub within the area and region.
- **Town Centers:** Large centers that serve a broad area of the city and have an important role in accommodating growth. They provide a full range of commercial and community services, high-density housing, mid-rise commercial and mid-rise mixed-use buildings (typically up to five to seven stories in height), are served by high-capacity transit connections, and have a substantial employment component. Town Centers provide housing opportunities for enough population to support a full-service business district.
- **Neighborhood Centers:** Centers that primarily serve adjacent neighborhoods and provide opportunities for additional housing and low- to mid-rise commercial and mixed-use buildings (typically up to three to five stories in height). They provide a range of local commercial and community services and transit connections. Neighborhood Centers provide housing opportunities for about half the population needed to support a neighborhood business district.

**Centers and corridors:** When used together, “centers and corridors” refers generally to places where development is concentrated, including the Central City and the Gateway Regional Center, Town Centers, and Neighborhood Centers, along Civic Corridors and Neighborhood Corridors, and at Transit Station Areas.

**City:** City is capitalized when it refers specifically to City of Portland government. When it is used to designate a geographic area, it is not capitalized.

**City Greenways:** A system of distinctive pedestrian- and bicycle-friendly streets and trails, enhanced by lush tree canopy and landscaped stormwater facilities that support active living by expanding transportation and recreational opportunities and making it easier and more attractive to reach destinations across the city. City Greenways are a network that includes the following types of infrastructure:

1. Enhanced greenway corridors are distinctive streets with extensive tree canopy and landscaped stormwater facilities that provide connections between major centers,

## GLOSSARY

---

- schools, parks, natural areas, and the rivers. Enhanced greenway corridors often involve improvements to existing streets, including wide planting strips and other features that provide space for large-canopy trees.
2. Trails are designated routes on land or water that provide public access for recreation or transportation purposes, such as walking and bicycling. They are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.
  3. Heritage parkways are iconic streets or segments of streets with elements such as linear parkways, scenic views, and distinctive landscaping or street design.
  4. Neighborhood greenways are an extensive network of streets with low volumes of motor vehicle traffic that are prioritized for bicycles and enhance the pedestrian environment, working in conjunction with the rest of the City Greenways system to extend the system into all neighborhoods.

**Clustered housing/clustered services:** A non-traditional housing model that refers to housing that is built, planned, or organized to offer long-term living services. Housing options range from cottages to multi-unit high-rises and can be on single lots or campus settings. In most cases the service provider, rather than the housing provider, is responsible for delivery of services.

**Cohousing:** A non-traditional housing model that is designed to foster an intentional community and cooperation, while preserving independence. Cohousing combines the autonomy of private dwellings with the advantages of community living by clustering private residences near shared facilities. The members typically design and manage all aspects of their community.

**Community:** A group of people with a shared sense of identity or belonging.

**Community-validated population data:** Historically, the U.S. Census has undercounted communities of color and culturally-specific communities. This is particularly true for the Native American community. One way to redress this issue is to find other options for getting a more realistic estimate. Community-validated population data, an evidence based approach, is one such method that involves the use of an independent primary source (like the tribal registry numbers in case of the Native American community) and triangulating that data with other available sources/research to arrive at an estimate.

**Complete neighborhood:** A neighborhood where people have safe and convenient access to the goods and services needed in daily life, which include a variety of housing options, grocery stores and other commercial services, high-quality public schools, and parks. Complete neighborhoods are also easily accessible by foot, wheelchair, bike, and transit for people of all ages and abilities.

**Complete streets:** Complete streets provide accessibility to all users of the right-of-way regardless of age, ability, or mode of transportation. They are designed and operated to make better places and to enable safe access for all modes, including people walking and bicycling, those using a mobility device, motorists, and transit riders.

**Comply:** Has been evaluated against the Comprehensive Plan's applicable goals and policies, and on balance is equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation.

**Conflict with:** Incompatible or irreconcilable with.

**Consider:** Take into account when planning or making decisions.

**Consistent with:** The subject meets the requirements of, satisfies, or adheres to the regulations, mandate, or plan listed in the goal or policy.

**Continue:** Persist in an activity or process.

**Coordinate:** Work together with others toward a common goal; collaborate.

**Corridor:** An area that may be a single major street, or a broad mobility corridor, which provides connections for a range of transportation modes (transit, pedestrians, cyclists, freight, motor vehicles, etc.), not necessarily on the same street. There are three types of corridors:

- **Civic Corridor:** A prioritized subset of the city's most prominent transit and transportation streets. They connect centers, provide regional connections, and include segments where commercial development and housing are focused. Civic Corridors are intended to continue their important transportation functions while providing livable environments for people, and evolving into distinctive places that are models of ecological design.
- **Neighborhood Corridor:** Main streets that connect neighborhoods with each other and to other parts of the city. They support neighborhood business districts and provide housing opportunities close to local services, amenities, and transit lines. Neighborhood Corridors are streets that include a mix of commercial and higher-density housing development. They have less-intense development and transportation function than Civic Corridors.
- **Freight Corridor:** Primary routes into and through the city that support Portland as an important West Coast hub and a gateway for international and domestic trade. These facilities are integral to the growth of traded sector businesses such as manufacturing, warehousing, and distribution industries.

## GLOSSARY

---

**Cost burdened households:** As defined by the U.S. Department of Housing and Urban Development (HUD), any household that spends more than 30 percent of its income on housing is categorized as a “cost burdened household.” Because they are burdened by housing costs, such households may have difficulty affording other necessities such as food, clothing, transportation, and medical care.

**Critical infrastructure:** Systems that are essential for the functioning of society and the economy, including energy generation, transmission and distribution; telecommunications; water supply and wastewater; transportation systems; public health; and security and emergency response services.

**Criteria air contaminants (CACs; Criteria air pollutants):** A set of air pollutants that cause smog, acid rain, and other health hazards. CACs are typically emitted from many sources in industry, construction, open burning/fires, mining, transportation, electricity generation, and agriculture. In most cases they are the products of the combustion of fossil fuels or industrial processes. The Clean Air Act requires the EPA to set U.S. National Ambient Air Quality Standards (NAAQS) for the six CACs. They include ozone, particulate matter, lead, carbon monoxide, sulfur oxides, and nitrogen oxides. The criteria pollutants of most concern in Portland are ozone and fine particulate matter.

**Cultural resource:** Aspects of cultural systems that contain significant information about a culture. These resources include, but are not limited to, districts, sites, buildings, structures, and objects that are associated with people, cultures, and human activities and events, either in the present or in the past.

**Design:** Determine the shape or configuration of something. This verb is used for physical outcomes for which the City will establish parameters for plans and through implementation.

**Discourage:** Deter or prevent from happening by showing disapproval or creating disincentives.

**Displacement:** Households or businesses involuntarily forced to move from a neighborhood because of increasing market values, rents, or changes in the neighborhood’s ability to meet basic needs in the case of households, or erosion of traditional client base in the case of businesses.

**District Coalition:** An organization which supports participation services for Neighborhood Associations and everyone within a geographically defined area, and is subject to City Code Chapter 3.96.

**Ecodistricts:** Areas, typically located in centers, where energy, water, and resource-efficiency approaches are undertaken at a district scale, sometimes including district energy systems and other shared systems.

**Ecological community:** An assemblage of interacting populations occupying a given area.



**Ecological function:** The physical, chemical, and biological functions of a watershed such as flow conveyance and storage, channel dynamics, nutrient cycling, microclimate, filtration, control of pollution and sedimentation, water quality, terrestrial and aquatic habitat, and biodiversity.

**Ecosystem:** A dynamic system formed by the interaction of a community of organisms with their environment.

**Ecosystem services:** The contribution of ecosystem conditions and processes to human well-being including the production of goods and processes that control variability, support life, health, and safety, enrich cultural life, and preserve options. Examples include pollination of trees and plants, climate regulation, flood mitigation, stormwater management, clean air and water, recreational opportunities, and satisfaction of aesthetic and spiritual needs.

**Enable:** To supply with the means, knowledge, or opportunity; make able.

**Encourage:** Promote or foster using some combination of voluntary approaches, regulations, or incentives.

**Engagement:** A process that strives to build collaboration between local government and the community. Engagement is an umbrella term to describe all levels of public participation including education, outreach, involvement, collaboration, and shared decision-making.

**Ensure:** To make something certain; to make sure that something will happen or be available.

**Environmental justice:** The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

**Equity:** When everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential.

**Establish:** Create something, such as a program or project, that does not yet exist.

**Expand:** Make something that already exists more extensive.

**Evaluate:** Assess the range of outcomes, and identify costs and benefits.

**Facilitate:** To make something easier; to help bring about or make run more smoothly.

**Family wage:** The minimum income necessary, depending on family size, for a person working 40 hours a week, to meet their basic needs, such as housing, food, health care, childcare, and transportation.

**Foster:** Encourage or guide the incremental development of something over a long period of time.

## GLOSSARY

---

**Gentrification:** An under-valued neighborhood that becomes desirable, resulting in rising property values and changes to demographic and economic conditions of the neighborhood. These changes include a shift from lower-income to higher-income households, and often there is a change in racial and ethnic make-up of the neighborhood's residents and businesses.

**Green infrastructure:** Public or private assets — either natural resources or engineered green facilities — that protect, support, or mimic natural systems to provide stormwater management, water quality, public health and safety, open space, and other complementary ecosystem services. Examples include trees, ecoroofs, green street facilities, wetlands, and natural waterways.

**Green street:** A green street is a street with a landscaped street-side planter or bioswale that captures stormwater runoff from the street and allows it to soak into the ground as soil and vegetation filter out pollutants. A green street is not the same as a City Greenway, though a City Greenway may include green street elements.

**Guide:** Shape or direct actions over time to achieve certain outcomes. This verb is used when the City has a role in shaping outcomes but implementation involves multiple other implementers and actions taking place over a long period of time. **Habitat-friendly development:** Strategies to provide habitat for, and prevent harm to, native resident and migratory wildlife. Examples include habitat-oriented ecoroofs, bridges, buildings, and sites, including features such as nest platforms and bat boxes. Strategies also involve development design and practices that: limit the amount of light, noise, vibration, and other disturbance or hazards that negatively affect wildlife and wildlife habitat, especially during vulnerable wildlife life cycles (such as mating/nesting season and migration); improve wildlife access and passage, by limiting fencing, roads, culverts and other barriers between important habitats (e.g., desirable feeding and watering sites); and minimize the impact of construction on and in rivers, and on terrestrial species (such as nesting birds).

**High-capacity transit:** High-capacity transit is public transit that has an exclusive right of way, a non-exclusive right of way, or a combination of both. Vehicles make fewer stops, travel at higher speeds, have more frequent service, and carry more people than local service transit such as typical bus lines. High-capacity transit can be provided by a variety of vehicle types including light rail, commuter rail, streetcar, and bus.

**High-density housing:** Refers generally to housing that is mid- to high-rise in building scale.

**High-performance and green homes:** High-performance and green homes conserve energy and water, are healthier for the occupants and the environment, have lower utility bills, manage stormwater, and are more durable and adapt to the long-term needs of their residents through design that accommodates people of all ages and abilities. To ensure performance, high-performance and green homes must be assessed and rated by a third-party green building certification program.

**High-rise:** A building more than 10 stories in height.

**High-risk infrastructure:** Infrastructure assets that have a high risk of failure, based on the likelihood and consequence of that failure.

**Historic resource:** A structure, place, or object that has a relationship to events or conditions of the human past. Historic resources may be significant for architectural, historical, and cultural reasons. Examples include historic landmarks, conservation landmarks, historic districts, conservation districts, and structures or objects that are identified as contributing to the historic significance of a district, including resources that are listed in the National Register of Historic Places. Structures, places, and objects that are included in historic inventories are potential historic resources.

**Housing + transportation (H+T) cost burden:** A household's ability to afford a house or apartment is most often measured by calculating the percentage of household income devoted to housing costs, the single biggest expense for most households. However, transportation costs are typically the second-biggest draw on household income. Current thinking suggests that to get a true measure of household cost burden, we need to combine housing (H) and transportation (T) cost. The measure for the Portland Metro area is that households spending more than 50 percent of their income on housing and transportation are considered cost burdened.

**Hydrologic:** Of or pertaining to the properties, circulation, or distribution of water on or below the surface, in the soils and aquifers, or in the atmosphere.

**Implement:** To put something into effect.

**Improve:** Make the current situation better; increase; enhance; expand services, facilities, or resources to become better in terms of quality, condition, effectiveness, or functionality.

**Income self-sufficiency:** Households with adequate income, based on family type, to cover local costs of basic needs, such as housing, food, health care, childcare, and transportation. *See also Living wage.*

**Include:** Incorporate as part of a whole.

**Infrastructure:** Necessary municipal or public services, provided by the government or by private companies and defined as long-lived capital assets that normally are stationary and can be preserved for a significant number of years. Examples are streets, bridges, tunnels, drainage systems, water and sewer lines, parks, pump stations and treatment plants, dams, and lighting systems. Beyond transportation and utility networks, Portland includes buildings, green infrastructure, communications, and information technology as necessary infrastructure investments that serve the community. *See also Public facility.*

**Inner Ring Districts:** Parts of the Inner Neighborhoods that are within walking distance of the Central City, as shown on the Pattern Areas map in the Chapter 3: Urban Form.

**Invest:** Spend money and/or other resources.

## GLOSSARY

---

**Lessons learned:** Insights drawn from past actions, projects, and operations that are applied to or inform current and future projects. Lessons can be positive or negative, in that they may recommend that an approach be replicated or avoided in the future.

**Level of service:** A defined standard against which the quality and quantity of service can be measured. A level of service can take into account reliability, responsiveness, environmental acceptability, customer values, and cost.

**Limit:** Minimize or reduce something or the effects of something relative to the current situation or to a potential future situation.

**Living wage:** The minimum income necessary for a person working forty hours a week to meet their basic needs, such as housing, food, health care, childcare, and transportation. *See also Income sufficiency.*

**Low-density areas:** Refers generally to residential areas outside centers and corridors that are predominantly zoned for single-dwelling housing and lower-density multi-dwelling housing.

**Low-impact development:** Strategies to reduce the environmental impact of development on natural systems, including hydrology and vegetation. These strategies include using paving and roofing materials that reduce impervious area; clustered or small lot development that reduces disturbance area; vegetated stormwater management that mimics pre-development site hydrology; alternative road layout and narrower streets; natural area protection; and landscaping with native plants.

**Low and moderate income:** Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning: 0-30 percent MFI are “extremely low-income”; 31-50 percent MFI are “very low-income”; 51-80 percent MFI are “low-income”; 81-120 percent MFI are “moderate-income”.

**Low-rise:** A building that is up to four stories in height.

**Maintain:** Keep what you have; conserve; preserve; continue.

**Median Family Income (MFI, or Median Household Income):** The amount that divides the income distribution into two equal groups, half having income above that amount, and half having income below that amount. MFI is typically stated based on family size. Unless otherwise stated, when used in the Plan, MFI refers to MFI for a family of four.

**Mid-rise:** A building between five and seven stories in height.

**Needed housing units:** Statewide Planning Goal 10 – Housing defines needed housing units as housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. The term also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" include (but are not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

**Neighborhoods:** Broad areas of the city that typically include residential, commercial, and mixed-use areas. Neighborhoods are physical communities located outside of the Central City and large industrial areas. In general, the word “neighborhoods” is not intended to refer to specific neighborhood association geographies.

**Neighborhood Association:** An autonomous organization formed by people for the purpose of considering and acting on issues affecting the livability and quality of their neighborhood, formally recognized by the Office of Neighborhood Involvement, and subject to City Code Chapter 3.96.

**Neighborhood business districts:** Commercial areas outside the Central City, usually adjacent to neighborhood residential areas. A subset of neighborhood business districts are designated as centers, which, in addition to their commercial functions, are prioritized as a focus for residential growth and community amenities and services. Other neighborhood business districts allow residential development, providing additional housing options close to services, but are not a prioritized focus for this growth.

**Non-traditional housing types:** Housing types and models that do not conform to existing practices or standards of housing development and household living. A unit can be non-traditional based on its construction materials or the living arrangements of its occupants. Cohousing is one non-traditional housing type.

**Older adults:** Population 65 years of age or more, as defined by the Action Plan for an Age-Friendly Portland.

**Pattern Areas:** Five primary geographies in Portland that have differing physical characteristics, needs, and assets. Each of these areas has unique topographies and natural features, patterns and types of development, street and other infrastructure characteristics, and histories that have shaped their urban form. The five primary Pattern Areas are:

- **Central City:** This area corresponds to the Central City plan district and is also a major center.
- **Inner Neighborhoods:** This area includes inner portions of the city that originally developed during the streetcar era, prior to World War II. It includes a large part of the city east of the Willamette River, extending roughly to 82nd Avenue, and also the inner westside “flats,” located between the river and the West Hills.

## GLOSSARY

---

- **Western Neighborhoods:** This area includes the West Hills (Tualatin Mountains) and areas to the west.
- **Eastern Neighborhoods:** This area includes eastern portions of the city, mostly located east of 82nd Avenue and largely annexed to Portland in the 1980s and 1990s.
- **River:** This area includes the land along the Willamette and Columbia Rivers and the Columbia Slough.

**Permanently-affordable housing:** This refers to a housing status which means that a certain unit, whether rented or owned, continues to remain affordable to lower income households. A variety of programs and strategies are used to keep the unit mostly below market price. For example, properties with homes that are rented are owned and operated by nonprofit charitable corporations that agree to hold this real estate to provide affordable shelter in perpetuity. Similarly, for homeownership units, the land remains public while the unit is sold below market price with restrictions on resale.

**Placemaking:** The collaborative act of identifying current or creating new, distinctive public environments or places to be experienced by people. These places build on existing assets that include physical, social, or natural characteristics.

**Plans and investments:** Legislatively adopted land use plans, zoning maps, zoning regulations, comprehensive plan map designations, the Transportation System Plan, and changes to the List of Significant Projects. The phrase “planning and investment decisions” is also used to mean decisions about plans and investments as defined here.

**Portlanders:** People who live, work, do business, own property, or visit Portland, including people of any race, ethnicity, sex, gender or gender identity, sexual orientation, belief system, political ideology, ability, socioeconomic status, educational status, veteran status, place of origin, language spoken, age, or geography.

**Preserve:** Save from significant change or loss and reserve for a special purpose.**Prevent:** Proactively avoid or hinder adverse impacts or outcomes.

**Prime industrial land:** As defined by Statewide Planning Goal 9 – Economic Development, land that is suited for traded sector industries and possesses site characteristics that are difficult or impossible to replace elsewhere in the region.

**Prioritize:** To treat something as more important than something else. Policies that use this verb must identify the things that will be treated as more important, and the other things that will be treated as less important.

**Priority populations:** For housing, a program implementation approach designed to improve access and outcomes and eliminate disparities based on race and ethnicity for those who currently and have historically been under-served.

**Prohibit:** Don't allow at all; stop from happening.

**Promote:** Further the progress of, advance, or raise.

**Prosperity:** When the term prosperity is used, it includes prosperity for households not just for businesses.

**Protect:** To defend or guard against loss, injury, or destruction. Policies calling for protection apply to multiple topic areas and can be accomplished or supported using various tools, such as regulations to prohibit or limit an action, investments such as land acquisition, agreements, and community partnerships.

**Provide:** To supply, offer, or make available. The City must be able to supply the item or service in question.

**Public facility:** Any facility, including buildings, property, and capital assets, that is owned, leased, or otherwise operated, or funded by a governmental body or public entity. Examples of public facilities include sewage treatment and collection facilities, stormwater and flood management facilities, water supply and distribution facilities, streets, and other transportation assets, parks, and public buildings. *See also Infrastructure.*

**Public realm:** The system of publicly accessible spaces that is made up of parks and other open spaces, streets, trails, public or civic buildings, and publicly-accessible spaces in private buildings (such as lobbies or courtyards). This system works with, and is framed by, adjacent development and building edges that help energize and define the public spaces of streets, sidewalks, and parks.

**Recognize.** To acknowledge and treat as valid.

**Recognized organization:** An organization formally recognized by the Office of Neighborhood Involvement (ONI) pursuant to City Code 3.96.060, and organizations participating in ONI's Diversity and Civic Leadership Program.

**Reduce:** Lessen something relative to the current situation.

**Regulated affordable housing.** Housing that is made affordable through public subsidies and/or agreements or statutory regulations that restrict or limit resident income levels and/or rents. Regulated affordable housing generally provides housing for households that otherwise could not afford adequate housing at market rates.

**Remove:** To do away with; eliminate.

**Require:** Compel; demand something.

**Residential areas:** Predominantly residential areas located outside centers, civic corridors, and transit station areas.

**Resilience/resiliency:** The capability to anticipate, prepare for, respond to, and recover from significant multi-hazard threats with minimum damage to social well-being, the economy, and the environment.

## GLOSSARY

---

**Restore:** Recreate elements that are missing; move something back to its original condition; rehabilitate.

**Rural land.** Land that is within the City limits but outside the Regional Urban Growth Boundary, which has been annexed prior to establishment of the boundary.

**Shared governance:** Shared decision making between the community and the City of Portland. Shared governance is based on partnerships, equity, accountability, and community ownership. This model empowers all Portlanders to have a voice in decision making, thus encouraging diverse and creative input that will help advance the vision and goals of the City of Portland.

**Short-term supply of employment land:** As defined by Statewide Planning Goal 9 – Economic Development, suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for short-term supply, and funding availability is not required.

**Special service district:** An independent governmental unit that exists separately from the general purpose government. Special service districts provide specialized services to persons living within a geographic area. Examples include drainage districts, port authorities, and mass transit agencies.

**Strive:** Devote serious effort or energy to; work to achieve over time.

**Support:** To aid the cause of.

**Traded sector:** A business sector consisting of companies that compete in markets extending beyond the metropolitan region. These companies include exporters to markets outside the region, suppliers to regional exporters, and businesses whose products substitute for regional imports.

**Trails:** Designated routes on land or water that provide public access for recreation or transportation purposes, like walking and bicycling. Trails are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.

**Transit station areas:** Areas within a half-mile of light rail and other high-capacity transit stations. Some transit station areas are located within centers or civic corridors and are subject to policies for those types of places.

**Transparency:** Reliable, relevant, and timely publicly available information about government activities and decision making.

**Under-served:** People and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Disparities may exist both in services and outcomes.



**Under-represented:** People and communities that historically and currently do not have an equal voice in institutions and policy-making, and have not been served equitably by programs and services.

**Universal Design principles:** Underlying Universal Design is the principle that buildings and their sites should be built or renovated in ways that can work for all — for a “universal” population. People have varying abilities, temporary or permanent, throughout life. Rather than doing special or separate design to accommodate differences in age and ability, Universal Design principles foster design that works for all. The seven principles of Universal Design are: equitable use; flexibility in use; simple and intuitive use; perceptible information; tolerance for error; low physical effort; and size and space for approach and use.

**Urban Habitat Corridor:** Natural and built areas that provide safe, healthy places for resident and migratory fish and wildlife species that live in and move through the city. As a system, they link habitats in Portland and the region, facilitating safe fish and wildlife access and movement through and between habitat areas. Enhanced habitat corridors are places where there is existing significant fish or wildlife habitat, as identified in the Natural Resource Inventory, and where habitat connectivity will be improved over time. Potential habitat corridors will be established over time. They are places where habitat features and functions (e.g., trees, vegetation, nesting and perching sites, food, etc.) will be integrated into generally more developed areas of the city.

**Urban land.** Land that is within the City limits, the Regional Urban Growth Boundary, and the City’s Urban Services Boundary.

**Urban heat island:** The urban heat island effect is a measurable increase in ambient urban air temperatures resulting primarily from the replacement of vegetation with buildings, roads, and other heat-absorbing infrastructure. The heat island effect can result in significant temperature differences between rural and urban areas.

**Urbanizable land.** Land that is beyond the City limits, within the Regional Urban Growth Boundary, and within the City’s Urban Services Boundary.

**Utilize:** To put to use; to make practical or worthwhile use of. Conveys intention to apply a resource toward a purpose.

**Watershed:** The area that catches rain and snow and drains into a corresponding river, stream, or other waterbody. A watershed is a geographic area that begins at ridge tops (highest elevations) and ends at a river, lake, or wetland (lowest elevation). Within a watershed, there can also be sub-watersheds. These drainage areas are smaller and are defined by their tributaries.

# Acknowledgements

Thank you to the over 4,000 Portlanders who contributed their ideas and testimony to the development of this Comprehensive Plan.

## **Portland City Council**

Charlie Hales, Mayor  
Nick Fish, Commissioner  
Amanda Fritz, Commissioner  
Steve Novick, Commissioner  
Dan Saltzman, Commissioner  
Mary Hull Caballero, Auditor

## **Project Leadership,**

### **Bureau of Planning and Sustainability (BPS)**

Susan Anderson, Director  
Joe Zehnder, Chief Planner  
Eric Engstrom, Principal Planner  
Deborah Stein, Principal Planner

## **City Bureau Directors**

Tracy Reeve, City Attorney  
Andrew Scott, City Budget Office (CBO)  
Paul Scarlett, Bureau of Development Services (BDS)  
Lisa Turley, Bureau of Emergency Communications (BOEC)  
Carmen Merlo, Bureau of Emergency Management (PBEM)  
Mike Jordan, Bureau of Environmental Services (BES)  
Dean Marriott, BES\*  
Dante James, Office of Equity and Human Rights (OEHR)  
Samuel Hutchison, Fire & Police Disability & Retirement  
Chief Erin Janssens, Portland Fire & Rescue (PF&R)  
Chief John Klum, PF&R \*  
Martha Pellegrino, Government Relations  
Kurt Creager, Portland Housing Bureau (PHB)  
Traci Manning, PHB \*  
Fred Miller, Office of Management and Finance (OMF)  
Amalia Alarcón Morris, Office of Neighborhood Involvement (ONI)  
Mike Abbaté, Portland Parks & Recreation (PP&R)  
Chief Larry O’Dea, Police Bureau (PPB)  
Chief Mike Reese, PPB \*  
Patrick Quinton, Portland Development Commission (PDC)  
David Shaff, Portland Water Bureau\* (PWB)  
Michael Stuhr, PWB  
Dan Bauer, Interim CTO, Bureau of Technology Services (BTS)  
Ben Berry, CTO, BTS\*  
Leah Treat, Portland Bureau of Transportation (PBOT)

## **Planning and Sustainability Commission (PSC)**

André Baugh (Chair)  
Katherine Schultz (Vice Chair)  
Howard Shapiro (Vice Chair)  
Karen Gray  
Don Hanson  
Mike Houck  
Lai-Lani Ovalles\*  
Gary Oxman  
Michelle Rudd  
Jill Sherman\*  
Chris Smith  
Teresa St. Martin  
Margaret Tallmadge  
Irma Valdez\*

## **Community Involvement Committee (CIC)**

Paula Amato  
Jason Barnstead Long  
Denise Barrett  
Christina Blaser  
Judy BlueHorse Skelton  
Lois Cohen  
Jessica Conner  
Kenneth Doswell  
Elizabeth Gatti\*  
Judith Gonzalez-Plascencia\*  
Anyeley Hallova  
Rev. Brian Heron\*  
Shirley Nacoste\*  
Linda Nettekoven  
Lai-Lani Ovalles\*  
Stanley Penkin  
Kevin Pozzi\*  
Ryan Schera\*  
Howard Shapiro, Chair  
Simphiwe Laura Stewart  
Peter Stark\*  
Alison Stoll  
Jovan Young

## Policy Expert Groups (PEGS)

### Community Development

Glenn Bridger, Public Involvement Advisory Council  
Kyle Brown, Public Involvement Advisory Council  
Ronault "Polo" Catalani, OEHR  
Nickole Cheron, ONI  
Greg Greenway, Public Involvement Advisory Council  
Sara Schooley, PBOT  
Morgan Masterman, PDC  
Linda Nettekoven, Public Involvement Advisory Council; CIC  
Howard Shapiro, PSC; CIC  
Mike Vander Veen, Public Involvement Advisory Council  
Desiree Williams-Rajee, BPS; Public Involvement Advisory Council  
Robb Wolfson, Multnomah County Office of Citizen Involvement  
*Staff leads:*  
Marty Stockton, BPS  
Paul Leistner, ONI  
*Facilitator:* Deb Meihoff, Communitas Planning

### Economic Development

Steven Abel, Stoel Rives  
Betsy Clapp, Multnomah County Health Department  
Lois Cortell, PDC  
Kirsten Day, Perkins Coie; Impact NW  
Justin Douglas, PDC  
David Ellis, Lewis & Clark College  
Peter Finley Fry, Central Eastside Industrial Council  
Tom Foley, Energy Trust of Oregon  
Carol Lee Gossett, NE Coalition of Neighborhoods  
Douglas Hardy, BDS  
Bob Hillier, PBOT  
Karen Homolac, Business Oregon Brownfields Program  
Mike Houck, PSC; Urban Greenspaces Institute  
Susie Lahsene, Port of Portland  
Debbie Kitchin, InterWorks LLC; Portland Business Alliance  
Dean Marriott, BES  
Michael Montgomery, US Bank  
Judith Mowry, OEHR  
Anne Naito-Campbell, Bill Naito Company  
Kirk Olsen, Dermody Properties, NAIOP  
Ted Reid, Metro  
Marty Stiven, Providence Health & Services  
*Staff Lead:* Steve Kountz, BPS  
*Facilitator:* Joe Hertzberg, Solid Ground Consulting

### Education and Youth Success

Paul Cathcart, Portland Public Schools Office of School Modernization  
Lois Cohen, CIC; Lois D. Cohen Associates  
Ernesto Contreras, Architect; Hillsdale Main Street Design Committee  
Karen Fischer-Gray, PSC; Parkrose School District Superintendent  
Will Fuller: Elders in Action; Southwest Neighborhoods Inc. Schools Committee  
Bob Glascock, BPS  
Gabe Graff, PBOT; Safe Routes to Schools Program  
Diana Hall, Multnomah County SUN Service System  
Douglas Hardy, BDS  
Michelle Lagos, Portland Area Business Association; SMYRC; Outside In volunteer  
Mary Richardson, PP&R; SUN Community Schools  
Troy Tate, Urban League Social Justice and Civic Leadership; non-profit preschool director  
Stacey Triplett, Metro Sustainability Center; Intertwine Conservation Education  
Lilly Windle, Lincoln High School Visual Arts Teacher  
Helen Ying, representing East Portland school districts  
*Staff Lead:* Deborah Stein, BPS  
*Facilitator:* Clark Worth, Barney & Worth

### Equity Working Group

*Facilitator:* Judith Mowry, OEHR

### Networks

Carolyn Briggs, Community Member; Intertwine Alliance  
Aaron Brown, Community Member  
Ivy Dunlap, BES  
Mike Faha, Community Member, GreenWorks  
Eric Hesse, TriMet  
Denver Igarta, PBOT  
Keith Liden, Community Member; Parsons Brinckerhoff  
Linda Nettekoven, CIC  
Gavin Pritchard, Community Member  
Lidwien Rahman, Oregon Department of Transportation  
Allan Schmidt, PP&R  
Irene Schwoeffermann, Coalition for a Livable Future  
Chris Smith, PSC  
Jay Sugnet, BPS  
Peter Stark, Community Member, Architect  
Pia Welch, Community Member, FedEx Express  
*Staff Lead:* Courtney Duke, PBOT  
*Facilitator:* Jim Owens, Cogan Owens Cogan

**Watershed Health and Environment**

Ann Beier, Portland Office of Healthy Working Rivers\*  
 Judy BlueHorse Skelton, CIC  
 Claire Carder, Community Member  
 Corky Collier, Columbia Corridor Association  
 Ben Duncan, Multnomah County Health Department  
 Renee Hackenmiller-Paradis, Community Member  
 Don Hanson, PSC  
 Marla Harrison, Port of Portland  
 Mike Houck, PSC; Urban Greenspaces Institute  
 Roberta Jortner, BPS  
 Maryhelen Kincaid, Community Member  
 Noelwah Netusil, Community Member  
 Thomas Puttman, Community Member  
 Emily Roth, PP&R  
 Bob Sallinger, Community Member  
 Jonathon Soll, Metro  
 Jennifer Thompson, U.S. Fish and Wildlife  
 Paul Ward, Yakama Nation  
 Marie Walkiewicz, BES  
 Jeri Williams, ONI  
*Staff Leads:*  
 Sallie Edmunds, BPS  
 Shannon Buono, BPS  
*Facilitator:* Dena Marshall, Solid Ground Consulting

**Industrial Land and Watershed Working Group**

Jane Bacchieri, BES  
 Judy BlueHorse Skelton, Portland State University  
 Bernie Bottomly, Portland Business Alliance  
 Tom Bouillion, Port of Portland  
 Claire Carder, Community Member  
 Corky Collier, Columbia Corridor Association  
 Tom Dechenne, Community Member  
 Ben Duncan, Multnomah County  
 Peter Finley Fry, Community Member  
 Don Hanson, PSC  
 Larry Harvey/Jeff Swanson, Working Waterfront Coalition  
 Mike Houck, PSC; Urban Greenspaces Institute  
 Jennifer Hudson, Schnitzer Steel  
 Maryhelen Kincaid, Community Member  
 Michael Montgomery, US Bank  
 Bob Sallinger, Audubon Society  
 Steve Sieber, Community Member  
 Pia Welch, Community Member  
 Travis Williams, Willamette Riverkeeper  
*Staff Leads:*  
 Tom Armstrong, BPS  
 Sallie Edmunds, BPS  
*Facilitator:* Joe Hertzberg, Solid Ground Consulting

**Infrastructure Equity**

Afifa Ahmed-Shafi, ONI  
 Amalia Alarcon de Morris, ONI  
 Susan Aldrich, BES  
 Roger Anthony, Community Member  
 Roger Averbek, Community Member  
 Johnell Bell, TriMet  
 Danielle Brooks, OMF  
 Matthew Brown, Community Member  
 Alexander Deley, Community Member  
 Justin Fallon Dollard, Portland Public Schools  
 Elizabeth Gatti, CIC  
 Cynthia Gomez, Community Member  
 Karyn Hanson, BES  
 Celia Heron, OMF  
 Muna Idow, OEHR  
 Michelle Kunec-North, BPS  
 Jeff Leighton, PWB  
 Kathryn Levine, PBOT  
 Jackeline Luna Acosta, Community Member  
 Karen Meyer, Community Member  
 Lai-Lani Ovalles, PSC; CIC  
 Midge Purcell, Community Member  
 Olivia Quiroz, Multnomah County Health Department  
 Steph Routh, Community Member  
 Michelle Rudd, PSC  
 Joe VanderVeer, Community Member  
 Randy Webster, PP&R  
 Sara Weiner-Collier, Community Member  
*Staff Lead:* Bob Glascock, BPS  
*Facilitator:* Andree Tremoulet, Portland State University

**Neighborhood Centers**

Kate Allen, PHB\*  
 Lisa Bates, Community Member; Portland State University  
 Jason Barnstead-Long, CIC  
 Andre' Baugh, PSC  
 Paul Cathcart, Portland Public Schools  
 Kristin Cooper, BDS  
 Gordon Davis, Community Member; Developer  
 Alan DeLaTorre, Community Member; Portland State University Institute on Aging  
 Betty Dominguez, Home Forward  
 Justin Douglas, PDC  
 Ivy Dunlap, BES  
 Allen Field, Community Member; Richmond Neighborhood Association  
 Gabe Genauer, Community Member; Builder  
 Ryan Givens, Lents/Foster Green EcoDistrict  
 Bob Granger, Community Member; Cully Association of Neighbors  
 Brett Horner, PP&R  
 Denver Igarta, PBOT

Carol Mayer-Reed, Community Member; Landscape Architect  
Rick Michaelson, Community Member; Historic Preservation League of Oregon  
Jennifer Moore, Multnomah County Health Department  
Gary Oxman, PSC  
Dora Perry, Office of City Commissioner Fritz  
Mark Raggett, BPS  
Nick Sauvie, Community Member; Rose Community Development  
Alison Stoll, CIC  
*Staff Lead:* Bill Cunningham, BPS  
*Facilitator:* Steve Faust, Cogan Owens Cogan

#### **Residential Development and Compatibility**

Matt Davis, Multnomah County Health Department  
Tamara DeRidder, Community Member, NE Portland  
John Gibbon, Community Member, SW Portland  
Anyeley Hallova, CIC  
Michael Hayes, Community Member, SE Portland  
Gabe Headrick, Community Member, SE Portland  
Rodney Jennings, BPS  
Gordon Jones, Community Member; Development Professional  
James McGrath, Community Member; Urban Designer  
Rod Merrick, Community Member, SE Portland  
Erika Palmer, Community Member, East Portland  
Stanley Penkin, CIC  
Samuel Rodriguez, Community Member; Development Professional  
Emily Sandy, BDS  
Eli Spevak, Community Member; Development Professional  
Irma Valdez, PSC  
Justin Wood, Community Member; Development Professional  
*Staff Lead:* Barry Manning, BPS  
*Facilitator:* Deb Meihoff, Communitas Planning

#### **Project Management**

Tom Armstrong, BPS  
Michele Crim, BPS  
Eden Dabbs, BPS  
Courtney Duke, PBOT  
Sallie Edmunds, BPS  
Michelle Kunec-North, BPS  
Alex Howard, BPS  
Kevin Martin, BPS  
Julie Ocken, BPS  
Art Pearce, PBOT  
Julia Thompson, BPS  
Marie Walkiewicz, BES  
Desiree Williams-Rajee, BPS  
Sandra Wood, BPS

**Project Staff**

Susan Aldrich, BES  
Kate Allen, PHB\*  
Betsy Ames, OMF  
Michelle Anderson, BPS  
Marc Asnis, BPS  
Kathryn Beaumont, City Attorney  
Debbie Bischoff, BPS  
Tabitha Boschetti, BPS  
Tyler Bump, BPS  
Shannon Buono, BPS  
Al Burns, BPS  
Ellen Burr, BPS  
Mindy Brooks, BPS  
Jenn Cairo, PP&R  
JoEllen Carothers, BPS  
Jessica Connor, BPS  
Sara Culp, BES  
Bill Cunningham, BPS  
Bob Glascock, BPS  
Sally Erickson, PHB  
Courtney Ferris, BPS\*  
Joan Frederiksen, BPS  
Julia Gisler, BPS  
Diane Hale, BPS  
Susan Hartnett, OMF  
Julie Hernandez, BPS  
Rachael Hoy, BPS  
Sarah Huggins, PP&R  
Peter Hurley, PBOT  
Denver Igarta, PBOT  
Rodney Jennings, BPS  
Chaise Jonson, BPS  
Roberta Jortner, BPS  
Steve Kountz, BPS  
Madeline Kovacs, BPS  
Uma Krishnan, BPS  
Lora Lillard, BPS  
Neil Loehlein, BPS  
Leslie Lum, BPS

Barry Manning, BPS  
Derek Miller, BPS  
Kim McCarty, PHB  
Erik Olson, OMF  
Carmen Piekarski, BPS  
Mark Raggett, BPS  
Linly Reese, City Attorney  
Mike Saling, PWB  
Ralph Sanders, BPS  
Chris Scarzello, BPS  
David Sheern, PHB  
Nan Stark, BPS  
Marty Stockton, BPS  
Zef Wagner, PBOT  
Sara Wright, BPS

The Comprehensive Plan project leadership also acknowledges the contributions of other staff at partner City bureaus and public agencies who contributed to the Plan. In particular, Metro, TriMet, Oregon Department of Transportation, Portland Development Commission, Port of Portland, Multnomah County Health Department, Portland Public Schools, David Douglas School District, and the Oregon Department of Land Conservation and Development contributed staff time and information.

The Department of Land Conservation and Development also provided periodic review technical assistance grants to support policy development.

\*Former member/staff